



GREATER BENDIGO INDUSTRIAL LAND DEVELOPMENT STRATEGY

BACKGROUND REPORT | MAY 2020

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List of abbreviations, acronyms and terms

Organisations

- Council – Greater Bendigo City Council
- City or COGB– The City of Greater Bendigo
- DELWP – Department of Environment, Land, Water and Planning
- DJPR – Department of Jobs, Precincts and Regions (formerly ‘DEDJTR’)
- EPA – Environment Protection Authority
- DOT - Department of Transport
- RDV – Regional Development Victoria
- VPA – Victorian Planning Authority
- BMG – Bendigo Manufacturing Group

Terms

- B-Double – Larger format freight vehicle including two-semi trailers
- ESD – Environmentally Sustainable Design
- GBPS – Greater Bendigo Planning Scheme
- GBILDS – Greater Bendigo Industrial Land Development Strategy
- LGA – Local Government Area
- LPPF – Local Planning Policy Framework
- MSS – Municipal Strategic Statement
- PPF – Planning Policy Framework
- PSR – Greater Bendigo Planning Scheme Review 2018
- The Act – The Planning and Environment Act 1987
- UGB – Urban Growth Boundary
- VCAT – Victorian Civil and Administrative Tribunal
- VPP – Victoria Planning Provisions

Commonly referenced planning controls

- CDZ – Comprehensive Development Zone
- C2Z – Commercial 2 Zone
- IN1Z – Industrial 1 Zone
- IN2Z – Industrial 2 Zone
- IN3Z –Industrial 3 Zone
- LDRZ – Low Density Residential Zone

Executive overview



I. Executive Overview

1.1 What is the purpose of this report?

The City of Greater Bendigo in partnership with the Victorian Planning Authority has prepared the Greater Bendigo Industrial Land Development Strategy ('GBILDS') to provide a 30 year plan for the City's industrial land supply.

This report has been prepared to consolidate the research and information gathering that has been undertaken to inform the strategic plan making process.

Together with its supporting documents, this report provides the background to the vision, principles, objectives, and actions of the GBILDS.

Summary of land supply situation

- It is forecast that Greater Bendigo will experience an increase of over 3,300 jobs in industry to 2036 (REMPAN 2019)
- This job growth is forecast to correspond to a requirement for around 170ha of industrial land to 2036 (REMPAN 2019)
- Overall there is currently less than 100ha of vacant available industrial land equating to less than 11 years of supply assuming near perfect utilisation (Internal audit 2020)
- A review of existing industrial precincts indicates that much of the City's 'available' industrial land is constrained through proximity to residential and sensitive uses, inadequate servicing and environmental risks
- More importantly, larger sites of 1-5 hectares will be fully exhausted by 2027 if all 'available' industrial land is able to be developed (REMPAN 2019, likely to be even sooner based on more current data)
- Consequently, there is a potential to forgo jobs from 2025 if a quarter of 'available' land is able to be developed, with the potential for about 1,081 jobs to be foregone by 2036 if additional industrial land supply is not provided or if existing supply cannot be utilised more efficiently (REMPAN 2019)

1.2 Why is an industrial strategy required?

It is the role of urban and regional planning to provide for the fair, orderly, economic and sustainable use and development of land. This includes provision of adequate land supply to accommodate employment growth as well as provision for the efficient use and development of that land.

Council's previous Industrial Land Strategy was adopted in 2002. In the 18 years since the strategy was adopted there have been significant changes in population and economic trends, planning policy, sustainability and community expectations. The need to update this strategy was identified in the Greater Bendigo Planning Scheme Review 2018.

Current population growth trends indicate that Greater Bendigo's population will grow from around 118,000 people today¹ to around 200,000 people by 2050. With a growing population Greater Bendigo needs suitably zoned and serviced industrial land to support the growth of its successful industrial sectors.

It is forecast that there will be an estimated 3,303 new jobs relating to the City's industrial sectors in the two decades from 2016 to 2036². These jobs will need to be performed in a suitable location and adequate land needs to be provided to accommodate this.

¹ Estimated Residential Population, ABS 2019

² Bendigo Industrial Land Review - Strategic Economic Inputs, REMPLAN 2019

At March 2020 it was estimated that Greater Bendigo has less than 100 hectares of industrial land remaining. This would equate to 11 years of supply (based on a take up of around 9 ha per year) assuming a near perfect development scenario for that supply (i.e., if all of that supply was of a useable and developable form and of a size suited to a broad spectrum of market requirements). However, the quality of the City's industrial supply indicates that a near perfect development scenario is highly unlikely.

If no future planning was undertaken for the provision of new industrial land, or likewise for the improvement of existing undeveloped industrial land, then Greater Bendigo would not be able to accommodate new industrial businesses and industrial job growth beyond 2032 at the latest and much sooner (2027) in the case of businesses requiring larger industrial lots of between 1 and 5 hectares³ (analysis based on having 120ha of available land).

In terms of maintaining economic and employment growth, it is therefore critical that the City plans for a pipeline of industrial land supply to ensure that it remains competitive in comparison to other regional cities such as Greater Geelong, Ballarat, Wodonga and Latrobe which all have significantly larger tracts of industrial land than Greater Bendigo.

1.3 What is the scope of this report?

The focus of this report is on industrial land in Greater Bendigo and this is where its more detailed investigations have been undertaken. However, there has also been some broader consideration as to land availability and need within the other municipalities which comprise the Loddon Campaspe region. Refer **Figure 1 – Study Area**.

Within this spatial extent, this report is largely focussed on land that is zoned Industrial 1 and Industrial 3 given these are the most appropriate zones for industry. However, some consideration has also been given to the Commercial 2 Zone, the Mixed Use Zone and the Farming Zone which currently accommodate some industrial uses.

While there is currently 313 hectares of land located within the Comprehensive Development Zone in Marong which provides for industrial uses, this area has not been factored into short to medium term requirements. This land is currently being used for farming purposes and is unavailable for industrial development.

However, for reasons as detailed later in this report, it has been considered as part of the longer-term industrial land supply. It is proposed that the Industrial Land Strategy be reviewed in five years. Depending on the take up of industrial land and industry interest in Greater Bendigo, the need for this land into the future should be reconsidered at this time.

This report provides recommendations for both existing precincts, as well as recommendations around rezoning sufficient and appropriately located land for industry to provide for a 30 year pipeline. This will provide certainty to industry. It will enable the expansion of existing businesses but then also support Greater Bendigo and the region more broadly in attracting new industry or businesses looking to expand into other areas. The implementation of this strategy will help to provide much needed employment opportunities to support a growing population.

³ Bendigo Industrial Land Review - Strategic Economic Inputs, REMPLAN 2019

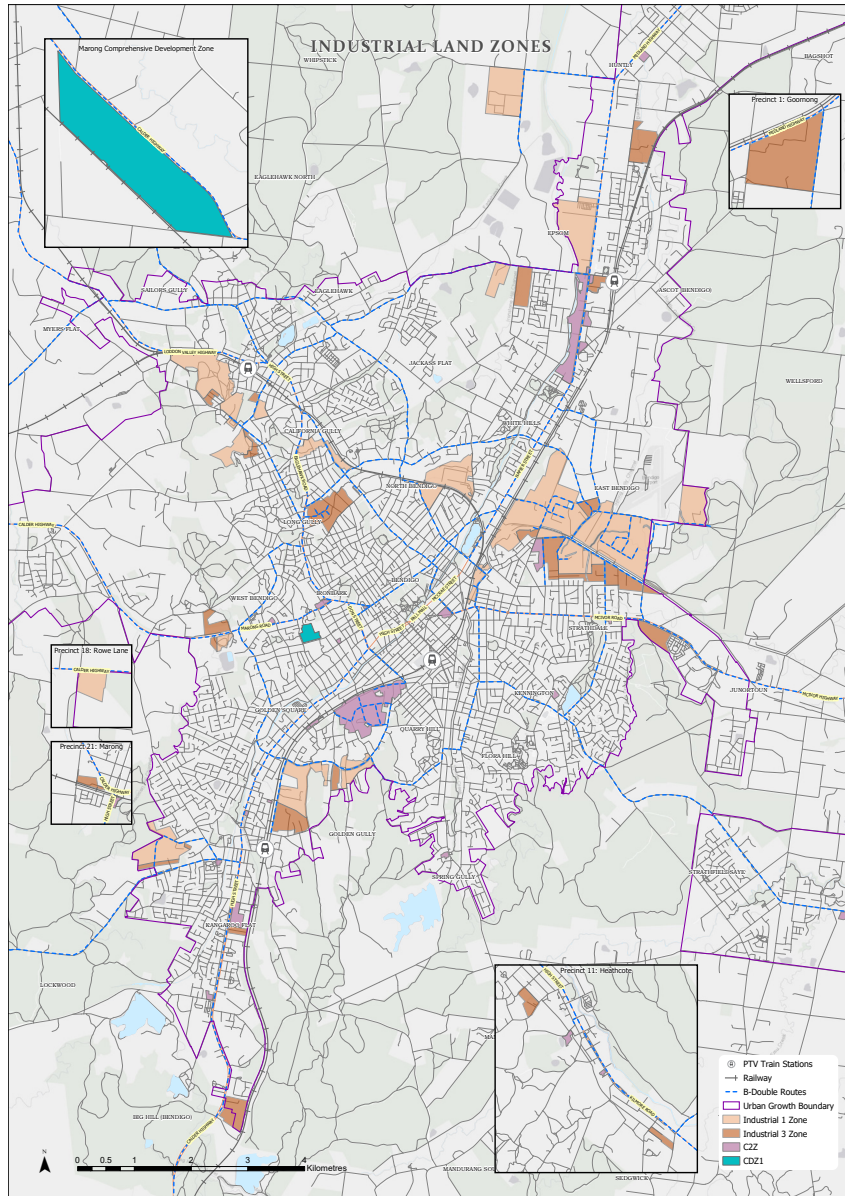
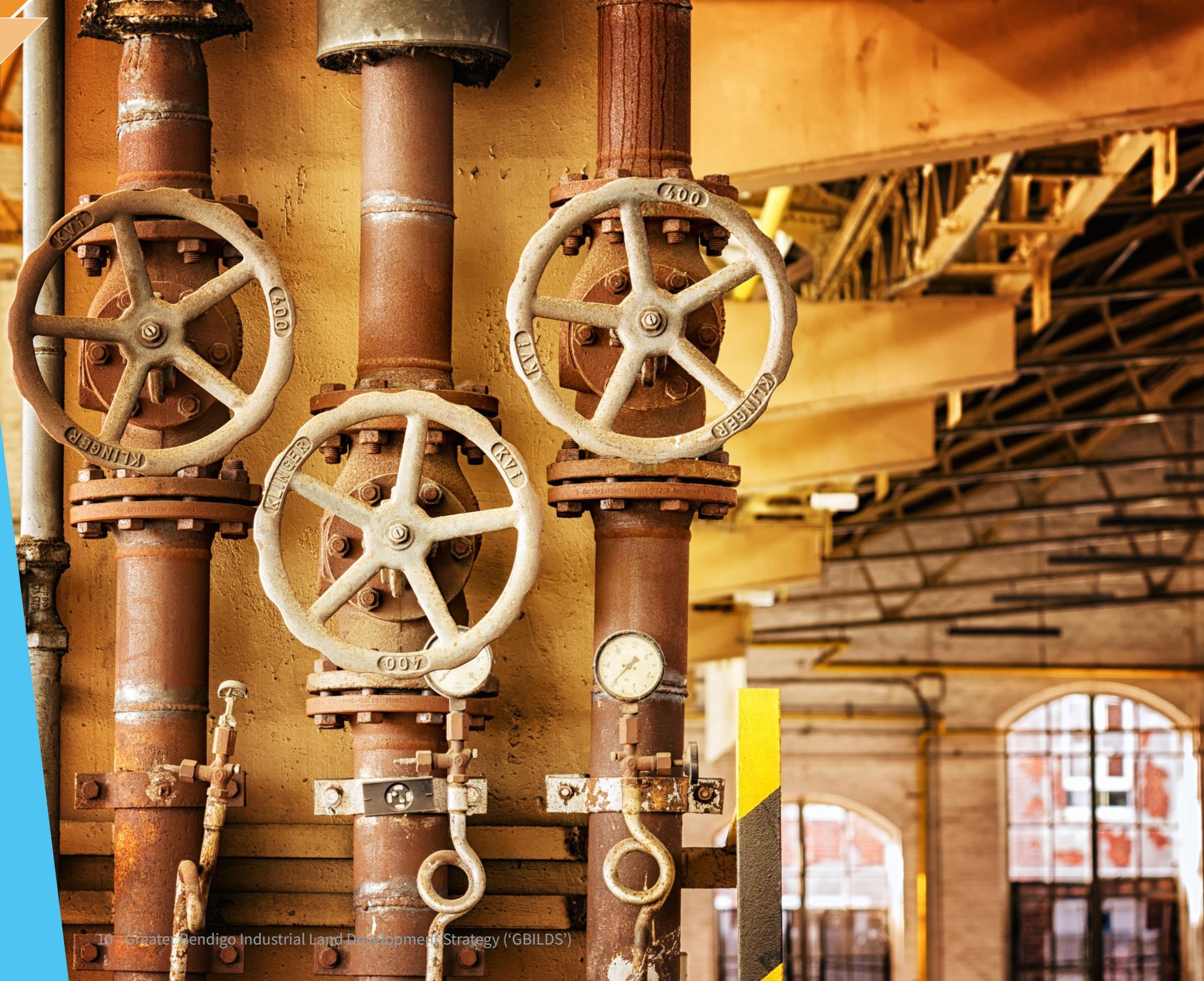


Figure 1 – Study Area

1.4 What information is contained in this report?

This report has been structured to:

- Provide an overview of the various contextual considerations for industrial land development in Greater Bendigo (Section 2)
- Summarise the stakeholder engagement which has been undertaken to inform the GBILDS (Section 3)
- Summarise the broader policy context for industrial use and development in Greater Bendigo (Section 4)
- Review and summarise the status of Greater Bendigo’s existing industrial land areas (Section 5)
- Provide an overview of the economic analysis including land supply and demand forecasts and its associated implications which underpin the strategy (Section 6)
- Summarise the proposed criteria and processes which have been established to locate and or select future industrial land (Section 7)
- Outline the plan for delivery of future industrial land (Section 8)
- Summarise the issues and opportunities distilled from each chapter of this report (Section 9)



2. Context

2.1 Regional context

Greater Bendigo is ideally located in the heart of central Victoria with easy accessibility to both Melbourne and northern Victoria. With an affordable property market and high liveability, Greater Bendigo is becoming an increasingly appealing destination for new residents and businesses. Current population growth trends indicate that Greater Bendigo's population will grow from around 118,000⁴ people today to around 200,000 people by 2050.

With the introduction in April 2019 of regular direct flights to Sydney from an airport located within three kilometres of Bendigo's City Centre, Greater Bendigo is likely to become and even more attractive location to do business in the future.

The City is considered a regional hub for the broader Loddon-Campaspe Region which also includes the five other municipalities of Campaspe, Central Goldfields, Loddon, Macedon Ranges and Mount Alexander. The region benefits from a strong and diverse economy that includes agriculture, manufacturing, construction, health, retail and finance.

Greater Bendigo plays an important role as an industrial centre for the broader region, with employment in the manufacturing sector accounting for 70.4 per cent of all manufacturing employment. As a road transport hub, Bendigo also contains 63.7 per cent of employment in the road transport sector⁵.

While Bendigo is not located on one of the principal freight routes between state capitals, (i.e. Melbourne to Sydney / Brisbane / Adelaide), it is located along key freight routes between Melbourne, Mildura, and Echuca. Greater Bendigo's economic importance coupled with its central location on key freight routes mean that the City is both a destination and generator of freight for the region.

⁴ Estimated Residential Population, ABS 2019

⁵ Bendigo Industrial Land Review - Strategic Economic Inputs, REMPLAN 2019

2.2 Historic strategic context

Council's previous Industrial Land Strategy was adopted in 2002. In the 18 years since the strategy was adopted, Greater Bendigo's industrial land supply has been incrementally consumed by development.

The City has long identified a potential deficiency in industrial land and for a number of years sought to progress a strategically located Business Park in Marong to meet Greater Bendigo's industry needs.

In August 2017, the land known as the Marong Business Park was rezoned to Comprehensive Development Zone. As Council does not own the land, in order to progress the development of the site for a future business park Council sought to apply the Public Acquisition Overlay.

In July 2018 the Minister for Planning rejected Council's application to apply the Public Acquisition Overlay to the property. While the land is now zoned Comprehensive Development Zone, this leaves Council unable to acquire the land for a future business park and it is understood that this land is otherwise currently inaccessible to the market.

Despite the land in Marong being currently unavailable for a business park, there is still an urgent need for more zoned, serviced and accessible industrial land to meet industry needs.

Given the time which has elapsed since the adoption of the last Industrial Land Strategy in 2002, it is timely to prepare a new strategy which consider technology, skills, training, occupations, energy, waste management, freight and logistics as well as the broader economy.

