



PLANNING REPORT

DRUMMOND STREET, CRESWICK

DEPARTMENT OF TREASURY AND FINANCE

AUGUST 2017



1. INTRODUCTION

The former Pine Plantation land at Drummond Street, Creswick located between Cushing Avenue and the Melbourne to Maryborough Railway Line has been declared as surplus to the needs of the Department of Environment, Land, Water and Planning (DELWP).

It is proposed that the land be rezoned to allow for its public sale. The Department of Treasury and Finance (DTF) is managing the rezoning and sale of the surplus land.

This report has been prepared by Urbis Pty Ltd on behalf of DTF and provides a review of the land and its physical and policy context to determine the most appropriate zone for the site.

It is proposed that the land be rezoned from the existing Public Park and Recreation Zone to the General Residential Zone 1 with the existing Environmental Significance Overlay to remain in place.

2. BACKGROUND

The Victorian Government is a major land holder in the State. *The Victorian Government Landholding Policy and Guidelines 2015* requires Government departments and agencies to regularly review their land assets. Any land that is no longer required for current or future service delivery must be reviewed for sale.

Surplus sites are offered for sale to Victorian Government agencies, local government and the Commonwealth Government via a First Right of Refusal (FROR) process. In relation to the subject land this process occurred from 9/02/2016 to 9/04/2016, with no government authority or agency electing to purchase the land.

In the absence of purchase by other government authorities or agencies (or if the terms of sale cannot be agreed), land may be publicly sold. The land is currently in zoned Public Park and Recreation Zone and in accordance with Government Policy it cannot be sold until it is rezoned to an appropriate non 'Public Use' zone. The Fast Track Government Land Service provides a process to facilitate the rezoning of the land to an appropriate zone.

3. LOCATION

ADDRESS:	Drummond Street, Creswick
MUNICIPALITY:	Hepburn Shire Council
SIZE:	2.26 Ha
CROWN DESCRIPTION:	Crown Allotment 2036, County Talbot, Parish of Creswick, Township of Creswick (proposed future allotments 2036 and 2037 (road).
COVENANTS/EASEMENTS:	An area nominated as 'road' is located in the north east corner of the site adjoining Cushing Avenue. A 'road' is also nominated as abutting the diagonal boundary to the east.
CURRENT ZONING:	Public Park and Recreation Zone
CURRENT OVERLAYS:	Environmental Significance Overlay – Schedule 1 (Proclaimed Catchment Protection)

A locality plan identifying the subject land and surrounding area is included at **Figure 1**.

