

# GOLDEN PLAINS PLANNING SCHEME AMENDMENT C87gpla

## EXPLANATORY REPORT

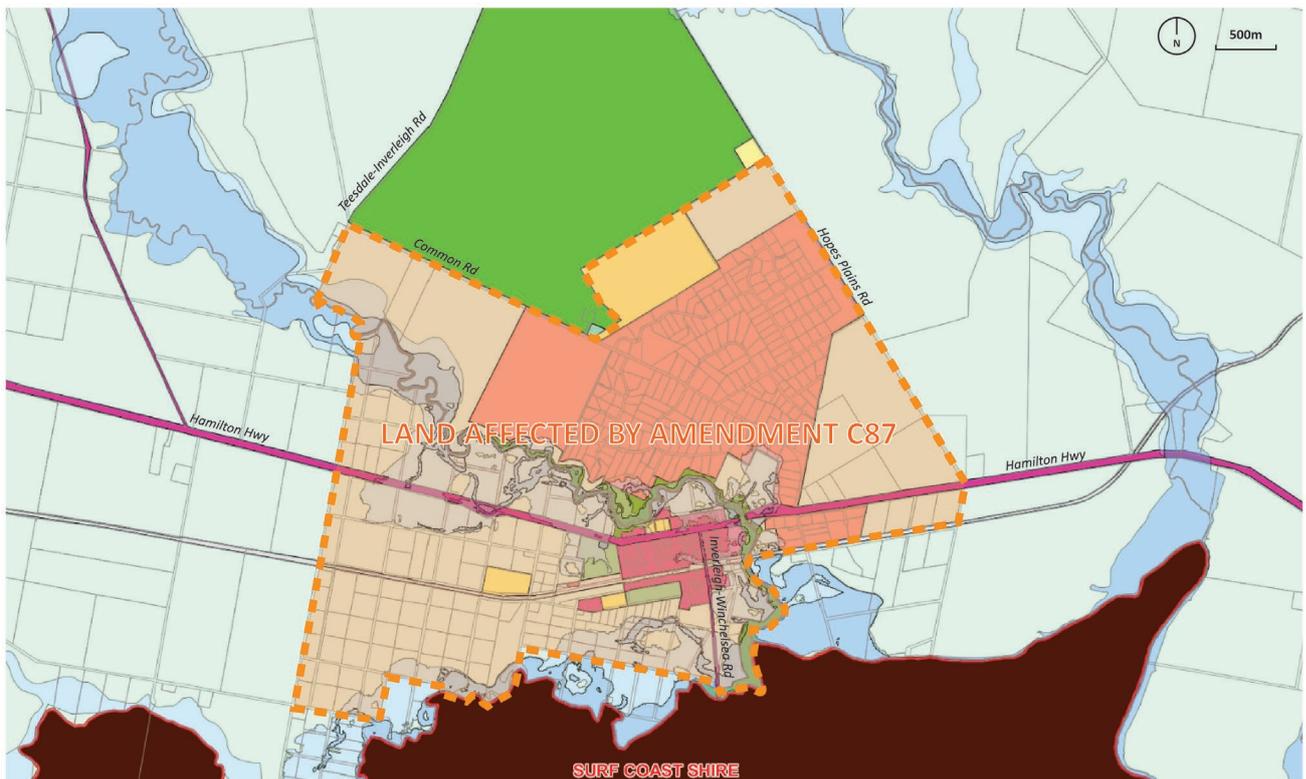
### Who is the planning authority?

This amendment has been prepared by the Golden Plains Shire Council, which is the planning authority for this amendment.

The Amendment has been made at the request of Golden Plains Shire Council.

### Land affected by the Amendment

The Amendment applies to the township of Inverleigh as shown below (see orange dash line as the boundary).



### What the amendment does

The Amendment implements the key land-use planning directions of the *Inverleigh Structure Plan* (Golden Plains Shire, 2019) into the Golden Plains Planning Scheme. The current policy direction for Inverleigh is based on the *Inverleigh Structure Plan Review 2005* that is now outdated and inconsistent with local policy.

