

The VPA noted that an extension to Milton Street and connection over Bruce's Creek has been indicated in relevant plans as early as the 1977 Bannockburn Structure Plan and is currently shown in the Bannockburn Urban Design Framework. It has previously been considered and supported by a Panel, and these strategic directions have been maintained in the Growth Plan.

In response to the evidence of Mr Mentha, the VPA noted:

- the traffic modelling did not consider the impact of the no bridge scenario on vehicle volumes on Bannockburn-Shelford Road
- the cost estimates considered only one option, a 312 metre bridge based on the extension of the street at approximately the same level as the existing street and the natural surface level on the west side of the creek embankment. The final bridge design is subject to further detailed work and other design options may include a shorter bridge span and provide a clearer position on costs and landscape impacts
- the modelling of traffic volumes on Milton Street was not based on the road network proposed by the Growth Plan, particularly the proposed east-west arterial which would reduce vehicle movement on High Street.

Council supported the extension to Milton Street and bridge connection to the NWA. It noted that the bridge was identified in the Bannockburn Urban Design Framework and more recently in the Bannockburn Transport Strategy. It submitted that the bridge will play an important role in efficiently and effectively connecting the residents on the western side of Bruce's Creek with schools, day care, medical and retail services without reliance on the Bannockburn-Shelford Road. Council also supported the bridge proposed as part of the proposed arterial road within the SEP. It did not support Mr Gray's submission that reference to the Milton Street road link across Bruce's Creek be removed from Clause 11.03-6L.

Bridges south of the proposed east-west arterial

Mr Evans was concerned that the ongoing maintenance of up to four bridges would be unaffordable for Council and that only two additional bridges should be indicated, one to accommodate the arterial road and another the extension of Milton Street.

The CFA supported a network of bridges across Bruce's Creek to provide road network permeability and access and egress in the event of an emergency. During the roundtable the CFA acknowledged that there could be alternative approaches applied to the southern connector road bridges.

Mr Black suggested that Actions 4.2 and 4.7 relating to the second arterial road also include reference to the bridges.

Council's initial submission did not support the number of creek crossings south of the Bannockburn-Shelford Road as shown on the Framework Plan. It requested a change to Plan 10 in the Growth Plan to show the future arterial road's bridge as the sole road crossing of Bruce's Creek south of Bannockburn-Shelford Road, citing concerns around the cost of the three bridges currently shown. Following consideration of Mr Walley's evidence, Council amended its position, submitting that one additional bridge south of Bannockburn-Shelford Road (in addition to the arterial road bridge) should be indicated on Plan 10.

Mr Walley's evidence considered that two bridges south of the proposed east-west arterial road allows for a permeable grid network and is consistent with Growth Plan transport

objectives and strategies. Two bridges will allow traffic and local trips to distribute via the connector street network rather than rely solely on the east-west arterial road. The need for one or both of these bridges from a capacity perspective could be further investigated during the precinct structure planning stage.

Mr Walley, in response to questions, noted that the capacity of the road network to deliver the Growth Plan connectivity outcomes would be compromised without additional crossing(s) to Bruce's Creek south of the proposed east-west arterial road. In particular, public transport routing, pedestrian and cycling options and access by emergency vehicles would be compromised.

The VPA submitted that the current road and bridge configuration displayed in the Growth Plan shows connector roads spaced at approximately 800 metre intervals and is based on best practice for connectivity. These crossing points help create an optimal connector road network which helps to ensure a permeable movement network for pedestrians, cyclists, vehicles, emergency services and public transport.

The VPA noted Council's support for two southern bridges (one arterial and one connector) although it maintained its position that two connector bridges were appropriate, and the conceptual network should be refined through structure planning.

(iv) Discussion and findings

The need for a bridge to accommodate the proposed arterial road within the SEP is not challenged by submissions.

There is existing policy support for a bridge connection to the NWA at Milton Street. The *G21 Regional Growth Plan Implementation Plan (2013)* identifies the Milton Road Bridge over Bruce's Creek as a key action for Bannockburn. Clause 11.03-6L 'Bannockburn Urban Design Framework Overall Principles Plan' identifies the NWA as a priority residential development zone with an extension of Milton Street connecting the town centre to the Bannockburn-Shelford Road and a potential vehicular crossing over Bruce's Creek.

A recommendation by the Committee to change existing policy would require compelling evidence that the benefits/costs of an alternative transport route outweighs those of the proposed bridge connection. The Committee does not believe such evidence was provided. It acknowledges that the topography of the Bruce's Creek valley introduces some challenges for bridge design which may impact the cost of construction. However, design solutions have not been fully explored or costed. The Committee is also not convinced that an alternative to a bridge at Milton Street has been identified that achieves similar outcomes in terms of transport connectivity and permeability.

The Growth Plan transport network is based on strategic planning and traffic network principles that preference a 1.6 kilometre arterial road grid with centrally spaced connector streets (approximately 800 metres from each arterial). These principles support two bridges south of the proposed arterial road. The Committee supports the VPA in adhering to these principles to guide the layout of the transport network and notes the evidence of Mr Walley that the need for one or both bridges from a capacity perspective could be further investigated during the precinct structure planning stage. The Growth Plan makes clear the indicative nature of the bridge alignments and locations.

