

# **Golden Plains Planning Scheme**

## **Amendment C105gpla**

### **Explanatory Report**

#### **Overview**

This amendment proposes to rezone 16.9 hectares of land described (below) as 5-30 Ormond Street from the Farming Zone to the General Residential 1 Zone and apply Schedule 19 to the Development Plan Overlay on the land.

- 5 Ormond Street, Bannockburn Vol. 09523 Fol. 914, Allotment 12 Section 22B
- 20 Ormond Street, Bannockburn Vol. 09381 Fol. 088, Allotment 11 Section 22B
- 25 Ormond Street, Bannockburn Vol. 09338 Fol. 821, Allotment 10 Section 22B
- 30 Ormond Street, Bannockburn Vol. 09358 Fol. 645, Lot 1 on TP174543

#### **Where you may inspect this amendment**

The amendment can be inspected free of charge at the Golden Plains Shire website at <https://www.goldenplains.vic.gov.au/resident/planning/strategic-planning-projects>

And/or

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

Bannockburn Customer Hub

2 Pope Street, Bannockburn

8.30 to 5pm, Monday to Friday

The amendment can also be inspected free of charge at the Department of Transport and Planning website at <http://www.planning.vic.gov.au/public-inspection> or by contacting the office on 1800 789 386 to arrange a time to view the amendment documentation.

#### **Submissions**

Any person may make a submission to the planning authority about the amendment. Submissions about the amendment must be received by 23 December 2024

A submission must be sent to:

“Attn Strategic Planning”

Golden Plains Shire

PO Box 111

Bannockburn, Victoria 3331

Or by email to [enquiries@gplains.vic.gov.au](mailto:enquiries@gplains.vic.gov.au) including the words “Submission to Amendment C105gpla” in the title.

## **Panel hearing dates**

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

- Directions hearing: 7 April 2024
- Panel hearing: 5 May 2024

## **Details of the amendment**

### **Who is the planning authority?**

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

The amendment has been made at the request of the landowners of 5 to 30 Ormond Street, Bannockburn.

### **Land affected by the amendment**

The amendment applies to

- 5 Ormond Street, Bannockburn Vol. 09523 Fol. 914, Allotment 12 Section 22B
- 20 Ormond Street, Bannockburn Vol. 09381 Fol. 088, Allotment 11 Section 22B
- 25 Ormond Street, Bannockburn Vol. 09338 Fol. 821, Allotment 10 Section 22B
- 30 Ormond Street, Bannockburn Vol. 09358 Fol. 645, Lot 1 on TP174543

The amendment applies to all land as shown in Figure 1. The land is irregular in shape with an overall area of approximately 16.93 hectares. The land is made up of four individual allotments which essentially resemble developed rural residential lots with a mix of dwelling types and outbuildings contained on each lot. Each lot has its own individual access to either Ormond Street or Harvey Road.