Specifically, the Amendment:

- Amends Clause 21.07-5 Inverleigh to be in accordance with the *Inverleigh Structure Plan (Golden Plains Shire, 2019)*, by:
  - Replacing the objectives and strategies for Inverleigh with new objectives and strategies.
  - Removing superfluous and out of date content.
  - Replacing Figure 21.07-5A Inverleigh Structure Plan with the Inverleigh Framework Plan to:
    - Reflect the removal of the minimum subdivision lot size on land zoned or earmarked as Low Density Residential Zone (LDRZ).
    - Extend the LDRZ land from the core of the township and Inverleigh Recreation Reserve in a westerly direction when the existing use rights of the existing Broiler Farm in McCallum Road expire.
    - Identify the area west of Phillips and Riverview Roads as a 'Future Investigation Area' for residential growth based on the Development Feasibility Study Package (Mesh Urban Planning and Design Consultants, 2018).
- Amends Schedule to Clause 32.03 Low Density Residential Zone to:
  - Change the title to 'Schedule 1 to Clause 32.03 Low Density Residential Zone' to be in accordance with *Ministerial Direction on Form and Content of Planning Schemes*:
  - Deletes the Inverleigh Structure Plan.
- Amends Planning Scheme Map Numbers 3, 4, 5, 6, 7, 10, 13, 14, 15, 17, 18, 19, 20, 24, 25, 26, 27, 28 and 29 to change 'LDRZ' to 'LDRZ1' to be in accordance with *Ministerial Direction on Form and Content of Planning Schemes*.

## **Strategic assessment of the Amendment**

### **Why is the Amendment required?**

The amendment is required to implement the key land-use planning directions of the *Inverleigh Structure Plan (Golden Plains Shire, 2019)* (the Structure Plan) into the Golden Plains Planning Scheme. The Structure Plan seeks to respond to the anticipated population growth in Inverleigh.

The current planning policy in the Golden Plains Shire for Inverleigh is based on the *Inverleigh Structure Plan Review 2005* that is outdated and inconsistent with local policy. The 2005 Plan recommends a regular review of policy for Inverleigh particularly because of the unknown growth and development impacts of the completion of the Geelong Ring Road.

In 2017 Council commenced preparation of the new Structure Plan that builds on the strategies and objectives of the 2005 Plan. The *Structure Plan* integrates the findings of community feedback received through surveys, workshops and submissions as well as relevant supporting studies. These studies include *Council's Domestic Wastewater Management Plan 2015*, the *Inverleigh Flood Study 2018*, the *Strategic Bushfire Risk Assessment for Inverleigh 2018* and .id Consulting Pty. Ltd. population forecasting.

The Structure Plan considers changing demographics, development pressures, transport and movement, environmental risks including flooding and bushfire, as well as the natural environment, open space, community facilities, cultural and built heritage, commercial and industrial uses, agricultural uses and infrastructure upgrades required to service the continued growth of the township.

State Planning Policy requires Council to ensure there is sufficient land available to meet forecast demand and plan to accommodate projected population growth over at least a 15 year period. The Structure Plan identifies that the settlement boundary of that identified in the 2005 Structure Plan will be sufficient to provide for the anticipated growth in Inverleigh providing the state planning policy for the minimum lot size in the LDRZ of 0.4 hectares is applied. Growth in Inverleigh is expected to be at least 430 new houses in Inverleigh by 2033 (an average of 27 houses per year from 2017) and an additional 1,177 persons doubling the current population of Inverleigh).

The current minimum lot size specified in the schedule to the LDRZ for Inverleigh ranges from 0.4 hectares to 4 hectares, depending on the location. The proposed change to the schedule to LDRZ

(removing the Structure Plan and therefore specified minimum subdivision lot sizes for various locations) will mean that the minimum subdivision lot size for all land in the LRDZ in Inverleigh is 0.4 hectares, consistent with other townships in the Golden Plains Shire and council local policy.

The result of this change on the settlement pattern of Inverleigh will most likely be evident in Greenfield development areas that will develop at a higher density than has occurred through the existing low density residential area to the north of the town. Areas earmarked as LDRZ west of the township are currently constrained by the existing use rights of the Broiler Farm in McCallum Road and areas further west of Phillips and Riverview Roads are earmarked as 'Future Investigation Area'.

A variety of planning tools will continue to be applied to areas of low density residential development, such as protection and retention of mature trees and the application of the Design and Development Overlay Schedule 5 to ensure the character is maintained and there is some sense of space through building set backs.

The new Framework Plan as part of the Structure Plan has been amended since the Structure Plan was adopted, to include the changes from recently approved planning scheme amendments C74gpla (Hopes Plains Road) and C75gpla (Common Road) that allow for low density residential development.

