



CITY OF BALLARAT

Draft Housing Strategy 2023–2041





—

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 emerging and extend this to all Aboriginal and Torres Strait Islander People.

—



Table of Contents

Message from the Mayor of Ballarat	4
Message from the Chief Executive Officer	4
Vision	5
Introduction	6
Legal and policy context	8
Ballarat's planning considerations	9
Housing projections	11
Growth areas	14
Accessibility and connectivity analysis	16
Neighbourhood Character Study	18
Conclusions on demand and supply	20
Strategy summary	26
Recommendations	28
Implementation plan and monitoring	29

Supporting documents

Appendix 1 – Legal and Policy Context
Appendix 2 – Local Policy Considerations
Appendix 3 – Urban Change Readiness Index
Appendix 4 – Draft Housing Needs Analysis – Summary of Findings
Appendix 5 – Draft Diverse and Affordable Housing Action Plan – Summary of Findings
Appendix 6 – Implementation Plan
Appendix 7 – References
Draft Neighbourhood Character Study
Draft Neighbourhood Character Study – Attachment 1: existing descriptions
Draft Diverse and Affordable Housing Discussion Paper
Housing Needs Analysis (SGS)
Housing Capacity Analysis (Tract)
Accessibility and Connectivity Analysis (Tract)
Draft Municipal Bushfire Assessment (Bushfire Planning / Kevin Hazell)

Message from the Mayor of Ballarat



Ballarat is growing, and housing affects the lives of everyone, which is why this draft Housing Strategy is vital in addressing how we live and grow in our city and townships.

We have a responsibility to ensure our existing and future residents have access to safe, comfortable, well-located homes that are designed to meet increased environmental standards and respect neighbourhood character.

This draft Housing Strategy has been shaped by expertise from planners, economists, and demographers, as well as the valued input from the Ballarat community.

The Ballarat community has provided valuable feedback on how the city and our townships should evolve to accommodate our future generations, while protecting our highly valued natural and built environment character.

It is important that new homes are built in places where future residents can easily access services and amenities that meet their daily needs. This helps ensure socially, economically, and environmentally sustainable development outcomes.

We look forward to engaging further with our residents to understand what they need and want from the Housing Strategy and how our wonderful city and townships can grow.

A handwritten signature in black ink, appearing to read 'Des Hudson'.

Cr Des Hudson
Mayor, City of Ballarat

Message from the Chief Executive Officer



In 18 years, the population in Ballarat will have grown by more than 55,000 people and 29,000 dwellings.

Which is why we are planning now for where Ballarat should grow, and people can live in well-connected locations across our city and townships.

This draft Housing Strategy has been prepared by the City of Ballarat's strategic planning team with input from planning and demographic experts to ensure the findings and conclusions are achievable.

We are very pleased to present the Strategy to the community to review and engage with, and we look forward to hearing from our residents how our municipality can evolve for future generations.

Alongside our broad range of existing strategies, the draft Housing Strategy has been developed alongside a draft Neighbourhood Character Strategy. Accessibility analysis has been undertaken to identify where the more accessible parts of the municipality are. Together, these pieces of work help identify where is best suited to accommodate more new homes.

Our community is growing, and everyone needs somewhere to call home.

We look forward to receiving the community's feedback on the draft Housing Strategy and seeing Ballarat grow.

A handwritten signature in black ink, appearing to read 'Evan King'.

Evan King
Chief Executive Officer



Vision

By 2041, the Ballarat municipality will have grown by up to 55,000 people and will need 29,000 more dwellings.

Higher density areas will have evolved in areas that have a high level of services and amenities. More homes are found in Ballarat's older areas.

High quality, contemporary housing design is embraced, and responds to our heritage areas.

New housing will be of diverse types and sizes, ensuring a housing mix that suits the needs and wants of our changing population. More people have access to alternative forms of transport.

Social and Affordable Housing dwellings are provided in sustainable locations for people that need them most.

New homes will be built to incorporate best practice environmentally sustainable design (ESD) principles. Native flora and fauna thrive in our urban and rural areas.



Introduction

> What is the Housing Strategy?

The *Housing Strategy 2023-2041* 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 housing growth for at least a 15-year period across the municipality. This Housing Strategy has taken into consideration our current housing capacity and proposes a longer-term approach to planning for housing.

While the Housing Strategy will plan 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 [PPN90: Planning for Housing](#). 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.

> What must the Housing Strategy do?

The Housing Strategy must answer the following questions:

- How many dwellings do we need to accommodate our projected population growth?
- What kind of dwellings do our diverse and future communities need?
- Where should those dwellings be located?
- What should they look like?

The City of Ballarat has commissioned several reports on housing, demography, accessibility, and bushfire. The City of Ballarat's Strategic Planning team has also undertaken in-house assessments of neighbourhood character across the municipality. These reports are all available for review alongside this Housing Strategy.

The City of Ballarat has little scope to direct when new dwellings will be built. However, we do have control over where and what kind of new dwellings should be built

Guidelines for new development will be implemented through the application of planning controls in the [Ballarat Planning Scheme](#). These controls take the form of the *Municipal Strategic Statement* (MSS) alongside zones and overlay controls.

The MSS provides a strategic vision for the municipality, identifying responses to the key and unique land use opportunities and issues in Ballarat. The application of local policies and zones and overlays help achieve that vision. Housing is a key social, environmental, and economic issue, and the Housing Strategy has importance to the evolution of the MSS and the Ballarat Planning Scheme.

The *Housing Strategy 2023-2041* will confirm the City of Ballarat's approach to:

- A spatial distribution of residential growth and change for the municipality
- A mix of housing across the municipality, to include social and affordable housing
- The preferred location and design of infill housing development across the municipality
- Planning Scheme Amendments required to implement the Housing Strategy
- Additional strategic work – including identifying and protecting valued built or natural environment characteristics and the provision of social and affordable housing
- Advocacy and partnerships
- The unique character of the City of Ballarat is protected and enhanced
- Sequencing of development in Greenfield (Growth Area) in line with infrastructure capacity
- Constraints including bushfire, flood risk, environmental values, and the servicing impacts of residential development on rural areas

The Housing Strategy will take into consideration all current residential zoned land, including the *Mixed Use Zone*, *Township Zone*, *Residential Growth Zone*, *General Residential Zone*, and the *Neighbourhood Residential Zone* in the City of Ballarat municipality.

The Housing Strategy will not make recommendations regarding housing development on non-residential zones in the [Ballarat Planning Scheme](#). It excludes from consideration the Ballarat Central Business District (CBD), Urban Renewal Areas as identified in the [Ballarat Planning Scheme](#) and the Rural Zones.

The *Neighbourhood Character Study* focuses on all the *Residential Zones*¹, plus those Zones that allow for residential development. It does not cover the CBD of Ballarat, which is covered by the Commercial 1 Zone.

The City of Ballarat is undertaking a separate body of work (the CBD Structure Plan and Urban Design Framework), which will set out planning controls for the preferred design of development and land uses within the Ballarat CBD.

¹As defined in the Victorian Planning Provisions, the six Residential Zones within the City of Ballarat local government area are the: Low Density Residential; Mixed Use; Township; Residential Growth; General Residential, and Neighbourhood Residential Zones.