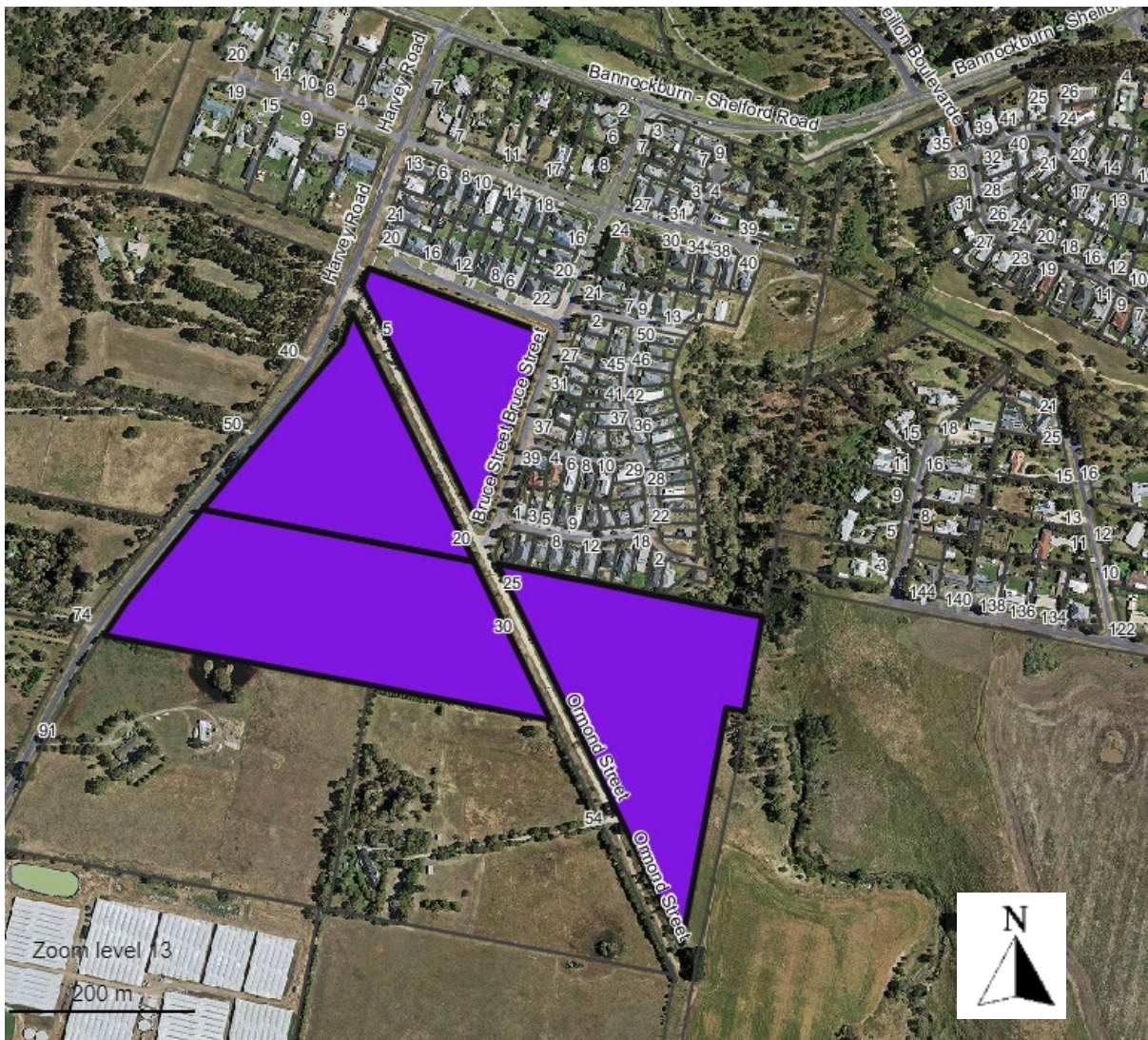


Figure 1: Subject Land

Overall, the subject site is described as substantially cleared flat land with mostly planted vegetation along lot boundaries and surrounding the existing dwellings on each allotment, and grape vines on 5 Ormond Street. The vegetation cover is sparse, and the land is degraded in appearance.

The site is mostly devoid of significant environmental values except for Bruce Creek, which is a steeply incised waterway located along the eastern boundary of the subject site and bisects the north-eastern boundary of 25 Ormond Street Bannockburn. There are also a small number of patches of native vegetation on site however overall, the land is considered substantially degraded. The lots are fenced with post and wire fencing.

Schedule 2 of the Environmental Significance Overlay applies to the entirety of 25 Ormond Street Bannockburn which is for watercourse protection. Part of this property is also covered by the Land Subject to Inundation Overlay.

A mapping reference table is attached at **Attachment 1** to this Explanatory Report.

## **What the amendment does**

The amendment rezones 5-30 Ormond Street from the Farming Zone to the General Residential 1 Zone (GRZ1) and proposes to introduce Schedule 19 to the Development Plan Overlay (DPO19). The amendment will facilitate the use and development of the land for residential growth consistent with the Bannockburn Framework Plan.

Specifically, the amendment makes the following changes:

### ***Zoning maps***

- Amends Planning Scheme Map 28 to rezone land at 5, 20, 25 & 30 Ormond Street, Bannockburn from Farming Zone (FZ) to General Residential 1 Zone (GRZ1).
- Amends Planning Scheme Map 29 to rezone land at 5, 20, 25 & 30 Ormond Street, Bannockburn from Farming Zone (FZ) to General Residential 1 Zone (GRZ1).