Council is currently in the process of translating the Golden Plains Planning Scheme from its current structure to the new Planning Policy Framework (PPF). Therefore, a copy is included in this Explanatory Report of how the amendment would appear in the Planning Scheme once the translation has been gazetted, this is likely to be before gazettal of this amendment (C87gpla). To Note, the only change will be the location of where the content is positioned in the planning scheme.

### **How does the Amendment implement the objectives of planning in Victoria?**

The amendment implements the objectives in Section 4 of the *Planning and Environment Act 1987* (*the Act*), in particular:

- (a) to provide for the fair, orderly, economic and sustainable use, and development of land;
- (b) to provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity;
- (c) to secure a pleasant, efficient and safe working, living and recreational environment;
- (d) to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;
- (f) to facilitate development in accordance with the objectives set out in paragraphs (a), (b), (c) and (d); and
- (g) to balance the present and future interests of all Victorians.

### **How does the Amendment address any environmental, social and economic effects?**

The Structure Plan defines a settlement boundary consistent with that of the 2005 Structure Plan. The settlement boundary will reduce urban sprawl and protect surrounding environments.

A 60 metre wide Biolink connecting the Inverleigh Flora Reserve with the Leigh River environs is identified through the greenfield site on Common Road to provide a habitat link. Additional green links and walking tracks are also identified through new residential areas connecting environmental assets and pedestrian/ cycle networks into the town centre.

An extension of the Inverleigh Recreation Reserve is identified directly west of the existing facility to provide for additional infrastructure which may be required in the future, including a soccer pitch. New tennis courts should also be co-located within the Inverleigh Recreation Reserve if and when the opportunity arises.

New community facilities are directed to the core township where infill or re-use of existing buildings is encouraged. Additional passive open space is to be provided along the Leigh River as part of rezoning for residential development of greenfield sites along the Leigh River. Walking, cycling and horse riding trails are also identified and required to connect new residential areas with the core township and river environs.

No additional land is proposed to be rezoned for commercial uses as the Structure Plan encourages infill and re-use of existing buildings for future commercial within the town centre focussed along the main street.

The Structure Plan finds that it's not necessary to designate areas for industrial use as rural based industry can be considered within the Farming Zone and service industry can be considered within the Township Zone.

### **Does the Amendment address relevant bushfire risk?**

A Strategic Bushfire Risk Assessment was prepared for the township of Inverleigh as the town is in a Bushfire Prone Area (BPA) and the Bushfire Management Overlay covers part of Inverleigh.

The assessment was undertaken in accordance with guidance provided in Planning Practice Note 46 – *Strategic Assessment Guidelines, May 2017*, Planning Practice Note 64 – *Local Planning for Bushfire Protection, September 2015*, Planning Practice Note 65 – *Preparing and Assessing a Planning Application under the Bushfire Provisions in Planning Schemes, September 2014*.

The assessment makes recommendations in response to the bushfire risks that are present in the broader area and found that bushfire risk should be reduced to acceptable levels in identified potential growth areas provided:

- Residential development in higher risk areas is avoided and appropriate setbacks from classified vegetation are applied;
- Township edge is consolidated to limit grass/bushfire spread into the town area;
- Appropriate defensible space, building envelopes, access and egress to properties and the development are applied, and
- New dwellings are constructed to the appropriate BAL construction standard.

The findings of the Strategic Bushfire Risk Assessment for Inverleigh have been incorporated into the *Inverleigh Structure Plan (Golden Plains Shire, 2019)*.

### **Does the Amendment comply with the requirements of any Minister's Direction applicable to the amendment?**

The Amendment is consistent with the Ministerial Direction on the Form and Content of Planning Schemes under section 7(5) of the *Planning and Environment Act 1987*. The Amendment is also consistent with Ministerial Direction 15 The Planning Scheme Amendment Process and Ministerial Direction 11 Strategic Assessment of Amendments.

The amendment considers the Ministerial Direction 1 Potentially Contaminated Land. When Council considers the request to rezone land in Inverleigh for area identified in the Structure Plan for low density residential development, Council will consider if contamination is an issue through the planning scheming amendment process.

### **How does the Amendment support or implement the Planning Policy Framework and any adopted State policy?**

The Amendment supports and is consistent with the following elements of the State Planning Policy Framework:

#### Clause 11 Settlement

This clause requires planning authorities to plan and respond to the changing needs of communities through providing for zoned and serviced land for housing, employment, recreation and open space,

Clause 11.01-1R-4G21 outlines strategies for settlement in the Geelong G21 region. Inverleigh is identified as a 'settlement' on the G21 Regional Growth Plan.