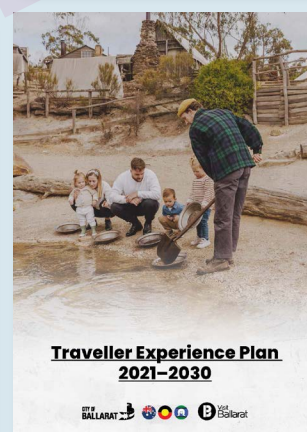
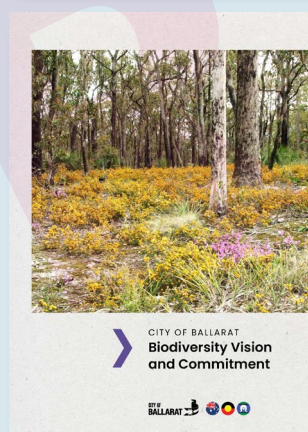
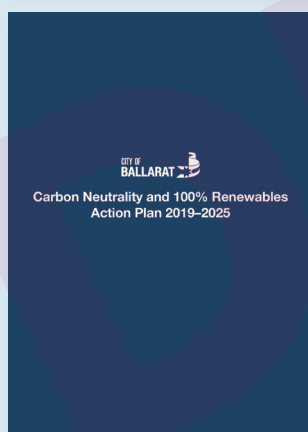
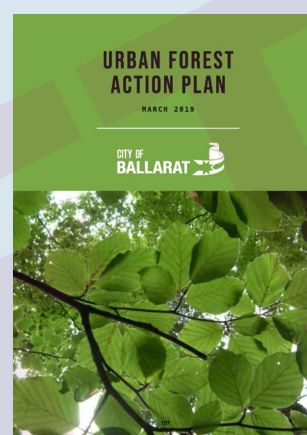
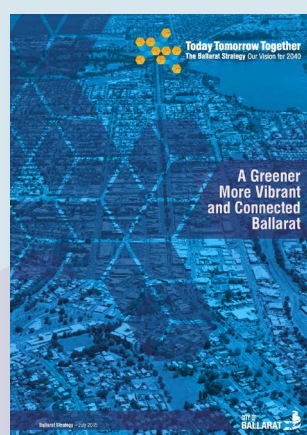
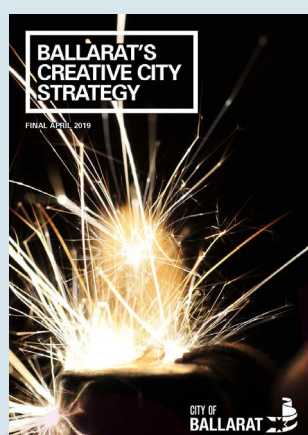
Legal and policy context

A broad range of legal and policy drivers at all levels of government define the scope and influence the direction of the Housing Strategy.

These legal and policy drivers recognise the importance of providing the right kind of housing in the right locations in order to support the growth of sustainable communities.

Non-government stakeholders, such as community organisations, also play advocacy and knowledge-sharing roles that have influenced the direction and recommendations of the Strategy.

The legal and policy context can be found in *Appendix 1*



Ballarat's planning considerations

Ballarat's local policy considerations include:

- Aboriginal cultural heritage
- *2021 Census*
- Neighbourhood character and infill development
- Strategic opportunity sites
- Social and affordable housing
- Growth areas
- Built heritage
- *Central Victorian Goldfields World Heritage Bid*
- *Heritage Overlay*
- Central Business District (CBD)
- Rural residential development
- *Environmentally Sustainable Development (ESD)*
- Biodiversity
- Bushfire hazards
- Flood risk
- Women
- LGBTIQ+ communities
- People with disabilities
- Ageing in place

Ballarat's policy considerations can be found in *Appendix 2*.





Housing Projections

> Introduction

Ballarat is Victoria's third largest city. It was settled during the gold rush, and has significant European built heritage assets. Also within the Ballarat municipality are historic townships and rural landscapes.

As of 2021, approximately 115,000 people call the municipality home: within two decades, that figure is projected to increase to over 170,000 people. This scale and rate of change is unprecedented in Ballarat's recent history, and careful management is required to ensure our municipality's unique identity is protected and to ensure growth occurs sustainably.

The Housing Strategy is the City of Ballarat's response to these projected demographic changes, and provides clarity to the community and development industry regarding where housing growth will occur, and in what form.

The [Ballarat Planning Scheme](#) is the principal means through which sufficient supply of housing land is maintained. State policies require The City of Ballarat to plan to accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur.

This available supply is achieved through rezoning land in greenfield locations and through providing zoning controls and local planning policies that encourage increased density in existing built-up areas.

Ensuring future housing development occurs in the right place and at the right time requires analysis of demand and supply for housing in Ballarat.

> Housing affordability and supply

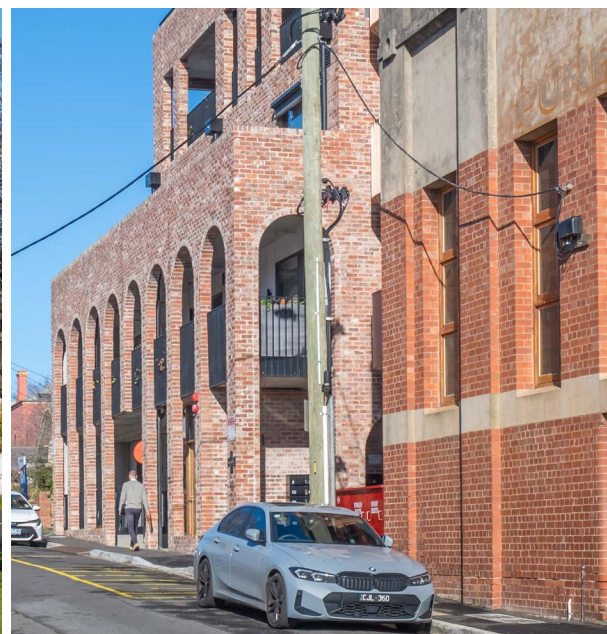
Rental prices have increased by 4 per cent year-on-year for the 15-year period prior to 2021, while house prices increased by the same amount between 2006 and 2016 (SGS 2023). Over the same period, median salaries have increased by just 1.6 per cent (SGS 2023), highlighting the increasing unaffordability of all forms of private housing.

Approvals of new dwellings and/or the creation of new titles through the subdivision process has increased significantly in recent years, confirming that providing residential land supply cannot, on its own, manage house price change.

Housing affordability is a policy and economic challenge, requiring action at all levels of government as well as industry.

During the COVID-19 pandemic the municipality's population grew faster than previous Census periods.

House prices increased by nearly 30 per cent between 2020 and 2021 (SGS 2023). This resulted in increased numbers of the most economically and socially vulnerable members of our community facing rental stress and homelessness.



> Building permits for new houses

Year issued	Total permits	Number of permits in growth areas	Number of permits in infill	Percentage (%) split growth areas/infill
2019	1,035	725	310	70/30
2020	1,766	958	808	54/46
2021	2,045	1,414	631	69/31
2022	1,642	1,100	542	67/33
2023 (January-March)	292	205	87	70/30
Total	6,780	4,402	2,378	65/35

The City of Ballarat has collated data on building permits for new houses in infill locations and growth areas.

This shows the City of Ballarat's target of a 50/50 per cent is not being met. The split between Growth Area and infill development of 65/35 per cent requires further facilitation to achieve increased infill residential development, to be achieved through new planning controls.

> Demand and supply

State government policy in the [Ballarat Planning Scheme](#) requires that the City of Ballarat plans to accommodate population growth over a 15-year period. The City of Ballarat must also provide clear direction on where that residential development should occur. This Housing Strategy is the City of Ballarat's response to these State Government requirements.

The projected needs established through analysis of demographic trends will determine the amount of land available for housing development.

Ballarat's housing is comprised of private and rental houses, apartments and units, alongside a smaller proportion of social and affordable housing. The Housing Strategy assesses supply and demand of housing across residential zones and growth areas.

> Demand

The City of Ballarat first needs an understanding of demand to determine how much and what kind of housing is needed. This will ensure that the City of Ballarat can accommodate population growth over fifteen years of housing land supply as required by the State Government.

Housing Needs Analysis (HNA)

A Housing Needs Analysis (HNA) has been undertaken to consider housing needs for the municipality up to 2041. Demographic projections including population growth and household type will inform future dwelling needs for Ballarat.

The HNA outlines three potential population growth scenarios to 2041:

High-growth	Mid-growth	Low-growth
2.1%	1.8%	1.6%

The preferred growth scenario is high-growth, at 2.1 per cent. Projecting for population growth at the higher end of the scale allows for choice and flexibility. This rate of population growth results in a requirement for Council to plan for 29,000 dwellings by 2041.

The 2021 Census notes there is a current mismatch between dwelling sizes (which for the purposes of this Housing Strategy means the number of bedrooms in a dwelling) and household sizes. Household size projections can be estimated based on a high-growth scenario.

