

# Draft Ballarat Industrial Land Strategy

May 2024



CITY OF  
BALLARAT



# Vision



**Ballarat will be the leading industrial and business location in western Victoria. It will have developed a renowned advanced manufacturing sector, located in high amenity business precincts readily connected with a network of creative and knowledge activity clusters across the city.**

Ballarat will be a focus for storage, distribution and transport connected to the city's hinterland and surrounding communities, as well as Melbourne, Geelong and western Victoria. Strategically positioned industrial lands will include large industrial lots and excellent transport access to provide for these activities. High quality industrial developments will adopt best

practices sustainable design principals and enhance the local heritage fabric and streetscape and will support a circular economy and zero carbon future.

The regionally significant industrial lands in the city's north-west, connected to the Western and Sunraysia Highways, is in aggregate the largest industrial cluster outside of metropolitan Melbourne. Industrial precincts in the established areas of Ballarat contain consolidated clusters of enterprise and entrepreneurial activity on smaller lots, with opportunities for business growth and diversification. Elsewhere, smaller and more isolated 'old' industrial areas where conflicts with neighbours and traffic issues were in evidence, will have converted to residential or mixed use precincts, providing well-located housing for workers and residents.

## Acknowledgement of country

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.

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# Executive Summary

**Industrial land plays a vital role in supporting Ballarat's economy. It supports a range of jobs and sectors that are critical to the future sustainable growth of our city. Alongside traditional industries, these areas host a broad mix of small and medium businesses and cultural production workspaces. They also provide social infrastructure such as specialist retail and waste and recycling sites.**

Over the last 20 years, industrial capacity in urban Ballarat has remained constant. At the same time, regionally significant greenfield industrial land has been released and demand for good quality, well-located industrial land is forecast to rise over the next 20 years to service Ballarat's growing economy and population.

The overall aim of the strategy is to ensure that there are sufficient opportunities to accommodate a range of industrial uses in Ballarat, to ensure there is sufficient supply of land available for industrial uses in Ballarat and to provide a planning framework to guide development in the existing and proposed industrial areas of the regional city. State Government policy direction requires local governments ensure there is a sufficient supply of land available for industrial uses (Clause 11.02-1S Supply of urban land). The strategy will inform future changes to the Ballarat Planning Scheme, including policy directions for our local and regional industrial supply and will identify further work to support future land use changes.

This report contains the findings of background research and analysis carried out to inform the preparation of the Ballarat Industrial Land Use Strategy (the Strategy).

Most industrial and economic development activities in Ballarat are focused on the Ballarat West Employment Zone land (BWEZ), recognised as our only regionally significant industrial land in the municipality. BWEZ is strategically located along national road and rail networks and has convenient access to towns in the western region and the larger cities of Geelong, Bendigo, and Melbourne. Other industrial land in Ballarat is locally significant and is dispersed throughout the municipality.

The two broad categories, being locally significant industrial land and regionally significant industrial land, are based on their different roles and market environments and face different planning challenges and opportunities. The general findings of the background reports have been summarised below, under relevant subheadings:

## Key findings – general

- Ballarat's locally significant industrial zoned land includes all Industrial 1 Zone (INIZ), Industrial 3 Zone (IN3Z) land and totals 936ha, of which 774ha is occupied and 162ha is vacant. There is at least 14 years supply left.
- Ballarat's regionally significant industrial land includes land within the Special Use Zone – Schedule 14 (BWEZ) (SUZ14) and totals 186ha, of which 26ha is occupied and 160ha vacant. There is approximately 10-12 years of supply left.
- Ballarat's economy is diversifying. Service and knowledge sectors are growing, and the city is consolidating its pre-eminent role in Western Victoria with strong health and education sector growth and an increased share of employment in these areas.
- Traditional industrial sectors remain important, and manufacturing is stable and remains a key driver of the local economy.
- Advanced manufacturing is a key aim of local economic policy. This is expected to lead to cleaner and more intense use of industrial land.
- Opportunities to consolidate and repurpose unsuitable industrial land should be considered, and additional longer-term supply needs to be available to replace converted precincts.
- Ballarat's industrial land would benefit from the development of a stronger planning framework.
- Ballarat has an opportunity to capitalise on the broader changing economy, attract new business, gain State Government investment, and retain large businesses.
- Creating high amenity industrial areas with improved public realm and access to amenities and open space will attract new industries and skilled workers.

1 Industrial Land Analysis: Supply, Demand and Precinct Planning Directions (SGS Economics & Planning, April 2024)

### Key findings – regionally significant industrial land

- Ballarat’s regionally significant industrial land includes land zoned Special Use Zone- Schedule 14 and applies to the Ballarat West Employment Zone (BWEZ) and totals 186ha of which 26ha is occupied. There is an estimated 10-12 years supply available.
- To ensure Ballarat has sufficient supply of industrial land, the City of Ballarat must begin to prepare for industrial expansion for regionally significant industrial land.
- There is strong evidence for increasing demand for industrial land in Ballarat, including from investors and businesses who might otherwise have chosen a Melbourne location. This evidence includes increased requests for larger parcels of land, 5Ha+ and up to 40-50Ha, from single business entities.
- The demand for regionally significant industrial land in Ballarat cannot be accommodated in existing zoned industrial land.
- Ballarat’s industrial land with large lots sizes and excellent highway access to freight distribution hubs (Melbourne Airport and Port) and other Melbourne and interstate businesses, appears to be increasingly part of a broader western Melbourne region market.
- Land in Ballarat’s north including land bound by Sunraysia Drive, Western Highway, McCartneys Road and Dowling Road and land between Draffins Road and Dowling Road has potential for industrial development but requires further feasibility work and infrastructure investment.
- Whilst BWEZ will play a continuing crucial role in the short to medium term for supply of regionally significant industrial land, we need to consider future industrial land beyond what is available in BWEZ as land supply is depleting.
- Alternative industrial land must be available to cater for emerging industries to safeguard Ballarat’s industrial sector in the future.
- Opportunities for existing businesses wanting to relocate from legacy industrial zoned land will be available in regionally significant industrial land.

### Key findings – locally significant industrial land

- Ballarat has at least 14 years supply of locally significant industrial land<sup>2</sup> and totals 936ha, of which 774ha is occupied and 162ha is vacant.
- There is an opportunity to transition old and unsuitable industrial land to more appropriate land uses, particularly where they are encumbered by surrounding sensitive uses (such as residential) and are fragmented from other industrial uses.
- There are pressures for changes to land use in industrial zoned land in some areas.
- The lack of amenity in some industrial precincts detracts from the appearance of these areas and is likely to affect their prospects for future development.
- A few key established precincts are crucial to locally significant industrial land supply, as they provide opportunities for local economic development and diversification and accessibility to local jobs.
- Planning should be directed towards ensuring the effective operation of these key established areas into the future without compromising employment opportunities.
- Select industrial precincts have been nominated for potential conversion to alternative uses in the short-to medium term.
- Select industrial precincts have been nominated to be subject to precinct structure plans prior to land use and development changes.

### Key industry opportunities

- Increase demand for industrial land in Ballarat.
- Ballarat is in a prime position with direct access to the Intermodal Freight Hub at BWEZ.
- Ballarat has excellent access to a growing labour market in the expanding residential areas of Ballarat West and Ballarat North growth areas.
- Appropriate sites for industrial land use in other locations outside of Ballarat (especially larger sites) are becoming scarcer and land prices are increasing.
- Advanced manufacturing has significant potential for growth.
- Renewal of existing underutilised industrial sites.
- Consolidate and repurpose unsuitable industrial land precincts.
- Consolidate clusters of enterprise and entrepreneurial activity on smaller lots, with opportunities for business growth and diversification.
- Local economic development and diversification and accessible local jobs.

2 Industrial Land Analysis: Supply, Demand and Precinct Planning Directions (SGS Economics & Planning, April 2024)

### Key industry threats

- Residential encroachment reducing the ability for industrial land to function in proximity of sensitive uses.
- Employment opportunity loss due to land use changes in industrial areas.

### Conclusions

Based on the findings of the background reports, key priorities for the Industrial Land Use Strategy are to:

- Facilitate and Direct Industrial Growth
  - Acknowledge our role as a leading industrial and business location in Western Victoria.
  - Ensure Ballarat maintains an appropriate supply of regionally significant industrial land to sustain industrial growth for a nominal least 15 years.
  - Ensure industrial land is available to cater for emerging industry trends.
  - Set aside land for potential future regionally significant industrial land beyond 15 years to safeguard future industrial land and ensure the clustering of compatible uses.
  - Utilise well located industrial land where it can support the advanced manufacturing sector and Ballarat's role as an industrial and freight hub.
  - Provide long term certainty of industrial land in Ballarat.
  - Advocate for completion of work related to emerging influences to provide further support for future industrial lands.
- Maintain and protect the locally significant industrial futures of established employment and industrial precincts.
  - Identify established locally significant industrial precincts that add value to our community in their current location.
  - Maintain and protect the future of locally significant industrial precincts to enable intensification of enterprise uses in the long term.
  - Ensure effective operation of well-located industrial land.
  - Facilitate diverse high amenity urban industry areas.
- Facilitate alternative land use and development outcomes where land is deemed to be non-strategic or inappropriate in its current industrial zoning.
  - Identify select locally significant industrial precincts for possible conversion from industrial uses.
  - Recognise we have flexibility in converting some industrial precincts to better suited uses in neighbourhoods.
  - Facilitate land use change for select industrial precincts.
  - Strategically rezone select industrial precincts considered surplus and fragmented to alternative uses.
- Facilitate urban renewal for select industrial precincts.
  - Identify select industrial precincts for urban renewal opportunity.
  - Facilitate urban renewal of select industrial precincts marked as Urban Renewal Opportunity on the Industrial Land Framework Plan through Precinct Structure Plans.
- Continue to attract investment to support a resilient and prosperous local economy.
  - Create investment certainty to attract new business, gain investment, and retain large businesses.
  - Promote industries that offer higher job densities and high amenity area in industrial areas.

# Introduction



## The project

This report contains the findings of background research and analysis that has been carried out to inform the Ballarat Industrial Land Strategy (the Strategy). The overall aim of the Strategy is to ensure there is sufficient supply of industrial land in Ballarat to cater for the industry needs, to ensure there are sufficient opportunities to accommodate a range of industrial uses in Ballarat, to support the future role and functions of industrial precincts and the potential for conversion to alternative land uses and provide a planning framework to guide development in the industrial areas of town.

The project was initiated in response to Ballarat's changing economy and population growth that prompted the City of Ballarat to explore employment lands across Ballarat, to ensure the City of Ballarat can make well informed decisions relating to assessment of development proposals, requests to rezone land and the allocation of resources. The most recent industrial strategy *Ballarat Review of Future Industrial Areas* (CPG, 2009) recommended that a review of future of industrial areas be undertaken within 10-12 years to monitor growth, land supply and demand. A review of industrial lands was due in 2019.

The Strategy will provide guidance for business, government, and residents on the trajectory of the city's industrial precincts.

Most industrial and economic development activities in Ballarat are focused on the Ballarat West Employment Zone (BWEZ), which incorporates a range of industrial

and commercial uses with typically regional or national market reach. Ballarat's local industrial land accommodates businesses that predominately have a local or district wide market, servicing local residents and other businesses through supply chain links (though doesn't exclude larger businesses with a wider market). These areas support local service trades, local warehousing, small-scale manufacturing and production and might include non-industrial dispersed activities of a quasi-retail or recreational nature.

For this Strategy, industrial lands across Ballarat have been split into two broad categories; regionally and locally significant industrial land based on their different roles and market environments.

The Strategy will inform future changes to the Ballarat Planning Scheme, including policy directions for the local and regional industrial supply and will identify further work to support future land use changes.

For future regionally significant industrial land supply, this Strategy provides the framework and broad direction to facilitate more detailed planning for the development of individual land holdings. Figure 1 provides an overview of the stages in the planning process from changing the local planning policies in the Ballarat Planning Scheme to the planning permit stage. This Strategy recommends changes to the local planning policy framework, as per Step 1 in Figure 1 and provides direction on the future planning stages in Steps 2 to 4.

**Figure 1: Stages in the planning process for non-urban land to be transitioned to urban land**

### **Step 1. Changes to the Local Planning Policy Framework**

Provides a broad strategic objective for Ballarat and actions to achieve objectives based on State Government, regional and local policies direction. It provides a basis to undertake further planning to enable land use rezoning.

### **Step 2. Broad Framework Plan**

Develops the concept of a particular area of the municipality utilising available information. It will address key land use components and infrastructure requirements. It provides a basis for all State and local agencies to undertake more detailed infrastructure and service planning.

### **Step 3. Precinct Structure Plan**

Detailed structure plan that defines the objectives of the Framework Plan, utilising it as the basis. Precinct Structure Plans (PSP) must respond in detail to the Framework Plan. The PSP would provide a detailed plan capable of being implemented.

### **Step 4. Development and Approval**

Planning permit that responds to the PSP and address specific development requirements on a site by site basis such as subdivision plans, detailed site design.

The background reports were prepared by Hill PDA and SGS Economics & Planning and documents the research findings of the project. They contain an analysis of

Ballarat's existing industrial situation and identifications of issues and implications for the Strategy and should be read in conjunction with this Strategy.

## Objectives

The objectives of the Strategy are to:

- Investigate the demand for, and supply of, industrial land in Ballarat.
- Identify the constraints and opportunities that relate to the future development or improvements of existing industrial zoned land.
- Identify general issues and trends relating to the industrial sector that will affect existing industrial uses and land use planning.
- Identify the sectors that have the greatest potential to grow, and which are likely to decline.
- Determine the need for additional industrial land, by sector over the short, medium and long terms.
- Identify the need for policy directions for urban design and built form in industrial areas to assist in the assessment of planning applications.
- Develop a vision for future industrial development in Ballarat.
- Develop a framework plan to guide future strategic planning projects and decision making for future development of industrial precincts.
- Identify the need for additional supply of industrial land to serve development needs of Ballarat, the western region and Victoria.
- Identify the need for appropriate management strategies for incompatible uses, including buffers to uses of a sensitive nature, land use transition over time and where use and development should be restricted.
- Identify the need to support the future role and functions of industrial precincts and the potential for conversion to alternative land uses.
- Identify the need to provide guidance to ensure industrial development makes a positive contribution to the amenity and physical environment of Ballarat.
- Develop an implementation plan to ensure the directions and objectives of this Strategy are clearly articulated and applied.

## Location

Ballarat is the second largest regional city in Victoria, located approximately 100km west of Melbourne.

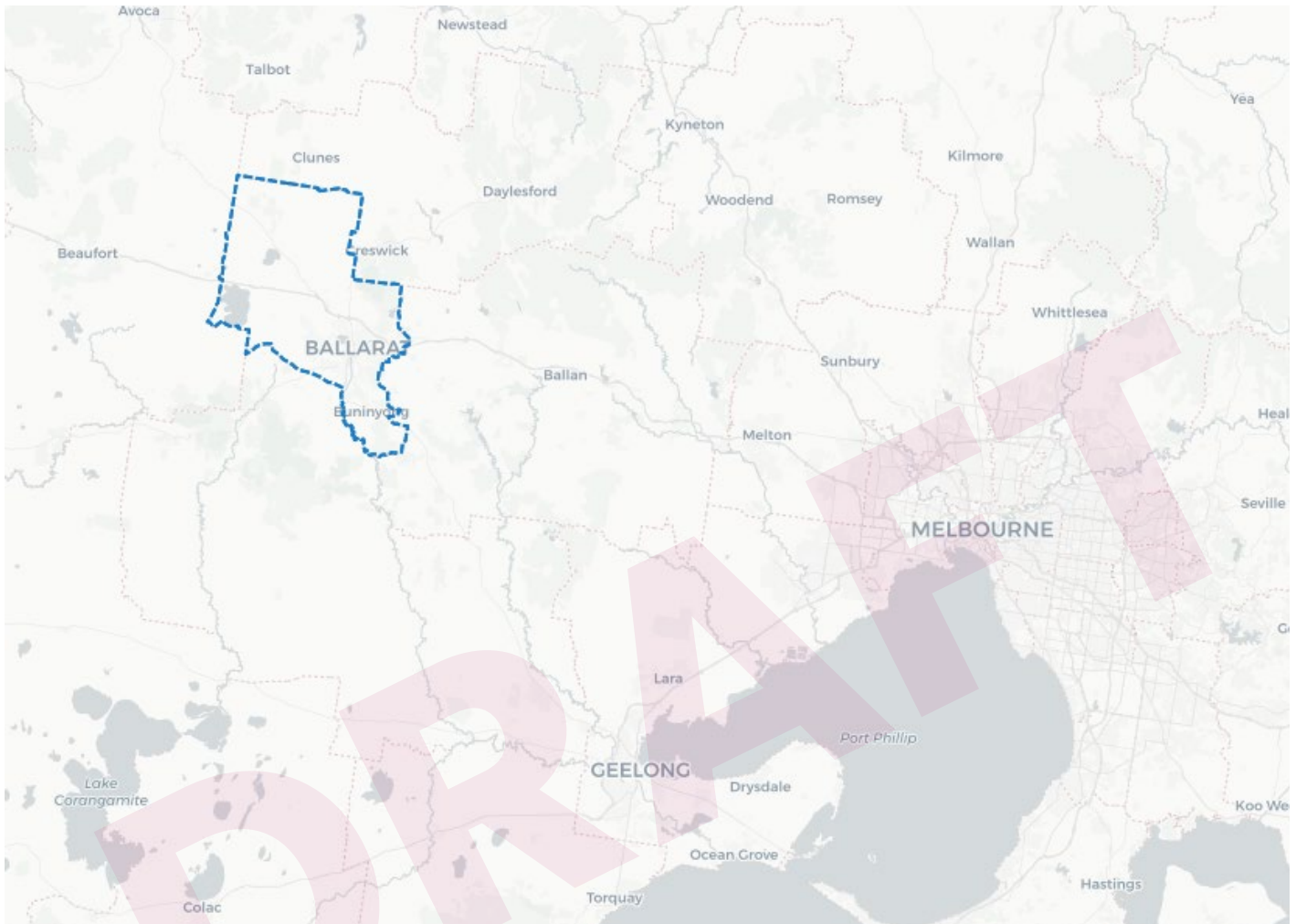
The city is strategically located adjacent to the Western Freeway which connects to South Australia and Melbourne. The western regional rail network runs through the centre of the city and connects to Melbourne, and Ararat, Horsham and Maryborough.

Ballarat is the main service centre for Western Victoria. In 2024, Ballarat has an estimated resident population of 119,089<sup>3</sup>.

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3 Forecast id.

**Figure 2: Ballarat in context with Melbourne and Geelong**



Source: VicPlan.

## Methodology

### Process

The industrial lands project commenced in 2020. This Strategy is based on information gathered from two background studies. Key sources and secondary data include the Ballarat Planning Scheme, planning and building applications, the ABS Census data (2021/2022), Forecast id. Data, Economic id. data and consultation with relevant government and local agencies.

**Figure 3. Project timeline**



**Scope**

This Strategy is an industrial land use study focusing on related issues such as land supply and demand. The Strategy does not provide detailed structure plans or development plans to guide the future layout of structure of urban areas, however, makes recommendation of these for future strategic work.

This Strategy focuses on land that is zoned Industrial 1 (IN1Z), Industrial 3 (IN3Z) and Special Use Zone (SUZ14-Ballarat West Employment Zone) within the boundaries of Ballarat’s municipality. The Ballarat Planning Scheme does not contain any land zoned Industrial 2 (IN2Z). A portion of Farming Zone (FZ) land is also considered where it is identified for conversion to future and potential future industrial land.

**Consultation**

Public consultation occurred in the preparation of the background report *City of Ballarat Employment Lands Review: Background Report* (Hill PDA, August 2021) (formally known as City of Ballarat Employment Lands Review).

Consultation with relevant agencies was undertaken on an at needs basis in the preparation of the *Industrial Land Analysis: Supply, Demand and Precinct Planning Directions* (SGS Economics & Planning, April 2024).

To inform the completion of this Strategy there will be further consultation with landowners, community, stakeholders and agencies. This will also include further consultation through any formal planning scheme amendment process.

**Consultation feedback**

Consultation feedback has been taken into consideration in the preparation of this Strategy.

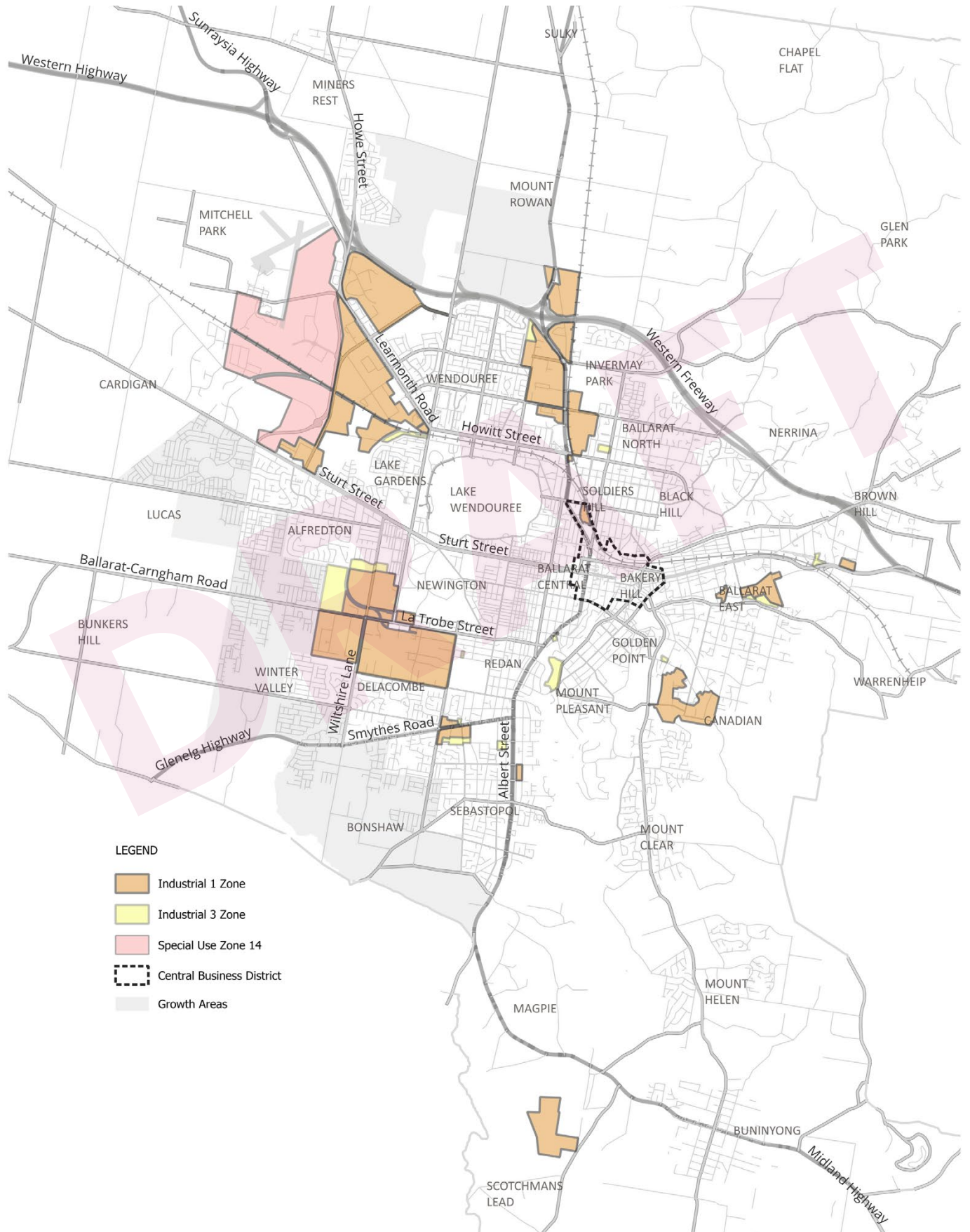
Key themes arising from the consultation process so far include:

- Clearer support for the rezoning of the entire Ballarat-Carngham Road site for residential purposes subject to resolution of buffer issues should be provided.
- Wendouree Station Precinct should have its own dedicated precinct profile.
- Gaps within the backgrounds reports in relation to industrial lands in Buninyong.
- Enhance future direction for urban renewal of the Selkirk Precinct.
- Requests to zone specific sites to Mixed Use Zone or be recognised as employment precincts.

**Study area**

Ballarat’s industrial lands are mainly located central to Ballarat’s CBD, as shown in Figure 4.

Figure 4. Ballarat's industrial areas



This Strategy considers all industrial land including Industrial 1 Zone (IN1Z) land, Industrial 3 Zoned land (IN3Z) and Special Use Zone – Schedule 14 Ballarat West Employment Zone (SUZ14).

Select industrial land areas have been further considered on a precinct level and categorised into 8 key precincts. They are categorised as being either a regionally significant precinct or a locally significant precinct.

Together, all industrial land in Ballarat forms the 'study area' for the project, with a focus on the 8 select Precincts which are shown in more detail in Figures 4 & 5. The 8 Precincts include:

### **Regionally Significant Precinct**

- Ballarat West Employment Zone (BWEZ)

### **Locally Significant Precincts**

- Skipton Street Precinct
- Lal Lal Street Precinct
- Ballarat East Precinct
- Rodier Street Precinct
- Selkirk Precinct
- Wendouree Station Precinct
- Latrobe Street Saleyards Precinct

Note: The 'Creswick Road Industrial Precinct' is identified within an Urban Renewal Area and is subject to a future urban design framework plan. Urban Renewal Areas are defined in the Strategic Context section of this Strategy. The Creswick Road Industrial Precinct is not specifically considered on a precinct level within this Strategy however future direction of the precinct is provided.

The definition of each category is as follows:

### **Regionally significant industrial land**

Incorporates a range of industrial and commercial uses with typically regional or national market reach; might integrate commercial, production and warehousing operations; could require a large site; requires connections to motorway / state transport infrastructure for rapid accessibility (to and from suppliers and end-users); importance of proximity to an appropriately skilled local workforce and support infrastructure; might be larger in investment value, scale and complexity. Areas may require targeted planning, infrastructure investment, curation and governance including minimising conflicts and disruptions from neighbouring areas.

The Ballarat West Employment Zone is considered the principal precinct of regionally significant industrial land.

### **Locally significant industrial land**

Accommodates businesses that predominately have a local or district wide market, servicing local residents and other businesses through supply chain links (though doesn't exclude larger businesses with a wider market). These areas support local service trades, local warehousing, small-scale manufacturing and production and might include non-industrial dispersed activities of a quasi-retail or recreational nature. Many industrial areas are long established in Ballarat and play an important role in the local economy. Generally, they should be retained for industrial or employment purposes unless now surplus to needs, inoperable due to unmanageable conflicts or better suited to an alternate non-employment purpose.

### **Future industrial land supply**

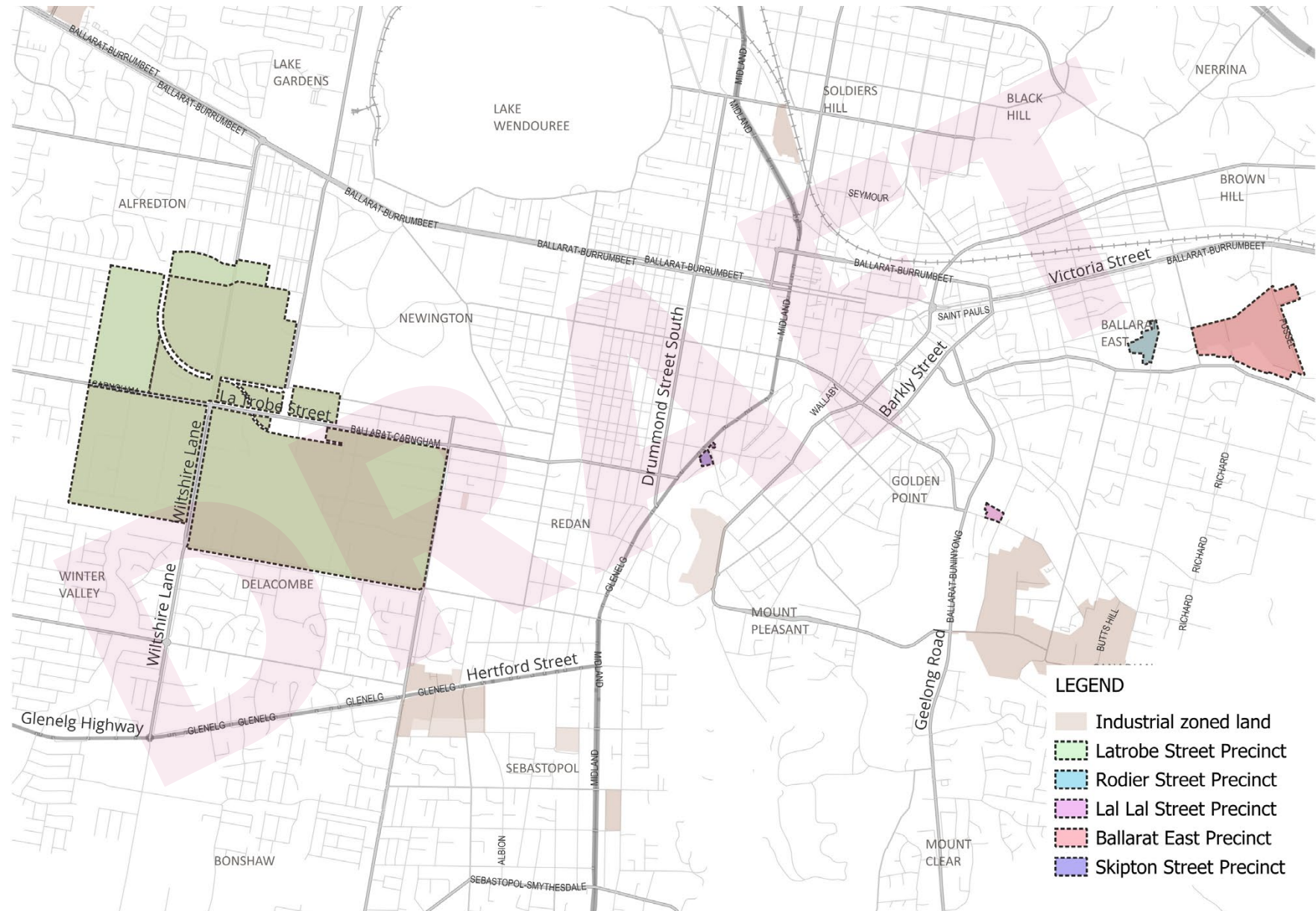
In addition to the study precincts, an area of greenfield land is identified for long term industrial growth in the Ballarat Planning Scheme. This site is bound by the Western Highway to the north, Sunraysia Drive to the east, McCartneys Road to the south, and Dowling Road to the west. This land is referred to as the Sunraysia Drive/Dowling Road Precinct. It is in close proximity to the BWEZ.

