



CITY OF BALLARAT  
**Housing Strategy  
2041**





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The City of Ballarat acknowledges the Traditional Custodians of the land we live and work on, the Wadawurrung and Dja Dja Wurrung People and recognises their continuing connection to the land and waterways.

We pay our respects to their Elders past, present and extend this to all Aboriginal and Torres Strait Islander People.

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# Glossary of Terms Used in This Report

**TABLE 1 GLOSSARY OF TERMS**

<p><b>Activity Centres</b> - Retail, service and employment hubs that are usually well serviced by public transport. They range in size from local neighbourhood strip shops to major regional shopping malls and centres.</p>
<p><b>Affordable housing</b> - The Planning and Environment Act 1987 defines affordable housing as 'housing, including social housing, that is appropriate for the housing needs of very low-, low- and moderate-income households'.</p>
<p><b>Character area</b> - Areas with a common preferred character.</p>
<p><b>Character type</b> - Broad areas, where the desired character is the same. In these areas, the existing neighbourhood character and era of residential development are usually similar.</p>
<p><b>Compact City</b> - A high-density mixed-use and intensified urban form that promotes human scale movement.</p>
<p><b>Detached dwelling</b> - Detached dwelling comprising one dwelling on a site that is held exclusively with that dwelling and has a frontage to a public road.</p>
<p><b>Dual occupancy</b> - A dwelling occupying a site that is held exclusively with that dwelling and has a frontage to a public road and comprises one of two dwellings erected side by side, joined together and forming, by themselves, a single building.</p>
<p><b>Dwelling</b> - A self-contained residence. This could be a house, apartment, unit or townhouse.</p>
<p><b>Established areas</b> - Existing neighbourhoods where there is already housing and associated services and facilities.</p>
<p><b>Greenfield</b> - Previously undeveloped rural land on the outskirts of the urban area identified for new development.</p>
<p><b>High density dwellings</b> - Refers to apartments or multi-dwelling development of over three storeys in height.</p>
<p><b>Household</b> - Those who usually reside in the same dwelling.</p>
<p><b>Housing capacity</b> - Estimated number of dwellings which could be accommodated in an area.</p>

**Incremental Change Area** - Residential areas that allow modest housing growth and a variety of medium density housing types which respect the preferred future neighbourhood character, or will make a significant contribution to a new, more desirable preferred future neighbourhood character.

**Infill development** - The development of land within established areas.

**Medium density dwellings** - For the purpose of this project medium density refers to all semi-detached, townhouses and villa units, plus apartments of three storeys or less.

**Minimal Change Area** - Residential areas that allow for minimal housing change due to significant development constraints.

**Overlays** - Planning scheme controls that apply to specific areas to address a particular issue such as environmental, landscape, heritage and flooding. These requirements operate in addition to those provided by the land's zoning.

**Planning Policy Framework (PPF)** - The policy content of planning schemes. It includes part of the Victoria Planning Provisions (VPP) in the form of state and regional planning policies and local content in the form of local planning policies.

**Precinct Structure Plan (PSP)** - A statutory document that describes how a precinct or series of sites within a growth area will be developed over time. A Precinct Structure Plan sets out the broad environmental, social and economic parameters for the use and development of land within the precinct.

**Preferred character statement** - Policy statement that articulates an area's desired future character.

**Residential development framework** - A framework or plan that identifies housing change areas across the municipality and are generally categorised as either minimal, incremental or substantial change areas.

**Shoptop** - Residential development built on top of retail or commercial uses at the ground level, usually in the form of apartments.

**Substantial Change Area** - Areas that allow housing growth and diversity at increased densities.

**Townhouse** - A dwelling occupying a site that is held exclusively with that dwelling and has a frontage to a public road and comprises three or more dwellings erected side by side, joined together and forming, by themselves, a single building.

**Urban Renewal Area** - Urban renewal precincts, often comprising older industrial areas that are no longer being used for their original purpose and provide opportunity for development and reconsideration of land use.

**Zones** - Relates to a particular use and is associated with a specific purpose such as residential, commercial or industrial. Each zone has policy guidelines that will describe whether a planning permit is required and set out application requirements and decision guidelines. These requirements must be considered when applying for a permit. All land is covered by a zone in Victoria.

# Abbreviations

**TABLE 2 GLOSSARY OF ACRONYMS**

<b>AEO</b> - Airport Environs Overlay
<b>BMO</b> - Bushfire Management Overlay
<b>CBD</b> - Central Business District
<b>CHRG</b> - Central Highlands Regional Growth Plan
<b>CHW</b> - Central Highlands Water
<b>DTP</b> - Department of Transport and Planning
<b>EAO</b> - Environmental Audit Overlay
<b>EMO</b> - Erosion Management Overlay
<b>EPA</b> - Environmental Protection Authority
<b>ESO</b> - Environmental Significance Overlay
<b>FO</b> - Flood Overlay
<b>HNA</b> - Housing Needs Analysis
<b>HO</b> - Heritage Overlay
<b>ILS</b> - Industrial Lands Strategy
<b>LSIO</b> - Land Subject to Inundation Overlay
<b>NCS</b> - Neighbourhood Character Study
<b>PPF</b> - Planning Policy Framework
<b>PPN</b> - Planning Practice Note
<b>VPO</b> - Vegetation Protection Overlay
<b>VPP</b> - Victorian Planning Policy



# Section 1

## Introduction and Background







## Executive Summary

The Ballarat Housing Strategy 2041 provides the City of Ballarat with a framework for managing and accommodating population and housing growth for a minimum period of 15-years across the municipality.

The Ballarat Housing Strategy builds on and implements key recommendations of various state, regional and local planning strategies and policies by directing residential development to locations that are well serviced and will be able to better support population and economic growth. The strategy will provide the strategic basis to introduce planning tools to enable the delivery of more housing in established areas with existing infrastructure, transport, and facilities.

This strategy focuses on the existing and future residential areas within Ballarat. Ballarat's growth areas, which will play a vital role in meeting the future housing needs of Ballarat, have been specifically addressed through the draft Ballarat Growth Area Framework Plan, a companion document to this Housing Strategy. The Ballarat CBD and Urban Renewal Areas will require further detailed planning and investigation to provide guidance for the future direction for land use and built form outcomes. This strategic planning work will be undertaken after the completion of this Strategy.

### › Key findings to deliver long term housing growth in Ballarat

- Ballarat has capacity to cater for substantial population growth in a manner that maximises use of existing services and infrastructure.
- Around 70% of new homes built in Ballarat are constructed in greenfield areas, that is, previously undeveloped land covered by a Precinct Structure Plan (Ballarat West and Alfredton).
- This trend has resulted in an unsustainable increase in infrastructure costs and a sprawling urban form which does not provide accessibility and equity amongst Ballarat's residents.
- There is significant capacity for additional growth within established residential areas and Urban Renewal Areas.
- State and local policy directs and encourages the increase in infill development within established areas. Increasing the proportion of infill development particularly near shops, services and employment will create more vibrant neighbourhoods and reduce car dependency as the population grows. It will also take the pressure off developing in environmentally sensitive and less accessible locations.



## **The Vision**

**Ballarat will contain a variety of dwelling types, designs and lot sizes which meet the needs of residents. High quality contemporary housing is embraced that responds to our heritage and neighbourhood character. More people will have access to services and employment without requiring the use of a car with affordable housing located in the most accessible areas for people that need them the most. New homes will be built in areas that do not compromise our native flora and fauna.**

## > Housing Strategy Objectives

Objective	Directions
Ensure Ballarat sustains housing and population growth for at least 15 years.	<p><b>Population Growth</b> - Ballarat will accommodate projected population growth over at least a 15-year period.</p> <p><b>Locations</b>- Clear direction provided on locations where growth should occur.</p> <p><b>Opportunities</b> - Consolidation, redevelopment and intensification identified.</p>
Provide housing diversity and affordable housing with good access to jobs, activity centres, public transport, schools and open space.	<p><b>Accessibility</b> - New homes should be in places which have high levels of accessibility.</p> <p><b>Infrastructure</b> - New housing should be located close to infrastructure to benefit from existing investment.</p> <p><b>Compact</b> - Planning should reduce sprawl and conflicting uses, increase the proportion of infill housing.</p>
Ensure Ballarat is a distinctive and liveable city with quality design and amenity.	<p><b>Balancing Character and Heritage</b> - New development should be sensitive to Ballarat's heritage and character elements.</p> <p><b>Affordability</b> - A diversity of housing types to be provided with a focus on delivery of good design to meet long term housing needs at a range of price points.</p> <p><b>Diversity</b> - Ballarat will facilitate and manage increased housing diversity to cater for changes in household size.</p>
Ensure housing is in areas that does not increase the risk to human life to human health or the environment.	<p><b>Safety</b> - Housing should be directed away from areas of high bushfire risk.</p> <p><b>Mitigation</b> - Where suitable risks should be mitigated to allow for residential development in established areas.</p> <p><b>Interfaces</b> - Ensuring new residential use and intensification of existing residential areas are compatible with non-residential interfaces.</p> <p><b>Contamination</b> - Contaminated land should be identified and, where identified for a land use change to a sensitive use, remediated.</p> <p><b>Habitat</b> - Habitat and native vegetation loss should be avoided, and key biodiversity areas protected.</p>
Ensure there is provision of infrastructure to support housing growth in Ballarat.	<p><b>Growth infrastructure</b> - Planned for in accordance with capital works programs and developer contributions plans.</p> <p><b>Costs</b> - Service limitations and costs of providing infrastructure considered.</p> <p><b>Integration</b> - With transport, open space and community asset plans.</p> <p><b>Movement</b> - Neighbourhoods promote active lifestyles by promoting walkability and alternative transport.</p>

## > Housing Strategy Outcomes

There are five outcomes that will act as measures of success for this strategy:

**Outcome 1** - Ballarat has sufficient housing supply to support population growth.

**Outcome 2** - Ballarat's infrastructure supports higher density housing.

**Outcome 3** - Ballarat provides housing choice in locations close to schools, jobs, transport and services.

**Outcome 4** - Ballarat is distinctive for heritage, character and design.

**Outcome 5** - Ballarat is a resilient city.





## Introduction

**The City of Ballarat has experienced significant population growth over the past decade with the current population exceeding 115,000 people. Ballarat's population is expected to continue growing with a population of approximately 170,000 people forecast within the next two decades. The anticipated growth in population will be accompanied by changes in household composition and preferred housing typology.**

The City of Ballarat requires a strategy to manage the growth in population and change in household composition. Housing is a fundamental human right and one of the key universal determinants for achieving positive health and wellbeing outcomes for individuals. The availability of secure, well located and affordable housing provides pathways to employment and education, supports a diversity of residential and lifestyle choices, builds strong, connected and sustainable communities and provides equality of opportunities for individuals to participate in community life.

The Housing Strategy 2041 provides the City of Ballarat with a framework for managing population and housing growth. As a planning authority, the City of Ballarat has a responsibility to plan to accommodate population growth for a minimum period of 15 years. This strategy takes into consideration Ballarat's current housing capacity and proposes a longer-term approach to planning for housing across the municipality.

While the Housing Strategy plans to accommodate housing growth until at least the year 2041, this strategy enables opportunity for continued growth beyond this timeframe and has been prepared in accordance with Planning Practice Note 90: Planning for Housing (PPN90). PPN90 is one of a suite of Planning Practice Notes prepared by Department of Transport and Planning that provide local planning authorities with advice to ensure their planning scheme is up to date and fit for purpose.

## > Role of the Housing Strategy

The Housing Strategy builds on and implements key recommendations of state, regional and local planning strategies and policies by planning for the long-term growth of Ballarat. This strategy directs residential development to well-serviced locations that will better support population and economic growth. The Strategy, along with background documents including the Neighbourhood Character Strategy (NCS), provides the strategic basis to introduce planning tools to enable the delivery of more housing in established areas with existing infrastructure, transport, and facilities.

The strategy seeks to ensure that the dwellings we build today, and into the future, will meet the needs of future generations and are appropriately located throughout the City of Ballarat. The Housing Strategy includes all residentially zoned land within Ballarat, identified Urban Renewal Areas and Ballarat's Greenfield Growth Areas.

The Housing Strategy will make recommendations regarding housing development in all areas with the capacity to provide future housing across Ballarat and will include existing and new growth areas, and the Ballarat Central Business District (CBD and Urban Renewal Areas). The Ballarat CBD and Urban Renewal Areas will require detailed planning and investigation to set out the relevant planning controls for the preferred land uses and design of these developments.

The strategy will identify areas for substantial, incremental and minimal change across the existing residential areas of Ballarat and will provide strategic justification for reviewing the application of the residential zones and controls.

Ballarat's Greenfield Growth Areas will play a vital role in meeting the future housing needs of Ballarat and have been specifically addressed through the Ballarat Growth Area Framework Plan, a companion document to this Strategy that applies to Ballarat's Western and Northwestern Growth Areas.

The Neighbourhood Character Study is closely associated with the Housing Strategy. The study includes a detailed assessment of Ballarat's existing neighbourhood character, 'preferred character statements' to which will inform the implementation of policy and zone schedules.

The application of revised zones and overlay controls in the Ballarat Planning Scheme will be undertaken as part of the Residential Zones Review project that will follow the Housing Strategy.

The strategy will provide strategic direction on:

- Residential growth and change across the municipality considering Ballarat's natural environment and land use context.

- Increasing the level of diversity, design and sustainability of housing in Ballarat.
- Managing the unique character of Ballarat.
- Managing the approach to development in Ballarat's new Greenfield Growth Areas through the Draft Ballarat Growth Area Framework Plan to ensure staging and sequencing of development occurs in line with infrastructure opportunities.
- Managing housing growth to avoid development in locations where there is risk to life, property, the natural environment and infrastructure from natural hazards such as bushfire and flooding.
- Increasing the level of social and affordable housing in accessible and well serviced areas.

The strategy will seek to achieve the following outcomes:

- Ballarat has sufficient housing supply to support population growth.
- Ballarat's infrastructure supports higher density housing.
- Ballarat provides housing choice in locations close to schools, jobs, transport and services.
- Ballarat is distinctive for heritage, character and design.
- Ballarat is a resilient city.

The strategy is divided into three distinct parts, comprising the following sections:

- Introduction and Background – This section provides background into the creation of the Housing Strategy, the strategic and policy context guiding its development and gives context to Ballarat and its residents.
- Planning for Housing Growth in Ballarat – This section comments on Ballarat today and outlines the drivers and influences on housing in Ballarat.
- Housing Framework Plan – This section identifies the vision for Ballarat and describes areas for housing growth across Ballarat including Growth Areas, Urban Renewal Areas and existing residential areas identified as being areas of either substantial, incremental and minimal change. These change areas will provide the basis for the application of the new residential zones, and other planning controls.



The strategy has been informed by the following studies:

- City of Ballarat Neighbourhood Character Study, Ethos Urban and City of Ballarat, 2024
- Ballarat's Future Housing 2021-2041 - Needs Housing Analysis, SGS Economics and Planning, 2023
- Ballarat Municipal Housing Capacity Assessment, Tract, 2022
- Accessibility and Connectivity Analysis, Tract, 2024
- Strategic planning for bushfire in the City of Ballarat, Kevin Hazell Bushfire Planning, 2020
- Urban Change Readiness Index Survey, Studio THI and City of Ballarat, 2022
- Ballarat 11 Waterways Flood Modelling, Water Technology, 2024
- Ballarat Growth Areas Framework Plan, City of Ballarat, 2024
- Draft Industrial Land Strategy, City of Ballarat, 2024
- Ballarat Infill Prioritization Framework, Astrolabe, 2024
- Ballarat Infill Uptake Analysis, SGS Economics, 2024.
- Ballarat Biodiversity Strategy - Healing Country Together, City of Ballarat, 2024
- Draft Social and Affordable Housing Action Plan, City of Ballarat, 2024

## > Background context

Ballarat does not have a comprehensive housing strategy prepared in alignment with State Government policy. The Housing Strategy will inform and be complemented by several municipal based strategies including:

- The CBD Structure Plan
- Open Space Strategy
- Diverse and Affordable Housing Strategy
- Industrial Land Strategy
- Ballarat Integrated Transport and Land Use Strategy Action Plan
- Urban Renewal Area Structure Plans

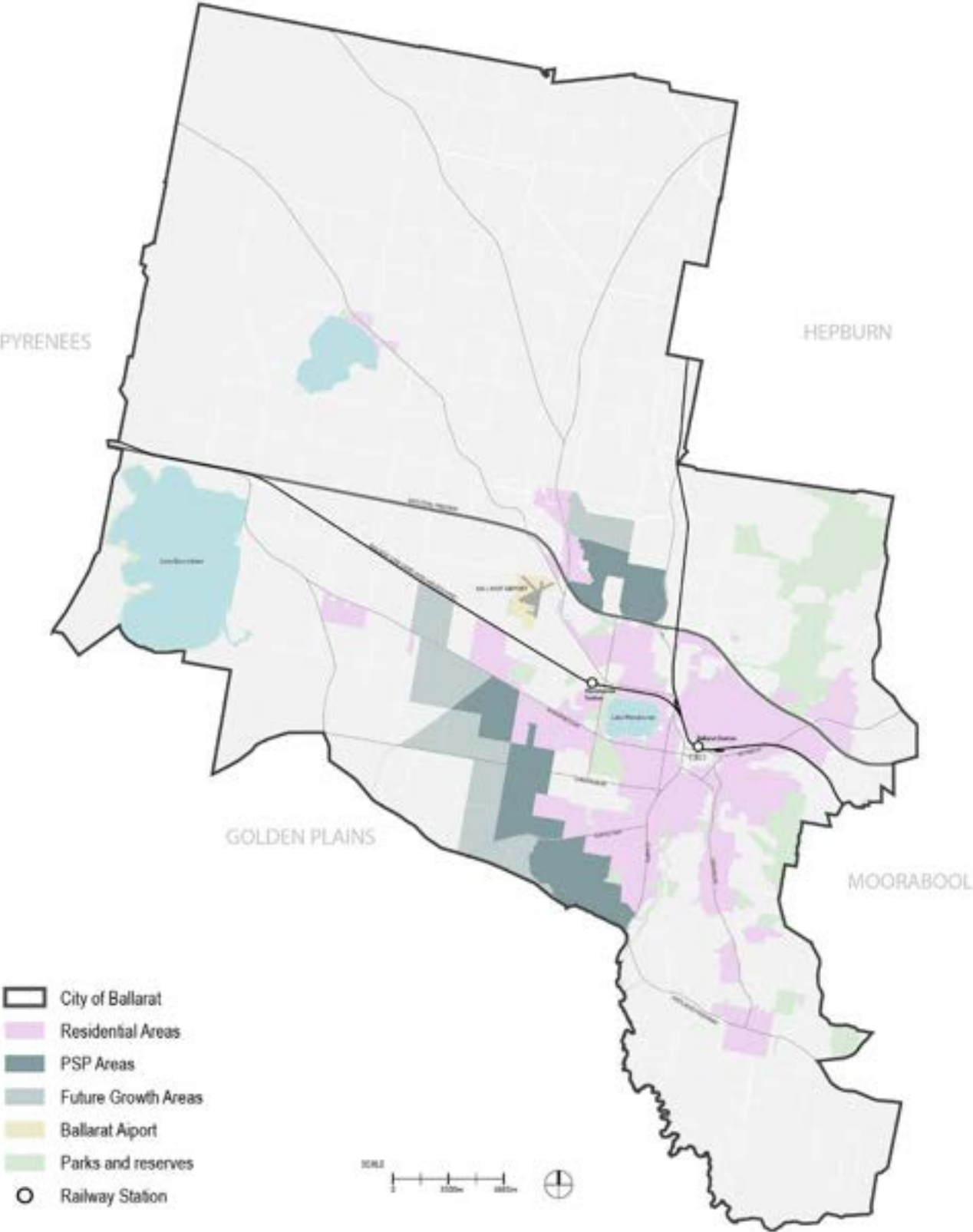
The project has been undertaken over four stages, as illustrated in figure 1.

**FIGURE 1 HOUSING STRATEGY STAGES**





FIGURE 2 BALLARAT CONTEXT





## Engagement

**Engagement with residents, landowners, government agencies and other key stakeholders has provided important input into this strategy. Community views and feedback have further refined the strategy.**

### > Overview

The objective of community consultation is to work progressively with the Ballarat community, and key stakeholders including State Government agencies to develop the Ballarat Housing Strategy and Neighbourhood Character Study.

The following project objectives for engagement have been used to inform the preparation of the strategy:

- To inform stakeholders and the broader community of the purpose and commencement of the Ballarat Housing Strategy and Neighbourhood Character Study.
- To provide stakeholders and the broader community with the opportunity to contribute towards a vision for housing in Ballarat and to identify issues and opportunities for the Housing Strategy and Neighbourhood Character Study to address.
- To gather feedback on the Housing Strategy and Neighbourhood Character Study and consider all submissions in its finalisation.



## Housing Discussion Paper Community Consultation 2021

Community consultation for the discussion paper included:

- Discussion paper made available to key stakeholders and community, including online through the City of Ballarat's engagement portal MySay website, providing background and considerations that will inform preparation and implementation of the Housing Strategy.
- Discussion paper survey distributed online through the City of Ballarat's MySay website.
- Provision of in-person drop-in sessions bookable through the City of Ballarat's MySay website.
- Consultation with State agencies including Department of Transport and Planning (DTP) and Central Highlands Water (CHW).

## Consultation on the Draft Housing Strategy and Neighbourhood Character Study August 2023 to October 2023

Feedback on the Draft Housing Strategy and Neighbourhood Character Study was sought prior to the preparation of the final report, between August 2023 and October 2023. Consultation included:

- Facilitation of nine community engagement drop-in sessions undertaken by the City of Ballarat, with the purpose being to introduce and raise awareness of the projects being prepared by the City of Ballarat, including the Housing Strategy and Neighbourhood Character Study. The drop-in sessions were held between 5 September 2023 and 26 September 2023.
- Facilitation of developer forums held on 26 August 2023 and 20 September 2023 respectively and tailored to the key areas of interest to the development community.
- Communications and advertisements via City of Ballarat's website and social media platforms, and items in local media in August/September/October 2023 informing the community that the Draft Housing Strategy was available for review and feedback, and detailing the ways to become involved and make submissions.
- Online consultation platform across the City of Ballarat website providing access to the Draft Housing Strategy and links to the MySay consultation webpage.
- Facilitation of an online survey through the MySay Ballarat Housing Strategy 2023-2041 webpage.
- Consultation with State Agencies including the Environment Protection Authority (EPA), DTP and CHW.

## > Key Engagement Findings

### Infill and Growth Areas Targets

A large number of submissions spoke directly to the proposed 50% split of greenfield and infill development.

The respondents to the online survey provided a diverse set of opinions with regards to the question of infill versus greenfield development targets. The largest cohort of respondents (29.1%) supported a target of 70% infill and 30% greenfield development while the second largest cohort (19.4%) supported an equal split for development between infill and greenfield sites. In contrast, the majority of written submissions put forward the case that infill development in Ballarat was undesirable or unachievable for a range of different reasons. Many submissions referred to an earlier report which had identified challenges in the delivery of infill via traditional property market mechanisms in Ballarat and sought to have the target adjusted to support increased greenfield development, with some also seeking additional rezonings.

Submissions supporting the 50% split of greenfield and infill development target or seeking a higher infill target highlighted the financial costs to council and the community in continued urban sprawl, its impacts on biodiversity, agricultural and landscape values as well as climate change impacts.

The main concerns with the target were expressed in terms of the unreliability or unfeasible nature of the infill target to be achieved and the corresponding need for more growth areas to be identified and rezoned. The Victorian Planning Authority (VPA) confirmed that there is sufficient greenfield supply for almost 20 years, indicating sufficient capacity within the growth areas alone to provide for identified growth.

### Biodiversity and Climate Change

Concerns regarding the failure to integrate consideration of biodiversity outcomes when considering the future of housing in Ballarat were a common thread throughout resident submissions. Multiple submitters specifically supported environmentally sensitive areas being identified as 'minimal change'. Further attention to the design details of housing to ensure canopy tree coverage is improved, that site coverage allows for other vegetation and additional responses to the current biodiversity crisis are integrated. A greater focus on green infrastructure is also urged as part of a response to climate change, which was the focus of multiple submissions.

A number of submissions queried the preparation of the Housing Strategy prior to a full understanding of flood risks, with a number highlighting that this understanding should be based on future risks associated with the impact of climate change and not just current risks.

