New Form submission on Planning for Melbourne’s Industrial and Commercial Land

Hi planning.implementation@delwp.vic.gov.au

There has been a submission on Planning for Melbourne’s Industrial and Commercial Land through Engage Victoria

A copy of the submission is provided as below:

Planning principles and strategies for employment land.

The draft Melbourne industrial and commercial land use plan includes principles and strategies to guide planning for industrial and commercial land. (page 32).

Do you think the principles and strategies provide enough clarity and guidance to assist planning for industrial and commercial land?

If no, please let us know why and how they could be improved.
Criteria to identify regionally-significant industrial precincts.

Plan Melbourne identifies state-significant industrial precincts. The draft Melbourne industrial and commercial land use plan identifies regionally-significant industrial precincts and includes criteria used as the basis to identify these locations (page 34).

Do you support the criteria developed to identify regionally-significant industrial precincts?

If no, please let us know why and how they could be improved.

Purpose for regionally-significant industrial precincts and local industrial precincts.

Plan Melbourne outlines a purpose for state-significant industrial precincts. The draft Melbourne industrial and commercial land use plan identifies a purpose for regionally-significant industrial precincts and local industrial precincts (page 35).

Do you support the purpose developed for regionally-significant industrial precincts and local industrial precincts?

If no, please let us know why and how they could be improved.

Developing local industrial land use strategies.
Appendix 2 of the draft Melbourne industrial and commercial land use plan proposes guidance for developing local industrial land use strategies.

Do you have any comments or suggestions to improve the guidance for developing local industrial land use strategies?

Key industrial and commercial areas.

The draft Melbourne industrial and commercial land use plan identifies and describes key industrial and commercial areas for each of the six metropolitan regions (refer to Part B of the plan).

Have the key industrial and commercial areas been adequately identified and described across the regions?

If no, please let us know which other area we should identify or how the areas can be better described.

Would you like to comment on any other aspects of the plan?

If you would like to upload a submission, please do so here.

I am making this submission:
on behalf of a land owner

Email address (Optional)

I agree to receive emails about my submission if required or project updates.
Yes

Privacy Statement - Draft Melbourne Industrial and Commercial Land Use Plan

What we will do with your submission

The Department of Environment, Land, Water and Planning (DELWP) is committed to protecting personal information provided by you in accordance with the principles of the Victorian privacy laws. The submission you provide to DELWP will be used to inform the finalisation of the Melbourne Industrial and Commercial Land Use Plan.

The information you provide will be made available to DELWP to develop a consultation report. This report will be uploaded to the Melbourne Industrial and Commercial Land Use Plan page on the DELWP website.

The contact information you provide may be used to contact you should we need to clarify your submission or to provide you with project updates.

The submission you provide will be published on the DELWP website. To protect individual privacy, DELWP will remove your name and address from your submission when we receive it.

If you do not wish to be identified, please ensure there is no other information in your submission that could identify you or other individuals.
If you are making comment as an organisation, then your comments may be published, including the name of your organisation.

De-identified submissions may be used by DELWP, or its contracted service providers under confidentiality agreements, in preparing its recommendations to government.

Please note, if you do not provide your name/email address we will not be able to identify your submission if you wish to access it, make a correction, or require technical support.

Should you need to correct the information you provided or gain access to your submission, please contact us via email at planning.implementation@delwp.vic.gov.au

I agree to the privacy statement

yes

To view all of the form’s submissions, visit:


Regards,

The Engage Victoria Team

This is not SPAM. You are receiving this message because you have submitted feedback or signed up to Engage Victoria. If you think you have been sent this by mistake please contact us at contact@engage.vic.gov.au

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19 December 2019

The Department of Environment, Land, Water and Planning
PO Box 500
East Melbourne
Victoria 3002

Submission to the Draft Melbourne Industrial and Commercial Land Use Plan on behalf of Growland: 340-780 Bulban Road, Mambourin

Ethos Urban acts on behalf of Growland on this matter and hereby make the following submissions in relation to the Draft Melbourne Industrial and Commercial Land Use Plan (the strategy). Our client, Growland is a diversified property development company with significant investments in the Victorian market and a number of active projects across Melbourne and has an interest in the site at 340-780 Bulban Road, Mambourin.

The subject land is in excess of 360 hectares and is wholly inside the Urban Growth Boundary (UGB) and part of the Wyndham West Growth Corridor. The subject site is demonstrated below.

