

# NORTHERN SETTLEMENT STRATEGY

GOLDEN PLAINS SHIRE COUNCIL

APRIL 2019







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*“Golden Plains Shire is located on the traditional lands of the Wadawurrung people, who for thousands of generations have cared for country. Golden Plains Shire Council acknowledges the Wadawurrung as the Traditional Owners of this land.”*



# 1. EXECUTIVE SUMMARY

The purpose of this document is to provide directions to guide future settlement planning for growth and function at a local level. The Northern Settlement Strategy introduces a framework to connect the objectives of State planning policy with Council's township structure planning process.

The State of Victoria is growing at an unprecedented rate. By 2051 the State's population is forecast to reach 10.1 million people, with an additional 700,000 residents expected to live in Victoria's regional cities and towns. A significant percentage of the forecast regional growth is predicated to occur in cities such as Ballarat. The northern communities of the Golden Plains Shire are well positioned to benefit from strong growth occurring in the Ballarat West corridor.

The current scale and rate of population growth in the Ballarat region has not been experienced since the gold rushes of the 19th century. This period had a remarkable impact on the architectural, environmental and cultural landscapes of the region. It is anticipated that the next major chapter of growth will bring its own opportunities and challenges.

To understand the function of a settlement requires a study of how the place came to be, what it has become over time and how it relates to neighbouring locations. The Northern Settlement Strategy brings together three detailed studies considering township profiles, land supply analysis and economic modelling. These supporting studies have provided a foundation for comprehensive and purposeful engagement. Community responses confirmed the legitimacy of study findings and have populated the strategy with the aspirations of residents from across the north of the Shire.





## INTRODUCTION

**In 2014, the Golden Plains Shire Council identified a need to undertake a long term strategic study, considering future development in the north of the Shire. It was envisaged that the study would consider a comprehensive review of the Rural Living Zone land supply and demand in the northern communities.**

### 1.1 THE STUDY AREA

The Shire is located in south western Victoria, strategically positioned between Geelong and Ballarat and between 70 and 130 kilometres west of Melbourne. The northern portion of the Shire forms part of the Central Highlands Region (see Figure 1).

The study area covers approximately 1,928 square kilometres (192,800 ha) and is bordered by the City of Ballarat, City of Greater Geelong and the Shires of Pyrenees, Moorabool and Corangamite. The boundaries of the study area align to the portion of the Shire situated within the Central Highlands Region as illustrated by Figure 1. Figure 1 also includes the location of the Ballarat West Growth Area in context with the study area.

**The NSS has been prepared in two parts;**

- 1** concise strategy, and
- 2** detailed background report.

## 1.2 THE ROLE OF THE NORTHERN SETTLEMENT STRATEGY (NSS)

The NSS provides a summary of the key findings of the Background & Issues Report and sets out a strategic framework with a suite of Principles, Directions and Actions to assist in managing future growth in the north of the Shire.

Whilst the NSS can be read in isolation, the Background & Issues Report should be relied upon for a more comprehensive understanding of the existing conditions of the study area.



## 1.3 BACKGROUND & ISSUES REPORT

The Background & Issues Report (“the Report”) provides the contextual information to the current status, influences, opportunities, challenges and constraints on settlement in the north of the Shire. The Report also considers the feedback received as part of the extensive stakeholder and community engagement undertaken.

**The Report reviews the existing framework for the northern portion of the Shire including:**

- Policy context
- Drivers, challenges, opportunities & constraints;
- Issues and influences;
- Existing towns and settlements;
- Land supply; and
- Services and employment

**The Report and the NSS are supported by the following studies:**

- Area Profiles (GPS 2016)
- Residential Land Demand and Supply Assessment (Spatial Economics Pty Ltd 2016)
- Land Use Economic Modelling – (HillPDA Consulting 2016)





## 2. POLICY CONTEXT

The NSS is a municipal approach to land use planning. The Strategy will guide the structure, function and character of the Shire's settlements, taking into account municipal, regional and state contexts and obligations as illustrated in Figure 2.

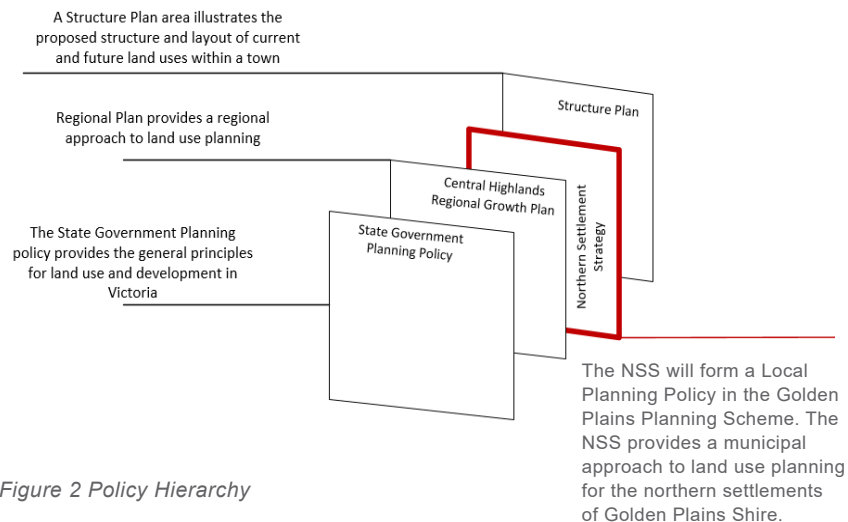


Figure 2 Policy Hierarchy

### STATE PLANNING POLICY

The following policies provide key directions for planning in Victoria at a state and regional level. The directions provided by existing planning scheme policies have been carefully considered in the development of NSS directions. This policy must be considered and consistent with the directions of the Strategy.

#### Plan Melbourne

According to the Victoria's Plan Melbourne strategy, Victoria's population is expected to reach 10.1 million by 2051. Victoria's regions will house 2.2 million of these people, increasing from the 1.5 million currently residing in Victoria. About 50% of that growth is expected to be in the regional centres of Greater Geelong, Greater Bendigo and Ballarat. Peri-urban areas beyond metropolitan Melbourne are expected to attract about 32% of regional Victoria's population.

#### Plan Melbourne key directions:

- Plan and manage sustainable urban growth that is concentrated in and around major towns within Melbourne's peri-urban areas.
- Provide employment, infrastructure, services and community facilities to new and established urban areas in an equitable manner.
- Manage rural living to prevent negative impacts on agriculture, biodiversity and landscape values.



## CENTRAL HIGHLANDS REGIONAL GROWTH PLAN (CHRGP) 2014

### CHRGP Key Findings:

- 169,000 people are living in the Central Highlands Region
- Ballarat had approximately 98,000 residents in 2014.
- 247,500 people predicted in the region by 2041.
- Aligns with Plan Melbourne and seeks to deliver outcomes which rebalance Victoria's population from Melbourne to rural and regional Victoria.

## EXISTING STATE PLANNING POLICY

The Victorian State Government is informed by a number of (State) Planning Policies. These unite existing State and regional policies and strategies within a central framework. The policies also set out general principles for land use planning and development.

### SPPs specifically relevant to the NSS study area include:

- PPF 11 Settlement
- PPF 12 Environmental and Landscape Values
- PPF 13 Environmental Risk
- PPF 14 Natural Resource Management
- PPF 16 Housing
- PPF 19 Infrastructure





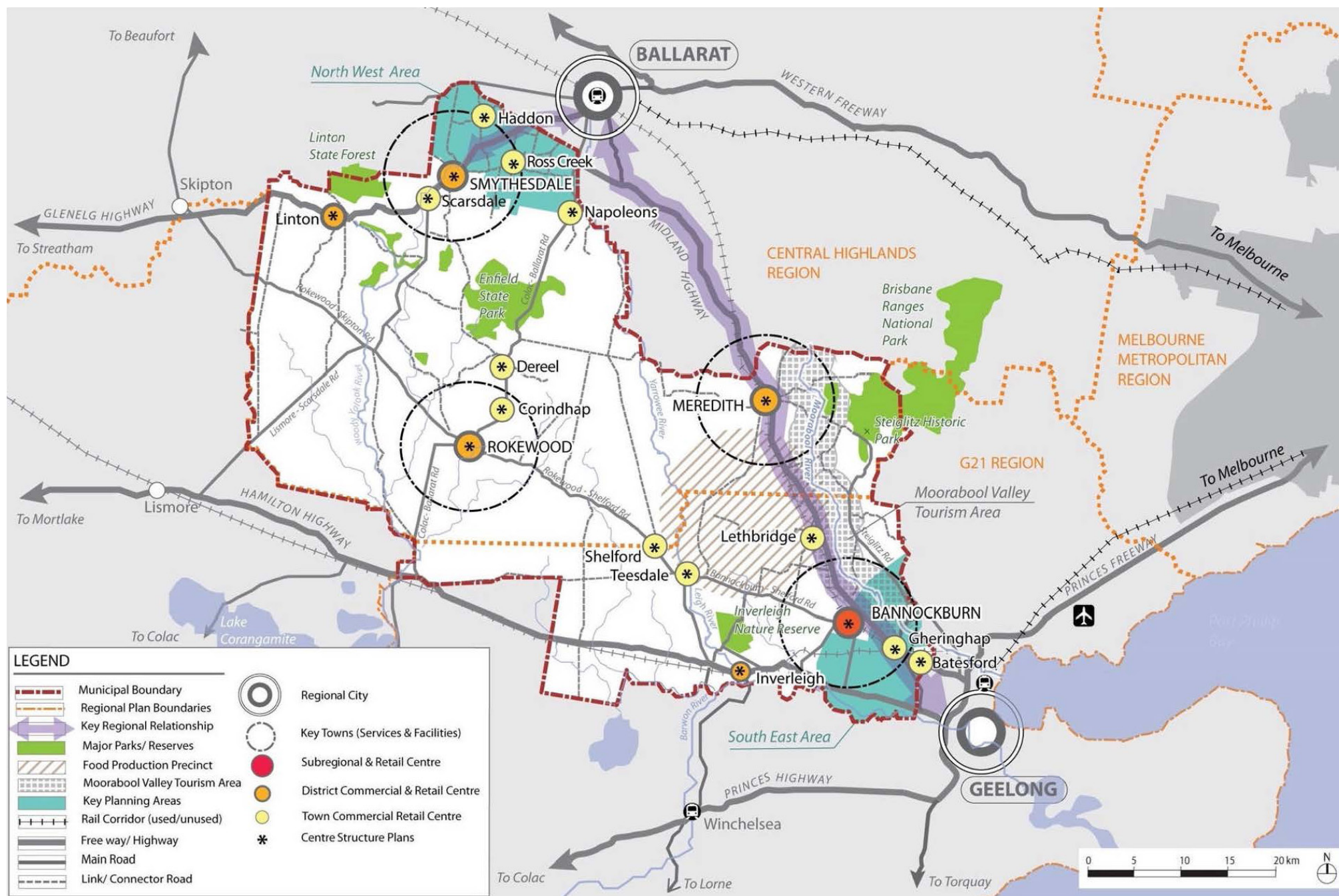


Figure 3 Key land use planning directions from the Golden Plains Planning Scheme



### 3. SETTLEMENT TYPOLOGY FRAMEWORK

In order to have a thorough understanding of each town in the study area and its role, a Settlement Typology Framework has been developed. The Framework groups together settlements with similar characteristics and provides a hierarchical summary based on a number of factors, including availability of residential land and services, infrastructure, commercial activities, character, settlement patterns and population size.

