



Ordinary Council Meeting

11 December 2019

Council Chamber, Town Hall, Sturt Street, Ballarat

AGENDA

Public Copy

NOTICE IS HEREBY GIVEN THAT A MEETING OF BALLARAT CITY COUNCIL WILL BE HELD IN THE COUNCIL CHAMBER, TOWN HALL, STURT STREET, BALLARAT ON WEDNESDAY 11 DECEMBER 2019 AT 7:00PM.

This meeting is being broadcast live on the internet and the recording of this meeting will be published on council's website www.ballarat.vic.gov.au after the meeting.

Members of the public attending this meeting may be filmed. By remaining in the public gallery once the meeting commences, members of the public give their consent to being filmed, and for the recording of them to be made publicly available and used by council.

Information about the broadcasting and publishing recordings of council meetings is available in council's broadcasting and publishing recordings of council meetings procedure which is available on the council's website.

AGENDA

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1. OPENING DECLARATION

Councillors: *"We, the Councillors of the City of Ballarat, declare that we will carry out our duties in the best interests of the community, and through collective leadership will maintain the highest standards of good governance."*

Mayor: *"I respectfully acknowledge the Wadawurrung and Dja Dja Wurrung People, the traditional custodians of the land, and I would like to welcome members of the public in the gallery."*

2. APOLOGIES FOR ABSENCE

3. DISCLOSURE OF INTEREST

4. CONFIRMATION OF MINUTES

5. MATTERS ARISING FROM THE MINUTES

6. PUBLIC QUESTION TIME

Note – all public representations will be heard before each item on the agenda.

QUESTION TIME

- Question Time will be for a period of 30 minutes;
- Questions submitted must begin with the submitters name and suburb;
- No person may submit more than two questions at any one meeting;
- If two questions are submitted, the second question may be deferred until all other questions have been asked, or may not be asked if the time allotted for public question time has expired.
- A question may be disallowed if the chair determines that it:
 - Relates to a matter outside of Councils responsibility;
 - Is defamatory, indecent, abusive, offensive, irrelevant, trivial or objectionable in language or substance;
 - Deals with a subject matter already answered;
 - Is aimed at embarrassing a Councillor or a member of Council Staff;
 - Relates to personnel matters;
 - Relates to the personal hardship of any resident or rate payer;
 - Relates to industrial matters;
 - Relates to contractual matters;
 - Relates to proposed developments;
 - Relates to legal advice;
 - Relates to matters affecting the security of Council property: and/or
 - Relates to any other matter which Council considers would prejudice Council or any other person.
- A Councillor or the Chief Executive Officer may require a question to be put on notice. If a question is taken on notice, the answer to it must be incorporated in the minutes of Council and a written copy of the answer sent to the person who asked the question: and
- A Councillor or the Chief Executive Officer may advise Council that an answer should be given in a meeting closed to members of the public and why.

PUBLIC SUBMISSIONS

1. Representatives must register by 4:30pm on the day of a Council meeting by contacting the City of Ballarat on (03) 5320 5875. No unregistered public representative will be allowed to speak.
2. The Representative will be given three to five minutes to address the meeting, with extension of time at the discretion of the Chair.
3. Any Councillor can ask questions of the Representative.
4. The Chair may limit the number of representatives on any particular Agenda item.
5. All representations must relate to items on the Agenda and will be heard prior to each respective Agenda item.

7. REPORTS FROM COMMITTEES/COUNCILLORS

8. CHIEF EXECUTIVE OFFICER REPORT

8.1. CHIEF EXECUTIVE OFFICERS REPORT

Division: Executive Unit
Director: Justine Linley
Author/Position: Justine Linley – Chief Executive Officer

OFFICER RECOMMENDATION

Council resolves to:

Receive and note the CEO's Operational Report.

EXECUTIVE SUMMARY

The CEO's Operational Report highlights issues and outcomes affecting the organisation's performance as it delivers services and implements the Council's strategies and policy decisions.

RATIONALE

The Council of the City of Ballarat is responsible for setting the municipality's strategic direction. The CEO of the City of Ballarat is the sole employee of the Council and is responsible for establishing the organisational structure and resource implementation to achieve the objectives set by the Council. This operational report provides a greater level of access to not only the organisation's achievements, but also the challenges and issues confronting staff and officers in the delivery of services.

Key achievements, projects and events delivered:

Girrabanya Integrated Children's Centre Upgrade Official Opening

Girrabanya Integrated Children's Centre was officially opened in October following a \$1.25 million upgrade which has almost doubled the centre's capacity. The project included a new 23-place occasional care room, an expanded 33-place kindergarten room, an overall increase of 11 long day care places, an upgraded foyer, meeting space and kitchen. The City of Ballarat's occasional care service relocated to the Steinfeld Street centre after more than 30 years of operation in Market Street. Maternal and Child Health and Immunisation services continue to operate from the centre, with extra staff on-site to provide families with information about early childhood services.

2019 City of Ballarat Youth Awards

The Wendouree Centre for Performing Arts welcomed over 400 guests to the 2019 City of Ballarat Youth Awards. In its 15th year, the awards attracted 106 nominations across 11 categories. All nominees were celebrated on the night –each receiving a certificate and badge featuring the words "we are now".

Future Laboratory at Ballarat

Ballarat business and industry leaders were informed of the global drivers that will shape Ballarat for the next 5 years and beyond at an exclusive Ballarat session of The Future Laboratory earlier this month. The Future Laboratory provides insights for businesses interested in future consumer behaviours and finding out how to adapt to these changes and plan for their own growth. Focusing on the six global drivers that represent the shifting cultural, economic, environmental, political and social landscape affecting consumers, the presentation had a strong visitor economy focus, while also covering the broader retail, leisure and hospitality sectors. The session was part of a successful calendar of events delivered by the City of Ballarat's Economic Development unit, featuring high profile speakers including Mel Neil and Bernard Salt, designed to shape the future growth and vibrancy of our city to make Ballarat bigger, bolder and better.

Ongoing community consultation:

Ballarat Integrated Transport Plan

The Walking and Pedestrian Network is the second transport mode to be explored as part of Phase One of the Ballarat Integrated Transport Plan. Residents can provide feedback via the interactive map at the City of Ballarat mySay website to highlight which are good to use or need improvement. A summary of the Rail and Walking & Pedestrian Network feedback will be available soon.

Consultation with Children

City of Ballarat staff and volunteer committee members are continuing to attend a range of events and activities using an iPad and an online survey to get the thoughts and feedback of children and their families.

Ongoing projects, initiatives and works:

Free CBD Parking in December ahead of Smarter Parking Phase 2 roll out

The City of Ballarat's Smarter Parking Plan Phase 2 roll out will begin on 1 December, with current CBD parking meters starting to be removed and new infrastructure installed.

Parking meters that take coins and credit cards, along with a Smartphone app, will switch on in February 2020. Clearly marked number plate recognition vehicles will start operating across the municipality in December.

While the roll out takes place, CBD on-street parking will be free from 1 December to 31 January, although time limits will still apply.

Free Event Workshops for Industry

The Events team are continuing to conduct a range of free event workshops to assist in the capacity building of industry and community. Upskilling local event managers and related industry players is an action listed in the Ballarat Event Strategy 2018 –2028. Workshops included sessions on social media for events, events funding, and the Australian Tourism Data Warehouse.

Staff achievements and presentations

Ballarat named a UNESCO Creative City

The City of Ballarat was announced as a UNESCO Creative City, in the area of Craft and Folk Art in October. Ballarat was one of 66 newly declared UNESCO cities and 246 worldwide. It is the first city to be named a creative city of craft and folk art in Australia. This is the first significant achievement under the application of the Creative City Strategy, ratified by Council in May 2019, responding to the community's request for international recognition of the city's creative energies and skills.

Ballarat's Creative City Strategy Receives National Accolades

Ballarat's Creative City Strategy and Creative Precinct Master Plan, adopted by Council in May, has been recognised with a series of awards. The strategy and master plan received the top award for 'Economic Development Strategic Thinking' at the National Economic Development Conference. The strategy and master plan also won a Planning Institute Australia Award (Vic) in the Great Planning Ideas – Large Project category. In addition, the master plan was a finalist in the prestigious Australian Urban Design Awards. The strategy has been shortlisted for the Premier's Design Awards.

Excellence in Family Day Care Award

Family day care educator Melissa Dreger won the competition's Ballarat and Central Highlands educator of the year award for the third time in the five years she has worked for the City of Ballarat. In October, Melissa was also announced as the national finalist for Victoria and Tasmania in the only Australian awards dedicated to the family day care sector.

LEGISLATION, COUNCIL PLAN, STRATEGIES AND POLICY IMPACTS

- *Charter of Human Rights and Responsibilities Act 2006*
- City of Ballarat Council Plan 2017-2021

REPORTING AND COMPLIANCE STATEMENTS

Implications	Considered in Report?	Implications Identified?
Human Rights	Yes	No
Social/Cultural	No	No
Environmental/Sustainability	No	No
Economic	No	No
Financial/Resources	Yes	No
Risk Management	No	No
Implementation and Marketing	No	No
Evaluation and Review	No	No

Human Rights – It is considered that this report does not impact on any human rights identified in the *Charter of Human Rights and Responsibilities Act 2006*.

Financial/Resources – No additional financial implications have arisen from the preparation of a CEO Operational Report.

OFFICERS DECLARATIONS OF INTEREST

Council Officers affirm that no direct or indirect interests need to be declared in relation to the matter of this Report.

REFERENCE DOCUMENTS

- Nil

ATTACHMENTS

- Nil

9. ASSEMBLIES OF COUNCILLORS

9.1. ASSEMBLIES OF COUNCILLORS

Division: Business Services
Director: Glenn Kallio
Author/Position: Sarah Anstis - Administration Officer Statutory Compliance

OFFICER RECOMMENDATION

Council resolves to approve the report on Assemblies of Councillors as listed:

- 13 November 2019 Strategic Briefing
- 3 November 2019 Infrastructure and Environment Portfolio
- 15 November 2019 Events and the Arts and Economic Partnerships
- 27 November 2019 Council Agenda Review Briefing
- 27 November 2019 Infrastructure and Environment Portfolio Meeting No 206

EXECUTIVE SUMMARY

The purpose of this report is to provide Council with copies of Assembly of Councillor Records as required under section 80A(2) of the *Local Government Act 1989*.

RATIONALE

Section 80A(2) of the *Local Government Act 1989* requires the record of an Assembly of Councillors to be reported at an Ordinary Council meeting. Assembly of Councillors Records are attached to this report.

LEGISLATION, COUNCIL PLAN, STRATEGIES AND POLICY IMPACTS

- *Charter of Human Rights and Responsibilities Act 2006*;
- *Local Government Act 1989*; and
- City of Ballarat Council Plan 2017-2021.

REPORTING AND COMPLIANCE STATEMENTS

Implications	Considered in Report?	Implications Identified?
Human Rights	Yes	No
Social/cultural	Yes	Yes
Environmental/Sustainability	No	No
Economic	No	No
Financial/Resources	No	No
Risk Management	Yes	Yes
Implementation and Marketing	No	No
Evaluation and Review	No	No

Human Rights - It is considered that this report does not impact on any human rights identified in the *Charter of Human Rights and Responsibilities Act 2006*.

Social/Cultural - The inclusion of the attached Assembly of Councillor Records in the Council Agenda and the availability to the community increase awareness of the activities of Council and could increase community involvement in decision making at Council level.

Risk Management - There are implications with regards to Council's compliance with the *Local Government Act 1989* if Assembly of Councillor Records are not reported to Council.

OFFICERS DECLARATIONS OF INTEREST

Council Officers affirm that no direct or indirect interests need to be declared in relation to the matter of this Report.

REFERENCE DOCUMENTS

- Nil

ATTACHMENTS

1. 13 November 2019 Strategic Briefing [9.1.1 - 2 pages]
2. 13 November 2019 Infrastructure and Environment Portfolio [9.1.2 - 2 pages]
3. 15 November 2019 Events and the Arts Economic Partnerships [9.1.3 - 1 page]
4. 27 November 2019 Council Agenda Review Briefing [9.1.4 - 2 pages]
5. 27 November 2019 Infrastructure and Environment Portfolio Meeting No 206 [9.1.5 - 1 page]

ASSEMBLY OF COUNCILLORS RECORD

This record must be completed by the attending Council Officer and returned to the Statutory Compliance Unit within 48 hours after the meeting for recording in the register.

Description of meeting:	Strategic Briefing
Date of meeting:	13 November 2019
Start time:	6:30pm
Finish time:	10.49pm

Councillors present: Cr Daniel Moloney Cr Ben Taylor Cr Grant Tillett Cr Mark Harris Cr Samantha McIntosh Cr Des Hudson Cr Belinda Coates Cr Jim Rinaldi
Apologies: Cr Amy Johnson
Council staff present: Justine Linley – Chief Executive Officer Terry Demeo – Director Infrastructure and Environment Glenn Kallio – Director Business Services Neville Ivey – Director Community Development Angelique Lush – Director Development and Planning Natalie Robertson – Acting Director Innovation and Organisational Improvement Cameron Montgomery – Executive Manager Safety, Risk and Compliance Services
Other attendees present: Brett Warfield – Warfield Associates Scott Seward - North Ballarat Football Club Peter Eddy – Ballarat Basketball Matt Ainsaar - Urban Enterprise Pty Ltd

Conflict of Interests:				
Pursuant to Sections 77, 78 and 79 of the <i>Local Government Act 1989</i> (as amended), if a Councillor has a conflict of interest in a matter which is to be considered or discussed at a meeting, the Councillor must, if he or she is attending the meeting, disclose the conflict of interest.				
A Councillor who has declared a conflict of interest, must leave the meeting and remain outside the room while the matter is being considered, or any vote is taken.				
Name of person(s) declaring the conflict	Type & details declared	Left Meeting Yes/No	Time left	Time returned
Nil				

<p>Matters Considered:</p> <p>External Presentations</p> <ul style="list-style-type: none"> • Councillor Fraud Awareness Training • North Ballarat Football Club Paralympic MOU • Ballarat Basketball Partnership • Airport Business Case and Options <p>Portfolio Updates</p> <p>Planning Committee Agenda Review</p> <p>Strategic Briefing Reports</p> <ul style="list-style-type: none"> • Grant Review • BWEZ Freight Hub • Grant Priorities - State and Federal • Roads and Civil Engineering Works • Nightingale Proposal

Record completed by:	
Signed: 	Position: Director Business Services
Name: Glenn Kallio	Date: 15 November 2019

ASSEMBLY OF COUNCILLORS RECORD


This record must be completed by the attending Council Officer and returned to the Statutory Compliance Unit within 48 hours after the meeting for recording in the register.

Description of meeting:	Infrastructure and Environment Portfolio Meeting No 205
Date of meeting:	Wednesday 13 November 2019
Start time:	7.30am
Finish time	9.08am

Councillors present:
Cr Ben Taylor, Cr Grant Tillett, Cr Mark Harris
Apologies:
Nil
Council staff present:
Terry Demeo – Director Infrastructure and Environment, Darren Sadler – Executive Manager Property Services and Facilities Management, Daryl Wallis – Coordinator Parks and Gardens, Donna Johnston – Acting Executive Manager Development Facilitation, Belinda Kent – Executive Assistant Infrastructure and Environment (Minute Taker)
Other attendees present:
Nil

Conflict of Interests:
Pursuant to Sections 77, 78 and 79 of the Local Government Act 1989 (as amended), if a Councillor has a conflict of interest in a matter which is to be considered or discussed at a meeting, the Councillor must, if he or she is attending the meeting, disclose the conflict of interest. A Councillor who has declared a conflict of interest, must leave the meeting and remain outside the room while the matter is being considered, or any vote is taken.
Nil

Matters Considered: <i>*Provide dots points of matters discussed.</i>
<p>Updates</p> <ul style="list-style-type: none"> • EPA Legislation Submission • Old Saleyards Decommissioning • Jobs Funding • Racecourse • Monthly Land Sales Update • Airport Funding Application • Recycling Update • Risk of Bat Infestation • Trees Update • Landfill Contract Variation Request • Procurement Review • Monthly Statutory Planning Update • Renaming of Ascot Gardens Drive / Webb Road <p>Reports</p> <ul style="list-style-type: none"> • Discuss Reports for Next Agenda Review in Business Calendar <p>Upcoming Tenders</p> <ul style="list-style-type: none"> • Circulated to Councillors prior to meeting <p>Other Business</p> <ul style="list-style-type: none"> • Car Parking • Sago Hill Quarry • Mount Mercer Road • Armstrong Street North and Civic Hall Construction Works • Lights at Arch of Victory

Record completed by:	
Signed: 	Position: Director Infrastructure and Environment
Name: Terry Demeo	Date: 19 November 2019

ASSEMBLY OF COUNCILLORS RECORD

This record must be completed by the attending Council Officer and returned to the Statutory Compliance Unit within 48 hours after the meeting for recording in the register.

Description of meeting:	Prosperity Portfolio Meeting – Events and the Arts & Economic Partnerships
Date of meeting:	15 November 2019
Start time:	7.35am
Finish time:	9.01am

Councillors present:
Cr McIntosh, Cr Moloney, Cr Rinaldi
Apologies:
Justine Linley – CEO
Council staff present:
Angelique Lush – Director Development and Planning, Jeff Johnson – Executive Manager Events and the Arts, James Guy – Executive Manager Economic Partnership
Other attendees present:

Conflict of Interests:				
Pursuant to Sections 77, 78 and 79 of the <i>Local Government Act 1989</i> (as amended), if a Councillor has a conflict of interest in a matter which is to be considered or discussed at a meeting, the Councillor must, if he or she is attending the meeting, disclose the conflict of interest.				
A Councillor who has declared a conflict of interest, must leave the meeting and remain outside the room while the matter is being considered, or any vote is taken.				
Nil	[Type & details declared]	Left Meeting [Yes/No]	[Time left]	[Time returned]

Matters Considered: <i>*Provide dots points of matters discussed.</i>
<p>Events and the Arts</p> <ul style="list-style-type: none"> • Christmas Industry engagement and partnerships • Cycling Update • Eureka Centre Update <p>Economic Partnerships</p> <ul style="list-style-type: none"> • Small Business Friendly Council • St Andrews Kirk • La Trobe Street Saleyards HO • Bakery Hill Design Competition • Integrated Transport Plan • Ballarat Rock

Record completed by:	
Signed: 	Position: Director Development and Planning
Name: Angelique Lush	Date: 29/11/2019

ASSEMBLY OF COUNCILLORS RECORD

This record must be completed by the attending Council Officer and returned to the Statutory Compliance Unit within 48 hours after the meeting for recording in the register.

Description of meeting:	Council Agenda Review Briefing
Date of meeting:	27 November 2019
Start time:	6.10pm
Break for Planning Meeting	6.55pm
Recommended meeting	9.25pm
Finish time:	10.25pm

Councillors present: Cr Jim Rinaldi Cr Grant Tillett Cr Des Hudson Cr Mark Harris Cr Samantha McIntosh Cr Belinda Coates Cr Amy Johnson Cr Ben Taylor Cr Daniel Moloney
Apologies: Nil
Council staff present: Justine Linley – Chief Executive Officer Glenn Kallio – Director Business Services Terry Demeo – Director Infrastructure and Environment Neville Ivey – Director Community Development Angelique Lush – Director Development and Planning Lisa Kendal – Manager Strategic Planning
Other attendees present: Nil

Conflict of Interests:				
Pursuant to Sections 77, 78 and 79 of the <i>Local Government Act 1989</i> (as amended), if a Councillor has a conflict of interest in a matter which is to be considered or discussed at a meeting, the Councillor must, if he or she is attending the meeting, disclose the conflict of interest.				
A Councillor who has declared a conflict of interest, must leave the meeting and remain outside the room while the matter is being considered, or any vote is taken.				
Name of person(s) declaring the conflict	Type & details declared	Left Meeting Yes/No	Time left	Time returned
Nil				

Matters Considered: <i>*Provide dots points of matters discussed.</i>
Portfolio Matters
Updates from Councillors
<ul style="list-style-type: none"> • Freedom Camping briefing • Events Strategy Update
Review of Draft Council Agenda 11 December 2019
<ul style="list-style-type: none"> • Chief Executive Officer Report

- Assemblies of Councillors
 - Miners Rest Township Plan
 - Airport Business Case and Federal Funding Application
 - Grant Priorities - State and Federal
 - Eureka Centre 2030 Vision
 - Council Plan Reporting
 - Revocation of Local Law 12
 - Community Safety Advisory Committee Terms of Reference
 - Councillor Representation on Committees and External Bodies 2020
 - 2020 Council Meeting Schedule
 - S11A Instrument of Appointment and Authorisation (Planning and Environment Act 1987)
 - Outstanding Question Time Items
- Items in Camera**
- Appointments to Audit Advisory Committee
 - Australia Day Awards
 - Tender 2019/20-106 Cherry Flat Road
 - Basketball Ballarat - Strategic Partnership 2020-2023

Record completed by:	
Signed: 	Position: Director Business Services
Name: Glenn Kallio	Date: 29 November 2019

ASSEMBLY OF COUNCILLORS RECORD

This record must be completed by the attending Council Officer and returned to the Statutory Compliance Unit within 48 hours after the meeting for recording in the register.

Description of meeting:	Infrastructure and Environment Portfolio Meeting No 206
Date of meeting:	Wednesday 27 November 2019
Start time:	7.30am
Finish time	8.30am

Councillors present:	Cr Ben Taylor, Cr Grant Tillett, Cr Mark Harris (<i>Cr Harris arrived at meeting at 8.08am</i>)
Apologies:	Nil
Council staff present:	Terry Demeo – Director Infrastructure and Environment, Belinda Kent – Executive Assistant Infrastructure and Environment (Minute Taker)
Other attendees present:	Nil

Conflict of Interests:	<p>Pursuant to Sections 77, 78 and 79 of the Local Government Act 1989 (as amended), if a Councillor has a conflict of interest in a matter which is to be considered or discussed at a meeting, the Councillor must, if he or she is attending the meeting, disclose the conflict of interest.</p> <p>A Councillor who has declared a conflict of interest, must leave the meeting and remain outside the room while the matter is being considered, or any vote is taken.</p>
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Nil				
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Matters Considered: <i>*Provide dots points of matters discussed.</i>
<p>Updates</p> <ul style="list-style-type: none"> • Investigation / Enforcement Action at The Deck in Lydiard Street North • Recycling Update • Road-side Slashing Program • Progress Report on EOI at Old Saleyards • Draft MOU for Recycled Water - Central Highlands Water • New Electricity Transmission Line for Western Victoria <p>Reports</p> <ul style="list-style-type: none"> • Discuss Reports for Next Agenda Review in Business Calendar <p>Upcoming Tenders</p> <ul style="list-style-type: none"> • Circulated to Councillors prior to meeting <p>Other Business</p> <ul style="list-style-type: none"> • <i>Sturt Street and Mair Street</i> • <i>Cemeteries</i> • <i>Roundabout in Victoria Park</i> • <i>Ring Road Construction</i> • <i>36 Horwood Drive Development</i> • <i>Fires in Victoria Park</i>

Record completed by:	
Signed: 	Position: Director Infrastructure and Environment
Name: Terry Demeo	Date: 29 November 2019

10. OFFICER REPORTS**10.1. MINERS REST TOWNSHIP PLAN**

Division: Development and Planning
Director: Angelique Lush
Author/Position: Lisa Kendal –Manager Strategic Planning

OFFICER RECOMMENDATION

Council resolves to:

- 1. Adopt the final Miners Rest Township Plan (November 2019).**
- 2. Seek authorisation from the Minister for Planning to prepare a Planning Scheme Amendment, pursuant to Section 8A of the *Planning and Environment Act 1987*, to introduce:**
 - a. the Miners Rest Township Plan (November 2019) as a Background Document**
 - b. new Local Planning Policy and Framework Plan to implement the plan**
 - c. to rezone the General Residential (GRZ) areas of Miners Rest North to Neighbourhood Residential (NRZ), apart from the area of GRZ which forms part of the town centre (immediately south of Creek street) and is designated for medium density housing**
 - d. a new schedule (Schedule 3) to the Neighbourhood Residential Zone (i.e. NRZ1), including variations to Clauses 54 and 55 as follows:**
 - i. Minimum subdivision area: 750 sqm**
 - ii. Maximum building site coverage: 45%**
 - iii. Minimum permeability: 45%**
 - iv. Landscaping requirements; and**
 - v. Associated objectives and decision guidelines and to place the Amendment on exhibition pursuant to Section 19 of the *Planning and Environment Act 1987*.**

Note: The draft local planning policy, framework plan and zone schedule will be subject to further refinements during the planning scheme amendment process.

- 3. Note extensive background work that has been completed to inform the Township Plan, including Miners Rest Township Plan Background Information and Analysis Report (November 2019), Supplementary Report – Miners Rest North Character Assessment (November 2019), Miners Rest Community Infrastructure Assessment (June 2018) and the Ballarat Aerodrome Noise Modelling Report (To70 Aviation Australia, July 2018) and Ballarat Airport Safeguarding Study (Kneebush Planning, July 2018).**
- 4. Require Council officers to present a progress report to Council on implementation of the plan within five years of adoption.**
- 5. Rescind the Council resolution (R505/11) ‘Proposed Planning Scheme Amendment – Cummins Road and Lindsays Road, Miners Rest’ dated 14 December 2011 to seek authorisation from the Minister for Planning, to proceed with an amendment.**

EXECUTIVE SUMMARY

To ensure future growth and development incorporates local values, Council has committed to undertake local area planning for the City of Ballarat's six townships including Learmonth, Cardigan Village, Burrumbeet, Warrenheip, Buninyong and Miners Rest.

Over the past 2-3 years, Council officers have worked closely with the community to develop the Miners Rest Township Plan (the Township Plan). The Township Plan includes a long-term community vision, objectives, strategies and an action plan for Miners Rest, and will help the community and the City of Ballarat manage change into the future.

This report recommends that Council adopt the Miners Rest Township Plan (November 2019), and request the Minister for Planning to authorise a Planning Scheme Amendment to:

- introduce the Township Plan as a Background Document;
- introduce associated local policy and framework plan;
- rezone the General Residential (GRZ) areas of Miners Rest North to Neighbourhood Residential (NRZ) with associated schedule 3 to manage minimum subdivision area: 750 sqm, maximum building site coverage: 45%, minimum permeability: 45% and landscaping requirements; and
- retain the area of GRZ in the town centre (bound by the properties to the immediate south of Creek Street, east of Howe Street and north of the Nelson St road reserve) which are to be retained for medium density housing.

It is noted that the draft local planning policy, framework plan and zone schedule will be exhibited and subject to refinements during the planning scheme amendment process.

This report recommends that Council note the extensive background work that has been undertaken to inform the study, including the Ballarat Aerodrome Noise Modelling Report (To70 Aviation Australia, July 2018) and Ballarat Airport Safeguarding Study (Kneebush Planning, July 2018), which provide guidance on planning controls and considerations relevant to the airport and surrounds.

It is recommended that Council rescind a Council resolution from 14 December 2011, Proposed Planning Scheme Amendment – Cummins Road and Lindsays Road, Miners Rest, to proceed with an amendment to rezone land to residential.

It is also recommended that Council officers present a progress report to Council on implementation of the plan within five years of adoption.

RATIONALE

In recognition of the unique nature of Ballarat's township areas, *'Today, Tomorrow, Together: The Ballarat Strategy'* (2015) proposed preparation of a series of six Township Plans. These plans were intended to provide each township or smaller settlement with a long-term vision and action plan to support Council and the community to manage change, future growth and development. These six townships include Learmonth, Cardigan Village, Burrumbeet, Warrenheip, Buninyong and Miners Rest.

The Burrumbeet and Cardigan Village Townships Plans were completed and adopted by Council on 3 October 2018. The Learmonth Township Plan was completed and adopted by Council in 2016, with adoption of proposed changes to the Learmonth proposed local planning policy on 3 October 2018.

The Miners Rest Township Plan aims to:

- Establish a long-term community vision for Miners Rest;
- Develop a prioritised action plan and identify responsibilities for implementation;
- Guide the City of Ballarat and other authorities to prioritise investment in the region;
- Provide a sound basis for the community and the City of Ballarat to apply for grants or lobby for funding; and
- Identify potential changes to the Ballarat Planning Scheme to implement land use planning actions to achieve the vision.

The final Miners Rest Township Plan has recently been completed following extensive community and stakeholder consultation which began in early 2017. The following table provides details of the stages of development of the Township Plan:

Miners Rest Township Plan program	
Early 2017	Initial community consultation
Early to mid 2017	Release of the Miners Rest Plan Our Township Towards 2040 'What You Said' report for community consultation
late 2017	Release of Issues and Opportunities Report for community consultation
Mid-late 2018	Release of Draft Miners Rest Township Plan and Background Information and Analysis Report for community consultation
December 2018	The Miners Rest Township Plan (December 2018) presented to Council for consideration and adoption - deferred pending further consultation with stakeholders
December 2019 – March 2019	Further work and consultation with affected landholders to resolve outstanding matters.
March - April 2019	The Miners Rest Township Plan (March 2018) presented to Council for consideration and adoption - deferred pending further work relating to: <ul style="list-style-type: none"> • Completion of the Dowling Forest Precinct planning controls review • Further examination of the draft proposal for the future use and rezoning of the former quarry • Impact of any current or future options for the Ballarat airport on surrounding land • The impact of any proposed northern growth area on Miners Rest.
April – November 2019	Further work undertaken in relation to the identified matters, and extensive consultation with stakeholders and members of the Committee for Miners Rest. Further work undertaken to prepare a character assessment of Miners Rest North, complete the Dowling Forest Precinct Planning Controls Review and progress growth area planning.
November 2019	Preparation of revised Final Miners Rest Township Plan (November 2019), presentation to Council to seek adoption and seek authorisation to prepare a Planning Scheme Amendment.
Future stages	If approved, undertake a Planning Scheme Amendment, including Exhibition of the final Miners Rest Township Plan to introduce it into the Ballarat Planning Scheme. Implementation - ongoing

Final Miners Rest Township Plan (November 2019) (see Attachment 1)

The Miners Rest Township Plan provides a long-term vision for Miners Rest (see Figure 1 below for the study area).