2.3 Industrial trends and best practice

A review of best practice industrial developments both nationally and internationally and related literature indicate the following key trends:

- Best practice industrial areas go beyond just considering physical design elements and are part of what are being termed ‘innovation precincts’ and ‘enterprise precincts’
- Satisfying core infrastructure requirements alone has resulted in large areas of industrial development that are characterised by disconnected businesses located in amenity deprived environments
- Industrial areas, like any employment area, will benefit both business and workers when appropriate amenities are provided
- Many new industrial areas are now provided with design guidelines aimed at improving the public realm

These findings are further summarised at **Appendix 1**.

2.4 Sustainability and waste

There are potentially large gains to be made in encouraging energy efficiency and environmentally sustainable design in industrial areas, as well as integrated water cycle management, increased tree canopy coverage, and waste minimisation from construction and operation.

Although increased up-front costs and extended planning and development time-frames are often cited as constraints to achieving best practice sustainability outcomes in industrial areas, there are many recognised benefits including long-term operational benefits such as reduced utility charges in addition to broader social and environmental gains.

In existing industrial areas improved environmental performance may require incremental improvements over time as individual properties are sold or redeveloped. On large sites yet to be developed planning controls and guidelines can ensure that high environmental design standards are achieved from the beginning.

2.4.1. Eaglehawk Landfill

The City is currently working towards a solution to address the future of the Eaglehawk Landfill which is a key piece of infrastructure for the City of Greater Bendigo and the Loddon Mallee region.

Based on current rates and the large amount of commercial waste received from within the City of Greater Bendigo and surrounding municipalities, landfill capacity will be reached in the coming years. Diversion of recoverable resources needs to be significantly increased and a disposal alternative needs to be found, there is the potential for both to be addressed with an innovative solution.

2.5 Municipal context

2.5.1. Greater Bendigo Community Plan 2017-2021

The Greater Bendigo Community Plan 2017-2021 establishes a vision of 'Creating the world's most liveable community'.

Goal 3 within the Community Plan is around Strengthening the Economy. Providing adequate and appropriately zoned industrial land as well as providing support for business expansion and relocation will be essential in meeting this goal.

2.5.2. Municipal Public Health and Wellbeing Plan

The Health and Wellbeing plan sets out how the city will improve the health and wellbeing of the community. The health of the environment, incomes and education, and relationships with family and friends all has an impact on our health and wellbeing.

The GBILDS considers this plan by providing land to enable industry to grow and providing employment opportunities for residents. The implementation of this plan will also help to reduce land use conflicts improving residential amenity in a number of areas.

2.5.3. One Planet Living Principles

The City is committed to influencing the sustainability, liveability, and equity of the region when planning for future growth. The 10 One Planet Living principles show the interconnection of health, wellbeing and the prosperity of the community and the connection with the health of our natural environment.

The One Planet Living principles are considered through the GBILDS by encouraging high quality design of new estates including in terms of waste, energy and water, considering the natural environment, and reducing land use conflicts.

2.6 Planning policies and strategies

The City's existing industrial strategy (2002) has become outdated and its subsequent industrial studies are no longer current. These documents have informed parts of Council's Industrial Policy at Clause 22.05 of the *Greater Bendigo Planning Scheme* which also needs to be updated. Along with a suite of environmental and land use lenses, review of the City's industrial studies since the 2002 strategy confirms the need to adopt a 'market thinking' lens to the provision of future industrial land supply.

Review of State and local planning policy within the *Greater Bendigo Planning Scheme* confirms the need to plan for future industrial land supply and also identifies the key environmental and land use considerations that need to be factored into the siting and design of new industrial land and considered within the context of the City's existing industrial areas. These considerations along with additional State, regional and local strategies are summarised below at **Section 4** and at **Appendix 4**.

Future strategic work

The City is currently working on finalising or implementing the following strategies and plans which present potential dependencies for the GBILDS:

- Heathcote Township Structure Plan
- Marong Township Structure Plan
- Maiden Gully Precinct Structure Plan
- Economic Development Strategy
- Golden Square Framework Plan

2.7 Greater Bendigo Planning Scheme Review 2018

Planning Scheme Review 2018

The *Greater Bendigo Planning Scheme Review 2018: Draft review report and recommendations* (the 'PSR') was adopted by Council on 17 October 2018.

Community consultation was undertaken on the PSR in late 2018 with this feedback used to inform changes to the planning scheme.

The PSR recommends a review and update of the Bendigo Industrial Land Strategy 2002 along with an update to its supporting documents (i.e. the *Good Design Guide for Industry*) and the corresponding local planning policy which is no longer current with reference to former industrial strategies.

2.8 Community context

Some members of the community are concerned that industrial use and development necessarily implies noxious or polluting industries that may present unwelcome additions to the City.

There is also a community perception that there is already sufficient industrial land in Greater Bendigo and that planning for additional industrial land supply is unnecessary or premature.

It was important the community was given an opportunity to consider and comment on the draft strategy and that steps are taken to educate the community on the usability of existing supply and the longer-term timeframe that is being planned for.

Section 3 of this report summarises the preliminary stakeholder engagement and engagement on the draft GBILDS. Consultation on the draft GBILDS raised some issues and considerations. Submissions were received from land and business owners and State Government agencies. Some changes have been made to the GBILDS and background report based on these submissions. These changes have predominantly centred around existing precincts.

2.9 Key issues and implications

Greater Bendigo is a regional industrial hub with growing economic significance along with a rapidly expanding population and employment base. However, the City's current industrial strategy is now 18 years old and in need of replacement. Likewise, subsequent strategies and associated local planning policies focussed on securing land at Marong for industrial purposes are also no longer current (as recognised in the PSR report) or will otherwise lose currency once a future industrial strategy is finalised.

While its Industrial Policy will require updating, the Greater Bendigo Planning Scheme identifies the key environmental and land use considerations that need to be considered in siting and designing new industrial areas and in improving and protecting existing industrial areas.

Best practice for industrial development has evolved with a key focus on the importance of physical design, amenity, and sustainability outcomes in industrial areas. This design thinking needs to be front and centre of any new industrial areas and this may be achieved through place-specific planning controls and design guidelines.

In existing industrial areas improved environmental and amenity outcomes are more likely to be achieved through incremental improvements over time as individual properties are redeveloped however targeted public realm improvements could be considered for existing precincts. Together with the PSR report, this also justified an update of the City's Good Design Guide for Industry. It is proposed this will be implemented into the Planning Scheme at the same time as the GBILDS.

It is apparent that the City is likely to require new land for some form of waste facility (which is yet to be determined). However this does not form a key consideration of the GBILDS as it is subject to a separate piece of work currently being undertaken by the City.



Community and stakeholder engagement

3. Community and stakeholder engagement

3.1 Overview

The City has undertaken a variety of engagement activities to inform the preparation of the GBILDS and background report. These have included engagement with the community, landowners and businesses.

Key objectives for the engagement process were to:

- *Understand current and future industry needs*
- *Identify current industrial land constraints and opportunities*
- *Identify the infrastructure needed to deliver suitably located future industrial land*
- *Understand best practice design for industrial and business parks including around energy, waste and water infrastructure*
- *Understand the different financial options available to fund the delivery of future industrial land*
- *Identify the most appropriate planning controls*

Preliminary community and stakeholder engagement in December 2018 included three facilitated forums (community, industry and State Government agencies). Community questions included the amenity impacts of industry and the need for industrial land. The industry and stakeholder forum provided direction around what needs to be considered

for any future industrial land including locational attributes.

Consultation on the draft GBILDS took place from Monday, 24 June 2019 until Friday 2 August, 2019. It included the preparation of a summary brochure and a mail out to all industrial landowners and tenants. In addition, there were website updates, drop in sessions and advertisements in the local papers. Agencies were also contacted directly and invited to provide feedback.

Concurrently with the consultation on the draft GBILDS, the City called for EOIs from interested landowners that meet the criteria in **Section 7** for a future business park(s). This was to ensure that all landowners were provided with the opportunity to identify their site to be considered through the process.

The following section provides a more detailed summary of key community and stakeholder engagement findings to date.

3.2 Preliminary Engagement

3.2.1. Mail out and online survey December 2018

A letter was sent to all industrial landowners and businesses, with 340 letters sent out.

A targeted online survey was available through the City's website for businesses and individuals to indicate their future intentions and land use needs, which was promoted in the letter.

Only five surveys were completed. Notwithstanding, the following responses are worthy of note:

- When questioned on expected operational growth, 75 per cent of respondents stated that they expected to grow
- Key attributes that make Bendigo a suitable business location include regional clients, skilled staff, central location, attractive business and lifestyle qualities
- While there was no stand out feature, access to a skilled workforce rated the highest in terms of importance to the business.

3.2.2. Community panel forum

In addition to targeted engagement, the City also organised a facilitated community forum including a panel discussion with representation from the BMG, economic consulting firm REMPLAN, and the VPA. This forum was attended by around 40 individuals.

Held on 5 December 2018 at The Capital Theatre in Bendigo, the purpose of this forum was to enable community members to identify any issues early in the process and for members of the audience to have their questions answered by a panel of experts outside of the City.

Key questions from the community related to the amenity impact of noxious industrial uses and the need for industrial land, with some community members questioning whether additional industrial land supply was required.

3.2.3. Business and industry forum

The business and industry forum was hosted by the City and facilitated by Capire at The Capital Theatre in Bendigo on 11 December 2018. The event was advertised publicly on the City's website, along with targeted letters and email invitations.

The forum was attended by 11 participants from business and industry groups including representatives from the BMG, the Australian Industry Group (Bendigo), and local businesses.

The findings of this forum are included at **Appendix 3**.

3.2.4. Government Stakeholder Forum

The Government stakeholder forum was hosted by the City and facilitated by Capire at The Capital Theatre in Bendigo on 11 December 2018.

The event was advertised by targeted email invitations and was attended by 25 individuals from DELWP, the VPA, RDV, DOT, Coliban Water, internal City staff and staff from neighbouring municipalities.

The findings of this forum are included at **Appendix 3**.

3.2.5. Key issues and implications

The community perception that the City already has sufficient industrial land implies that there is a need to clearly articulate how much industrial land supply there is in Greater Bendigo; how suitable this supply is for industrial development; and what this supply means in the context of the 30 year timeframe that is being planned for. **Chapter 6** of this report addresses these matters.

The community perception that the GBILDS might seek to facilitate noxious or polluting implies that there is a need to continue to educate the community on the suite of Industrial zones available to planners within the Victoria Planning Provisions and the different role of each of these zones. **Chapter 4** of this report addresses these matters.

3.2.6. Guiding principles

While not included here as ‘issues’, the implications of the targeted stakeholder engagement have provided the basis for the following guiding principles which included in the GBILDS to inform the vision statement and guide the City’s approach to the development and implementation of the new strategy.

Innovative and adaptive

Understand and respond to emerging industries, businesses and market trends, while supporting ‘local makers’ and entrepreneurial sectors.

Diverse

Provide a diverse mix of lot sizes, along with a range of industries and business sizes.

Sustainable

Encourage environmentally sustainable development, as part of both the design and operation of new precincts and facilities.

Connected and accessible

Provide direct access to heavy rail, road and airport connections and minimise travel time to key metropolitan and regional destinations. Enable local residents and workers to easily access industrial and business hubs.

Integrated

Deliver mixed-use precincts that include a range of compatible community facilities and services within industrial ‘employment hubs’. Minimise potential land-use conflicts with neighbouring residential areas, while ensuring adequate housing choice close to industrial workplaces.

Collaborative

Foster collaboration between industry, the education and training sector and local government, taking a regional approach that involves other municipalities.

Transparent

Provide certainty and support for potential developers and investors, with quick decision-making and approval processes.

3.3 Draft GBILDS Engagement

Consultation on the draft GBILDS included:

- Mail out to all landowners and tenants of existing industrial land
- Distribution of a four-page brochure providing a short summary of the Strategy
- Four drop-in sessions across the municipality
- Website updates
- One on one meetings with landowners

Four drop-in sessions were held throughout the municipality during the consultation for the draft Strategy attended by Council officers. Around 60 people attended one of these drop-in sessions.

Questions asked were usually site specific, but the key concerns generally related to the recommended change in some precincts from industrial 1 to industrial 3 to reduce land use conflicts and the proximity of residential development to industrial development.

20 submissions were received to the draft GBILDS from landowners and consultants acting on behalf of landowners, businesses and State Government agencies.

3.4 Engagement around future land

Charter Keck Cramer (CKC) were commissioned by the City to undertake a comprehensive analysis of potential industrial land across Greater Bendigo. This is further detailed in **Section 7**. This report identified 40 clusters of sites (which were grouped due to proximity) which were assessed as having some potential for industrial land. The number of clusters were reduced when considering access, topography, proximity to sensitive uses and environmental constraints among other challenges. No large sites were able to be identified close to the City Centre or any sites that were already in State or Local government ownership.

All sites identified were privately owned and generally zoned for farming. In the first instance all landowners of these sites were contacted to determine whether they would have any interest in their land being potentially considered for industrial purposes subject to more detailed investigations. In instances where landowners indicated a reticence for their land to be considered for industry, sites have not been pursued any further.

While the CKC assessment was comprehensive, in order to provide all landowners with the opportunity to put forward their land for investigation through the process, the City also opened up an EOI process concurrently with the draft GBILDS to enable any landowner to register their interest through the process. Further sites were put forward through this process. These sites were then each investigated by CKC against the criteria in **Section 7** around their potential for future industrial land.

Review of the planning policy framework



4. Review of the planning policy framework

4.1 Overview

Planning operates within a strategic and policy framework which seeks to guide decision making to balance sometimes conflicting social, cultural, economic, and environmental considerations.

The planning system and planning schemes in particular are important tools that enable land use strategies to be implemented and effect positive change to the built environment.⁶

A planning scheme is a statutory document which sets out objectives, policies and provisions relating to the use, development, protection and conservation of land in the area to which it applies. A planning scheme regulates the use and development of land through planning provisions to achieve those objectives and policies.⁷

As illustrated in Figure 2, the *Greater Bendigo Planning Scheme* (GBPS) includes local and State planning policy, zones and overlays, and particular, general, and operational provisions.

These components are considered below with reference to key industrial use and development provisions.

POLICY SETTINGS	PURPOSE & VISION 00	Purposes of this planning scheme 01	Municipal Planning Strategy 02							
	PLANNING POLICY FRAMEWORK 10	Settlement 11	Environmental & Landscape Values 12	Environmental Risks & Amenity 13	Natural Resource Management 14	Built Environment & Heritage 15	Housing 16	Economic Development 17	Transport 18	Infrastructure 19
DECISION RULES	ZONES 30	No content 31	Residential Zones 32	Industrial Zones 33	Commercial Zones 34	Rural Zones 35	Public Land Zones 36	Special Purpose Zones 37		
	OVERLAYS 40	No content 41	Environmental & Landscape Overlays 42	Heritage & Built Form Overlays 43	Land Management Overlays 44	Other Overlays 45				
	PARTICULAR PROVISIONS 50	Provisions that apply only to a specified area 51	Provisions that require, enable or exempt a permit 52	General requirements & performance standards 53	One dwelling on a lot 54	Two or more dwellings on a lot and residential buildings 55	Residential subdivision 56	No content 57	Apartment developments 58	VicSmart applications & requirements 59
	GENERAL PROVISIONS 60	No content 61	General Exemptions 62	Existing Uses 63	General provisions for use and development of land 64	Decision Guidelines 65	Referral & Notice Provisions 66	Applications under s96 of the Act 67		
	OPERATION	OPERATIONAL PROVISIONS 70	Operation of this planning scheme 71	Administration and enforcement of this planning scheme 72	Meaning of Terms 73	Strategic implementation 74				

Figure 2 – Structure of planning schemes in Victoria

Source: DELWP, A Practitioner’s Guide to Victorian Planning Schemes, Page 9

⁶ DELWP, A Practitioner’s Guide to Victorian Planning Schemes, Page 8

⁷ DELWP, Using Victoria’s Planning System, Part 1, Page 3

4.2 Planning Policy Framework

The Planning Policy Framework (PPF) is the policy content of a planning scheme and provides a context for spatial planning and decision making⁸. Introduced by Amendment VC148 on 31 July 2018, the PPF comprises clauses 10 to 19 of the planning scheme and is intended as a single integrated policy source that includes State content in the form of State ('S') and regional ('R') planning policy and local content in the form of local ('L') planning policy.

Notwithstanding the above, to date only the State and regional provisions have been integrated into the PPF contained within the GBPS. The local planning policy within the GBPS is still contained within the Local Planning Policy Framework ('LPPF') which will remain the case until an amendment is undertaken to translate this into the PPF.

Clause 23 ('Operation of the Local Planning Policy Framework (Transitional)' into the GBPS effectively provides a mechanism to enable the MSS and broader LPPF and local policies to continue to be considered under transitional arrangements until such time as the City has reformatted and or repurposed these policies in line with the new structure.

⁸ DELWP, A Practitioner's Guide to Victorian Planning Schemes, Page 14

The following State and regional planning policies are of particular relevance to the siting and design of future industrial areas as well as long-term strategies for current industrial areas.