### Infrastructure and Accessibility

Concerns regarding the way accessibility had been weighted, particularly the weighting given to train stations, was raised by the Department of Transport and Planning (DTP). The DTP sought to ensure that increases in housing provision in accessible areas were supported by increases in service frequency and expansions of services to support a more sustainable urban form. Submitters from government agencies highlighted the significant costs to the City of Ballarat associated with the continued expansion of growth areas.

### Affordability and Diversity

There was a desire for the Housing Strategy to more explicitly address the delivery of social and affordable housing, and to specifically address homelessness. A majority of survey respondents were supportive of smaller dwellings with the former saleyards site and CBD receiving the highest level of preference for increased residential density.

### Heritage and Character

Protection of Ballarat's heritage and character was a reoccurring theme in community submissions while developers identified the lack of certainty and consistency in existing statutory approaches as a constraint which could limit uptake of infill development.

### > Urban Change Readiness Index

In 2022, the City of Ballarat partnered with consultants to understand community awareness of and opinions towards upcoming urban change. A broad demographic of Ballarat residents were asked a series of qualitative and quantitative questions and were provided with information about potential future population growth in the municipality.

Some of the findings include:

- 43% of the respondents are excited / confident about change; 34% reported feeling anxious, and 8 per cent were fearful / angry.
- 77% of the respondents are supportive of upcoming change.
- 58% of people believed most future residential growth should be encouraged mainly or entirely in established areas, while 42% felt it should be mainly addressed through Growth Area development.
- The top three benefits of population growth people reported were the support for economic development, the belief it would result in a more vibrant place to live, and that it would bring access to all services closer to home.
- The top three concerns for residents were the impact on the look and feel of Ballarat, issues associated with parking and congestion, and the demand on services / infrastructure.
- 84% of people thought the 10-minute city strategy to be important and attractive.
- The top three aspects that people felt were positive about Ballarat were its connected network of parks and walking / cycling routes, its strong welcome for all kinds of people, and the belief that all needs could be met within a short journey.
- The top three areas where people felt Ballarat fell short was the lack of a range of in housing choices, the lack of housing affordability, and safety.

The Housing Strategy needs to respond to community sentiment alongside making recommendations based on a broad range of evidence inputs to ensure it is complying with State Government guidance. The above outputs from the Change Readiness Index offer a helpful guide to opinions regarding specific types of change and the opportunities that arise from these, particularly in the context of the housing supply and demand data. A more detailed report can be found in **Appendix 1**.



FIGURE 3 ENGAGEMENT



**76**  
written  
submissions



**102**  
survey  
responses



**9**  
community  
drop-in sessions



**2**  
developer  
forums

## Written Submissions



## Key Themes

- Will the infill and growth area targets result in **enough housing**?
- Need to care more for our **biodiversity and climate change**.
- How will **infrastructure** cope with new development?
- Need better housing **affordability and diversity**.
- Need to protect Ballarat's **heritage and character**.



## Policy Context

**State Government planning policies and guidelines, Planning Practice Notes, the City of Ballarat policies and the Ballarat Planning Scheme have been considered in the preparation of this strategy.**

**State and local policy encourages planning to increase housing supply in established suburbs to reduce urban sprawl and boost housing supply in locations that are well serviced and accessible.**

Every level of government has a different role to play in planning for housing (figure 3). This strategy will inform changes to local planning policy to guide land use and development outcomes including increased housing diversity. Key documents that have informed the preparation of this strategy are summarised on the following pages.

FIGURE 4 POLICY CONTEXT





## > Federal Government Policy, Direction and Programs

### National Urban Policy

The draft National Urban Policy outlines the Federal Government's goals and objectives to enable our urban areas to be more liveable, equitable, productive, sustainable and resilient. The Federal Government is also working with state and territory governments to reinstate a shared vision for sustainable growth in Australian cities.

### Regional Precincts and Partnerships Program

The Regional Precincts and Partnerships Program (RPPP) seeks to support transformative investment in regional, rural and remote Australia based on the principles of unifying regional places, growing economies and serving communities. The RPPP focuses on a partnership approach, bringing together governments and communities to deliver regional precincts that are tailored to local needs and have a shared vision for how that precinct connects to the region.

### Housing Australia Future Fund and National Housing Accord

The Housing Australia Future Fund (HAFF) and the National Housing Accord are Federal Government initiatives to improve housing outcomes for Australians and will collectively support the delivery of 20,000 new social and 20,000 new affordable homes across Australia over five years. These programs are administered by Housing Australia.

## > State Housing Policy and Direction

The State Government have released draft Housing Targets as part of the Plan Victoria engagement process and have identified a draft target for housing 46,900 additional homes to be accommodated in Ballarat by 2051. State Government targets have been calculated based on:

- An area's proximity to jobs and services.
- Level of access to existing and planned public transport.
- Environmental hazards like flood and bushfire risk.
- Current development trends and places already identified for more homes (the Suburban Rail Loop Precincts, for example).
- Demonstrated development potential in established regional cities in Victoria.

### Victoria's Housing Statement: The decade ahead 2024–2034

Victoria's Housing Statement: The decade ahead 2024–2034 provides strategic direction to meet the State Government's objective of constructing 800,000 dwellings over the next decade and 2.24 million dwellings by 2051 including 425,600 homes in Regional Victoria. The statement recognises that while growth areas will remain important, there is a need to increase infill development to boost housing supply.

The statement aims to achieve these objectives through the following measures:

- Reforming Victoria's planning system to boost housing supply across the state.
- Increase housing choice in activity centres and support development through the investment in infrastructure including community facilities, public spaces and parks.
- Support the conversion of under-used commercial buildings to residential buildings.
- Unlock new spaces to build and boost housing supply within established suburbs and stop urban sprawl including supporting the construction of small second homes.
- Build more homes closer to where people have the transport, roads, hospitals and schools that they need.
- Introducing legislative reforms to implement the Red Tape Commissioner recommendations and reduce red tape.
- Clear the backlog of planning permits awaiting approval and provide builders, buyers and renovators with greater certainty around planning approval timeframes.
- Improve the speed of utility connections and infrastructure rollout.

Victoria's Housing Statement, along with policy reforms aimed at tackling housing supply and affordability issues, were incorporated into all Victorian planning schemes through amendments VC242 and VC243. These reforms came into effect on 20 September 2023.

Amendment VC242 which introduces two new controls into Planning Schemes: Clause 53.22 (Significant Economic Development) and Clause 53.23 (Significant Residential Development with Affordable Housing). In summary, these changes seek to provide a facilitated assessment process for significant development which can have an immediate and meaningful effect on addressing current housing and economic issues. The Minister for Planning is the Responsible Authority for decision making regarding these proposals.

- Removing the need for planning permission for a single dwelling on a lot exceeding 300 square meters. Specifically, it removed the provision in the zone schedule that previously mandated planning permission for constructing or extending a single dwelling or erecting or extending a fence within 3 meters of a street on such lots. This change applies across General Residential Zones (GRZ), Neighbourhood Residential Zones (NRZ), and Township Zones (TZ). Consequently, there is no longer a requirement to secure a planning permit for constructing a single dwelling on a lot over 300 square meters, unless otherwise specified by additional provisions of the scheme, such as a planning scheme overlay.
- Introduction of VicSmart permits for applications to construct or extend a single dwelling on a lot of less than 300 square metres where this is appropriate to pursue via the VicSmart pathway.

### **20-minute Neighbourhoods Initiative and Movement and Place Framework**

The State Government aims to create 20-minute cities by implementing planning strategies focused on enhancing accessibility and liveability within neighbourhoods. The State Government has released a set of measures and hallmarks which they encourage to be included into state and local planning policy. The Movement and Place Framework provides three key principals for approaching transport planning. These principles are prioritising people, focusing on outcomes and adopting a holistic approach to transport planning.

#### **> Future Homes**

Future Homes comprises a series of three-storey apartment building designs that can be adapted across GRZs provided they are within 800m of a train station, an activity centre in Metropolitan Melbourne, or an identified regional activity centre. The designs are accompanied by a purpose-built planning process, led by the State Government. The changes aim to facilitate development in and around activity centres or public transport. Further exemplar designs are under preparation by the State government.

#### **> Small Second Homes**

A small second home up to 60 square metres, also known traditionally as a granny flat, secondary dwelling

or a dependent person's unit, no longer requires a planning permit in most cases where there are no flooding, bushfire, environmental or other overlays. A small second home still requires a building permit in order to meet siting, amenity, design and safety requirements, and cannot be subdivided or separately sold off from the main home.

#### **> Central Highlands Regional Growth Plan 2014**

The Central Highlands Regional Growth Plan (CHRGP) sets out a regional approach to land use planning across Central Highlands. Ballarat is identified as the sole regional city in the CHRGP, and it was projected in 2014 that Ballarat's population would reach 113,500 in 2021 and 130,000 in 2031. The CHRGP notes that the region's population is forecast to both grow and age significantly by 2031 as well as be accompanied by a corresponding decrease in household size.

Future directions in the CHRGP include:

- Support development and investment that is consistent with Ballarat's role as a regional city and the largest settlement in the Central Highlands.
- Facilitate growth of the city, particularly through planned development to the west and through infill opportunities.
- Encourage the development of Ballarat's Central Business District as a higher order activity centre with major employment, cultural, service and retail attractors.
- Provide appropriate social, physical and transport infrastructure to support growth.
- Encourage the provision of regionally significant services and ensure they are easily accessible to their regional catchment through integrated land use planning and transport provision.

Key principles to ensure the region is productive, sustainable and liveable include:

- Population growth should be planned in sustainable locations throughout the region.
- The development of sustainable and vibrant communities should be supported by enhancing the level of access to key services.
- Land use patterns, developments and infrastructure should make the region more self-reliant and sustainable.
- Planning for growth should be integrated with the provision of infrastructure.
- The region's land, soil, water and biodiversity should be managed, protected and enhanced.
- The importance of cultural heritage and landscapes as economic and community assets should be recognised.



### **Department of Transport and Planning Practice Notes**

State Government policy PPN90 Planning for Housing and PPN91 Using the Residential Zones have informed the preparation of the Ballarat Housing Strategy. PPN43 Understanding Neighbourhood Character is also referenced.

PPN90 sets out the process local governments should follow to establish a Residential Development Framework (RDF). The Housing Strategy and Neighbourhood Character Study are principal of the RDF.

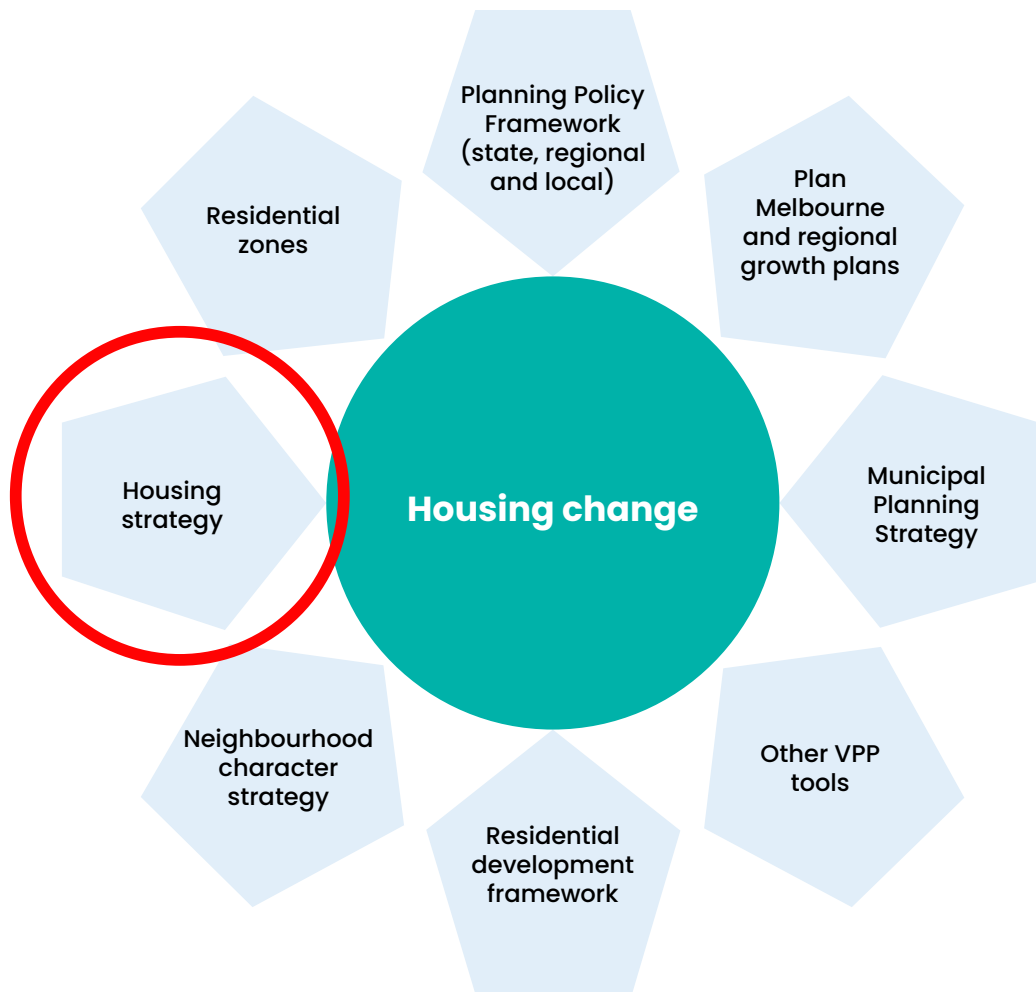
PPN90 requires local councils to plan to accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur. Residential land supply will be considered on a municipal-wide basis, rather than a town-by-town basis.

PPN90 also notes that the planning for urban growth should consider:

- Opportunities for consolidation, redevelopment and intensification of existing urban areas.
- Neighbourhood character and landscape considerations.
- The limits of land capability and natural hazards and environmental quality.
- Service limitations and the costs of providing infrastructure.

Planning for Housing Change from PPN90 (figure 4) illustrates the Housing Strategy forms a key part of Ballarat's Strategic Framework, functioning within the wider planning framework. Its role is to set out high-level housing objectives that respond to State and regional planning policies and provide directions about where housing growth should occur. It also projects future land supply to ensure growth can be catered for. The Strategy is supported by a range of other strategic policy and scheme provision which guide planning decisions. It does not change the permitted uses of land or the density of dwellings permitted by the Ballarat Planning Scheme. The Residential Zones Review will provide certainty about housing growth.



**FIGURE 5 PLANNING FOR HOUSING CHANGE FROM PPN90**

### > Ballarat Planning Scheme

The Ballarat Planning Scheme sets out the way land may be used or developed. The Planning Scheme is a legal document, prepared and approved under the Planning and Environment Act 1987. The scheme contains state and local planning policies, zones, overlays and other provisions that affect how land can be used and developed.

The Housing Strategy gives effect to State Government policy including:

11.01-1S Settlement: To deliver housing that facilitates access to jobs, services, and infrastructure and community facilities and promote and capitalise on opportunities for urban renewal and infill redevelopment. New residential development should be planned around existing or future activity centres to maximise accessibility to facilities and services.

11.02 -1S Supply of urban land: To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses. A key strategy of this Clause is to plan accommodate projected population growth over at least a 15 year period and provide clear direction on locations where growth should occur.

12.01-2S Native vegetation management: To ensure that native vegetation is not unnecessarily removed or destroyed.

13.02-1S Bushfire planning: To strengthen the resilience of human settlements and communities. Importantly, this policy outlines the need to give priority to the protection of human life over all other policy considerations.

15.01-1S Urban design: To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity. Design responses should respond to local contextual features including character, cultural identity, natural features, surrounding landscape and climate.

15.01-5S Neighbourhood character: To support development that respects the existing neighbourhood character or contributes to a preferred neighbourhood character and ensure the preferred neighbourhood character is consistent with medium density housing outcomes in areas identified for increased housing.

16.01-1S Housing supply: Increase the proportion of housing in designated locations in established urban areas (including under-utilised urban land) and reduce the share of new dwellings in greenfield, fringe and dispersed development areas.

Encourage higher density housing development on sites that are well located in relation to jobs, services and public transport.

Identify opportunities for increased residential densities to help consolidate urban areas.

Facilitate diverse housing that offers choice and meets changing household needs by widening housing diversity through a mix of housing types.

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

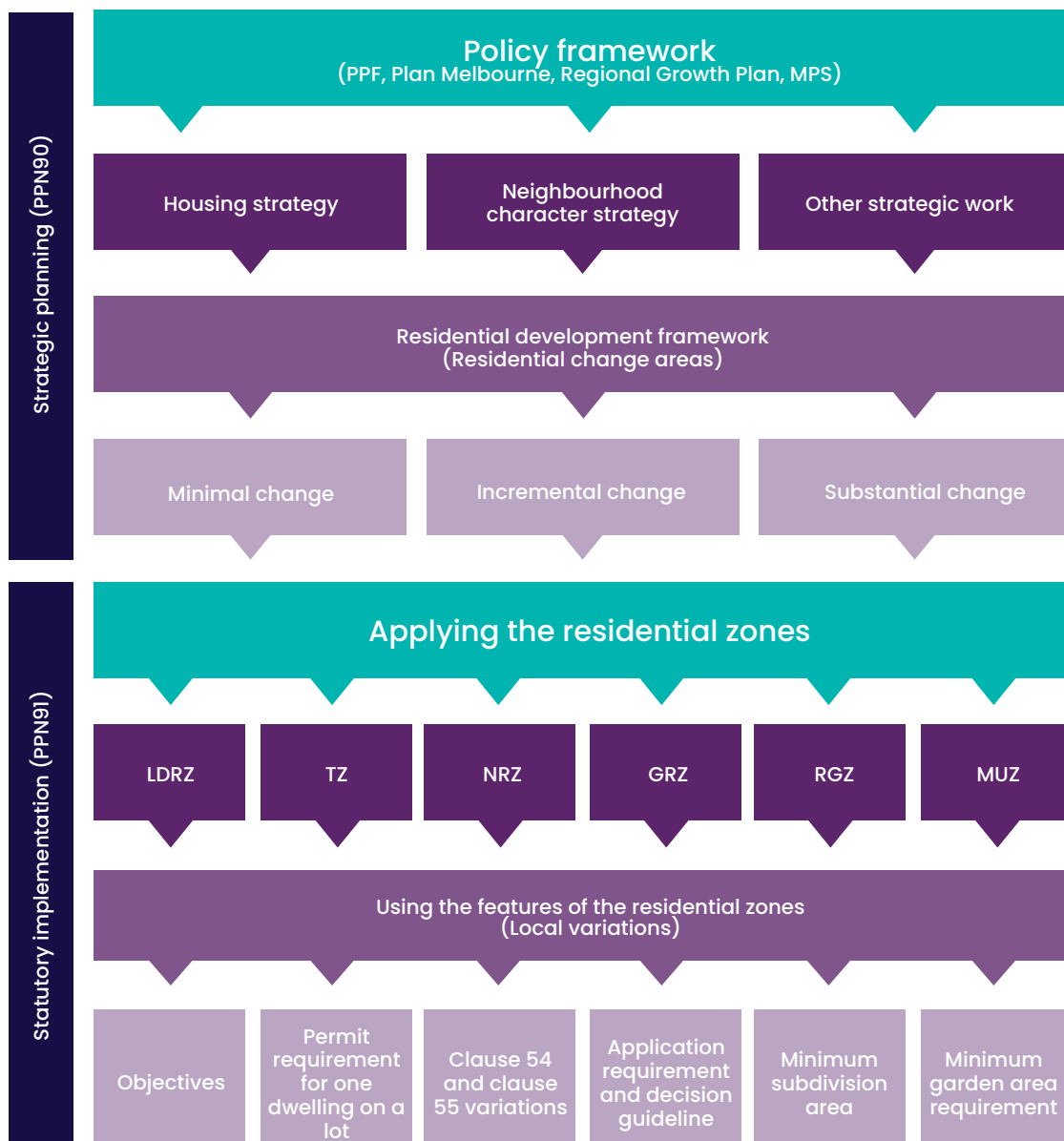
Plan for growth areas to provide for a mix of housing types through a variety of lot sizes, including higher housing densities in and around activity centres.

16.01-2S Housing affordability: To ensure land supply continues to be sufficient to meet demand and to increase choice in housing type, tenure and cost to meet the needs of households as they move through life cycle changes and to support diverse communities.

### > New Residential Zones

In July 2014, State Government introduced new residential zones into the Victorian Planning Provisions. Local Government's are required to transition from the previous residential land controls to the new suite of zones consistent with state policy changes. The City of Ballarat will be undertaking a review of residential zones following the completion of the Housing Strategy, and will consider State Government and local housing strategy and policy influences as shown in Figure 5.

**FIGURE 6 PPN90 FRAMEWORK DIAGRAM**





## › Local Policy and Direction

### **Today, Tomorrow, Together – The Ballarat Strategy 2040 (2015)**

The Ballarat Strategy 2040 was adopted by the Ballarat Council in 2015 and sets out the long-term direction to address land use changes and development growth. The strategy reflects on an extensive community engagement process, ‘Ballarat Imagine’, and supports infill development in appropriate areas subject to character analysis, with further actions seeking the prevention of ad hoc greenfield residential development and advocating for the delivery of affordable housing. It identifies a target for future dwelling supply split 50/50 between established and greenfield areas.

### **Ballarat Long Term Growth Options Investigation Areas (2018)**

The Ballarat Long Term Growth Options Investigation Areas (Hansen Partnerships, Arup and Tim Nott, 2018) (the Study) identified four greenfield investigations areas in Ballarat including the Western Growth Investigation Area (WGIA), North West Growth Investigation Area (NWGIA), the Northern Growth Investigation Area (NGIA) and Eastern Growth Investigation Area (EGIA). It was found that the Northern, Western and North-Western Growth Areas have potential for greenfield development subject to further investigation. This report was considered by Ballarat Council at its meeting held in February 2022 where it was resolved to adopt three growth areas including the Northern Growth Area, the Western Growth Area and the North-Western growth area as Ballarat’s new locations for greenfield growth.

### **Ballarat Growth Area Framework Plan (2024)**

The Ballarat Growth Area Framework Plan (GAFF) for the proposed Western and North-Western Growth Areas will identify high-level infrastructure requirements and provide guidance on the sequence of future precinct structure planning. Technical investigations will focus on infrastructure and utility servicing sewerage, water (flooding, stormwater management and recycled water, electricity and telecommunications), and road planning/movement and access (traffic/walking, cycling/public transport and freight).

The GAFF will make recommendations regarding the future sequencing and timing for the preparation of future precinct structure plans for the proposed Western and North-Western Growth Areas. The GAFF considered:

- The ability to provide servicing infrastructure with growth structured and staged with trunk infrastructure.
- Activity centres and community infrastructure.
- Locations with proximity to existing infrastructure and amenities, such as roads, retail, and community facilities.
- Zoned land supply and issues related to the progression of short- or medium-growth options.



FIGURE 7 BALLARAT GROWTH AREA FRAMEWORK AREA AND STAGING PLAN



**DRAFT Ballarat Industrial Lands Strategy (2024)**

The Draft Industrial Land Strategy provides a framework for future direction of industrial and commercial business activity in Ballarat. Potential new future industrial areas have been identified to ensure Ballarat has sufficient supply of industrial land. Other industrial areas are proposed to transition away from heavy industrial uses.

**DRAFT Social and Affordable Housing Action Plan (2024)**

In 2024 the City of Ballarat adopted the Draft Social and Affordable Housing Action plan which was developed based on the findings of the City of Ballarat Diverse and Affordable Housing Discussion Paper (2023). The role of the action plan is to outline the actions the City of Ballarat can undertake to contribute to improving housing diversity and affordability as identified within the Diverse and Affordable Housing Discussion Paper.

**DRAFT Ballarat Integrated Transport Action Plan (2020)**

The Integrated Transport Action Plan Strategy seeks to manage the inevitable transport impacts of Ballarat's population and job growth. This plan is currently being updated inline with the findings of the housing strategy in order to develop the Ballarat Integrated Transport Strategy.