Clause 11.02 Supply of urban land outlines strategies to ensure sufficient land is available to meet forecast demand and requires plans to accommodate projected population growth over at least a 15 year period with clear direction on locations where growth should occur.

The Amendment supports modest growth of low density scale within the existing Settlement Boundary of the Inverleigh township. Council policy directs growth to existing townships.

Clause 11.02-S Structure Planning seeks to facilitate preparation of structure plans that take into account the strategic and physical context of the location; provide the broad planning framework for an area; provide for sustainable and liveable areas in an integrated manner; assist the development of walkable neighbourhoods; facilitate logical and efficient provision of infrastructure; and facilitate the use of existing infrastructure and services. The Amendment implements the *Inverleigh Structure Plan (Golden Plains Shire, 2019)* which has been prepared consistent with the strategies outlined in Clause 11.02-S.

Clause 11.02-S Sequencing of development seeks to manage the sequence of development in areas of growth so that services are available from early in the life of new communities. The *Inverleigh Structure Plan (Golden Plains Shire, 2019)* identifies developer responsibilities within Section 7 - Implementation, to facilitate the alignment of servicing with the sequencing of development.

Clause 11.03-6S Regional and local places seeks to facilitate integrated place-based planning. The *Inverleigh Structure Plan (Golden Plains Shire, 2019)* considers the distinctive characteristics and needs of Inverleigh in planning for its future land use and development.

#### Clause 12 Environment and Landscape Values

Clause 12 Environmental and Landscape Values states planning should protect, restore and enhance sites and features of nature conservation, biodiversity, geological or landscape value. Amendment C87gpla is consistent with the broad principles of biodiversity protection and retention of existing native vegetation.

Clause 12.03-1S River corridors, waterways, lakes and wetlands includes strategies to ensure development responds to and respects the significant environmental, conservation, cultural aesthetic, open space, recreation and tourism assets of water bodies and wetlands. Protection of the river environs as part of the Inverleigh township is a strong focus of the *Inverleigh Structure Plan (Golden Plains Shire, 2019)* and part of the vision for the future. Specific objectives include "To protect the natural landscape, including the Barwon and Leigh rivers and vegetation as fundamental elements of Inverleigh, through residential design and inclusion in open space" and the following strategy: "Require new subdivision to enhance environmental qualities of the waterways through pest and plant control and environmental management".

Clause 13 Environmental Risks and Amenity broadly focuses on climate change, specifically avoiding natural and human-made environmental hazards as well as preparing and responding to impacts of climate change. The relevant policy considerations include floodplain management and bushfire.

Both flooding and bushfire were considered as part of this amendment, Amendment C87gpla incorporates the findings of the Inverleigh Flood Study 2018 and the Strategic Bushfire Risk Assessment for the *Inverleigh Structure Plan (Golden Plains Shire, 2019)*.

Clause 14.01-1S Protection of agricultural land seeks to preserve productive farmland. Strategies include limiting new housing in rural areas by directing new housing growth into existing settlements. Maintaining the Settlement Boundary and providing for new housing growth within the current township boundary supports this policy.

Clause 15 Built Environment and Heritage. This policy holistically considers how planning and development responds to the natural and built environment as well as heritage factors and ensuring development positively contributes to local character and sense of place. Amendment C87gpla supports this clause.

Clause 16 Housing seeks to provide for housing diversity, affordable housing and housing with access to services, activity centres, public transport, schools and open space. There is no public transport to Inverleigh, however Amendment C87gpla seeks to promote a housing market that meets the needs of the community.

Clause 17 Economic Development seeks to encourage development which meets the community's needs for retail, office and other commercial services. Amendment C87gpla aligns with this clause by encouraging commercial, tourism, retail and service industries in the township.

Clause 18 Transport promotes the creation of an integrated, sustainable and safe transport system. Clause 18.01-2R supports improved transit and access within Geelong and the wider region. Clause 18.02-1S encourages walking and cycling opportunities be provided in residential areas. Amendment C87gpla supports this policy.

Clause 19 Infrastructure seeks to ensure social and physical infrastructure is provided in an efficient, equitable, accessible and timely manner. Specific objectives and strategies of Amendment C87gpla

support this policy by ensuring the provision of infrastructure and services with a logical sequence of development that access services.