| TYPE | DEFINITION  | TYPICAL SERVICES & UTILITIES  | SETTLEMENT  | KEY EXISTING COMMUNITY INFRASTRUCTURE   |
|------|---|---|-------------|---|
| TOWN | Towns function as a key retail and service centre for a rural hinterland. They contain a limited range of retail, education, health and recreation opportunities. Access to higher order services is generally sought in larger regional centres. | Utilities – reticulated water, sewer & electricity<br><br>Services – Post Office/general store, medical services, CFA, primary school<br><br>Telecommunications – Access to NBN Fixed Wireless and Telstra copper network | SMYTHESDALE | Early Years – Maternal and Child Care<br><br>Education – Primary School<br><br>Medical – Doctor, Pharmacy<br><br>Services – Police, Post Office, CFA, Public Toilets, Public Hall, Landfill<br><br>Recreation – Recreation Reserve, Rail Trail, Bike Park, Skate Park |
|      |   |   | MEREDITH    | Early Years – Maternal and Child Care, Early Learning Hub, Playgroup<br><br>Education – Primary School<br><br>Services – Police, Post Office, CFA, Public Toilets, Public Hall,<br><br>Recreation – Recreation Reserve, Rail Trail, Bike Park, Skate Park             |
|      |   |   | HADDON      | Early Years – Pre-School Centre, Maternal and child care, Playgroup<br><br>Education – Primary School<br><br>Services – Police, Post Office, CFA, Public Toilets, Public Hall,<br><br>Recreation – Recreation Reserve, Rail Trail, Bike Park, Skate Park              |
|      |   |   | LINTON      | Early Years – Maternal and child care<br><br>Education – Primary School<br><br>Services – Municipal Office, Police, Post Office, CFA, Public Toilets, Public Hall, Library<br><br>Recreation – Recreation Reserve, Rail Trail, Skate Park                             |

| TYPE       | DEFINITION   | TYPICAL SERVICES & UTILITIES   | SETTLEMENT | KEY EXISTING COMMUNITY INFRASTRUCTURE  |
|------------|--|--|------------|--|
| SMALL TOWN | Small towns provide access to a limited range of essential education and health services for a rural hinterland and contain a small retail centre. They may be connected to both reticulated water and sewer services and usually have strong relationships with larger settlements nearby | Utilities – reticulated water and electricity                                | NAPOLEONS  | Early Years – N/A<br>Education - Primary School<br>Services - Public Hall, CFA, Post Office, Public Toilets<br>Recreation – Recreation Reserve, Playground |
|            |  | Services – Post Office/general store, CFA, primary school                    | ROKEWOOD   | Early Years – Kindergarten, Playgroup<br>Services – Public Hall, Public Toilets, Post Office, Police Station, Playground                                   |
|            |  | Telecommunications – Access to NBN Fixed Wireless and Telstra copper network | DEREEL     | Services – Public Hall, CFA<br>Recreation - Recreation Reserve, Public Toilets, Dereel Public Hall, Playground   |



| TYPE                          | DEFINITION  | TYPICAL SERVICES & UTILITIES                              | SETTLEMENT         | KEY EXISTING COMMUNITY INFRASTRUCTURE   |
|-------------------------------|---|---|--------------------|---|
| LOCALITY                      | A locality supports small populations and provides a focal point for the surrounding rural community. Access to retail, education and connection to reticulated water vary. | Utilities – reticulated water (possible) and electricity  | BERRINGA           | Recreation – Recreation Reserve, Public Toilets, Public Hall, Playground              |
|                               |   |   | CAMBRIAN HILL      | Recreation – Recreation Reserve, Public Toilets                                       |
|                               |   |   | CAPE CLEAR         | Education – Primary School<br>Services – Post Office                                  |
|                               |   | Services – Post Office/general store, CFA, primary school | CORINDHAP          | Recreation – Recreation Reserve, Public Toilets, Playground                           |
|                               |   |   | ENFIELD            | Recreation – Recreation Reserve, Public Toilets, Public Hall, Playground              |
|                               |   |   | GARIBALDI          | Services – Public Hall, Public Toilets, Playground<br>Recreation – Recreation Reserve |
|                               |   |   | HAPPY VALLEY       |   |
|                               |   |   | ILLABAROOK         | Services – Public Hall, Playground  |
|                               |   |   | NEWTOWN            | Services – Public Hall  |
|                               |   |   | NINTINGBOOL        | Services – Public Hall,<br>Recreation - Recreation Reserve,                           |
|                               |   |   | ROSS CREEK         |   |
|                               |   |   | SCARSDALE          | Recreation – Rail Trail   |
|                               |   |   | SMYTHES CREEK      | N/A   |
|                               |   |   | STAFFORDSHIRE REEF | Education – Primary School<br>Services – Post Office                                  |
|                               |   |   | STEIGLITZ          | Services – Public Hall  |
|                               |   |   |                    | N/A   |
|                               |   |   |                    | N/A   |
| Table 1 Settlement frameworks |   |   |                    | Services - Recreation Reserve   |

Table 1 Settlement frameworks

### 3.1 POPULATION ANALYSIS

The following information provides a snapshot of how and where demographic data has been collected to assist with understanding the current population of the NSS study area, demographics and the level of growth that is expected. Council subscribes to a program called Id. Profile to determine forecast. Population statistics have been extracted from the Australian Bureau of Statistics (ABS). Data for the NSS study area has been collected from districts, the North West and the Central West, as shown at Figure 4 below.

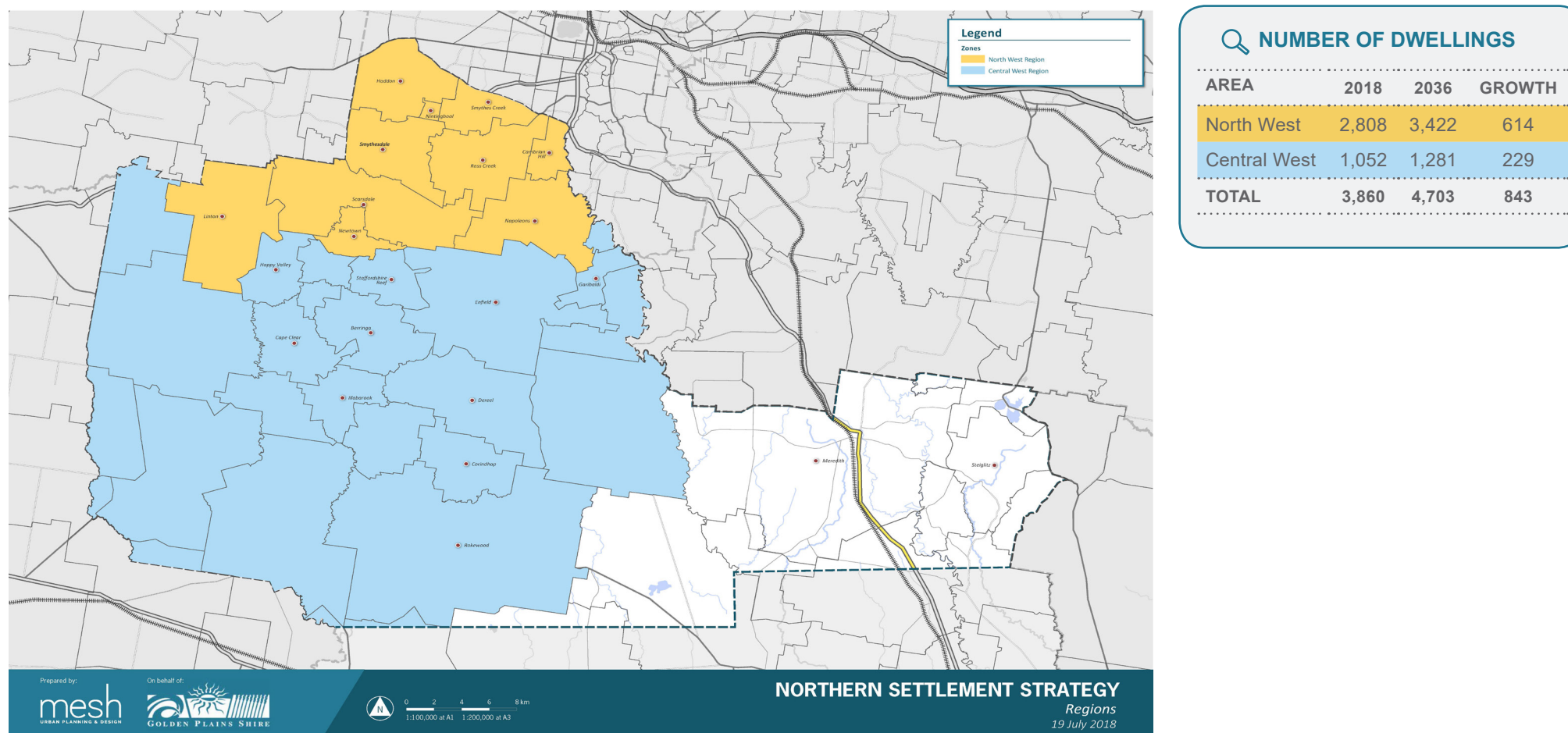


Figure 4 North West and Central West Area

See: <https://forecast.id.com.au/golden-plains/about-forecast-areas/?WebID=130>

## 4. DRIVERS, ATTRIBUTES, CHALLENGES & OPPORTUNITIES

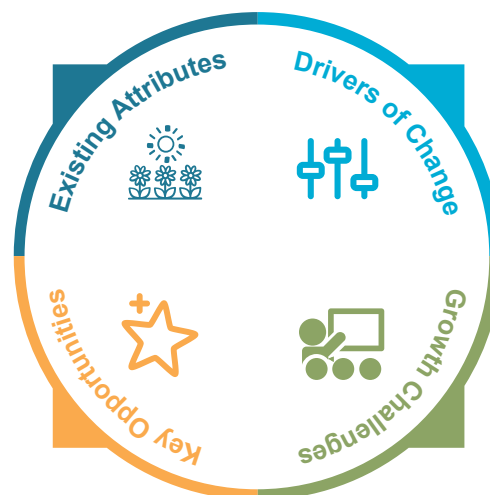
Over the long term, the northern settlement area is projected to grow and develop. It is important to understand the key drivers for this change. Existing attributes, challenges and opportunities have been identified to ensure that future strategic directions are appropriately targeted and responsive to the needs of a growing population.

### Existing Attributes

- Rural setting and associated lifestyle
- Safe, friendly community with a strong community network and spirit
- Close to the facilities and functions offered by the regional City of Ballarat
- The natural landscape including a range of environmental features
- Productive agricultural land

### Key Opportunities

- Major Projects that promote resilience and increase local services and liveability (The Well & Meredith)
- Connections with Ballarat and leveraging off growth in Ballarat West
- Affordable housing and proximity to a regional city
- Shire's rural lifestyle with access to regional services



### Drivers of Change

- Economic diversification
- Population growth
- Improved technology & global access
- State Government policy influences such as Plan Melbourne and the Central Highlands Regional Growth Plan
- Regional employment, services & education opportunities

### Growth Challenges

- Development pressure in high amenity areas including areas in close proximity to regional services.
- Environmental constraints such as bushfire, flooding and salinity
- Spreading the benefits of population growth
- Infrastructure & services shortfalls
- Aging population
- Lack of local employment opportunities
- Climate change



## 5. FINDINGS

A review of the Township Profiles, Land Supply/Demand Analysis, Economic Modelling and targeted Stakeholder Engagement provided a wealth of information that is captured within the Background & Issues Report. A summary of the key findings is provided below.

The greatest influencing factors for future growth in northern Golden Plains Shire are residential and employment growth in the Ballarat West Precinct.

### 5.1 REGIONAL PLANNING - BALLARAT WEST PRECINCT

The Ballarat West Precinct Structure Plan represents one of the largest growth corridors identified in regional Victoria and is shown overleaf (Fig. 5).

The City of Ballarat is committed to planning the Ballarat West Growth Area, in conjunction with the Ballarat Western Link Road and the Ballarat West Employment Zone. These projects are designed to ensure that population growth in the City of Ballarat is accommodated in a sustainable manner that capitalises on investment opportunities and improving efficiency of transportation.

#### The Ballarat West Growth Area

- Will cater for much of Ballarat's residential growth, provide services and infrastructure.
- Incorporates 1,717 hectares of Greenfield land adjoining the existing suburbs of Alfredton, Delacombe and Sebastopol.
- The area straddles the border between the City of Ballarat and Golden Plains Shire with the boundary interface between the two local government areas measuring approximately 19km.
- At full development the area will contain 18,000 homes and accommodate a population of over 40,000 people.