**DRAFT Ballarat Open Space Strategy (2024)**

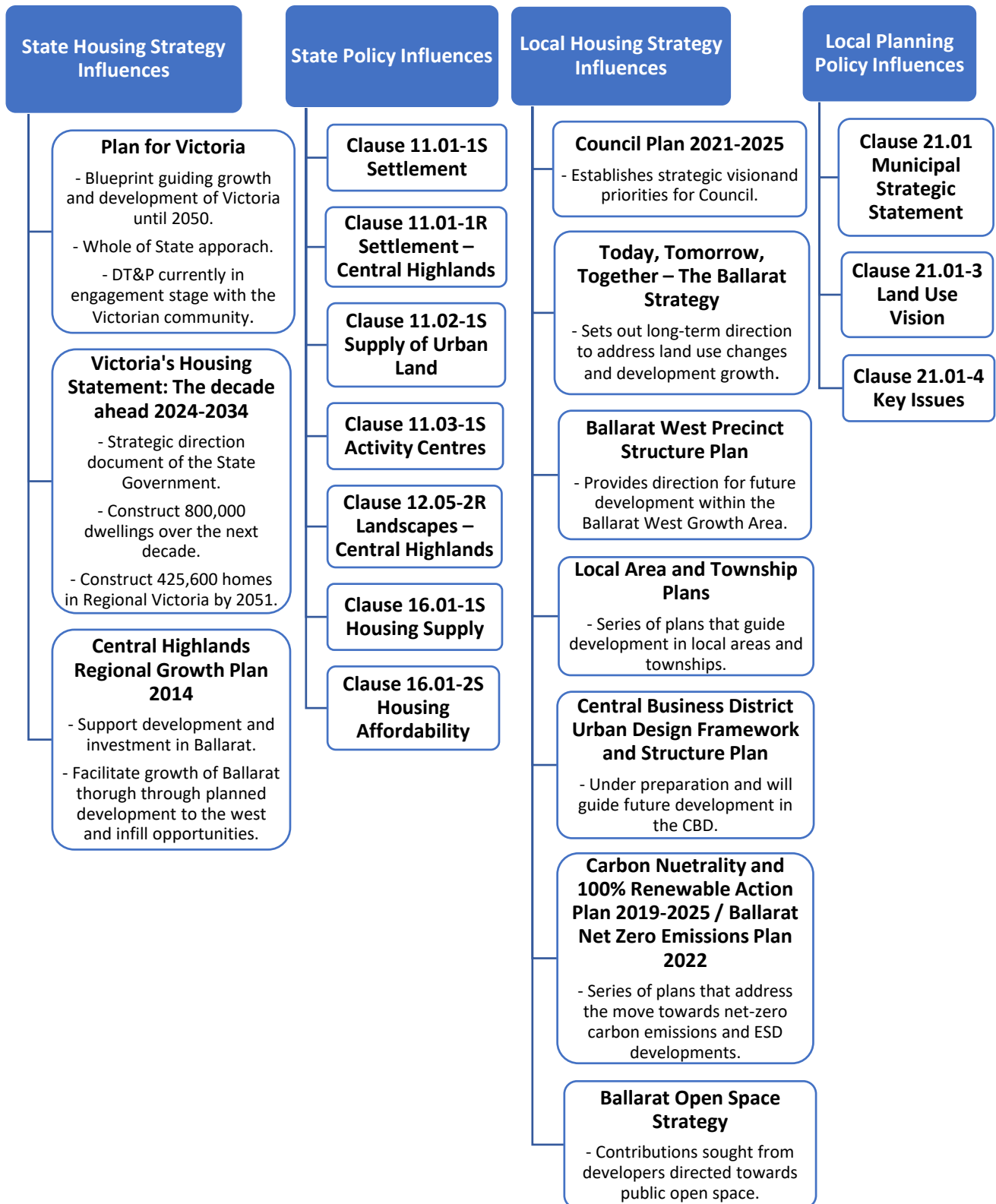
The Open Space Strategy will guide the improvement, acquisition and development of open spaces, parks and reserves across the municipality. The strategy will set out principles, priorities and actions that will help to inform Council's decision-making processes, future investment and development contributions. The Open Space Strategy 2024 will replace and supersede the current Open Space Strategy which has been in place since 2008.

**Ballarat Biodiversity Strategy – Healing Country Together (2024)**

The Biodiversity Strategy – Healing Country Together will implement short, medium and long-term designed to improve the health of Ballarat's biodiversity. The strategy has at its core the Biodiversity Vision and Commitment for the City of Ballarat and the community that was adopted in 2022, which states: "Championed by an actively engaged and informed community, the natural environment is protected, restored and connected for health and resilience". The Strategy proposes four key groups of actions which are:

1. Immediate action for Biodiversity: Actions that focus on keeping and putting more plants in the ground now and raising the capacity of the City of Ballarat and the community to support biodiversity in the short term.
2. Raise the value of nature: Increasing the communities value of the natural environment and unlocking community appetite for bigger projects.
3. Targeted gains for biodiversity: Build capacity within the City of Ballarat and to determine priority areas for protection and investment to see larger biodiversity gains in the medium to long-term.
4. Landscape scale restoration: Lay the foundations for future strategies to ensure biodiversity survives and thrives in the Ballarat region with climate change with landscape scale restoration to be the long-term goal.

**FIGURE 8 PLANNING POLICY FRAMEWORK**









## **Section 2**

# **Planning for Housing Growth in Ballarat**



FIGURE 9 BALLARAT TODAY AND TOMORROW



## Ballarat Today

**As the primary urban centre within the Central Highlands Region, Ballarat has well established services and facilities that cater for the wider region. Ballarat has significant opportunities for growth in established areas with existing infrastructure, open space and access to services. Areas close to the CBD and Wendouree Activity Precinct have the highest levels of accessibility.**

Ballarat's combination of history, culture, natural beauty, community and location make it a special place to live and visit. Ballarat is a regional city of statewide importance being the largest inland city in Victoria and a major driver of regional growth and development. Ballarat is the primary urban centre within the Central Highlands region, providing higher order health, education, retail and government services for the region.

### > Transport

Located just over an hour from Melbourne and boasting a regular intercity rail link and two premium railway stations located in the CBD and Wendouree, Ballarat offers the lifestyle benefits of a regional city with easy accessibility to state capital services. Additionally, the high-quality road and rail access to major markets and proximity to supply chains, raw materials and agricultural products gives Ballarat's economy a distinct advantage.

The scale and location of services makes many areas of Ballarat excellent candidates to deliver walkable neighbourhoods. Currently internal movement within Ballarat is heavily car dependent with a small number of trips undertaken by bus, cycling and walking.

Concentrating growth in locations close to existing services and amenity is critical to providing residents with transport options. The Residential Accessibility Rating Analysis described in section 2 gives further insight into how movement across Ballarat operates.

### > Infrastructure

A 2014 infrastructure assessment surveyed existing infrastructure within Ballarat including:

- Wastewater
- Drainage
- Electricity
- Gas
- Potable water
- Telecommunications

The ongoing relevance of this survey has been confirmed with continuing liaison between key service authorities, including CHW and the DTP, as well as the City of Ballarat's internal services and facilities unit.

This analysis has found that Ballarat is generally well serviced in established areas and that augmentation and extension of key sites can be utilised to increase capacity in areas catering for substantial growth. Managing growth in a targeted manner will be the most effective way to ensure network augmentation and extensions are rationalised. Estimates suggest that the delivery of infrastructure in growth areas is between two and four times higher than in established areas<sup>1</sup>.



## > Services and Facilities

The Ballarat Health Precinct is centred around the Ballarat Base and St John of God Hospitals. This is the Western Region's highest order health care precinct, encompassing essential supporting services and clinical schools.

Ballarat has four university campuses including, Federation University Australia, Australian Catholic University and rural clinical schools for Deakin University and Melbourne University. Based in Ballarat, Federation University is regional Victoria's largest education institution with two campuses and acts as a service hub for campuses located in surrounding centres.

Ballarat has two Federation University Technology Parks designed to encourage and support the development of both emerging and existing technology-oriented enterprises. The principal focus of the Federation University Technology Parks is the information and communication technologies industry sector, with IBM having been operating from the Mount Helen Technology Park since 1995.

## > Heritage

Ballarat has a rich architectural history due to its association with the Victorian gold rush in the 19th century. As a legacy of this, the city boasts beautiful Victorian era architecture, particularly in and surrounding the CBD.

In whole of city consultations, Ballarat residents identified heritage was what they valued most and wanted to retain. There are over 12,000 properties included within the Heritage Overlay, most of these are located in the CBD and surrounding residential suburbs, with smaller concentrations of heritage places found in the townships of Buninyong and Learmonth.

Areas of particular cultural heritage sensitivity are located in the vicinity of the early civic and commercial centres of Ballarat East (Bridge Mall, Bakery Hill, Main Road, Humffray Street) and in pockets of exceptionally high-quality heritage places, such as parts of Soldier's Hill, Ballarat Central and Lake Wendouree. Some areas such as Ballarat East, Newington and Lake Wendouree have highly intact and unique subdivision patterns which tell an important story of Ballarat's history and are sensitive to change.

Balancing heritage with increased urban density and infill development will require careful planning and collaboration between stakeholders to ensure that the key values and identity of Ballarat as a heritage city are maintained. Ongoing strategic heritage planning projects will provide strong justification, policy and

guidelines to ensure that heritage places and areas are protected while allowing the City to grow and thrive, establish areas appropriate for infill development and facilitate adaptive reuse of heritage buildings while accommodating high quality new design.

The City of Ballarat is currently undertaking a Heritage Gaps Analysis which will identify opportunities for improvement in Council's planning instruments and heritage management policies to improve the existing Heritage Overlay. Through a series of projects over several years, the City of Ballarat will identify, document and assess a wide range of new places and precincts of potential heritage significance as well as reviewing existing heritage places to ensure Ballarat's heritage is preserved for future generations.

## > Open Space and Recreation

Ballarat offers ample public open space within established areas with world class opportunities for outdoor recreation such as walking, cycling and boating in locations such as Victoria Park, the Ballarat Botanical Gardens and Lake Wendouree.

Ballarat has a strong track record in delivering sporting events on a national, state and local scale. From major national sporting events including AFL, cricket, basketball and cycling, to local activities including athletics, squash and rowing, the city can host events of all sizes. Ballarat boasts high quality recreational facilities including the Ballarat Aquatic and Lifestyle centre, Selkirk Stadium and Mars Stadium. Most of these facilities are located conveniently within proximity of central Ballarat and the Wendouree Activity Centre.

The City of Ballarat is developing a new Open Space Strategy and Draft Recreation Infrastructure Plan 2024-2039 to guide the improvement, acquisition and development of open spaces, parks and reserves across the municipality. The strategy will set out principles, priorities and actions that will help to inform Council's decision-making processes, future investment and development contributions. The Open Space Strategy 2024 will replace and supersede the current Open Space Strategy which has been in place since 2008.

<sup>1</sup>Infrastructure Victoria April 2019 Infrastructure Provision in Different Development Settings

**TABLE 3 ACTIVITY CENTRE HIERARCHY**

Hierarchy	Activity Centre Name
Principal Activity Centre	Ballarat CBD
Major Activity Centre	Wendouree, Glenelg Highway
Large Neighbourhood Activity Centre	Sebastopol, Mount Clear, Buninyong, Lucas
Neighbourhood Activity Centre	Sebastopol South, Carngham Road, Redan Alfredton East, Pleasant Park, Northway, Miners Rest.

### > Activity Centre Hierarchy

Activity Centres are locations where residents have access to a range of opportunities to live, work, shop, access services, and use public spaces. The Ballarat Planning Scheme provides an Activity Centre Hierarchy for the city.

This hierarchy reflects the existing spatial growth of Ballarat since European settlement in 1851, characterised by a historic centre and linear growth. This strategy aims to support existing centres, and channel new growth into the most accessible and serviceable of these areas, which will affect how these existing areas develop in the future.

### > Environment

The City of Ballarat, comprising an area of approximately 740 square kilometres, is located on the southern end of the Great Dividing Range at the junction of Barwon River, Hopkins River and Loddon River. Ballarat's landscape comprises two main typologies, the Victorian Volcanic Plains (VVP), concentrated in the western section of the municipality, and the Central Victorian Uplands (CVU), concentrated in the eastern section of the municipality. These landscapes have been significantly informed by historic lava-flows, with remnant volcanic mounts prominent features of the municipalities landscape and include Mount Warrenheip, Mount Buninyong and Mount Bolton.

The processes of time and anthropic landscape modification, which has occurred since the arrival of the Wadawurrung and Dja Dja Wurrung peoples and more intensely since the arrival of European settlers in the mid-nineteenth century, has resulted in diverse and varied landscape that incorporates both heavily modified landscapes, developed for either urban purposes or agricultural production, and sections of landscape containing remnant vegetation. These landscapes are home to 22 threatened plant species and 43 threatened animal species. Key threats to the Ballarat environment include invasive weeds and pest species, climate change, fragmentation and habitat loss, and natural disasters.

The City of Ballarat's Biodiversity Strategy – Healing Country Together seeks to address the current degradation of the municipality's biodiversity and position restorative environmental outcomes as a key focus for the future of Ballarat.

### Environmental Sustainability and Biodiversity

The City of Ballarat is committed to Environmentally Sustainable Design (ESD) principles and is working with the Municipal Association of Victoria to introduce elevated policy requirements for climate-responsive new dwellings. A new local policy requiring a best practice ESD response is appropriate, alongside others strongly encouraging electrification of new dwellings and those proposed to be modified.

With the Ballarat Planning Scheme not currently providing sufficiently robust planning controls to ensure identified and non-identified environmental values are protected, there is an urgent and essential need to review the Vegetation Protection Overlay and the Environmental Significance Overlay.

It is recommended that infill development be primarily directed towards sustainable areas with good accessibility and without constraints in the form of highly valued built or natural environment characteristics. These areas are generally within the urban boundary and not on the urban fringes. This recommendation should help mitigate against some of the development pressure in those areas where the Vegetation Protection Overlay, Environmental Significance Overlay and Bushfire Management Overlay align on land zoned for residential development.



## › Flooding

The City of Ballarat has a history of localised flooding which is mainly due to flash flooding after high intensity rainfall often associated with thunderstorms. Other flooding is associated with flooding from rivers and creeks overflowing after prolonged rainfall. In 1991 and 2011, areas affected by flooding included Ballarat East, Central Ballarat, Miners Rest, Ballarat East, Delacombe and Alfredton.

The City of Ballarat works closely with the North Central Catchment Management Authority, Corangamite Catchment Management Authority and Glenelg Hopkins Catchment Management Authority to ensure flood risk is managed. Consideration of how to manage flood risk is currently underway for 11 waterways including the Yarrowee River that flows through the Ballarat CDB. Avoiding development in locations where there is risk to life, property and infrastructure from hazards associated with flooding is necessary. Consideration of the flood risks when identifying the change areas determined that due to the limited extent of the flood risk and mitigation options available it is unlikely that it will have significant impact on the ability for land to be developed for residential use. In areas where significant change has been identified structure planning will provide the opportunity and mechanisms to manage flooding risks.

## › Bushfire

Ballarat is located within the Grampians Region with regards to management by Forest Fire Management Victoria. The predominance of managed farmland and established residential development within the municipality protects Ballarat from the bushfire risk faced by other municipalities within the region, which contain greater proportions of forested areas.

The background document, Strategic Planning for Bushfire in the City of Ballarat, Kevin Hazell Bushfire Planning, 2020, identifies that projections for Victoria's future climate indicate that the frequency and intensity of bushfires in south-east Australia will continue to increase. There are differing levels of bushfire threats across Ballarat from grass fires and forest fires. Areas of extensive bushland to the north-east and east are subject to the most threat from fires.

Determination of the significance of bushfire threat has contributed to the determination of capacity for infill development to ensure growth and development is directed to low-risk locations.

## › Land Contamination

There are varying degrees of contamination in Ballarat due to the region's gold mining history, old landfills and industrial sites.

Prior to the commencement of any land use and development of potentially contaminated land, contamination will need to be addressed and any risk to human health mitigated (Practice Note 30 – Potentially Contaminated Land (2021)). Contaminated land can be often safely used and developed following appropriate remediation, provided any necessary controls to manage residual contamination are implemented. Contamination is considered to not compromise the ability to develop land in Ballarat for sensitive uses such as housing. Further strategic work through the preparation of Precinct Structure Plans/Master Plans, will ensure contamination matters are comprehensively considered prior to allowing the land to be developed for a sensitive use.



## > Land Use Compatibility

Many land uses, particularly farming, industry and transport, have the potential to produce off-site impacts, such as noise, dust and odour that may impact sensitive residential uses. The purpose of separation distances is to protect sensitive land uses from adverse amenity and health impacts. They also protect industry from encroachment where the impacts from activities such as industrial facilities or intensive animal industries on nearby sensitive uses can constrain the full operation and sometimes ongoing viability of all land uses.

## > Planning Framework Constraints

Ballarat's existing planning framework imposes constraints to the delivery of housing. The potential for constraints to impact future residential development has been considered in the context of this Housing Strategy when determining capacity for infill and detail about how these constraints have influenced the change areas is outlined in Section 3 - Housing Framework Plan.

The overlays identified that influence residential development in Ballarat include:

- Airport Environs Overlay (AEO) – Applies to areas subject to elevated levels of aircraft noise and restricts the use of land for sensitive uses.
- Bushfire Management Overlay (BMO) – Applies to areas identified as being affected by bushfire to ensure development is only permitted where the risk to life and property from bushfire can be reduced to an acceptable level. The bushfire risk has been further interrogated via the Strategic Planning for Bushfire in the City of Ballarat, Kevin Hazell Bushfire Planning, 2020. The extent of the bushfire prone areas has informed the application of our growth and change areas in line with the requirements of Clause 13.02 of the Ballarat Planning Scheme.
- Vegetation Protection Overlay (VPO) – Applies to areas identified as significant vegetation and ensures that development minimises loss of vegetation.
- Environmental Significance Overlay 5 (Koala Habitat) (ESO5) – Applies to areas identified as Koala Habitat and can restrict development to minimise any adverse impacts on koala movements and population.
- Heritage Overlay (HO) – Applies to lots containing places of historical and cultural value to conserve and enhance these places.
- Flood Overlay (FO) – Applies to waterways, major flood paths, drainage depressions and high hazard areas which have the greatest risk and frequency of being affected by flooding. The purpose of this overlay is to ensure that any development maintains the free passage and temporary storage of floodwater, minimises flood damage and is compatible with flood hazard, local drainage conditions and the minimisation of soil erosion, sedimentation and silting.
- Land Subject to Inundation Overlay (LSIO) – Applies to flood prone areas affected by the 1 in 100 year flood or any other area determined by the floodplain management authority. To minimise the potential flood risk to life, health and safety associated with development.
- Environmental Audit Overlay (EAO) – Applies to potentially contaminated land and ensure whether it is suitable for a use which could be adversely affected by any contamination.

FIGURE 10 OVERLAY CONTROLS

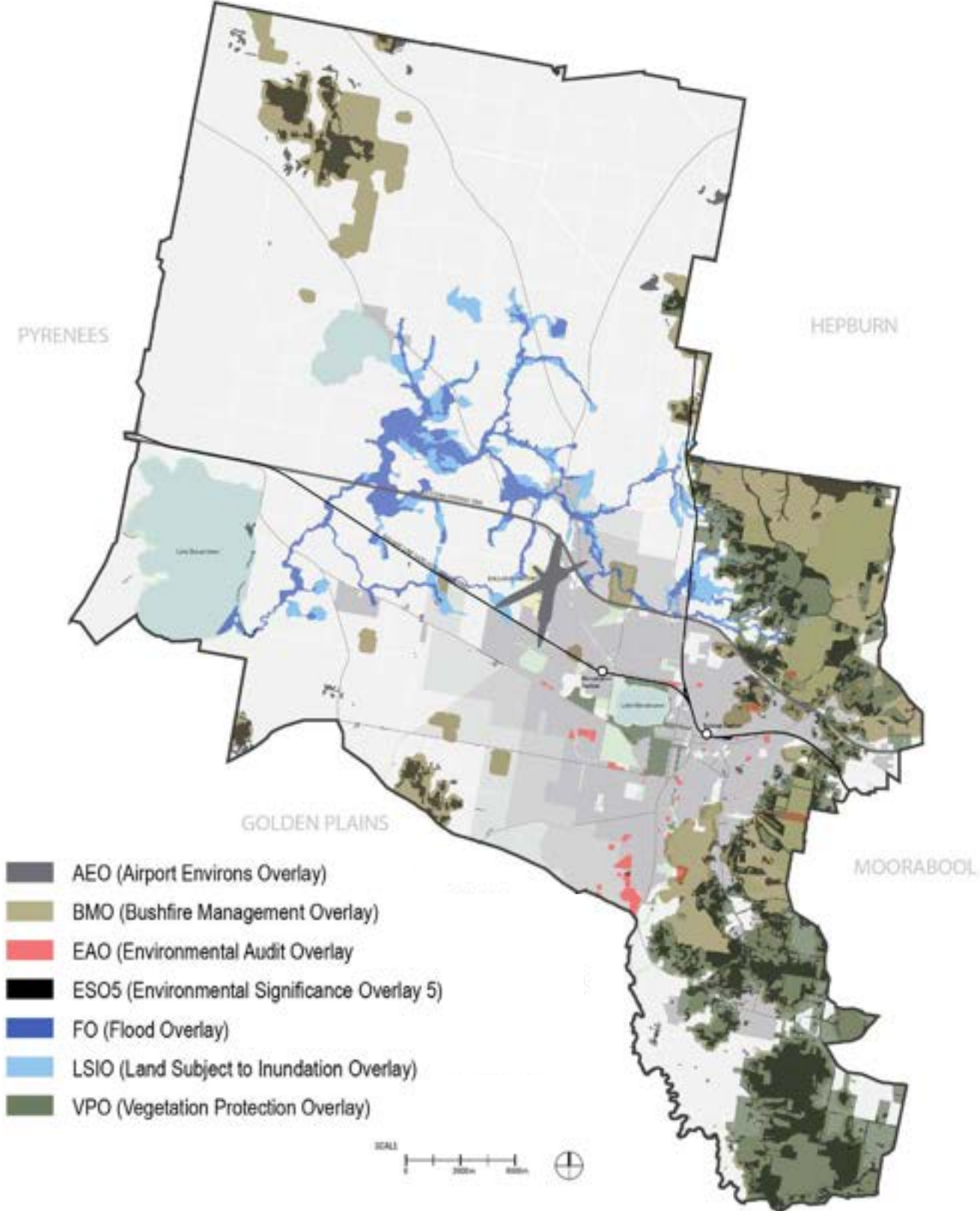
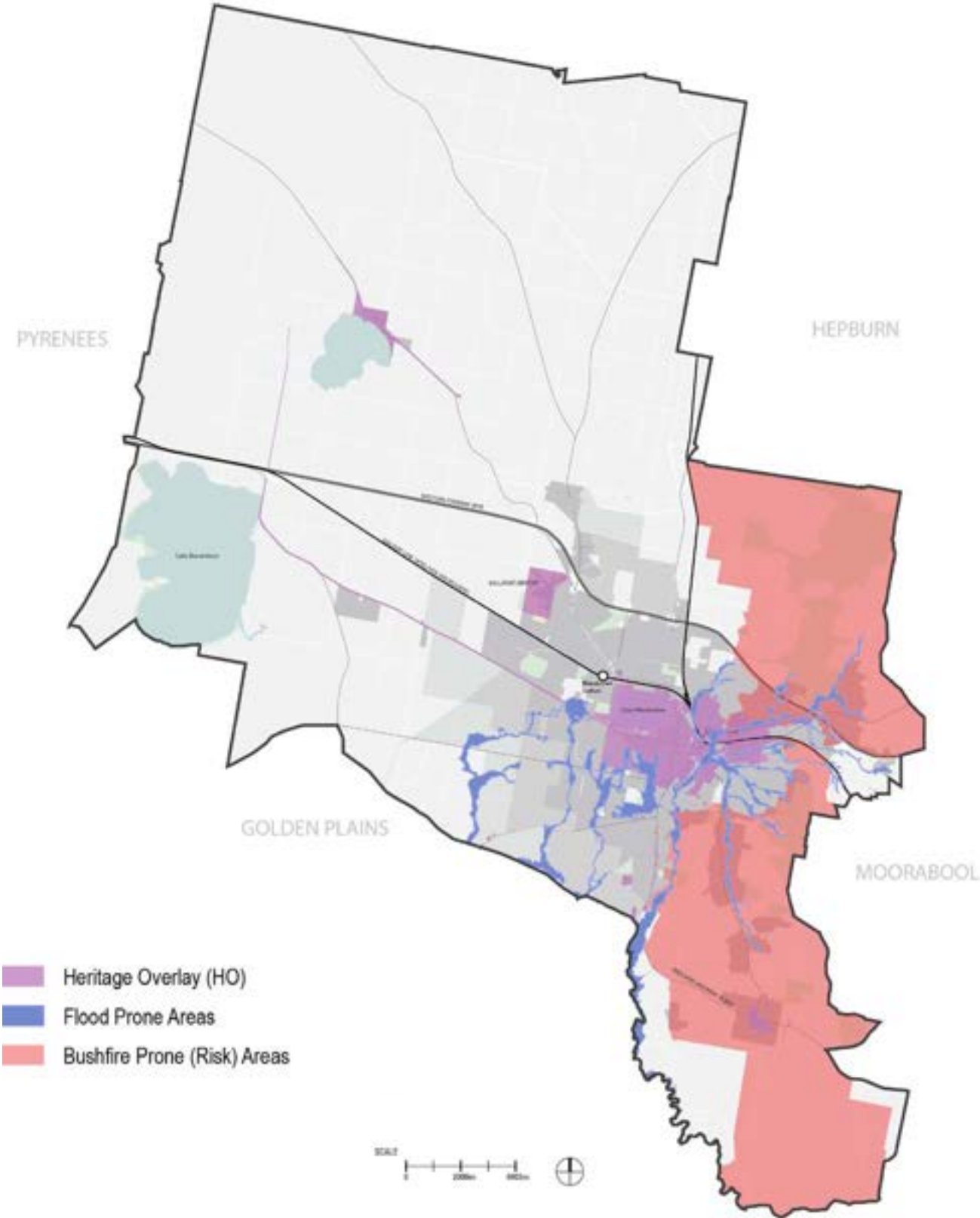


FIGURE 11 FLOODING, BUSHFIRE AND HERITAGE OVERLAYS





## > Accessibility

The City of Ballarat commissioned an Accessibility Rating Analysis. The full methodology and findings of this study are available in the Accessibility and Connectivity Assessment, Tract, 2023 (Appendix 3). This analysis assessed the proximity of all areas in the City of Ballarat to amenities including train stations, bus stops, retail, supermarkets, schools, open space, tertiary education, community facilities and health facilities.