Figure 1. Aerial photo of the subject site

The Strategy

The Victorian Government has prepared the Draft Melbourne Industrial and Commercial Land Use Plan (the strategy), consolidating Plan Melbourne’s policies, strategies and actions for future employment and industry needs to provide a planning framework to better inform future strategic directions for industrial and commercial land. It includes the establishment of a classification system to enable land to be categorised as being either of local, regional or state significance, in part to assist in the identification of which land should be retained for industrial and commercial purposes, and conversely whether it can be considered for alternative uses, such as residential. For the implementation of this framework, the plan provides zoning recommendations for industrial land and follows the existing activity centre classification as a guide for commercial areas.
Context

The western portion of the Growland site is currently designated as a quarry under the West Growth Corridor Plan and is located within the Special Use Zone to facilitate this land use. Despite the long-term designation of the land for extractive purposes, very little material has been extracted at the site and save for some minor earthworks and quarrying (on an area of approximately 20 hectares adjacent to Bulban Road), the land is not affected by this extant use.

The strategy has identified the subject land to be a part of the “South West Quarries Industrial Node” (Page 53). This area incorporates approximately 1,400 hectares of land for industrial purposes (although this is exclusive of the Growland quarry site). The precinct will ultimately benefit from direct access to the Princes Freeway and the Outer Metropolitan Ring Road (OMR). The strategy makes direct reference to the fact that this area has been set aside to support the operation of adjacent quarry sites and needs to be carefully planned to ensure that sensitive land uses do not adversely impact their ability to operate now or into the future. The strategy acknowledges the area as future regionally significant Industrial land.

![Diagram](image-url)

Figure 2. Subject site as part of the Western Region in the Draft Melbourne Industrial and Commercial Land Use Plan
An innovative design that supports investment

Evolving discussions with Earth Resources (DJPR) have centred on the potential to enable an early and orderly transition from the existing quarry uses currently occurring on the land. Ultimately, Growland seek to redevelop the quarry in a 20 year time horizon in order to facilitate an urban outcome at the site and bring forward the delivery of $10 billion of investment and create 10,000 jobs in a high quality, high amenity environment that emphasises activation and liveability. Central to this proposition is the provision of a broad suite of employment uses and higher order employment outcomes, including industrial, office, commercial, service business, retail and live-work. Growland is committed to ensuring a guaranteed quantum of extractive resources from the site in the near term, whilst being mindful of the remediation and redevelopment of the site in the longer term. A key aspect of the Growland proposal is to concentrate extraction at the quarry site to specific locations thereby ensuring that the land is not blighted to such an extent that the future redevelopment of the area is hindered or impeded and utilising the areas that have been the subject of extraction as future permanent water bodies that provide a level of amenity to the future community and define the transition between sensitive and non-sensitive uses.

The plan below demonstrates this. Appendix 1 provides explicit detail of the proposal that has been discussed with government.

Alignment with the Strategy

The future redevelopment of the quarry will have the effect of bringing forward the delivery of jobs in the precinct and drive a high quality level of industrial and commercial development that is not hindered by the extant quarrying operations at the site. In addition, the redevelopment of the quarry also allows for additional land within the Growland holding to be developed for industrial and commercial purposes that has previously not been forecast as part of the industrial and commercial land supply.
The implication of not facilitating the redevelopment of the quarry will be to stifle any immediate commercial and industrial development in the area and the ongoing blight of adjacent land holdings, that would otherwise be capable of developing. We estimate that if the Growland quarry does not transition as proposed in an orderly manner and instead continues to quarry the broader land holding in situ, then this would translate to at least $5 billion of lost investment in industrial and commercial development in the immediate locality. Above and beyond this, if the quarry is to remain in situ, the quality and intensity of future employment in the region is likely to be affected and of lesser economic value.

Figure 4. Development outcome for the site with quarry remaining in-situ

Interface, transition and land use considerations

A critical aspect of the Growland proposal is ensuring an appropriate and enduring interface between the future employment land and the broader Wyndham West residential areas. As discussed, the Growland proposal intends to utilise the former quarried areas as water bodies, providing a level of amenity to both the future residential areas as well as the employment areas to the south. The lakes themselves will act as the transition from employment uses to the future residential areas to the north.

It should be understood that at time of the preparation of the Growth Corridor Plans in 2011, the future life of the quarry was considered to exceed the development of the adjacent urban areas in the Wyndham West growth front. This is no longer the case. In this sense a proper reassessment of the location of the interface between sensitive and non-sensitive uses is required.