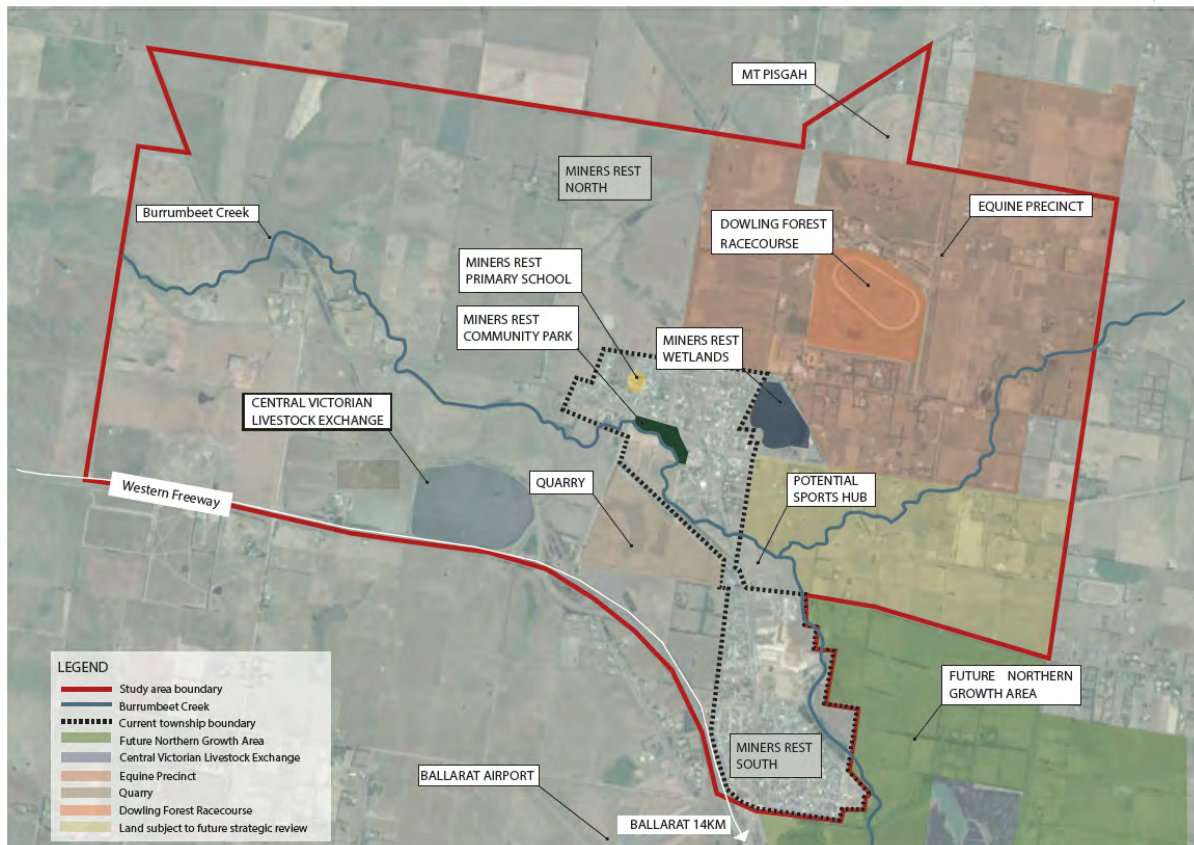


Figure 1 – Miners Rest Township Plan Study Area

It sets out a strategic framework to manage and guide future land use and development through to 2040. This will be realised through the following themes:

- Theme 1: Celebrate Miners Rest’s historic and natural assets;
- Theme 2: Establish a connected and unified township and community; and
- Theme 3: Facilitate township growth and prosperity, and maintain character.

These three themes were used to frame and develop a series of objectives, strategies and associated actions which have been based on the issues and interests identified by the Miners Rest community and stakeholders.

A summary of the 11 priority action areas has been captured in the Priority Action Plan (see Attachment 10) including (in no particular order):

- Flood mitigation;
- Burrumbeet Creek environmental improvement;
- Upgraded Miners Rest Primary School;
- New active sporting facilities;
- Manage change to keep the township character;
- New, connected walking trails and Burrumbeet linear parkland;
- Tree lined boulevard;
- Town Centre – a vibrant heart and main street;
- Identify areas for growth and new housing;
- Further embrace and celebrate the equine industry and integrate into the township; and
- More local jobs and services.

The implementation plan in the Township Plan outlines potential partners for each action and the anticipated timeframe - short, medium and long term. It is envisaged implementation will

occur progressively to 2040 and will require careful ongoing management and continued communication with the local community, business owners and landowners. While many actions will be the responsibility of the City of Ballarat, initiatives will also need to be pursued by other government agencies, landowners and the community as indicated in the relevant table in the final Miners Rest Township Plan.

Interrelated strategic planning considerations

There are a number of other major strategic land use considerations within and near the township area which have an interrelationship with the Miners Rest Township Plan (see Figure 1 below). These include:

- Dowling Forest Racecourse Precinct;
- Northern Growth Investigation Area;
- Safeguarding Ballarat Airport;
- Saleyards Development; and
- Redevelopment of Miners Rest Primary School.

Interrelated Projects

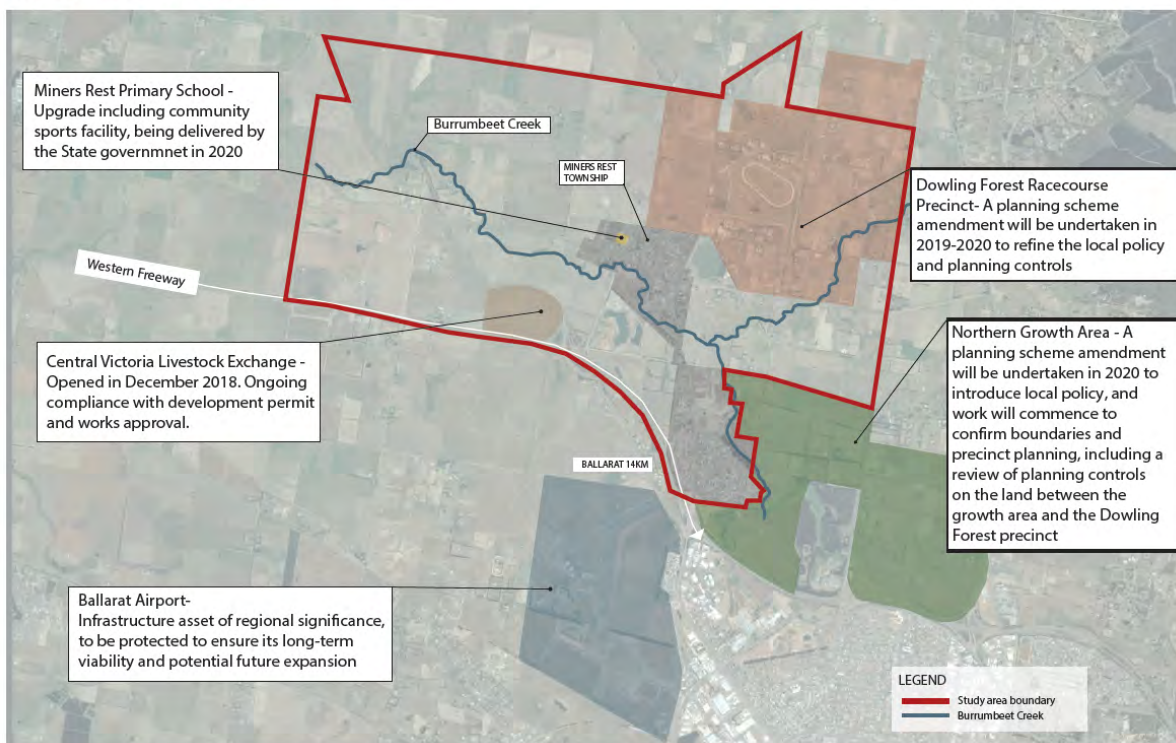


Figure 2 – Interrelated strategic planning considerations

Dowling Forest Racecourse Precinct

The Dowling Forest Racecourse is one of Victoria’s premier thoroughbred racing and training facilities, used to train more than 500 horses, with an increasing number of trainers based at the racecourse. It is a significant economic asset and Racing Victoria has identified Miners Rest as a key training centre for growth and expansion in the future.

The Dowling Forest Precinct has been established by the City of Ballarat to recognise, support and protect the equine industry. Planning controls have recently been reviewed and Council has resolved to undertake a planning scheme amendment in 2020 to ensure that planning controls are practical and support the desired outcomes for the precinct.

Council also decided to review the planning controls of land to the south of Dowling Forest as part of planning for a northern growth area.

Northern Growth Investigation Area

The City of Ballarat recently completed a study to consider locations to accommodate the long-term growth of Ballarat. This included the Northern Growth Investigation Area (GIA) which is located to the south east of Miners Rest and abuts the township plan study area.

The investigation concluded that the Northern Growth Area should be one of two growth areas that should proceed to precinct planning to deliver an affordable, attractive and well serviced community.

In October 2019, Council resolved to proceed with planning for this growth area. The planning process will be undertaken over the next 5 years (approximately), and it will need to ensure that any new development respects and reinforces Miners Rest as a stand alone township and provides complementary services and facilities. Planning for the northern growth area will also review the planning controls of land between the investigation area and the Dowling Forest precinct.

Safeguarding Ballarat Airport

Ballarat Airport is located immediately to the south of Miners Rest, on the southern side of the Western Freeway. The airport accommodates two runways and as the prevailing take off direction of aircraft is to the north, aircraft flight paths are located directly over large areas of Miners Rest. While the airport does not provide for commercial/public passengers, it currently serves a role for training purposes and a limited role for regional emergency services.

A master plan has been prepared for the airport which includes consideration of the north/south aligned runway being extended to 2,000m. Noting that Ballarat Airport is an infrastructure asset of regional significance, it is important to ensure its long-term viability and potential future expansion is not compromised by incompatible land use and development on surrounding land, such as sensitive residential uses. This issue is addressed in further detail in this report and the Background Report.

The City of Ballarat has recently prepared two reports to ensure long-term safeguarding of the airport, that have been considered in the preparation of the Miners Rest Township Plan:

- Ballarat Airport Safeguarding Study (July 2018)
- Ballarat Aerodrome Noise Modelling Report (June 2018).

The impact of airport noise on land proposed for rezoning to a residential land use is discussed further below.

Saleyards Development

The Saleyard Development (Central Victorian Livestock Exchange (CVLX)) is located to the south-west of Miners Rest, at the intersection of the Western Highway and the Sunraysia Highway. The CVLX has been relocated from the existing saleyards site in Latrobe Street Ballarat, and is a facility of regional significance.

The construction of the facility was completed in October 2018. There have been a number of issues raised by the community during the commissioning period of the facility, including odour and traffic management. These issues are being managed and addressed by the facility, EPA and Council. The facility is required to comply with all the conditions of the approved Development Plan and Works Approval.

Redevelopment of Miners Rest Primary School

The community and school have successfully lobbied for State Government funding to upgrade the Miners Rest Primary School. This project will be led by the Victorian School Building Authority, in partnership with the school and community. The upgraded facility will include a local community sports facility.

It has not been confirmed whether the school will be upgraded on the current site or an alternative site. This plan recommends criteria for selection of an alternative site if this is the preferred option for the State government.

Specific matters

The following provides an overview of how a number of specific matters have been addressed in preparation of the final Township Plan.

Miners Rest North Character protection

Recognition of the two parts of Miners Rest - the north original township and the new area south of Cummins Road – has been strengthened throughout the plan, including plans showing the characteristics and challenges and opportunities faced by each area.

Characteristics of Miners Rest



Figure 3 – Characteristics of Miners Rest

The existing character of Miners Rest is highly-varied and reflects the various eras over which the town has progressively developed. Consequently, this has resulted in extremely mixed styles of buildings found within the township, which means there is no predominant or defining built form character which applies to Miners Rest.

Community consultation revealed a preference for larger residential blocks over small lot subdivision, and this was highlighted as a character feature of the town and a reason why residents chose to live in Miners Rest. It was also noted that a number of larger blocks in the 'old' part of Miners Rest were being turned over for multi-dwelling development, and the form and style of development was negatively impacting on the character of the town.

The importance of retaining the existing character and rural atmosphere of the township was highlighted as an important issue by the community which should be addressed through the Township Plan.

A community survey was undertaken to better understand what the community valued in relation to township character (see Figure 4 below), and a character assessment for Miners Rest north was undertaken (see Attachment 3 - Supplementary Report - Miners Rest North Character Assessment (Nov 2019) which provides advice on the protection of township character and the better connection of the area to the surrounding rural landscape.

It is proposed to undertake a planning scheme amendment to introduce the Township Plan to the Planning Scheme, including a new local policy, reference to the Township Plan as a Background Document and in Miners Rest north (the original town), rezoning the General Residential Zone areas to Neighbourhood Residential Zone with a schedule to control lot size, site coverage, setbacks, dwelling heights and landscaping requirements.

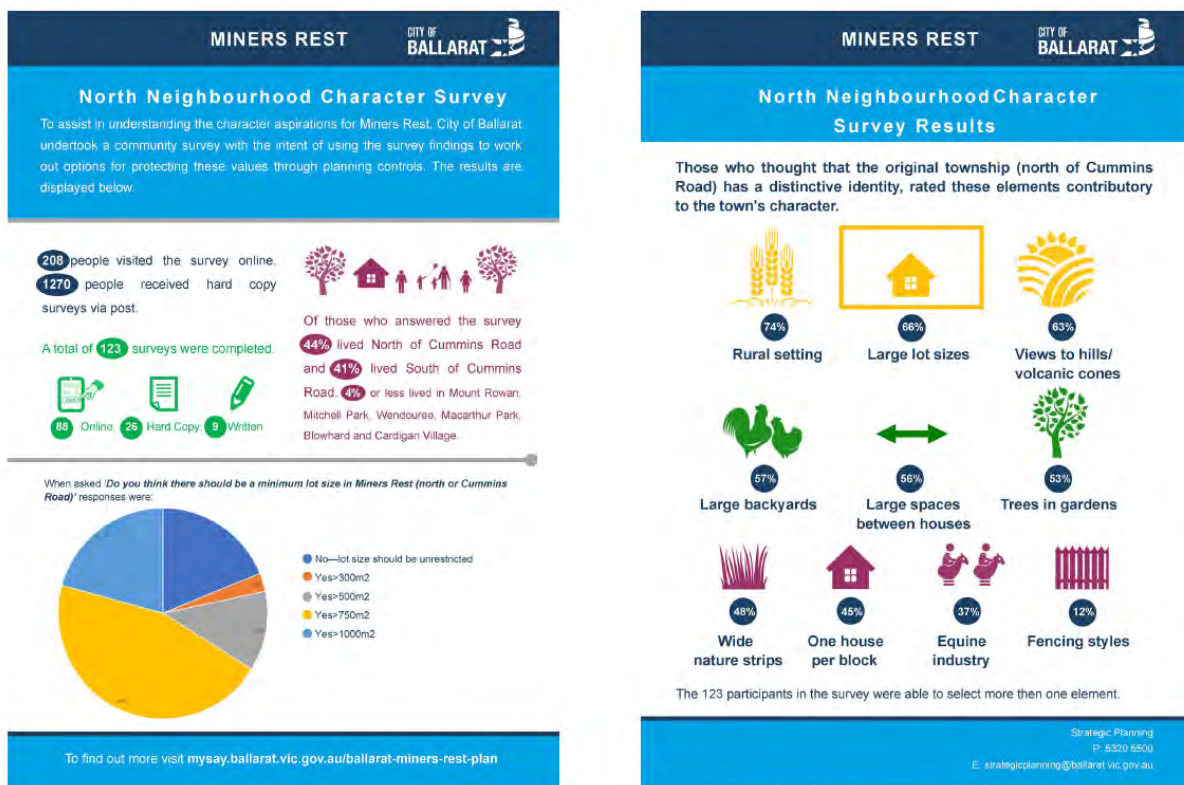


Figure 4 – Characteristics of Miners Rest

Town Centre Design Guidelines and Development

The community identified a desire to developed “a true town centre/village centre to provide a focus point for the town”.

The vision is to develop a well connected and presented “village” style town centre as a civic heart, offering diverse retail, commercial and service businesses for the local community. Integrated medium density development provides places for people to live within an easy walk to the town centre to access shops and services.

The Township Plan includes conceptual diagrams and sketches for the town centre (including the existing area of Mixed Use Zone and General Residential Zone land designated for medium density development) which need to be further developed and implemented into the planning scheme:

- A final Framework Plan; and
- Design Guidelines.

This action is identified as an immediate priority.

Flood mitigation and rehabilitation of Burrumbeet Creek

Greater acknowledgement of the impacts of the 2010//11 floods has been included in the plan.

The City of Ballarat has commenced strategic flood mitigation planning that is integrated with and includes rehabilitation works along Burrumbeet Creek. This represents an alternative proposal to the high flow bypass channel that was in earlier versions of the Township Plan. All actions relating to flood management have been elevated in priority in the Township Plan, with the strategic planning and funding of works as an immediate Priority, with delivery of works expected to be over an approximate 8 year program (immediate to medium term).

As soon as funding is secured, Council will be able to commence a works program that will reduce the extent and severity of areas affected by flooding.

A cultural heritage assessment, environmental assessment and a stormwater and flood study of the existing and future demands for the waterway will be undertaken to inform the investigation to beautify and rehabilitate Burrumbeet Creek. The investigation will include revised flood modelling to inform what shape the Burrumbeet Creek is to take should it be transformed into the prime flood protection asset for Miners Rest. This will also create an opportunity to integrate the creek with Miners Rest to become a focal point and recreational and environmental asset for the town. Favourable engagement has commenced with relevant authorities and some affected landholders.

The City of Ballarat has undertaken some flood mitigation works in Miners Rest over the past couple of years that will start to reduce flood risk in key areas (see Figure 5 below).

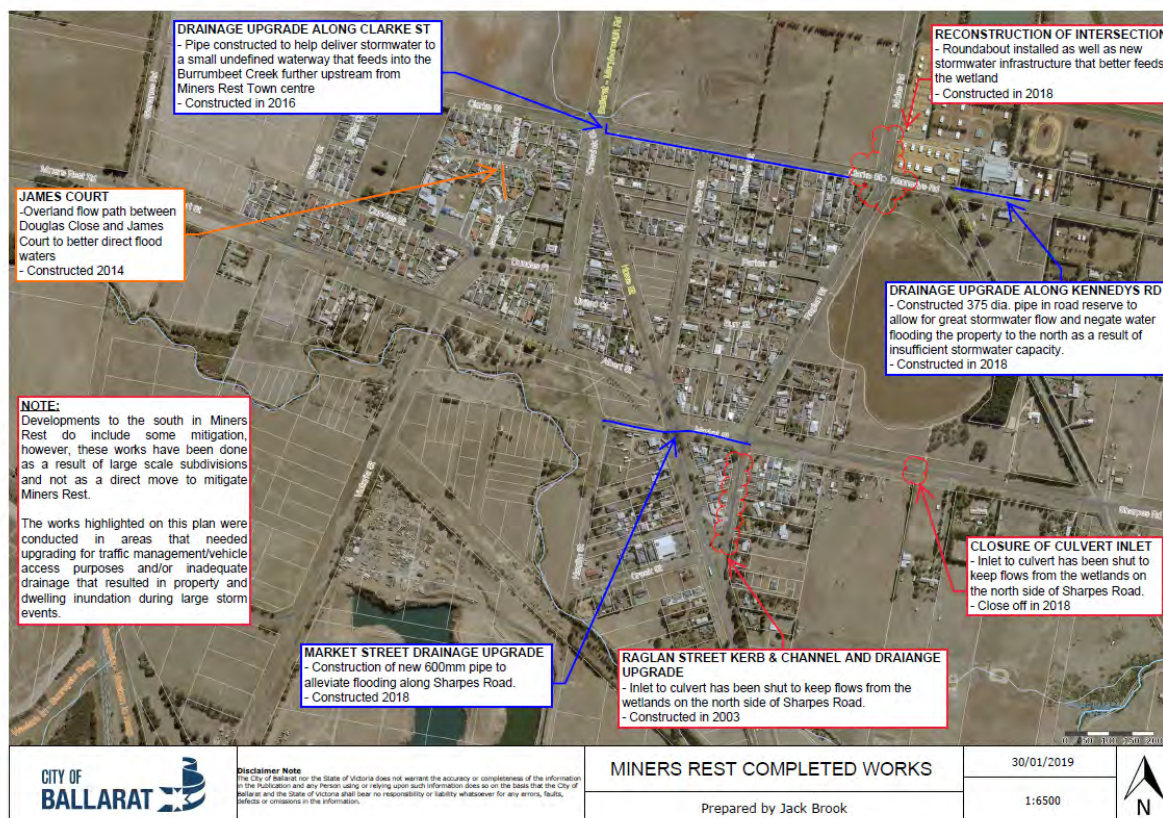


Figure 5 – Characteristics of Miners Rest

Land subject to flooding and inundation in Miners Rest is currently included in planning scheme with controls that are designed to achieve suitable development in these affected areas.

Management of development along the creek corridor

Any development of land along the creek corridor which is zoned for residential, commercial or industrial purposes is routinely subject to the scrutiny of the Glenelg Hopkins Catchment Management Authority and City of Ballarat Engineers to ensure that hydraulic flood studies are completed for individual planning permit applications. This process ensures development of land caters for additional flood storage and flood flows downstream of a site are limited to pre-development flows. Flood mitigation to address flood risk is a separate consideration, being undertaken separately to site specific development applications.

The strategic flood mitigation plan currently being prepared will inform future requirements for development approvals.

Shared path loop trail

The action to develop shared path loop of approximately 5-6km around the northern part of town and incorporating the wetland is an immediate priority, and design work is underway for this initiative.

Future sports facility for Miners Rest

There is a strong community aspiration for a local sports hub, potentially including a range of facilities such as sports ovals, netball courts, bowling club, leisure centre, gym and community gathering spaces.

A Community and Sports facility within Miners Rest is identified as a priority action within the current City of Ballarat Council Plan 2017-2021 and the Community Infrastructure Assessment 2017 undertaken for this plan identified that by 2036 there would be demand for six hectares of local level active open space in Miners Rest. Where possible this should be provided in a central location and co-located with other community facilities where possible.

It is understood that the upgraded school will include a local community sports facility, however the details of this have not yet been issued by the State government.

If a stand-alone site is required for a future active sports facility, the Township Plan identifies three potential sites centrally located between North and South Miners Rest.

The Township Plan has identified that land between Miners Rest and MacArthur Park provides some options for development of a sports facility. This may be on a site to the west of Howe St (south of the creek), to the west of Howe St and north of Cummins Road (on the old quarry land site) or to the west of Howe St and south of Cummins Road.

One of the clear benefits of the site east of Howe St and south of the creek would be to create part of the proposed Burrumbeet Creek trail and this is the preferred site.

The exact facilities will be determined through engagement and in response to demand at the time, and will need to complement future provision in the northern growth area.

Future growth of Miners Rest Township

Within current planning policy there is a lack of specific strategic direction and guidance on whether Miners Rest should accommodate residential growth, and where such growth might be located. Clause 21.09-5 Miners Rest of the Ballarat Planning Scheme identifies that Miners Rest is subject to significant development limitations associated with flood prone land and aircraft flight paths.

Current forecasts indicate that in 2017 that Miners Rest had a population of 4,487, and is projected to grow by 1,656 to 6,143 (38 per cent) by 2036.

A detailed land supply and demand analysis concluded that there is the potential for at least 500 additional residential allotments on existing residentially zoned land. Based on population growth, there is a dwelling demand in the order of 40 dwellings per year and based on the potential number of allotments, this equals a supply of 12.5 year supply of land.

There are constraints and strategic considerations which place substantial limitations on the potential for Miners Rest to accommodate new greenfield subdivision, including:

- Identified flooding impacts;
- Potential aircraft noise and associated amenity impacts;
- Avoiding potential land use conflict between existing and established activities (i.e. Central Victoria Livestock Exchange, Ballarat Wastewater Treatment Plant and Dowling Forest Precinct);
- Noted landscape values and open view vistas of landscapes surrounding the township;
- Need to protect farming zoned land for rural and agricultural activity;
- Seeking to avoid a sprawling and disconnected form of township development; and
- The potential land contamination risk of the former quarry.

Significantly, in October 2019 Council resolved to proceed planning the northern growth area to the immediate east of Miners Rest, and the provision of this land for future residential development will have significant impact on the need for provision of additional residential

land. The northern growth area will be planned and designed to complement the township of Miners Rest, and will relieve the need for allocation of further greenfields land around Miners Rest.

The report concludes that growth in Miners Rest should be accommodated within the town as infill (approx. 12.5 years supply), and the potential for development of the former quarry area should be investigated subject to a feasibility study including a noise study and potential application of an environmental audit overlay (discussed further below).

The land to the south of Cummins Road has been subject to a rezoning proposal and is discussed further below.

The land to the south of the wetlands, east of Howe St, and south of Sharpes Rd has also been proposed by landholders as a growth investigation area. The plan identifies that this land has constraints, and Council has committed to reviewing the planning controls in this area as part of the northern growth area planning process.

Proposed rezoning of 415 Cummins Road and Lot 1 Lindsays Road

In 2011 Council determined to proceed with an amendment to rezone the land to the south of Cummins Road and west of Lindsays Road (two titles in separate ownership - C.A. 39, Parish of Dowling Forest, Vol 10278, Fol 975 and Lot 1 on PS3316000, Vol 10300, Fol 554), subject to authorisation and submission of amendment documents to the satisfaction of the Planning Authority ('Proposed Planning Scheme Amendment – Cummins Road and Lindsays Road, Miners Rest' dated 14 December 2011). For various reasons this amendment did not proceed.

The properties are Farming Zone land wedged between the Western Freeway, Miners Rest quarry site to the north and the existing residentially zoned land of Miners Rest to the east. There has been strong advocacy for these parcels to be rezoned for residential development as part of this Miners Rest Township Plan.

Following a thorough review of the land, it is agreed the location of the parcels could offer a strategic, centrally located site that if developed for residential uses could assist with connecting and consolidating the township. However, considering the currently adopted Master Plan for the Ballarat airport, associated modelling of noise impacts assessed under NASF guidelines (see Attachments 6 and 7), and the availability of other land in the region to support residential housing supply (which is not encumbered by aircraft noise), a rezoning at this time cannot be strategically justified.

Should a new Master Plan for the Ballarat Airport be prepared and adopted in the future which significantly changes the long-term aspiration for the airport – with consequential changes to associated aircraft noise modelling, or should major infrastructure changes occur at the airport which again trigger revised aircraft noise modelling which significantly changes the assessment of the land under the NASF guidelines; in conjunction with limited additional housing supply of unconstrained land, then a proponent led application for rezoning could be reconsidered at that time.

The report identifies that the land may be suitable for use as a local sports facility if other preferred options cannot be secured.

This report recommends that the 2011 Council resolution to proceed with an amendment to rezone the land be rescinded.

Rezoning of the former Quarry land

The proposed future use of the Boral land and quarry is supported by the draft Miners Rest Township plan, including the potential future rezoning and subdivision of the quarry for residential purposes, subject to a number of considerations being addressed. Council officers are in ongoing discussion with owners and their consultants to manage the draft proposal for the future use and rezoning of the former Boral quarry. There are no time constraints on this in the Miners Rest Township Plan.

Note that the land to the north of the quarry, owned by the same landholders, is already zoned for residential development and is progressing through the development approval process.

Key aspects being managed include:

- Negotiation of an acceptable permit outcome for land currently zoned residential;
- Negotiation of an outcome to manage flooding and the potential delivery of additional net developable area to the developers while achieving improved flood management for the community; and
- Negotiations regarding the management and rehabilitation of the creek to ensure best practice flood management in consultation with State agencies and the Registered Aboriginal Party.

Proposed Planning Scheme Amendment

To ensure the Township Plan is used to guide future growth and development, it needs to be included in the Ballarat Planning Scheme.

It is proposed to undertake a planning scheme amendment to introduce:

- the Township Plan and Background Information and Analysis Reports as a background documents;
- a Local Planning Policy specific to the Miners Rest Township;
- a Framework Plan to guide future use and development of the township of Miners Rest;
- rezoning of the General Residential (GRZ) areas of Miners Rest North to Neighbourhood Residential (NRZ) with associated schedule 3 to manage minimum subdivision area: 750 sqm, maximum building site coverage: 45%, minimum permeability: 45% and landscaping requirements; and
- retain the area of GRZ in the town centre (bound by the properties to the immediate south of Creek Street, east of Howe Street and north of the Nelson St road reserve) which are to be retained for medium density housing.

The proposed draft Local Planning Policy, Framework Plan and Neighbourhood Residential Zone – Schedule 3, will be exhibited and subject to further refinements during the amendment process, and as required by the State Government's updated Planning Policy Framework being progressively introduced as part of the Smart Planning Program.

LEGISLATION, COUNCIL PLAN, STRATEGIES AND POLICY IMPACTS

- *Charter of Human Rights and Responsibilities Act 2006*
- City of Ballarat Council Plan 2017-2021
- Ballarat Planning Scheme
- Ballarat Strategy 2016
- Ballarat Airport Master Plan 2010.

REPORTING AND COMPLIANCE STATEMENTS

Implications	Considered in Report?	Implications Identified?
Human Rights	Yes	No
Social/Cultural	Yes	Yes
Environmental/Sustainability	Yes	Yes
Economic	Yes	Yes
Financial/Resources	Yes	Yes
Risk Management	Yes	Yes
Implementation and Marketing	Yes	Yes
Evaluation and Review	Yes	Yes

Human Rights - It is considered that this Report does not impact on any human rights identified in the *Charter of Human Rights and Responsibilities Act 2006*.

Social/Cultural – The Township Plan considers social and cultural impacts through the considered and extensive consultation approach to community values within the townships. The engagement program involved wide consultation through various methods to ensure that values of the community were understood and responded to where possible in the Township Plan.

Environmental/Sustainability – The Township Plan takes the environmental constraints and opportunities of the area into consideration and is embedded in a range of principles and actions outlined within the Township Plan. The environmentally significant areas such as the Burrumbeet Creek and Miners Rest wetland have been identified and discussed. The significance of the Burrumbeet Creek and its future is discussed within the Miners Rest Township Plan, with a set of priorities and actions identified. The sustainability of rural areas surrounding Miners Rest is also identified as important with proposed protection of landscape and views towards surrounding volcanic hills.

Economic – The Township Plan provides a clear future for the township by providing the community and Council with a long-term vision and an action plan for meeting this vision, highlighting the importance of developing the town centre and supporting the equine industry. It will assist community groups when applying for grants or lobbying for funding. It will also guide the City of Ballarat and other authorities to prioritise investment in the region.

Financial/Resources – The resources required to implement each action are identified alongside an indication of a timeframe for delivery of the action.

Risk Management – The Township Plan is intended to establish a framework to manage land use change, based on an understanding of community values and asset and resource implications. An extensive community engagement process has been undertaken to ensure that community values are understood and reflected, and a planning scheme amendment is proposed to implement the Township Plan into the planning scheme and minimise risk for future land use growth and development.

Implementation/Marketing – An implementation plan identifies the various priorities, implementation partners and actions alongside the resources required and timeframe for implementation.

Evaluation and Review – A future planning scheme amendment will be carried out to include the Township Plan into the Ballarat Planning Scheme. It is proposed that Council officers report on progress of implementation of the Township Plan within 5 years of its adoption.

CONSULTATION

What you said?

Development of the Township Plan commenced following community consultation sessions in early 2017, to begin a conversation with the community about the future of Miners Rest. Following these sessions, the community was invited to submit their thoughts on what they love, imagine and wish to retain for Miners Rest via a survey. These responses were used as the foundation of the Township Plan (see Attachment 5 - The Miners Rest Plan What You Said Report).

Issues and Opportunities Report

In late 2017 the community was invited to provide input into an Issues and Opportunities Report (see Attachment 8), and this feedback was used to inform the draft Township Plan.

Draft Miners Rest Township Plan (August 2018 and July 2019)

The first version of the draft Township Plan was released for comment in August 2018 with submissions invited over a 2 month period on the draft and associated documents, including:

- Draft Miners Rest Township Plan - Priority Action Plan
- Draft Miners Rest Township Plan
- Draft Miners Rest Township Plan - Background Information and Analysis Report
- Draft Miners Rest Local Policy and Framework Plan
- Ballarat Airport Safeguarding Study and Noise Modelling Report.