An additional section between Dowling Road and Draffins Road, has been earmarked in this Strategy as Potential Future Industrial Land, subject to further investigation, to consider if required in the future. This additional area will require strategic support to justify future rezoning and is referred to as the Draffins Road Precinct.

Both sites are chosen as a possible location for future industrial land supply, due to their proximity to a growing population in the Ballarat West Growth Area, access to key routes via Ballarat Link Road transport investment, highway access, and absence of environmental overlays that may inhibit development. The area's characteristics mean these sites could be designated as regionally significant industrial land. The sites' planning context are further explored in 'Strategic Context Analysis – Sunraysia Drive/Dowling Road Precinct & Draffins Road Precinct' section of this Strategy.



Figure 5: Select industrial Precinct (south)





## Role of industrial land

Industrial land is important to the equity in our city. It is a land resource for activities that often have some off-site impacts (noise, odour, dust, heavy vehicle movements, poor visual amenity).

These off-site effects make them poor neighbours for more sensitive uses. The concept of industrial land was originally established to separate manufacturing from housing.

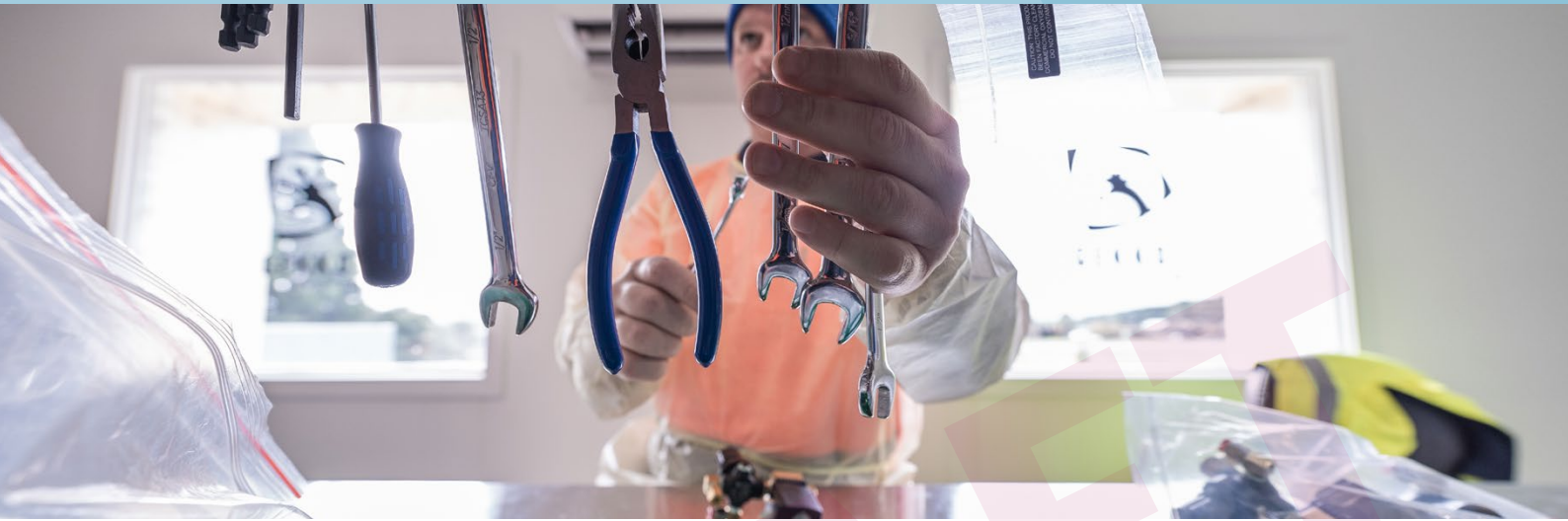
The group of traditional industrial activities has expanded, and zoning regulations have become more relaxed to accommodate demand from a wide variety of other industries and facilities since 2013 when the industrial zones were reformed.

Industrial precincts across Victoria have become locations for activities such as:

- large format retailing
- small supermarkets
- indoor and outdoor recreational facilities
- private schools
- offices large and small
- hotels and clubs
- arts studios
- churches
- community organisations

The intrusion of these activities often marks a gradual change of an industrial precinct into a denser urban environment with a wider group of uses. In this way, industrial land can be seen as a long-term land resource for the urban expansion of towns and cities as well as land for economic activities.

# Strategic Context



**This section provides a snapshot of the strategic context of this Strategy and how this Strategy responds to local and State Government policy direction. The focus is on the strategic framework in the Ballarat Planning Scheme, relevant City of Ballarat adopted strategic projects and State Government policy direction. It identifies strategic initiatives that are likely to influence the Strategy in some way in the future.**

## Local industrial strategies and background reports

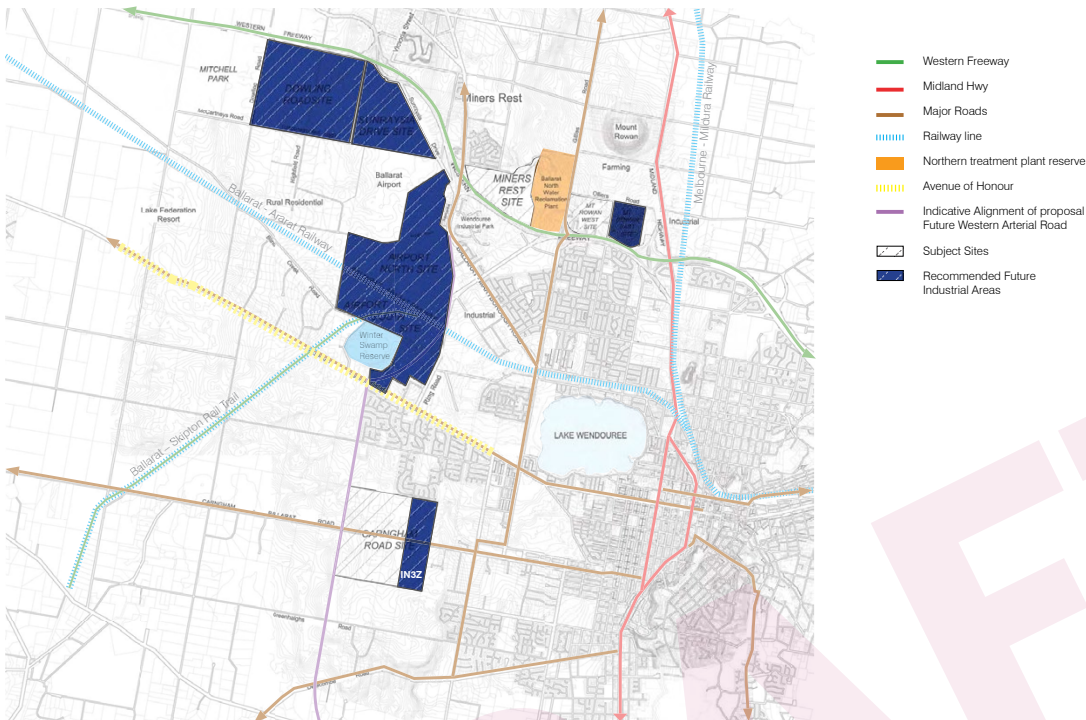
### Ballarat Review of Future Industrial Areas (2009)

*The Ballarat Review of Future Industrial Areas* (CPG Australia, 2009) was adopted by Ballarat City Council in 2011. The Review underpins the existing policy related to industry in the Ballarat Planning Scheme and is also a reference document.

The Review provided a basis for setting a direction for future industrial development to serve the long-term employment needs of Ballarat up to the year 2050. It highlighted future industrial development sites. Two of these sites include the Ballarat West Employment Zone (BWEZ) and land on Carngham Road, known as the Winter Valley Business Park and both sites have been rezoned, development has commenced, and businesses have been established. Both sites are an integral to the industrial land supply in Ballarat. Two other sites identified for potential future industrial land included the Mount Rowan East and Carngham Road north sites and have not commenced land use transition to industrial, however the Carngham Road North site was rezoned to Industrial 3 Zone. The Review also identified the Sunraysia Drive/Dowling Road Precinct as being a large site more remote from existing service infrastructure, although the precinct adjoins the Ballarat Airport and has excellent frontage to the Western Fwy and recommended as a future industrial area.

The Review indicated Ballarat had in excess of 28 years of industrial zoned land available at that time (2009). The report recommended provision of a supply of 190ha of industrial land at any one time.

**Figure 6. Recommendations from Ballarat Review of Future Industrial Areas (CPG, 2009)**



Source: Ballarat Review of Future Industrial Areas (CPG, 2009)

## City of Ballarat’s Employment Land Review: Background Report (HillPDA, 2021)

*The City of Ballarat’s Employment Lands Review: Background Report* (Hill PDA, 2021) (ELR) concludes that there are several instances of industrial activities interfacing with residential land that inhibits future development. It recommends undertaking strategic planning work to determine if alternative land use and development outcomes can deliver a net community benefit and to facilitate strategically justified rezoning of greenfield areas into industrial zoned land on specific sites. These recommendations are in line with local and State Government policy that requires the City of Ballarat to avoid locating incompatible uses in areas that may be impacted by adverse off-site impacts from industrial uses to protect community amenity, human health and safety and to provide for appropriately located supplies of industrial land across the region, sufficient to meet community needs. The ELR found that Ballarat has more than 21 years of employment land supply, indicating a degree of flexibility for Ballarat in managing the stock.

## Industrial Land Analysis: Supply, Demand and Precinct Planning Directions (SGS Economics & Planning, April 2024)

*The Industrial Land Analysis: Demand, Supply and Precinct Planning Directions* (the Analysis) was prepared as a supporting document to this Strategy. The Analysis identifies the industrial land supply and demand forecast for Ballarat and explores the opportunities and constraints of select industrial precincts. It identifies directions for industrial lands in Ballarat in which this Strategy draws on.

The Analysis finds that there is approximately 774ha of occupied industrial zoned land and 162ha of vacant industrial zoned land (total of 936ha) in Ballarat. Sites closer to Ballarat Central Business District are more intensively used and are mainly occupied by service industry.

The Analysis concludes that traditional industrial sectors remain important and manufacturing in particular is stable and remains a key driver in the local economy. It also concludes that advanced manufacturing is a key

aim of Ballarat's local economy which is expected to lead to cleaner and more intense use of industrial land.

The Analysis recommends directions for Ballarat's industrial lands including:

- Ensuring Ballarat has appropriate supply of industrial land for at least 15 – preferably 20 – years to meet forecast demand.
- Making better use of well-located industrial land where it can support the emerging advanced manufacturing sector and Ballarat's role as an industrial and freight hub.
- Facilitating alternative land use and development outcomes where land is deemed to be nonstrategic or inappropriate in its current industrial zoning.
- Seeking alternative industrial land to safeguard Ballarat's industrial sector into the future.
- Supporting a precinct-based approach for the development of industrial land.

## State Influences

### Planning Policies

This Strategy responds to State Government Planning policy for industrial land by ensuring the provision of a sufficient supply and appropriately located industrial land across the western region, sufficient to meet community needs (Clause 11.01-1S Settlement and 17.03-1S Industrial land supply).

The proposed greenfield industrial land and potential long term industrial land provides good access for employees, freight and road transport, being located adjacent to the Western Freeway, a principal freight road network and the principal freight rail network. It is also close to road freight terminals in BWEZ and the Ballarat Airport.

This Strategy intends to ensure the preservation of locally significant industrial land for industrial or employment generating uses, however it is recognised that for some industrial precincts, uses can be met elsewhere, such as in BWEZ or in the greenfield industrial area once it is ready for development.

This Strategy responds to 13.07-1S land use compatibility, by recommending that existing local planning policy provisions are maintained to ensure protection of community amenity, human health and safety while

facilitating appropriate industrial uses with potential adverse off-site impacts and ensuring incompatible uses are discouraged in areas that may be impacted by adverse off-site impacts from industrial uses.

It is recommended that appropriate buffer areas are provided between the proposed industrial land and nearby sensitive land uses. This Strategy affirms that non-industrial land uses that will prejudice the availability of land in identified industrial areas for future industrial use are discouraged (17.03-2S Sustainable industry) whilst ensuring residents are not affected by adverse environmental effects, nuisance or exposure to hazards through the identification of separation and buffer areas.

## Regional Influences

### Central Highlands Regional Growth Plan (2014)

*The Central Highland Regional Growth Plan* establishes a framework for strategic land use and settlement planning for the Central Highlands Region (Ararat, Ballarat, Golden Plains, Hepburn, Moorabool and Pyrenees) to sustainably accommodate growth. It identifies future regionally significant industrial and other employment locations and provides consistent regional approaches on matters such as planning for key resources, waste, tourism and cultural heritage.

Ballarat is identified as the key regional city in the Central Highlands located along road and rail corridors, with an airport and significant tourism assets. Most population growth and employment activities are directed to Ballarat as a strategic regional city. The plan identifies that large-scale manufacturing, research and development and freight and logistics development will be directed towards BWEZ, located adjacent to Ballarat Airport. BWEZ has access to air, road and rail infrastructure within a master-planned framework.



### Future Direction – Industry

- Ensure local employment opportunities and provide industrial land to support population growth and economic opportunities.
- Identify opportunities for the expansion of existing industries and the establishment of new industries in the region that leverage off the region’s competitive strengths, including its workforce, research and knowledge infrastructure, and access to major markets.
- Exploit the regional significance of the Ballarat West Employment Zone in providing land for manufacturing, freight and logistics, and commercial uses.
- Support infrastructure investment where it provides for the expansion or establishment of new industry and other employment-generating uses.

### Policies, strategies, actions – Industry

- Recognise in planning schemes that employment growth needs to underpin population growth to enable residents to work locally and support the region’s economy.
- Direct infrastructure investment where it will support business investment, including Stage 1 of the Ballarat Western Link Road, which will improve access to the Ballarat West Employment Zone
- Review planning schemes to prevent the encroachment of sensitive uses into buffer areas for industry.
- Support the provision of industrial land in settlements designated for growth by providing land and monitoring the supply and demand for industrial land.

## The Central Highlands Regional Economic Development Strategy (2022)

*The Central Highlands Regional Economic Development Strategy* sets out the medium to long-term strategic directions for driving economic growth and development across the region and provides a consistent evidence-based framework for understanding Victoria’s regional economies. It emphasises the innovation economy, as well as a transition to renewable energy, both of which rely upon a sufficient supply of appropriate industrial land. An innovation economy focuses on advanced manufacturing, research, and entrepreneurship.

For the Central Highland Region, Ballarat is recognised as the regional capital, is an employment and education hub and is experiencing sustained population growth across all age cohorts. BWEZ is recognised as playing an important role in activating economic opportunities and is expected to be a Ballarat engine room for jobs and economic growth.

### Future Direction – Industry

- Strengthen the renewable energy and waste management industries.

### Policies, strategies, actions – Industry

- Understand how large-scale renewables can contribute to existing land-uses and consider opportunities to mitigate any potential land use conflicts.

## Melbourne Industrial and Commercial Land Use Plan (DEWLP, 2020)

*The Melbourne Industrial and Commercial Land Use Plan* (DEWLP, 2020) provides a snapshot of Victoria’s and Melbourne’s economy, industry sector and workforce, relevant to this strategy. While the plan does not have specific future directions for Ballarat, it is helpful to understand the relevant industrial context of Victoria in relation to this Strategy and its findings and recommendations.

The Plan recognises that Victoria's economy has undergone significant structural changes since the 1980's. While manufacturing output remains similar to what it was 25 years ago, other industry sectors have grown significantly, including the financial and professional sectors. It recognises that the economy has transitioned to a more service and knowledge based one, which has resulted in a decline in manufacturing's share of the economy. The Plan also recognises the change in traditional manufacturing and over the coming decades is likely to be vastly different from the recent past. The Plan also recognises that population growth, global competition, changing consumption patterns and technology have influenced changes in Victoria's labour market. The changes include:

- The type of work has changed including a decline in routine manual jobs, routine cognitive jobs, technology is augmenting tasks within occupations and creating new occupations and job type is diversifying (more part-time and casual jobs).
- The workforce has changed including female participation is increasing, retirement age is getting older, Victorians are more qualified/have a higher qualification.

It is recognised that rapid advances in technology, globalisation and changing consumer patterns will see businesses and industries disrupted over a faster pace in the near future. The nature of work and how business is done, will continue to change in response to global and domestic factors and this will influence how industrial and commercial land is used and planned for. These expected changes will present significant new employment and economic opportunities for Victoria, and transitional challenges. There are opportunities to anticipate, respond and capitalise on these expected changes in how we plan for our city.

## Advancing Victoria's Manufacturing: A Blueprint for the Future (from Melbourne Industrial and Commercial Land Use Plan (DEWLP, 2020))

This report emphasises that advanced manufacturing in Victoria makes a crucial contribution across the state's economy. It recognises that manufacturing today is more technology-intensive, more skills-intensive, more agile, and more innovative and also plays a crucial role in a circular economy by making manufacturing more efficient, increasing local production and reducing waste.

## Manufacturing Statement – Made in Victoria 2030

This Statement emphasises the need to focus on developing advanced manufacturing to support continual growth in the industry sector. It highlights that the Victorian manufacturing sector employs more than 267,500 people, making it one of the state's largest employers, with more than 80 per cent of manufacturing jobs being full-time, and all manufacturing jobs are increasingly highly skilled. The Statement also highlights that the manufacturing contributes \$31 billion per year to Victoria's Gross State Product (GSP) and despite many global challenges, Victorian manufacturing exports are booming, with \$20.4 billion worth of manufactured goods exported from Victoria in 2020–21. This Statement identified that the Victorian Government will maintain a vibrant manufacturing sector with the potential benefits being significant, including rewarding jobs, higher productivity and incomes, and sustainable economic growth.

## Local Influences

### Municipal Strategic Statement

The Municipal Strategic Statement (MSS) is a statement of the key strategic planning, land use and development objectives for the municipality and the strategies and actions for achieving the objectives. It provides the local strategic basis for the application of the zones, overlays and particular provisions in the planning scheme and decision making by the responsible authority. It must apply, and give effect to, the State Planning Policy Framework (SPPF) at the local level. It is therefore important that this Strategy is consistent with the strategic directions of the MSS, and updates them, as appropriate.

This section provides a summary of key strategic directions of the Ballarat MSS at March 2024.

#### Clause 21.01-4 Key issues

This Clause outlines Ballarat's land use and development key issues for settlement and housing, environment, built form, heritage and design, economic development, transport and infrastructure. The last time this Clause was updated was in The key issues relating to industrial land include:

- Planning for sufficient land supply for economic growth.
- Supporting the grouping of key businesses and industries
- Enabling innovation in key businesses and industries.
- Providing sufficient land for industrial growth and expansion.
- Encouraging a cohesive built form and high-quality landscaping in industrial areas.
- Ensuring industrial precincts are protected from intrusion by inappropriate land uses which put pressure on lawful existing industrial activities.
- Ensuring the urban realm contributes to a high-quality visitor experience.
- Identifying and encouraging the redevelopment of urban renewal precincts.
- Ensuring infrastructure provision keeps pace with population and housing growth.
- Accommodating a projected population of about 160,000 people by 2040.
- Facilitating urban renewal in areas with potential for higher density development.
- Identifying and protecting long-term growth opportunities.
- Greening the urban area as an urban forest to improve biodiversity, manage heat, improve amenity and enhance Ballarat's rural identity.

- Protecting and enhancing the distinctive sense of place, cultural identity and the natural, cultural and historic landscape across the Ballarat municipality.
- Minimising greenhouse gas emissions.
- Ensuring new development adopts best practice approaches to minimising energy, resource and water use, reuse and recycling.
- Avoiding decision-making which creates long-term conflict with farming operations.
- Minimising the impacts of development on water catchments.
- Improving the presentation of built areas and entrances.
- Improving the design, siting, and landscaping of development.
- Protecting significant areas and features of the built and natural environment.
- Ensuring infill development enhances the cultural significance and character of historic areas.

#### Clause 21.02-3 Urban renewal precincts

This Clause identifies Ballarat's urban renewal precincts and provides direction for future land use change. Urban renewal precincts are sites or areas with significant potential for large-scale renewal and redevelopment. Further investigation and feasibility work is required to determine the extent of potential for change within each precinct. Structure, framework, or master plans will be prepared for these precincts and incorporated into the planning scheme where appropriate to help facilitate development.

This Strategy responds to this local policy by encouraging the redevelopment of urban renewal precincts and aims to facilitate land consolidation, master planning and other mechanisms to support redevelopment potential of these precincts. The urban renewal precincts relevant to this Strategy (as the land is within an industrial zone) include Selkirk Precinct, Latrobe Street Precinct, Creswick Road and Wendouree Station Precincts.

#### Clause 21.05-1 Agriculture

This Strategy recommends land use change from farming zoned land, without compromising the core agriculture areas significant to Ballarat that are located in the north west of the municipality.

### **Clause 21.07-2 Regionally significant sites**

This Strategy affirms BWEZ as a regionally significant precinct and further supports the development of BWEZ as the primary industrial area and the preferred location for clean, advanced manufacturing, research and development and ancillary services in accordance with the objectives of this Clause.

### **Clause 21.07-4 Industry**

This Clause highlights the need to protect Ballarat's significant existing industrial areas from encroachment by sensitive land uses.

This Strategy promotes appropriate infill development in existing industrial areas including Latrobe Street and BWEZ precincts, to maximise the use of existing infrastructure and services while supporting landowners in old and inappropriate industrial areas which interface with sensitive land uses to transition to other more complementary uses.

### **Clause 22.02 Industry**

This Clause applies to all land in the Industrial 1 and Industrial 3 Zones and/or the use and development of land for industrial purposes (SUZ14).

It contains statement of policy to:

- To protect the integrity of viable and sustainable industrial areas from ad hoc intrusion of competing non-compatible land uses.
- To ensure a high standard of urban design and landscaping is achieved to improve the amenity and appearance of industrial areas.
- To minimise the impact on the amenity of surrounding residential areas from traffic, noise and emissions generated by industrial land uses.
- To reduce and minimise conflict between industrial and non-industrial land uses.
- To facilitate the redevelopment of under-utilised sites for more intensive forms of industry to make more efficient use of existing infrastructure.
- To ensure best practice environmentally sustainable development, which utilises, where practicable, energy efficiency, water conservation and reuse, water sensitive urban design, and recycling or reuse of waste products.

## **Emerging influences**

### **Ballarat Growth Areas Framework Plan**

The Ballarat Growth Areas Framework Plan (Framework Plan) outlines the future growth areas for the city located to the North and West of Ballarat. These growth areas are crucial for accommodating Ballarat's future population, as current projections show a need for a further 1,448 houses built per year until 2041 and beyond.

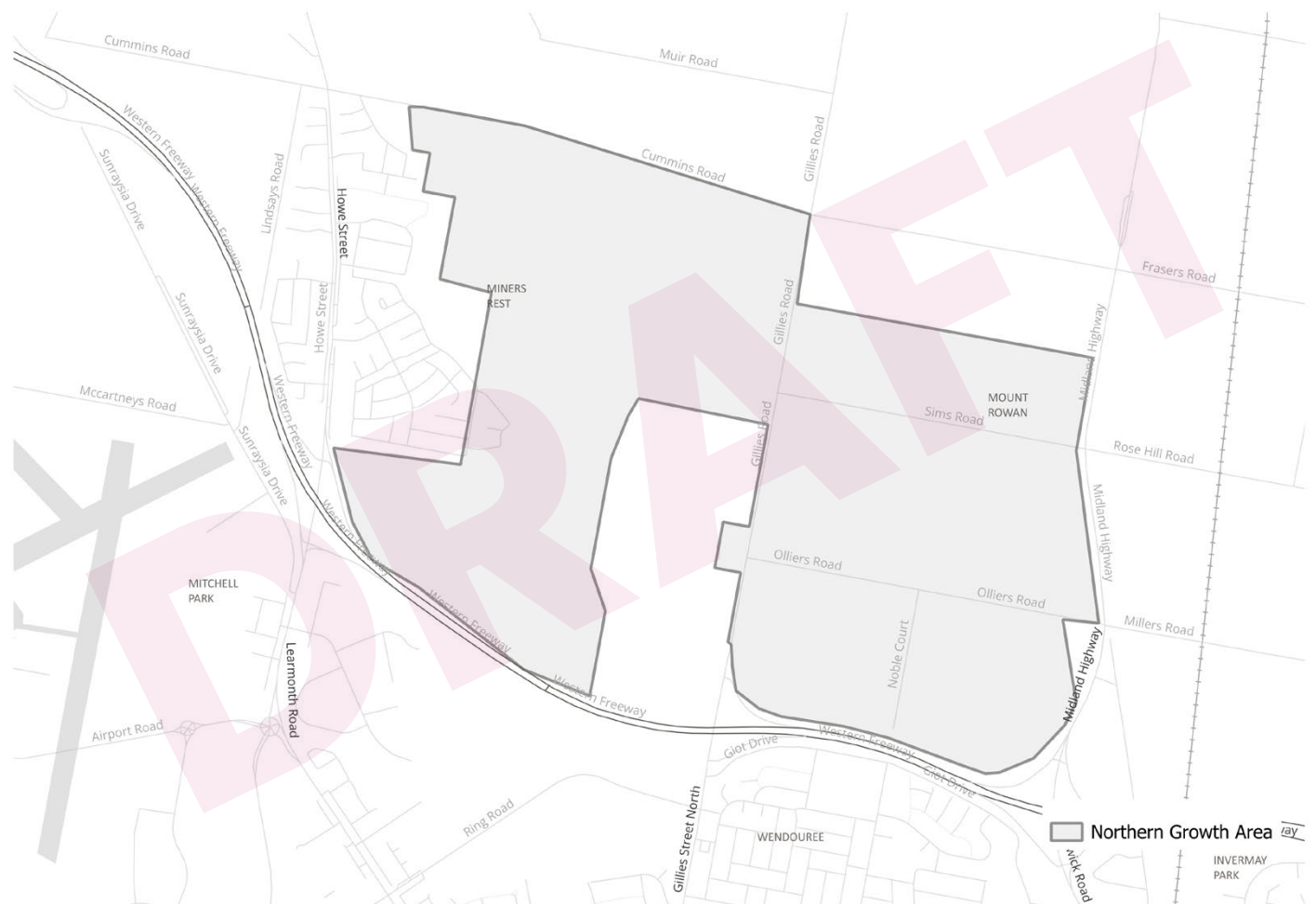
Once future greenfield land supply is needed, rezoning of the growth areas including the preparation of Precinct Structure Plans (PSPs) and Development Contributions Plans (DCPs), will be required. The Framework outlines the preferred staging for future PSP preparation and actions to be addressed as part of this process.

## Ballarat North Precinct Structure Plan (NPSP) 2023

The Ballarat NPSP is currently being prepared by the Victorian Planning Authority (VPA) in conjunction with City of Ballarat. The subject area is the next growth area for Ballarat. It is earmarked for residential development,

and has a focus on green spaces, environmentally sustainable practices, and transport infrastructure to support a walkable and active lifestyle.

**Figure 7: Ballarat NPSP area**



## Ballarat Housing Strategy

The Ballarat Housing Strategy recognises a need to streamline the construction of new housing to match the growing population of the region, and to better utilise established areas.

Many of the constraints identified in the Strategy relate to the location of housing, where many properties are located in higher risk areas, prone to flooding and bushfires. To combat these issues, housing infill and higher density development has been recognised as a cost-effective method, to reduce the environmental risks to property seen in the outer areas of Ballarat.

To ensure enough housing is delivered for the growing population of Ballarat, the Ballarat Housing Strategy discussion paper suggests some residential infill strategies. This includes the rezoning of commercial and rural living zoned land, as a means for further housing development; assessing the suitability of underutilised mixed-use land, which can be converted to higher density housing; and converting underutilised and isolated Industrial zoned areas for residential use.

## Planning Policy Framework Translation

A State Government initiative, the Planning Policy Framework (PPF) improves the operation of planning policy in Victoria and better aligns State and local policy. It is based on a 3-tier structure that integrates state, regional and local policy. It was introduced into the Victoria Planning Provisions and all Victorian planning schemes on 31 July 2018.

It is anticipated that the Ballarat's Planning Scheme PPF translation will occur in late 2024, which will have effects on the references in this Strategy related to local policy clauses.

## Ballarat Airport Strategy and Master Plan

The most recent Ballarat Airport Strategy and Master Plan was produced in 2013 and requires updating to reflect recent works undertaken and planned for the Ballarat Airport.

The City of Ballarat is considering the next stages of development for the Airport which will establish its role and activities appropriate for Ballarat's status as a large regional city.

A central focus of the Master Plan will be the usage of aviation within the operations and supply chains of Ballarat's businesses and industry, together with demand for aviation services from the Ballarat community.