- Clause 11 (Settlement)
- Clause 12 (Environmental and Landscape Values)
- Clause 13 (Environmental Risks)
- Clause 14 (Natural Resource Management)
- Clause 15 (Built Environment and Heritage)
- Clause 17 (Economic Development)
- Clause 18 (Transport)
- Clause 19 (Infrastructure)

To assist the readability of this report, the relevant objectives and strategies of these policies have been included at **Appendix 4**.

4.3 Local Planning Policy

The following section considers the local planning content of the GBPS in its current form.

4.3.1. Municipal Strategic Statement

The following partially edited extracts of the MSS are relevant to current and future industrial precincts.

Municipal Profile (Clause 21)

Bendigo's industrial land supply has historically been met by the development of a series of sites scattered throughout the existing urban area and through traditional greenfield development. Many of these locations are constrained in terms of expansion, environmental risk, and transport access. Existing industrial areas will be consolidated and a new major node in Marong will take advantage of access to major transit and freight corridors.

Transport Integration (Clause 21.09)

The integration of land use and transport planning is a critical issue for Greater Bendigo. It is important to consider the impacts of land use planning on the transport network and ensure there are transport options including for industrial growth.

Managing Risk (Clause 21.05-9 and Clause 21.08)

Managing environmental risk is a challenge when planning for growth in Greater Bendigo. Key risks are predominantly around bushfire, flooding and public health issues such as on-site wastewater management.

Native Vegetation (Clause 21.08)

Native vegetation in and around Bendigo and across the municipality is a key contributor to the character of the city. From a strategic perspective, it is important that significant vegetation not be included in a zone that would place the vegetation under threat.

Cultural Heritage (Clause 22.06)

The municipality faces a number of land use and development challenges in relation to cultural heritage. The Heritage Design Guidelines prepared for the city will provide assistance to owners, designers and planners when developing heritage places in order to protect these valuable heritage assets.

Industrial Diversification (Clause 22.05)

Traditionally industry in Greater Bendigo has been located within the Bendigo urban area and focussed on manufacturing and engineering.

These sectors remain important to the economy, however, new growth industries such as food manufacturing and information technologies, have experienced growth and employment in these areas is strong.

The East Bendigo industrial precinct and the then proposed Marong Business Park are identified as key areas to accommodate industrial growth with other sites within Greater Bendigo offering further development potential. Rural-based industries will be encouraged to locate in the Goornong industrial precinct.

Council acknowledges that there is a need to promote effective use of land, services and resources to maximise the benefits of existing sites identified for industrial development.

Transport links (Clause 21.09)

While motor vehicles will remain the primary mode of transport, it is important for new urban development to have better integration of land use and road based planning, including better access to public transport. As Bendigo grows, an outer arterial distributor road may be required.

The Bendigo Airport plays an important role with respect to transport links. The City is committed to redevelopment of the Bendigo Airport, including the construction of a new runway and a business park to accommodate aviation related uses and a wide range of other commercial uses that are compatible with the operation of the airport.

Industrial (Clause 21.07-6)

This strategic statement clause informs the Industrial Policy at Clause 22.05 of the GBPS (discussed below).

This clause cites the *Bendigo Industrial Land Strategy (2002)* and the *Review of Demand and Supply for Industrial Land in Greater Bendigo (2012)* (discussed below).

Marong and East Bendigo are proposed as the focus of immediate industrial activity now and in the future.

This clause also promotes the Goornong Industrial Estate for the location of rural based industries and the Bendigo Airport Business Park for airport compatible businesses.

It is stated that structure planning will provide a local response to the strategy in achieving the strategy objectives.

4.3.2. Local Planning Policy

Clause 22.05 (Industrial Policy)

Clause 22.05 is important in understanding Council's current industrial policy as distilled from State policy, its MSS, and other relevant strategic documents which relate to industrial use and development.

Clause 22.05 is structured to include general objectives and policy up front (Clause 22.05-1) followed by policies specific to East Bendigo (Clause 22.05-2) and Goornong (Clause 22.05-3).

General Industrial Policy

As with the MSS, this clause also makes reference to former industrial strategies (i.e. the location of an industrial precinct in Marong), however, for the most part, its policy basis and objectives remains relevant with respect to first principles.

The policy basis includes Council's commitment to ensuring high standards of industrial development and design and the need to promote effective use of land, services and resources to maximise the benefits of existing industrial land.

The objectives of this clause are summarised as follows:

- Facilitate economic development
- Ensure adequate supply of land
- Provide for a broad range of industries
- Facilitate new investment and redevelopment of Bendigo's existing industrial areas
- Promote the Marong Business Park and East Bendigo as the preferred location for industrial growth
- Facilitate and promote innovation and leadership within the various industrial precincts
- Promote rural based industries to locate at identified sites such as the Goornong industrial precinct.
- The built environment
 - Improve the image and quality of all industrial areas
 - Facilitate improved infrastructure and communication services to industry through the co-location of like businesses.
 - Encourage site responsive and sustainable design principles.
 - Protect the existing recycling centre at Eaglehawk and encourage recycling, waste minimisation and environmentally friendly processes for residential, commercial, and industrial activities.

- Amenity
 - Ensure industrial development does not impact on the amenity and safety of adjoining land uses.
 - Provide a pleasant work place and surrounds for employees of industry located in Greater Bendigo.
 - Ensure appropriate standards of health, safety and amenity.

Clause 22.05 also includes the following policy (inter alia):

- Protect existing industrial locations from encroachment by non-industrial uses.

Clause 22.05 cites the following 'reference' documents (VC148 replaces 'reference' with 'background' documents):

- Bendigo Industrial Land Strategy, 2002
- East Bendigo Local Structure Plan, 2006 (Amended 2013)
- Review of Demand and Supply for Industrial Land in Greater Bendigo, February 2012

East Bendigo Industrial Precinct Policy

This policy implements the East Bendigo Local Structure Plan 2006 (Amended 2013).

Its objectives are:

- To facilitate the growth and development of both new and existing local, regional and international industries to locate within the East Bendigo Industrial Precinct.
- To promote sustainable industrial development within the precinct.
- To promote the clustering of specific industry types through the development of site specific precincts.
- To promote the continued development of infrastructure to service the East Bendigo Industrial Precinct.

The East Bendigo Industrial Precinct is considered later in the Existing Industrial Precincts Review Section 5 (with more detail in Appendix 5).

Goornong Industrial Precinct Policy

The Goornong Industrial Precinct is identified as the preferred location for rural based industries.

Its objectives are:

- To facilitate rural based industries to locate in the Goornong Industrial Precinct.
- To promote sustainable industrial development within this precinct
- To promote industrial development that is conducive to its rural setting.
- To promote the clustering of specific industry types through promotion of the attributes of the Goornong Industrial Precinct.

The Goornong Industrial Precinct is considered later in the Existing Industrial Precincts Review Section 5 (with more detail in Appendix 5).

Clause 22.10 (Environmentally Sustainable Development)

This policy applies throughout the City of Greater Bendigo to residential and non-residential development (i.e. including industrial development) that requires a planning permit in accordance with nominated thresholds.

The overarching objective is that development should achieve best practice in environmentally sustainable development (ESD) from the design stage through to construction and operation.

Under clause 22.10-8 this policy will expire if it is superseded by an equivalent provision in the Victoria Planning Provisions.

Clause 22.29 (Advertising and Signage Policy)

This policy applies to all planning permit applications for advertising and signage within the municipality and interplays with Clause 52.05 (Signs) and the relevant sign categories included within the zones.

4.4 Zones, overlays & particular provisions

4.4.1. Zones

The planning scheme zones land for particular uses, for example, residential, industrial, business or other.

Zones are listed in the planning scheme and each zone has a purpose and set of requirements. This information describes if a planning permit is required and the matters that the council must consider before deciding to grant a permit. The zone also contains information relating to land uses, subdivision of land, construction of new buildings and other changes to the land.⁹

Greater Bendigo's industrial land supply is generally located in the following zones:

- Industrial 1 Zone (IN1Z)
- Industrial 3 Zone (IN3Z)
- Commercial 2 Zone (C2Z)

While not currently considered as forming part of Greater Bendigo's industrial land supply (see Section 6), an exception to above is the land zoned for industrial purposes at Marong which is located in the Comprehensive Development Zone (CDZ).

The Industrial 2 Zone (IN2Z) is also available to land use planners for uses that require significant separation distances from sensitive uses, however, this zone is not currently applied in Greater Bendigo.

A summary of these zones is provided below.

Clause 33.01 (Industrial 1 Zone)

The IN1Z is generally the main zone to be applied in industrial areas and allows a range of industrial uses and appropriate non-industrial uses.¹⁰

In deciding on applications, the responsible authority among other things, must consider the effect of the development on any nearby sensitive uses, nearby industry, drainage and the traffic impact.

Clause 33.02 (Industrial 2 Zone)

The IN2Z is intended for large, state significant industrial areas located at least 1,500 m away from residential land for industrial uses that require significant separation distances from sensitive uses¹¹.

This zone is not currently applied in Greater Bendigo.

Clause 33.03 (Industrial 3 Zone)

The IN3Z is a buffer zone between Industrial 1 or 2 zones and residential areas. The IN3Z can also be used in industrial areas where special consideration is required because of industrial traffic using residential roads, unusual noise or other emission impacts, or to avoid inter-industry conflict¹².

The IN3Z also allows for limited retail opportunities including convenience shops and small scale supermarkets. Nearby uses, traffic and drainage are also considerations in deciding on a planning application under the Industrial 3 Zone.

Clause 34.03 (Commercial 2 Zone)

The C2Z seeks to encourage commercial uses including appropriate manufacturing and industries while ensuring these uses do not impact on any nearby sensitive uses.

Clause 37.02 (Comprehensive Development Zone)

The CDZ provides for larger or more complex developments in accordance with a comprehensive development plan incorporated in the planning scheme.

⁹ DELWP, Using Victoria's Planning System, Part 1, Page 4

¹⁰ DELWP, A Practitioner's Guide to Victorian Planning Schemes, Page 112

¹¹ IBID

¹² IBID, Page 113

4.4.2. Overlays

An overlay is a complementary planning control to the zone. Unlike zones, which deal primarily with the broader aspects of the use and development of land, an overlay generally seeks to control a specific aspect of the development of land.

While a parcel of land will always be included in a zone, it will only be affected by an overlay where a specific development outcome is sought for that land. Land can be subject to more than one overlay if multiple issues apply to the land.

Overlays control a broad range of development matters such as the protection of vegetation, the design of built form, or mitigating flood or bushfire risk. The application of an overlay may reflect a policy objective in the scheme or a condition of the land.⁸

Overlays will need to be considered on a case-by-case basis in the context of understanding the development potential of existing or proposed industrial precincts.

⁸ DELWP, A Practitioner's Guide to Victorian Planning Schemes, Page 17

4.4.3. Particular Provisions

Particular provisions are planning controls that apply only to certain uses and development or to particular aspects of certain uses and development.

Particular provisions operate differently to zones and overlays in that they are issue-based, rather than land-based controls. They apply to a use or development irrespective of the zone or overlay that applies to the land.

A summary of particular provisions relevant to industrial development is provided below.

Clause 52.05 (Signs)

The first purpose of this clause seeks to regulate the development of land for signs by specifying whether a planning permit is required for certain sign.

This clause interplays with the zones which specify the category of sign provision.

All industrial zones specify 'Category 2' which is 'low limitation' and has a purpose of "provid[ing] for adequate identification signs and signs that are appropriate to office and industrial areas."

If a planning permit is triggered the responsible authority will consider the local sign policy (Clause 22.29).

Clause 52.06 (Car parking)

The first purpose of this clause seeks "to ensure that car parking is provided in accordance with the Municipal Planning Strategy and the Planning Policy Framework."

Clause 52.06 provides design standards for car parking and also specifies car parking rates for industry and some of its subordinate land use terms amongst other uses. It also specifies when a planning permit is required to vary car parking rates.

Clause 52.17 (Native Vegetation)

The purpose of this clause is to ensure that there is no net loss to biodiversity as a result of the removal, destruction or lopping of native vegetation. To achieve this, Clause 52.17 specifies when a planning permit is required to remove, destroy or lop native vegetation and specifies the associated vegetation offset requirements.

Clause 52.29 (Land Adjacent to a Road Zone, Category 1...)

This clause specifies that a planning permit is required to create or alter access to, or to subdivide land adjacent to, a road in a Road Zone, Category 1 of land in a Public Acquisition Overlay if the purpose of acquisition is for a Category 1 road.

Clause 52.34 (Bicycle Facilities)

This clause operates in a similar way to Clause 52.06 (Car parking) but relates to bicycle parking spaces and associated facilities.

Clause 52.34 provides design standards and also specifies bicycle parking and facility rates for industry and some of its subordinate land use terms amongst other uses. It also specifies when a planning permit is required to vary these requirements.

Clause 53.01 (Public Open Space Contribution and Subdivision)

This clause specifies that a person who proposes to subdivide land must make a contribution to the council for public open space in an amount specified in the schedule to the clause. If no amount is specified, a contribution for public open space may still be required under Section 18 of the Subdivision Act 1988.

No amount is specified in the schedule to Clause 53.01.

Clause 53.10 (Uses with Adverse Amenity Potential)

Clause 53.10 sets out threshold distances (in metres) for various types of industry from residentially zoned land or other sensitive uses such as hospitals and education centres.

4.5 State, Regional & Local Strategies

A variety of strategic documents have been reviewed in the process of preparing the GBILDS.

State policy	Regional	Local	
Victorian Freight Plan: Delivering Goods (2018)	Loddon Mallee South (Loddon Campaspe) Regional Growth	Greater Bendigo Community Plan 2017 - 2021	Industrial and Development Strategy 2002
Planning Policy Framework	Loddon Campaspe Integrated Transport Strategy	Commercial Land and Activity Centre Strategy	Good Design Guide for Industry
Plan Melbourne 2017-2050	Dja Dja Wurrung Land Use Activity Agreement	Environment Strategy 2016 - 2021	Local Planning Policy Framework
30-year Infrastructure Strategy (2016)	Regional Economic Statement	East Bendigo Local Precinct Plan 2006 (updated 2013)	Residential Strategy
		Connecting Greater Bendigo ITLUS	Freight Study
		Bendigo Future Industrial Land Strategy (April 2006)	Plan Greater Bendigo
			Review of demand and supply of industrial land in Greater Bendigo (2012)

Figure 3 – Overview of strategic documents

4.5.1. State Government Strategies

Plan Melbourne 2017-2050

Plan Melbourne establishes a long-term framework to guide future population and employment growth across Melbourne.

Plan Melbourne identifies the importance of strengthening links between Regional Victoria and Melbourne to create social and economic opportunities. Direction 7.1 and 7.2 identifies the importance of investing in the right infrastructure, services and digital infrastructure to support the growth and competitiveness of regional and rural industries.

Regional Victoria is identified as being well positioned to take advantage of new energy industries as the state transitions towards a zero emissions economy.

30-Year Infrastructure Strategy (2016)

This strategy recognises that within Loddon Mallee South the areas closer to Melbourne are experiencing high demand, placing pressure on farmland, water catchments and ecosystems with environmental threats including soil disturbance, salinity and vegetation loss.

Within the strategy Bendigo is recognised as one of Victoria's fastest growing regional cities. Leveraging off Bendigo's existing infrastructure is important with respect to housing.

Upgrade and enhancements to remove physical and operational constraints on the existing regional rail network are a priority with upgrade to signalling systems north of Bendigo provided as an example.

Victorian Freight Plan: Delivering the Goods (2018)

The Victorian freight plan establishes a set of short, medium, and long-term priorities around the Victorian freight sector. It indicates that the freight and logistics sector contributes \$21 billion to Victoria's economy and employs around 260,000 Victorians.

It sets out a number of completed or committed freight projects. Of direct relevance to Greater Bendigo are the Calder Highway upgrade Bendigo-Mildura, Midland Highway/ Napier Street duplication, and the Calder Highway Ravenswood Interchange. Projects of broader regional relevance include the Murray Basin Rail Project and Echuca-Moama Bridge.

This plan also seeks to promote a greater role for freight rail in Victoria through operational changes, regular maintenance and new investment. However, it also recognises that heavy vehicles will have a significant ongoing role in delivering the freight task, despite rail having the potential to carry more freight.