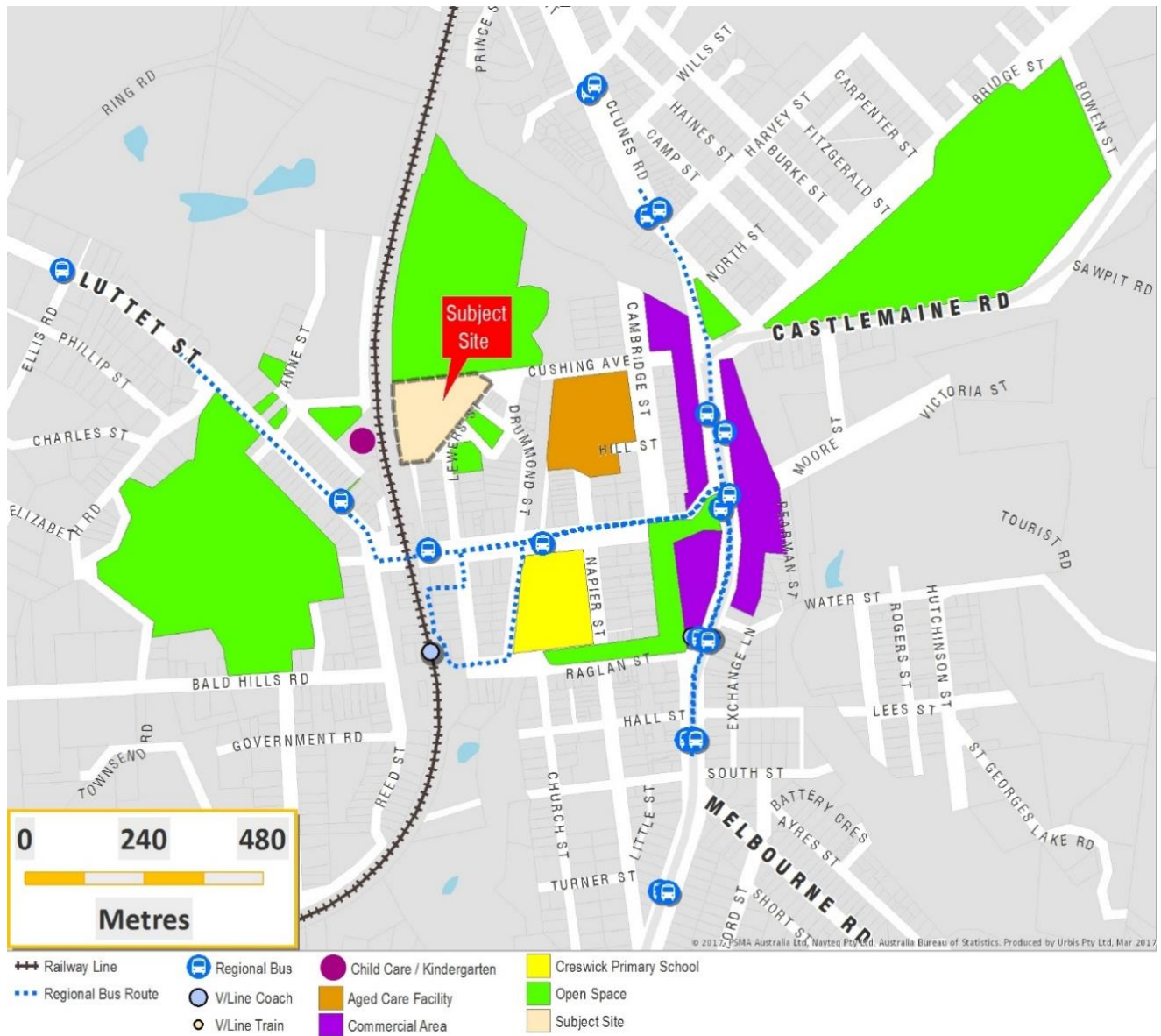


Figure 1: Locality Plan

4. SITE AND SURROUNDS

4.1 THE SITE

The subject site is located in central Creswick, approximately 20 kilometres north of Ballarat. The subject site is an irregular wedge shape, located west of Cushing Avenue and east of the Melbourne to Maryborough Railway Line.

The land is currently vacant and was previously used as a school pine plantation. It includes dense planted vegetation within the northern portion of the site and scattered vegetation and open grassed areas throughout the remainder of the site. Access to the site is provided by Cushing Avenue to the east and Lewers Street from the south.

A desktop Flora and Fauna Assessment and site walkover has been undertaken which indicates that no flora or fauna communities of significance are likely to be present on the land. Introduced flora, including Black Wattles were the dominant tree species on site along with the Pine plantation.

The site is located adjoining residential areas to the south and east. Directly to the west is the train line which is separated from the site by scattered vegetation and an elevated embankment. Beyond this are further residential areas, as well as an industrial area to the north west.

To the north of the subject site is the Creswick Calembeen Lake Caravan Park and Reserve. This comprises caravan and camping facilities adjoining a series of historic pools created from former mining excavations. A small portion of a former Chinese miner's camp was located within the north east corner of the site (refer to **Figure 7**).

A densely vegetated area abuts the boundary with Lake Calembeen providing a buffer between the subject site and accommodation area and pools.

An aerial photo and photos of the site and surrounds are located at **Figures 2 – 6**.

4.2 THE WIDER SURROUNDS

As shown in **Figure 7**, the site is located within an established residential area and is serviced by:

- The Creswick town centre located approximately 620 metres to the south-east of the subject site.
- The Doug Lindsay Recreation Reserve located approximately 300 metres to the south west.
- Calembeen Park and pools located approximately 50 metres to the north
- Creswick Railway Station is located approximately 400 metres to the south.

