Golden Plains Shire

North West Area

Strategic Directions Plan

Prepared by:

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January 2000 – 0417 546 462.

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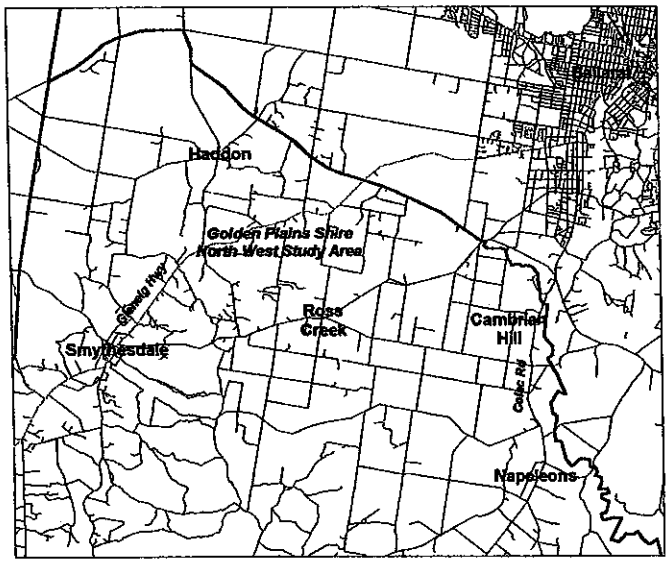
1. INTRODUCTION

The Strategic Directions Plan represents the outcomes of strategic research and consultation undertaken to provide Golden Plains Shire with a recommended planning strategy for the North West Area of the Shire. The strategy review forms part of the Shire's commitment to re-assess the planning direction of this area as recommended by the planning panel during the consideration of the Shire's new format planning scheme. An interim local policy was placed over the area in the new format planning scheme to enable the review to be undertaken.

The study area generally encompasses land bound Snake Valley-Smythesdale Road in the west and land north of (but not including) Smythesdale township up to Napoleons township in the east. Much of the southern boundary follows the edge of Crown land and Thorpes Road up to Napoleons. The northern boundary forms the common municipal boundary with the City of Ballarat.



The strategic work includes a review of existing policy reports as well as analysing current demographic data and other relevant material. Consultation formed an important part of the planning review and included community consultation workshops within the study area, meetings with relevant government agencies and the City of Ballarat and circulation of a Discussion Paper for community comment.

The Plan builds upon previous strategic work including the research undertaken during the introduction of the new format planning scheme, consideration of the Background Issues Paper- North West Area Study (November 1999) and the submissions and comments received from the community, City of Ballarat and government agencies.

The Plan is structured in the following manner:

- **Section 1** - Introduction,
- **Section 2** - Area Profile,
- **Section 3**- Consultation Outcomes and Planning Land Use Issues
- **Section 4**- Recommended Strategic Planning Directions, and
- **Section 5** – Structure Plans.

2. AREA PROFILE

The demographic and land use characteristics of the North West Area were drawn from the 1996 Census and Council records and were described in detail in the Background Issues Paper (November 1999). A summary of the key characteristics is provided below.

2.1 General Description of the Area

The study area is characterised by

- Strong commuting linkages to Ballarat,
- Generally dispersed rural residential development based on communities of interest. This characteristic is different from the rest of the Shire where more distinct urban type township settlements are evident,
- Limited broad acre farming properties,
- Some intensive agriculture and other smaller rural industries,
- A large number of small lots with around 1000 currently vacant (1999 Shire Estimate), and
- Dispersed housing growth in recent years on rural residential lots ranging from 2 to 8 hectares.

2.2 Demographic Structure within the Area

- Population estimated to be about 3,300 persons.
- Population is generally younger than the rural areas characterised by traditional farming.
- Higher proportion of families with children (54% of all households) than other rural areas.
- Employment and income structure similar to many urban areas including Ballarat.
- 7.7% of population aged over 60 years.
- Over 36% of the population aged below 20 years.
- Over 55% of the workforce recorded as travelling to Ballarat for work
- Most significant employment sectors included manufacturing, retail trade and health services.
- Only 3% of the population employed in the agricultural sector.
- Over 22% of all households with a weekly income of over $1000 in 1996.

2.3 Land Use Patterns across the Area

- Over 66% of all properties smaller than four hectares.
- Very few large farms remain in the area.
- Vacant residential lot supply of about 25-30 years based on likely lot take-up rates.
- In the period 1997-99 (three years) there were a total of 102 new dwellings constructed in the study area

Table: Development and Lot Size Distribution, 1999

Size	Lots	Properties	Vacant Properties	Houses	New Houses (98-99)
Under 2ha	35.9%	33.2%	30.1%	34.3%	31.4%
2-4ha	27.1%	33.3%	29.4%	34.7%	31.4%
4-8ha	16.7%	14.1%	12.3%	14.8%	20.0%
8-20ha	16.6%	12.6%	17.9%	10.7%	17.1%
20-40ha	2.6%	3.3%	5.4%	2.6%	0.0%
40-100ha	0.9%	2.5%	4.9%	1.6%	0.0%
Over 100ha	0.2%	1.0%	0.0%	1.3%	0.0%
Total	2,343	1,567	408	1,159	35

Source: Golden Plains Shire and RPD Group

2.4 Infrastructure and Community Services

- Water supply through Central Highlands Water can be made available across the most of the Study Area taking into account anticipated growth rates and land use patterns. (Land south east of Scarsdale extending to the area south of Ross Creek may be constrained by topography and has been mapped by the Authority).
- All key towns within Central Highlands Water's jurisdiction are supplied with an interconnected, disinfected water supply.
- Some community concerns that quality of water supply from the Authority is poor.
- Authority policy to supply reticulated water to rural living lots up to 4ha in area.
- No areas within the study area are connected to a reticulated sewerage system.
- Some parts around Haddon and Ross Creek and Napoleons are unsuitable for conventional septic tanks on small lot sizes due to a combination of soil structures, waterlogging and poor drainage.
- Power and telecommunications services are available or can be supplied across the study area.
- Major access roads including the Glenelg Highway and Colac Ballarat Main Road traverse across the area combined with a system of local roads (many with narrow seal or gravel construction).
- Community concerns that standard of some local roads and intersection treatment within the study area is poor.
- Truck limitations are applied to the Sebastopol-Smythesdale and Buninyong-Napoleons Roads due to road carrying capacity (See Council Roads Strategy).
- Recreation and community facilities have been used to provide community focus and are generally targeted to meet localised community needs (See Council Recreation Plan).
- Smythesdale and to a lesser extent the community centres of Haddon, Ross Creek and Napoleons, operate in a servicing capacity for the local and surrounding communities.