Clause 19.02-6S Open space seeks to establish, manage and improve open space that meets the needs of the community. Amendment C87gpla requires links to public open space to be provided along the Leigh River with a linear pedestrian access to connect with existing pedestrian access along the river and into the town centre as rezonings and subdivisions occur.

Clause 19.02-2S requires consideration of demographic trends, existing and future demand requirements and the integration of facilities in planning for the location of education and early childhood facilities. This policy has been considered and is supported by Amendment C87gpla.

Clause 19.03 Development Infrastructure seeks to ensure integrated water management, gas, sewer, power, telecommunications and infrastructure will be advocated for to ensure future demands of the community are captured. A clear objective of Amendment C87gpla is to ensure provision of infrastructure and services are provided.

### **How does the Amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?**

At Clause 21.02-1, Inverleigh is described as a small township which performs an important living, retail, service and community role to residents and the rural community. The policy acknowledges that in the south east of the shire, urban type development is focussed around townships and that residential development is supported within the boundaries of townships. The policy goes on to acknowledge that better management of urban development in township areas affected by flooding, salinity or wildfire is required.

The policy states that *“Future use and development of urban centres and small towns will largely centre on the traditional character and form of these towns. The maintenance of a clear distinction between urban and rural areas is essential to the continued agriculture and efficient township development and maximise the use of infrastructure”*.

Clause 21.02-2 Townships provides a Township Hierarchy Framework at Table 1 which identifies Inverleigh as a district commercial and retail centre with commercial and retail needs to service the surrounding area. Amendment C87gpla is consistent with and facilitates Clause 21.02-2 Townships.

Amendment C87gpla is consistent with and facilitates Clause 21.02-3 Rural areas.

Clause 21.03 Environment and Natural Resources states the environment is a key factor influencing the economy, lifestyle and recreational choices in the Shire. Amendment C87gpla is consistent with and facilitates the objectives and strategies of Clause 21.03 with particular regard to biodiversity, flooding, bushfire, catchment management and waterways.

Clause 21.04 Built Environment and Heritage includes policy on urban design and heritage. Amendment C87gpla is consistent with the urban design objectives.

In Clause 21.04-2 public and private heritage areas are to be protected, maintained and enhanced.

Clause 21.05 Economic Development contains objectives and strategies specific to agriculture, commercial, industry and tourism. Under Clause 21.05 Agriculture, Amendment C87gpla supports *“Objective 1: To ensure agricultural land is protected and used as an economically valuable resource.”* with objectives and strategies to avoid sensitive uses near agricultural operations where there may be conflict.

Under Clause 21.05-2 Commercial, the policy states that Inverleigh performs important local shopping and business roles. Objective 1 seeks to: *“To consolidate commercial development in Townships by applying the Township Zone to facilitate appropriate commercial development in small townships”*. Amendment C87gpla supports this policy and objective and encourages commercial, retail and tourism activity in the town centre with linear infill.

In Clause 21.05-3 Industry, Objective 2 seeks to encourage the development of value-adding industries within the Shire and servicing of industry by local enterprises. Amendment C87gpla supports the establishment of local service and rural based industry.

The objectives of Clause 21.06 Transport and Infrastructure seek to encourage the development and use of sustainable forms of transport by *“supporting safe and attractive spaces and networks for walking and cycling”* Amendment C87gpla provides for new improved connections and relationship

within the town and to the wider region with path networks to the town centre and between facilities within the town.

### **Does the Amendment make proper use of the Victoria Planning Provisions?**

Amendment C87gpla reflects the findings of the *Inverleigh Structure Plan (Golden Plains Shire, 2019)*. The most appropriate tool for including the new land use directions and policies for Inverleigh in the Golden Plains Planning Scheme is to update the Local Planning Policy Framework at Clause 21.07-5 Inverleigh.

### **How does the Amendment address the views of any relevant agency?**

The views of any affected agencies were considered during the preparation of *the Inverleigh Structure Plan (Golden Plains Shire, 2019)*. Agency views will be further considered after the close of the amendment exhibition period.

### **Does the Amendment address relevant requirements of the Transport Integration Act 2010?**

There are no significant impacts on the transport system defined by the Transport Integration Act as a result of this amendment.

### **Resource and administrative costs**

- **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The Amendment provide improved clarity and certainty for the community on where development can occur in Inverleigh, therefore reduce the time Councils planning department is spent on responding to rezoning requests.

There will also be additional land provided for public purposes, including the Bio-link and the open space along the Leigh River as well as additional recreation land adjacent to the Inverleigh Recreation Reserve which will become an asset and require ongoing maintenance by Council.