The Master Plan will include a revised Australian Noise Exposure Forecast (ANEF) and number-above or 'N' contours which illustrate the average number of events per day that exceed a certain sound level.

The City of Ballarat – in consultation with Airservices Australia – will advise whether the updated noise surveys will necessitate an extension of the Airport Environs Overlay (AEO).

## Ballarat Link Road Business Case

The Ballarat Link Road is a 12 kilometre arterial link road along the western boundary of Ballarat. It connects the industrial and residential growth areas within Ballarat's west with other parts of the region.

Stage 1 of the project was completed in 2018 and connects the existing section of Ballarat Link Road between Learmonth Road and Remembrance Drive. Stages 2 and 3 of project include the duplication of Dyson Drive, Alfredton. The City of Ballarat is seeking funding from the State and Federal governments to fund the construction of the next stages of the project.

## Latrobe Street Urban Renewal Program

*The City of Ballarat Council Plan 2021-2025* identifies a key priority to facilitate future planning for opportunities related to the Latrobe Street Saleyards Precinct. Previous background studies including *Latrobe Street Urban Renewal Project (2019)* and *Future Directions Summary Report (2020)* provide background information and potential precinct design options to facilitate future land use and development opportunities for the precinct. The background information will set the foundation for the future investigation of land use options for the saleyards site and recognises that some industrial uses may require relocation to allow any proposal to use land for sensitives uses i.e., residential uses.

## Other strategic influences

### City of Ballarat Council Plan 2021–2025

The *City of Ballarat Council Plan 2021–2025* outlines our strategic direction and details strategic objectives, initiatives and priorities and is a key part of the City of Ballarat's integrated strategic planning framework. This Strategy fosters 3 of the 6 goals outlined in the Council Plan and their associated objectives/initiatives by embedding these into the directions and actions within this report.

#### Future Direction – Industry

- An environmentally sustainable future.
- A city that fosters sustainable growth.
- A strong and innovative economy and city.

#### Policies, strategies, actions – Industry

- Transition towards zero emissions.
- Transition towards zero waste.
- Ensure urban growth planning delivers high quality communities.
- Ensure environmental sustainability outcomes are embedded in new developments.
- Ensure better quality sustainable design outcomes in both City of Ballarat and private developments.
- Unlock potential in major brownfield\* redevelopment sites.
- Create great precincts and places for people.
- Precinct Structure Plans for new growth areas.
- An Employment Land Strategy to guide long-term land use planning for jobs, industrial and commercial developments.
- Facilitate future planning for opportunities related to the Latrobe Street Saleyards Precinct.
- Facilitate future planning for opportunities related to the Ballarat Major Events Precinct.
- Strengthen the connection to Country and be proactive in conserving cultural heritage when scoping and designing new projects.
- Reduce potential environmental and health risks associated with contaminated land.

- Achieve best practice design in private investments in new growth areas to deliver community benefit.
- Support local businesses to explore, innovate and adapt to emerging economic opportunities.
- Actively attract and facilitate new business development and public and private investment to Ballarat.
- Support investment in local businesses, social enterprises and local employment, and foster local ideas which benefit the community.

### Ballarat Prosperity Framework (2020)

The *Ballarat Prosperity Framework* is a document that expresses the values and aspirations of the Ballarat community. Based on extensive consultation undertaken in late 2019, the framework makes commentary on Ballarat's perception, social inequality, environmental sustainability, urban design and the changing economy. This information helps shape the way the City of Ballarat operates as an administrative body, particularly in strategic planning processes.

Ballarat's community expresses an appetite for progressive change across its economy and community seeking to build on the region's existing strengths and conserve key elements. The key directions relating to industry and employment land are summarised as follows.

#### Future Direction – Industry

- As Australia and Ballarat continues to transform into a strong knowledge-based economy, our resilience will be heavily reliant on growing such industries locally and being ready to embrace new industries of the future.

## Ballarat Economic Development Plan 2021–2025

The *Ballarat Economic Development Plan* defines the City of Ballarat's economic plan for the next 5 years. In the plan, there are 3 strategic focus areas related to industry:

**1. Circular economy**, with a focus on renewable energy, particularly wind.

**2. Advanced manufacturing**. Use of the cutting edge of technology to increase the outputs of manufacturing.

**6. Urban renewal and community wealth building**. Increasing marketing and visibility to continue to grow the visitor economy.

This Strategy considers focus areas 1 and 2 by recommending clustering of industrial precincts to be close together, to having access to useful industrial infrastructure, such as waste disposal, transport and freight, government invested projects, and other organisations with similar purposes can all be accessed more efficiently by the companies in those precincts. Focus area 6 is directly linked to the renewal of ineffective industrial areas, as their renewal into residential, creative or community focused precincts could be an innovative way to strengthen Ballarat's economy.

## Today Tomorrow Together: The Ballarat Strategy Our Vision for 2040 (2015)

The Ballarat Strategy outlines a plan for managing forecast growth and change. It is a strategic document that guides future growth to the most efficient locations with the highest net community benefit as well as providing certainty for the community and the development industry on development areas and forms.

The strategy adopts principles of new urbanism centred on a 10 Minute City direction to increase walkability and active transport patronage, densify certain areas and develop existing centres. Ballarat is recognised as a regional city with an economy transitioning from predominantly industrial to knowledge and creative sectors.

This Strategy also recognises key precincts for urban renewal, including land zoned for industrial purposes. These precincts are identified as areas where change and investment could have significant social and economic benefits to the city. They offer opportunities to make areas more attractive and accessible to the community to live and work. The sites relevant to this Strategy include Selkirk Precinct, Ballarat Saleyards Site and Light Industrial Precinct (Latrobe Street Precincts) and Wendouree Railway Station Precinct.

### Future Direction - Industry

- Initiative 1.12 – Continue to work in partnership with the Victorian Government to deliver BWEZ.
- Initiative 1.13 – Protect key industrial land from encroachment by sensitive uses and support its growth through infrastructure and transport.
- Initiative 1.14 – Support the transition of constrained industrial areas to less intensive uses where the long-term viability of industrial use has been compromised.
- Initiative 1.15 – Continue to streamline planning processes to reduce wait times and increase certainty regarding applications.

The Strategy emphasises that the strategic use of industrial lands in Ballarat is changing – some underutilised or constrained areas may no longer be suitable for industrial, while areas such as the BWEZ are a focus for growth.

The strategy makes precinct-specific recommendations. The City of Ballarat's strategic position on key employment lands in year 2015 is seen below.

### Ballarat West Employment Zone

BWEZ is earmarked as Ballarat's future industrial area supporting jobs over the next 20 years. The precinct has significant opportunity to attract large scale employment given its proximity to the Ballarat Airport, heavy rail and freeway access. Land use will include industrial areas, a freight hub, business support precinct, research and development centre.

### Selkirk Precinct

A strategically important area, encompassing the Eureka Stadium precinct and large areas of industrial land close to the centre of Ballarat. This precinct represents a significant urban renewal opportunity in its own right. Given its proximity to the Ballarat CBD and its location as a gateway to the city, there are significant land use change opportunities which will also complement the growing Eureka Stadium Sporting Precinct. The precinct also has future opportunities for land use changes given its direct access to the railway line and proximity to the Western Freeway.

### Ballarat Saleyards Site and Light Industrial Precinct

This industrial area historically developed as a periphery location when it was on the fringe of the city. Many of the former and current land uses within the precinct were attracted to the area to complement and leverage the former Ballarat Saleyards Site which closed in 2018. Currently, the precinct is located within an area which predominantly encompasses residential or light commercial uses, attracting urban growth to its fringe as part of the Ballarat West Growth Area.

Given the precinct's interface with a significant piece of public open space, Victoria Park, surrounding undeveloped land, it has potential for urban renewal which will shift the land use to a future mixed use/residential area with complementary or compatible commercial or light industrial uses.

### Land west of Stawell Street

Land in urban areas at the entry to Ballarat in Ballarat East, including a parcel opposite the Eureka Centre Ballarat, and land to the west of Stawell Street are zoned for heavy industrial. These parcels are completely embedded in urban areas and are historical legacies. The City of Ballarat will continue to work with landowners who seek to transition such land to fewer intensive uses.

## Ballarat Economic Development Plan (BEDP) 2021-25

The BEDP recognises that a healthy economy contains a mix of small, medium and large businesses and that a diverse economy creates a sustainable cycle of economic activity. It highlights a focus on advanced manufacturing, which could drive the need for industrial land. The Plan focuses on advanced manufacturing as a strategic focus area.

### Future Direction – Industry

- We will work in partnership with Development Victoria to market the Ballarat West Employment Zone as the destination of choice for large manufacturing businesses.
- We will continue to facilitate new manufacturing investment in Ballarat, through proactive and reactive marketing and support for businesses wishing to establish or expand in our city.

## Ballarat West Employment Zone (BWEZ) Master Plan 2012

The BWEZ area was confirmed for industrial use in the *City of Ballarat's Future Industrial Land Use Strategy* (2009), which formed the basis of Amendment C138 to the Ballarat Planning Scheme. The Amendment C138 Planning Panel endorsed this position, and the Industrial Framework Plan in the Ballarat Planning Scheme which showed BWEZ site as designated for short to long term industrial and employment growth.

*The BWEZ Master Plan Document* (2012) was prepared to provide a robust and comprehensive framework for the development of the BWEZ site. BWEZ is a job and wealth creating industrial land use strategy. The strategy is designed to transform the economic base of Ballarat and provide modern industrial land required by the private sector to improve productivity and create secure jobs.

## Ballarat Activity Centres Strategy (BACS) 2012

BACS promotes clustering knowledge-based businesses in activity centres, which could lead to the consolidation of industrial land in these areas plus more mixed-use development. It discourages small industrial sites surrounded by residential land.



## Ballarat Rural Land Use Strategy (Parsons Brinckerhoff, 2010)

*The Ballarat Rural Land Use Strategy* (Parsons Brinckerhoff) (BRLUS) identifies that in 2010 much of the North Precinct, containing the Sunraysia Drive/Dowling Road and Draffins Road Precincts, is functioning as pseudo rural residential with small lots in the Farming Zone containing dwellings and land not used for agriculture, however the precinct is currently actively farmed in some parts.

The BRLUS identifies the broader area (recognised as the North precinct) as a transition zone for the highly productive and viable farm sizes to the northwest and the urban extent of Ballarat to the south. The BRLUS also identifies the Sunraysia Drive/Dowling Road Precinct for future industrial land and a key objective is to 'recognise the strategic location of the North Precinct and strategically manage diverse future land uses'.

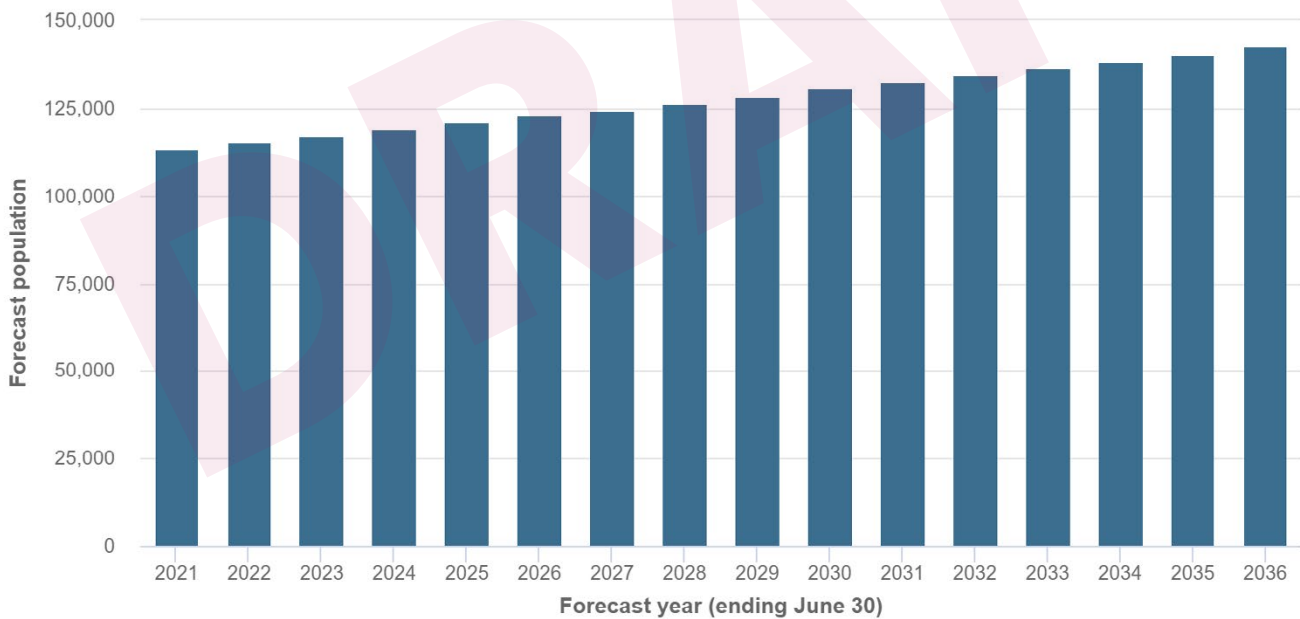
# Statistical Profile

This section of the report provides a summary of the statistical review of population, employment and industrial activities in Ballarat, identifying their importance to the town in terms of employment and output. This information is important to understand the changing nature of industrial lands including factors such as future employment and population trends that assist in the understanding of what industries and how many more jobs we need to plan for.

## Population highlights

Ballarat’s population in 2024 is 119,089 and is forecast to grow to 142,642 by 2036, a change of 23,553 residents (or 19.77%<sup>4</sup>).

**Figure 8. Ballarat’s Forecast population.**



Source: *Population and housing forecast, 2021 to 2036*, prepared by id (informed decisions), January 2023.

The median age in Ballarat is 39, with 11 per cent of the population born overseas and 1.8 per cent of the population Aboriginal and Torres Strait Islanders.

The median household income is \$1,465 with the median weekly mortgage repayment being \$340 with 32 per cent of households with a mortgage. 31 per cent of households are renting with the median weekly rent being \$296.

In 2021, there was an estimated 638 homeless persons.

4 Forecast.id <https://forecast.id.com.au/ballarat>

## Population Growth

Ballarat population is forecast to grow to by 23,553 residents by 2036<sup>5</sup> and is the key driver in the region, generating demand for employment lands directly through employment and indirectly as the region attracts public and private investment.

## Resident qualifications

Analysis of the qualifications of the population in the City of Ballarat in 2021 compared to Regional Victoria shows that there was a higher proportion of people holding formal qualifications (Bachelor or higher degree; Advanced Diploma or Diploma; or Vocational qualifications), and a lower proportion of people with no formal qualifications.

Overall, 53.4 per cent of the population aged 15 and over held educational qualifications, and 38.8 per cent had no qualifications, compared with 49.9 per cent and 40.4 per cent respectively for Regional Victoria.

**Table 1. Resident qualifications**

City of Ballarat - Persons aged 15+ (Usual residence)	2021			2016			Change
	Number	%	Regional VIC %	Number	%	Regional VIC %	
Bachelor or Higher degree	21,422	23.2	18.2	15,578	18.9	14.5	+5,844
Advanced Diploma or Diploma	8,463	9.2	9.3	6,966	8.5	8.5	+1,497
Vocational	19,439	21.0	22.4	16,967	20.6	22.0	+2,472
No qualification	35,884	38.8	40.4	34,353	41.8	42.8	+1,531
Not stated	7,236	7.8	9.7	8,350	10.2	12.2	-1,114
<b>Total persons aged 15+</b>	<b>92,444</b>	<b>100.0</b>	<b>100.0</b>	<b>82,214</b>	<b>100.0</b>	<b>100.0</b>	<b>+10,230</b>

Source: Australian Bureau of Statistics, *Census of Population and Housing 2016 and 2021*. Compiled and presented by .id.

23.2 per cent of people in the City of Ballarat had a Bachelor or Higher degree qualification in 2021, higher than Regional Victoria. This represents an increase of 5,844 people with bachelor or higher degrees since 2016.

The largest changes in the qualifications of the population in the City of Ballarat between 2016 and 2021 were in those with:

- Bachelor or Higher degrees (+5,844 persons)
- Vocational qualifications (+2,472 persons)
- No qualifications (+1,531 persons)
- Advanced Diploma or Diplomas (+1,497 persons)

5 Forecast id.

## Employment overview

In 2022, Ballarat supported 61,441 jobs with Health Care and Social Assistance the largest employer, generating 8,948 jobs full time employment (FTE) in 2021/2022. This is a significant jump from 2001 when the local jump count was 37,025<sup>6</sup>.

A count of jobs is one of the most fundamental economic indicators of the size of the local economy, and increasing numbers of jobs generally represent a growing economy. However, jobs are not necessarily full-time and the value of a job varies across areas.

For this reason, jobs numbers should be viewed in conjunction with Employment by industry and Worker Productivity datasets.

53,104 people living in Ballarat in 2021 were employed, of which 56 per cent worked full time and 37per cent part time. The levels of full or part-time employment, unemployment and labour force participation indicate the strength of the local economy and social characteristics of the population.

**Table 2. Employment status**

City of Ballarat – Persons in the labour force (Usual residence)	2021			2016			Change
	Number	%	Regional VIC %	Number	%	Regional VIC %	2016 to 2021
Employed	53,104	95.3	95.9	44,716	92.9	94.0	+8,388
Employed full-time	29,711	53.3	53.6	25,474	52.9	53.8	+4,237
Employed part-time	19,708	35.4	34.9	16,672	34.6	34.2	+3,036
Employed, away from work	3,685	6.6	7.3	2,570	5.3	6.1	+1,115
Unemployed (Unemployment rate)	2,638	4.7	4.1	3,408	7.1	6.0	-770
Looking for full-time work	1,383	2.5	2.2	1,877	3.9	3.5	-494
Looking for part-time work	1,255	2.3	1.9	1,531	3.2	2.5	-276
<b>Total labour force</b>	<b>55,742</b>	<b>100.0</b>	<b>100.0</b>	<b>48,124</b>	<b>100.0</b>	<b>100.0</b>	<b>+7,618</b>

Source: Australian Bureau of Statistics, Census of Population and Housing 2016 and 2021. Compiled and presented by .id.

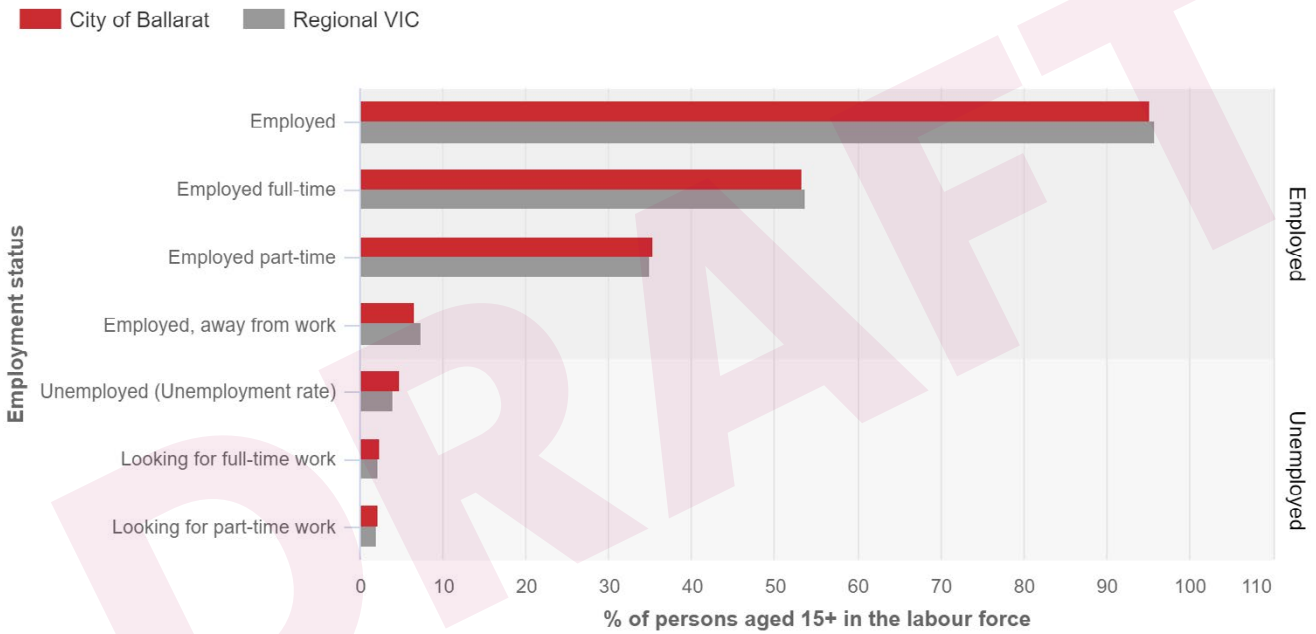
6 Economy id <https://economy.id.com.au/ballarat>

Analysis of the employment status (as a percentage of the labour force) in the City of Ballarat in 2021 compared to Regional Victoria shows that there was a lower proportion in employment, and a higher proportion unemployed. Overall, 95.3 per cent of the labour force was employed, and 4.7 per cent unemployed, compared with 95.9 per cent and 4.1 per cent respectively for Regional Victoria.

Between 2016 and 2021, the number of people employed in the City of Ballarat showed an increase of 8,388, and the number unemployed showed a decrease of 770. In the same period, the number of people in the labour force showed an increase of 7,618 or 15.8 per cent.

**Figure 9. Employment Status, 2021**

Total persons in the labour force



Source: Australian Bureau of Statistics, Census of Population and Housing 2016 and 2021. Compiled and presented by .id.

## Employment by industry

More City of Ballarat residents worked in health care and social assistance than any other industry in 2021. This is influenced by the skill base and socio-economic status of the residents as well as the industries and employment opportunities present in the region.

Table 3 indicates that Ballarat's largest industries of employment, with the top 5 including:

- Health care and social assistance (10,150 people or 19.1 per cent)
- Education and training (5,742 people or 10.8 per cent)
- Retail trade (5,382 people or 10.1 per cent)
- Construction
- Manufacturing

The industries that changed the most between 2016 and 2021 include the health care and social assistance (+2,618), construction industry (+1,083), education and training (+852) and public administration and safety (+671) with Information Media and Telecommunications the only shrinking industry. Minimal growth occurred in mining and wholesale trade as seen in Table 3.



**Table 3. Industry of employment (aged over 15 years)**

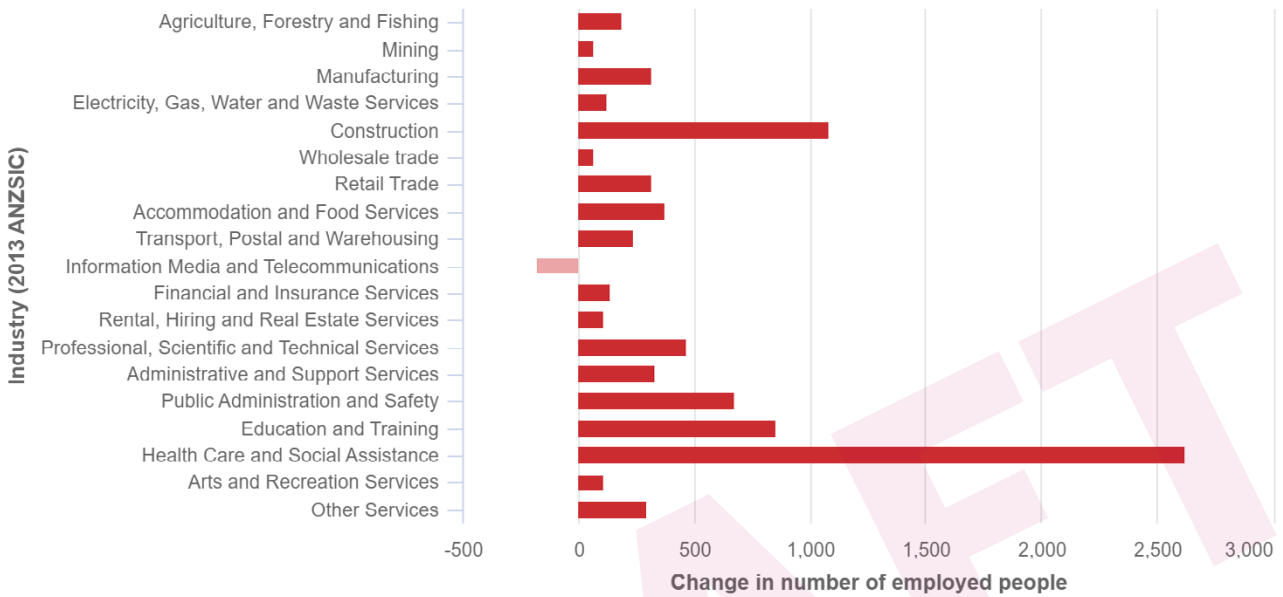
City of Ballarat - Employed persons (Usual residence)	2021			2016			Change
	Number	%	Regional VIC %	Number	%	Regional VIC %	2016 to 2021
Agriculture, Forestry and Fishing	890	1.7	7.2	703	1.6	7.7	+187
Mining	402	0.8	0.7	337	0.8	0.7	+65
Manufacturing	3,834	7.2	7.4	3,515	7.9	8.1	+319
Electricity, Gas, Water and Waste Services	540	1.0	1.4	416	0.9	1.5	+124
Construction	5,057	9.5	10.0	3,974	8.9	8.8	+1,083
Wholesale trade	977	1.8	2.2	912	2.0	2.2	+65
Retail Trade	5,382	10.1	9.5	5,068	11.3	10.6	+314
Accommodation and Food Services	3,825	7.2	6.6	3,453	7.7	7.0	+372
Transport, Postal and Warehousing	1,787	3.4	3.8	1,552	3.5	3.9	+235
Information Media and Telecommunications	737	1.4	0.8	915	2.0	1.0	-178
Financial and Insurance Services	905	1.7	1.9	766	1.7	1.9	+139
Rental, Hiring and Real Estate Services	635	1.2	1.0	530	1.2	1.1	+105
Professional, Scientific and Technical Services	2,859	5.4	4.5	2,394	5.4	4.2	+465
Administrative and Support Services	1,433	2.7	2.8	1,102	2.5	2.8	+331
Public Administration and Safety	3,403	6.4	6.3	2,732	6.1	6.1	+671
Education and Training	5,742	10.8	8.8	4,890	10.9	8.7	+852
Health Care and Social Assistance	10,150	19.1	16.2	7,532	16.8	14.3	+2,618
Arts and Recreation Services	1,013	1.9	1.5	906	2.0	1.5	+107
Other Services	1,835	3.5	3.6	1,541	3.4	3.6	+294
Inadequately described or not stated	1,700	3.2	3.9	1,474	3.3	4.0	+226
<b>Total employed persons aged 15+</b>	<b>53,106</b>	<b>100.0</b>	<b>100.0</b>	<b>44,712</b>	<b>100.0</b>	<b>100.0</b>	<b>+8,394</b>

Source: Australian Bureau of Statistics, Census of Population and Housing 2016 and 2021. Compiled and presented by .id (informed decisions)

<https://profile.id.com.au/ballarat/industries>

**Figure 10. Change in industry sector of employment, 2016 to 2021.**

City of Ballarat - Total employed persons



Source: Australian Bureau of Statistics, *Census of Population and Housing 2016 and 2021*. Compiled and presented by .id.

<https://profile.id.com.au/ballarat/industries>

## Emerging industries

Location quotient (LQ) is a way of quantifying how concentrated a particular industry is in a specific geographic area compared to a benchmark, in this case regional Victoria). A LQ of greater than 1 reveals that there is an above representation of production in that industry compared to the Central Highlands.

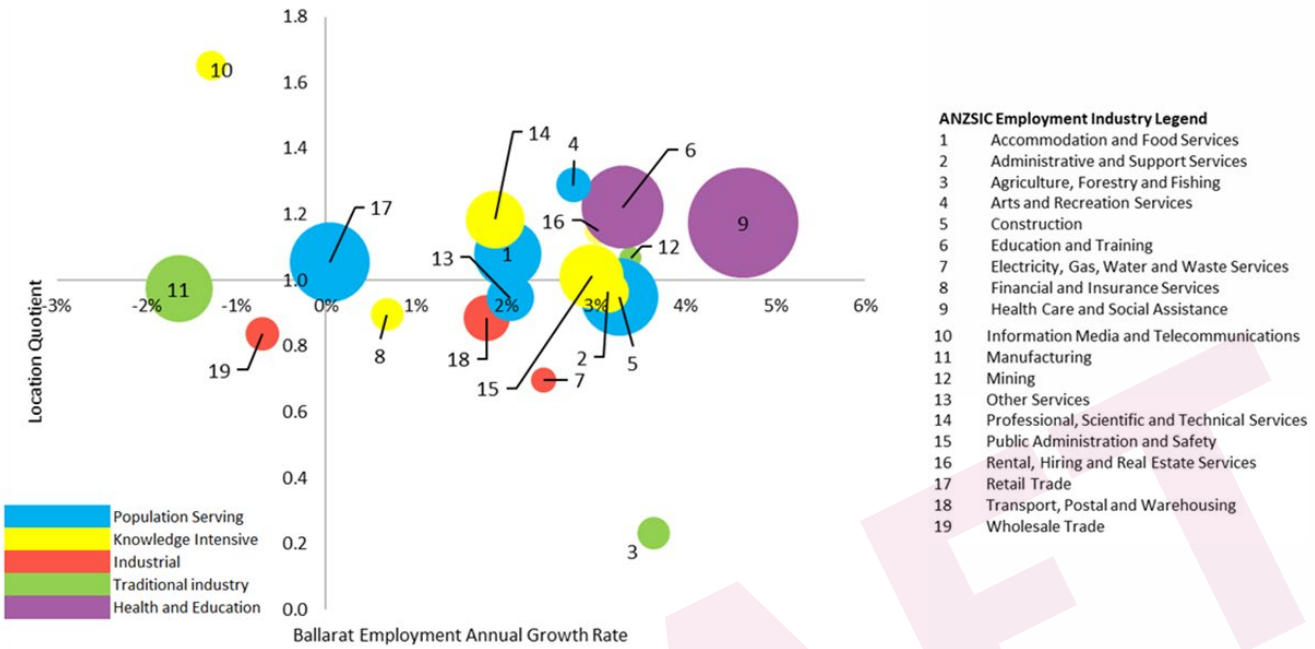
The LQ is shown on the vertical axis while the change in employment is on the horizontal axis.