3. CONSULTATION AND PLANNING LAND USE ISSUES

During this review community meetings were held at Haddon, Napoleons and Smythesdale, where some 65 persons presented various views and ideas about the future planning of the area. These comments were summarised in the Background Issues Paper. It is useful to reiterate some key comments in this Paper as they generally reflect the key planning and land use issues facing the Study Area over the next 5-10 years.

The three most consistent messages were:

- 5 acres (2 hectares) is the most appropriate lot size for further rural residential subdivision;
- gorse is a major environmental problem that also affects general amenity of the community and must be addressed;
- concern was expressed about a number of areas within the area have generally poor drainage and septic tanks do not work under certain types of conditions.

Some other planning land use issues included:

- the need to maintain the rural appearance of the area;
- the retention of vegetation, significant roadside planting and the need to encourage more tree planting;
- quality of creeks needs to be improved;
- saline areas are getting worse – action needed;
- improvements to public transport needed;
- traffic speed needs to be controlled and traffic improvements needed at dangerous intersections;
- the need to control dog kennels;
- community facilities are good;
- planning scheme overlays (such as the Salinity Management Overlay) may devalue property or impede sales.

Following release of the Background Issues Paper, six written submissions were also received (two from authorities). Details of these submissions and recommended responses are provided in the Appendix. The submissions generally reflected the key issues raised at the community workshops and have been considered in the context of the recommended Structure Plan and strategy directions specified in this Paper.

It should be note that some of the comments received throughout the consultation program were not directly related to planning issues facing the North West area. These matters will need to be addressed by the Council through other mechanisms.

In terms of planning issues raised throughout the workshops and highlighted by strategic research, it is considered the Strategic Directions Plan needs to address the following key planning land use matters that are facing the North West Area:

- **The Form and Direction of Rural Residential Development.**
- **The Requirements and Provision of Infrastructure Services.**
- **The Sustainable Management of Resources and Environment.**

4. RECOMMENDED STRATEGIC PLANNING DIRECTIONS

4.1 Planning Overview

Based on the primary research and community responses received during the consultation program, it is clear that there is considerable supply of land available for residential and rural residential development in the study area. Because of this finding, adding to this supply through further zoning of land to rural living would be inappropriate in the short term. State Planning Policy also dictates that residential supply should be based on providing for ten years supply. Based on current demand patterns, estimated lot supply within the north west area would provide for over fifty years supply.

Some parts of the north west area are also constrained by physical conditions that would limit the capacity to provide high quality rural living development. This includes areas with waterlogged soils, poor soil structures, topography, wildfire and salinity threats. Nevertheless the north west area must be recognised as an area that predominantly reflects a rural residential character centred on distinct communities of interest. This development pattern is different from the rest of the Shire where more compact forms of residential development within a distinct township or settlement form exist.

Zoning the entire north west area as Rural is also not considered an appropriate action. The Area has a limited number of bona fide farming properties. Zoning the entire Area as Rural would effectively impinge on the bona fide residential activities and lifestyles of residents who have taken residence and formed these communities of interest in this area. The strategic approach should therefore accurately reflect the existing and ongoing land use pattern. Zoning the areas that have already been fragmented to Rural Living (land generally located within commuting distance to Ballarat and along the Glenelg Highway) with provision to assess and control future development in terms of environmental land management and overall density is the recommended planning approach. The area south of the Ross Creek-Buninyong Road should be zoned Rural to maintain the larger holdings generally located within this part of the study area.

However, trends may change throughout this planning period and it may become appropriate to consider altering the existing planning provisions applied to the study area. In this situation it would be prudent to monitor the Area and assess changes within the framework provided in Sections 4.3 to 4.5 below. The statements in the following sections will also provide a guide for Council's ongoing assessment and consideration of current development and growth in the area. These statements have been translated into the Structure Plan contained within Section 5 of this Paper.

4.2 Recommended Scheme Changes

It is recommended that Council adopt the following approaches to zoning, subdivision schedules and Local Policy that will be applied to the north west area:

- Generally maintain the existing delineation of rural and rural living zoning expressed under the current planning scheme during the planning period (5-10years). This best describes the land use pattern and predominant rural residential and specific rural characteristics of the north west area.
- Maintain the minimum 2.0 hectare subdivision provisions described in the current schedule within the rural living zone to reflect the existing pattern of lot sizes that range from 2 up to 4 hectares. A small area of subdivided land bound by State Forest, Race Road, Armstrong Road and Calverts Road and land including Pages Road and Greenbank Road, Gilday and Stevenson Courts will need to be added to this schedule control. It is also acknowledged that this approach may leave some limited potential for further subdivision of existing lots. It is therefore critical for Council to assess these requests against overall density and capacity of areas (not just individual sites) to accommodate effluent disposal systems.
- Remedy a zoning anomaly found since the gazettal of the new Golden Plains Planning Scheme by changing the zoning of the strip of land on Wilsons Road, Haddon (between Haddon-School Road and Haddon-Preston Hill Road) to Rural Living Zone. This is consistent with the zoning of the former Grenville Planning scheme and the recommendation of the Report of the Panel and Advisory Committee. This strip is to be included in the schedule with a minimum 2.0 hectare subdivision control.
- It is important that the Council takes a holistic planning approach to this area and ensures overall amenity of the total north west area is maintained and protected. Ongoing monitoring of all septic systems across the north west area should remain a critical component of this strategy direction by Council.
- Impose a minimum 8.0 hectare subdivision in other remaining rural living zoning within the north west area. This area is generally located outside the 'commuting' belt of Ballarat and should be held in larger rural living holdings in the short to medium term.
- Maintain the Rural Zone and associated subdivision provisions generally south of the Smythesdale & Ross Creek-Buninyong Road where it has been applied in the current planning scheme.
- Encourage in-fill development on existing rural residential lots where strongest demand has been demonstrated. This will generally be those areas within closest commuting distance of Ballarat, abutting the proposed future rural residential land as designated by the City of Ballarat.
- Ensure all new dwellings proposed on lots below 8.0 hectare in size within the rural living zone require planning approval.
- Modify the content of House Lot Excisions (Local Policy 22.04) and Management of Rural Residential Development-North West Area to reflect the revised strategy.

