# AGENDA
## SECTION 86 RURAL GROWTH STRATEGY COMMITTEE MEETING

**Wednesday 27 September, 2017**
Council Chambers
Ballan
3.00pm

| **MEMBERS** | |
|---|---|
| Cr. Tom Sullivan | Councillor – West Moorabool Ward (Chair) |
| Cr. Pat Toohey | Councillor – Woodlands Ward |
| Cr. Paul Tatchell | Councillor - Central 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. Rob Fillisch | Manager Statutory Planning and Community Safety |
| Mr. Joe Morgan-Payler | Urban Designer |
| Mr. Geoff Alexander | Strategic Planner |
| Ms. Jacquie Elliott | Minute Taker |

| Item | Title | Responsibility | Page No. | Action |
|---|---|---|---|---|
| **1.** | **Welcome, Present and Apologies** | **Chair** | **Page 3** | **Noting** |
| **2.** | **Recording of Meeting** | **S. Sandhu** | **Page 3** | **Noting** |
| **3.** | **Meeting Minutes** | **Chair** | **Page 3** | **Noting** |
| 3.1 | Confirmation of previous minutes 26 July, 2017 | | | Resolution |
| **4.** | **Conflict of Interest** | **Chair** | | **Noting** |
| **5.** | **Growth & Development Reports** | | | **Discussion** |
| 5.1 | Ballan Strategic Directions – Results of Exhibition | Geoff Alexander | Page 4 | Discussion |
| 5.2 | Township Civic Improvement Plan –Elaine and Gordon | Joe Morgan-Payler | Page 129 | Discussion |
| **6.** | **Process Forward and Work Programme** | **A. Goodsell** | | **Discussion** |
| **7.** | **Date of Next Meeting** | **Chair** | | **Noting** |
| 7.1 | Wednesday 22 November, 2017<br>4.00pm<br>Council Chambers, Ballan | | | |
| **8.** | **Meeting Close** | **Chair** | | **Noting** |

## 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 of Council:**

- **The Moorabool News; and**
- **The Star Weekly.**

## 3. PRESENT AND APOLOGIES

## 4. APPOINTMENT OF CHAIR

## 5. CONFLICT OF INTEREST

## 6. GROWTH & DEVELOPMENT REPORTS

### 6.1 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 |
|---|---|
| **<u>Development of the Western Growth Precinct</u>**<br>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.<br><br>Background note: *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.* | *Officer Response*<br><br>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:<br><br>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 |

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| Justification included:<br><br>• The western growth precinct is further from the train station and Main Street. It does not lend itself to easy walkability or bike riding.<br><br>• The development of the western growth precinct will negatively impact on ecological and river values whereas development of the southern growth precinct will not.<br><br>• The western growth precinct has agricultural capability that would be lost if developed, whilst the southern growth precinct does not.<br><br>• The development of the western growth precinct will negatively impact on landscape values, whilst the development of the southern growth precinct will not.<br><br>• If the western growth precinct has to be developed, it should be developed in the form of rural living sized zots. | precinct is identified for "medium 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.<br><br>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.<br>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.<br><br>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.<br><br>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).<br><br>6. Moorabool Planning Scheme at Cl 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.<br><br>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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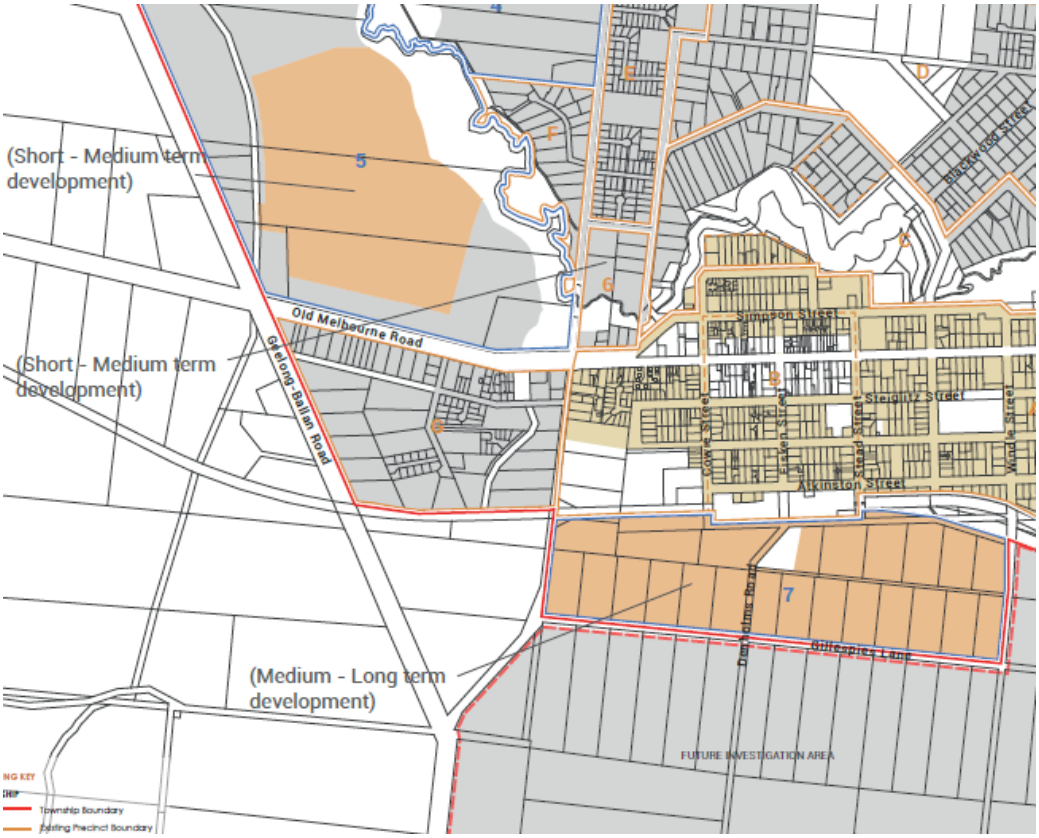
| | 8. The western growth precinct assists Council securing important riparian reserves along the Werribee River, a key component of future structure planning in Ballan. The southern growth precinct will not afford the same opportunities.<br><br>9. In terms of submissions which note the potential impact 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.<br><br>*Foreshadowed change to be recommended at OMC:*<br><br>Alter the concept plan for the Western Growth Precinct to conform to Melbourne Waters Drainage Services Scheme Map. |

**Map 1**



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| **<u>Lack of dedicated bike paths in Strategy</u>**<br>Whilst the BSD proposes a substantially improved walking path network, some submitters were disappointed in a lack of bike paths in the strategy. | 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.<br><br>*Foreshadowed change to be recommended at OMC:*<br><br>Alter the BSD to explicitly refer to the primary path network as a shared path network. |
| **<u>There should be an additional area for industrial development</u>**<br><br>Background note**:** *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.*<br><br>The non-inclusion of an industrial expansion area in Ballan would impact on Ballan's future Industrial Growth. | *Officer Response*<br><br>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.<br><br>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)..<br><br>*Foreshadowed change to be recommended at OMC:*<br><br>Include the land east of the CFA site as an area for future investigation. |
| **<u>A Second Retail Precinct for Ballan</u>**<br><br>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. | *Officer Response*<br><br>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.<br><br>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 are of Ballan in 2016. Advice from local retailers have also confirmed a lack of utilisation of existing sites near Main Street. |

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| | 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.<br><br>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. |
| **<u>Criticisms of the Exhibition Timeframe and Processes</u>**<br><br>Concerns were raised in relation to:<br><br>• Prior comments were not recognised from the Ballan Structure Plan exhibition processes.<br><br>• Lack of consultation in the preparation of the BSD.<br><br>• Claims the land owner for precinct 5 had been consulted prior to the general public exhibition.<br><br>• Concerns expressed about the exhibition period not having been long enough.<br><br>• Concerns expressed about the timeframes offered to lodge a submission.<br><br>• Concern that the information nights did not run late enough for people who work.<br><br>• One submitter has indicated that they did not receive a letter. | *Officer Response*<br><br>A summary of prior feedback from the Ballan Structure Plan exhibition process was considered by Mesh Planning in the formation of the BSD.<br><br>Given extensive previous consultation processes conducted for the Ballan Structure Plan, it was considered unnecessary to further consult with the community *prior to* 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.<br><br>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.<br><br>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.<br><br>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.<br><br>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. |

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| **<u>Infill Opportunities should be fully utilised before making any new growth precinct available</u>**<br><br>Some submitters argued that infill opportunities within the town should be fully utilised before making a new growth precinct available. | *Officer Response*<br><br>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.<br><br>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. |

**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.

**Recommendation:**

**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.**

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**Report Authorisation**

**Authorised by:**
**Name:** **Satwinder Sandhu**
**Title:** **General Manager Growth and Development**
**Date:** **13 September, 2017**

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# **Ballan -** Strategic Directions

September 2017

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MOORABOOL
SHIRE COUNCIL

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URBAN PLANNING & DESIGN

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PART 1

# Introduction & About this Document

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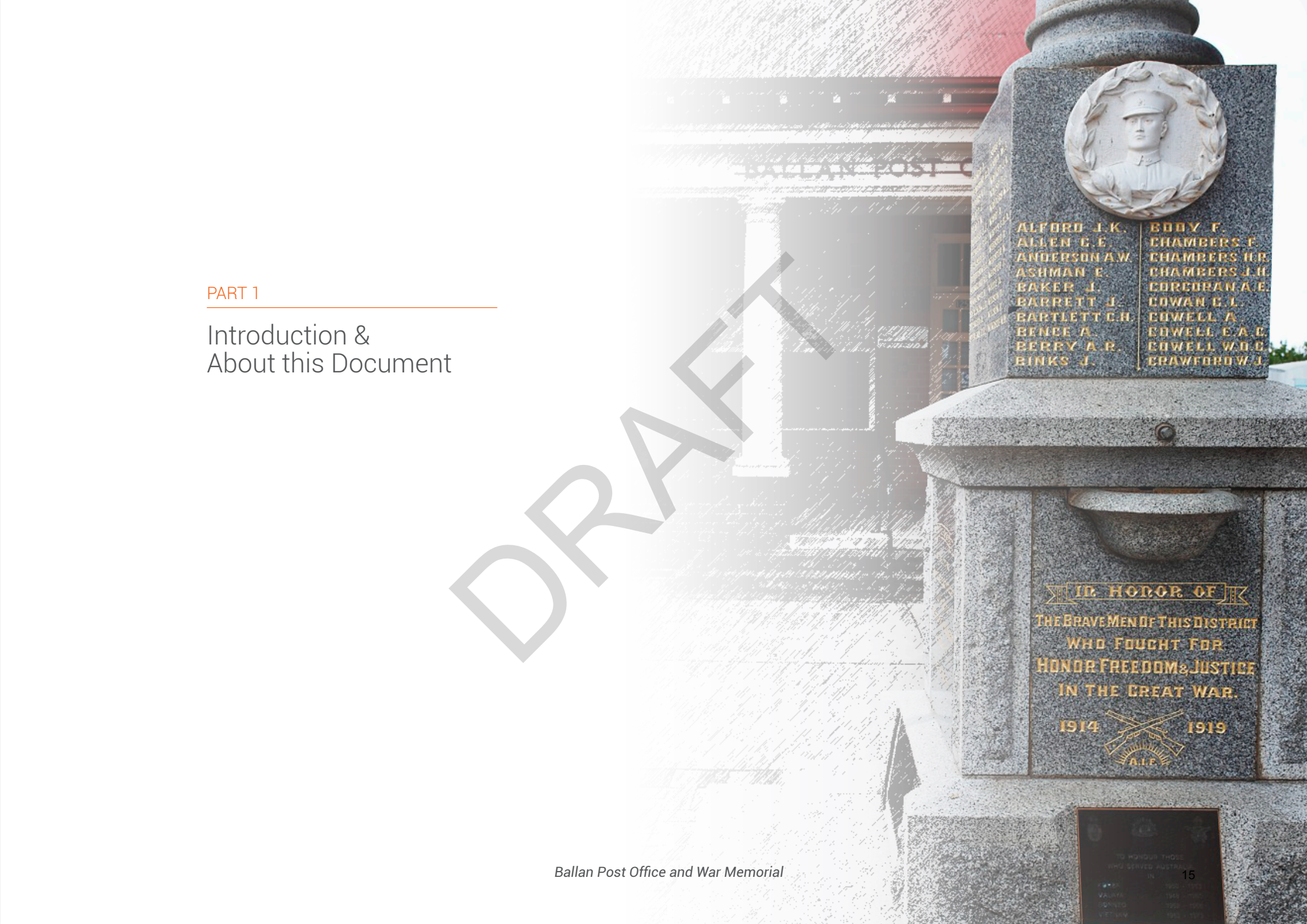


*Ballan Post Office and War Memorial*

# 1. INTRODUCTION

## 1.1. Overview

Ballan is a traditional rural service centre town within Moorabool Shire that is located within the peri urban areas of Melbourne. Ballan is strategically located between Melbourne and Ballarat (see **Figure 01**)which provides opportunities for commuting to work via the Western Freeway or train to Ballarat and beyond or metropolitan Melbourne.

Ballan provides a valued, relaxed country lifestyle and amenity for residents with a relatively good level of affordability. The services the town offers to a range of community members, including aging residents, suggest that growth pressure will continue to be felt in Ballan.

As part of engaging with the community in regards to the future of Ballan a resident stated:

*"Ballan could be a model for how a country town gets the balance right between maintaining and enhancing the town's charm and character whilst welcoming and supporting new residents and businesses."*

The above statement recognises the importance of ensuring future growth does not compromise Ballan's intrinsic character. ***Ballan Strategic Directions*** sets out a clear framework for the future to guide decision-making by Council and other stakeholders in the context of Moorabool's planned growth with consideration to the existing character and charm of the town.

The process of developing ***Ballan Strategic Directions*** has considered the current situation (including relevant policies and strategies), issues and opportunities associated with the town and has developed design and policy direction to influence the future of Ballan.

***Ballan Strategic Directions*** is a long-term document for the township that articulates a series of objectives, strategies and actions which consider the following land use planning issues:

- **Urban form & character:** natural landscape, settlement boundary, land use patterns, character, gateways and public realm;
- **Residential development:** infill development and growth area development with an overarching Residential Settlement Framework;
- **Movement network and connectivity:** connections for walking, cycling and vehicles;
- **Open space & recreation:** sports grounds, linear open space, reserves and parks;
- **Community facilities:** community facilities and services, (higher order and localised);
- **Non residential uses & local employment:** retail, services and industrial uses including employment opportunities; and
- **Drainage and servicing:** drainage, electricity, gas, sewerage, internet, water, etc.