The Committee acknowledges that the costs of providing four bridges could be substantial. This issue can be considered during the PSP stage which might explore alternate funding options, timeframes for bridge requirement (for example when population thresholds have been achieved) or whether the costs are ultimately prohibitive or have other disbenefits (for example major landscape or environmental impacts). The Committee considers however, that the overall rationale for the bridge locations has been substantiated and is appropriate for a high level plan. It does not support identifying the bridges as 'potential'.

The Committee suggests that an additional advocacy action seeking funding for the bridges to support the short to medium term growth areas is worthy of inclusion in the Growth Plan.

The Committee finds:

- The identification of the Milton Street bridge in the Growth Plan is appropriate, as is the proposed arterial road bridge crossing.
- The identification of two proposed bridges south of the proposed east-west arterial is appropriate.
- An additional Action in 'Table 12 Transport and movement actions – growth areas' supporting advocacy for the provision of the Milton Street and arterial road bridge crossings of Bruce's Creek be considered.

4.6 Infrastructure

4.6.1 Infrastructure capacity and provision

(i) What is proposed?

Theme 1 and Map 6 set out the potential community infrastructure required to support growth including schools, open space and recreation facilities (netball, tennis, aquatic and indoor), childcare, maternal and child health services and community centres. This was based on a high level audit of community and active recreation infrastructure undertaken by the VPA. Theme 1 and Map 6 identifies the potential relocation of the CFA and SES buildings from High Street to a new emergency services precinct near the former railway station as part of Council's Bannockburn Heart project. It identifies that if the needs of the CFA cannot be met at this site that other sites should be investigated. The Growth Plan notes that both the police and ambulance stations may need to be expanded as population grows.

The Growth Plan identifies that upgrades to existing services will be required and detailed servicing plans prepared as part of Development Plan and PSP development. It includes high level considerations from Barwon Water (sewer and water, including recycled water), Ausnet (gas), Powercor (electricity) and telecommunications regarding system capacity, future upgrades and opportunities.

(ii) The issues

The issues are:

- whether there is adequate provision in the Growth Plan for the community and services infrastructure required to support growth
- whether the Growth Plan directions for a future emergency services precinct are appropriate.

(iii) Submissions**Community and recreation facilities**

The VPA submitted that the Growth Plan had been prepared based on a high level audit of community infrastructure and based on benchmark provision ratios. The audit indicates that growth will necessitate up to three additional government primary schools and potentially a government secondary school in addition to any Catholic or independent schools. These considerations are identified on Plan 6 and in Table 2 of the Growth Plan. The VPA submitted that a university campus is a higher order service provided in Geelong and not within the scope of the Growth Plan.

The VPA anticipates that additional, more detailed, assessments of community infrastructure provision and delivery will be completed as a part of the PSP or Development Plan process. These processes will allow need to be assessed in detail alongside consideration of the appropriate funding mechanisms.

Submissions 5 and 7 were concerned that the local schools were at capacity and there was a need for additional higher education and health facilities. Submission 7 further considered that the existing police station was inadequate to service the existing community. Mr Evans' submission considered that any new schools and sporting facilities should be sited to make it easy for drop of and pick up and proximate to the proposed arterial road with appropriated parking bays to manage future traffic flows.

Submissions 19 and 21 submitted that there was a lack of consideration for open park areas with capacity to host community and cultural events such as carols, theatre, outdoor cinema, festivals or large events such as car shows and circuses for example. Submission 21 was further concerned that no provision had been made for places of worship such as churches, mosques or synagogues or expansion of the current cemetery. Mr McCallum noted however, that native grasses around the existing cemetery site restricted its future expansion.

Submission 32 considered that the provision of an aquatic centre in the medium term was too early given the population projections.

Submission 6 outlined Powercor's program for future overhead 66kV and 22kV lines and land needs for future substation and isolation transformers. It sought engagement in any major infrastructure delivery to ensure appropriate conduits and that future roads accommodate overhead assets in road reserves.

Barwon Water's submission was broadly supportive of the Amendment and indicated that it would now undertake further strategic work to prepare a high level servicing strategy to support Bannockburn's growth.

In response to submissions, the VPA proposed changes to the Growth Plan to clarify infrastructure items to be further investigated and planned for as each precinct is master planned. These changes included:

- nomination of school sites as government and non-government schools
- reference to the high level audit against VPA benchmarks as the source of the infrastructure described in the Growth Plan
- inclusion of a notation regarding the ability to use larger open space areas for community gatherings
- reference to ovals

- inclusion of directions for electric vehicle charging stations
- specifying a 'medium to long term' potential timeframe for the provision of an aquatic facility.

The VPA submitted that the Growth Plan is a high level policy document and is not intended to specify the location of individual smaller scale uses. Subsequent rezoning of land at the PSP and development stage will enable a permit to be sought for a place of worship. The capacity of the cemetery is outside the scope of the Growth Plan.

Council had no further submission regarding community infrastructure and supported the position of the VPA and its suggested Day 1 changes.

Emergency Services Precinct

Submissions 7, 18 and 25 and the CFA had concerns with the proposed location of the emergency services hub.