Figure 2 – Subject Site looking south to Lewers St dwellings



Figure 3 – Railway Line (looking west)



Figure 4 – View from the centre of the site looking south east



Figure 5 – View of Calembeen pools to the north





Figure 6: Aerial Photograph (approximate outline of subject site)

Source: Nearmap.com

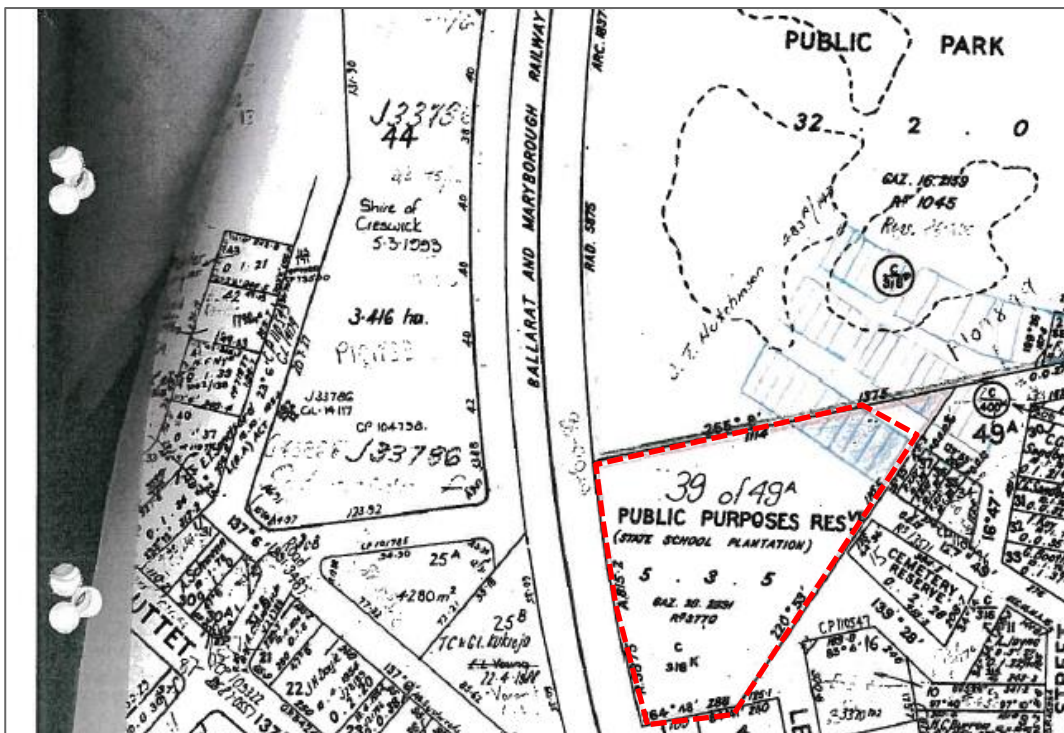


Figure 7: Extract from Heritage Report identifying Former Chinese Miner's Camp (blue).

5. ZONING & OVERLAYS

5.1 ZONING

The site is zoned **Public Park and Recreation Zone**. (Refer **Figure 9**).

5.2 OVERLAYS

The site is subject to the Environmental Significance Overlay (Schedule 1 – Proclaimed Catchment Protection), which applies across the Municipality. (Refer **Figure 10**).

5.3 SURROUNDING ZONING & OVERLAYS

The surrounding residential land to the south, east and west (across the railway line) is primarily located within the General Residential Zone (Schedule 1).

Lake Calembeen Reserve and Caravan park is zoned Public Park and Recreation Zone, and the railway line is zoned Public Use Zone 4 (Public Transport).

All surrounding land is subject to the Environmental Significance Overlay (Schedule 1).

Heritage Overlay (HO983) applies to the adjoining land 'Calembeen Park' and identifies the land as being on the Victorian Heritage Register. The eastern part of the Park comprising the Caravan Park is subject to the Heritage Overlay (HO210), but is not identified on the Victorian Heritage Register. Refer to **Figure 11**.

The heritage citation of HO983 identifies the significance of the pools as an intact and operational example of a group of pools which were developed as natural water features around the State.