- Insert a new Local Policy to control further smaller lot subdivision in Low Density Residential zone areas within the study area. This new policy will also be applied across the Shire and will assist in minimising inappropriate low density lot sizes particularly below 1.0 hectare where environmental conditions and existing lot size characteristics do not support lots below this size.

4.3 Form and Direction of Rural Residential Development

4.3.1 Land Use Character

- Recognise that the North West Area provides distinct ongoing rural residential development opportunities over the planning period (5-10 years) and that the area represents an important component of the Shire's economy and appeal for new residential development.
- Continue to acknowledge the rural living community interest areas that have developed in the north west area that is distinct from the rest of the Shire.
- Acknowledge the need to maintain a residential land supply of 10 years across the Shire and ensure that any further oversupply is discouraged over the planning period.
- Recognise the amount of vacant lots capable of further rural residential development within the study area over the planning period and target in-fill development of these areas.
- If new subdivisions are to be considered during the planning period, consider areas where demand for rural residential development is highest such as those areas closer to commuting distance to Ballarat and discourage development in other areas until existing supply is utilised.
- Ensure new residential development generally reflects and maintains a high quality rural character and amenity.
- Ensure new rural residential lots maintain an average lot size of at least 2ha.
- Ensure all new rural residential dwellings on lots below the 8.0 hectare minimum require planning approval within the rural living zone.

4.3.2 Townships and communities

- Maintain a continued residential development policy that consolidates existing townships and communities and provides a clear boundary from surrounding rural and rural living areas (See Local Policy).
- Acknowledge the nature of existing rural residential development in the north west area and continue to plan and locate infrastructure and recreation services that reinforce a strong community focus for these communities.

4.4 Requirements and Provision of Infrastructure Services

- Continue to supply rural residential development in the North West Area with infrastructure services including drainage, roads, power and telecommunications and reticulated water and sewerage where ever possible. This will include the provision of infrastructure and services to new subdivisions at the cost and by the developer.
- Ensure coordinated actions by government agencies to provide public infrastructure according to demand and ongoing residential development trends in the area.
- Apply development contributions for infrastructure and planned community services and facilities associated with new residential development and subdivision. This includes but is not limited to the provision of sealed road access for subdivisions and contributions to road network improvements outside the immediate subdivision (as identified in the Golden Plains Shire Road Strategy), drainage and reticulated services and recreation facilities (as identified by the Golden Plains Shire Recreation Plan).
- Where reticulated water services cannot be provided to new rural residential development, ensure static water supply is made available for fire fighting purposes in identified high fire hazard areas, while taking into account the need to protect identified areas from the adverse effects of salinity. Encourage the use of static water supplies with dedicated tank supply rather than the use of dams in areas identified as having potential salinity and wildfire threats.
- Where reticulated sewerage services cannot be provided to new rural residential development, ensure subdivision lot sizes can accommodate on site effluent disposal in accordance with the provisions of the Septic Tank Code of Practice. **This will require mandatory soil testing by suitably qualified practitioners, including a detailed report on how the proposal will not overload existing soil capacity taking into account the density of surrounding residential development and potential lot development, not just the subject site.**
- Provide for the development and installation of improved septic tank systems and other alternative waste treatment systems in areas where reticulated sewerage systems are not yet available or soil capacity has been overloaded. This will require diligent monitoring of existing systems across the study area by landowners with performance records provided to the Council for consideration.

4.5 Sustainable Management of Resources and Environment

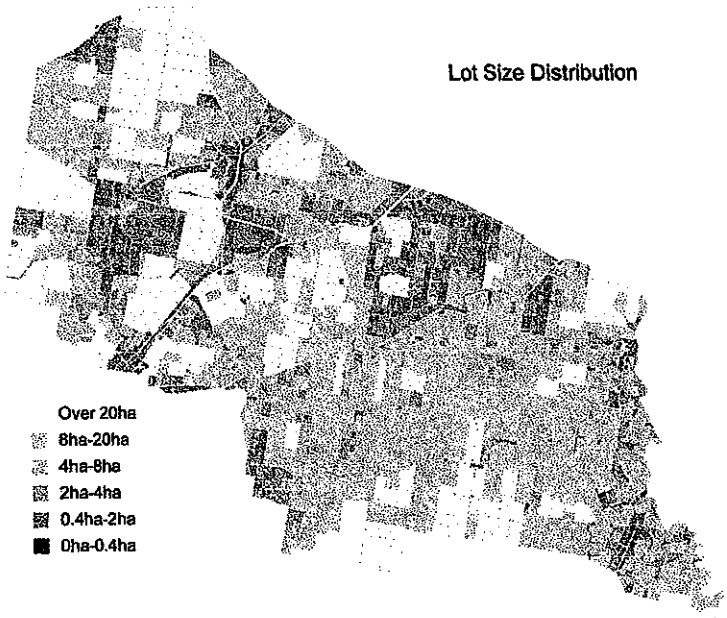
- Acknowledge that well managed and planned rural residential development in the area can provide better land management that will assist in the control of pest plants (particularly gorse).
- Ensure all new residential development protects and enhances significant native vegetation in the area (including areas located along roadsides).
- Encourage a planning regime in the area that recognises sensitive environments and introduces planning improvement programs associated with new residential development, including