### ***Overlays***

- Amends Planning Scheme Map 28DPO to apply the Development Plan Overlay to 5, 20, 25 & 30 Ormond Street, Bannockburn (DPO19).
- Amends Planning Scheme Map 29DPO to apply the Development Plan Overlay to 5, 20, 25 & 30 Ormond Street, Bannockburn (DPO19).

### ***Planning scheme ordinance***

- Inserts a new Schedule 19 to Clause 43.04 (Development Plan Overlay).

## **Strategic assessment of the amendment**

### **Why is the amendment required?**

The amendment is required to rezone the land to facilitate residential use and development in accordance with the urban growth direction of the Bannockburn Framework Plan. The amendment aligns with the urban design, open space and Bruce's Creek strategies of ensuring bushfire risk is managed, open space is provided along the creek and that walking and cycling links are provided to open space and the creek.

The amendment also introduces DPO19, which will guide the future residential development of the land.

The amendment will allow the subject land to integrate fully with the adjoining established urban area to the north providing a consistent and coordinated land use planning outcome.

Bannockburn is the largest town in the Golden Plains Shire and identified as a District Town in the G21 Regional Growth Plan 2013 where increased residential

growth is supported as key direction. The G21 Regional Growth Plan Implementation Plan 2013 also recognises the need to rezone additional land for residential development in the short term.

Bannockburn is relied upon by the Golden Plains Shire to deliver the majority of the growth requirements of the Shire and by the smaller neighbouring towns to provide services and amenities including schools, retail and community infrastructure and facilities. Bannockburn is the only town in the south of the Shire with reticulated sewer, making it the only town in the area suitable for a diversity of urban densities and the provision of social and affordable housing.

The G21 Regional Growth Plan identified the need to develop a land supply monitoring process to inform growth and land release strategies. The Residential Land Supply Monitoring Project for Golden Plains Shire by Spatial Economics 2015 had the following findings regarding land supply in Bannockburn: 'It is considered that there is an immediate need for additional zoned broad hectare residential land supply stocks within Bannockburn as there are only 4 years of zoned supply. There is ample land identified for future residential development purposes within Bannockburn.'

Since this report, Planning Scheme Amendments C059, C072, and C103gpla have rezoned land to residential in Bannockburn. These developments have only provided an additional 183 lots. The rate of growth in Bannockburn in that time has been an average of 41.5 lots per year, which translates to only 4.4 year's supply. The rezoning of the Ormond Street Development is expected to add approximately 170 additional lots, which will provide an extra 4 year's supply to assist with the undersupply until the Bannockburn South East and North West Precincts are finalised.

In 2021 Planning Scheme Amendment C94gpla introduced the Bannockburn Growth Plan into the Golden Plains Planning Scheme. The Growth Plan identifies the areas of Bannockburn to be developed in order to meet the region's housing demands consistent with the G21 Regional Growth Plans recommendations. The Bannockburn Growth Plan 2021 guides the sustainable growth of Bannockburn to the year 2050. The subject land forms part of the area proposed to be rezoned to provide residential development. Prior to the development of the Bannockburn Growth Plan 2021 the land was recognised as residential in the Bannockburn Urban Design Framework, and therefore its identification as a location for residential development has been longstanding.

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

The amendment implements the objectives of planning in Victoria as outlined in section 4(1) of the *Planning and Environment Act 1987* (PE Act) as follows:

- (a) *Provide for the fair, orderly, economic and sustainable use, and development of land;*

The amendment will result in a fair, orderly, economic and sustainable use, and development of land by providing contiguous residential development consistent with the Bannockburn Framework Plan which was developed to address the future residential needs of the Bannockburn community.

*(b) Provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity;*

The amendment is supported by environmental assessments to ensure the subdivision of the land will not result in significant environmental impacts.

*(c) Secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria;*

The amendment supports this objective as it will facilitate a well-planned residential development which will result in a pleasant and safe place to live with a walking path along Bruce Creek.

*(d) Conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;*

The amendment is supported by a cultural heritage management plan which seeks to protect and preserve areas of significant cultural values.