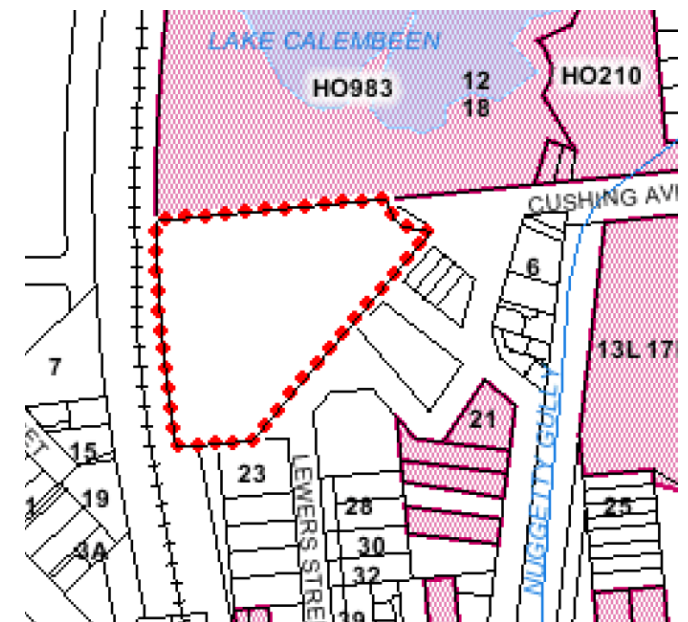
Figure 9 – Zoning Map



Figure 10 – ESO1 Map



Figure 11: Heritage Overlay Map



6. STRATEGIC POLICY CONTEXT

6.1 STATE PLANNING POLICY FRAMEWORK

The State Planning Policy Framework (SPPF) seeks to promote the objectives of planning in Victoria through appropriate land use and development policies in the interests of net community benefit and sustainable development.

Clause 11, Settlement highlights objectives to accommodate projected growth over at least fifteen years. The clause encourages opportunities to consolidate urban areas that take advantage of existing settlement patterns. **Clause 11.07** 'Regional Victoria' seeks to protect clear breaks between open rural and settlement areas.

Clause 11.08 relates to 'Central Highlands' and refers to Creswick as a designated town to support growth in the region. Local and sub-regional services are to be provided at Creswick given the opportunity to target growth pressure. The Central Highlands Regional Growth Plan is included at **Figure 12** and recommends medium growth of Creswick and for residential growth to be provided through infill development. The Regional Growth Plan is discussed further below.

Clause 15 'Built Environment and Heritage' includes strategies which encourage new land use and development to respond to its landscape, valued built form, cultural context and significant heritage areas.

Clause 16 'Housing' highlights the objective to ensure that a diversity of housing is provided and that new housing should have access to services including public transport, schools and open space. It encourages the consolidation of new housing in existing settlements where existing physical and community infrastructure and services are in place.

6.2 LOCAL PLANNING POLICY FRAMEWORK

Relevant land use and development strategies for the municipality include **Clause 21.03** (Vision and Strategic Framework) which makes provision for urban development and growth of the Creswick township.

Clause 21.05 encourages residential infill within 400m of the Town Centre. The subject site is within 400 metres of Creswick's main commercial street. The Clause encourages '*Development in Creswick [to] be in keeping with its predominantly low rise rural town character with wide streets, green wedges and significant native vegetation cover.*' Further Strategic Work nominated includes '*Undertake regular reviews of demand and supply projections for development in nominated growth areas of the Shire, particularly for residential land in Creswick, Clunes and Trentham.*' **Clause 21.05** includes the Creswick Structure Plan – an extract from the Structure Plan is included at **Figure 13**.

Clause 22.01 (Catchment and Land Protection) applies to applications to develop land within Environmental Significance Overlay – Schedule 1 areas and seeks to protect domestic water quality and watercourses quality in the Municipality.