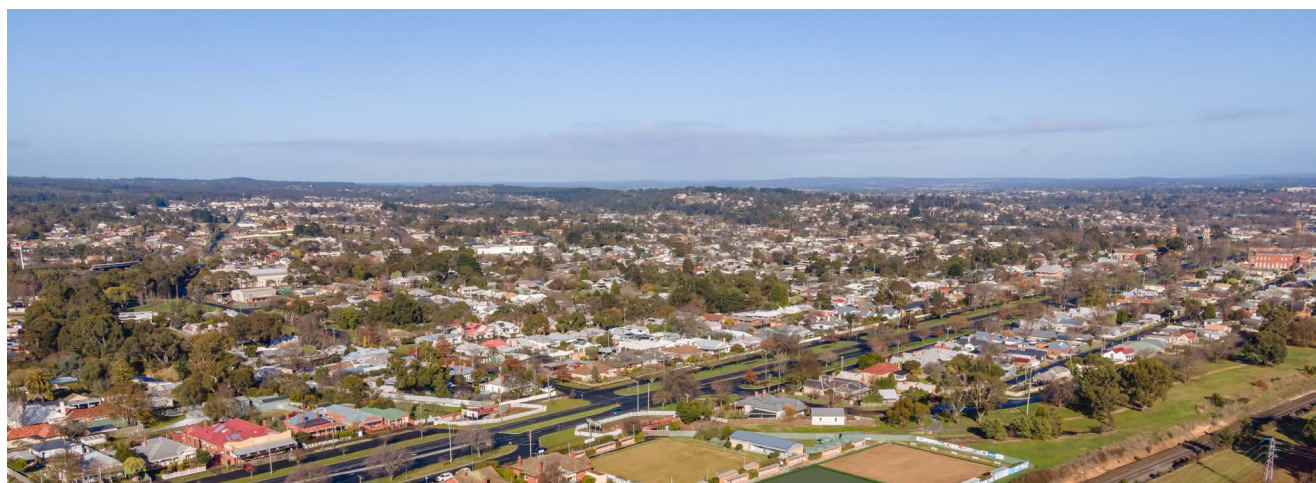
As of the 2021 Census, Ballarat's population of 113,482 was spread across 50,204 dwellings, at an average persons-per-household of 2.26. The HNA projects a significant decrease in household size to 2041, with a maximum average of 2 persons-per-household.

There will be a requirement to provide housing opportunities that accommodate projected household needs.

The *Housing Needs Analysis* (HNA) can be found in *Appendix 4*

Diverse and Affordable Housing Discussion Paper

The *Diverse and Affordable Housing Discussion Paper* (DAHDP) sets out the current situation at the State and municipal level with respect to diverse and affordable housing.



> Supply

Department of Transport and Planning – Urban Development Program

The State Government's Urban Development Program (UDP) is a project that was established to determine housing supply in Melbourne and regional municipalities, including Ballarat. The UDP datasets are updated annually, the most recent being released in 2022.

The identified supply is determined by considering the developability of land parcels above one hectare in size in both Growth Areas and existing residential areas. As of 2022, the Ballarat UDP identifies 11,000 residential lots on zoned land (Ballarat West Growth Area), with a further 24,000 lots available on land planned to be rezoned to residential uses. The UDP identifies 1,032 residential lots on 'major infill' sites, which refers to land of more than one hectare in size.

The UDP concentrates principally on greenfield land supply undertaken in accordance with metropolitan land supply methodology.

The City of Ballarat has undertaken additional detailed assessment of residential land supply across Ballarat that includes consideration of greenfield land, infill capacity and urban renewal sites with the ability to accommodate residential development.

Infill development: Housing Capacity Analysis

The City of Ballarat has undertaken a *Housing Capacity Analysis* (HCA) that analysed all land below one hectare in size that is in a zone that supports residential development and draws conclusions on that land's capacity for accommodating additional dwellings.

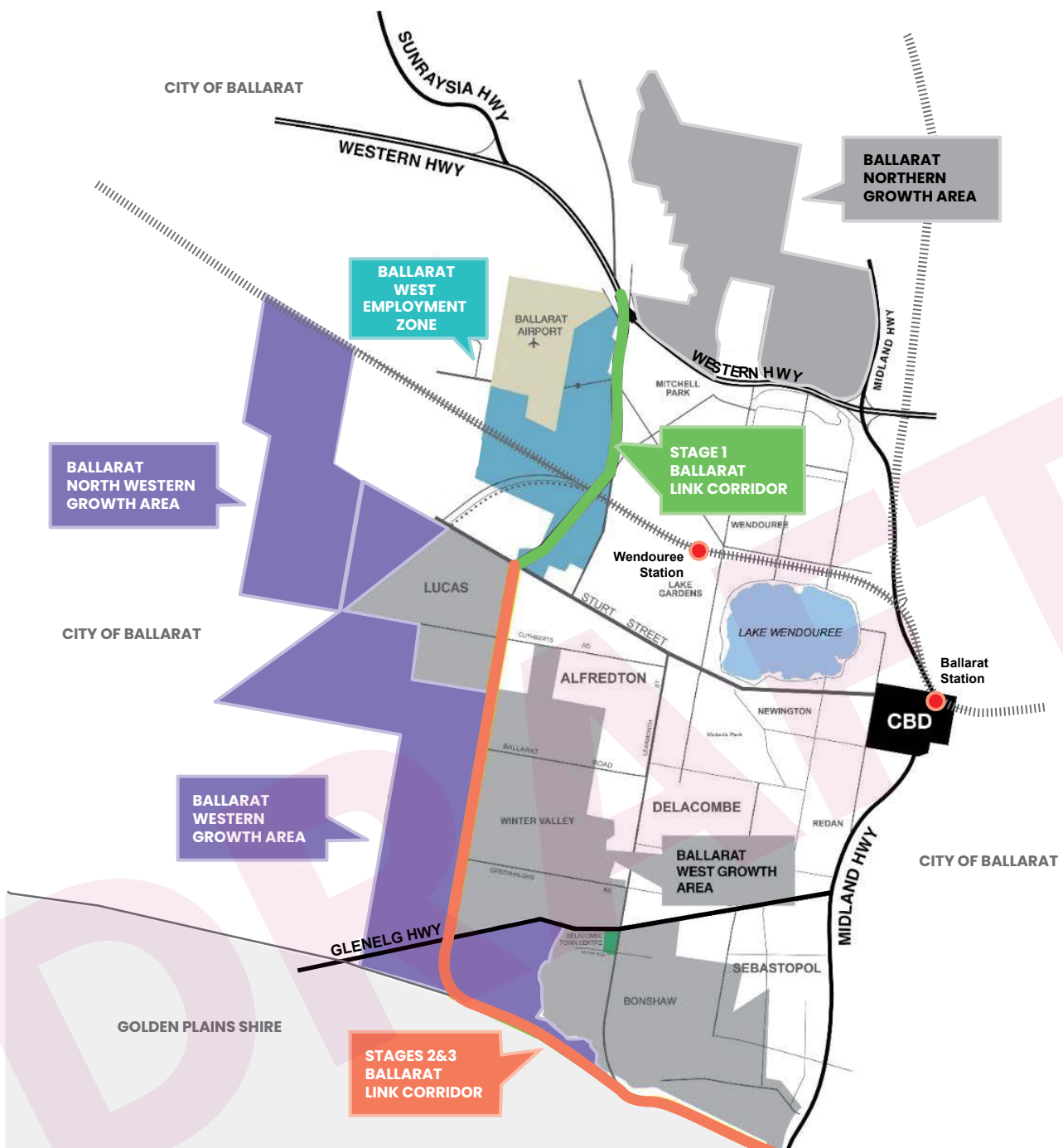
The HCA was designed to estimate housing capacity based on constraints and current land use planning controls.

Its methodology comprised the following steps:

1. Identifying all zones where residential development can occur, and then removing all land identified as being constrained, specifically:
 - a) Public land uses
 - b) Strata-titled lots
 - c) Individually significant heritage places
 - d) Recently developed properties
 - e) Parts of lots covered by the existing and/or proposed *Flood Overlay* and *Land Subject to Inundation Overlay*
 - f) Parts of lots with trees a minimum of 5m tall
 - g) Lots too small to accommodate a net additional dwelling based on the above and also dwelling density
2. Assess potential dwelling yield for each lot, applying a dwelling density to each based on the kind of development currently being delivered or which are likely to be in near future;
3. Calculating net gain at zone and municipality level

The HCA identifies 23,000 additional dwellings that can be accommodated on land within our six existing Residential Zones:

Residential Zones	Estimated number of dwellings
General Residential Zone	16,765
Mixed Use Zone	3,922
Neighbourhood Residential Zone	936
Residential Growth Zone	667
Low Density Residential Zone	420
Township Zone	290
TOTAL	23,000



Growth areas

The City of Ballarat has three Growth Areas approved by the Minister for Planning.