The CFA expressed concerns about the suggested relocation of the existing CFA station as indicated in Plan 6 which identifies a 'Potential CFA and SES relocation' and an 'Intermodal transport hub and emergency services precinct' on the north side of the railway line adjacent to the town centre. It identified that a relocation of the existing CFA station was not required at this stage. It did however acknowledge that the ability of the existing site to service the growing community may become constrained in the future.

The VPA Day 1 changes included a number of revisions to the text at page 39, Emergency Services. The CFA supported these changes and further suggested:

- that Action 1.9, Emergency Services Project, be reworded to "*Work with relevant agencies to determine an appropriate location for an emergency services precinct, when relocation of existing CFA and SES buildings is required*"
- remove 'emergency services precinct' notation from Plan 6 and replace with "*identify options for a future emergency services precinct*".

The VPA supported a minor change to the notation on Plan 6 but did not support the CFAs other proposed wording changes to Action 1.9.

Council supported the VPA's position.

The VPA noted that the Victoria Police were notified as part of engagement on the Growth Plan. Its submission identified that it would continue to engage with Victoria Police during the next stage of the planning process to ensure they are aware of future growth activity, and are in a position to identify the location of a new facility if necessary.

(iv) Discussion and findings

The Committee supports the position of the VPA that the Day 1 changes, incorporating the refinements proposed by the CFA, appropriately respond to issues raised in submissions and provide an appropriate framework for delivery of community infrastructure. It considers some adjustment to Action 1.9 and Plan 6 are required but that the broader strategic aspiration of relocating the CFA and SES buildings out of the town centre is appropriate. It considers that the wording still accommodates appropriate flexibility and future commitment to engagement with relevant agencies.

The Committee finds:

- There is adequate direction in the Growth Plan for the identification of the necessary community and services infrastructure to support growth with the changes proposed in the VPA Day 1 changes.
- Growth Plan directions for a future emergency services precinct should be amended to generally reflect the VPA Day 3 changes and to:
 - reword Action 1.9 'Emergency services' at Table 5 to "*Work with relevant agencies to determine an appropriate location for an emergency services precinct*"
 - replace on 'Plan 6 Housing and Community Infrastructure' the notation 'Intermodal transport hub & emergency services precinct' with "*Intermodal transport hub & potential emergency services precinct*", and amend the related legend notation to "*Option for emergency services precinct*".

4.6.2 Development contributions

(i) What is proposed?

The Growth Plan identifies that the infrastructure to support growth will be delivered by Council's capital works program, state government, utility providers or by land developers at subdivision stage and funded by DCPs, works in kind and Section 173 Agreements.

(ii) The issue

The issue is whether the Growth Plan development contribution directions are appropriate.

(iii) Submissions

Submission 17 and the submission of Mr Evans were concerned that the infrastructure required to support growth would be difficult for a rural council to fund.

Submissions 29 and 32 suggested that the development contributions mechanisms should be expanded to include an Infrastructure Contributions Plan (ICP) to provide for greater flexibility upon development of any future precinct.

Mr Gray and Mr Black supported the use of Section 173 agreements within the NWA. At the roundtable they suggested that the third dot point under 'Overview' for the NWA should identify that any Section 173 Agreement be consistent with DCP/ICP principles of need, nexus, equity and reasonableness to avoid open ended expectations.

The VPA submitted that the Growth Plan directs further precinct planning including the preparation of development funding mechanisms such as DCPs, ICPs or Section 173 Agreements, to ensure equitable and fair distribution of infrastructure costs. It identified that while a regional ICP system has not yet been adopted, it was reasonable to reference an ICP as a potential development contributions mechanism. The VPA included this as an option in its Day 1 changes to the Growth Plan but did not consider any changes relating to the Section 173 Agreements were necessary.

(iv) Discussion and findings

The Committee considers the infrastructure funding mechanisms identified in the Growth Plan are appropriate with the further inclusion of ICPs as proposed in the VPA's Day 1 changes. As identified by a number of submitters, not all infrastructure identified in the Growth Plan can

be delivered via a DCP or ICP. This infrastructure will require secondary sources of funding (including either from Council or external funding) and is anticipated in the advocacy strategies of the Growth Plan. The VPA's Day 3 changes proposed to add the following paragraph under 'Delivery – Infrastructure':

The delivery of actions in the Growth Plan will be led by Council and government partners. In addition to the potential funding mechanisms identified, the Growth Plan will also be used by Council to advocate for funding for infrastructure and other initiatives.

This change is considered reasonable and appropriate.

The Committee has some sympathy for the positions of Mr Black and Mr Gray regarding the potential for Section 173 Agreements to not meet the usual tests for DCPs. However, the Committee considers that the Growth Plan appropriately identifies the use of an Agreement as an alternative to a DCP or ICP and it is unnecessary for a high level framework plan to specify this level of detail in relation to the content or construction principles of agreements. There remain other sources of guidance for Council and applicants regarding the content and construction of Section 173 Agreements for the collection of infrastructure contributions, including a substantial and well recognised body of case law developed by the Victorian Civil and Administrative Tribunal.

The Committee finds:

- The directions in the Growth Plan relating to development contributions are appropriate with the inclusion of the VPA's Day 1 changes relating to ICPs and further changes identified in its Day 3 changes regarding infrastructure funding advocacy.