We also note that when the Growth Corridor Plans were approved, the land to the south of the railway line (that is now the majority of the 1400 hectares within the ‘South West Quarrries Industrial Node’) was at that time outside the UGB. It was only after the ‘logical inclusions’ process that the land to the south of the railway line was incorporated within the UGB and provided a windfall of employment based land that had previously not been considered as part of the quantum of supply. This further reinforces the need to reinterrogate the land uses north of the railway line that directly benefit from close proximity to the Wyndham Vale South Train Station and will be part of both the Regional and Metropolitan Rail network.
The best avenue to explore these outcomes is to enable the commencement of a Precinct Structure Plan (PSP) process to facilitate the redevelopment of the land.

**Key issues in the Draft MICLUP**

We support the following statements made in the strategy on page 58, “Future industrial land identified in the Western SSIP and at Toolern, Plumpton and South of Werribee needs to be retained and protected for future industrial uses” subject to clear acknowledgement that the Growland Quarry site is unique from this and should be the subject of a Precinct Structure Plan (PSP) process to facilitate the redevelopment of the land for more general urban purposes.

In this light, we too are supportive of the strategy’s recognition for the need for more detailed planning to be provided by precinct structure plans. On page 19, it states,

*Building on Growth Corridor Plans, more detailed Precinct Structure Plans (PSPs) guide development at a more localised level. They typically make provision for employment and business growth through the development of a network of activity centres that can grow and change over time, and by setting aside sufficient employment land so that businesses can grow and expand into the future. They may include mixed-use areas associated with town centres and smaller industrial areas providing for the needs of local businesses. They may also provide for larger, regionally-significant employment precincts and industrial areas.*

We request that the strategy, when providing discussion of the “South West Quarries Industrial Node” (at page 53 of the document) makes direct reference to the future redevelopment of the Growland quarry site and the explicit need for a PSP process to resolve the transition of the land from its current status as a quarry to a future masterplanned community that has a suite of urban outcomes including residential and higher order employment.

We request that any mapping of the site demonstrating an ‘extractive industries’ designation at the land should also acknowledge its capability to transition to a higher and better use and that this will be the subject of a future PSP. As a long-term strategy, the Draft MICLUP should contain provisions that acknowledge that this transition will occur.

We would like to stress that with the cessation of quarry uses, the Growland proposal will not result in any net loss of employment land. A substantial area of the proposed redevelopment of the site is dedicated to higher order employment and will deliver a much greater diversity of employment uses and job densities and will in fact stimulate the delivery of employment land much earlier than otherwise forecast.

This forthcoming transition of the Growland quarry to urban outcomes provides the opportunity to resolve the prevailing future land use of the Growland holding and also its neighbouring properties. The strategy should not impede or preclude the capacity to deliver these outcomes. The strategy should acknowledge and facilitate Growland’s proposal that will ultimately deliver significant investment and bring forward employment generation in a range of sectors for the precinct.

We trust our submission is clear and provides adequate information to enable you to amend the strategy to ensure the best land use outcomes at our site.

Yours sincerely,

Director, Ethos Urban
03 9419 7226
A NEW MODEL FOR QUARRY AND URBAN DEVELOPMENT

Bulban Lakes Example
UNLOCKING QUARRY RESOURCES

The Bulban Lakes example includes:

GUARANTEED SUPPLY

- Through third party agreement including enforceable time and quantity KPI's
- This is 4 times the supply generated by the existing operator over 25 years

UP TO 20 YEARS OF QUARRY OPERATION

- Will produce a minimum of 600,000m² of supply

A SPECIAL INNOVATIVE DESIGN

- The design of the quarry, remediation and development of surrounding area will result in spectacular outcomes
- Makes the most of land within the urban growth boundary by capitalizing superior location, connectivity and amenity
- It does not extensively scar the landscape with a shallow quarry as proposed by the existing operator

ORDERLY AND TIMELY TRANSITION

- Design excellence will result in orderly, timely transition to urban use while maximising investment and preserving the amenity of surrounding residential and employment land

EMPLOYMENT AND INVESTMENT

- The project would generate an estimated 10,000 jobs and $10 billion of investment over its lifetime with significant ongoing employment in commercial, industrial and retail sectors
- This is in contrast to the maximum 1000 jobs if current operations continued
THE PLAN - A MULTI DEVELOPMENT MODEL

Planned and staged 20 year development horizon that includes:

- Employment, residential and commercial development and new infrastructure delivered concurrently with the operation of a successful productive quarry based on understood timelines and extraction targets over 20 years.
- Remediation is part of the project with outcomes guaranteed.
- Quarry extraction to go deeper and be concentrated in central part of the site to minimise widespread scarring
- Former Quarry becomes permanent water body with Town Centre adjacent
- High level of amenity and liveability
- Great employment and mixed use areas
THE PLAN - LOCATION & CORE OUTCOMES

360 Hectares site in the Wyndham Growth Corridor

114 ha Employment, 178 ha Residential

Entirely located within the Urban Growth Boundary (UGB)

Delivery of a complete community with jobs, activity centres, full suite of complementary community infrastructure. A genuine mix of uses

20 year time frame with a minimum of 10 years – commitment to extract a minimum of 600,000 cubic metres of basalt.