Interpreting the graph below:

- The size of the circle represents the relative size of the industry
- The north eastern quadrant indicates specialised industries with growth over the period
- The south eastern quadrant indicates industries with low growth and low specialisation
- The north western quadrant indicates industries with low growth and high specialisation
- The south western quadrant indicates low growth and low specialisation.

Quadrant	Indication	Industries
North eastern	High industry specialisation and growth – industries likely experiencing an expanding stage.	Health care and social assistance, education and training, arts and recreation services, professional, scientific and technical services, accommodation and food services.
South eastern	Low industry specialisation and low growth – industries likely to be at the emerging stage.	Transport, postal and warehousing, agriculture, forestry and fishing, construction, public administration and safety, administrative support services, electricity, gas water and waste services.
North western	High industry specialisation and low growth.	Information media and telecommunications, financial and insurance services.
South western	Low industry specialisation and low growth.	Manufacturing, Wholesale trade.

**Figure 11. Local workforce growth share matrix.**



Source: *Industrial Land Analysis: Supply, Demand and Precinct Planning Directions* (SGS Economics & Planning, April 2024)

The data shows that Ballarat is host to expanding knowledge-intensive industries such as healthcare, education and professional services. Construction and public administration are emerging industries in Ballarat to service population growth. Transport, postal and warehousing and electricity, gas, water and waste services are emerging sectors.

Mining is a small, low specialisation but high growth industry, resulting from regional gold mining.

Ballarat has high specialisation and negative growth in wholesale trade.

## Worker productivity

An analysis of the jobs held by the full-time equivalent local workers in the City of Ballarat in 2021/22 shows the three highest industries were:

- Electricity, Gas, Water and Waste Services (\$301,909)
- Wholesale Trade (\$237,097)
- Financial and Insurance Services (\$234,522)

In comparison, the same 3 industries in Victoria were for \$294,014 in Electricity, Gas, Water and Waste Services; \$215,887 in Wholesale Trade and \$310,167 in Financial and Insurance Services.

The largest changes in worker productivity by industries between 2016/17 and 2021/22 in the City of Ballarat were for those employed in:

- Mining (-\$148,866)
- Information Media and Telecommunications (+\$63,179)
- Wholesale Trade (+\$51,480)
- Financial and Insurance Services (-\$51,466)<sup>7</sup>

## Unemployment

In June 2023, the unemployment rate in City of Ballarat was 2.6 per cent. This is lower than the regional Victoria unemployment rate of 3 per cent and Victoria unemployment rate of 3.7 per cent. Unemployment is an important indicator of the economic success of an area. A low unemployment rate, like Ballarat, can indicate an affluent area with a high rate of access to jobs, or a place where those who can't find jobs leave the area. A high rate can indicate a declining economy with closures of key industries, or a residential area with a significantly disadvantaged population.

## Employment trends

In Victoria, manufacturing and wholesale trade employment growth has declined whereas transport and storage have seen strong growth in employment numbers.

Manufacturing and wholesale trade employment numbers have decreased over the last 20 years with employment down 33 per cent and 31 per cent respectively. Transport and storage employment has growth 21 per cent in the same time period<sup>8</sup>.

## Advanced manufacturing

Advanced manufacturing falls within the broader manufacturing category of industry and is not singled out as a standalone measure in the economic context of Ballarat; however, it is understood that it is an emerging industry within Australia, and worldwide and it is important to understand the needs of the industry to be able to properly plan for it.

In addition to Ballarat's existing industry and employment trends, it is known that manufacturing has undergone a worldwide shift from conventional, process-intensive production to a much higher reliance on advanced technologies and more highly skilled workers. This shift is the essence of advanced manufacturing<sup>9</sup> which is defined as a "broad set of enabling technologies, processes and practices that businesses from a wide range of industry sectors can adopt to improve their productivity and competitiveness"<sup>10</sup>. Advanced manufacturing industries can include additive manufacturing / 3D printing; advanced materials manufacturing, biotechnology, nanotechnology, and design-led innovation amongst others.

Many of these high tech modern industrial sectors are low-impact and compatible with other employment generating uses, including large-format retailing and standalone office. They are likely to have different demands from traditional manufacturing industries where access to physical inputs (such as telecommunications infrastructure or proximity to logistics infrastructure) is a key location driver. There is an opportunity in Ballarat to utilise well located industrial land where it can support the merging advanced manufacturing sector like BWEZ or locally significant industrial land.

This emerging industry will influence the type of industrial land needs in Ballarat and there is a need to be ready to accelerate the transformation of our advanced manufacturing capabilities, paving the way for smarter and more sustainable ways of doing things. This is crucial for our continued economic recovery and growth. It will unlock new opportunities to increase jobs, productivity, and investment in our state, and build a thriving and diverse workforce.

<sup>7</sup> Economy id <https://economy.id.com.au/ballarat>

<sup>8</sup> Profile id <https://profile.id.com.au/ballarat/industries>

<sup>9</sup> Manufacturing Statement Made in Victoria 2030

<sup>10</sup> Australian Government, Department of Industry, Innovation and Science



### Key findings

- Ballarat's population is growing with an addition 23,553 residents by 2036 and is the key driver in the region, generating demand for employment lands.
- Ballarat's population is getting smarter with an additional 5,844 people with bachelor or higher degrees since 2016.
- In 2022, Ballarat supported 61,441 jobs with employment number increasing and unemployment numbers decreasing.
- More City of Ballarat residents worked in health care and social assistance than any other industry in 2021. This is influenced by the skill base and socio-economic status of the residents as well as the industries and employment opportunities present in the region.
- Ballarat is host to expanding knowledge-intensive industries such as healthcare, education and service industries.
- Construction and public administration, transport, postal and warehousing and electricity, gas, water and waste services are emerging sectors in Ballarat.
- Ballarat's economy is diversifying. Service and knowledge sectors are growing and the city is consolidating its pre-eminent role in western Victoria with strong health and education sector growth and an increased share of employment in these areas.
- Traditional industrial sectors remain important, and manufacturing is stable and remains a key driver of the local economy.
- Manufacturing has undergone a worldwide shift from conventional, process-intensive production to a much higher reliance on advanced technologies and more highly skilled workers.
- There is an opportunity in Ballarat to utilise well located industrial land where it can support the merging advanced manufacturing sector like BWEZ or pockets of locally significant industrial land.
- Ballarat will need to plan for approximately 17,500 more jobs to ensure we cater for future needs up to 2051.
- A proportion of job increase will be accommodated in industrial lands to support emerging sectors such as advanced manufacturing, transport, postal and warehousing, electricity, gas, water and waste services.
- Cleaner and more advanced manufacturing will allow for industrial uses to be accommodated adjacent to sensitive uses.

# Industrial land supply and demand

This section of the report provides a summary of the land supply and demand for locally significant industrial land and regionally significant industrial land. The full analysis of industrial land supply and demand can be found in the *Industrial Land Analysis: Supply, Demand and Precinct Planning Directions* (SGS Economics & Planning, April 2024).

## Methodology

The approach to the land supply and demand analysis was to categorise the precincts as either regionally significant or locally significant industrial land. This recognises that the industrial precincts comprise different industrial activities, lot size requirements and market reach and connections. It also enables the demand and supply analysis to be segmented.

A nominal land supply target of 15 years has been adopted. State Government policy requires local governments to ensure there is sufficient supply of land available for residential, commercial, retail, industrial, recreational, institutional, and other community uses. The required number of years of supply for industrial use is not specified, however State Government policy requires to plan to accommodate projected population growth over a 15-year period and provide clear directions where growth should occur. It is considered appropriate to apply this policy direction to industrial land in the absence of clear policy direction for industrial growth.

## Regionally significant industrial land demand and supply

### Demand

There is an increasing demand for regionally significant industrial land in Ballarat. Industrial land of a range of lot sizes has been selling strongly in the last 2-3 years.

Outside of Ballarat in the western context of Greater Melbourne area, appropriate sites for industrial land use (especially larger site) are becoming scarcer, they are competing with residential land, and land is becoming more expensive. Ballarat is becoming a more desirable option for industrial land users, who might otherwise have considered a Western Melbourne location.

A key priority for the City of Ballarat is to facilitate investment jobs that generate high levels of employment, which includes the skilled workforce and the advanced manufacturing and innovation sector. These land uses require lot sizes starting from 3-4ha.

There is a need to accommodate larger industrial lots, evident in the enquiries the City of Ballarat have received over the last 2-3 years, seeking 5-20ha lots. Such property enquiries have come from Melbourne businesses that have outgrown their current facilities with no room to expand and/or are being pushed away due to land cost.

Interstate businesses are also looking to relocate to Ballarat for reasons such as supply chain, logistics and existing complementary industry. International businesses are considering Ballarat as a base to service Australia and Southeast Asia.

### Existing supply

BWEZ is the municipalities only regionally significant land as it incorporates a range of commercial and industrial uses with typically regional or national market reach; it integrates commercial, production and warehousing operations; it has large sites that are connected to state transport infrastructure and has larger investment value, scale and complexity.

BWEZ accounts for 186ha of regionally significant land of which 26ha is occupied. The 186ha is derived from the total land allocated to development Stages 1, 1B, 2, 3A, 3B

and 4, and excludes all other land including land used for residential, mixed use, open space and the freight hub also included in BWEZ. In 2023, the land allocated for development stages was approximately 14 per cent developed. City of Ballarat permit data in April 2024

indicates that of the 10 vacant lots in Stages 1 and 1B, 6 lots are subject to approved planning permits and a site visit confirms that 2 of these lots with planning approval are under construction.

**Table 4. BWEZ- Status of existing lots and area, 2023**

	Lots		Area	
	Count	Percentage (%)	Hectares	Percentage
Small lots (<1ha)	5	22	2	1
Medium lots (1<5ha)	10	43	23	12
Large lots (>5ha)	8	35	161	87
Occupied lots area	12	48	26	14
<b>Vacant lot area</b>	<b>11</b>	<b>52</b>	<b>160</b>	<b>86</b>

Source: Analysis of Industrial Land Supply and Demand (SGS Economics & Planning, April 2024) \*subdivision permits may have been approved since this table was established.

BWEZ is a staged development comprising of Stage 1, Stage 1B, Stage 2, Stage 3A, Stage 3B and Stage 4 (Figure 12). As of April 2024, the status of each Stage is described as follows:

**Stages 1 and 1B** is made up of a range of industrial businesses spread across 23 lots. This stage is complete and is now home to companies including CHS Broadbent, Kane Transport, Luv-A-Duck, Westlab and Athlegen.

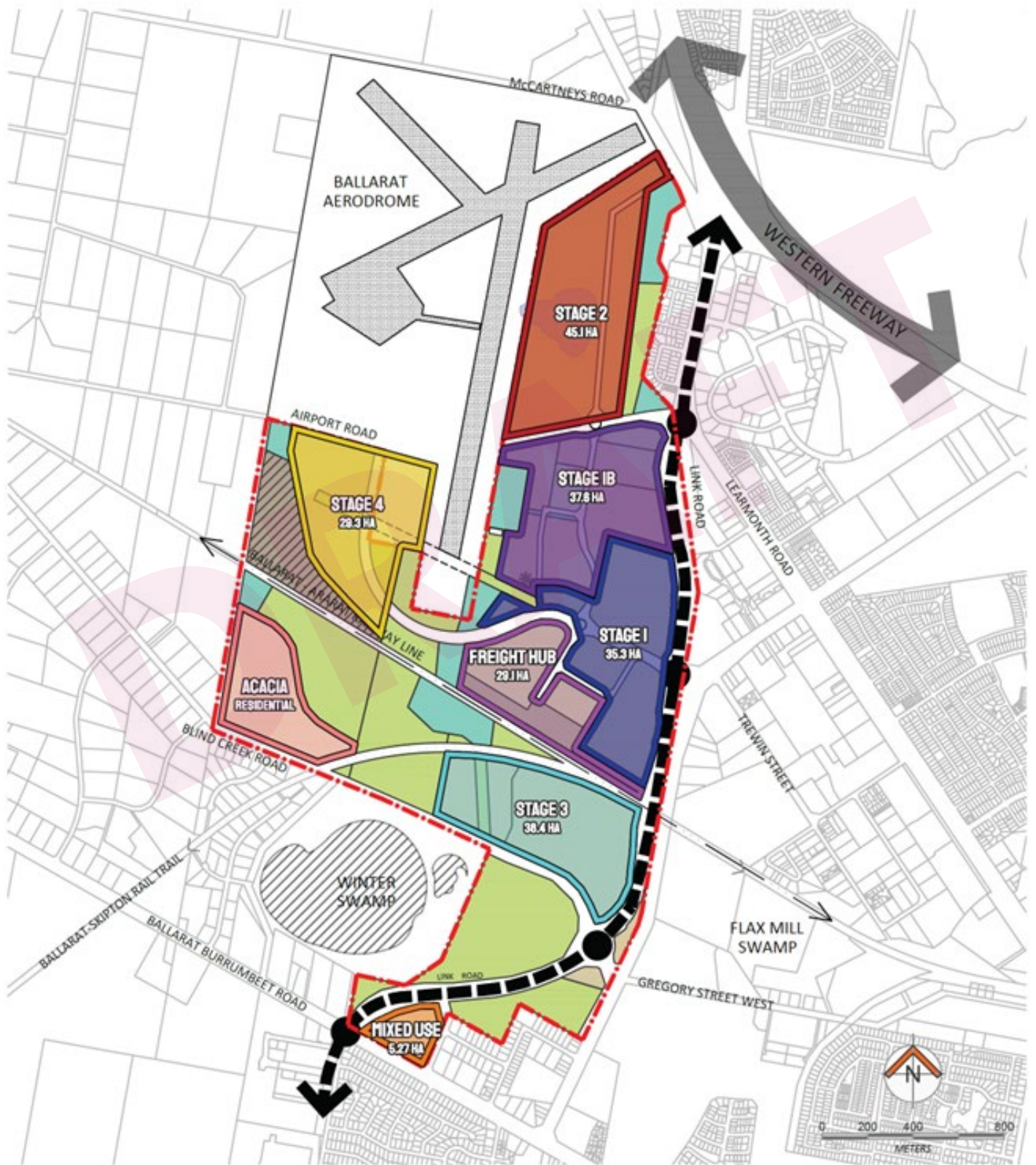
**Stage 2** is an industrial precinct, north of Airport Road. It features lots adjacent to Ballarat Airport, making it perfect for aviation businesses. Stage 2 works are underway including establishments of the drainage system. Land sales are being negotiated.

**Stage 3A and 3B** will be delivered in 2 stages. Stage 3A will feature 2 large lots, while 3B is being investigated as a future Circular Economy Precinct, which aims to extend the life cycle of products and use resources more efficiently through recycling and reducing waste to zero. Land sales are being negotiated.

**Stage 4** is located adjacent to Ballarat Airport’s main entrance; it will form a future industrial land development<sup>11</sup>.

<sup>11</sup> Regional Development Victoria <https://www.rdv.vic.gov.au/>

Figure 12. Ballarat west Employment Zone Stages



Source: <https://www.development.vic.gov.au/projects/ballarat-west-employment-zone?page=overview>

## Future demand

SGS Economics & Planning considered three scenarios for demonstrating existing and future supply and demand (take-up rates) for regionally significant industrial land.

- **Scenario 1** uses a land development method, based on the rate of development from 2021 to 2023, in the immediate post Covid period, estimated at around 4.5 hectares per year.
- **Scenario 2** uses a similar land development method to scenario 1 but considering the period from 2018–2020. This assumes that future development rates would return to pre-COVID-19 figures in future. This period of development gives a value of around 6.5 hectares per year.
- **Scenario 3** is based on land sales data, instead of development. Sales are occurring at around 11.5 hectares per year on average. Sales rates are not a typically accepted figure for development rates, as these are driven by investor and developer imperatives and not on actual take-up or land consumption.

While it is not typical practice to use land sales as the benchmark for estimating long range demand (as used in scenario 3) there are relatively unique circumstances in evidence here. A contract with Development Victoria (DV) for land sale in BWEZ contains a deadline for development within a relatively short time, that is 1–3, from settlement, and this constrains land banking. It is a breach of contract to not develop within the timeframe. When a development doesn't occur in the agreed timeframe an ensuring process sees the property returned to DV who can then place it back on the market. There has been one example of the purchaser not meeting this obligation and that property has been returned to the market.

The dynamics in the wider industrial land market should also be acknowledged. If strategic precincts such as BWEZ are increasingly attracting investors and end-users who in the past might have chosen a western Melbourne market, this might not show up in past take up rates that are projected forward.

City of Ballarat have also received requests for larger lots sizes in response to the strategic focus of its investment facilitation i.e. prioritising advanced manufacturing/innovation over lower employment options such as warehousing. While manufacturing property requests start at the 3–4ha size the list of enquiries shows requests for 5–20ha over the last 2–3 years as well as requests for 40–50ha. While the available evidence isn't definitive increasing demand for larger lot sizes will accelerate actual development take-up rates.

For this reason, it is reasonable to plan for future regionally significant land based on Scenario 3, recognising that there will be some lag in actual development and occupation rates, of perhaps 3–5 years.

While BWEZ is not placed within the hierarchy of Metropolitan Industrial and Commercial Land Use Plan (MICLUP), it might be expected to approach the take up rates of the largest, state significant precincts if it becomes increasingly integrated with the Melbourne market. The comparison suggests that scenario 3 (11.5 ha per year) is not unrealistic (though somewhat higher than the other regionally significant precincts most of which don't have BWEZ's significant attributes), while scenario 2 (6.5ha per year) looks readily achievable, particularly given the anecdotes of its increasing attractiveness. These scenarios place BWEZ at the high end of or above take-up rates of other regionally significant industrial precincts, but still less than the state significance precincts in Melbourne.

The table below summarises the three demand scenarios compared to the existing (vacant) land supply at what is considered the only current regionally significant land supply at BWEZ.

**Table 5. BWEZ land consumption scenarios**

	BWEZ vacant land (ha)	Assumed take-up rate (ha/year)	Years of remaining zoned land
<b>1. Low Scenario (S1)</b> (based on recent (2021-23 dev rate)	160 ha	4.5	36 (by 2061)
<b>2. Medium Scenario (S2)</b> (based on increasing dev rate, prior to covid impacts)	160 ha	6.5	25 (by 2048)
<b>3. High Scenario (S3)</b> (based on recent land sales rate)	83 ha	11.5	7 (by 2029) + 3 to 5 for development and use

Source: Analysis of Industrial Land Supply and Demand (SGS Economics & Planning, April 2024)

**Future Supply- Sunraysia Drive/Dowling Road Precinct**

By establishing that regionally significant industrial land is in demand, we need to ensure adequate amount of supply is available to account for future demand. This is general planning practice and in accordance with State Government policy direction that requires local governments ensure there is a sufficient supply of land available for industrial uses. A nominal supply of 15-year period is considered for this Strategy.

Statistics tell us that Ballarat could run out of regionally significant land by 2037. Planning for additional regionally significant land needs to begin in the very short term to ensure the required planning policy is within the Ballarat Planning Scheme to allow for future industrial land use and development.

Whilst existing local planning policy directs 'long term industrial growth' to the Sunraysia Drive/Dowling Road Precinct, this Precinct is required to be available for development in the medium to long term (10 + years).

This Precinct is in an ideal location for regionally significant land as it is in close proximity to a growing

population in the Ballarat West Growth Area, has access to key routes via Ballarat Link Road transport investment, highway access, and absence of environmental overlays that may inhibit development. The Precinct is not encumbered by overlays that would inhibit the development of an industrial precinct. However, there are known constraints on the site that will inhibit some development on certain areas, these include wetlands and areas known to be subject to flooding.

Based on these constraints, and other factors such as transport infrastructure, we can establish how much land may be developable known as Net Developable Area (NDA). By understanding the NDA, the amount of supply available can be determined.

While the SGS report established the NDA for the combined Sunraysia Drive/Dowling Road and Draffins Road Precincts to be 350ha, further detailed assessment of the site to establish the 'wastage' from bodies of water, necessary roads and other constraints indicate a difference, as seen in Table 6. All figures associated with NDA indicated in the table below are approximate only.

**Table 6. NDA for Sunraysia Drive/Dowling Road Precinct**

Gross Area	Wetland outside a flood zone	Flood Zone	Roads to serve the new development area	Net Developable Area (NDA) (approximate)
440ha	5.6ha	60ha	26ha	348ha

**Table 7. Years supply of unzoned land in Sunraysia Drive/Dowling Road Precinct**

	Sunraysia Drive/ Dowling Road Precinct vacant land (ha) (NDA approximate)	Assumed take-up rate (ha/year)	Years of unzoned land
<b>1. Low Scenario (S1)</b> (based on recent (2021-23 dev rate)	348 ha	4.5	77
<b>2. Medium Scenario (S2)</b> (based on increasing dev rate, prior to covid impacts)	348 ha	6.5	53
<b>3. High Scenario (S3)</b> (based on recent land sales rate)	348 ha	11.5	30

It is found that the Sunraysia Drive/Dowling Road Precinct could account for approximately 30 years supply of regionally significant industrial land (approximately up to year 2057). This assumption does not take into account future industry trends for larger industrial lots that could substantially reduce the assumed take up rate (ha/year). It is recommended that this supply analysis is reconsidered in future planning for the Precinct to determine an accurate number of years supply available.

To allow for industrial land use and development of this Precinct, rezoning from the current Farming Zone to a more appropriate zone is required. This may be in the form of an Urban Growth Zone (UGZ) that operates to manage the transition of non-urban land into urban land. The UGZ applies provisions that are designed to safeguard the land from use or development that could restrict its long-term urban development potential. The UGZ does not itself allow urban use and development to proceed.

A precinct structure plan must be prepared and applied to the land before this can occur and will consider question as follows:

- How can the new employment areas respond to evolving economic conditions?
- How can planning respond to increased community expectations about form, character, and composition of our new employment areas?
- How can planning support broader policy objectives and better guide how new communities are established?
- How can land use and infrastructure be planned and delivered to support integrated outcomes?
- How can our new employment lands be resilient and adaptable to emerging challenges, including the impacts of climate change?
- How can we protect and enhance natural, cultural and environmental values?

In the short term, changes to the existing policy in the planning scheme are required to earmark the Precinct for short to long term industrial growth, from its current long term industrial growth. This policy change is supported by the results of the land supply and demand analysis.

**Figure 13. Sunraysia Drive/Dowling Road Precinct as depicted in the Industry Plan in the Ballarat Planning Scheme**



Source: Ballarat Planning Scheme Industry Plan (Clause 21.07-4)

**Planning beyond short -long term industrial growth- Draffins Road Precinct**

This strategy identifies land between Dowling Road and Draffins Road, known as Draffins Road Precinct to be earmarked in the Ballarat Planning Scheme as Potential Future Industrial Land, subject to further investigation.

This Precinct is located adjacent to the Sunraysia Drive/ Dowling Road Precinct presenting similar characteristics. The main constraint to the site is flooding. An approximate assessment of the NDA and future supply is shown below in Tables 8 & 9.

**Table 8. NDA for Draffins Road Precinct**

Gross Area	Flood Zone	Roads to serve the new development area	Net Developable Area (NDA) (approximate)
220ha	20ha	13ha	187ha

**Table 9. Years supply of unzoned land in Draffins Road Precinct**

	Draffins Road Precinct vacant land (ha) (NDA approximate)	Assumed take-up rate (ha/year)	Years of unzoned land
<b>1. Low Scenario (S1)</b> (based on recent (2021-23 dev rate)	187 ha	4.5	41
<b>2. Medium Scenario (S2)</b> (based on increasing dev rate, prior to covid impacts)	187 ha	6.5	28
<b>3. High Scenario (S3)</b> (based on recent land sales rate)	187 ha	11.5	16

This analysis suggests that the Draffins Road Precinct could sustain regionally significant industrial growth between 16 and 41 years. Planning for long term industrial growth is important as it allows the clustering of compatible uses that can take advantage of similar industry activities in one location. It also ensures any proposal to change land uses in the vicinity consider future use of the land for industrial purposes.

This Precinct will also require further strategic assessments to justify a future rezoning.

**Key findings**

- While the analysis indicates Ballarat could run out of regionally significant industrial land by about 2030, new opportunities would need to be planned well before this exhaustion point to ensure it is sufficiently planned and serviced for markets to prepare.
- BWEZ could be fully developed in 10-12 years (by 2034).
- The Sunraysia Drive/Dowling Road Precinct could account for an additional 348ha of developable land that could sustain industrial growth for 30 years until year 2057.
- The Draffins Road Precinct could account for 16 years supply of industrial land, however planning for the Precinct is not required for some time (until industrial land supply depletes beyond the nominal 15 years supply).
- The proposed greenfield industrial areas combined could equate to approximately 46 years of industrial land.
- Changes to the planning scheme are require immediately to indicate that further strategic planning for the Sunraysia Drive/Dowling Road Precinct is required prior to rezoning of the land.

- A rezoning from non-urban to urban uses, in the Sunraysia Drive/Dowling Road Precinct will require robust strategic justification including further consideration of site constraints.
- Changes to the Ballarat Planning Scheme are required to indicate the Sunraysia Drive/Dowling Road for short to long term industrial growth, and for Draffins Road Precinct, potential future industrial area.
- Take-up rates and assumptions should be regularly monitored. A few very large lot users will significantly accelerate the development rate, bringing forward additional land demand.

**Locally significant industrial land demand and supply**

**Demand**

To ensure sufficient supply of jobs for the forecast population, Ballarat will need to ensure there is land available to accommodate 79,124 jobs in 2051 across all industry sectors, representing an additional 17, 500 jobs across all sectors of the economy including those likely to require industrial zoned land.

The nature of work and how business is done, will continue to change in response to global and domestic factors and this will influence how industrial and commercial land is used and planned for in Ballarat. A direct link and assumptions linking an increase in population growth and demand for industrial land is difficult to establish. However, the forecast demand for employment land per annum as noted by Victoria in Future estimates 18.46ha per annum. This indicates Ballarat requires a minimum of 277 hectares of industrial land to meet demand over the next 15 years.



Assumptions have been made as to the estimate of jobs required based upon past trends noting that this estimate is likely to be influenced by variables including changing nature of industrial uses, jobs density, and a trend towards advanced manufacturing/higher technology employment generating uses.

This changing landscape of future industrial and commercial employment requirements and employment densities will continue to emerge especially in Ballarat’s inner urban landscape. While consideration of alternative uses on particularly Industrial 1 Zoned areas may be considered, this does not preclude the ongoing contribution of those sites to meet local employment supply and demand. This approach accepts the changing nature of employment and applies a considered and flexible land use planning approach that can accommodate an expanding range of employment functions adjacent to sensitive uses.

Industry sector trends identified in Table 3 note that the share of Manufacturing and Wholesale Retail (the most common historical occupants of industrial lands) have continued a trend downwards in terms of their overall share of total employment across Ballarat to around 9 per cent in 2021. However, this has been offset by a general trend of increasing employment in the areas of Professional, Scientific and Technical, an employment sector with increasing demand for higher quality employment lands and an ability to coexist with sensitive uses.

While the key findings of Ballarat’s statistical overview indicate that the population is increasing and naturally more employment opportunities will be necessary, converting existing industrial land may seem as though the opportunity for jobs across the broader municipality is at a loss.

It is noted that both BWEZ and future industrial land will also expand opportunities for local economic development, including employment opportunities, noting that there is no hard boundary between locally significant land and regionally significant land and more localised industrial uses will likely be accommodated in BWEZ and future planned regional significant industrial land.

Market research undertaken by Colliers Ballarat indicated that in mid-2023 industrial land continued to be in demand, with Latrobe Street Precinct seeing approximately 6ha of vacant land absorption through development in 6 months<sup>12</sup>. A more recent market update in January 2024 indicated that industrial land absorption rate decreased in 2024 most likely due to the increase in interest rates resulting in diminished demand. Despite the recent fall in demand for industrial land, the research notes that industrial land is set to remain scarce in the short run<sup>13</sup>.

A total of 26 planning and building applications for warehouses (generally between 25sqm to 100sqm) were made by 17 unique developers between July 2021 and April 2023, demonstrating a lively industrial market at that point in time.

<sup>12</sup> Ballarat Industrial Market Report (Colliers Ballarat, July 2024)

<sup>13</sup> Ballarat Industrial Market Report (Colliers Ballarat, January 2023)

### Existing supply

Locally significant industrial precincts in Ballarat (all IN1Z, IN3Z land) totals 936ha, of which 774ha is occupied and 162ha is vacant.

Table 10 below shows a breakdown of the current local industrial land supply, summarised by area of land in each category of wither occupied or vacant.

**Table 10. Locally significant industrial land summary**

	Occupied	Vacant	Total
<b>Locally significant industrial land</b>	774ha	162ha	<b>936ha</b>

Source: *Industrial Land Analysis: Supply, Demand and Precinct Planning Directions* (SGS Economics & Planning, April 2024)

SGS Economics & Planning analysis of land supply indicates at least 14 years of locally significant industrial land. The methods used to determine the years of supply for industrial land replicates the three

approaches taken in determining regionally significant industrial supply including land take up, population and floorspace growth.