*(e) Protect public utilities and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community;*

The amendment supports the protection of Bruce Creek which is a significant community and environmental asset.

*(f) Facilitate development in accordance with the objectives;*

The amendment is consistent with this objective by introducing the GRZ1 and DPO19 to guide the subdivision of the land consistent with state, regional and local planning policy.

*(g) Facilitate the provision of affordable housing in Victoria;*

This objective is implemented in the proposed DPO19 to ensure that the future subdivision is designed to facilitate affordable housing options.

*(h) To balance the present and future interests of all Victorians.*

This objective is supported by this amendment as it will facilitate residential development for the current and future needs of the Bannockburn community and will be designed and developed in an integrated manner to encourage future residential subdivision in the surrounding area.

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

### Environmental Effects

The amendment is supported by environmental assessments to thoroughly consider the environmental effects of this amendment including a Site Stormwater Management Plan that demonstrates that the land can be drained, and stormwater quality can be managed to meet contemporary stormwater targets. An Environmental Assessment has been conducted by ESA Consulting who has concluded that the land has a low likelihood of contamination and is suitable for conventional residential development.

The amendment is also supported by a Native Vegetation Assessment Report by Mark Trengove Ecological Services which indicates that the land is severely degraded and contains a small area of native vegetation. The removal of this vegetation will not have any significant environmental implications and can be offset to ensure no net loss of native vegetation. DPO19 will require a flora and fauna assessment as part of the Development Plan to confirm there is no impacts to threatened species. The Streetscape design will also have regard to the Regional Sustainable Subdivision Framework and considering street tree planting and canopy cover.

### Social Effects

The amendment will provide social benefits through the establishment of residential development located in an attractive semi-rural landscape adjoining Bruce Creek within close distance to all the amenities of Bannockburn. The amendment will result in the integration of residential land with developed land located to the north and improvements to the Bruce Creek surrounds. The amendment will also assist in meeting the growing housing needs of the Bannockburn Community and the provision of social and affordable housing a short distance to the Bannockburn Central Business District which provides retail as well as community services.

### Economic Effects

The amendment will result in the continued growth of Bannockburn and increase the residential population which will have significant economic benefits for local commercial, industrial and retail business. The amendment will also result in development contributions to improve transport and community infrastructure, having a positive economic effect for the growth of Bannockburn, and will not result in an additional financial burden for Council.

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

The amendment meets the bushfire policy in Clause 13.02 of the planning scheme because the land is not within a Bushfire Management Overlay and the amendment is supported by Bushfire Risk Assessment by South Coast Bushfire Consultants.

The Assessment by South Coast Bushfire Consultants concludes that the development of the land can mitigate the bushfire hazards and provide adequate separation from the surrounding hazards, meeting the life safety objectives detailed

in Clause 13.02 with appropriate subdivision design.

DPO19 also includes a requirement for a Bushfire Management Plan as part of the requirements for a Development Plan to ensure that the proposed subdivision design meets fire mitigation requirements. The Bushfire Management Plan will include a perimeter road along each bushfire threat edges, vegetation and defendable space requirements, interface treatment, and access and egress provision.

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

The amendment is consistent with the Ministerial Direction on the Form and Content of Planning Schemes under Section 7(5) of the *Planning and Environment Act 1987* and meets the requirements of relevant Ministerial Directions as follows:

#### *Direction No. 1: Potentially Contaminated Land*

The amendment complies with Ministerial Direction No. 1 (Potentially Contaminated Land) as an Environmental Assessment conducted by ESA Consulting has concluded that the land is suitable for conventional residential development.

#### *Direction No. 11: Strategic Assessment of Amendments*

The amendment complies with Ministerial Direction 11 Strategic Assessment of Amendments under section 12 of the *Planning and Environment Act 1987*. The amendment provides a comprehensive evaluation of the relevant strategic considerations of Ministerial Direction 11 as addressed in this Explanatory Report and the reports and assessments also provided as part of the amendment application.

The amendment is required to facilitate the residential development in accordance with the Bannockburn Framework Plan which will meet the future housing needs of the Bannockburn Community. The rezoning of the land to the GRZ1 and introduction of DPO19 are the most appropriate planning tools to deliver residential development consistent with the strategic growth direction of Bannockburn in the Golden Plains planning scheme. The amendment implements the objectives of planning in Victoria and adequately addresses environmental, social and economic effects.