Approved Growth Areas	Number of dwellings
Ballarat West	9,500
Lucas	1,300
Northern	7,000
Estimated supply	17,800

The City of Ballarat has two further Growth Areas endorsed by Council, yet to be approved by the Minister for Planning.

Future Growth Areas	Number of dwellings
North West	7,000
West	14,000
Estimated supply	21,000



Accessibility and connectivity analysis

Good quality access to services and amenities is a fundamental component of socially, economically, and environmentally sustainable development.

Across the municipality's diverse settlements and communities, the City of Ballarat identified and analysed access to the following services and amenities across the municipality:

- Primary schools
- Secondary schools
- Tertiary education
- Supermarkets
- Other retail
- Public open space
- Healthcare facilities
- Community facilities
- Bus stops (incorporating the conditions of the bus service provided on weekdays)
- Train stations

Service/amenity	Weighting % (importance)	Walkable catchment - (metres)
Train stations	33	1000
Bus stops	33	400
Retail	66	1000
Supermarkets	100	1000
Schools (all)	66	1000
Open space	66	1000
Tertiary education	66	1500
Community facilities	33	1000
Health facilities	66	1000

Accessibility Rating is calculated based on a property's distance to the nearest destinations and their respective importance (weighting). Overall rating is then adjusted relative to 100% based on the highest rating within the Study Area.

Ballarat's weighting breakdown

Health facilities

The weighting applied to healthcare facilities is higher than that applied by other municipalities. Ballarat has a high number of younger and older residents, who tend to require higher levels of access to healthcare needs. Ballarat also has a significant proportion of LGBTIQ+ members (nearly 10% of our population), who tend to have more healthcare needs than other members of the community. The health precinct in Ballarat hosts important facilities and services, representing a significant destination both locally and regionally.

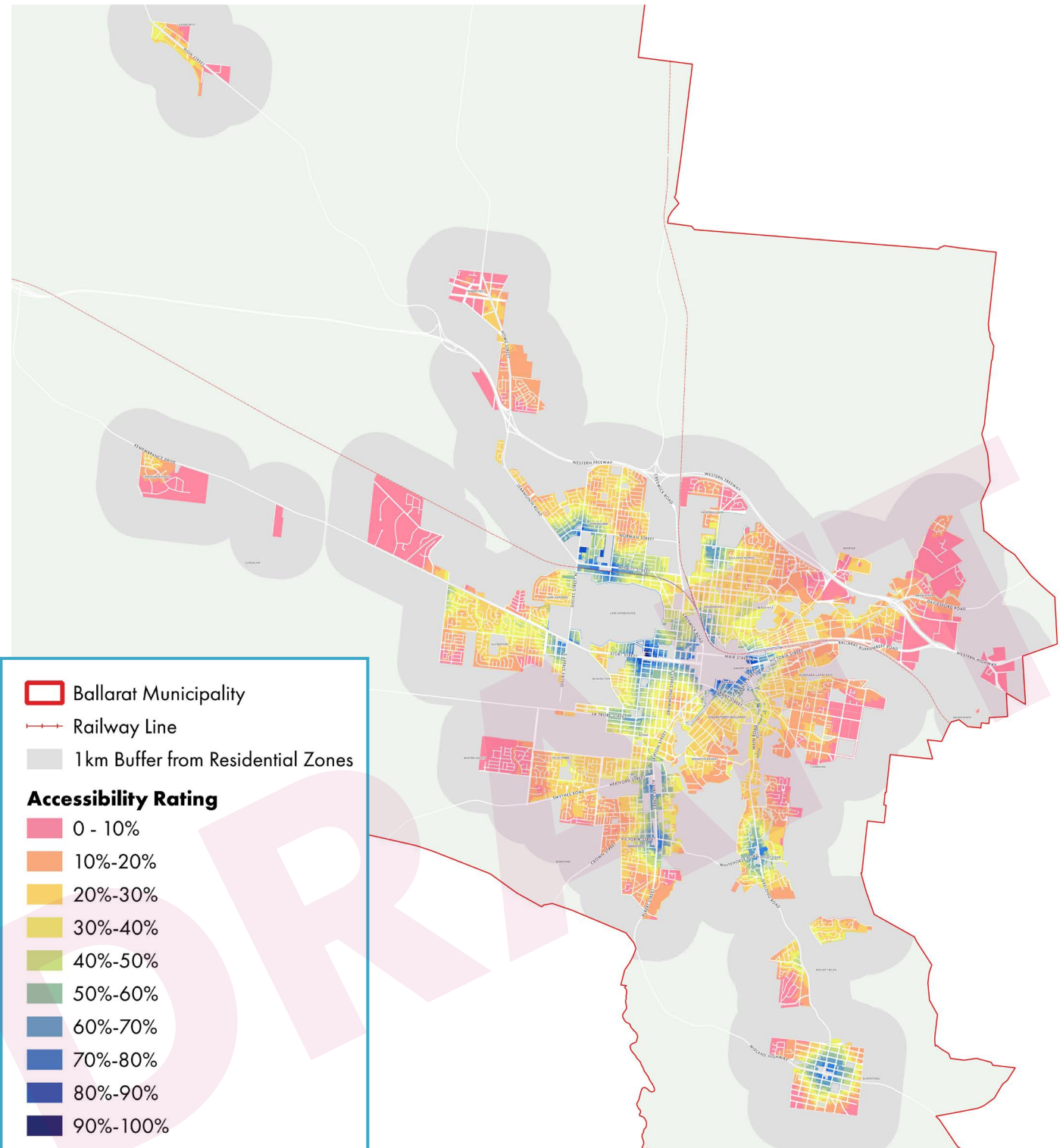
Bus stops

Accessibility to bus stops was assessed based on the conditions of the bus service provided on weekdays. The frequency of bus routes on weekdays is higher than on weekends, and most of public transport usage happens during the week. Although buses are the main public transport service provided in the city, bus transport is not a preferred mode of movement for many in our community.

Train stations

The weighting given to train stations is low because trains tend to be used mostly for regional connections and metropolitan Melbourne. Few residents use trains to travel across the municipality.

Through establishing the importance of key services and facilities for people's day-to-day living, it is possible to develop a heatmap identifying accessibility across the municipality.



Residential properties accessibility rating

It is important that new homes are directed towards areas with higher accessibility to services and amenities. This ensures sustainable patterns of development and creates cohesive and strong communities as a result.

This does not mean that the City of Ballarat intends to prevent new housing being built in areas with relatively poor access to services and amenities.

The intention is to ensure that any increases in dwelling density are guided towards areas that are better connected to services and amenities that people need on a daily basis.

Neighbourhood Character Study

The purpose of the *Neighbourhood Character Study* (NCS) is to establish different neighbourhood character areas across the municipality to ensure that future planning controls provide protection and development facilitation where appropriate.

The *Neighbourhood Character Study* and the *Accessibility and Connectivity Analysis* guide the residential growth and change across the municipality.