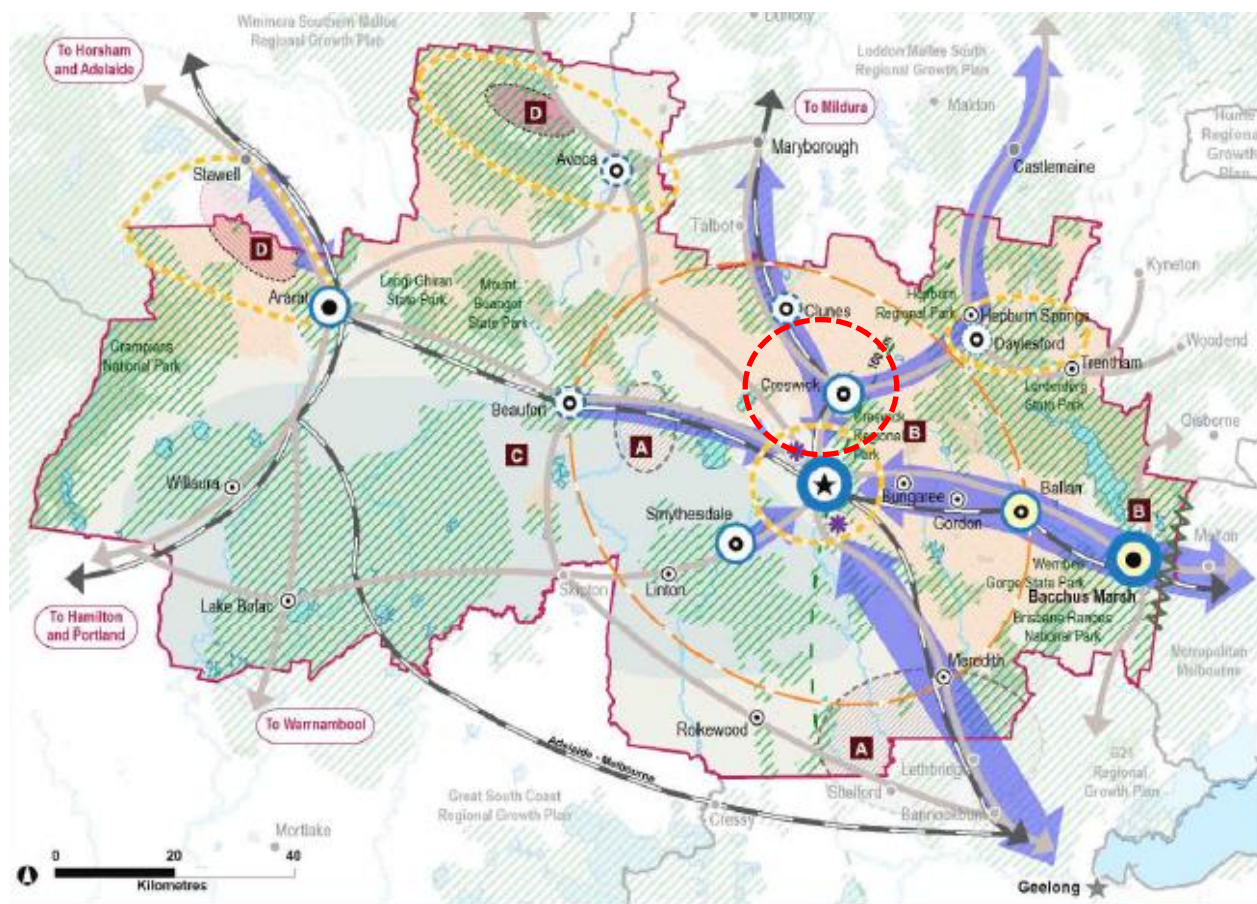
6.3 OTHER STRATEGIC DOCUMENTS

The Central Highlands Regional Growth Plan identifies the Future Directions for Creswick p.56:

- *Support the growth of Creswick as a key settlement in Ballarat's hinterland*
- *Promote further employment opportunities in the town to reduce its role as a commuter centre*
- *Encourage the provision of a range of services and facilities for the local community*
- *Provide for residential growth through infill development and incremental growth*

Medium growth' is anticipated given the demonstration of a '*consistent annual rate of development or planned housing in towns and some new areas of subdivision to supply moderate local or external demand*'.

The Land Use Policies, strategies and actions for Creswick include to 'support growth'. Existing infrastructure can generally be augmented to meet demand without constraining land supply. New development is to '*protect and enhance the urban character with particular focus on the town's heritage and streetscape values*'.



SETTLEMENT NETWORK

- ★ Ballarat - Regional city
- Regional centre
- Town
- Small town
- ★ Regional city external to the region
- Settlement external to the region

- Major growth
- Medium growth
- Support sustainable change
- Contain growth

- Designated identified growth centre in Plan Melbourne⁽¹⁾
- ⚡ Settlement break

⁽¹⁾ Plan Melbourne (Chapter 6 – State of Cities) identifies Bacchus Marsh and Ballarat as peri-urban towns with potential to attract housing and population growth out of Melbourne

MELBOURNE AND BALLARAT HINTERLANDS

- Areas within 100 km of central Melbourne
- Ballarat hinterland

CONNECTIVITY

- ➡ Key relationship
- ➡ Key road corridor
- ➡ Key rail corridor

ECONOMIC DEVELOPMENT

- ✳ Regional employment assets in Ballarat
- Key tourism precinct
- A Intensive agriculture
- B Horticulture
- C Broadacre cropping and grazing
- D Viticulture

ENVIRONMENT

- ▨ Areas containing high value terrestrial habitat
- ▨ Declared water supply catchment
- Public land
- Lakes and wetlands
- Rivers

Figure 12: Central Highlands Regional Growth Plan – Extract Clause 11.08-10

7. ANALYSIS

7.1 ZONING OPTIONS

With the exception of other public land to the north the surrounding land is included in the General Residential Zone 1 'Hepburn General Residential Area'. Elsewhere within the town (to the north and west) residential land is within the Low Density Residential Zone. In this context, given the size of the land parcel and the strategic support for consolidation of growth it is considered that the General Residential Zone is the most logical zoning option for the land.