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

The amendment is consistent with the intent of the Planning Policy Framework (PPF) and supports its implementation by:

#### *Clause 11 - Settlement*

The amendment supports this policy as it will facilitate future residential growth in Bannockburn in accordance with the strategic planning direction for this town.

#### *Clause 11.03 -6L-01 – Bannockburn*



The amendment supports this policy as the subject site is located within the Bannockburn Growth boundary and identified as a future residential growth option.

The amendment delivers on the strategies outlined in Clause 11.03-6L-01 (Bannockburn) as it considers bushfire risk and improves community resilience. The rezoning supports medium density housing in an appropriate location. Open space will be provided to protect and promote Aboriginal Cultural Heritage as well as delivering recreational and drainage functions using Integrated Water Management Principles. The development will improve connection for walking and cycling paths and upgrades road infrastructure.

*Clause 12.01-2S - Native vegetation management*

The amendment implements this policy by retaining some existing native vegetation close to Bruce Creek and where clearing is required, through the implementation of off-set planting to ensure no net loss of biodiversity.

*Clause 12.03-1L Waterways and wetlands*

The amendment supports this policy as the subdivision has included a buffer to avoid adverse impacts on Bruce Creek.

*Clause 13.02-1S - Bushfire planning*

The amendment supports this policy as a bushfire impact assessment concludes that with mitigation measures the development of the land can proceed.

*Clause 15 - Built Environment and Heritage*

The amendment supports this policy as the subdivision design will enable the creation of a safe and functional urban environment which retains some existing landscape features.

*Clause 16.01-2L - Housing supply in the Golden Plains Shire*

The amendment supports this policy as it will in the future create a serviced subdivision within close proximity to the amenities of Bannockburn and will provide a variety of lot sizes to meet the varying housing needs of the community.

*Clause 19.03-3S – Integrated water management*

The amendment supports this policy as the site stormwater management plan accompanying this application demonstrates that the subdivision will meet contemporary discharge and water quality targets. DPO19 will also require that the Stormwater Management Plan includes consideration of Water Sensitive Urban Design principles and stormwater harvesting and reuse within the streetscape.

## **How does the amendment support or implement the Municipal Planning Strategy?**

The amendment is consistent with the relevant strategic directions of the Municipal Planning Strategy as follows:

### *Clause 02.02 - Vision*

The amendment supports this policy as it will result in a sustainable residential development located within the town boundary of Bannockburn.

### *Clause 02.03-1 - Settlement*

The amendment supports this policy as Bannockburn is the largest urban centre in the Golden Plains Shire where residential growth is supported within the growth boundary as identified in the Bannockburn Growth Plan.

- Protecting the natural and built environment including environmental assets, the Bruce Creek environs, town character and rural ambience.
- Providing an integrated and environmentally responsive open space network throughout Bannockburn township.
- Locating and designing new development to be bushfire responsive.

### *Clause 02.03-2 – Environmental and landscape values*

The amendment supports this policy as it seeks to protect the environs of Bruce Creek with consideration of the interface treatment and discussions with Traditional Owners for management of the creek corridor.

### *Clause 02.03-3 - Environmental risks and amenity*

The amendment supports this policy as it is supported by a Bushfire Assessment which concludes that with appropriate design that the subdivision of the land can mitigate bushfire hazards. DPO19 includes a requirement for an integrated response to flooding as part of the Stormwater Management Plan.

### *Clause 02.03-6 - Housing*

The amendment supports this policy as the subdivision of this land will deliver a range of lot sizes to meeting the varying housing needs of the Bannockburn Community.

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

The amendment does make proper use of the Victorian Planning Provisions by supporting residential growth in accordance with the strategic growth direction of Bannockburn in the planning scheme.

Bannockburn is the Shire's main town for residential growth as it contains the services to support this growth. Towns outside Bannockburn and Smythesdale do not have the infrastructure to support residential growth other than low density or rural living development. It is important to sufficiently utilise new residential land to meet the residential demands of the entire Shire and to avoid future urban sprawl. Therefore, the General Residential Zone (GRZ) is the most appropriate zone to deliver compact residential growth and where possible encourage housing diversity

and to efficiently utilise residential land.