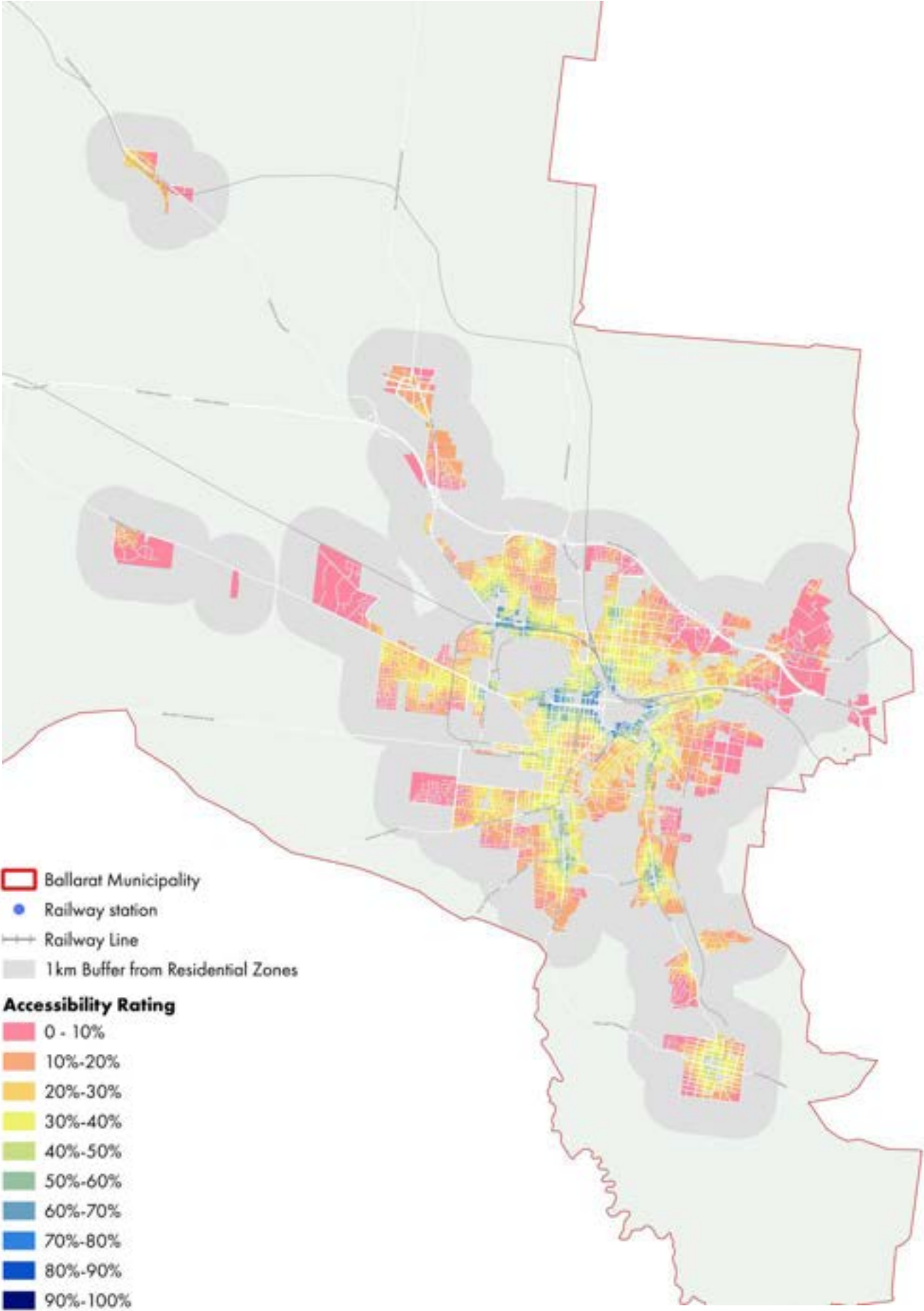
Each destination was given a maximum catchment and a weighting. The maximum catchment indicates the maximum distance people are likely to access the destination on foot. The weighting to each of the destination types was applied to reflect different levels of frequency of usage, importance and attendance (Table 4).

The results of the analysis are shown in Map 7 Overall Accessibility Rating which gives a holistic picture of how Ballarat operates spatially. Areas within and close to the CBD and Wendouree Station precinct have the highest levels of accessibility with people frequenting these areas to access Ballarat's highest order transport, supermarkets, and essential services. Areas close to the Hospital Precinct and Sebastopol and Mount Clear Activity Centres also have a high level of servicing and accessibility. This rating has informed the identification of change areas to ensure that any increases in dwelling density are guided towards areas that are better connected to the services and amenities that people need daily. Areas of low accessibility, shown on Map 7 in red, provide opportunities for State Government and City of Ballarat to work collaboratively to improve accessibility through investment to transport infrastructure.

**TABLE 4 DESTINATION MAXIMUM CATCHMENT AND WEIGHTING**

DESTINATIONS	MAXIMUM CATCHMENT	WEIGHTING
Train Stations	1000m	100%
Bus Stops	400m	33%
Retail	1000m	66%
Supermarkets	1000m	66%
Schools	1000m	66%
Open Space	1000m	66%
Tertiary Education	1500m	66%
Community Facilities	1000m	33%
Health Facilities	1000m	66%
Essential Services	1000m	100%

FIGURE 12 ACCESSIBILITY RATING



## › Neighbourhood Character Study

Ballarat has a diverse and unique neighbourhood character that is highly valued by its community. Accordingly, the Ballarat Neighbourhood Character Study has been undertaken to identify the unique values and distinctive attributes within the residential areas of Ballarat. This study develops preferred character objectives and design guidelines that will ensure new residential development is responsive to its context and appropriately reflects the identified preferred Neighbourhood Character across the municipality.

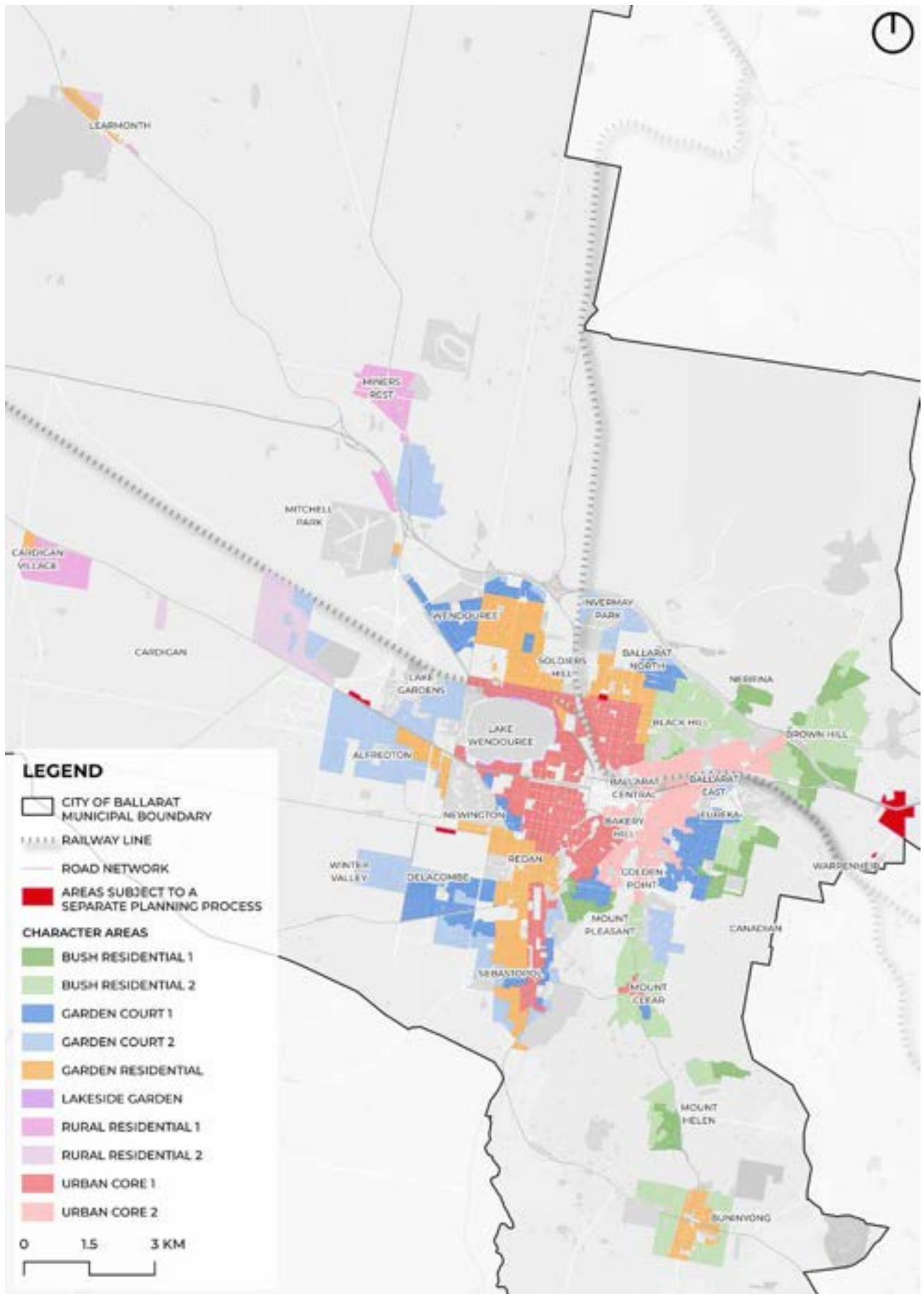
All areas have character, in some areas the character may be more obvious, more unusual, or more attractive, but no area can be described as having no character. The character of all areas is to be respected including areas that planners or designers might not think to be attractive. In determining the change areas neighbourhood character has been considered as an important factor that must be respected but is not one that prevents change. Ultimately, a suite of planning controls will give effect to the preferred character statements and associated design guidelines, based on identified future character attributes and housing growth as informed by the Housing Strategy.

The findings of the Neighbourhood Character Study informed decision making surrounding the application of change areas through a balanced approach with the need to increase density surrounding areas of high accessibility. Further discussion of how factors determining change have been balanced is outline in Section 3 Housing Principles.





FIGURE 13 NEIGHBOURHOOD CHARACTER AREAS





## > Opportunities

Existing local planning policy includes opportunities for housing growth that provide desirable circumstances for housing change, including:

- Zone provisions and some overlays, that provide for increased housing development.
- Urban Renewal Areas, where large parcels of land are identified for development or have the potential for development in the future, subject to further work.

### Urban Renewal Areas

The Ballarat Planning Scheme identifies areas offering opportunities for urban renewal, where under-utilised or poorly located uses can be redeveloped and revitalized, minimising the need to develop additional greenfield land. The Draft Ballarat Industrial Land Strategy (May 2024) also identifies existing industrial sites that are not strategically required for uses in line with their current industrial zoning.

Providing new housing in Urban Renewal Areas delivers residential capacity without unnecessarily impacting existing residential areas. These areas and

the accompanying structure planning process offer significant opportunities to enact a greater strategic vision, avoiding ad-hoc and fragmented growth. This will result in:

- Improved infrastructure coordination.
- Land use efficiencies through increased densities and co-location of compatible uses.
- Reduced impact of environmental and heritage values.
- Greater opportunities for community consultation.
- Opportunities to incentivise greater housing typology.

The Ballarat Planning Scheme recognises opportunities for urban renewal in Ballarat:

- Wendouree Station Precinct
- Selkirk Precinct, 630 Howitt Street, Ballarat North; 804-810 Norman Street, Invermay; 735 Creswick Road, Wendouree.
- Latrobe Street Saleyards Precinct, Delacombe.
- Ballarat CBD.

Urban Renewal Areas are not specific to redevelopment for residential purposes only. It includes change within these precincts that include some large-scale changes, like a change in land use, or small-scale changes like improvements to the public realm. Importantly, urban renewal informed by detailed structure planning provides an opportunity to retain employment uses that better reflect emerging employment trends that can also be accommodated adjacent to sensitive uses.

In addition, where residential or other sensitive uses can be accommodated on Urban Renewal Areas, it is recommended an Environmental Audit Overlay be applied to all current industrial and commercial zones within each urban renewal area to ensure appropriate contamination and remediation in line with EPA requirements and Ministerial Direction 1 – Potentially Contaminated Land.

Descriptions of each Urban Renewal Area and its constraints and opportunities has been provided in Section 3.

The Selkirk Precinct has been excluded from inclusion in this strategy. Consultation with owners of this site have indicated an ongoing commitment and investment in industrial uses into the medium-long term.

The Latrobe Street Saleyards Precinct, including sub precincts of Latrobe Street, Northwest, Old Saleyards, Delacombe South West and Alfredton South have been included in their entirety. Any residential change within this area is likely to include a limited portion of the site due to constraints which will be informed by future investigations and structure planning to detail suitable locations considering mitigation and buffers. This has been reflected in the limited anticipated yield for the area.

The Draft Industrial Land Strategy also identifies areas not already designated as Urban Renewal Areas in the Ballarat Planning Scheme that have been identified as having the potential to accommodate residential uses alongside low-impact employment uses, including:

- Skipton Street, 313 & 317 Skipton Street, Ballarat Central
- Lal Lal Street, 15 Lal Lal Street, Golden Point
- Ballarat East Precinct, bound by Eureka Street, Stawell Street, Charlesworth Street and Fussell Street, Ballarat East
- Rodier Street, 122 Rodier Street, Eureka

Future strategic planning of these sites will determine the extent of urban renewal, detailed uses and applicable zoning.

### **Wendouree Railway Station Masterplan November 2022**

Located approximately 4.8km from the Ballarat CBD, the Wendouree Station Precinct is a key component of the Wendouree Activity Centre. The Wendouree Railway Station Masterplan was developed, and adopted by Ballarat City Council, to create a sense of destination and arrival at Wendouree and to identify which parcels of land surrounding the station may be suitable for development opportunities.

The Wendouree Station Precinct is also identified in the Ballarat Planning Scheme as an Urban Renewal Area and an Ongoing Change Area. Related planning policy seeks to facilitate redevelopment of the precinct. The Housing Strategy recognises the status of Wendouree as an activity centre and an area of significant change.

### **Residential Growth Zone 1**

There are several areas identified within the Ballarat Planning Scheme as Residential Growth Zone 1 (RGZ1). These are generally located in proximity to Wendouree Activity Centre or the CBD.

The purpose of the zone includes:

- To provide housing at increased densities in buildings up to and including four storey buildings. To encourage a diversity of housing types in locations offering good access to services and transport including activity centres and town centres.
- To encourage a scale of development that provides a transition between areas of more intensive use and development and other residential areas. To ensure residential development achieves design objectives specified in a schedule to this zone.
- To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.

The RGZ1 land located in proximity to Wendouree Activity Centre has been designated as ‘substantial growth’ to reflect the opportunities this area has for producing compact neighbourhoods. Where located in proximity to the CBD the RGZ1 land has been designated as ‘Incremental Growth’ due to the limiting implications the Heritage Overlay controls, and sensitive neighbourhood character may have on infill opportunities in this locality.



## Affordable Housing

The City of Ballarat has prepared a Draft Social and Affordable Housing Action Plan that has been developed to identify the ways that the City of Ballarat is able to contribute to social and affordable housing outcomes, with a focus on facilitation and advocacy to address community needs. The action plan focuses on delivering actions within the legislative responsibilities of local government and identifies three tiers of influence available to the City of Ballarat:

- Tier 1: Facilitating efficient housing markets by focusing on partnerships, education and relationship building with industry and community stakeholders. Activity under this tier ensures planning and development control systems are efficient so that the supply side of the market can respond as smoothly as possible to local demand.
- Tier 2: Facilitating affordable housing supply. Activity under this tier would see City of Ballarat take a strong advocacy position in favour of social and affordable housing backed by a well-articulated policy and strategy.
- Tier 3: Investing in affordable housing as a direct agent of social and affordable housing supply, investing ratepayer funds and other assets, such as land to this end.

To underpin the actions in the plan and to clarify City of Ballarat's role in diverse and affordable housing, the following principles will be applied:

1. The City of Ballarat will support affordable housing development located in areas that have good access to schools, shops, services, public open space, and public transport.
2. The city of Ballarat will support and advocate for increased investment in diverse and affordable housing development that is high quality, accessible, sustainable and climate resistant in design and construction.
3. The City of Ballarat will encourage and advocate for support services be in place to ensure successful housing outcomes.
4. The City of Ballarat will encourage and advocate for mixed tenure developments which support a socially cohesive community.
5. The City of Ballarat will take an organisation-wide approach to ensure that actions to support diverse and affordable housing are aligned with other City of Ballarat strategies and plans including but not limited to those that focus on transport, economic development, tourism, asset planning and management.

In response to the above the City of Ballarat has commenced the development of a set of evaluation criteria about the suitability of sites for social and affordable housing (such as location, proximity to services, transport, cost etc) and an audit of City of Ballarat and State Government land and assets to identify any potential sites that meet these criteria.

Next steps include rating of all identified sites, grouping of sites from most feasible to least feasible and identifying possible delivery models for feasible sites, including the most effective role for City of Ballarat (e.g., advocate, supporter, investor, partner etc.) and possible pathways for delivery including partnership and project potential.

Further and ongoing actions include realising opportunities to secure affordable housing in strategic and statutory planning projects, including consideration of inclusionary zoning in a greenfield or urban renewal context, and provide clarity on how City of Ballarat requires developers to deliver social and affordable housing outcomes.

The City of Ballarat has been in ongoing consultation with the development community to increase awareness of the impacts of the current housing crisis and to make provision for social and affordable housing within subdivisions to assist with potential opportunities for State and Federal investment.

This has been undertaken to ensure there are consistent and clear messages regarding the roles of the City of Ballarat and the operation of planning provisions.

# Drivers of Change

Demand for housing requires careful management to ensure our municipality's unique identity is protected and that growth occurs sustainably. Ballarat currently lacks housing diversity and has declining affordability. Ballarat is fortunate to have sufficient supply of

developable land within greenfield and established urban areas that can deliver new housing with access to existing infrastructure, employment, retail, community services and open spaces.

FIGURE 14 DRIVERS OF CHANGE



## > Housing Needs

### Population Forecast

Population growth is the most fundamental driver of increased housing demand. The State Government provides official population growth forecasts of local government areas through its Victoria in Future (VIF) projections, however the most recently available projections predated both the onset of the pandemic and release of the 2021 Census. At the time of engagement, VIF did not reflect changes in migration, living arrangements and housing markets caused by COVID-19 or the most up-to-date population data for Ballarat. Rather than relying on VIF modelling, the City of Ballarat procured an independent Housing Needs Analysis (HNA) which employed a refined Housing Demand Model to estimate future dwelling demand and housing need in Ballarat.

The Housing Needs Analysis:

- Forecasts new population estimates for Ballarat.
- Models the total demand for housing, based on the new population forecasts.
- Considers the potential impact of different dwelling types and locational preferences.
- Allocates housing demand to greenfield and established areas of Ballarat.

The full report including detailed methodology is provided in Appendix 2.

The 2021 Census recorded 113,482 people living in Ballarat in 50,204 dwellings. The stock of housing in Ballarat has increased by 14,049 dwellings between 2006 and 2021 at an average rate of 2.1% per annum.

The HNA employs a High Growth Scenario which predicts that the recent high population growth experienced in Ballarat in 2021/2 will be sustained over the longer term to 2041. Projecting for population growth at the higher end of the scale allows for reduces the risk of decision makers under forecasting housing needs. A population growth of 2.1% results in a future population of 171,429 by 2041 and a requirement for the City of Ballarat to plan for 28,961 dwellings by 2041.

### Demand for Housing Type

To determine how many new dwellings of different types will be required in 2041, the City of Ballarat undertook a Housing Demand Model drawing upon a range of datasets, including population growth projections and trends in population age, family, and household types. The full report including detailed methodology is provided in the Housing Needs Analysis (Appendix 2).

There is currently a mismatch between dwelling sizes (the number of bedrooms in a dwelling) and household sizes (occupancy) in Ballarat. As of the 2021 Census, Ballarat's population of 113,482 was spread across 50,204 dwellings, providing for an average of 2.26 persons-per-household. Lone person households represented the largest share of household types (29.5%) followed by couples without children (24.9%). However, only 20% of dwellings had less than 3 bedrooms.

The HNA projects a significant shrinking in household size over the next 20 years, reaching an average of 2.00 persons-per-household. In response, demand for smaller types of housing (smaller semi-detached dwellings, flats, units and apartments) is expected to grow. Lone person families are expected to experience the largest total increase of all family types and will continue to represent the largest share of all household types to 2041. Couples with children will increase in outright terms but decrease as a share of all households.

In addition to historical trend data the HNA was informed by a Housing Preferences Survey. This involved a combination of qualitative and quantitative survey work with members of the Ballarat community that sought to understand the type of housing they would wish to live in. The purpose of the Survey was to help the City of Ballarat understand the mixture of housing types and size that the community would wish to have as an option to move into for their next home. This survey provided evidence of gaps in Ballarat's housing market for smaller dwellings, dwellings in established areas and affordable homes.

**TABLE 5 POPULATION GROWTH – HIGH GROWTH SCENARIO**

YEAR	HIGH GROWTH
2021	113,482
2026	128,810
2031	139,478
2036	154,630
2041	171,429
Change	+ 57,947
Average Annual Growth Rate	2.1%



**TABLE 6 HOUSEHOLD PROJECTION, BY HOUSEHOLD TYPE, LOW SCENARIO, 2021 TO 2041**

	2021	2041	TOTAL CHANGE 2021 TO 2041	AAGR
Couple family with children	11,763	15,629	3,866	1.4%
Couple Family without children	11,872	17,481	5,609	2.0%
Group household	1,808	3,229	1,421	2.9%
Lone person household	14,018	21,130	7,112	2.1%
Multi-family household	402	547	145	1.6%
One parent family	5,658	8,129	2,471	1.8%
Other family	467	632	165	1.5%
Other non-classifiable	1,602	2,180	578	1.6%
<b>Total</b>	<b>47,590</b>	<b>68,957</b>	<b>2,1367</b>	<b>1.9%</b>

**TABLE 7 DWELLING TYPOLOGY REQUIREMENTS BASED ON POPULATION PROJECTIONS - 2.1% - HIGH-GROWTH SCENARIO**

DWELLING TYPE	2021	2026	2031	2036	2041	EXTRA DWELLINGS NEEDED	CHANGE (%)
Separate house	42,262	47,518	52,753	58,712	65,087	22,825	54%
Attached dwelling	6,335	7,488	8,667	10,024	11,509	5,174	82%
Flat or apartment	1,409	1,619	1,824	2,053	2,332	923	66%
Other	198	207	210	210	237	39	20%
<b>Total</b>	<b>50,204</b>	<b>56,833</b>	<b>63,454</b>	<b>71,000</b>	<b>79,165</b>	<b>28,961</b>	<b>58%</b>



### Location of Housing

The City of Ballarat’s ambition of increasing the proportion of infill housing will take some time to achieve. In the short term, it is expected that there will continue to be more greenfield development than infill. However, from 2031 onwards infill will become the dominant form of development. Greenfield locations are expected to deliver detached dwellings in most instances (99% of the total). For infill locations, 32% of new dwellings are projected to be separate houses, with the remaining 68% being attached houses or flats/apartments driven by demand for smaller more accessible dwellings.