The GRZ1 would allow use and development of the land for residential purposes or a range of other limited use subject to a permit. The purpose of the General Residential Zone 1 is:

- *To encourage development that respects the neighbourhood character of the area.*
- *To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.*
- *To allow educational, recreational, religious, community and a limited range of other non residential uses to serve local community needs in appropriate locations.*

Surrounding land in the General Residential Zone is affected by the Environmental Significance Overlay 1. This overlay already applies to the subject land.

Surrounding land is also affected by various precinct based and site specific Heritage Overlays, however it is not considered that the site exhibits any heritage value that warrants protection. This is discussed further below.

7.2 PROPOSED ZONING AND OVERLAYS

From a review of the Hepburn Planning Scheme, an inspection of the site and immediate locality and a review of zoning options the following recommendations are made:

- *Rezone the land to the General Residential Zone 1.*
- *Retain the existing Environmental Significance Overlay (Schedule 1).*

There are no other overlays or planning scheme changes considered necessary to apply to the land to accompany the rezoning to the General Residential Zone 1. The proposed rezoning is depicted in **Figure 14**.

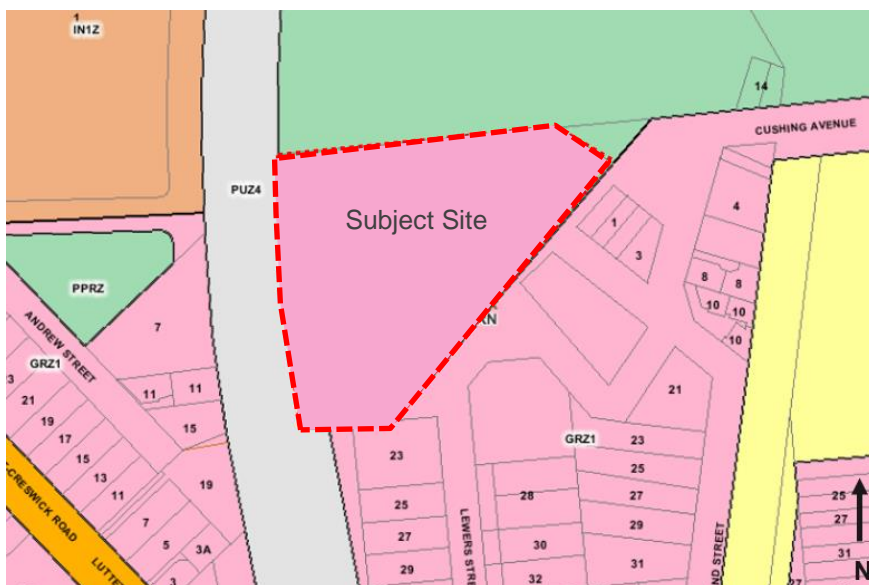


Figure 14: Drummond Street, Creswick - Proposed General Residential Zone

8. STRATEGIC ASSESSMENT

8.1 WHY IS AN AMENDMENT REQUIRED?

The subject land has been declared surplus to State Government requirements and requires rezoning to a 'non public' land zone in accordance with *The Victorian Government Landholding Policy and Guidelines, 2015* to facilitate future use and development. The site is located within an established residential area characterised by relatively low density, single, typically single storey dwellings with gardens, as well as a range of existing and community buildings such as John Curtain Aged Care and the open public reserve areas of Calembeen Lakes Caravan Park.

The site is suitable for residential development consistent with the majority of development within the surrounding area.

8.2 HOW DOES THE AMENDMENT IMPLEMENT THE STRATEGIC OBJECTIVES OF PLANNING IN VICTORIA?

The rezoning of the land to the General Residential Zone meets the objective to provide for the fair, orderly and sustainable use and development of the land as it will allow use and development which responds to the existing established residential development in the surrounding area.

