

HOUSING BACCHUS MARSH to 2041



Prepared 5 April 2017
Adopted 3 August 2017
Updated 23 May 2018

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Executive Summary

The Shire of Moorabool is comprised of a series of towns, including Bacchus Marsh, that will come under increasing pressure to accommodate a share of the projected population growth across the State.

Bacchus Marsh has specifically been identified in *Plan Melbourne* and the *Central Highlands Regional Growth Plan* as a suitable location to accommodate growth due to its regional service centre role, its relative accessibility to Melbourne, Geelong and Ballarat, its well established town centre and the availability of greenfield and infill development opportunities.

Notwithstanding this recognition, the higher order metropolitan and local strategy and policy framework consistently identifies the need for Bacchus Marsh to meet emerging housing and other needs and to retain the intrinsic character and other qualities of the town.

The Bacchus Marsh Housing Strategy, *Housing Bacchus Marsh to 2041*, has been commissioned as one of six key projects that will be inputs into the preparation of *Moorabool 2041*.

Moorabool 2041 is a wide ranging strategic initiative that will guide the future growth and development of the Shire as a whole and will include an *Urban Growth Strategy* and a *Rural Growth Strategy*.

Housing Bacchus Marsh to 2041 examines the Bacchus Marsh housing situation in detail and assesses important issues such as supply and demand, housing mix, lot sizes, affordability and special housing needs.

The general findings of the analysis is that Bacchus Marsh has a relatively low level of housing diversity but that affordability levels are relatively good by comparison to other growth areas in the Outer Western Region.

Historical affordability levels and the dominance of separate dwellings may be challenged into the future due to changing household structures and underlying land and construction values. *Housing Bacchus Marsh to 2041* identifies a range of practical objectives, strategies and actions that will enable the Shire to respond to these challenges.

Housing Bacchus Marsh to 2041 also addresses neighbourhood character in Bacchus Marsh and identifies a robust framework for the introduction of a suite of new residential zones and other controls including recommended changes to the current Municipal Strategic Statement. Introduction of these zones and other controls will direct development to preferred locations and away from other sensitive locations that cannot support development for a range of reasons.

Housing Bacchus Marsh to 2041 acknowledges the complexity of housing issues and recognises that Local Government cannot directly deliver housing outcomes to meet all of the projected needs through the planning system. Accordingly various strategies and actions focus on the importance of other stakeholders and the importance of advocacy.

CHAPTER 1

Introduction

1.1

SETTING THE SCENE

Overview

Bacchus Marsh currently fulfills a number of important functions as a regional service centre, a peri-urban town and an increasingly popular alternative housing destination to the west of Melbourne. In order to provide strategic direction to respond to the various growth pressures and issues Bacchus Marsh will be facing, the Moorabool Shire Council is in the process of preparing *Moorabool 2041*.

Moorabool 2041 is a framework which 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*.

The *Urban Growth Strategy* will focus on Bacchus Marsh, which is forecast to accommodate over 30,000 residents by 2041 and has been identified as an emerging regional centre in both *Plan Melbourne* and the *Central Highlands Regional Growth Plan*. The *Urban Growth Strategy* will identify key challenges and opportunities and provide clear, positive direction regarding the future growth of Bacchus Marsh. The *Rural Growth Strategy* will focus on the smaller settlements, exploring their future and how they can remain viable towns.

Mesh Planning and Spatial Economics were commissioned by the Moorabool Shire Council to prepare a housing and neighbourhood character strategy for Bacchus Marsh. The Bacchus Marsh housing and neighbourhood character strategy, *Housing Bacchus Marsh to 2041*, was commissioned within the context of projected growth and in recognition of the increasingly important housing role Bacchus Marsh will play in accommodating a growing population.

Housing Bacchus Marsh to 2041 is one of six key studies that will inform the preparation of the *Urban Growth Strategy*. Council has recently completed Retail, Economic Development, Transport and Industrial Strategies for Bacchus Marsh and it is understood that a Community Infrastructure Strategy will be completed in the short term.

Objectives of Housing Bacchus Marsh to 2041

Within the context of existing pressure for a combination of greenfield and infill development and projected growth, the Shire of Moorabool defined the following important objectives for the project:

- > Provide an integrated body of work which captures the key aspects of housing supply and demand for Bacchus Marsh.
- > Identify housing stock diversity targets and how these targets can be achieved.
- > Provide a clear direction and policy guidance to enable orderly growth, managed change and retention of key elements of character including neighbourhood character mapping and character precinct brochures.
- > Develop a strategy for residential growth that considers the specific pressures for housing in Bacchus Marsh and the desire to support investment and access to key activity centres throughout the settlement.
- > Provide a basis for Council to develop a clear vision on housing issues across Bacchus Marsh and thus:
 - > Update the planning scheme as appropriate to reflect that vision and strategic directions – zones, schedules, overlays.
 - > Have a clear perspective on the likely issues of affordability and emergency care needs and establish key directions for future assessments and strategy development in these areas.

The Strategy has addressed Council's objectives, however the Strategy also identifies the complexity of housing diversity, including identifying that Local Government has limited control in managing housing diversity. Chapter 6 identifies a number of Strategies and Actions to assist in increasing the diversity of housing within Bacchus Marsh without setting specific diversity targets. This is considered an appropriate approach to addressing housing diversity within Bacchus Marsh.

Methodology

Housing Bacchus Marsh to 2041 was prepared in a multi-staged manner. Each stage of the process built upon learnings from the preceding stages using information inputs from Council, the community, technical consultants and State Government departments and agencies.



Structure

Housing Bacchus Marsh to 2041 sets out a long term vision for housing in Bacchus Marsh along with three guiding principles that underpin the vision. The vision and guiding principles are supported by a number of objectives, strategies and actions. *Housing Bacchus Marsh to 2041* is structured as follows:



1.2

ENGAGEMENT

Engagement with the community was an important component underpinning the preparation of *Housing Bacchus Marsh to 2041*.

Housing Bacchus Marsh to 2041 undertook a two phase consultation process.

PHASE 1: To inform

- > To inform stakeholders and the community of the purpose and commencement of the *Housing Bacchus Marsh to 2041* project.
- > To provide stakeholders and the community with the opportunity to contribute towards a vision for housing within Bacchus Marsh and to identify issues and opportunities for the draft Strategy to address.

PHASE 1: How we informed

Phase 1 engagement was undertaken with the public over a two week period and included:

- > Two drop in sessions (approximately 20 people attended the sessions).
- > Promotion on Council's website (Have your say Moorabool). Published on 3 March for 2 weeks. 27 people aware of the project, 17 people informed and 1 engaged (responded).
- > Promotion via social media (Facebook and Twitter) – 24 posts that were clicked 175 times and retweeted twice and shared on facebook 4 times, reaching a potential audience of over 4,000 followers across both channels.
- > Advertisements in the Moorabool News.

PHASE 2: To consult

- > To gather feedback on the draft Housing Bacchus Marsh to 2041 and consider all submissions in its finalisation.

Phase 2 engagement was undertaken with the public over a four week period and included:

- > Three drop in sessions (approximately 71 people attended the sessions).
- > Promotion on Council's website (Have your say Moorabool). Published on 3 June for 4 weeks. 78 people aware of the project, 30 people informed, 27 downloaded the Strategy, 11 downloaded a flyer on the Strategy and 4 engaged (responded) (noting that 2 of the responses were blank).
- > Advertising at the Bacchus Marsh Library and Ballan and Darley Council Offices.
- > 3 written submissions were received.

A summary of Community Engagement Feedback

People and Housing



- > In regards to Lone Person Households the challenge for the Council is how to encourage investment for property developers to build this type of housing as the market value at the end is not significant enough for a profitable project. Ideas could include some form of rebate or incentive to cover the cost of the development so there is enough "fat" in the project for investors.
- > In the Guiding Principles the objective of Sustainable Neighbourhoods should specify the sustainability of passive housing design principles.

Identity and Character



- > The Strategy represents a great deal of research and is a timely initiative by Moorabool Shire Council.
- > Support for the 'Vision' and 'Guiding Principles'.
- > Overwhelmingly positive and supportive feedback from the drop in sessions. Many people were complimentary of the Strategy and consider it is a much needed and overdue document to assist with protecting the character of Bacchus Marsh and ensuring future development is undertaken in an orderly manner.
- > Support for greenfield and infill development but, to maintain a country feel, we should avoid the small block sizes which have negatively defined some western suburbs such as Caroline Springs.
- > One of the important characteristics of Bacchus Marsh is the mix of building styles from different periods.... This mix of architecture establishes the character of the streets and the neighbourhood. They give the town its character and planning strategy should protect the street scape representing this mix.
- > Objectives need to call for tactics to retain diversity in architectural period and style and attention to tactics to maintain building quality.

Settlement Framework



- > More precincts around the train station and Main Street should be included in the Increased Residential Growth Precincts.
- > The Strategy should limit the growth of housing for Bacchus Marsh.
- > A Settlement Framework Plan and its implementation could provide much needed guidance for improvement in the style and standard of future housing provision.
- > The proposed strategies are supported however some do not go far enough.
- > It appears that Increased Residential Growth areas have been targeted around existing Activity Centres. It is something of a contradiction to then allow that new and Greenfields sites cannot be targeted for increased housing density because of their distance from these centres.

Infrastructure



- > The roads in the new areas are far too narrow for safe vehicle negotiation.
- > The Study should examine the nexus between infrastructure provision and housing supply especially as this at present appears to fall to local government rather than the developer

Planning Scheme



- > Several of the Objectives of Housing Bacchus Marsh 2041 are in direct conflict with clauses in the Moorabool Municipal Strategic Statement. For example in clauses 21.02 'Protection of the Shire's natural environment', 21.06 re town character and heritage and 21.07 including heritage elements, protection of open space and scenic views. These seem to be at odds with the objectives related to increasing housing supply.
- > Where increased housing density is proposed the MSS should include strong provision for protection of neighbourhood character and heritage values of the neighbourhood, not just a few select buildings.
- > The suggestion that there are opportunities to broaden the application of the Heritage Overlay should be taken up by Council to help protect the areas of the town where the mix of housing and streetscape have heritage value. There is impending danger that through infill development much of this heritage will be lost as older houses are bulldozed to make way for townhouses, flats etc.
- > Proposed changes to the Municipal Strategic Statement should ensure that prior to permit for development a proposed neighbourhood has provision for an Activity Centre and for public open space, bike tracks and general provision for sustainability.

Neighbourhood Character Brochures



- > Positive feedback on the Neighbourhood Character Brochures.
- > The 'Existing Character Statement' for Precincts 24 is incomplete and omits the heritage character of many of the buildings in Millbank Street. Many of these houses were built prior to 1930 and several were built in the 1890s. The statement does not acknowledge this.
- > While the Existing Character Statement for Precinct 22 recognises the heritage value and diversity of the housing there is no mention or specification to protect these values. This statement should specify stronger controls.

1.3

POLICY & STRATEGY CONTEXT

Housing Bacchus Marsh to 2041 forms part of a broader set of plans, strategies and documents that apply to Bacchus Marsh.

Housing Bacchus Marsh to 2041 provides detailed guidance with respect to how to respond to higher order regional and state level documents, and includes localised refinement of the objectives and principles they contain in relation to housing in Bacchus Marsh.

The objectives, strategies and actions contained within *Housing Bacchus Marsh to 2041* will be given effect and implemented through the Moorabool Planning Scheme, Councils *Urban Growth Strategy* (under preparation) and through other more topic-specific policies and strategies that will be used to inform local decision making.

It is important that there is a clear, direct and consistent 'line of sight' between the various documents within the hierarchy, and for this reason, *Housing Bacchus Marsh to 2041* adopts a number of themes contained within *Plan Melbourne* and the *Central Highlands Regional Growth Plan*.

Also of relevance to *Housing Bacchus Marsh to 2041* are two Federal Programs 'the *National Disability Insurance Scheme*' and the '*National Rental Affordability Scheme*'.

The *National Disability Insurance Scheme (NDIS)* is a national program that will provide a new way of delivering services and support for people with permanent and significant disability in Australia. With the NDIS, people with a disability can choose supports and services to meet their individual needs, rather than have to fit into a one-size-fits-all system. The NDIS will be rolled out progressively in Victoria over a three-year period from July 2016.

By July 2019, it is estimated that 105,000 Victorians will have transitioned into the NDIS scheme. This includes 76,000 clients from the existing Victorian specialist disability and mainstream systems. With time, these systems will be replaced by the NDIS.

The staged roll out of the NDIS in Victoria is based on a range of factors including:

- > the number and needs of adults and children with a disability living in the area;
- > the time to get the right support and services in place; and
- > national and local experience to date with NDIS trials.

This scheme is an important consideration of *Housing Bacchus Marsh to 2041* as it may assist some residents with a disability to remain in their home longer than would otherwise be possible. It is vital to ensure housing that can accommodate residents with a disability are available within Bacchus Marsh. This is further discussed in Chapters 6 and 7.

The National Rental Affordability Scheme (NRAS) is a partnership between the Australian, State and Territory governments to invest in affordable rental housing for low and moderate income earners. The properties are owned and managed privately by non-government organisations, like private developers. They are not government property. The properties are rented to people who are eligible and registered for the scheme.

From a housing perspective, it is important that residents who are reliant on the scheme have access to rental properties within Bacchus Marsh. This is further discussed in Chapter 7.

Planning Policy Hierarchy



State

Plan Melbourne

Plan Melbourne (2014) is the current State Government's planning strategy. *Plan Melbourne* outlines the vision for Melbourne's growth to 2050, and also integrates planning for Victoria's regional and peri-urban areas, such as Bacchus Marsh.

Plan Melbourne specifically refers to Bacchus Marsh in the context of the State of Cities in which Bacchus Marsh is identified as a regional centre (as does the *Central Highlands Regional Growth Plan*). Bacchus Marsh has been identified as a regional centre in recognition of its historical service centre role and taking into account the potential for Bacchus Marsh to play a role in relieving population pressure on metropolitan Melbourne by absorbing a share of the projected housing growth.

In this context, Bacchus Marsh is one of a number of important peri-urban towns or settlements that *Plan Melbourne* has identified as being suitable for increased development and offers an alternative housing destination within easy reach of Melbourne.

Council recognises the important role Bacchus Marsh will play in a broader metropolitan Melbourne context. In this regard, Council has been working in partnership with the Metropolitan Planning Authority (MPA) to build on the directions of Plan Melbourne which will be implemented through Councils *Urban Growth Strategy* (under preparation). Further, *Housing Bacchus Marsh to 2041*, has identified a number of objectives, strategies and actions that complement *Plan Melbourne* directions. This includes the 20 minute neighbourhood concept (see Figure 1 on page 16 and Sustainable Neighbourhoods on page 55) and ensuring housing in Bacchus Marsh is accessible by all, by providing a diversity of housing choices, including a range of affordable housing options (see Chapters 6 and 7).

Relevant Components of Plan Melbourne

Outcomes and Objectives:	Direction
Housing Choice and Affordability	
Provide a diversity of housing in designated locations that cater for different households and are close to jobs and services	2.1 Understand and plan for expected housing needs
	2.2 Reduce the cost of living by increasing housing supply near services and public transport
	2.3 Facilitate the supply of social housing
	2.4 Facilitate the supply of affordable housing
Liveable Communities and Neighbourhoods	
Create healthy and active neighbourhoods and maintain Melbourne's identity as one of the world's most liveable cities	4.1 Create a city of 20-minute neighbourhoods
	4.2 Protect Melbourne and its suburbs from inappropriate development
	4.3 Create neighbourhoods that support safe communities and healthy lifestyles
	4.4 Plan for future social infrastructure
	4.5 Make our city greener
	4.7 Respect our heritage as we build for the future
	4.8 Achieve and promote design excellence
	A State of Cities
Maximise the growth potential of Victoria by development of a State of Cities which delivers choice, opportunity and global competitiveness	6.2 Rebalance Victoria's population growth from Melbourne to Rural and Regional Victoria over the life of the Strategy.
	6.3 Integrate Metropolitan peri-urban and regional planning implementation

Plan Melbourne Refresh Discussion Paper (October 2015)

Plan Melbourne Refresh intends to build on the extensive work and consultation which underpins *Plan Melbourne (2014)* and maintains the initial priorities, however, with a stronger focus on housing as a key concept. The Refresh intends to articulate long-term land use policies to address housing needs and choices through strategic planning.

Specifically relevant to the formulation of *Housing Bacchus Marsh to 2041* are the following recommendations:

- > The document refers to a 70/30 target in which established areas are to provide 70% of Melbourne's new housing and greenfield growth areas are to provide 30% in order to address the following aims:
 - > providing new housing close to existing jobs and services including transport;
 - > reducing the demand for new infrastructure on the fringe; and
 - > extending the number of years of greenfield land supply.

It is considered the intent of the 70/30 target is directed towards the established areas within inner Melbourne and not specifically relevant to Bacchus Marsh. In the Bacchus Marsh context, between July 2008 and September 2015, Bacchus Marsh had 30 lots per annum of infill lots constructed. Further with Bacchus Marsh being reasonably constrained from expanding the existing settlement boundary (see Figure 5, page 27), the two greenfield developments (Underbank and Stonehill) will see the most growth in Bacchus Marsh in the short-medium term. This is further discussed in Chapters 5 and 6.

Other relevant *Plan Melbourne Refresh* recommendations include:

- > the need to strengthen housing affordability and choice through strategic planning;
- > the importance of people in Melbourne's identity and place;
- > recognising and reinforcing the importance of partnerships with government in sub-regional planning; and
- > better defining and more robust articulation of the concept of '20-minute neighbourhoods'.





Note: There are opportunities for settlements such as Bacchus Marsh to apply an alternative relative time/distance reference that may not be 20 minutes. For Bacchus Marsh 10 minutes is a more likely goal. See Chapter 4.6 for further discussion.

Figure 1 : 20 Minute Neighbourhood - Plan Melbourne

Source: Department of Transport, Planning and Local Infrastructure, 2013

State Planning Policy Framework

Key clauses within the State Planning Policy Framework relevant to *Housing Bacchus Marsh to 2041* include:

Clause 11 (Settlement)

- > Clause 11 builds on many of the directions of Plan Melbourne and seeks to encourage a variety of uses including a diversity of housing within activity centres that reduces the need for car trips. Clause 11 also identifies the need to facilitate the supply of both social and affordable housing.
- > Clause 11.02 places an emphasis on ensuring there is sufficient supply of land available for residential, commercial, retail, recreational, institutional and other community uses.
- > Clause 11.04 sets out a vision of Melbourne being a global city of opportunity and choice. An objective of this clause is to provide a diversity of housing in defined locations that cater for different households that are close to jobs and services. This clause identifies a number of strategies to achieve the objective including understanding and planning for expected housing needs, reducing the cost of living by increasing housing supply near services and public transport and facilitating the supply of social and affordable housing. This clause also sets out objectives to create healthy and active communities and identifies as a strategy to create a city of 20 minute neighbourhoods.
- > Clause 11.05 emphasises the importance of ensuring that regions and settlements are well planned having regard to the regional growth plans and taking into account the municipal and regional context and relevant frameworks.