Almost 1000 people visited the Council MySay website during the draft plan consultation period, with 29 online surveys and 16 written submissions received. Feedback on the first version of the draft Miners Rest Township Plan was overwhelmingly positive. Of the 29 people who responded to the online survey, approximately 86% respondents either fully or partially supported the Vision for the area, and 79% of respondents indicated that the three overarching themes either fully or partially cover the most important matters for Miners Rest.

Council resolved to defer adoption of the Township Plan subject to further consultation and resolution of a number of outstanding issues, in December 2018 and subsequently in April 2019. In particular, outstanding issues included:

- Dowling Forest planning controls review
- airport planning
- quarry land planning; and
- potential northern growth area.

Further consultation with the community, affected landholders and the Committee for Miners Rest was undertaken to refine the Township Plan during 2019.

A revised draft Township Plan was released for comment in July 2019. Nine written submissions were received, and 8 community members attended a drop in session at the Miners Rest community hall.

The final draft Township Plan (November 2019) was prepared in close consultation with representatives of the Committee for Miners Rest and direct engagement with interested stakeholders.

Subsequently a community survey was undertaken in September 2019 to better understand what people value and want to protect about the original town character. The survey results

showed very strong support for character protection and findings have been used to inform the proposed rezoning General Residential Zone to Neighbourhood Residential Zone with character protection controls for Miners Rest north.

A summary of issues raised in submissions throughout the process, and how they have been addressed in the final Township Plan is detailed at Attachment 9 – Response to feedback on the draft MRTP. Details are also included in the Miners Rest Township Plan Background Information and Analysis Report (Attachment 2).

Future consultation – Planning Scheme Amendment Exhibition

The proposed planning scheme amendment to include the plans, policies and framework plans into the Ballarat Planning Scheme will require an additional phase of public consultation through the formal public exhibition stage.

OFFICERS DECLARATIONS OF INTEREST

Council Officers affirm that no direct or indirect interests need to be declared in relation to the matter of this Report.

REFERENCE DOCUMENTS

- Nil

ATTACHMENTS

1. Attachment 1 - Miners Rest Township Plan Report 20 Nov 2019 [**10.1.1** - 65 pages]
2. Attachment 2 - Miners Rest Township Plan Background Report 20 Nov 2019 [**10.1.2** - 73 pages]
3. Attachment 3 - Miners Rest Nth Character Assessment - Supplementary Report (Nov 2019) [**10.1.3** - 20 pages]
4. Attachment 4 - Community Infrastructure Assessment Final (June 2018) [**10.1.4** - 58 pages]
5. Attachment 5 - Miners Rest Plan - What you said report (May 2017) [**10.1.5** - 17 pages]
6. Attachment 6 - Ballarat Airport Safeguarding Study (July 2018) [**10.1.6** - 56 pages]
7. Attachment 7 - Ballarat Aerodrome Noise Modelling Report (June 2018) [**10.1.7** - 27 pages]
8. Attachment 8 - Miners Rest Township Plan Issues and Opportunities Paper (Sept 2017) [**10.1.8** - 50 pages]
9. Attachment 9 - Summary of response to feedback - MRTP (Nov 2019) [**10.1.9** - 2 pages]
10. Attachment 10 - MRTP Priority Action - Final Nov 2019 [**10.1.10** - 10 pages]

MINERS REST TOWNSHIP PLAN

**FINAL
NOVEMBER 2019**



Acknowledgement of Wadawurrung peoples

We are proud to acknowledge the Traditional Owners of Country, which includes Miners Rest, the Wadawurrung peoples, and pay respects to all Elders past, present and emerging, as well as Elders from other communities that reside here today.

“The land on which Miners Rest stands is the traditional land of the Wadawurrung peoples, situated on the important travel route between Ballarat, Lake Burrumbeet and Lake Learmonth.

The Wadawurrung peoples made two significant journeys across this landscape throughout the year. During the summer they travelled from Ballarat to the ‘food bowls’ of Lake Burrumbeet and Lake Learmonth, via the creeks and wetlands. During the winter the Wadawurrung returned to Ballarat (the ‘resting place’), where shelter from the wind and the harsh winter weather conditions of the western basalt plains was provided by the natural depression of the land at the area now known as Bakery Hill.

The Burrumbeet Creek was not only the key travel path between these important destinations, but was also the very essence of the natural ‘supermarket’, sustaining animals and plants that were essential food resources for the Wadawurrung peoples.

The location of Miners Rest itself was a place that offered an attractive stopping point for the Wadawurrung peoples on this journey from east to west; the attractiveness of this place as a resting post is evidenced in the richness of Aboriginal sites in this area.

The Wadawurrung people advocate that future development should view the natural waterways and water bodies as assets rather than obstacles; sympathetically incorporating them into the urban landscape to provide opportunity for public open space, protection of areas of Aboriginal cultural sensitivity, connection and linkages. Natural values and environmental corridors should be retained and improved to ensure the health and wellbeing of all peoples, and to help improve the amenity and livability of Miners Rest for existing and future residents”.

(Uncle Bryon Powell, Wadawurrung Elder)

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Background and Supplementary Reports

Ballarat Aerodome Noise Modelling Report (To70 and Kneebush Planning, June 2018)	
Ballarat Airport Safeguarding Study (Kneebush planning, July 2018)	
Community Infrastructure Assessment_FINAL (ASR research, June 2018)	
Dowling Forest Precinct Planning Controls Review (Spiirem, Oct 2019)	
Miners Rest North Character Assessment - Supplementary report (Claire Scott Planning - Nov 2019)	
Miners Rest Plan - What you said report (City of Ballarat, May 2017)	
Miners Rest Township Plan - Background Information and Analysis (City of ballarat, Nov 2019)	
Miners Rest Township Plan issues and Opportunities paper (Hansen Partnership, Sept 2017)	

Miners Rest Township Plan Priority Action Plan (City of Ballarat, Nov 2019)

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Thanks to

This Township Plan has been prepared by the City of Ballarat with assistance from Hansen Partnerships, ASR Research and Claire Scott Planning.



MINERS REST TOWNSHIP PLAN

Executive Summary

The Miners Rest Township Plan is a strategic document that provides a long-term planning and design vision for Miners Rest. It sets a strategic framework to manage and guide future development through to 2040.

The plan is being developed as part of a program of local area planning for the City of Ballarat to implement the Ballarat Strategy. The scope of the project includes the full extent of the Miners Rest postcode (See Figure 1).

A number of key challenges and opportunities have been identified through community consultation and investigation, including

- Flood management
- Stronger connection between the north and south of Miners Rest with an improved path network and landscaping
- Improved quality of development and managed growth
- Burrumbeet Creek restoration and creation of a linear parkland and trails
- Protection of views and rural setting
- Need for local sports facilities
- Improved pedestrian and cycling infrastructure
- Protection of heritage features and assets
- Improved public realm and landscaping
- Safeguarding Ballarat Airport

- Complementary development of any future northern growth area
- Impacts from saleyards development
- Limited sewerage infrastructure

There are number of issues specifically relevant to the north and south parts of Miners Rest:

North Miners Rest:

- Need to maintain the village and township character
- Recent urban style development has resulted in smaller lot sizes and reduced areas for landscaping
- Growth of town centre and attracting new businesses to service local needs
- Buffers from activity at the Dowling Forest precinct/rural land
- Need to accommodate the growth of Miners Rest Primary School
- A new future for Miners Rest Quarry
- Managing a growing equine industry

South Miners Rest:

- Safe and convenient access to north Miners Rest
- Safe cycle access to Ballarat over the Western Freeway bridge
- Future potential development of Northern Growth Investigation Area

- Future of Ballarat Commons land
- Need to improve connection to town centre and community facilities

The Township Plan includes objectives, strategies and actions to respond to these key challenges and opportunities.

The Township Plan also addresses matters relating to land-use, activity and design guidance within both the public and private realms. It includes initiatives that the City of Ballarat can have a direct role in influencing, facilitating or implementing, as well as actions and initiatives the Miners Rest community/community groups can take a lead with.

Vision

In 2040 Miners Rest will be:

- *A family orientated rural township with a friendly and inclusive community spirit*
- *A compact and contained township functioning as a separate 'satellite' settlement to Ballarat*
- *A rural township character which is positively influenced by the surrounding open rural landscape*
- *A township with ample commercial uses and activities to meet the day-to-day needs of the local community and businesses*
- *A vibrant, inviting and attractive township with well-designed, tree-lined streetscapes and pedestrian/cycling connections linking major community hubs*
- *A township recognised and celebrated for its significant equine industry*
- *A township with ample public transport options and the safe management of vehicle traffic.*

The Township Plan and its associated initiatives has been framed around the following three themes and objectives:

Theme 1: Celebrate Miners Rest's historic & natural assets

- *Objective 1: To increase knowledge and promotion of Aboriginal and European history of the township and region*
- *Objective 2: To improve the environmental quality of Burrumbeet Creek and increase public access to this natural environmental asset*
- *Objective 3: To protect agricultural land and support farming activities on land surrounding Miners Rest*
- *Objective 4: To acknowledge and protect key iconic rural landscape views providing a unique and attractive setting for Miners Rest.*

Theme 2: Establish a connected and unified township & community

- *Objective 5: To improve streetscape amenity through targeted streetscape planting*
- *Objective 6: To improve pedestrian and cycling connections throughout the township, including links to local commercial and community activity nodes and to Ballarat*
- *Objective 7: To minimise pedestrian and vehicle conflict zones, including streets surrounding the primary school*
- *Objective 8: To manage traffic speed within and surrounding the township*
- *Objective 9: To support the development of community-based initiatives and programs*
- *Objective 10: To improve local public transport options.*

Theme 3: Facilitate township growth & prosperity, and maintain character

- *Objective 11: To facilitate targeted opportunities for the growth of the township, and the targeted development of well-designed infill housing, to suit lifestyle choices and assist aging in place.*
- *Objective 12: To encourage new forms of residential and commercial development on vacant Mixed Use Zone (MUZ) land and develop a township heart through the definition and strengthening of the commercial/retail role.*
- *Objective 13: To manage and appropriately respond to the impact of flooding throughout Miners Rest.*
- *Objective 14: To acknowledge, support and promote the expansion of the equine industry and business activities.*
- *Objective 15: To designate appropriate locations for potential school, sporting, recreational and community infrastructure.*
- *Objective 16: To protect the long-term functional operations of Ballarat Airport.*
- *Objective 17: To plan for long-term growth in appropriate locations.*

The Township Plan includes a series of strategies and actions to implement the objectives of the plan.

1: Introduction

The Miners Rest Township Plan is being developed as part of a program of local area planning for the City of Ballarat to implement the Ballarat Strategy.

The Miners Rest Township Plan seeks to:

- Establish a long-term community vision for Miners Rest.
- Develop a prioritised action plan and responsibilities for implementation.
- Guide The City of Ballarat and other authorities to prioritise investment in the region.
- Provide a sound basis for community and City of Ballarat to apply for grants or lobby for funding.
- Identify potential changes to the Ballarat Planning Scheme to implement land use planning actions to achieve the vision.



Open landscape views/rural setting surrounding Miners Rest - view to the north

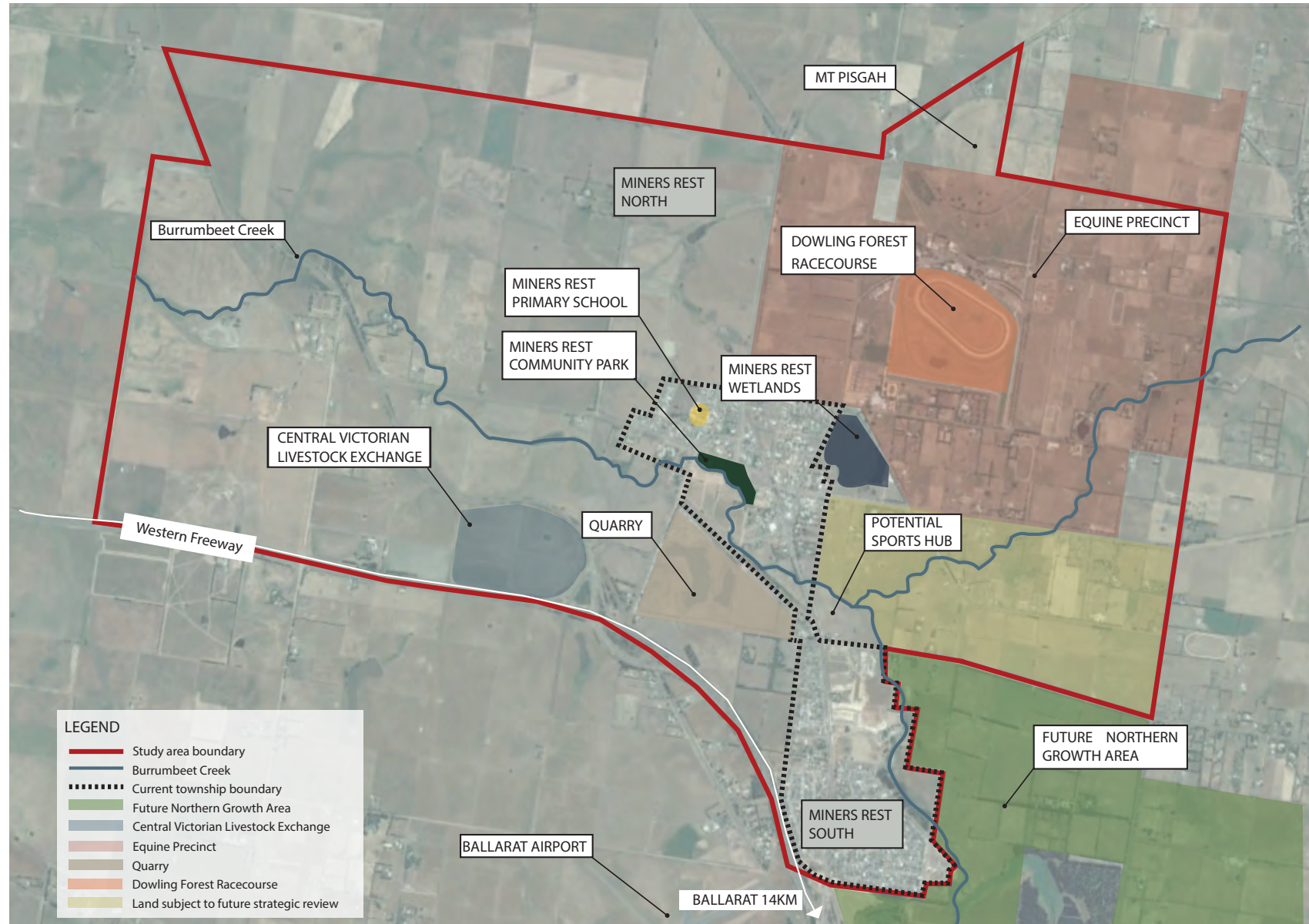


Figure 1 Miners Rest Study Area

1.1: What is the Miners Rest Township Plan?

The Miners Rest Township Plan is a strategic plan that sets out a vision and long term plan for the future of Miners Rest until 2040. It has been developed following extensive community consultation and is intended to be used to guide and manage change.

The plan addresses issues relating to land use planning and design of the public realm. It includes initiatives and actions that can be implemented by the City of Ballarat, other authorities and the community.

The Township Plan has been framed around the following three themes:

- *Theme 1: Celebrate Miners Rest's historic & natural assets*
- *Theme 2: Establish a connected and unified township & community*
- *Theme 3: Facilitate township growth & prosperity, and maintain character*

Study Area

The Study Area includes the full extent of the Miners Rest postcode. The study area extends to Davenport Road to the north, Western Freeway to the south, Gillies Road to the East and Draffins Road/Sunraysia Highway to the west (see Figure 1).

The study will consider Miners Rest within its semi-rural context and broader context of Ballarat.

Background Reports

The Township Plan is supported by a Background Research and Analysis Report (November 2019).

During the project a number of reports have been prepared and used for consultation with the community, including:

- *'What you said' Community Consultation Report (May 2017)*
- *Miners Rest Township Plan Issues and Opportunities Paper (August 2017)*
- *Draft Miners Rest Township Plan (July 2018, November 2018 & June 2019)*
- *Miners Rest North Character Assessment, (Nov 2019)*

A number of other interrelated studies have been undertaken and these are detailed in the next section.



Creswick Street, Miners Rest: view of Mt Blowhard to the north

1.2: Interrelated Projects

There are a number of other important land use considerations within and near the township area which have an interrelationship with the Miners Rest Township Plan. These include:

- Dowling Forest Racecourse Precinct
- Northern Growth Investigation Area
- Ballarat Airport
- Saleyard Development
- Miners Rest Primary School Expansion.

See Figure 2 for the location of each of these in relation to the study area.

A brief summary of each of these, and implications for the plan, is detailed below.

Dowling Forest Racecourse Precinct

The Dowling Forest Racecourse is one of Victoria's premier thoroughbred racing and training facilities, used to train more than 500 horses, with an increasing number of trainers based at the racecourse. It is a significant economic asset and Racing Victoria has identified Miners Rest as a key training centre for growth and expansion in the future.

The Dowling Forest Precinct has been established by the City of Ballarat to recognise, support and protect the equine industry. Planning controls have recently been reviewed and a planning scheme amendment will be undertaken in 2020 to ensure that planning controls are practical and support the desired outcomes for the precinct.

Council also decided to review the planning controls of land to the south of Dowling Forest as part of planning for a

northern growth area.

Section 3.5 of this report provides more information about the precinct.

Northern Growth Investigation Area

The City of Ballarat recently completed a study to consider locations to accommodate the long term growth of Ballarat. This included the Northern Growth Investigation Area (GIA) which is located to the south east of Miners Rest and abuts the township plan study area.

The investigation concluded that the Northern Growth Area should be one of two growth areas that should proceed to precinct planning to deliver an affordable, attractive and well serviced community.

In October 2019, Council resolved to proceed with planning for this growth area. The planning process will be undertaken over the next 5 years (approximately), and it will need to ensure that any new development respects and reinforces Miners Rest as a stand alone township and provides complementary services and facilities. Planning for the northern growth area will also review the planning controls of land between the investigation area and the Dowling Forest precinct.

Ballarat Airport

Ballarat Airport is located immediately to the south of Miners Rest, on the southern side of the Western Freeway. The airport accommodates two runways and as the prevailing take off direction of aircraft is to the north, aircraft flights paths are located directly over large areas of Miners Rest. While the airport does not provide for commercial/public passengers, it currently serves a role for training purposes

and a limited role for regional emergency services.

A master plan has been prepared for the airport which includes consideration of the north/south aligned runway being extended to 2,000m. Noting that Ballarat Airport is an infrastructure asset of regional significance, it is important to ensure its long-term viability and potential future expansion is not compromised by incompatible land use and development on surrounding land, such as sensitive residential uses. This issue is addressed in further detail in this report and the Background Report. The City of Ballarat has recently prepared two reports to ensure long-term safeguarding of the airport, that have been considered in the preparation of the Miners Rest Township Plan:

- Ballarat Airport Safeguarding Study (July 2018)
- Ballarat Aerodrome Noise Modelling Report (June 2018).

Saleyard Development

The Saleyard Development (Central Victorian Livestock Exchange (CVLX)) is located to the south-west of Miners Rest, at the intersection of the Western Highway and the Sunraysia Highway. The CVLX has been relocated from the existing saleyards site in Latrobe Street Ballarat, and is a facility of regional significance.

The construction of the facility was completed in October 2018. There have been a number of issues that the community has raised during the commissioning period of the facility, including odour and traffic management. These issues are being managed and addressed by the facility, EPA and Council. The facility is required to comply with all the conditions of the approved Development Plan and Works Approval.

Miners Rest Primary School Expansion

The community and school have successfully lobbied for State Government funding to upgrade the Miners Rest Primary School. This project will be led by the Victorian School Building Authority, in partnership with the school and community. The upgraded facility will include a sports facility with community access. There have been significant traffic and parking issues around the existing school that will need to be considered and addressed in the design of an expanded school facility.

It has not been confirmed whether the school will be upgraded on the current site or alternative site. This plan recommends criteria for selection of an alternative site if this is the preferred option for the State government.

Interrelated Projects

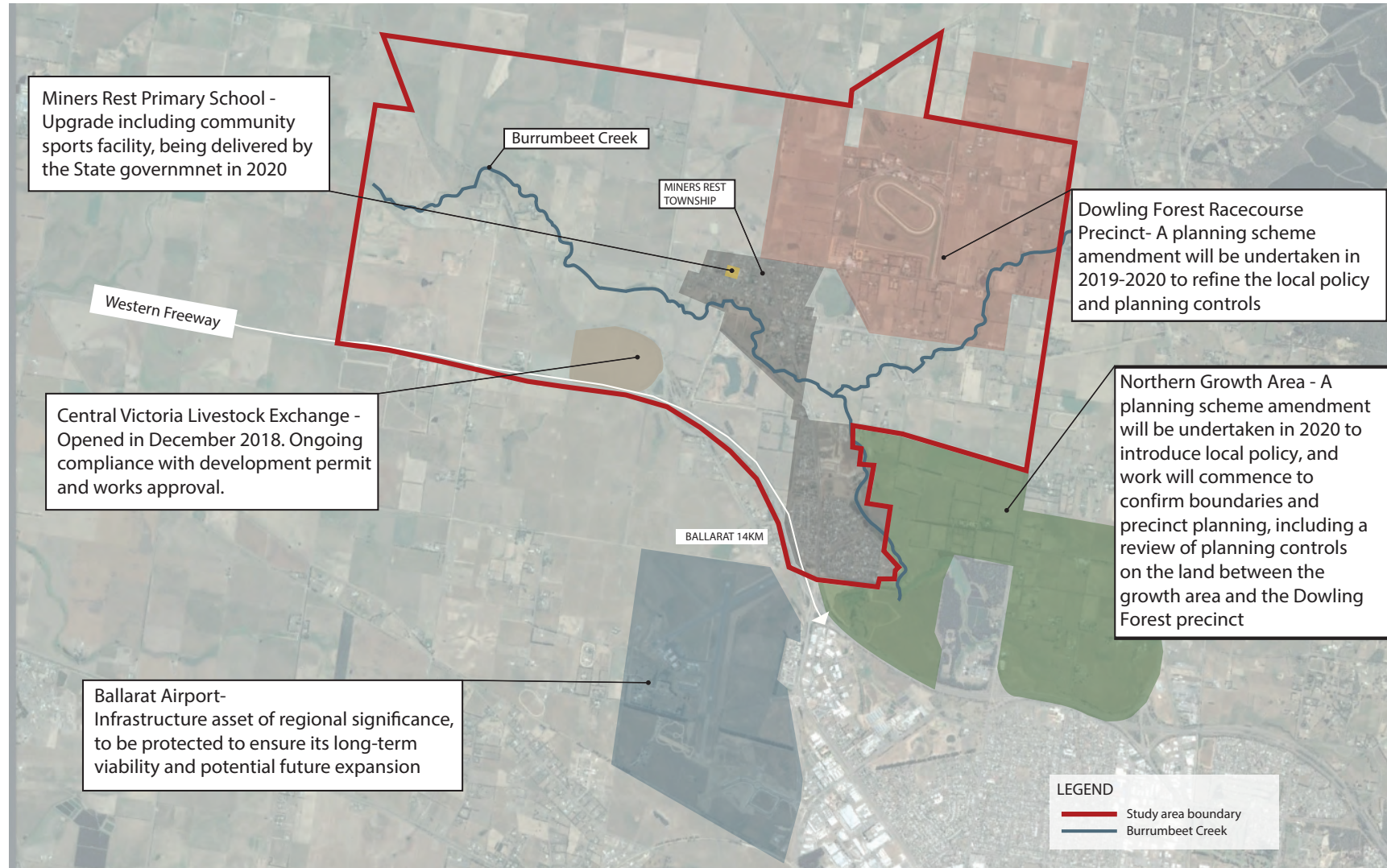


Figure 2 Interrelated projects

1.3: How will the Township Plan be used?

The Miners Rest Township Plan will be used to guide future land use and development in a coordinated manner and provide greater certainty for all stakeholders.

The Township Plan outlines policy directions, and important physical outcomes that relate to land use, built form and activity, landscape and environment, and access and movement.

The Township Plan will be used by:

City of Ballarat

- As a basis for introducing new planning policies and associated statutory controls into the Ballarat Planning Scheme (as appropriate)
- In assessing planning permit applications
- In assessing any private requests to re-zone land
- In guiding non-statutory initiatives, arrangements or partnerships to assist in realising potential future opportunities within the centre
- In preparing capital works budgets to implement public works; and in delivering community services, including additional recreational facilities.

The community

- To have a common understanding of how the township and specific precincts are likely to change in the future
- To assist community groups in prioritising future work and in seeking funding for projects
- To provide a framework for community groups to assist in implementing long-term plans.

Existing business owners

- To create greater certainty and appreciation regarding the future direction of the commercial centres/nodes.

Developers

- To understand the development opportunities that exist and the matters that will be taken into account in assessing development proposals.

Other government agencies:

- In coordinating infrastructure improvements with work undertaken by the City of Ballarat and other agencies including roads and education (i.e. Miners Rest Primary School).

More broadly it is important that the Township Plan must be regularly monitored to ensure its directions and ambitions continue to be relevant to the township as it changes and evolves over time.

See figure 3 to see how the plan can be implemented.

1.4: Project Methodology

The preparation of the Miners Rest Township Plan has been undertaken in a number of phases. This has included collation and analysis of background information on existing conditions, as well as community consultation.

The broad phases of the project have involved:

- Review of relevant background documentation
- Initial community consultation
- Targeted stakeholder engagement (including internal City of Ballarat departments)
- Preparation of an Issues & Opportunities Report (including a Community Infrastructure Assessment)
- Community consultation on the Issues & Opportunities Report
- Targeted site meetings with selected landowners
- Preparation of a draft Township Plan
- Community consultation on the draft Township Plan
- Finalising the Township Plan for Council adoption.

Implementation of the plan will commence following formal adoption by Council.

Implementing the Miners Rest Township Plan

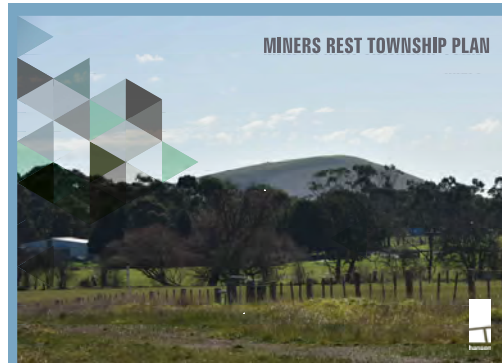
Land Use Planning

Immediate:

- Amendment to introduce the Township Plan to the Planning Scheme

Next steps/ongoing:

- Assessment of rezoning or development proposals with reference to the Township Plan and new controls
- Heritage gaps investigation
- Landscape assessment to ensure views are adequately protected



- COMMUNITY VISION
- PRIORITY ACTION PLAN
- RESPONSIBILITIES
- TIMEFRAMES

Advocacy

Immediate / ongoing:

- Attract new businesses to meet local needs
- Change to speed limits
- Safe equine crossing along Kennedy's road
- Government investment, services and facilities
- Public transport services
- Establishment of partnerships to implement non-regulatory projects

Infrastructure works program

Immediate:

- Flood mitigation strategic planning and initial works
- Commence creek rehabilitation works
- Design shared 5km loop trail
- Design Town Centre improvements

Next steps/ongoing:

- Trails and cycling network
- Burrumbeet Creek improvements
- Traffic and transport improvements
- Streetscape upgrades

Investment

Immediate:

- Upgrade Miners Rest Primary School
- Community sports facility

Next steps / ongoing:

- Private investment in the town centre
- New residential development

Community

Immediate / ongoing:

- Apply for funding for community projects
- Lobbying for investment in community priorities
- Promoting the town
- Organising and participating in community-building activities, e.g. tree planting days, local market
- Partnering with City of Ballarat and other authorities to develop and implement projects

Figure 3 Implementing the Miners Rest Township Plan

2: Community Consultation: Findings

There have been a number of community consultation stages throughout the development of the Township Plan:

- Initial consultation - documented in "What you Said" background report
- Issues and Opportunities Paper
- Draft Township Plan (June 2018, November 2018 & June 2019).

Consultation has also been undertaken 1:1 with a number of stakeholders and landholders throughout the project.

Consultation findings are summarised below, and more detailed information is provided in the Background Report.

See Figures 5 & 6 for details of 'What you said' and 'What you said: Key Challenges for Miners Rest'.

Initial Community Consultation

The first round of consultation was held at the commencement of the project. The main focus was on identifying the key issues, opportunities and ideas for improvements. As part of this process, a community workshop/drop-in session was held on Tuesday 21 March 2017. In addition, a community survey/questionnaire was circulated to all Miners Rest residents.

In order to guide input into these initial consultation process, three questions were posed to the Miners Rest community:

- *What do you love about Miners Rest?*
- *What do you imagine for Miners Rest?*
- *What do you want to retain in Miners Rest?*

'What You Said? Summary Report

Following the completion of the initial consultation process, a 'What You Said?' summary report was prepared to document the range of commentary, and provide a detailed summary and analysis of written submissions and verbal commentary received. The 'What You Said?' summary report formed an integral input into the preparation of the Issues and Opportunities report.

The top responses to the three key questions included:

Love:

- *The country atmosphere and local environment of the town, with it being quiet and peaceful*
- *The sense of community spirit, with diverse age groups, from young families to retirees*
- *Close proximity to Ballarat but still feels like a country town*
- *Being family and a positive place to raise children, as it is relaxed, safe and has a caring community*
- *The open rural landscapes and wider views to Mount Rowan and towards the Pyrenees*
- *The pub, supermarket, corner store and post office as positive town assets*
- *Miners Rest provides country living with city access and being a 'satellite' community to Ballarat with no industry or commercialisation.*

Imagine:

- *Provision of more retail shops, café, chemist, doctors' surgery etc*
- *Provision of a sporting hub including sports ovals, netball courts, bowling club, leisure centre, gym, swimming pool/waterpark, café etc*
- *Provision of improved park facilities including, paths and play equipment (swings, slides, toilet blocks, BBQ equipment, drinking taps etc.)*
- *Development of more walking and bike tracks to connect different parts of the town, as well as Ballarat and the surrounding region (including from Macarthur Park into Miners Rest, and open Nelson Street past the quarry to connect to the school)*
- *Implementation of better traffic management within and surrounding the town, including more formalised roads.*
- *Provision of a true town centre/village centre to provide a focal point for the town.*

Retain:

- *The rural nature, community focus and small town feel*
- *The friendly, safe and thriving country feel*
- *Parklands and open spaces*
- *Large blocks, avoiding high-density housing*
- *Existing commercial facilities.*

Community Consultation: Issues & Opportunities Report

The Issues and Opportunities report was subject to further community consultation. This included two facilitated community consultation sessions. Written comments were also sought over a four week period. The two consultation sessions were attended by more than 50 community members, while 12 written submissions were received. The commentary and feedback received during this process can be summarised under the below themes. A detailed summary is provided in the background information and analysis report.