> Existing neighbourhood character areas

The City of Ballarat has identified eight types of neighbourhood character area across the municipality. These character types have multiple sub-areas, with their own specific and unique features:

1. Bush Residential
2. Bush Suburban
3. Lakeside Garden
4. Contemporary Garden
5. Garden Suburban
6. Garden Court
7. Urban Residential
8. Rural Residential

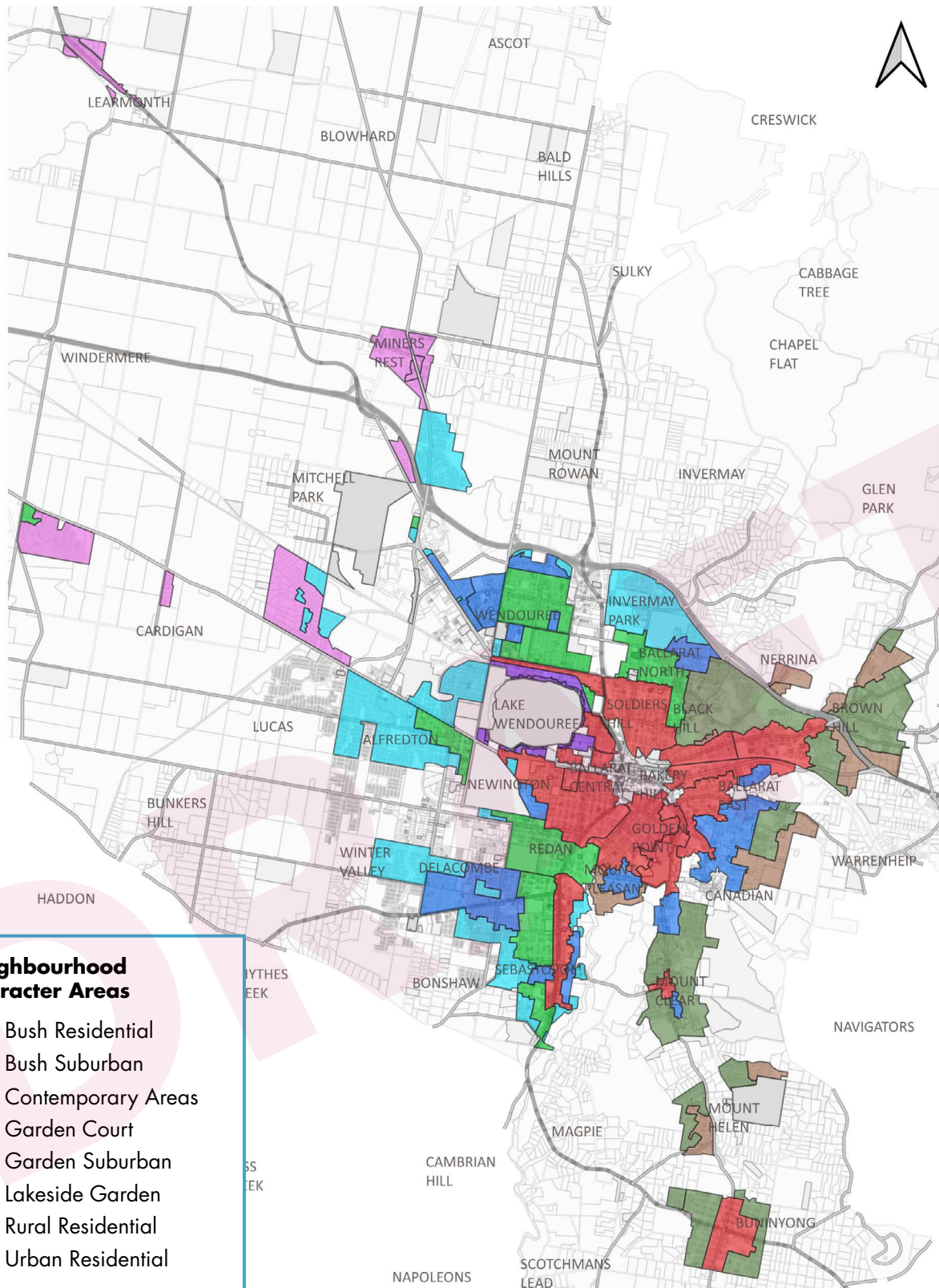
The State Government's [PPN90: Planning for Housing](#) outlines three types of Change Area that should be applied when considering accommodation of population growth:

1. Substantial Change
2. Incremental Change
3. Minimal Change

[PPN90: Planning for Housing](#) details which Change Area should be applied in which circumstance. Conclusions regarding the application of Change Areas must be made alongside the multiple inputs influencing residential change and growth that have been outlined in this Housing Strategy.

Conclusions are guided by the *Bushfire Analysis* in the first instance, and then by balancing the outputs of the *Accessibility and Connectivity Analysis* and *Neighbourhood Character Study*.





Neighbourhood Character Areas

Conclusions on demand and supply

> Demand

In recent years, with the pandemic-inspired ‘rush to the regions’, the City of Ballarat has come under pressure to release additional land for housing development because of a perceived shortage of greenfield housing land supply. Projecting for population growth at the higher end of the scale allows for choice and flexibility.

By planning for the High-growth scenario of 2.1% by 2041, the City of Ballarat can ensure it is providing the largest amount of land reasonably foreseen to be required. This will prevent future pressure being placed on the City of Ballarat to prematurely release greenfield land for housing development.

The Diverse and Affordable Housing Discussion Paper states that 10,850 additional social and affordable dwellings are required between now and 2041. By planning for the high-growth forecast, this will enable the City of Ballarat to achieve more non-market dwellings through the planning system. Similarly, higher numbers of dwelling completions can produce a higher diversity of dwelling types and bedroom sizes.

This Housing Strategy will identify sufficient land to accommodate some 29,000 additional dwellings, to be split evenly between greenfield and non-greenfield locations.

> Supply

Growth Area Supply

The City of Ballarat has greenfield land supply comprising 9,500 lots in Ballarat West Growth Area and a further 1,300 residential lots in Lucas. In addition, the Northern Growth Area – on which development is projected to commence in 2027 – can accommodate 7,000 dwellings.

Work has commenced on planning for the Western and North-Western Growth Areas, approved by the City of Ballarat in February 2022. The estimated capacity of these growth areas is around 21,000 lots.

The City of Ballarat concludes there is supply of around 38,800 residential lots on existing and future greenfield Growth Area land.

Infill Supply: Change Areas

Infill locations have been identified via the application of *minimal*, *incremental* and *substantial* change areas across the municipality, based on the combined findings from the *Bushfire Analysis*, *Accessibility and Connectivity Analysis*, *Neighbourhood Character Study*, and *Capacity Analysis*.

Substantial Change areas

These areas will see a significant change to their neighbourhood character. Higher density residential development is suitable and will comprise of a mixture of apartments and some townhouses. Up to six storey development in these areas are appropriate.

Incremental 2 Change Areas

Places identified as ‘Incremental 2 Change Areas’ will accommodate additional residential development. Smaller dwellings are suitable and designed in a way that respects identified heritage values and increases diversity of dwelling typologies and bedroom sizes. Neighbourhood character in these areas will evolve progressively as additional dwelling density is achieved, with massing of generally single and two storeys suitable.