Clause 15 (Built Environment and Heritage)

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

Clause 16 (Housing)

- > Clause 16 seeks to ensure planning provides for housing diversity and the efficient provision of supporting infrastructure. New housing should have access to services and be planned for long term sustainability, including walkability to activity centres, public transport, schools and open space. Planning for housing should also include providing land for affordable housing.
- > Clause 16.01 sets out a number of objectives, including an objective to promote housing that responds to community needs. This clause identifies several strategies to assist in achieving this objective including increasing the supply of housing in existing urban areas by facilitating increased housing yields in appropriate locations, ensuring that the planning system supports appropriate quantity, quality and types of housing (including the provision of aged care facilities), ensuring housing developments are integrated with infrastructure and services and the need to facilitate the delivery of high quality social housing to meet the needs of Victorians.
- > Additionally, clause 16.01 seeks to provide a range of housing types to meet increasingly diverse needs and identifies that this should be achieved through ensuring housing stock matches changing demand by widening housing choices, particularly in the middle and outer suburbs.

- > Clause 16.01 also seeks to deliver more affordable housing closer to jobs, transport and services and identifies a number of strategies to achieve this objective. These strategies include improving housing affordability by ensuring land supply continues to be sufficient to meet demand, increasing choices in housing type, including affordable and social housing in activity centres and ensuring the redevelopment and renewal of public housing stock better meets community needs.
- > Clause 16.02 includes an objective in regards to crisis accommodation and community care units and encourages the establishment of crisis accommodation and community care units in residential areas and to ensure that their location is kept confidential. Further this clause seeks to facilitate the timely development of residential aged care facilities to meet existing and future needs and to encourage well-designed and appropriately located residential aged care facilities.

Regional

Central Highlands Regional Growth Plan

The *Regional Growth Plan* reinforces all the principles set out in the State Planning Policy Framework and reiterates the need for "orderly and structured strategic initiatives that balance growth with the maintenance and enhancement of amenity and economic well being."

The *Regional Growth Plan* recognises that Bacchus Marsh performs a major regional centre role for the eastern half of the region, and identifies the highly productive horticultural areas of the Werribee River flats as a constraint to accommodating residential development in Bacchus Marsh.

The *Regional Growth Plan* identifies and supports significant population growth in Bacchus Marsh and sets out a number of future directions including:

- > supporting its growth as a regional centre;
- > maintaining its character and form;
- > encouraging development which protects surrounding environmental, heritage, landscape, resource and agricultural assets and considers natural hazards; and
- > retention of a green break between the edge of metropolitan Melbourne and Bacchus Marsh and maintenance of the distinctive rural character of the region.

Taking into account the increasing importance of Bacchus Marsh as an emerging regional centre and having regard to its potential to accommodate increased population growth (infill and greenfield), the *Regional Growth Plan* identifies the key challenge for Bacchus Marsh as "being able to manage development pressures through appropriate land use planning and focusing residential development within the urban boundary of Bacchus Marsh, while providing new services and infrastructure to support both an increase in housing supply and population."

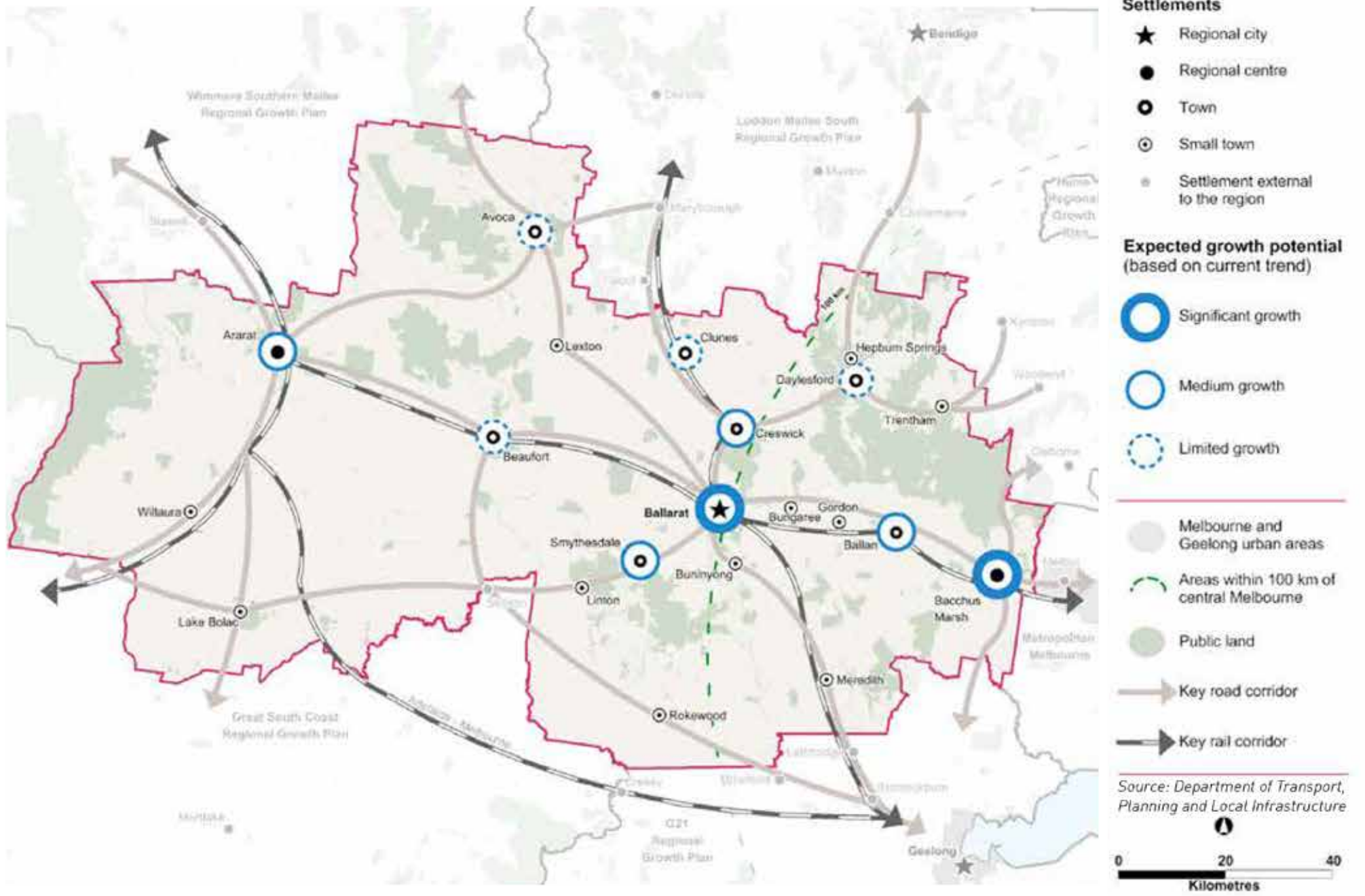


Figure 2 - Central Highlands Regional Growth Plan: Regional Settlement Framework Plan - Expected Growth Potential

Local Planning Policy Framework

Municipal Strategic Statement (MSS)

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

Clause 21.01 (Municipal Context)

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

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

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

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

Clause 21.02 (Natural Environment)

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

Clause 21.03 (Settlement and Housing)

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

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

The 'Residential Development' objectives of clause 21.03-3 are supported by strategies to facilitate the creation of integrated, liveable, walkable neighbourhoods in towns; and planning for a diversity of housing types and densities, particularly near activity centres and community focal points in Bacchus Marsh and Ballan.

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

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

Clause 21.05 (Development and Community Infrastructure)

The 'Key Issues and Influences' at clause 21.05-1 demonstrate fundamental objectives and strategies for the development of community infrastructure for the Municipality and acknowledges the challenges associated with an ageing population and the pressure this places on social infrastructure. This clause recognises the need to facilitate diverse housing options to accommodate demographic change.

Clause 21.06 (Enhance and Preserve Cultural Heritage)

This clause recognises the importance of preserving, promoting, and enhancing places of heritage significance including those of historical, aesthetic, architectural, scientific, and/or social value.

Clause 21.07 (Bacchus Marsh)

This clause identifies Bacchus Marsh as the largest town in the Shire. It is closer to the centre of Melbourne than growth areas within Melbourne's designated urban growth boundary, such as Pakenham.

New residents have been attracted to Bacchus Marsh by a combination of its distinctive country lifestyle setting combined with attributes found in a metropolitan corridor such as well-established commercial, business, industry and community infrastructure.

Its character is defined by the following elements:

- > township character with a strong range of commercial and business enterprises set within a rural landscape and highly productive agricultural areas;
- > significant heritage buildings and trees including the Bacchus Marsh Avenue of Honour and Maddingley Park;
- > networks of open space throughout residential areas and adjoining forested areas;
- > undulating land with scenic views;
- > Werribee and Lerderderg Rivers and associated highly productive irrigated river flats;
- > strong industrial base providing local employment opportunities, particularly in the transport and value-adding agricultural industries; and
- > diverse residential areas based on residential layout, lot design and housing style and types.

Bacchus Marsh has been designated as the major urban growth centre in the Shire but expansion is constrained by topography, mineral and agricultural/horticultural resources. Bacchus Marsh appears to have a significant amount of land zoned for infill development but some is steep and/or in fragmented ownership which makes coordinated development very difficult.

The 'Consolidating Urban Growth' objective at clause 21.07-2 is to consolidate and enhance the development of the inner area of Bacchus Marsh.

The strategies to support this include:

- > promoting increased development between the railway station and Main Street and between Fiskens and Grant Streets;
- > providing for high quality medium density housing that is well located in relation to retail, commercial, public transport, recreation and community services; and
- > efficiently utilising land, particularly in the inner area which is close to the central business district and the railway station.

The 'Accommodating Township Growth' objective at clause 21.07-3 is to promote coordinated, master-planned development of identified areas in and around Bacchus Marsh. The strategies to support this objective include:

- > planning for staged residential growth in accordance with the Bacchus Marsh Framework Plan, including high quality 'master-planned' estate development;
- > that the form and design of new development in the township responds to walkability and neighbourhood design principles; and
- > that PSPs for new growth areas identify the need and location of community and social infrastructure, neighbourhood shopping centres and schools.

Local Planning Policies

The Moorabool Planning Scheme does not currently contain any local policies that are relevant to the preparation of Housing Bacchus Marsh to 2041.

Policies & Strategies

'Growing Moorabool' Economic Strategy and Action Plan (2006)

The overall goal of this strategy is to identify and seek innovative ways to encourage new investment opportunities and employment growth within targeted sectors of the Moorabool Shire economy. The strategic conditions include creating the conditions for population growth by (among other things) capitalising on the lifestyles offered by Moorabool's towns and villages.

This strategy acknowledges the retail potential of Bacchus Marsh in servicing the needs of the growing population and exploring opportunities to develop medium to high density housing around activity centres.

Bacchus Marsh Activity Centre Structure Plan (2011)

This Structure Plan includes a series of core themes, of which 'Land Use and Urban Structure' is one. One of the key principles of this theme is the provision of a variety of housing in and around the Activity Centre to accommodate some of the future population growth in Bacchus Marsh (increase of 12,500 persons by 2031) as highlighted in the MSS in a managed and sustainable manner.

Bacchus Marsh Intergrated Transport Strategy (2015)

This strategy identifies a number of principles and actions to guide future transport planning and development in Bacchus Marsh. This includes encouraging sustainable communities and balancing access needs without reducing the amenity of the surrounding areas or constrain business development.

West Maddingley Development Plan

The land concerned is the Devine Ltd land in Griffith Street, West Maddingley. The Development Plan relates to the Stonehill Estate and provides for the delivery of in excess of 1500 conventional and medium density dwellings, a 'Neighbourhood Activity Centre', community facilities, an education centre (primary school) and a planned road network. The Development Plan is given effect by the Development Plan Overlay, Schedule 3 (West Maddingley).

Draft Development Plan - Underbank Development

The land concerned is located at 174 Mortons Road, Pentlands Hill which consists of 153 hectares and proposes the delivery of a masterplanned residential community, including upgrades to some of the existing road network and a new active open space reserve. The details of the infrastructure to be included are still in the process of being finalised. Development Plan Overlay, Schedule 6 will give effect to the Development Plan.

Bacchus Marsh Housing Strategy 2011 – 2041 (Context Report), March 2014

This report was the first phase in the preparation of the *Urban Growth Strategy* for Bacchus Marsh.

Moorabool 2041 Framework

Moorabool 2041 is a framework which will provide a wide-ranging review and analysis of the future direction of the municipality. *Moorabool 2041* requires preparation of an *Urban Growth Strategy* and a *Rural Growth Strategy* as discussed on Page 6.

Overarching Strategy + Policy Implications

The overarching strategy and policy implications in relation to Bacchus Marsh establishes clear context for the preparation of *Housing Bacchus Marsh to 2041*.

The policy and strategy context consistently acknowledge the challenges associated with Bacchus Marsh adopting an increasingly important regional centre role into the future.

Key policy and strategy directions that are particularly relevant to the preparation of *Housing Bacchus Marsh to 2041* include:

- > the role of Bacchus Marsh as the major urban growth centre within the Municipality;
- > accommodating an increasing share of metropolitan and regional population growth including offering an alternative housing destination within easy reach of Melbourne;
- > balancing growth with the maintenance and enhancement of amenity and the economic well being of Bacchus Marsh;
- > directing growth to preferred locations and away from non-preferred locations;
- > balancing the proportion of infill and greenfield growth;
- > retaining the intrinsic character and other elements that define Bacchus Marsh;
- > the importance of creating healthy and active neighbourhoods;
- > improving the viability and investment in activity centres and infrastructure by supporting intensification of housing around Activity Centres; and
- > meeting the current and future housing needs of Bacchus Marsh residents, including ensuring affordable and social housing choices are available.

1.4

DRIVERS OF CHANGE

Regional Context

Moorabool Shire is located to the west and north-west of Melbourne and is midway between Melbourne and Ballarat with primary access via the Western Freeway (see Figure 4, page 26).

Moorabool Shire forms part of the Outer Western Region of metropolitan Melbourne which also includes the municipalities of Brimbank, Wyndham and Melton (see Figure 4, page 26).

Bacchus Marsh is the largest town within the Shire and is located approximately 55km west of Melbourne. A number of smaller settlements exist to the west of Bacchus Marsh including Ballan which is located centrally within the Shire.

Being located approximately 1 hour's drive from Melbourne and having access to VLine services as well as being relatively accessible to the larger settlements of Ballarat and Geelong has increased the attractiveness of Bacchus Marsh as a housing destination.

Urban Growth Pattern

As a small regional town in 1940 occupying 47 hectares, the urban footprint of Bacchus Marsh grew to 68 hectares by 1960. From 1960 to 1980 the urban footprint expanded by an additional 87 hectares, more than doubling the size of the town and covering 155 hectares. By 1990 the urban footprint had nearly doubled again to 296 hectares.

This trend has continued to recent times, with the last five years resulting in the addition of 290 hectares, meaning that the urban area of Bacchus Marsh has increased by over 40% in the last five years. Bacchus Marsh now covers 885 hectares and is growing at an increasing rate.

As of September 2015 there were approximately 6,840 dwellings within Bacchus Marsh. The continued housing growth and outward expansion of the town has led to a range of issues including:

- > **Connectivity:** Significant traffic and connectivity issues exist due to the historical development of the town and the Western Freeway that divides the town. These connectivity issues will be compounded if Bacchus Marsh continues to expand without the provision of additional infrastructure.
- > **Service Delivery:** The increasing urban footprint and growing population creates difficulties in delivering the appropriate services that new and existing residents require and expect. This includes lack of access to amenity, public transport, social infrastructure and activity centres, all of which contribute to Bacchus Marsh, for many residents, being a car dependent town.

- > **Physical Limits:** Bacchus Marsh sits within a unique natural landscape that has shaped the urban footprint and, in part, defines the character of the town. Continued outward expansion of the town is limited and potential longer term land supply options may change the role of Bacchus Marsh and create disconnected communities.

Continuing growth will see the urban footprint increase by another 50% or 475 hectares over the next 20 years as new broadhectare sites are developed. The anticipated broadhectare growth will generally occur within the identified greenfield development sites (Stonehill and Underbank) that have already been re-zoned for residential development.

Although the identified greenfield developments will increase the footprint of Bacchus Marsh, they are masterplanned developments that have had consideration to the long term requirements of future residents (servicing and facilities) and are not contributing to the town expanding through unplanned urban sprawl. The greenfield developments are considered a positive addition to the town that contribute to meeting the housing and infrastructure needs of Bacchus Marsh to 2041 (see page 22).

The changing urban footprint of Bacchus Marsh is included in Figure 3 (page 25), while Figure 5 (page 27) identifies some of constraints that have contributed to the challenges of the increasing urban footprint of Bacchus Marsh.