5 Summary of reasons and recommendations

5.1 Reasons

Chapter 4 of the Committee's report sets its response to the unresolved submissions referred to it. In most regards, the Committee has supported the VPA's position on submissions and its strategic rationale, as well as the VPA's proposed changes. Significantly, the position of the VPA and changes proposed to address submissions were, in the main, supported by Council.

The Committee considers that the Growth Plan and associated Amendment have been informed by an appropriate level of background analysis and community engagement. It considers the directions and actions set out in the Growth Plan are broadly robust and logical. The level of content of the Growth Plan appropriately reflects the high level nature of the document as a framework for the planning and delivery of future growth and the supporting infrastructure. It provides appropriate guidance for the preparation of PSPs or development plans which will address in more detail the key challenges and opportunities identified in the Growth Plan. Further, the document provides for a range of necessary ongoing implementation actions to guide further strategic work and advocacy.

Both the VPA and Council are to be congratulated for the work undertaken and for the positive way they have sought to respond to and resolve many of the issues raised in submissions and identify changes in the Amendment documents to address others. This has assisted in reducing the number of unresolved issues.

The Amendment is appropriate and strategically justified. The changes proposed by the VPA in the lead up to the roundtable (Day 1 changes) and resulting from it (Day 3 changes) further enhance the Growth Plan and proposed policy changes and are broadly supported by the Committee. The later changes relating to bushfire (VPA CFA changes) are appropriate and address the critical requirements of Clause 13.02-1S.

The Committee has recommended several changes to the Growth Plan beyond those proposed by the VPA to address unresolved submissions relating to:

- the interdependency of actions that affect the early delivery of the NWA
- cultural heritage
- the potential emergency services precinct
- buffers.

The Committee also supports the introduction of additional advocacy actions relating to a Management Plan for the Reserve and exploring additional funding sources for the Milton Street and proposed arterial road bridge crossings of Bruce's Creek. These are relatively minor changes but will enhance the Growth Plan.

5.2 Recommendations

The Committee recommends that the draft Amendment to the Golden Plains Planning Scheme proceed with the following changes:

1. **Amend the exhibited draft Bannockburn Growth Plan consistent with the Victorian Planning Authority (VPA) Day 1 changes (Document 27 VPA Part A submission Appendix 4) and VPA Day 3 changes (Document 56) with the following additional changes:**

- a) include a cultural heritage principle in the list of Growth Plan principles with appropriate dot point objective(s).
 - b) replace the proposed double asterisk notation in 'Table 5 Housing and community infrastructure actions – growth' relating to Actions 1.4 to 1.6 with the words "In relation to the North West Development Plan Growth Area, planning for this area in the short term is independent of these actions unless these actions have been completed or guidance is in place at the time of any rezoning".
 - c) amend Action 1.9 'Emergency services' in Table 5 to "Work with relevant agencies to determine an appropriate location for an emergency services precinct".
 - d) amend 'Plan 6 Housing and Community Infrastructure' to replace the notation 'Intermodal transport hub & emergency services precinct' with "Intermodal transport hub & potential emergency services precinct", and amend the related legend notation to "Option for emergency services precinct".
 - e) amend 'Plan 9 Bushfire & Buffers' and associated discussion under 'Buffers and Easements' to clarify the role of buffers, particularly as they relate to the proposed business park expansion.
 - f) include at 'Table 10 Environment and water actions – growth areas' of an advocacy action for the preparation of a Management Plan for the Bannockburn Flora and Fauna Reserve.
 - g) include at 'Table 12 Transport and Movement - growth areas' of an advocacy action for funding of the Milton Street and proposed Arterial road bridge crossings of Bruce's Creek.
2. Amend the exhibited draft Clauses 02.03 and 11.03-6L consistent with the VPA's final changes as identified in the VPA CFA changes (Document 57) with the following additional changes:
 - a) inclusion of the final version of the Framework Plan.
 3. Amend the exhibited draft Clause 72.04 to refer to the updated date for the final version of the Bannockburn Growth Plan.

Appendix A Terms of Reference



VPA Projects Standing Advisory Committee

Version 1: July 2020

Standing Advisory Committee appointed pursuant to Part 7, section 151 of the *Planning and Environment Act 1987* (the Act) to advise the Minister for Planning and the Victorian Planning Authority (VPA) on referred projects and plans and associated draft planning scheme amendments.

Name

The Standing Advisory Committee is to be known as the 'VPA Projects Standing Advisory Committee'.

1. The Committee is to have members with the following skills:
 - a. Strategic planning
 - b. Statutory planning
 - c. Civil engineering (infrastructure planning)
 - d. Development contributions
 - e. Road and transport planning
 - f. Biodiversity
 - g. Social planning
 - h. Urban design
 - i. Heritage (post contact and Aboriginal)
 - j. Planning law.
2. The Committee will include a Chair, Deputy Chairs and not less than ten other appropriately qualified members.
3. The Committee may seek advice from other experts where it considers this necessary.

Purpose

4. The purpose of the Committee is to provide timely advice to the Minister for Planning and the VPA on specific matters referred to it related to various proposals, including but not limited to structure plans, infrastructure and development contribution plans, framework plans, development plans and any associated draft planning scheme amendment and planning permits.