Township Growth

- Discussions relating to growth revolved around the opportunities that growth can bring to the community as well as where to locate it and how best to manage it
- While the continued growth of Miners Rest was seen as a positive, there was a view that the current growth of Miners Rest has not kept up with development and that the provision of community infrastructure and services should be linked to future development
- A mixture of some infill complemented with well-located greenfield development was considered to be the most suitable option for the future direction of residential development
- The importance of retaining the existing character and rural atmosphere of the township was also highlighted, where there was general consensus that the size of new lots should be larger than typical urban block, and that new subdivision should also respect the surrounding rural landscapes.

Town Centre

- The development of a vibrant town centre through increased activity and development underpinned by appropriate public works received overwhelming support from the community
- Increased commercial activity and opportunities for infill development in suitable locations was thought to be a positive way to achieve this
- Issues related to pedestrian and cyclist safety were addressed and further highlighted the lack of crossings along Howe Street and the inconsistency of foot paths throughout the centre as identified in the Issues and Opportunities report
- The provision of a consistent footpath network, boulevard tree planting along Howe Street and shared trail unifying the two halves of Miners Rest received strong support.

Community Facilities

- The need for an increased range of community facilities
- The most important community facilities identified was the expansion of the school and the development of some form of sporting and recreation hub
- The importance of developing a sporting facility was noted for its ability to provide a focal point in the town and the creation of sports clubs within the town rather than residents participating in other teams outside the community.

Equine Industry

- Supporting the growth and protection of the equine industry, due to the economic benefits it brings to the community and its historical significance
- An emphasis was placed on ensuring the appropriate zoning of land surrounding Dowling Forest to support its potential future expansion and the need for the provision of staff training facilities and industry related services.

Historic and Natural Assets

- The natural setting and spaciousness afforded to Miners Rest and the significance of Burrumbeet Creek was again highlighted. Improving the flow of Burrumbeet Creek and ensuring appropriate flood mitigation and planting is provided to the wetlands were noted as key priorities for the natural assets
- Increasing connections to Burrumbeet Creek and the wetlands was also emphasised.

The above community based commentary and feedback has informed the drafting and preparation of the Township Plan, and particularly the Vision Statement and associated objectives and actions.

Community Consultation: Draft Township Plan

Almost 1000 people visited the Council MySay website during the draft plan consultation period, with 29 online surveys and 16 written submissions received. Details are also included in the Miners Rest Township Plan Background Information and Analysis Report (Attachment 2).

Feedback on the Draft Miners Rest Township Plan was overwhelmingly positive. Of the 29 people who responded to the online survey, approximately 86% respondents either fully or partially supported the Vision for the area, and 79% of respondents indicated that the three overarching themes either fully or partially cover the most important matters for Miners Rest.

Of the eleven key priorities presented to the Community in the Miners Rest Township Plan "Priority Action Plan", the top 5 community priorities were:

- Expanded or new location for primary school
- Town Centre - a vibrant heart and main street
- Flood mitigation
- New active sporting facilities
- More local jobs and services.

Requests to review the zoning of land south of the Miners Rest wetland and Dowling Forest precinct were received. Council has decided to review this as part of the northern growth area planning process.

In close consultation with the Committee for Miners Rest, further refinement of the Township Plan occurred from December 2018 – November 2019 to resolve a number of outstanding issues.

This included a community survey of township character, to better understand what people value and want to protect about the original town character. See figure 4 for a summary of findings.

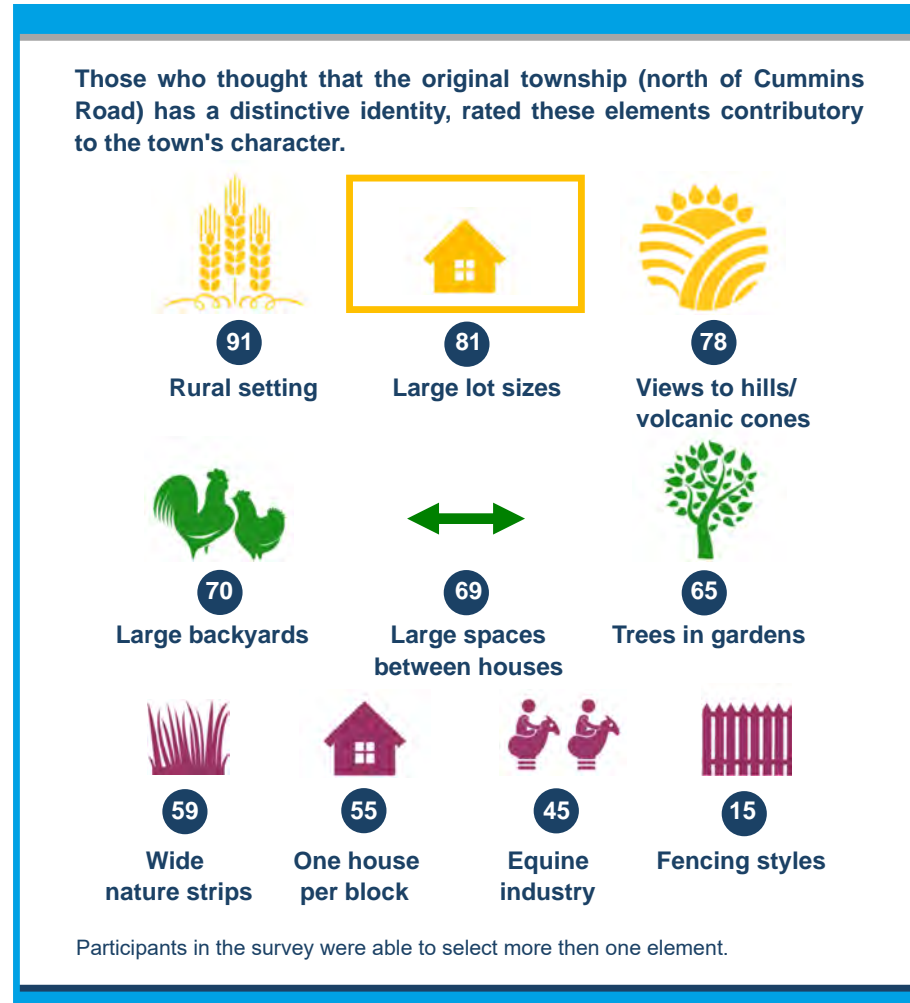


Figure 4 Miners Rest North Neighbourhood Character Summary of Findings

What you said

The City of Ballarat is partnering with the Miners Rest community to deliver The Draft Miners Rest Township Plan. During the development of the plan, the community told us what they love, imagine and want to retain for Miners Rest.

“ITS ‘VILLAGE’ FEEL.
ITS SENSE OF COMMUNITY.
ITS HISTORY.”

LOVE:

-  The country atmosphere and local environment of the town, with it being quiet and peaceful.
-  The sense of community spirit, with diverse age groups, from young families to retirees.
-  Close proximity to Ballarat but still feels like a country town.
-  Being family-orientated and a positive place to raise children, as it is relaxed, safe and has a caring community.
-  The open rural landscapes and wider views to Mount Rowan and towards the Pyrenees.
-  The pub, supermarket, corner store and post office as positive town assets.
-  Miners Rest provides country living with city access and being a ‘satellite’ community to Ballarat with no industry or commercialisation.

You told us that you love the quiet and peaceful country town feel, with wide open views to the surrounding rural landscape, and its close proximity to Ballarat. You love that the town provides a family-oriented and diverse

“WOULD LOVE TO SEE THE MINERS REST TOWNSHIP EXPAND WITH SHOPPING FACILITIES AND CAFES.”

IMAGINE:

-  Provision of more retail shops, cafes, chemist, doctors surgery etc.
-  Provision of a sporting hub including sports ovals, netball courts, bowling club, leisure centre, gym, swimming pool/waterpark, café etc.
-  Provision of improved park facilities including, paths and play equipment (swings, slides, toilet blocks, BBQ equipment, drinking taps etc.).
-  Development of more walking and bike tracks to connect different parts of the town, as well as Ballarat and the surrounding region (including from MacArthur Park into Miners Rest, and open Nelson Street past the quarry to connect to the school).
-  Implementation of better traffic management within and surrounding the town, including more formalised roads.
-  Provision of a true town centre/village centre to provide a focal point for the town.

community. You want to retain the rural nature and small town feel of Miners Rest, with large lot sizes, access to local commercial facilities, parklands and open space.

“I LOVE THE COUNTRY VILLAGE FEELING AND THE BEAUTY OF THE DOWLING FOREST RACECOURSE AND THE HORSES.”

RETAIN:






-  The rural nature, community focus and small town feel.
-  The friendly, safe and thriving country feel.
-  Parklands and open spaces.
-  Large blocks, avoiding high-density housing.
-  Existing commercial facilities.

Figure 5 'What you said'

What you said - Key Challenges for Miners Rest

CHARACTER AND GROWTH

- There is a need to protect the existing character and village atmosphere of the township and broader landscape views from inappropriate development.
- High density development out of character with the original town character
- In recent years there has been rapid growth
- There are mixed views about the need for infill versus greenfield development
- New poor quality development is being approved
- The provision of infrastructure has not kept up with growth



TOWNSHIP AMENITY

- Concern about the new saleyards has created significant stress amongst the community
- A cohesive tree planting program would improve the appearance of the town
- Integration with the equine precinct is poor

ACCESS AND MOVEMENT

- A shared trail along Burrumbeet Creek would connect the north and south parts of the town
- The path network is inadequate and it is difficult and unsafe to cross Howe Street, and move throughout the town walking or on a bike



LOCAL FACILITIES AND SERVICES

- The Miners Rest Primary School needs to be upgraded
- There is a lack of local shops, sports facilities, paths and cycling facilities
- There is nowhere to hang out with friends or as a family
- The Miners Rest Primary School needs to be upgraded

FLOODING AND BURRUMBEET CREEK

- Flooding is a major issue
- Burrumbeet Creek is environmentally degraded and blocked up, which is adding to the flooding issue
- New development across the broader catchment has increased flooding



Figure 6 'What you said - Key Challenges for Miners Rest'

3: Context, Challenges & Opportunities

3.1: Settlement History

Miners Rest is a small rural township/settlement located within a picturesque open rural landscape. The township is located immediately north of the Western Freeway, some 17 kilometres north of the Ballarat Central Business District. The township is physically separated from the outer northern edge of Ballarat by the Western Freeway, while the north/south aligned Howe Street runs through the centre of Miners Rest in a north-south direction.

Miners Rest is characterised by the original township area located to the north of Cummins Road and the new residential estates of Macarthur Park and Sunraysia Heights Estates located south of Cummins Road towards the Western Freeway. The North and South areas of Miners rest have very different settlement history, character and needs (see figure 7).

With regard to Aboriginal cultural heritage, the land on which Miners Rest stands is the traditional land of the Wadawurrung peoples, situated on the important travel route between Ballarat, Lake Burrumbeet and Lake Learmonth. The location of Miners Rest itself was a place that offered an attractive stopping point for the Wadawurrung peoples on this journey from east to west; the attractiveness of this place as a resting post is evidenced in the richness of Aboriginal sites in this area.

Historically, European settlement of the area dates back to the gold rush period of the 1850s. The first formal survey of the town occurred in 1854, where the extent of the town at the time is noted to broadly correspond with today's extent of the 'old' northern area of the township. The development of the town was based on its strategic advantage of being

located between the goldfields of Clunes and Buninyong and the Burrumbeet Creek, and consequently was a convenient camping place for miners en-route to the Ballarat goldfields, hence the name 'Miners Rest'. However, the township itself was not a prominent mining area. The township character of Miners Rest north is highly valued by the community.

A school opened in the township in 1858, which is the same site as today's Miners Rest Primary School. Around the same time the Ballarat Turf Club transferred its annual race meetings to the site at Dowling Forest, which remains prominent and active today. By the 1880s there were three churches and up to seven hotels in the wider region, however the majority of the original heritage buildings have since been demolished.

Like many regional and rural locations during the 1920s-70s, Miners Rest experienced a gradual decline in rural population. The railway line through the district to Waubra was closed in 1968. Through the 1980s the township maintained a rural residential role and saw a rapid growth in the 1990s due to a large number of new dwellings being constructed during this time.

The township area of Miners Rest is set within a broader open rural/agricultural landscape, which includes open views and scenic vistas of a number of surrounding volcanic hills/landforms, including Mt Rowan, Mt Blowhard and the Bald Hills.

Other major land uses/developments within Miners Rest study area include:

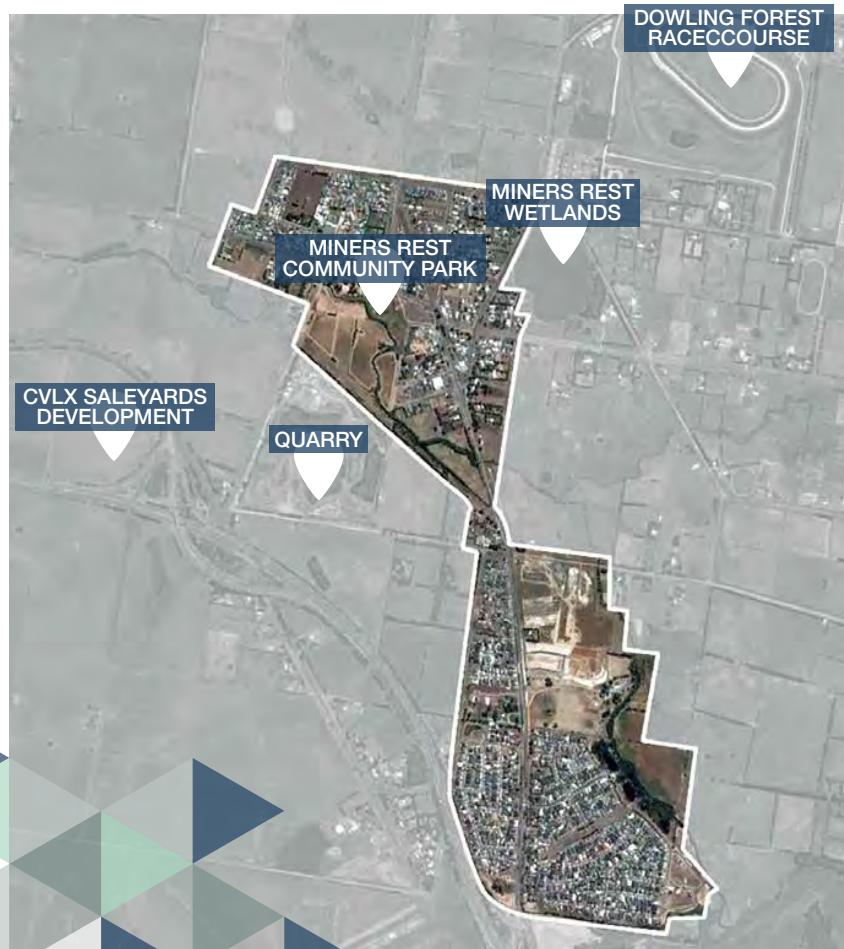
- The Dowling Forest Racecourse and surrounding equine precinct (located immediately to the north east) which is a significant economic and activity hub

- The Miners Rest Community Park, and the Miners Rest and Macarthur Park Wetlands
- The former quarry site which has been decommissioned and recently rehabilitated for potential redevelopment
- The Central Victorian Livestock Exchange development, which was approved by separate planning processes, is currently under construction to the west.



Dundas Street, Miners Rest (parking to frontage of Primary School)

Characteristics of Miners Rest



Miners Rest North:

- Original European settlement of the town in the 1850's
- Township nestled in surrounding farmland
- Impressive views to volcanic hills
- Traditionally larger lot sizes
- Community hall, local park and Miners Rest Primary School
- Burrumbeet Creek and Miners Rest Wetland
- Small local shopping centre
- Key surrounding land uses of Dowling Forest Racecourse precinct and former quarry

A TRADITIONAL RESTING PLACE OF THE WADAWURRUNG PEOPLES AND FOR MINERS MOVING THROUGH THE GOLDFIELDS

Miners Rest South – south of Cummins Road:

- Newer residential development (early 2000's onwards)
- Smaller lot sizes
- Suburban style development
- Burrumbeet Creek wetland, open space and trail network
- Partially affected by Airport Environs Overlay and emergency runway
- Adjacent to Ballarat Common to the south

Figure 7 'Characteristics of Miners Rest'

3.2: Miners Rest Population

According to the 2016 ABS Census, the current population of Miners Rest is 4,430 people. This amounts to a population increase of 17 per cent since the 2011 Census.

The largest age groups within Miners Rest are those aged between zero and nine, followed by those aged between 30 and 39. This is indicative of the population of Miners Rest predominantly consisting of young families. When compared with the rest of the municipality, the population has a smaller number of retirees and has a declining number of those aged between 18 and 34 when compared with the 2011 population.

In terms of household composition, the average household size of Miners Rest is 2.82 residents per dwellings which is larger than the Ballarat average of 2.38 persons. Of these households, 49.8 per cent of them are composed of households with children, 12.4 per cent more than the Ballarat average.

In terms of birthplace, Miners Rest has a predominantly Australian born population with 4.7 per cent born overseas at the 2016 Census. Between 2011 and 2016 however, Miners Rest has seen a marked increase in arrivals with 29.7 per cent of those born overseas migrating in this period compared with 12.6 per cent over the same period between 2006 and 2010. Just over half (54.8 per cent) of the population of Miners Rest identify as Christian with the second largest group being those who do not identify with any religion. Those identifying with a non-Christian religion has slightly decreased from 1.9 per cent at the 2011 Census to 0.9 per cent at the 2016 Census.

According to .id forecasts projections, the Miners Rest/ Mitchell Park population is projected to grow by 1,821 to

6,119 (42 per cent) over the 18 years to 2036. This equates to an average of 100 people per year, with the majority of this growth anticipated to be accommodated within Miners Rest.

It is highlighted that the .id forecast projections are based on extrapolating out prior population growth rates, however does not necessarily consider broader strategic planning questions of whether growth should be encouraged and facilitated, or perhaps curtailed or controlled for other planning reasons. Such questions and considerations constitute a key element of this Township Plan, and are explored in detail within later sections.

A measure of social and economic disadvantage for Miners Rest is represented by the SEIFA index which provides a picture of disadvantage based on incomes, educational attainment, employment and the amount of unskilled occupations within the area. Miners Rest achieves a percentile score of 78, which means that 78 per cent of Australian suburbs have a higher level of disadvantage than Miners Rest. Compared with Ballarat Central for instance, which receives a percentile score of 58, Miners Rest is placed well in terms of its regional context.

Number of dwelling occupancy permits issued in recent years:

- 2014 = 7
- 2015 = 44
- 2016 = 21
- 2017 = 37
- 2018 = 64



Miners Rest Tavern



Miners Rest Community Hall



Commercial Development: west side of Howe Street

3.3: Rural Land use & Landscape Values

Miners Rest benefits from landscape views of open rural farming and agricultural land, with these views being framed by a backdrop of iconic volcanic cones, including Mount Rowan and the Blowhard Hills.

The relatively open landscapes with the volcanic cones of Mt Rowan, Mt Blowhard and the Bald Hills provides for a visually strong and iconic landscape setting to the township. Many of these open views are available at the peripheral edges of and approach to the town, however there are some particularly significant open landscape views to the east and north east that can be experienced along Howe Street in the section north of Cummins Road.

Through community consultation these landscape views have been highlighted as having important character value for the township.

This wider rural landscape includes a range of productive agricultural/farming and equestrian based land uses. Community consultation revealed existing tensions between agricultural uses and 'rural lifestyle' properties, with some landowners advocating to rezone and subdivide farming land for smaller 'rural lifestyle' blocks. While a typical argument in favour of such subdivision is that the land cannot be viably used for farming or agricultural activities, equally this view ignores the fact that land parcels could also be consolidated to allow for suitable agricultural use. In this context it is also necessary to highlight that placing a speculative residential land value on farming land has a negative impact on its use for farming and agricultural activities as it makes land unaffordable for such purposes.

Existing Ballarat Planning Scheme local policy Clause 21.05: Natural Resource Management recognises the importance of the rural areas of Ballarat and the rich agricultural areas and farming activities which are important features of the rural character and identity of the municipality. The clause highlights the need to protect productive agricultural land from inappropriate development; prevent encroachment of urban land use; and ensure that productive agricultural land remains available for agricultural resource use.



Open landscape views surrounding Miners Rest - view to the west

3.4: Burrumbeet Creek/ Wetlands

Burrumbeet Creek and its tributaries form a natural feature which meanders through the township. However, many parts of the creek are hidden from public view and lack public access. Development of new areas is providing welcome opportunities to bring the creek and surrounds into public ownership/public open space. Burrumbeet Creek is also the primary source of localised flooding impacts.

The creek itself, has been assessed as being in poor condition, with little natural habitat, limited species diversity and degraded riparian vegetation. The creek faces a number of environmental threats including algal blooms, direct livestock access (causing bank erosion and contamination), man-made barriers, carp and introduced predator fish. The creek does support a number of species of plants and animals, including wetland birds and native and exotic fish species. The creek has been identified as potential habitat for the endangered Growling Grass Frog, although its presence is unlikely due to the Creek's current poor condition and ongoing use to accommodate stormwater flows.

The Miners Rest Wetland is a significant local recreational and environmental asset, and features a shallow fresh water marsh, providing habitat for significant plant and animal species. It has previously been identified that the wetland has suffered from a lack of inflow as a result of increasingly dry weather periods. The Macarthur Park Wetland is well established and is making a positive contribution to the biodiversity and environmental health of the creek.

There are significant opportunities to improve the condition and function of the creek with major environmental and flood mitigation benefits.



View south along Victoria Street of Burrumbeet Creek road crossing



Miners Rest wetland pathway

3.5: Dowling Forest Precinct Equine Industry

The Dowling Forest Precinct is the home of thoroughbred training within the Ballarat region. The economic and business growth opportunities linked with the growth of the equine industry in Miners Rest are extremely important to the future of the town and its economic prosperity, as well as the Ballarat region overall. Furthermore, staff and visitors to the Dowling Forest Precinct will have retail and service needs (food and drink etc), which the Miners Rest community can leverage off to realise the revitalisation of the commercial town centre within the town.

Ballarat is one of five training centres that have 'Tier 1' status in Victoria and one of three in regional Victoria, along with Cranbourne and Mornington. Horse training facilities at Miners Rest exceed other public training centres in Victoria, which has resulted in rapid expansion in horse training in recent years. Racing Victoria has identified Miners Rest as a key training centre for growth and expansion in the future.

It has been estimated that the economic benefit of thoroughbred racing in the region would be in the order of \$60 million. The City of Ballarat recognises the importance of the equine industry to Miners Rest and Ballarat more broadly, and has sought to support and protect it within the Dowling Forest Precinct.

Some key facts and economic statistics of horse training in the Ballarat region includes:

- As of August 2017, 51 trainers were operating from the Ballarat Turf Club training 443 horses, which creates 145 full time jobs and \$13.56 million of economic impact to the region

- Estimated that an additional 200 horses trained on-course would generate an uplift of \$6.4 million and an additional 69 full time jobs
- Estimated that the number of horses trained at Ballarat Turf Club could exceed 1,000 horses by 2022, creating full time employment for more than 350 people.

Likewise, it is estimated the 2017 Ballarat Cup Day generated an economic benefit of \$5.18 million. (economic impact statement produced by the Ballarat Turf Club). This is significant contribution to the local economy from a single event, and noteworthy as nearly half of the 10,000 attendees were visitors to Ballarat. The 2017 Ballarat Cup Day was responsible for bringing 3,537 individuals into the region who otherwise may not have visited. Of these visitors, 2,181 stayed at least one night in Ballarat. Overall, 4,536 visitor nights were created and around 86 per cent of these nights were spent within Ballarat.

Beyond the Dowling Forest Precinct there is an opportunity for the rural and farming land surrounding Miners Rest to accommodate equine and associated activities as part of the expanded equine industry in Miners Rest.

In 2012 the City of Ballarat has applied strong land use controls to protect and encourage horse training in the Dowling Forest Precinct. These controls were also intended to be a buffer between the residential areas of the town and the equine precinct.

In response to issues raised by landholders in the Special Use Zone 13 area, the City of Ballarat has recently completed a review of planning controls in the equine precinct.

The Dowling Forest Precinct Planning Controls Review concluded that local policy and land use controls could be improved to support implementation of the desired outcomes for the precinct. In October 2019 Council decided to proceed to an amendment to make these changes to the Ballarat Planning Scheme.



Dowling Forest Racecourse

3.6: Central Victorian Livestock Exchange

The Central Victorian Livestock Exchange (CVLX) is located to the south-west of Miners Rest, at the intersection of the Western Highway and the Sunraysia Highway. The CVLX has been relocated from the existing saleyards site in Latrobe Street Ballarat, and is a facility of regional significance.

An Independent Planning Panel was held in September 2015 to review concerns relating to the development and ensure that the planning approvals processes for the CVLX address these matters. The construction of the facility in accordance with its approval is now complete.

Noting that the CVLX is a current land use within the area, an important consideration for the Township Plan is ensuring that sensitive land uses are not introduced that would be impacted by the approved operations of the CVLX.

From an economics perspective the CVLX is a major employment generator, and it also contributes over a quarter of a billion dollars to the regional economy per annum.

3.7: Ballarat Airport

The Ballarat Airport is located immediately to the south of Miners Rest, on the southern side of the Western Freeway. The airport accommodates two runways, with the main runway being north/south aligned and 1,245m in length, while the shorter second runway is north-east/south-west aligned and 568 metres in length. As the prevailing take off direction of aircraft is to the north, aircraft flight paths are located directly over large areas of Miners Rest. While the airport does not provide for commercial/public passengers, it currently serves a role for training purposes and a limited role for regional emergency services.

A longer-term master plan has been prepared and adopted by Council for the airport which considers a number of future growth and development options which may require the north/south aligned runway to be extended to 2,000 metres.

The protection of airports as economic and transport infrastructure is addressed within the Ballarat Planning Scheme, State Planning Policy Framework at Clause 18.04, and highlights that planning decisions must consider as relevant the National Airports Safeguarding Framework (NASF). The scope and influence of this framework on the Miners Rest Township Plan is addressed later in this report and within the Background Information and Analysis Report.

The Ballarat Planning Scheme also includes a policy (Clause 21.08-2) acknowledging the airport as an important regional asset, and that protection of the airport is critical.

The Ballarat Airport is an infrastructure asset of regional significance, and its long-term viability and potential future expansion must be protected by not introducing

incompatible land use and development on surrounding land, such as sensitive residential uses. If a commitment is made by Council to change use of the airport, then the impact on surrounding land can be reviewed.

The Background Information and Analysis Report includes a detailed discussion and analysis of the issues and implications of the National Airport Safeguarding Framework for Ballarat Airport have for the development and preparation of the Miners Rest Township Plan.

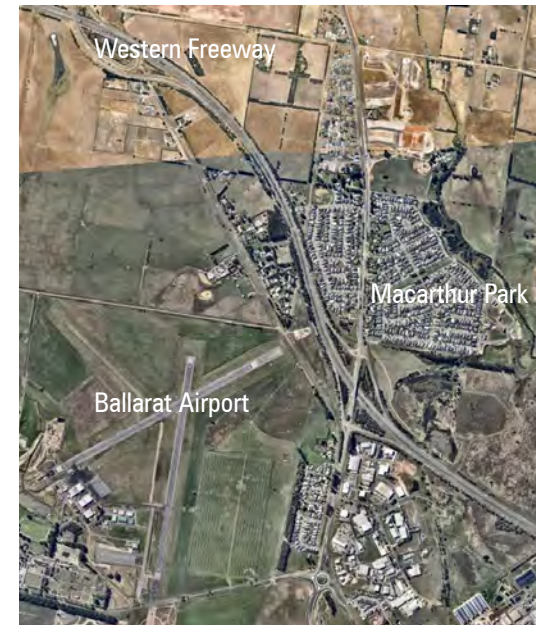


Figure 8 Ballarat Airport located immediately to the south/south west of Miners Rest

3.8: Flood Management

City of Ballarat has been working a program of flood mitigation works to help manage flooding issues across the town (see Figure 9).

Further information about strategic flood management planning is included in section 4.5.