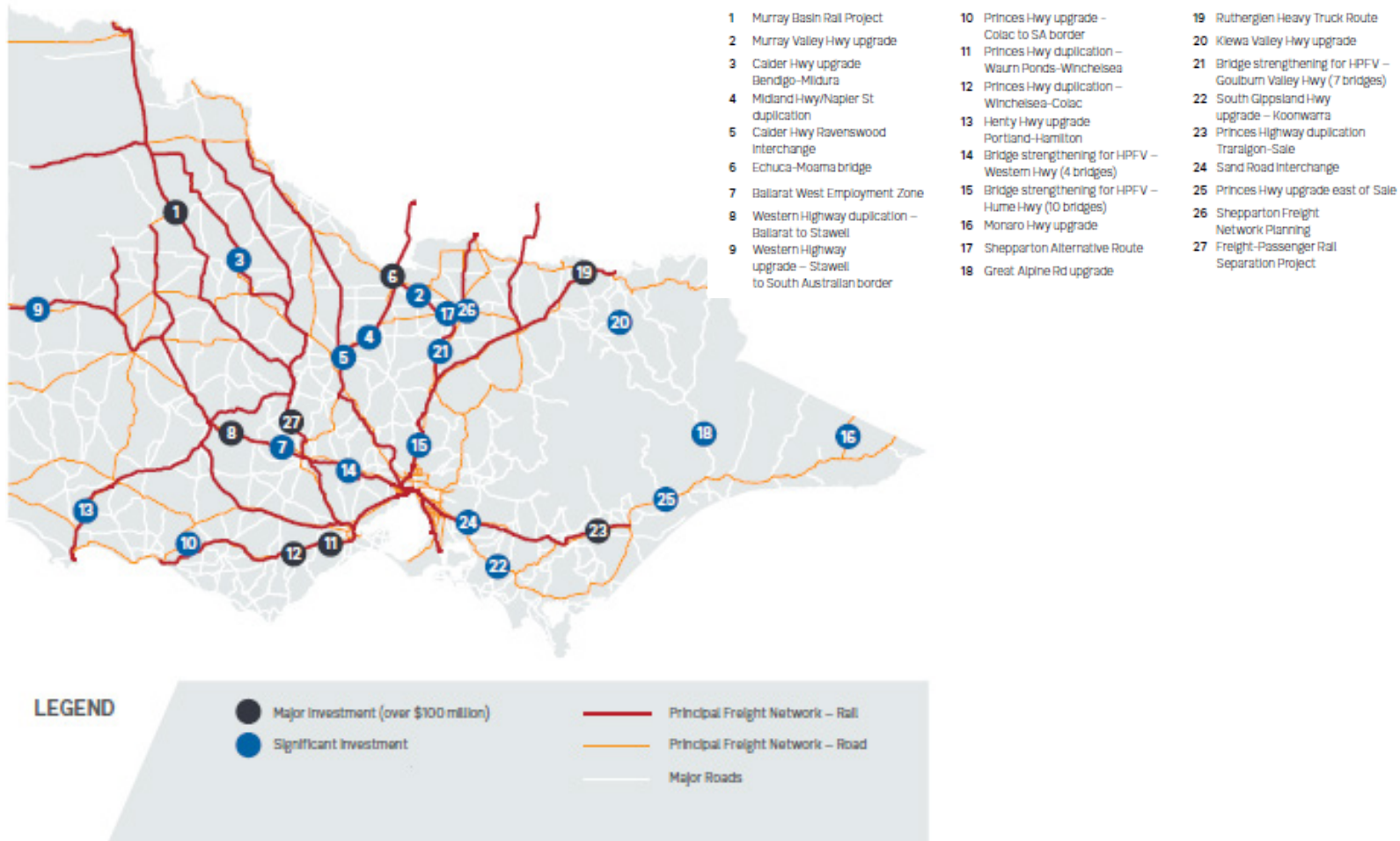


Figure 4 – The Victorian Government’s current freight investments

Source: Victorian Freight Plan 2018-2050, Page 11

4.5.2. Regional Strategies

Loddon Mallee South (Loddon Campaspe) Regional Growth Plan

Loddon Mallee South Regional Growth Plan, also known as the Loddon Campaspe Regional Growth Plan, is the strategic land use plan for the region to guide growth and change for the next 30 years.

The Regional Growth Plan establishes a framework to help achieve sustainable growth across the region and recognises that planning for employment growth is essential.

It identifies that Greater Bendigo has driven much of the economic growth in the region and while manufacturing is the largest industry in terms of economic output growth has occurred in all business sectors.

Further the Regional Growth Plan indicates that in order to ensure a strong economy and community diversity it is important to provide a range of employment opportunities and access to social infrastructure.

The Regional Growth Plan identifies the need for adequate industrial zoned land to attract and retain industry in the region.

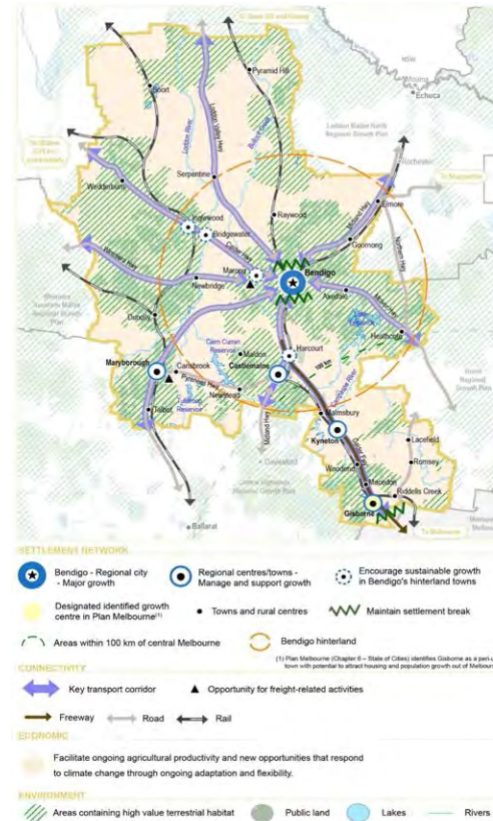


Figure 5 – Loddon Mallee South Regional Growth Plan

Source: GBPS, Clause 11.01-1R

Loddon Campaspe Integrated Transport Strategy

The Loddon Campaspe Integrated Transport Strategy establishes 10 priorities based on the challenges, goals and trends of the regional transport network. A number of these priorities are relevant including the following:

- Capacity improvements on the Bendigo, Swan Hill and Echuca passenger rail lines as well as increased services
- A railway station access improvement program encouraging active and public transport

The strategy also states that regional rail lines are in state of disrepair with trains at ‘crawling’ making it difficult for rail to compete with road for freight movement. As a 5-year action the strategy seeks to advocate for rail maintenance to be adequate to operate freight and passenger trains at appropriate speeds and safety at all times of the year.

4.5.3. Dja Dja Wurrung Land Use Activity Agreement

In March 2013 the State government and the Dja Dja Wurrung Clans Aboriginal Corporation (DDWCAC) on behalf of the Dja Dja Wurrung traditional owner group entered into a 'Recognition and Settlement Agreement' which recognises the Dja Dja Wurrung as the traditional owner group on approximately 266,532 hectares of public land in Central Victoria.

The agreement relates to Crown lands and waters within the external boundaries of the agreement area. Any existing interest, such as licenses over Crown Land, are unaffected by the Agreement and the Agreement does not affect freehold land.

4.5.4. Review of local industrial strategies and guidelines (2002 to present)

Industrial Land Development Strategy 2002

The Industrial Land Development Strategy 2002 establishes a vision for industrial land including that Bendigo is recognised as a regional industrial centre of choice. This is Council's current industrial strategy and it is now approaching two decades since this document was prepared.

This strategy nominated 18 industrial land precincts and provided recommendations for each.

Issues which the strategy addressed related to lot size, ownership of large parcels resting with the Crown, the availability of immediate access to reticulated services, direct access to major transport networks, and the proximity of existing housing all of which were inhibiting the potential for development of designated industrial areas.

Implementation of the Strategy is based around four key principles including: Industrial Land Audit, Promotion and Marketing, Governance and Facilitation.

While the strategy was successful in setting the City's industrial policies, 18 years have now passed since the strategy was adopted. In that time significant changes have occurred in economic trends, planning policy, best practice, and community expectations for the quality of industrial developments.

The need to update this strategy was identified in the *Greater Bendigo Planning Scheme Review 2018*.

Bendigo Future Industrial Land Strategy 2006

The Bendigo Future Industrial Land Strategy indicated that more than 75 per cent of the industrial land earmarked as vacant in the Bendigo region is constrained including in proximity to sensitive uses, native vegetation and topographic constraints.

The Strategy identified the need for approximately 270ha of industrial land to meet demand to 2031.

It outlines some key success criteria for industrial estate design and identifies primary and secondary siting criteria for industrial estates. It then identifies 7 sites across Greater Bendigo which are assessed against each of the primary and secondary site criteria.

The primary criteria include the following:

- The ability to meet land area needs;
- Land being unconstrained by nearby sensitive uses;
- Land being free from significant environmental constraints;
- Land having Highway frontage;
- Access to Highways that are B Double capable;
- Land having access to rail;
- Transport from the land being able to bypass the Bendigo city centre when accessing Melbourne; and
- Land having good access to the Bendigo township.

From analysis against this criteria land to the west of Marong, on the Calder Highway, was selected. This formed the basis of Marong being selected as the preferred location for the City's future industrial growth.

Review of Demand and Supply for Industrial Land in Greater Bendigo (2012)

The City's *Review of Demand and Supply for Industrial Land* in Greater Bendigo (2012) recognised that the available stock of industrial land was not sufficient to meet the expected long term demand, potentially impacting on the health of the overall Bendigo economy if this shortfall was not addressed.

The review concluded that there should be a supply of zoned, developable and readily serviced land of over 240 hectares to meet the projected 30 year demand and Marong was chosen as the preferred location for future industrial growth due to its large size and being a strategic location close to transport routes and other infrastructure.

The review also promoted the East Bendigo industrial precinct as a focus of future industrial development and also identified a number of other sites within the municipality which offer further development potential, such as the Deborah Triangle precinct.

This review has become the basis of the current local industrial policy in the GBPS.

Good Design Guide for Industry

The *Good Design Guide for Industry* is a reference document in the *Greater Bendigo Planning Scheme*. It applies to all industrial buildings and works which require a planning permit.

The purpose of the Guide is to assist the development of industrial areas and encourage economic development in the CoGB by achieving the following aims:

- Encouraging good standards of development
- Providing greater scope for developments that meet market needs and which demonstrate innovative design
- Achieving consistency in the application of requirements for industrial development throughout CoGB, and
- Enabling Council to quickly assess permit applications for developments.

Review and update of the Guide was recommended by the PSR report and a new guide has recently been prepared.

4.5.5. Local planning strategies

Plan Greater Bendigo

Plan Greater Bendigo identifies 18 high priority infrastructure projects to be delivered over the next 30 years to support a growing regional population. One of the projects identified in Plan Greater Bendigo was the Marong Business Park due to meet the future needs of industry and provide jobs.

Bendigo Freight Study

The Bendigo Freight Study recognises that industrial land in Greater Bendigo is located in scattered pockets and requires freight traffic through Bendigo. Several reasons are identified to explain why freight travels through Bendigo, rather than around the urban area including the following:

- Transport businesses are mostly located in East Bendigo and therefore have to drive through Bendigo to reach their depots.
- The companies that create freight, 'freight generators', are located throughout the city; many of these businesses would be better located on the fringe of the city.

The study recognises that rail freight offers significant environmental, amenity and safety benefit and seeks to consider shifting a proportion of Greater Bendigo freight onto rail as the regional centre moves into the future.

However, the study identifies that, for now in Australia, rail freight is only economic over distances greater than 250-300 kilometres from a large port centre; and when carrying bulk containerised agricultural and mining product. Another key obstacle to shifting more freight by rail is the cost associated with establishing an intermodal freight terminal (which can cost upwards of \$50million).

Residential Strategy

The Residential Strategy establishes a framework for the future residential growth of Greater Bendigo and outlines an urban growth boundary which is implemented in the *Greater Bendigo planning scheme*.

It will be important to consider future residential development and ensure that future industrial land is close enough to support active transport and easy access but adequately buffered from residential development.

Greater Bendigo Connecting Integrated Transport and Land Use Strategy (ITLUS)

Instead of putting together a “business as usual” approach with a focus on building and upgrading roads, the ITLUS seeks to understand how Bendigo functions, how the City can manage growth and development so everyone benefits and to better use existing resources and capacity. It is about investing in public transport, cycling and pedestrian infrastructure to move people away from car use.

It will be important that any new business park/employment precinct considers the movement of both employees and goods into the park and looks at alternatives to car and truck movements.

Commercial Land and Activity Centre Strategy (CLACS)

The CLACS provides a framework as to how activity centres are planned and managed over the next two decades. It outlines the projected demand for additional commercial floor space through to 2031 for each of the activity centres.

Environment Strategy 2016-2021

The Environment Strategy draws the link between community health and wellbeing and environmental health, with action areas around equity, local economy, health and community.

The Environment Strategy establishes a series of 20 year goals around the 10 principles of One Planet Living.

The implementation of the GBILDS will need to consider how to embed these principles, this includes use of energy and water, waste production, landscaping on site and accessibility by active transport modes.

East Bendigo Local Structure Plan 2006 (updated 2013)

The findings from the Industrial Land Development Strategy 2002 led to the preparation of the East Bendigo Local Structure Plan.

The Structure Plan establishes a series of precincts within East Bendigo and provided the opportunity to cluster specific industry types through site specific precincts.

Given the importance of this precinct for industrial development, the Structure Plan is proposed to be reviewed and updated in the short term.

4.6 Key issues and implications

Review of State planning policy confirms the need to plan for future industrial land supply as well as the environmental and land use considerations that will need to be factored into the siting and design of new industrial land and considered within the context of the City's existing industrial areas.

Echoing the findings of the PSR report, review of local planning policy has identified that local planning scheme content relating to industrial use and development is outdated and in need of updating. The local policy (Clause 22.05) will be updated through the planning scheme amendment to implement the GBILDS.

With respect to the City's *Industrial Land Strategy (2002)* and in particular its subsequent industrial studies, review of these documents confirms the need to also adopt a 'market thinking' lens to the provision of future industrial land supply to ensure landowner appetite for industrial development on any nominated site.

Review of state, regional, and local freight strategies confirm the need to avoid freight movement of trucks through non-industrial urban areas however these strategies do not indicate that location of future industrial land supply in proximity to the rail freight network is of paramount importance. Notwithstanding,

the 30 year timeframe of the GBILDS, together with the planning policy directives for land use and transport integration and the principles included at Section 3 above, suggest that proximity of future industrial land to the rail network should be viewed advantageously albeit not critically.

Review of the 30-Year *Infrastructure Strategy (2016)* indicates that the State government at the time of that strategy did not specifically provide for infrastructure investment targeted at facilitating Greater Bendigo's industrial development and growth. This serves as a prompt for the GBILDS to advocate for State and Commonwealth funding to assist in the provision of essential infrastructure to realise Greater Bendigo's industrial vision.

Review of existing industrial areas



5. Review of existing industrial areas

This section considers Greater Bendigo’s existing zoned industrial areas and makes recommendations for each area that the City could seek to action within the GBILDS.

5.1 Industrial employment precincts

The following review groups Bendigo’s existing zoned industrial land into the 22 clusters of industrial properties.

These clusters can be thought of as industrial employment ‘precincts’ where most of the City’s industrial employment is concentrated.

The following 22 precincts are mapped at **Figure 6** and summarised below:

- | | |
|--------------------------------|------------------------|
| 1. Goornong | 12. Bendigo North |
| 2. Huntly | 13. Long Gully |
| 3. Epsom North | 14. California Gully |
| 4. Epsom | 15. Eaglehawk |
| 5. Epsom South | 16. Specimen Hill |
| 6. Epsom South-West | 17. Rowe Lane |
| 7. Bendigo East | 18. Kangaroo Flat East |
| 8. Charleston Road | 19. Kangaroo Flat West |
| 9. Junortoun | 20. Big Hill |
| 10. Heathcote | 21. Marong |
| 11. Golden Square/Golden Gully | 22. Marong West |

5.2 Analysis of industrial land precincts

Section 5.3 provides a summary of the precinct recommendations for each of the 22 precincts. A more detailed analysis of each of the precincts is provided in Appendix 5.