***Ballan Strategic Directions*** will be used as an implementation document that will provide clear strategic direction for the future of Ballan. This will include updating the Ballan Framework Plan and relevant provisions of the Moorabool Planning Scheme and applying the suite of residential zones.

## 1.2. About Ballan

### 1.2.1. Role of Ballan

Ballan is a traditional country town which is influenced by its locational advantage between metropolitan Melbourne, Bacchus Marsh and Ballarat and the higher order services, employment and other opportunities available within these cities and regional towns. Ballan is also located less than 1 hour to Geelong. The location of Ballan makes the town a predominately commuter town for employment purposes.

For a township of its size, Ballan has good services and facilities, however these will need to be managed in the context of future planned growth for the town. It is anticipated that Ballan will continue to undertake a rural service centre role in the heart of the peri-urban region in the long term.

Ballan has an important role in forming part of Moorabool's growth areas, however Ballan is able to provide a point of difference in housing and lifestyle choices, secondary to the main growth front in Bacchus Marsh. It is critical this point of difference is retained in the long term and Ballan does not undertake a suburban role in the future. The role of ***Ballan Strategic Directions*** is to provide guidance on how to provide for growth while maintaining and contributing towards a sense of place and the character and vitality of Ballan.

In more recent years, Ballan has also undertaken a niche tourism role. This has been achieved through a number of regular markets, annual festivals, shops and gourmet cafes which is anticipated to continue to grow and be an integral component of Ballan in the future.

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# BALLAN

**78km**
West of Melbourne

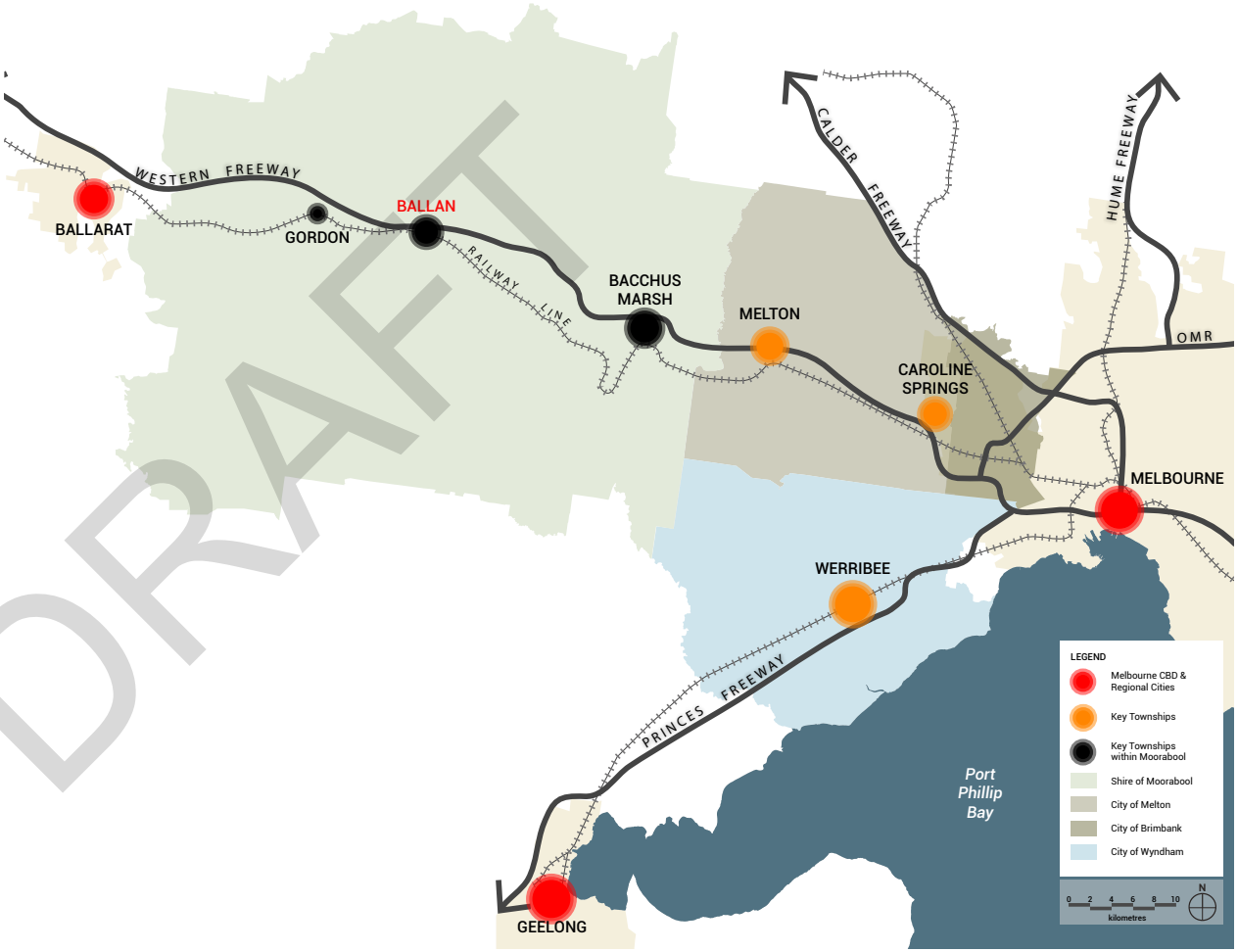
**23km**
West of Bacchus Marsh

**35 km**
East of Ballarat

**2,985**
**residents as at 2016**
(Census Data)

Projected
population growth of
**5910 by 2041**
(Forecast ID)

FIGURE 01 TOWN LOCATION AND HIERARCHY

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## 1.2.3. Key attributes and characteristics of Ballan

Ballan is uniquely placed with many attributes that contribute to the town being a special place. To understand what makes Ballan attractive, these attributes, as relevant to ***Ballan Strategic Directions*** have been identified as follows:

***Township Character***

> Ballan township is located to the south of the Western Freeway and has a well-established country township character, which is highly valued by residents and visitors, including a cohesive and formal main street which is the heart of the town, both as an access route to and from, but also as the key activity hub.

> Activity is focussed on both sides of the street, with attractive shops including a number of historical buildings.

***Historic buildings, built form and streetscapes***

> The settlement of Ballan was developed as a connected grid and includes a number of historic buildings.

> Diverse architectural styles including a range of dwellings with heritage values.

> 30m road reserves with diverse cross sections that provide a sense of openness and character.

> Diverse streetscape elements such as rural timber fences, no fencing and blurring of the public/private realm with vegetation.

> Heritage features as part of the existing southern boundary of the township where the historic Ballan Train Station is located.

***Open Feel***

> The rural and low density surrounds, wide streetscapes and large open space areas that complement the natural features of the town and contribute to Ballan having an open and country feel.

> An open landscape on the town edges with a sense of built form only felt when within the township core.

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*Vegetation*

> Established vegetation is a key feature of the town in particular the contrast between formal and exotic street trees, cypress windrows and autumnal vegetation in both the public and private realms.

*Undulating landforms*

> The landform undulates throughout the town which provides diverse landscapes and opportunities for scenic views to rural landscapes, land forms and hills as a backdrop.

*Environmental*

> The Werribee River traverses through Ballan with open space along the River (including formalised parks and a swimming pool). The River also has tributaries throughout the town.

> The location of the Werribee River divides the town with residential development to the north and south of the river.

> The Werribee River, at times, floods its banks and is recognised as a natural feature of the town.

> The Werribee River is an important habitat for a range of native flora and fauna species.

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*A range of key services & attractions*

- Dispersed community facilities within a walkable catchment of the town centre core including a range of health and education services.
- A train station located in a heritage listed building.
- A public golf course and active open space reserve.
- An industrial and health precinct with a number of employment opportunities.
- A range of tourist attractions including the Ballan Farmers Market, the Ballan Market and annual festivals such as the Autumn Festival and the Ballan District Vintage Machinery Festival.

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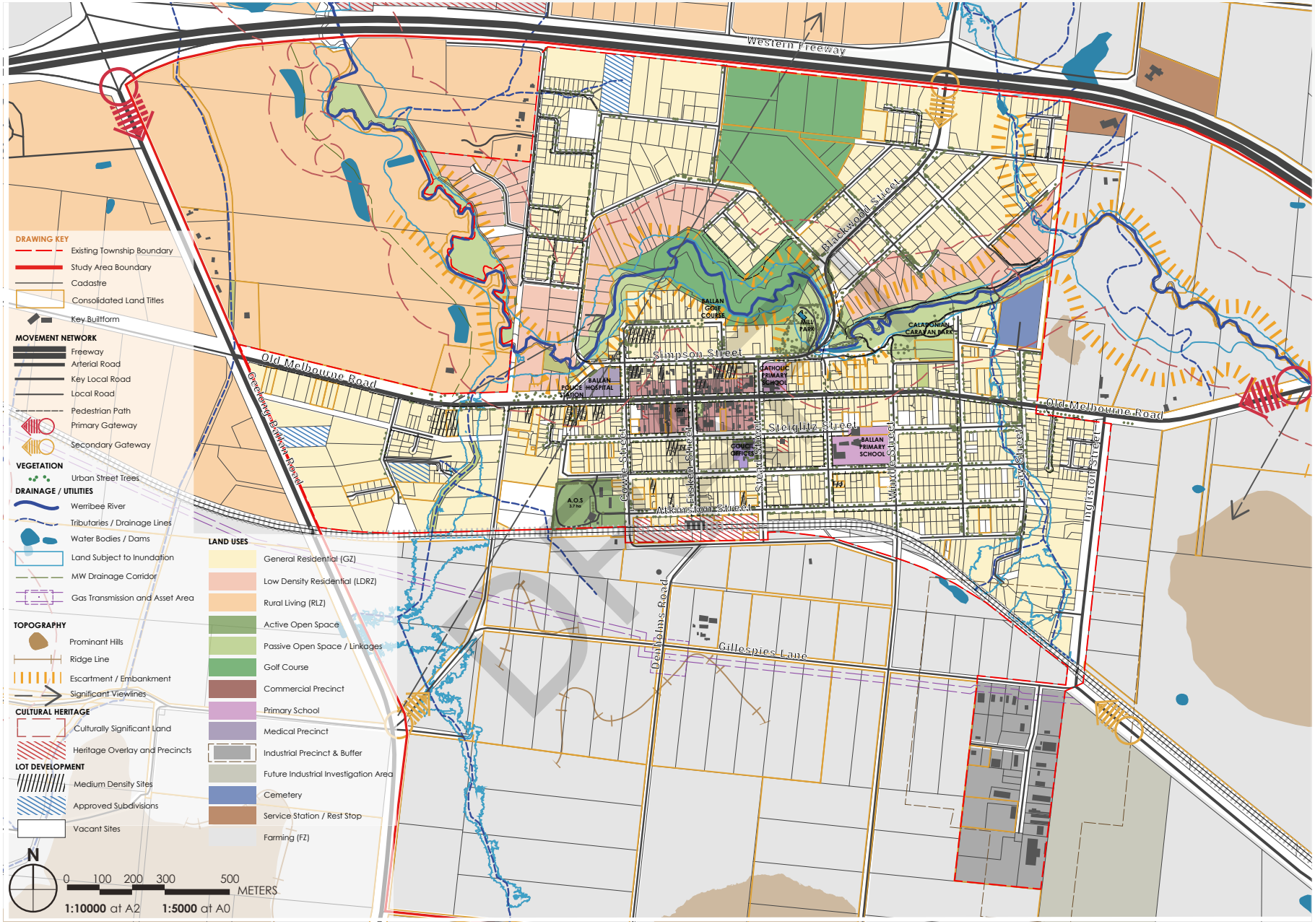
## FIGURE 02 Existing Conditions Plan



## 1.2.4. Community feedback - 2012

As part of considering the future of Ballan, Council undertook extensive community consultation in 2012. The form of consultation undertaken included open workshops, face to face interviews and representation at community events which provided opportunities to speak to a number of community members. Further consultation was undertaken with the community on the draft ***Ballan Strategic Directions.***

The 2012 consultation identified a number of key themes in regards to what residents considered was important to the future of the town. The themes were as follows:

- Character
- Gateways
- Environment, sustainability, natural and cultural heritage
- Complimentary future development
- Physical and social infrastructure

In accordance with the key themes identified above, an overview of the community views that were expressed during the consultation are set out in the following.

*Old Ballan Court House*

### *Character*

- Ballan is a very special place.
- Ballan is welcoming, friendly and peaceful.
- There is a wonderfully creative side to Ballan that we love.
- We love the history of the town, and are very keen to see these features preserved and enhanced – they are an important part of the story of Ballan.
- Uncertain about the form and scale of new residential development and how that fits in with the existing character and charm of Ballan.
- Ballan could be a model for how a country town gets the balance right between maintaining and enhancing the town's charm and character whilst welcoming and supporting new residents and businesses.
- The landscape features and rural vistas of Ballan are important.
- The low rise form, single storey scale of the residential development is valued.
- Streetscape amenity needs improving, especially in the shopping centre and surrounding residential areas.
- The town needs a town square to assist with opportunities to meet and mingle.
- Improvements to the look, feel and functionality of Inglis Street are required. Any improvements should reinforce the character of the town.

### *Gateways*

- The entrances to town are important.
- The entrances set the scene for the character of Ballan and should be preserved and enhanced.
- Entry statements that are indicative of Ballan's natural and built heritage and themes throughout the township are to be encouraged.

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### *Environment, sustainability, natural and cultural heritage*

- The Werribee River and its environs are very important to us.
- We want to make better use of this valuable asset (Werribee River) – walking trails, cycle paths and interpretative signage is ways that could assist in the wider appreciation of this area.
- There is a need to protect and enhance the Werribee River corridor for its biodiversity values.
- The landscape features of our towns are important.
- We treasure the deciduous trees, the rural vistas and are keen to see that these features are preserved and enhanced.
- Protect and enhance biodiversity values.
- Preserve and interpret culturally significant sites.
- Strengthen the role of the river as a passive recreation spine.
- Use the river as a town entry feature reinforcing the rural feel.