The existing overlays will remain in place providing guidance to future permit applications.

8.3 HOW DOES THE AMENDMENT SUPPORT OR IMPLEMENT THE STATE PLANNING POLICY FRAMEWORK AND ANY ADOPTED STATE POLICY?

Rezoning of the land to the GRZ1 will allow redevelopment in keeping with the character and land use pattern of the surrounding environment. It would enable an opportunity for 'infill' development on land which is well located in proximity to the Town Centre (less than 400 metres).

The future directions for Creswick include support for Creswick as a key settlement in Ballarat's hinterland in which to support '*infill development and incremental growth*'. The Central Highlands Regional Growth Plan anticipates the growth of Creswick as an alternative lifestyle opportunity to nearby Ballarat.

The General Residential Zone is suited for residential development consistent with the identification of Creswick in the State Planning Policy Framework as a designated town to support medium growth in the region (**Clause 11.08**). The future directions for Creswick include '*Promote infill development of the existing urban area of Creswick and plan for targeted expansion of the town as required*'.

The land is embedded within Central Creswick and is relatively unconstrained, making it a suitable site for infill residential development in accordance with the desire for 'medium growth'. This aligns with the principles of **Clause 16** 'Housing', **Clause 11** 'Settlement' to consolidate existing urban areas to accommodate growth.

The Environmental Significance Overlay and existing policies will control the future form of development of the land consistent with the environment and heritage objectives of the State Planning Policy Framework. This will assist in maintaining the low scale character of the surrounding area.

8.4 HOW DOES THE AMENDMENT SUPPORT OR IMPLEMENT THE LOCAL PLANNING POLICY FRAMEWORK AND SPECIFICALLY THE MSS?

The Municipal Strategic Statement recognises opportunities for growth and development within the Creswick. **Clause 21.05** in relation to Settlement and Housing identifies that residential infill development should be within 400m of the Town Centre. The subject land is less than 400 metres from the Town Centre and is an area where it is sought to consolidate the existing urban area.

Rezoning of the land to the General Residential Zone meets these policy objectives and is consistent with surrounding land use and development. As identified the Regional Growth Plan the proposed rezoning will support a generally 'medium' rate of growth.

The policy for Creswick Township identifies that new development and growth can be supported close to the Town Centre and within the Urban Growth Boundary more generally. Given this the policy Framework, and in particular the role and levels of growth anticipated for Creswick, future residential development of the land is supported. The size of the parcel and its relatively unconstrained nature may give rise to variations in the type and density of housing. This is appropriate given the central location of the site and the contribution to infill housing rather than expansion of the urban areas.

The site and wider surrounds are subject to Environmental Significance Overlay (Schedule 1), which seeks to protect domestic water quality and watercourses quality. This is supported by the Catchment and Land Protection Policy at **Clause 22.01**. Existing minor waterways appear to be located on the southern side of the parcel adjoining the residential areas of Lewers Street. These are not identified by flooding or other controls within the adjoining residential area and it is anticipated that future development of the land would address these through drainage design.

A Preliminary Contamination Assessment undertaken by Landserv on 19 August 2016 found that there is low risk associated with landfill gas migration impacting the site and any proposed development. No further investigations reports are considered warranted in order to assess potential risk from the former Creswick landfill.

A preliminary biodiversity assessment was undertaken, including a site inspection. The report indicated that there were unlikely to be any species of significance on the subject land. As such, site specific controls in relation environment or landscape values are not proposed. Existing tree species appear largely introduced or planted species of limited individual significance.

Future permit applications for subdivision or development **Clause 56** would be required to be assessed against existing Planning Scheme requirements such **Clause 52.17** 'Native Vegetation' which requires a permit for removal of native ('remnant') vegetation on sites greater than 0.4 hectares. In addition, consideration would be give to site layout, provision for landscaping and open space, traffic and access. This includes matters such as character and site coverage and proximity to areas of heritage sensitivity which would be relevant in the consideration of new residential development.

The existing overlay and local policy will adequately control the future use and development of the land and reflect the application of overlays to the wider area. Consideration was given to the interface of the subject site with the buildings and features of the Victorian Heritage Resister which recognises the significance of the Calmembeen Lake pools and infrastructure. The subject site is separated in part from the historic pools by vegetation within the Reserve. Future use and development of the subject land will be provided with a buffer when viewed from the adjoining public reserve areas.