#### The Ballarat Link Road

- 16 kilometre major north-south arterial road linking Western Freeway & Midland Highway. (Stage 1 construction underway)

#### The Ballarat West Employment Zone

- Staged development of 438 hectares of land adjacent to Ballarat Airport
- Provides for manufacturing, agribusiness, construction, freight and logistics, and research and development uses.
- Expected to create up to 9000 jobs and investment of \$5 billion per annum into the Ballarat economy.

Given the close proximity with Golden Plains Shire these three projects have implications for settlement planning in the north of the shire. The new residential suburbs will likely bring;

- Major infrastructure to the boundary interface
- Increased potential for conflict between residential & rural land uses
- Increased visitation to existing natural assets, recreation reserves & other open space attractions.
- Increased traffic on the local road network.
- New community facilities & schools.
- Increased demand for rural lifestyle housing within commuting distance of Ballarat.

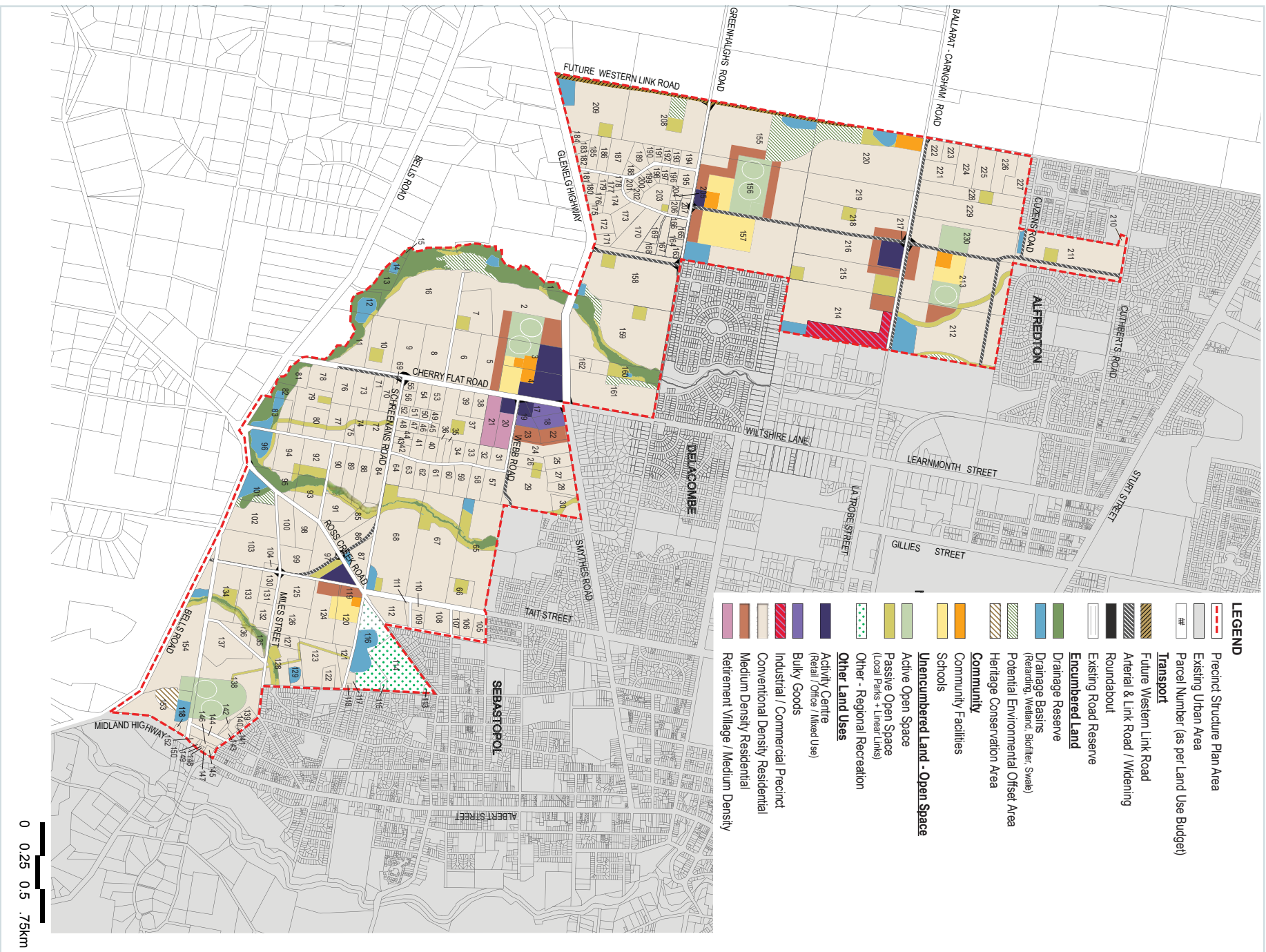


Figure 5 Ballarat West Precinct Plan: City of Ballarat 2016

## 5.2 RURAL LIVING ZONE – LAND SUPPLY

One of the most important features, and the basis for commencing the NSS, was the review of Rural Living Zone land supply. The RLZ land supply in the north of Golden Plains Shire provides a valued rural lifestyle product located within commuting distance of major employers located within the City of Ballarat.

**Following analysis of the RLZ supply and demand statistics the project revealed the following:**

### LAND SUPPLY SNAPSHOT

- NSS study area includes 13,800 hectares of zoned residential land.
- The Rural Living Zone (RLZ) applies to 11,800 hectares of zoned residential land.
- Golden Plains is well positioned to accommodate a range of rural living options due to its close proximity to Ballarat.

**Rural Living Zone provisions specify the following development requirements in the Golden Plains Planning Scheme:**

- Each lot must be at least the area specified for the land in a schedule to this zone.
- If no area is specified, each lot must be at least two (2) hectares.
- All other land is subject to an eight (8) hectare minimum subdivision area.

For more than 10 years the current schedule has provided a strong framework for the prioritisation of new development in what is a vast area of previously undeveloped land. The NSS review reveals:

- Significant presence of remnant and regenerated native vegetation.
- 44% of RLZ parcels have 20% or more Bushfire Management Overlay (BMO) coverage.
- Limiting further subdivision and development potential due to bushfire risk.

Despite an oversupply of RLZ land, Council continues to experience pressure to relax the 8 hectare lot size schedule and provide additional two (2) hectare sized allotments.

**This study sought to investigate the implications of this, including:**

- Cost to Council of servicing different forms of residential development
- Environmental risk
- Residential land supply within the study area
- Relationship between existing northern townships and the adjoining city of Ballarat.

The CHRGP acknowledges the considerable supply of RLZ land in the north west of Golden Plains Shire and provides policy considerations for determining where this form of development should be located.





## 5.3 POPULATION & HOUSEHOLDS

The population of the study area has been calculated using the number of houses in the study area (4,307) and the average household size of 2.5 persons (representing the average household size when measured across all the towns and localities in the study area).

### The NSS study area has:

- A population of 10,767 persons, spread across an area of 192,800 hectares.
- There are 8,000 people living on residential zoned land in settlements or localities.
- 2767 persons currently live within the Rural Activity or Farming Zones.

| AREA   | POPULATION |
|--|------------|
| Smythes Creek  | 1,155      |
| Haddon   | 1,075      |
| Smythesdale  | 886        |
| Ross Creek   | 831        |
| Scarsdale  | 749        |
| Meredith, Dereel, Linton, Enfield  | >500       |
| Napoleons  | <300       |
| Nintingbool, Newtown, Cambrian Hill  | <200       |
| Corindhap, Rokewood, Berringa  | >100       |
| Garibaldi, Happy Valley, Staffordshire Reef, Steiglitz, Cape Clear, Illabarook | <100       |

### Population Growth In North West & Central West Areas (2018 - 2036)

| AREA                         | 2018         | 2036          | GROWTH       |
|------------------------------|--------------|---------------|--------------|
| North West Area Population   | 7021         | 8555          | 1534         |
| Central West Area Population | 2631         | 3203          | 512          |
| <b>TOTAL POPULATION</b>      | <b>9,652</b> | <b>11,758</b> | <b>2,106</b> |

Table 2 Profile forecasting

The table below presents a snapshot of the population highlights from 2016 using .id profile.

|                                   | Population (ERP 2017) | Median Age | Couples with children | Older couples without children | Lone Person households |
|-----------------------------------|-----------------------|------------|-----------------------|--------------------------------|------------------------|
| Haddon - Smythesdale and district | 5018                  | 40         | 43%                   | 10%                            | 15%                    |
| Linton district                   | 1552                  | 44         | 26%                   | 11%                            | 25%                    |
| Enfield and Napoleons district    | 1338                  | 41         | 39%                   | 15%                            | 15%                    |
| Central West                      | 1712                  | 47         | 25%                   | 12%                            | 30%                    |
| Golden Plains Shire               | 22,480                | 39         | 40%                   | 10%                            | 16%                    |

Table 3 Population Highlights

## HOUSEHOLDS IN THE STUDY AREA



**4,307 houses in the NSS Study Area**

3,034 are in townships/localities



**2.5 is the Average Household size**

However there are large variances between towns and localities:

- Illabarook & Staffordshire Reef: 1.5
- Ross Creek & Smythes Creek: 3
- Linton: 2.1
- Nintingbool, Napoleons, Cambrian Hill, Enfield, Haddon and Meredith: 3

### The Changing Role Of Settlements

Table 4 provides a snapshot of where subdivision and dwelling development is most active in the study area and table 5 highlights the amount of residentially zoned land (TZ, LDRZ and RLZ) available within each locality. Higher rates of subdivision and development are occurring in those towns which are located within close proximity to the City of Ballarat such as Smythesdale, Ross Creek, Smythes Creek, Scarsdale and Haddon. Growth in Smythesdale continues to occur as a result of reticulated sewerage and investment into key social infrastructure.

Meredith is also experiencing steady growth as a result of its central location on the Midland Highway. Meredith offers an opportunity for a rural lifestyle within commuting distance to Geelong or Ballarat. Other locations, such as Napoleons and Cambrian Hill, are experiencing a moderate amount of development. These townships are situated along an identified 'Strategic Movement Corridor' which also allows for easy access to the City of Ballarat.