Background

5. The VPA is responsible for preparing development plans and other proposals in identified metropolitan, growth areas and regional cities and towns. Some of these plans are to be approved through the planning scheme amendment process using the provisions of section 20(4) of the Act.
6. This Committee process allows submissions to be made to the VPA on a draft plan and associated draft planning scheme amendment, with any unresolved issues to be considered by the Committee before the final planning scheme amendment is submitted to the Minister for Planning for approval.
7. The Committee will provide a targeted and timely process to assess the merits of discrete unresolved issues associated with State and regionally significant projects.

Method

8. The Committee may meet, and depending on the nature of the referral and the issues raised, undertake consultation that is fit for purpose. This may be on the papers; through round table discussions or forums;



or Hearings. There must be a quorum of at least two Committee members, including either the Chair or a Deputy Chair.

9. The Committee may apply to vary these Terms of Reference in any way it sees fit.

Notice

10. As directed by the Minister, the VPA will prepare and give notice of a 'draft Amendment' and receive submissions. The VPA will consider all submissions and where possible seek to resolve issues with submitters prior to referring matters to the Committee.

11. The Committee is not expected to carry out additional public notification or referral of matters but may seek the views of any relevant referral authority, responsible authority or government agency.

Referral

12. Once all submissions are considered, the Chief Executive Officer, VPA (or delegate) will provide a letter of referral to the Committee Chair, seeking its advice on particular matters or unresolved issues raised in the submissions and/or any other relevant matter. The letter of referral will be a public document.

13. The letter of referral must be accompanied by:

- a. The relevant plan and associated draft planning scheme amendment and planning permit documentation
- b. The referred submissions
- c. Any supporting background material.

Committee Assessment

14. The Committee may inform itself in anyway it sees fit, but must consider:

- a. The relevant components of the referred plan and associated draft planning scheme amendment and any associated planning permit (if relevant) that relate to the submissions or issues referred to it
- b. The referred submissions
- c. *Plan Melbourne*
- d. Any relevant Regional Growth Plan or Growth Corridor Plan
- e. The applicable Planning Scheme
- f. Relevant State and local policy
- g. Any other material referred to it.

15. Depending upon the nature of the referral, the Committee can conduct its proceedings through round table discussions, on the papers or, a public hearing, including by video conference if unable to conduct this 'in person'.

16. The Committee will be provided with the written submissions and other supporting material by parties, and may:

- a. Direct that parties meet, to discuss and further resolve issues, or
- b. Act as a mediator to seek to resolve issues in dispute.

17. The Committee may direct the VPA and relevant parties to provide additional information on specified matters.

18. The committee must not consider submissions or evidence on a matter that a planning authority is prevented from considering by operation of ss 22(3) and 22(5) of the Planning and Environment Act 1987.

19. The written submission of the VPA is to include:

- a. an overview of the draft amendment and/or any relevant planning permit and the relevant Plan, including a detailed explanation of the referred elements.

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- b. a written response to each referred submission and how the draft plan, amendment or permit might be changed to respond to the submission.

Outcomes

20. The Committee must produce a written report for the VPA and the Minister for Planning, providing the following:
- Whether the referred element(s) of the draft amendment or planning permit is appropriate
 - A summary and assessment of the issues raised in submissions referred to the Committee.
 - Any other relevant matters raised in the course of the Committee process.
 - A list of persons who made submissions considered by the Committee.
 - A list of tabled documents.
 - A list of persons consulted or heard, including via video conference.
21. Following the completion of the report the Committee may deliver an oral briefing to the Minister for Planning or the VPA. The briefing may be in person, by video conference or telephone.

Submissions are public documents

22. The Committee must retain a library of any written submissions or other supporting documentation provided to it until a decision has been made on its report or five years has passed from the time of its appointment.
23. Any written submissions or other supporting documentation provided to the Committee must be available for public inspection until the submission of its report, unless the Committee specifically directs that the material is to remain 'in camera'. A document may be made available for public inspection electronically.

Timing

24. The Committee is required to commence its process by issuing a written notice of the referral of a matter from the VPA to all referred submitters no later than 10 business days from the date of any specific letter of referral received.
25. The Committee is required to submit its report in writing as soon as practicable but no later than 20 business days from the last day of its proceedings, tabling of submissions or consultation process.
26. The VPA must release the report of the Committee within 10 business days of its receipt.

Fee

27. The fee for the Committee will be set at the current rate for a Panel appointed under Part 8 of the *Planning and Environment Act 1987*.
28. The costs of the Committee will be met by the VPA.



Richard Wynne MP
Minister for Planning

Date: 17 / 07 / 2020

Appendix B Letter of referral



Nick Wimbush
Lead Chair
Victorian Planning Authority Projects Standing Advisory Committee
Planning Panels Victoria
planning_panels@delwp.vic.gov.au

Ref: MBR044182



Dear Mr Wimbush

DRAFT AMENDMENT TO THE GOLDEN PLAINS PLANNING SCHEME – BANNOCKBURN GROWTH PLAN – REFERRAL OF SUBMISSIONS TO THE VPA PROJECTS STANDING ADVISORY COMMITTEE

I refer to the Bannockburn Growth Plan draft amendment to the Golden Plains Planning Scheme, which will assist in guiding the future growth of Bannockburn to the year 2050 by establishing a clear land use framework for the township, designating appropriate growth areas, identifying key infrastructure, and providing direction on the logical sequencing of growth precincts.