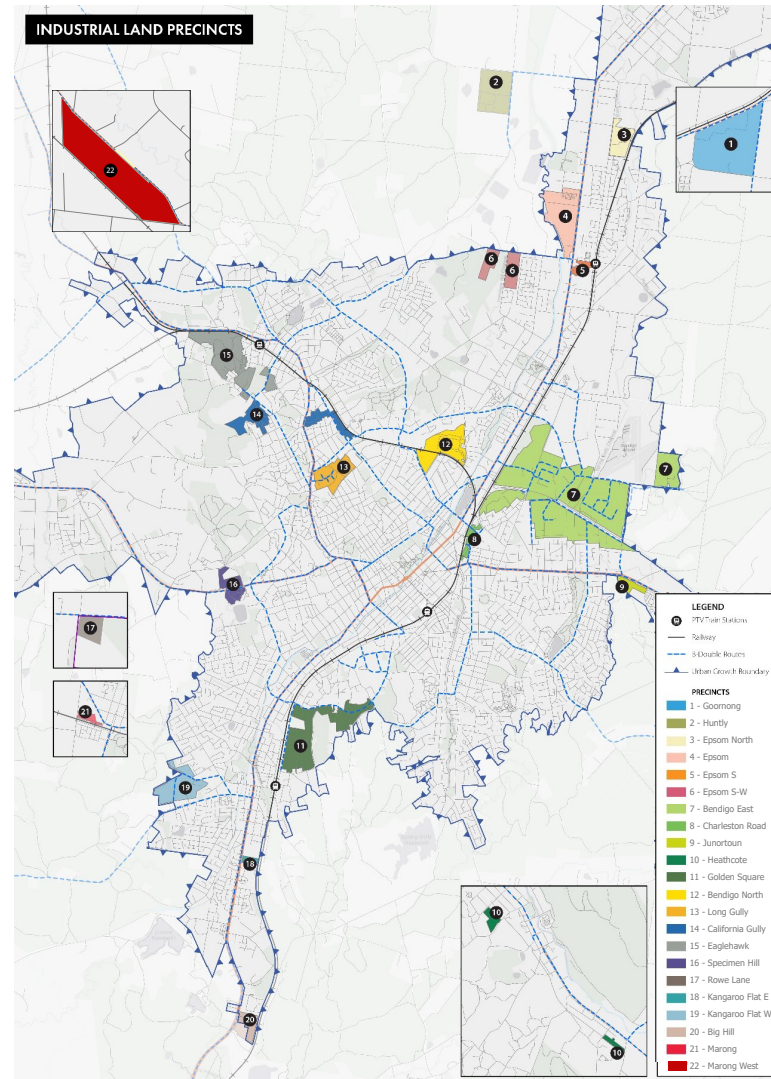


Figure 6 – Greater Bendigo Industrial Land Precincts

5.3 Summary of precinct recommendations

Precinct number	Precinct name	Role and function in hierarchy	Recommendation
P1	Goornong	<ul style="list-style-type: none"> Specialised centre catering for rural industries. Uses include warehousing, rural industry and store. Limited expansion opportunities. 	Retain as is with continued policy support of the precinct as a location for rural industries
P2	Huntly	<ul style="list-style-type: none"> Specialised centre being used in part for the Bendigo livestock exchange. Potential for longer term expansion of the precinct considering existing uses and location of water treatment facility. 	Retain as is until the City has undertaken further strategic work on the future of the precinct
			As an interim measure, investigate the potential to better utilise vacant land at the livestock exchange for industry
			Engage with Coliban Water regarding the longer-term potential to expand the precinct if required
P3	Epsom North	<ul style="list-style-type: none"> Local centre. Uses include Industry, warehousing, materials recycling. Provides local employment opportunities. Uses to be consistent with the proximity to residential development. Uses to be consistent with proximity to residential development. 	Retain as is at this stage but reconsider the long-term role of the precinct together with setting a clearer vision for the broader area through the Settlement Strategy
			Given the relatively low rate of development and residential encroachment, consider whether discretionary non-industrial uses could be directed to this precinct

Precinct number	Precinct name	Role and function in hierarchy	Recommendation
P4	Epsom	<ul style="list-style-type: none"> • Secondary centre. • Uses include industry, warehousing, retail, trade supplies, rural store. • Potential to include more warehousing and larger retail to cater for growing population needs. 	<p>Retain as is but support rezoning to Commercial 2 Zone within approximately 40 metres of the precinct's immediate interface with the Midland Highway (consistent with 175 to 189 Midland Highway, Epsom at the south of the precinct).</p> <p>This will need to be considered in line with any future buffer requirements for the Coliban Water Wastewater treatment plant.</p>
P5	Epsom South	<ul style="list-style-type: none"> • Local centre. • Uses include industry, warehousing, retail, vehicle sales, health offices and facilities. 	<p>Progressively integrate this area into the Epsom Activity Centre and review zoning over time</p>
P6	Epsom South-West	<ul style="list-style-type: none"> • Local centre. • Uses include industry and warehousing. 	<p>Support the development of the Industrial 1 Zone (western) part of the precinct adopting a 'no net loss' approach to vegetation removal via offsets</p>
			<p>Investigate how the Industrial 3 Zone (eastern) part of the precinct can be better utilised, acknowledging that rezoning options are limited given its proximity to the water treatment plant</p>
P7	Bendigo East	<ul style="list-style-type: none"> • Municipal centre. • The most important existing industrial precinct in Greater Bendigo catering for a variety of uses including industry, warehousing, food manufacturing, retail, offices. • The scale, location, servicing and established nature of the precinct means it will continue to be the premier established industrial precinct in Greater Bendigo. 	<p>Prepare and update to the 2006 Precinct Plan (amended 2013) for East Bendigo to provide greater direction for its future development</p>
			<p>Support establishment of a business park at Bendigo Airport</p>
			<p>Consider implementation of planning controls to create a 'core' industrial precinct</p>

Precinct number	Role and function in hierarchy	Role and function in hierarchy	Recommendation
P8	Charleston Road	<ul style="list-style-type: none"> Local centre. Uses include warehouse, retail, trade supplies and limited manufacturing. Limited expansion opportunities. Potential to transition precinct over time to consider uses more suitable to its central location and the surrounding residential area. 	Undertake further engagement with land owners in this precinct
			Discourage industrial intensification or subdivision for industrial purposes.
			Prepare a masterplan for the precinct subject to landowner support
P9	Junortoun	<ul style="list-style-type: none"> Specialised centre. Uses include industry and manufacturing. Limited expansion opportunities. 	Include as part of the precinct plan for East Bendigo in the short term to provide greater direction for the future development of this precinct
P10	Heathcote	<ul style="list-style-type: none"> Local centre. Uses include industry, warehousing, retail, and landfill transfer station. Serves a local population. 	Continue to provide for Heathcote's future industrial land needs through the implementation of the Heathcote Township Plan
P11	Golden Square/ Golden Gully	<ul style="list-style-type: none"> Secondary centre. Uses include industry warehousing, manufacture, service industry, retail, trade supplies, offices. Given the proximity of residential development across much of the precinct more suited to uses with a lower amenity impact. 	Undertake a review of land use as part of preparation of a Golden Square Framework Plan
			Support the rezoning of the entirety of 60 Hattam Street, and 5 Godfrey Street to an industrial zone consistent with the recommendations of the Golden Square Framework Plan.
			Support the rezoning of all 11 GRZ properties in the south-west of the precinct to the Industrial 3 Zone
			Support the rezoning of the residential properties along the eastern site of MacDougall Road (74-104 MacDougall Road) and the Southern side of Hattam Street between MacCullagh and MacDougall Road) to Industrial 3 Zone
			Discourage residential intensification of properties within and immediately adjacent to the precinct

Precinct number	Precinct name	Role and function in hierarchy	Recommendation
P12	Bendigo North	<ul style="list-style-type: none"> • Secondary centre. • Predominantly manufacturing. Includes some larger businesses providing important employment opportunities for a broader catchment. 	Discourage residential intensification of properties directly interfacing with the Industrial 1 Zone
			In the long term investigate the planning controls within this precinct to reduce land use conflicts.
P13	Long Gully	<ul style="list-style-type: none"> • Local centre. • Uses include industry, warehousing, manufacture, service industry, retail, trade supplies. 	Retain as Industrial 3 Zone.
P14	California Gully	<ul style="list-style-type: none"> • Local centre. • Uses include industry, warehousing, manufacture, service industry, retail, trade supplies, offices. 	Residential development has entirely surrounded the eastern precinct. In the long term investigate the planning controls within this precinct to reduce land use conflicts.
			Retain the existing function of the western precinct given its interface with the Eaglehawk Landfill
P15	Eaglehawk	<ul style="list-style-type: none"> • Specialised centre. • Uses include industry, warehousing, manufacture, materials recycling, service industry, retail, trade supplies, offices • A number of constraints impacting on expansion including half the site being disused mining, proximity of landfill, vegetation coverage and bushfire. 	Generally retain the function of the precinct but in the longer term investigate potential zoning changes and planning controls to reduce land use conflicts.
P16	Specimen Hill	<ul style="list-style-type: none"> • Local centre. • Uses include mixed residential and undeveloped constrained land. 	Retain as is

Precinct number	Precinct name	Role and function in hierarchy	Recommendation
P17	Rowe Lane	<ul style="list-style-type: none"> Specialised centre. There are no existing land uses as this precinct consists of undeveloped constrained land. Unserviced, heavily vegetated with a number of other constraints making it currently unsuitable for industrial development. 	Undertake further strategic work on the future of the precinct
P18	Kangaroo Flat East	<ul style="list-style-type: none"> Local centre. Uses include industry, warehousing, service industry, retail and offices. Extension of the existing Kangaroo Flat warehouse precinct. 	Support market-led rezoning of the precinct from Industrial to Commercial 2 Zone
P19	Kangaroo Flat West	<ul style="list-style-type: none"> Secondary centre. Uses include industry, warehousing, manufacturing, service industry and retail. This well-located precinct provides employment opportunities for a broader catchment. This precinct is well utilised with limited opportunities for expansion within the existing precinct. 	Investigate rezoning of properties adjacent to residential zones from Industrial 1 Zone to Industrial 3 Zone, making provision for the continued operation of established industrial use

Precinct number	Precinct name		Recommendation
P20	Big Hill	<ul style="list-style-type: none"> Specialised centre. Uses will likely include industry, warehousing and manufacturing. 	Retain as is for the short term but support a market led rezoning of adjacent Farming Zone land subject to adoption of a 'precinct approach' which includes all contiguous Farming Zone properties and support from respective landowners (subject to a detailed assessment of the constraints)
P21	Marong	<ul style="list-style-type: none"> Local centre. Support rezoning to General Residential Zone. 	Support the rezoning of the precinct to the General Residential Zone through the implementation of the Marong Township Structure Plan
P22	Marong West	<ul style="list-style-type: none"> Current business park CDZ. 	Review land supply and long term need for the Business Park.
			Review planning controls to ensure longer term industrial land potential only, once other land is developed.

6. Economic analysis

This section considers Greater Bendigo's existing industrial land supply, informed by the City's *Industrial Land Audit (2018)*, and demand for that land informed by REMPLAN's *Bendigo Industrial Land Review - Strategic Economic Inputs Report*.

6.1 Industrial Land Audit (2018) – figures have been updated as of March 2020

The last detailed audit of industrial land in Greater Bendigo was undertaken prior to the 2002 adoption of the current *Industrial Land Strategy*. While that audit has been updated since 2002, such updates have not undertaken a detailed analysis of the individual industrial precincts.

The purpose of the *Industrial Land Audit (2018)* ('Audit') was to identify the current state of industrial land in relation to its land use, development level, and availability of key infrastructure services.

This approach sought to provide a basis for subsequent land demand analysis modelling as well as views on the continued improvement and effective utilisation of existing precincts, with both of these considerations informing the necessity or otherwise to plan for future industrial precincts.

The Audit undertook a detailed desktop assessment of all Industrial zoned land within Greater Bendigo including analysis of recent aerial photographs and review of the following attributes:

- Planning controls
- Environmental constraints
- Cultural heritage sensitivity
- Proximity to residential and sensitive uses
- Access to infrastructure including water, sewerage, and power
- Proximity to major roads and rail

An assessment of planning applications was also undertaken along with targeted site visits where it was not possible to determine site occupation and or availability.

The key findings of the Audit (current at December 2018) are presented in 6.2.

6.2 Industrial Land Supply

6.2.1. Overview

Within Greater Bendigo as at June 2019 there is currently 967.5ha of Industrial zoned land comprising 1,080 properties.

The zoning of this land is broken down as follows:

- Industrial 1 Zone – 630ha (65%)
- Industrial 3 Zone – 338ha (35%)

Refer **Figure 7 – Distribution of IN1Z and IN3Z land in Greater Bendigo.**

There is a further 313ha of land west of the Marong Township located in the Comprehensive Development Zone ('CDZ') – Schedule 3 ('CDZ3'). The purpose of the CDZ3 was to establish the Marong Business Park. This land area has not been included in the Audit calculations as it is not currently available for development.

Of the City's Industrial zoned land:

- 644.6ha (67%) is identified as being occupied; of this:
 - 553.4ha (57%) is currently developed
 - 91.2ha (9.5%) is classified as underutilised (meaning there is currently some vacant land on the site as well as existing development)

- 120ha (12.5%) of land is vacant and available for consumption; of this there are:
 - 90 'small' lots – 0.5 hectares or smaller
 - 17 'medium' lots – between 0.5 hectares and 1 hectare
 - 8 'large' lots – between 1 hectare and 5 hectares
 - 7 'very large' lots – 5 hectare or larger
- 199.2ha (21%) of land is not currently available for development due to servicing limitations, is currently under development or is subject to other constraints such as being heavily vegetated or contaminated.

More recent data from March 2020 indicates that land which is vacant and available for consumption is now less than 100ha with only one 'very large' lot of over 5 hectares.

Together with Commercial zoned land, this industrial supply comprises only 0.4 per cent of the City's total land area. This is due to the large land area the municipality encompasses and the predominantly non-urban (i.e. farming and conservation) nature of this area.

The majority of industrial land supply exists in the Bendigo East precinct. This precinct is a well-established industrial area which dominates the City's industrial land supply. At the 2016 Census around half of all employment in all the industrial precincts was based in this location.

Aside from this large industrial area there is a collection of medium sized industrial precincts – such as Golden Square, Bendigo North, Long Gully, Eaglehawk and Kangaroo Flat. At the 2016 Census each of these precincts employed between 300 and 650 people. The remaining industrial precincts constitute single or small collections of land parcels which individually contain smaller numbers of employees.

Of the remaining vacant and available industrial land, acquisition, use, and suitability of this land is varied due to a range of factors including the following:

- Proximity to residential land which inhibits industrial uses listed in Clause 53.10 ('... Adverse Amenity Potential')
- Land that is in private ownership but not available for sale
- Other environmental constraints such as dense vegetation or freight network constraints

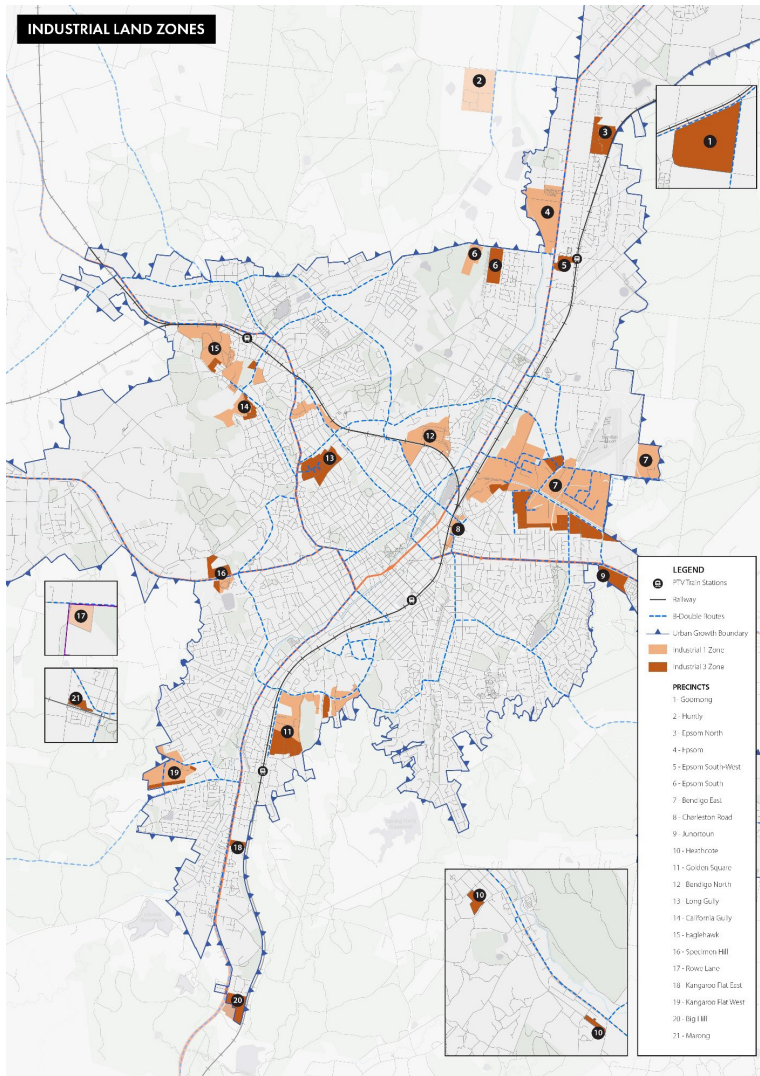


Figure 7 – Distribution of IN1Z and IN3Z land in Greater Bendigo

6.2.2. Regional context

In the Loddon-Campaspe regional context, i.e. the LGAs of Campaspe, Central Goldfields, Greater Bendigo, Loddon, Macedon Ranges, and Mount Alexander, Greater Bendigo has the highest supply of industrial land with at least double the supply of any other LGA in the region (refer **Figure 8 – Regional Comparison of Industrial Land**). This reinforces the importance of Greater Bendigo as an employer in the region and as the regional leader for industrial land investment opportunities.

However, in comparison to Victoria's other regional cities, and putting aside land availability or usability which the precinct recommendations above identify as a particular challenge in Greater Bendigo, the City currently has less than half the amount of zoned Industrial land than Greater Geelong, about one third less than La Trobe, and about the same amount as Ballarat, noting that Ballarat has an additional 438ha of designated industry and employment land located in the Special Use Zone, which equates to some 40 per cent additional industrial land.

With respect to its competitiveness as a regional city, this disadvantages Greater Bendigo in terms of being able to attract and retain industry.