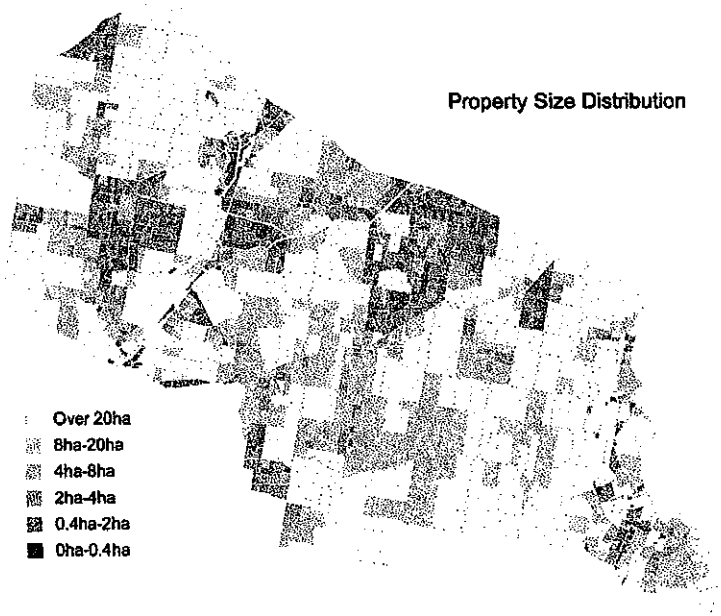
revegetation and planting of native vegetation, soil stabilisation programs and ongoing protection of water quality and habitat along and within existing water courses and other roadsides.

- Recognise that poor soil quality and the potential for localised inundation, combined with poor drainage and ongoing maintenance problems with some septic tank systems, will prevent small lot residential development of some areas. **These areas should be progressively identified for future planning control by the Council.**
- Require mandatory soil testing by suitably qualified practitioners that establishes soil capacity and structure that can absorb on site effluent for all new residential development in the area. **This will include assessment of the surrounding area to determine if the additional septic system will not overload the soil capacity of the existing neighbourhood. A report to Council will be required from the practitioner detailing the outcome of this broader analysis.**
- Define minimum lot sizes across the area through their capacity to effectively absorb effluent disposal on site.
- Recognise areas identified as having potential wildfire and salinity threats and minimise residential development opportunities that will exacerbate these particular threats across the area.
- Require new residential development to take into account planning measures and standards that adequately address wildfire and salinity through the design, scale and location of new development and subdivision approval.

5. STRUCTURE PLAN

The first two maps provide an indication of current trends in the distribution of lot sizes throughout the study area. These assist in understanding existing settlement densities and future land supply.

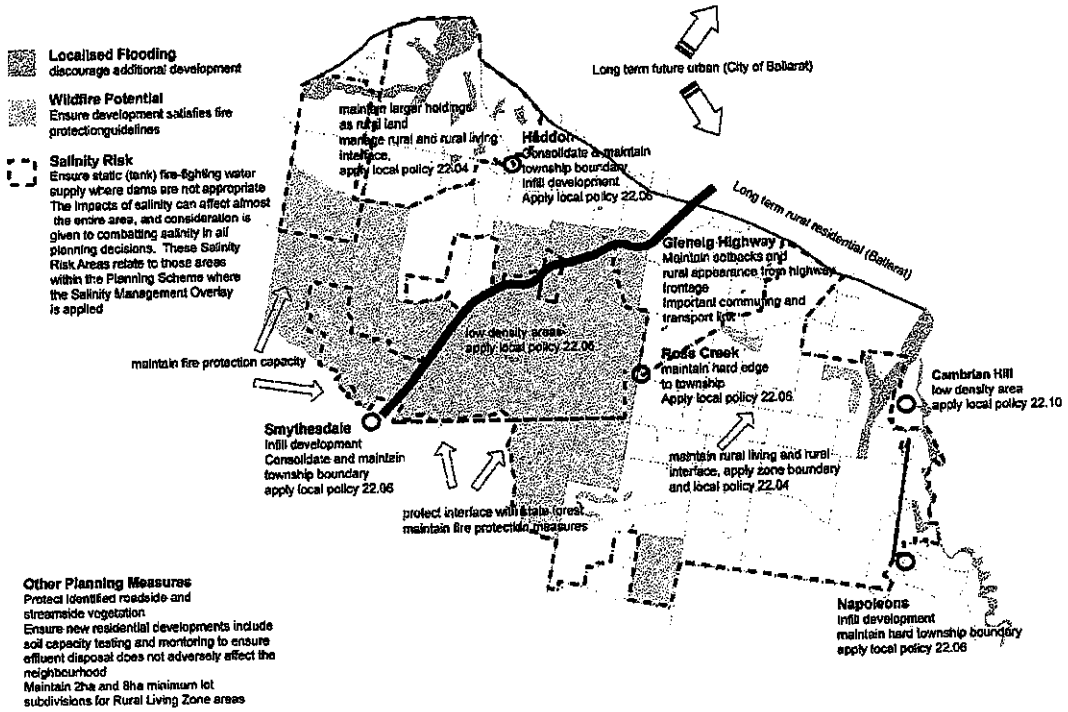




This map provides guidelines for undertaking future planning. It provides a locational representation of the planning framework and guidelines provided in Section Four of the report.

North West Area Structure Plan

North West Area Structure Plan



APPENDIX I: SUMMARY OF WRITTEN SUBMISSIONS TO BACKGROUND ISSUES PAPER

Submission Number	Name & Address	Key Comments	Consultant's Comments
1	David Woof 40 Junipers Road, Haddon.	Rezone subject land from Rural Living to Rural zone.	***Submission not supported.*** *Land abutting Rural Living zoning (minimum 2.0ha subdivision control) to north and south west and opposite regional refuse disposal area (Special Use Zone) and Public Conservation and Recreation Zone. Submission would require a 'spot rezoning' to Rural. Department of Planning have a policy to discourage spot rezoning unless there is strong strategic justification to warrant this approach. The submission does not provide a strategic justification for the use of a rural zone at this particular location. The Rural Living zone still enables the owner to apply for a range of agricultural uses (other than intensive animal husbandry).*
2	Graham Barton 22 Canterbury Road, Warrnambool.	Keep rural residential lots above 2.0ha. People are moving into area for larger lots. Smaller lots encourage lower development standards and decrease value of 2.0ha lots.	**Submission noted.** Submission supports comments at community workshops and supports Council's desire to maintain Shire's rural character.
3	S. & L. Szyzik 69 Kitty's Lead Road, Napoleons.	Need to maintain semi rural lifestyle and community. Development must be done 'carefully.' Minimum lot size of 2.0ha. Concentrate smaller lots around township centre and larger lots around the town. Limit development along one side of Colac Road. Future increases in traffic volumes need to be considered from potential landfill site.	***Submission noted.*** *Specific matters to be addressed in Structure Plan and through Local Policy. Supports comments at workshops regarding minimum lot sizes, infrastructure provision and environmental management through land capability assessments.* *Supports concept of maintaining consolidated townships and ensuring road infrastructure is capable of handling future traffic volumes (refer Council Road Strategy).* *Many of the other specific matters raised in the submission have already been included in the new format planning scheme for the Shire eg. Roadside conservation through Vegetation Protection*