The Victorian Planning Authority (VPA) has submitted the draft amendment for my consideration.

The VPA has committed to delivering a fast-track planning program to assist with Victoria's post-coronavirus (COVID-19) economic recovery over the next financial year.

On 17 July 2020, I established a streamlined planning process, including the establishment of the VPA Projects Standing Advisory Committee (SAC) to independently review unresolved submissions, including discrete issues, received through the VPA streamlined engagement process.

Between 26 October and 23 November 2020, the VPA undertook a targeted public consultation process for the Bannockburn Growth Plan and the associated draft planning scheme amendment. The consultation included landowners and occupiers within and adjoining the Bannockburn township and proposed growth plan area, Australian and Victorian government agencies, Ministers prescribed under section 19(1)(c) of the *Planning and Environment Act 1987* and Golden Plains Shire Council. The VPA held a virtual drop-in session on 18 November 2020 and responded to phone calls and emails during the consultation period.

I have decided to refer all unresolved submissions to the VPA Projects SAC for advice and recommendations in accordance with the SAC's terms of reference.

I have enclosed a submissions summary table, prepared by the VPA, which provides an analysis of each submission, including summaries of the issues raised and a significance rating to assist the SAC with its proceedings.

The SAC should consider the submissions in the manner it sees fit in accordance with its terms of reference. I note the terms of reference enable the committee to adopt an approach that is 'fit for purpose' and that this could involve consideration of some issues 'on the papers'.

I am advised that the VPA will continue to seek to resolve matters with submitters and it will advise the SAC if further matters are resolved.

Please find enclosed some of the supporting documents required by clause 13 of the terms of reference for the VPA Projects SAC. The VPA will provide the remaining documents in due course.



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I encourage the SAC to undertake its work in the most efficient way and to act promptly in light of the significance of the proposed project and its role in assisting Victoria's post-coronavirus economic recovery.

If you would like further information, please email Dr Jane Homewood, Executive Director, Statutory Planning Services, Department of Environment, Land, Water and Planning, at jane.homewood@delwp.vic.gov.au.

Yours sincerely



HON RICHARD WYNNE MP
Minister for Planning

30 / 12 / 2020

Encl.

Appendix C Submissions

No.	Submitter
1	Bill Dickers
2	Vaughan Mitchell
3	James Styles
4	Johannes
5	Ying-Crystal Li
6	Powercor
7	Trevor Taylor
8	Friends of Bannockburn Bush
9	Kate Brown
10	Sandra & Bill Hill
11	Bob Baxter
12	Tanya (no other details provided)
13	Robert Rodenburg
14	EPA
15	Barwon Water
16	Tim LeMaitre
17	C McKenna
18	Vicki Dobson
19	Golden Plains Shire
20	P Parry
21	Steve & Cass Abram
22	Graeme Harvey
23	Catholic Education Melbourne
24	Ballarat Environment Network
25	Bannockburn Fire Brigade
26	Jill Moodie
27	Michael Nunn
28	Kevin Scott
29	Harvey Road Development Pty Ltd
30	Josco Pty Ltd
31	Cameron Steele
32	Ramsey Property Group

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33	CFA
34	David Evans
35	Rob Gillet
36	Department of Environment, Land, Water and Planning (Environment)
37	Department of Education
38	Bannockburn Holdings Pty Ltd
39	Department of Transport

Appendix D Document list

No.	Date	Description	Provided by
1	4/1/2021	VPA Projects SAC Referral	Minister for Planning
2	"	VPA Submission Summary Table	"
3	"	Public Consultation Report Final, December 2020	"
Amendment documents			
4	7/1/2021	Draft Bannockburn Growth Plan, October 2020 – Public consultation version	VPA
5	"	Draft Planning Scheme Amendment documents including policy changes, schedules, instruction sheet and Explanatory Report	"
Background documents			
6	"	Bannockburn Growth Plan, Background Report, VPA October 2020	"
7	"	Catchment Assessment, Alluvium May 2020	"
8	"	Growth Area Biodiversity Assessment, Ecology and Heritage Partners, March 2020	"
9	"	Land Capability Assessment Part 1, Meinhardt, June 2020	"
10	"	Land Capability Assessment Part 2, Meinhardt, June 2020	"
11	"	Retail Study, MacroPlan, February 2020	"
12	"	Strategic Bushfire Assessment, Ecology and Heritage Partners, August 2020	"
13	"	Traffic Network Assessment, VPA, August 2020	"
Submissions			
14	"	Submissions	"
15	13/1/2021	Letter from Department of Education advising submission resolved	Department of Education
Directions Hearing and roundtable documents			
16	13/1/2021	Letter to submitters advising of referral to VPA SAC and details of Directions Hearing	VPA SAC
17	19/1/2021	Copies of emails from C McKenna and Sandra Hill withdrawing their submissions	VPA
18	20/1/2021	Copy of email from Department of Transport advising submission resolved	"