The subject site does not contain any identified heritage features save for the presence of a former Chinese Miners Camp. A review of the Hepburn Planning Scheme and the heritage citation for the Calmembeen Pools indicates that the Overlay does not relate to the former Chinese Miner's Camp, nor is this feature or other similar features similarly catered for in local planning policy or other Heritage Overlays across the Municipality or on the Victorian Heritage Register. As such, extension of the Heritage Overlay to include the subject site is not recommended.

Given the above no other overlays or revisions to policy are proposed as part of the amendment.

8.5 OTHER KEY CONSIDERATIONS

<input checked="" type="checkbox"/> ENVIRONMENTAL EFFECTS	<p>The site comprises vacant land located within an existing urban area. The proposed rezoning will not result in any adverse environmental effects. A preliminary ecological assessment has identified that there is unlikely to be any flora and fauna of significance on the land and that the majority of vegetation is introduced.</p>
<input checked="" type="checkbox"/> SOCIAL EFFECTS	<p>The land will be rezoned to match the surrounding residential zoning. The provision of housing on the land is consistent with the identification for medium growth within Creswick. The rezoning provides an opportunity for new infill housing within close proximity to existing infrastructure and services.</p>

<input checked="" type="checkbox"/>	ECONOMIC EFFECTS	The amendment facilitates economic development by providing for the renewal of surplus land to provide residential development opportunities.
<input checked="" type="checkbox"/>	ABORIGINAL HERITAGE	The land is located within an area covered by a Land Use Activity Agreement under the Traditional Owner Settlement Act 2010 (VIC). We advise that the necessary steps are being undertaken by the DTF.
<input checked="" type="checkbox"/>	HERITAGE ISSUES	No identified elements of heritage significance are present on the site. A former Chinese miner's camp was located on the northern boundary, but does not attract heritage controls and is not described in relation to HO983 for the Calembeen Pools.
<input checked="" type="checkbox"/>	BUSHFIRE REGULATIONS	The subject site is located in a designated bushfire prone area. This applies building standards under the Building Code of Australia. The Bushfire Management Overlay does not apply to the surrounding area and is not proposed to apply to the land. Rezoning of the land will not increase the bushfire risk.
<input checked="" type="checkbox"/>	LAND CONTAMINATION	A preliminary contamination assessment has been undertaken by Landserv and the land has been deemed suitable for future residential use without the need for further investigation.
<input checked="" type="checkbox"/>	NATIVE TITLE/TRADITIONAL LAND OWNER STATUS	The land is within an area covered by a Land Use Activity Agreement under the Traditional Owner Settlement Act 2010 (VIC). We are advised that necessary steps are being undertaken by the DTF.
<input checked="" type="checkbox"/>	COMPLIANCE WITH MINISTERIAL DIRECTIONS	The Amendment meets Ministerial Direction 1 'Potentially contaminated land', Ministerial Direction 'Form and Content of Planning Schemes' and Ministerial Direction 11 'Strategic Assessment of Amendments'.
<input checked="" type="checkbox"/>	PROPER USE OF VICTORIAN PLANNING PROVISIONS	The General Residential Zone 1 applies to the surrounding residential land. It is the appropriate tool to allow development consistent with the adjoining land. The existing overlay and policy considerations will remain in place, consistent with the surrounding context.
<input checked="" type="checkbox"/>	VIEWS OF ANY RELEVANT AGENCY	The amendment has been discussed with Hepburn Shire Council. The relevant agencies will be notified as part of the exhibition process and any submissions considered.
<input checked="" type="checkbox"/>	REQUIREMENTS OF THE TRANSPORT INTEGRATION ACT	The proposed additional residential land is relatively small and any redevelopment will not impact transport considerations for Creswick.
<input checked="" type="checkbox"/>	RESOURCE AND ADMINISTRATIVE COSTS OF THE RESPONSIBLE AUTHORITY	The amendment will not create any burden on the resource and administrative costs of Hepburn Shire. The usual requirements and fees for planning permit applications will apply.

9. CONCLUSION

Based on the surrounding zoning and the policy framework which supports medium residential growth and infill development within the Creswick Town Centre, the Department of Treasury and Finance requests that the proposed Planning Scheme Amendment comprise:

- REZONING OF THE LAND TO THE GENERAL RESIDENTIAL ZONE – (SCHEDULE 1)

No other changes to the policy framework or provisions of the Hepburn Planning Scheme are considered necessary to support the rezoning.



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