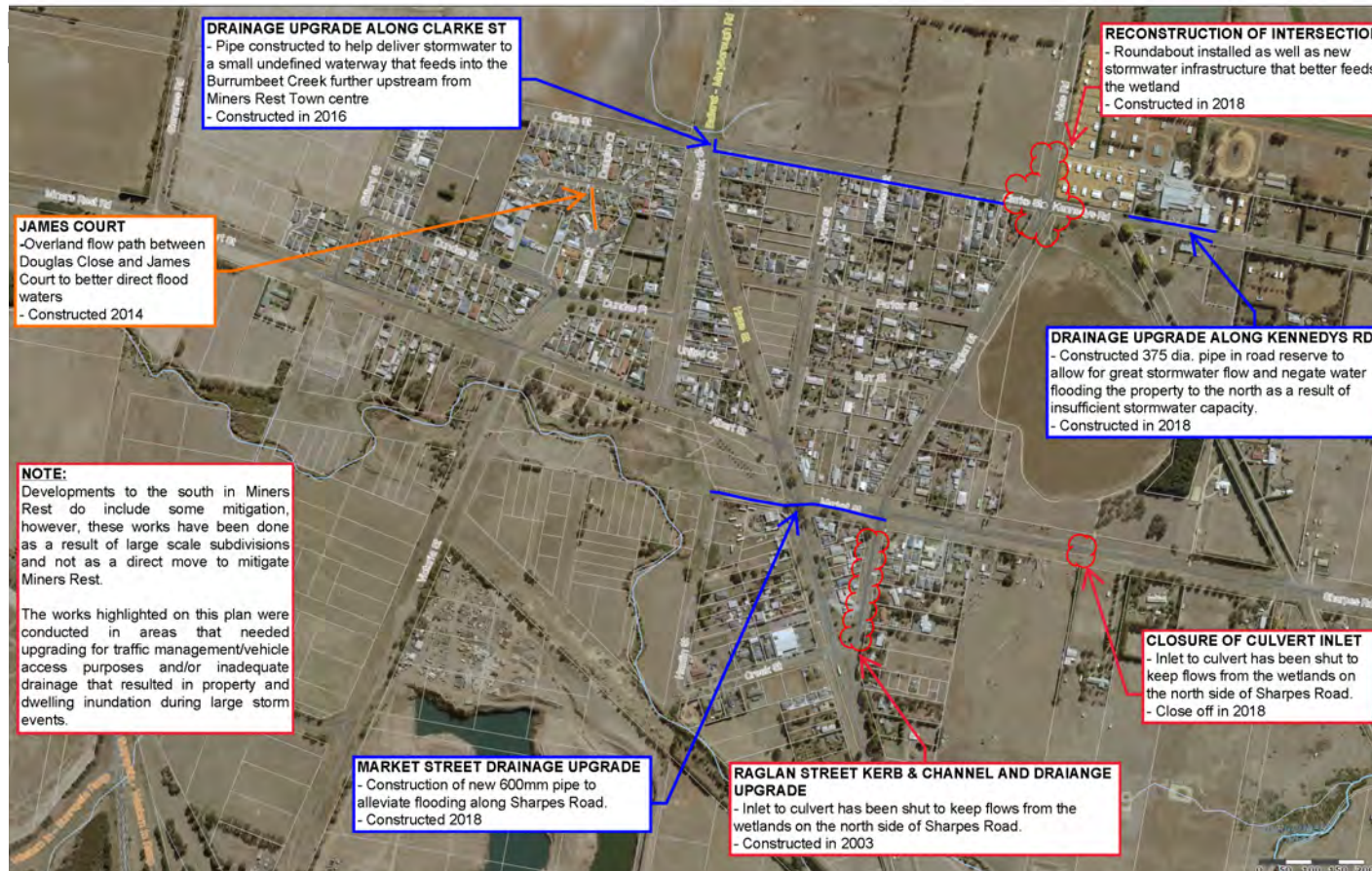


Figure 9 Completed Flood Mitigation Works

3.9: Summary of Challenges & Opportunities

Miners Rest – Key challenges and opportunities

MINERS REST

- Flood management
- Stronger connection between the north and south of Miners Rest with an improved path network and landscaping
- Improved quality of development and managed growth
- Burrumbeet Creek restoration and creation of a linear parkland and trails
- Protection of views and rural setting
- Need for local sports facilities
- Improved pedestrian and cycling infrastructure
- Protection of heritage features and assets
- Improved public realm and landscaping
- Safeguarding Ballarat Airport
- Manage northern growth area to ensure compatibility and benefits for Miners Rest township
- Impacts from saleyards development
- Limited sewerage infrastructure
- Support local businesses - currently 435 active businesses registered

MINERS REST NORTH

- Need to maintain the village and township character
- Recent urban style development has resulted in smaller lot sizes and reduced areas for landscaping
- Growth of town centre and attracting new businesses to service local needs
- Buffers from activity at the Dowling Forest precinct/ rural land
- Need to accommodate the growth of Miners Rest Primary School
- A new future for Miners Rest Quarry
- Managing a growing equine industry

MINERS REST SOUTH - SOUTH OF CUMMINS ROAD

- Safe and convenient access to north Miners Rest
- Safe cycle access to Ballarat over the Western Freeway bridge
- Future potential development of Northern Growth Investigation Area
- Future of Ballarat Commons land
- Remote from town centre and community facilities



Figure 10 Miners Rest - Key Challenges and Opportunities

4: Township Plan

4.1: Vision Statement

In 2040 Miners Rest will be:

- *A family-orientated rural township with a friendly and inclusive community spirit*
- *A compact and contained township functioning as a separate 'satellite' settlement to Ballarat*
- *A rural township character which is positively influenced by the surrounding open rural landscape*
- *A township with ample commercial uses and activities to meet the day-to-day needs of the local community and businesses*
- *A vibrant, inviting and attractive township with well-designed, tree-lined streetscapes and pedestrian/cycling connections linking major community hubs*
- *A township recognised and celebrated for its significant equine industry*
- *A township with ample public transport options and the safe management of vehicle traffic.*



Open landscape views surrounding Miners Rest - view to the north

4.2: Key Themes & Recommendations

The Miners Rest Township Plan has been developed around three key themes:

- *Theme 1: Celebrate Miners Rest's historic & natural assets*
- *Theme 2: Establish a connected and unified township & community*
- *Theme 3: Facilitate township growth & prosperity, and maintain character*

These three key themes were used to frame a range of identified challenges and opportunities which were discussed and tested during the Issues and Opportunities community consultation process.

A series of objectives, strategies and associated actions have been developed under each of the three themes and addressed in detail within the following sections of the report. Key recommendations are visually and spatially represented on the Township Plan (refer to Figure 13).

A progress report on implementing should be presented to Council within 5 years of commencing implementation of the plan.



Miners Rest Community Park & Miners Rest Soldiers Memorial

4.3: Theme 1 - Celebrate Miners Rest's historic & natural assets

4.3.1: Key Issues & Opportunities

Miners Rest is a historic township set in rural/semi-rural landscape and contains a range of cultural heritage, natural, parkland and landscape assets, which are briefly outlined below:

Aboriginal and European heritage

The land on which Miners Rest stands is the traditional lands of the Wadawurrung people. The Burrumbeet Creek and other water bodies were important to the community as a source of food, water and shelter, as well as being travel routes that connect places and people.

Following European settlement, Miners Rest was established as a convenient mid-point stop between the goldfields of Ballarat and Clunes, hence the town being named 'Miners Rest'. However, many of the original historic buildings within Miners Rest have since been demolished, which has removed a layer of visible history within the town. Although a number of sites of potential heritage significance have been nominated by the community, there is a lack of formal heritage assessments to determine whether formal heritage protection is warranted.

There is a community desire to acknowledge and celebrate all the elements of Miners Rest's heritage that have contributed to its character today.

However, there is a lack of publicly available information on the Aboriginal cultural heritage and traditional knowledge of the region.

During implementation of the plan, the Native Title Act 1993 must be considered where relevant in relation to land where native title has not been extinguished.

Burrumbeet Creek

Burrumbeet Creek and its tributaries form a natural landscape feature, however due to landscape and development patterns, many parts of the creek are hidden from public view and lack direct public access.

Burrumbeet Creek is also the source of localised flooding with major impacts being caused in the northern sections of the township. The creek itself, although a significant landscape feature, has been assessed as being in poor condition, with little natural habitat, limited species variation and degraded riverside vegetation and faces a number of environmental threats.

There is a clear opportunity to improve the values and function of the creek and achieve flood mitigation outcomes through a considered and integrated design and works program, in partnership with the Registered Aboriginal party, landholders and relevant authorities. This could also provide improved access to the creek through the development of areas of parkland and a shared trail.

Existing Open Space

Miners Rest has the benefit of a number of parkland/natural assets including the Miners Rest Community Park, as well as the Miners Rest Wetland is a shallow fresh water marsh of the type that would have been common in Miners Rest and surrounding areas.

These form part of a larger network of passive conservation public open spaces within Miners Rest, providing important opportunities for residents to socialise and recreate. Also of note, the Miners Rest Community Park has had a range of recent works and upgrades, with further work to be completed in line with the adopted masterplan for the park. There is a noted lack of dedicated active open space, which is addressed later under Theme 3.

A priority is to acquire land to complete the linear trail along the creek.

Protection of rural/agricultural land

Ballarat and areas around Miners Rest have some of the highest value agricultural land that needs to be protected for agricultural production.

There are existing tensions between agricultural uses and 'rural lifestyle' properties, with some landowners advocating to rezone and subdivide farming land for smaller 'rural lifestyle' blocks. A typical argument in favour of subdivision is that the land cannot be viably used for farming or agricultural activities, however equally land parcels could also be consolidated to increase options for/ increase viability of agricultural use. This issue, and the spatial analysis of rural land surrounding Miners Rest is further explored within the background information and analysis report. Whilst some areas are currently functioning as rural living areas, there are a number of issues supporting maintaining these in the farming zone, including oversupply of rural living zoned land, the role of the land as a buffer between land uses, flood and water catchment requirements.

Council has committed to reviewing the planning controls of land south of the wetland and Dowling Forest as part of the northern growth areas planning process.

Significance of surrounding landscapes

The township is set within a wider rural landscape which includes a range of productive agricultural/farming land uses. Mount Rowan and the Blowhard Hills also provide for a visually impressive backdrop and iconic landscape setting. Many of these open views can be experienced at the edges of the town, however there are some particularly significant open landscape views to the east and north-east available along Howe Street (i.e. north of Cummins Road).



Miners Rest Heritage Trail signage



Open landscape views surrounding Miners Rest - view to the west

4.3.2: Objectives

- *Objective 1: To increase knowledge and promotion of Aboriginal and European history of the township and region*
- *Objective 2: To improve the environmental quality of Burrumbeet Creek and increase public access to this natural environmental asset*
- *Objective 3: To protect agricultural land and support farming activities on land surrounding Miners Rest*
- *Objective 4: To acknowledge and protect key iconic rural landscape views providing a unique and attractive setting for Miners Rest.*

4.3.3: Strategies & Actions

Strategy 1: Acknowledge, celebrate and promote Miners Rest's Aboriginal and European heritage.

- Action 1: Undertake additional historical analysis pre and post European contact to document and better understand the cultural significance and history of development of Miners Rest
- Action 2: Consider expanding the Miners Rest Heritage Trail project, based on the findings and conclusions of additional historical analysis
- Action 3: Promote the Miners Rest Heritage Trail points of interest and support the community to enhance the trail.

Strategy 2: Protect existing heritage assets, elements or features.

- Action 4: Undertake heritage assessments of designated 'sites of potential heritage significance' to determine if formal heritage protection is warranted.

Strategy 3: Improve the function and protect the environmental and biodiversity values of Burrumbeet Creek.

- Action 5: The City of Ballarat to collaborate with the community, landowners, Wadawurrung/Wathaurung Aboriginal Corporation, DELWP and Glenelg Hopkins Catchment Management Authority to develop a creek rehabilitation and environmental protection and management program.
- Action 6: Undertake works on the City of Ballarat managed land to improve function of and environmental benefits along Burrumbeet Creek.

Strategy 4: Increase awareness of and public access to Burrumbeet Creek.

- Action 7: As a priority, investigate opportunities to create an open space corridor and facilitate a public access shared trail along the length of Burrumbeet Creek.

Strategy 5: Improve function and use of all public open space areas.

- Action 8: Complete development of Miners Rest Community Park.

Strategy 6: Protect rural land for agricultural, farming and equine related activity.

- Action 9: Maintain existing planning policies to ensure that land surrounding Miners Rest within the Farming Zone is protected and enhanced for ongoing farming, agricultural and equestrian activity in the context of growth areas planning.

Strategy 7: Ensure potential for future development does not impact upon key rural/landscape views within and surrounding Miners Rest.

- Action 10: Undertake further rural landscape assessment work to determine whether formal protection of key existing rural/significant landscape views is warranted.



Maintain views to surrounding landscape



Ongoing implementation of the Miners Rest Community Park Master Plan



Miners Rest Sundial & Well Garden



Miners Rest Primary School



Miners Rest Community Park



Figure 11 Conceptual section for potential shared path along Burrumbeet Creek



Reference image: potential for creek trail (Mullum Mullum Trail)



Reference image: potential for creek trail (Merri Creek Trail)



Reference image: potential for creek trail (Little Para River Trail)



Reference image: potential for creek trail (Merri Creek Trail)

4.4: Theme 2 - Establish a connected & unified township & community

4.4.1: Key Issues & Opportunities

Relevant considerations relating to how the township could be better connected and unified include:

Community support

The consultation processes confirmed that Miners Rest is a well-established township with a strong sense of community. From this perspective there is an opportunity to build upon community and township pride. This could be achieved through the provision of new and additional community facilities (subject to need and available funds) and through the City of Ballarat supporting and empowering the residents to develop their own programs and actions.

In this context, the City of Ballarat can also have a role in assisting local businesses and community groups in focusing their actions and aims, which in some instances could also extend to applications being made for appropriate government grants (depending on actions sought and available funding source).

Through the Issues and Opportunities phase, for consideration it was noted the existing community hall was in poor condition, lacked a range of flexible spaces, and as a consequence was underutilised. The City of Ballarat have recently undertaken renovations and upgrades to the existing building which will function to secure its future and increase its usage by a range of local community groups and residents.

Targeted Landscape Planting

Miners Rest is spread out and effectively split into two halves, which includes the older parts of the town to the north, and the newer residential estates (i.e. Macarthur Park & Sunraysia Heights Estate) to the south. This creates a

sense of disconnection and a lack of unifying elements.

This existing situation creates a clear opportunity to better unify the town through targeted planting and landscaping. This could be approached through the planting of canopy vegetation on major roads within the township and most particularly along the length of Howe Street. Over time as the boulevard tree planting establishes and increases in height and canopy spread, it will function to create a visually unifying streetscape outcome.

Shared path network

Opportunity exists to develop a network of shared pedestrian/cycling paths throughout Miners Rest to better unify the township, as well as to be connected to Ballarat via the Ballarat Bicycle Network. There is also a need to improve cycling/walking facilities across the freeway bridge.

A shared path network would function to encourage access between various parts of the township on foot or by bike, and therefore reducing reliance on motor vehicles. The shared path network could be designed to create a series of potential loops for recreation and exercise, which would be of benefit to the overall health and wellbeing of township residents. It can also be connected in with the wider Ballarat cycling trail network to increase regional connectivity.

In the majority of instances, it should be possible to facilitate such a shared path network within existing road reserves. However in some instances, such as the proposed trail along Burrumbeet Creek, this would be more complex to facilitate. A key aspiration of the Township Plan is to create a shared trail along the length of Burrumbeet Creek, which would improve the environmental qualities of the creek and

to create a central off-road connection between the northern and southern sections of the town.

This concept has already been facilitated at Macarthur Park Estate, and is progressively being extended with the recent subdivisions located further north. It is a key recommendation of the Township Plan for any future subdivision of land with creek frontage, that the City of Ballarat should negotiate the acquisition of land along the creek interface, with a view to eventually linking the entire creek corridor from Albert Street/Victoria Street in the north, to Macarthur Park in the south.

However, it is acknowledged that it is more complicated to create this potential shared link over land where future subdivision is not anticipated. In such instances it would involve The City of Ballarat negotiating to purchase such land, and depending on the outcome of such negotiations, could also involve the application of the Public Acquisition Overlay (POA) to formally acquire it. Further site analysis of creek interface conditions and shared path design work would need to be undertaken to establish the minimum extent of land required to create the proposed Burrumbeet Creek environmental corridor/shared trail.

Improved pedestrian safety

With Howe Street being a heavily used main road through the township there is an issue with managing vehicle and pedestrian conflicts along its length. The main opportunity involves the development of safe crossing points at key locations along the length of Howe Street. There is also the potential to investigate the redesign of the service road between Delaney Drive and Cummins Road to be a one-way traffic system to allow space for an off-road shared path,

which would function to address the lack of a safe off-road route in this section of the town.

Pedestrian safety within Dundas Street adjacent to the Miners Rest Primary School has a number of issues to be addressed, which were identified in a 2017 traffic study by O'Brien Traffic conducted on behalf of the City of Ballarat. Recent traffic modifications have been undertaken by the City of Ballarat, including altering movement of traffic in Dundas Street to be one-way only, and installing a right turn lane on Albert Street into Giffard Street which accesses Dundas Street. Further traffic management upgrades were indented in the O'Brien Traffic report, which still need to be implemented, and includes:

- Indented parking for the southern side of Dundas Street to reduce congestion
- Widening of the Dundas Street carriageway.

Any expansion of the Miners Rest Primary School on the current site will need to take into account traffic and parking issues and ensure that this adequately addressed, including maximising the off-stree parking to meet school needs.

Management of Traffic Speeds

During the consultation processes the speed of traffic through and surrounding Miners Rest area, was highlighted as an issue of concern for both residents and business operators associated with the Dowling Forest Racing Precinct. Potential future truck traffic through the town associated with the Central Victoria Livestock Exchange was also highlighted as an issue and is being managed in collaboration with CVLX, Council and Regional Roads Victoria.

In considering the potential to manage traffic and traffic speeds within and surrounding Miners Rest it is noted the management of roads is shared between Regional Roads Victoria and the City of Ballarat. Regional Roads Victoria are noted to control speed limits on those roads within the Road Zone Category 1 (RXC1) including Creswick Road/Midland Highway, Howe Street and Sunraysia Highway, while the City of Ballarat controls all other roads, including local roads of Sharpes Road, Cummins Road, Gillies Roads and Miners Rest Road.

Noting this dual management of traffic speeds between the City of Ballarat and Regional Roads Victoria, there needs to be discussion and coordination between the two levels of government to ensure that volumes and speeds of traffic are managed and balanced to ensure that any reduction in speed on one road does not result in higher traffic volumes on other roads.

More broadly, it is noted that Regional Roads Victoria is currently undertaking a program of works for Midland Highway involving road upgrades and reduction in traffic speeds. The proposed works between the Western Freeway and Kennedys Road/Sulky Road are most relevant to the Township Plan and involve:

- Reduction in traffic speed from 100km/h to 80km/h
- Increased median road width
- Installation of roundabouts at key intersections
- Upgrades at select intersections.

With the reduction in traffic speed on the Midland Highway to 80km/h, it is acknowledged that this may result in drivers choosing to instead use other council-controlled roads with

a current speed limit of 100km/h. Based on this potential outcome, the City of Ballarat should advocate for a reduction of speed limit on Gillies Road, Cummins Road, Kennedys Road to 80km/h to reflect Midland Highway speed.

Cummins Road is currently unsealed west of Gillies Road, where it is anticipated that Cummins Road will become increasingly busy in terms of traffic volumes, due to current and anticipated future development and its connection through to the Midland Highway. The need to upgrade and seal Cummins Road to service existing and future traffic generation is considered to be integral to growth in the Miners Rest township.

Public Transport

There is an opportunity for the City of Ballarat to advocate with public transport operators to improve the accessibility and frequency of public transport options within the township to ensure it is a viable option to normal reliance on motor vehicles for transport connection to Ballarat and beyond.

Public Access to quarry & future open space provision

Should the former rehabilitated quarry be redeveloped in the future, there is clear opportunity to achieve net-community benefit outcomes by negotiating the quarry lakes and surrounds to be publically accessible as an additional passive open space asset.

This would require the City of Ballarat to undertake negotiations with the landowner as part of any future redevelopment, where this could form part of the provision of required public open space. There is also opportunity to provide direct links between the quarry site and the future town centre proposed to be located on Creek Street.

4.4.2: Objectives

- *Objective 5: To improve streetscape amenity through targeted streetscape planting*
- *Objective 6: To improve pedestrian and cycling connections throughout the township, including links to local commercial and community activity nodes and to Ballarat*
- *Objective 7: To minimise pedestrian and vehicle conflict zones, including streets surrounding the primary school*
- *Objective 8: To manage traffic speed within and surrounding the township*
- *Objective 9: To support the development of community-based initiatives and programs*
- *Objective 10: To improve local public transport options.*

4.4.3: Strategies & Actions

Strategy 8: Undertake targeted landscape planting, including boulevard tree planting along main streets.

- Action 11: Develop and implement a landscape planting program, to focus on boulevard tree planting along main streets, and shared trail network.

Strategy 9: Develop a network of off-road 'shared paths' in combination with the Ballarat Bicycle Network.

- Action 12: Investigate mechanisms for the City of Ballarat to acquire land along Burrumbeet Creek, in order to create a shared trail network and improve public access to Burrumbeet Creek.
- Action 13: Develop shared path loop of approximately 5-6km around the northern part of town and incorporating the wetland.
- Action 14: Council to undertake a review of maintenance program of recreational walking paths/tracks based on priority and funding.
- Action 15: Council to review its policy on footpath materiality (i.e. all weather surface), particularly for the town centre and key walking/cycling corridors.

Strategy 10: Improve pedestrian and vehicle conflict areas on main roads (particularly along the length of Howe Street).

- Action 16: Implement the proposed Ballarat Bicycle Network cycle paths, with appropriate pedestrian/cycle crossings along Howe Street associated with a network of complementary off-road shared paths
- Action 17: Undertake detailed design work and consultation to consider altering the service road

between Delaney Drive and Cummins Road to be a one way traffic system to allow space for an off-road shared path.

Strategy 11: Improve pedestrian and vehicular conflict areas along Dundas Street.

- Action 18: Complete traffic improvement and safety works around the Miners Rest Primary School and advocate for any upgraded facility to maximise provision of off-street parking to meet school needs.

Strategy 12: Address traffic speed through and surrounding Miners Rest (including on Regional Roads Victoria controlled roads).

- Action 19: Advocate for a reduction of the current open road 100km/h speed limit to become 80km/h on roads surrounding Miners Rest, including: Gillies Road between Olliers Road and Kennedys Road, Cummins Road from Gillies Road to Ballarat-Maryborough Road (Howe Street), Sharpes Road from Gillies Road to Raglan Street and Kennedys Road from Gillies Road to the existing 80km/h zone.
- Action 20: Investigate sealing and upgrading Cummins Road from Howe Street to Gillies Road in consideration of the wider road network.
- Action 21: Implement traffic calming/interpretive signage along Kennedys Road/throughout the equine precinct to: 1) raise awareness of the precinct and 2) encourage safe traffic speeds.
- Action 22: Provide safe horse crossing points along Kennedys and Midas Roads, subject to feasibility and funding.

Strategy 13: Support community groups, community-focused events and local small business.

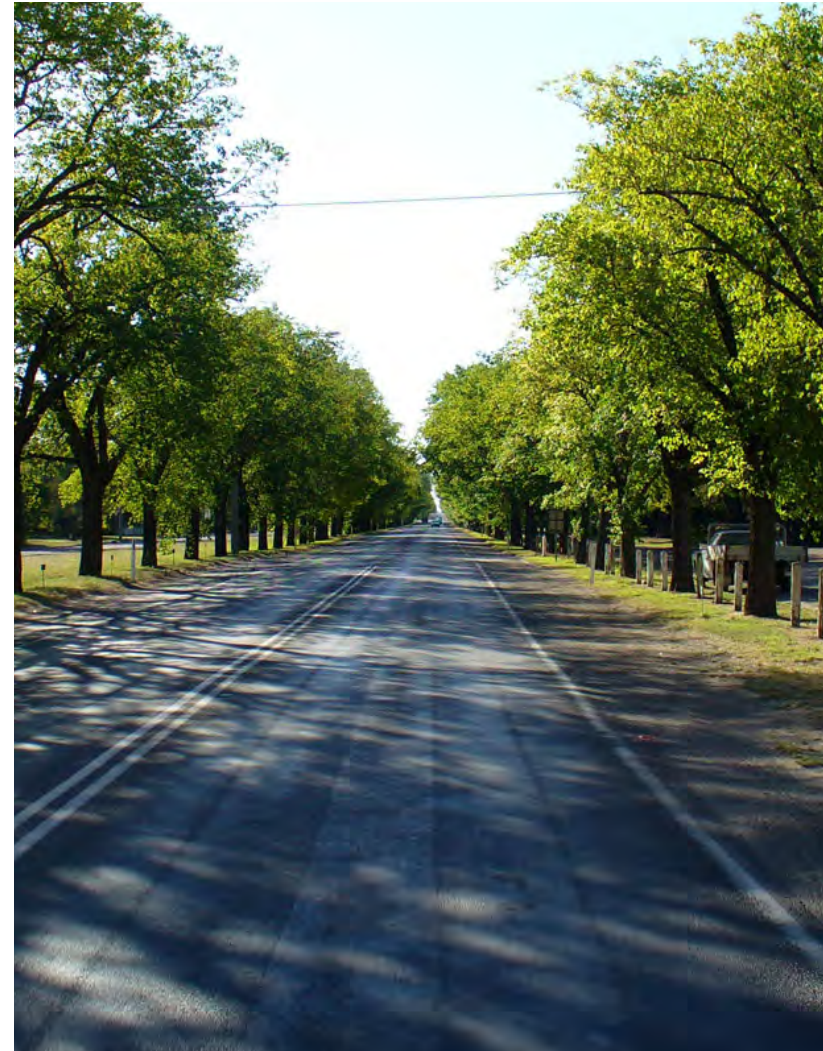
- Action 23: Support the local community to optimise the use of the upgraded Miners Rest Community Hall
- Action 24: Provide support to community groups, community-focused events and local small business.

Strategy 14: Improve coverage and frequency of localised public transport, to make it a viable alternative travel option to private vehicle use.

- Action 25: The City of Ballarat to advocate with public transport operators with a view to improving coverage and frequency of localised public transport options.

Strategy 15: Ensure provision of public access/open space to the former quarry site/quarry lakes as part of any future redevelopment.

- Action 26: Negotiate to provide public access/public open space around and to the former quarry lakes as part of any potential future redevelopment
- Action 27: Require a direct pedestrian access/ link to be provided between former quarry site and Creek Street as part of any potential future redevelopment subject to consideration of potential engineering constraints.



Action 1: Reference image for boulevard planting (image of Ballarat Avenue of Honour)

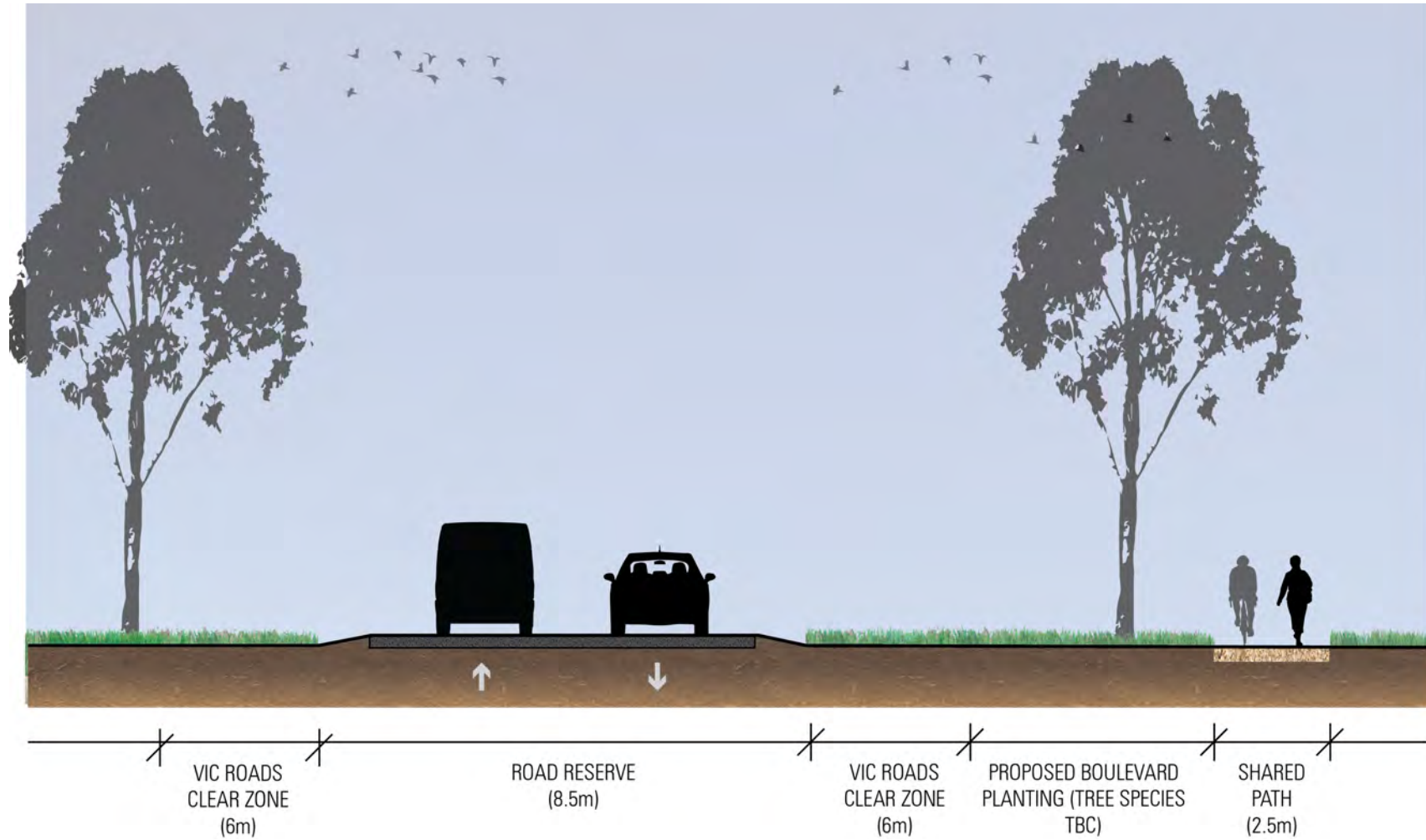


Figure 12: Conceptual sectional diagram for proposed boulevard planting along Howe Street/shared path trail network (refer to VicRoads Tree Policy 2016 as appropriate)



Action: Investigate reducing nominated traffic speed on Gillies Road, Kennedys Road and Olliers Road to 80km/h.
 Action: Seal and upgrading Cummins Road from Howe Street to Gillies Road



Action: Reference image for shared path network



Actions: designated safe crossing locations / management of traffic speeds / improved frequency of public transport

4.5: Theme 3 - Facilitate township growth and prosperity, and maintain character

4.5.1: Key Issues & Opportunities

Theme 3 relates to potential opportunities to facilitate township growth and prosperity, and maintain character which relates to a range of specific matters including:

Reduction of flooding impacts

The Miners Rest community experienced significant impact from the 2010/2011 flood events, with the community reporting that over 50 houses were either inundated or severely affected, with some residents unable to return to their home for over 6 months.

The extent of flooding impacts has been investigated and has resulted in the recent updates to the Ballarat Planning Scheme controls and designation of flood impacted land. Council is developing a strategic flood mitigation plan and associated implementation plan. This would seek to achieve flood mitigation for Miners Rest and its surrounds, through an integrated solution which provides extensive benefits for creek improvement and rehabilitation.

Development of the town centre

Miners Rest has a large amount of commercially zoned land available for a range of commercial and mixed use developments, including land adjacent to and surrounding the IGA supermarket, General Store and pub. If new commercial development is to occur in Miners Rest, where it is developed, how it looks and feels, and how a 'village' feel may be maintained, are important considerations for the Township Plan.

Conceptually it is proposed that a town centre for Miners Rest should be focused on the intersection of Creek Street with Howe Street, so as to encourage consolidation and

connection of retail activities; improve walkability; and to minimise the need for pedestrians to cross Howe Street. The town centre includes the current mixed used zoned land and adjacent general residential zone land to be retained for future medium density development (see Figure 14) concept would allow the creation of a new pedestrian focused public realm on Creek Street, which the City of Ballarat would have a role in facilitating, particularly around completing future public realm works, and providing design guidance for development on private land.

The vision is to develop a well connected and presented "village" style town centre as a civic heart, offering diverse retail, commercial and service businesses for the local community. Integrated medium density development provides places for people to live within an easy walk to the town centre to access shops and services.

A potential impediment for the redevelopment of this land for commercial use is the fact that much of this land is occupied by single residential dwellings, and part of Creek Street is subject to flooding. Any future development of the quarry land should include connections to the town centre along Creek Street.

While some development concepts are proposed as part of the Township Plan, more detailed plans building upon this work should be prepared.

More broadly, according to the Australian Business Register there are currently 435 active businesses in Miners Rest. There are a number of opportunities for these businesses to build skills and promote their products and services to the local market, including Ballarat Localised (<https://centralhighlands.localised.com.au/ballarat/>), the Business Capital Newsletter and by connecting with the City of

Ballarat on LinkedIn. Businesses can contact the City of Ballarat's Economic Development team for more information.

Support the equine industry

The continued growth of the equine industry in Miners Rest and the associated economic and business opportunities is extremely important to the prosperity of the township and wider region into the future. As the economic benefit of thoroughbred racing to the Central Highlands Region is in the order of \$60 million, the Miners Rest Township Plan acknowledges this significant industry and seeks appropriate ways to continue to support and foster its growth.

The facilitation of such protection and support extends to a range of matters such as implementing specific planning controls in the Ballarat Planning Scheme. As noted above, these controls have been recently reviewed and Council recently resolved to proceed to a planning scheme amendment to improve the local policy and controls to achieve the objectives of the precinct. The Dowling Forest Precinct Planning Controls Review also recommended to:

- educate and promote the Precinct purpose and planning controls to stakeholders and landowners;
- review Section 173 agreements made redundant by rezoning land from SUZ13 to Farming Zone;
- commit to reviewing the planning controls for land south and south-west of the Precinct once growth area planning has been considered by Council; and
- improve safety for road users and consider establishing public access to the Racecourse through the eastern part of the Precinct.