		Keep industries small scale. More housing will adversely affect native wildlife and bushland. Need for wildfire management but not at expense of bush environment. Protect important roadside vegetation. Development must be assessed against land capability. Consider alternative waste disposal systems (septic tanks).	*Overlay.*
4	G.P. Wilson 'Carcoola' 929 Glenelg Highway, Symthes Creek.	Keep Golden Plains as a rural Shire. Ballarat's future population can expand into Cardigan Village, Miners Rest or into Hepburn Shire. Plan the Shire over 40-50 year time frame. Plan for the Shire's long term needs, not according to the needs of surrounding Shires.	***Submission noted.*** *Supports comments at workshops regarding maintaining rural character of the Shire. Supports the need to plan ahead for the Shire's long term needs and recognises the supply of future urban land within the City of Ballarat. State planning policies require Councils to plan and integrate planning strategies across municipal boundaries where land use issues straddle local government areas. This is the case with the Shire's north west area and Council cannot plan in isolation of planning strategies adopted by adjoining Councils, particularly Ballarat.*
5.	City of Ballarat	Ballarat Strategy Plan identifies the western and southwestern areas of the municipality as preferred areas for future urban growth short to long term. Area to the west of the existing urban area in Ballarat and north of the Glenelg Highway and west of Sebastopol has been designated for future urban. Growth in this area could be easily accommodated	**Submission noted.** The future residential growth needs for the City of Ballarat have now been clarified. The allocation of land for long term rural residential along the municipal boundary with Golden plains Shire strengthens the allocation of rural living zoning proposed in the North West Structure Plan. The location of future urban land will not conflict with the proposed Structure Plan for the North West study area.

		over the next 20 years. Area to the south of the Glenelg Highway has been designated for rural residential use. Existing rural residential zones within the City will accommodate growth for the next 15 to 20 years.	
6.	Vicroads	Recognises that the North West Study Area is traversed by key road infrastructure including the Glenelg Highway and the Colac-Ballarat Road that carry significant traffic volumes. Requests that Council consider the issue of safety from new subdivisions. May be necessary to consider the developer undertaking improvements to road access such as turning lanes, service roads or the use of alternate side road access.	**Submission noted.** Conditions can be applied to new subdivisions to address Vicroads concerns at the planning permit stage.

APPENDIX II: RECOMMENDED PLANNING PROPOSALS

Subdivision Schedule for Rural Living Zone

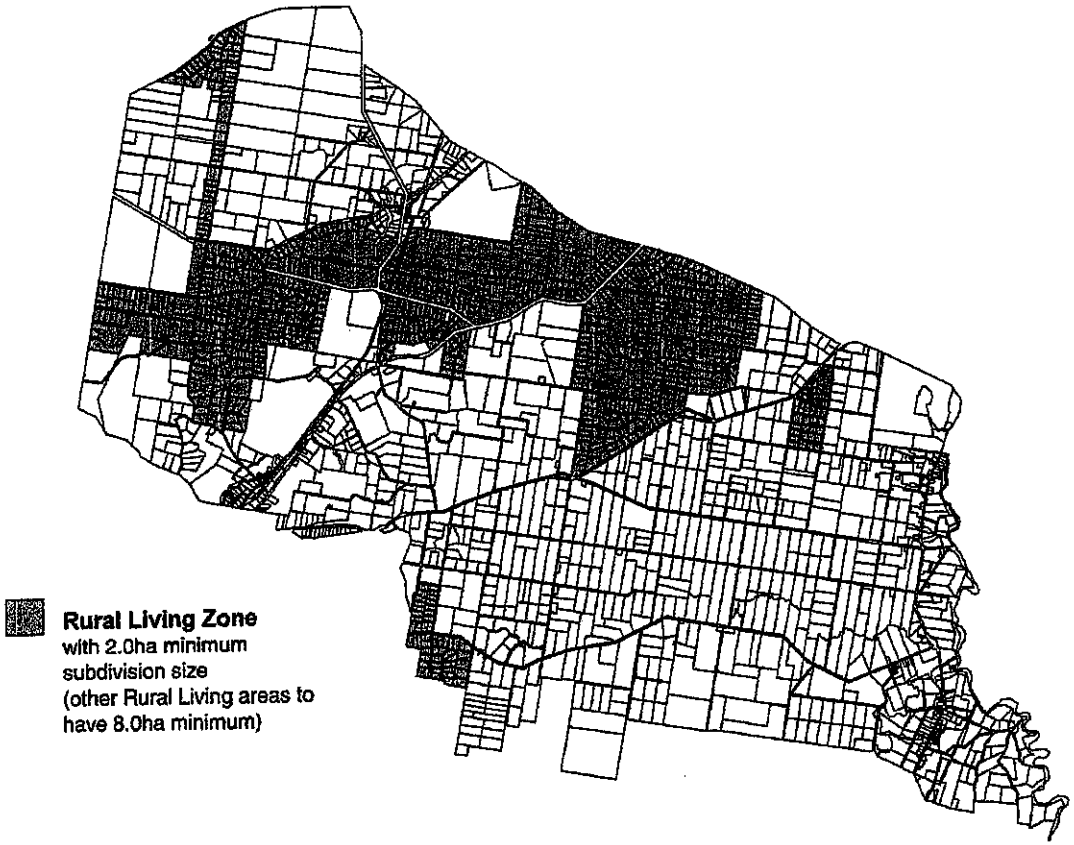
SCHEDULE TO THE RURAL LIVING ZONE

	Land	Hectares/Dimensions
Minimum subdivision area (hectares). If none specified, each lot must be at least 8 hectares.	All land except land marked A on the attached map	8 ha
	All land marked A on the attached map.	2 ha
Minimum area for which no permit is required to use land for a dwelling (hectares). If none specified, the lot must be at least 8 hectares.	All land	8 ha
Outbuildings (dimensions).	Floor area	$100m^2$