### *Future development*

- We think that the land to the south of the railway line, towards Gillespies Lane, is the best place for our town to grow.
- We want to make sure that the growth is managed and that the demand meets supply for facilities like schools and sporting grounds.
- Community acceptance that some growth in Ballan needs to occur.
- Acceptance in the increase of some higher density housing provided that it is respectful to the existing character and heritage and this should be around the town centre.

### *Physical and social infrastructure*

- We are keen to see that physical infrastructure like roads and drainage are systematically maintained and improvements and upgrades to keep pace with new development.
- Our proximity to Melbourne and to Ballarat, particularly by rail, is a very valuable part of our town, and adds significantly to the liveability of Ballan and district.
- Ballan lacks a town square.
- Ballan is an accessible place.
- Most services and facilities can be reached easily, but the network of footpaths should be well maintained and be accessible to all.
- We would love to have a permanent library in town (this could be shared with the schools and other community groups).
- Improvements to the pedestrian and cycling network is required.
- The importance of retaining the current employment precincts (Ballan Industrial Estate & the Town Centre including the community and health services).
- The town needs a better range of goods and services.

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### 1.2.5. Community Consultation

The draft version of ***Ballan Strategic Directions*** undertook an exhibition period in June/July 2017. This included two drop in sessions at Councils Ballan office with the sessions also including a presentation that was prepared and presented by Council officers at the start of each session. The draft document was also placed on Councils website. As a result of the exhibition period 21 written submissions were received.

Much of the feedback received was consistent with the feedback Council received as part of the 2012 consultation as set out in 1.2.4, however there was feedback received that specifically related to the draft Document. As a result a number of changes were made to the final ***Ballan Strategic Directions***. A summary of the key changes are as follows:

- Reconsiderations of the location of the structural loop (shared path network) to remove the loop from some private properties and reconsideration of the location of the loop throughout the town.
- The deletion of Precinct 6 due to the structural loop being relocated and now not traversing through private land. Subsequent renumbering of Precinct 7 to Precinct 6 and land previously in Precinct 6 now included within Precinct F.
- The concept plan for the Western Growth Precinct revised taking into account feedback from Melbourne Water and landowners in the north-east corner of the precinct.
- The concept plan for the Eastern Growth Precinct revised taking into account feedback from landowners.
- A small southern portion Precinct A changed to a Natural Residential Growth Area from a Minimal Residential Growth Area.
- A number of text and plan changes in response to Melbourne Water's submission in regards to the protection of the Werribee River and its tributaries and to the Development Services Scheme Melbourne Water are implementing in Ballan.
- Additional text and plan updates in response to Transport For Victoria's submission, in particular in regards to future crossing of the railway line, the 2nd platform and the existing rail corridor.
- The land to the east of the Industrial Estate included as a Future Investigation Area and identification of the future CFA site.

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## 1.3. Policy Context

### 1.3.1. State

***Plan Melbourne 2017-2050***

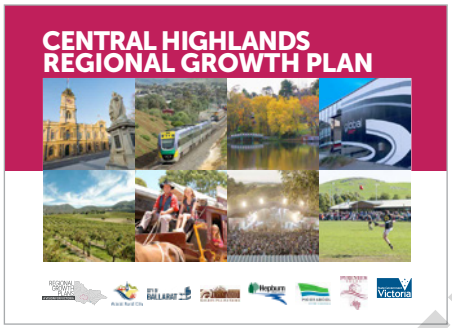
> State Government document.

> Victoria's population is set to top 10 million by 2051.

> Identifies growth in peri-urban areas beyond metropolitan Melbourne will attract about 32% of regional Victoria's population between 2011 and 2031.

> Development of individual cities and towns in regional areas should be in keeping with their character and balanced with the protection of the productive land, economic resources and biodiversity assets that are critical to the states economic and environmental sustainability.

### 1.3.2. Regional




***Central Highlands Regional Growth Plan***

The Growth Plan identifies a number of future directions for Ballan as follows:

> support Ballan as a town providing services consistent with its role in the peri-urban region;

> support residential growth that respects the surrounding rural character and environmental attributes; and

> encourage local employment opportunities.

The Growth Plan provides extensive commentary in regards to the role and future of Ballan including:

*The town will continue to provide a range of services to surrounding small towns and rural settlements.*

*Ballan's location adjacent to the Western Freeway and on the Melbourne-Ballarat railway line, and its good access to higher order services and employment in Bacchus Marsh, Ballarat and Melbourne, means it will most likely continue to attract steady growth.*

*It is anticipated development pressure on the town will increase in the long term, when residential development opportunities become scarce in Bacchus Marsh.*

*Although there is sufficient residential land available to meet demand for the short- to medium-term, including infill opportunities, further residential land supply should be considered to the west or south of the town. Additional infrastructure will be required to service any future growth.*

*A key attribute of the town is its strong historical and village character within a rural setting and environmentally sensitive landscape. Given the pressures for growth in areas closer to metropolitan Melbourne, it will be important to make sure Ballan's growth is carefully managed and planned for to protect and promote its valued character.*

*Employment opportunities should be encouraged to reduce the need to commute and should be directed towards either the town centre or the industrial estate in the short to medium term. There is sufficient industrial land supply in the short to medium term, with potential for expansion into larger sites in the surrounding area when the need arises.*

The Growth Plan identifies the following land use policies, strategies and actions:

> finalise and implement a structure plan to identify preferred locations for growth for Ballan;

> focus residential development within the town boundary over the short- to medium-term;

> provide appropriate policy support and provisions in the planning scheme to protect residential character and landscapes; and

> retain and enhance services and facilities appropriate to servicing the local community.

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### 1.3.3. Local

The Moorabool Planning Scheme sets the local planning context and guides planning outcomes for the municipality, including Ballan via the Municipal Strategic Statement (MSS) and the Local Planning Policy Framework (LPPF).

Clause 21.08 of the MSS relates specifically to Ballan and includes the Ballan Framework Plan. This Clause identifies Werribee River as the key environmental influence within the town while also highlighting Ballan's strong historical character and rural setting that needs to be recognised in planning for future growth.

Clause 21.08 also recognises the changing demographic structure, household needs, and lifestyle needs that will support and demand a wider range of housing types and forms than currently exists within the town. This Clause highlights the importance of the town centre retaining its existing compact form and core, and encourages new commercial uses and development to locate within the town centre.

In regards to future growth Clause 21.08 identifies potential future residential growth areas to the south and west of the town, as per the Ballan Framework Plan.

This Clause, including the Ballan Framework Plan, will be subject to further review as part of the implementation of ***Ballan Strategic Directions***.

### 1.3.4. Key Strategies & Local Strategic Studies

***Economic Development Strategy 2015***

The Economic Development Strategy sets out Moorabool's economic vision as follows:

*"In 2024, our population of almost 40,000 will support a variety of new jobs, services and industries. The diversity of our economy, from agriculture through to professional services, will underpin our economic resilience. We will embrace our inter-dependence with the Melbourne and Ballarat economies while sustaining our unique local lifestyle."*

The Strategy encourages the development of business clusters and precincts and states that such precincts will maximise supply chain integration, promote specialisation, and business collaboration. The Strategy recognises the Ballan Town Centre as a key precinct.

Specifically relevant to Ballan, the Strategy recognises the Ballan and District Chamber of Commerce providing Council with a key opportunity to engage and understand the needs of local business and integral to business engagement with Council beyond a 'roads, rates, rubbish and regulation' role.

The Strategy also recognises the important role of the Ballan Farmers Market and its ability to stimulate tourism and provide income for farmers.

In regards to Main Street the Strategy encourages the ongoing enhancement of the Ballan Town Centre Core and highlights the importance of improvements to Main Street that will assist in creating a 'sense of place' for the retail core.

***Retail Strategy 2041 – March 2016***

The Ballan Town Centre is the only substantial retail centre within Moorabool outside Bacchus Marsh. It is anchored by an IGA supermarket of approximately 950 sq.m, with other specialty retail and non-retail services available. The Strategy indicates that there are two vacant shopfronts and three vacant sites within the town centre.

The Strategy identifies that there is currently a demand for additional retail floor space within Ballan and an increase in floor space could potentially be met through an expansion of the existing supermarket, subject to land constraints, and additional fresh food specialty stores.

The Strategy indicates that by 2021 the Ballan Town Centre is considered able to support a medium sized supermarket, a greater range of supporting fresh food stores, a few new cafes/restaurants, additional convenience retail stores, a discount outlet and more retail services such as additional hairdressers.

By 2041, once the population of the Ballan (Central) region reaches 11,500 residents (ABS Boundary for Ballan Statistical Local Area), a total of around 13,000 – 14,000 sq.m of retail floor space is considered supportable in the Region. Potentially around 8,000 – 9,000 sq.m of this retail floorspace could be provided within the Ballan Town Centre.

There is around 12,000 sq.m of vacant land within the Ballan Town Centre, which could potentially accommodate around 8,000 – 9,000 sq.m of retail floorspace. This amount of floorspace would sustain the indicative floorspace demand for Ballan and the Surrounding Region up to 2041.

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***Hike & Bike Strategy, June 2014***

The vision for the Hike and Bike Network in Moorabool is:

> *"To develop a safe and sustainable hike and bike network that provides for a wide range of users; provides safe local and regional connections between townships; and increases recreation and tourism opportunities within Moorabool Shire".*

*Note: On review of the path network for Ballan in this strategy the network is not clear and requires further review.*

***Moorabool Industrial Strategy, June 2015***

The Industrial Strategy identifies that the Ballan Industrial Estate has a total area of 19.5ha, with a 17% vacancy rate and employing the equivalent of 106 full time employees with the largest areas of employment being manufacturing and administrative/support services.

The Strategy states that the Ballan Industrial Estate is a successful industrial precinct possessing a relatively diverse mix of business activities including Manufacturing, Transport and Service companies. Most business owners expect to grow their businesses in the future, and a quarter of those surveyed had plans for redevelopment and expansion. 71% owned, rather than leased their land. Business owners identified large lot sizes as the major competitive advantage of industrial land in this precinct. Prominent disadvantages in the location of the precinct for business activities were the distance from the main street or centre of Ballan and the lack of a postal service. The Strategy also identifies that there are some limitations on this precinct in terms of buffer zones, given there are dwellings within a one kilometre radius and the lack of available services.

The findings of the Strategy indicate that the Ballan Industrial Estate is most suited to population serving industries and such uses should continue to locate in Ballan. Overall, the Shire's industrial activities do not align well with the primary purposes of the industrial zones. This is largely due to the lack of buffer distances between those industrial precincts and sensitive uses.

*Note: On undertaking a site visit, vacancy rates are likely to exceed 17% as indicated within this strategy.*

***West Moorabool Heritage Study, 2014 - 2016***

The West Moorabool Heritage Study is a Council prepared document and identifies the inclusion of two heritage precincts within Ballan and a number of individually heritage significant properties. The Study recommends a heritage overlay be applied to the two heritage precincts and to the individually listed properties which are generally located in the original Ballan Township. The Study is proposed to be included as a Reference Document to the Moorabool Planning Scheme.

In regards to the two heritage precincts, the first precinct is known as the 'Fisken Street Heritage Precinct'. This precinct takes in the properties fronting Fisken Street between Inglis and Atkinson Streets, together with two properties fronting Atkinson Street, Ballan Railway Station complex, McLean Reserve and 24 Fisken Street.

The Fisken Street precinct is largely a residential area, identified by modestly scaled, single storey, hipped and gabled timber weatherboard and brick dwellings of rudimentary design that feature front and/or side verandahs, corrugated sheet metal or tiled roof cladding, and timber framed windows.

The conventional character and appearance of most of the Victorian, Late Victorian, Edwardian and interwar Bungalow dwellings reflects the socio-economic status of the owners for which they were originally built. There are also a smaller number of post-war and later 20th century dwellings in the area.

The second proposed heritage precinct is 91-97 Steiglitz Street. This small precinct is a grouping of four Victorian and Late Victorian styled dwellings at 91 Steiglitz Street (contributory), 93 Steiglitz Street (contributory), 95 Steiglitz Street (conservation desirable) and 97 Steiglitz Street (contributory).

These dwellings are historically significant for their association with residential and commercial developments in Ballan in the 1870s and 1890s and they comprise the only speculative development of detached timber dwellings remaining in the town.

Through the completion of Stage 1 of the West Moorabool Heritage Study, a number of individual heritage overlays were also identified within the township.

***Ballan Structure Plan, December 2015***

***Ballan Strategic Directions*** will supersede the previously Council adopted ***Ballan Structure Plan***.

***Melbourne Water's Healthy Waterways Strategy, 2013***

This strategy is relevant to Ballan in recognising the importance of the Werribee River.

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### 1.3.5. Future strategic directions summary

The overarching strategy and policy implications in relation to Ballan establishes clear context for the preparation of ***Ballan Strategic Directions.*** The policy and strategy context consistently acknowledges the challenges associated with Ballan adopting an increasingly important role in accommodating population growth into the future.

Key policy and strategy directions that are particularly relevant to the preparation of ***Ballan Strategic Directions*** include:

- the role of Ballan as a peri-urban town accommodating increased population growth;
- supporting Ballan as a town providing services consistent with its role in the peri-urban region;
- directing growth to preferred locations and away from non-preferred locations;
- retaining the intrinsic character and other elements that define Ballan;
- improving the viability and investment in the town centre while also creating opportunities for local employment;
- ensuring current and future housing needs of Ballan residents are met through a mix of housing opportunities (green-field and infill);
- improving connectivity within the town that allows increased walking and cycling opportunities with an emphasis on a linear network along the Werribee River;
- providing strategic direction for the industrial precinct to ensure it can remain a sustainable employer within the town;
- the need for increased retail floor space within the town centre to support the growing population and emphasising the importance of this being contained with the town centre core;
- recognising the significant heritage values that exist within the Ballan township; and
- recognising the importance of protecting the Werribee River and its tributaries from urban development.

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Over the long term, Ballan is projected to grow and develop. It is important to understand the key drivers for this change to ensure that the objectives, strategies and actions identified within ***Ballan Strategic Directions*** are appropriately targeted and responsive to the town's growing needs and policy direction.

**Historical Influences and Trends**

The 2016 population of Ballan as calculated by the 2016 census was 2,985 people. Population projections based on historical analysis of Ballan expect to see the town's population increase by over 94% to approximately 5,910 (Forecast ID) people by 2041.