The Planning Policy Framework for Bannockburn includes a strategy to support medium density housing in locations close to retail and community facilities. This site is located between the main activity area of the town centre and the Bannockburn Industrial Park. Development up to three stories would be supported in this location. Land south, west, and east of the subject site will be future Urban Growth land as indicated in the Bannockburn Growth Plan. In time this land will be zoned to the Urban Growth Zone . The Bannockburn South East PSP will have an underlying zone of GRZ, The North West Development Plan Area is also proposed to be zoned GRZ. The land directly to the north is zoned GRZ. There are no identified housing change requirements in this location that would necessitate a different zone to be applied, and keeping a consistent zone will provide certainty for the community and industry.

The area to the north of the subject sites contains single and double storey developments, however as per guidance in PPN91, the application of the GRZ zone, which encourages developments up to three stories in locations offering good access to services and transport is suitable. The Neighbourhood Residential Zone should be applied to the areas where there is no anticipated change to the predominantly single and double storey character, however the Bannockburn South East Precinct Structure Plan and North West Development plan seek to apply the GRZ, and consistency of development outcomes is encouraged for this area.

The future Bannockburn South West Precinct Structure Plan will need to follow the Precinct Structure Planning Guidelines to provide a safe, accessible and well-connected communities with viable densities. The Ormond Street development will also need to integrate with the character of that precinct which will likely include three story development.

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there are no neighbourhood character strategies that either affect this land or are proposed in the Planning Scheme for this land. There is a general character outcome in the Bannockburn Growth Plan to retain the rural character of the town however given there are already substantial areas of low density residential development surrounding the town and areas of large residential allotments the rural character of the town will be preserved from the maintenance of these areas. As the subject land is surrounded by developed residential land to the north and future Urban Growth, once fully developed the subject land will be located well within a substantially developed residential context.

The introduction of DPO19 is appropriate as it will guide the future subdivision of the land. The requirements of the DPO19 to protect native flora and fauna, the Aboriginal and post contact cultural heritage values, and important views as well as the steep slope along the creek corridor will limit development within close proximity to Bruce Creek.

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

Views of the Victorian Planning Authority (VPA), Environmental Protection Agency (EPA), Country Fire Authority (CFA), Department of Transport and Planning (Transport), Department of Energy, Environment, and Climate Action (DEECA), Wadawurrung, Powercor, and Barwon Water were sought during the preparation of this Amendment.

These agencies did not object to the proposal which has been informed by the Bannockburn Growth Plan. DPO19 has been amended to include the agency requirements regarding bushfire risk mitigation, traffic management, connection for active transport, biodiversity protection and cultural values considerations.

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

The amendment will not have a significant impact on the surrounding transport network as determined in the Traffic Engineering Report by the Traffix Group who have assessed that the traffic generated by the proposed subdivision of the land can be easily accommodated by the surrounding road network based on 172 lots.

DPO19 also requires a Road Network and Traffic Management Plan as part of the Development Plan response.

The subdivision of the land is also subject to the payment of Development Contributions to part finance the future development of the intersections at Harvey Road/Shelford – Bannockburn Road, Harvey Road/Ormond Street, Harvey Road/Future East-west connector road.

## **Resource and administrative costs**

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

The proposed amendment, development plan and subdivision permit are not expected to significantly impact the Shire's Planning and Administration resources. Also, under the General Residential 1 Zone the use and development of a dwelling that meets the relevant Zone requirements will not require a permit unless covered by a separate Overlay and therefore will not impact Council's resources.

## Attachment 1 – Mapping reference table

Location	Land /Area Affected	Mapping Reference	Address	Proposed Zone changes	Proposed Overlay changes	Proposed deletion changes
Bannockburn	Land bounded by Ormond Street and Harvey Road	Golden Plains C105gpla 001dpoMaps28_29 Exhibition  Golden Plains C105gpla 002znMaps28_29 Exhibition	5 – 30 Ormond Street Bannockburn	Rezone from FZ to GRZ1	DPO19	