Permit requirement for earthworks	Land
A permit is required to construct or carry out earthworks which change the rate of flow or the discharge point of water across a property boundary.	All land
A permit is required to construct or carry out earthworks which increase the discharge of saline groundwater.	All land

Capacity above which a permit is required to construct a dam	
Land	Capacity (cubic metres).
All land	0

Recommended Rural Living Zone (2.0 hectare subdivision)



The MSS is to be modified to reflect changes to future urban needs of Ballarat and the North West Structure Plan as follows:

NORTH WEST AREA AND LOW DENSITY RESIDENTIAL AREAS

The north west area of Golden Plains Shire consists of a number of residential communities including Haddon, Ross Creek, Cambrian Hill, Napoleons and land north of Smythesdale township. Land use patterns are defined in the area through a spread of rural residential development contained on a range of lot sizes and generally based on communities of interest. The area is also subject to growth pressure from a commuting base seeking to locate within travelling distance to Ballarat. This land use pattern is distinct from the rest of the Shire where urban type development is generally confined to existing towns and distinct settlement areas.

Existing and potential development nodes and residential capacity need to be clearly identified in the north west area to manage future growth, development and subdivision according to:

- infrastructure provision, constraints and availability;
- residential demand and take-up rates;
- urban and rural interface with future growth of Ballarat;
- environmental land management and land capability assessment including lot sizes and neighbour areas capable of containing on-site effluent disposal.

In addition the north west area and the Shire has a number of townships and community areas containing Low Density Residential zoning. These areas are often located on the periphery of existing urban type residential areas, and reflect larger residential development with lot sizes usually ranging from 1ha to 4 ha. Subdivision provisions under the zone would allow for these areas to be subdivided into lot sizes down to 0.4 ha. This would substantially increase the overall lot yield and infrastructure servicing requirements within these areas. Council wishes to control the density and overall lot sizes in these areas according to environmental conditions and assessment including the recognition and maintenance of surrounding lot configurations and lot size characteristics.

The north west area of the Shire in particular has sufficient zoned rural residential land to accommodate future growth and development for up to 50 years based on current supply and demand estimates. On this basis the planning strategy will be to promote and encourage in-fill development of existing lots before further residential rezoning and new residential subdivisions are supported in this area.

Golden Plains and its community is also keen to ensure that the north west area and Low Density Residential zones are not indiscriminately subdivided without providing for:

- proper infrastructure in place, including drainage and roads,
- regard to existing lot sizes and immediate amenity of neighbourhood areas,
- lot sizes that can effectively contain on site effluent disposal including ongoing monitoring of septic systems, and
- maintenance and provision of important rural and community amenity and characteristics and development assessments against identified land capability assessment.

Amendment Notice & Draft Explanatory Report

Amendment Notice

Golden Plains Shire Council

Planning and Environment Act 1987

Notice of Amendment to a Planning Scheme

Golden Plains Planning Scheme

Golden Plains Shire has prepared Amendment CX to the Golden Plains Planning Scheme.

The amendment affects:

The area generally bound by Snake Valley-Smythesdale Road in the west and land north of (but not including Smythesdale township) up to Napoleons township in the east. Much of the southern boundary follows the edge of Crown land (State Forest) and Thorpes Road up to Napoleons township. The northern boundary is the common municipal boundary with the City of Ballarat.

The amendment also affects the following:

- All land zoned Low Density Residential under the Planning Scheme where a new Local Policy has been prepared (22.10) and included in the Local Planning Policy Framework (LPPF)
- Modifications to Local Policies 2.2.04 and 2.2.05 contained in the LPPF to reflect strategic planning directions for the north west area.

The amendment proposes to:

1. Amend the Municipal Strategic Statement by:

- Inserting reference to a new Low Density Residential Zone Policy under Section 21.03-Specific Policies of the Municipal Strategic Statement (MSS).
- Under Section 21.04-1 inserting reference to the need for a Low Density Residential Zone Policy.
- Under Section 21.04-1 deleting paragraph 7 onwards to dot point 4 and inserting wording detailing the revised strategic planning direction for the Shire's North West area.
- Under Section 21.04-1 Reference Documents inserting 'Strategic Directions Plan for the North West Area (January 2000).'

2. Amend the Schedule to the Rural Living Zone (35.03) to reflect a range of minimum lot sizes according to the North West Area Structure Plan (2.0 hectares & 8.0 hectares) and clarify that a permit is required to construct a new dwelling on lot sizes up to 8.0 hectares in the zone.
3. Amend Local Policy 22.04 House Lot Excision Policy by adding a further objective and policy that references the need to consider relevant provisions of Local Policy 22.05 Management of Rural Residential Development North West Area and the planning directions contained within the Strategic Directions Plan for the North West Area.
4. Amend Local Policy 22.05 under the heading Management of Rural Residential Development North West Area by deleting the existing policy and inserting a new policy and structure plan (See Attached).
5. Inserting a new local Policy 22.10 Low Density Residential Zone Policy (See Attached).

Where you may inspect this Amendment:

The amendment and accompanying supporting material is available for inspection free of charge during office hours at the following places:

- Golden Plains Shire
  Municipal Offices
  Bannockburn
- Department of Infrastructure
  Customer Service Centre
  Upper Plaza
  Nauru House
  80 Collins street

  Melbourne
- Department of Infrastructure
  Regional Office
  Sturt Street
  Ballarat

Submissions about the amendment must be sent no later than 5.00 p.m. on X to:

The Chief Executive Officer
Golden Plains Shire
Municipal Offices
Bannockburn.

Signed

Chief Executive Officer

(End of Document)

Explanatory Note

Planning and Environment Act 1987

Golden Plains Planning Scheme

Amendment CX

Explanatory Report

Who is the Planning Authority?

This amendment has been prepared by Golden Plains Shire. Golden Plains Shire is the Planning Authority for this amendment.