**Table 11. Local industrial land consumption scenarios**

Method	Land Supply (ha)			Take up rate (ha/year)	Years supply
	Occupied	Vacant	Total		
Method 1 – Land take up	774	162	936	2.5	65
Method 2 – Population growth	774	162	936	11.5	14
Method 3 – Floorspace scenario	774	162	936	5.5	29

Source: *Industrial Land Analysis: Supply, Demand and Precinct Planning Directions* (SGS Economics & Planning, April 2024)

The select locally significant precincts constitute 478ha of industrial land, just over half of Ballarat’s locally significant industrial land, and contain approximately 647,000spm of floorspace. Ballarat’s supply of locally significant industrial land is often characterised by isolation, poor quality access, low density and poor quality public realm and design. In this consideration, while demand is consistent and even increasing, the product offer does not necessarily meet the needs of 21st century business requiring a higher standard contemporary product.

The loss of all 478ha of the select precincts to non-employment uses is not supported as stocks of locally significant industrial land would be significantly diminished.

As a result, an approach to identify a number of precincts for future detailed planning that seeks to retain employment on these sites while maximising their strategic advantages in terms of location, servicing and opportunities and, given the stock of vacant land, the selected industrial precincts could be considered for alternative use profiles without compromising the ability of Ballarat to accommodate locally significant industrial land use growth.

**Table 12. Precinct level land analysis**

Precinct	Number of lots	Median lot size (sqm)	Total GFA (sqm)	Land area (ha)	Developed lot FSR
Ballarat East	31	5,500	34,000	21.2	21%
Lal Lal Street	1	7,800	4,500	0.78	57%
Old Saleyards	5	26,000	20,000	11.2	19%
Delacombe – Northwest	57	4,200	87,000	93.9	29%
Delacombe – Latrobe Street	247	2,100	244,000	137.1	35%
Delacombe – Southwest	138	3,500	77,000	60.4	30%
Selkirk	10	6,600	41,000	46.2	21%
Rodier Street	5	5,500	6,000	3.3	25%
Skipton Street	2	2,000	3,000	0.4	76%
Wendouree Station	74	4,000	131,000	62.6	40%
Alfredton South	6	17,000	0	41	0%
<b>Total</b>	<b>576</b>	<b>NA</b>	<b>647,500</b>	<b>478</b>	<b>32%</b>

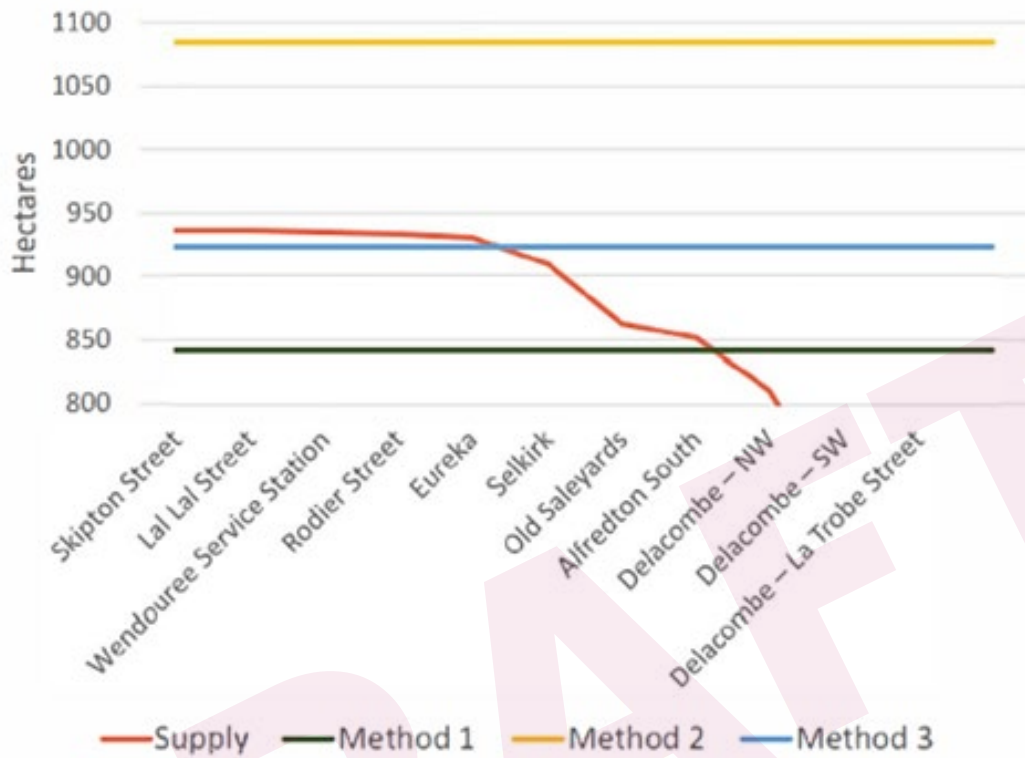
Source: *Industrial Land Analysis: Supply, Demand and Precinct Planning Directions* (SGS Economics & Planning, April 2024)

What the analysis does confirm however is that given the stock of vacant land, many of the smaller selected industrial precincts could be converted to other uses without apparently compromising the ability of Ballarat to accommodate locally significant industrial land use growth.

Figure 14 shows the three ‘adjusted’ demand requirements for locally significant industrial land at 2050 (the straight lines). Existing supply is about 950 hectares which is insufficient to meet the 2050 demand need of only Method 2 (originally based on a per capita rate of land growth in the ELR). The supply

‘curve’ is gradually reduced by the area of each precinct (generally in a possible order of priority but also starting with the smallest sites). Only after Selkirk is ‘converted’ does the supply fall below the Method 3 2050 demand requirement, and only after Alfredton South is removed does supply fall behind the Method 1 demand requirement.

**Figure 14. Supply erosion with precinct conversion against 2050 adjusted demand scenarios for locally significant industrial land**



Source: *Industrial Land Analysis: Supply, Demand and Precinct Planning Directions* (SGS Economics & Planning, April 2024)

Furthermore, while a distinction has been made between regional and locally significant industrial land demand there is no hard and fast boundary in where different uses might locate. Some locally significant industrial uses could be accommodated in BWEZ and in any future industrial area expansion, even if notionally planned for regionally significant activities. As precincts are converted, planning for a future area release could be brought forward.

**Key findings**

- Ballarat has at least 14 years supply of locally significant industrial land.
- There is an opportunity to transition old and inappropriate industrial precincts to more appropriate land uses, particularly where they are encumbered by surrounding sensitive uses (such as residential) and are fragmented from other industrial uses, without compromising the supply of locally significant industrial land.
- There are pressures for changes to land use in industrial zoned land in some areas.

- The lack of amenity in some industrial precincts detracts from the appearance of these areas and is likely to affect their prospects for future development.
- A few key established precincts are crucial to locally significant industrial land supply, as they provide opportunities for local economic development and diversification and accessibility to local jobs.
- Planning should be directed towards ensuring the effective operation of these key established areas into the future.
- Future directions of industrial precincts should be considered in three categories:
  - potential conversion to alternative uses in the short-to medium term.
  - be subject to precinct structure plans prior to land use and development changes.
  - Be retained to support locally industrial supply.
- Opportunities for existing businesses wanting to relocate from legacy industrial zoned land will be available in regionally significant industrial land.

# Strategic Context Analysis – Sunraysia Drive / Dowling Road Precinct & Draffins Road Precinct

**This section provides an overview of the planning context of the industrial greenfield sites of Sunraysia / Dowling Road Precinct and Draffins Road Precinct to address development potential and identify matters to consider in future planning for the Precincts.**

Both Precincts are located in Mitchell Park, approximately 8km northwest of Ballarat central.

## Sunraysia Drive / Dowling Road Precinct

*The Future Industrial Areas Review (CPG, 2009)* identified the Sunraysia Drive/Dowling Road Precinct for long term industrial growth, subject to further investigation. This Precinct was then identified in the Ballarat Planning Scheme as long term industrial growth .

This Strategy identifies the need for this land to be planned for in the short term to address deficient supplies of regionally significant industrial land and allow for industrial growth to occur in the medium to long term.

## Site context

This Precinct is approximately 445ha hectares bound by Western Freeway to the north, Sunraysia Drive to the east, McCartneys Road to the south and Dowling Road to the west. The Precinct abuts the Ballarat Airport and rural living area to the south (RLZ). North of the site is the Ballarat Saleyards Livestock Exchange (SUZ15) and farming zoned land.

The Northern Growth Area is less than 1km from the eastern boundary of the Precinct. The Ballarat North Wastewater Treatment Plant is located to the east and is approximately 2km from the Precinct.

The topography of the Precinct is relatively flat in the east and begins to undulate towards the west.

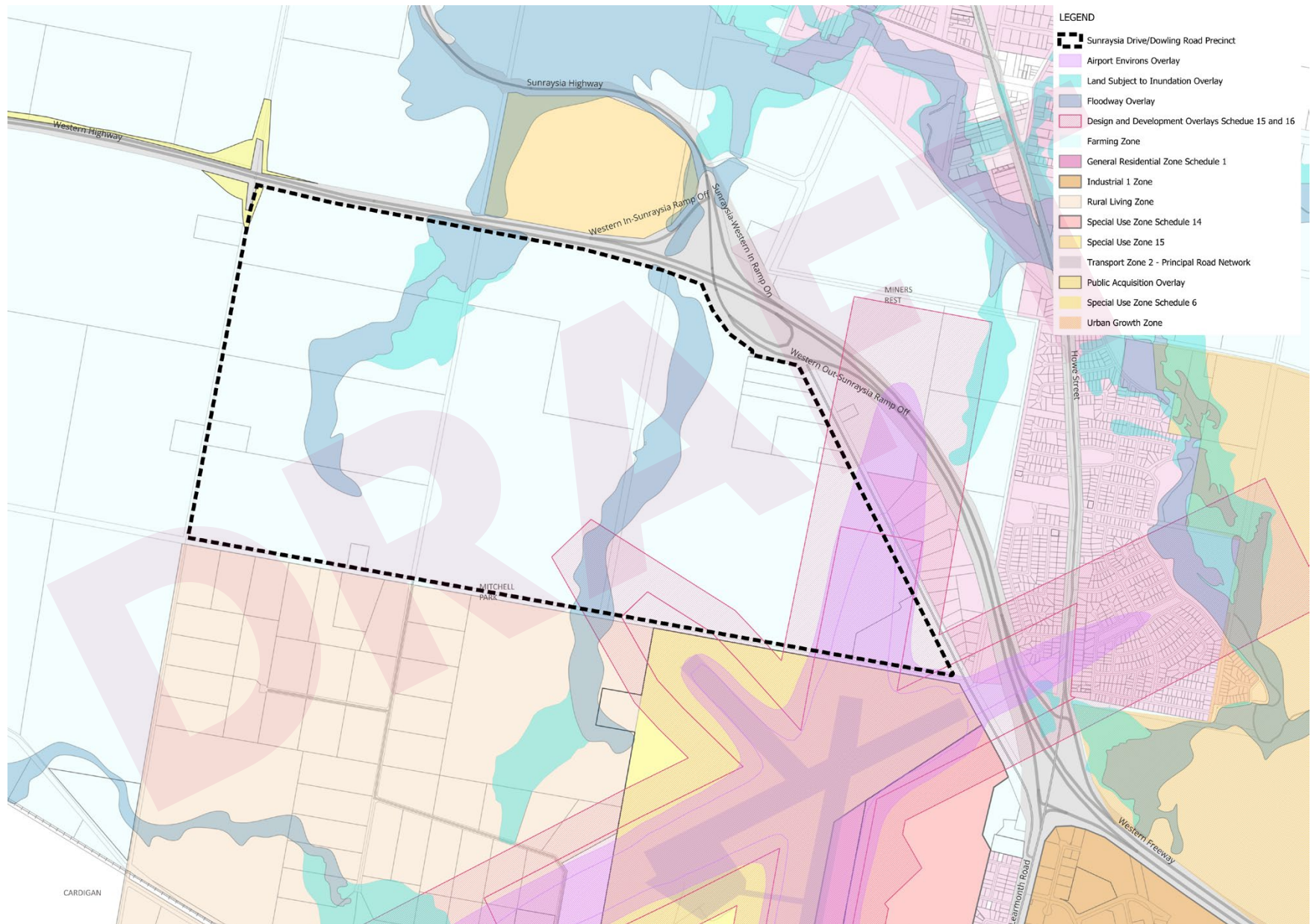
Aerial imagery confirms the Precinct contains 13 dwellings and associated sheds.

## Loss of farming land

*The Ballarat Rural Land Use Strategy (Parsons Brinckerhoff) (BRLUS)* identified that in 2010 much of the Precinct is functioning as pseudo rural residential with small lots in the Farming Zone containing dwellings and land not used for agriculture, however, it is evident that the Precinct is actively farmed in some parts.

The BRLUS identifies that Ballarat's farm holdings require an average 80ha or more to operate commercially and therefore places the Precinct as serving as a transition zone for the highly productive and viable farm sizes to the northwest and the urban extent of Ballarat to the south given the limited parcels of land above 80ha.

Figure 15. Sunraysia Drive/Dowling Road Zones and Overlays



## Zones

The Farming Zone (FZ) covers the entirety of the site.

The Rural Living Zone (RLZ) and Special Use Zone Schedule 6 – Ballarat Airfield (SUZ6) abuts the Precinct directly to the south. The Special Use Zone Schedule 15 (Central Victoria Livestock Exchange) is directly to the north and the General Residential Zone Schedule 1 (GRZ1) is directly to the east. The GRZ1 land is small residential lots mostly containing dwellings.

## Overlays

The Precinct is subject to flooding in parts, as indicated with the planning overlays of Floodway Overlay (FO) and Land Subject to Inundation Overlay (LSIO). The site is located within the floodplain of the Burrumbeet Creek and contains two Creek tributaries that are managed by the Glenelg Hopkins Catchment Management Authority.

The Design and Development Overlay Schedule 17 (Ballarat Airfield – Building Height Above 5 Metres) (DDO17) and the Design and Development Overlay Schedule 18 (Ballarat Airfield – Building Height Above 15 Metres) (DDO18) cover the site partially in the most east and south easterly corners.

The purpose of the DDO17 and DDO18 are to ensure that flight paths associated with the Ballarat Airfield are protected from the encroachment of inappropriate obstacles to enable the safe and effective operation of the Airfield and to ensure that all buildings avoid creating a hazard to aircraft in the vicinity of the Ballarat Airfield to facilitate safe aircraft operations.

A planning permit is required for buildings above 5 metres for land covered by the DDO17 and for buildings above 15 metres for land in the DDO18.

The Airport Environs Overlay Schedule 1 (AEO1) partially covers the southeastern corner of the precinct.

The purpose of the AEO is to identify areas which are or will be subject to high levels of aircraft noise, including areas where the use of land for uses sensitive to aircraft noise will need to be restricted, to ensure that land use and development are compatible with the operation of airports in accordance with the appropriate airport strategy or master plan and with safe air navigation for aircraft approaching and departing the airfield, to assist in shielding people from the impact of aircraft noise by requiring appropriate noise attenuation measures in new dwellings and other noise sensitive buildings and

to limit the number of people residing in the area or likely to be subject to significant levels of aircraft noise.

The Ballarat Airport is managed by the City of Ballarat.

## Environmental values

The Precinct comprises of three wetlands and scattered trees. The wetland in the southeastern corner presents as being periodically inundated that is dominated by sedge, grass and forb vegetation. It is found that the vegetation is in good condition however the aquatic system condition is presented as low. The wetland central to the precinct and the wetland abutting the Western Freeway are periodically inundated with no known aquatic system condition.<sup>14</sup>

There are no known threatened flora or fauna species. The Plains Grassy Woodland EVC is scattered throughout the Precinct. The Strategic Biodiversity score for the Precinct shows some areas of good habitat value.

The Precinct is partially covered by an extractive industry interest area.

*Planning Practice Note 89: Extractive Industry and Resources (2024)* identifies an Extractive Industry Interest Area (EIIA) is an area identified as containing or potentially containing stone, sand and clay resources of sufficient quantity and quality to support commercial extractive industry operations, in area locations with good transport links and relatively few environmental constraints.

EIIAs serve as a geographic indicator in the planning scheme and have been defined for the Melbourne, Ballarat, Bendigo, Geelong, and Latrobe supply areas.

EIIAs help facilitate the objectives and strategies of planning policy for resource protection and buffer management. EIIAs are addressed in clause 52.09 of the planning scheme. EIIAs do not imply that an extractive industry can be established 'as-of-right' in these areas, nor do they preclude extractive industry from being established outside EIIAs. EIIAs should not be regarded as totally inclusive of all attainable stone resources in Victoria.

If extraction was to occur, the sites could be managed so industrial development could occur in the future, however investigations regarding the viability of extractive industry on the site is beyond the scope of this report.

<sup>14</sup> Naturekit, Department of Environment and Climate Action.

## Aboriginal Cultural Heritage

There are no known areas of Aboriginal cultural heritage in the Precinct, however it is recommended that the Wadawurrung and Dja Dja Wurrung Aboriginal Corporations are consulted with in future strategic planning for the Precinct. A Cultural Values Assessment (CVA) may be required. CVA's identify and capture the traditional and contemporary cultural heritage values of the area and makes recommendation for the Traditional Owners interpretation and protection.

## Bushfire

The Precinct is designated as a Bushfire Prone Area (BPA). BPA's are areas where a bushfire hazard has been identified and mapped under the building system. These areas are subject to or likely to be subject to bushfires and triggers building permit requirements where new buildings are required to build to a national bushfire construction standard. This is known as a bushfire attack level (BAL)<sup>15</sup>.

## Existing buffers

The Obstacle Limitation Surfaces (OLS) applies to the entirety of the Precinct however generally not applicable to structures below 45 metres in height.

## Noise

Noise is generated from the aircraft associated with the Ballarat Airport and from the Western Freeway that abuts the north and eastern edges of the Precinct. The N contour study undertaken as part of the emerging Airport Master Plan will provide more accurate assessments of the effects of aircraft noise at ground level.

## Contamination

No potentially contaminated land has been identified by an Environmental Audit Overlay (EAO) within the Precinct. There are no known historical mining activities that occurred in the Precinct that could influence contamination for mining. Given that the land appears to have been grazed for farming over the years, it is recommended that further technical assessment for contamination is considered in future strategic planning for the site.

## Rail freight

The western rail network line runs in an east/west direction approximately 1.2km directly south of this Precinct.

## Public transport

The Precincts is located approximately 4km from the Wendouree Railway Station. The closest public transport bus route is withing approximately 480 metres of the Precinct.

## Movement and access

On a broader scale, the site is strategically located along national road and rail networks and has convenient access to other towns in the region and State. There is an opportunity to improve freight movement in Ballarat by providing industrial uses close to existing transport infrastructure. Currently there is no direct access from or to the Precinct via the Western Freeway which is managed by the Victorian roads authority.

On a local level, access to the existing dwellings in the precinct is provided via Sunraysia Drive, McCartney's Road and Dowling Road. Dowling Road has direct access to the Western Freeway.

Further consideration for site access by heavy vehicle freight as well as consideration of the transport needs of the existing local community will need to be considered in future planning for the site via engagement with the road authority.

<sup>15</sup> Department of Transport and Planning <https://www.planning.vic.gov.au/guides-and-resources/guides/all-guides/building-in-bushfire-prone-areas>

### Utility Services

It is found that there are limited existing services within or near the Precinct and key upgrades to services will be required. For some services like sewer, there is convenient access to effluent disposal facilities for nearby (the Ballarat North Water Reclamation Plant is located to the north-east, near Mount Rowan on the Western Freeway). To ensure future works associated with new trunk infrastructure considers proposed industrial uses, engagement with the local water authority will be required. Initial discussion with the water authority indicated that servicing the Precinct is not out of the scope of works.

Upgrades to electricity and telecommunications is likely required in the Precinct. In terms of gas, it is yet to be confirmed whether commercial and/or industrial uses may be provided natural gas supply via extensions to the existing distribution network.

The funding for utility services is likely to be fully or partially supplied by the relevant authority, however developers will also incur costs associated with infrastructure.

### Drainage

The major catchment within the Precinct is the Burrumbeet Creek Catchment. Careful consideration of drainage will need to occur given the Precinct is generally flat where drainage can often be problematic and expensive.

### Land Use Conflicts

The main land use conflict within the vicinity of the Precinct includes the land zoned for rural living directly south of the Precinct and land zoned for residential directly east of the Precinct. Future planning will need to take into consideration whether any buffers are required to ensure a high amenity neighbourhood is maintained or improved.

## Draffins Road Precinct

This Strategy earmarks the Draffins Road Precinct as potential future industrial area. Earmarking land for potential future regionally significant industrial land beyond 15 years of supply will safeguard future industrial land and ensure the clustering of compatible uses.

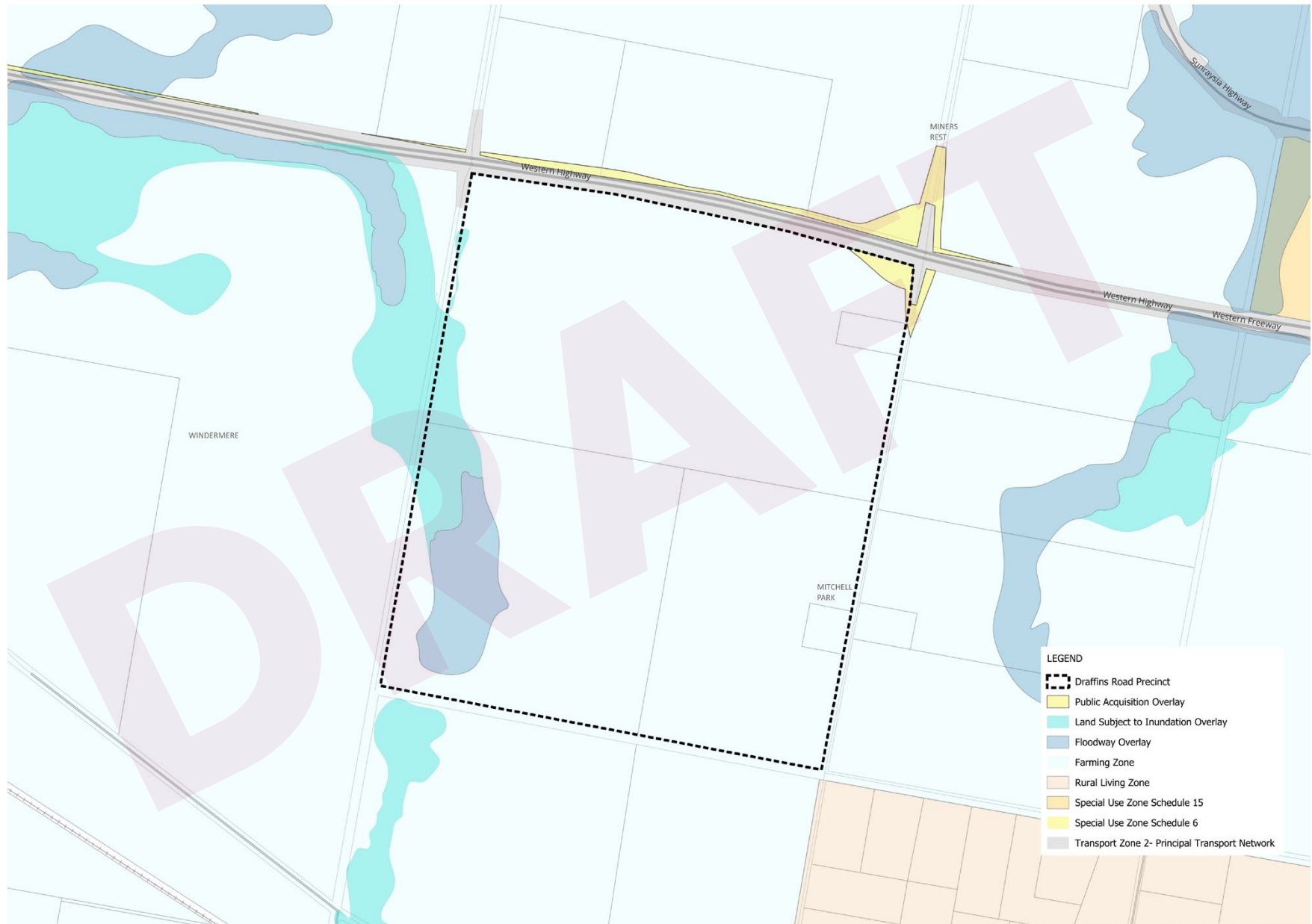
There are significant similarities of the site with the Sunraysia Drive/Dowling Road Precinct. Only new information specific to this Precinct is provided in the analysis below to avoid repetition.

### Site context

This Precinct is approximately 220 hectares bound by Western Freeway to the north, Dowling Road to the east, McCartneys Road to the south and Draffins Road to the west. The land is undulating in the eastern portion of the site.

The Northern Growth Area is approximately 5km from the eastern boundary of the Precinct. The Ballarat North Wastewater Treatment Plant is located to the northeast and is approximately 5km from the Precinct.

Figure 16. Draffins Road Precinct and Surrounds - Zone and Overlays



## Zones

The Farming Zone (FZ) covers the entirety of the site. The site is surrounded by the FZ.

## Overlays

The site is subject to flooding in parts, as indicated with the planning overlays of Floodway Overlay (FO) and Land Subject to Inundation Overlay (LSIO). The Public Acquisition Overlay (PAO) applies to a small section in the northeastern corner.

The purpose of the PAO is to reserve land for a public purpose and to ensure that changes to the use or development of the land do not prejudice the purpose for which the land is to be acquired.

## Environmental values

The site comprises of one wetland and scattered trees throughout. The wetland is periodically inundated with no known aquatic system condition<sup>16</sup>.

There are no known threatened flora or fauna species. The Plains Grassy Woodland EVC is scattered throughout the Precinct. The Strategic Biodiversity score for the Precinct shows some areas of good habitat value.

## Extractive Industry Interest Area

The site is partially covered by an extractive industry interest area.

## Bushfire

The site is designated as a Bushfire Prone Area.

## Land Use Conflicts

There are no known land use conflicts within the vicinity of this Precinct.

## Movement and access

Site access is directly from the Western Freeway or McCartney Road which is an unsealed road.

## Key findings

- The Sunraysia Drive/Dowling Road and Draffins Road Precincts are strategically located along suitable road and rail networks to support industrial land use and development.
- The Precincts have convenient access to other towns in the region and state.
- The Precincts are unconstrained by existing overlays, however there are some site constraints such as flooding, existing wetlands and the proximity to the airport.
- The Precincts are relatively not serviced.
- The transition from non-urban land to urban land should consider advice provided in technical studies and consultation with relevant agencies and authorities must occur.
- DCP's will enable the fair funding and delivery of infrastructure for the new development area.
- Technical studies will play a part in informing the proposed urban form and infrastructure design of the Precinct and should include assessments of (but not limited to):
  - Water management, including flooding, drainage, wasteway systems and waterway protection.
  - Environmental and biodiversity values, including opportunities for protection and retention of existing environment and biodiversity values such as the existing wetlands and trees.
  - Site access, including safe site access via the Western Freeway or other road networks if possible and in consultation with the road's authority.
  - Aboriginal cultural heritage analysis including a Cultural Values Assessment if required in consultation with the Wadarrung and Dja Dja Wurrung.
  - Transport connections including connection to buses and trains via walking and cycling.
  - Utility servicing including availability, funding and sequencing provisions in consultation with relevant agencies/authorities including Central Highlands Water Authority and Powercor Australia.

<sup>16</sup> NatureKit, Department of Energy, Environment and Climate Action.

# Industrial Precinct Plans



**This section explores opportunities and constraints for select industrial precincts and provides recommendations on the future direction for each precinct. This section also makes broad recommendations for the remaining industrial land in Ballarat.**

The select industrial precincts include:

- Skipton Street Precinct
- Lal Lal Street Precinct
- Ballarat East Precinct
- Rodier Street Precinct
- Selkirk Precinct
- Wendouree Station Precinct
- Latrobe St Precinct, Delacombe
  - Sub precincts:
    - Latrobe Street Precinct
    - Northwest Precinct
    - Southwest Precinct
    - Old Saleyards Precinct
    - Alfredton South Precinct
- Ballarat West Employment Zone Precinct

A summary of the status of existing lots and areas is provided for each precinct and includes the number of lots, the median lot size (sqm), the total GFA (sqm) (average gross floor area), the land area (sqm) and the median developed lot FSR (floor space ratio, the ratio of building area to land).

## Methodology

The future direction of industrial precincts has been considered through a three-step process. All industrial land in Ballarat was assessed to determine whether further investigation of the precinct was warranted (Step 1), followed by whether the select industrial precinct could transition from industrial use to another use (Step 2) and whether a Precinct Structure Plan/framework plan is required to facilitate land use and development outcomes (Step 3).

### **Step 1. Determining select industrial precincts.**

A precinct-by-precinct assessment was undertaken of all industrial land in Ballarat to determine whether further investigation of industrial precincts was warranted. The assessment included consideration of the following:

- Land use and development policy including zones and overlays and other related policy direction.
- Current use and whether it is acceptable to its surrounding uses.
- Insight into development potential.
- Whether direction was provided in background reports.
- Ownership.
- Benefits of current use to the local community.

Based on the findings, each precinct was either found to be suitable or unsuitable for further investigation. For those sites unsuitable for further investigation, it is recommended that they are reassessed in a future review of this Strategy.

### **Step 2. Determining whether select precincts can transition from industrial use to another use.**

As assessment of each select precinct was undertaken to identify if there is an opportunity for land conversion from industrial use and included consideration of the following:

- Does the current use of the precinct support the local community? Would it be a loss if the use no longer exists?
- Is the current use conflicting to nearby uses including sensitive uses like residential?
- Are there any other constraints to the use, such as site access normally required for industrial purposes i.e., heavy freight vehicle? Does the local road network support heavy freight vehicles?
- Does a land use change support broader council strategy including the emerging strategies?

Based on the findings, select precincts are identified as having an opportunity for land use conversion from industrial use. These recommendations are found in the strategic objectives of the precinct analysis below.