The City of Ballarat has collated data on building permits for new houses in infill locations and growth areas indicating a current split of 70% greenfield development versus 30% infill development.

An increased proportion of infill development will require facilitation through the implementation of new planning controls subsequent to the adoption of the Strategy.

**TABLE 8 BUILDING PERMITS FOR NEW HOUSES**

YEAR ISSUED	TOTAL DWELLINGS	NUMBER OF DWELLINGS (GREENFIELD)	NUMBER OF DWELLINGS (INFILL)	PERCENTAGE SPLIT (GREENFIELD / INFILL)
2019	1,017	610	407	60/40
2020	1,715	1,162	553	68/32
2021	2,013	1,426	587	71/29
2022	1,570	1,210	360	77/23
2023	1,087	775	312	71/29
2024 (Jan – Apr)	339	230	109	68/32
<b>Total</b>	<b>7,741</b>	<b>5,413</b>	<b>2,379</b>	<b>70/30</b>

## > Housing Supply

Housing supply in Ballarat can be divided into 3 segments:

**Greenfield Land Supply** currently zoned as Urban Growth Zone including:

- Ballarat West PSP.
- Alfredton West PSP.
- Northern Growth Area.

**Established areas** within our six existing residential zones:

- General Residential Zone.
- Mixed Use Zone.
- Neighbourhood Residential Zone.
- Residential Growth Zone.
- Low Density Residential Zone.
- Township Zone.

### Urban Renewal Supply

These areas include:

- The Ballarat CBD (Including Scott parade, Haymes crescent and Creswick Rd precincts).
- The Wendouree Station Precinct.
- Ballarat Saleyards Precinct.
- Urban Renewal Areas identified in the draft Industrial Lands Strategy.

Detailed description and interrogation of the potential urban renewal areas is provided in Section 3.

### Greenfield Land Supply

The Ballarat Growth Area Framework Plan (the Framework Plan) has been developed to address Ballarat's future long term greenfield growth by providing a blueprint for an expanded urban area. The capacity of the exiting greenfield areas is outlined in Tables 9 and 10.

**TABLE 9 EXISTING GREENFIELD ZONED LAND SUPPLY\*\***

EXISTING ZONED GREENFIELD LAND SUPPLY	DWELLING CAPACITY ASSUMPTIONS
Ballarat West PSP	approx. 8800*
Alfredton West PSP	approx. 800
Northern Growth Areas (Core Area)	6,600
<b>Total</b>	<b>16,200</b>

\* 8,800 capacity based upon 15 lots per hectare which is considered to be maximum take up.

**TABLE 10 UNZONED GREENFIELD LAND SUPPLY\*\***

UNZONED GREENFIELD LAND SUPPLY	DWELLING CAPACITY ASSUMPTION
Northern Growth Area (expanded area)	2,600
Western Growth Area	12,900 - 17,203
North Western Growth Area	7200 - 9600
<b>Total</b>	<b>22,700 - 29,403</b>

\*\*Figures in Table 9 and 10 are based on data from July 2024.





### **Established Areas Land Supply**

The Municipal Housing Capacity Assessment (Appendix 4) calculates the capacity of established areas to accommodate new dwellings based on both the current planning zone controls and the uplift achieved via application of the proposed Change Areas within the established residential areas of Ballarat (excluding Urban Renewal Areas).

To quantify available land, the study calculated the total number of lots available for development based on the current planning controls and then removed land with constraining factors, specifically:

- Public land uses.
- Strata-titled lots.
- Individually significant heritage places.
- Recently developed properties.
- Parts of lots covered by the existing or proposed Flood Overlay and Land Subject to Inundation Overlay.
- Parts of lots with trees a minimum of 5m tall.
- Lots too small to accommodate a net additional dwelling based on the above and/or dwelling density.

Potential dwelling yield for each available lot was then determined by applying a dwelling density to each lot, informed by typical densities, planning controls and locational characteristics. A net gain in dwellings was then calculated for each available lot and the total potential net gain in dwellings across the municipality.

The Municipal Housing Capacity Assessment identifies potential for an additional 30,261 dwellings within the established residential areas of Ballarat when constraints and current planning controls are applied.

### **Potential Uplift of Dwelling Capacity Resulting from Change Areas**

Once the Change Areas are applied the HNA assessment identifies an increase in the potential dwelling capacity to 31,250 dwellings within Ballarat's established residential areas. This modest increase reflects the reduction in dwelling capacity resulting from the application of the minimal change designation and moderate influence anticipated by the incremental change designation across many existing residential areas.

### **Potential Uptake within Established Areas**

To better understand the likelihood uptake of infill and its impact on land supply the City of Ballarat commissioned SGS Economics to undertake an Infill Uptake Analysis. The Analysis compares total capacity to total demand in order to provide an indication, at the municipal level, of the relationship between forecast growth and hypothetical capacity. The tables below compare capacity to demand for each demand scenario. The full analysis and findings are available in Appendix 5.

The analysis forecast three different scenarios:

1. 20% of new dwellings in established areas and 80% within greenfield areas.
2. 50% of new dwellings in established areas and 50% within greenfield.
3. 70% of new dwellings in established areas and 30% within greenfield areas.

The analysis showed that if only 20 per cent of new dwellings are built in infill areas that there is 18 years of capacity for greenfield housing, which is less than might be required to accommodate the 20-year growth forecast.

The comparison of capacity to the two alternative demand scenarios reveals that there is sufficient theoretical capacity to accommodate demand assuming a higher share of growth in infill locations, up to, and potentially exceeding the City of Ballarat's policy aspiration for 50% of dwelling growth in infill areas.

In summary, Ballarat has capacity to accommodate a range of demand scenarios and that the existing patterns of residential zoning are likely sufficient to accommodate future housing demand, including where a significantly increased share of demand is forecast in established areas.

Dwelling growth in Ballarat has traditionally been dominated by greenfield housing development. However, the Victorian Housing Statement released by the Victorian Government in 2023 commits to a target of 70% infill development across Victoria. Achievement of this aspiration would require all metropolitan and regional housing markets to achieve significantly higher shares of infill development. The alternative demand scenarios developed for this report are hypotheticals drawing on these local and state government policy aspirations. They imply shifts in the location and type of future housing growth relative to recent growth trends.

### **Urban Renewal Areas Land Supply**

Early density estimates for Ballarat's Urban Renewal Areas indicate there is significant potential capacity for these precincts to contribute to housing supply. Although it is not possible to give accurate yield estimates, to give an indication of potential capacity this strategy has applied a rate of between 35 dwellings per gross hectare, based on the yield of similar developments. A very conservative approach has been taken with estimates at the lower end of potential capacity.

Achieving the forecasted dwelling yields will be dependent on future strategic planning work, specifically structure planning, to establish detailed land uses, zoning and planning controls for each site and to plan for the transition of some industrial and commercial land uses out of these precincts. As part of the consideration of land use changes/rezoning for Urban Renewal Areas, the application of the Environmental Audit Overlay (EAO) to potentially contaminated land (land used for industry and mining) where a sensitive use is proposed.

There is short-medium term potential for smaller scale redevelopment to be realised across the Wendouree RGZ area and the Ballarat CBD. While some areas could potentially accommodate higher density structures up to 8 storeys it is important to note the current limited market for apartment-style developments in the City of Ballarat, with only a few existing examples.



**TABLE 11 URBAN RENEWAL SITE POTENTIAL DWELLING YIELDS**

URBAN RENEWAL SITE	POTENTIAL DWELLING YIELD
Latrobe Street	1574
Ballarat East/Eureka /Rodier Street	836
Lal Lal Street	28
Skipton Street	14
Wendouree Station	2191
CBD	4000
<b>Total Yield</b>	<b>8643</b>

### > Urban Renewal- Prioritisation and Infrastructure

The development of the Urban Renewal Areas will be prioritised using a framework that systematically assesses both the demand for, and the supply capacity of, the urban renewal areas to ensure they align with market demand, infrastructure capabilities, and policy objectives. This will ultimately lead to sustainable and beneficial development.

The prioritisation framework uses a multi-criteria analysis (MCA) to determine the priority of Urban Renewal Areas and provides a rapid and strategic comparison of each area. Other tools such as a cost benefit analysis (CBA) are useful as projects progress to planning and detailed design phases. An initial assessment of public finance requirements will be applied to prioritisation to ensure the MCA has regard to cost considerations.

The following principles drawn from Infrastructure Australia's Assessment Framework<sup>2</sup> underpin this framework.

- Principle 1: Match the tool to the task - the infill prioritisation framework is a complement to the City of Ballarat's existing processes to identify sites for development, it will be used in conjunction with other existing City of Bamerit selection processes.

- Principle 2: Be transparent - documentation needs to be sufficient to understand the basis for the MCA logic, design and recommendations. Documentation should be developed in tandem with the development of the framework tool.
- Principle 3: Address relevant assessment criteria- assessment criteria must be sufficiently met to ensure the robustness of decision-making.
- Principle 4: Address deliverability - prioritising sites must have regard to the financial and time considerations associated with delivery, including relevant assumptions of supply-side constraints that may affect delivery timeframes.

The following Urban Renewal Areas will be assessed using the framework:

1. Skipton Street
2. Lal Lal Street
3. Ballarat East
4. Rodier Street
5. Wendouree Station Precinct
6. Latrobe St Saleyards Precinct.

Each area will be analysed and assessed against several criteria and ranked based on the site analysis scoring with criteria to be weighted or turned on/off to test sensitivity of the prioritisation. Infrastructure cost considerations are built into the prioritisation to consider and prioritise sites based on cost to develop (including enabling infrastructure connections).

Prioritisation will provide council with an indication of priority sites by comparing MCA scores, potential site yield and anticipated costs. Anticipated costs to council include estimated costs to service and develop the sites based on the enabling infrastructure and potential site yield.

Application of the prioritisation framework to Urban Renewal Sites will require the information inputs outlined in table 12.

<sup>2</sup>Infrastructure Australia, 2021, Guide to multi-criteria analysis: Technical guide of the Assessment Framework. July 2021



**TABLE 12 URBAN RENEWAL AREA INPUTS**

CONSIDERATION	REQUIREMENTS	SOURCE
Water Infrastructure	Pipe capacity, treatment capacity, equivalent tenements	Central Highlands Water (CHW)
Stormwater	Stormwater infrastructure and capacity	Catchment Management Authority (CMA) City of Ballarat
Sewerage	Sewage infrastructure and capacity	CHW
Energy	Energy infrastructure, existing and planned	Powercor (Electricity) AusNet Services (Gas)
Telecommunications	Internet speed and type, connections, network	NBN, Telstra
Open Space	Open Space audit	City of Ballarat
Flooding	Flood prone land	City of Ballarat, CMA
Contamination	Site audits and Remediation plans	City of Ballarat, Landowners
Planning Objectives	Planning Scheme overlays, Zones, current use , strategic directions – local and state)	City of Ballarat, State Government
Employment	Existing Employment Numbers	City of Ballarat, Landowners
Accessibility	Accessibility Mapping	City of Ballarat
Government Infrastructure	Existing and planned infrastructure Projects - mapping	State Government
Developer Attraction	Permits, Developer Community feedback, feasibility analysis	City of Ballarat, Landowners

### Overall Supply

As shown in Table 13 there is a sufficient supply of land for new housing in the City of Ballarat for the next 15 years. In response, the application of change areas in the strategy focuses on managing the delivery of this supply in order to activate the vision for new dwellings being located close to services and infrastructure and ensuring development occurs in a manner that protects our existing heritage, character and environment.

**TABLE 13 TOTAL POTENTIAL DWELLING YIELDS**

DEMAND	
<b>Total</b>	<b>28,961</b>
SUPPLY WITHOUT CHANGE AREAS	
Zoned Greenfield Land Supply	16,200
Established Areas Land Supply	30,261
<b>Total</b>	<b>46,461</b>
SUPPLY WITH CHANGE AREAS	
Zoned Greenfield Land Supply	16,200
Established Areas Land Supply	31,250
Urban Renewal Supply	8,643
<b>Total</b>	<b>57,093</b>





# Section 3 Housing Framework Plan



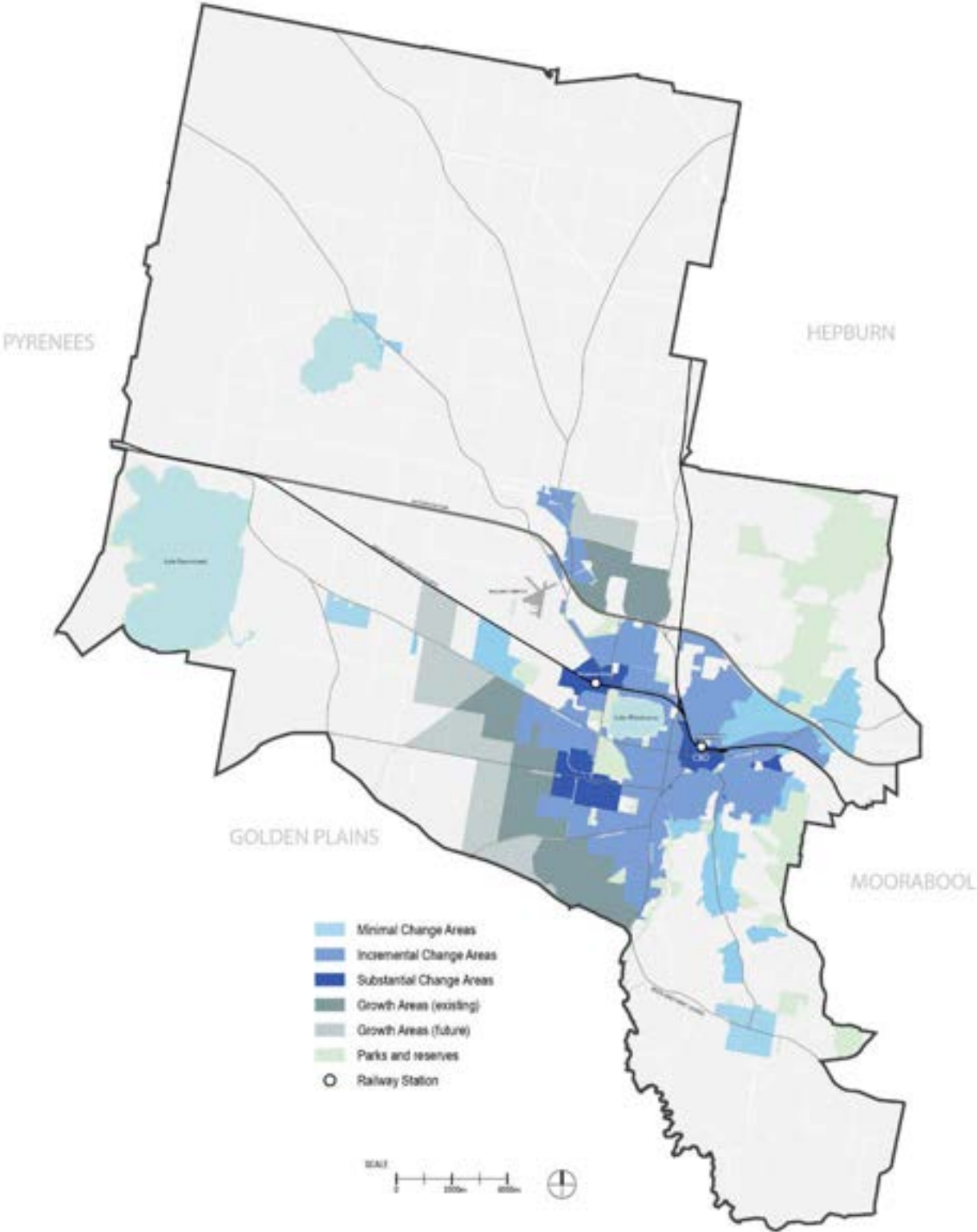


## The Vision

**The City of Ballarat will contain a variety of dwelling types, designs and lot sizes which meet the needs of residents. High quality contemporary housing is embraced that responds to our heritage and neighbourhood character. More people will have access to services and employment without using a car and affordable housing allocated in the most accessible areas for people that need them most. New homes will be built in areas that do not compromise our native flora and fauna.**

# Housing Framework Plan

FIGURE 15 HOUSING FRAMEWORK PLAN



## > Housing Objectives

The vision for Ballarat has been translated into Change Areas based on the following objectives:

**TABLE 14 HOUSING OBJECTIVES**

OBJECTIVE	DIRECTIONS
<p>Ensure Ballarat sustains housing and population growth for at least 15 years.</p>	<p><b>Population Growth</b> - Ballarat will accommodate projected population growth over at least a 15-year period.</p> <p><b>Locations</b> - Provide clear direction provided on locations where growth should occur.</p> <p><b>Opportunities</b> - Areas for consolidation, redevelopment and intensification identified.</p>
<p>Provide diverse and affordable housing with access to jobs, activity centres, public transport, schools and open space.</p>	<p><b>Accessibility</b> - New homes should be in places which have high levels of accessibility.</p> <p><b>Infrastructure</b> - New housing should be located close to infrastructure to benefit from existing investment.</p> <p><b>Compact</b> - Planning should reduce sprawl and conflicting uses, increase the proportion of infill housing.</p>
<p>Ensure Ballarat is a distinctive and liveable city with quality design and amenity.</p>	<p><b>Balancing Character and Heritage</b> - New development should be sensitive to Ballarat's Heritage and Character elements.</p> <p><b>Affordability</b> - A diversity of housing types to be provided with a focus on delivery of good design to meet long term housing needs at a range of price points.</p> <p><b>Diversity</b> - Ballarat will facilitate and manage increased housing diversity to cater for a change in household size.</p>
<p>Ensure housing is in areas that does not increase the risk to human life or to human health or the environment.</p>	<p><b>Safety</b> - Housing should be directed away from areas of high bushfire and flood risk.</p> <p><b>Mitigation</b> - Where suitable risks should be mitigated to allow for residential development in established areas. For example, flooding.</p> <p><b>Interfaces</b> - Ensuring new residential use and intensification of existing residential areas are compatible with non-residential interfaces.</p> <p><b>Contamination</b> - Contaminated land should be identified and where identified for sensitive uses, remediated.</p> <p><b>Habitat</b> - Habitat and native vegetation loss should be avoided, and key biodiversity areas protected.</p>
<p>Ensure there is provision of infrastructure to support housing growth in Ballarat.</p>	<p><b>Growth infrastructure</b> - Planned for in accordance with capital works programs and developer contributions plans.</p> <p><b>Costs</b> - Service limitations and costs of providing infrastructure considered.</p> <p><b>Integration</b> - With transport, open space and community asset plans.</p> <p><b>Movement</b> - Neighbourhoods promote active lifestyles by promoting walkability and alternative transport.</p>





## Change Areas

**The Housing Framework Plan provides the strategic plan for accommodating Ballarat’s projected population growth to 2041 and provides clear directions on locations that are most appropriate for residential growth to occur. The Housing Framework Plan demonstrates Ballarat has ample supply of developable land within established areas to account for projected population growth. These established areas provide the greatest opportunities to deliver housing in locations with excellent amenity and accessibility to employment, retail, community services and open spaces.**

The directions contained in this strategy will be used to guide the City of Ballarat’s response to housing change and growth, including the type, size and form of dwelling stock, in addition to locational characteristics. The sequencing and rate of future residential development will consider natural limitations to the location and extent of development due to servicing constraints and cost. Performance-based development staging requirements will be considered for large subdivision developments.

The Housing Framework Plan identifies Change Areas within the existing residential zones and identified Urban Renewal Areas. The Framework Plan does not identify any new residential areas for greenfield growth as this has been provided for in the Ballarat Growth Area Framework Plan.

The Housing Framework Plan delineates the following three broad categories of housing change to guide the future growth and continued development of Ballarat’s established residential areas:

- Minimal Change
- Incremental Change
- Substantial Change

### **Ensure Ballarat sustains housing and population growth for at least 15 years.**

The City of Ballarat will provide sufficient land to accommodate housing growth for at least the next 15 years. The application of Change Areas in the strategy focuses on managing the delivery of this supply to activate the vision for new dwellings being located close to services and infrastructure and ensuring development occurs in a manner that protects our existing heritage, character and environment. Change areas will contribute to the anticipated housing growth in Ballarat.

### **Provide housing diversity and affordable housing with access to jobs, activity centres, public transport, schools and open space.**

To meet the vision of a sustainable, accessible and compact Ballarat, new homes need to be channelled towards areas with access to existing employment, services and amenities.

This direction is in line with State Government planning policy and ensures that Ballarat makes the most of existing infrastructure and establishes sustainable patterns of development that fosters cohesive and strong communities. This does not mean that the City of Ballarat intends to prevent new housing being built in areas with less access to services and amenities, but that development will be channelled to areas where the most can be made of existing resources. One of the key features of the Housing Strategy is that it looks to accommodate growth in existing urban areas by undertaking urban renewal of underutilised industrial sites and increasing the residential occupancy of the CBD.

Good quality access to services and amenities is a fundamental component of socially, economically, and environmentally sustainable development. Infrastructure Victoria's 2023 research 'Choosing Victoria's future: 5 urban development scenarios' identifies benefits of the compact city model, including:

- Reduced infrastructure costs. Across Victoria infrastructure in a dispersed city costs the government approximately \$59,000 extra for every new home built, compared to a compact city.
- More land for agriculture, biodiversity, and wildlife habitat. A sprawling, dispersed city consumes a substantial number of additional hectares of land compared to a compact city.
- Reduced time spent in congested traffic to get to jobs and services resulting in positive environmental, physical, and mental health outcomes.
- Better opportunities to connect business, staff, and customers.

The Accessibility Rating Analysis provides additional insight to Ballarat's existing areas of high accessibility.

### **Ensure Ballarat is a distinctive and liveable city with quality design and amenity.**

Heritage and character play a significant role in what makes Ballarat distinctive. The Ballarat community has previously identified that heritage is highly valued and wanted to retain. A significant portion of our built form heritage is located within the CBD and surrounding residential suburbs. These areas are also some of Ballarat's most accessible with excellent access to services and infrastructure.

In areas where there is the potential for conflict between the desire for growth based on high levels of accessibility and servicing, and the desire to protect heritage and sensitive neighbourhood character, a designation of 'incremental change' has been applied. This reflects the way Ballarat will facilitate and manage progressive housing growth. Preferred neighbourhood character statements are forward-looking so that if an area is identified for increased housing, growth is not restricted by existing character, but rather design and typology is guided by it.

### **Ensure housing is in areas that does not increase the risk to human life or to human health or the environment.**

The City of Ballarat is bordered by undulating mountainous country with typically moderate rainfall and significant dry sclerophyll forest over much of the area on the eastern boundary of the municipality. Past fires in the Ballarat area and surrounds have demonstrated the potential for considerable impact on flora and fauna and property. One of the most effective ways to lower the risk of bushfire impacts is to reduce development activities near areas of high risk. This has been reflected in the strategy by applying a minimal change designation to these areas.

The redevelopment of industrial sites for residential purposes and/or intensification of existing residential may result in interfaces with non-residential uses. In addition, some existing non-residential sites may face issues with contamination due to previous activities, where new residential uses are developed or existing residential areas intensified consideration has been given to the impact this may have on non-industrial uses. Ensuring separation distances are satisfactory will protect residents' health and ensure the ongoing feasibility of non-residential uses. Where the change areas intensify residential uses adjacent to non-residential uses, existing planning scheme controls will continue to ensure land uses are suitably separated.

Areas identified for significant change and urban renewal will require the undertaking of further investigation including structure planning and rezoning. These processes include requirements for risk assessment and application of suitable planning controls to ensure ongoing land use compatibility including the application of the Buffer Area Overlay (BAO) where appropriate.