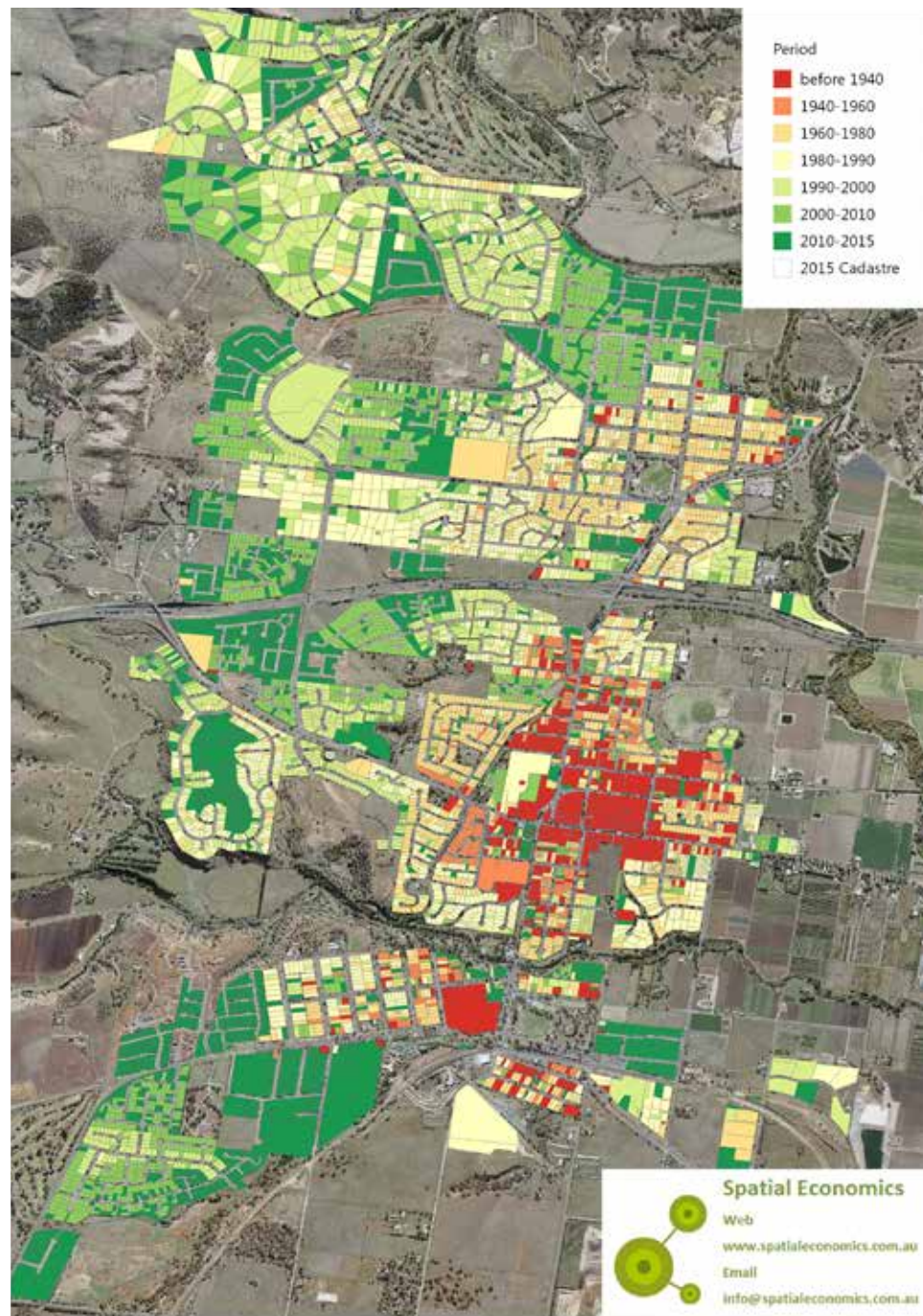


Figure 3: The Increasing Urban Footprint

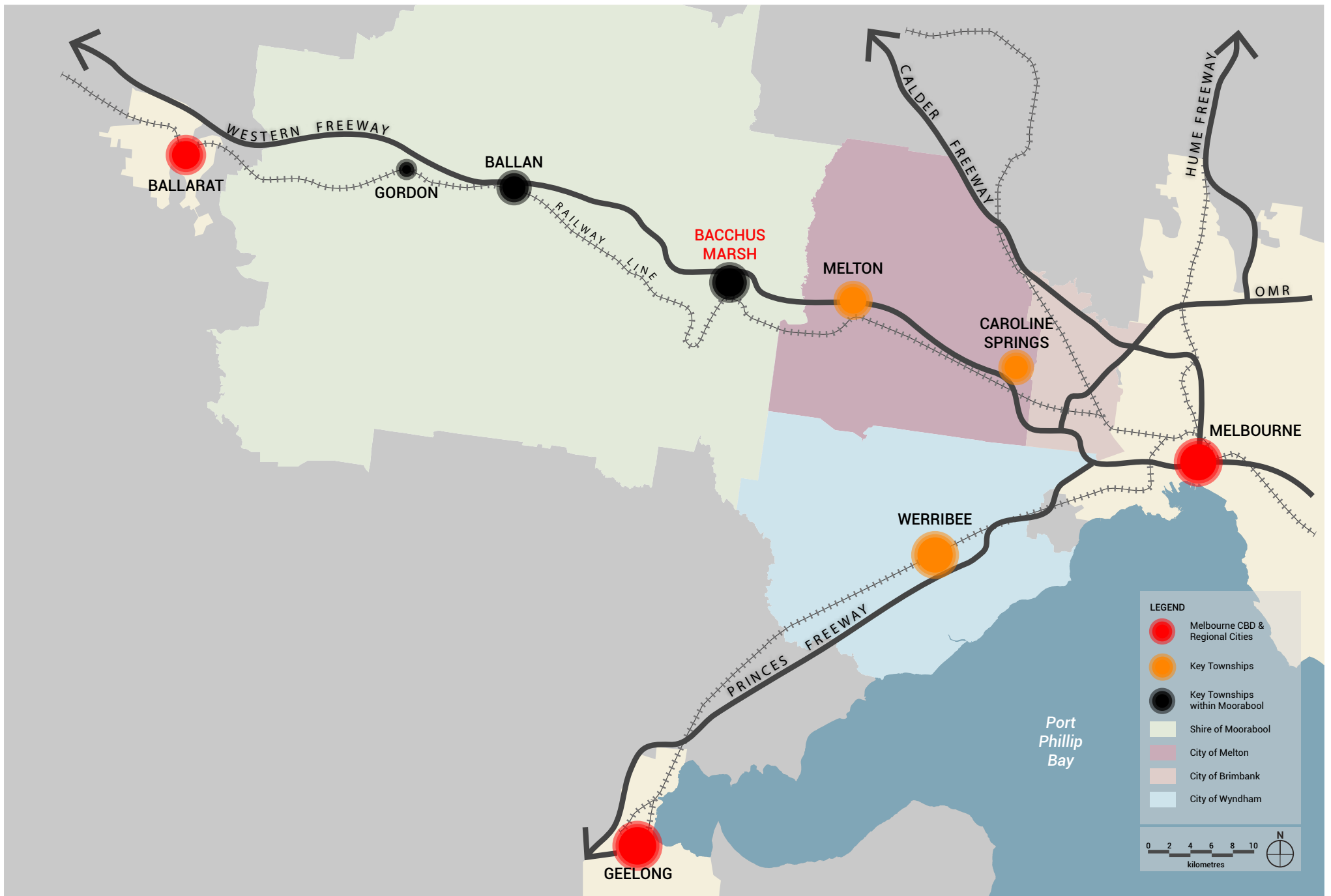


Figure 4: Regional Context Map

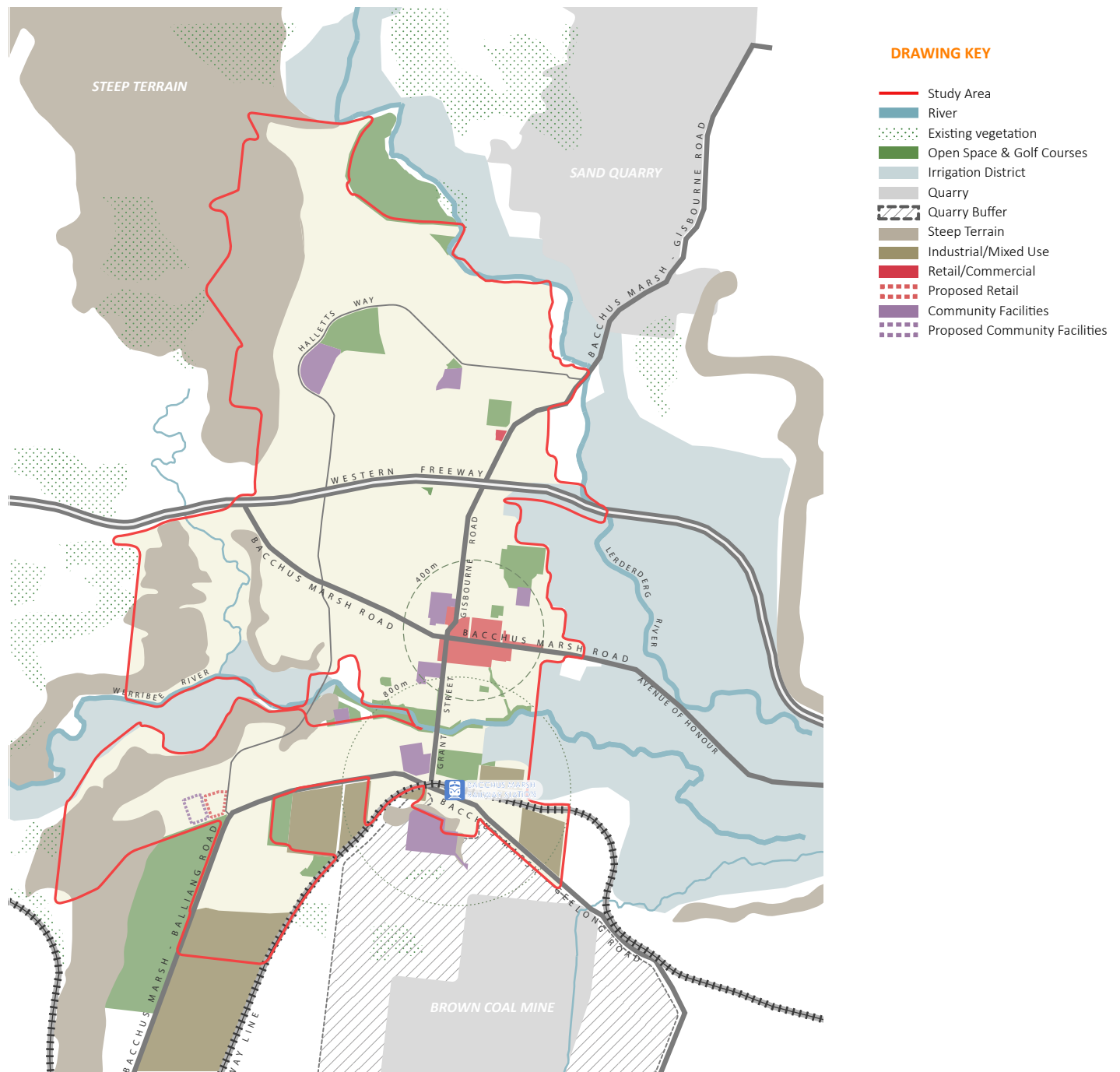


Figure 5: Bacchus Marsh Constraints Map

Demand Drivers

A number of factors contribute to driving housing demand within a certain area. The Background Paper (Annexure A) provides a detailed overview of the relationship between the drivers of population and housing demand at a metropolitan and sub-regional level down to the influences of housing demand in Bacchus Marsh. Housing demand in Bacchus Marsh will generally be influenced by the following important drivers:

- > Population growth: Total housing demand will largely be influenced by macro level and regional population growth. This includes an ageing population, the increase in migration and increases in fertility (more babies being born).
- > Adjoining growth areas: The ongoing capacities and pricing of broadacre lots released within the Growth Areas of Melton and Wyndham will continue to cater for large scale demand, although any shortage of land supply may increase demand in Bacchus Marsh.
- > Land Use Policies: National, State and Local Government land use policies affecting the Growth Areas will significantly impact the future of Bacchus Marsh, for example changes to the Urban Growth Boundary or policy direction to increase housing densities.
- > Household Types: Dwelling demand will not solely be generated by additional household growth, there will also be household lifecycle changes, preferences and needs. Additional dwelling demand will be generated via down/up-sizing, changing tenure (i.e. rental to purchaser). Other drivers of household types exist including economic pressures (including the increasing costs of housing and children living at home for longer) and social trends (higher rates of divorces and single parents). Figure 6 provides an overview of the complexity of household lifecycles.

Population Projections

In Bacchus Marsh, id forecast and Victoria In Future (VIF) (2015) project similar rates of population growth in the 2011 to 2021 period (3.2% and 3.1% respectively). However in the 2021 to 2031 period, there is a noticeable difference with VIF maintaining stronger growth (2.7% per annum and a population of 31,085 by 2031) and id projecting a decline in growth (1.9% per annum and a population projection of 26,223). The id forecast sees the population growth rate in Moorabool drop further to 1.5% per annum between 2031 and 2041, (averaging 2.2% per annum for the period of 2011-41) with a projected population of 30,519 by 2041.

When reviewing the different projections, it is considered the forecasts can be viewed as a range of potential population growth that we need to plan for. Thus, considering both id and VIF, we are projected population growth in the order of 11,800 to 13,600 between 2021 and 2031 and around 14,500 (at least) by 2041.

Furthermore the population is ageing, that is, the proportion of older residents is increasing. From 2016 to 2041, it is projected there will be a 157% increase (an additional 2,633 persons) aged over 70.

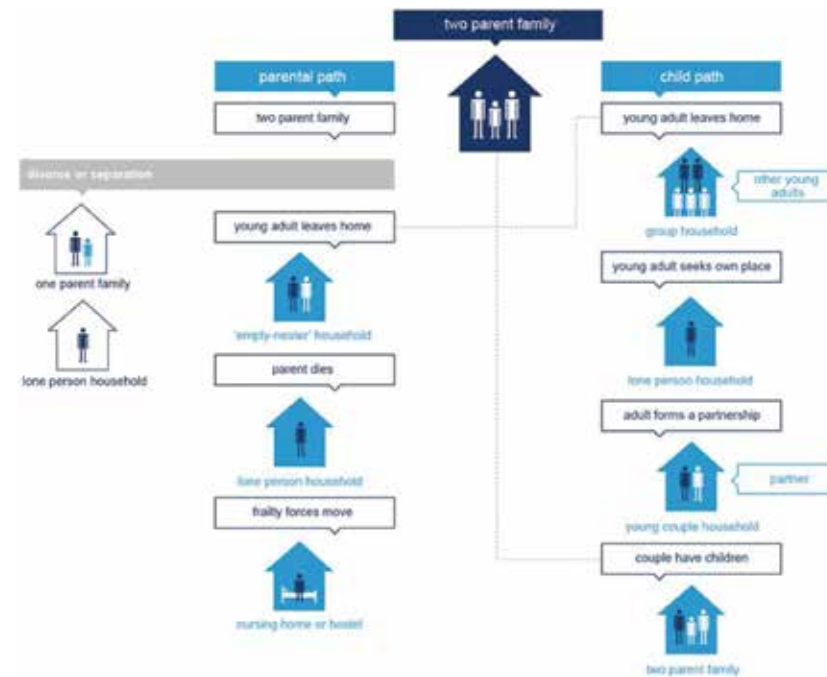


Figure 6: Household Lifecycle Changes

Housing Implications

To understand the housing needs for Bacchus Marsh to 2041, consideration of the key projections that will drive housing demand in Bacchus Marsh is required. The Background Paper at Annexure 1 provides further detail in this regard, however the key housing demand projections have been identified as follows:

- > the increase in households, with an additional 6414 households projected between 2011 -2041 and a total of approximately 12,306 households by 2041;
- > lone person and couples without dependent households will make up more than 60 percent of the area's growth from 2011 to 2041 (approximately 1966 lone person households and 1922 couples without dependent households) which may have some impact on dwelling type demand. By 2041 there will be 3335 lone person households and 3368 couples without dependent households;
- > couple families with dependents will remain the largest household type with an additional 1661 households between 2011 -2041 and a total of 3731 households by 2041;
- > the projected household types are likely to have some impact on dwelling type demand. Together with the ageing population, smaller, affordable and low-maintenance dwellings may see increasing demand;
- > of the 6,840 (Sept 2015) residential dwellings within Bacchus Marsh, the majority (58%) are on lots between 500sqm to 1,000sqm, with a further 22% on lots greater than 1,000sqm. 18% of dwellings are on lots less than 500sqm which indicates there is limited diversity in the existing housing stock;
- > ensuring that housing in Bacchus Marsh remains affordable. The median price for a house in 2014 in Bacchus Marsh was \$342,700 which is well below the Melbourne metropolitan average of \$550,000. House prices in Bacchus Marsh have grown at 4.5% between 2004 - 2014 compared to 5.9% for metropolitan Melbourne;
- > the two demographic trends of an ageing population and increasing young families seeking affordable family housing will result in the need for additional supply opportunities to be realised;
- > the ageing population, who are ageing in place, may have higher propensities for alternative dwelling types, with lower maintenance options. Nevertheless, overall the demand is likely to remain small unless price pressures reduce the relative affordability of separate dwellings;
- > affordability in Bacchus Marsh is linked to the amount of land per dwelling and the type of construction. The less land per dwelling the more affordable the product, hence there will be an increasing demand for villa units/ townhouses as these dwelling types consume half to a quarter of the land previously occupied by a separate house; and
- > the need for a diversity of lot sizes within new broadhectare estates and the facilitation of smaller dwellings (villa units/townhouses) across the established urban area.

CHAPTER 2

Vision

2.1

VISION

“Over the next 26 years to 2041, Bacchus Marsh will progressively assume the role of a regional centre and assist in accommodating Greater Melbourne’s growing population. Bacchus Marsh will provide an affordable and diverse housing supply that accommodates a range of housing options for existing and future residents.

Directing housing to locations that are easily accessible to activity centres and public transport will be a priority.

This will assist in creating compact and sustainable neighbourhoods, while ensuring development complements the unique characteristics of the town, including the natural landscape, that contribute to Bacchus Marsh being an attractive place to live”

To assist with achieving this vision, three guiding principles have been identified that underpin the Objectives, Strategies and Actions for *Housing Bacchus Marsh to 2041*. The Guiding Principles are:

- > Sustainable Neighbourhoods
- > An Attractive Place to Live
- > Housing for Everyone

1. GUIDING PRINCIPLE: Sustainable neighbourhoods

With regard to the broader spatial composition of Bacchus Marsh, it has become evident that the three suburbs comprising Darley, Maddingley and Bacchus Marsh have sufficient scale and physical separation due to infrastructure (Western Freeway) and natural features (Werribee River) to warrant adoption of planning and housing strategies to support their establishment as three sustainable neighbourhoods within the overall town.

This concept can deliver positive outcomes for the existing and future residents and creates opportunities to improve the liveability and prosperity of Bacchus Marsh.

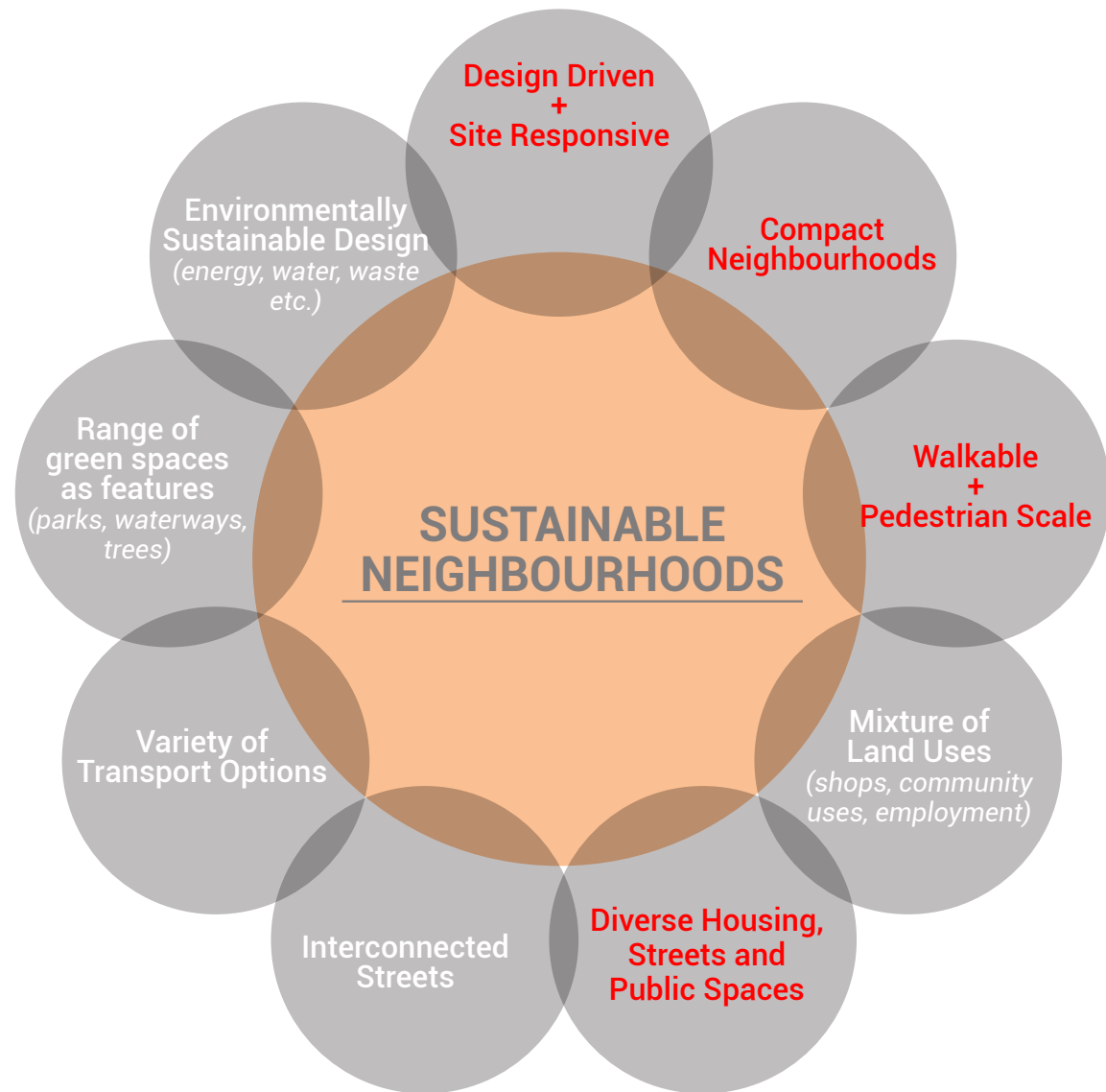


Figure 7: Elements of a Sustainable Neighbourhood

2. GUIDING PRINCIPLE: An attractive place to live

One of the most striking features of Bacchus Marsh is its natural landscape character and setting, including the historic Avenue of Honour and the rural environment that surrounds the town with orchards, market gardens and pastoral fields. These features complement a very well established township character, which is highly valued by residents and visitors. Retaining these characteristics is critical to ensuring Bacchus Marsh remains an attractive place to live.