Land affected by the Amendment:

- The area generally bound by Snake Valley-Smythesdale Road in the west and land north of (but not including Smythesdale township) up to Napoleons township in the east. Much of the southern boundary follows the edge of Crown land and Thorpes Road up to Napoleons township. The northern boundary is the common municipal boundary with the City of Ballarat.
- All Low Density Residential zoned areas across Golden Plains Shire.

What the Amendment does:

The amendment proposes to-

Amend the Municipal Strategic Statement by:

- Inserting reference to a new Low Density Residential Zone Policy under Section 21.03-Specific Policies.
- Under Section 21.04-1 inserting reference to the new Low Density Residential Zone Policy.
- Under Section 21.04-1 deleting paragraph 7 onwards to dot point 4 and inserting wording detailing the revised strategic planning direction for the Shire's North West area (See MSS Insert).
- Under Section 21.04-1 Reference Documents inserting 'Strategic Directions Plan for the North West Area (January 2000).'

Amend the Schedule to the Rural Living Zone (35.03) to reflect a range of minimum lot sizes according to the North West Area Structure Plan (2.0 hectares & 8.0 hectares).

Amend Local Policy 22.04 House Lot Excision Policy by adding a further objective and policy statement that references the need to consider relevant provisions of Local Policy 22.05 Management of Rural

Residential Development North West Area and the planning directions contained within the Strategic Directions Plan for the North West Area.

Amend Local Policy 22.05 under the heading Management of Rural Residential Development North West Area by deleting the existing policy and inserting a new policy and structure plan (See Attached).

Insert a new local Policy 22.10 Low Density Residential Zone Policy (See Attached).

Why the Amendment is required

North West Area

The north west area of Golden Plains Shire consists of a number of communities including Haddon, Ross Creek, Cambrian hill, Napoleons and land north of Smythesdale. Land use patterns are not clearly defined in the area, with a spread of rural residential development contained on a range of lot sizes. The area is also subject to growth pressure from a commuting base seeking to locate within travelling distance to Ballarat. The north west area is distinct from the rest of the Shire where urban type residential development is generally confined to existing township and settlements.

Existing and potential development nodes and residential capacity need to be clearly identified in the area to manage future growth, development and subdivision according to:

- infrastructure provision, constraints and availability;
- residential demand and take-up rates;
- urban and rural interface with future growth of Ballarat;
- environmental land management and land capability assessment including lot sizes capable of containing on-site effluent disposal.

In addition the Shire has a number of townships and community areas containing Low Density Residential zoning. These areas are often located on the periphery of existing urban residential areas, and reflect rural residential development with lot sizes usually ranging from 1ha to 4 ha.

Subdivision provisions under the zone would allow for these areas to be subdivided into lot sizes down to 0.4 ha. This would substantially increase the overall lot yield and infrastructure servicing requirements within these areas. Council wishes to control the development of inappropriate lot sizes in these areas where environmental constraints and existing lot sizes and characteristics need to be recognised.

Golden Plains and its community is keen to ensure that these areas are not indiscriminately subdivided without first having regard to:

- proper infrastructure in place, including drainage and roads,
- surrounding and existing lot patterns and configurations,

- lot sizes that can effectively contain on site effluent disposal where reticulated systems are unavailable and land is subject to poor drainage and water logging, and
- maintenance of important rural and community amenity and characteristics and development assessments against identified land capability assessment.

Impact of the Amendment

Social and Economic Effects

The amendment will have positive social and economic effects by applying a consistent standard and quality for the future growth and residential development in the north west areas and across Low Density Residential zones.

Environmental Effects

The amendment will have a positive impact on the environment by supporting long term rural residential and low density residential development according to a set of land use performance criteria based on sustainable land capability assessment and maintaining important rural amenity and character.

Minister's Direction

Ministerial Direction No. 6A applies to this amendment. This amendment does not propose to increase the current provision of rural residential development potential within the Shire under existing Rural Living zoning. The amendment recognises the existing rural residential development and lot patterns that have been created under previous planning controls and old crown allotment provisions.

The amendment also provides the planning authority with the necessary planning tools to assess new residential development and subdivision proposals against a set of performance criterion and land capability assessment that reinforces sound land management and long term sustainable environmental practices. The amendment details have been assessed on a strategic basis, taking into account the relevant social, economic and environmental matters affecting the north west area. Details of this strategic assessment are outlined in the report titled ' Background Issues Paper North West Area Study: for Community Consultation (November 1999) and the Strategic Directions Plan for the North West Area (January 2000) – prepared by Research Planning Design Group in association with John Randles and Associates P/L.

The Shire's Municipal Strategic Statement reinforces the principles of urban integration and township consolidation. It promotes the long term provision of infrastructure and community services. The strategic review of the north west area has reinforced these principles and established that the long term urban residential expansion needs of the adjoining City of Ballarat will not be adversely affected by

the application of the rural living and rural zoning. The amendment acknowledges requirements to meet State policy guidelines to provide for a 10 year demand and supply for rural residential lots. Based on existing lot configurations in the north west area and current demand and supply estimates, the area could accommodate anticipated growth rates up to 50 years supply.

Strategic consultation was undertaken with relevant agencies during the formation of this amendment including the regional office of the Department of Infrastructure, Department of Natural Resources and Environment, Central Highlands Water Authority, CFA and power and telecommunications authorities.

It is therefore considered that this amendment will support the principles and strategic direction of the Minister's Directions and the general Guidelines for Rural Residential Development, July 1992.

Strategic and Policy Justification of the Amendment

The justification for the preparation of this amendment was clearly outlined in the Municipal Strategic Statement (Clause 2.1.04.1). The strategic analysis undertaken as part of the north west area review has now been translated into the terms and content of this amendment. The future role and requirements of potential urban expansion for the City of Ballarat has now been clarified, allowing for the refinement of Council's long term strategic planning for the north west area.

Where you may inspect this Amendment

The amendment and accompanying supporting material is available for inspection free of charge during office hours at the following places:

Golden Plains Shire
Municipal Offices
Bannockburn

Department of Infrastructure
Customer Service Centre
Upper Plaza
Nauru House
80 Collins street
Melbourne

Department of Infrastructure
Regional Office
Ballarat

22 LOCAL PLANNING POLICIES

22.05 MANAGEMENT OF RURAL RESIDENTIAL DEVELOPMENT – NORTH WEST AREA.

This policy applies to the area shown on the attached plan.