### **Local Planning Policy Framework Review**

The Local Planning Policy Framework (LPPF) is currently under review and there is potential that the changes from the LPPF review will coincide with changes resulting from Amendment C87gpla. A draft of the proposed new clause for Inverleigh under the LPPF review is provided below.

## **GOLDEN PLAINS PLANNING SCHEME**

### **02.03 Inverleigh**

Inverleigh is a rural service town that is appealing for its heritage, environmental and river environs.

The town centre has a conventional grid pattern and sits within the floodplain of the Leigh and Barwon rivers. This has constrained growth of the historic 'old township' and recent residential growth has been low density residential on the northern side of the Leigh River.

Inverleigh is located on the Hamilton Highway and is known as the gateway to the western district. The town's proximity to Geelong and the Geelong Ring Road, along with the appeal of low density residential lifestyle opportunities are key drivers for

growth in Inverleigh.

Growth areas for Inverleigh have been identified in the Inverleigh Framework Plan and these areas are located to the west and north of the town, as well as infill, outside of the floodplain.

Council intends to support Inverleigh by:

- Maintaining Inverleigh's village atmosphere and role as a meeting place.
- Supporting moderate residential growth within the town boundary.
- Protecting the historic and natural features of the town.

### **11.03-6 Inverleigh**

#### **Policy application**

This policy applies to the land identified on the Inverleigh Framework Plan contained within the settlement boundary.

#### **Objective**

To encourage residential, commercial and tourism growth in Inverleigh while protecting the natural landscape in and around the town.

#### **Settlement and residential development strategies**

Support residential growth within the existing defined settlement boundary consistent with the Inverleigh Framework Plan.

#### **Economic development and tourism strategies**

Encourage commercial development and community facilities to be consolidated within the existing town centre (Township Zone) through infill development.

Encourage the redevelopment of underutilised sites and where possible, the re-use of existing buildings to provide for commercial uses in the Township Zone.

Support the establishment of service related industries that meet the needs of the town and surrounding agricultural areas such as feed supplies and servicing of machinery and farm equipment.

Locate and design development adjacent to the township boundary so that it does not impact on agricultural land use.

#### **Open space and natural environment strategies**

Protect the natural landscape and its environmental qualities, including the Barwon and Leigh rivers and vegetation as fundamental elements of Inverleigh.

As part of rezoning and subdivision provide public open space along the Leigh River and develop a linear pedestrian access to connect with existing pedestrian access along the river and into the town centre.

#### **Movement and access strategies**

Create a path network that facilitates walking and cycling to the town centre, primary school, recreation reserve, open space and other key destinations within the town.

Design development to integrate with pedestrian and cycle links to improve

connectivity to the town centre and key destinations.

Create a bridle path network that facilitates horse-riding around the town and through the river environs and other key destinations such as Victoria Park.

Maintain the railway reservation to ensure potential remains for a passenger rail to and from Inverleigh.

Support development that provides for the upgrade of roads, intersections and bridges where needed to service the development.

#### **Infrastructure and services strategies**

Support development that includes the provision of infrastructure and services.

Support a logical sequence of development that can efficiently access services.

Protect the potential location of a sewerage treatment facility and its associated buffer.

#### **Policy document**

Consider as relevant:

- *Inverleigh Structure Plan (Golden Plains Shire, 2019)*

#### **Policy map**

Inverleigh Framework Plan

### **Where you may inspect this Amendment**

The Amendment is available for public inspection, free of charge, during office hours at the following places:

Bannockburn Customer Service Centre

2 Pope Street

Bannockburn Victoria 3331

The Amendment can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at [www.planning.vic.gov.au/public-inspection](http://www.planning.vic.gov.au/public-inspection).

### **Submissions**

Any person who may be affected by the Amendment may make a submission to the planning authority. Submissions about the Amendment must be received by 16 October 2019.

A submission must be sent to:

Attention: Strategic Planning

Golden Plains Shire

PO Box 111

BANNOCKBURN VIC 3331

By email to:

[enquiries@gplains.vic.gov.au](mailto:enquiries@gplains.vic.gov.au)

Include 'Amendment C87gpla Submission' in the title.

### **Panel hearing dates**

In accordance with clause 4(2) of Ministerial Direction No.15 the following panel hearing dates have been set for this amendment:

- directions hearing: to commence in the week of Monday 13 January 2020
- panel hearing: to commence in the week of Monday 10 February 2020