Housing and subdivision development that recognises and complements the existing environment and has regard to the town's unique landform, as well as the likely existing and future market acceptance of housing forms, should be a primary influence for future development. It will also be essential to ensure that greenfield development does not become homogenous in terms of the type of housing that is provided and its physical form. The character and quality of newly developed streetscapes should reflect and contribute to the overall character of Bacchus Marsh.



3. GUIDING PRINCIPLE: Housing for everyone

A diversity of housing helps respond to the housing needs of communities at different stages of life, while also providing opportunities for residents to move home without leaving a neighbourhood.

With the growth of Bacchus Marsh expected to continue, planning for a diverse range of housing needs through a focus on strategies and policies that encourage a combination of new development and redevelopment is critical. These strategies and policies require an emphasis on providing a wide range of options in terms of housing typologies that are affordable and accessible which will most likely be the best way to maintain and encourage diversity.

Bacchus Marsh has an important strategic advantage in this regard due to having a vibrant and well established town centre and the availability of a range of greenfield and infill development sites. There is a need however to ensure a balanced approach between greenfield and infill development is achieved and that both forms of development incorporate a range of housing typologies.



CHAPTER 3

Neighbourhood Character

Objective

Maintain the country landscape character and point of difference that Bacchus Marsh offers whilst recognising the different roles it plays as a regional centre, peri urban town and a growth area to Melbourne. This includes ensuring future development (greenfield and infill) contributes to the preferred character of the area while achieving quality urban design (subdivision and built form) outcomes.

3.1

CONTEXT

The purpose of undertaking a neighbourhood character analysis is to identify the existing characteristics within Bacchus Marsh that need to be retained within the context of pressure for infill development. This may mean protecting existing character in some locations and identifying a preferred character in others where change is anticipated to occur.

A range of design based strategies and actions have been formed to assist in achieving the neighbourhood character objective, which will contribute to Council's decision making framework for assessing residential development proposals.



3.2

CHARACTER ANALYSIS

What is neighbourhood character?

Neighbourhood character is essentially the combination of the public and private realms. Every property, public place or piece of infrastructure makes a contribution, whether great or small to the character of an area. It is the cumulative impact of all these contributions that establishes neighbourhood character.

The key to understanding character is being able to describe how the features of an area come together to give that area its own particular character.

Breaking up character into discrete features and characteristics misses out on the relationships between these features and characteristics. Understanding how these relationships physically appear on the ground is usually the most important aspect in establishing the character of the area.

What is not neighbourhood character?

In defining neighbourhood character, it is important to understand the difference between character and other factors such as heritage and amenity which are not considered neighbourhood character.

The State Government released a Practice Note in June 2015 'Understanding Neighbourhood Character.' The Practice Note states that:

"...all areas have a history or a heritage, however not all areas are historically significant. Heritage significance is determined by recognised criteria set by Commonwealth, State and local agencies, with reference to the Burra Charter.

Cultural heritage is largely embodied in the fabric and setting of a building and place. It is important to manage and retain this fabric and setting to retain the cultural significance of a place. Heritage significance can't be improved, but the fabric of a place can be improved, restored or reinterpreted. In many areas building style is important to setting the character of the area. This includes not just typical form and massing, but may also include details, materials and colours. Buildings do not need to be old or historically significant to have a character that is important to people's understanding and enjoyment of an area. Character and amenity.

Amenity is about the pleasantness and good functioning of an area. Neighbourhood character is about its sense of place and community meaning. Regardless of the character of an area there are standards of residential amenity that apply to all residential development. These basic amenity standards include overlooking, overshadowing and solar access. Sometimes, these amenity standards can have an effect on neighbourhood character, but as a general principle, neighbourhood character and amenity should be treated separately".

Characteristics of Bacchus Marsh

Bacchus Marsh is uniquely placed with many attributes that contribute to the town being a special place. To understand what makes Bacchus Marsh attractive, these attributes, as relevant to *Housing Bacchus Marsh to 2041* have been identified as follows:

Landscape Setting

One of the most striking features of Bacchus Marsh is its natural landscape character and setting. These features include:

Gorges, Reserves and Forests

A scenic backdrop that surrounds the town with Lerderderg Gorge, Werribee Gorge, Long Forest Nature Reserve and the tall timbers of the Lerderderg State Forest.

Undulating landforms

The landform undulates throughout Bacchus Marsh with the town surrounded by ridge lines/hills and plateaus. The changing topography of the township and surrounds provides for diverse landscapes and opportunities for views to the surrounding rural landscapes and to the skyline of Melbourne.

Creeks and Waterways

The Werribee and Lerderderg Rivers traverse through Bacchus Marsh which have, in some places, allowed linear walking paths and open space along the waterways.

Open feel

The rural and low density surrounds, wider streetscapes, large open space areas, farmlands, orchards and market gardens are at the heart of the town. These elements complement the natural features of the town that contribute to Bacchus Marsh having an open and country feel.

Gateway town entries

The township provides rural and natural gateway entries, in particular the entrance from the Western Freeway through the historical Avenue of Honour, which is complemented by experiencing the farmlands, market gardens and orchards as you arrive into the town.

Township Character

Bacchus Marsh has a well established township character, which is highly valued by residents and visitors, including:

Cohesive and formal main street

The main street of Bacchus Marsh is the heart of the town, both as an access route to and from the historical Avenue of Honour, but also as the key activity hub of the town. Activity is focussed on both sides of the street, with attractive shops including a number of historical buildings.

Historic buildings and streetscapes

The main street comprises of a number of historic buildings. Historical streetscapes incorporating heritage buildings and plantings are located within the inner areas of the town and along the Avenue of Honour.



Wide road reserves

While street cross section elements vary throughout the town, a consistent theme is the use of wide road reserves, which contribute to the open feel of the township.

Informal and formal streetscape plantings

Landscaping within streetscapes vary from the informal to the formality of the elm trees on the Avenue of Honour and Grant Street.

Convenient Access

Bacchus Marsh is centrally accessed, less than one hour to Melbourne, Ballarat, Geelong and surrounding townships. The locality of the town, complemented by a range of tourism based businesses makes Bacchus Marsh a key tourist destinations and a popular place to live and visit.

Western Freeway

The Western Freeway provides quick and convenient access to both Melbourne and Ballarat in less than an hour.

Rail

The Ballarat to Melbourne Vline rail services enables visitors to utilise vline services to come to Bacchus Marsh and commuters access to Melbourne and Ballarat.

Well Serviced Communities

Bacchus Marsh's historical service centre role, now identified as the Regional Centre within the Central Highlands, has resulted in the town being both a lifestyle and tourist destination with several services and facilities available.

Well serviced town centre

As previously noted, the main street is the retail core of Bacchus Marsh and in recent years has evolved through higher levels of retail and services on offer, including Bacchus Marsh Village shopping centre, professional services, shops, restaurants etc. To complement the main street retail core, an established Neighbourhood Activity Centre in Darley exists with an approved Neighbourhood Activity Centre proposed to be constructed in the Stonehill development in Maddingley.

Local employment

While many residents commute out of Bacchus Marsh for employment purposes, the township and surrounds also supports a high level of local employment in agriculture, tourism, construction and in more recent years health and education.

Community services and facilities

Bacchus Marsh is well serviced by a range of facilities and services. This includes a regional hospital, library, swimming pool, two secondary colleges and numerous other facilities which often would not be provided within a town the size of Bacchus Marsh, all of which also attract people from outside of the town.



Character Impacts

With Bacchus Marsh continually growing, there are some residential development examples within the town that may be considered to be detracting from the distinctive characteristics of Bacchus Marsh.

This is a common issue for most peri-urban areas of Melbourne, however with the statistical re-defining of Greater Melbourne by the Australian Bureau of Statistics (ABS) which now includes Bacchus Marsh, the town is now providing a source of broadhectare land supply, along with its growing role as the Regional Centre within the Central Highlands. These roles bring additional challenges to the town in preserving its unique and valued characteristics.

As Bacchus Marsh continues to grow there is inevitably an increased tension between original and new development. There is a need to reduce this tension to ensure new development is positively contributing to the established character of Bacchus Marsh and to ensure that the town does not lose its valued characteristics. As part of the character analysis a number of issues and threats to the existing character have been identified, including:

- > new development that is not in harmony with the site and surrounding context. This includes the natural landscape qualities of the area, in particular the loss of rural views due to inappropriate development on surrounding ridgelines/hills and plateaus;
- > new developments that have minimal landscaping, in particular street tree plantings which are often inconsistently planted, not established or in some instances non-existent. The lack of landscaping has a significant impact on the character of the town, whilst also not achieving sustainable development outcomes which all developments should be aspiring to;
- > an expanding residential settlement boundary. This has resulted in development in more remote locations, including lots that have been developed too intensively for their location. This includes multi-unit developments on the fringe of town where access to services and facilities are poor and often with poor pedestrian connectivity due to a limited footpath network. Further, the expanding settlement boundary threatens the country landscape characteristic of the town, including the valued agricultural activities (orchards and market gardens) that Bacchus Marsh is renowned for;
- > inconsistent road cross sections being applied that:
 - > limit landscaping and street tree planting opportunities;
 - > often creates streets that are too narrow with several cul-de-sacs and dead ends, all of which provide poor vehicle access and manoeuvrability; and
- > overly wide streets. Although wide streets are often a feature of regional towns, there are a number of streets that have excessively wide road pavements. Such pavements do not contribute to sustainable design through significant amounts of hard surfaces and often a lack of landscaping. Further, excessively wide pavements encourage greater speed of vehicles and are often windswept if they are not heavily landscaped and therefore not contributing to creating pedestrian friendly environments.
- > multi-unit developments that lack passive surveillance and have no sense of address. Several multi-unit developments are dominated by hard paving, with insufficient soft landscaping and are inward focussed; and
- > a number of poor built form outcomes due to dwellings lacking articulation, not responding to the context they sit within or complementing the character of the area.

Decision Making Framework

Under the Moorabool Planning Scheme residential development proposals (built form and subdivision) are required to be assessed against the following:

- > the State Planning Policy Framework;
- > the Local Planning Policy Framework, in particular the Municipal Strategic Statement (MSS) which provides detailed policy regarding Bacchus Marsh and residential developments (see page 21);
- > zones and overlays which provide triggers for planning permits and controls land use and development;
- > rescode which provides residential and subdivision design provisions; and
- > clause 65 - decision guidelines.

The character analysis and assessment of the existing decision making framework has identified a number of potential inconsistencies and concerns, including:

- > the MSS provides a framework for residential development in Bacchus Marsh, however the plan is outdated and provides limited direction in regards to the type and density of residential development that should occur where.
- > the MSS provides some discussion regarding character and design, however this is reasonably limited and could be more clearly articulated, in particular with regard to desired residential built form and subdivision design outcomes and how new development should complement the towns valued characteristics.

- > there is limited direction on the preferred character of Bacchus Marsh, which is critical due to the growth challenges the town is facing.
- > there is some concern that the implementation of the Moorabool Planning Scheme, including the MSS, may not be reflected through some more recent residential development approvals. For example, a substantial medium density development with a number of townhouses and units has been developed at the western end of Holts Lane, Darley. This development is likely inconsistent with the MSS which:
 - > encourages increased development between the railway station and Main Street and between Fiskens and Grant Streets;
 - > encourages high quality medium density housing that is well located in relation to retail, commercial, public transport, recreation and community services; and
 - > encourages consolidation and enhancement of development in the inner area of Bacchus Marsh.
- > the suite of residential zones have not been applied, with almost all residential land within Bacchus Marsh zoned General Residential, although it is recognised that three schedules to the General Residential Zone have been applied; and
- > Council does not have any Guidelines/ Council Policy in regards to Urban Design, Environmentally Sustainable Design or Landscaping requirements.

Recommendations - Decision Making Framework

To address the inconsistencies and identified concerns, including consideration of how the existing decision making framework could be improved, a number of changes are recommended and are further articulated in Chapter 8. These improvements will assist in guiding future residential development and ensure development complements the preferred character of the area. The identified improvements have or are recommended to be undertaken include:

- > 'Character Precinct Brochures' have been prepared (see Annexure 4) that identify the existing and preferred character of each precinct (see page 45 and Figure 8);
- > a number of recommended strategies and actions (see pages 46 & 47), that should be included as part of Councils Action Plan to implement *Housing Bacchus Marsh to 2041*;
- > a Settlement Framework plan has been prepared that identifies areas for intensification and areas that are not recommended for increased development (see Chapter 4);
- > Council adopting the implementation recommendations set out in Chapter 8, which includes a number of changes to the Moorabool Planning Scheme; and
- > the preparation of Guidelines/Reference Documents /Council Policy in regards to Urban Design, Environmentally Sustainable Design and Landscaping requirements.

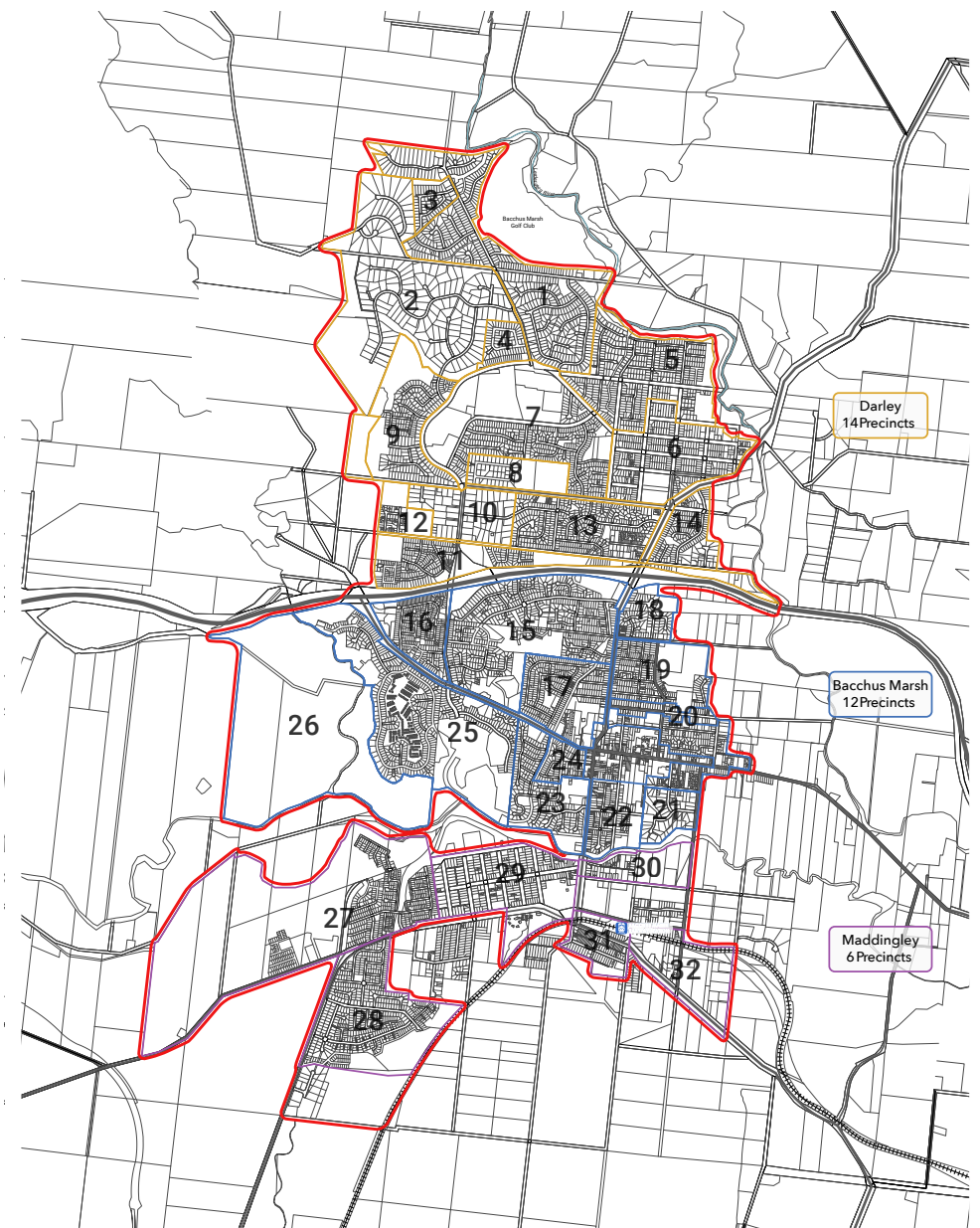
Existing and Preferred Character Statements

As part of the character analysis, 32 character precincts have been identified across Bacchus Marsh (see Figure 8). The analysis identified the existing character of each precinct followed by consideration of what the preferred character should be.

Often Neighbourhood Character Study's will group precincts into 'Character Types' across a study area where common character is desired for the future. Although, some precincts do have a common desired future character, it is recognised that precincts also often have their own unique characteristics and attributes. This was particularly relevant within the Bacchus Marsh Study Area, where precincts although containing similar housing products, the landscape and topography of the precincts varied significantly and therefore the characters of the precincts, in reality is quite different.

Further, when considering the preferred character of an area, consideration should be had to a combination of housing needs and the preferred character. Some precincts may not be suitable for the same level of residential development (see Chapter 4) as another precinct. This is due to the locations of some precincts not being central to services and facilities, such as public transport and activity centres.

It is important to therefore consider both housing needs and character holistically. The Preferred Character Statements have therefore been prepared for each character precinct with a balance of addressing the housing needs of Bacchus Marsh and the preferred neighbourhood character of each precinct. This has included ensuring that any existing characteristics that have been identified as important to the character of Bacchus Marsh are retained, regardless of the precincts suitability for increased residential development. The Existing and Preferred Character Statements are included at Annexure 4.



— Study Area

Figure 8: Character Precincts

3.3

STRATEGIES & ACTIONS

Strategies

- 1 Actively discourage residential development outside of the clearly defined township boundary except if consistent with Councils Urban Growth Framework (under preparation) unless exceptional circumstances apply where rezoning of non-urban land for urban purposes can articulate the rezoning through demonstrating:
 - > minimal impact on the overall urban form of Bacchus Marsh and natural features;
 - > that the developments location, proximity and connectivity to existing or planned residential areas is appropriate;
 - > that the form of development proposed cannot be provided on land that is already zoned for urban purposes;
 - > that the development will result in a significant improvement in the standard of development within the Bacchus Marsh Study Area, including its environmental performance (i.e. beyond best practice water sensitive urban design);
 - > that the development incorporates a design response that achieves adherence to the principles of 'sustainable neighbourhoods' including providing key community facilities & infrastructure (where appropriate) that will benefit the community;
 - > the ability of the development to be provided with reticulated services; and
 - > the ability to retain Bacchus Marsh's intrinsic character elements.