The industry and precinct could be further supported by:

- maintaining and protecting farming zoned land around the town
- celebrating the equine industry through an equestrian related monument within the town centre, and/or equine themed installation across the public realm.

Support relocation/redevelopment of primary school

A strong community aspiration relates to the potential relocation and expansion of the existing Miners Rest Primary School.

The community and school have successfully lobbied for State Government funding to upgrade the Miners Rest Primary School. This project will be led by the State Government in partnership with the school and community. City of Ballarat will engage as a partner to ensure that the redeveloped school includes accessible community sports facilities.

It has not been confirmed whether the school will be upgraded on the current site or alternative site. Criteria are recommended if an alternative site is the preferred option by the State government, including a centrally located site that:

- serves the largest population
- provides easy access for vehicles, cyclists and pedestrians
- has good linkages to parkland/passive open space and community facilities
- is highly visible
- is ideally in single ownership
- has low levels of vegetation removal required.

However, should it be determined to retain the primary school on the existing site, it would be logical to investigate the potential to expand onto the large land parcel adjacent to the west.

It will also be important to ensure that the upgraded school is designed to provide maximum off-street parking on site, and to ensure that safe and efficient traffic movement is achieved.

Development of local active facilities hub

There is a strong community aspiration for a local sports hub, potentially including a range of facilities such as sports ovals, netball courts, bowling club, leisure centre, gym and community gathering spaces.

The exact facilities will be determined through engagement and in response to demand at the time, and will need to complement future provision in the northern growth area.

A Community and Sports facility within Miners Rest is identified as a priority action within the current City of Ballarat Council Plan 2017-2021 and the Community Infrastructure Assessment 2017 undertaken for this plan identified that by 2036 there would be demand for six hectares of local level active open space in Miners Rest. Where possible this should be provided in a central location and co-located with other community facilities where possible.

The Township Plan has identified that land between Miners Rest and MacArthur Park provides some options for development of a sports facility. This may be on a site to the west of Howe St (south of the creek), to the west of Howe St and north of Cummins Road (on the old quarry land site) or to the west of Howe St and south of Cummins Road.

One of the clear benefits of the site east of Howe St and

south of the creek would be to create part of the proposed Burrumbeet Creek trail and this is the preferred site.

Respecting existing township character

The existing character of Miners Rest is highly-varied and reflects the various eras over which the town has progressively developed. Consequently this has resulted in extremely mixed styles of buildings found within the township, which means there is no predominant or defining built form which applies to Miners Rest.

Community consultation revealed a preference for larger residential blocks over small lot subdivision, and this was highlighted as a character feature of the town and a reason why residents chose to live in Miners Rest. It was also noted that a number of larger blocks in the 'old' part of Miners Rest were being turned over for multi-dwelling development, and the form and style of development was negatively impacting on the character of the town.

The importance of retaining the existing character and rural atmosphere of the township was highlighted as an important issue by the community which should be addressed through the Township Plan.

A community survey was undertaken to better understand what the community valued in relation to township character, and a character assessment for Miners Rest north was undertaken (see the Miners Rest North Character Assessment - Supplementary Report (Claire Scott Planning, Nov 2019) which provides advice on the protection of township character and the better connection of the area to the surrounding rural landscape.

It is proposed to undertake a planning scheme amendment to introduce the Township Plan to the Planning Scheme, including a new local policy, reference to the Township Plan

as a Background Document and in Miners Rest north (the original town) rezoning the General Residential Zone areas to Neighbourhood Residential Zone with a schedule to control lot size, site coverage, setbacks, dwelling heights and landscaping requirements.

For more information about the town character assessment and associated community consultation see the background reports.

Land capability/infrastructure capacity assessment

An analysis of the ability of land within Miners Rest to be serviced with essential infrastructure has been undertaken.

The most significant issue resulting from this assessment is that Central Highlands Water (CHW) has identified that while it has planned for development of residentially zoned land (including infill) there is no current capacity within the Miners Rest water and sewerage networks to facilitate the rezoning and redevelopment of additional residential land within the township, nor are there current plans or allocated funding to do so.

Therefore, while the Township Plan may indicate the potential to accommodate future residential development, its ability to be facilitated needs to be tied with and timing of provision of reticulated water and sewerage infrastructure upgrades, be it through future programmed works by CHW or otherwise by the works being completed at the cost of the developer.

Potential future residential development

Currently there is a lack of specific strategic direction and guidance on whether Miners Rest should accommodate residential growth, and where such growth might be located. Clause 21.09-5 Miners Rest of the Ballarat Planning Scheme identifies that Miners Rest is subject to significant development limitations associated with flood prone land and aircraft flight paths.

Significantly, in October 2019 Council resolved to proceed planning the northern growth area to the immediate east of Miners Rest, and the provision of this land for future residential development will have significant impact on the need for provision of additional residential land. The northern growth area will be planned and designed to complement the township of Miners Rest, and will relieve the need for allocation of further greenfields land around Miners Rest.

Current forecasts indicate that in 2017 that Miners Rest had a population of 4,487, and is projected to grow by 1,656 to 6,143 (38 per cent) by 2036.

A detailed land supply and demand analysis has been conducted which concluded that, even with applying conservative assumptions around further subdivision and development in the town, that there is the potential for at least 500 additional residential allotments on existing residentially zoned land. Based on population growth, there is a dwelling demand in the order of 40 dwellings per year. Based on the potential number of allotments, this equals a supply of 12.5 year supply of land.

There are constraints and strategic considerations which

place substantial limitations on the potential for Miners Rest to accommodate new greenfield subdivision, including:

- Identified flooding impacts
- Potential aircraft noise and associated amenity impacts
- Avoiding potential land use conflict between existing and established activities (i.e. Central Victoria Livestock Exchange, Ballarat Wastewater Treatment Plant and Dowling Forest Precinct)
- Noted landscape values and open view vistas of landscapes surrounding the township
- Need to protect farming zoned land for rural and agricultural activity
- Seeking to avoid a sprawling and disconnected form of township development
- The potential land contamination risk of the former quarry. Any future rezoning for sensitive uses needs to consider the appropriateness of the need to apply an Environmental Audit Overlay (EAO), or site assessment and remediation to the satisfaction of the EPA Victoria.

These substantial constraints and strategic considerations

have been visually mapped, and are further explored in detail within the background information and analysis report.

The protection and support of rural land use and activity on Farming Zone (FZ) land surrounding Miners Rest to the east, north-east, west and north west is an important consideration, particularly in context of speculative interest and pressure to rezone land for residential purposes (either as standard urban development or for smaller lot rural lifestyle development).

In this context there is a clear role of the Township Plan to spatially identify areas surrounding Miners Rest to be protected and encouraged for farming, agricultural and potentially equestrian related activity, and thereby to address and counter speculative rezoning applications.

Within the context of a northern growth area to the east of Miners Rest, spatial analysis revealed identified an 'Investigation Area Precinct', which is broadly bounded by Nelson Street, Lindsay Road, Western Freeway and Victoria Street to the west of Miners Rest.

This land has been highlighted as an area for specific analysis and comment as an 'investigation area', due to there being known landowner interest to rezone the land for residential purposes, and has been considered separately in two sections, constituting land to the north of Cummins Road and land to the south.

Subject to the extent of potential aircraft noise being fully understood, the former quarry land to the north of Cummins Road is considered to have potential to accommodate future residential development. It is considered that the potential

development of this land would assist in connecting the town; would allow for a different housing product; and could facilitate public access to the former quarry lakes as public open space. Although it is understood that the quarry has been subject to remediation works, consideration for future rezoning of this land for sensitive uses would need to have regard to Ministers Direction No. 1 - Potentially Contaminated Land.

The land to the south of Cummins Road is a strategic, centrally located site that if developed could assist with connecting and consolidating the town. However, strategic justification for consideration of this land for residential uses is not supported due to current modelled noise impacts as assessed under NASF guidelines and uncertainty about future use and development of the airport. As such, this land is not currently considered suitable for rezoning to residential.

This may be reconsidered at a time when there is certainty about future use and development of the airport, and the noise impact as assessed under the NASF guidelines is considered acceptable for a sensitive land use.

The land to the south of the wetlands, east of Howe St, and south of Sharpes Rd has also been proposed by landholders as a growth investigations area. The plan identifies that this land has constraints, and Council has committed to reviewing the planning controls in this area as part of the northern growth area planning process.

Safeguarding Ballarat Airport

The strategic importance of protecting the functional

operation of Ballarat Airport is strongly emphasised in the Ballarat Planning Scheme.

At the State Planning Policy Framework Level, the protection of airports as economic and transport infrastructure is addressed at Clause 18.04, and highlights that planning decisions must consider as relevant the National Airports Safeguarding Framework (NASF). At Clause 3 of NASF it identifies that: *"Over the long term inappropriate development around airports can result in unnecessary constraints on airport operations and negative impacts on community amenity. These impacts need to be managed in a balanced and transparent way"*.

NASF also provides specific assessment criteria for the assessment of the rezoning of rural or non-urban land for sensitive uses, which includes residential land use. This spatial analysis has informed this Township Plan on determining what land areas may be considered suitable or unsuitable for future sensitive land use (such as residential) based on future noise projections associated with the Ballarat Airport.

A full and detailed analysis of current available information

regarding NASF N contours is provided in the Background Information and Analysis Report.

4.5.2: Objectives

- *Objective 11: To facilitate targeted opportunities for the growth of the township, and the targeted development of well-designed infill housing, to suit lifestyle choices and assist aging in place*
- *Objective 12: To encourage new forms of residential and commercial development on Mixed Use Zone (MUZ) land and develop a township heart through the definition and strengthening of the commercial/retail role*
- *Objective 13: To manage and appropriately respond to the impact of flooding throughout Miners Rest*
- *Objective 14: To acknowledge, support and promote the expansion of the equine industry and business activities*
- *Objective 15: To designate appropriate locations for potential school, sporting, recreational and community infrastructure*
- *Objective 16: To protect the long-term functional operations of Ballarat Airport*

- *Objective 17: To plan for long-term growth in appropriate locations.*

4.5.3: Strategies & Actions

Strategy 16: Provide guidance on potential location of future residential development; to reinforce desired town character encouraging larger lot development; and establish a statutory framework for the consideration and assessment of any private rezoning requests

- Action 28: Undertake a Planning Scheme amendment to implement the Township Plan and provide clear guidance on the preferred type, format and location of development, by introducing a local policy, referencing the Township Plan, and rezoning the General Residential Zone areas of Miners Rest North to Neighbourhood Residential Zone (Schedule 2)
- Action 29: Liaise with Central Highlands Water to ensure essential water infrastructure meets community needs as development occurs
- Action 30: Investigate potential for the development of the quarry site subject to feasibility including a noise study

Strategy 17: Provide guidance and support for the development of a thriving town centre and local businesses.

- Action 31: Develop a framework plan and design guidelines for the town centre, including the land zoned Mixed Use and General Residential (see figure 14)
- Action 32: Design and develop public realm/streetscape upgrades within Creek Street to assist with the creation of the town centre and main street experience
- Action 33: Design an equestrian related monument to

be developed within the town centre and / or equine themed installations across the public realm

- Action 34: Ensure that any future development of the quarry land includes a direct connection to Creek Street/ Miners Rest town centre
- Action 35: Support and build capacity of local businesses by promoting training, tendering and business directory opportunities and providing access to Council's business concierge service

Strategy 18: Reduce flooding impacts within the Township.

- Action 36: Develop a strategic flood mitigation plan, and associated implementation plan, with consideration of an integrated solution that includes creek rehabilitation and beautification
- Action 37: Where possible, ensure that any flood mitigation works provide multiple benefits such as open space and creek function and environmental health
- Action 38: Seek funding and implement the strategic flood mitigation plan as funding becomes available

Strategy 19: Support the growth and development of the equine industry/ Dowling Forest Precinct and development of associated businesses.

- Action 39: Support the equine industry/ Dowling Forest Precinct and associated businesses by promoting industry capability and delivering business development opportunities
- Action 40: Review the planning controls surrounding

Dowling Forest racecourse, including Special Use Zone - Schedule 13 (SUZ13) and Farming Zone A & B

- Action 41: Investigate the potential location of a bridle track for horse riding/training

Note, also see proposed traffic actions under Strategy 12

Strategy 20: Support the relocation/redevelopment of the Miners Rest Primary School.

- Action 42: Liaise with Department of Education and Training (DET) as part of the preparation of the Master Plan process for the Miners Rest Primary School to ensure community outcomes

Strategy 21: Develop an active sports facilities hub in Miners Rest.

- Action 43: Investigate funding mechanisms to develop an active sports facilities hub
- Action 44: Confirm and secure a preferred site for development of a local sports facility, ensuring complementary provision with the northern growth area

Strategy 22: Ensure the protection of the long-term operation of the Ballarat Airport, which is to be prioritised over other land use decisions.

- Action 45: As known changes to current or planned activities at the airport occur, ensure that airport planning controls are adequate to protect and safeguard the long-term operation of the Ballarat Airport



Miners Rest Primary School



Figure 13 Miners Rest Township Plan - Township Plan



Reference images: potential edge treatment along proposed linear reserve incorporating Burrumbeet Creek bypass channel



Figure 14 Indicative Town Centre Framework Plan

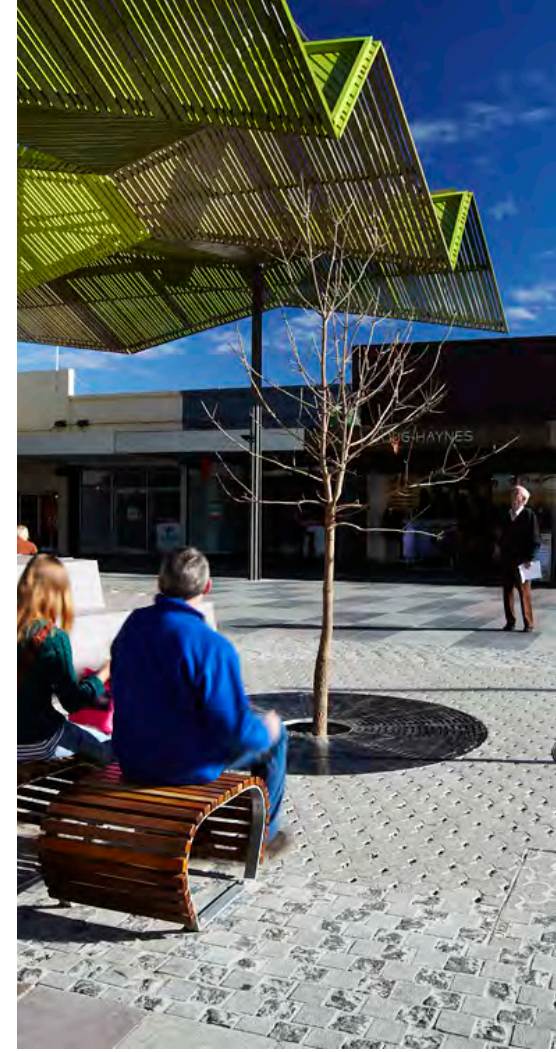
Reference images: potential design ideas for future commercial development



Design ideas for seating, paving and shopfront design



Design ideas for shopfront and landscape design



Design ideas for seating and paving design

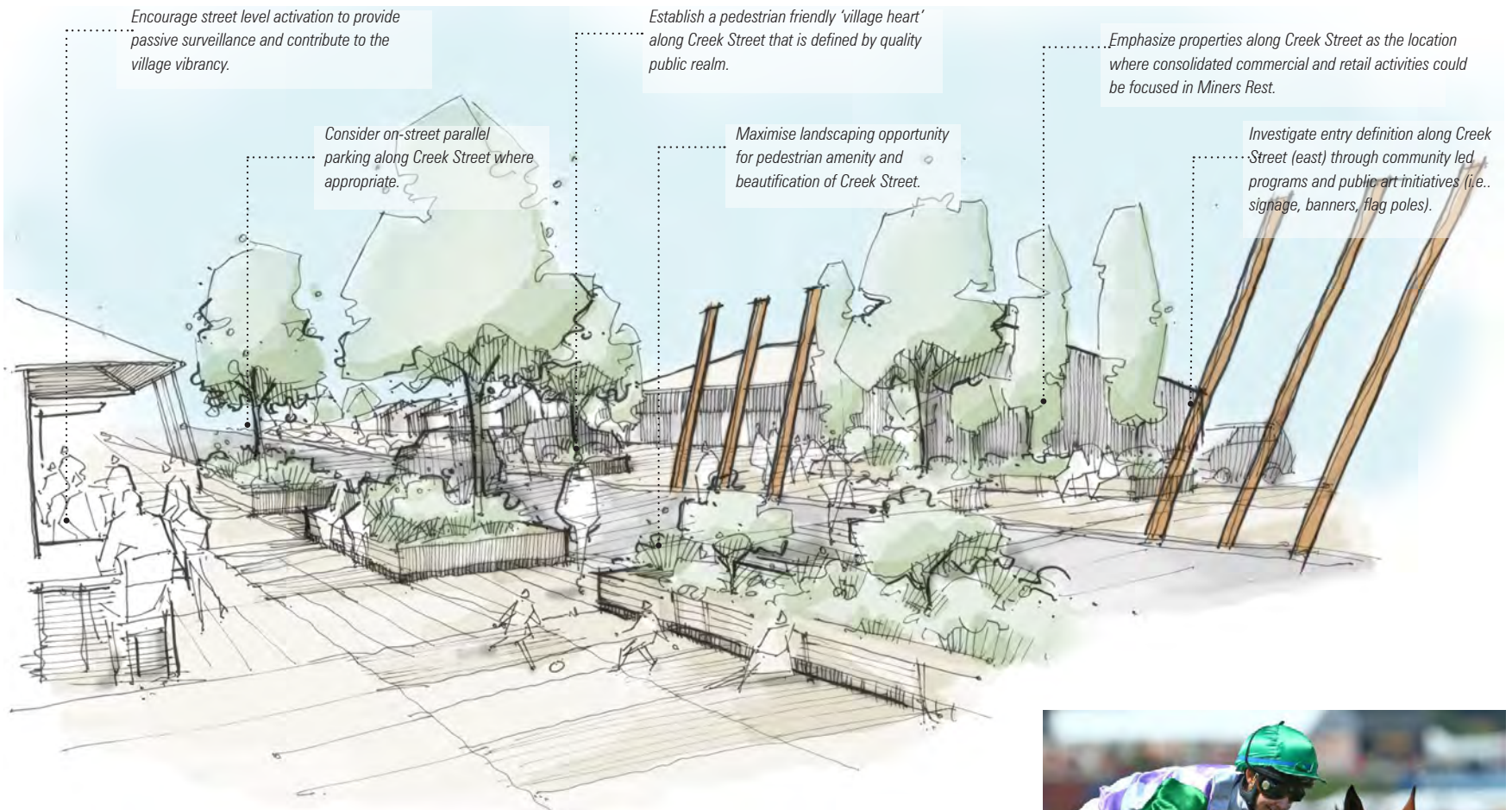


Figure 15 Artist's Impression demonstrating indicative view of Miners Rest Town Centre (Creek Street) at the Howe Street Junction



Reference Image for the concept of an equestrian monument

Reference images: potential design ideas for future commercial development



Design ideas for seating, paving and landscape design



Design ideas for seating and landscape design

5: Township Plan Implementation

The implementation of this Township Plan will occur progressively over a 10-15 year timeframe, and will require careful on-going management and continued communication with the local community, business owners and landowners. The co-ordination across a wide range of stakeholders and funding partners is necessary to ensure a productive approach to the development of township improvements.

The Miners Rest Township Plan outlines a series of objectives, strategies and actions that will serve to enhance the character, image and role of the township. Key actions, which are directly drawn from stated strategies, outline the roles and responsibilities which will be critical to the implementation of this plan. While many actions will be the responsibility of the City of Ballarat, initiatives will also need to be pursued by other government agencies, landowners and community groups as indicated in the relevant tables.

While the City of Ballarat's lead role in review of development proposals is critical, it is also acknowledged that the township has a strong history of community engagement and involvement through local associations. The active involvement of these groups will be critical in implementation of this plan and their support for the document will add weight and urgency to the actions contained within it.

In addition, the role of private organisations in facilitating development of many of these ideas should not be underestimated through the use of public-private partnerships where appropriate. Where these are supported by the plan, the City of Ballarat has a role to play in facilitating the plans outcomes.

As with many townships, the core area has a basic zoning structure, which includes a large area of underutilised Mixed Use Zone land surrounding the IGA supermarket and general store. While there are community aspirations for the development of a commercial town centre, there is currently no guidance regarding the type and form of development sought to be facilitated.

The first and critical step in realising the objectives of the Township Plan is the establishment of local planning policy and appropriate planning controls to implement the overarching directions of the Township Plan.

It is anticipated that a new Local Planning Policy for Miners Rest would be prepared and introduced into the Ballarat Planning Scheme. This would function to provide appropriate statutory weight within a planning scheme context, and ensure that it informs future planning permit applications and associated decisions. The local planning policy should include the following content/address the following matters:

- Planning related objectives and strategies as outlined within this Township Plan
- Rezoning residential land in Miners Rest north from General Residential Zone to Neighbourhood Residential Zone with a scheduled designed to protect character
- Clear guidance that medium density development is directed to the current Mixed Use Zone (MUZ) and discouraged from other parts of the township and land to the south of the town centre, as identified in Figure 14
- The Miners Rest Township Plan diagram (or simplified version)

- The Town Centre Framework Plan, or otherwise inclusion of text summarising the intended design outcomes on private land.
- A statutory assessment framework to be applied to the designated 'investigation area precinct' which would function to protect the future functional operation of Ballarat Airport.

Continued monitoring and evaluation of the Township Plan must be undertaken by the the City of Ballarat to ensure that it remains relevant to current practice and community expectations.

The following Action Plan Implementation table outlines identifies implementation partners for each action and whether it is anticipated to be actioned in the short, medium and long term. For the purposes of understanding such timeframes, the following guide is provided:

- Immediate = within 1-2 years
- Short = 2-4 years
- Medium = 4-8 years
- Long = 8 years +

5.1: Action Plan Recommendations

<i>Number</i>	<i>Action</i>	<i>Implementation partners</i>	<i>Priority</i>
<i>Theme 1: Celebrate Miners Rest historic & natural assets</i>			
1	<i>Undertake additional historical analysis pre and post European contact to document and better understand the cultural significance and history of development of Miners Rest.</i>	<i>Wadawurrung/Wathaurung Aboriginal Corporation (WAC)</i>	<i>short to medium</i>
2	<i>Consider expanding the Miners Rest Heritage Trail project, based on the findings and conclusions of additional historical analysis.</i>	<i>local community</i>	<i>medium</i>
3	<i>Promote the Miners Rest Heritage Trail points of interest and support the community to enhance the trail.</i>	<i>local community groups</i>	<i>medium</i>
4	<i>Undertake heritage assessments of designated 'sites of potential heritage significance' to determine if formal heritage protection is warranted.</i>	<i>n/a</i>	<i>short</i>
5	<i>The City of Ballarat to collaborate with the community, landowners, Wadawurrung/Wathaurung Aboriginal Corporation, DELWP and Glenelg Hopkins Catchment Management Authority to develop a creek rehabilitation and environmental protection and management program.</i>	<i>Glenelg Hopkins Catchment Management Authority and the Wadawurrung/Wathaurung Aboriginal Corporation, landholders</i>	<i>immediate to short</i>
6	<i>Undertake works on the City of Ballarat managed land to improve function of and environmental benefits along Burrumbeet Creek.</i>	<i>Corangamite Catchment Management Authority and the Wadawurrung/ Wathaurung Aboriginal Corporation</i>	<i>immediate to short</i>
7	<i>Investigate opportunities to create an open space corridor and facilitate a public access shared trail along the length of Burrumbeet Creek.</i>	<i>n/a</i>	<i>short</i>
8	<i>Complete development of Miners Rest Community Park.</i>	<i>n/a</i>	<i>short</i>
9	<i>Maintain existing planning policies to ensure that land surrounding Miners Rest within the Farming Zone is protected and enhanced for ongoing farming, agricultural and equestrian activity.</i>	<i>n/a</i>	<i>short</i>
10	<i>Undertake further rural landscape assessment work to determine whether formal protection of key existing rural/significant landscape views is warranted.</i>	<i>n/a</i>	<i>short</i>

Number	Action	Implementation partners	Priority
Theme 2: Establish a connected and unified township & community			
11	Develop and implement a landscape planting program, to focus on boulevard tree planting along main streets, and shared trail network.	Regional Roads Victoria, Powercor, Community	immediate to short
12	Investigate mechanisms for the City of Ballarat to acquire land along Burrumbeet Creek, in order to create a shared trail network and improve public access to Burrumbeet Creek.	n/a	short
13	Develop shared path loop of approximately 5-6km around the northern part of town and incorporating the wetland.	n/a	immediate to short
14	Council to undertake a review of maintenance program of recreational walking paths/tracks based on priority and funding.	n/a	immediate to short
15	Council to review its policy on footpath materiality (i.e. all weather surface), particularly for the town centre and key walking/cycling corridors.	n/a	immediate
16	Implement the proposed Ballarat Bicycle Network cycle paths, with appropriate pedestrian/cycle crossings along Howe Street associated with a network of complementary off-road shared paths.	n/a	short to medium
17	Undertake detailed design work and consultation to consider altering the service road between Delaney Drive and Cummins Road to be a one way traffic system to allow space for an off-road 'shared path'.	n/a	medium
18	Complete traffic improvement and safety works around the Miners Rest Primary School and advocate for any upgraded facility to maximise provision of off-street parking to meet school needs.	n/a	immediate to short
19	Advocate for a reduction of the current open road 100km/h speed limit to become 80km/h on roads surrounding Miners Rest, including: Gillies Road between Olliers Road and Kennedys Road, Cummins Road from Gillies Road to Ballarat-Maryborough Road (Howe Street), Sharpes Road from Gillies Road to Raglan Street and Kennedys Road from Gillies Road to the existing 80km/h zone.	Regional Roads Victoria	short
20	Investigate sealing and upgrading Cummins Road from Howe Street to Gillies Road in consideration of the wider road network.	n/a	short to medium
21	Implement traffic calming/interpretive signage along Kennedys Road/throughout the Equine precinct to: 1) raise awareness of the precinct and 2) encourage safe traffic speeds.	n/a	short to medium
22	Provide safe horse crossing points along Kennedys and Midas Roads, subject to feasibility and funding	Regional Roads Victoria	short
23	Support the local community to optimise the use of the upgraded Miners Rest Community Hall.	local community groups	short to medium
24	Provide support to community groups, community-focused events and local small business.	local community groups, businesses	medium
25	The City of Ballarat to advocate with public transport operators with a view to improving coverage and frequency of localised public transport options.	Public Transport Victoria	short to medium
26	Negotiate to provide public access/public open space around and to the former quarry lakes as part of any potential future redevelopment.	landowner/developer	medium to long
27	Require a direct pedestrian access/link to be provided between former quarry site and Creek Street as part of any potential future redevelopment, subject to consideration of potential engineering constraints.	landowner/developer	medium to long

Number	Action	Implementation partners	Priority
Theme 3: Facilitate township growth & prosperity, and maintain character			
28	Prepare and implement a local planning policy into the Ballarat Planning Scheme to provide clear guidance on preferred type, format and location of future residential development and establish a statutory framework for the assessment of planning permit applications and any private rezoning requests.	n/a	immediate
29	Liaise with Central Highlands Water to ensure essential water infrastructure meets community needs as development occurs.	Central Highlands Water	ongoing
30	Investigate potential for the development of the quarry site subject to feasibility including a noise study.	landowners	medium to long
31	Develop a framework plan and design guidelines for the town centre, including the land zoned Mixed Use and General Residential (see figure 14)	landowners, businesses	immediate
32	Design and develop public realm/streetscape upgrades within Creek Street to assist with the creation of the town centre and main street experience.	landowners, businesses	short to medium
33	Design an equestrian related monument to be developed within the town centre and/or equine themed installations across the public realm.	local community groups/Ballarat Turf Club/equine industry	short to medium
34	Ensure that any future development of the quarry land includes a direct connection to Creek Street/Miners Rest town centre	landowners/developers, State Government	medium to long
35	Support and build capacity of local businesses by promoting training, tendering and business directory opportunities and providing access to Council's business concierge service.	businesses, Commerce Ballarat	ongoing
36	Develop a strategic flood mitigation plan, and associated implementation plan, with consideration of an integrated solution that includes creek rehabilitation and beautification	Glenelg Hopkins Catchment Management Authority, Wathaurung Aboriginal Corporation, DELWP, landowner	immediate
37	Where possible, ensure that any flood mitigation works provide multiple benefits such as open space and creek function and environmental health	as above	immediate to medium
38	Seek funding and implement the strategic flood mitigation plan as funding becomes available	State Government	immediate
39	Support the equine industry/Dowling Forest Precinct and associated businesses by promoting industry capability and delivering business development opportunities.	Ballarat Turf Club/equine industry	medium to long
40	Review the planning controls surrounding Dowling Forest racecourse, including Special Use Zone - Schedule 13 (SUZ13) and Farming Zone A & B	Affected landowners, Ballarat Turf Club	immediate to medium
41	Investigate the potential location of a bridle track for horse riding/training.	Ballarat Turf Club/equine industry	short to medium
42	Liaise with Department of Education and Training (DET) as part of the preparation of the Master Plan process for the Miners Rest Primary School to ensure community outcomes	DET/Miners Rest Primary School	immediate
43	Investigate funding mechanisms to develop an active sports facilities hub.	State Government	immediate
44	Confirm and secure a preferred site for development of a local sports facility, ensuring complementary provision with the northern growth area.	n/a	immediate to short
45	As known changes to current or planned activities at the airport occur, ensure that airport planning controls are adequate to protect and safeguard the long-term operation of the Ballarat Airport.	n/a	ongoing

APPENDICES



Appendix 1: Planning Policy Context: Summary

The Ballarat Planning Scheme contains objectives and strategies which are specifically relevant to Miners Rest. A summary of the specific commentary regarding Miners Rest, contained in the Municipal Strategic Statement and Local Planning Policy Framework, has been undertaken and is included in full within the background information and analysis report. This existing content of the Ballarat Planning Scheme requires appropriate consideration as part of the preparation and development of the Miners Rest Township Plan.

In addition to this, an analysis of the relevant Planning Policy Context and relevant Background Documentation was undertaken during the early phases of the project to specifically inform the preparation of the Issues and Opportunities Report. An overarching summary of the Planning Policy Context and relevant Background Documentation is also included within background information and analysis report. This existing work has informed the preparation and development of the Miners Rest Township Plan.

The Ballarat Planning Scheme currently identifies that:

Miners Rest is an important township to the north of the Ballarat, separated from the main urban area by the Western Freeway. The area has significant constraints on development such as flood prone land and airport flight paths. (Clause 21.09-5 Miners Rest).

This clause is specifically highlighted as it establishes a clear strategic policy position, that as a township, Miners Rest is subject to significant development constraints. Such constraints are considered in detail by this Township Plan.