Policy Basis

The north west area of the Shire contains a mix of township areas, rural residential, rural living and rural areas. The predominant characteristic of the area however is based on larger lot rural residential development with communities of interest that generally provides for rural residential lifestyles in commuting proximity to Ballarat.

It is important the planning of this area takes into account the timely provision of servicing and infrastructure for more dispersed communities (as well as existing townships), the disposal of effluent on-site where reticulated services are unavailable, meeting the need for planned rural residential development according to demand and supply projections and providing for sustainable long term land and environmental management.

A strategic review of the area has established that it is now unlikely that any of the north west area of the Shire will be required for future long term urban expansion from the City of Ballarat. It is now most likely that land within the City of Ballarat that adjoins the north west area, at some point in the future, will also be set aside for rural residential development opportunities. This approach will reinforce the rural residential character that has developed in the north west area of Golden Plains Shire.

Objectives

- To ensure the long term growth and development of the area satisfies the planning direction and strategies provided in the Strategic Directions Plan for the North West Area (January 2000) and Structure Plan.
- To ensure that use and development including subdivision does not prejudice future planning land use options and needs.

Implementation

It is policy that:

Future growth and development must satisfy the objectives and planning direction of the Strategic Directions Plan for the North West Area (January 2000) and Structure Plan.

The use and development of land shall be consistent with the role and function of this area as a well planned rural residential area, able to meet a diverse range of housing needs and limited rural uses which do not impact on adjoining rural residential uses.

Development contributions will be considered for new residential development and subdivisions including the provision of planned community facilities and improvements to road networks and drainage systems.

Proposed subdivisions and new development will be designed and located so as to ensure:

- recognition of existing rural amenity and character,
- land and environmental management including the retention of native vegetation, land rehabilitation where necessary including revegetation planting and erosion stabilisation programs,
- the disposal of effluent (where reticulated sewerage cannot be provided) and drainage management both within the site and within the immediate neighbourhood,
- recognition and management of potential threats from wildfire and salinity hazards, and
- the servicing of new development with relevant infrastructure and services including sealed road access generally in accordance with Golden Plains Shire Roads Strategy (June 1999).
- The provision of services and facilities that strengthen the communities of interest and generally satisfy the goals and objectives of the Golden Plains Shire Recreation Plan (April 1997).

Policy References

Background Issues Paper: North West Area Study- For Community Consultation (November 1999) (RPD Group).

Strategic Directions Plan for the North West Area (January 2000) (RPD Group).

Golden Plains Shire Road Strategy (June 1999).

Golden Plains Shire Recreation Plan (April 1997).

INSERT NORTH WEST POLICY STRUCTURE PLAN

22 LOCAL PLANNING POLICIES

22.10 LOW DENSITY RESIDENTIAL DEVELOPMENT POLICY

This policy applies to all land zoned Low Density Residential as shown on the Planning Scheme Maps.

Policy Basis

Golden Plains Shire contains a number of townships and settlements including Bannockburn, Batesford, Cambrian Hill, Inverleigh, Lethbridge, Linton, Meredith, Scarsdale, Shelford, Smythesdale and Teesdale, that contain areas of Low Density Residential zoning. In the case of the larger townships, this zoning is often located around the outskirts of urban residential zoning and typically reflect demand for low density residential development in these locations.

Many current owners within these areas have expressed a desire to limit further subdivision in order to retain rural lifestyle and existing lot configuration and characteristics in these areas. They are concerned that these areas were not designed to accommodate additional subdivision potential, unless significant infrastructure and service improvements were implemented. Only Bannockburn has reticulated sewerage available for its Low Density Residential zoning.

The subdivision provisions of this zoning could allow for these areas to be subdivided into lots down to 0.4 hectares. Additional residential development in these areas would substantially increase the overall lot yield and increase infrastructure requirements such as roads and drainage. Many of these areas currently contain lot sizes between 1 hectare up to 4 hectares (with the average around 2 hectares) Most of these areas have considerable capacity for in fill development around the towns and settlements.

Council is keen to ensure these low density residential areas are not indiscriminately subdivided and developed for residential purposes, without the proper service infrastructure including drainage and roads. Council is also keen to maintain the existing lot size and configurations often found in these zones. The provision of suitably sized lots to contain effluent disposal on site in accordance with the Septic Tank Code of Practice is also critical to low density residential areas that do not have reticulated sewerage services available. In addition, Council desires that these low density residential areas maintain a high standard of community amenity, rural landscape character and appearance.

Objectives

To maintain a high standard of quality low density residential areas across the Shire that reflects the rural character and aspirations of its community.

To ensure new residential subdivisions in the Low Density Residential zones are assessed according to the demand, availability and capacity of infrastructure requirements including roads and drainage services.

To ensure new lots in the Low Density Residential zoned areas are of sufficient size to accommodate on site effluent disposal in accordance with the provisions of the Septic Tank Code of Practice and are compatible with existing lot patterns and rural characteristics of the area.

Policy

It is policy that:

- Support for subdivisions proposing lot sizes down to 1.0 hectare in the Low Density Residential Zone will be considered only where rigorous testing of soil capacity has been undertaken by suitably qualified practitioners and demonstrated that the lot can contain on site effluent disposal and the surrounding area will not be adversely affected or impacted by the additional development.
- Subdivisions proposing lot sizes below 1.0 hectare within the Low Density Residential zone will generally be discouraged unless reticulated sewerage services are available to the subject land.
- Subdivisions proposing lot sizes below 1.0 hectare within the Low Density Residential zone will require the provision of substantial road and drainage infrastructure improvement to ensure the rural character and amenity of the area is not adversely affected.
- New subdivisions within the Low Density Residential zone must be able to make a positive contribution to the appearance and overall presentation of the area including the sensitive location, scale and appearance of sheds, compatibility with existing lot sizes and the introduction of additional tree planting that enhances the landscape appearance of the area.

Policy Reference

Background Issues Paper: North West Area Study- For Community Consultation (November 1999) (RPD Group).

Strategic Directions Plan for the North West Area (January 2000) (RPD Group).