From 2006 to 2011, Ballan's population increased by 416 people (17.9%). This represents an average annual population change of 3.34% per year over this period. The largest changes in the age structure in this area between 2006 and 2011 were:

> empty nesters and retirees (60 to 69) (+107 people);
> tertiary education and independence (18 to 24) (+79 people); and
> babies and preschoolers (0 to 4) (+56 people).

Based on the 2011 ABS Census of Population and Housing, Ballan's population characteristics and demographics have been summarised as follows (including a number of comparisons to the Moorabool municipality):

> A similar proportion of preschoolers and a higher proportion of persons at post retirement age compared to Moorabool Shire.
> A lower proportion of people in the younger age groups (0 to 17 years) and a higher proportion of people in the older age groups (60+ years) compared to Moorabool Shire.
> 30% of households were made up of couples with children in 2011, compared with 35% in Moorabool Shire.
> 23% of households contained only one person, compared with 22% in Moorabool Shire, with the most dominant household size being 2 persons per household.
> 6.2% of the dwellings were medium or high density, compared to 5% in Moorabool Shire.
> 79% of households were purchasing or fully owned their home, 13.9% were renting privately, and 2.2% were in social housing.
> There were 81 people over the age of 85, with the largest age group being 45 to 49 years.
> 9.9% of dwellings were vacant which is consistent with Moorabool Shire.
> There were 164 couples with young children, comprising 16% of households.
> Household sizes are decreasing, similar to Moorabool Shire and more broadly Victoria.

These population projections and demographic characteristics of Ballan have influenced the way in which Ballan has been planned for in the past, and how Council and relevant stakeholders have identified and planned for relevant infrastructure and community needs to meet the future needs of its residents.

**The 2016 population of Ballan as calculated by the 2016 census was 2,985 people.**

Population projections based on historical analysis of Ballan expect to see the town's population increase by over 94% to approximately 5,910 (Forecast ID) people by 2041.

*Right: Horse trough on the corner of Fisken and Inglis Streets*

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### Key drivers and influences

The key drivers for change and influences for Ballan into the future are significant, and are identified as follows:

- State Government policy influences such as Plan Melbourne 2017-2050 and the Central Highlands Regional Growth Plan which identifies Ballan as a peri-urban town that can accommodate additional growth;
- the town's strategic location on the Western Freeway and being within commuter distance of Melbourne or Ballarat by the Freeway or via rail (noting that patron usage of the rail service is increasing yearly with statistical data indicating that in 2015/16 there are approximately 7,700 patrons using the service monthly and by 2014 this had increased by 700 patrons using the service monthly); and
- demand for the lifestyle advantages presented by the town, its diversity of housing forms and its relationship with history and the rural landscape.

***Ballan Strategic Directions*** specifies objectives, strategies and actions which acknowledge and build upon work previously prepared for Ballan in the context of its changing role and expected growth. The directions within this Document seek to understand the broad, long term implications for Ballan in terms of its population growth and capacity, the town's future role as a country town while managing peri urban influences in regards to retaining the towns amenity and character and the key infrastructure and employment requirements to service Ballan's long term growth. Importantly, the Document seeks to identify and harness opportunities to leverage growth to provide positive outcomes for the town and the community which would not be possible, or be difficult to realise without clear strategic guidance.

# 2. ABOUT THE DOCUMENT

## 2.1. Structure of the Document

The structure of the document is set out in **Figure 03** and described as follows:

**Introduction -** sets the scene for why the document has been prepared and identifies the key guiding issues to be considered during development of the document.

**About the Document -** provides an overview of the structure of the document, the project brief, what it is seeking to achieve, methodology and how the document will be applied into realistic actions.

**The Vision -** identifies the vision for the future of Ballan and articulates 7 guiding principles which underpin each element of the document.

**Strategic Directions -** Each element describes relevant key issues and considerations and lists Key Objectives, Strategies, and Actions, which describe the desired strategic outcomes to be achieved in the future:

- Urban form & character
- Residential development
- Movement network and connectivity
- Open space & recreation
- Community facilities
- Non-residential uses & local employment
- Drainage and servicing

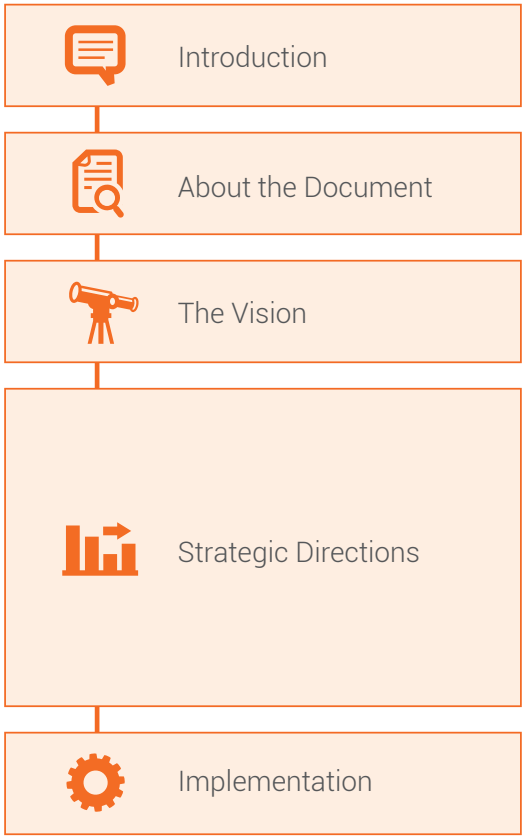
**Implementation -** identifies a suite of implementation actions and supporting information.

## 2.2 Project Brief

As part of preparing ***Ballan Strategic Directions***, Council and Mesh agreed on a number of key principles and aspirations that the Document would seek to address as follows:

- clearly articulate the role and composition of Ballan now and into the future;
- build on the recommendations and provide clear direction in regards to the relevant Strategies and Background Reports that apply to Ballan;
- provide clear strategic directions in regards to the Ballan Framework Plan that currently sits within the Moorabool Planning Scheme;
- identify future growth areas and pre-conditions for future rezoning's (key access links, overlays, staging, infrastructure needs, etc.);
- provide a high level neighbourhood character assessment to ensure the suite of residential zones can be appropriately applied to Ballan;
- provide future directions on the industrial areas in Ballan;
- provide objectives, strategies and actions supported by plans and text around a series of key themes (movement network, open space, drainage, retail, community facilities etc.); and
- an implementation plan including a list of possible future infrastructure needs to ensure there is a clear implementation strategy for the town.

FIGURE 03 STRUCTURE OF THE DOCUMENT

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## 2.3 Methodology

### FIGURE 04 PHASES OF THE PROJECT

| *Phase* | *Description* |
|---|---|
| 1 | **Background & Context Review**<br>A detailed background review of all available information, policy review, site visit and identifying any gaps in the material. Gathering of information to commence a plan based analysis of the town. |
| 2 | **Opportunities & Constraints Plan & Character & Landscape analysis**<br>Preparation of a plan that builds on all the information gathered in Phase 1. Detailed review of the landscape and character of the town. Assistance from Council to fill any gaps in the material identified in Phase 1 and workshopping the analysis with Council officers. |
| 3 | **Ballan Framework Plan preparation**<br>Preparation of the Ballan Framework Plan. |
| 4 | **Draft *Ballan Strategic Directions***<br>Preparation of draft ***Ballan Strategic Directions*** for review by Council officers. |
| 5 | **Exhibition of draft *Ballan Strategic Directions***<br>Council will consider submissions made regarding ***Ballan Strategic Directions,*** with a view to proceeding with the document, either with or without changes. |
| 6 | **Finalisation and adoption of *Ballan Strategic Directions***<br>Adoption of the document by Council. |

***Ballan Strategic Directions*** has been prepared in a multi-staged manner (refer to **Figure 04**), that has been informed by Council plans and strategies, information and comments from technical experts, community consultation and engagement with Council officers.

Moorabool Council is currently preparing Moorabool 2041 which is a framework that will establish a wide-ranging review and analysis of the future direction of the municipality and will comprise of an Urban Growth Strategy and a Rural Growth Strategy, of which Ballan fits within the Rural Growth Strategy. As part of the preparation of Moorabool 2041, Council has engaged a number of technical consultants that have undertaken specialised work within the Municipality, which have been used to inform this Document including:

- Retail Strategy 2041 – March 2016
- Hike & Bike Strategy, June 2014
- Moorabool Industrial Strategy, June 2015
- Economic Development Strategy, 2015
- West Moorabool Heritage Study, 2014-2016

Further, ***Ballan Strategic Directions*** has taken into consideration a number of technical reports and strategies that have been prepared specifically for Ballan, including:

- Ballan Structure Plan, Access & Movement Draft Report, June 2012
- Ballan Structure Plan Landscape Concepts, June 2012
- Ballan Structure Plan consolidated background report, December 2012
- Ballan Structure Plan community consultation document, 2012
- Ballan Structure Plan, 2015
- Ballan Urban Design Framework, August 2003

Council undertook extensive community consultation with the Ballan community in 2012, and the feedback recieved as part of the consultation assisted in the preparation of ***Ballan Strategic Directions***. Further consultation was also undertaken on the draft ***Ballan Strategic Directions*** document and some changes were made to the document as a result of the consultation phase.

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## 2.4 What is the document seeking to achieve

When planning for growth, whether it takes the form of new green-field development, development of strategic development sites, or incremental infill development within established areas, it is critical to recognise and define the intrinsic character and other elements and to define a series of recommendations that will serve to "get the fundamentals right".

This means making sure that a town has clear strategic directions to ensure it focuses on the important elements of the urban form that will make a difference to the way people live, how they move about and how they enjoy the amenity and services on offer. It also means recognising those aspects of the urban form that cannot necessarily be controlled by this Document.

When the planning fundamentals are right then improved development and community outcomes will follow. Planning fundamentals, include but are not restricted to, the following:

- integrated and connected transport linkages;
- high quality and equitable access to green spaces;
- walking and cycle paths that connect neighbourhoods and activity nodes;
- well configured community hubs that leverage opportunities for shared use of facilities;
- attractive streets and public spaces with distinctive street tree planting;
- encouraging sustainable development outcomes and enhancing the natural environment; and
- appropriate staging for development and clear guidance regarding responsibilities of infrastructure delivery.

## 2.5 From Best Practice Theory to Realistic Actions

The strategic directions identified in Chapter 4 are arranged to create a logical progression from the high-level vision and guiding principles in Chapter 3 through to a set of objectives, with a range of realistic strategies and actions. Chapter 5 provides a clear implementation strategy and includes required actions, responsibilities and timeframes for achievement.

Understanding this sequence will assist decision-making and ensure the successful implementation of ***Ballan Strategic Directions***. Establishing the guiding vision is an essential first step, which is identified in Chapter 3.

## 2.6 Identification of key themes to inform the vision

Identifying key themes to guide the future of Ballan is critical in ensuring the town has a clear and long-term vision. As part of undertaking Phases 1 and 2 of the project, consideration was given to emerging themes in the context of what makes Ballan special and the role of the town moving forward.

The ideals of **'sensitive growth'** and '**country charm**' have been chosen because they best represent the unique character, composition and distinct identity of Ballan, whilst also recognising the role Ballan will play in accommodating some future growth.

Whilst the ideals are expressed as two relatively simple phrases their composition in a planning context is complex and there is an obvious relationship between the ideals as expressed in **Figure 05**.

These ideals form the basis for a clear and long-term vision for Ballan.

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**When the planning fundamentals are right then improved development and community outcomes will follow.**

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PART 2

# The Vision & Strategic Directions

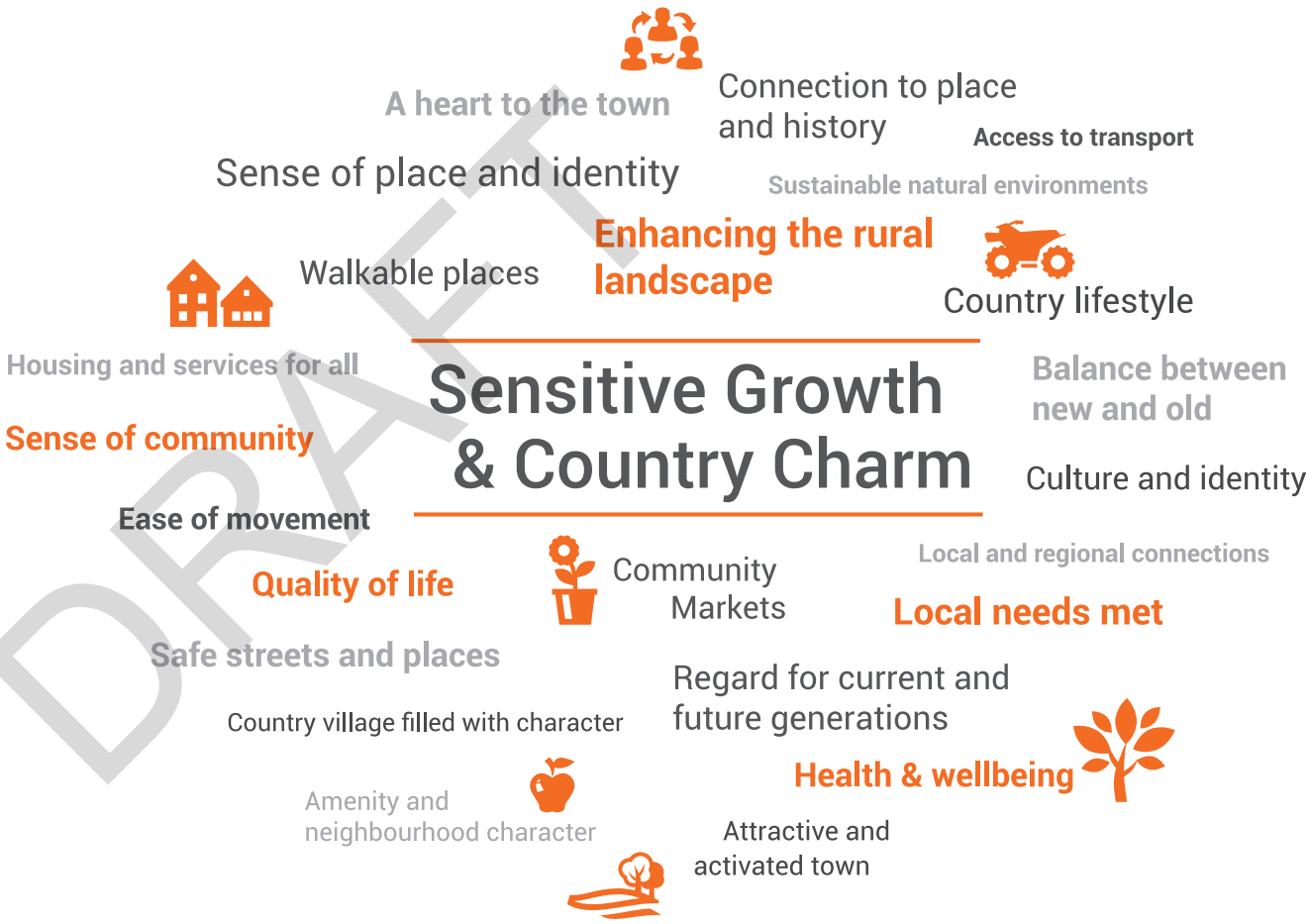
*Inglis Street, the main street of Ballan*

## 3.1 Ballan ideals

As identified at 2.6 the ideals of **'sensitive growth'** and **'country charm'** have been chosen for Ballan as they best represent the unique character, composition and distinct identity of the town, whilst also recognising the role Ballan will play in accommodating some future growth.