A brief summary of key strategic policies (i.e. state, regional and local) includes:

- Planning recognises the community's need for housing, employment, and community facilities through appropriately zoned land that takes advantage of existing settlement patterns (Clause 11: Settlement)
- The sustainable development of regional communities within the Central Highlands region is to be supported while at the same time recognising and protecting the unique environmental landscapes, values and ecological systems (Clause 11.01: Victoria)
- To ensure that new uses and development respond appropriately to its built form and landscape context and avoid areas of high environmental risk (Clause 12: Environmental and Landscape Values, Clause 13: Environmental Risks & Amenity and Clause 15: Built Environment and Heritage)
- New housing should provide for a diverse range of housing types and be provided with access to infrastructure and services to support growth (Clause 16: Housing and Clause 19: Infrastructure)
- Planning should support the economic development and growth of communities through the encouragement of a range of industries and businesses (Clause 17: Economic Development)
- Planning should protect airports from incompatible land-uses; strengthen their role as economic and transport infrastructure; and protect their ongoing operation (Clause 18.04 Airports)
- The municipality is to be a community that has a strong sense of identity, providing a safe place to live and work through a green, vibrant and connected Ballarat with excellent facilities and services. Underpinning this ambition is the concept of the '10 Minute City', whereby day-to-day destinations can be accessed via walkable communities, and the 'City in the Landscape', which seeks to ensure the municipality remains connected to the natural and historical setting in which it is located (Clause 21.01: Municipal Overview)
- Miners Rest is identified as one of six townships within the municipality where future development is to be underpinned by local plans that situate growth within each township boundary, while at the same time reinforcing the unique local character (Clause 21.02: Settlement and Housing)
- Flood plains are to be managed by ensuring that development is appropriately located so as the natural functions and values of the floodplain environments are preserved (Clause 21.04: Environmental Resilience)
- Recognise the importance of agricultural land for its productive purposes but also for its contribution to the rural character and identity of the municipality (Clause 21.05: Natural Resource Management).



Miners Rest IGA Supermarket



Miners Rest Primary School



Miners Rest CFA



Miners Rest Kindergarten



Existing bus stop: Howe Street

- As a Neighbourhood Activity Centre, Miners Rest is to be a centre dominated by small businesses and shops catering for the local community. A particular emphasis in the planning scheme is placed on the development of the racing industry in Miners Rest by encouraging the establishment of uses associated with the industry and discouraging uses and development within the vicinity of Dowling Forest Racecourse that is not compatible with its operations and development (Clause 21.07: Economic Development).
- Infrastructure, including the development of the Ballarat Bicycle Network, is to be provided in accordance with forecast population growth with appropriate development contributions applied to future greenfield development (Clause 21.08: Transport and Infrastructure)
- Provide for the continued operation and future upgrade of the Ballarat Airport; discourage the use and development of surrounding land for purposes that would have a negative impact on the airfield's operation; and discourage the establishment of residential and other sensitive uses on land under airfield flight paths (Clause 21.08-2 Ballarat Airfield)
- Develop a local area plan for Miners Rest that will facilitate the development of the town centre as a district community centre based on commercial and community uses as well as increasing pedestrian and cycling connections and open space (Clause 21.09: Local Areas)

- Retain existing productive agricultural land and protect it from inappropriate development not compatible with agricultural activity (Clause 22.06: Rural Dwellings and Subdivisions).

Clause 21.09: Local Areas

Clause 21.09 Local Areas is specifically relevant to the current Township Plan as it provides detailed local area strategies for a number of specific locations. Clause 21.09-5 - Miners Rest includes the following overarching description of the township, and identifies eight land use strategies to be considered as part of developing Local Area Plans:

Miners Rest is recognised as an important township to the north of Ballarat. It is noted as having "significant constraints on development such as flood prone land and airport flight paths". The development of a Local Area Plan for Miners Rest is highlighted as a key action.

Relevant implementation strategies include:

- *Strategy 1 Provide local open space within 300 metres of every dwelling*
- *Strategy 2 Develop the area near the intersections of Howe Street and Albert Street and Howe Street and Raglan Street as a district community centre with a mixture of commercial and community uses*
- *Strategy 3 Discourage the expansion of the Miners Rest Quarry to the east*
- *Strategy 4 Ensure that no new development fronts directly onto the Maryborough/Ballarat Road.*

- *Strategy 5 Use the flood prone land near the centre of the township and the existing public recreation reserve as a district park and playing fields area*
- *Strategy 6 Provide cycle/pedestrian links through and between each neighbourhood along supervised routes as much as possible, via hammerhead courts, extended cul-de-sacs and linking open spaces*
- *Strategy 7 Ensure that there is no development under the Obstacle Limitation Surface (OLS) of the Ballarat airport 18/36 runway*
- *Strategy 8 Provide a separate horse trail along the eastern side of the Maryborough/Ballarat Road and along Raglan Street.*



Miners Rest Quarry - facing north with views to Mt Blowhard, Bald Hill and Mt Rowan



Miners Rest General Store





MINERS REST TOWNSHIP PLAN BACKGROUND INFORMATION & ANALYSIS

**FINAL
NOVEMBER 2019**

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Background and Supplementary Reports

Ballarat Aerodrome Noise Modelling Report (To70 and Kneebush Planning, June 2018)
Ballarat Airport Safeguarding Study (Kneebush planning, July 2018)
Community Infrastructure Assessment_FINAL (ASR research, June 2018)
Dowling Forest Precinct Planning Controls Review (Spiire, Oct 2019)
Miners Rest North Character Assessment - Supplementary report (Claire Scott Planning - Nov 2019)
Miners Rest Plan - What you said report (City of Ballarat, May 2017)
Miners Rest Township Plan - Background Information and Analysis (City of ballarat, Nov 2019)
Miners Rest Township Plan issues and Opportunities paper (Hansen Partnership, Sept 2017)
Miners Rest Township Plan Priority Action Plan (City of Ballarat, Nov 2019)

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With thanks to

This Township plan has been prepared by the City of Ballarat with assistance from Hansen Partnerships, ASR Research and Claire Scott Planning.



BACKGROUND INFORMATION & ANALYSIS

1: Urban Growth Context

The City of Ballarat utilise population projections provided by .id Forecast to establish the expected current and forecast demand for future residential land within the overall municipality. In considering these population projections, it is important to highlight that these forecast projections are broadly based on extrapolating out prior population growth rates and as such are not 'targets' to be achieved.

The .id consulting data has sought to apportion projected growth rates across the municipality by location/ township. However, these projections do not necessarily consider broader strategic planning questions of how future residential growth across the entire Ballarat municipality is to be managed; whether such projected growth of Miners Rest should be encouraged and facilitated; or whether such growth should perhaps be curtailed or controlled for other strategic planning reasons. Such strategic questions and considerations constitute a key element of this Township Plan, and are explored in detail within sections below. However, unless there are strong and clear strategic reasons to potentially curtail or limit new development, the .id consulting data should be the key guiding determinant for likely growth and demand within Miners Rest.

Currently there is a noted lack of specific strategic direction and guidance on whether Miners Rest should accommodate residential growth, and where such growth might be located. The Miners Rest Township Plan seeks to provide strategic direction and guidance on whether Miners Rest can accommodate residential growth based on an analysis of the significant development limitations already identified by the Ballarat Planning Scheme (i.e. flood prone land and aircraft flight paths as identified by Clause 21.09-5 Miners Rest).

In order to inform questions of potential growth of Miners Rest, this must be considered in the context of residential

growth at a municipal scale. In this context, The Ballarat Strategy is Council's guiding strategic document to manage and guide growth through to and beyond 2040, and notes the total population of Ballarat is to increase by approximately 60,000 to a total of 160,000 by 2041.

As a municipal focused strategic document, the Ballarat Strategy seeks to accommodate the majority of projected growth within Ballarat, either as infill development or otherwise as new residential development within designated growth corridors within the designated new urban growth corridors of Ballarat.

Importantly Council recently completed a study to consider locations to accommodate the long term growth of Ballarat. This included the Northern Growth Investigation Area (GIA) which is located to the south east of Miners Rest and abuts the township plan study area. The investigation concluded that the Northern Growth Area should proceed as one of two growth areas that should proceed to precinct planning to deliver an affordable, attractive and well serviced community.

In October 2019, Council resolved to proceed with planning for this growth area. The planning process will be undertaken over the next 5 years (approximately), and it will need to ensure that any new development respects and reinforces Miners Rest as a stand alone township and provides complementary services and facilities. Planning for the northern growth area will also review the planning controls of land between the investigation area and the Dowling Forest precinct.

In relation to Miners Rest, whilst the .id forecast dataset area 'Miners Rest – Mitchell Park' covers a greater area than the current study area for the Miners Rest Township Plan, it is highlighted that the inclusion of the Mitchell Park data area in the combined Miners Rest/ Mitchell Park data profile set does not overly skew the growth projections for Miners Rest. This is because the Mitchell Park data area has virtually no potential to accommodate standard residential growth (i.e. due to existing rural land zoning and proximity to the Ballarat Airport).

Population and Dwelling Projection	2016	2021	2026	2031	2036
Population	4,439	4,852	5,264	5,683	6,143
Change in population (5yrs)		413	411	419	461
Average annual change		1.8%	1.64%	1.54%	1.57%
Households	1,550	1,728	1,913	2,103	2,298
Average household size	2.86	2.80	2.75	2.70	2.67
Dwellings	1,635	1,820	2,014	2,214	2,419
Yearly dwelling increase		37	39	40	41

Table: .id Forecast projections November 2017

The population forecasts prepared by .id consulting is based on the Miners Rest/ Mitchell Park data collection area, where this data is considered to constitute 'baseline' information to inform and underpin urban growth considerations. 2017 .id consulting data indicates the combined areas of Miners Rest/ Mitchell Park had a projected population of 4,669 for 2019, where according to .id consulting projections, the Miners Rest/ Mitchell Park population is projected to grow by 1,656 to 6,143 by 2036.

For reasons outlined above, the majority of this growth is anticipated to be accommodated within Miners Rest.

In summary, modest growth is anticipated for Miners Rest, and the focus for new greenfields will be in the proposed northern growth area. The new growth area will need to be planned to respect the valued characteristics of Miners Rest, and to provide complementary facilities and services.

1.1: Land Supply & Demand

A land supply assessment of existing residential zoned land has been conducted and was broadly based on a desktop analysis of an aerial image (March, 2018). The calculated residential land supply, has been further considered in the context of the number of new dwelling allotments which could theoretically be created. Both land supply and demand are addressed below.

Summary of Potential Residential Supply

Source of Supply	Potential Supply
Currently vacant land	443 (lots)
Land with infill potential	68 (lots)
Total	511 (lots)

Table: Total potential residential supply

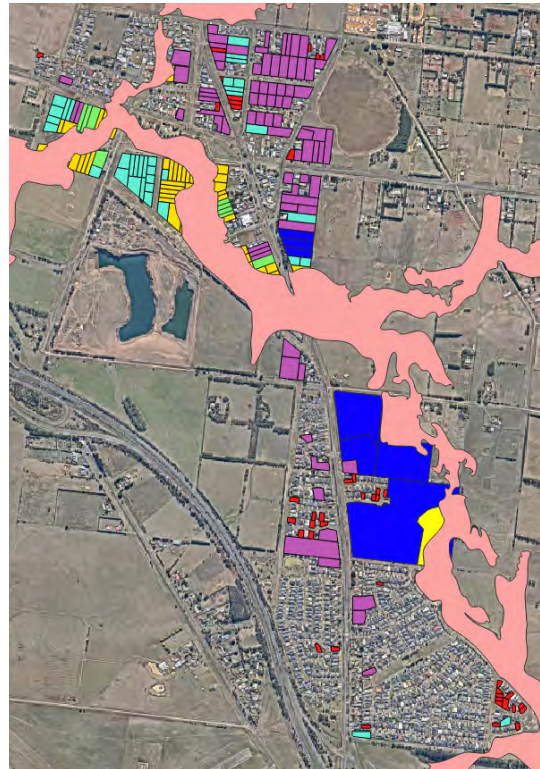


Figure1 Lots within Miners Rest with development potential

- Red – vacant under 1500sqm (no further subdivision)
- Light blue – vacant over 1500sqm (subdivision potential)
- Purple – developed over 1500sqm (subdivision potential)
- Yellow – vacant lots within FO
- Green – developed lots over 1500sqm within FO
- Blue – recent subdivision

1.2: Land Supply

The desktop analysis of the zoned land within the General Residential Zone (GRZ) reveals that there is currently a potential supply of residential lots in the order of **511 lots** within the township. This is based on a potential supply of **443 vacant lots** and potential for a further **68 infill lots**.

Currently Vacant Residential Land

Vacant Residential Land: Source of Supply	Potential Supply
Vacant lots under 1,500sqm (outside FO)	42 (lots)
Vacant lots over 1,500sqm (i.e. can be further subdivided)	100 (lots)
Recently approved subdivisions	220 (lots)
Vacant lots over 1,500sqm (partly affected by FO)	81 (lots)
Total (over 750 sqm)	443 (lots)

Table: Supply from vacant GRZ land

In establishing what constitutes currently vacant land, City of Ballarat has determined that vacant lots include those lots for which a planning permit has been issued, yet no dwelling has yet been constructed.

The potential supply of 511 lots includes 220 lots for which subdivision approval has been granted. If we take into consideration those lots for which a planning permit has been granted, but remain unbuilt, potential supply is around 291 lots.

This approach is consistent with land supply estimations used by Councils at Planning Panels and by the VPA.

There are currently 141 vacant (not developed with a dwelling) residentially zoned lots within the township boundary. This total does not include:

- Mix Use Zone (MUZ) land, which has been excluded from the calculations.
- The 220 lots from recently approved subdivisions, which has been added to the total at the end of the assessment.

In calculating the potential future supply, the vacant lots have been divided into larger lots with subdivision potential (over 1,500sqm) and smaller lots with no further subdivision potential (under 1,500sqm). In determining the appropriate size of lots with further subdivision potential, the prevalence and community preference for larger blocks within Miners Rest has been noted.

It was also observed that the 'smaller' blocks in the original township area are in the order of 1,000sqm, while the new blocks in recent subdivisions are in the order of 500sqm. On this basis, 750sqm was chosen as a 'median' lot size between the two, and has been used as a general guide and measure to calculate the subdivision potential of larger lots (1,500sqm), while at the same time providing a larger lot size to fit with the general rural township character of Miners Rest.

This is also consistent with the proposed changes to the General Residential Zone - to rezone to Neighbourhood Residential Zone with a minimum lot size of 750 square metres (see Section 1.6).

In determining an approximate potential supply from the vacant GRZ lots that are currently partially affected by

the Flood Overlay (FO), a different methodology has been utilised. Firstly the total area of unaffected land outside the FO has been calculated (6.09ha) to determine the likely developable land. Following this, a potential total number of lots has been determined using the 750sqm lot size minimum by dividing the total by this minimum. This calculates to a total of 81 lots.

There are also a number of recently approved residential subdivisions on vacant land in the section of land bordered by Cummins Road to the north, Howe Street to the west, Burrumbeet Creek to the east, and Greenside Place to the south. As shown in the table below, these parcels of land will render a total of 220 lots once the subdivisions are completed. When adding this number to the current amount of vacant lots within the township, this produces a potential supply of 443 residential lots.

Infill Lots

Infill Lots: Source of Supply	Potential Supply
Developed land over 1500sqm (outside FO)	58 (lots)
Developed land over 1500sqm (partly affected by FO)	10 (lots)
Total (over 750sqm)	68 (lots)

Table: Supply from Infill Lots within the GRZ

'Infill lots' were deemed to be larger currently developed allotments over 1,500sqm which have the theoretical ability to accommodate further development in the form of a dual occupancy/ 2 lot subdivision and unit development.

Again, all developed land over 1,500 square metres was included for assessment with 750 square metres being the smallest projected lot size. There are currently 88 lots over 1,500 square metres with the potential to be subdivided to accommodate infill style development. If all of this land were to be redeveloped it could accommodate 232 lots over 750 square metres.

However, it is not expected that all of this land will become available for redevelopment in the future, given its development potential will ultimately depend on the choices of current and future landholders. As such, to more accurately understand the future potential of the land, an assumption has been made that only a quarter of this land will be made available for development. This means that if the demand is available for such land, the development of infill land could accommodate approximately 58 new residential lots.

For the developed land within the FO with subdivision potential (over 1,500sqm), the same methodology has been utilised for the vacant land within the FO. Utilising the previous quarter assumption for infill development, the total potential number of residential lots from developed land partially FO affected land is 10 new lots.

1.3: Land Demand

Population projections provided by .id Forecast have been utilised to understand the expected current and forecast demand for future residential land within Miners Rest. These forecasts were based on the results of the 2016 Census data for the Miners Rest and Mitchell Park datasets.

While the dataset area covers a greater area than the current study area for the Miners Rest Township Plan, it is highlighted that the inclusion of the Mitchell Park data area in the combined Miners Rest/ Mitchell Park data profile set does not overly skew the growth projections for Miners Rest, as the Mitchell Park data area having virtually no potential to accommodate standard residential growth.

This is due to the extent of existing land within the Rural Living Zone (RLZ), Farming Zone (FZ), Special Use Zone (SUZ) and Industrial 1 Zone (IN1Z), where the ongoing and future operation of the Ballarat Airport would specifically prevent or constitute a significant constraint to further subdivision within the Mitchell Park area. The consequence of this is that Miners Rest is elevated in importance in its role to accommodate the growth projections identified by .id Forecast.

The 2017 .id Forecasts for Miners Rest/ Mitchell Park are outlined in the table at the start of Part B. This indicated the population of the area is expected to increase 38% from 4,439 in 2016 to 6,143 in 2031. This increase is expected to create demand for 650 new dwellings over the 18 years to 2036.

With an expected total supply of 510 lots on vacant and underdeveloped existing residentially zoned land, Miners Rest currently has ample supply to meet the expected demand to 2030, and in the order of 12.5 years supply, based on demand for approximately 40 dwellings per year.

Furthermore, additional residential lot supply could be provided for through a greater use of infill lots than has been assumed above, however it is highly unlikely that all currently developed land over 1,500 square metres will be available for infill development.

It is important to note that the .id Forecasts are based on a desktop analysis and have not taken into account a detailed analysis of physical constraints and strategic considerations which may place significant limitations on achieving the projected population figures. The influence of physical constraints and other strategic considerations have been considered as part of development of this Township Plan.

1.4: Conclusion on Land Supply & Demand Analysis

Clause 11.02-1 is an important consideration when concluding on the land supply and demand analysis conducted for Miners Rest, and to inform an analysis of the potential growth of Miners Rest over the timeframe of the Township Plan to 2040.

Specifically Clause 11.02-1 seeks: *“To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses”*.

However, a key strategy of Clause 11.02-1 is also of critical importance, in that it identifies to: *“Plan to accommodate projected population growth over at least a 15 year period and provide clear direction on locations where growth should occur. Residential land supply will be considered on a municipal basis, rather than a town-by-town basis”*.

To relate this policy position back to the land supply and demand analysis already completed, it has established the following:

- There is in the order of 500 potential allotments in Miners Rest, on existing unconstrained residential zoned land.
- There is a projected dwelling increase in the order of 40 per year through to 2036 (according to the current .id Forcasts).
- There is in order of 12.5 years supply of land based on the current land supply and demand analysis.
- The provision of future land supply within Miners Rest needs to be considered in a total Ballarat municipal context.

The conclusion of the above is that Miners Rest currently has an adequate supply of existing residential zoned land, and there is not an immediate strategic need or imperative to immediately rezone land within Miners Rest for residential purposes, as there is already in the order of 12.5 years supply based on current township growth projections.

Separate strategic planning work has been conducted to ensure the primacy of Ballarat in the municipal housing market. However in context of Clause 11.02-1 it is clear that 15 years of population growth needs to be planned at a municipal rather than township level. It is prudent for the current Township Plan to consider the potential for Miners Rest to accommodate future growth, noting that the current Ballarat Planning Scheme already identifies that the township is subject to significant development constraints associated with flooding and aircraft noise (Clause 21.09-5 Miners Rest).

However if possible that such growth can be accommodated despite acknowledged constraints, it is important for the Township Plan to make clear recommendations regarding where such future growth of the township should be appropriately located, and/ or what further investigation or analysis is required to determine its potential to accommodate residential development.

As described above, modest growth is anticipated for Miners Rest, and the focus for new greenfields will be in the proposed northern growth area. The new growth area will need to be planned to respect the valued characteristics of Miners Rest, and to provide complementary facilities and services.

The discussion below regarding potential greenfields growth and new development sites has been made in this context.

1.4.1: Review of Supply and Demand

As development occurs in Miners Rest, so will estimated growth projections and lots supply and demand. Council will keep track of development and residential land uptake, to determine if it is tracking in line with projected growth rates, or is occurring at a faster or slower rate to determine when a new residential land supply may need to be made available. This may result in a recalibration of potential land supply and demand figures.

In building upon the above discussions, subsequent sections of this report have undertaken a strategic and spatial analysis of whether there are appropriate locations within Miners Rest which may be suitable to accommodate future residential development.

1.5: Growth verses Containment

The potential for future urban development can be managed in two ways: either as new Greenfields subdivision, or otherwise as potential new infill development, including the further subdivision of larger existing residential zoned allotments, or perhaps through the construction of smaller dwelling types such as dual occupancies, villa units etc. While new Greenfields subdivision is often viewed as the 'default' response to accommodating new dwellings, there may be reasons to discourage such development, such as:

- Avoiding and discouraging further township fragmentation through outward expansion.
- Physical constraints of the land (i.e. flooding, impacts of flight paths etc).
- Ability to be serviced with essential infrastructure.
- Avoiding encroachment into/ loss of valuable land (i.e. high landscape value or productive agricultural land).
- The need for separation distances from existing land uses (such as the Central Victoria Livestock Exchange, Ballarat Wastewater Treatment Plant and Dowling Forest Precinct).

Likewise there can be positive reasons to encourage containment of existing urban settlements, including:

- The more sustainable use of existing infrastructure;
- Encouraging new dwellings in preferred locations;
- Providing a greater diversity in housing types, which can assist with principles of 'aging in place'; &
- Facilitating walkability and accessibility to community and retail services.

However new development can have an impact on the existing character of a place, depending on form and scale of development. Questions relating to growth and containment has been an important consideration as part of the development of the Township Plan.

During the first round of consultation views were expressed by residents that allowing some residential development would support the economic growth and prosperity of Miners Rest through population increase. However differing points of view were voiced on the need to protect township character (i.e. no small lot subdivision, no units).

Clearly the form of new housing and its potential location is an important consideration for the community. For example, new housing development could potentially occur as new land subdivision or otherwise as 'infill' housing within the established parts of the town. Both forms of development have pros and cons in terms of cost of construction (to Council, the community and developers), township character and accessibility, which must be considered.

Likewise, a spatial analysis of Miners Rest reveals that that the current extent of its urban development is already elongated and spread out over a considerable distance. From an urban design perspective this is not a preferred outcome, and further sprawling or 'ribbon' based development would not be a positive outcome for the township.

It is also important to ensure appropriate separation distances are maintained between existing activities and future development, to ensure that potential land use conflicts and adverse amenity impacts are avoided. In the context of Miners Rest, obvious existing land uses which require separation distances includes: Ballarat Airport; Central Victoria Livestock Exchange; Ballarat Wastewater Treatment Plant; and to a lesser degree Dowling Forest Precinct.

In noting the above, the impact of residential growth on important local and regional assets – including the Ballarat Airport and surrounding agricultural land - must also be considered. The Ballarat Airport, located to the south-west of the Township, is a significant facility providing tangible benefits for the community and the regional economy, including generating \$10 million in annual production.

The ongoing operation of the Airport is dependent on its ability to function without unduly impacting on surrounding sensitive uses. While dwellings already exist within close proximity to Ballarat Airport, there is strong strategic justification to avoid creating new residential development which may be impacted by current and future anticipated aircraft related noise. As such, it is important that these sensitive uses, including housing, are prevented from encroaching on the Airport to protect its ongoing operational viability and potential for expansion over the long-term. Further detailed considerations relating to Ballarat Airport are addressed later in the report.

Like the Airport, agricultural activities surrounding the Township contribute significantly to the local and regional economy, and are dependent on maintaining appropriate distances from sensitive uses. In addition, land consumed for housing ultimately results in a net reduction of land available for farming and production. With Ballarat having some of the highest value agricultural land in the State, this is a significant consideration to grapple with as part of the development of the Township Plan.

1.6: Respecting Existing Township Character

Miners Rest is a small rural township/ settlement located within a picturesque open rural landscape. Miners Rest benefits from landscape views of open rural farming and agricultural land, with these views being framed by a backdrop of iconic volcanic cones, including Mount Rowan and the Blowhard Hills.

Extracted from 'City of Ballarat, Miners Rest North Township Character' Claire Scott Planning (2019)

Miners Rest North is located within the extensive Western Volcanic Plains landscape, which is characterised by a flat to gently undulating series of basalt plains, formed by volcanic activity over time.

The broader landscape features old lava flows, eruption points, and volcanic cones and hills such as Mount Rowan, Mount Blowhard and the Bald Hills, which surround the settlement to the north and east. This collection of geological attributes within close proximity, and observable from the township, creates a unique and visually interesting landscape setting. It is an iconic landscape of big skies and long views, with volcanic rises that punctuate the horizon.

Surrounding the settlement, the landscape has been largely cleared for farming and consists of a patchwork of paddocks, often divided by long straight roads and shelterbelts. Miners Rest North is separated from the southern area of the township by the Burrumbeet Creek, which crosses Howe Street and runs along the western side of the settlement area, and through Miners Rest Park. The township edge to the north is formed by Clarke Street, which directly abuts the agricultural fields adjacent. To the east, beyond the recreation reserve, the settlement edge fuses into the

landscape in the form of larger land holdings and hobby farms, most associated with the equine industry.

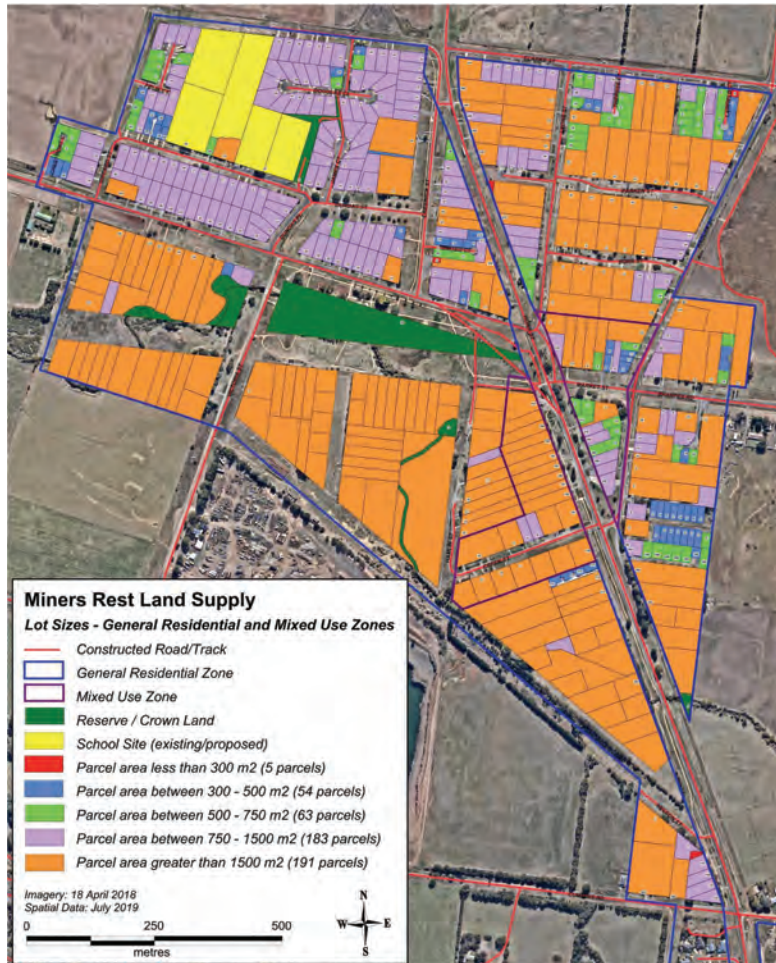
Remnant vegetation lines the Burrumbeet Creek corridor, and is scattered sparsely elsewhere in stands, particularly on the outskirts of the township and in the recreation reserve and other parkland areas. The very large road reserves are mostly devoid of vegetation, and this exacerbates the sense of openness throughout the settlement.

Within the built-up residential areas of Miners Rest North, lots are mostly large (over 1,500 sqm), with the exception of the northwestern area of the township where lots are between 750 sqm and 1,500 sqm. Dwellings are predominantly large, single storey homes, set well back from all boundaries; however (again in the northwestern area of the settlement in and around Douglas Close), some more recent development is evidence of the trend towards maximal building footprints and minimal setbacks, with very little permeable surfacing.

An analysis of lot sizes in North Miners Rest has revealed that:

- The majority of lots are greater than 1,500 sqm (191 parcels). This represents approximately 39% of all residential lots in Miners Rest North.
- There are 183 lots of between 750 sqm – 1,500 sqm across the whole settlement. This represents approximately 37% of all lots.
- The north-western area of North Miners Rest, which has been most heavily criticised for its subdivision outcomes, contains the vast majority of lots that are between 750 sqm – 1,500 sqm.

- Relatively speaking, a small number of lots between 300 sqm – 750 sqm are scattered throughout North Miners Rest (total 103, excluding the Mixed Use Zone, representing approximately 21%).



North Miners Rest lot sizes



James Court, looking north- Image Source Claire Scott



Northern edge of the township at Clarke Street- Image Source Claire Scott

MINERS REST
CITY OF
BALLARAT

North Neighbourhood Character Survey

To assist in understanding the character aspirations for Miners Rest, City of Ballarat undertook a community survey with the intent of using the survey findings to work out options for protecting these values through planning controls. The results are displayed below.

208 people visited the survey online.

1270 people received hard copy surveys via post.

A total of **123** surveys were completed.

88 Online

26 Hard Copy

9 Written

Of those who answered the survey **44%** lived North of Cummins Road and **41%** lived South of Cummins Road. **4%** or less lived in Mount Rowan, Mitchell Park, Wendouree, Macarthur Park, Blowhard and Cardigan Village.

When asked 'Do you think there should be a minimum lot size in Miners Rest (north or Cummins Road)' responses were:

- No—lot size should be unrestricted
- Yes>300m2
- Yes>500m2
- Yes>750m2
- Yes>1000m2

To find out more visit mysay.ballarat.vic.gov.au/ballar-at-miners-rest-plan

Miners Rest north neighbourhood character survey results, 2019

MINERS REST
CITY OF
BALLARAT

North Neighbourhood Character Survey Results

Those who thought that the original township (north of Cummins Road) has a distinctive identity, rated these elements contributory to the town's character.

74%
Rural setting

66%
Large lot sizes

63%
**Views to hills/
volcanic cones**

57%
Large backyards

56%
**Large spaces
between houses**

53%
Trees in gardens

48%
**Wide
nature strips**

45%
**One house
per block**

37%
**Equine
industry**

12%
Fencing styles

The 123 participants in the survey were able to select more than one element.