**Ensure there is provision of infrastructure to support housing growth in Ballarat.**

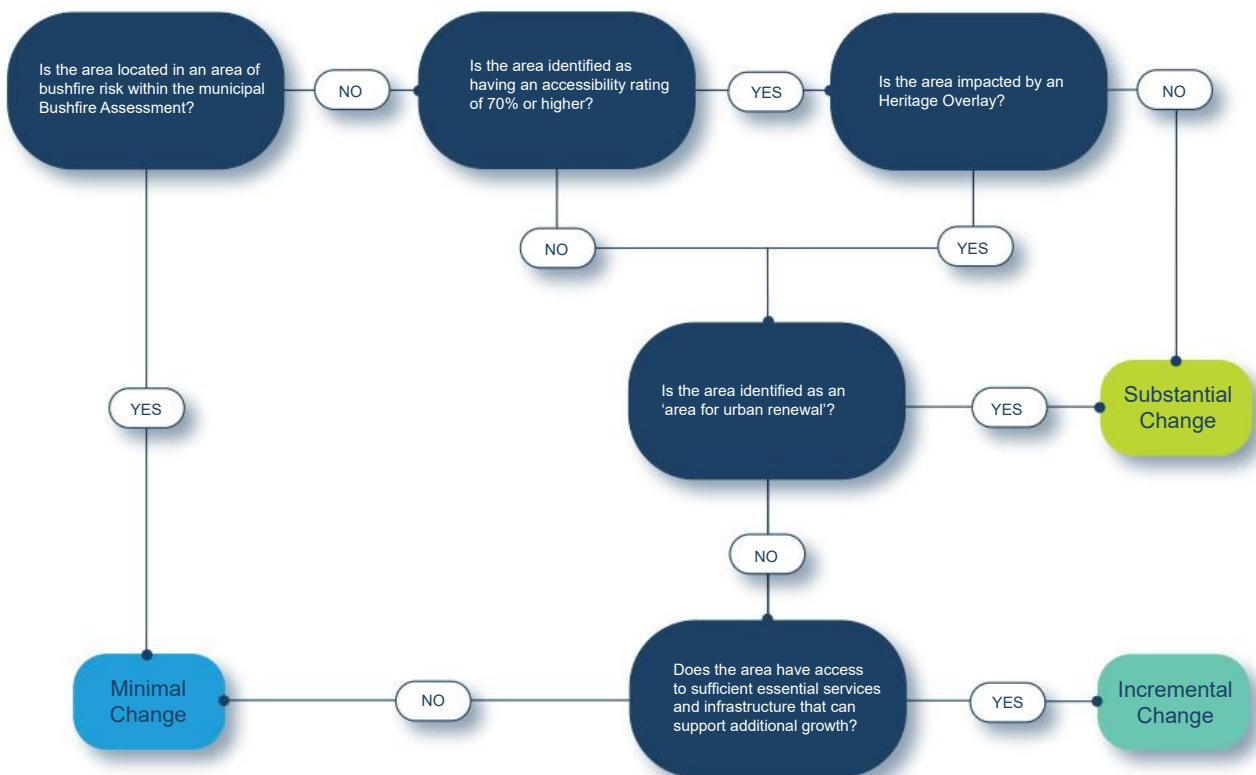
The Housing Strategy identifies locations for the delivery of higher density housing in areas with existing infrastructure. Infrastructure augmentation is to be delivered through State commitments, utility planning and engagement with service delivery agencies such as CHW and the City of Ballarat’s capital works program to support growth. As complementary strategies, the City of Ballarat is developing an Integrated Transport Strategy for Ballarat to ensure efficient provision of transport infrastructure alongside an Open Space Strategy, Diverse and Affordable Housing Action Plan and Community Infrastructure Plan in support of the Housing Strategy.

**> Application of Logic**

These objectives have been applied to decision making for change areas using the following logic:

- Boundaries have been designed to provide compact locality. In some cases, streets or whole blocks have been used as logical mapping boundaries for a residential change area and linear inclusions on lots have been eliminated.
- A transition from substantial change through to minimal change has been provided.
- Boundaries are along streets not back fences where possible to minimise interface issues.
- Whole blocks have been included in a single change area where possible.

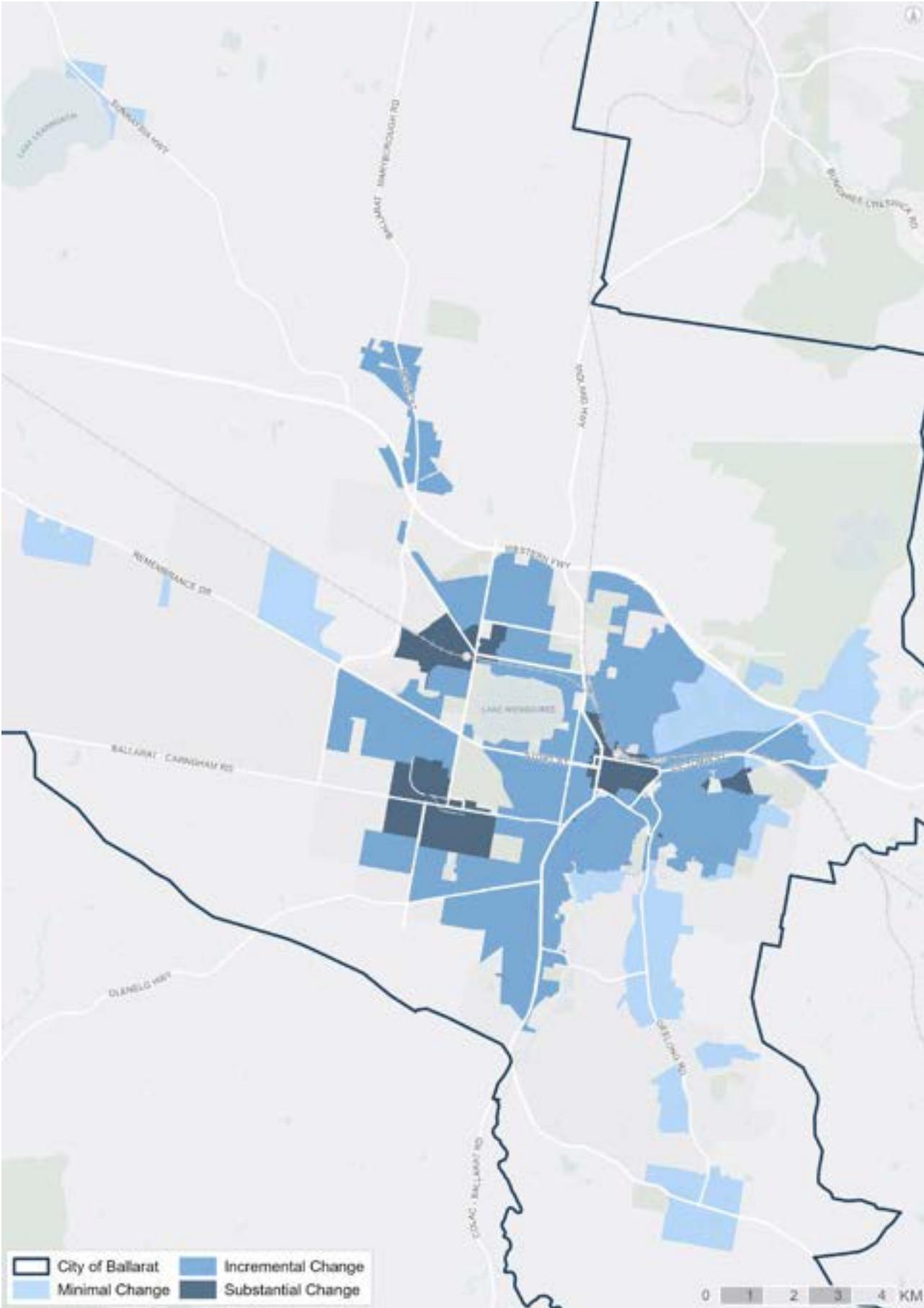
**FIGURE 16 LOGIC MAPPING**





# Change Areas

FIGURE 17 CHANGE AREAS





### › Minimal Change Areas

**Comprised of locations with significant bushfire risk and/or those established areas with significant barriers to servicing growth.**

Minimal Change Areas comprise areas which have limited capacity to accommodate future residential development and growth based on the application of the following criteria:

- The identification of the land as bushfire landscape 3a (areas near forest hazards), 3b and 4 (forest hazards) in the strategic planning for bushfire in the City of Ballarat prepared by Kevin Hazell Bushfire Planning.
- Cost of providing services to support growth.
- Strategic directions to ensure a compact form of urban development.

These areas represent the lowest degree of intended residential growth and change in Ballarat. Future housing will predominantly be comprised of one or two storey detached dwellings. Larger lots may be developed with more than two dwellings.

The objectives for the proposed Minimal Change Areas include:

- Encourage a consistency of housing types – in particular, detached housing.
- Ensure new development contributes to the preferred neighbourhood character of the area.
- Encourage retention of existing housing that positively contributes to the preferred neighbourhood character of the area.
- Retain opportunities for household types and sizes that may require larger dwellings, garden spaces and/or adaptable spaces.

### › Incremental Change Areas

**Incremental Change Areas encompass residential areas that will allow for increased housing consistent with the preferred neighbourhood character of the area and site-specific constraints.**

Incremental Change Areas encompass a large portion of Ballarat's established residential areas. This designation will encourage progressive housing growth, with a variety of housing types, consistent with constraints such as the Heritage Overlay (HO), various Design and Development Overlays (DDO) and sensitive neighbourhood character where applicable. The designation acknowledges that much of the most accessible inner areas of Ballarat's established residential areas are managed with a HO and have sensitive character qualities. In these locations, site specific controls and preferred neighbourhood character guidelines will continue to protect sensitive locations from overdevelopment and inappropriate change, while allowing for modest growth and infill opportunities.

Incremental Change Areas will comprise a mixture of future housing in the form of detached houses, dual occupancies, townhouses and apartments. New housing will generally be up to two storeys, consistent with the preferred neighbourhood character of the area.

To retain this strategic direction for the city and enhance neighbourhood character values, residential land that is not either minimal or substantial change is identified as incremental change.

The objectives for the proposed Incremental Change Areas include:

- Allow for modest housing growth and diversification in the form of detached houses, townhouses and apartments.
- Ensure new development contributes to the preferred neighbourhood character of the precinct and addresses values and constraints identified through built form overlays as appropriate.
- Ensure retention of existing housing types and characteristics that positively contribute to the preferred neighbourhood character of the precinct.

## Substantial Change Areas

**Substantial Change Areas will provide for housing growth with increased densities and housing diversity in areas with high accessibility to services that are not subject to restrictive constraints.**

Substantial Change Areas have been identified in areas where housing growth and diversity at increased densities can be achieved. These areas include land located within close walking distance of major activity centres, or areas with opportunities for urban renewal. By focusing growth in these areas, the city can accommodate significant growth in areas with existing servicing and amenity without adversely impacting areas containing either sensitive heritage or neighbourhood character qualities or requiring additional development of greenfield land.

Substantial Change Areas have been identified as best placed to accommodate increased levels of housing in accordance with the following considerations:

- Areas that are very well-serviced by existing transport facilities, as demonstrated by a rating of 70 per cent or higher by the Residential Accessibility Rating Analysis.
- Areas identified for urban renewal in the Ballarat Planning Scheme.
- Underutilised industrial areas that have the potential to accommodate alternative uses, including housing, as identified in the Draft Industrial Land Strategy.

The objectives for the proposed Substantial Change Areas as they relate to the provision of housing include:

- Encourage the development of increased-density housing, particularly townhouses and apartments, to be defined through future structure planning.
- Ensure design and function of new development is of the highest quality and complements Ballarat's overall image and character.
- Encourage a diversity of housing types, including smaller housing types (particularly one- and two-bedroom dwellings) and apartments with three or more bedrooms.
- Encourage a variety of tenures, particularly affordable and social housing types, to meet the needs of a range of households.
- Encourage the planning and provision of physical and social infrastructure.
- Encourage public realm improvements to enhance the appearance, function and safety of those areas subject to the greatest increase in residential density.
- Encourage site amalgamation and consolidation.

- Application of an Environmental Audit Overlay to all current industrial and commercial zones within each urban renewal area to ensure appropriate contamination and remediation in line with EPA requirements and Ministerial Direction 1 – Potentially Contaminated Land.

The RGZ1 land located in proximity to Wendouree Activity Centre has been designated as 'substantial growth' to reflect the opportunities this area has for producing compact neighbourhoods. Where located in proximity to the CBD the RGZ1 land has been designated as 'Incremental Growth' due to the limiting implications the HO controls, and sensitive neighbourhood character may have on infill opportunities in this locality.

## Substantial Change Areas

### > Ballarat CBD

The Ballarat CBD is characterised by some well preserved and highly intact heritage streetscapes. The CBD also has areas with under-utilised sites, as well as non-heritage areas and sites, all offering a variety of development opportunities, under the current Commercial 1 Zone which encourages higher densities of residential use and development, in addition to commercial, retail and other land uses.

The CBD services the surrounding region in terms of jobs, health and community services, education, in addition to the retail and creative sectors, plus restaurants, cafes and bars. The diverse cultural identity and history of the city makes it a highly popular tourist attraction.

The CBD is the most accessible area in Ballarat in terms of public transport due to the railway station and the convergence of multiple bus routes from surrounding suburbs. This level of access to employment, shopping retails and services provides a strong rationale for increased densities of residential development that would ultimately add life to the streets and to the local economy.

### Challenges

The strategic challenges facing the Ballarat CBD are:

- Some areas are prone to flooding, thereby limiting their development potential, or requiring considered design solutions for new buildings.
- Varying degrees of heritage significance that require careful consideration in terms of future design responses.
- Some sensitive interfaces with existing industrial land use (Creswick Road).



## Opportunities

The strategic opportunities facing the Ballarat CBD are:

- Excellent access to existing services and infrastructure including Ballarat Railway Station and existing bus services.

## Strategic Objectives

The strategic objectives for the Ballarat CBD are:

- Estimated potential dwelling yield – 4000.
- Promote the CBD as area of intensification for mixed-use development that has excellent access to the public transport network, connecting with the surrounding region.
- Undertake urban design analysis and planning to determine an appropriate scale for future buildings across the various parts of the CBD, balancing heritage objectives.

### > 15 Lal Lal Street, Golden Point

15 Lal Lal Street is zoned Industrial 3 Zone (IN3Z) and the HO (HO172 – Creeks and River Channels Heritage Precinct) applies to the site. The site was previously used as an industrial scale bakery and has been unused for some time. The site has good access to amenity and services and open space however it is underutilised in its current state. It is surrounded by low density residential development (GRZ1).

## Challenges

- Existing long term ongoing industrial and commercial uses.
- Potential for land contamination.
- Small lot size.

## Opportunities

- Existing interfaces with residential land zoned GRZ1.
- Small number of land owners.
- Very good accessibility to services and proximity to existing infrastructure.
- Opportunity to maximise existing inner-city location adjacent to major transport route.

## Objectives

- Estimated Potential Dwelling Yield: 28 (Gross Areas: 0.8ha).
- Rezone land to allow alternative land uses that are compatible with the surrounding residential context.

### > 313 and 317 Skipton Street, Ballarat Central

313 Skipton Street (to the northeast) is zoned Industrial 1 Zone (IN1Z) and the HO (HO168 – South Ballarat Heritage Precinct) applies to the site. The site is used for sheet metal manufacturing. 317 Skipton Street (to the south) is zoned Industrial 3 Zone (IN3Z) and Areas of Cultural Heritage Sensitivity partially affects the site. The site is used for automotive repairs. The site is located close to the Ballarat CBD with good connectivity to the Midland Highway. The site's proximity to the CBD and it's high degree of accessibility makes this an ideal location for higher density residential and/or commercial development.

## Challenges

- Existing long term ongoing industrial and commercial uses.
- Potential for existing contamination.

## Opportunities

- Existing interfaces with existing residential land.
- Small number of landowners.
- Very good accessibility to services and proximity to existing infrastructure.
- Opportunity to maximise existing inner-city location adjacent to major transport route.

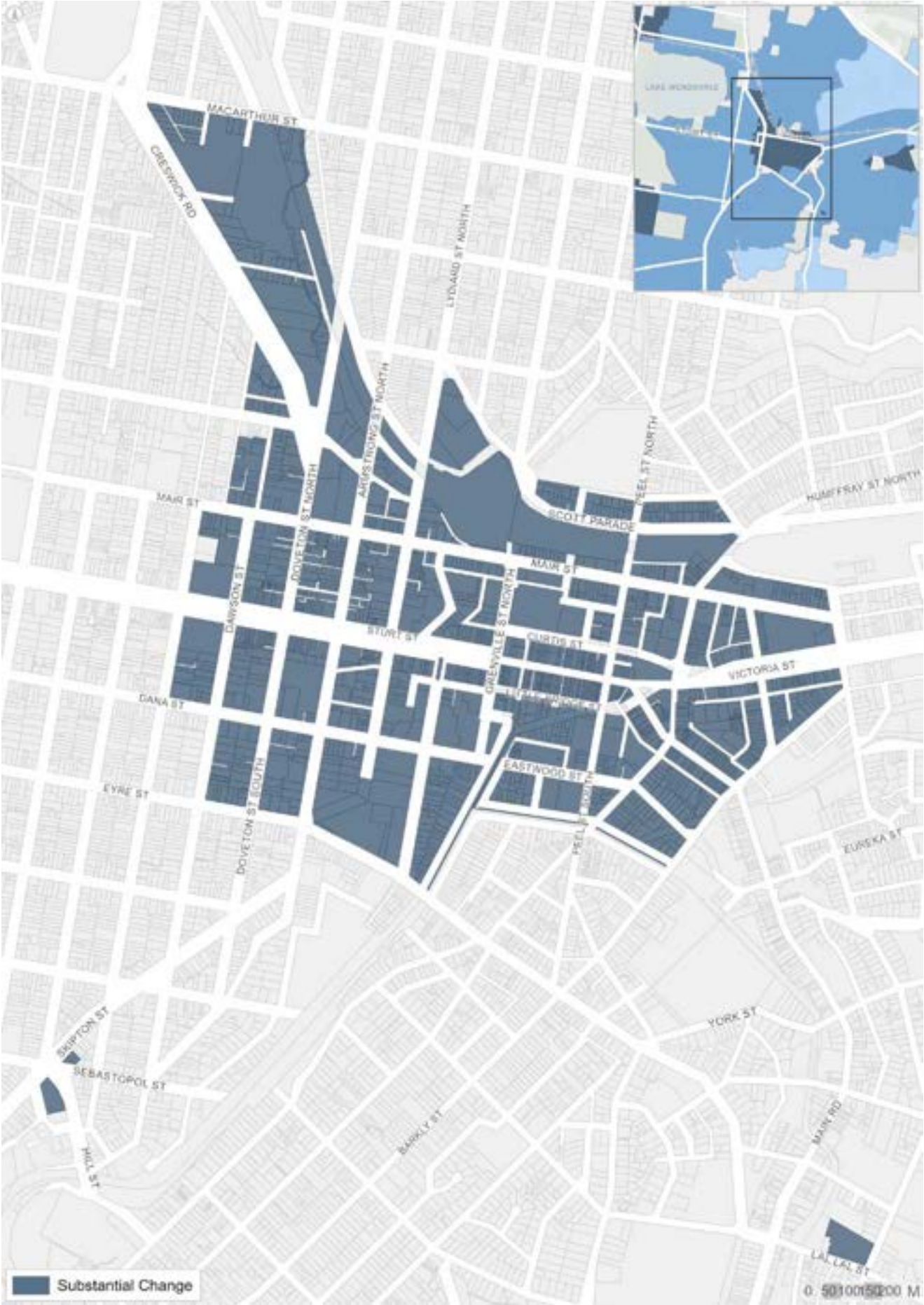
## Objectives

- Estimated Potential Dwelling Yield: 14 (Gross Area: 0.4ha).

## Strategic objectives

- Rezone land to allow alternative land uses that are compatible with the surrounding residential context.

FIGURE 18 CBD, SKIPTON AND LAL LAL SUBSTANTIAL CHANGE AREA







## › Wendouree Station Precinct

The Wendouree Station Precinct is zoned Industrial 1 Zone (IN1Z) and Industrial 3 Zone (IN3Z) with a total area of 62.6ha. The precinct is used as a core industrial precinct hosting employment and population servicing uses for the north-west of Ballarat and has direct access to train services that extend to Melbourne and Ararat. Multiple lots ranging in size with different uses including industrial, warehousing, key logistics, manufacturing, commercial and large format retail uses. The precinct includes a number of existing businesses.

The precinct is identified in the Ballarat Planning Scheme as an Urban Renewal Area – Wendouree Village, and the related planning policy seeks to facilitate redevelopment. It is identified as a regional transport gateway and a Major Activity Centre and Bulky Goods Centre.

The precinct is subject to the adopted Wendouree Railway Station Precinct Master Plan that defines the Wendouree Station Precinct urban renewal area and proposed alternative land uses and enhancements to the public realm. The Wendouree Railway Station Precinct Master Plan is not yet implemented in the planning scheme, and revision is advised to ensure proposed actions are in line with current planning policy and direction. The RGZ1 land located in proximity to Wendouree Station has also been designated as substantial growth to reflect the opportunities this area has for producing compact neighbourhoods.

### Challenges

- Existing long term ongoing industrial and commercial uses likely to present long term interfaces.
- Noise from existing road and rail infrastructure.
- Potential for existing contamination.

### Opportunities

- Underutilised sites with direct railway station access (via Wendouree Railway Station).
- Some existing interfaces with existing residential land.
- Excellent accessibility to services and proximity to existing infrastructure.

### Objectives

- Estimated Potential Dwelling Yield: 2191 (62.6ha).
- Revise the Wendouree Station Master Plan including land within the broader areas.
- Support alternative land uses such as public open space, retail, commercial and residential that capitalise on locations near to services and public transport.
- Improve public realm to support presentation as gateway entry and visitor experience.



**FIGURE 19 WENDOUREE STATION PRECINCT SUBSTANTIAL CHANGE AREA**





## › Latrobe Street Saleyards Precinct

The Latrobe Street Precinct is zoned IN1Z and the Development Plan Overlay 4 (undeveloped industrial land) applies to areas within the precinct. There are areas of Aboriginal Cultural Heritage sensitivity that partially affect the site. There are many small-scale industrial sites and some large, open council-owned spaces including retail and hospitality uses.

The precinct has a mix of small to large lot sizes where some are underutilised and vacant. There are opportunities for public realm improvements. The precinct is identified in the Ballarat Planning Scheme as Urban Renewal Area and ongoing change area and as existing industrial – protect from encroachment.

Planning policy for the site seeks to accommodate small to medium sized industrial needs through provision of a range of lot sizes (1500sqm – 3ha) in the Delacombe Industrial Area.

Much of the precinct is suited for locally significant industrial activity over the medium to long term and there is potential for transport access with an old unused train line reaching the precinct from the north.

### Challenges

- Existing long term ongoing industrial and commercial uses creation of poor sensitive use interfaces.
- Buffers resulting from above.
- Noise from existing road infrastructure.
- Existing contamination.

### Opportunities

- Existing interfaces with existing residential land.
- Access and views to Victoria Park.