These ideals form the basis for a clear and long-term vision for Ballan.

FIGURE 05 BALLAN IDEALS

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## 3.2 The Vision Statement

Ballan is a special place where the relationship between the residential settlement and the rural landscape is central to the town's identity and 'sense of place'. The vision for Ballan is for the town to sensitively grow without compromising this intrinsic country charm. Growth should not be at the expense of the existing character and heritage of the town. This will include retaining wide tree lined streets which is a key attribute of the town today.

The rural landscape setting, key environmental assets (such as the Werribee River and its environs), views and vistas that are available from the town are identified as key characteristics that also significantly enhance the residential amenity of the town. As such they are important attributes of the town to acknowledge and protect as the town continues to grow. This includes ensuring that any development is sympathetic to the existing rural gateways.

Ballan will continue to attract new residents, primarily families who will be drawn to the lifestyle offered by the town but also due to Ballan's strategic location being within commuter distance of Ballarat, Melbourne and Geelong.

New residents will be accommodated through the subdivision of existing blocks within the town, new growth areas to the west and south or on 'lifestyle' properties at the fringe of the town.

Commercial businesses will continue to develop, with additional local shops establishing within the existing town centre core which will assist with enhancing economic viability, servicing Ballan and the surrounding region, attracting visitors to the town and increasing tourism. To enhance the town core the integration of a town square will assist in providing a 'heart' to the town and provide the town with a community gathering space.

Improving pedestrian and cycling connectivity throughout the town, in particular to key destinations such as the train station, Werribee River and the linear open space network will assist in linking residents to places, spaces, facilities and opportunities.

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Ballan is a special place where the relationship between the residential settlement and the rural landscape is central to the town's identity and 'sense of place'.

## 3.3 Elements & Guiding Principles

Ballan will grow and change over time. Moorabool Shire recognises that growth, if proactively managed and coordinated, can deliver positive outcomes for existing and future residents and create opportunities to improve the liveability and prosperity of the town.

Ballan's vision will be implemented through a set of Guiding Principles for each of the 7 elements which are discussed in detail in Chapter 4.

**Ballan's vision will be implemented through a set of Guiding Principles for each of the 7 elements.**

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### *Element - Urban Form & Character*

Guiding Principle - Development will have regard to and build upon Ballan's historic places and streetscapes and will contribute to the character and identity of the town. Ballan's natural systems, made up of hills, views, vistas, exotic and native vegetation and waterways together create opportunities that sets the character of Ballan and its surrounds. As the town grows, development will need to balance its biodiversity, landscape and environmental values and recognise opportunities to positively incorporate these elements into the story and character of Ballan.

Ballan will be defined by an enduring settlement boundary which responds to the town's natural and built form influences. High quality gateway experiences and design outcomes encompassing both the public and private realm will provide a sense of entrance into Ballan for residents and visitors. Inglis Street will be reinforced as the heart of the town and will enhance Ballan's character and sense of place.

### *Element - Residential Development*

Guiding Principle - Ballan will be home to nearly 6,000 people by 2041. If proactively managed, residential development can deliver positive outcomes for existing and future residents and can improve the liveability and attractiveness of the town through sustainable design. Ballan's residential development will be underpinned by ensuring future growth is sensitive to the existing character and charm of the town while providing a diverse range of housing choice for future residents. Residential development will be connected to a range of open spaces, services and facilities incorporating sustainable design initiatives which will meet the current and future needs of residents.

### *Element - Movement Network and Connectivity*

Guiding Principle - A mobile and connected Ballan which provides choice of transport options underpins the liveability and prosperity of a town and connects people to places, spaces and employment. A well designed and connected movement network will ensure residents have equitable access to Ballan's open spaces, services and facilities. High quality and diverse streetscapes will also influence and define Ballan's public and private realm and contribute to its character.

### *Element - Open Space & Recreation*

Guiding Principle - Diverse open spaces including formal recreation reserves will contribute to the health and well-being of Ballan's residents. Ballan's open spaces will be connected via the establishment of a structural open space loop including linear reserves along Werribee River and it's tributaries which will assist in linking residents to places, spaces, facilities and opportunities.

### *Element - Community Facilities & Services*

Guiding Principle - The diverse needs of existing and future residents of Ballan and the surrounding Region will be met with a range of community, health and education facilities and services which are accessible by all residents. The delivery, retention and enhancement of community facilities & services will require Council and stakeholders to work collaboratively to ensure timely delivery of new facilities and efficient operation of new and existing facilities to meet the changing needs of residents.

### *Element – Non Residential Uses & Local Employment*

Guiding Principle - Integral to the success of Ballan will be protecting and creating employment opportunities that will meet not only the needs of residents today, but well into the future. Whilst it is recognised that Ballan will largely remain a commuter town for employment purposes there are a number of employment opportunities within Ballan such as within the industrial and medical precincts that must be planned for, protected and adaptable to changes in market conditions and technology influences.

The niche tourism role Ballan has on offer will be an important component in attracting visitors to the town and enhancing economic vitality. Growing tourism in Ballan has the potential to be an integral component of the town in the future.

### *Element - Drainage & Servicing*

Guiding Principle - Drainage and servicing solutions across the town will be holistically planned for and developed to ensure outcomes have regard to the ultimate development of Ballan. Well considered and innovative drainage outcomes have the potential to deliver improved environmental and waterway health outcomes which in turn will assist in the creation of a healthy and vibrant community.

The timely delivery and expansion of essential trunk and reticulated services such as gas, sewer, water, telecommunications and the internet will be required to meet the needs of a growing community.

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## 3.4 Ballan Framework Plan

The Framework Plan builds on the existing Ballan Framework Plan, however has been prepared to implement the vision for Ballan to 2041.

Chapter 4 provides a detailed discussion around each element and guiding principle which has informed the overarching Framework Plan.

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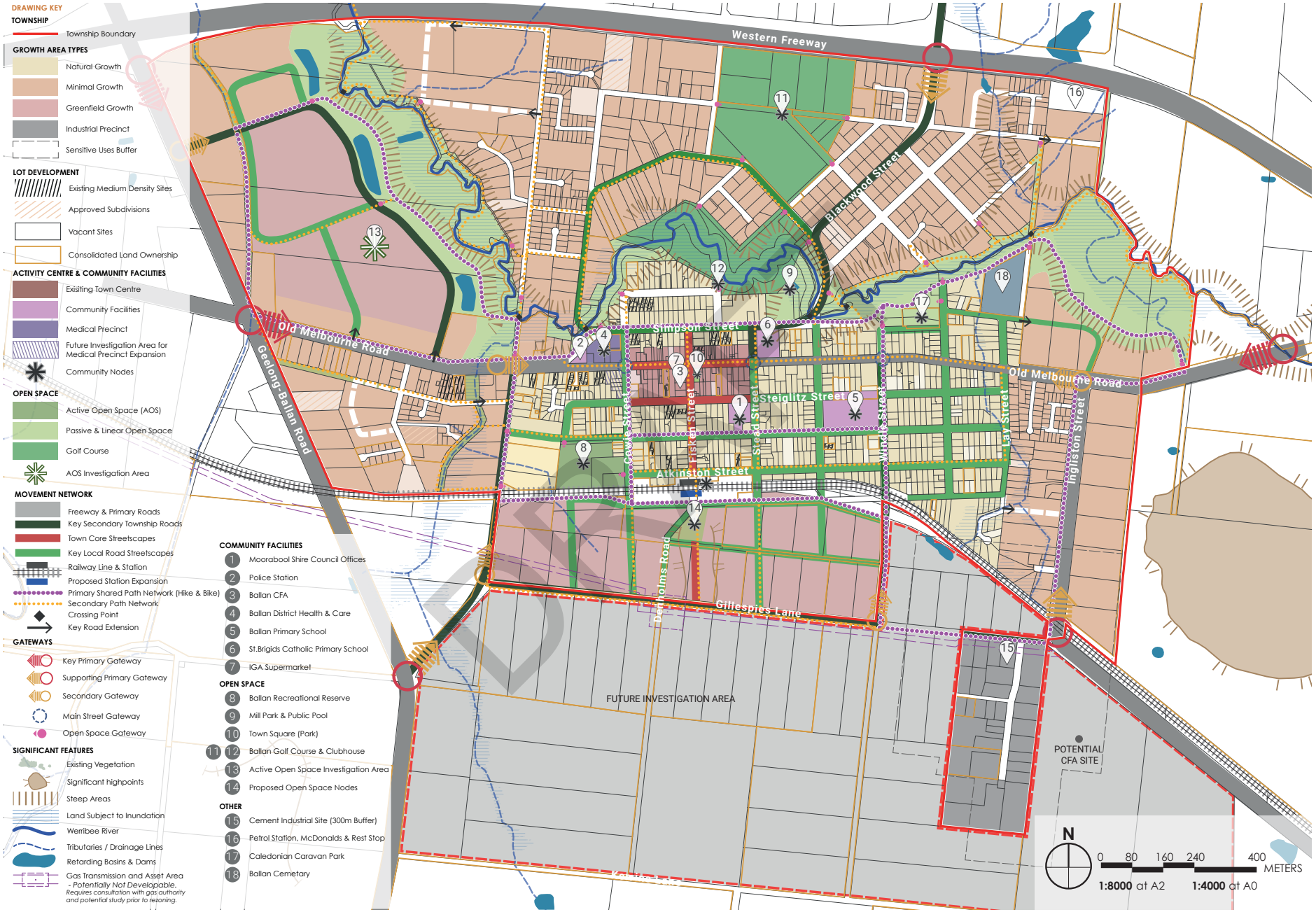
## FIGURE 06 BALLAN FRAMEWORK PLAN



# 4 STRATEGIC DIRECTIONS

## 4.1 Urban Form & Character

**Guiding Principle** - Development will have regard to and build upon Ballan's historic places and streetscapes and will contribute to the character and identity of the town. Ballan's natural systems, made up of hills, views, vistas, exotic and native vegetation and waterways together create opportunities that sets the character of Ballan and its surrounds. As the town grows, development will need to balance its biodiversity, landscape and environmental values and recognise opportunities to positively incorporate these elements into the story and character of Ballan.

Ballan will be defined by an enduring settlement boundary which responds to the town's natural and built form influences. High quality gateway experiences and design outcomes encompassing both the public and private realm will provide a sense of entrance into Ballan for residents and visitors. Inglis Street will be reinforced as the heart of the town and will enhance Ballan's character and sense of place.

**Key issues/considerations**

- The role of significant topographical and landscape features in the township's future.
- The role of the Werribee River corridor and it's tributaries through Ballan as a key structural and recreational link.
- A need for new growth to respond to Ballan's natural features and country charm.
- Managing Ballan's existing heritage character in context of growth pressures.
- Pressure for growth on the township gateways and the absence of a defined enduring settlement boundary.
- Lack of direction in forming a coherent township character in the wake of growth.
- New development not in keeping with town's character.
- Absence of Ballan specific planning controls to assist in protecting valued character and heritage elements of the town.

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### 4.1.1 Urban Form & Character Context

A key objective of ***Ballan Strategic Directions*** is to define an enduring settlement boundary for the town and identify the high level structural elements (existing and planned) that form the character and composition of the place. Articulating the existing and preferred structural and character elements is key to 'getting the fundamentals right'. These elements set the conditions that will enable future development to readily make a positive contribution to Ballan.

The urban structure that emerged in the original Ballan settlement to the south of Werribee River is reflective of many regional towns with a gridded street network, historical streetscapes, wide tree lined streets, heritage buildings, diverse housing and centralised community facilities. With the Werribee River forming the southern boundary of the original settlement, open space has been located along the Werribee River as opposed to being dispersed throughout the town. The River, open space, conservation and landscape values are key attributes to the character of the town, which if unmanaged, have the potential to negatively impact on the valued characteristics of the town.

Over time as Ballan has grown, the form and composition of the town has changed. Newer developments to the north of the Werribee River have adopted a more curvilinear subdivision style in response to the undulating topography. Development throughout the town has tended to be piecemeal, lacked coordination and displays components of a homogenous land use composition. Development that also reflects more conventional suburban subdivision (including multi dwelling developments) found in metropolitan growth areas is also present.

As pressure for infill development and growth on the periphery of the original settlement has occurred this has resulted in many areas of the town becoming underserviced and disconnected from the Ballan Town Core.

### 4.1.2 Settlement Boundary

***Ballan Strategic Directions*** emphasises consolidation of the urban form within a clearly defined and enduring settlement boundary, supported by a set of clearly articulated objectives, strategies and actions to ensure that new development makes a positive contribution to Ballan.

Defining an enduring settlement boundary that provides for long term infill and green-field development will:

- ensure Ballan's ultimate township limit is understood by Council, developers and the community;
- reinforce the town's strategic role as a peri-urban town accommodating increased population growth;
- reduce/remove potential for land fragmentation on the edges of Ballan and implications on farming and environmentally sensitive areas; and
- set parameters for internal structural change and improvements within Ballan such as improving connectivity and walkability.

Without the influence of a strong settlement boundary and if left unmanaged, development could sprawl which is likely to place pressure on productive farming land and other values on the fringe of the town.