### **Step 3. Determining whether select precincts require further consideration through a Precinct Structure Plan.**

The preparation of Precinct Structure Plans (PSP) has been recommended to be prepared for some select precincts. PSPs will be proactive and consider urban renewal. PSPs will map the redevelopment of the existing precincts and comprehensively consider the future function and purpose of the precinct and its connection to the wider community.

Low intensity industrial uses may be retained, however there is an opportunity to reconsider underutilised industrial land within the precinct to be an alternative use to service the community, whether it be a mix of uses of residential and commercial or something else. A PSP will explore and determine these options.

## Skipton Street Precinct, 313 & 317 Skipton Street, Ballarat Central

313 Skipton St (to the northeast) is zoned Industrial 1 Zone and the Heritage Overlay (HO168 – South Ballarat Heritage Precinct) applies to the site. The site is used for sheet metal manufacturing.

317 Skipton St (to the south) is zoned Industrial 3 Zone and Areas of Aboriginal Cultural Heritage sensitivity partially affects the site. The site is used for automotive repairs.

The Precinct is located close to the Ballarat CBD with good connectivity to the Midland Highway. Its proximity to the CBD and high accessibility makes this Precinct and an ideal location for higher density residential and/or commercial development.

### Strategic challenges

The strategic challenges facing the Skipton Street Precinct include:

- Small lot sizes that are underutilised.
- Residential encroachment on industrial uses. The sites are surrounded by residential development (GRZ1).
- Limited allowance for buffer distances to surrounding sensitive land uses.
- Two separate landowners.
- Local traffic conditions do not generally support heavy vehicle traffic that would usually be required for industrial purposes.

### Strategic objectives

The strategic objectives for the Precinct include:

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

**Figure 17. Skipton Street Precinct Lot Size Assessment and Status of Existing Lots and Area.**



	Number of lots	Median lot size (sqm)	Total GFA (sqm)	Land area (sqm)	Median developed lot FSR
<b>Skipton Street</b>	2	2,000	3,000	4,000	76%

Source: SGS Economic and Planning, 2023

## Lal Lal Street Precinct, 15 Lal Lal Street, Golden Point

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

### Strategic challenges

The strategic challenges facing the Lal Lal Street Precinct include:

- Small lot size.
- Local traffic conditions do not generally support heavy vehicle traffic that would usually be required for industrial purposes.
- Residential encroachment. The site is surrounded by residential development (GRZ1).
- Limited allowance for buffer distances to surrounding sensitive land uses.

### Strategic objectives

The strategic objectives for the Precinct include:

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

**Figure 18. Lal Lal Street Precinct Lot Size Assessment and Status of Existing Lots and Area.**



	Number of lots	Median lot size (sqm)	Total GFA (sqm)	Land area (sqm)	Median developed lot FSR
<b>Lal Lal Street</b>	1	7,800	4,500	7,800	57%

Source: SGS Economics and Planning, 2023

## Ballarat East Precinct, bound by Eureka Street, Stawell Street, Charlesworth Street and Fussell Street, Ballarat East

The Ballarat East Street Precinct includes areas of Industrial 1 Zone and Industrial 3 Zone. The Bushfire Management Overlay (affects southeastern portion) and areas of Aboriginal Cultural Heritage sensitivity partially affect the site. The Precinct currently has multiple lots with different uses including low intensity industrial, general-purpose warehouse, manufacturing and some detached dwellings. Some industrial uses generally support the local community. The Precinct has good access to amenity and services.

### Strategic challenges

The strategic challenges facing the Ballarat East Precinct include:

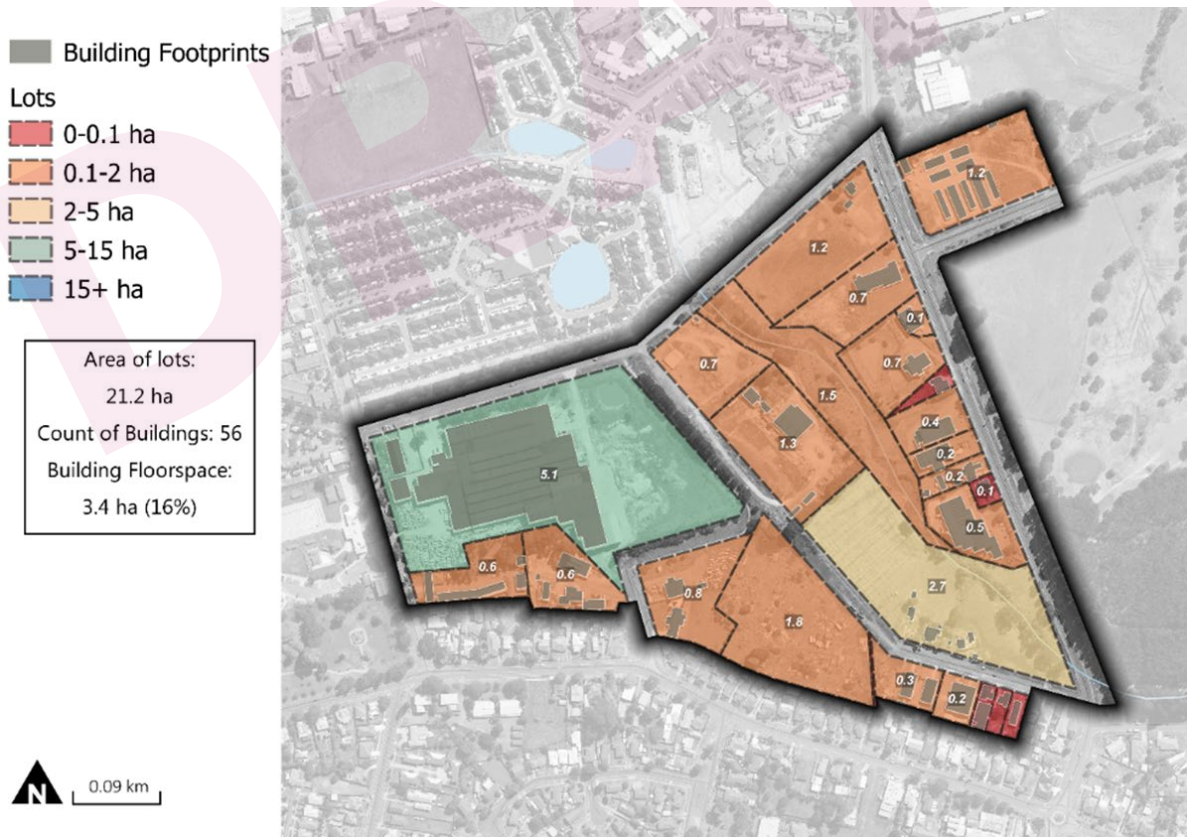
- Small lot sizes that are underutilised.
- Separate landowners.
- Local traffic conditions do not favour associated industrial transport.
- Surrounded by residential development (GRZ1) and public uses – swimming pool, golf course (Special Use Zone).
- Limited allowance for buffer distances to surrounding sensitive land uses.

### Strategic objectives

The strategic objectives for the Precinct include:

- Prepare a Structure Plan for the Precinct to guide future land use and development.
- Ensure alternative land uses that compatible with the surrounding residential and tourism context.

**Figure 19. Ballarat East Precinct Lot Size Assessment and Status of Existing Lots and Area.**



	Number of lots	Median lot size (sqm)	Total GFA (sqm)	Land area (sqm)	Median developed lot FSR
<b>Ballarat East</b>	31	5,500	34,000	212,000	21%

Source: SGS Economics and Planning, 2023

## Rodier Street Precinct, 122 Rodier Street, Eureka

The Rodier Street Precinct is zoned Industrial 1 Zone and the Heritage Overlay (HO179 – Eureka Street Heritage Precinct) applies to the Precinct. The Precinct has 5 lots, comprising a rendering plant, factory, and a dwelling and has seen a decline in operations in recent years.

The Precinct has good access to amenity and services. It is located to one of Ballarat’s tourism precincts, including Eureka Stockade Memorial Park, the Eureka Centre and the public pool.

### Strategic challenges

The strategic challenges facing the Rodier Street Precinct include:

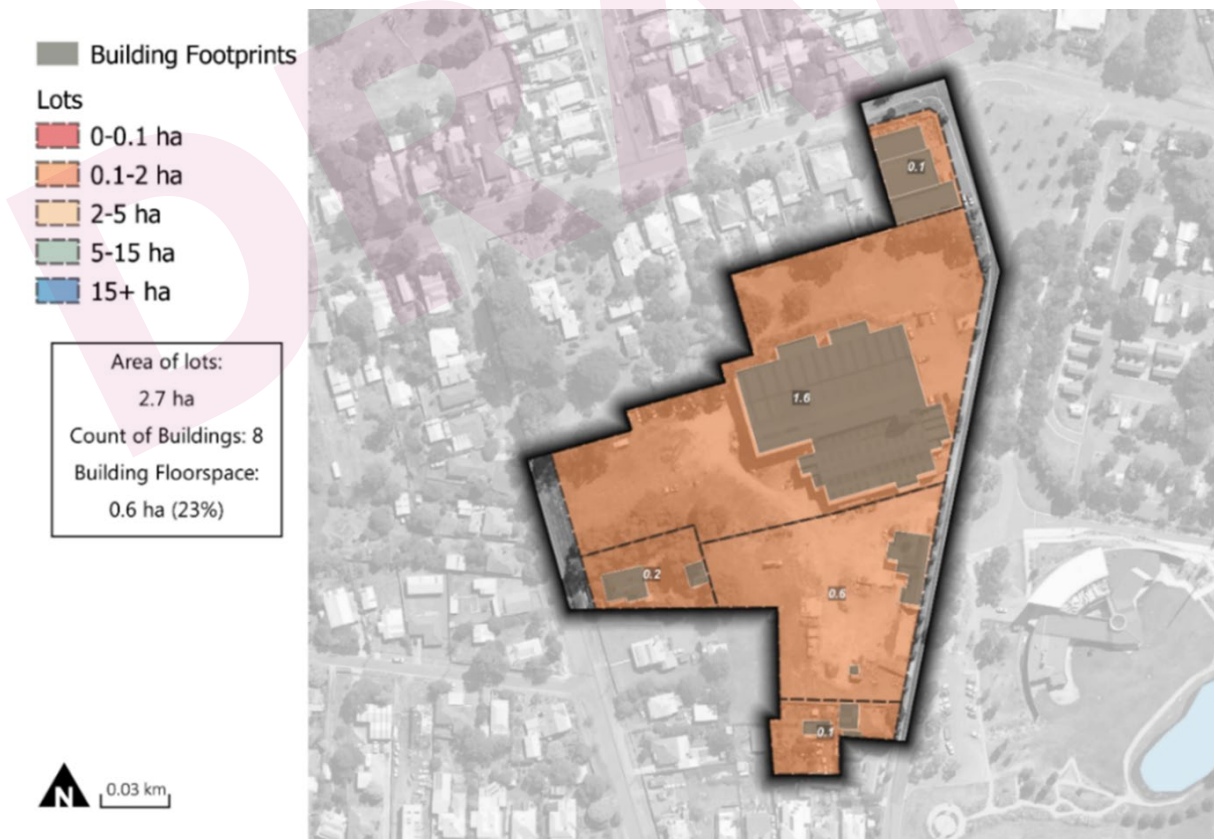
- Medium/small lot sizes.
- Separate landowners.
- Local traffic conditions do not favour associated industrial transport.
- Surrounded by low density residential development (GRZ1) and public uses – swimming pool (Special Use Zone).
- Limited allowance for buffer distances to surrounding sensitive land uses.

### Strategic objectives

The strategic objectives for the Precinct include:

- Prepare a Structure Plan for the Precinct to guide future land use and development.
- Ensure alternative land uses are compatible with the surrounding residential and tourism context.

**Figure 20. Rodier Street Precinct Lot Size Assessment and Status of Existing Lots and Area.**



	Number of lots	Median lot size (sqm)	Total GFA (sqm)	Land area (sqm)	Median developed lot FSR
<b>Rodier Street</b>	5	5,500	6,000	33,000	25%

Source: SGS Economics and Planning, 2023

## Selkirk Precinct, 630 Howitt St, Ballarat North; 804–810 Norman St, Invermay; 735 Creswick Rd, Wendouree

The Selkirk Precinct is zoned Industrial 1 Zone. The Precinct is currently used partially as an extractive industry (quarry) and brick manufacturing. The Quarry site is currently unfilled and will require time and resources to fill before it can be converted for other uses.

Some other industrial services are located on the other sides of the road to the north (804–810 Norman St) and west (735 Creswick Rd). The Precinct is underutilised with good access to Ballarat Central.

The Precinct is identified as an urban renewal area (excluding 804–810 Norman St) and as an ongoing change area in the Ballarat Planning Scheme. Direction in current planning policy for the site includes to facilitate redevelopment of urban renewal precincts.

The Ballarat Planning Scheme identifies 804–810 Norman St and 735 Creswick Rd as existing industrial – protect from encroachment and the Selkirk site as existing industrial – interface with sensitive uses.

Sites to the east and south have limited allowance for buffer distances to surrounding sensitive land uses (residential – GRZ1 and school – Public Use Zone).

### Strategic challenges

The strategic challenges facing the Selkirk Precinct include:

#### 630 Howitt St (Selkirk site) & 804–810 Norman St:

- Time and resources to fill the quarry before it can be converted for other uses.
- Existing ongoing industrial use.

#### Creswick Road sites:

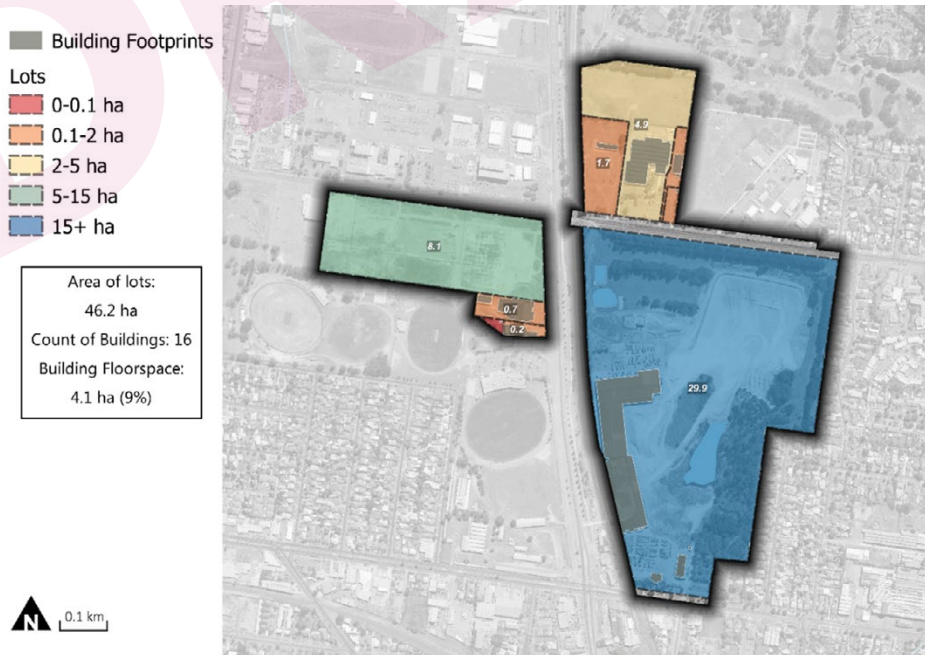
- Impact of industrial activities on the surrounding residential land use and public amenity.

### Strategic objectives

The strategic objectives for the Precinct include:

- Continue to support locally significant industrial activity.
- Support urban renewal and employment opportunities outside existing heavy industry that complements Eureka Stadium Sporting Precinct.

**Figure 21. Selkirk Precinct Lot Size Assessment and Status of Existing Lots and Area.**



	Number of lots	Median lot size (sqm)	Total GFA (sqm)	Land area (sqm)	Median developed lot FSR
<b>Selkirk</b>	10	6,600	41,000	462,000	21%

Source: SGS Economics and Planning, 2023

## Wendouree Station Precinct, bound by Caravan Street, Learmonth Road, Gregory Street and railway line

The Wendouree Station Precinct is zoned Industrial 1 Zone and Industrial 3 Zone. There are areas of Aboriginal Cultural Heritage sensitivity that partially affects the Precinct. The Precinct is identified as being a designated bushfire prone area.

The Precinct is used as a core industrial precinct hosting employment and population servicing uses for the north-west of Ballarat. Multiple lots ranging in size with different uses including industrial, warehousing, key logistics, manufacturing, commercial and large format retail uses. The Precinct includes businesses of Walsh Estate, Car dealership – Peter Amor Motors/Ballarat Holden, Isuzu, Toll, StarTrack, McCains and Mars.

The Precinct is identified in the Ballarat Planning Scheme as an urban renewal area – Wendouree Village and ongoing change area and the related planning policy seeks to facilitate redevelopment of urban renewal precincts. The Precinct is identified as a regional transport gateway and as a Major Activity Centre and Bulky Goods Centre. It is also identified as existing industrial – protect from encroachment in the Industry Plan.

The Precinct is subject to the adopted Wendouree Railway Station Precinct Master Plan (the Plan) that defines the Wendouree Station Precinct urban renewal area (outlined in the map below) and proposes alternative land uses and enhancements to the public realm. The Plan is not yet implemented in the planning scheme. Revision of the Plan is advised to ensure proposed actions are in line with current planning policy direction.

The Precinct includes the Wendouree railway station which provides great access to train services that extend to Melbourne and Ararat.

### Strategic challenges

The strategic challenges facing the Wendouree Station Precinct include:

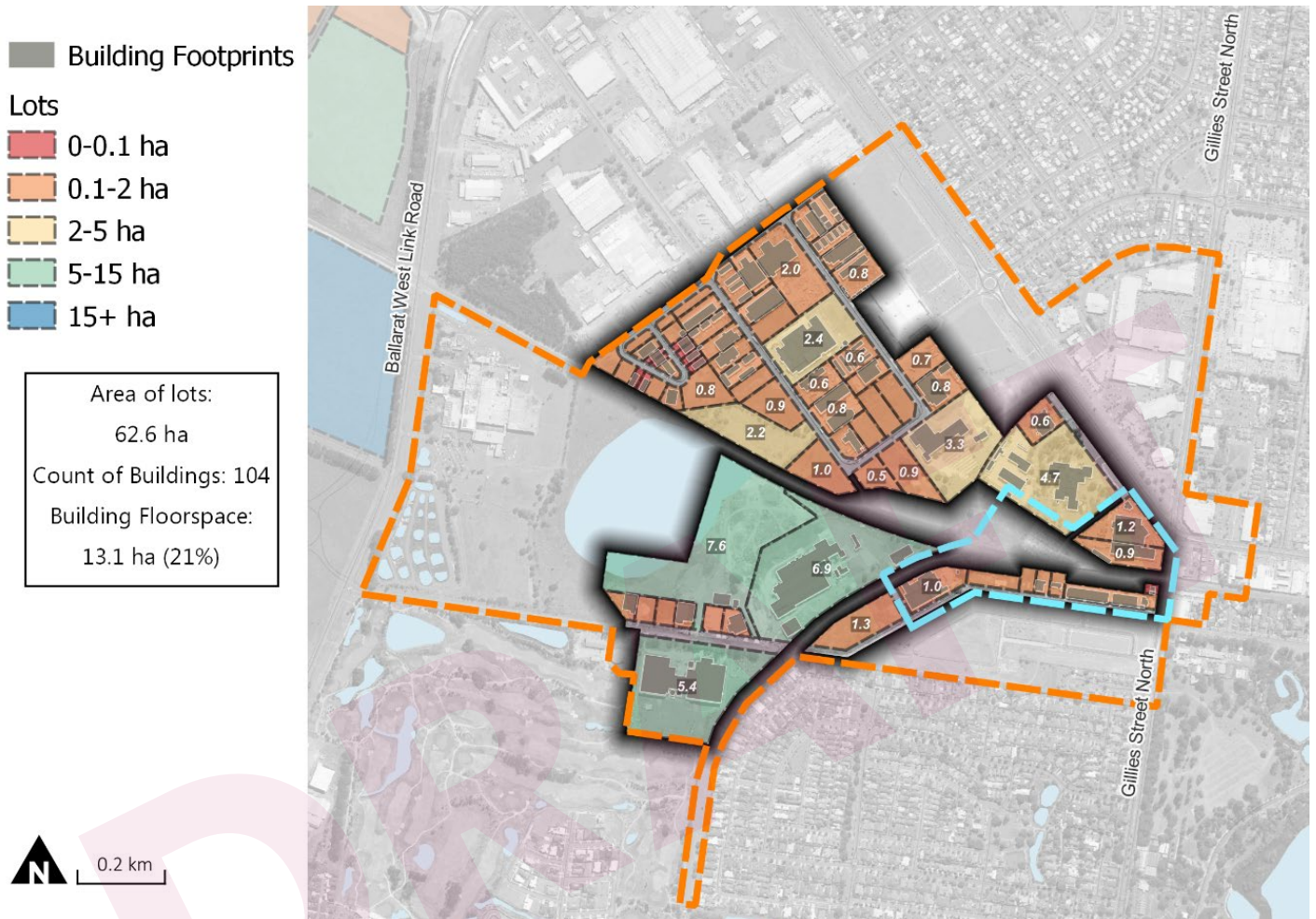
- Underutilised sites with good railway access (via Wendouree Railway Station).
- Some lots interface with residential land – limited allowance for buffer distances to surrounding sensitive land uses (residential – General Residential Zone).
- Competing with BWEZ which has cheaper industrial land.

### Strategic objectives

The strategic objectives for the Precinct include:

- Revise the Wendouree Station Master Plan including land within the broader area.
- Support alternative land uses such as public open space, retail, commercial and residential that capitalises on prime location in proximity to services and public transport.
- Ensure industrial land adjacent to the Wendouree Station is used for higher density opportunities.
- Improve public realm, to support presentation as gateway entry and visitor experience.

**Figure 22. Wendouree Station Precinct Lot Size Assessment and Status of Existing Lots and Area.**



Note: The boundary of the entire Wendouree Station Precinct Master Plan is shown in orange outline, and the 'core' precinct in blue.

	Number of lots	Median lot size (sqm)	Total GFA (sqm)	Land area (sqm)	Median developed lot FSR
<b>Wendouree Station</b>	74	4,000	131,000	626,000	40%

Source: SGS Economics and Planning, 2023

## Latrobe Street Saleyards Precinct, Delacombe

### Sub-Precinct – Latrobe Street Precinct, bound by Latrobe Street, Wiltshire Lane, Whitelaw Avenue and Sutton Street

The Latrobe Street Precinct is zoned Industrial 1 Zone and the Development Plan Overlay 4 (undeveloped industrial land) applies to the Precinct. There are areas of Aboriginal Cultural Heritage sensitivity that partially affect the site. There are many small-scale industrial sites and some large, open council-owned spaces including retail and hospitality uses. The Precinct has a mix of small to large lot sizes where some are underutilised and vacant. There are opportunities for public realm improvements.

The Precinct is identified in the Ballarat Planning Scheme as urban renewal area and ongoing change area and as existing industrial – protect from encroachment. Planning policy for the site seeks to accommodate small to medium sized industrial needs through provision of a range of lot sizes (1500sqm – 3ha) in the Delacombe Industrial Area.

The Precinct is suited for locally significant industrial activity over the medium to long term and there is potential for transport access with an old unused train line traversing through precinct.

### Strategic challenges

The strategic challenges facing the Latrobe Street Precinct include:

- Contaminated from industrial activities.

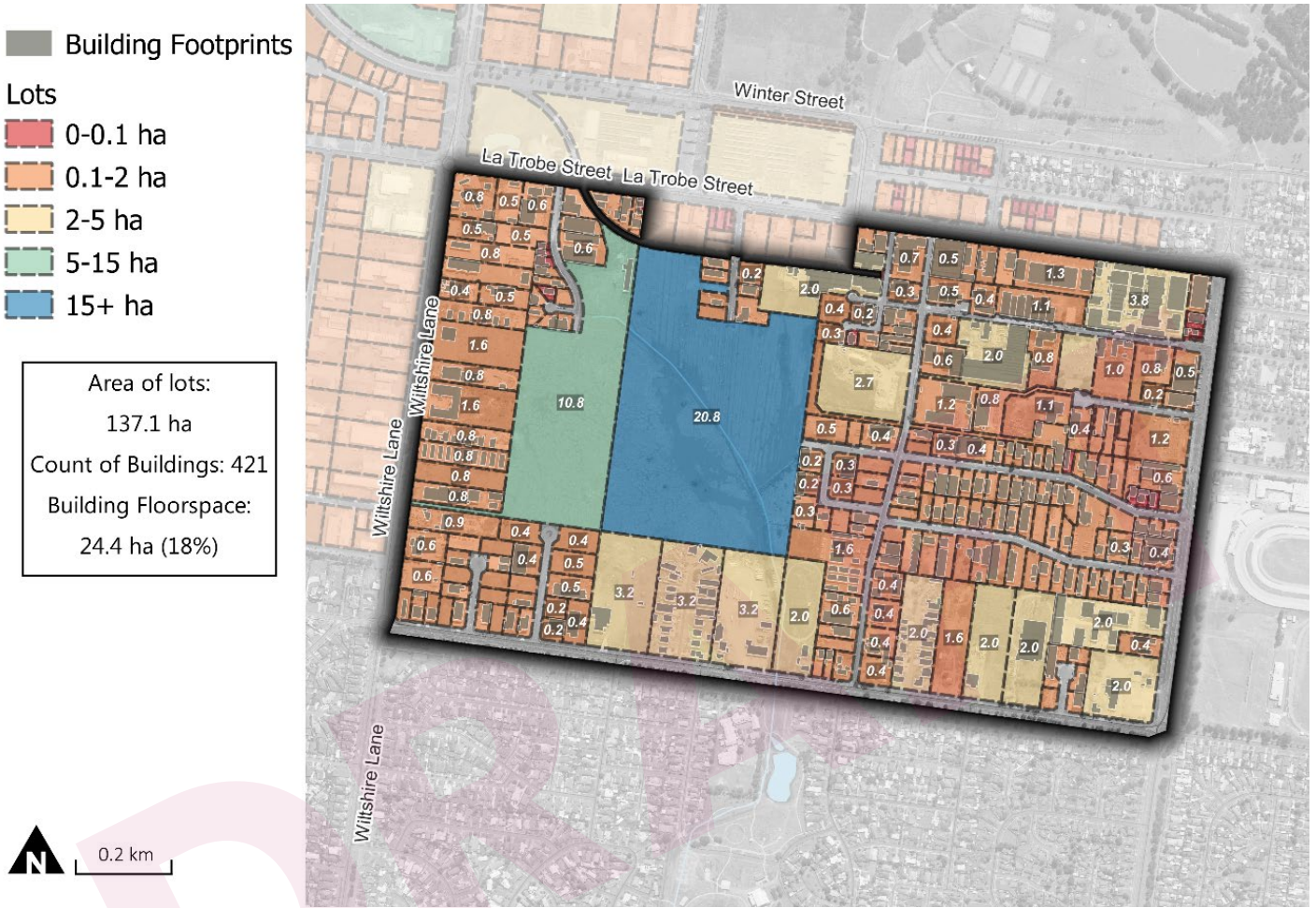
### Strategic objectives

The strategic objectives for the Precinct include:

- Prepare a Structure Plan for the wider Latrobe Street Saleyards Precinct to guide future land use and development.
- Support locally significant industrial activity over the medium to long term.
- Support new creative retail and hospitality uses to build upon the already growing success of like businesses in the Precinct.
- Ensure retention of light industry to provide for the growing resident population.
- Re-establish transport access via the old unused train line.
- Ensure improvements to the public realm to improve amenity.



**Figure 23. Latrobe Street Precinct Lot Size Assessment and Status of Existing Lots and Area.**



	Number of lots	Median lot size (sqm)	Total GFA (sqm)	Land area (sqm)	Median developed lot FSR
<b>Delacombe - Latrobe Street</b>	247	2,100	244,000	1,371,000	35%

Source: SGS Economics and Planning, 2023

### Sub-Precinct – Delacombe Southwest, bound by Ballarat–Carngham Road and Wiltshire Lane

The Delacombe Southwest Precinct is zoned Industrial 1 Zone. The Environmental Significance Overlay Schedule 2 (Streamside and Watercourse Protection) applies to the southern portion of the Precinct. The industrial development is relatively new and is considered a good example of industrial development that is easily accessible, has onsite parking located at the front or the side of buildings separate to loading areas, has well portioned lot coverage and isn't visually cluttered. There are small-scale industrial sites, some vacant lots with a mix of government and privately owned sites.

The Ballarat Planning Scheme identifies the Precinct as existing industrial – protect from encroachment and as an urban renewal area and ongoing change area. Policy direction for the Precinct seeks to accommodate small to medium sized industrial needs through provision of a range of lot sizes (1500sqm – 3ha) in the Delacombe Industrial Area.