Orderly and timely transition from Quarry to Master-planned community

Great amenity, activation and reuse of quarry

10,000 jobs

3000 dwellings

10,000 people

34 km to Melbourne CBD, 28 km to Geelong, Great Access to Princes Freeway and OMR, Tullamarine 35 minutes, Avalon 20 minutes.

Total Project Value = $ 10 Billion

Construction Value = $ 4 Billion

Residents benefit from Wyndham Vale Train Station delivered post Metro Tunnel delivery.
WHAT HAPPENS IF QUARRY REMAINS IN SITU

THE PROBLEM
If existing Holcim operator continues past the 2024 deadline it would result in

- Shallow quarrying over entire site over a protracted period. More dust, noise, vibration and heavy haulage affecting nearby residents
- Massive remediation challenge for land which is within the UGB requiring large quantities of fill.
- Minimal employment, investment and amenity development. 50 ongoing, 1000 total jobs.
- Will not activate infrastructure OMR and Wyndham Vale Train Station.

THE SOLUTION:
- Define area for quarrying with consistent, increased supply of stone for 20 years
- Enable development that isn’t impacted by quarrying to commence with transition to full development of site as quarry ceases.
- Utilise former quarry as feature lake.
IS THE SITE OF SPECIAL QUARRY SIGNIFICANCE?

In the local context, NO!

There are existing and potential Quarries located in nearby region that are better located as they are outside the UGB.

The use of sites within the UGB can damage the urban environment. The nearby sites outside the UGB are accessible in a competitive market with similar trucking distances.

Note that Mambourin (site B) is inside the UGB. Existing operational quarries are A, E and D. Potential sites outside UGB with works authority licences are are C, G and F.

The site and surrounding region are underlain by Quaternary Newer Volcanics basalt. In Victoria these cover an area of 2,575 km2, with the site only comprising approximately 0.0015% of this.

Note: Many quarries are excavating to shallow depths, leaving a blight on the land.

MAKING THE QUARRY SITE SPECIAL

ALTHOUGH THE QUARRY IS OF NO SPECIAL SIGNIFICANCE AS A QUARRY THE PLAN PROPOSED MAKES IT UNIQUE MULTIFACETED & SPECIAL BECAUSE;

- Supply is guaranteed by a 3rd party agreement with Government
- Applied levy if KPI’s not met
- Will provide 4 times the supply generated over Holcim’s 25 years of operation

UP TO 20 YEARS OF GUARANTEED QUARRY OPERATION

- Quarry can operate for 20 years if viable
- Minimum operation period of 10 years  600,000m³ minimum guaranteed supply (negotiable).

INNOVATIVE DESIGN ALLOWING FOR TRANSITION

- Maximizes land use within the urban growth boundary land by capitalising on superior location, connectivity and amenity attributes
- Multiple uses of the site with more facilities, infrastructure, jobs, commercial and residential development in an exciting lakeside location
QUARRY’S LOCATION IS SPECIAL & WITHIN UGB

LEGEND
- Subject Site
- Open Space
- Port Philip Bay
- Land Inside UGB
- Land Outside UGB
- Major Road
- Railway
- Residential Land
- Employment Land
- Schools/Community Facilities
- Open Space

TRAVEL TIME
- To Melbourne: 34mins
- To Geelong: 25mins
- To Tullamarine: -
- To Avalon: -
SUMMARY OF THE SITE’S HISTORY

The Extractive Licence

- The quarry licence was opened in 1996 and expires on 27 February 2024

- Quarrying had occurred in the south-central area of the site, mainly in the early 2000s, with the quarried area covering approximately 3.5 hectares (approximately 1.4% of the site area)

- Other than exploratory extraction, significant extraction only recommenced in May 2018 when Holcim was placed under pressure in relation to its licence conditions. Holcim are now quarrying to shallow depths. See photo timeline 2005, March 2018. Sep 2019