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No.	Date	Description	Provided by
19	4/2/2021	Copies of separate emails from V Mitchell, Friends of Bannockburn Bush, B Baxter, R Rodenburg, V Dobson, J Miles, Bannockburn Fire Brigade, Ramsey Property Group, R Gillet and DELWP (Environment) advising of resolved submissions, additional submissions from Harvey Rd Development Pty Ltd and Josco and updated VPA submission summary	VPA
20	8/2/2021	Tracked change version of exhibited Golden Plains Planning Scheme	"
21	"	Letter to all parties enclosing Directions and Timetable (version 1)	VPA SAC
22	"	Letter to all parties enclosing current Document List (version 1)	"
23	10/2/2021	Email advising use of technical advocates	VPA
24	17/2/2021	Copy of email from J Black on behalf of Josco advising of resolved submission	"
25	18/2/2021	Letter to submitters with details of document sharing system	"
26	19/2/2021	Issues map	"
27	"	VPA Part A Submission	"
28	"	Evidence Statement – Brian Haratsis	"
29	"	Evidence Statement – Aaron Walley	"
30	23/2/2021	Email from Cameron Gray of St Quentin Consulting advising delay in circulation of evidence statement for Bannockburn Holdings	Mr Gray for St Quentin Consulting
31	"	Email to submitters advising of delay in circulation of Mr Mentha evidence	VPA SAC
32	"	Evidence Statement – Ben Mentha	Mr Gray
33	25/2/2021	Email from Cameron Steele advising unavailability for roundtable hearing including a further written submission and addendum	Mr Steele
34	"	Email to all parties advising Committee confirms unavailability	VPA SAC
35	"	Letter to submitters requesting revision of roundtable timetable and traffic evidence	VPA
36	"	Submission of Peter Noble, Ballarat Environment Network	Mr Noble
37	"	Submission of Golden Plains Shire Council	Golden Plains Shire Council
38	"	Email to all parties advising of amendment to roundtable timetable	VPA SAC

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No.	Date	Description	Provided by
39	"	Submission of Country Fire Authority (CFA) and Attachment 1 – Bushfire Policy Framework	CFA
40	"	Submission of Harvey Road Development Pty Ltd prepared by Urbis	Mr Anson of Urbis
41	"	VPA Part B Submission	VPA
42	"	Submission of Mr LeMaitre (1527 Midland Highway landowner) prepared by Cardno TGM	Mr Marshall of Cardno TGM
43	"	Submission of Josco Pty Ltd prepared by Insight Planning	Mr Black of Insight Planning
44	"	Submission of Bannockburn Holdings prepared by St Quentin	Mr Gray
45	01/03/2021	VPA PowerPoint slide presentation	VPA
45a	"	VPA PowerPoint slide presentation - ISSUE 1 Growth and land use directions	"
45b	"	VPA PowerPoint slide presentation - ISSUE 2 Housing development	"
45c	"	VPA PowerPoint slide presentation - ISSUE 3 Environment	"
45d	"	VPA PowerPoint slide presentation - ISSUE 5 Infrastructure	"
45e	"	PowerPoint summary slides - Biodiversity Assessment - Shannon LeBel	"
45f	"	PowerPoint summary slides - Bushfire Risk Assessment - Cat Stephenson	"
46	"	Without prejudice ordinance suggestions	CFA
47	"	Development Plan for Bannockburn East	Golden Plains Shire Council
48	02/03/2021	VPA PowerPoint presentation– ISSUE 4 Transport and movement	VPA
48a	"	VPA PowerPoint presentation – ISSUE 6 Other	"
49	"	Cardno Transport Strategy Report September 2019	"
50	03/03/2021	VPA PowerPoint presentation – ISSUE 4 Transport and movement version 2	"
51	"	VPA benchmark Infrastructure Costing Primary Arterial Road cross section drawing	"
52	"	<i>Understanding Development Contributions, Version 5.9 March 2007</i>	"
53	"	Updated Day 1 version of Growth Plan to include further bushfire content changes	CFA
54	"	Further changes to 02.03-1 responding to CFA submission	VPA

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No.	Date	Description	Provided by
54a	"	Further changes to 11.03-6L responding to CFA submission	"
55	"	Additional requested changes to Growth Plan action 1.9 and Plan 6	CFA
56	04/03/21	Without prejudice summary of changes proposed by VPA to Day 1 version of Growth Plan (Day 3 changes)	VPA
57	10/03/21	CFA and VPA agreed changes to Day 1 version of Clauses 02.03 and 11.03-6L	VPA