**Population and number of dwellings in towns and localities in the study area**

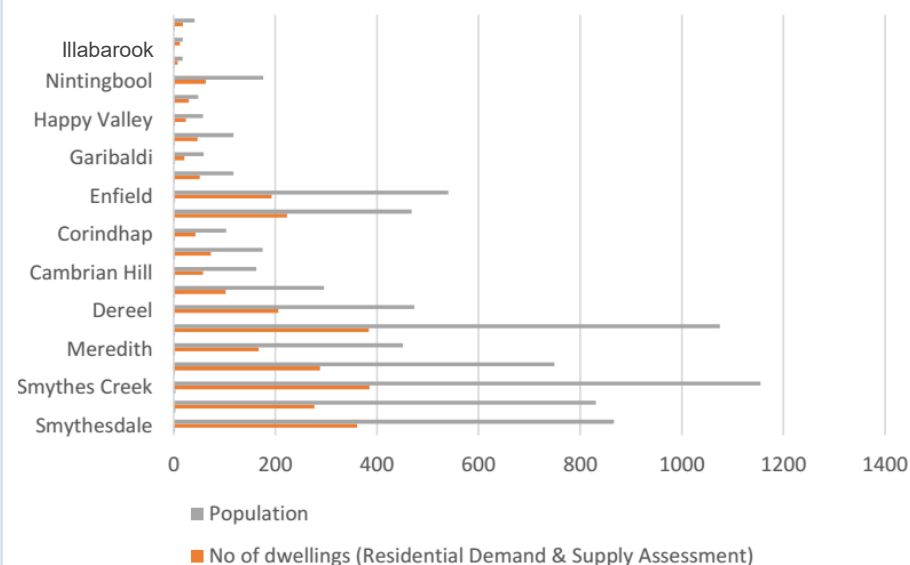


Table 4 population vs dwelling numbers

Table 5 (overleaf) demonstrates that there are a number of localities in the north of the shire which are experiencing very little or no growth. Historically these locations may have played an important role as gold rush settlements or in servicing the surrounding district, through a local post office, general store or service station. Many of these local conveniences are now grouped with higher order services or significant community and recreation facilities in the larger localities. Growth is also limited in many towns such as Steiglitz, Berringa and Enfield due to environmental risk (bushfire) or the limitations of sewerage infrastructure. Although growth in these towns is limited there is enough zoned residential land available to ensure housing development can be realised where considered appropriate.

| Towns              | Lots created through subdivision July 2010 - March 2016 |   | Distribution of lots per zone | Dwellings created through subdivision July 2010 - March 2016 |    | Distribution of dwelling stock per zone | Vac ha TZ    | Vac ha LDRZ  | Vac ha RLZ     |
|--------------------|---|---|-------------------------------|--|----|---|--------------|--------------|----------------|
| Smythesdale        | 43  | ● | 34<br>9                       | ●  | 50 | 21<br>29                                | 25           | 92           | 564            |
| Ross Creek         | 37  | ● | 37                            | ●  | 26 | 26                                      | 5            | N/A          | 527            |
| Smythes Creek      | 28  | ● | 28                            | ●  | 23 | 23                                      | N/A          | N/A          | 454            |
| Scarsdale          | 20  | ● | 5<br>3<br>12                  | ●  | 31 | 6<br>9<br>16                            | 15           | 119          | 794            |
| Meredith           | 12  | ● | 10<br>2                       | ●  | 33 | 31<br>2                                 | 12           | 24           | N/A            |
| Haddon             | 17  | ● | 13<br>4                       | ●  | 30 | 4<br>26                                 | 14           | N/A          | 229            |
| Dereel             | 14  | ● | 2<br>12                       | ●  | 11 | 1<br>1<br>9                             | 20           | 76           | 359            |
| Napoleons          | 10  | ● | 5<br>5                        | ●  | 5  | 2<br>3                                  | 33           | N/A          | 149            |
| Cambrian Hill      | 8   | ● | 4<br>4                        | ●  | 14 | 3<br>11                                 | N/A          | 16           | 334            |
| Newtown            | 8   | ● | 8                             | ●  | 10 | 2<br>8                                  | N/A          | 3            | 260            |
| Corindhap          | 3   | ● | 3                             | ●  | 9  | 3<br>6                                  | 3            | 25           | N/A            |
| Linton             | 1   | ● | 1                             | ●  | 13 | 6<br>4<br>3                             | 30           | 41           | 280            |
| Enfield            | 0   |   | 0                             | ●  | 20 | 3<br>17                                 | 2            | 37           | N/A            |
| Rokewood           | 2   | ● | 2                             | ●  | 2  | 2                                       | 14           | 2            | N/A            |
| Garibaldi          | 2   |   | 2                             | ●  | 1  | 1                                       | N/A          | N/A          | ● 229          |
| Berringa           | 2   | ● | 2                             | ●  | 2  | 2                                       | 14           | N/A          | 419            |
| Happy Valley       | 2   | ● | 3                             | ●  | 3  | 3                                       | N/A          | N/A          | 111            |
| Staffordshire Reef | 3   | ● | 3                             | ●  | 5  | 5                                       | 3            | N/A          | N/A            |
| Nintingbool        | 0   |   | 0                             | ●  | 1  | 1                                       | N/A          | N/A          | 2              |
| Steiglitz          | 0   |   | 0                             | ●  | 2  | 2                                       | N/A          | N/A          | 165            |
| Illabarook         | 0   |   | 0                             |  | 0  | 0                                       | N/A          | N/A          | 100            |
| Cape Clear         | 0   |   | 0                             |  | 0  | 0                                       | 35           | N/A          | N/A            |
| <b>TOTAL ha</b>    |   |   |                               |  |    |   | <b>225ha</b> | <b>435ha</b> | <b>4,976ha</b> |

● - TZ    ● - LDRZ    ● - RLZ

Table 5 summary of Activity: Lots Created and Dwellings Constructed July 2010 - March 2016



## 5.4 HOUSING AFFORDABILITY

Housing prices in the north of the Shire may be comparatively affordable in the regional context, however the cost of transport and lack of access to services offsets the advantage. Vulnerability to petrol prices and inflation/interest rate increases represent a significant issue for households in northern communities.

The tables below provide a snapshot of renting and mortgage data for particular districts within the study area.

|   | Population<br>(ERP 2017) | Median Age | Couples<br>with<br>children | Older<br>couples<br>without<br>children | Lone Person<br>households |
|---|--------------------------|------------|-----------------------------|---|---------------------------|
| Haddon -<br>Smythesdale<br>and district | 5016                     | 40         | 43%                         | 10%                                     | 15%                       |
| Linton and<br>district                  | 1552                     | 44         | 26%                         | 11%                                     | 25%                       |
| Enfield and<br>Napoleons<br>district    | 1338                     | 41         | 39%                         | 15%                                     | 15%                       |
| Central West                            | 1712                     | 47         | 25%                         | 12%                                     | 30%                       |
| Golden Plains<br>Shire                  | 22,480                   | 39         | 40%                         | 10%                                     | 16%                       |

Table 6 demographics in Golden Plains Shire

- Median house prices ([www.realestate.com.au](http://www.realestate.com.au)) show that house prices range from \$290,000 to \$462,000 in the north of the Shire.
- Many localities have no available data on median house prices due to a low number of recent sales.
- There are no public housing or community housing projects in the Shire.

It is clear that land and housing within the study area will continue to be an affordable and attractive option for those seeking a rural lifestyle within close proximity to a regional centre. The NSS needs to ensure a sufficient supply and diversity of housing options is provided within planned growth areas.



## 5.5 HOUSING DIVERSITY

State Planning Policy requires planning to provide a range of housing types to meet diverse needs.

### Specific State Planning Policy strategies include:

Ensure housing stock matches changing demand by widening housing choice.

Facilitate diverse housing that offers choice and meets changing housing needs through:

- *A mix of housing types*

### Encourage the development of well-designed medium density housing that:

- Respects the neighbourhood character.
- Improves housing choice.
- Makes better use of existing infrastructure.
- Improves energy efficiency of housing.

*Support opportunities for a range of income groups to choose housing in well-serviced locations.*

*Ensure planning for growth areas provides for a mix of housing types through a variety of lot sizes, including higher housing densities in and around activity centres.*

According to the **CHRGP Background Report**, 2014, there are significant differences in the supply of, and demand for, housing across the Central Highlands region.

### The study found:

- 29.4% of private occupied dwellings were rented in Ballarat
- Only 8.7% of private occupied dwellings were being rented in
- Golden Plains Shire (Australian Bureau of Statistics, 2011)

Diversity of housing can impact on the ability of some communities to attract skilled workers and thus affect service provision and the local economy. Given the aging population, the mix of housing available is also an important issue.

The **CHRGP (p.13)**, expressed a view that the range of housing options across the region does not match the current and projected needs of many households as follows:

*“Much of the type, form and location of residential areas and new housing being built in the region is working against the likely future needs of many households. Household sizes are getting smaller, single person households are increasing and households are often structured differently to traditional forms and sizes. These changes have implications for the supply of relevant forms of housing. New urban development and residential layouts across the region do not necessarily support the provision of cost effective and sustainable transport systems.”*

The **CHRGP** identifies a need to develop a regional housing strategy to address issues such as appropriate housing choice, availability and affordability within the region.

### The Northern Settlement Strategy seeks to:

- Ensure land supply is sufficient to meet demand.
- Provide a range of housing types to meet diverse needs.
- Locate new residential land supply in areas with good access to employment, public transport and services.



## Q AGE OF HOUSING STOCK

- The housing stock in the northern localities (Garibaldi, Enfield, Steiglitz, Staffordshire Reef, Berringa) is predominantly older than other homes in the study area.
- Newer dwellings (aged between 1-30 years) are more prominent in growth areas (Smythesdale, Meredith, Haddon).
- There is a likely correlation between the age of housing stock and the relative efficiency or sustainability of the product.



## 5.7 FUTURE HOUSING STOCK DEVELOPMENT

The range of options to accommodate future population growth within the Shire can be broadly divided into the following categories:

- **Greenfield development** - Whilst infill development is likely to play an important role in accommodating future population growth, it is expected there will be an increased demand for greenfield development located within close proximity to infrastructure generated by the Ballarat West growth area.
- **Infill development** - Infill development will be directed to existing serviced townships. This process involves developing undeveloped areas within existing settlements and creating higher density housing close to 'centres' that provide some level of service.



## 6. LAND SUPPLY FINDINGS

The Residential Land Demand and Supply Assessment which informs the NSS has identified **3,035 existing residential lots** across the study area. Of these, the majority are zoned Rural Living Zone (RLZ) totalling 1,867, followed by 680 lots in the Township Zone (TZ) and 488 lots in the Low Density Residential Zone (LDRZ).

**Proportion of Residential Zoned Land**

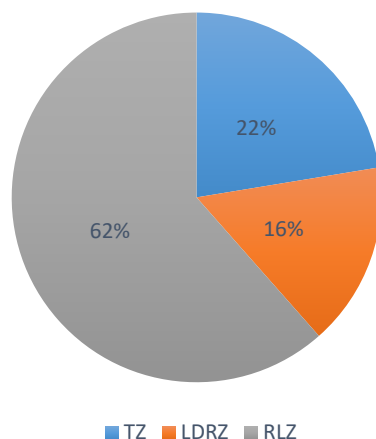


Figure 8 Residential zoned land in the study area

Currently there are **1,221 vacant lots** distributed across the study area, which equates to a vacancy rate of 40% (noting that the definition of a vacant lot is an allotment where there is no evidence of a habitable dwelling or commercial enterprise).

The vacant lots are spread across the different residential zones with 13% (155 lots) vacant in the LDRZ, 25% (304 lots) in the TZ and 62% (762 lots) in the RLZ.

**Number of Vacant Lots in Residential Zoned Land**

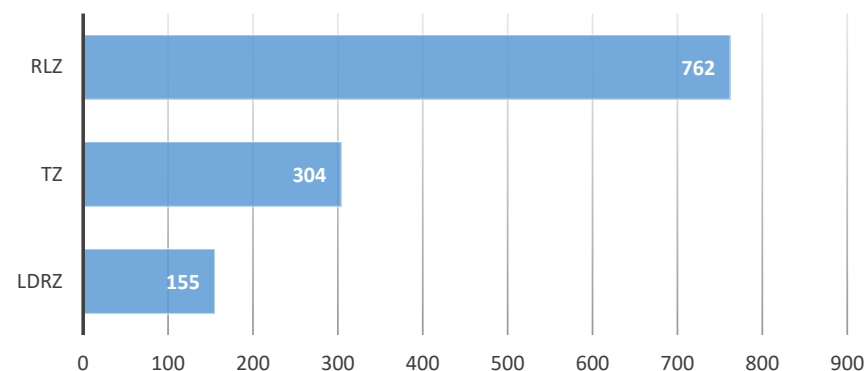


Figure 9 Vacant residential lots in the study area

In terms of capacity, the vacant land stock does not necessarily represent the final lot/dwelling yield or capacity. For example, of the existing vacant stock, 263 lots are of a size which require reticulated sewerage for housing construction to occur.

Of these 263 lots, only 97 have access to reticulated sewerage. The remaining lots are therefore currently unable to be developed for residential purposes due to waste water constraints. Nevertheless it is highlighted that at least 938 of the vacant lots are large lots with the potential capacity for waste water treatment and disposal.