6.3 Industrial Land Demand

Area-specific data specialists REMPLAN were engaged to prepare an industrial land demand analysis for the total available industrial land supply (i.e. the findings of the 2018 Audit as set out above).

REMPAN's demand analysis is based on detailed review of industrial employment in the municipality, including type, scale and intensity of use, and preparation of employment forecasts for the municipality and industrial precincts.

Presented in the *Bendigo Industrial Land Review - Strategic Economic Inputs Report (2019)*, key findings of the demand analysis include the following points:

- Employment relating to the industrial precincts in Greater Bendigo was estimated to be 8,545 jobs across all industries on Census Night 2016. This number is expected to increase to 11,848 by June 2036 equating to an increase of 3,303 new jobs
- Industrial land demand forecast was then aggregated using land use type ratios of employment to floorspace and floorspace to land area ratios.
- Over the next decade there is expected to be an additional 90 hectares of industrial land demand (i.e. around 9 hectares per annum) This does not consider that demand has increased during 2019.
- Based on an industrial land supply of around 120 hectares (not the current supply of less than 100 hectares), there is around 14 years of industrial land available at the forecast consumption rate, however, this assumes near perfect efficiency in land use (which the Audit identifies as unlikely given various constraints) (refer **Figure 9 – Change in aggregate demand of industrial land**)
- When investigating the demand for industrial land by different lot sizes, the appropriateness of the existing supply becomes more doubtful
 - The supply of 'large' industrial lots, i.e. lots those between 1 hectare and 5 hectares, are forecast to be completely exhausted by 2027 (refer **Figure 10 – Remaining industrial land by lot size**)
 - Assuming one quarter of all lots are effectively uncommercial, then lot size forecasts indicate that land supply shortages could be an issue as soon as 2025 principally for medium and large lots.

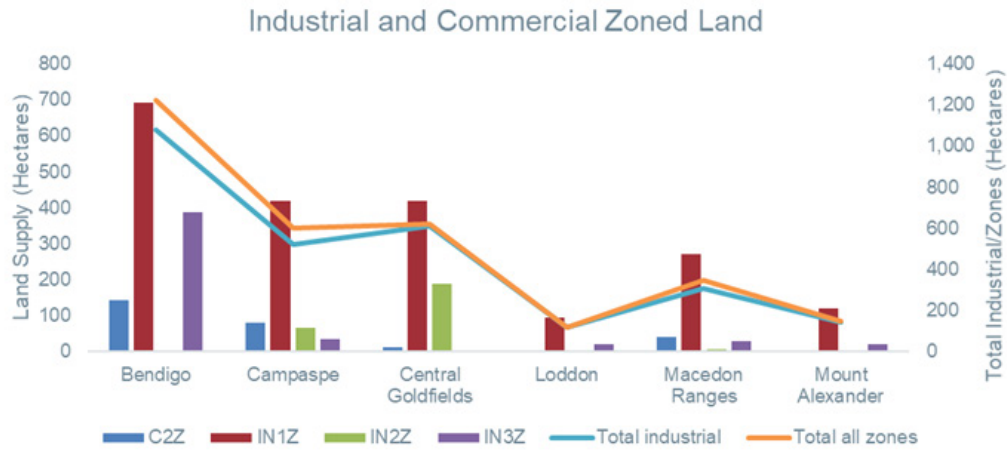


Figure 8 – Comparison of Industrial and C2Z land in Loddon-Campaspe

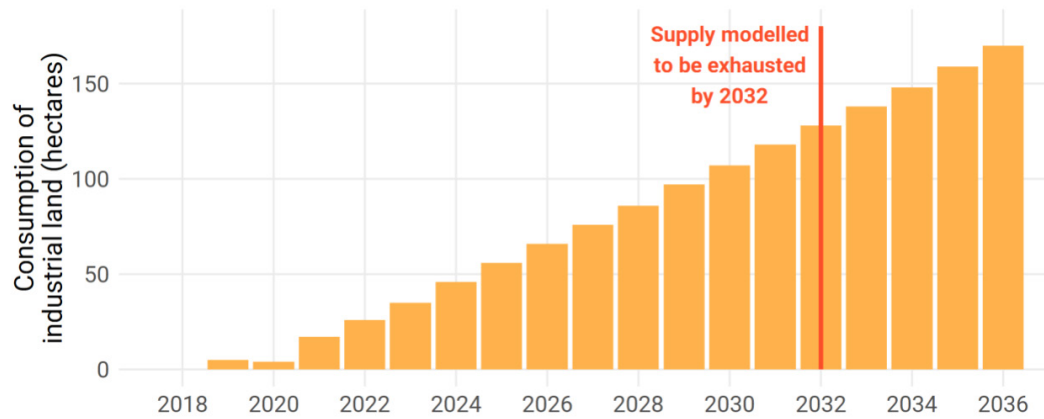


Figure 9 – Change in aggregate demand of industrial land (hectares)

Source: REMPLAN

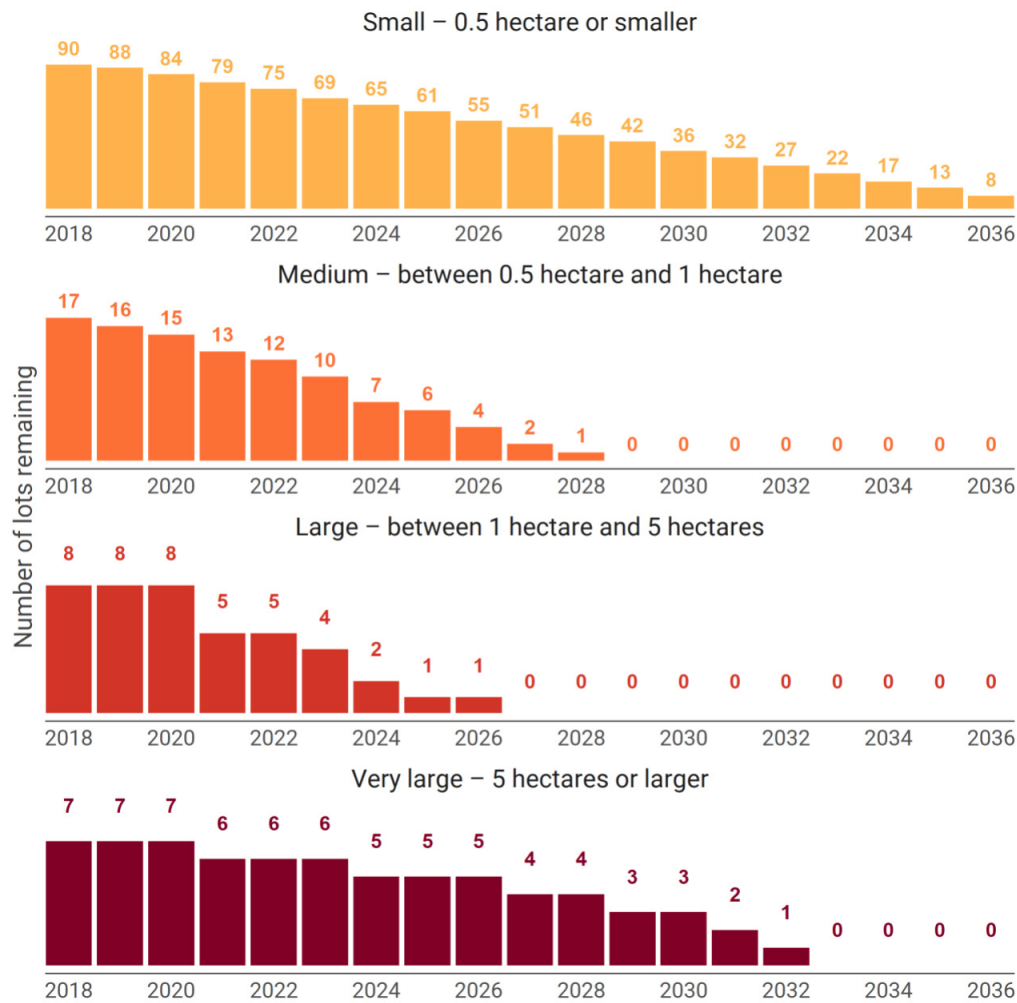


Figure 10 – Remaining industrial land by lot size

Source: REMPLAN

6.4 Implications

The consequences of this land supply scenario are summarised as follows (based on 120ha of available land):

- If industrial land supply is exhausted, this could stifle the growth of an important component of the Greater Bendigo economy
- If land supply shortages in medium and large lots materialises it is estimated that up to 688 jobs could be foregone by 2036, starting from 2027 and ramping up thereafter (refer **Figure 11 – Potential cumulative job loss**)
- In a scenario that assumes one quarter of all lots are commercially unviable, there is a risk that local job creation in sectors demanding industrial land may stall and potentially eventuate outside of the Greater Bendigo LGA. Under this scenario loss of employment within the LGA could result in lower growth rates. That is, jobs are expected to start to be foregone by 2025 and ramp up to 1,081 jobs by 2036
- Further, the REMPLAN work identifies that there are currently a range of non-industrial activities located in industrial areas. With a limited supply of industrial land, consideration needs to be given to how to protect viable precincts from non-industrial uses by directing these to less viable areas

Supporting and accommodating industry growth will likely result in development of a stronger, more diverse sector with associated employment growth. Conversely, constraining supply of appropriately provisioned industrial land could potentially limit employment growth and the associated benefits this brings to the economy and the community.

While it is impossible to predict what opportunities or what businesses will look to establish in the region in the future, providing varied options in terms of land size, type and location will assist to remove some of the constraints considered by businesses looking to establish in a new location.

To remain competitive in a regional context, consideration around supply of new land and/or more efficient use of existing land needs to be considered.

There is a need to:

- Consider how existing industrial land can be used more efficiently and or provision of additional industrial supply
- Plan specifically for larger lot sizes (i.e. lots between 1-5ha)
- Consider enhancing protection of viable precincts from non-industrial uses and or encouraging location of these uses in less viable areas

These implications are on the basis of 120 hectares of available industrial land. Since this report was prepared in early 2019, there are now less than 100 hectares of industrial land available. What is left is heavily constrained through topography, vegetation or residential interfaces. Under a best case scenario there is 11 years of serviced industrial land available overall and only a handful of sites available to purchase over one hectare.

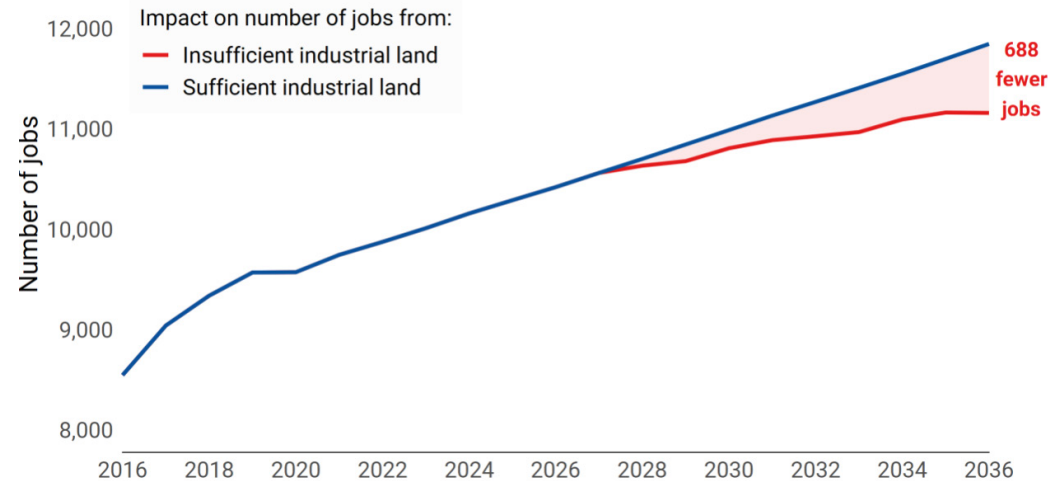


Figure 11 – Potential cumulative jobs lost if adequate industrial land supply is not provided

Source: REMPLAN



7. Future industrial land supply

This section assumes, based on the analysis above, a need for additional industrial land supply in Greater Bendigo and considers the attributes which should apply to site selection.

7.1 Criteria for identification of future industrial land sites

7.1.1. Overview

Broadly there are two pathways to identify land for future industrial use and development:

- **EOIs**, whereby properties are presented to the City by landowners for consideration
 - These proposals would typically, although not exclusively, form landowner-led rezoning requests and market-led development scenarios
 - The City received EOIs during the consultation process for the draft GBLIDS. For confidentiality reasons these are not detailed within this report. These EOIs were investigated following the consultation of the draft GBILDS.
- **Targeted proposals**, whereby the City identifies preferred properties and facilitates further discussion with landowners
 - The delivery model for rezoning and development scenarios would be resolved on a case-by-case basis

To manage and facilitate these pathways, property advisory firm Charter Keck Cramer (CKC) was engaged to develop a site selection delivery model to provide the City with the following:

- A tool to actively identify properties which meet identified criteria so that targeted consultation can be undertaken to progress preliminary discussions with landowners
- A mechanism to fairly and transparently consider unsolicited proposals for provision of industrial land supply against identified criteria

7.1.2. Proposed land search criteria

The active identification of future industrial sites is proposed to be informed by transparent land search criteria that reflects underlying assumptions about the suitability of different land, access and locational attributes for future industrial development.

The City’s execution of the land search criteria is not intended to absolutely exclude sites which do not meet the criteria. Sites which are not identified by the land search tool but which are presented to the City for consideration can still be transparently assessed against the ‘Services criteria’ and ‘Land evaluation criteria’ set out below.

‘Absolute’ land search criteria

Some site and locational attributes will present an absolute constraint on future industrial development. These constraints are assumed to entail insurmountable barriers to future development and would therefore exclude sites from identification for targeted proposals.

Absolute constraints are detailed as follows:

Attribute	Discussion
Land size greater than 30 hectares within 15km of City Centre	This will focus the land search on sites that are of a scale to support new industrial activity.
Land size greater than 100 hectares further than 15km from City Centre	Sites further out from the City Centre are likely to have large infrastructure costs to establish.
Low Density Residential Zone, Mixed Use Zone, Township Zone, Residential Growth Zone, General Residential Zone, Neighbourhood Residential Zone, Rural Conservation Zone	All land currently zoned for residential uses is inappropriate for future industrial uses
Public Conservation and Resource Zone, Public Park and Recreation Zone, Public Use Zone	Any form of open space, natural habitat or recreational facility is inappropriate for future industrial uses.
Any land within a 100 metre buffer of the Public Conservation and Resource Zone	Maintain the environmental values of forested areas by minimising the impact of adjoining uses on the forest (Clause 22.01 – Development At The Urban – Forest Interface).

Preferred search criteria (advantages or disadvantages)

There are also land and locational attributes that are assumed to be beneficial or detrimental to either the future development of industrial land and/or the future feasibility and attractiveness of new industrial operations. Land with a high number of advantages is more suitable for industrial development.

Advantage Criteria

Attribute	Discussion
Accessibility	
Sites that abut the major road network and in particular the VicRoad's approved B-Double network or sites that can connect via connector roads or other major arterials.	This is defined by the approved B-double network map.
Sites that can connect to Melbourne and other major settlements without generating truck movements through existing residential areas.	Important for sites to be accessible but want to try to limit truck movements through residential streets.
Location	
Proximity to existing industrial and commercial uses	This will allow for synergy and potential integration of operations in the future.
In the Southern or Western areas of Greater Bendigo	This area of the study area is seen to be better connected to major markets and, therefore, will be given a higher premium.
Proximity to existing settlement	Sites located close to a major settlement without directly abutting residential areas.

Attribute	Discussion
Site characteristics	
Water courses and bodies	Water courses and channels through sites are assessed unfavourably as they are likely to limit the development potential
Contaminated land	Depending on the severity of the contamination this can be favourable to the establishment of new industrial uses.
Typography	Lack of undulation.
Not subject to environmental overlays	Relatively unconstrained by environmental attributes.
Shape of lot	Rectangular sites are preferred as irregular shaped sites may result in development constraints.
Amalgamation opportunity	Sites that abut sites with shared favourable attributes or sites that can be combined to create a cluster of sufficient size would be viewed favourably.
Existing use	Sites that are currently vacant, or subject to minimal use.

7.1.3. Access to services

The feasibility of transforming non-urban land into industrial uses will be informed by the capacity of a site or cluster of sites to access existing water and power services.

While sites might enjoy significant locational and land attributes that are suited to industrial uses, these will also need to be able to draw on existing service networks to support their transformation. Inevitably, this will entail costs depending on the level of existing access and the level of service capacity in the network.

The following section considers the importance of access to water, sewer and power respectively and provides additional criteria for assessing the suitability of sites for transition to industrial uses.

Water

Coliban Water is responsible for the provision of water within Greater Bendigo.

Access to water is considered of overriding importance. While single users on large sites are often able to satisfy their water needs independently, the intensity of uses envisaged in future industrial areas will require the provision of water services from the existing water service network to support a diversity of operations. If potable water is not available to a site, water treatment will need to be implemented.

A preliminary review has indicated that the Coliban Water system delivers potable and non-potable water within a 15km radius of central Bendigo while sites beyond this radius are generally not connected.