- 2 Ensure a clear separation between urban development and farming activities is retained.

- 3 Encourage subdivision design that provides for diverse streetscapes, strong connectivity and public spaces and retains the values characteristics that make 'Bacchus Marsh' a special place.

- 4 Ensure residential development is in accordance with the preferred character statements.

- 5 Support housing design and development that is suitable for an ageing population and those with limited mobility.

- 6 Encourage innovation and best practice sustainable design and development outcomes.

- 7 Ensure that housing design allows space for tree plantings and improves landscaping as a priority on both public and private land.

- 8 Ensure the impact of small lot development in greenfield areas is minimized or offset by incorporating larger lots in other locations, incorporating widened road reserves with provision for enhanced street tree plantings and other design based initiatives to avoid emergence of a typical suburban character.

Actions

1	Actively work with the community, development and building industry to increase the awareness and acceptance of well-designed developments that complement the preferred character of Bacchus Marsh. This may include forums, education workshops, study tours, etc.
2	Review and update the Municipal Strategic Statement to include policy and objectives for improving urban design outcomes that also considers the preferred neighbourhood character, while recognising the importance of the country landscape, to ensure the valued characteristics of Bacchus Marsh are protected.
3	Prepare Urban Design Guidelines for residential developments within Bacchus Marsh and use them to assist planners and applicants. The Guidelines should consider the public realm, built form, subdivision design, natural environment and landscape, front fencing and sustainability. These Guidelines may be included as a reference document to the Moorabool Planning Scheme. (See Chapter 8)
4	Prepare Street Tree Planting Guidelines that provide a vision for street tree planting and street design within Bacchus Marsh, particularly in relation to subdivision developments. These Guidelines may be included as a reference document to the Moorabool Planning Scheme. (See Chapter 8)
5	Prepare Environmentally Sustainable Design (ESD) Guidelines or a Council Policy to identify appropriate ESD principles for residential development within Bacchus Marsh. Should Council pursue the preparation of Guidelines these may be included as a reference document to the Moorabool Planning Scheme. (See Chapter 8)
6	Facilitate ongoing monitoring of the preferred neighbourhood character of a precinct as this may change over time (this could be in the form of a 5 yearly review).
7	Provide relevant Neighbourhood Character Brochures in pre-application meetings to assist in future development being in accordance with the preferred neighbourhood character.
8	Undertake a review of internal processes to ensure residential development approvals are being assessed in accordance with Councils decision making framework. This may include: <ul style="list-style-type: none">> improving quality assurance processes;> educating Council Officers in regards to good urban design outcomes; and> mentoring new planners.

CHAPTER 4

Settlement Framework Plan

Objective

To identify a Settlement Framework that can accommodate a diverse range of lot sizes and housing types that will support Bacchus Marsh developing as three sustainable neighbourhoods.

4.1

CONTEXT

The location of housing affects residents' amenity, transport choices, housing affordability, access to employment, retail, community services, open spaces and health and wellbeing. It also has implications for the cost and provision of infrastructure. The following factors must be considered and balanced in determining appropriate locations and intensity of future residential development within Bacchus Marsh:

- > Bacchus Marsh'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 regional centre;
- > maximising access to public transport and activity centres;
- > protection of heritage and neighbourhood character values;
- > protection of significant environmental and ecological landscapes;
- > improving housing choice and affordability;
- > diversifying the mix of housing typologies and housing sizes across Bacchus Marsh; and
- > retaining a mix of residential lot sizes across the township.

Four 'settlement types' have been identified across Bacchus Marsh to assist in addressing the above factors, which comprise of:

- > Minimal Residential Growth Areas;
- > Natural Residential Growth Areas;
- > Increased Residential Growth Areas; and
- > Greenfield Residential Growth Areas.

Each 'settlement type' plays a different role in meeting Bacchus Marsh'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.

Figure 9 (page 56) identifies the proposed settlement type to be applied to each character precinct as set out in Figure 8 (page 45).

4.2

MINIMAL RESIDENTIAL GROWTH AREAS

Definition:

"Generally applies to residential land on the fringe of the township that does not have direct access to services and facilities and often has limitations to 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."

Expected Housing Types

Future residential development within these areas will predominantly comprise of detached dwellings, generally of a modest scale, with dual occupancies, of one to two storeys only being supported where the intent of the settlement type and preferred character is not compromised.

Methodology to determine the locations of Minimal Residential Growth Areas:

- > Any specific neighbourhood character and/or heritage significance that requires protecting within the precinct.
- > Any significant infrastructure constraints within the precinct.
- > Any significant landscape constraints within the precinct.
- > The ability of the precinct to undergo change.
- > The ability of the precinct to access services and facilities, including public transport.
- > An assessment of the precinct against the change area matrix included at Annexure 2.

Strategies

1. Encourage low density housing types, generally in the form of detached housing with dual occupancies only considered on sites that do not compromise the preferred neighbourhood character.
2. Conserve and enhance those elements that contribute to the environmental significance, heritage values and the preferred neighbourhood character of the precinct.
3. Encourage new dwellings to be setback from all boundaries a sufficient distance to accommodate adequate landscaping and to maintain the sense of spaciousness.
4. Encourage new dwellings to not exceed the predominant building height of the street.
5. Seek to avoid boundary to boundary development.

Note: The Actions set out at 4.7, page 58 build on the strategies identified above.

4.3

NATURAL RESIDENTIAL GROWTH AREAS

Definition:

"Applies to residential land that has been 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."

Expected Housing Types

These areas encompass the majority of Bacchus Marsh's established residential areas. The identified locations will allow for modest housing growth and a variety of housing typologies in the form of townhouses and multi-dwelling developments, with detached houses continuing to dominate.

Low scale medium density housing and alternative housing typologies (such as co-housing, retirement villages, aged care etc) may be appropriate in areas within the precincts that are more accessible to public transport, activity centres and open space than others.

Methodology to determine the locations of Natural Residential Growth Areas:

- > Precincts that are generally not within walking catchment of key public transport routes and activity centre catchments.
- > Precincts which are partially constrained by environmental or physical conditions, as identified in the planning scheme or other Council data, such as covenants, servicing etc.
- > Precincts that generally do not have significant heritage or neighbourhood character values.
- > The ability of the precinct to undergo change.
- > An assessment of the precinct against the change area matrix included at Annexure 2.

Strategies

1. Encourage low scale medium density housing and alternative housing typologies (such as co-housing, retirement villages, aged care etc) on lots that are more accessible to public transport, activity centres and open space than other lots within the precinct.
2. Encourage new dwellings to not exceed the predominant building height of the street by more than one storey, unless an innovative design or housing typology is proposed that will complement the preferred character of the area.
3. Limit boundary to boundary development.

Note: The Actions set out at 4.7, page 58 build on the strategies identified above.

4.4

INCREASED RESIDENTIAL GROWTH AREAS

Definition:

"Generally applies to residential land that is well located to services and facilities and has been identified as suitable for infill and increased densities of development. This will include a range of multi-units, townhouses and alternative housing typologies within a walkable catchment of residents daily needs."

Expected Housing Types

These areas will provide for housing growth with increased densities. Housing development will generally be in the form of townhouse and multi-dwelling developments with opportunities for apartments and alternative forms of housing (co-housing, aged care, retirement villages, etc).

Methodology to determine the locations of Increased Residential Growth Areas:

- > Precincts that are within a walkable catchment of the Bacchus Marsh Railway Station and/or bus services.
- > Precincts that are generally within close proximity to activity centres or where access to some level of services and facilities are within a walkable catchment (i.e. Bacchus Marsh Town Centre, Darley Plaza, the proposed Activity Centre in the Stonehill development, Maddingley and the shopping strip on Grant Street).
- > The ability of the precinct to undergo change.
- > An assessment of the precinct against the change area matrix included at Annexure 2.

Strategies

1. Prioritise support for intensification of development within areas identified for Increased Residential Growth.
2. Promote medium density housing that results in intensified development around the identified activity centres and key public transport services which reduces motor vehicle dependency and capitalises on public transport infrastructure while contributing to achieving the 'sustainable neighbourhoods' concept (see page 55).
3. Encourage the planning and provision of physical and social infrastructure to support growth within these areas.
4. Support increased development densities on 'key development sites' that have the capability to accommodate significant intensification.
5. Encourage infill development that provide innovative forms of housing typologies (such as co-housing or eco-villages), are community focused and builds on the concept of 'sustainable neighbourhoods'.
6. Encourage development of two or more storeys where the preferred character of the area is not compromised.

Note: The Actions set out at 4.7, page 58 build on the strategies identified above.

4.5

GREENFIELD RESIDENTIAL GROWTH AREAS

Definition:

"Land that is generally located on the fringe of the established urban areas and has 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."

Expected Housing Types

The Greenfield Residential Growth Areas encompass two broadhectare development sites on the western boundary of the Bacchus Marsh Study Area, namely Stonehill (which is currently under development, Precinct 27), and Underbank (which has not commenced development, however is expected to commence in the near future, Precinct 26). Both developments are subject to a Development Plan Overlay which requires the approval of a Development Plan prior to development commencing (see page 22).

Given the current status of these developments, with a number of approvals issued (or soon to be issued), as part of preparing *Housing Bacchus Marsh to 2041*, there is limited ability to redirect development within these areas. It is noted that these areas are a critical source of land supply for Bacchus Marsh to 2041, and will play a crucial role in meeting the housing needs of current and future residents.

This will include providing a diverse range of lot sizes that will be capable of accommodating a range of housing typologies. Further as these areas develop new infrastructure will also be delivered which will support new and existing residents (see page 22).

Strategies

1. Recognise the importance of planning and development of new greenfield areas that are well managed and staged, can meet the existing and future housing needs of Bacchus Marsh and can bring forward key infrastructure and services to meet the community's needs.
2. Oppose interim subdivision of land identified as 'greenfield' to minimise further fragmentation and maintain its growth potential.
3. Seek an overall density target for new development that balances housing needs, whilst maintain a sense of place and retaining the characteristics of Bacchus Marsh that make it a unique and special place. This target is likely to be in the range of 10-15 dwellings per hectare, but may be reduced or increased as appropriate. This should include allowing some reduction to density targets where land is constrained (topography/landscape/vegetation) or where it can be demonstrated that appropriate diversity in housing forms can be delivered.
4. Favour flatter land in proximity to existing and planned activity centres to achieve increased densities.
5. Encourage a diversity of lot sizes and housing choices.

Note: The Actions set out at 4.7, page 58 build on the strategies identified above.

4.6

SUSTAINABLE NEIGHBOURHOODS

Building on the elements that have contributed to identifying the residential settlement framework for Bacchus Marsh, consideration has also been given to the broader spatial composition of the town.

It is evident that the three suburbs comprising Darley, Maddingley and Bacchus Marsh have sufficient scale and physical separation to warrant adoption of planning and housing strategies to support their establishment as *three sustainable neighbourhoods* (see Figure 10, page 57).

In this context, the three neighbourhoods would be reliant on the Bacchus Marsh town centre for higher order retailing, goods and services but there is potential for each neighbourhood to become more sustainable in terms of housing options, accessibility and a sense of community.

The existing Neighbourhood Activity Centre in Darley and a proposed Neighbourhood Activity Centre within the Stonehill development in Maddingley, will assist in supporting the concept of sustainable neighbourhoods and reduce reliance on the Bacchus Marsh town centre for residents' daily needs.

Although the concept of achieving sustainable neighbourhoods is a consideration for the *Urban Growth Strategy, Housing Bacchus Marsh to 2041* has the ability to guide housing development that can assist in achieving this concept. Through the application of the 'settlement types' emphasis has been placed on directing different types of housing development to preferred and suitable locations. This has included consideration to Bacchus Marsh developing as three sustainable neighbourhoods where a framework has been built around encouraging compact neighbourhoods that

increase residential development around existing and proposed Activity Centres, where community infrastructure is available and public transport opportunities can be maximised. While this pattern of development will assist in supporting more walkable neighbourhoods, it will also encourage increased housing densities around activity centres which will assist in boosting the economic viability of the centres.

This approach draws on well-established urban design philosophies of New Urbanism and Traditional Neighbourhood Design and is being reflected in many new strategies and plans being developed across Victoria, for example, the '10 minute neighbourhood' in Ballarat and Bendigo, and the '20-minute Neighbourhood' in Plan Melbourne (see page 16).

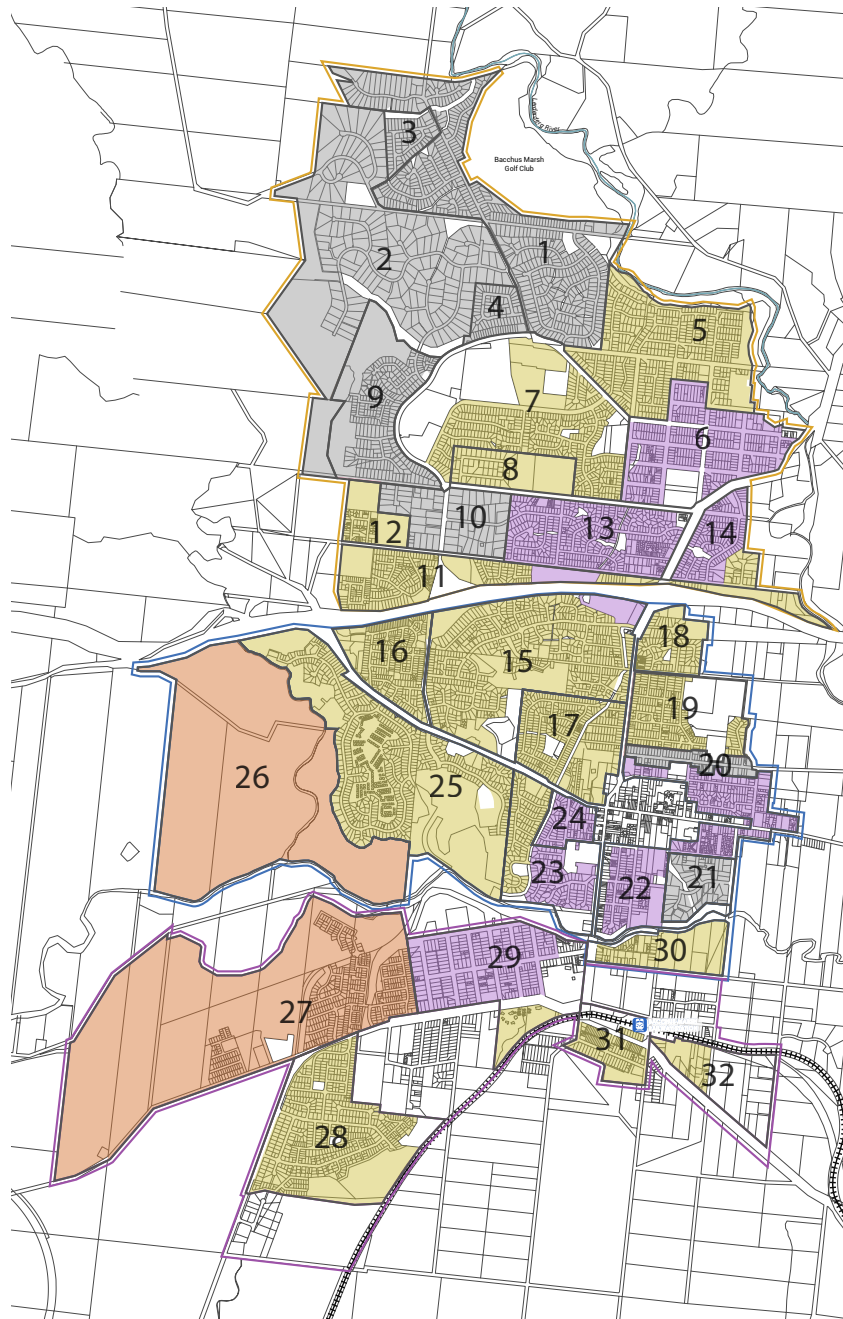
The intent of the 20 minute neighbourhood is that residents have the ability to obtain their daily goods and services within a 20 minute walk or cycle of their house. There are variations to this concept with a variety of ways to measuring liveability and walkability that can give you 5, 10 or a more precise number of minutes that your neighbourhood can deliver shops, exercise, school, library etc.

With the spatial composition of the three suburbs in Bacchus Marsh, the concept of a '10 minute neighbourhood' (or similar) is considered a realistic model that could be achieved within Bacchus Marsh and is identified in the Strategies and Actions on page 58 and 59 (including defining what a 10 minute, or similar neighbourhood means within the Bacchus Marsh context). This concept also builds on the vision of *Housing Bacchus Marsh to 2041* including the 'Sustainable Neighbourhoods' guiding principle.

Strategies

1. Promote the establishment of Darley, Maddingley and Bacchus Marsh as three sustainable neighbourhoods.
2. Encourage infill development to assist in achieving compact neighbourhoods which create walkable and pedestrian scale environments and in turn sustainable neighbourhoods.
3. Encourage the development of 10 minute neighbourhoods (or similar) that ensures that residents can access some (not necessarily all) of their daily needs within a 10 minute walk or cycle from where they live.
4. Promote housing growth through encouraging higher density development close to activity centres that will support in enhancing the economic viability of activity centres.
5. Encourage quality design of dwellings, open space and the public realm as an important contributor to sustainable neighbourhoods. (See Chapter 3, Actions 3, 4 and 5)

Note: The Actions set out at 4.7, page 58 build on the strategies identified above.



DRAWING KEY

SITE FEATURES

- Darley Study Area
- Bacchus Marsh Study Area
- Maddingley Study Area
- Precinct Boundary
- Cadastre
- ~ Watercourses/Drainage Lines

SITE FEATURES

- Minimal Residential Growth Area
- Natural Residential Growth Area
- Increased Residential Growth Area
- Greenfield Development Area

* Precincts only include residential land

Figure 9 - Settlement Framework Plan

DRAWING KEY

- Study Area
- ▬▬▬ Sustainable Neighbourhoods
- River
- ⋯ Existing vegetation
- Open Space & Golf Courses
- Quarry
- Industrial/Mixed Use
- Retail/Commercial
- ▤ Proposed Retail
- Community Facilities
- ▤ Proposed Community Facilities



Figure 10 - Three Sustainable Neighbourhood Concept

4.7

ACTIONS

These actions build on the strategies identified in 4.2 - 4.6.

-
- 1 Update the Municipal Strategic Statement to include the Settlement Plan (Figure 9), that identifies the settlement types and their proposed locations:
 - > Increased Residential Growth Areas that are encouraged for increased densities of residential development close to activity centres and accessible to public transport.
 - > Natural Residential Growth Areas that generally achieve conventional densities with the ability to accommodate some increased densities on lots that are accessible to a reasonable level of services and amenity, such as open space, activity centres and/or public transport.
 - > Minimal Residential Growth Areas that are protected from inappropriate development due to their locations, significant and established neighbourhood character, landscape values or development constraints.
 - > Greenfield Residential Growth Areas to ensure these areas continue to provide an important source of land supply to accommodate a larger portion of the predicted growth of Bacchus Marsh.

 - 2 Identify and define a '10 minute neighbourhood' (or similar) building on the concept of Bacchus Marsh developing as 'three sustainable neighbourhoods'. This should include using appropriate tools (such as walkability and infrastructure models) to ensure a sound methodology is applied to determining the 10 minute (or similar) neighbourhoods.