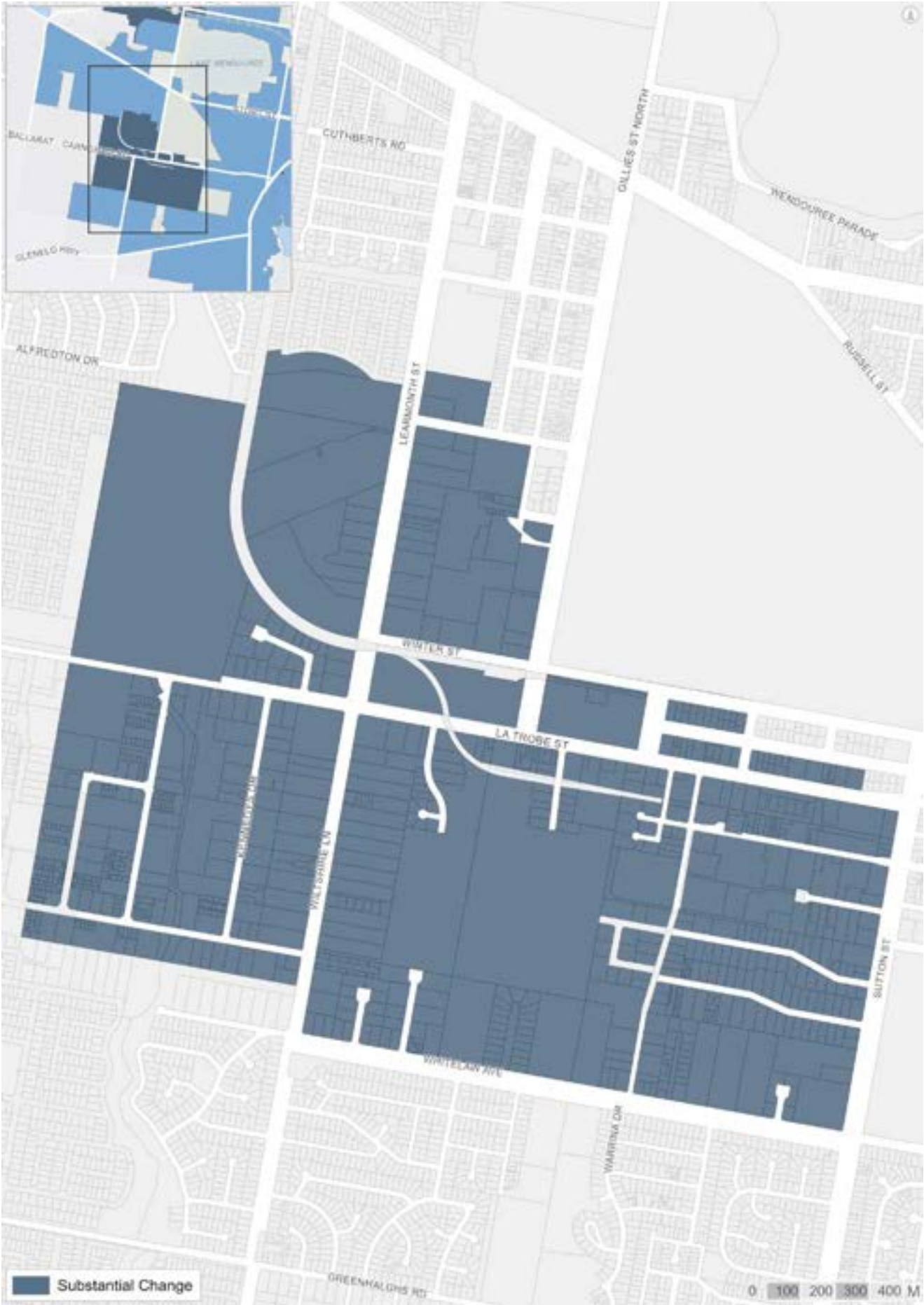
- Excellent accessibility to services and proximity to existing infrastructure.
- State commitment to remediate contaminated land on Old Saleyards site.
- Use of Old Railway line for transport access.
- Existing successful businesses and representing change in nature of employment starting to occupy area in place of heavy industry.

### Objectives

- Estimated Potential Dwelling Yield: 1575 (Area: 343.6ha)
- Prepare a Structure Plan for the wider Latrobe Street Saleyards Precinct to guide future land use and development.
- Support locally significant industrial activity over the medium to long term in appropriate locations within the precinct.
- Support new creative retail and hospitality uses to build upon the already growing success of like businesses in the precinct.
- Support the introduction of sensitive uses in appropriate locations across the precinct over time to make best use of strategic advantages.
- Ensure retention of light industry to provide for the growing resident population.
- Re-establish transport access via the old unused train line.
- Ensure improvements to the public realm to improve amenity.
- Manage potential relocation of high-impact industrial uses.



FIGURE 20 LATROBE STREET PRECINCT SUBSTANTIAL CHANGE AREA







## › Ballarat East/Eureka and Rodier Street

The Ballarat East Street Precinct includes areas of IN1Z and IN3Z. The Bushfire Management Overlay affects the southeastern portion of the precinct and Areas of Cultural Heritage Sensitivity partially affect the site.

The Precinct currently has multiple lots with different uses including low intensity industrial, general-purpose warehouse, manufacturing and some detached dwellings. Some industrial uses generally support the local community. The Precinct has good access to amenity and services.

### Challenges

The strategic challenges facing the Ballarat East/Eureka and Rodier Street Precincts include:

- Existing long term ongoing industrial and commercial uses present long term interfaces issues with surrounding uses.
- Potential for existing contamination.
- Smaller lot sizes/Separate landowners.

### Opportunities

- Underutilised and underused industrial land.
- Existing interfaces with existing residential land.
- Very good accessibility to services and proximity to existing infrastructure.
- City shaping opportunity maximising existing inner-city location and tourism focus.

### Objectives

- Estimated Potential Dwelling Yield: 836 (Gross Area: 23.9ha).
- Prepare structure plan to provide appropriate land uses and planning controls.
- Support alternative land uses such as low-impact industrial, public open space, retail, commercial and residential commensurate with its setting near to sensitive uses.
- Improve public realm to support presentation in alignment with location adjacent to Eureka Gardens.