In determining an appropriate settlement boundary for Ballan consideration has been had to the following criteria:

- existing strategic directions, policies and strategies including the Ballan Framework Plan;
- the impact on the gateways to the town;
- the impact on the natural landscape, waterways, tributaries and key characteristics of the town;
- connectivity to the surrounding township, services and facilities;
- walkability to key community nodes (station/town centre core);
- land fragmentation;
- ability to deliver infrastructure gaps;
- the amount of the land required to accommodate the projected growth to 2041; and
- the ability to positively contribute to achieving the vision for Ballan.

**Table 01** provides an overview of the settlement boundary, while **Figure 07** identifies the settlement boundary which is made up by a number of character precincts within the established areas and future growth areas. **Annexure 1** includes a detailed assessment against the identified criteria for the relevant precincts which considered the broader composition of Ballan and the appropriateness of a precinct to be included in or out of the defined settlement boundary.

**TABLE 01 OVERVIEW OF SETTLEMENT BOUNDARY**

| |
|---|
| **Relevant boundary: Northern** |
| **Rationale:** The Western Freeway generally forms the northern settlement boundary, however it is important to protect the land at the eastern end of the northern boundary from development due to its valuable role in forming part of the rural gateway into Ballan.<br><br>The undeveloped land at the western end of the northern boundary is identified to be further intensified, however it is important that this interface is softened through ensuring larger residential lots at the interface with the Western Freeway. |
| **Relevant boundary: Western** |
| **Rationale:** The western boundary is formed by the Geelong-Ballan Road. It will be important to ensure that any future development along the Geelong-Ballan Road provides for larger residential lots to assist with achieving a gradual progression in residential densities towards the centre of Ballan. |
| **Relevant boundary: Eastern** |
| **Rationale:** The eastern boundary is generally defined by Ingliston Road where land on the eastern side of Ingliston Road is zoned Farming Zone and land on the western side zoned General Residential. The Farming Zone land abutting the eastern side of Ingliston Road is made up of lifestyle properties that sit at the base of a prominent hill that forms a natural gateway feature as you enter Ballan from the east.<br><br>On the northern side of Old Melbourne Road, the eastern settlement boundary is defined by the natural topography and the Werribee River that traverses through this portion of the town. While this area is yet to develop, it is important that future development is at lower residential densities due to the sites location in forming part of the gateway to Ballan and the importance of achieving a transition in densities between rural and residential development.<br><br>This precinct will also play an important role in providing additional linear open space along the Werribee River and assist in the delivery of the primary shared path network. |
| **Relevant boundary: Southern** |
| **Rationale:** The industrial precinct is located on the south-eastern periphery of the residential settlement boundary and the land around the precinct has been identified as future investigation areas with land further to the south-east to be retained for farming purposes. The southern growth settlement boundary will be formed by future residential development to Gillespies Lane with a further investigation area identified further to the south.<br><br>The western portion of the southern boundary is formed by the existing railway line and it is important to retain the land on the southern side of the railway line as farming land. This is due to the precincts role of contributing to the rural gateway to the town and the sites limited development potential due to waterways that traverse through the site. |

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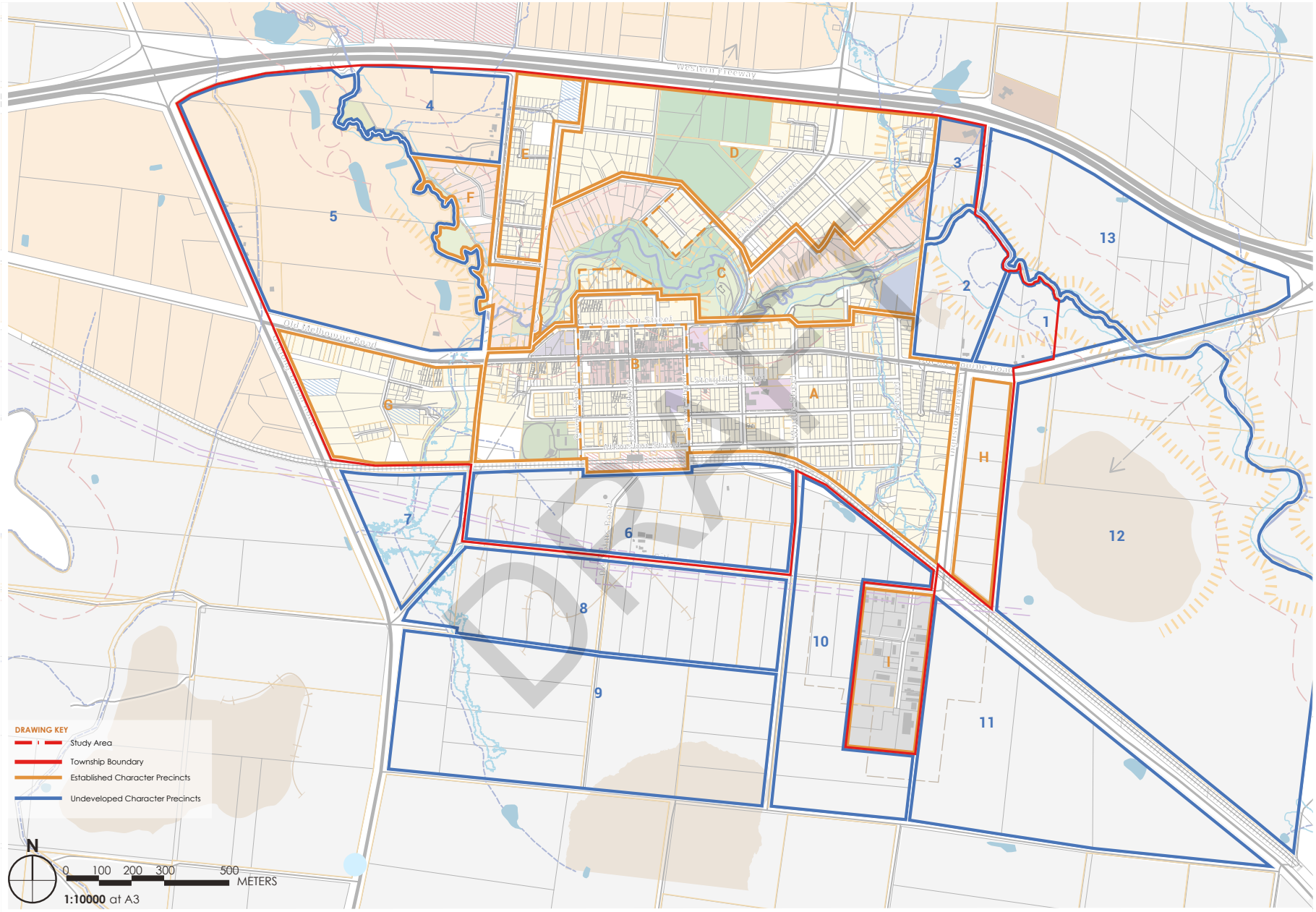
FIGURE 07 DEFINED SETTLEMENT BOUNDARY



### 4.1.3 Character Precincts

The Settlement Boundary as defined in **Figure 07** identifies a number of precincts that are made up of both established residential areas and future growth areas for Ballan. An assessment of the key character attributes of each established residential precinct has been undertaken and is set out in the following. Identifying the existing character of each precinct will assist in:

- determining the appropriateness of a precinct to accommodate further intensification which is discussed at 4.2.2;
- identifying design objectives for future development within each precinct (see 4.2.3); and
- providing a strategic basis for the application of the residential zones and overlays.

A detailed assessment for each growth precinct has been undertaken at 4.2.4.

This precinct forms part of the original settlement and is dominated by a strong grid network, with wide roads reserve (30m) and a mix of formal and informal street tree plantings. Due to the age of this precinct, with street trees and other plantings having had the opportunity to mature therefore good canopy cover exists.

The precinct has a strong sense of openness mainly due to the precinct being dominated with larger residential lots (average of approximately 980sqm) and wide road reserves, which often have a gravel edge and informal car parking arrangements.

The topography of the precinct is reasonably flat. The street network is a legible grid, however most streets do not include footpaths (some streets do have a one sided footpath), and therefore pedestrians generally walk within the widened road reserve.

Built form varies within the precinct from original weatherboard dwellings including Late Victorian, Federation and interwar Bungalow styled dwellings through to more contemporary brick dwellings. Built form is generally of a modest scale constructed of brick or weatherboard, single storey with generous front and side setbacks surrounded by established landscaped gardens. Front fencing is generally low scale or non-existent and where fencing does exist it is often constructed of timber and or wire with a high level of permeability which assists in contributing to the openness of the precinct.

There is evidence of some change occurring within the precinct, with multi-dwelling developments also existing.

This precinct has the same character as Precinct A, however the West Moorabool Heritage Study recognises the heritage value of Fisken Street which is located within this precinct due to the consistency of the intact built form.

The Fisken Street precinct is identified by modestly scaled, single storey, hipped and/or gabled timber weatherboard and brick dwellings of rudimentary design that feature front and/or side verandahs, corrugated sheet metal or tiled roof cladding, timber framed windows with a conventional character and appearance and a mix of Victorian, Late Victorian, Edwardian and interwar Bungalow dwellings. There are also a smaller number of post-war and later 20th century dwellings in the area.

Fisken Street also has strong formalised street tree plantings with a two sided footpath network and although a wide road reserve is retained the road is sealed to the verge which is inconsistent with most of the road network within the original grid settlement.

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This precinct has significant landscape values due to its interface with the Werribee River and its environs. Development along the interface is generally characterised by larger residential lots with lots on the northern side of the river generally reflective of lifestyle properties, with some more conventional residential development also existing.

The precinct is generally typified by a sloping topography that falls away down to the river. The street network on the northern side of the river is curvilinear with wide road reserves. Development on the southern side of the river is a modified grid and has responded to the original grid of the town which also includes wide road reserves. The footpath network is non-existent throughout the precinct.

Vegetation in the precinct ranges but is often well established with canopy cover and contributes to a rural and open feel throughout the precinct.

Built form is generally modest and does not dominate the streetscape with single storey brick dwellings dominant throughout the precinct.

Front and side setbacks are generous with off street car parking often not visible from the street due to the maturity of the landscaping, generous setbacks and size of the lots.

Front fencing ranges from none through to low scale timber and post and wire fencing or landscaping forming the boundary which often results in no clear distinction between the public and private realm.

This precinct is characterised by a natural landscape with a curvilinear street network and no footpaths. The precinct has a mix of a rural road network with swale drains and roads to a more urbanised standard, however wide road reserves are a feature which contributes to an open rural feel throughout the precinct.

Due to the diversity of lot sizes within the precinct that range from pockets of conventional residential densities (typically in the form delivered in a metropolitan growth area) through to larger lifestyle properties the character of the precinct varies.

Built form is generally modest and does not dominate the streetscape. Dwellings range from single storey brick homestead style dwellings through to weatherboard and recent contemporary dwellings.

Front and side setbacks are generally generous with off street car parking (on the larger lots) often not visible from the street due to the maturity of the landscaping, substantial setbacks and size of the lots.

Vegetation in the precinct ranges but is often well established with canopy cover.

Front fencing varies from none through to low scale timber and post and wire fencing or landscaping forming the boundary which often results in no clear distinction between the public and private realm.

This precinct is characterised by recent contemporary development with some lots still to be developed. The topography of the precinct is generally flat. The precinct lacks connectivity with a number of cul-de-sacs existing.

Front setbacks are conventional, while front fencing is rarely present. Gardens are generally still establishing with modest landscape coverings.

Street tree plantings are inconsistent and yet to reach maturity, and therefore canopy cover is currently low.

The dominant built form is single storey brick dwellings with integrated double garages. Dwellings are generally setback from both side boundaries.

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### *North of the River*

This precinct is located on both the northern and southern side of Werribee River. The northern side of the river has been recently constructed with large lots to be developed as lifestyle properties and only a few dwellings currently existing.

The topography of the precinct is reasonably flat with a natural fall down towards the Werribee River. No street tree plantings exists and minimal landscaping within the lots has been established.

The lots that have been developed are generally developed with large contemporary brick dwellings with generous front and side setbacks.

Fencing ranges from non-existent to post and wire and timber post and rail fencing. Internal boundary fences are post and wire which gives a rural and open feel to the precinct.

The road network is curvilinear and has contributed to the lots generally being an irregular shape. Footpaths do not exist and the road network is reflective of a rural road, although Gingella Court is a narrower road reserve that what is typical of Ballan. Gingella Court is the main road in the precinct with only one connection to Hogan Road and therefore connectivity is limited.

### *Sorth of the River*

This portion of the precinct is established with dwellings accessed via a service road from Old Melbourne Road. The lots back onto the Werribee River and therefore slope down towards the River. Due to the significant slopes, in some instances, the dwellings are not visible from the street with only roof lines showing.

The dwellings sit within established landscaped gardens with landscaping and vegetation being dominant features of the lots.

Built form varies with older style weatherboard dwellings present through to more contemporary built form.

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This precinct is made up of residential development at a range of densities including larger residential lots and multi dwelling developments. The precinct has a generally flat and partly undulating topography. The character of the precinct is inconsistent and built form varies from older weatherboard dwellings though to contemporary brick dwellings.

The road network is an inconsistent layout with elements of a modified grid, a curvilinear network and court bowls present. Parts of the precinct are reflective of lifestyle properties with large residential lots and dwellings well setback from all properties boundaries, however the eastern portion of the precinct is currently undergoing change with conventional residential development emerging.

Street tree plantings are generally non-existent and vegetation in the newer development is minimal, however established vegetation as part of the lifestyle properties does exist.

*Right: Ballan Primary School, Duncan Street*

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This precinct is zoned Farming Zone and is located on the periphery of the eastern settlement boundary. These lots are developed as hobby farms with paddocks surrounding the dwellings and the dwellings well setback from property boundaries. These properties assist in providing a transition from farming land to residential development.

### 4.1.4 Gateways and Public Realm

Township gateways and the public realm are imperative in defining Ballan's sense of place and identity, while also representing Ballan's character and community pride.

Township gateways are entry points which signal the first impressions for visitors to a town. Gateways can be expressed as both physical points or markers (such as intersections or constructed site specific entry statements), or can be a combinations of land uses and experiences.

The Western Freeway and its intersection with the Old Melbourne Road (eastern side of Ballan) and Geelong-Ballan Road (western side of Ballan) are the key primary gateways to the town (see **Figure 08**).