 - 3 Translate the four 'settlement types' into residential zones, introducing Schedules, as appropriate, to reflect neighbourhood character and development objectives, in the following way:
 - > Neighbourhood Residential Zone and Low Density Residential Zone to be applied to Minimal Residential Growth Areas
 - > General Residential Zone to be applied to Natural Residential Growth Areas, Greenfield Areas and Increased Residential Growth Areas (noting that a range of schedules will be required to achieve the objectives of each settlement type and are detailed in Chapter 8).

 - 4 Update the Municipal Strategic Statement to include policy and objectives to encourage Bacchus Marsh developing as 'three sustainable neighbourhoods' including defining what a 10 minute (or similar) neighbourhoods means to Bacchus Marsh.

 - 5 Investigate opportunities to incentivise residential intensification within the Increased Residential Growth Areas (including key development sites) by:
 - > reducing or waiving payment of development and open space contributions, and/or
 - > reducing car parking requirements where it can be demonstrated that there is access to public transport and other community services within a walking distance.
-

6	Continue to advocate to State Government Departments for improved public transport and road infrastructure upgrades within Bacchus Marsh, including public transport to the identified greenfield developments where significant population growth will occur and existing and proposed Neighbourhood Activity Centres to assist in developing Bacchus Marsh as 'three sustainable neighbourhoods'.
7	Educate Council Officers in regards to sustainable neighbourhoods, including 10 minute (or similar) neighbourhoods.
8	Educate the community, developers and builders in regards to the concept of sustainable neighbourhoods including: <ul style="list-style-type: none"> > the desire to achieve a 10 minute (or similar) neighbourhoods; > the facilities that make neighbourhoods sustainable; and > how housing development can contribute to sustainable neighbourhoods through Environmentally Sustainable Design.
9	Actively work with the community, development and building industry to increase the awareness and acceptance of well-designed developments that complement the preferred character of Bacchus Marsh. This may include forums, education workshops, study tours, etc.
10	Audit each neighbourhood and identify where opportunities may exist to provide new or upgraded infrastructure to assist in achieving sustainable neighbourhoods. This is particularly relevant to Darley Plaza where opportunities may exist for upgrading and rejuvenation of the Plaza.
11	Audit each neighbourhood and identify any 'key development sites' that have the ability to be redeveloped or significantly intensified for residential housing opportunities. As part of the Audit, consider updating the Municipal Strategic Statement to support the redevelopment or intensification of the identified 'key development sites'.
12	Review and update Councils Capital Works Program to ensure that it has consideration to local infrastructure requirements in accordance with residential growth outcomes (eg full network of footpaths in areas of facilitated urban growth).

CHAPTER 5

Housing Supply & Demand

Objective

To fulfil a metropolitan growth area and regional centre housing role whilst maintaining overall affordability levels via a combination of greenfield and infill development.

5.1

OVERVIEW OF SUPPLY & DEMAND

Context

Chapter 1 identified a number of projections that will contribute to driving housing demand in Bacchus Marsh to 2041. These projections included the population increasing by 500 residents per annum and an additional 6414 households.

Broadhectare lot construction has averaged 236 lots per annum between July 2008 and September 2015 and represents 86% of all residential lot construction activity. However these figures have significantly fluctuated over the years with a peak lot construction of 531 in 2009/10, reducing to 312 in 2010/11 and in recent years averaging around 200 lots per annum. Infill lot construction trends have averaged 30 lots per annum between July 2008 – September 2015.

Based on the demographic projections it is likely that housing demand in Bacchus Marsh will be largely driven by two key influences:

- > an ageing of the population; and
- > young families seeking affordable family housing who generally demand and consume traditional separate dwellings.

These influences will be explored in context of land supply needs, housing diversity (Chapter 6) and affordability (Chapter 7).

Existing Supply

As at September 2015, there were 5,828 lots identified as residential land supply. This comprises of:

- > 5,003 zoned broadhectare lots (86% of supply);
- > 646 dispersed infill (11% of supply);
- > 150 designated future residential lots that require or are in the process of being rezoned for residential purposes (3% of supply); and
- > 29 vacant rural residential lots (0.5% of supply).

Of the 646 identified dispersed infill lots, 590 were identified as lots less than 1,200sqm, 41 between 1,200sqm and 2,000sqm and 15 lots between 2,000sqm and 5,000sqm.

Further there is a high capacity for dispersed infill redevelopment that is not captured in the analysis of vacant lot stock (large block sizes and the relatively low capital improvements of existing dwellings) and therefore these lots could accommodate addition infill development.

Projected Demand

Predicting demand is complex and there are many factors that can change housing demand in a relatively short period of time. In this regard a number of scenarios have been undertaken to assist in determining what the likely housing demand for Bacchus Marsh will be and have considered projections for both dwellings and broadhectare land demand. These projections are discussed in detail in the Background Paper (Appendix 1).

In regards to dwelling projections VIF 2015 project that from 2016 to 2031 there will be a total dwelling requirement of 4,483 (299 average per annum or 3.0% growth rate). Projected dwelling requirements sourced from id Forecast indicate that from 2016 to 2031 there will be a total dwelling requirement of 3,389 (225 average per annum or 2.6% growth rate), while projecting from 2016 to 2041 there will be a dwelling requirement of 5,381 (215 average per annum or 2.2% growth rate).

A 3.5% dwelling growth demand scenario has also been undertaken and indicate that from 2016 to 2031 there will be a total dwelling requirement of approximately 5,150 (343 average per annum), while projecting from 2016 to 2041, based on an annual dwelling growth rate of 3.5% per annum there will be a total dwelling requirement of 10,395 (416 average per annum).

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

Similar to the dwelling projections, a number of scenarios projecting adequacy of broadhectare land supply have been undertaken. Graph 1 (page 64) sets out the projections in context with the identified broadhectare land supply within the Study Area based on the following scenarios:

Scenario One:

Dwelling projections contained in the State Governments Population, Household and Dwelling projections (VIF2015) and assuming a constant (86%) of demand will be for broadhectare residential construction. Noting VIF projections are to 2031.

Scenario Two:

Dwelling projections contained in the State Governments Population, Household and Dwelling projections (VIF2015) and assuming a decreased share of broadhectare development or in other words an increase demand and supply for dispersed infill redevelopment assumed at 70% for broadhectare demand and supply. Noting VIF projections are to 2031.

Scenario Three:

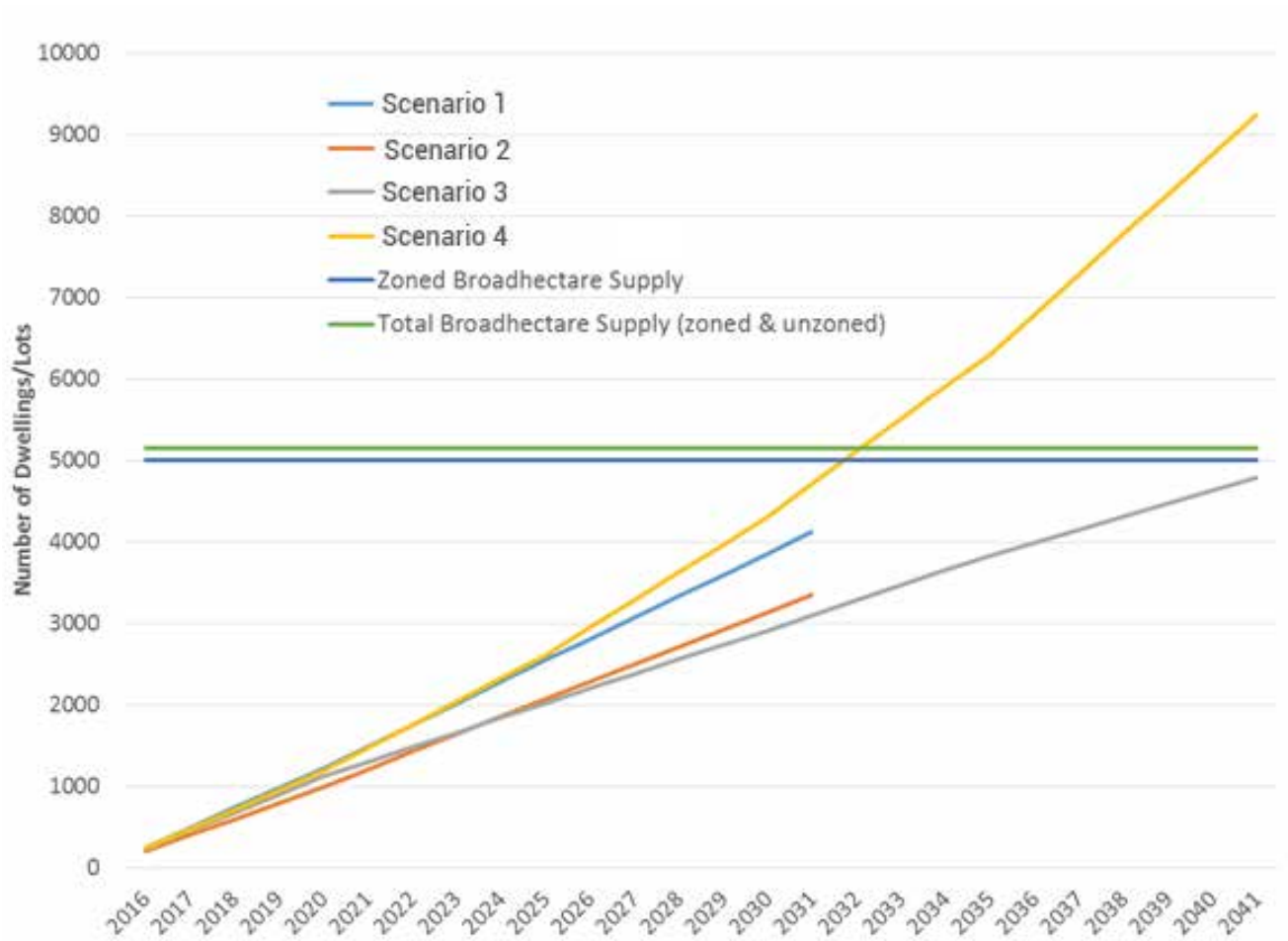
Dwelling projections sourced from id Consultants and undertaken for the Moorabool Shire Council and assuming a constant (86%) of demand will be for broadhectare residential construction. Noting id projections are to 2041.

Scenario Four:

Dwelling projections assumed to grow from 2016 at a constant 3.5% annual growth rate and assuming a constant (86%) of demand will be for broadhectare residential construction.

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

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



Graph 1: Adequacy of Broadhectare Land Stocks – Bacchus Marsh Study Area, 2015

5.2

STRATEGIES & ACTIONS

Strategies

1	Recognise that a combination of greenfield and infill opportunities will enhance the diversity of housing choices and affordability available to new and existing residents.
2	Encourage an increase of infill developments from the historical rates to assist in increasing housing densities around existing Neighbourhood Activity Centres to assist in Bacchus Marsh while concept building on the three sustainable neighbourhoods.
3	Promote the benefits of infill development to the community to assist in limiting community resistance to infill developments that are appropriately located. This may include identifying the benefits that infill development can have on healthy living (e.g. building on the 'Active Living' Heart Foundation principles, less car dependent and encouraging walking due to being located within proximate locations to services and facilities).

Actions

1	Monitor the 'market' in regards to what is driving demand within Bacchus Marsh and the impact this may have on housing supply. This may include engaging with local real estate agents, developers, etc.
2	Create a database to assist in monitoring supply and demand (e.g. the database may track statutory approvals, statement of compliances and building permits issued).
3	Engage with other Outer Western Region Councils (Brimbank, Wyndham, Melton), in particular the City of Melton, to facilitate information sharing in regards to what is driving their housing demand, any changes in policy, development approvals etc. that may have an impact on housing demand within Bacchus Marsh.
4	Engage with the community, developers and builders about the need for housing diversity and the implications for housing supply, including promoting positive messages in regards to the benefits of infill development. This could include holding a facilitated workshop to discuss: <ul style="list-style-type: none">> the characteristics and features of good and bad infill housing examples; and> the importance of well-designed and sited medium density housing. The City of Melton is an example of a council that has engaged regularly with their developers through developer forums and newsletters. This action could be undertaken concurrently with the recommended actions in Chapter 3, Action 1 and Chapter 4, Action 8.

CHAPTER 6

Housing Diversity

Objective

To deliver a diverse range of lot sizes and housing options, to cater for the growing and evolving housing needs of Bacchus Marsh over time.

6.1

OVERVIEW

In outer parts of Melbourne three quarters of the housing stock are typically separate dwellings. In the Growth Areas, this figure can climb up to 85% and in smaller towns and peri-urban areas this figure can be as high as 95%. 92% (1350) of the housing stock in Bacchus Marsh since 2001 has been separate dwellings, with an increase of 2.7% per annum. Townhouses and apartment type dwellings make up only a small proportion of housing in Bacchus Marsh and between 2001 to 2011 grew by just 110 dwellings.

These figures demonstrate consistency with what is occurring in comparable municipalities, however it also demonstrates there is a lack of housing diversity within Bacchus Marsh, notwithstanding that Bacchus Marsh has historically been more affordable than other locations.

Of the 6,840 (Sept 2015) residential dwellings within Bacchus Marsh, the majority (58%) are on lots between 500 to 1,000 sqm, with a further 22% on lots with an area greater than 1,000sqm. 18% of dwellings are on lots less than 500sqm. The percentage of lot sizes that are between 500sqm to 1,000sqm and larger than 1,000sqm is a key defining characteristic of Bacchus Marsh that is typically not found in areas this close to Melbourne. The presence of the larger lots provides an opportunity for intensification in desirable locations, but overall impact on neighbourhood character will need to be considered.

With a significant rate of growth and increase in smaller one and two person households (lone person and couples without dependents) projected, there is likely to be some impact on lot sizes and lot mix.

In this regard other comparable growth areas have recorded a consistent trend towards smaller, more affordable lot sizes which can still accommodate a broad range of housing options. This trend is likely to occur in Bacchus Marsh with positive implications, however the increase in density should be offset through various amenity initiatives as recommended previously and via the provision of larger lots.

Providing a wide range of options in terms of dwelling typologies which include affordable and accessible housing options, is recommended as the best approach to encourage housing diversity. Bacchus Marsh has an important strategic advantage in this regard due to having a vibrant and well established town centre and the availability of a range of greenfield and infill development sites.

Ensuring Bacchus Marsh provides a range of lot sizes and housing options should not be restricted to infill locations, as greenfield developments, particularly masterplanned developments, will play an increasingly important role in the provision of new housing options that may be more affordable than infill development.

The implications for planning for this diverse demand is, not being focussed on trying to cater for every type of household demand, but rather to focus on strategies and policies that encourage a mixture of development and redevelopment that allows the demand to be satisfied.

There are also a number of emerging diverse housing models that would be a positive addition to a regional centre. This includes co-housing and eco-villages which are small, mainstream, residential projects facilitating an intentional way of living together and doing it better. They often include the following features:

- > individual, private homes, space and ownership;
- > community relationships and generous, multi-use common facilities;
- > creates a culture of 'sharing and caring';
- > a healthy balance between community and privacy;
- > stronger sense of neighbourhood;
- > elements of self-management, trust and familiarity;
- > ecologically sustainable development; and
- > the ability to share household bills.

Two examples of co-housing are set out on page 69.

Frankston Co-housing

A group of two families are seeking to develop a block of land in Frankston into 8 dwellings and 1 common house. They are looking to share material possessions, cook meals together, own less, and live together with 6 other households, whilst maintaining a level of autonomy through the design of each dwelling. Built to high Environmentally Sustainable Design standards, the dwellings are looking to incorporate PV panels, rammed earth construction, thermal mass principles, materials with low embodied energy and annualised geosolar heating.



Source: Social Design & Architecture

Murundaka Co-housing Community

Murundaka is an all-rental, housing co-operative located in Melbourne's Heidelberg Height. Murundaka was established in 2001 and has 18 modern, sustainably designed apartments and two houses on 3,000 square metres. Murundaka has 35-40 residents ranging in age from infants to 60+ years.

The Vision for Murundaka is:

- > We live sustainably: Conscious of ourselves, our local community, the world and our legacy for the future through our individual and collective actions.
- > We live with integrity: Balancing rights and responsibilities and behaving with authenticity.
- > We are self-reflective and outward looking: Curious, courageous, collaborative, valuing the cohesion of the group and the wisdom of all.
- > We are part of our broader communities: Learning from and engaging in dialogue and action.
- > We have fun: Encouraging trust and harmony through play, spontaneity and creativity.



Source: www.murundakacohousing.org.au

6.2

STRATEGIES & ACTIONS

Strategies

1	Support the provision of high quality, well designed, medium density residential development given the low levels of provision of this form of housing in Bacchus Marsh, the needs of an ageing population and the fact that one or two person households are expected to grow significantly.
2	Encourage subdivision patterns that provide a diversity of lot sizes.
3	Encourage the delivery of alternative housing models, such as co-housing or eco-villages to assist in improving the diversity of housing stock within Bacchus Marsh.

Actions

1	Continue to advocate for a diversity of housing stock in new developments in negotiation with developers and builders.
2	Establish a process to capture information (database) on the diversity of housing being built and its location within Bacchus Marsh. This could form part of the database identified in Chapter 5, Action 2.
3	Investigate if there are any 'key development sites', including Council owned sites, that may offer opportunities for housing, in particular sites that have the ability to achieve a diverse range of housing models (such as co-housing and eco-villages). This could be undertaken in conjunction with Action 9, Chapter 4.
4	Investigate examples of alternative and more 'urban' infill development forms in similar urban regional housing markets (i.e. Warrnambool or Bendigo). This could include a 'study tour' of relevant example projects in other cities with Council staff and local developers.
5	Review and update the Municipal Strategic Statement to include objectives and policy to improve housing diversity, including identifying the ability for Bacchus Marsh to accommodate alternative housing typologies (such as co-housing & eco-villages) and recognising that the population is ageing and there will be a significant increase in lone person households which is likely to result in demand for smaller lots and dwellings.
6	Ensure all Development Plans for greenfield developments include objectives to achieve a diversity of housing stock.
7	Facilitate development that provides a genuine mix of dwelling types and sizes including 1, 2 and 3+ bedroom dwellings (eg development of clear policy and emphasis in pre application meetings in regards to Councils objective of providing diverse housing options).
8	Implement a co-ordinated development data collection and monitoring system to enable tracking of housing product that is being developed within Bacchus Marsh.

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CHAPTER 7

Housing Affordability

Objective

Encourage the delivery of affordable, diverse and accessible housing opportunities which are flexible, adaptable and cater for differing household types, housing tenures, lifecycles and incomes.