Vacancy figures relate to housing trends across the whole Study Area and lose relevance when considering specific townships or localities. It is therefore important to consider the supply and demand of residential land stocks of individual localities

| TOWNSHIP      | TOTAL VACANT LOTS | LDRZ | RLZ | TZ | ANNUAL DWELLING GROWTH* | COMMENT   | ACTION  |
|---------------|-------------------|------|-----|----|-------------------------|---|---|
| Berringa      | 71                | 0    | 54  | 17 | 0.3                     | Sufficient supply.  | No action required.   |
| Cambrian Hill | 18                | 8    | 10  | 0  | 2.4                     | Reduced lot supply available. Larger lot stock available.   | Investigate potential for higher density development in association with Ballarat West. |
| Cape Clear    | 16                | 0    | 0   | 16 | 0                       | No dwellings constructed in recent years and ample available land supply.                         | No action required.   |
| Corindhap     | 16                | 6    | 0   | 10 | 1.6                     | Steady demand and low supply.   | No action required in the short term (monitor).   |
| Dereel        | 155               | 18   | 130 | 7  | 1.9                     | Sufficient vacant land available.   | No action required.   |
| Enfield       | 35                | 33   | 0   | 2  | 3.5                     | Reduced vacant lot supply. At current rates, all vacant lots will be consumed within 10-12 years. | No action required in the short term (monitor).   |
| Garibaldi     | 25                | 0    | 25  | 0  | 0.2                     | Limited demand and large supply available.  | No action required.   |
| Haddon        | 38                | 0    | 28  | 10 | 5.2                     | Strong growth of dwellings in the RLZ. Supply of vacant lots diminishing.                         | Review the Haddon Structure Plan.   |
| Happy Valley  | 28                | 0    | 28  | 0  | 0.5                     | Limited but sufficient capacity given low demand.   | No action required.   |
| Illabarook    | 16                | 0    | 16  | 0  | 0                       | Some capacity but no demand evident.  | No action required.   |



| TOWNSHIP           | TOTAL VACANT LOTS | LDRZ | RLZ | TZ | ANNUAL DWELLING GROWTH* | COMMENT   | ACTION                                     |
|--------------------|-------------------|------|-----|----|-------------------------|---|--|
| Linton             | 119               | 16   | 31  | 72 | 2.3                     | Sufficient supply.  | No action required.                        |
| Meredith           | 35                | 9    | 0   | 26 | 5.7                     | Growth is strong and depleting vacant lot availability. Subdivision and rezoning in accordance with the Structure recommended.  | Develop in accordance with Structure Plan. |
| Napoleons          | 20                | 0    | 10  | 10 | 0.9                     | Some growth and limited supply of vacant lots. Capacity to meet growth is provided in the Structure Plan.   | Develop in accordance with Structure Plan. |
| Newtown            | 54                | 5    | 49  | 0  | 1.7                     | Ample supply at current consumption rates.  | No action required.                        |
| Nintingbool        | 1                 | 0    | 1   | 0  | 0.2                     | Limited growth with capacity to subdivide non-vacant land.  | No action required.                        |
| Rokewood           | 25                | 3    | 0   | 22 | 0.3                     | Limited demand and adequate current and future supply available*.   | No action required.                        |
| Ross Creek         | 69                | 0    | 67  | 2  | 4.5                     | Significant amounts of vacant land supply for dwellings but restricted to 8ha minimum limitations. Proximity to Ballarat West provides opportunity for servicing and higher lot yields. | Further investigation is required.         |
| Scarsdale          | 161               | 56   | 90  | 15 | 5.4                     | Ample supply for medium to long term.   | No action required.                        |
| Smythes Creek      | 56                | 0    | 56  | 0  | 4.0                     | Limited vacant land to meet demand, however sufficient amount of zoned non-vacant land available for subdivision.   | No action required.                        |
| Smythesdale        | 210               | 1    | 133 | 76 | 8.7                     | Ample supply to satisfy demand in the medium to long term.  | No action required.                        |
| Staffordshire Reef | 30                | 0    | 30  | 0  | 0.9                     | Sufficient land available for current demand.   | No action required.                        |
| Steiglitz          | 19                | 0    | 0   | 19 | 0.3                     | Minimal growth, limited opportunity due to small lot sizes.   | No action required.                        |

\* West Wind Energy is currently undertaking a housing study to determine the townships ability to facilitate the temporary influx of population in Rokewood associated with the Golden Plains Wind Farm.

Table 8 Supply and demand of residential land stocks in each locality.

## 6.1 SUPPLY & DEMAND

Determining the capacity for residential development on the basis of vacancy rates alone is not a robust formula for drafting directions for growth. Land availability, combined with a scenario modelling provides another important layer for decision making. Three scenarios were analysed by Spatial Economics to estimate potential residential dwelling capacity across the northern settlements.

### The scenarios include:

- a conservative assumption of one dwelling per vacant lot;
- a conservative subdivision scenario; and
- a maximum capacity scenario.

Using these scenarios, Spatial Economics has estimated the existing supply of vacant land in the study area to produce a potential dwelling yield as follows:



|  SCENARIO |  NO. OF DWELLINGS |
|--|--|
| Scenario 1, of one dwelling per vacant lot   | 1,067  |
| Scenario 2, using a conservative subdivision scenario                                      | 1,959  |
| Scenario 3, using a maximum capacity scenario  | 3,154  |

Table 10 Existing supply scenarios

When considering the above capacity scenarios with the projected dwelling requirements from 2016 to 2036 prepared by Spatial Economics the assessment estimates that there will be a total dwelling requirement of 970 across the study area (an average of 48 dwellings per year).

Overall, based on projected demand of approximately 50 dwellings per annum, the years of land supply by capacity scenario include:


|  SCENARIO |  YEARS OF LAND SUPPLY |
|--|--|
| Scenario 1   | a land supply of 21 years is available   |
| Scenario 2   | a land supply of 39 years is available   |
| Scenario 3   | a land supply of 63 years is available   |

Table 11 Projected demand scenario

It should be noted however, that if demand increased by 50%, that is to 75 dwellings per year, the overall years of supply reduces under each scenario to the following numbers:



|  SCENARIO |  OVERALL YEARS OF REDUCED LAND SUPPLY |
|--|--|
| Scenario 1   | a land supply of 14 years (if demand for housing increases to 75 houses per annum)                                       |
| Scenario 2   | a land supply of 26 years (if demand for housing increases to 75 houses per annum)                                       |
| Scenario 3   | a land supply of 42 years (if demand for housing increases to 75 houses per annum)                                       |

Table 12 Impact of increased demand on residential supply



## KEY LAND SUPPLY & DEMAND FINDINGS / IMPLICATIONS

The Land Demand and Supply Assessment demonstrates that there is sufficient land supply available across the study area to cater for projected growth to 2030.

Historically, there has been a vast supply of zoned land available for rural living purposes and planning policy has sought to manage the further subdivision of supply.

At current growth rates, there is at least a 20 year supply of land available overall.

In the short to medium term, a 'business as usual' approach will see the supply moderate to levels advocated by State Planning Policy.

Strong local policy provided in the Scheme to manage subdivision and focus growth in strategically identified townships has been reflected in the rates of growth evidenced in these townships.

Continuing to apply this approach will see this trend continue, consistent with increased demand for smaller lots which is occurring across regional Victoria.

In the medium to long term are the implications presented by the Ballarat West growth precinct and the opportunities this provides to develop land in the northern sections of Cambrian Hill and Haddon localities that border the City of Ballarat.

The availability of reticulated sewerage means residential development at densities higher than current densities may be possible and this would significantly increase supply of residential land.



## 6.2 INTRODUCTION OF KEY GROWTH AREAS

The Golden Plains Shire commissioned Hill PDA to provide a land use economic modelling service that demonstrates the financial cost of different settlement patterns. The report reviews eight potential growth scenarios to accommodate approximately 2,000 residents and 840 new dwellings in the Golden Plains Shire.

Three different types of growth scenarios are illustrated below. The conceptual growth scenario explored Greenfield growth as an area covering 450ha that uses General Residential, Low Density Residential (unsewered) and Low Density Residential (sewered). In each scenario, 2,000 additional residents are accommodated in a different built environment. These scenarios all necessitate the construction of roads, drainage, footpaths, and other infrastructure. The relative cost of each product provides valuable insights for future planning. The development scenarios involve:

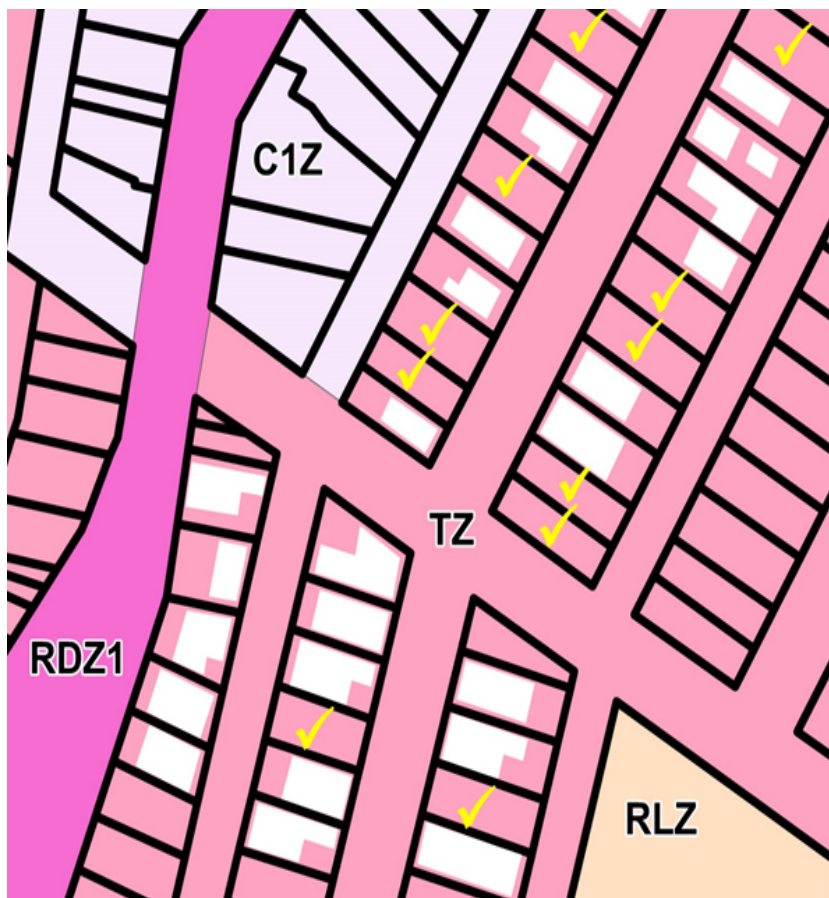


Figure 10 Scenario 1

### CONSOLIDATION SCENARIO

A consolidation scenario which conceptually has undeveloped land within and around existing general residential development that can be considered for infill dwelling development at the following sizes:

1. 1,000sqm lots;
2. 2,000sqm lots; and
3. 4,000sqm lots.

The consolidation scenario explored 3 potential development types in a residential area covering 150ha. The scenario uses the Township Zone, Low Density (unsewered) and Low Density (sewered).

#### Key Features

- Land located within existing town boundaries suitable for infill development
- Access to some existing infrastructure and services i.e. there is the assumption that 50% of the total road requirement already exists
- Three models of 'consolidated development' were considered:
  - 1,000sqm lots – 117ha
  - 2,000sqm lots – 212ha
  - 4,000sqm lots – 399ha



Figure 11 Scenario 2

### DISPERSED DEVELOPMENT SCENARIOS

The conceptual removal of the existing Rural Living Zone Schedule (which covers 9,500ha of land in the study area) to allow for dispersed development of:

4. 2ha lots; and
5. 8ha lots.

This scenario applies to the Rural Living Zone and considers using either the 8ha minimum lot size or the 2 ha minimum lot size. The standard minimum lot size set by the State in the Rural Living Zone is 2ha. The Golden Plains Planning Scheme includes a schedule to the Rural Living Zone which restricts the subdivision size to a minimum 8 ha. This schedule was applied to manage the oversupply of available rural residential land in the north. The dispersed development scenario calculates the potential cost of capital, maintenance and service provision at an 8ha min lot size versus the 2ha minimum lot size.