Strategic Planning
P: 5320-5500
E: strategicplanning@ballarat.vic.gov.au

115

Ballarat City Council

15

1.7: Safeguarding Ballarat Airport

The protection of the functional operation of Ballarat Airport is an extremely important consideration for the Miners Rest Township Plan, particularly as it relates to potential development.

To provide planning policy context, the Ballarat Planning Scheme already identifies via Clause 21.09 Local Areas that Miners Rest has significant constraints on development, such as flood prone land and airport flight paths. With reference to the Ballarat Airport, this clause includes the following relevant strategy:

- *Strategy 7 Ensure that there is no development under the Obstacle Limitation Surface (OLS) of the Ballarat airport 18/36 runway.*

Clause 21.08-2 Ballarat Airfield is a relevant consideration in that it states:

Ballarat Airfield is an important asset for a growing City and region. The recreational and charter use of the airfield will be maintained with special emphasis placed on promoting the complex's strategic function for police, ambulance and other emergency agencies. The encroachment of land uses and forms of development which could restrict the future use of the Airfield will be prevented. Upgrading the Airfield's main runway has the potential to enhance Ballarat as a tourism destination. A runway with the capacity to take 12,000kg aircraft would enable the airfield to receive small, regular public transport aircraft seating 30 passengers.

Clause 21.08-2 Ballarat Airfield also includes an objective: *To provide for the continued operation and future upgrade of the Ballarat Airfield*, in addition to the following strategies:

Strategies

- *Encourage the use of airfield land for airfield compatible purposes.*
- *Discourage the use and development of airfield and surrounding land for purposes that would have a negative impact on the airfield's operation.*
- *Discourage the establishment of residential and other sensitive uses on land under airfield flight paths.*

At the Planning Policy Framework Level, the protection of airports as economic and transport infrastructure is addressed at Clause 18.04 Airports, and highlights that planning decisions must consider as relevant the National Airports Safeguarding Framework (Nov. 2016) (NASF), with the scope and influence of this framework being addressed later in the report.

At Clause 3 of NASF it identifies that: *"Over the long term inappropriate development around airports can result in unnecessary constraints on airport operations and negative impacts on community amenity. These impacts need to be managed in a balanced and transparent way".*

NASF also provides specific assessment criteria for the assessment of the rezoning of rural or non-urban land for sensitive uses, which includes residential land use.

Clause 17 of NASF sets out the assessment criteria which is quoted in full below:

Clause 17. It is important that consideration be given to the application of the following approach to land use planning:

i. no new designations or zoning changes that would provide for noise sensitive developments within a 20 ANEF where that land was previously rural or for non urban purposes (in keeping with AS2021).

ii. Zoning for noise-sensitive development be avoided where ultimate capacity or long range noise modelling for the airport indicates either:

- *20 or more daily events greater than 70 dB(A);*
- *50 or more daily events of greater than 65 dB(A); or*
- *100 events or more daily events of greater than 60 dB(A).*

iii. Zoning for noise-sensitive development should take into account likely night time movements and their impact on residents' sleeping patterns. For example, where there are more than 6 events predicted between the hours of 11pm to 6am which create a 60 dB(A) or greater noise impact, measures for aircraft noise amelioration and restriction on noise sensitive development may be appropriate.

At this point it is important to make the distinction between N contours (or Number Above Contours) and ANEF contours, noting that it is ANEF contours which are translated into Airport Environs Overlays (AEO). For example, AEO1 and AEO2 apply to land on and surrounding the Ballarat Airport, which according to the purpose of this overlay seeks:

To identify areas which are or will be subject to high levels of aircraft noise, including areas where the use of land for uses sensitive to aircraft noise will need to be restricted.

To ensure that land use and development are compatible with the operation of airports in accordance with the appropriate airport strategy or master plan and with safe air navigation for aircraft approaching and departing the airfield.

To assist in shielding people from the impact of aircraft noise by requiring appropriate.

noise attenuation measures in new dwellings and other noise sensitive buildings.

To limit the number of people residing in the area or likely to be subject to significant levels of aircraft noise.

Yet, in practical terms, only a small area of land within Miners Rest is affected by AEO2, which on face value gives the impression that potential aircraft noise is not a major consideration, and ignores the need for an assessment of noise based on N contours. Furthermore, the current AEO1 & AEO2 are based on an ANEF contour prepared in 2004 which considered a 400 metre extension to the southern end of the north/south runway, to make it 1,645 metres long, which in reality has never been built.

In being specifically differentiated from ANEF contours, N contours implements an alternative noise measure which can be used in strategic planning decisions, where there is potential for future communities to be unnecessarily exposed to aircraft noise, which most readily applies to proposals to rezone land to facilitate more intensive residential development within airport environs.

The DELWP website on the N contours further clarifies their role and use within strategic planning decisions:

N Contours indicate potential noise exposure where the noise level from a single aircraft exceeds 60dB(A), 65dB(A) or 70dB(A) per day, as opposed to the annual average approach that informs the application of ANEF Contours. Where N contours exist, they should be examined when considering strategic planning proposals near airports. This is additional to the ANEF contours, which remain the metric applied in Victoria for statutory planning purposes through the Airport Environs Overlay.

To assist in understanding the impacts of aircraft noise, 60 dB(A) is the sound pressure level at which noise events may become intrusive to speech and hence may interfere with activities like telephone conversations and watching the TV (assuming no noise attenuation).

To further understand the potential noise impacts associated with the future or potential functional operations of Ballarat Airport, N contour projections were been prepared on behalf of Council in 2010 and 2018.

In order to relate this work to the potential aircraft noise impacts over land within Miners Rest, N contours referenced within assessment criteria of Clause 17 of the Framework Plan have been spatially mapped on the plan illustrated over the page. Mapped analysis elements of this plan includes:

- 2010 N60 (100 events per day)
- 2010 N70 (20 events per day)
- 2018 N60 (100 events per day)
- 2018 N65 (50 events per day)
- 2018 N70 (20 events per day)
- Existing Airport Environs Overlays AEO1 & AEO2.
- Existing Design & Development Overlays DDO17 & DDO18.

Based on the mapped N contours, it clearly illustrates that land within Miners Rest would be affected by aircraft noise from the 2010 N70 contour and the 2018 N65 and 2018 N70 contours. In accordance with Clause 17 of NASF, the affected land is not considered suitable to accommodate sensitive land uses and should therefore not be considered to be rezoned for such purposes.

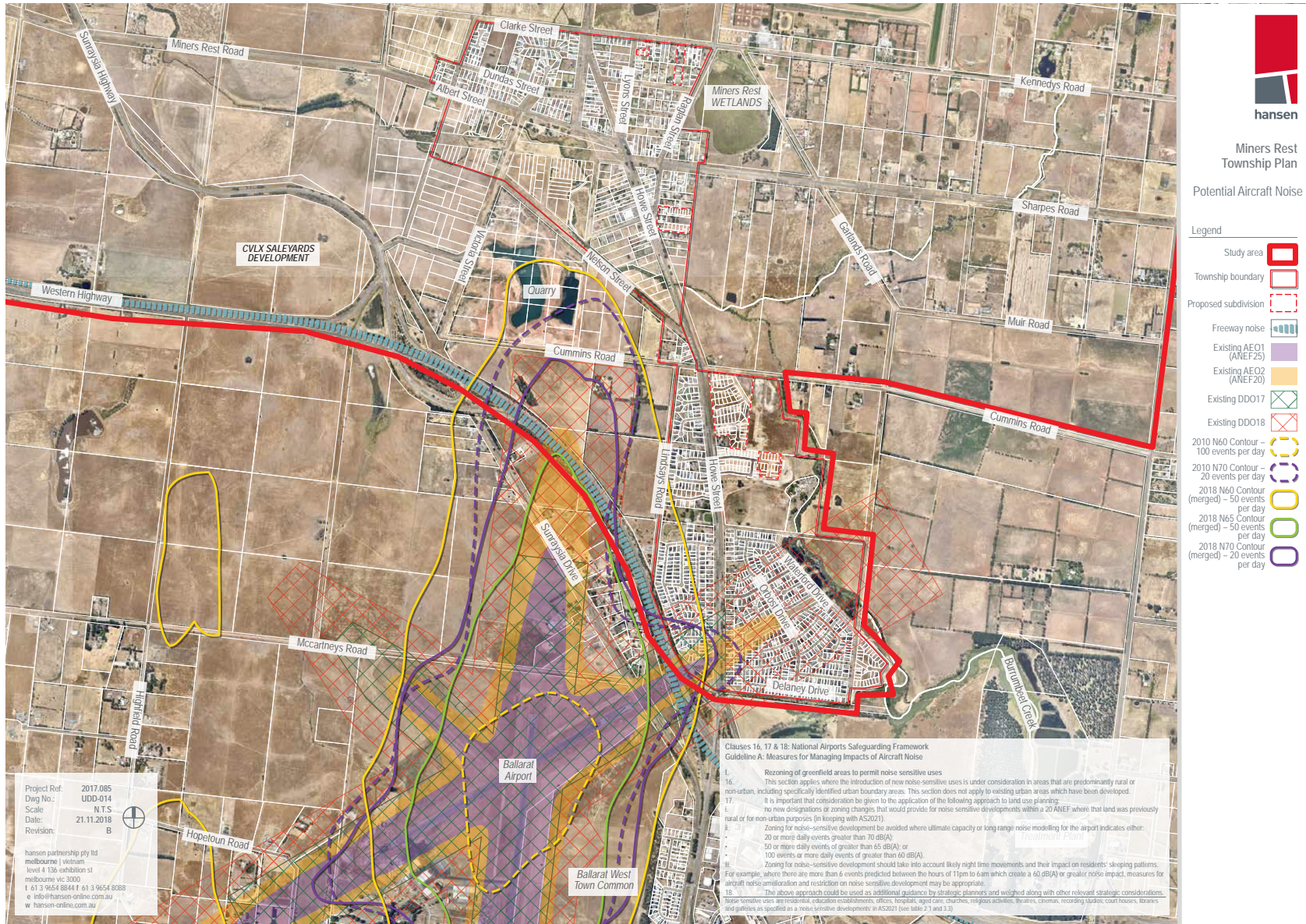


Figure 2 Potential Aircraft Noise Boundary Analysis (aerial)
 Ballarat City Council

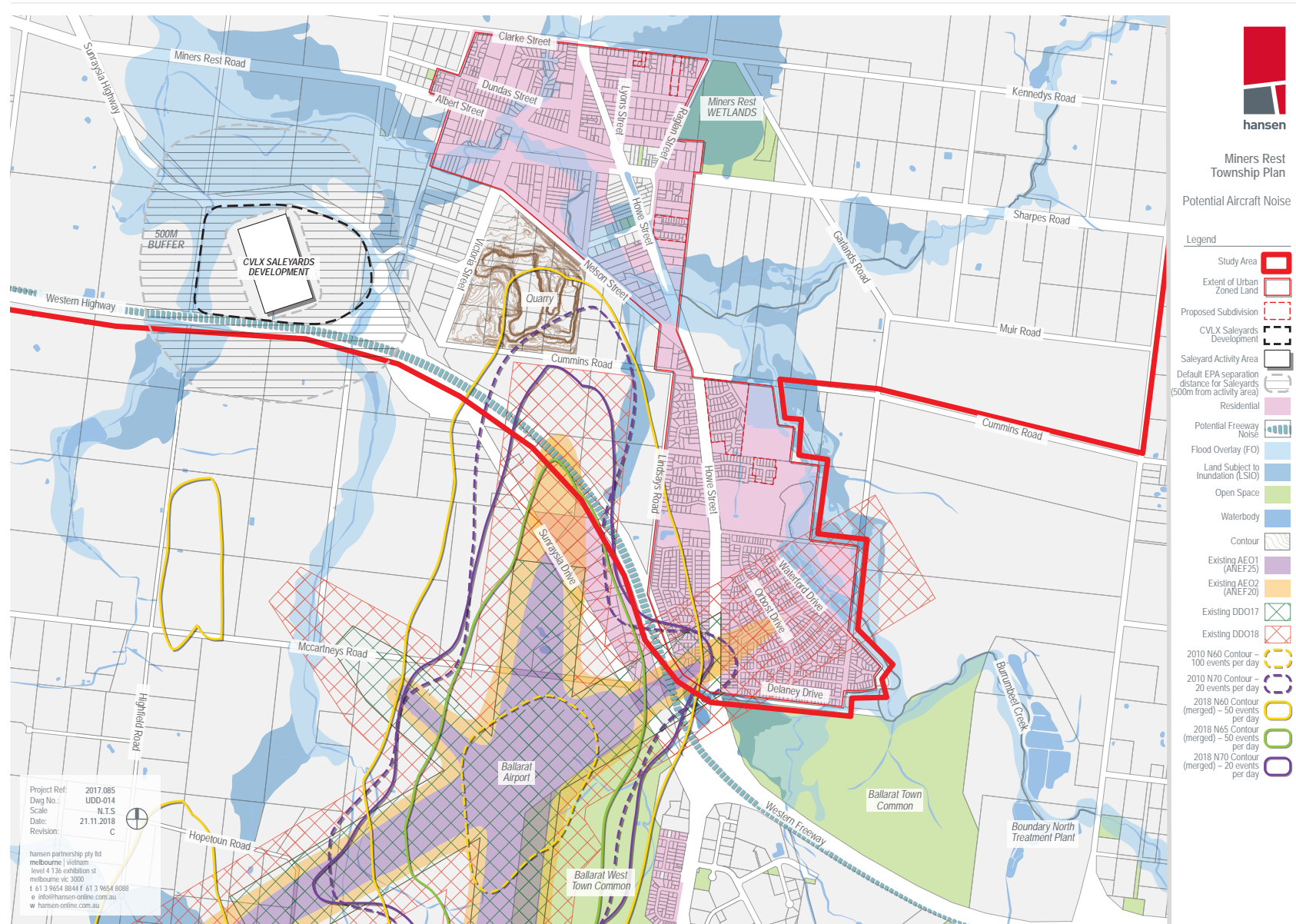


Figure 3 Potential Aircraft Noise Boundary Analysis (zone & overlay)

However it is acknowledged that there are unknowns and uncertainties surrounding the extent of land within Miners Rest that may be affected by aircraft noise impacts, which stems from the assumptions which have underpinned the preparation of the 2010 and 2018 N contours. Such assumptions and implications are briefly outlined:

- The 2010 N contours were based on considering a 400 metre extension to the southern end of the north/south runway to make it 1,645 metres long, however to date, this has not been built.
- The 2018 N contours were based on considering two options to extend the north/ south runway to 2,000 metres, although it is not certain that this runway extension will proceed.

The critical observation to make regarding the N contours conducted in 2010 & 2018 was in both instances the underlying assumption that the existing north/ south runway would have some form of extension at its southern end - i.e. at the furthest point away from Miners Rest. In both scenarios, it would allow planes to commence take off further away to the south, and be airborne quicker and therefore be higher over Miners Rest once in flight, which in practical terms functions to reduce noise impacts/ N contours.

However it is highlighted that N contours for the existing shorter runway of 1,245 metres have not been completed, and therefore the extent of noise impacts based on the current and future activities of the airport without a runway extension is not known. Without this technical analysis it assumed that noise impacts over Miners Rest are likely to be greater than illustrated via the 2010 & 2018 N contours. This is based on a shorter runway length, where planes would commence closer to Miners Rest, and be airborne, later and therefore lower over Miners Rest once in flight, which in practical terms would be highly likely to increase noise impacts/ N contours.

Furthermore, while the 2010 & 2018 N contours are useful in providing an indication of land potentially impacted by aircraft noise, they however do not address all potential future scenarios for Ballarat Airport which would allow a 'potential maximum' N contour scenario to be devised. In the absence of 'potential maximum' N contours being prepared, there remains uncertainty regarding the extent of land within Miners Rest affected by potential aircraft noise.

It is anticipated that a 'potential maximum' N contour scenario would address the following matters:

- Existing runway length/s.
- 400 metre extension of north/south runway to 1,645 metres.
- north/south runway at 1,800 metres (current maximum runway length contemplated by the Masterplan).
- Two options to extend the north/ south runway to 2,000 metres.

Once such a 'potential maximum' N contour analysis is undertaken, Council would have clarity around the full extent of future noise impacts over Miner Rest, which would be critical in informing whether land is potentially suitable for sensitive land use. In this context, Clause 18.04 Airports of the PPF and Clause 17 of NASF remains a critical consideration in determining the suitability (or otherwise) of land under airport flightpaths within Miners Rest for sensitive land uses (including residential).

Further discussions of how the above has informed the consideration of new residential development is addressed under the specific heading of: Assessment of Potential Locations for Residential Subdivision.

In conclusion, given that there is uncertainty about the long term future of the Ballarat Airport, it is recommended that a precautionary approach be taken by Council on proposals to rezone land in the vicinity of the airport until the long term future of the Airport is settled. Any future update of the Ballarat Airport Masterplan will also provide an opportunity to comprehensively address the full suite of airport safeguarding matters required by the National Airports Safeguarding Framework.

Rezoning of land currently affected by noise contours may be reconsidered at a time when there is certainty about future use and development of the airport, and the noise impact as assessed under the NASF guidelines is considered acceptable for a sensitive land use.

1.8: Protection of Farming/ Agricultural Activity

The protection and support of rural land use and activity on Farming Zone (FZ) land surrounding Miners Rest to the east, north-east and west is an important consideration, particularly in context of speculative interest and pressure to rezone land for residential purposes, either as standard urban development or for smaller lot rural lifestyle development.

The application of the Farming Zone (FZ) to land surrounding the urban areas of Miners Rest provides a degree of protection to farming and agricultural activity, noting the listed purposes to the Farming Zone (FZ) are:

- *To provide for the use of land for agriculture.*
- *To encourage the retention of productive agricultural land.*
- *To ensure that non-agricultural uses, including dwellings, do not adversely affect the use of land for agriculture.*
- *To encourage the retention of employment and population to support rural communities.*
- *To encourage use and development of land based on comprehensive and sustainable land management practices and infrastructure provision.*

Apart from land zoned Farming Zone A and B in the Dowling Forest precinct, all other farming zoned land requires that the minimum subdivision size of 40 hectares; and for a dwelling to be 'as of right' that land must be at least 70 hectares.

The existing Farming Zone (FZ) controls function in combination with existing state level planning policies and local level policies (such as Clause 21.05: Natural Resource Management and Clause 22.06: Rural Dwellings and Subdivision), which provide support for ongoing protection and support of rural land use and activity.

Specifically Clause 21.05 recognises the importance of the rural areas of Ballarat and the rich agricultural areas and farming activities which are important features of the rural character and identity of the municipality. The clause highlights the need to protect productive agricultural land from inappropriate development and includes relevant objectives and strategies of:

- *To ensure that productive agricultural land remains available for agricultural resource use.*
- *Prevent the encroachment of urban land use and development into areas of productive agricultural land.*

Clause 22.06 provides guidance for the protection of rural areas of the City of Ballarat from inappropriate subdivision and residential development. The application of the Farming Zone to the majority of rural areas in the municipality is a key way to protect and support farming activities in the municipality for the contribution it makes to the economy, liveability and amenity of the area.

Relevant objectives of Clause 22.06 for Miners Rest include:

- *To provide for the retention of productive agricultural land for farming.*
- *To ensure development of dwellings are for the purpose of supporting ongoing or planned farming activity.*

It is considered that the Local policies of Clause 21.05 and 22.06 in combination with the existing Farming Zone (FZ) controls provides ample support against speculative applications which seek to rezone and further subdivide land for 'rural lifestyle' type land use. On this basis no recommendations are being made regarding additional farming related controls being implemented to protect farming and agricultural activity, apart from those specifically relating to farming zoned land in the Dowling Forest Precinct (see section 1.9).

There is a clear role of the Township Plan to spatially identify areas surrounding Miners Rest to be protected and encouraged for farming, agricultural and potentially equestrian related activity, and thereby to address and counter speculative rezoning applications.

Beyond the commentary above, one area of land which has come under particular pressure for rezoning to 'rural lifestyle' purposes is the area of Farming Zone (FZ) land broadly bounded by Sharpes Road, Gillies Road, Cummins Road and Howe Street. Allotments within this area generally range in size from approximately 2 to 10 hectares, which is noted to be well below the current minimum allowable subdivision size of 40 hectares. Accordingly, the current subdivision pattern indicates the majority of these properties are already being used for de-facto 'rural lifestyle' use.

However, this current pattern of land usage does not in itself automatically justify rezoning to either the Rural Living Zone (RLZ) or Low Density Residential Zone (LDRZ) in order to legitimize the existing 'rural lifestyle' use. Furthermore, any such potential rezoning would create opportunity for further subdivision of this land, which would have the potential to create increased land use conflicts with the equestrian activities within the adjacent Dowling Forest Precinct.

Contextually, this area of Farming Zone (FZ) land is located immediately to the south of Special Use Zone (SUZ13) which relates to the Dowling Forest Precinct which functions to support thoroughbred horse training facilities. Accordingly, the existing Farming Zone (FZ) bounded by Sharpes Road, Gillies Road, Cummins Road and Howe Street, by virtue of its close proximity to the Dowling Forest Precinct, has the potential to accommodate equestrian related activities to support the growth and development of the equestrian industry in Miners Rest.

Further to the above, the Rural Land Use Strategy was clear in its findings that no further areas were recommended to be rezoned Rural Living Zone (RLZ). It was clear in its finding that:

- *"Although much of the area performs as rural residential it is difficult to justify rezoning the entire area to Rural Living Zone" (page 62).*

- *"No further areas are recommended to be rezoned Rural Living Zone as part of this strategy. It is considered that given the extent of existing vacant RLZ land there is no justification for further RLZ at this time. It is important to note that from a regional perspective the land zoned RLZ in Golden Plains Shire directly south of Ballarat's municipal border forms part of a regional supply of rural residential land to Ballarat (page 78).*

As there is already an abundance of land zoned for Rural Living (RLZ), the need for further allocation of land would need to be identified through a settlement strategy. In addition to matters of identified oversupply of Rural Living Zone (RLZ) land, the land in question has noted flood and inundation impacts from Burrumbeet Creek, accommodates a wider water catchment role, and by maintaining land within the Farming Zone (FZ), there is potential for land consolidation and for the land to be brought back into active farming and agricultural use.

It is recommended that the planning controls for this land be reviewed as part of planning the proposed northern growth area.

1.9: Protection and Support of the Equine Industry

The continued growth of the equine industry in Miners Rest and the associated economic and business opportunities is extremely important to the prosperity of the Township and wider region into the future. As the economic benefit of thoroughbred racing to the Central Highlands Region is in the order of \$60 million, the Miners Rest Township Plan acknowledges this significant industry and seeks appropriate ways to continue to support and foster its growth.

City of Ballarat recently prepared the Dowling Forest Precinct Planning Controls Review, which concluded that local policy and land use controls could be improved to support implementation of the desired outcomes for the precinct. In October 2019 Council decided to proceed to an amendment to make these changes to the Ballarat Planning Scheme.

The review also recommended to:

- educate and promote the Precinct purpose and planning controls to stakeholders and landowners;
- review Section 173 agreements made redundant by rezoning land from SUZ13 to Farming Zone;
- commit to reviewing the planning controls for land south and south-west of the Precinct once growth area planning has been considered by Council; and
- improve safety for road users and consider establishing public access to the Racecourse through the eastern part of the Precinct.

The industry and precinct could be further supported by:

- maintaining and protecting farming zoned land around the town;
- celebrating the equine industry through an equestrian related monument within the town centre, and/or equine themed installation across the public realm.



Dowling Forest Precinct

1.10: Ballarat's Northern Growth Area

The Ballarat Strategy and Clause 21.02-4 Greenfield Investigation Areas is an important consideration for planning of potential growth and development within Miners Rest.

It identifies that the Ballarat West Growth Area is the primary greenfield development area for Ballarat, but also designates four medium to long-term Greenfield Investigation Areas (GIA's) which require a more detailed feasibility assessment to determine the preferred future growth area for Ballarat. The Northern GIA is located immediately adjacent to the east of newer parts of Miners Rest, namely the Macarthur Park Estate subdivision.

Although the 'Miners Rest' section of the Northern GIA has been formally excluded from the Miners Rest Township Plan Study Area, by virtue of its close proximity to Miners Rest, in practical terms it would function to meet future localised residential land demands.

In this context any potential land development within the Northern GIA would function to broadly support Miners Rest, and would incidentally support the Miners Rest land supply and demand analysis outlined within this report.

The City of Ballarat recently completed the Long Term Growth Area study which concluded that the Northern Growth Area should be one of two growth areas that should proceed to precinct planning to deliver an affordable, attractive and well serviced community.

In October 2019, Council resolved to proceed with planning for this growth area. The planning process will be undertaken over the next 5 years (approximately), and it will need to ensure that any new development respects and reinforces Miners Rest as a stand alone township and provides complementary services and facilities. Planning for the northern growth area will also review the planning controls of land between the investigation area and the Dowling Forest precinct.

A recommendation of the Miners Rest Township Strategy which is relevant to the NGIA, is that its northern boundary along Cummins Road should be reviewed as part of any further investigations into the NGIA. Such a review would function to consider issues of:

- Proximity of the NGIA to Miners Rest.
- Fragmentation and/ or opportunities for connection and integration.
- Physical constraints and opportunities, including consistent streetscape treatment along Cummins Road.
- Potential for pedestrian and biodiversity links to the along the north side of Cummins Street, extending to Howe Street/ Burrumbeet Creek corridor/ preferred local sports facility location.
- Retaining necessary buffers to the equine precinct.

1.11: Assessment of Potential Locations for Residential Subdivision

In building upon the various land use and development considerations outlined previously within this report, the Township Plan has undertaken a high level spatial assessment of whether there are logical and appropriate locations within or surrounding the town which could accommodate future residential subdivision.

It should be clearly understood that this assessment has not been undertaken from a perspective of strategically needing to nominate future growth within the town, as the land supply and demand analysis has identified that there is in order of 12.5 years of land supply available within Miners Rest and it is understood that greenfields growth will be directed to the new northern growth area. Rather this assessment has been undertaken to further consider whether Miners Rest has opportunity to further grow in future, when land demand necessitate it, and if so, where might such residential growth be located.

In undertaking such a spatial assessment, the following considerations are highly influential factors and have formed the basis of the assessment:

- Whether it would assist in consolidating and connecting the northern and southern sections of the established township area.
- Whether it would result in further linear 'ribbon' development or further 'sprawl' at the outer edges of the township.
- Whether it would impact on landscapes of noted and valued character.
- Whether it would impact on existing or potential rural farming, agricultural, equine land use and activity.

- Whether it would potentially create land use conflicts with the Dowling Forest Equine Precinct.
- Whether it would place sensitive land uses within proximity of existing land uses with the potential to cause amenity impacts, such as the northern wastewater treatment plant, Ballarat Airport, Western Freeway and Central Victoria Livestock Exchange.
- Whether there are significant flora & fauna considerations.
- Whether there are any land contamination/ environmental issues.
- Whether there are topographic or geotechnical considerations/ issues.
- Whether there are natural disaster risks (including flood & fire).
- Whether there is good access to existing community infrastructure.
- Whether the land can be readily serviced with required infrastructure (power, gas, water, reticulated sewerage etc.).

In considering this range of influential factors, they have been spatially mapped on the following diagram. The conclusion of this exercise has revealed a series of significant development constraints which apply to Miners Rest, and which effectively diminish many avenues for new greenfield development within the township. However this should not be a significant surprise, as this conclusion is noted to effectively reflect Clause 21.09-5 which

already identifies that Miners Rest is subject to significant development constraints, including flooding and aircraft flight paths.

To further explore the spatial analysis and why the assessment has excluded certain areas from being considered appropriate for residential development, the following is highlighted:

- Potential residential development to west of Miners Rest (i.e. west of Victoria Street) was discounted on the basis of identified flooding impacts, as well as proximity to the Central Victoria Livestock Exchange. For assessment purposes, the 'default' 500m EPA separation distance has been spatially applied from the saleyards 'activity area' boundary to ensure that sensitive land uses do not encroach on this existing facility.
- Potential residential development to the east of Howe Street was discounted on the basis of
 - Impacting on open rural landscape views;
 - Impacting on the potential use of the land for rural, agricultural or equine related activity;
 - Potentially creating future land use conflict with activities associated with the Dowling Forest Precinct;
 - Existing identified flooding impacts; &
 - Area of potential Aboriginal cultural sensitivity associated with Burrumbeet Creek.

- Potential residential development in the west to north west arc at the northern edge of the town was discounted on the basis of:
 - Existing identified flooding impacts;
 - Causing further fragmentation and ribbon based sprawl of the existing township;
 - Impacting on open rural landscape views;
 - Impacts on potential for rural and agricultural based activity; &
 - Potential to create future land use conflict with activities associated with the Dowling Forest Precinct.
- Potential residential development to the east of Macarthur Park Estate is outside of the Miners Rest Township Plan study area, and is being considered as part of a separate strategic planning exercise.

Investigation Area Precinct

Beyond the areas outlined above, there is an area of land which has been identified as an 'Investigation Area Precinct', which is broadly bounded by Nelson Street, Lindsay Road, Western Freeway and Victoria Street. This land has been highlighted as an area for specific analysis and comment as an 'investigation area', due to there being known landowner interest to rezone the land for residential purposes, and has been considered separately in two sections, constituting land to the north of Cummins Road and land to the south.

The area to the north of Cummins Road includes the recently rehabilitated quarry site, while the land to the south of

Cummins Road constitutes a large rural land holding which extend through to the Western Freeway to the south and Lindsays Road to the east.

Generally speaking, there are both positive and negative issues to consider as part of the assessment of whether this land may be appropriate for residential development. A range of these positive and negative considerations are outlined for discussion.

Land to the north of Cummins Road (former quarry)

Positives

- The land is located between the 'old' and 'new' parts of Miners Rest and would assist in connecting and consolidating the two halves of the town.
- The land is broadly 'hidden' from open viewed vistas along major roads, and any potential development of this land would be less obvious and visible.
- Although located within the Farming Zone (FZ) it has limited potential for rural or agricultural activity due to landform and former quarry pits/ lakes.
- Would create a different housing product within Miners Rest due to elevated position and could include pedestrian links to the town centre via Creek Street.
- The development could ensure the quarry lakes are part of an informal open space network within Miners Rest.
- The development could create a defined edge to the town along the east side of Victoria Street.

- Land north of Cummins Road, east of the quarry lake could potentially be designated as a secondary option/ location for a local level active sports facilities hub.

Negatives

- Parts of the site may be impacted by aircraft noise, which would not comply with the assessment criteria for assessment of sensitive residential development (i.e. Clause 17 of the National Airports Safeguarding Framework).
- Further work is required to be undertaken to determine a 'potential maximum' N contour analysis to provide clarity around the full extent of future noise impacts, which would be critical in informing whether land is potentially suitable for sensitive land use.

Based on this analysis, subject to the extent of potential aircraft noise being fully understood, this land is considered to have potential to accommodate future residential development.

Land to the south of Cummins Road (rural land)

Positives

- The land is located between the 'old' and 'new' parts of Miners Rest and would assist in connecting and consolidating the two halves of the town.
- The land is broadly 'hidden' from open viewed vistas along major roads, and any potential development of this land would be less obvious and visible.