Incremental 1 Change Areas

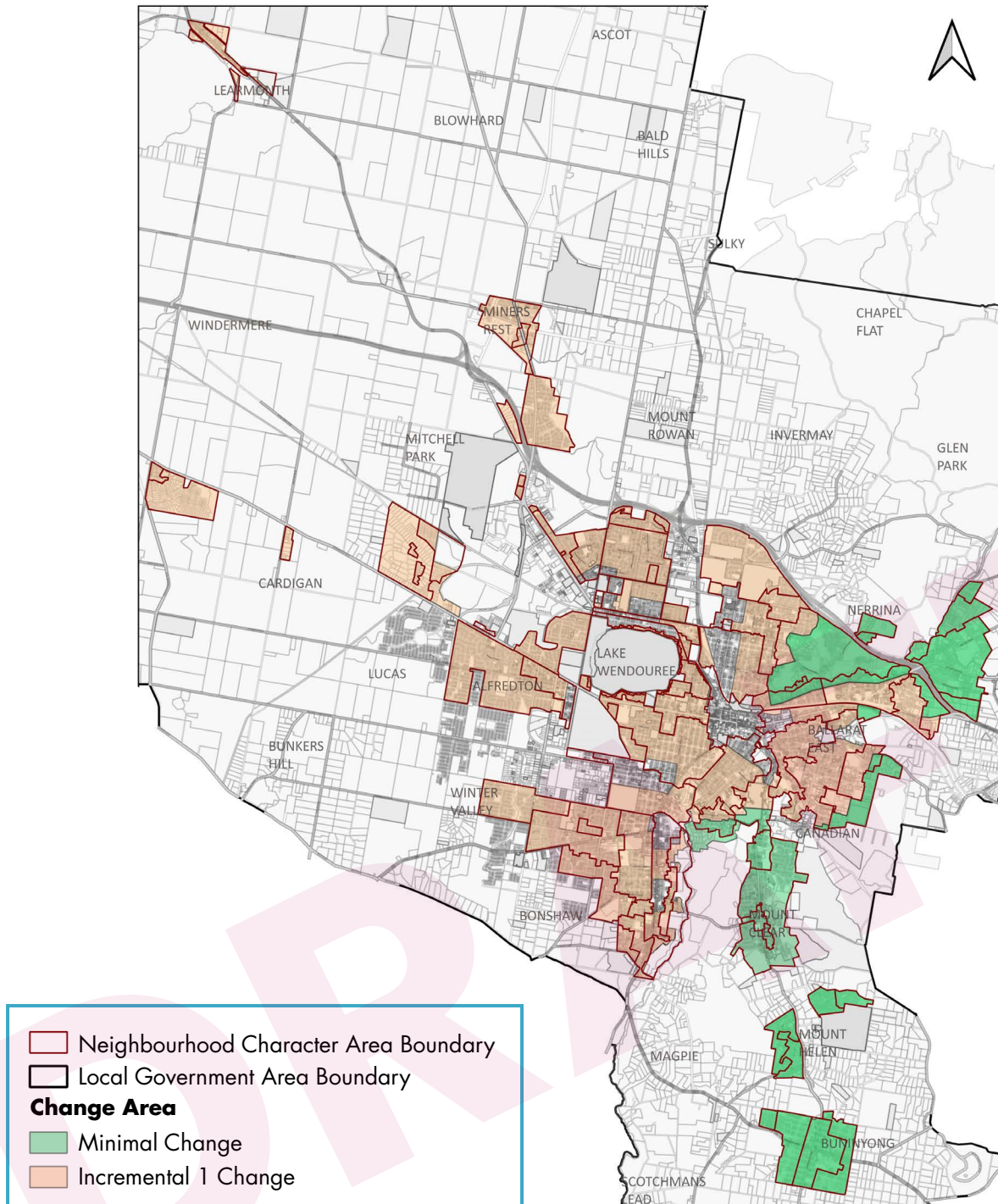
Places identified as ‘Incremental 1 Change Areas’ will accommodate a low increase in dwelling density as per what can be achieved under the current planning controls in these areas. Neighbourhood character in these areas is expected to evolve slowly and progressively, with primarily single and two storeys development suitable.

Minimal Change Areas

Places identified as ‘Minimal Change Areas’ will accommodate no additional residential development beyond what can be done under the current planning controls in these areas.

Future zone and overlay controls to come from the application of Change Areas will be determined through the future Residential Zone and Overlay Reform Project.

Estimates of how many dwellings per hectare can be achieved in these areas have been applied and have given an indication of the potential Zone(s) that may be applied to these areas in future.



Minimal and Incremental 1 Change Areas

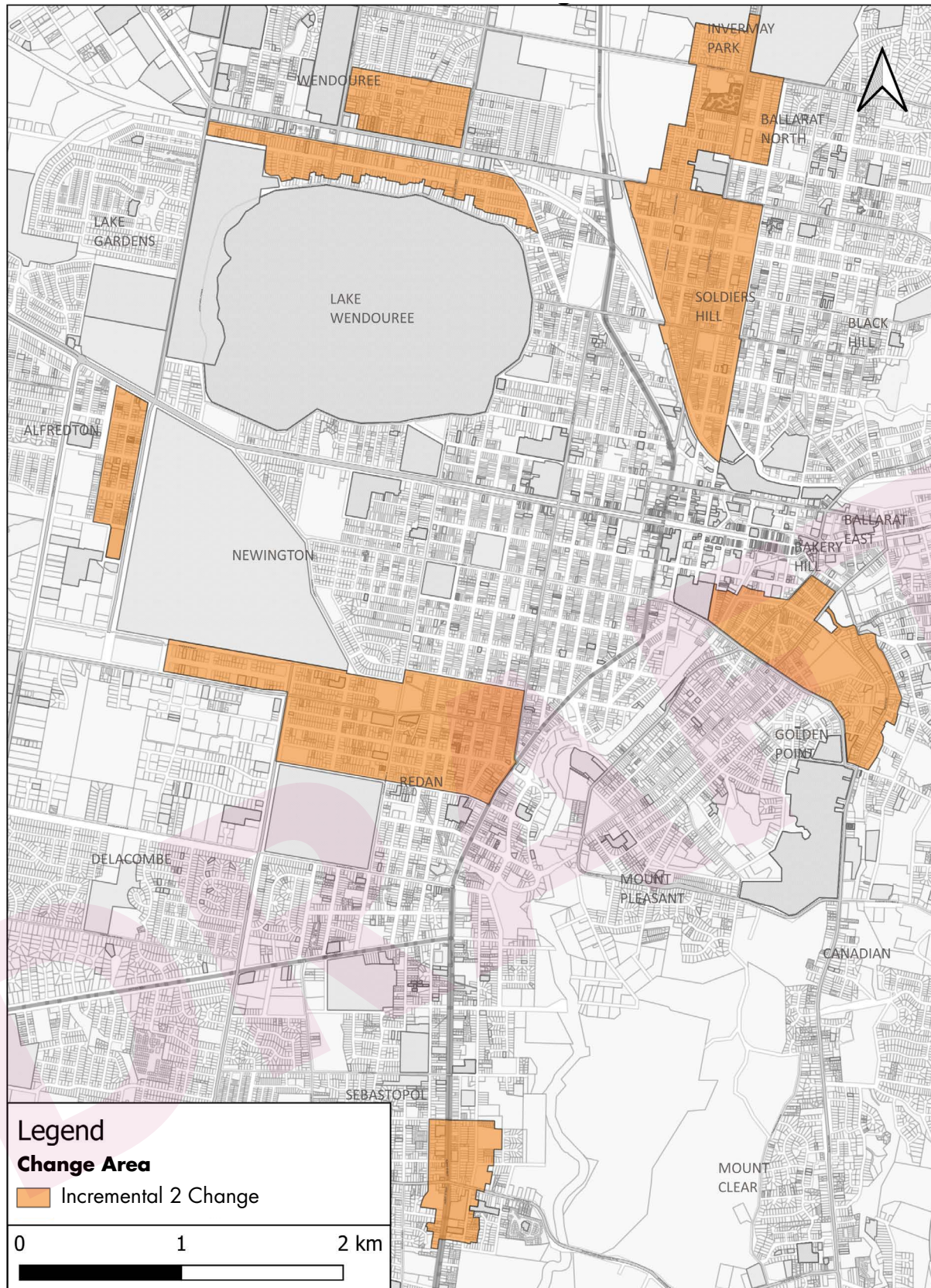
Minimal Change will apply to all areas of the Municipality that is on land identified as 'Landscape type' 3a, 3b or 4 in the Municipal Bushfire Assessment.

Clause 13.02-1S 'Bushfire planning' of the Victorian planning provisions requires that human life is prioritised over all other policy considerations. New residential development should be directed towards the land unaffected by bushfire hazards.

The Minimal Change Area designation does not necessarily mean that no new residential development should occur in these places. However, no increase in existing density patterns will be promoted.

The Minimal Change Area designation establishes a need for improved bushfire protection measures and the opportunity for associated improved biodiversity outcomes.