#### Key Features

- Identifies Land for future rural living zone subdivision and development
- It is assumed that all required access roads must be constructed
- Two models of 'dispersed development' were considered:

2ha lots – 1719ha

8ha lots – 6637ha

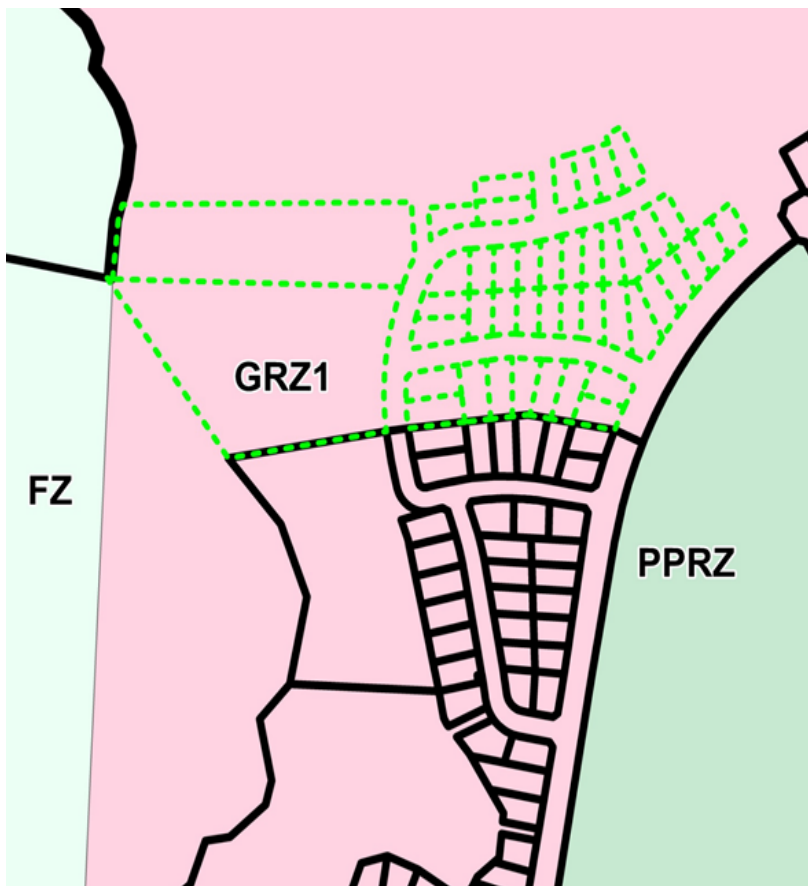


Figure 12 Scenario 3

### CONCEPTUAL GROWTH SCENARIOS

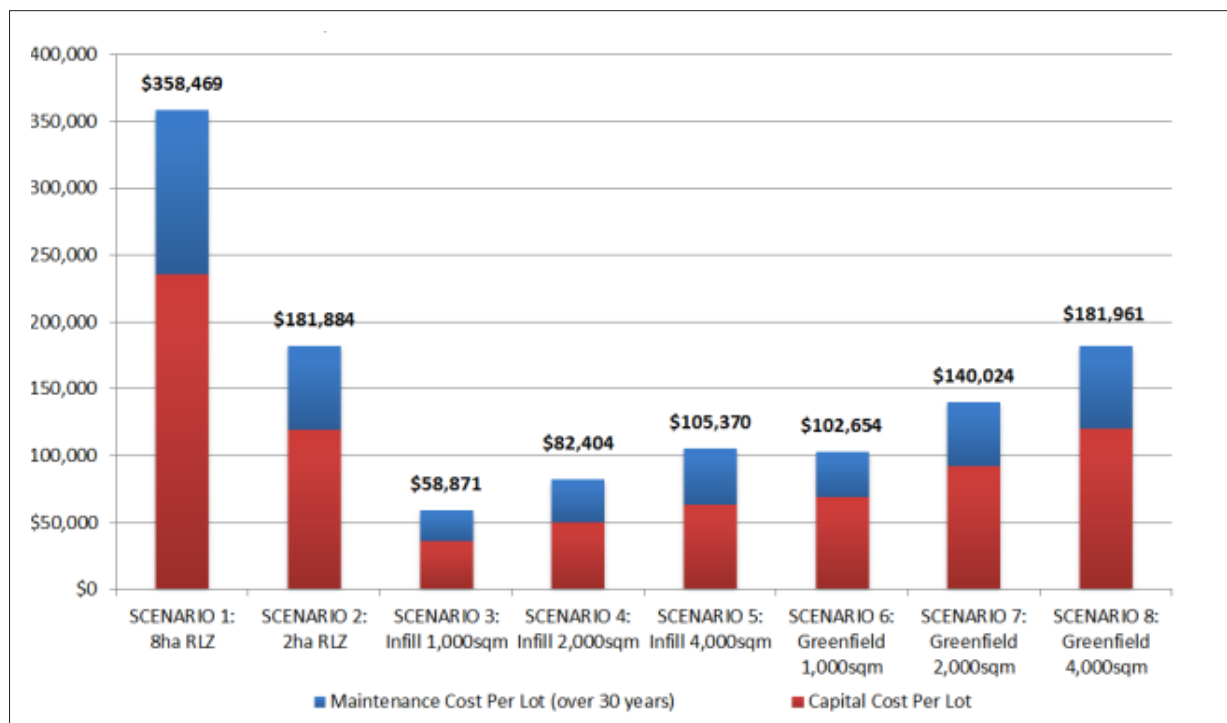
A conceptual growth scenario of greenfield development land with subdivision to occur at the following sizes:

6. 1,000sqm lots;
7. 2,000sqm lots; and
8. 4,000sqm lots.

#### Key Features

- Considers a farm land / greenfield site subdivision to create dwelling lots
- It is assumed that all roads and footpaths must be constructed
- Three models of 'conceptual growth' were considered:
  - 1,000sqm lots – 117ha
  - 2,000sqm lots – 212ha
  - 4,000sqm lots – 399ha





*Note: The Present Value is the sum value of maintenance costs over 30 years, calculated as a single figure in today's dollars*

Figure 13 per lot cost comparison

### 6.3 SUMMARY OF FINDINGS

The Land Use Economic Modelling study found that infill lots at 1,000sqm represent the lowest cost settlement scenario when considering annual maintenance costs and lowest capital costs. Annual maintenance costs associated with this scenario are calculated at approximately \$1.1m per annum (or \$19m over 30 years). Capital costs for this scenario are also the lowest cost settlement option for Council, at approximately \$30m.

From an ongoing maintenance perspective the most expensive settlement option for Council is a dispersed development scenario involving minimum lot sizes of 8ha. The average annual ongoing maintenance costs to Council associated with this scenario would be in the order of \$5.9m, or \$103m over 30 years. The capital cost of this scenario would be the most expensive option costing in the order of \$198m.

In summary the study found that large dispersed lots and residential development in new areas bear significant expense due to the cost of providing infrastructure. The development of residential lots within close proximity to existing infrastructure is notably more cost efficient.

## 7. STRATEGIC DIRECTIONS FRAMEWORK

The most significant directions for the NSS are shown in the Strategic Directions Plan at Figure 14. The Plan identifies two locations for further investigation. These locations directly adjoin the northern Shire border with the City of Ballarat. The directions regarding these two locations will inform future feasibility studies or structure plans. This work would likely consider residential growth opportunities leveraging from infrastructure associated with the development of the Ballarat West precinct.

Another key direction relates to the identification of 'Strategic Movement Corridors' along the Glenelg Highway and the Colac-Ballarat Road. These two roads support public transport services and allow the movement of people and produce through the Shire. The strongest growth in the north is occurring in the towns located along the two corridors.

Four of the smaller settlements in the north have been identified as locations where growth is likely to be contained. Profile studies demonstrate that these settlements have limited infrastructure, are experiencing very little demand for new dwelling opportunities and may be challenged by constraints such as bushfire threat.

Table 13 explains the strategic growth directions. Guiding principles for development have been formulated as shown at page 35. The principles, which have been informed by the findings of the NSS, ensure the directions of the Strategic Directions Plan are appropriately considered and implemented.