7.1

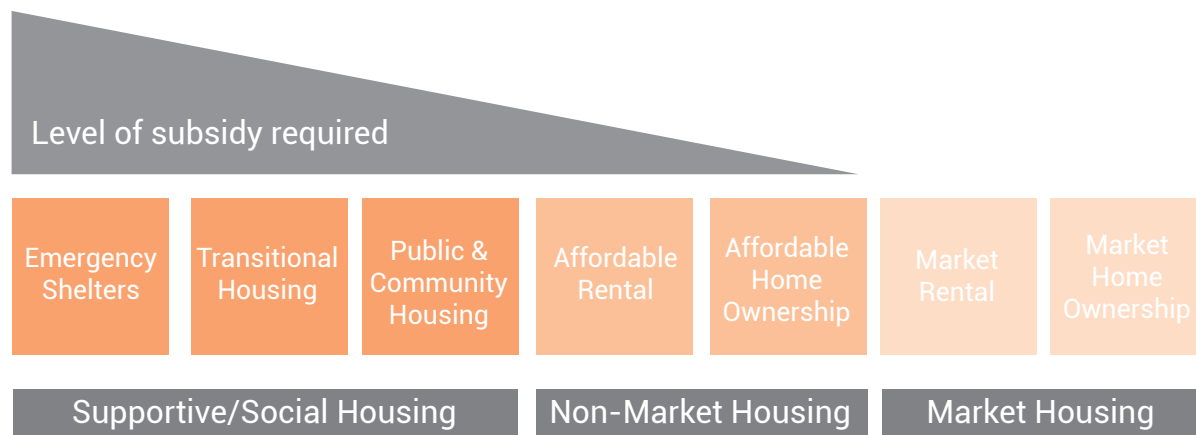
CONTEXT

Affordability means that housing is accessible to a wide range of people on varying incomes. While some housing will be more or less affordable, encouraging affordable housing options to ensure housing that can accommodate a diverse range of needs is required. In particular, ensuring low to moderate income households have options to rent or buy a dwelling and that very low income households, often in social housing, have housing security and continue to have realistic housing options within Bacchus Marsh.

Affordable housing can be defined as *"that which does not cost (in rent or mortgage payments) more than 30% of gross household income for households in the bottom two quintiles of the areas (i.e. Greater Melbourne) median income."* (Transforming Housing: Affordable Housing for All, Whitzman, Newton, Sheko, 2015).

However it is important to distinguish between the issues of 'housing affordability' and 'affordable housing'. 'Housing affordability' relates to the general affordability of housing, including access to home ownership, for the broader population. It impacts on the wider economy as it affects the proportion of people's income that is spent on housing and their resultant disposable income. Meanwhile, 'affordable housing' refers to the availability of secure and appropriate housing for those in the lowest 40% (bottom two quintiles) of income earners.

Council's role in affordable housing is reasonably limited. Typically, State and Commonwealth Governments are expected to carry the major burden of supplying non-market housing and income support. Nevertheless, Council can make a significant contribution if it recognises this need in the community.



Source: Whitzman et al

Bacchus Marsh - Affordability

For Bacchus Marsh middle income couples with children, there is a reasonable ability to purchase a home. However for other family types on middle incomes there is less ability to purchase a home, particularly single person and single parent households. This raises an affordability issue, which is particularly important with the projected increase of one parent families and lone person households. These households have a lesser ability (on average) to afford housing.

An increase in the availability of units/villas/townhouses may help these households purchase a home or better meet more diverse housing needs, however greenfield areas will also continue to play an important role in maintaining overall affordability levels. Of the low-income households renting or purchasing a dwelling in Bacchus Marsh, nearly 1,200 low income households are deemed to be in housing stress. The percentage of low income households in housing stress in Bacchus Marsh is slightly less than the Outer Western Region and the average for metropolitan Melbourne.

The projected increase in single person and single parent households and the ageing of the population will likely compound current levels of housing stress, therefore there is a need for more affordable and diverse dwelling types that will contribute to future levels of housing affordability.

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

The provision of and access to social and special needs housing is effectively supply not demand limited. Social housing supply in Bacchus Marsh has been somewhat 'opportunistic' rather than as part of a deliberate strategy. This primarily reflects the severe resource constraints faced by the public and community housing sectors.

To assist in addressing housing affordability, diversifying housing models will also contribute to improving housing options within Bacchus Marsh. Such models include co-housing and eco-villages which are considered to offer significant opportunities to assist in addressing affordability, diversity in housing products, achieving sustainable development outcomes while also encouraging interactive communities (as discussed in Chapter 6).

7.2

STRATEGIES AND ACTIONS

Strategies

1	Encourage the provision of affordable, diverse housing typologies across Bacchus Marsh.
2	Encourage the retention of the point of difference in the broadhectare land supply (compared to Melton & Wyndham) by retaining larger residential lots, in addition to diverse lot sizes.
3	Encourage small scale dispersed infill development as a mechanism to contribute to diverse housing types and affordable housing products for differing household types.
4	Promote Environmentally Sustainable Design principles to reduce the cost of living and improve liveability (e.g. providing natural light, orientating the building to the North to allow for solar gain in the winter, addressing the street for safety and access).
5	Encourage housing which is sufficiently flexible to account for age, temporary or permanent injury or impairment, and disability.

Actions

1	Facilitate affordability by allowing for a diversity of lot sizes within new broadhectare estates and a diverse range of small dwellings across the established urban areas, in particular in areas identified for increased residential growth.
2	Undertake research into integrated single storey independent older persons dwellings that provide suitable housing options for the elderly to enable more effective ageing in place and how such housing products could be built in Bacchus Marsh.
3	Engage with the private sector, social housing providers and State Government on opportunities for pilot projects of social and affordable housing, including opportunities for alternative housing models such as co-housing.
4	Continually engage with the State and Federal Governments, social housing providers and the private sector, to improve access to social and affordable housing opportunities.
5	Undertake an audit of Council owned land (including car parks, vacant land, open space) to identify any underutilised or surplus land that may be suitable for the development of alternative housing models, such as co-housing or social housing.

Note: Due to the complexity of the issues associated with affordable housing, Council may wish to undertake additional work which further develops and explores strategies and action that may assist in addressing the challenges of affordability. This work may include a review of the strategies and actions identified in this chapter.

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CHAPTER 8

Implementation

8.1

IMPLEMENTATION OPTIONS

Prior to determining what the best approach is to achieve the Vision and Objectives of *Housing Bacchus Marsh to 2041*, consideration is required as to what implementation options are available.

A summary of the implementation options are as follows:

An Incorporated Document to the Moorabool Planning Scheme

Housing Bacchus Marsh to 2041 could be included as an Incorporated Document in the Moorabool Planning Scheme. This approach would ensure the document was a consideration of the decision making process when assessing residential development proposals within Bacchus Marsh. Council would be required to undertake a Planning Scheme Amendment to incorporate the document into the Moorabool Planning Scheme. Once the document was incorporated into the Scheme, the document would not be able to be amended at any time, unless Council pursued a Planning Scheme Amendment.

A Reference Document to the Moorabool Planning Scheme

Housing Bacchus Marsh to 2041 could be included as a reference document to the Moorabool Planning Scheme. Reference documents provide background information to assist in understanding the context within which a particular policy or provision has been framed. A variety of different types of documents may perform this role.

This approach would require key objectives and strategies from *Housing Bacchus Marsh to 2041* to be included within the Moorabool Planning Scheme. The benefit of a Reference Document is the ability for Council to amend the document without the need to pursue a Planning Scheme Amendment.

Local Planning Policy Framework

Municipal Strategic Statement (MSS)

The MSS sets the context for planning and development within the municipality. There is the ability within the MSS to set out objectives and provide policy direction in regards to residential development within Bacchus Marsh.

Local Planning Policies

A Local Planning Policy is often used to support neighbourhood character objectives. This Policy can provide performance based measures that must be considered as part of Councils assessment of certain planning permit applications.

Residential Zones (& Schedules)

The Residential Zones provide a suite of zones that can be applied to assist in directing and controlling residential development. Under the Residential Zones there is the ability to make changes to permit triggers, permit requirements and include decision guidelines.

Overlays

A number of Overlays are available to ensure areas are protected from inappropriate development and protect any significant features of an area, these include:

Development Plan Overlay (DPO)

A DPO is most beneficial when applied to land that is going to be subdivided for residential purposes in the future. A DPO requires a Development Plan to be prepared prior to planning approval being granted to subdivide the land. This mechanism provides Council with the opportunity to inform the subdivision layout but also an opportunity for developing design requirements that any future development must comply with.

Design and Development Overlay (DDO)

A DDO can be applied to specific sites or areas to ensure specific design and built form objectives are achieved.

Neighbourhood Character Overlay (NCO)

A NCO could be applied to areas of special township character to ensure any future development respects the existing character.

Significant Landscapes Overlay (SLO)

A SLO can be applied to land that has significant landscape attributes. This may include significant environmental values through to view lines or unique topography.

Vegetation Protection Overlay (VPO)

A VPO can be applied to protect areas that contain significant vegetation and ensure that future development minimises the loss of vegetation.

Council Policies and Guidelines

Council may also choose to prepare Policies and/or Guidelines which may be adopted by Council and/or included as a Reference Document to the Moorabool Planning Scheme. In a residential development context, the preparation of Guidelines such as Urban Design, Environmental Sustainable Design and/or Landscaping Guidelines can be beneficial and form part of Councils Decision Making Framework.

Residential Zone Options

	Where will it be used?	What sort of housing is expected?	Does the Zone set a maximum building height for housing?	Can a planning permit be granted by Council to exceed the maximum building height?
MIXED USE ZONE Enables new housing and jobs growth in mixed use areas	In areas with a mix of residential and non-residential development. In local neighbourhood centres undergoing renewal and around train stations, where appropriate.	High and medium density housing. A mixture of townhouses and apartment style housing up to three storeys, and higher where appropriate.	No. But a maximum building height can be specified.	Yes. When approved by a council.
RESIDENTIAL GROWTH ZONE Enables new housing growth and diversity	In appropriate locations near activity areas, train stations and other areas suitable for increased housing activity.	Medium density housing. A mixture of townhouses and apartments with underground car parking.	Yes, 13.5 metres. But a higher or lower maximum building height can be specified.	Yes. Except when a higher or lower maximum building height has been set which cannot be exceeded.
GENERAL RESIDENTIAL ZONE Respects and preserves urban character while enabling moderate housing growth and housing diversity	In most residential areas where moderate growth and diversity of housing is provided, it is consistent with existing neighbourhood character.	Single dwellings and some medium density housing. A mixture of single dwellings, dual occupancies with some villa units and in limited circumstances town houses, where appropriate.	Yes, 9 metres. But a higher or lower maximum building height can be set by a Council.	Yes. Except when a higher or lower maximum building height has been set which cannot be exceeded.
NEIGHBOURHOOD RESIDENTIAL ZONE Restricts housing growth identified for urban preservation	In areas where single dwellings prevail and change is not identified, such as areas of recognised neighbourhood character or environmental or landscape significance.	Single dwellings and dual occupancies under some circumstances.	Yes, 8 metres mandatory. Can be varied by council with approval from the Minister for Planning.	No. Except when a higher or lower maximum building height has been set which cannot be exceeded.
LOW DENSITY RESIDENTIAL ZONE Enables low density housing	On the fringe of urban areas and townships where sewerage may not be available.	Single dwellings.	No.	No.

Note: The Township Zone has not been considered as part of the Residential Zone assessment as this Zone generally applies to smaller towns.

Residential Zone Options continued...

Does Rescode apply?	Does the schedule to the Zone allow for minimum subdivision areas?	Do the Schedules to the Zones allow for Rescode variations?	Allows a Planning permit required to be specified for the construction or extension of one dwelling on a lot between 300 square metres and 500 square metres
Yes (up to and including 4 storeys).	No.	<p>Yes. Allows the specification of different standards to Clause 54 or 55 for:</p> <p>Minimum street setbacks, site coverage, permeability, landscaping, side and rear setbacks, walls on boundaries, private open space, and front fence height.</p>	No.
Yes (up to and including 4 storeys).	No.	<p>Yes. Allows the specification of different standards to Clause 54 or 55 for:</p> <p>Minimum street setbacks, site coverage, permeability, landscaping, side and rear setbacks, walls on boundaries, private open space, and front fence height.</p>	No.
Yes.	No.	<p>Yes. Allows the specification of different standards to Clause 54 or 55 for:</p> <p>Minimum street setbacks, site coverage, permeability, landscaping, side and rear setbacks, walls on boundaries, private open space, and front fence height.</p>	Yes.
Yes.	Yes.	<p>Yes. Allows the specification of different standards to Clause 54 or 55 for:</p> <p>Minimum street setbacks, site coverage, permeability, landscaping, side and rear setbacks, walls on boundaries, private open space, and front fence height.</p>	Yes.
No.	Yes.	No.	Yes.

8.2

IMPLEMENTATION OF HOUSING BACCHUS MARSH TO 2041

Context

This section outlines the recommended approach to the implementation of *Housing Bacchus Marsh to 2041*, while also providing an explanation in regards to why one implementation tool is preferred over another. This section also explains the rationale for the statutory controls that are proposed to be applied across Bacchus Marsh. The diagram below provides a step by step recommended approach as to how to implement *Housing Bacchus Marsh to 2041*.

STEP 1: ACTION PLAN

Prepare an Action Plan that:

- Identifies the actions to be undertaken to implement *Housing Bacchus Marsh to 2041*.
- Identifies the role of Council in achieving the action as follows:
 - > Planner: In relation to its urban, strategic and social planning responsibilities.
 - > Advocate: Representing community needs and interest to Commonwealth and State Governments and the private sector.
 - > Partner/Facilitator: Working closely with developers, housing providers, residents and human service agencies.
 - > Educator: Provide information to housing suppliers, residents and interest groups.
 - > Regulator: Ensuring that housing meets statutory planning requirements.
- Identifies responsibility within Council.
- Identifies timeframes for actions to be completed (noting that some actions will be ongoing).

STEP 2: UPDATE MSS

Review and update the Municipal Strategic Statement. This will be undertaken as per the recommendation on page 85. The intent is for the MSS to build on the vision, objectives, strategies and actions within *Housing Bacchus Marsh to 2041* and provide policy direction in the Moorabool Planning Scheme.

STEP 3: RESIDENTIAL ZONES

The Residential Zones and Schedules should be updated in the Moorabool Planning Scheme as per the recommendations on pages 88 & 89.

STEP 4: REFERENCE DOCUMENT

Incorporate *Housing Bacchus Marsh to 2041* (including existing and preferred character statements) as a Reference Document to the Moorabool Planning Scheme.

It is recommended that Steps 2, 3 and 4 be undertaken as one Amendment to the Moorabool Planning Scheme.

STEP 5: GUIDELINES/ POLICY

Prepare Urban Design Guidelines & Street Tree Planting Guidelines.

Prepare an Environmental Sustainable Design Council Policy/or Guidelines.

Guidelines should be included as reference documents to the Moorabool Planning Scheme.

Municipal Strategic Statement

To ensure there is strong policy guidance for residential development within Bacchus Marsh it is recommended that the key aspects of *Housing Bacchus Marsh to 2041* be included in the MSS. The Vision, Objectives and Strategies of *Housing Bacchus Marsh to 2041* should be recognised in the MSS, with particular reference to:

- > The Settlement Plan (Figure 9) that adapts the settlement framework for residential development to ensure:
 - > Increased Residential Growth Areas are encouraged for increased density of development close to activity centres and accessible to public transport.
 - > Natural Residential Growth Areas achieve conventional densities with the ability to accommodate some increased densities on lots that are accessible to a reasonable level of services and amenity, such as open space, activity centres and/or public transport.
 - > Minimal Residential Growth Areas are protected from inappropriate development due to their locations, significant and established neighbourhood character, landscape values or development constraints.
 - > Greenfield Residential Growth Areas to ensure these areas continue to provide an important source of land supply to accommodate a larger portion of the predicted growth in Bacchus Marsh.

Local Policy

A Local Policy is not recommended. Taking into account the recommended approach to the MSS, accompanied by a recommended suite of residential zones (and schedules) and preferred character statements, it is not considered a local policy is required.

- > Objectives for improving housing diversity, including recognising that the population is ageing and there will be a significant increase in lone person households.
- > Objectives for improving housing affordability, including social housing and opportunities for innovative housing models.
- > Objectives for guiding sustainable development that builds on the concept of Bacchus Marsh developing as 'three sustainable neighbourhoods' including the concept of the 10 minute (or similar) neighbourhoods and environmentally sustainable design.
- > Objectives for improving urban design outcomes that also consider the preferred neighbourhood character of an area, while recognising the importance of the country landscape, which is to be retained to ensure the township characteristics are protected.

Residential Zones

The Settlement Plan (Figure 9) provides the basis for the recommended application of the suite of residential zones. It is proposed to translate the four identified settlement types into residential zones, introducing schedules, as appropriate, to reflect housing, neighbourhood character and development objectives.

In determining what the most appropriate Zone to apply to each settlement type, consideration was given to the suite of Residential Zones. Table 1 identifies each Residential Zone with an assessment against its suitability to be applied to each settlement type. Consideration was also given to the Residential Zones Standing Advisory Committee (Amendment C78) which stated that despite requesting the Minister to apply the Neighbourhood Residential Zone to the majority of Bacchus Marsh, the Minister's decision on C72 applied the General Residential Zone. The RZSAC:

- > accepted that the Residential Growth Zone was not required for Bacchus Marsh; and
- > accepted that the General Residential Zone with tailored schedules would enable infill development in appropriate areas around the train station, Darley Plaza and Main Street.

However the RZSAC also stated that:

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

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

Residential Zones Assessments & Recommendations

ZONE	SUITABILITY
MIXED USED ZONE	Not recommended: It is not considered a zone that encourages a mix of residential and non-residential development is currently required, as there is sufficient residential areas abutting the commercial areas that could be further intensified. Precinct 32 already contains some mixed use and it is proposed to be retained. It is understood Council will be investigating the land uses and appropriateness of the zoning of this precinct in the future.
RESIDENTIAL GROWTH ZONE	Not recommended: This zone is identified for more intensified growth than what is likely to occur within Bacchus Marsh in the short to medium term. This recommendation is consistent with the Minister's decision on C72 where it was accepted that the Residential Growth Zone was not required for Bacchus Marsh. It is considered the General Residential Zone, with appropriate schedules, would be a more suitable zone for areas identified for 'Increased Residential Growth'.
GENERAL RESIDENTIAL ZONE	Recommended: Proposed to be applied to Increased Residential Growth Areas, Natural Residential Growth Areas and Greenfield Residential Growth Areas. This recommendation is consistent with the Minister's decision on C72 where it was accepted that the General Residential Zone, with tailored schedules, would enable infill development in appropriate areas around the train station, Darley Plaza and Main Street.
NEIGHBOURHOOD RESIDENTIAL ZONE	Recommended: Proposed to apply to Minimal Residential Growth Areas (except Precinct 2), with tailored schedules, to address specific characteristics that have been identified with these precincts.
LOW DENSITY RESIDENTIAL ZONE	Recommended: Proposed to apply to Minimal Residential Growth Area (Precinct 2 only). This precinct is already zoned low density and with its location on the fringe of Bacchus Marsh, significant land constraints and lots sizes, it is recommended this zone be retained.

Table 1: Residential Zones Assessment

PROPOSED ZONES AND SCHEDULE VARIATIONS

Minimal Residential Growth Areas

Zones	Controls	Precincts that the Zone applies to (see Figure 7):	Additional Location Information	Rescode Variations	Justification for Variations to Zones and Schedules
Neighbourhood Residential Zone, Schedule 2	The minimum lot size for subdivision is 700 square metres	1, 3, 4, 9	Darley	Front fences 1.2m	<p>These precincts are dominated by larger residential lots with low site coverage and with several of the lots located on the edge of hill. Based on locality and natural landscape these precincts are not considered suitable for intensification. The proposed controls will:</p> <ul style="list-style-type: none"> > Control building heights to 1-2 storeys to reflect neighbourhood character values. > Create minimum lot sizes to reflect neighbourhood character values. > Reduce front fencing to reflect the neighbourhood character values that will allow for landscaping and sense of spaciousness to the street.
Neighbourhood Residential Zone, Schedule 3	The minimum lot size for subdivision is 500 square metres	20	Lerderderg St, Bacchus Marsh	No Rescode Variations	<p>These controls are proposed for Lerderderg St, Bacchus Marsh, which is recognised as the most intact street within the Study Area and the intent is to retain the existing character. The proposed controls will:</p> <ul style="list-style-type: none"> > Control building heights to 1-2 storeys to reflect neighbourhood character values. > Create a minimum lot size to reflect neighbourhood character values.
Neighbourhood Residential Zone, Schedule 4	The minimum lot size for subdivision is 1200 square metres	21	Bacchus Marsh	Front fences 1.2m	<p>These controls are proposed for Precinct 21 which is dominated by larger residential lots with low site coverage, within substantial landscaped garden settings. The proposed controls will:</p> <ul style="list-style-type: none"> > Control building heights to 1-2 storeys to reflect neighbourhood character values. > Create minimum lot sizes to reflect neighbourhood character values. > Reduce front fencing to reflect neighbourhood character values that will allow for landscaping and sense of spaciousness to the street.