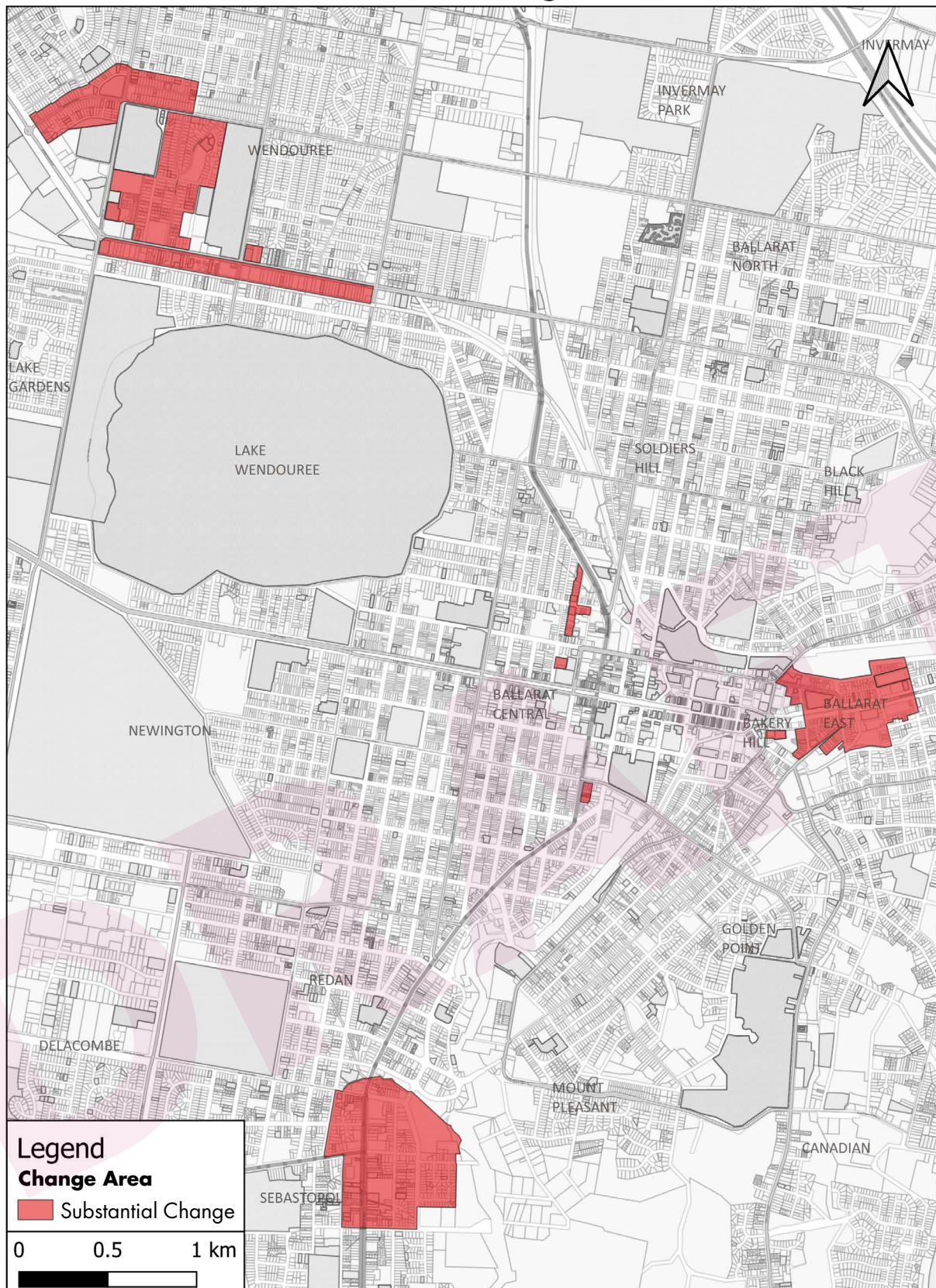
Places identified as 'Incremental 1 Change Areas' will accommodate a low increase in dwelling density as per what can be achieved under the current planning controls in these areas. Neighbourhood character in these areas is expected to evolve slowly and progressively, with primarily single and two storeys development envisaged



Incremental 2 Change Areas

Incremental Change Areas are close to Substantial Change Areas, Ballarat CBD, or are well located with close access to services and amenities. In some cases, they have highly valued neighbourhood character.

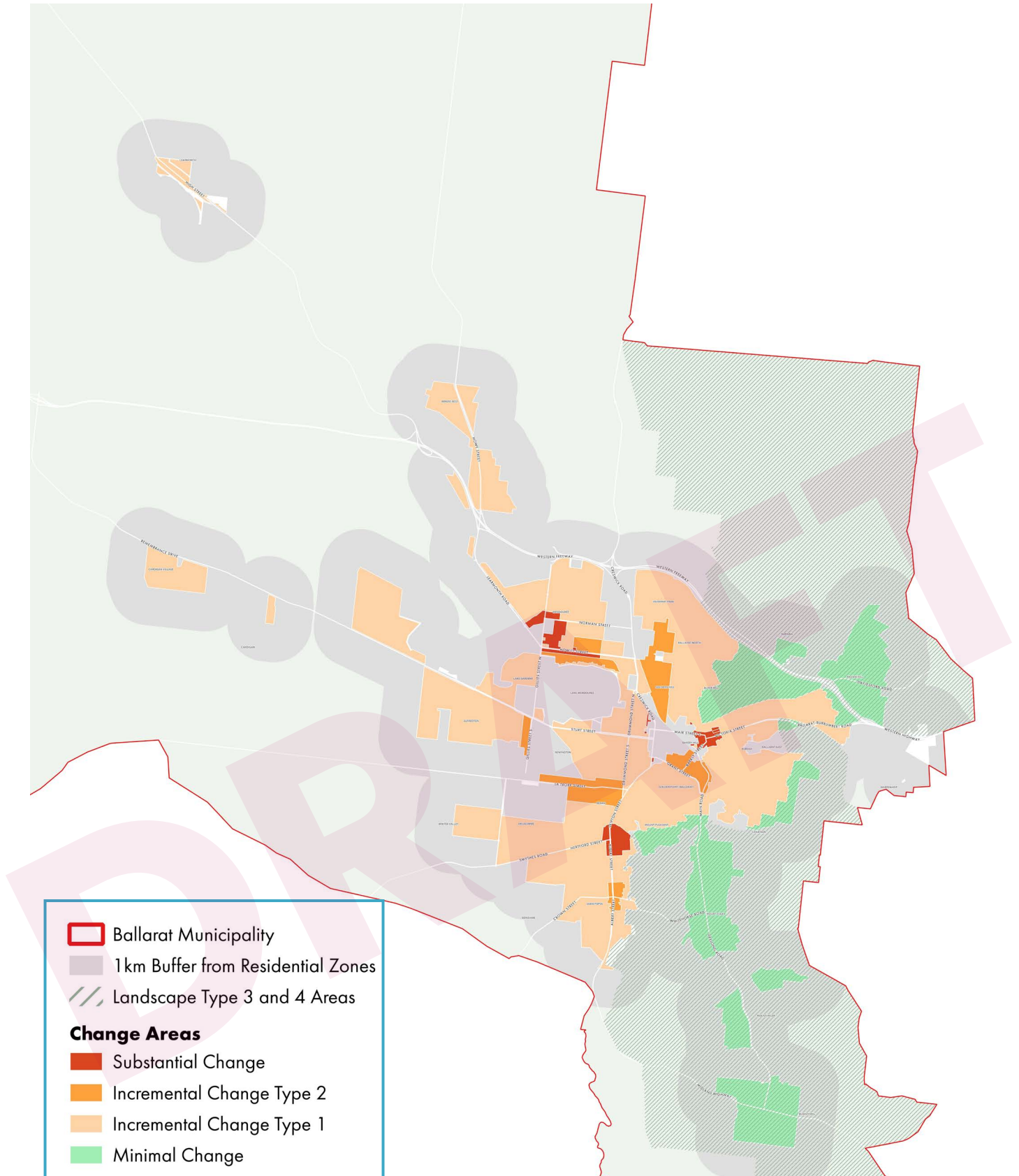
The general characterisation of larger lots and adaptable and varied character ensures suitability for increased development potential.



Substantial Change Areas

A new neighbourhood character will emerge in Substantial Change Areas. Substantial Change have been applied to areas that are well-connected to services and amenities, and which also have limited evidence of a valued, existing neighbourhood character.

Higher buildings up to six storeys will be generally supported where they offer high quality design (including ESD responses) and evidence of diverse dwelling types. More intensive development is encouraged through site consolidation.



Consolidated Change Areas

Changes to infill development capacity

The *Housing Capacity Analysis* identified land within our Residential Zones that can accommodate around 23,000 dwellings based on the existing planning controls. Through the application of Change Areas as outlined above and the associated increase in density, this figure increases to 33,000 dwellings, with another 1000 lots able to be accommodated on land over one hectare. This gives a total infill capacity of 34,000 additional dwellings.