### Strategic challenges

The strategic challenges facing the Delacombe Southwest Precinct include:

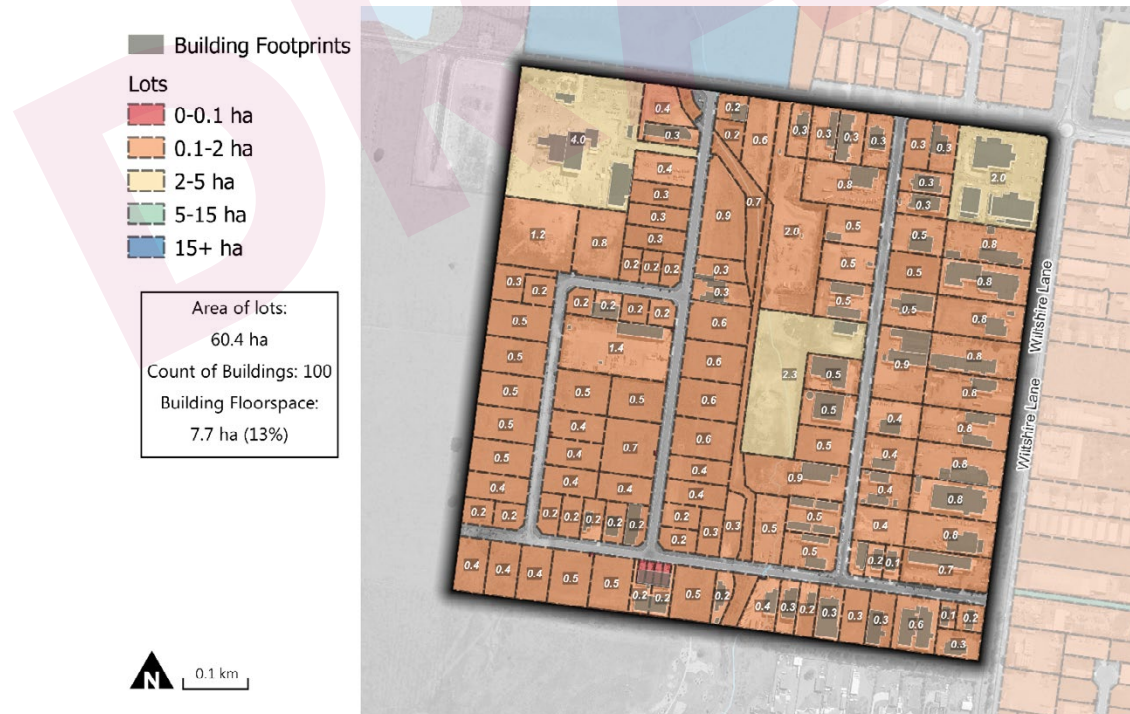
- Potentially contaminated land from industrial activities or other previous uses.
- Residential interface to the west and south (GRZ).
- Limited allowance for buffer distances to surrounding sensitive land uses within these interfaces.

### Strategic objectives

The strategic objectives for the Precinct include:

- Continue to support 'locally significant' industrial activity.
- Ensure retention of light industry to provide for the growing resident population.
- Re-establish transport access via the old unused train line.

**Figure 24. Delacombe Southwest Precinct Lot Size Assessment and Status of Existing Lots and Area.**



	Number of lots	Median lot size (sqm)	Total GFA (sqm)	Land area (sqm)	Median developed lot FSR
<b>Delacombe – Southwest</b>	138	3,500	77,000	604,000	30%

Source: SGS Economics and Planning, 2023



### Sub-Precinct – Old Saleyards Precinct, 1020 Latrobe Street, Delacombe

The Precinct is zoned Industrial 1 Zone and Transport Zone 1. The Heritage Overlay (HO225 – Ballarat Saleyards) applies to the Precinct. The site was used for livestock selling however this ceased in 2017. The current use is vacant. The Precinct is characterised by its heritage protected buildings and bluestone areas and its proximity to Victoria Park. These features provide multiple opportunities for the Precinct. The businesses in immediate proximity establish the locality as a light industrial and commercial area.

The Ballarat Planning Scheme identified the Precinct as an urban renewal precinct and existing industrial – protect from encroachment.

A Kings Caveat on the Precinct restricted use to only be for cattle saleyards, however this was removed in 2023 from the site which allows the land to be developed for uses. The motivation to remove the Kings Caveat was led by the possibility of the site being used for an athlete’s village for the 2026 Commonwealth Games.

### Strategic challenges

The strategic challenges facing the Old Saleyards Precinct include:

- Residential interface to the east – limited allowance for buffer distances to surrounding sensitive land uses.
- Site contamination due to previous uses given its long-standing use for livestock sales.
- Buffers with existing industrial businesses that do not allow for sensitive uses.
- Land tenure with some land vested in VicTrack.

### Strategic objectives

The strategic objectives for the Precinct include:

- Prepare a Structure Plan for the wider Latrobe Street Saleyards Precinct to guide future land use and development.
- Consider development constraints with existing industrial buffers.
- Capitalise on the interface with Victoria Park by considering appropriate development along Winter Street.
- Ensure heritage buildings and bluestone areas are considered in future Precinct Structure Planning.

**Figure 26. Old Saleyards Precinct Lot Size Assessment and Status of Existing Lots and Area.**



	Number of lots	Median lot size (sqm)	Total GFA (sqm)	Land area (sqm)	Median developed lot FSR
<b>Old Saleyards</b>	5	26,000	20,000	112,000	19%

Source: SGS Economics and Planning, 2023

### Sub-Precinct – Alfredton South, bound by Ballarat-Carngham Road & Learmonth Road, Alfredton

The Precinct is zoned Industrial 1 Zone and the Development Plan Overlay 4 (undeveloped industrial land) applies to the Precinct. The Precinct is currently vacant and is located adjacent to Delacombe employment precinct.

There is little direction in the Ballarat Planning Scheme for this site, however previous background studies including the *Latrobe Street Saleyards Urban Renewal Project* (Mesh, 2019) identify the Precinct as potential for land use transition and urban growth area.

### Strategic challenges

The strategic challenges facing the Alfredton South Precinct include:

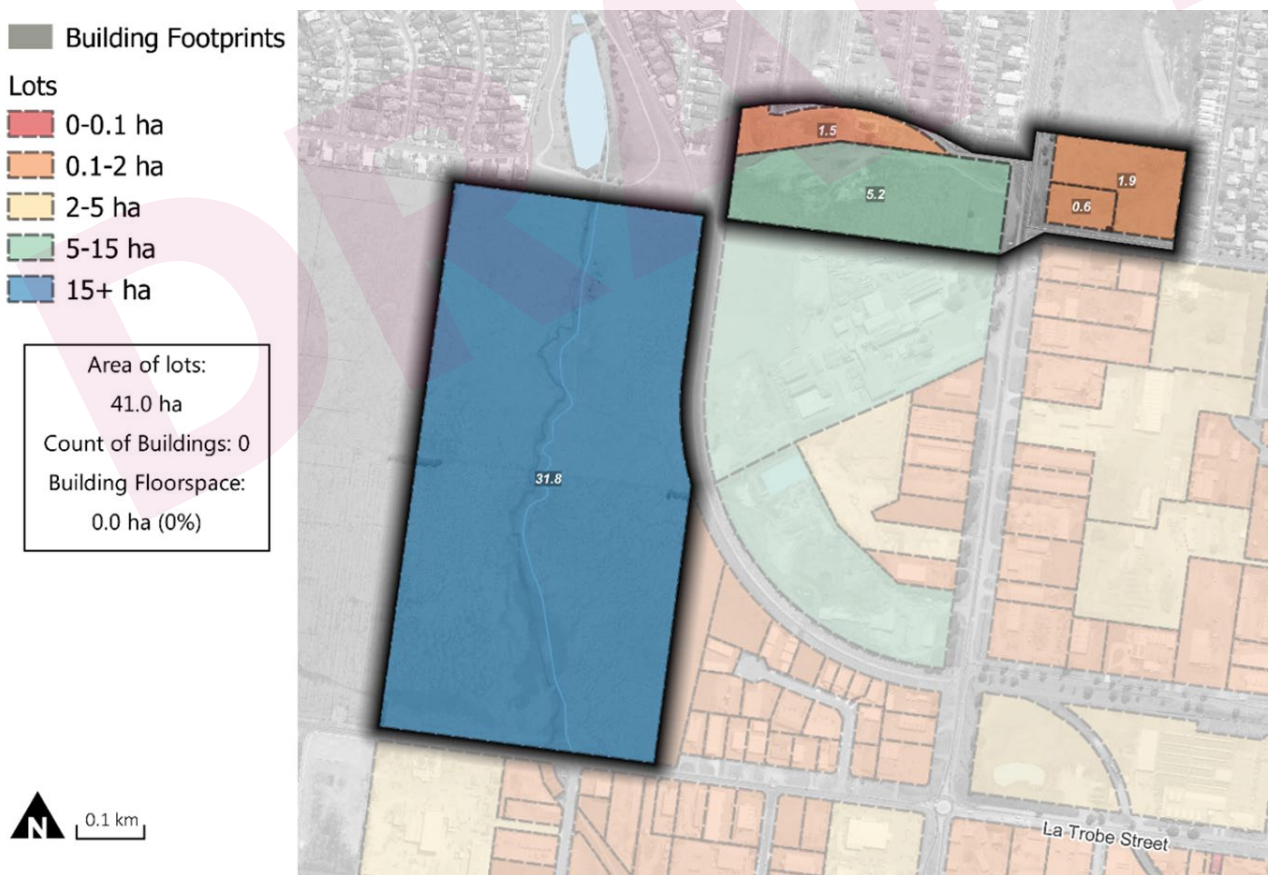
- Residential interface to the north and west - limited allowance for buffer distances to surrounding sensitive land uses.

### Strategic objectives

The strategic objectives for the Precinct include:

- Prepare a Structure Plan for the wider Latrobe Street Saleyards Precinct to guide future land use and development.
- Explore residential development opportunities to extend existing residential areas.
- Continue to support locally significant industrial activity that do not require industrial buffers that will restrict surrounding land from land use and development of sensitive uses.

**Figure 27. Alfredton South Precinct Lot Size Assessment and Status of Existing Lots and Area.**



	Number of lots	Median lot size (sqm)	Total GFA (sqm)	Land area (sqm)	Median developed lot FSR
<b>Alfredton South</b>	6	17,000	0	410,000	0%

Source: SGS Economics and Planning, 2023

## Ballarat West Employment Zone Precinct

BWEZ is zoned Special Use Zone 14 (SUZ14). The Airport Environs Overlay (AEO1 & AEO2) and the Design and Development Plan Overlay (DDO17 and DDO18) partially affects the Precinct. The Development Plan Overlay Schedule 10 applies to the entirety of the Precinct. The Precinct is Crown Land, a designated bushfire prone area and there are areas of Aboriginal cultural heritage.

The Precinct is identified as Regional Industrial Precinct in the Planning Scheme that ensures industrial land is serviced, accessible and protected from encroachment so it can contribute to support high-emplying industrial businesses which are critical to jobs in Ballarat.

Of the roughly 430 hectares of total land in the BWEZ, only 186 hectares has been made available for industrial

land uses. Development of the Precinct commenced in 2016, and now includes already established businesses including Luv-A-Duck, Westlab, Kane Transport, CHS Broadbent and Athlegen.

### Strategic challenges

The strategic challenges facing the BWEZ Precinct:

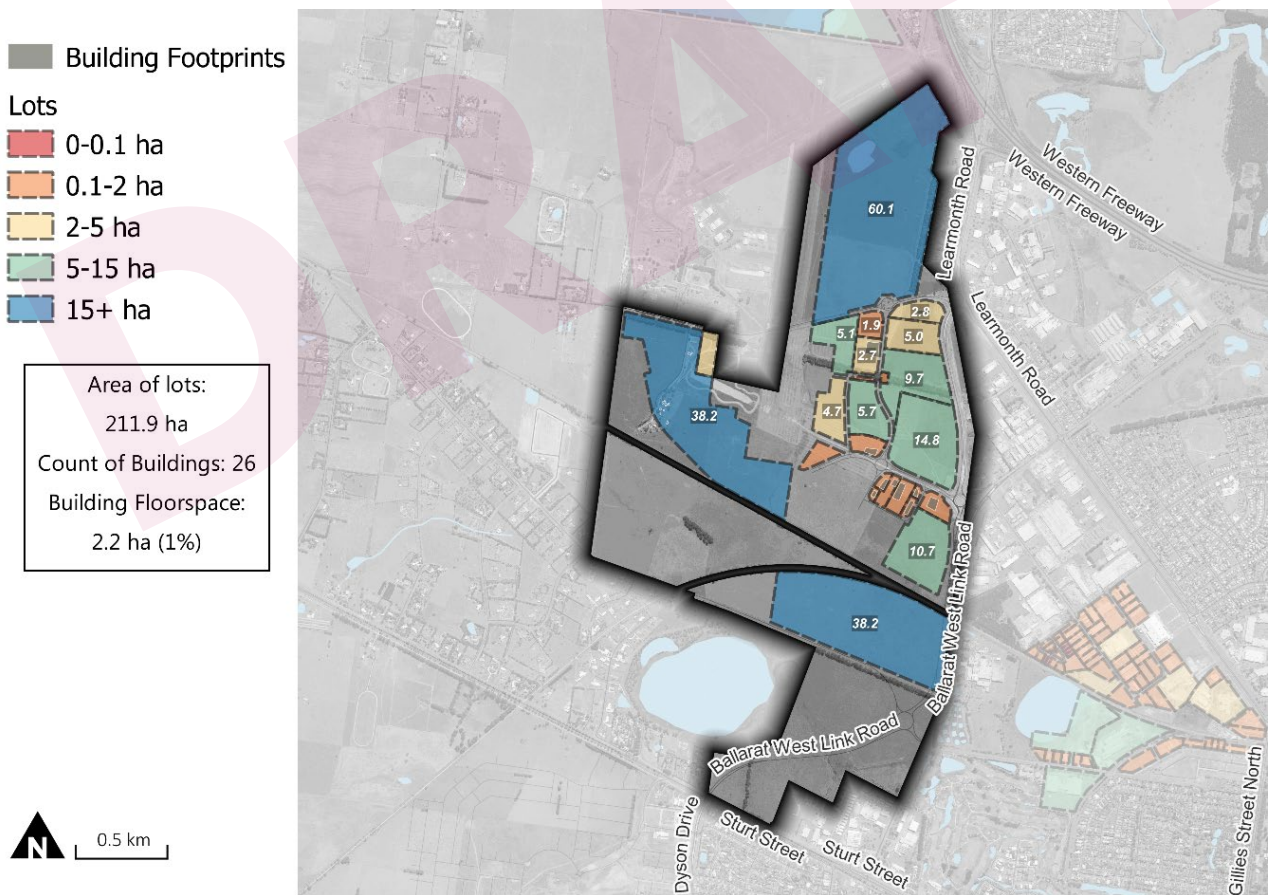
- Facilitation of development within the Precinct to ensure the ongoing take up of industrial land does not compromise supply and demand requirements for future industrial growth areas.

### Strategic objectives

The strategic objectives for the Precinct include:

- Continue to support the development of BWEZ and completion of influences that make the Precinct more attractive to prospecting businesses such as the Intermodal Freight Hub and Airport Master Plan.

**Figure 28. BWEZ Lot Size Assessment and Status of Existing Lots and Area.**



	Number of lots	Median lot size (sqm)	Total GFA (sqm)	Land area (sqm)	Median developed lot FSR
<b>BWEZ</b>	26	18,600	22,000	1,860,000	13%

Source: SGS Economics and Planning, 2023

## Future industrial land supply

### Sunraysia Drive/Dowling Road Precinct and Draffins Road Precinct

The Sunraysia Drive/Dowling Road Precinct is greenfield land identified in the Ballarat Planning Scheme for long term industrial growth. This direction was implemented into the planning scheme in 2012 as part of the directions of the 2009 Industrial Land Review (CPG).

The Draffins Road Precinct is not included in the existing policy – this extended area has been added to this study for further investigation. The Strategic Context Analysis – Sunraysia Drive / Dowling Road Precinct & Draffins Road Precinct provides a more detailed overview of both precincts, however a broad overview is provided below.

The Precincts are in the Farming Zone and are affected by the Airport Environs Overlay (AEO1 & AEO2) (affects southeastern corner of the site), Design and Development Plan Overlay (DDO17 and DDO18) (affects southeastern corner of the site), Floodway Overlay (affects the water courses running through the site) and are in a designated bushfire prone area. The sites are largely vacant, with some rural residential properties along the main roads.

Combined, approximately 500 hectares of the total site area of 679 hectares would be appropriate for industrial development. This is due to site constraints such as the presence of water courses. The share of the site 'utilised' for industrial would likely be higher than that of the BWEZ, as in comparison, there is no freight hub or residential land proposed to be accommodated (at this stage).

The Sunraysia Drive/Dowling Road Precinct could be planned, rezoned, serviced and released ready for development in the medium to long term.

Both Precincts are appropriate for industrial land use as they are relatively unconstrained, the location provides for generous buffer distances from sensitive land uses, they are in proximity to a growing population in the Ballarat West Growth Area, there is access to key routes including highway access and the development of the land for industrial purposes support local policy that ensures development of new industry that requires significant buffer distances are accommodated in areas where there are relatively few operational constraints.

### Strategic challenges

The strategic challenges facing the Sunraysia Drive/Dowling Road and Draffins Road Precincts include:

- Interface issues with surrounding residential uses. The Precinct interfaces with sensitive uses that might impact on industrial uses.
- Potential for contamination from farm grazing or other historical uses. This may not limit future uses on the site, however remediation works may be required where contamination has been identified.
- Willingness of landowners to sell their land.
- Possible drainage issues that will need to be managed through appropriate drainage strategies.
- Consideration of impacts to transport networks and any required upgrading of road infrastructure.
- Site access to support heavy vehicle movement
- The cultural significance of the site to the Wadarrung and Dja Dja warring needs to be recognised.
- The nomination of the northern portions of these sites within Extractive Industry Interest Areas. If extraction was to occur, the sites could be managed so industrial development could occur in the future, however investigations regarding the viability of extractive industry on the sites are beyond the scope of this report.

### Strategic objectives

The strategic objectives for the Precincts include:

#### Sunraysia Drive/Dowling Road Precinct

- Recognise the Precinct for medium to long term industrial growth in the Ballarat Planning Scheme/Industrial Framework Plan.
- Undertake further strategic work to support a rezoning of the land to ensure land supply is available for future demand.
- Ensure the requirement of development contributions to fund critical infrastructure.
- Ensure opportunities and constraints are comprehensively considered in future planning including the management of possible interface treatments, flooding, contamination, draining, servicing, transport, biodiversity values and cultural significance.

#### Draffins Road Precinct

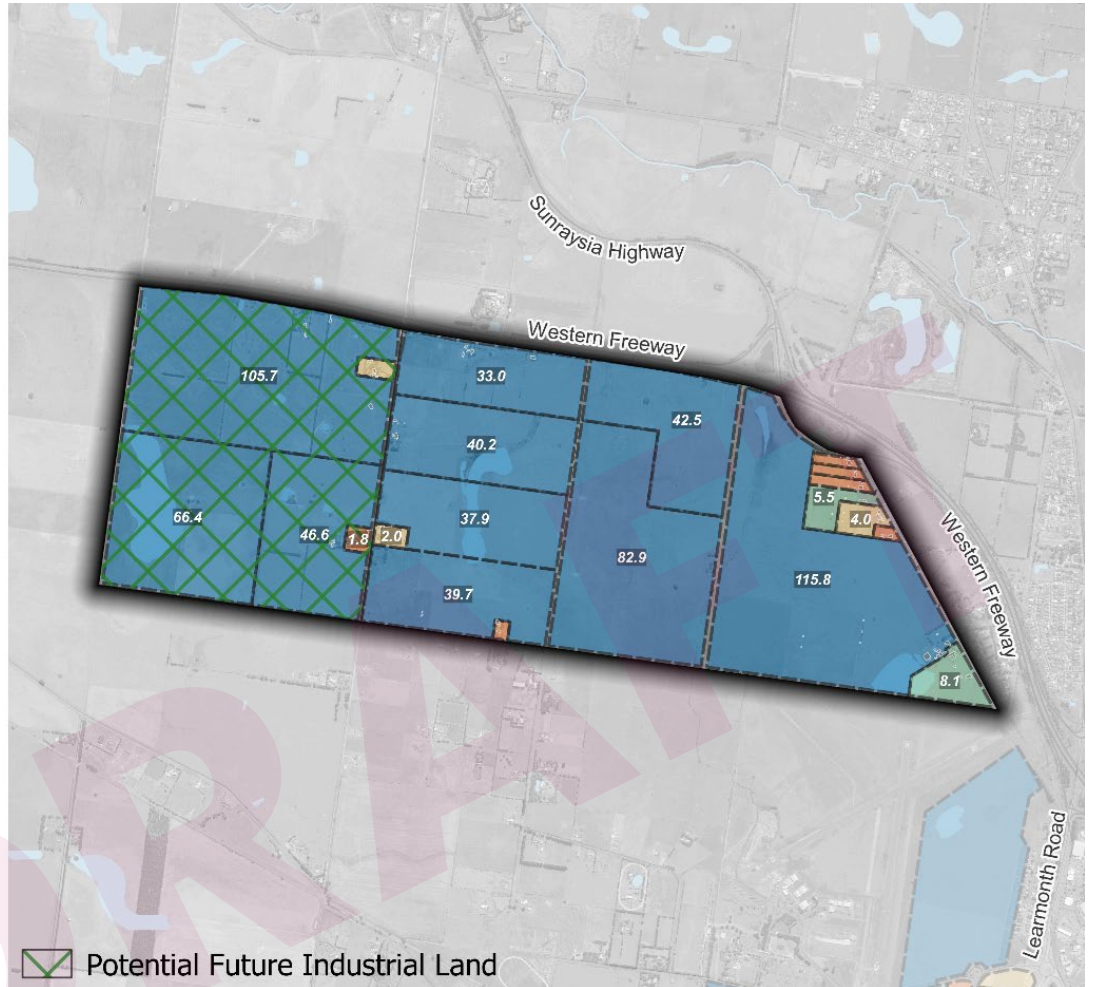
- Recognise the Precinct as potential future Industrial Land in the Ballarat Planning Scheme/Industrial Framework Plan to ensure consideration of future industrial supply.

■ Building Footprints

Lots

- 0-0.1 ha
- 0.1-2 ha
- 2-5 ha
- 5-15 ha
- 15+ ha

Area of lots:  
640.5 ha  
Count of Buildings: 53  
Building Floorspace:  
1.3 ha (0%)



**Figure 29. Sunraysia Drive/Dowling Road Precinct and Draffins Road Precinct Lot Size Assessment and Status of Existing Lots and Area**

	Number of lots	Median lot size (sqm)	Total GFA (sqm)	Land area (sqm)	Median developed lot FSR
<b>Future Industrial Land Supply</b>	21	81,000	13,000	6,405,000	2%

Source: SGS Economics and Planning, 2023

## Industrial zoned land – remaining locally significant land

The remaining industrial lands in Ballarat are considered important as they maintain sufficient capacity for industry to service Ballarat's economy and residents. Local policy direction for industry provides support for infill industrial development in existing industrial areas, to maximise the use of existing infrastructure and services. Local policy also includes provisions of improved amenity.

Some of the most common and overarching challenges in existing industrial areas in Ballarat is improving the urban design and amenity. Some industrial precincts suffer from poor urban design and landscaping, low amenity, and limited public transport options. This is the case for industrial areas such as Canadian and Mount Pleasant that provide examples of fragmented ownership combined with a lack of design guidelines to influence attractive developments. Poor built form and site layout produce poor visual amenity, lighting and safety concerns, car parks designed with a lack of landscaping often dominating front setback areas with poor focus on pedestrian safety and accessibility.

Currently, Ballarat does not have consistent design guidelines in the Planning Scheme for industrial areas. As a result, some industrial buildings, particularly in

older industrial precincts do not appear to have been designed considering the interaction with the public realm.

To improve the visual aesthetics of industrial precincts, strategies and policies must understand impacts of land use planning on these areas; including the need to partner with other departments in Council to ensure improved standards of built form and private landscaping as this cannot just be addressed through public realm improvement works alone. The development of future Design Guidelines which are considered 'cost-efficient friendly' need to ensure they do not discourage development and hold up planning approvals.

### Strategic challenges

- Improving the urban design and amenity of existing industrial areas of Ballarat.

### Strategic objective

- Prepare industrial land design guidelines to facilitate high quality, accessible and attractive environments that produce visual interest and promote unique identity.

## Key summary

The table below provides a summary of the future direction of each Precinct and the timing for each direction.

**Table 15. Summary of key findings for select Precinct:**

Precinct	Future Direction	Timing
<b>Skipton Street Precinct</b>	Rezone land to allow alternative land uses that are compatible with the surrounding residential context.	Immediate
<b>Lal Lal Street Precinct</b>	Rezone land to allow alternative land uses that are compatible with the surrounding residential context.	Immediate
<b>Ballarat East Precinct</b>	Prepare a Structure Plan for the wider precinct including Rodier Street Precinct to facilitate land use and development outcomes.  Ensure alternative land uses are compatible with the surrounding residential and tourism context.	Immediate
<b>Rodier Street Precinct</b>	Prepare a Structure Plan for the wider precinct including Ballarat East Precinct to facilitate land use and development outcomes.  Ensure alternative land uses are compatible with the surrounding residential and tourism context.	Immediate
<b>Selkirk Precinct</b>	Continue to support locally significant industrial activity.  Support urban renewal and employment opportunities outside existing heavy industry that complements Eureka Stadium Sporting Precinct.	Ongoing
<b>Wendouree Station Precinct</b>	Revise the Wendouree Station Master Plan including land within the broader area.  Support alternative land uses such as public open space, retail, commercial and residential that capitalises on prime location in proximity to services and public transport.  Ensure industrial land adjacent to the Wendouree Station is used for higher density opportunities.  Improve public realm, to support presentation as gateway entry and visitor experience.	Short term Ongoing

Precinct	Future Direction	Timing
<b>Latrobe Street Saleyards Precinct</b>	<p>Prepare a structure plan for the wider Latrobe Street Saleyards Precinct, including sub precincts Old Saleyards, Delacombe Northwest, Latrobe Street and Alfredton South to guide future land use and development.</p> <p>Prepare urban design guidelines for industrial land to improve amenity and design outcomes in the Precinct.</p>	<p>Immediate Ongoing</p>
	<p><b>Delacombe Northwest Sub Precinct</b></p> <p>Continue to support locally significant industrial activity over the medium to long term.</p> <p>Consider new creative retail and hospitality to build upon the already growing success of like businesses in the Precinct.</p> <p>Consider light industry and urban services to provide for the growing resident population.</p> <p>Re-establish transport access via the old unused train line.</p>	<p>Immediate Ongoing</p>
	<p><b>Old Saleyards Sub Precinct</b></p> <p>Continue to support locally significant industrial activity.</p> <p>Ensure light industry and urban services to provide for the growing resident population.</p> <p>Consider preparing urban design guidelines for industrial land to improve amenity and design outcomes in the Precinct.</p> <p>Re-establish transport access via the old unused train line.</p>	<p>Immediate Ongoing</p>
	<p><b>Alfredton South Sub Precinct</b></p> <p>Explore residential development opportunities to extend existing residential areas.</p> <p>Support locally significant industrial activity that do not require industrial buffers that will restrict surrounding land from land use and development of sensitive uses.</p> <p>Prepare urban design guidelines for industrial land to improve amenity and design outcomes in the Precinct.</p>	<p>Immediate Ongoing</p>
	<p><b>Latrobe Street Sub Precinct</b></p> <p>Consider development constraints with existing industrial buffers.</p> <p>Capitalise on the interface with Victoria Park by considering appropriate development along Winter Street.</p> <p>Ensure heritage buildings and bluestone areas are considered in future Precinct Structure Plan.</p>	<p>Immediate Ongoing</p>
	<p><b>Delacombe Southwest Sub Precinct</b></p> <p>Continue to support 'locally significant' industrial activity.</p> <p>Ensure light industry and urban services to provide for the growing resident population.</p>	<p>Ongoing</p>

Precinct	Future Direction	Timing
<b>BWEZ Precinct</b>	Continue to support the development of BWEZ and completion of influences that will make the Precinct more attractive to prospecting businesses such as the Intermodal Freight Hub and Airport Master Plan.	Ongoing
<b>Sunraysia Drive/Dowling Road Precinct</b>	<p>Recognise the Precinct as medium to long term industrial growth in the Ballarat Planning Scheme/Industrial Framework Plan.</p> <p>Prepare further strategic work to rezone the land to ensure land supply is available for future demand.</p> <p>Ensure development contributions are considered to fund critical infrastructure requirements.</p> <p>Ensure Precinct challenges are addressed in future planning including interface treatments, flooding, contamination, draining, servicing, transport, biodiversity values and cultural significance.</p>	Immediate
<b>Draffins Road Precinct</b>	Recognise the Precinct as potential future industrial land in the Ballarat Planning Scheme/Industrial Framework Plan to ensure consideration of future industrial supply.	Immediate
<b>Creswick Road Precinct</b>	Acknowledge that future land use and development direction of the site is subject to an urban development framework in the wider CBD Precinct.	Ongoing
<b>Other locally significant industrial land</b>	Prepare urban design guidelines for industrial land to facilitate high quality, accessible and attractive environments that produce visual interest and promote unique identity.	Short term

Figure 30. Future direction for locally significant industrial land

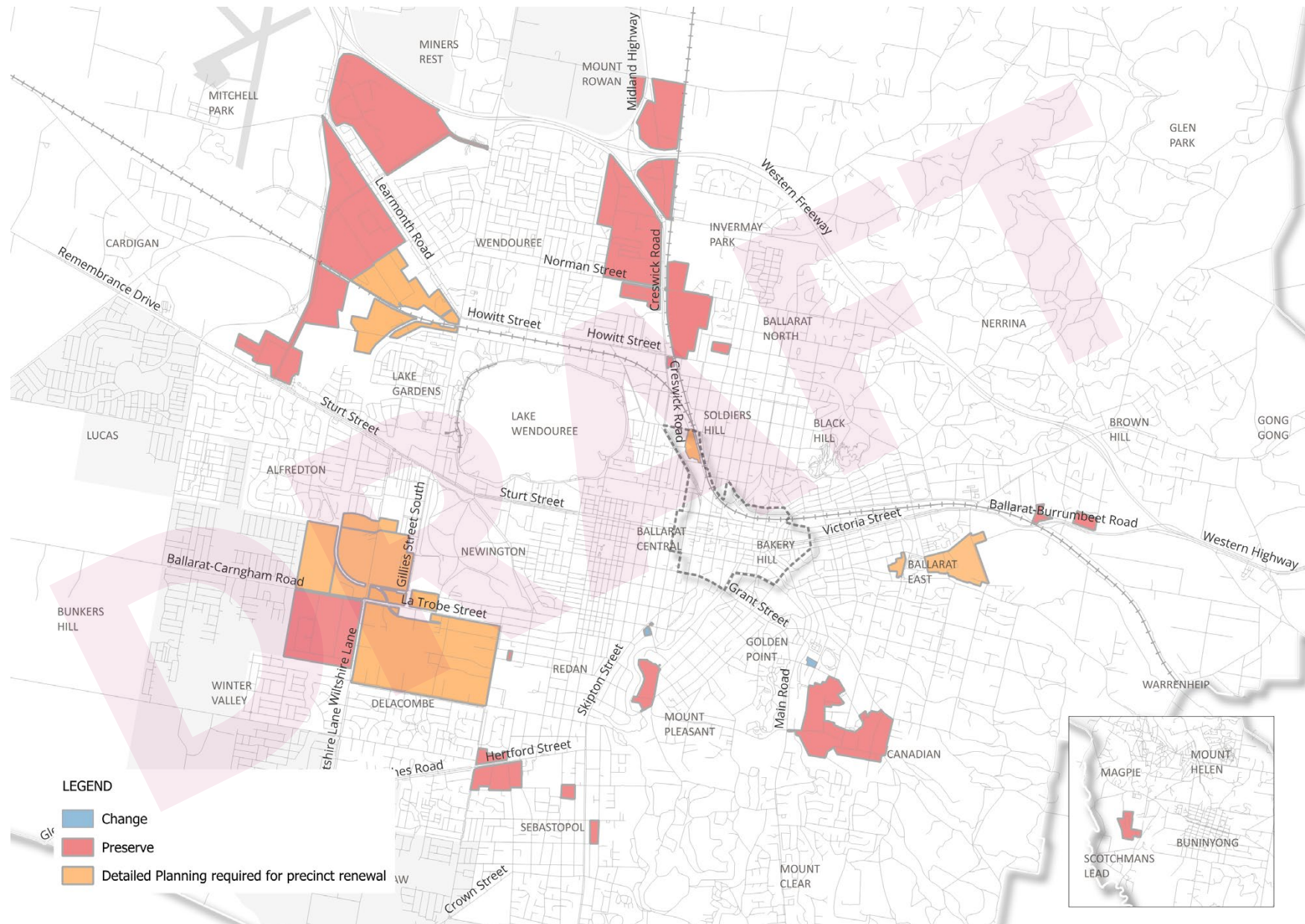


Figure 31. Future Direction of Regionally Significant Land



# Industrial Land Use Vision & Strategic Directions

This section provides the strategic directions that comprise of:

**Vision:** to provide the basis for the directions, objectives actions and implementation plan.

**Directions:** a high level statement to represent the core aspirations of the Industrial Land Strategy.

**Rationale:** a brief overview of the reasons for the objective.

**Objectives:** what the Strategy seeks to achieve over the course of the plan.

**Actions:** practical guidance about how the strategies should be implemented.

**Implementation:** who is responsible for implementing the actions, the groups and organisations who will act as partners and a suggested timeframe for delivering the action.