The eastern gateway to the town from the Western Freeway progressively reveals the character of the town through land uses and experiences including:

- an undulating rural entrance;
- a bridge crossing over the Werribee River;
- established vegetation (natives and exotics) including autumnal vegetation which is a key characteristic of the town;
- formalised consistent street tree plantings exist however are yet to reach maturity;
- generally a transition to increasing densities as you enter the town;
- a significantly wide road reserve which creates a country feel; and
- a mix of historic dwellings and infill development.

The western gateway to the town provides a range of experiences and land uses when entering the town including:

- rural residential land with some larger residential lots on Geelong-Ballan Road;
- a farm supplies store on the south-western corner that transitions into residential development at low densities increasing to more intensified densities as you proceed towards the centre of the town;
- a significantly wide road reserve which create a country feel;
- a range of established vegetation (natives and exotics);
- formalised consistent street tree plantings exist however are yet to reach maturity; and
- a mix of historic dwellings and infill development.

A number of supporting primary and secondary gateways also exist that reinforce the rural landscape and the country setting of the town. **Figure 08** identifies the location of all gateways.

**Table 2** sets out the design intent for the future development and enhancements of the gateways into the town.

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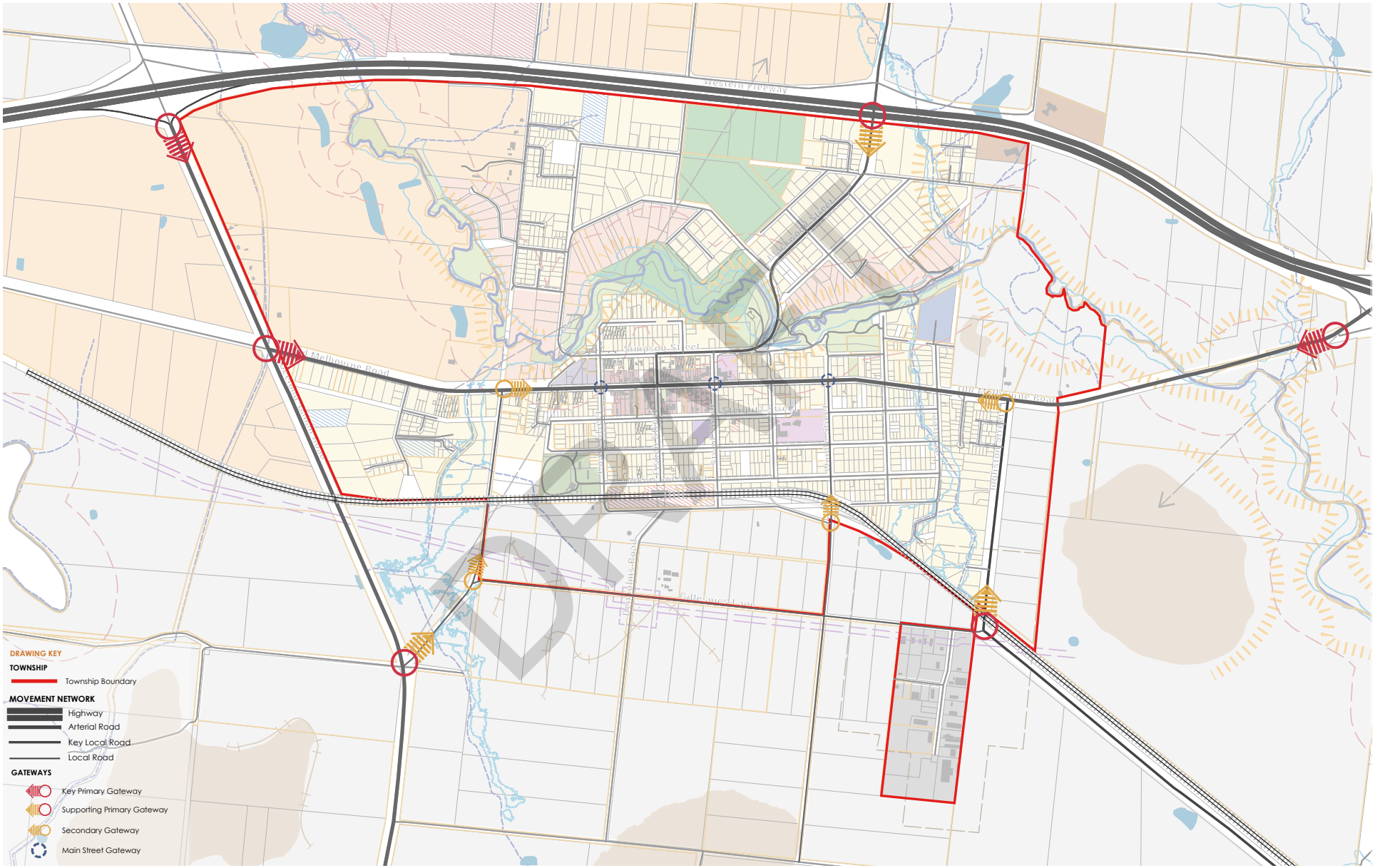
**TABLE 02 DESIGN INTENTION FOR GATEWAYS**

| Gateway Design Intentions |
|---|
| Primary Gateways |
| To retain and enhance the natural rural gateways. |
| To ensure larger residential lots are retained along the entrance to the town that slowly transition to more intensified densities towards the town centre core. |
| Enhancement of existing vegetation that positively contributes to the gateways, including weed management and removal as required and an increase in new landscaping and plantings. |
| For sites that form part of the gateway ensure appropriate siting of dwellings with generous front and side setbacks and wide frontages that allow for substantial landscaping opportunities and assist in a transition from farming to residential land. |
| Encourage fencing to be open style fencing (post and rail, timber and or wire) to assist in retaining a rural entrance to the town. |
| Enhance signage and wayfinding as important gateway features to the town and promote Ballan's tourism role and the role it plays as a gateway to the wider region. |
| Secondary Gateways |
| To be retained in current conditions. |

FIGURE 08 BALLAN GATEWAYS



### 4.1.5 Key Objectives, Strategies

*To define an identifiable and enduring long term settlement boundary for Ballan based on character, natural features, gateways and land use considerations.*

> Discourage population growth outside of the defined settlement boundary.
> Avoid rural living and low density style subdivision outside of the clearly defined settlement boundary unless the density is considered appropriate as part of transitioning to increased densities of development.
> Ensure a clear separation between urban development and farming activities is retained.
> Protect the environmental and landscape features of the Werribee River and its tributaries by ensuring appropriate waterway corridors.

*To holistically plan for growth over time that will make a positive contribution to Ballan's liveability, town character including the natural environment and its public realm.*

> Require new development (green-field and infill) to accord with the identified design objectives for the relevant precinct as set out in 4.2.3 and 4.2.4.
> Ensure subdivision designs provide for diverse streetscapes, strong connectivity to public spaces and retains the valued characteristics that make 'Ballan' a special place.

*To support residential development within Ballan's settlement boundary that is cohesive, enhances and contributes to the community's aspirations for Ballan, the lifestyle appeal and township character.*

> Support residential development which makes a positive contribution to Ballan's future by ensuring it builds upon the various assets and character elements that define the town.

*To enhance the township gateways and streetscapes which will serve to define the entries to Ballan and sense of place.*

> Support the enhancement of the existing gateways by encouraging development and gateway improvements in accordance with the Design Intentions identified in Table 2.
> Support the use of exotic and native species that will serve to contribute to Ballan's character.
> Reinforce the predominant character of the town by requiring new subdivisions to include wide tree lined streets.

***Actions***

**A1.** Actively work with the community, development and building industry to increase the awareness and acceptance of well-designed developments that complement the character of Ballan. This may include forums, education workshops, study tours, etc.

**A2.** Review and update the Municipal Strategic Statement to include a revised Ballan Framework Plan that identifies the long term settlement boundary, policy and objectives for achieving preferred design outcomes, while recognising the importance of the country landscape and ensuring the valued characteristics of Ballan are protected.

**A3.** Prepare Urban Design Guidelines for residential development within Ballan and use them to assist planners and applicants. The Guidelines should consider the public realm, built form, subdivision design, waterways, natural environment and landscape, front fencing and sustainability.

**A4.** Prepare Street Tree Planting Guidelines that provide a vision for street tree planting and street design within Ballan, particularly in relation to subdivision developments and gateways.

**A5.** Review the existing gateways and prepare an implementation strategy to enhance the gateways for the long term.

**A6.** Actively work with Melbourne water to protect the Werribee River and it's tributaries.

*Right: Inglis Street, Ballan*

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Sunday
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## 4.2 Residential Development

**Guiding Pinciple -** Ballan will be home to nearly 6,000 people by 2041. If proactively managed, residential development can deliver positive outcomes for existing and future residents and can improve the liveability and attractiveness of the town through sustainable design. Ballan's residential development will be underpinned by ensuring future growth is sensitive to the existing character and charm of the town while providing a diverse range of housing choice for future residents. Residential development will be connected to a range of open spaces, services and facilities incorporating sustainable design initiatives which will meet the current and future needs of residents.

**Key issues/considerations**

- Balancing the need for both green-field development and infill development opportunities.
- Lack of strategic direction to assist with managing and directing growth to appropriate locations.
- The suite of residential zones have not been applied to Ballan to assist in managing residential outcomes.
- Lack of guidance and a coordinated planning framework that identifies sequencing and infrastructure delivery.

### 4.2.1 Residential Context

As a peri-urban town, Ballan is an attractive place to reside given its combination of country character and rural lifestyle appeal, all within proximity of metropolitan Melbourne, Ballarat and Geelong. Ballan has a relatively diverse supply of housing stock for a country town which is reflected by:

- low density residential development to the north and around the periphery of the town;
- general residential areas within its historical town core and newer areas to the north and east; and
- 6.2% of medium density development compared to 5% in Moorabool Shire.

Based on the projected increase in population of 2,943 residents by 2041 (117 residents per year) this will require a demand for approximately 45 dwellings a year (based on a household size of 2.6 persons). To 2041 it is projected there will be a demand for approximately 1,125 new dwellings. With development in regional growth areas, generally averaging 10-15 dwellings per hectare, to accommodate the projected growth approximately 125 hectares of developable residential land to 2041 will be required.

In determining appropriate locations within Ballan to accommodate the projected growth, consideration has been had to the following:

- Ballan's role in contributing additional housing to accommodate expected population growth in metropolitan Melbourne, while also balancing the roles of being a peri-urban town and a rural service centre;
- balancing infill development and new growth opportunities than can deliver diverse housing opportunities as Ballan grows and changes over time, to meet the evolving needs of residents;
- maximising access to public transport and key infrastructure within the town;
- retaining a mix of residential lot sizes across the town;
- protection of heritage and neighbourhood character values including existing urban form as identified in 4.1;
- the settlement boundary as identified in 4.1; and
- protection of key gateways, natural features, heritage and character as identified in 4.1.

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### 4.2.2 Accommodating Residential Growth – Settlement Framework

Ballan does not currently have any future growth areas zoned to accommodate the projected growth, however growth areas on the periphery of the town have been identified in previous strategic work as 'future investigation areas'. Ballan also contains numerous sites within the established areas that have the ability to accommodate infill development. Whilst infill development is likely to play an important role in accommodating future population growth, it is expected there will be an increased demand for green-field development.

To assist in directing appropriate densities of housing and growth to appropriate locations, three 'settlement types' have been identified for Ballan. Each 'settlement type' plays a different role in meeting Ballan's current and emerging housing needs. Accordingly, different forms of growth and development will be appropriate within each settlement type, but collectively they will each contribute towards a sustainable community, that provides for a range of housing choices to meet the needs of current and future residents.

A settlement type has been identified for each precinct as set out in ***Figure 09*** (including definitions of each settlement type, on page 44). In determining the most appropriate 'settlement type' consideration has been had to the preferred character of the relevant precinct with a balance of addressing the housing needs of Ballan. This has included ensuring that any existing characteristics that have been identified as important to the character of Ballan are retained, regardless of the precincts suitability for accommodating future residential growth.

Outside of the central town core, Ballan has generally developed in response to its physical land conditions. Residential land to the north of the Werribee River has generally been developed at lower residential densities, with lower density development abutting the Werribee River corridor where the topography is steep. Pockets of conventional residential development on the northern side of the river do exist and is an example of a lack of strategic direction in ensuring appropriate densities of residential development are directed to appropriate locations. The road network, drainage system, river crossing and lack of services support this area not being any further intensely developed and therefore the density of this area should be retained with larger residential/lifestyle lot sizes. It is for these reasons that this area has been identified for 'Minimal Residential Growth'.

Residential development on the periphery of the town's eastern, southern and western boundaries have generally been developed at lower densities than the central core, however more intensified residential development including multi dwelling developments also exist within these areas. Given the location of these precincts on the periphery of the town core and mix of densities of development, these areas have also generally been identified as 'Minimal Residential Growth Areas'.

Within the original Ballan town core there are a number of larger landholdings which are suitable for infill development and are also well located to existing services and facilities. It is for this reason that this area has been identified as a 'Natural Residential Growth Area' and will be the focus area for infill development in Ballan in the future.

Undeveloped land within the settlement boundary that has been identified to accommodate future residential growth are identified as 'Green-field Residential Growth Areas'. The precincts that are smaller growth precincts and have been identified to accommodate lower densities of residential development (see 4.2.4) have been identified as Minimal Residential Growth Areas due to the low scale of development that is proposed within these precincts.

While 4.2.4 sets out details for the development of the identified growth precincts, the Settlement Framework at **Figure 09** includes proposed timing projections for the development of these precincts.

The Settlement Framework (**Figure 09**) seeks to establish a framework which will ensure future development integrates and contributes to the overall township character while ensuring residential development (including multi-dwelling developments) are directed to appropriate locations.

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*Settlement Types*

**Minimal Residential Growth Areas** generally are located on the fringe of the township and do not have direct access to services and facilities and often with limitations for further development, e.g. topography, connectivity, existing development. May also include residential land that has been identified as having strong characteristics that requires protection from further development.

**Natural Residential Growth Areas** are areas identified for natural change over time. Appropriate well designed, infill development, including multi-unit developments that complement the preferred character of the area, while providing for a variety of housing options will be encouraged in suitable locations.

**Green-field Residential Growth Areas** are areas that are generally located on the fringe of the established urban areas and have been identified as land suitable for future residential development or is in the process of being developed for residential purposes, often over a number of years.