Supply Summary: Non-greenfield land

The City of Ballarat needs to ensure sufficient land is available for 14,500 new dwellings to be constructed in infill locations across the municipality. The City of Ballarat has identified the following total supply:

- Infill development on existing residential lots (<1hectare): 33,000 dwellings
- Infill development on existing residential lots (>1hectare): 1,000 dwellings
- **Total: 34,000 dwellings**

In addition, this total supply figure makes no account for:

- Additional supply that may arise from the additional Industrial sites identified for release to residential uses
- The capacity of the CBD to accommodate additional residential development
- Urban renewal sites

Township Plans and Local Area Plans

The City of Ballarat has committed to undertake and progress Township and Local Area Plans across the municipality. These plans will incorporate a broad range of strategic planning functions, to include use and development needs on commercial, industrial, rural, and residential land, as well as public realm opportunities, placemaking, and protection and enhancement of the natural environment. Once the Housing Strategy is further advanced, the City of Ballarat will be in a better position to work with the communities to progress Township and Local Area Plans.

Rural residential development

State Government Guidance in PPN90 does not consider Rural Living Zone areas as contributing to residential development, but does classify the Low Density Residential Zone as a Residential and not a Rural Zone. Undeveloped lots within the LDRZ can contribute to meeting some of the 'rural lifestyle' housing demand in the short- and medium-term.

A review of the Rural Land Strategy 2010 is required to ensure sufficient land for rural residential uses are available to meet projected needs.



Strategy summary

> Spatial distribution of residential growth

Approximately 29,000 dwellings are required to meet projected population growth in Ballarat to the year 2041. This is to be split 50/50 between greenfield and infill locations.

The City of Ballarat can demonstrate a combined current and future supply of approximately 73,600 dwellings (42,700 in greenfield locations and 34,000 in infill location)

The Housing Strategy provides direction regarding location and design of new housing. The planning controls to achieve these outcomes will be established through the Residential Zone and Overlay Reform Project. This Project has commenced with the key driver being the Neighbourhood Character Study and the associated preferred neighbourhood character statements.

Growth Areas

The Northern Growth Area has recently been rezoned to Urban Growth Zone. Planning of the remaining two Growth Areas will be undertaken through the Growth Areas Framework Plan.

The built form and mix of land uses on the Growth Areas will be guided by Precinct Structure Plans.

Available lots in Growth Areas

There is an estimated supply of 39,600 residential lots in Ballarat's Growth Areas. Of these, around 10,800 are on land Zoned for residential purposes in Lucas and Ballarat West with a further 7,000 lots to be made available through the Ballarat North Growth Area.

Infill development

This Housing Strategy, through the identification of Change Areas, has identified land within our residential areas that has the capacity to accommodate approximately 33,000 new dwellings, with the Urban Development Program identifying a further 1,032 lots. (Total 34,000 lots).

These have been identified throughout the municipality and will be subject to new planning controls that will facilitate development.

Rural residential development

No new rural residential development is proposed through this Housing Strategy. However, a review of the Rural Land Strategy 2010 will conclude if additional such land is required.

Conclusions on available dwelling capacity in the municipality

Identifying infill capacity provides the housing market with clear signals that The City of Ballarat is supportive of this form of development, and also ensures the market has a broad range of choice to deliver a diversity of housing types.

Greenfield – or Growth Area – development relies upon local and state government to fund and construct infrastructure.

The City of Ballarat has demonstrated a significant supply of both greenfield and infill development opportunities. This is considered appropriate to ensure a range of housing choice is made.

The Growth Areas Framework Plan will determine appropriate planning and sequencing of the Growth Areas.

> Housing design

Neighbourhood Character

The *Neighbourhood Character Study* establishes existing neighbourhood character areas across Ballarat and our townships. In many cases, the preferred neighbourhood character is similar to the existing neighbourhood character. In other cases, more noticeable change is proposed, while in others very significant change is expected.

Preferred character statements will guide the development of controls in the [Ballarat Planning Scheme](#). These controls will outline design requirements to ensure consistency with existing and changing character areas as identified in the *Neighbourhood Character Study*.

Heritage

The City of Ballarat will continue with the *Heritage Gaps Review* to ensure places with heritage significance are protected.

The City of Ballarat is taking a proactive role in engaging with the UNESCO World Heritage Bid process to ensure appropriate Planning Scheme protections are put in place that allow the goldfields story to be told while enabling respectful future development.

> Diversity and affordability

There is a mismatch between the bedroom size of the dwellings in the municipality and the size of our households. In recent years, this mismatch has been exacerbated by the high proportion of four-or-more bedroom dwellings that were constructed in the decade to 2021, and will be further exacerbated by projected shrinking household sizes. This mismatch needs to be addressed through new planning policies that seek to achieve a mixture of dwelling typologies.

It is appropriate to require smaller dwellings on multi-lot residential developments be provided in the following proportions:

- Four or more lots or dwellings: at least 25% of the dwellings to have two bedrooms or fewer
- Three or fewer lots or dwellings: at least 33% of the dwellings to have two bedrooms or fewer

Increased diversity of housing types will improve the provision of affordable homes. Smaller dwellings can often be more cost effective to deliver and are more financially accessible to a broader income range.

> Social and Affordable Housing

The role of the City of Ballarat in delivering or facilitating Social or Affordable Housing remains at its early stages. As part of the consultation process, The City of Ballarat will release the Diverse and Affordable Housing Discussion Paper for review, which will help inform a Social and Affordable Housing Action Plan.

> Environmental sustainability and biodiversity

The City of Ballarat's commitment to Environmentally Sustainable Design principles is strong, and is working with the MAV 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.

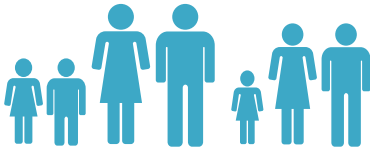
With the [Ballarat Planning Scheme](#) not currently providing sufficiently robust planning controls to ensure identified and non-identified environmental values are protected, there is an urgent and essential need to review the *Vegetation Protection Overlay* and the *Environmental Significance Overlay*.

As outlined above, 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.



Recommendations

To achieve this Vision, the following Recommendations will be implemented through new controls in the [Ballarat Planning Scheme](#) and further strategic work.



Spatial distribution of residential growth until the year 2041

- > The City of Ballarat must ensure sufficient land is provided to enable 29,000 new dwellings to be built
- > 50 per cent of new dwellings will be directed to infill and urban renewal locations
- > 50 per cent of new dwellings will be directed to the Growth Areas
- > Substantial new residential growth should be directed to identified areas that are well connected to amenities and have an adaptable neighbourhood character
- > Smaller amounts of residential growth will be spread more evenly across the municipality
- > Some industrial areas will be revitalised through substantial, residential-led, mixed use development

Housing design and heritage

- > The design of new dwellings must respond to the significance of our heritage places and precincts



Housing diversity and affordability

- > Ensure new dwellings provided meet demographic trends regarding household formations
- > New housing developments in both greenfield locations and established suburbs will have a wide variety of housing typologies, including apartments and townhouses
- > Social and affordable housing must be provided



Environmental sustainability and biodiversity

- > Best practice environmentally sustainable design principles will be incorporated into new development and subdivision layouts
- > The urban environment supports native flora and fauna across private and public land
- > Additional work will be undertaken to establish how to better protect native flora and fauna, especially on the rural-urban fringes to the south, south-east, and east of the municipality and in our Growth Areas





Implementation plan and monitoring

This draft Housing Strategy is evidence-based. The Final Housing Strategy will also need to be an expression of community expectations with respect to housing development in the municipality.

It is essential that the identified actions of this Housing Strategy can be implemented. Actions that cannot be implemented are unable to provide certainty to the community.

The implementation plan establishes mechanisms by which these actions can be monitored for their effectiveness, with periodic reviews to ensure they reflect best current evidence and practice.

The implementation plan including details, actions, responsibilities and timeframes can be found in *Appendix 6*

DRAFT



The Phoenix | 25 Armstrong Street South, Ballarat, VIC 3350
City of Ballarat | PO Box 655, Ballarat, VIC, 3353

☎ 03 5320 5500 🌐 ballarat.vic.gov.au

August 2023