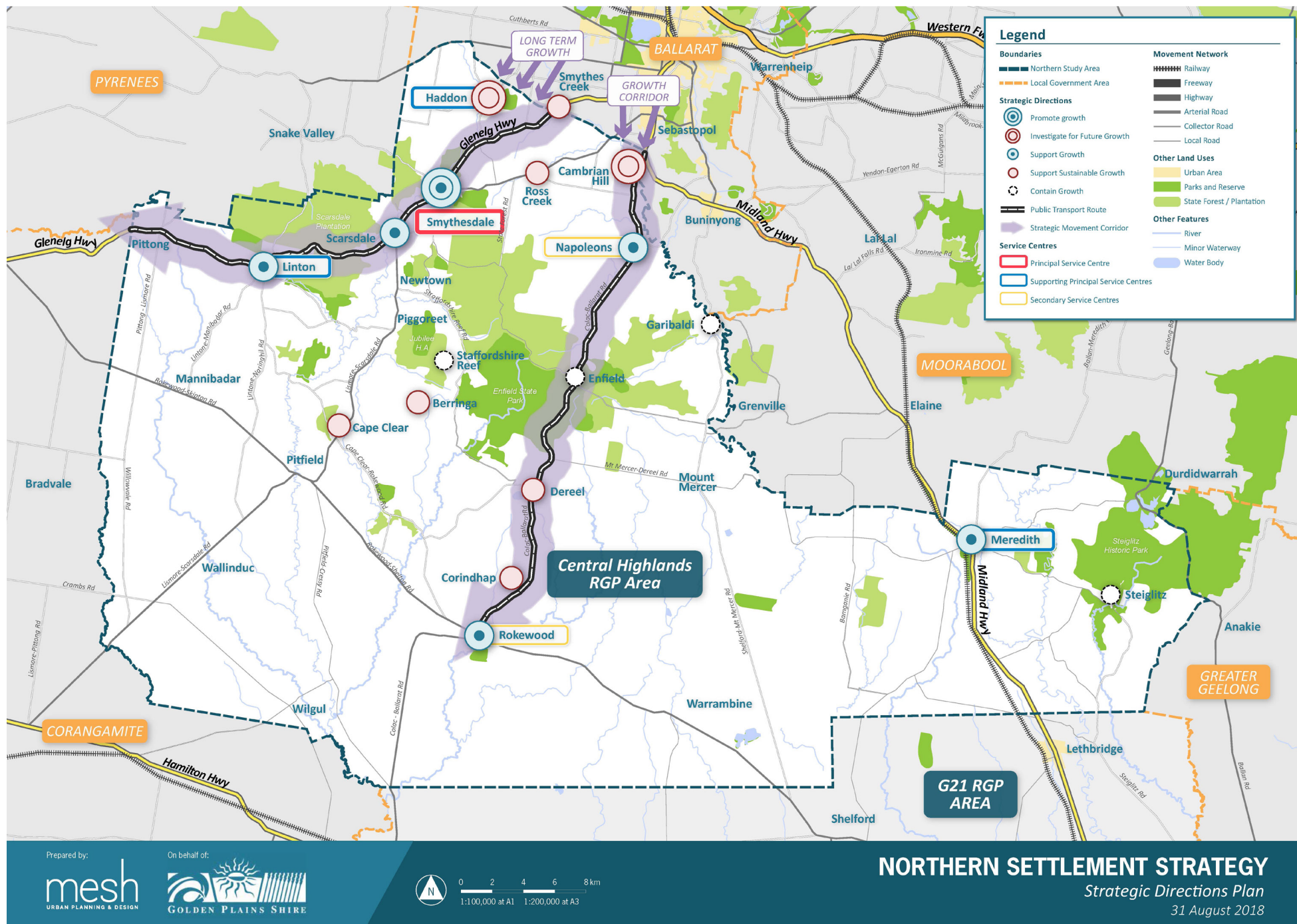


Figure 14 Northern Settlement Strategy Strategic Directions Plan



## 7.1 NSS STRATEGIC DIRECTIONS FOR GROWTH

### STRATEGIC DIRECTIONS FOR GROWTH IN THE NORTHERN SETTLEMENT STRATEGY












|  |   |
|--|---|
|  <b>Promote Growth</b>                    | <b>Development in areas where growth will actively be promoted will:</b> <ul style="list-style-type: none"> <li>• Be consistent with NSS Guiding Principles</li> <li>• Be supported by infrastructure and services</li> <li>• Focus urban development in locations where environmental impacts on the surrounding natural landscape are minimised.</li> <li>• Support significant growth in areas identified in the municipal strategic statement, framework plans, structure plans, and infrastructure planning</li> <li>• Have significant opportunity for priority infill development</li> </ul> |
|  <b>Investigate for Future Growth</b>     | <b>Areas Investigated for Future Growth will:</b> <ul style="list-style-type: none"> <li>• Capitalise on opportunities to coordinate infrastructure provision with planned growth</li> <li>• Identify and plan for infrastructure to support growth</li> <li>• Be consistent with NSS Guiding Principles</li> </ul>   |
|  <b>Support Growth</b>                    | <b>Areas where growth will be supported will:</b> <ul style="list-style-type: none"> <li>• Implement existing Structure Plan Directions</li> <li>• Provide for small-scale residential and commercial development to support resilient communities</li> <li>• Have a level of existing infrastructure that can be augmented to meet demand without constraining land supply</li> <li>• Consider directions in the Domestic Wastewater Management Plan</li> </ul>  |
|  <b>Support Sustainable Growth</b>        | <b>Areas where sustainable growth will be supported will:</b> <ul style="list-style-type: none"> <li>• Have access to services and infrastructure</li> <li>• Will be consistent with the NSS Guiding Principles</li> </ul>  |
|  <b>Contain Growth</b>                  | <b>Growth is contained or carefully managed where:</b> <ul style="list-style-type: none"> <li>• The settlement is subject to significant natural hazards</li> <li>• The impacts of settlement growth on the local environment would be severe and difficult to manage</li> <li>• Slower or sporadic development patterns generally occur through incremental subdivision within the existing settlement</li> <li>• Communities have limited access to community support services</li> </ul>   |
|  <b>Key Strategic Movement Corridor</b> | <b>Settlements located in a key strategic movement corridor have:</b> <ul style="list-style-type: none"> <li>• Ability to leverage opportunities for goods and services provided to larger towns</li> <li>• A strategic road network to maximise connectivity and access</li> <li>• Capacity for the logical extension of the network to provide effective linkages between settlements</li> <li>• Access to public transport services</li> </ul>   |






Table 13 NSS strategic directions for growth





## 7.2 NSS TOWNSHIP DIRECTIONS

| TOWNSHIP      | SETTLEMENT TYPE | GROWTH PRESSURES   | FUTURE DIRECTIONS  | VACANT LAND                                 | KEY CONSTRAINTS  |
|---------------|-----------------|--|--|---|--|
| Haddon        | Town            | Land use data indicates an increased demand for smaller lots. Volume of dwelling construction has depleted vacant lots available in the RLZ. In the six year period July 2010 - March 2016 - 30 dwellings were constructed and 17 lots were produced   |  Promote Growth<br>Review existing Structure Plan & prepared new Structure Plan    | 229 ha - RLZ<br>14ha - TZ                   | Increased development will need to consider lack of reticulated sewerage<br>Significant areas of the Haddon locality are constrained by bushfire risk.   |
| Smythesdale   | Locality        | Smythesdale is located along a key transport corridor with linkages to the regional city of Ballarat. The town experiences immigration from Ballarat as people move out to areas close to services but with a rural feel. Its proximity to Ballarat means is it not expected to have major employment or services even as they grow over the next few decades. In the six year period July 2010 – March 2016, 50 dwellings were constructed and 43 lots were produced. |  Promote Growth<br>Review existing UDF   | 564 ha – RLZ<br>92 ha – LDRZ<br>25 ha - TZ  | Smythesdale sewerage infrastructure is limit in its ability to increase provision. Significant areas subject to bushfire risk. Smythesdale Landfill is located within close proximity to the town area and may have some impact on the LDRZ residential area as well as larger allotments in the RLZ. Smythesdale landfill may limit development potential of land located to the east of the town centre. |
| Cambrian Hill | Locality        | Locality may be influenced by Ballarat West and the opportunities for infrastructure and services provision. Locality has frontage to the Western Highway Link. In the six year period July 2010 – March 2016, 3 dwellings were constructed and 8 lots were produced.  |  Investigate for future growth<br>Develop Structure Plan                          | 334 ha – RLZ<br>16 ha - LDRZ                | Growth and development to be developer led. Settlement maintenance costs for Council would be more affordable at 1,000sqm lots. Cambrian Hill has high soil risk rating for domestic waste water management however this can be mitigated by reticulated sewerage.   |
| Scarsdale     | Locality        | Scarsdale's close proximity to Smythesdale's LDRZ land (Yellowglen) means there is little requirement for additional land within the locality. In the six year period July 2010-March 2016, 31 dwellings were constructed and 20 lots were produced.   |  Implement directions of existing Structure Plan which recommends consolidation. | 794 ha – RLZ<br>119 ha – LDRZ<br>15 ha - TZ | The BMO covers 5,749 ha of the locality (86.41%). Scarsdale is comprised of a combination of high and low risk soil rating and lots sizes which will determine development potential. Infill development will need to consider land capability and lot size.   |

|            |            |   |  |   |  |   |
|------------|------------|---|--|---|--|---|
| Linton     | Town       | Council is not experiencing pressure for growth that cannot be already accommodated. In the six period July 2010-March 2016, 13 dwellings were constructed and 1 lot was produced.  |    | Implement directions of the existing Structure Plan. Regional Growth Plan encourages infill.  | 30 ha - TZ<br>40 ha - LDRZ<br>280 ha - RLZ | Development in the Linton township is limited due to lack of reticulated sewerage and small lot sizes (under 2000sqm) unable to sustain waste water management. A substantial area of land in the Linton locality is covered by the BMO (3,120 ha). Land in the TZ (50ha) is covered by the LSIO  |
| Napoleons  | Small Town | Napoleons is located in a Key Strategic Corridor and identified as a small town which can build on local opportunities to services immediate residents. In the six year period July 2010-March 2016, 5 dwellings were constructed and 10 lots were produced.  |    | Implement directions of the existing Structure Plan. Manage future growth development and subdivision in line with infrastructure provision.  | 33 ha - TZ<br>150 ha - RLZ                 | A number of lots within the TZ are land locked and require co-operative arrangements with neighbouring landowners to gain access to properties. Napoleons is unsewered and 43% of land in the locality is covered by the BMO.   |
| Rokewood   | Small Town | Rokewood is located in a Key Strategic Corridor. Rokewood is a focus point for the delivery of services and facilities to a cluster network of smaller towns including Dereel and Corindhap.  |    | Retain the town's compact form and focus new development on existing vacant land within the town. Encourage infill development before rezoning new areas. Re-zoning to be supported where there is sufficient demand. | 14 ha - TZ<br>3 ha - RLZ                   | Town is serviced by radial single wire earth return (SWER) lines due to its low density development. Area has a strong agricultural focus. Infill development must consider land capability and lot size.   |
| Meredith   | Town       | Midland Highway is located in a Key Strategic Corridor on the Midland Highway with direct access to Geelong, Ballarat and the Western Highway once the Western Link Rd is completed. Meredith has opportunities for increased commercial and tourism business. Additional development can be accommodated on land zoned LDRZ. In the six year period July 2010-March 2016, 21 dwellings were constructed and 12 lots were produced. |    | Encourage subdivision and residential development within existing low density residential zone.   | 12 ha - TZ<br>24 ha - LDRZ                 | Capacity for infill development within the existing residential area is limited due to lack of reticulated sewerage. Development to the west of the Midland Highway is limited due to rail infrastructure and a Public Acquisition Overlay for a future town centre by-pass. Drainage and environmental issues associated with domestic wastewater management remains an issue in the township. |
| Ross Creek | Locality   | Located in close proximity to Ballarat (12km). Locality is defined by the significant area of land zoned for rural living. (1480ha). A smaller component of the RLZ is covered by the 2ha overlay (337ha). Pressure to extend the 2ha overlay to allow for increased smaller lots. In a six year period July 2010-March 2016, 26 dwellings were constructed and 37 lots were produced.  |  | Support sustainable change consistent with NSS Guiding Principles. Existing Structure Plan directs future development to occur on existing vacant land.   | 5 ha - TZ<br>527 ha - RLZ                  | Lack of services and infrastructure. Infrastructure and maintenance cost associated with dispersed development.   |



|               |          |   |  |  |  |  |
|---------------|----------|---|--|--|--|--|
| Corindhap     | Locality | The locality is supported by the Rokewood township. Corindhap is located in a Key Strategic Movement Corridor on the Colac-Ballarat Road. Excessive supply of land in the TZ was reduced and zoned back to LDRZ as a result of the 2009 structure plan process. In a six year period July 2010-March 2016, 9 dwellings were constructed and 3 lots were produced.   |    | Support sustainable change consistent with NSS Guiding Principles. Where possible encourage subdivision of LDRZ and TZ land to provide further supply of residential land. | 4 ha – TZ<br>21 ha - LDRZ                  | No reticulated sewerage. Infrastructure and maintenance costs associated with dispersed development.   |
| Dereel        | Locality | The locality supported by the Rokewood township. Dereel is situated in a Key Strategic Movement Corridor on the Colac-Ballarat Road. Significant area of land zoned for low density residential living. In a six year period July 2010-March 2016, 11 dwellings constructed and 14 lots were produced.  |    | Support sustainable change consistent with NSS Guiding Principles  | 20 ha - TZ<br>77 ha - LDRZ<br>359 ha - RLZ | Significant areas of the Dereel township's power supply is provided by SWER power lines. Significant areas of land (4,429 ha) are covered by the Bushfire Management Overlay. The Environmental Significance Overlay Schedule 2 covers 876ha of land. ESO2 relates to the protection of tributaries to the Woody Yaloak River. |
| Berringa      | Locality | Berringa is not experiencing growth which cannot be accommodated in the existing land supply. In a six year period July 2010-March 2016, 2 dwellings were constructed and 2 lots were produced.   |    | Support sustainable change consistent with NSS Guiding Principles  | 14 ha – TZ<br>419 ha - RLZ                 | Berringa reflects a dispersed rural residential community adjacent to the heavily vegetated and undulating Enfield State Forest.   |
| Cape Clear    | Locality | Cape Clear is not experiencing growth which cannot be accommodated by existing land supply. In a six year period July 2010-March 2016, no dwellings or lots were created during this period.  |    | Support sustainable change consistent with NSS Guiding Principles  | 35 ha - TZ                                 | Small areas in the TZ are impacted by Bushfire Risk and Environmental Significance Overlay.  |
| Smythes Creek | Locality | The Smythes Creek locality straddles the Golden Plains Shire and City of Ballarat municipalities. The entire locality of Smythes Creek is zoned RLZ with a large proportion of the area subject to the 2ha subdivision overlay. Subsequently there is a large proportion of lots below 4 hectares which cannot be further subdivided. In a six year period July 2010-March 2016, 23 dwellings were constructed and 28 lots were produced. |  | Support sustainable change consistent with NSS Guiding Principles  | 454 ha - RLZ                               | Limited immediate availability of land to meet demand.   |