The Lease

- Lease was signed on 3/6/1996 – Term was for 10 years from 28/2/1994 with Readymix (now Holcim)

- Following an extension the lease expires on 27 February 2024

- However, from May 2021, Growland can enter a licence agreements to quarry to greater controlled depth

- Holcim are quarrying the Council site actively to the south of the subject property. In excess of 40 years life

Option to acquire/land ownership

- Council had a right (not exercised) to acquire the site by 30 May 2017 under clause 13(2) of the Section 173 Agreement

- The site was placed on the market in early 2017 and acquired by Growland in May 2017
EXEMPLARY OF GOOD AND BAD PRACTICE

**Former Burdett Quarry**
Residential community created from former sand quarry and part of the UGB. Thoughtful transition operational quarry ensured site was successfully remediated and developed without large amounts of fill being required. Approved 2009.

**Quarry Hills**
Site within the UGB and located within catchment to South Morang train station. Land should have transitioned to urban and regional park however no agreed transition and re-use plan. Quarry prevents land from developing and impacts residents in terms of noise, dust and heavy haulage movements. No understanding as to expected life or agreed cessation of use.
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<th>Ministerial Statement Commitments</th>
<th>Response</th>
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<tbody>
<tr>
<td>Protect the continuity of supply from quarries.</td>
<td>Quarry maintains consistent supply for the next 20 years.</td>
</tr>
<tr>
<td>Apply the ‘agent of change’ principles to quarries.</td>
<td>Best practice remediation and transition to urban re-use ensures orderly and timely development</td>
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<tr>
<td>Provide better guidance to industry and local government.</td>
<td>Quarry serves as best practice example of remediation and transition to urban uses.</td>
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<tr>
<td>Reduce the environmental impact quarrying and deliver landscapes for the community.</td>
<td>Best practice remediation and transition to urban re-use ensures better net community outcome.</td>
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<th>Extractive Resources Objectives</th>
<th>Response</th>
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<td>Provide secure long-term access to extractive resource areas of strategic importance to State.</td>
<td>10-20 years of supply is assured</td>
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<tr>
<td>Maintain and improve Victoria’s competitiveness and provide greater certainty for investors</td>
<td>10-20 years of supply is assured with $10b investment</td>
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<td>Encourage leading-practice approaches to sustainability, environmental management and community engagement</td>
<td>Best practice remediation and transition to urban re-use ensures these outcomes.</td>
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<tr>
<td>Encourage and support innovation in exploration, extraction and the end use of landforms after quarrying.</td>
<td>Best practice remediation and transition to urban re-use ensures these outcomes.</td>
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WHAT THE PROPOSED MODEL OFFERS

VICTORIA

IF IMPLEMENTED AT BULBAN LAKES THE MODEL WILL DELIVER A TEST CASE FOR BEST PRACTICE QUARRY DEVELOPMENT WITH:

GUARANTEED SUPPLY
Minimum 10 years at 60,000m³ per annum (negotiable)
Potential to operate up to 20 years

ANNUAL LEVY TO GOVERNMENT
Payable to the Government if minimum extraction amount is not met

SUZ REMAINS UNTIL SUPPLY DELIVERED
The current Special Use Zone will remain in place until at least 600,000m³ of basalt has been extracted from the quarry.

A GREAT DESIGN OUTCOME
Preserving the amenity of surrounding residential and employment land with PSP done on basis that the subject site has a Section 173 agreement to unwind SUZ land

ECONOMIC BENEFITS INCLUDING:
Annual construction activity of $200m ($4b over 20 years). 1000 jobs in construction, 10,000 jobs over project life, End value $10billion
THE PROBLEM
THE SOLUTION
RESPONSE TO GOVERNMENT FEEDBACK

CONTRIBUTIONS
- Additional $100 million in Local Contributions
- Additional $33 million in GAIC Contributions

COMPLETE COMMUNITY
- Full suite of Community Infrastructure
- Schools, Community Facilities, Playing fields
- Seamless addition to Wyndham West Growth Corridor

EXTRA LOCATION IF REQUIRED
- Contingent area for quarrying can be provided to ensure no challenge in delivering supply
- Additional area can if required, become part of lakes system

DELIVERING THE OUTCOME
- Guarantee of 600,000 m³ increased to 1,000,000 m³ in 10 years
- PSP timing; 300,000m³ of basalt guaranteed to March 2026 within two-year period from Holcim’s lease expiry in February 2024
- Fine of $10 million at a nominated time if volume of extraction requirements are not met within the 10 year period