There is the opportunity to connect sites to the water network via extending the infrastructure, however, lengthy connections are assumed to greatly undermine the feasibility of sites. Access to water is therefore identified as a prerequisite for both the conversion of a site or cluster to industrial uses and the feasibility of this change.

Sewer

Coliban Water is responsible for the provision of sewer within Greater Bendigo.

Access to sewer is preferred and beneficial but not essential to the viability of industrial precincts as sewerage can be treated on site. However, on site treatment requires land to be set aside for this purpose and might restrict the type of uses that the land can support.

A preliminary review has indicated that the sewerage network is primarily concentrated in the most urban areas of central Bendigo and a number of larger surrounding settlements. More remote sites are likely to need to allocate land to treat waste water on site.

Power

Powercor is responsible for the provision of electricity infrastructure within Greater Bendigo.

Access to power is assessed as essential to the viability of future industrial uses. A direct connection to the high voltage network is essential for industrial development.

Service criteria

Sites that are remote from the water network should be evaluated as being prohibitively constrained.

Proximity to the sewer and electricity networks is considered an advantage although not an absolute.

Overall, sites that are assessed as remote from multiple services should be assessed as subject to prohibitive servicing constraints while sites with direct connections to multiple services should be assessed favourably.

In addition to network connectivity, network capacity will also form a crucial factor in determining servicing viability. Service capacity will also need to be assessed in consultation with service providers.

7.1.4. Cultural Heritage

Sites that contain registered Aboriginal Cultural Heritage or have a number of buildings of Heritage Significance are not considered favourable for extensive industrial development.

7.2 Methodology and process for site selection and review

The following assessment methodology articulates the process for site selection. The objective of this methodology is to manage business, landowner, and community expectations and ensure that a rigorous, transparent and independent public process is followed.

Stage 1 – Qualifying assessment

During the consultation period for the draft GBILDS initial contact was made with those landowners who own land identified in the CKC study. The purpose of this initial engagement was to better understand if there is any interest from landowners around industrial development.

In addition proposals were sought from those landowners (or groups of landowners) with a site(s) that meet the absolute criteria and the majority of the advantage criteria as outlined in 6.1.2 of this report.

An EOI process was advertised as follows:

- In the Bendigo Advertiser and Bendigo Weekly newspaper
- Letters were sent to all existing landowners of industrial land in Greater Bendigo
- An email was sent to all parties who have registered an interest in the study
- The surrounding Shires of Loddon, Mount Alexander and Campaspe were notified should they want to promote this to their local communities
- Supporting information was made available on the City’s website

Landowners were provided with the opportunity to register an EOI during the consultation period from 24 June until 2 August 2019.

The purpose of this stage of the project was to better determine what sites should be investigated further through a more detailed analysis.

At this stage it is not necessary for any technical assessments to be undertaken around individual sites of clusters.

Stage 2 – Initial assessment of unsolicited proposals and landowner notification

All unsolicited proposals received during the public consultation period for the Draft GBILDS were assessed against the criteria identified within the CKC Study.

All landowners were contacted by phone, with a letter also being sent to landowners with land which was deemed to not meet the criteria following this assessment.

Stage 3 – Further site filtering

Further filtering may need to occur based on the number of site(s) remaining following landowner engagement and initial assessments.

Stage 4 – Feasibility and Infrastructure assessments

Feasibility and Infrastructure assessments of a small number of sites have been undertaken to better understand the costs of servicing each of these sites and the feasibility of developing these site(s).

This includes engagement with relevant servicing authorities and State Government agencies as well as some direct engagement with landowners, property consultants and industry.

Stage 5 – Planning Scheme Amendment

Following selection of a final site(s), a planning scheme amendment to rezone the land and apply appropriate controls will be required to enable industrial development to take place.

7.3 Delivery models for future industrial land supply

Victorian councils commonly assume policy setting, planning, and regulatory (i.e. planning permission) roles in the provision of urban land supply.

However, as a regional centre with a unique regional context, the City could consider adopting more active roles in the delivery of industrial land such as advocating for service connectivity, partnering with landowners or developers in delivery, or acting as the sole investor and developer as the case may be.

The delivery model (i.e. from non-industrial to industrial) will ultimately depend on the selected site and corresponding landowner(s).

Future Industrial Land



8. Future industrial land

Through the methodology outlined in Section 7, the City is currently still assessing a small number of sites to provide for a 30 year pipeline for industrial land.

Ultimately, the City at a minimum requires 170 hectares of additional zoned industrial land over and above the current supply of around 100 hectares of vacant and available land over the next 30 years. This is assuming near perfect utilisation, and a consumption rate of nine hectares per year which is likely to be higher if current trends continue.

The City is planning for this at a minimum, as well as considering the accessibility, developability and proximity to labour markets to the final selected site/s. The final selection of site/s will ultimately need to meet industry and stakeholder needs now and into the future, be feasible and regionally competitive to enable development to occur.

It is proposed at this stage that the 313 hectares of land to the west of the Marong Township currently within the Comprehensive Development Zone is retained within this zone until a review of the strategy is undertaken in five years. This land is currently unserviced and used for farming. It is proposed to update Clause 22.05 (Industry) to reflect that longer-term nature of this development and then to also remove the existing Development Contributions Plan overlay for this reason. Due to the inherent difficulties in locating suitable sites relatively close to the urban area of Bendigo and given it is much more difficult to estimate the take-up of industrial land compared to residential, it is appropriate to retain this land within a land at least in the shorter term should the take up of industrial land be quicker than forecast.

Summary of issues, opportunities and objectives



9. Summary of issues, opportunities and objectives

This section revisits and summarises the key issues and implications for the strategy to provide which informs its opportunities and distils these into the 'objectives' that we will carry through to strategy.

9.1 Key issues

- The City's current industrial strategy is now 18 years old and needs to be replaced
- Subsequent strategies and associated local planning policies are also no longer current
- The changing nature of industry indicates that existing approaches to industrial areas are becoming antiquated
- Public perceptions in respect of the need for supply and the type of industrial development sought
- Environmental risks and conflicts
- Transport access and freight routes particularly through non-industrial urban areas
- Difficulty of retrofitting established industrial areas
- The practicality and future of rail freight is uncertain
- Land use interface conflicts are present in many existing industrial areas
- There is insufficient supply of usable industrial land
 - Under a scenario that assumes 25 per cent of all lots are commercially unviable, jobs are expected to start to be foregone by 2025 and ramp up to 1,081 jobs by 2036
- There is a lack of larger industrial lots specifically
 - If land supply shortages in medium and large lots materialises it is estimated that up to 688 jobs could be foregone by 2036, starting from 2027 and ramping up thereafter
- Non-industrial uses in industrial areas indicate misuse of limited industrial supply
- Service provision is a key issue in terms of the viability of future industrial land supply
- Duplication of planning scheme amendment processes if not properly coordinated

9.2 Key opportunities

- Greater Bendigo's rapidly expanding population and employment base presents a key opportunity and driver
- Opportunity to strengthen and diversify Greater Bendigo's industrial sector by supporting and accommodating industrial growth
- Opportunity to adopt best practice outcomes in industrial areas through design-led thinking with a focus on more amenable and sustainable outcomes through place-specific planning controls and design guidelines
- Opportunity to incrementally improve existing industrial areas over time as individual properties are redeveloped
- Opportunity for targeted public realm improvements to existing industrial areas through precinct structure planning
- Opportunity to educate the community on the usability of existing supply and the longer-term timeframe and the types of industry that are being planned for
- Opportunity to improve freight movements without inhibiting future rail freight scenarios
- Opportunity to review the existing provision of industrial land and protect viable precincts from non-industrial uses and encroachment
- Opportunity to adopt a 'market thinking' lens to the provision of future industrial land supply to ensure landowner appetite for industrial development
- Opportunity to plan specifically for larger lot sizes (i.e. lots between 1-5ha)
- Opportunity to advocate for State and Commonwealth funding to assist in the provision of essential infrastructure to realise Greater Bendigo's industrial vision
- Opportunity to draft an industrial strategy which can be updated and adapted over time

9.3 Objectives

The following objectives have been distilled from the key issues and opportunities above for inclusion in the GBILDS:

- Ensure there is adequate land zoned or identified to provide for 30 years of land supply in Greater Bendigo. Ensure that the land supply caters for a wide range of industrial uses, the changing nature of industries and businesses, and the differing needs in terms of land size, type, access and location.
- Understand how land within Greater Bendigo's existing industrial areas may be better utilised and provide future direction around these existing industrial precincts
 - Reduce industry-residential land use conflicts
 - Provide protection of viable precincts from non-industrial uses
- Reduce the impacts of freight movements on non-industrial urban areas
- Improve the function, design and amenity of new and existing industrial areas
- Promote sustainable industrial development and subdivision in terms of integrated water management, waste and energy
- Deliver better freight outcomes for industry including increased regional competitiveness and growth in industrial investment and employment in Greater Bendigo and across the region
- Advocate for State and Commonwealth funding both for core infrastructure and for priority economic initiatives
- Avoid duplication of planning scheme amendment processes and provision for the update of the final strategy at key milestones as the opportunities above are realised



Appendix I – Summary of industrial trends

High amenity and environmental sustainability

High internal amenity, external amenity and general environmental sustainability are important factors for industry but are still relatively poorly represented in industrial areas.

A high-quality built environment includes a range of factors that contribute to creating a unique sense of place while also making the precinct accessible. Factors can include:

- Landscaping
- Built form
- Access to amenities
- Transport accessibility for workers

Internal environments are an important factor for businesses to attract and retain employees, while incorporating sustainable design practices can improve operating costs, functionality and possibly attract better tenants. Incorporating sustainable design and practices into buildings and broader precincts also meets corporate responsibility targets of many businesses. The growth in eco-industrial parks and take-up of industrial building standards such as Green Star demonstrate the benefits of this form of industrial development to both occupiers and investors.

External amenity is also an important factor for business site selection. The importance of providing aesthetically pleasing and amenity

rich environments is now generally recognised as being as important a factor for industrial areas as it is for other commercial and residential areas.

Certain types of industries will also have requirements for access to a range of other services for business which could include banks, freight providers and universities, while other industries may be requiring availability of amenities for their workforce such as day-care, gymnasiums and food premises.

Some industries requiring larger footprints, others decreasing

Automation, growth of high intensity warehousing and intrinsic integration of Information and communication technologies (ICT) has seen the land requirements of the freight and logistics sector increase as warehouses become larger in both footprint and height and a growing need for truck space. The requirements of modern logistics companies reflect the requirements of other industries as supply chain logistics becomes one of the most critical aspects of modern business.

Converse to the growing land area for logistics, some manufacturing is requiring smaller areas. Declining employment in this sector does not translate to reduced efficiency or production. The sector is becoming more efficient, making

more, employing less and often requiring less floor space.

New manufacturing technologies will see some large-scale manufacturers achieve greater scales and efficiencies, often associated with large and specific lot requirements. However, new manufacturing technologies will also enable some manufacturers to reduce their space requirements, relative to traditional factories as production becomes cleaner, more automated and with value being produced through R&D, design and services.

Combined office function and need for flexibility

Many industries are combining their manufacturing or warehousing operations with larger office areas. This incorporation of a larger office component is seen to meet various administrative and quality assurance requirements, which can be part of operational consolidations aimed at improving efficiencies. While unplanned incorporation of stand-alone offices in industrial areas may begin to erode the function of the precinct, many businesses see high quality office and showroom space as an important part of contemporary industry. Innovative building design that allows for a variety of uses ('flex-space') can allow buildings and precincts to adapt to industry changes over time.

Critical mass / clustering

The basis behind many successful enterprise areas is the agglomeration of related businesses. While the term ‘related’ can refer to industries with similar workforce or infrastructure requirements, ‘related’ businesses are increasingly being seen as those that can work together in a way that results in mutually beneficial outcomes.

As such, this factor has strong connections with collaboration. Through collaboration, a precinct made up of seemingly unrelated businesses can become a highly inter-related group of enterprises with unique market position.

Collaboration

Of all best practice elements, the ability to facilitate and foster a collaborative culture for a precinct appears as being the most critical.

This is sometimes discussed as the incidental and informal collaboration that occurs through the happenchance meeting of individuals or firms. More often, effective collaboration is an intentional activity that is cultivated through effective precinct management, governance structures, or more broad forms of collaboration which can include ongoing partnerships between government, industry and education providers.

This critical element, often missing from existing industrial areas, will likely require active management and establishment of appropriate governance structures. However, much of the intangible elements relating to collaboration are likely to be led by the non-government sector.

The ability for clustering of business/ industry is largely market driven, supporting the development of stronger local supply chains a characteristic that underpins key industry sectors including manufacturing and construction.

ICT infrastructure

ICT are becoming increasingly important for all businesses, with industrial businesses being no exception. Value in many industries is being created through intangible processes that are based on high levels of connectivity. Excellent ICT infrastructure is critical for new precincts to be competitive in the contemporary market.

Any industrial or enterprise area requires appropriate infrastructure to meet its needs. Large scale industries will usually require direct access to major transport corridors and high capacity utility supply, while smaller service or wholesale industries may have lighter utility demands and be close to a local customer base.

While the specifics of infrastructure provision may vary for different scales of industry or precinct, the provision of high-quality ICT infrastructure is a common requirement for all successful precincts.

Appendix 2 – Key stakeholders

State Government

- Victorian Planning Authority
- Department of Environment, Land, Water and Planning
- Department of Jobs, Precincts and Regions (formerly DEDJTR)
 - Regional Development Victoria
- Department of Transport
- Coliban Water
- Sustainability Victoria
- Environmental Protection Authority

Businesses and Industry Groups

- Bendigo Manufacturing Group
- Be.Bendigo
- Australian Industry Group
- Freight and logistics companies
- Construction companies
- Manufacturing companies
- Warehousing companies
- Any other businesses with an interest in industrial land

Other external stakeholders

- Landowners
- Municipalities from the Loddon Campaspe region
- Regional Partnerships
- Real estate agents
- Developers
- Engineering and planning consultants
- Community members

The City's internal stakeholders

- Councillors
- CEO
- Director Strategy and Growth
- Manager Regional Sustainable Development
- Manager Statutory Planning and staff
- Manager Finance and staff
- Manager Governance and staff
- Manager Communications and staff
- Manager Resource Recovery and Education and staff
- Manager Engineering and staff
- Coordinator Growth and Liveability
- ESD Officer
- Coordinator Innovation and Transformation

Appendix 3 – Stakeholder engagement summary

Business and Industry Forum

Visioning

When participants were asked what their 20 year vision was around industry in Greater Bendigo they indicated that it should be:

- Vibrant, expanding and diverse: It will include a mix of business types and sizes with complementary industries co-located within high-profile industrial estates and business parks fostering synergies between key businesses. There will be a focus on logistics, manufacturing, agriculture and emerging industries.
- Sustainable: Supporting a range of environmentally sustainable practices and initiatives, such as renewable energy production, best practice water and waste management and solar panels on warehouse rooftops.
- A good neighbour: Well integrated with residential areas, involving well-designed buffers where required.
- Integrated with training and education: Bendigo industry will be partnering with the education sector to provide employment pathways.

- Leveraged off agricultural opportunities: It may involve links with fresh produce, food production and horticultural sectors in surrounding regions, along with distribution of goods.
- Innovative and creative: Supporting new technologies and creative businesses, including both ‘local makers’ and innovative industries from further afield and the international market. Some areas may be highly automated with 24-hour operations and driverless vehicles.
- Connected and accessible: Featuring well-planned connections for freight transport, including heavy high-speed rail connections, easy truck access, interchange hubs, links with seaboard distribution and direct connections to the international freight centre. Industrial areas will also be well connected to nearby accommodation for key workers, providing a range of transport options.

Status Quo Perceptions

Participants were asked to identify what is and isn’t currently working in terms of industrial land. The following issues and considerations were identified:

- Land supply: Lack of available land (across a range of lot sizes) is currently restricting potential industrial development. Land affordability should also be considered, within the context of population growth and housing demand in the region.
- Workforce retention and job pathways: Attracting and retaining a skilled workforce will be a critical factor for the future of industrial development in Bendigo. The City could support partnerships between industry and the education sector to provide job pathways. Diverse housing choice along with high-quality infrastructure and community services may help to attract a localised workforce.
- Road capacity and traffic management: Arterial roads and key connections should have the capacity for increased industrial traffic, without impacting local road networks.
- Amenity impacts: Buffers are required between residential and industrial areas, particularly for heavy industry. New residential development should also consider potential impacts on existing industrial areas and activities. Areas such as Marong and Ravenswood may offer appropriate locations.
- Different locations for different industries: Different industries can be clustered in complementary ways, to foster growth and contain potential amenity impacts.

- **Responsive and flexible framework:** Develop an agile planning framework, which can respond to challenges as they arise and provide flexibility.
- **Engagement with the community:** Increase the capacity of the local community (and landowners) to understand the need for new industrial areas and the potential benefits for the wider community. Bring the community along from the beginning, through ongoing engagement activities and communication. Ensure a collaborative approach to decision-making, including relevant landowners and industry stakeholders.
- **Centralisation versus decentralisation:** State Government policy regarding centralisation / decentralisation can impact strategic planning and associated opportunities.
- **Anchor tenants and developers:** Proactively engage with anchor tenants and suitable developers in the design and planning of new areas.
- **Intergovernmental collaboration:** Work closely with other government departments to consider strategic directions for future growth in housing, roads, infrastructure and community services.