|                    |          |   |  |  |                               |  |
|--------------------|----------|---|--|--|-------------------------------|--|
| Enfield            | Locality | Enfield is located in a Key Strategic Movement Corridor on the Colac-Ballarat Road within commuting distance to Ballarat. Much of the development in Enfield has occurred on land zoned for low density residential development. In a six year period July 2010-March 2016, 20 dwellings were constructed. No lots were produced in this period. Reticulated sewerage is limited to the Woodlands Estate. |    | Contain Growth. Council is not considering provision of additional land for development. There is no strategic justification for further growth. | 2.1 ha – TZ<br>36.8 ha - LDRZ | Proximity to the State Forest presents land management and safety issues. The BMO covers 8,986ha of the locality (91.08%). All existing houses in the Woodland Estate are connected reticulated sewerage and no further extension to the sewer system is possible. |
| Steiglitz          | Locality | Steiglitz is not experiencing growth which cannot be accommodated in by existing land supply. In a six year period July 2010-March 2018, 2 dwellings were constructed. No lots were produced in the same period.  |    | Contain Growth. Council is not considering provision of additional land for development. There is no strategic justification for further growth. | 2.8 ha – TZ                   | Infill development must consider land capability and lot size.   |
| Garibaldi          | Locality | Garibaldi is not experiencing growth which cannot be accommodated by the existing land supply. In a six year period July 2010- March 2018, 1 dwelling was constructed and 2 lots were produced.   |    | Contain Growth. Council is not considering provision of additional land for development. There is no strategic justification for further growth. | 58.4 ha - RLZ                 | The BMO covers 710ha (60%) of land in the locality.  |
| Staffordshire Reef | Locality | Staffordshire Reef is not experiencing growth which cannot be accommodated by the existing land supply. In a six year period July 2010-March 2018, 5 dwellings were constructed and 3 lots were produced  |  | Contain Growth. Council is not considering provision of additional land for development. There is no strategic justification for further growth  | 165 ha - RLZ                  | The Bushfire Management Overlay covers 99.9% of the locality.  |





|              |          |  |  |   |                                 |  |
|--------------|----------|--|--|---|---------------------------------|--|
| Newtown      | Locality | Newtown is not experiencing growth with cannot be accommodated by the existing land supply.  |  | Contain Growth. Council is not considering provision of additional land for development. There is no strategic justification for further growth | 260.2 ha - RLZ<br>2.7 ha - LDRZ | State forest to the west of the locality and relies on infrastructure and services in Scarsdale and Smythesdale as Newtown has no township of its own.   |
| Happy Valley | Locality | Happy Valley is a rural locality and former gold mining town west of Ballarat with no traditional formation of settlement. The locality is not experiencing growth with cannot be accommodated by the existing land supply. There have been three dwellings constructed between 2010-2016. |  | Contain Growth. Council is not considering provision of additional land for development. There is no strategic justification for further growth | 111.1 ha - RLZ                  | The historic subdivisions within localities have left a legacy of fragmented land holdings and a proliferation of residential development in isolated areas devoid of appropriate infrastructure.<br><br>State forest borders the locality to the north and south. |
| Nintingbool  | Locality | During 2010-2016, 1 dwelling was constructed. A small rural locality which is not experiencing growth which cannot be accommodated by the existing land supply.  |  | Contain Growth. Council is not considering provision of additional land for development. There is no strategic justification for further growth | 2.4 ha- RLZ                     | The historic subdivisions within localities have left a legacy of fragmented land holdings and a proliferation of residential development in isolated areas devoid of appropriate infrastructure.  |
| Illabarook   | Locality | A small rural community with 1 dwelling constructed between 2010-2016. Not experiencing growth which cannot be accommodated within the existing land supply.   |  | Contain Growth. Council is not considering provision of additional land for development. There is no strategic justification for further growth | 100.4 ha -RLZ                   | The historic subdivisions within localities have left a legacy of fragmented land holdings and a proliferation of residential development in isolated areas devoid of appropriate infrastructure.  |

Table 14 strategic directions for growth in the north of the Shire



## 7.3 GUIDING PRINCIPLES FOR FUTURE PLANNING

The following principles, considerations and guidance have been formulated to assist the prioritisation of new township Structure Plans and the assessment of strategic and infill land use planning requests within the study area into the future. The principles, considerations and guidelines are based on the findings of this Background and Issues Report.

### GUIDING PRINCIPLES FOR FUTURE REQUESTS TO REZONE

- *Follow Regional Growth Plan Directions*
- *Promote infill in existing settlements*
- *Support consistency with relevant Structure Plan directions*
- *Support growth located in close proximity to an identified growth corridor*
- *Consider all costs associated with proposed settlement pattern*
- *Avoid areas affected by environmental constraints*
- *Avoid impacts of land use and development on important areas of biodiversity*

### GUIDING PRINCIPLES FOR PRIORITISING STRUCTURE PLANS

- *Growth is supported by the Strategic Framework Plan*
- *Consider proximity to enabling infrastructure*
- *Consider likelihood of impact from interface development*
- *Consider zoned land supply and strategically identified land*
- *Strategy indicates Structure Plan review for the following reasons: -*
  - *Outdated directions*
  - *Settlement assessed against principles*
  - *Limited residential land supply*
- *Avoid impacts of land use and development on important areas of biodiversity*

### GUIDING PRINCIPLES FOR REQUESTS TO AMEND EXISTING SCHEDULE IN THE RURAL LIVING ZONE

- *Avoid areas affected by environmental constraints*
- *Consider proximity to existing settlements and ensure the efficient use of land located within close proximity to enabling infrastructure*
- *Consider existing Structure Plan directions*
- *Limit expansion of the RLZ 2ha schedule*

### GUIDING PRINCIPLES FOR CONSIDERING INFILL DEVELOPMENT

- *Development must be consistent with Golden Plains Shires Domestic Wastewater Management Plan*
- *Development must be consistent with the Regional Growth Plan directions*
- *Consider existing Structure Plan directions*

### GUIDING PRINCIPLES FOR CONSIDERING GREENFIELD DEVELOPMENT

- *Encourage development to Interface with planned growth*
- *Encourage development in areas with access to existing social and physical infrastructure*
- *Ensure development is consistent with existing Structure Plan directions*
- *Ensure new development considers the strategic planning of service providers*
- *Avoid impacts of land use and development on important areas of biodiversity*

## 7.4 SUMMARY OF COUNCIL ACTIONS

The findings of the Northern Settlement Strategy Background and Issues Report have implications for existing policy within the Golden Plains Planning Scheme. As part of implementing the Northern Settlement Strategy, the Planning Policy Framework will need to be reviewed to reflect the findings and incorporate the principles for future planning. The following table provides guidance and where necessary actions for each settlement.

| SETTLEMENT TYPE | SETTLEMENT  | GROWTH & COMMUNITY FACILITIES DIRECTION<br>NOTE: THE SETTLEMENT PROFILES FOR EACH SETTLEMENT TYPE HAVE ASSISTED IN IDENTIFYING THESE DIRECTIONS   |
|-----------------|-------------|---|
| TOWN            | Smythesdale | <ul style="list-style-type: none"> <li>Promote Growth (Primarily Growth Settlement) reflects Council's investment priority.</li> <li>Progress infill development in the township area.</li> <li>Acquire, rezone and develop vacant Crown land parcels through the town to encourage infill development.</li> <li>Progress pedestrian links from Creek to town centre.</li> <li>Review Urban Design Framework</li> </ul> |
|                 | Meredith    | <ul style="list-style-type: none"> <li>Encourage subdivision within existing low density residential zone area.</li> <li>Promote and develop precincts within Meredith. Rezone priority growth area as shown on Meredith</li> <li>Structure Plan Framework.</li> <li>Consider findings &amp; directions from DWMP</li> </ul>  |
|                 | Haddon      | <ul style="list-style-type: none"> <li>Prepare a new structure plan for Haddon.</li> <li>More clearly define settlement boundaries with consideration given to identified future growth locations.</li> </ul>   |
|                 | Linton      | <ul style="list-style-type: none"> <li>Support directions of existing Structure Plan. Linton has 70 hectares of township and low density residential zoned land. An average of two dwellings constructed per year. In respect to land supply no further action required.</li> </ul>   |
|                 | Napoleons   | <ul style="list-style-type: none"> <li>The revised Napoleons Structure Plan directs that future residential land supply be provided as development rates increase in the Napoleons township area. Encourage infill development.</li> </ul>  |
| SMALL TOWN      | Rokewood    | <ul style="list-style-type: none"> <li>Existing lots within the township zone have capacity for further subdivision.</li> <li>Promote town consolidation - infill development. Reinforce urban and rural edge.</li> </ul>   |
|                 | Dereel      | <ul style="list-style-type: none"> <li>Maximize infill development. Promote Dereel as the local centre to serve smaller localities in geographical proximity.</li> <li>Provide buffer between residential development and forestry plantations and commercial needs of the surrounding district.</li> <li>Consider identified bushfire risk.</li> </ul>   |

| SETTLEMENT TYPE | SETTLEMENT         | GROWTH & COMMUNITY FACILITIES DIRECTION  |
|-----------------|--------------------|--|
|                 |                    | NOTE: THE SETTLEMENT PROFILES FOR EACH SETTLEMENT TYPE HAVE ASSISTED IN IDENTIFYING THESE DIRECTIONS   |
| LOCALITY        | Berringa           | <ul style="list-style-type: none"> <li>Support appropriate development of existing zoned land. No further action is required from a land supply demand.</li> </ul>   |
|                 | Cambrian Hill      | <ul style="list-style-type: none"> <li>Residential Land Supply and Demand Assessment 2016 recommends further investigation of options for high density development given Cambrian Hill's proximity to Ballarat.</li> </ul> |
|                 | Cape Clear         | <ul style="list-style-type: none"> <li>Sufficient residential land available. No further action required.</li> </ul>   |
|                 | Corindhap          | <ul style="list-style-type: none"> <li>Support directions of existing Structure Plan. No further action required.</li> </ul>   |
|                 | Enfield            | <ul style="list-style-type: none"> <li>At current development rates all vacant lots will be taken up in 10-12 years. Contain growth. No further action required.</li> </ul>  |
|                 | Garibaldi          | <ul style="list-style-type: none"> <li>No further action required</li> </ul>   |
|                 | Happy Valley       | <ul style="list-style-type: none"> <li>No further action required</li> </ul>   |
|                 | Illabarook         | <ul style="list-style-type: none"> <li>No further action required</li> </ul>   |
|                 | Newtown            | <ul style="list-style-type: none"> <li>Newtown is connected to Scarsdale with no township zoned land supply. Any action will need to reflect wider sub-area factors</li> </ul>   |
|                 | Nintingbool        | <ul style="list-style-type: none"> <li>No further action required</li> </ul>   |
|                 | Ross Creek         | <ul style="list-style-type: none"> <li>Development will need to consider infrastructure requirements. No further action required</li> </ul>  |
|                 | Scarsdale          | <ul style="list-style-type: none"> <li>No further action required</li> </ul>   |
|                 | Smythes Creek      | <ul style="list-style-type: none"> <li>Encourage consolidation through subdivision</li> </ul>  |
|                 | Staffordshire Reef | <ul style="list-style-type: none"> <li>No further action required</li> </ul>   |
|                 | Steiglitz          | <ul style="list-style-type: none"> <li>No further action required</li> </ul>   |

Table 15 directions by settlement type



## 8. CONCLUSION

The NSS represents the culmination of a significant volume of work, engaging residents and stakeholders from across the study area and the directly adjoining regions. The NSS provides new insights into the changing demographics of existing townships and a roadmap for their future growth.

Importantly the Strategic Directions Plan acknowledges Ballarat West and the impacts of this growth on our northern communities. Through its implementation the NSS will provide a logical and practical framework for future structure plan prioritisation.

Research regarding Rural Living Zone development has found that although this pattern of settlement is popular and helps define the character of many northern towns, it has the highest establishment and servicing costs. Furthermore a large percentage of the vacant RLZ land supply is challenged by a range of environmental constraints. It is recommended that the future expansion or release of additional RLZ land supply through a review of the existing zone schedule should be deferred. The future consideration of new areas for an extension of the 2ha RLZ schedule will be limited to those locations which meet criteria detailed with the strategy.

With the adoption of the NSS the future sustainability of our communities will be improved through the identification of infill development opportunities and the potential for new growth fronts.