**FIGURE 21 BALLARAT EAST/EUREKA AND RODIER STREET SUBSTANTIAL CHANGE AREA**

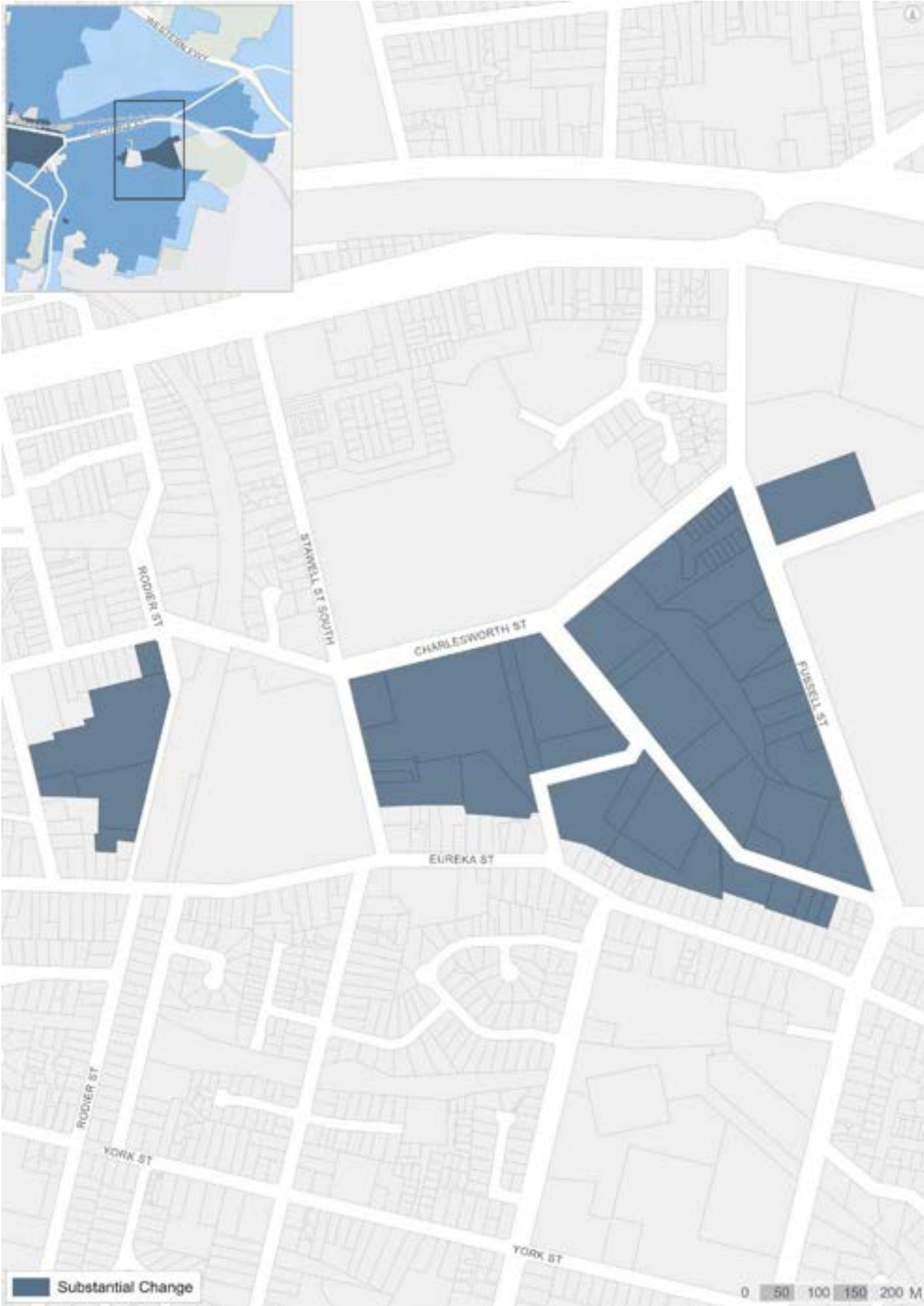




FIGURE 22 BROWN HILL MINIMAL CHANGE AREAS OVERALL

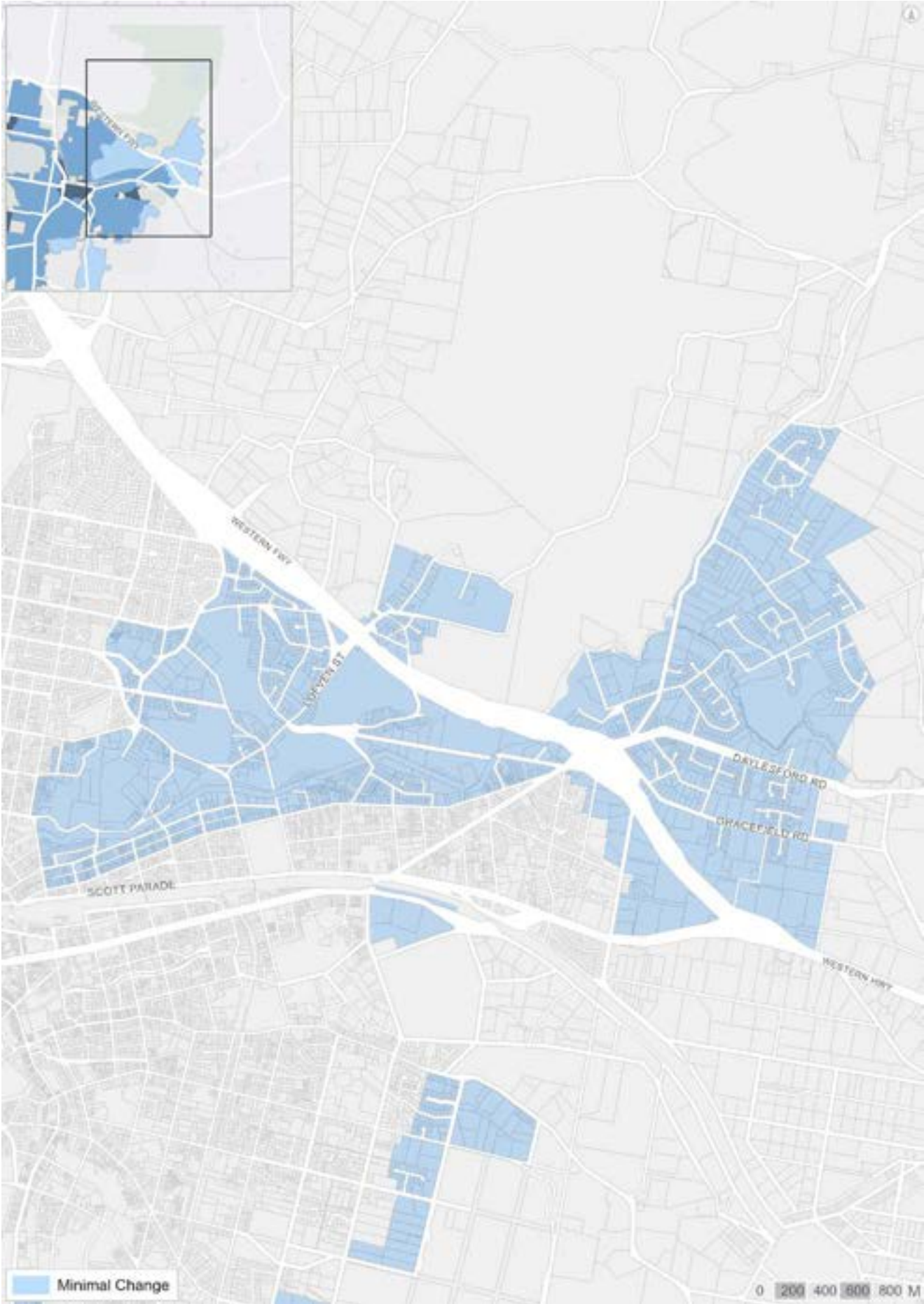




FIGURE 23 BROWN HILL MINIMAL CHANGE AREA EXTRACT

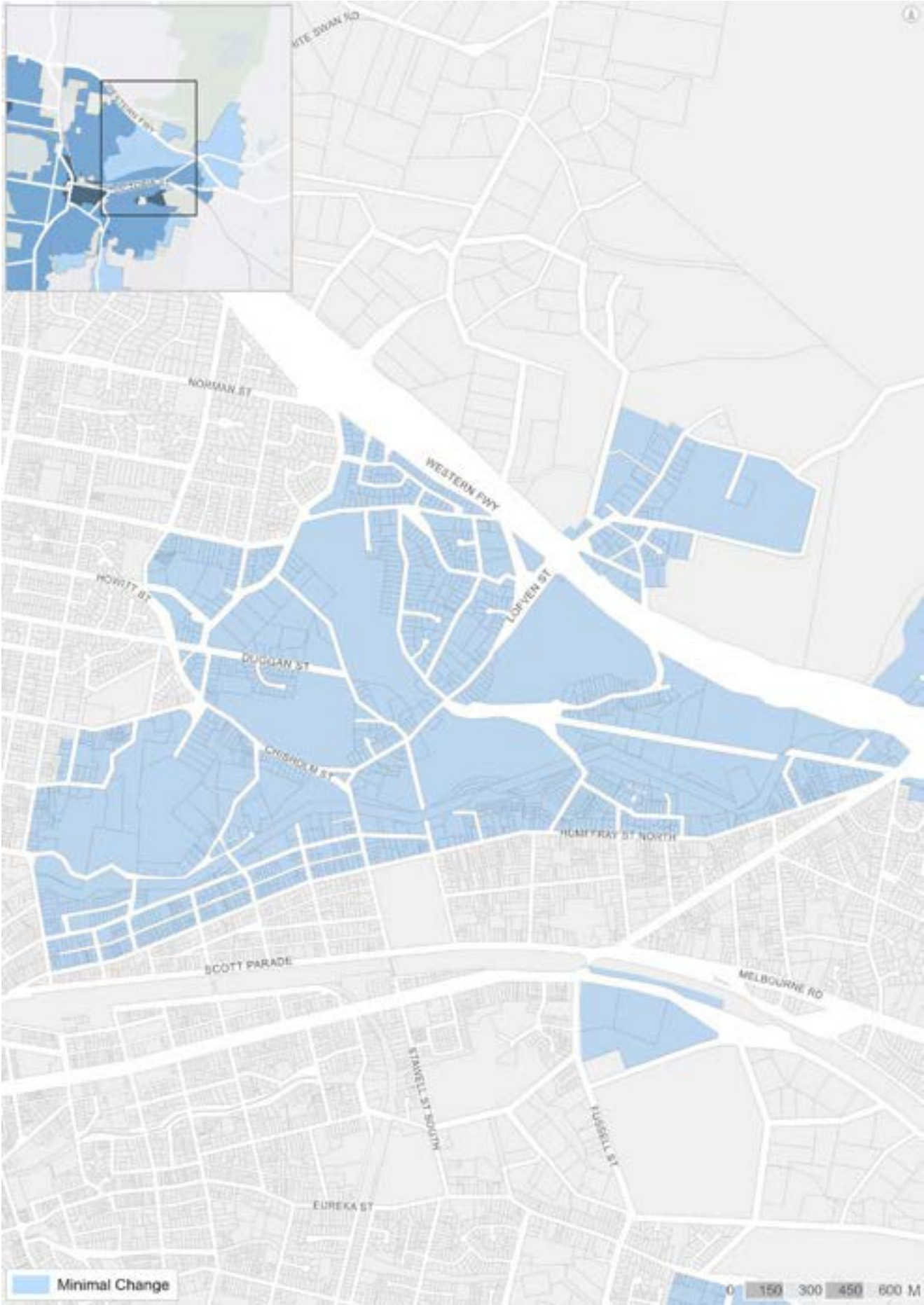


FIGURE 24 BROWN HILL MINIMAL CHANGE AREA EXTRACT

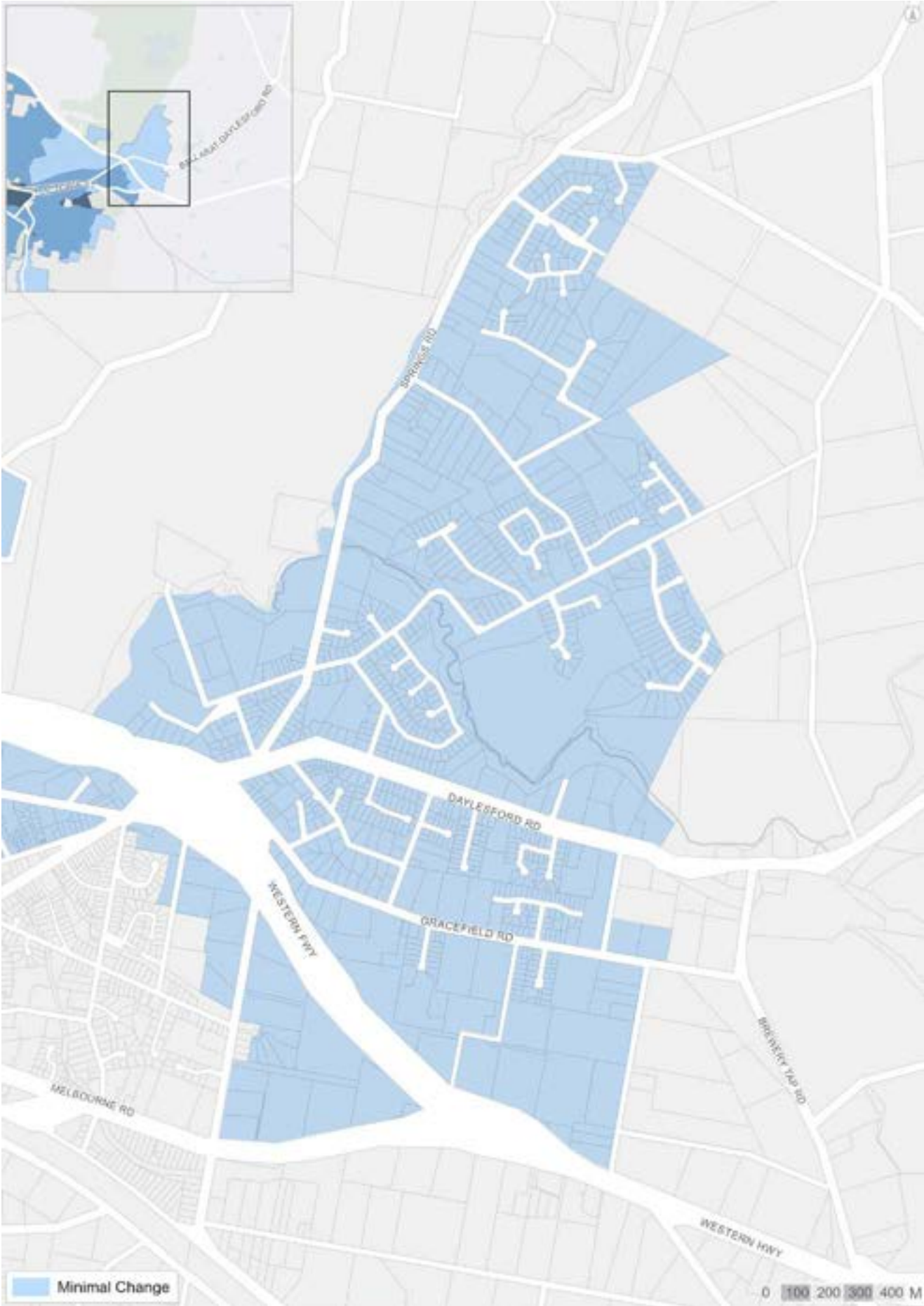


FIGURE 25 BUNINYONG MINIMAL CHANGE AREA EXTRACT

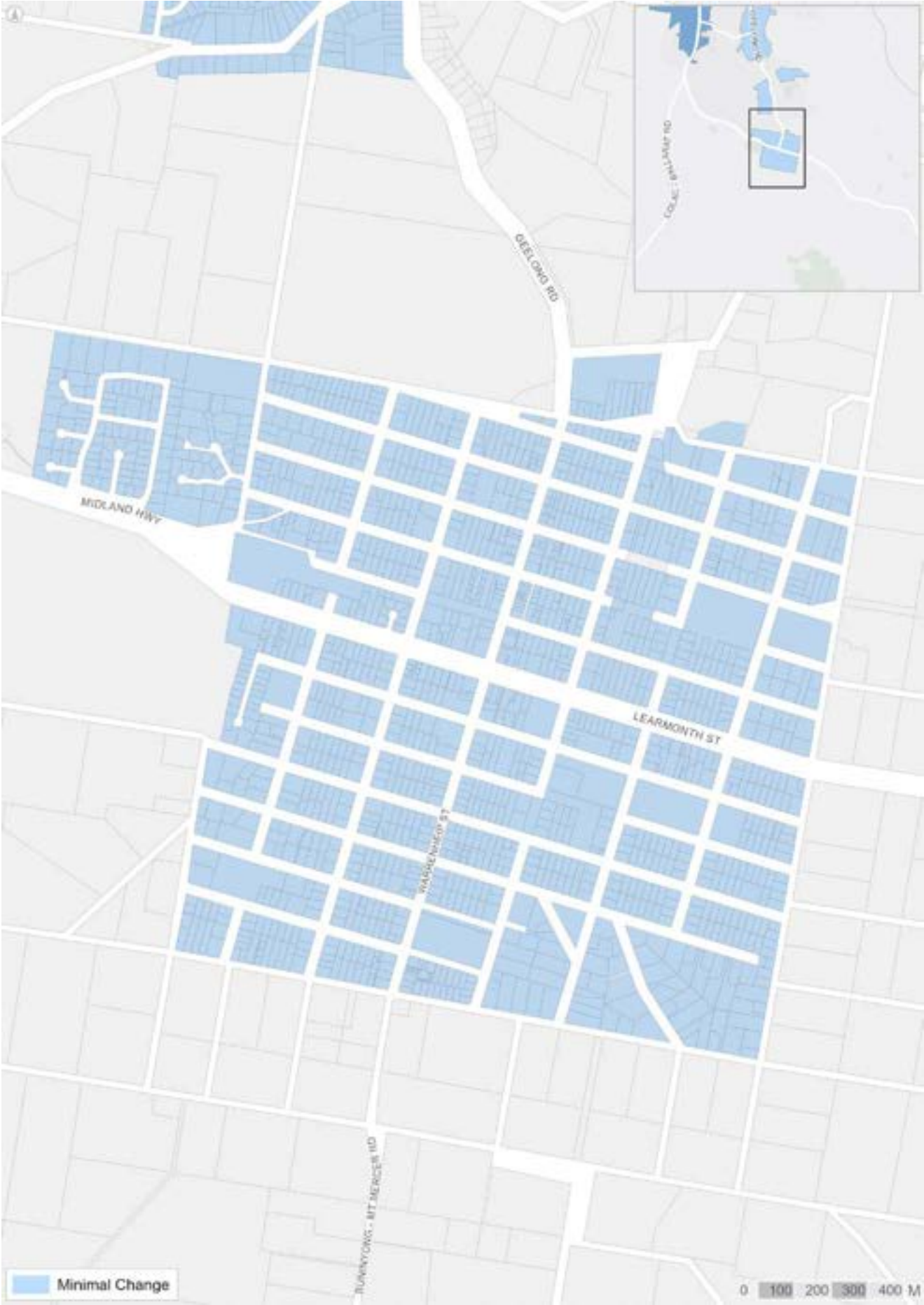




FIGURE 26 MT HELEN MINIMAL CHANGE AREA EXTRACT



FIGURE 27 SOUTHERN OVERALL MINIMAL CHANGE AREAS

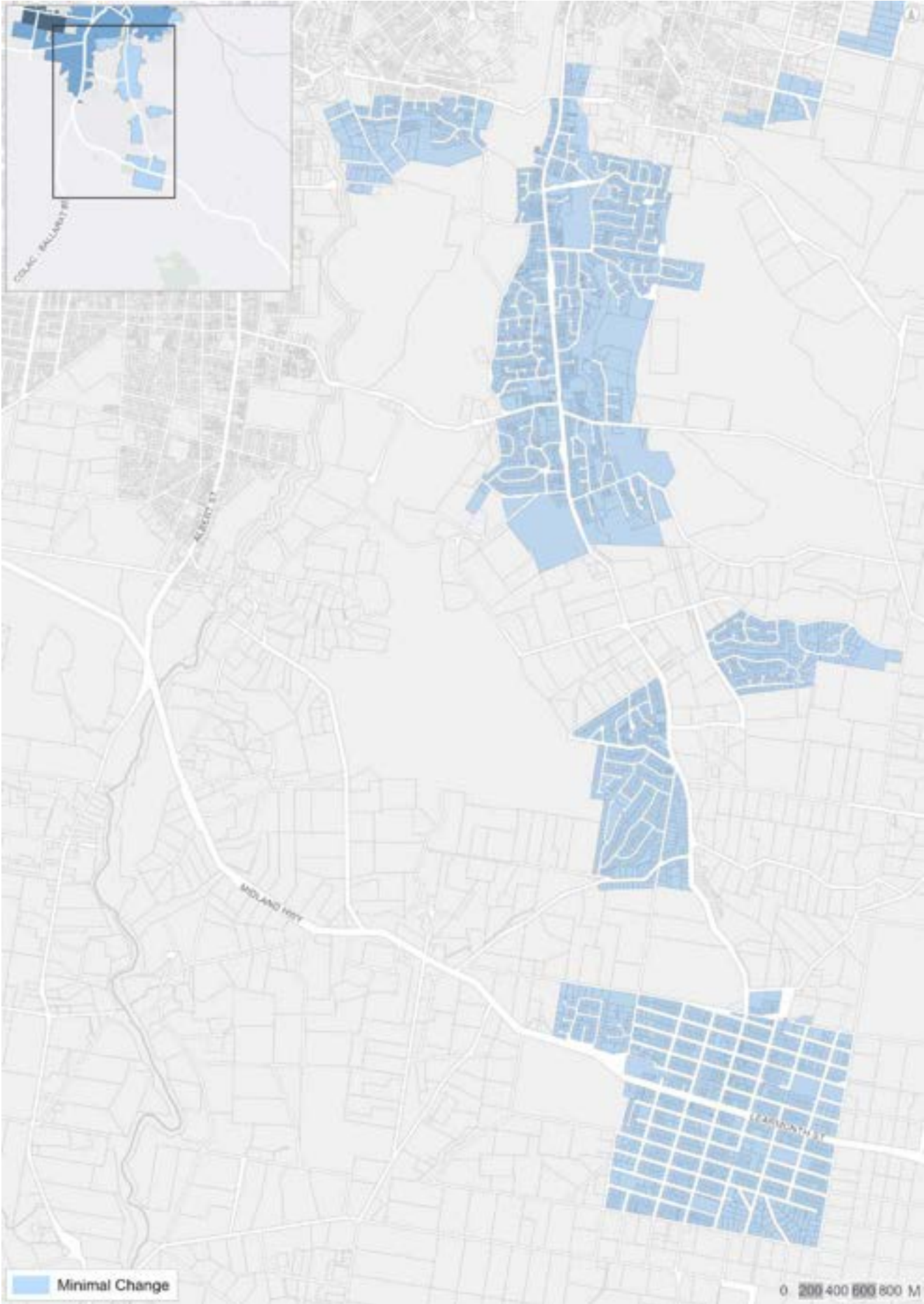


FIGURE 28 MT CLEAR MINIMAL CHANGE AREA EXTRACT

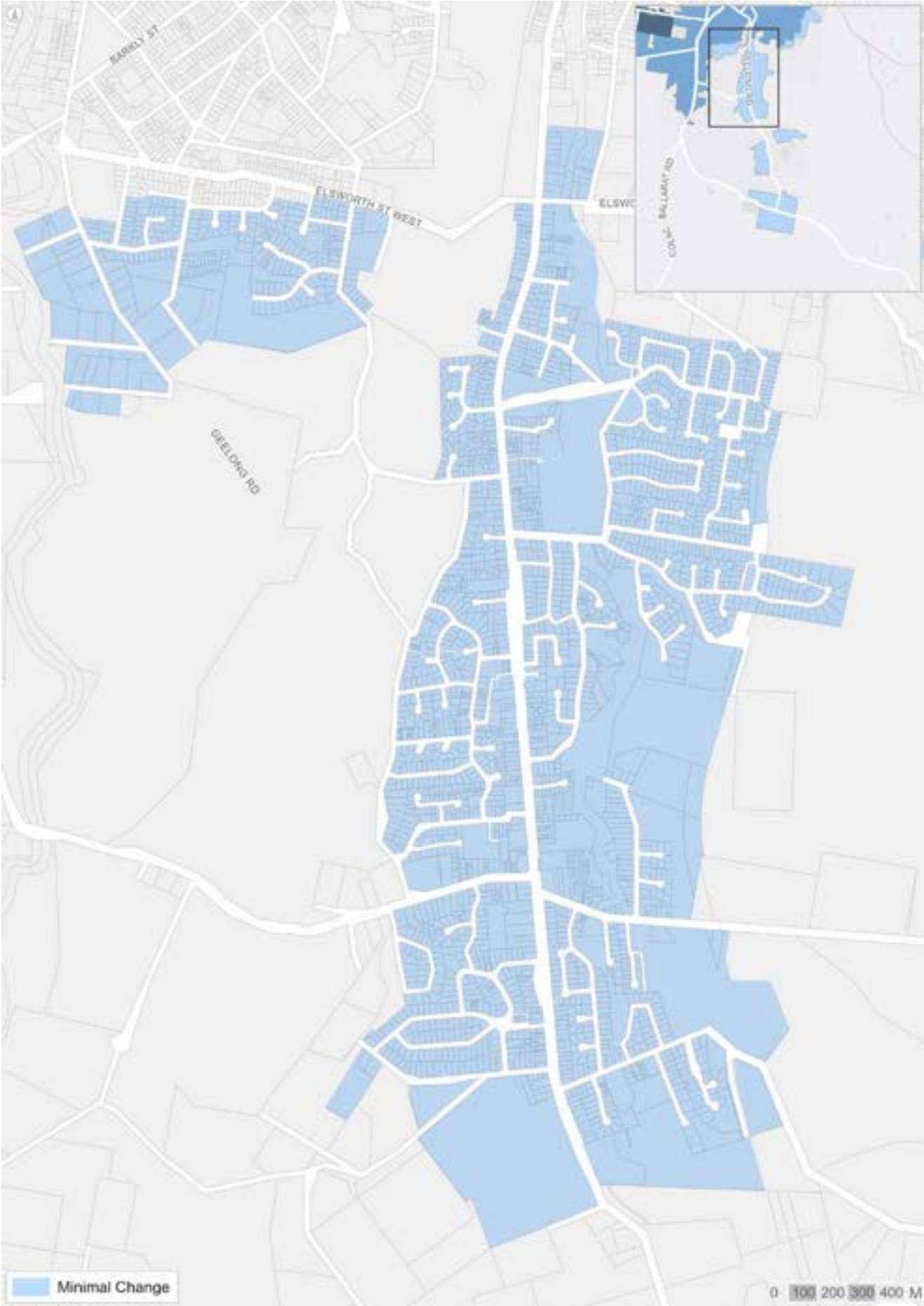




FIGURE 29 MINIMAL EXTRACT SOUTH EAST

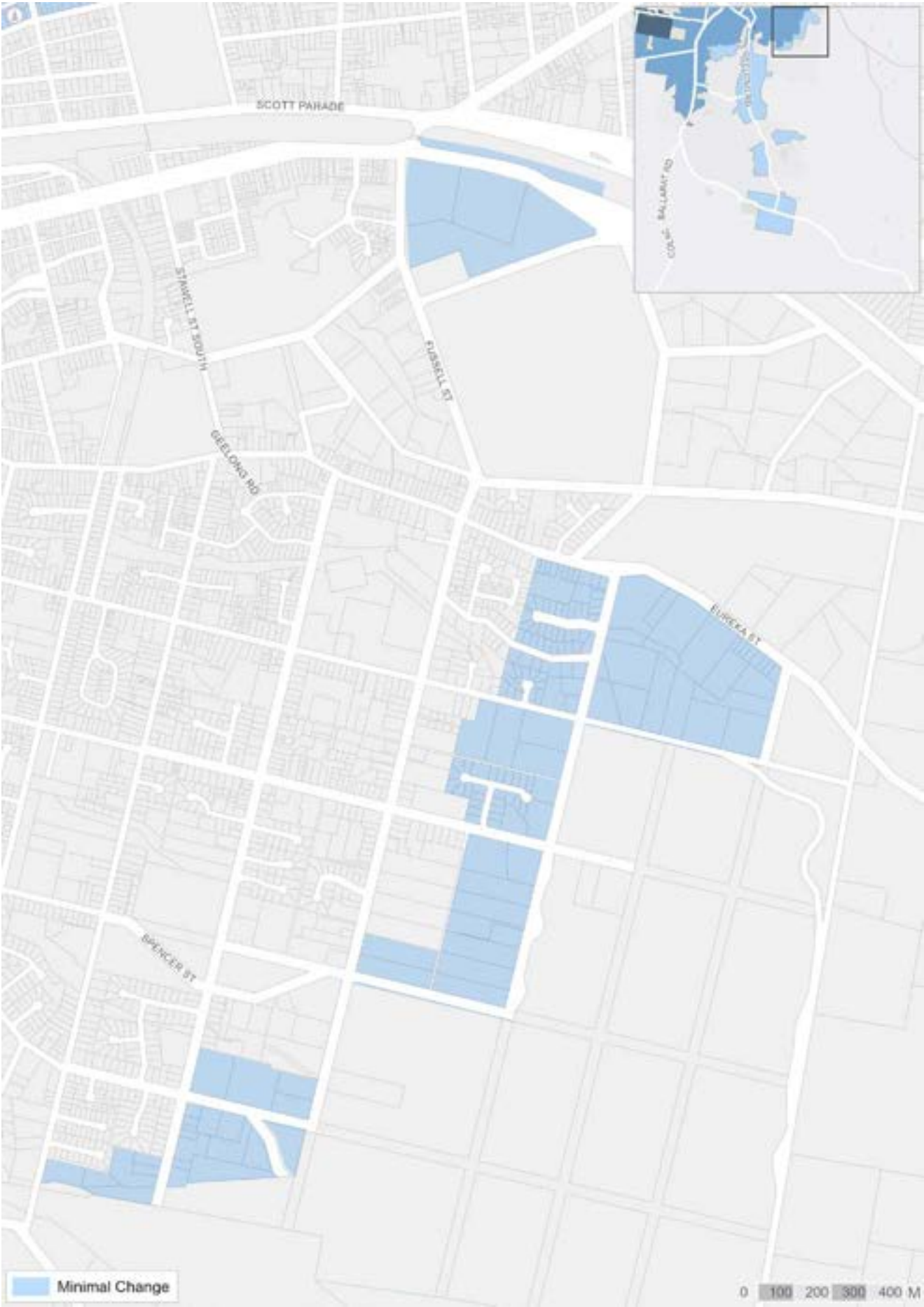


FIGURE 30 WESTERN MINIMAL CHANGE AREA EXTRACT

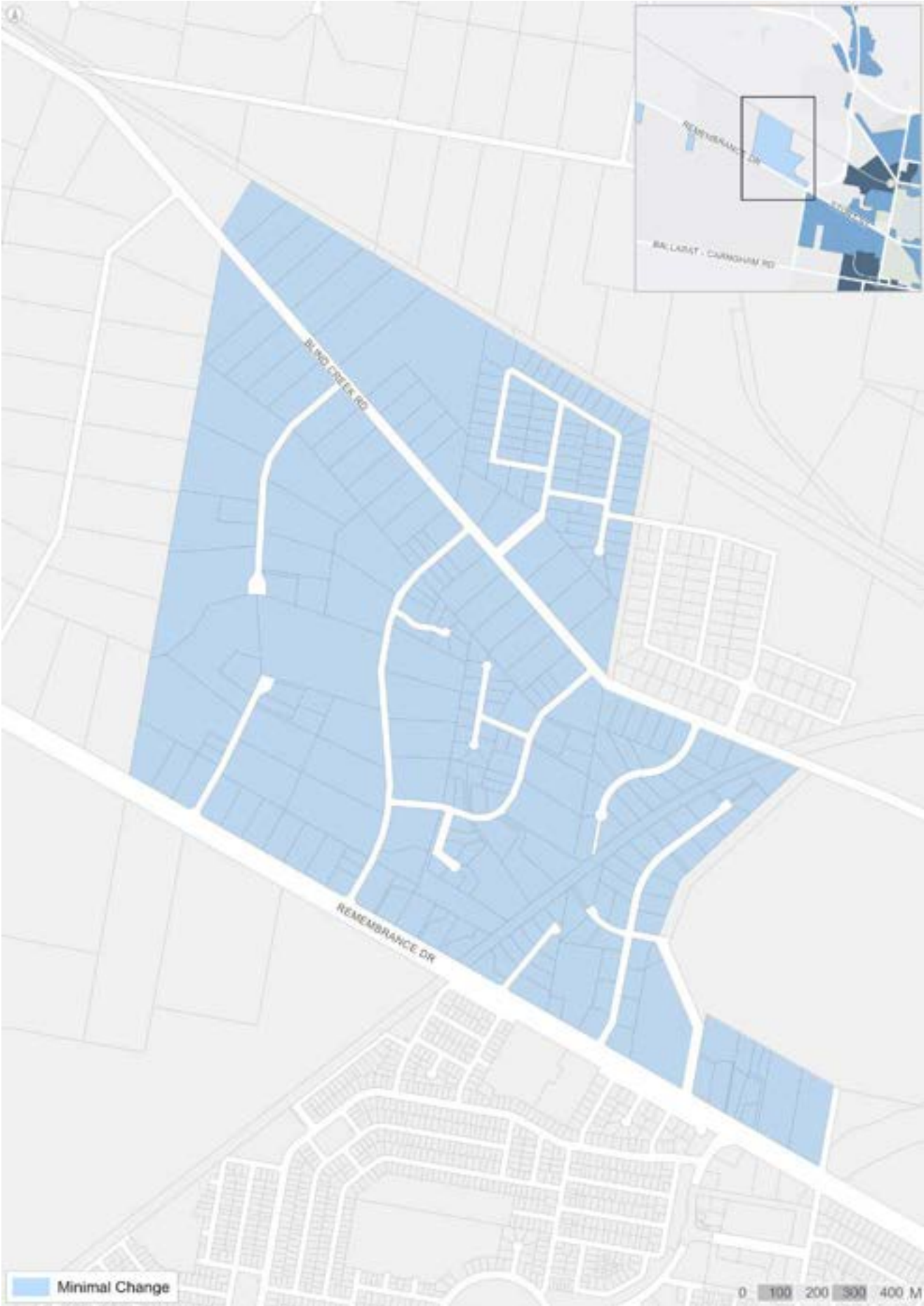


FIGURE 31 CARDIGAN MINIMAL CHANGE AREA EXTRACT





FIGURE 32 SOUTHERN MINIMAL CHANGE AREA EXTRACT





## Conclusion

**Ballarat will consolidate its role as a high order centre for the Central Highlands Region and deliver new housing in a way that is underpinned by a compact city approach with a focus on accessibility to services and infrastructure and away from areas of environmental risk.**

By 2041 Ballarat's population is expected to grow from 113,482 to approximately 171,429. Ballarat has the capacity within its existing greenfield and established areas to accommodate the additional 55,000 people and 28,961 dwellings projected by 2041.

Ballarat has the capacity to accommodate more than 15 years of projected population growth and has provided a framework for accommodating this growth in a way that best implements key recommendations of State Government policies, maximises use of existing infrastructure, reduces sprawl and protects Ballarat's natural environment. In particular, the Housing Strategy has been designed to meet the following objectives:

- Ensure Ballarat sustains housing and population growth for at least 15 years.
- Provide housing diversity and affordable housing with access to jobs, activity centres, public transport, schools and open space
- Ensure Ballarat is a distinctive and liveable city with quality design and amenity.
- Ensure housing is in areas that does not increase the risk to human life or to human health or the environment.
- Ensure there is provision of infrastructure to support housing growth in Ballarat.

This will be achieved in part by increasing the amount of new housing being created within established areas. Currently, around 70% of new homes built in Ballarat are constructed in greenfield areas. State Government and Local Government policy directs and encourages the increase in infill development within established areas. Increasing the proportion of infill development particularly near shops, services and employment will create more vibrant neighbourhoods and reduce car dependency as the population grows. It will also take the pressure off developing in environmentally sensitive and less accessible locations.

Ballarat has a mismatch of housing typology and household type 29.5% of households are single person households followed by 24.5% being couples without children. However only 20% of dwelling in Ballarat have less than 3 bedrooms. Supporting diverse of housing types being built in Ballarat is important to increase choice in housing type, tenure and cost to meet the needs of households as they move through life cycle changes and to support diverse communities.

This strategy has identified areas for housing growth across Ballarat including Growth Areas, Urban Renewal Areas and existing residential areas identified as being areas of either substantial, incremental and minimal change. These change areas will provide the basis for the application of the new residential zones, and other planning controls.





## Implementation Plan

The Implementation Plan is structured around achieving 5 outcomes of the Housing Strategy:

1. Ballarat has sufficient housing supply to support population growth
2. Ballarat's infrastructure supports higher density housing
3. Ballarat provides housing choice in locations close to schools, jobs, transport and services
4. Ballarat is distinctive for heritage, character and design
5. Ballarat is a Resilient City

The Housing Strategy takes a whole of government approach to planning implementation by embedding actions across Local and State Government department, authorities, agencies. The Ballarat Planning Scheme will be updated to give effect to the Housing Strategy.

Each outcome has their own action/s that are allocated to a lead agency (or agencies). Many actions also have identified implementation partners critical to the delivery of the action, due to their core responsibilities or area of expertise. Each action has an indicative timeframe for completion. These timeframes are:

- Immediate: takes place immediately as part of implementing the Housing Strategy into the Planning Scheme.
- Short term: first five years after the Housing Strategy is implemented into the Planning Scheme.
- Medium term: 5-10 years after the Housing Strategy is implemented into the Planning Scheme.
- Long term: 10 or more years after the Housing Strategy is implemented into the Planning Scheme.
- Ongoing: no fixed timeframe for completion.



**OUTCOME 1 – BALLARAT HAS SUFFICIENT HOUSING SUPPLY TO SUPPORT POPULATION GROWTH**

Objective	Action	Lead Agency	Timing
Ensure Ballarat sustains housing and population growth for at least 15 years.	Acknowledge that infill and greenfield development will together contribute to sustaining housing and population growth for at least 15 years in Ballarat through provisions in the Planning Scheme.	City of Ballarat Strategic Planning and Sustainable Growth/Minister for Planning (Department of Transport and Planning (DTP))	Immediate
	Implement the Housing Strategy including the Housing Framework Plan into the Planning Scheme to guide housing growth in infill areas.	City of Ballarat/Minister for Planning (DTP)	Immediate
	Implement the Growth Areas Framework Plan into the Planning Scheme to guide housing growth in greenfield areas.	City of Ballarat/Minister for Planning (DTP)	Immediate
	Facilitate infill development through the implementation of new residential planning controls and structure planning in Urban Renewal Areas.	City of Ballarat/Minister for Planning (DTP), community, relevant authorities	Immediate
	Monitor population growth and housing supply in line with up-to-date information including Victoria in Future publications, housing development data and the Urban Development Program to ensure Ballarat sustains sufficient supply of housing to support population growth.	City of Ballarat Strategic Planning and Sustainable Growth	Medium term/ongoing

**OUTCOME 2 – BALLARAT'S INFRASTRUCTURE SUPPORTS HIGHER DENSITY HOUSING**

Objective	Action	Lead Agency	Timing
Ensure there is efficient provision of supporting infrastructure to support housing growth in Ballarat.	Implement the Housing Framework Plan into the Planning Scheme to identify locations for the delivery of higher density housing in areas with existing infrastructure and to inform infrastructure enhancement requirements through capital works program to support growth.	City of Ballarat Strategic Planning and Sustainable Growth/Minister for Planning (DTP)	Immediate
	Develop an Integrated Transport Strategy for Ballarat to ensure efficient provision of transport infrastructure.	City of Ballarat Strategic Planning	Short term
	Undertake Prioritisation of Urban Renewal Areas to ensure appropriate sequencing in line with existing or planned infrastructure investment.	City of Ballarat	Short term
	Develop funded Infrastructure Plans to support housing growth.	City of Ballarat, State Government Agencies, Minister for Planning (DTP)	Short Term

### OUTCOME 3 – BALLARAT PROVIDES HOUSING CHOICE IN LOCATIONS CLOSE TO SCHOOLS, JOBS, TRANSPORT AND SERVICES

Objective	Action	Lead Agency	Timing
Provide housing diversity and affordable housing with access to jobs, activity centres, public transport, schools and open space	Implement the Housing Framework Plan into the Planning Scheme to provide for increased housing density that is close to services, activity centres, public transport, schools and open space.	City of Ballarat Strategic Planning and Sustainable Growth/Minister for Planning (DTP)	Immediate
	Review residential zones and overlays to ensure planning controls are consistent with the Housing Framework Plan.	City of Ballarat Strategic Planning/Minister for Planning	Immediate
	Develop precinct plans for urban renewal areas identified for substantial change to ensure accessibility is well considered in future planning.	City of Ballarat Strategic Planning/Minister for Planning, community and relevant agencies	Short term
	Continue to develop the Ballarat CBD Urban Design Framework and Structure Plan to guide development in the CBD.	City of Ballarat Strategic Planning	Immediate/ Short term
	Develop an Integrated Transport Strategy for Ballarat to compliment the Housing Strategy and other emerging Ballarat strategies to improve transport and land-use outcomes.	City of Ballarat Strategic Planning	Short term
	Identify housing diversity and affordability issues that need to be addressed through provisions in the Planning Scheme.	City of Ballarat Strategic Planning/Minister for Planning (DTP)	Immediate
	Progress development of the Diverse and Affordable Housing Strategy and implement the recommendations of the Strategy to ensure the delivery of diverse and affordable housing in Ballarat.	City of Ballarat Strategic Planning and Health and Social Planning	Immediate/ Short term
	Facilitate the delivery of housing diversity by reviewing the residential zones and overlays to ensure planning provisions allow for housing choice and affordability.	City of Ballarat Strategic Planning	Immediate
	Monitor housing trends to ensure the development of appropriate housing type.	City of Ballarat Strategic Planning	Ongoing
	Provide housing diversity in new development including the provision of 1, 2 and 3 bedroom apartments and townhouses for 10 or more dwellings.	City of Ballarat Strategic Planning	Ongoing

**OUTCOME 4 – BALLARAT IS DISTINCTIVE FOR HERITAGE, CHARACTER AND DESIGN**

Objective	Action	Lead Agency	Timing
Ensure Ballarat is a distinctive and liveable city with quality design and amenity.	Develop new residential planning controls consistent with the Neighbourhood Character Study to ensure neighbourhood character is considered as part of any planning permit application.	City of Ballarat Strategic Planning	Immediate/ Short term
	Develop Neighbourhood Character Guidelines to outline the preferred character of different precincts and guide built form of future development.	City of Ballarat Strategic Planning	Immediate/ Short term
	Develop precinct plans for urban renewal precincts to provide a more focused place making approach and to strengthen the design quality of spaces.	City of Ballarat Strategic Planning	Short term
	Ensure Ballarat's heritage assets and distinctive heritage precincts are protected by enhancing local heritage planning policies and ensuring heritage conservation values are considered in urban renewal precincts and other places across Ballarat.	City of Ballarat Strategic Planning	Short term/ ongoing
	Ensure community participation in planning of urban renewal precincts and areas undergoing change to improve the effectiveness of planning.	City of Ballarat Strategic Planning, relevant agencies and authorities, community	Short term

**OUTCOME 5 – BALLARAT IS A RESILIENT CITY**

Objective	Action	Lead Agency	Timing
Ensure housing is in areas that does not increase the risk to human life or to human health or the environment.	Implement the Housing Framework Plan into the Planning Scheme to ensure housing growth avoids locations where there is risk to life, property biodiversity and the wider natural environment and infrastructure from natural hazards such as bushfire and flooding.	City of Ballarat Strategic Planning and Sustainable Growth/Minister for Planning (DTP)	Immediate
	Apply the Environmental Audit Overlay to Urban Renewal Areas within an Industrial Zone to ensure appropriate consideration of contamination and remediation in line with EPA requirements and Ministerial Direction 1- Potentially Contamination Land.	City of Ballarat Strategic Planning/ Minister for Planning (DTP)/EPA	Short term
	Review land use buffers and separation distances of industrial areas that may influence the possibility of a change of land use to a sensitive use.	City of Ballarat/EPA	Short term
	Implement the 11 Waterways Flood Study and associated flood overlays into the Planning Scheme to ensure flood risk is considered in new development proposals.	City of Ballarat/ Corangamite Catchment Management Authority/ Minister for Planning (DTP)	Immediate





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