The following conventions have been adopted in identifying the suggested timing for implementation:

**Immediate:** occurring without delay

**Short-term:** within 12 months

**Medium-term:** from 1 year to 3 years

**Longer-term:** from 3 years to 5 years or beyond

**Ongoing:** an existing action that continues into the future

## Vision

Ballarat will be the leading industrial and business location in Western Victoria. It will have developed a renowned advanced manufacturing sector, located in high amenity business precincts readily connected with a network of creative and knowledge activity clusters across the city.

Ballarat will be a focus for storage, distribution and transport connected to the city's hinterland and surrounding communities, as well as Melbourne, Geelong and Western Victoria. Strategically positioned industrial lands will include large industrial lots and excellent transport access to provide for these activities. High quality industrial developments will adopt best practices sustainable design principals and enhance the local heritage fabric and streetscape and will support a circular economy and zero carbon future.

The regionally significant industrial lands in the city's north-west, connected to the Western and Sunraysia Highways, is in aggregate the largest industrial cluster outside of metropolitan Melbourne. Industrial precincts in the established areas of Ballarat contain consolidated clusters of enterprise and entrepreneurial activity on smaller lots, with opportunities for business growth and diversification. Elsewhere, smaller and more isolated 'old' industrial areas where conflicts with neighbours and traffic issues were in evidence, will have converted to residential or mixed use precincts, providing well-located housing for workers and residents.

## Directions

The vision for industrial areas in Ballarat is supported by a series of objectives. The objectives are described under five directions:

### Direction 1 – Facilitate and Direct Industrial Growth

<b>Rationale</b>	<p>Ballarat’s industrial footprint is growing. Current rates of industrial land development are projected to result in land supply constraints in Ballarat’s regionally significant industrial areas within the next decade. Growth opportunities need to be identified with planning well underway well before this exhaustion point to provide a pipeline of zoned and serviced land ahead of demand.</p> <p>While BWEZ is still to be fully occupied, land sales rates are strong with a shrinking number of lots still unsold. Contracts for sale commit purchasers to development which constrains prospects for land banking.</p> <p>Based on land sale rate, but including a factor for development, it is estimated that the available supply of industrial land in BWEZ is in order of 10–12 years.</p> <p>Short to medium term planning for additional regionally significant industrial land is therefore warranted and required to be completed within the next 7 years. A few new very large lot users could accelerate take up rates in the existing areas, bringing forward the need of new areas.</p> <p>As selected locally significant precincts are converted from industrial to other uses, this displaced demand will need new sites. There is no hard and fast distinction between regionally and locally significant land and displaced activities may be attracted to new precincts, as well as vacant existing areas.</p>
<b>Objective 1.1</b>	<b>Acknowledge our role as a leading industrial and business location in Western Victoria.</b>
<b>Action 1.1.1</b>	Ensure local policy in the Ballarat Planning Scheme recognises Ballarat as a leading industrial and business location.
<b>Objective 1.2</b>	<b>Ensure Ballarat maintains an appropriate supply of regionally significant and locally significant industrial land to sustain industrial growth for at least a nominal 15 years.</b>
<b>Action 1.1</b>	Commence planning for the Sunraysia Drive/Dowling Road Precinct to ensure the transition of greenfield land to industrial land is commenced before supply is depleted.
<b>Action 1.2.2</b>	Rezone the Sunraysia Drive/Dowling Road Precinct from Farming Zone to a suitable zone that will facilitate industrial uses.
<b>Action 1.2.3</b>	Prepare Precinct Structure Plan/s for the Sunraysia Drive/Dowling Road Precinct to facilitate land use development and infrastructure requirements. The planning of the PSP should also investigate appropriate funding mechanisms for the required infrastructure.
<b>Action 1.2.4</b>	Continually monitor overall industrial land use to maintain 15 years supply of regionally significant industrial land.
<b>Objective 1.3</b>	<b>Ensure industrial land is available to cater for emerging industry trends.</b>
<b>Action 1.3.1</b>	Ensure policy in the Planning Scheme that addresses inappropriate land fragmentation through minimum lot size and land subdivision requirements (avoid patterns that aren’t flexible).
<b>Action 1.3.2</b>	Continue to monitor emerging industry trends especially in the advanced manufacturing sector.
<b>Objective 1.4</b>	<b>Ensure land supply for potential future regionally significant industrial land is considered beyond 15 years to safeguard future industrial land and ensure the clustering of compatible uses.</b>
<b>Action 1.4.1</b>	Identify Draffins Road Precinct as potential long term future industrial land.
<b>Action 1.4.2</b>	Encourage State Government or Local Government purchase of the land to preserve future development opportunities.
<b>Action 1.4.3</b>	Prohibit residential land uses in regionally significant industrial precincts so as not to undermine the economic opportunities
<b>Objective 1.5</b>	<b>Utilise well located industrial land where it can support the merging advanced manufacturing sector and Ballarat’s role as an industrial and freight hub</b>
<b>Action 1.5.1</b>	Continue to support the growth of the BWEZ.
<b>Objective 1.6</b>	<b>Provide long term certainty of industrial land in Ballarat.</b>
<b>Action 1.6.1</b>	Amend the Planning Scheme to implement the Industrial Land Use Framework Plan.
<b>Objective 1.7</b>	<b>Advocate for emerging influences to be completed to provide further support for future industrial lands.</b>
<b>Action 1.7.1</b>	Support the completion of the Intermodal Freight Hub in BWEZ, Ballarat Airport Master Plan, Ballarat Growth Areas Framework Plan and Ballarat Planning Scheme Planning Policy Framework translation.

## Direction 2 – Maintain, enhance and protect the locally significant industrial futures of established employment and industrial precincts.

<b>Rationale</b>	<p>A few key established industrial precincts are crucial to the locally significant industrial land supply as they provide opportunities for local economic development and diversification and accessibility to local jobs. Planning should be directed towards ensuring the effective operation of these areas into the future.</p> <p>The Latrobe Street Saleyards Southwest Sub Precinct, Selkirk Precinct and all other locally significant industrial land should be recognised as contributing to the local economy and neighbourhoods and should be maintained, enhanced, and protected.</p> <p>Alternative land uses that complement the surrounding uses may be considered in these areas if there are no net job losses and it is proven that the use does not compromise the supply of locally significant industrial land. Strategic justification is required to support a proposal in these areas.</p>
<b>Objective 2.1</b>	<b>Identify established locally significant industrial precincts that add value to our community in their current location.</b>
<b>Action 2.1.1</b>	Include the Latrobe Street Saleyards Southwest Sub Precinct, Selkirk Precinct and all other industrial zoned marked as preserve on the Industrial Land Framework Plan as being locally significant.
<b>Action 2.1.2</b>	Recognise Selkirk Precinct contributes to the locally significant industrial land supply, however support land use and development that complements Eureka Stadium Sporting Precinct and urban renewal opportunities.
<b>Objective 2.2</b>	<b>Maintain and protect the future of locally significant industrial precincts to enable intensification of enterprise uses in the long term.</b>
<b>Action 2.2.1</b>	Avoid uses in surrounding areas which are likely to compromise the effective operation of the industrial precinct or create conflicts for industrial land marked as preserve on the Industrial Land Framework Plan.
<b>Objective 2.3</b>	<b>Ensure effective operation of well-located industrial land.</b>
<b>Action 2.3.1</b>	Review land use buffers and separation distances to manage off-site amenity impacts to surrounding sensitive land uses.
<b>Action 2.3.2</b>	Consider the use of the Buffer Area Overlay for industrial land to ensure land use compatibility and avoid land use conflict.
<b>Action 2.3.3</b>	Maintain flexible planning policies to allow businesses to grow organically and to ensure subdivision and small lot activity.
<b>Objective 2.4</b>	<b>Facilitate diverse high amenity urban industry areas.</b>
<b>Action 2.4.1</b>	Prepare industrial land design guidelines to facilitate high quality, accessible and attractive environments that produce visual interest and promote unique identity.

## Direction 3 – Facilitate alternative land use and development outcomes where land is deemed to be non-strategic or inappropriate in its current industrial zoning.

<b>Rationale</b>	<p>Some select industrial precincts in Ballarat are considered surplus and fragmented to other industrial uses. Evidence suggests that these precincts can be converted to alternative uses without compromising the locally significant industrial supply and providing an opportunity to facilitate land use change to better suited uses in the neighbourhoods.</p> <p>These select Precincts are small lots and do not require a precinct plan approach for land use conversion and include:</p> <ul style="list-style-type: none"> <li>• Skipton Street Precinct</li> <li>• Lal Lal Street Precinct</li> </ul> <p>Further strategic work is required to justify a land use change for these Precincts.</p>
<b>Objective 3.1</b>	<b>Identifying select locally significant industrial precincts for possible conversion from industrial uses.</b>
<b>Action 3.1.1</b>	Identify Skipton Street Precinct and Lal Lal Street Precinct in the Planning Scheme as precincts with potential for land use conversion from industrial use.
<b>Objective 3.2</b>	<b>Recognise the opportunity to convert some industrial precincts to better suited uses in neighbourhoods.</b>
<b>Action 3.2.1</b>	Enhance local policy to recognise Ballarat’s industrial land supply in locally significant industrial precincts.
<b>Objective 3.3</b>	<b>Facilitate land use change for industrial precincts marked as ‘land use change opportunity’ on the Industrial Land Framework Plan to justify a land use change.</b>
<b>Action 3.3.1</b>	Commence strategic investigations into Skipton Street Precinct and Lal Lal Street Precinct prior to land rezonings that will enable non-industrial uses.
<b>Action 3.3.2</b>	Work with landowners and businesses to determine aspirations and potential development intensification areas.
<b>Objective 3.4</b>	<b>Strategically rezone select industrial precincts considered surplus and fragmented to alternative uses through a Planning Scheme Amendment process.</b>
<b>Action 3.4.1</b>	Commence a Planning Scheme Amendment to rezone Skipton Street Precinct and Lal Lal Street Precinct to enable alternative land uses.

## Direction 4 – Facilitate urban renewal in select industrial precincts to improve land use and development outcomes.

<b>Rationale</b>	<p>Some Precincts have significant potential for renewal and redevelopment. Further investigation and feasibility work is required to determine the extent of potential for change within each precinct. Structure, framework, or master plans will be prepared for these precincts and incorporated into the planning scheme where appropriate to facilitate development.</p> <p>These Precincts include:</p> <ul style="list-style-type: none"> <li>• Ballarat East Precinct and Rodier Street Precinct</li> <li>• Wendouree Station Precinct</li> <li>• Latrobe Street Saleyards Precinct including Sub Precincts of Latrobe Street, Northwest, Old Saleyards and Alfredton South</li> </ul> <p>The Creswick Road Precinct is subject to an ongoing urban renewal project which should be supported to consider the future direction land use and development of the industrial precinct.</p> <p>The Wendouree Station Precinct is subject to an adopted Master Plan which should be considered in future planning for the site.</p>
<b>Objective 4.1</b>	<b>Identify select industrial precincts for urban renewal opportunity.</b>
<b>Action 4.1.1</b>	Identify urban renewal opportunity for the Ballarat East, Rodier Street, Wendouree Station and Latrobe Street Saleyards Precincts including the Sub-Precincts of Latrobe Street, Northwest, Old Saleyards and Alfredton South.
<b>Objective 4.2</b>	<b>Facilitate urban renewal of select industrial precincts marked as ‘Urban Renewal Opportunity’ on the Industrial Land Framework Plan through structure plans.</b>
<b>Action 4.2.1</b>	Commence structure planning to consider urban renewal opportunities for the Ballarat East, Rodier Street, Wendouree Station and Latrobe Street Saleyards Precincts including the Sub-Precincts of Latrobe Street, Northwest, Old Saleyards and Alfredton South.
<b>Action 4.2.2</b>	Investigate appropriate funding mechanisms for the required PSP infrastructure.
<b>Action 4.2.3</b>	Support ongoing strategic work to consider future land use and development opportunities for the Creswick Road Precinct.
<b>Action 4.2.4</b>	Implement structure plans into the Ballarat Planning Scheme to enable urban renewal of select precincts to facilitate land use and development outcomes.

## Direction 5 – Continue to attract investment, support innovation, and create jobs in Ballarat’s industrial areas.

<b>Rationale</b>	<p>To continue to attract investment, support innovation and create jobs in existing and future industrial precincts, certainty about Ballarat’s industrial land is required for both the private and public sectors.</p> <p>Certainty can be provided through strong planning policy direction in the Planning Scheme that will assist government, developers and the community in decision making.</p>
<b>Objective 5.1</b>	<b>Create investment certainty to attract new business, gain investment, and retain large businesses.</b>
<b>Action 5.1.1</b>	Detail permanent land use directions for industrial land through the Industrial Land Framework Plan
<b>Objective 5.2</b>	<b>Promote industries that offer higher job densities and high amenity area in industrial areas.</b>
<b>Action 5.2.1</b>	Ensure planning policy identifies the need for high amenity industrial areas with improved public realm and access to amenities and open space to attract new industries and skilled workers.
<b>Action 5.4.2</b>	Develop and apply design guidelines to guide and promote high amenity industrial development in existing and new industrial areas.

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## Implementation Plan

Direction 1 – Facilitate and Direct Industrial Growth		City of Ballarat Team (s)	External Partners	Delivery Timeframe
<b>Objective 1.1</b>	<b>Acknowledge our role as a leading industrial and business location in Western Victoria.</b>			
<b>Action 1.1.1</b>	Ensure local policy in the Ballarat Planning Scheme recognises Ballarat as a leading industrial and business location.	Strategic Planning	Department of Transport and Planning (DTP)/ Minister for Planning	Immediate
<b>Objective 1.2</b>	<b>Ensure Ballarat maintains an appropriate supply of regionally significant and locally significant industrial land to sustain industrial growth for at least a nominal 15 years.</b>			
<b>Action 1.2.1</b>	Commence strategic planning for the Sunraysia Drive/Dowling Road Precinct.	Strategic Planning	Service Agencies, landowners, community, DTP	Immediate
<b>Action 1.2.2</b>	Rezone the Sunraysia Drive/Dowling Road Precinct from Farming Zone to facilitate future planning direction for industrial uses.	Strategic Planning	Service Agencies, landowners, community, DTP	Short term
<b>Action 1.2.3</b>	Prepare Precinct Structure Plan/s\ for the Sunraysia Drive/Dowling Road Precinct to facilitate land use development and infrastructure requirements. The planning of the PSP should also investigate appropriate funding mechanisms for the required infrastructure.	Strategic Planning	Service Agencies, landowners, community, DTP/Minister for Planning	Short term
<b>Action 1.2.5</b>	Continually monitor overall industrial land use to maintain 15 years supply of regionally significant industrial land.	Strategic Planning/Economic Development	DTP/Minister for Planning	Ongoing

<b>Objective 1.3</b>	<b>Ensure industrial land is available to cater for emerging industry trends.</b>			
<b>Action 1.3.1</b>	Include policy in the Planning Scheme that addresses inappropriate land fragmentation through minimum lot size and land subdivision requirements (avoid patterns that aren't flexible).	Strategic Planning	DTP/ Minister for Planning	Immediate
<b>Action 1.3.2</b>	Continue to monitor emerging industry trends especially in the advanced manufacturing sector.	Economic Development	Invest Victoria	Ongoing
<b>Objective 1.4</b>	<b>Ensure land supply for potential future regionally significant industrial land is considered beyond 15 years to safeguard future industrial land and ensure the clustering of compatible uses.</b>			
<b>Action 1.4.1</b>	Identify land between Draffins Road Precinct as potential future industrial land.	Strategic Planning	DTP/Minister for Planning	Immediate
<b>Action 1.4.2</b>	Identify opportunities for State or local government purchase of the land to preserve future development opportunities.	Economic Development	Invest Victoria, Development Victoria	Ongoing
<b>Action 1.4.3</b>	Prohibit residential land uses in regionally significant industrial precincts so as not to undermine the economic opportunities.	Strategic Planning	DTP/Minister for Planning	Immediate
<b>Objective 1.5</b>	<b>Utilise well located industrial land where it can support the merging advanced manufacturing sector and Ballarat's role as an industrial and freight hub.</b>			
<b>Action 1.5.1</b>	Continue to support the growth of the BWEZ.	Economic Development	Invest Victoria	Ongoing
<b>Objective 1.6</b>	<b>Provide long term certainty of industrial land in Ballarat.</b>			
<b>Action 1.6.1</b>	Amend the Planning Scheme to implement the Industrial Land Use Framework Plan.	Strategic Planning	DTP/Minister for Planning	Immediate
<b>Objective 1.7</b>	<b>Advocate for completion of work related to emerging influences to provide further support for future industrial lands.</b>			
<b>Action 1.7.1</b>	Support the completion of the Intermodal Freight hub in BWEZ, Ballarat Airport Strategy and Master Plan, Ballarat Growth Areas Framework Plan and Ballarat Planning Scheme Planning Policy Framework translation.	Strategic Planning, Economic Development		Ongoing

Direction 2 – Maintain and protect the locally significant industrial futures of established industrial precincts.		City of Ballarat Team (s)	External Partners	Delivery Timeframe
<b>Objective 2.1</b>	<b>Identify established locally significant industrial precincts that add value to our community in their current location.</b>			
<b>Action 2.1.1</b>	Identify the Latrobe Street Southwest Precinct, Selkirk Precinct and all other industrial zoned marked as Preserve on the Industrial Land Framework Plan as being locally significant.	Strategic Planning	DTP/Minister for Planning	Immediate
<b>Action 2.1.2</b>	Support land use and development and urban renewal of Selkirk Precinct that compliments Eureka Stadium Sporting Precinct.	Strategic Planning		Ongoing
<b>Objective 2.2</b>	<b>Maintain and protect the future of locally significant industrial precincts to enable intensification of enterprise uses in the long term.</b>			
<b>Action 2.2.1</b>	Avoid uses in surrounding areas which are likely to compromise the effective operation of the industrial precinct or create conflicts for industrial land marked as ‘preserve’ on the Industrial Land Framework Plan.	Statutory Planning, Strategic Planning		Ongoing
<b>Objective 2.3</b>	<b>Ensure effective operation of well-located industrial land.</b>			
<b>Action 2.3.1</b>	Review land use buffers and separation distances to manage off-site amenity impacts to surrounding sensitive land uses.	Strategic Planning		Medium term
<b>Action 2.3.2</b>	Consider the use of the Buffer Area Overlay for industrial land to ensure land use compatibility and avoid land use conflict.	Strategic Planning	DTP/Minister for Planning	Short to medium term
<b>Action 2.3.3</b>	Maintain flexible planning policies to allow businesses to grow organically and to ensure subdivision and small lot activity.	Strategic Planning		
<b>Objective 2.4</b>	<b>Facilitate diverse high amenity urban industry areas.</b>			
<b>Action 2.4.1</b>	Prepare industrial land design guidelines to facilitate high quality, accessible and attractive environments that produce visual interest and promote unique identity.	Strategic Planning, City Design	DTP/Minister for Planning	Immediate

Direction 3 – Facilitate alternative land use and development outcomes where land is deemed to be non-strategic or inappropriate in its current industrial zoning.		City of Ballarat team(s)	External Partners	Delivery timeframe
<b>Objective 3.1</b>	<b>Identifying select locally significant industrial precincts for possible conversion from industrial uses.</b>			
<b>Action 3.1.1</b>	Identify land use change opportunity for the Skipton Street Precinct and Lal Lal Street Precinct.	Strategic Planning	DTP/Minister for Planning	Immediate
<b>Objective 3.2</b>	<b>Recognise we have flexibility in converting some industrial precincts to better suited uses in neighbourhoods.</b>			
<b>Action 3.2.1</b>	Enhance local policy to recognise Ballarat’s supply of industrial land supply in locally significant industrial precincts.	Strategic Planning	DTP/Minister for Planning	Immediate
<b>Objection 3.3</b>	<b>Facilitate land use change for industrial precincts marked as ‘land use change opportunity’ on the Industrial Land Framework Plan to justify a land use change.</b>			
<b>Action 3.3.1</b>	Commence strategic investigations into Skipton Street Precinct and Lal Lal Street Precinct prior to land rezonings that will enable non-industrial uses.	Strategic Planning	DTP/Minister for Planning	Medium term/ ongoing
<b>Action 3.3.2</b>	Investigate appropriate funding mechanisms for the required PSP infrastructure.	Strategic Planning	DTP/Minister for Planning	Immediate
<b>Action 3.3.3</b>	Work with landowners and businesses to determine aspirations and potential development intensification areas.	Strategic Planning		Immediate
<b>Objection 3.4</b>	<b>Strategically rezone select industrial precincts considered surplus and fragmented to alternative uses.</b>			
<b>Action 3.4.1</b>	Commence a Planning Scheme Amendment to rezone Skipton Street Precinct and Lal Lal Street Precinct.	Strategic Planning	DTP/Minister for Planning, landowners, relevant agencies	Short term

Direction 4 – Facilitate urban renewal in select industrial Precincts to improve land use and development outcomes.		City of Ballarat Team (s)	External Partners	Delivery Timeframe
<b>Objective 4.1</b>	<b>Identify select industrial precincts for urban renewal opportunity.</b>			
<b>Action 4.1.1</b>	Identify urban renewal opportunity for the Ballarat East, Rodier Street, Wendouree Station and Latrobe Street Saleyards Precincts including the sub-precincts of Latrobe Street, Northwest, Old Saleyards and Alfredton South.	Strategic Planning	DTP/Minister for Planning	
<b>Objective 4.2</b>	<b>Facilitate urban renewal of select industrial precincts marked as ‘Urban Renewal Opportunity’ on the Industrial Land Framework Plan.</b>			
<b>Action 4.2.1</b>	Commence Precinct Structure Planning to consider urban renewal opportunities for the Ballarat East, Rodier Street, Wendouree Station and Latrobe Street Saleyards Precinct including the sub-precincts of Latrobe Street, Northwest, Old Saleyards and Alfredton South.	Strategic Planning	DTP/Minister for Planning	Immediate
<b>Action 4.2.2</b>	Investigate appropriate funding mechanisms for the required PSP infrastructure.	Strategic Planning	DTP/Minister for Planning	Immediate
<b>Action 4.2.3</b>	Support ongoing strategic work to consider future land use and development opportunities for the Creswick Road Precinct.	Strategic Planning		Ongoing
<b>Action 4.2.4</b>	Implement Precinct Structure Plans into the Ballarat Planning Scheme to facilitate urban renewal.	Strategic Planning	DTP/Minister for Planning	Immediate

Direction 5 – Continue to attract investment, support innovation, and create jobs in Ballarat’s industrial areas.		City of Ballarat Team (s)	External Partners	Delivery Timeframe
<b>Objection 5.1</b>	<b>Create investment certainly to attract new business, gain investment, and retain large businesses.</b>			
<b>Action 5.1.1</b>	Provide direction for industrial land through the Industrial Land Framework Plan	Strategic Planning	DTP/Minister for Planning	Immediate
<b>Objection 5.2</b>	<b>Promote industries that offer higher job densities and high amenity area in industrial areas.</b>			
<b>Action 5.2.1</b>	Ensure planning policy identifies the need for high amenity industrial areas with improved public realm and access to amenities and open space to attract new industries and skilled workers.	Strategic Planning	DTP/Minister for Planning	Immediate
<b>Action 5.2.2</b>	Develop and apply design guidelines to guide and promote high amenity industrial development in existing and new industrial areas.	Strategic Planning, City Design		Short term

# Glossary

<b>Activity centres</b>	Areas that provide a focus for services, employment, housing, transport and social interaction. They range in size and intensity of use from smaller neighbourhood centres to major suburban centres.
<b>Commercial floorspace</b>	Floorspace used by retail, accommodation, food and other industries, and business service industries.
<b>Commercial land</b>	Land used for commercial purposes including land used for business service; retail, accommodation, food and other industries.
<b>Employment land</b>	Land that is generally zoned or otherwise identified for either industrial or commercial purposes. It generally allows for a range of manufacturing industries, the storage and distribution of goods, retail, office, business, entertainment and other associated uses.
<b>Greenfield land</b>	Undeveloped land in an urban or rural area.
<b>Growth area</b>	Areas on the fringe of towns usually located around transport corridors that are designed for large-scale change from rural to urban use.
<b>Industrial land</b>	Areas that are zoned for industrial purposes from the planning scheme. <ul style="list-style-type: none"> <li>• Industrial 1 and 3 Zones;</li> <li>• Special Use Zone - Schedule 14</li> </ul>
<b>Intermodal freight hub</b>	A location for the transfer of freight from one transport mode to another, for example between road and rail.
<b>Industry value-added</b>	The total value of goods and services produced by an industry, after deducting the cost of goods and services used in the process of production.
<b>Knowledge-based industries and jobs</b>	Production and services based on knowledge-intensive activities that contribute to an accelerated pace of technical and scientific advancement. Their key characteristic is a greater reliance on intellectual capabilities than on physical inputs or natural resources.
<b>Local industrial precincts</b>	Industrial areas that are not identified as being of state or regional significance.
<b>Manufacturing and industrial industries</b>	Includes the following ANZSIC industry classifications: electricity, gas, water and waste services; manufacturing; transport, postal and warehousing; wholesale trade.
<b>Neighbourhood activity centres</b>	Local centres that provide access to local goods, services and employment opportunities and serve the needs of the surrounding community.
<b>Population serving industries</b>	Includes the following industries: health care and social assistance, education and training and accommodation and food services.

<b>Precinct structure plans (PSPs)</b>	Master plans for future developments, informed by broader Framework Plans or Strategies. The plans identify alignments of transport routes, activity centres, open space networks, residential areas, and areas for industry and employment.
<b>Principal Freight Network (PFN)</b>	Part of the larger transport network over which the movement of heavy freight will be concentrated.
<b>Principal Public Transport Network (PPTN)</b>	A statutory land-use planning tool that supports integrated land-use and transport planning by providing certainty to land-use planners and developers around locations that are and will be served by highquality public transport.
<b>Regionally-significant industrial precincts</b>	Key industrial areas that contribute significantly to local and regional economies. Some of these areas in Victoria are well established and support a range of industrial uses while others are transitioning and supporting new uses. They are to be retained and planned for to allow a range of industrial uses or where appropriate new and emerging businesses that require access to affordable and well-located employment land.
<b>State-significant industrial precincts (SSIPs)</b>	Strategically located land available for major industrial development linked to the Principal Freight Network and transport gateways.  There are five state-significant industrial precincts: Western Industrial Precinct, Northern Industrial Precinct, Southern Industrial Precinct, Port of Hastings Industrial Precinct and Officer-Pakenham Industrial Precinct.
<b>Urban Renewal Area</b>	An area identified as having potential to unlock under-utilised areas for jobs, investment and housing.

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