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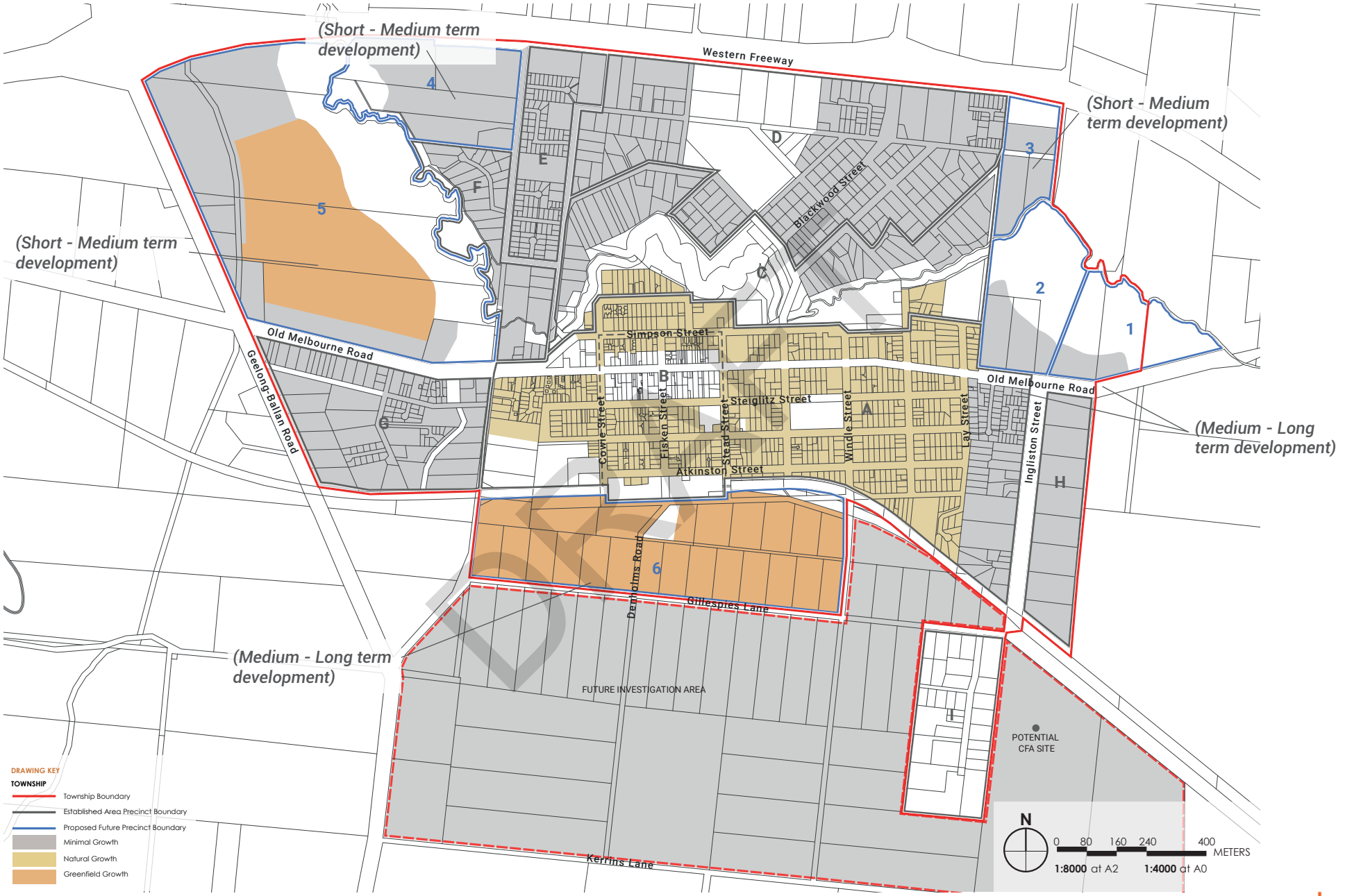
FIGURE 09 BALLAN SETTLEMENT FRAMEWORK



### 4.2.3 Established Residential Precincts

Incremental infill development within the established areas of Ballan will continue to play an important role in the delivery of new housing. *Ballan Strategic Directions* acknowledges and supports the ongoing role of infill development in some locations given its access to existing services and facilities, the substantial amount of land supply available within the established areas and to assist in consolidating residential growth and limiting urban sprawl.

In the Ballan town core, a range of housing styles are intermingled with heritage elements and together play a role in Ballan's identity and character. However there is a need to balance and manage development within Ballan's established areas to ensure new development positively enhances the heritage places and other character features. For this reason, as identified in 4.1, character is a critical consideration in ensuring new development is in keeping with the place.

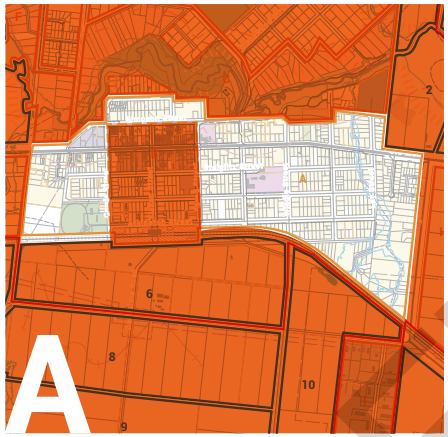
Given the important role infill housing can play in accommodating the projected population growth, a series of design objectives have been identified for each precinct to guide future residential development within the established areas of Ballan. The design objectives are based on:

> the existing character identified at 4.1.3; and

> the Settlement Framework identified at 4.2.2.

The growth area precincts are discussed in 4.2.4.

TABLE 03 DESIGN OBJECTIVES FOR ESTABLISHED PRECINCTS




**PRECINCT A**

**Natural Residential Growth Areas**

- Maintain a streetscape rhythm of detached dwellings with conventional front and side setbacks.
- Built form to one boundary may be appropriate where the preferred character of the precinct is not compromised.
- Boundary to boundary development should be avoided.
- Built form will be of a modest scale and be sympathetic to the existing character of the precinct, however innovative and unique built form that enhances the character of the precinct will be encouraged.
- Multi-dwelling developments should minimise the need for additional crossovers to the street, be located on lots within the precinct that are within a walkable distance of some services and facilities and have minimal impact on the streetscape rhythm and pattern. Therefore, some lots within the precinct may not be suitable for further intensification.
- Open front gardens will blend into the public realm, with minimal or low scale front fencing.
- Built form will not dominate the lot which will allow for generous private open space and garden plantings.
- Increasing canopy tree cover within lots will assist in improving the landscape within the precinct, while also achieving a balance between open space and built form.
- New development located in close proximity to dwellings that exhibit historical architectural styles should ensure built form complements these dwellings.
- Increasing the diversity in housing products within the precinct is desirable including alternative housing products that allow for a variety of housing choices in areas accessible to services and facilities.

**Minimal Residential Growth Areas**

- As per the above design objectives, however given these lots are on the periphery of Precinct A multi-unit developments are generally discouraged unless demonstrated to the satisfaction of Council why medium density development would be appropriate in this location.

**Note:** There are known existing overland flooding issues within the south-east corner of Precinct A and this may limit future opportunities for intensifying development on affected properties.

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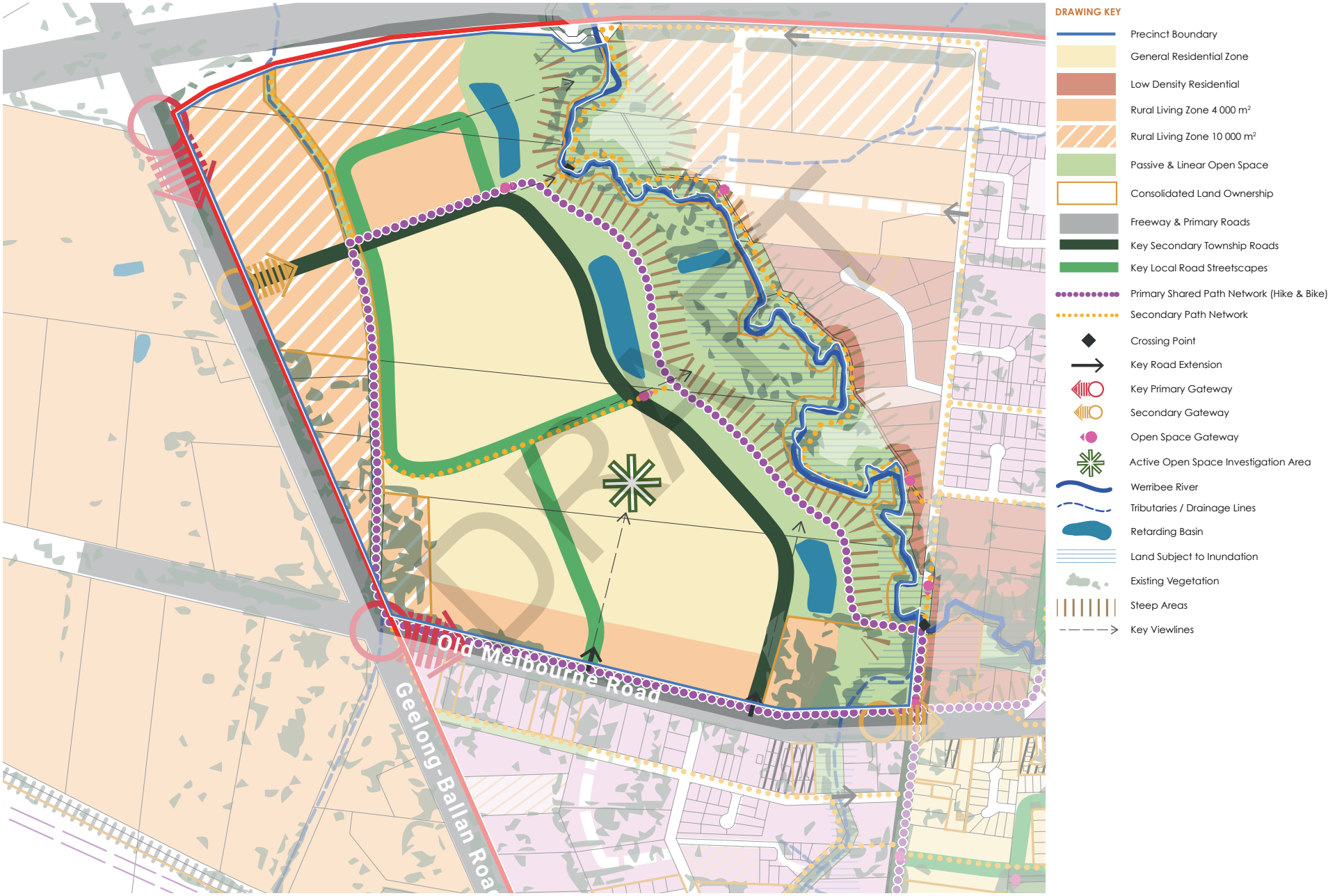
FIGURE 13 WESTERN GROWTH PRECINCT - PRECINCT 5 CONCEPT



*Development Pre-conditions*

*Ballan Strategic Directions* recognises and ***supports the delivery of this precinct as a priority*** due to the ability of the precinct to be serviced and its relatively un-fragmented land ownership which assists in achieving an orderly roll out of development subject to the following pre-conditions:

- Wider road reserves (25-30m) in lieu of unencumbered open space and in keeping with the character of the established areas streetscapes.
- Creation of a modified grid reflective of Ballan's established urban pattern.
- Align roads to focus on linear open space and views.
- Align roads to facilitate drainage down the slope.
- Create view lines and relationship to the creek from Old Melbourne Road.
- Create larger lots in sensitive gateways and around the periphery of the precinct.
- Maximise connections to Old Melbourne Road and the open space.
- Provide for pedestrian connection along the Werribee River and potentially to the eastern side of the river.
- Provide an opportunity for a road link across the easement to the Geelong-Ballan Road.
- Protection of existing vegetation through appropriate siting of dwellings and crossovers.
- Building envelopes required for each lot with a frontage to the existing external road network to ensure appropriate siting of dwellings with generous front and side setbacks, while allowing for substantial landscaping opportunities.
- A diverse range of lot sizes that provide for a range of housing choice.
- Fencing to be an open style fence as interfaces to the existing external road network and open space.
- A road must be located along the interface with the Werribee River and lots with a frontage to the river should have a minimum frontage of 30m.
- An agreed position with Council in regards to whether an active open space reserve is to be included within the precinct.
- Demonstrated ability to service the precinct.
- Minimum lot frontages required for lots that front Old Melbourne Road to assist in protecting the gateway. The frontages should be a minimum of 40 metres and retain the Rural Living Zoning, however with a minimum lot size of 4000sqm.
- Minimum lot frontages required for lots that abut the Western Freeway and Geelong-Ballan Road to ensure these lots provide a transition from farming to residential land and assist in protecting the gateway. The frontages should be a minimum of 70m and retain the Rural Living Zoning, however apply a minimum lot size of 10,000sqm.
- A minimum lot size of 4000sqm and zoned Rural Living Zone to lots south of the 10,000sqm lots that abut the Western Freeway (see **Figure 13**) to act as transitional lots to more conventional residential development.
- A minimum lot size of 4000sqm and retain the Rural Living Zone to lots in the south eastern corner of the precinct with frontage to the Werribee River and viewed from the gateway (see **Figure 13**).
- The balance of the land to be zoned General Residential Zone.
- Development to be generally in accordance with **Figure 13** unless as a result of background studies for the precinct there is a requirement for modifications due to site constraints eg biodiversity, cultural heritage, drainage, Melbourne Warer requirements, etc.
- As part of a proponent led Planning Scheme Amendment process to rezone the land apply a Development Plan Overlay which, at a minimum, applies the identified pre conditions.
- Protect any identified heritage buildings and places of cultural heritage significance.
- Demonstrates the ability to achieve the opportunities identified for the precinct and address the consideration as set out above.
- An accoustic analysis to be undertaken in regards to the interface with the Western Freeway to determine if any noise alteration measures are required.
- The subdivision design must ensure that it does not impact on existing tree root zones on adjoining properties.
- A minimum 20m wide corridor along the Werribee River. Any further encroachment is discouraged in accordance with Melbourne Water requirements.
- Require a Section 173 Agreement to be entered into in regards to developemet contibutions unless an alternate development contributions framework is in place (eg; DCP, ICP).

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