Zones	Controls	Precincts that the Zone applies to (see Figure 7):	Additional Location Information	Rescode Variations	Justification for Variations to Zones and Schedules
Neighbourhood Residential Zone, Schedule 5	The minimum lot size for subdivision is 1500 square metres	10	Darley		<p>These controls are proposed for Precinct 10 which is dominated by larger residential lots with low site coverage, within substantial landscaped garden settings. The proposed controls will:</p> <ul style="list-style-type: none"> > Control building heights to 1-2 storeys to reflect neighbourhood character values. > Create minimum lot sizes to reflect neighbourhood character values. > Lower site coverage and higher permeability requirements to encourage landscaping and reflect neighbourhood character values. > Reduce front fencing to reflect neighbourhood character values that will allow for landscaping and sense of spaciousness to the street.
Low Density Residential Zone Schedule 1	Minimum subdivision area of 0.4ha.	2	n/a	No Rescode Variations	The LDRZ already applies to the relevant precinct (2), however the controls propose a minimum lot size to reflect neighbourhood character, landscape values and the precincts locality.

Natural Residential Growth Areas & Greenfield Residential Growth Areas

Zones	Controls	Precincts that the Zone applies to (see Figure 7):	Additional Location Information	Rescode Variations	Justification for Variations to Zones and Schedules
General Residential Zone, Schedule 2	Standard Schedule applies	5, 7, 8, 11, 12, part 14, 15, 16, 17, 18, 19, part 23, 25, 26, 27,28, part 29, 30, 31, part 32	n/a	No Rescode Variations	These precincts will develop under the default Rescode requirements and no variations are proposed.

Increased Residential Growth Areas

Zones	Controls	Precincts that the Zone applies to:	Additional Location Information	Rescode Variations	Justification for Variations to Zones and Schedules
General Residential Zone, Schedule 3	n/a	6, part 11, 13, part 14, part 15, 22, part 23, 24, part 29	n/a	Front setback: 5m Site coverage: 70% Front fences: 1.2m	<p>These precincts are well located to activity centres and accessible to public transport. The proposed controls will:</p> <ul style="list-style-type: none"> > Allow for Council to increase building heights in excess of 9 metres where appropriate. > Reduce front setbacks and increase site coverage to allow for increased intensification of a lot and activation of the street frontage. > Reduce front fencing to reflect the neighbourhood character values that will allow for landscaping and sense of spaciousness to the street.

Application Requirements and Decision Guidelines for Schedules to Residential Zones (all Schedules except LDRZ)

Application requirements > A Landscape Plan.

Decision Guidelines > Whether adequate sized open space and setbacks are provided for the retention and growth of existing and new canopy trees.

Note: Annexure 5 includes four case studies that have tested the proposed controls against recent planning permit applications as to whether the proposed controls would achieve improved residential outcomes in regard to location, proposed intensification and neighbourhood character. The case studies have demonstrated the significant benefit the proposed controls will generally have across the Bacchus Marsh Study Area.

Overlays

No Overlays are recommended to be applied to implement *Housing Bacchus Marsh to 2041*. With the reformed residential zones, there is now more ability to apply controls under the Zones to ensure the desired development and character outcomes are achieved. Previously, overlays would have been relied upon to achieve these outcomes. Although the application of an overlay, in some instances may still be appropriate, the assessment undertaken of the Study Area determined that the application of any overlays was not required.

Development Plan Overlays apply to the two greenfield developments (Stonehill and Underbank) within the Study Area. The application of the DPO for these precincts is considered appropriate and it is recommended these controls be retained.

It is recognised that the Bacchus Marsh Study Area does contain a number of dwellings with heritage significance. The Heritage Overlay currently applies to few properties within the Study Area. It is considered there are opportunities to broaden the application of the Heritage Overlay, however this is outside the scope of *Housing Bacchus Marsh to 2041*.

Incorporated/Reference Documents

It is recommended that *Housing Bacchus Marsh to 2041* be included as a Reference Document to the Moorabool Planning Scheme. This approach will also allow Council to review and update *Housing Bacchus Marsh to 2041* as required, without the need to undertake a formal Planning Scheme Amendment process.

Council Policy & Guidelines

To assist with achieving the preferred character for Bacchus Marsh, Council would benefit from the preparation of the following guidelines, which could be included as Reference Documents to the Moorabool Planning Scheme:

- > Urban Design Guidelines.
- > Landscape Guidelines.
- > Environmental Sustainable Design Council Policy or Guidelines.

Glossary

Activity Centres: Suburban centres that provide a focus for services, employment, housing, transport and social interaction.*

Affordable Housing: Housing which does not cost (in rent or mortgage payments) more than 30% of gross household income for households in the bottom two quintiles of an areas (i.e. Greater Melbourne) median income.**

Ageing in Place: Ageing in place is a term used to describe a senior living and remaining in the residence of their choice as they age, while being able to have any services (or other support) they might need over time as their needs change, for as long as they are able.

Broadhectare: Undeveloped land zoned for residential development on the fringe of the established metropolitan area. These areas are generally used for rural purposes until residential subdivision takes place. This type of land is also referred to as 'greenfield'.

Community Housing: Owned and/ or managed by not-for-profit or community groups.

Greenfield: Undeveloped land zoned for residential development on the fringe of the established metropolitan area. These areas are generally used for rural purposes until residential subdivision takes place. This type of land is also referred to as 'broadhectare'.

Growth Areas: Locations on the fringe of metropolitan Melbourne designated in planning schemes for large-scale transformation, over many years, from rural to urban use.*

Housing Affordability: Relates to the general affordability of housing, including access to home ownership, for the broader population.

Housing Density: A measures that describes how intensively an urban area is developed.

Housing Stress: When housing is considered unaffordable as rent or mortgage payments exceed 30 percent of the households income for low and moderate income households.

Housing Type: The form of the house - if it is a townhouse, house or an apartment, the number of bedrooms and whether it is usable and accessible for all people.

Inclusionary Zoning: Relates to the mandatory contribution of development toward social housing needs through planning controls and provisions in the Planning Scheme.

Infill: Development of unused or underutilised land in existing urban areas. Most infill development sites are in inner and middle suburbs, offering the possibility of better utilising existing infrastructure to accommodate population growth.*

Infrastructure: Basic urban facilities and networks needed for the functioning of a local community or broader society.*

Key Development Sites: Sites within the established areas that have opportunities for significant intensification.

Local Planning Policy: A Local Planning Policy guides decision-making in relation to a specific discretion in a zone or overlay. It helps the responsible authority and other users of the scheme to understand how a particular discretion is likely to be exercised.

Metropolitan Planning Authority: A branch of State Government that was founded to plan for Melbourne's growth, maintain a steady supply of residential land and identify opportunities to create jobs and encourage investment.

Moorabool Planning Scheme: A legal document that sets out policies and provisions for the use, development and protection of land use in the Shire of Moorabool. It contains State and local planning policies, zones and overlays and other provisions that affect how land can be used and developed. It indicates if a planning permit is required to change the use of land, or to construct a building or make other changes to the land.

Municipal Strategic Statement (MSS): The MSS provides the broad local policy basis for making decisions under a planning scheme. Acting as a planning authority or responsible authority, a Council must aim to achieve the objectives and follow the strategies set out in the MSS.

Peri Urban Regions: Comprises the hinterland beyond the proposed metropolitan urban boundary.*

Public Housing: Housing owned and managed by the Victorian government.

Separate Dwelling: A detached building comprising one dwelling on a site that has a frontage to a public road.

Social Housing: Public, community and transitional housing.

State Planning Policy Framework: Provides a context for spatial planning and decision making by planning and responsible authorities. The State Planning Policy Framework seeks to ensure that the objectives of planning in Victoria (as set out in Section 4 of the Planning and Environment Act 1987) are fostered through appropriate land use and development planning policies and practices which integrate relevant environmental, social and economic factors in the interests of net community benefit and sustainable development.

Victorian Planning Provisions (VPP): A statutory document that provides a state-wide template from which planning schemes are constructed. The Victorian Planning Provisions provide planning tools such as zones and overlays for individual planning schemes to guide land use and development.

Zones: Relates to a particular use and is associated with a specific purpose such as residential, commercial or industrial. Each zone has policy guidelines that will describe whether a planning permit is required and sets out application requirements and decision guidelines. These requirements must be considered when applying for a permit. All land is covered by a zone in Victoria.

References

- * Plan Melbourne
- ** Transforming Housing: Affordable Housing for All, Whitzman, Newton, Sheko, 2015

ANNEXURE 1

SPATIAL ECONOMICS BACCHUS MARSH HOUSING DEMAND & SUPPLY: BACKGROUND PAPER

ANNEXURE 2

PRECINCT CHANGE AREA MATRIX

ANNEXURE 3

KEY STATISTICS FOR CHARACTER PRECINCTS

ANNEXURE 4

NEIGHBOURHOOD CHARACTER BROCHURES

ANNEXURE 5

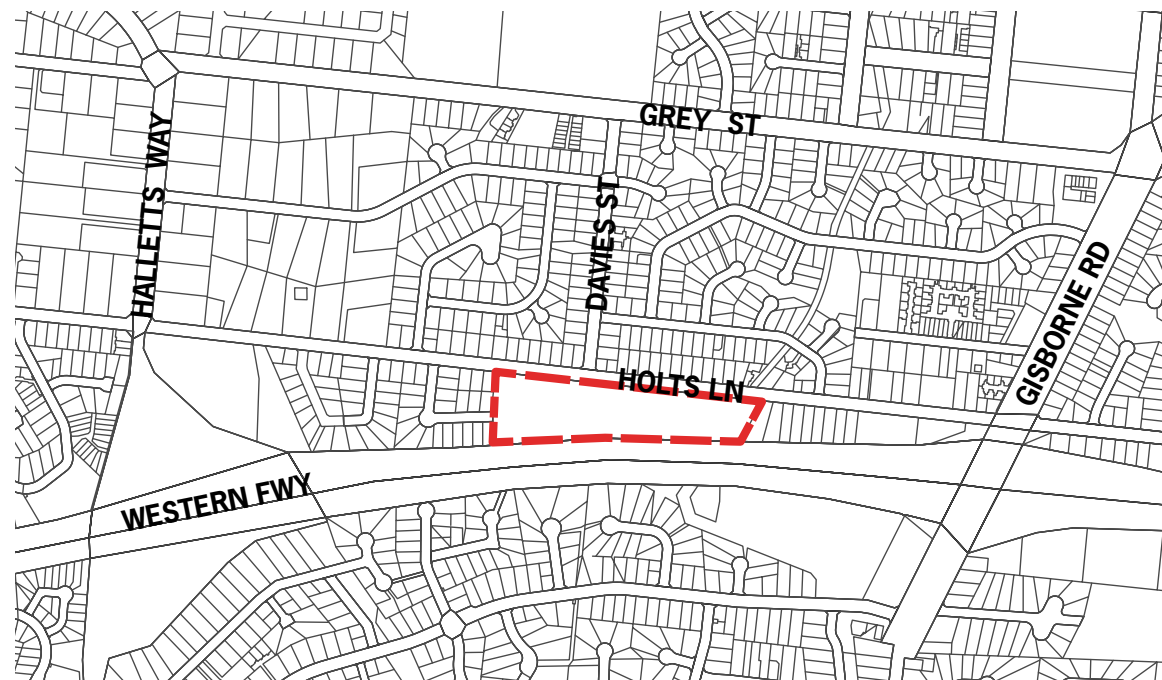
PROPOSED RESIDENTIAL ZONES: CASE STUDIES

ANNEXURE 6
(ADDED 9 APRIL 2018)

RE-CONSIDERATION OF
THE PRECINCT 11 GROWTH
DESIGNATION

Matters Arising in Response to Submissions to Amendment C79

This Annexure has been prepared at Council officers' request in relation to Precinct 11, after Council's adoption of the Bacchus March Housing Strategy on 3 August 2016. The purpose of the Annexure is to clarify whether there is scope for part of Precinct 11 to be re-categorised from a Natural Residential Growth Area to an Increased Residential Growth Area. The need for clarification has arisen as the precinct designation is based on a scoring system contained in Annexure 2 of the Housing Strategy, which the relevant land owner contends can be re-interpreted to result in a higher score for his land, than what the Strategy identifies. The landowner's ultimate objective is to undertake medium density development on part of the Precinct as set out in the following:



On review of the matter, two questions arise:

1. Has the scoring (as per the methodology set out in Annexure 2) been undertaken correctly?
2. Are there any reasons to allow medium density development within the area in question?

It is firstly noted that all Precincts were assigned a growth category based on an objective assessment against the precinct designation criteria, as contained in Annexure 2 of the Housing Strategy. A re-assessment against this criteria results in the same precinct designation outcome. This is largely due to the elongated nature of the Precinct, with some sections being far-removed from the urban core. Taking the area in question in isolation from other parts of the Precinct, the score can be improved, but remains marginally below the threshold for designating Increased Residential Growth Areas. Strictly speaking, the first question is addressed.

The second question, however, requires more detailed consideration, given the relevant section of the Precinct is the most accessible part of the Precinct and there is no vacant land within the Darley Increased Residential Growth Area. It is therefore necessary to clarify whether there is scope for any special, site-specific requirements for Precinct 11, beyond the set criteria. The following is noted in this respect:

- > The Increased Residential Growth Area within the broader Darley Study Area does not include any land that is readily available for subdivision and development.
- > The southern extent of Precinct 13 is defined by Holts Lane, where a distinction is made between the Increased Residential Growth Area to the north and a Natural Residential Growth Area to the south.
- > The form of Precinct 11 and its spatial relationships with adjoining areas requires consideration. Precinct 11 is linear and elongated, stretching approximately 3 kilometres from the western end of Holts Lane to the Lerderberg River. This elongation results in sections of the precinct having a spatial relationship with the areas immediately outside the Precinct. This is relevant, as the abuttal of Precinct 13 and part of Precinct 11 creates scope for establishing a coherent spatial relationship between future development in both precincts.
- > The timing and nature of change expectation within Precinct 13 are relevant. The Precinct is comprised of older residential development, with a mix of housing from 1960s stock to contemporary single-storey development. This precinct is proximal to numerous services and facilities and accordingly is designated for Increased Residential

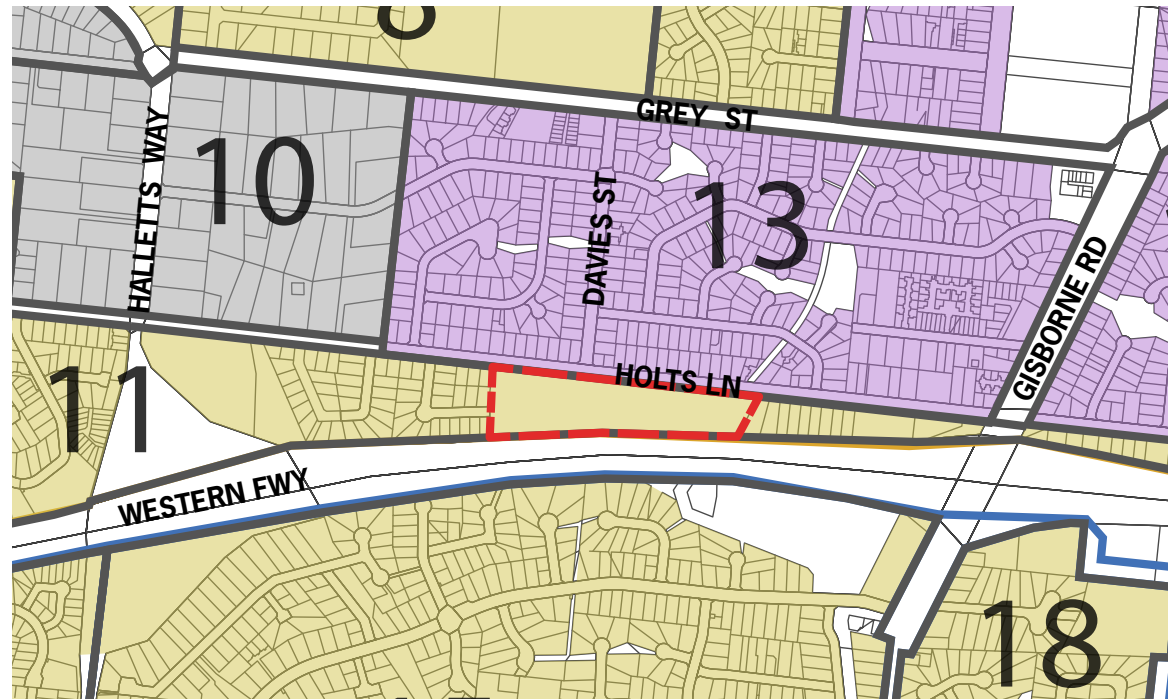
Growth. However, the quality of housing stock and streetscaping within the Precinct is limited, and innovative design that enhances the character of the Precinct is encouraged. It is envisaged that this would occur through dwelling additions, building alterations/renovations, and (to a lesser extent) demolition and re-development. The progress, however, is likely to be incremental and gradual.

- > Medium density housing in the immediate area is lacking, despite a recent demographic shift that shows the average amount of people per household has been declining for many years. As identified in the Housing Strategy, "92% (1350) of the housing stock in Bacchus Marsh since 2001 has been separate dwellings." While the most appropriate locations for this type of housing are identified through the growth precinct designations, opportunities for delivering this within the Darley Study Area are limited by existing development and market conditions for driving re-development.
- > Taking the driver for creating a spatial relationship between Precincts 13 and 11, in combination with the expectation of incremental change in Precinct 13, and the lack of medium density housing in Darley, there is an argument in favour of enabling a more substantive amount of development within the identified area of Precinct 11. This is a key tract of vacant infill land, where there is an opportunity to catalyse medium density development in proximity to the Increased Residential Growth Area, where there are greater market challenges due to the need for re-development.

Accordingly, changing the following area from Natural Residential Growth to Increased Residential Growth is supported:

This area also includes some land which is already developed, as the application of the Increased Residential Growth Designation will allow greater site coverage. This in turn will allow parts of the existing developed areas to be intensified to the same degree as the desired outcome Precinct 13 and the vacant infill component of Precinct 11 in question.

To remove all doubt, it is noted that an argument can be mounted either way, as to whether the relevant part of Precinct 11 should be designated for Increased or Natural Residential Growth. This addendum takes the position that, on balance, the scope for catalysing and exemplifying the desired development should not be precluded. A change in designation to Increased Residential Growth Area is supported for this reason.



Matters arising from the Special Council meeting of 28 March 2018.

On 28 March 2018, Council reached the following resolution in relation to the land identified above:

"Any future development of this site will be required to provide for lots with a direct interface and access to Holts Lane."

This resolution is to be accounted as part of future planning and development.