Appendix E Resolved submissions summary

Submission	How resolved (<i>partly resolved submissions identified in italics</i>)
2	Changes to Growth Plan to provide for buffers to business park expansion and Flora and Fauna Reserve on Plan 9 and page 61 and to reference Inverleigh under regional cycling connections at page 71
8	Changes to Growth Plan to include additional section regrading significance of the Flora and fauna Reserve under Theme 3
10	Withdrawn following response to submission issues and change to Growth Plan under Theme 3 to acknowledge importance of Flora and fauna Reserve
11	Resolved following response to submission issues (no changes made)
13	Resolved following response to submission issues (no changes made)
17	Withdrawn following response to submission issues and minor change to Growth Plan under Theme 1 regarding house prices
18	Resolved following response to submission issues and changes to the Amendment and Growth Plan regarding: <ul style="list-style-type: none"> - remove reference to Inverleigh as a satellite town at page 10 - refer to multiple ovals under potential infrastructure in Table 4 and Plan 6 - the location of the emergency services precinct and providing for flexibility and consultation at page 48 and Action 1.9 - clarifying 'industrial expansion' relates to 'business park' expansion and the application of an appropriate zone and consideration of environmental and interface issues at page 48 under 'Industrial Land'
23	Changes to the Growth Plan outcomes for South East growth precinct at page 26 and in Table 2 to refer to a site for a Catholic Primary School
25	Changes to Growth Plan to include additional content regarding location options for the emergency services precinct at page 46 and Action 1.9
26	<i>Partly resolved with changes to Growth Plan to include buffers to agricultural land on page 49 under 'Agriculture'</i>
27	<i>Partly resolved with changes to Growth Plan to include planning for electric vehicle charging stations under 'Connector and Local Roads'</i>
29	<i>Partly resolved following clarification of issues and changes to Growth Plan to:</i> <ul style="list-style-type: none"> - <i>identify use of benchmarks in existing community infrastructure audit and more detailed analysis will be required when preparing a PSP stage at page 40</i> - <i>identify potential buffer on plan 9 as indicative and to be defined through a PSP or Development Plan</i> - <i>add additional statement regarding flexibility in sequencing of growth areas at page 78 under 'Development Sequencing'</i> - <i>amend Action 1.1 and 1.3 to reference DCP or ICP</i>
30	<i>Partly resolved following clarification of issues and changes to Growth Plan and proposed policy changes that:</i>

Submission	How resolved (<i>partly resolved submissions identified in italics</i>)
	<ul style="list-style-type: none"> - <i>amend Clause 02.03-6 'Housing' to include to encourage urban development within Growth Plan growth areas</i> - <i>amend Clause 11.03-6 to include additional strategy to support sequencing consistent with Growth Plan and provide supplementary retail centre(s) generally consistent with the Growth Plan</i> - <i>amend Plan 1 to limit area shown as 'recreation' to DELWP owned parcel containing lagoon' with balance identified for further investigation and with similar changes to Plans 5, 6, 7, 8 and 9 and identify an additional outcome for South West Precinct at page 20 that investigation of uses consider buffers, biodiversity and residential or industrial uses and creditable open space</i> - <i>add notations to all plans in the Growth Plan that they are concept plans requiring further refinement through PSPs and Development Plans</i>
32	<p>Changes to Growth Plan to:</p> <ul style="list-style-type: none"> - include changes to all plans to include 'concept' notations (as per submission 30 response) and include similar references in Executive Summary - use non-numerical designation of growth areas - shade future growth option on Plan 4 - identify ICP as an option at pages 26 and 30 - identify aquatic facility as 'Medium to long term' in Table 3 - identify constructed water way as indicative on Plan 8 - identify that the arterial road connection to be determined based on further analysis at PSP stage at page 68 under 'Freight Vehicle Movements' - include under 'Development Sequencing' consideration of zoned land supply and issues impacting delivery of short and medium growth options as a basis of considering longer term growth options - any identify future growth options include a review of land supply and sequencing of growth areas and future growth areas under 'Implementation and review'
35	<p>Changes to Growth Plan to shift north-south connector road to the east to avoid existing properties</p>
36	<p>Changes to Growth Plan to:</p> <ul style="list-style-type: none"> - include new section relating to Flora and Fauna Reserve (including values, interfaces and planning) under Theme 3 - amend 'Biodiversity' section under Theme 3 to reference listed State and Commonwealth grassland communities - include additional opportunities for greening under 'Greening' - apply potential buffer (indicative) to Flora and Fauna Reserve interface on Plan 9 with additional commentary on page 48 'Industrial Land' and page 61 'Buffers and Easements' and add a new Action Table 7 guiding the management and planning of the interface and protecting environmental values
37	<p>Changes to Growth Plan and proposed policy clauses to:</p> <ul style="list-style-type: none"> - amend text at page 13 to identify State and Catholic primary schools - add notation to Plan 6 that school locations to be determined through PSP or Development Plan process

Submission	How resolved (<i>partly resolved submissions identified in italics</i>)
	<ul style="list-style-type: none"> - rename 'Education Precinct' to 'Bannockburn P-12 College' and show Catholic primary school on Plan 6 - identify 'swimming pool' as separate infrastructure item at page 40 under 'Community and Active Recreation Infrastructure' - change infrastructure category in Table 2 from 'Primary Schools' to 'Schools' and refer to siting standards and guidelines and co-location with a community centre with a kindergarten - remove clause expiry references in Clause 02.04 and 11.03-6L-01B
38	<p><i>Partly resolved through response to submission issues and the following changes to the Growth Plan:</i></p> <ul style="list-style-type: none"> - <i>correct reference to South West Precinct on page 33 under 'Future Growth Option – South'</i> - <i>amend sentence relating to measures to manage transition and land use conflict under 'Housing Diversity and Typology' to remove 'low density' and include larger lots and other measures</i> - <i>include a link notation to Actions 1.4, 1.5, 1.6, 2.2 and 3.1 to 3.11 that the approach taken to address actions is at the discretion of Council for the North West Development Plan Growth Area</i>
39	All initial consultation comments included in the Growth Plan