Locational Attributes

Participants were asked to identify key principles that should inform location planning for new industrial and commercial areas. The following principles were identified:

- **Avoid land-use conflicts:** Avoid potential conflicts with adjacent residential areas and potential new residential growth, while avoiding impacts on local traffic networks.
- **Accessible:** Prioritise areas with direct access to major rail, road and airport connections, appropriate for 24-hour industrial traffic. Also consider connections that link industrial areas.
- **Regional lens:** Work collaboratively with adjacent municipalities to plan strategically for industrial and residential growth. Respond to regional needs and gaps in the market.
- **Diverse lot sizes:** Ensure an adequate mix of lot sizes are available while maintaining flexibility around subdivision and lot layout.
- **On-site electricity generation:** Choose sites that may be suitable for developing on-site electricity production, supported by appropriate infrastructure.
- **Appropriate topography:** Flat areas are ideal but avoid flood plains and areas at risk of bushfires.

- **Adequate infrastructure:** Choose areas with adequate water, power, waste and NBN infrastructure, with capacity for heavy industry (including adequate water pressure).
- **Close to housing and services:** Prioritise areas that can provide housing and services in nearby areas for key workers, including public transport connections.
- **Recreational facilities:** Incorporate new or existing recreational facilities or open space, which could serve as potential 'buffer' areas.
- **Affordable:** Ensure affordable land prices in new industrial areas by avoiding residential growth corridors. Avoid a land-owner monopoly, which could inflate land prices.
- **Cluster complimentary industries:** Create precincts of complementary and similar industries. Leverage agricultural industries in surrounding regions through well located secondary industries, such as food production, distribution and related service sectors.

Further details on these sessions is documented in the Industrial Land Development Forums Engagement Report (January 2019) prepared by Capire.

Government Stakeholder Forum

Visioning

When participants were asked what their 20 year vision was around industry in Greater Bendigo they indicated that it should be:

- **Diverse:** A mix of small, medium and large businesses, supporting a range of industries including manufacturing, agriculture, food production and service sectors.
 - **A hub for the region:** Providing a logistical hub and job opportunities for surrounding regional and rural areas, working in collaboration with adjacent municipalities.
 - **Innovative and high-tech:** Embracing a 'smart city' approach to digital technologies and high-tech systems. Foster connections with STEAM sectors (science, technology, engineering, art and mathematics), including research and design approach.
 - **Future-proofed and adaptive:** Informed by international trends and emerging industries, with the flexibility to respond to changing industrial markets. Supported by forward-thinking planning frameworks, which ensure a reliable supply of appropriately zoned land that supports changing industry over time.
 - **Sustainable:** Featuring renewable energy systems and sustainable waste management. Supports green, clean industries.
- **Well connected:** Prioritised and direct access to heavy rail, road and airport links. Satellite industrial areas linked via dedicated networks.
 - **Collaborative:** Involving collaborations between industries, the education sector and the City. Leverages supply chain opportunities, with infrastructure to support sharing of resources, such as a cold storage hub.
 - **Integrated:** Well-planned around residential areas to reduce land-use conflicts, while providing housing and services close to industrial workplaces.
 - **Well governed:** Quick decision-making and approval processes are in place, along with support from the City regarding business development and links to skills and training.

Status Quo Perceptions

Participants were asked to identify what is and isn't currently working in terms of industrial land. The following issues and considerations were identified:

- **Land supply:** Lack of available land (across a range of lot sizes) is currently restricting potential industrial development. Land affordability should also be considered, within the context of population growth and housing demand in the region.
- **Workforce retention and job pathways:** Attracting and retaining a skilled workforce will be a critical factor for the future of industrial development in Bendigo. The City could support partnerships between industry and the education sector to provide job pathways. Diverse housing choice along with high-quality infrastructure and community services may help to attract a localised workforce.
- **Road capacity and traffic management:** Arterial roads and key connections should have the capacity for increased industrial traffic, without impacting local road networks.
- **Consider amenity impacts:** Buffers may be required between residential and industrial areas, particularly for heavy industry. New residential development should also consider potential impacts on existing industrial areas and activities. Areas such as Marong and Ravenswood may offer appropriate locations.
- **Different locations for different industries:** Different industries can be clustered in complementary ways, to foster growth and contain potential amenity impacts.
- **Responsive and flexible framework:** Develop an agile planning framework, which can respond to challenges as they arise and provide flexibility.
- **Engagement with the community:** Increase the capacity of the local community (and

- landowners) to understand the need for new industrial areas and the potential benefits for the wider community. Bring the community along from the beginning, through ongoing engagement activities and communication. Ensure a collaborative approach to decision-making, including relevant landowners and industry stakeholders.
- Centralisation versus decentralisation: State Government policy regarding centralisation / decentralisation can impact strategic planning and associated opportunities.
 - Anchor tenants and developers: Proactively engage with anchor tenants and suitable developers in the design and planning of new areas.
 - Intergovernmental collaboration: Work closely with other government departments to consider strategic directions for future growth in housing, roads, infrastructure and community services.

Locational Attributes

Participants were asked to identify key principles that should inform location planning for new industrial and commercial areas. The following principles were identified:

- Regional connections: Consider critical connections with other regional cities, Sydney, Tullamarine and Bendigo airports, the Port of Melbourne, heavy rail connections and major road networks. Ensure transport routes bypass Bendigo and other townships. Consider 'travel time' to key destinations.
- Infrastructure capacity: Consider existing internet, water, gas, electricity and waste infrastructure capacity.
- Environmental considerations: Consider topography, cultural heritage, contamination, existing vegetation bushfire risks and other potential environmental constraints. Flat areas are ideal and can achieve cost savings for new developments.
- Consolidated sites: Larger sites can facilitate integrated planning, support co-location of complementary businesses, entice more services and attract government funding.
- Proximity to key worker housing and community facilitates: Affordable housing and services should be located nearby, with accessible transport links including public transport. If carefully planned, new 'employment' precincts could involve an integrated approach to planning residential, commercial and industrial development.
- Appropriate buffers: Existing recreational areas and public open space could serve as buffers.

- Existing industry and disused sites: Develop existing industrial areas where possible, incorporating disused or underutilised sites.
- Diverse development opportunities: Plan for diverse choice in lot size and price, while ensuring affordable options that support economic growth.

Further details on these sessions is documented in the Industrial Land Development Forums Engagement Report (January 2019) prepared by Capire.

Appendix 4 – Key state planning policy objectives and strategies

This section has been included as an appendix to assist the overall readability of this report.

List of State planning policy provisions that have been considered

The following subclauses of the PPF have been considered:

- Clause 11.01-1S (Settlement)
- Clause 11.01-1S (Settlement – Loddon Mallee South)
- Clause 11.02-1S (Supply of urban land)
- Clause 11.03-2S (Growth areas)
- Clause 12.01-1S (Protection of biodiversity)
- Clause 12.01-2S (Native vegetation management)
- Clause 12.03-1S (River corridors, waterways...)
- Clause 12.05-1S (Environmentally sensitive areas)
- Clause 12.05-2S (Landscapes)
- Clause 13.02-1S (Bushfire planning)
- Clause 13.03-1S (Floodplain management)
- Clause 13.04-1S (Contaminated and potentially contaminated land)
- Clause 13.05-1S (Noise abatement)
- Clause 13.06-1S (Air quality management)
- Clause 13.07-1S (Land use compatibility)
- Clause 14.01-2S (Sustainable agricultural land use)
- Clause 15.01-1S (Urban design)
- Clause 15.02-1S (Energy and resource efficiency)
- Clause 15.03-2S (Aboriginal cultural heritage)
- Clause 17.01-1S (Diversified economy)
- Clause 17.01-1R (Diversified economy – Loddon Mallee South)
- Clause 17.01-2S (Innovation and research)
- Clause 17.03-1S (Industrial land supply)
- Clause 17.03-2S (Industrial development siting)
- Clause 17.03-3S (State significant industrial land)
- Clause 18.01-1S (Land use and transport planning)
- Clause 18.04-1S (Planning for airports and airfields)
- Clause 18.04-1R (Bendigo Airport – Loddon Mallee South)
- Clause 18.05-1S (Freight links)
- Clause 18.05-1R (Freight links – Loddon Mallee South)
- Clause 19.01-1S (Energy supply)
- Clause 19.01-2S (Renewable energy)
- Clause 19.01-2S (Renewable energy – Loddon Mallee South)
- Clause 19.03-1S (Development and infrastructure contributions plans)
- Clause 19.03-2S (Infrastructure design and provision)
- Clause 19.03-3S (Integrated water management)
- Clause 19.03-3R (Integrated water management - Loddon Mallee South)
- Clause 19.03-4S (Telecommunications)

Summary of relevant State planning objectives and strategies

Clause 11.01-1S (Settlement)

Objective:

To promote the sustainable growth and development of Victoria and deliver choice and opportunity for all Victorians through a network of settlements.

Strategies:

Providing for appropriately located supplies of residential, commercial, and industrial land across a region, sufficient to meet community needs in accordance with the relevant regional growth plan.

Clause 11.01-1S (Settlement – Loddon Mallee South)

Strategies:

Support Bendigo as the regional city and the major population and economic growth hub for the region, offering a range of employment and services.

Manage and support growth in Castlemaine, Gisborne, Kyneton and Maryborough as employment and service hubs that reinforce the network of communities in the region.

Support sustainable growth and expansion in Inglewood, Bridgewater, Marong and Harcourt to capitalise on their proximity to Bendigo.

Facilitate increased commercial and residential densities, mixed use development and revitalisation projects for underutilised sites and land in Bendigo.

Maintain non-urban breaks between settlements.

Clause 11.02-1S (Supply of urban land)

Objective:

To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.

Strategies:

Monitor development trends and land supply and demand for housing and industry.

Maintain access to productive natural resources and an adequate supply of well-located land for energy generation, infrastructure and industry.

Clause 11.03-2S (Growth areas)

Objective:

To locate urban growth close to transport corridors and services and provide efficient and effective infrastructure to create sustainability benefits while protecting primary production, major sources of raw materials and valued environmental areas.

Strategies:

Provide for significant amounts of local employment opportunities and in some areas, provide large scale industrial or other more regional employment generators.

Clause 12.01-1S (Protection of biodiversity)

Objective:

To assist the protection and conservation of Victoria's biodiversity.

Clause 12.01-2S (Native vegetation management)

Objective:

To ensure that there is no net loss to biodiversity as a result of the removal, destruction or lopping of native vegetation.

Strategies:

Ensure decisions that involve, or will lead to, the removal, destruction or lopping of native vegetation, apply the three-step approach in accordance with the Guidelines for the removal, destruction or lopping of native vegetation (Department of Environment, Land, Water and Planning, 2017):

Avoid the removal, destruction or lopping of native vegetation.

Minimise impacts from the removal, destruction or lopping of native vegetation that cannot be avoided.

Provide an offset to compensate for the biodiversity impact from the removal, destruction or lopping of native vegetation.

Clause 12.03-1S (River corridors, waterways...)

Objective:

To protect and enhance river corridors, waterways, lakes and wetlands.

Strategies:

Ensure development responds to and respects the significant environmental, conservation, cultural, aesthetic, open space, recreation and tourism assets of water bodies and wetlands.

Ensure development is sensitively designed and sited to maintain and enhance environmental assets, significant views and landscapes along river corridors and waterways and adjacent to lakes and wetlands.

Clause 12.05-1S (Environmentally sensitive areas)

Objective:

To protect and conserve environmentally sensitive areas.

Clause 12.05-2S (Landscapes)

Objective:

To protect and enhance significant landscapes and open spaces that contribute to character, identity and sustainable environments.

Strategies:

Ensure development does not detract from the natural qualities of significant landscape areas.

Improve the landscape qualities, open space linkages and environmental performance in significant landscapes and open spaces, including green wedges, conservation areas and non-urban areas.

Clause 13.03-1S (Floodplain management)

Strategies:

Locate use and development that involve the storage or disposal of environmentally hazardous industrial and agricultural chemicals or wastes and other dangerous goods (including intensive animal industries and sewage treatment plants) outside floodplains unless site design and management is such that potential contact between such substances and floodwaters is prevented, without affecting the flood carrying and flood storage functions of the floodplain.

Clause 13.02-1S (Bushfire planning)

Objective:

To strengthen the resilience of settlements and communities to bushfire through risk-based planning that prioritises the protection of human life.

Clause 13.04-1S (Contaminated and potentially contaminated land)

Objective:

To ensure that potentially contaminated land is suitable for its intended future use and development, and that contaminated land is used safely.

Strategies:

Require applicants to provide adequate information on the potential for contamination to have adverse effects on future land use if the subject land is known to have been used for industry, mining or the storage of chemicals, gas, wastes or liquid fuel.

Facilitate the remediation of contaminated land, particularly on sites in developed areas with potential for residential development

Clause 13.05-1S (Noise abatement)

Objective:

To assist the control of noise effects on sensitive land uses.

Strategies:

Ensure that development is not prejudiced and community amenity is not reduced by noise emissions, using a range of building design, urban design and land use separation techniques as appropriate to the land use functions and character of the area.

Clause 13.06-1S (Air quality management)

Objective:

To assist the protection and improvement of air quality.

Strategies:

Ensure, wherever possible, that there is suitable separation between land uses that reduce air amenity and sensitive land uses.

Clause 13.07-1S (Land use compatibility)

Objective:

To safeguard community amenity while facilitating appropriate commercial, industrial or other uses with potential off-site effects.

Strategies:

Ensure the compatibility of a use or development as appropriate to the land use functions and character of the area by:

Directing land uses to appropriate locations.

Using a range of building design, urban design, operational and land use separation measures

Clause 14.01-2S (Sustainable agricultural land use)

Objective:

To encourage sustainable agricultural land use.

Strategies:

Encourage diversification and value-adding of agriculture through effective agricultural production and processing, rural industry and farm-related retailing.

Clause 15.01-1S (Urban design)**Objective:**

To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity.

Strategies:

Ensure that development, including signs, minimises detrimental impacts on amenity, on the natural and built environment and on the safety and efficiency of roads.

Ensure that development, including signs, minimises detrimental impacts on amenity, on the natural and built environment and on the safety and efficiency of roads.

Clause 15.02-1S (Energy and resource efficiency)**Objective:**

To encourage land use and development that is energy and resource efficient, supports a cooler environment and minimises greenhouse gas emissions.

Strategies:

Improve the energy, water and waste performance of buildings and subdivisions through environmentally sustainable development.

Improve efficiency in energy use through greater use of renewable energy technologies and other energy efficiency upgrades.

Clause 15.03-2S (Aboriginal cultural heritage)**Objective:**

To ensure the protection and conservation of places of Aboriginal cultural heritage significance.

Clause 17.01-1S (Diversified economy)**Objective:**

To strengthen and diversify the economy.

Strategies:

Protect and strengthen existing and planned employment areas and plan for new employment areas.

Facilitate regional, cross-border and inter-regional relationships to harness emerging economic opportunities.

Facilitate growth in a range of employment sectors, including health, education, retail, tourism, knowledge industries and professional and technical services based on the emerging and existing strengths of each region.

Improve access to jobs closer to where people live.

Support rural economies to grow and diversify.

Clause 17.01-1R (Diversified economy – Loddon Mallee South)**Strategies:**

Support the ongoing role and contribution of the region's small towns, settlements and non-urban areas through investment and diversification of their economies.

Support and develop emerging and potential growth sectors such as tourism, renewable energy, resource recovery and other green industries.

Facilitate new manufacturing and food processing industries that build on supply chains and take advantage of well-located and affordable land.

Facilitate access to natural resources where appropriate, including sand and stone, minerals, timber and renewable energy potential.

Clause 17.01-2S (Innovation and research)

Objective:

To create opportunities for innovation and the knowledge economy within existing and emerging industries, research and education.

Strategies:

Encourage the expansion and development of logistics and communications infrastructure.

Support the development of business clusters.

Support the development of enterprise precincts that build the critical mass of employment in an area, leverage the area's public and private sector economic competitive strengths and assets, and cater to a diversity of employment types and scales.

Promote an accessible, well-connected, high-amenity and collaborative physical environment that is conducive to innovation and to creative activities.

Encourage the provision of infrastructure that helps people to be innovative and creative, learn new skills and start new businesses in locations identified to accommodate employment and economic growth.

Support well-located, appropriate and low-cost premises for not-for-profit or start-up enterprises.

Clause 17.03-1S (Industrial land supply)

Objective:

To ensure availability of land for industry.

Strategies:

Provide an adequate supply of industrial land in appropriate locations including sufficient stocks of large sites for strategic investment.

Identify land for industrial development in urban growth areas where:

Good access for employees, freight and road transport is available.

Appropriate buffer areas can be provided between the proposed industrial land and nearby sensitive land uses.

Protect and carefully plan existing industrial areas to, where possible, facilitate further industrial development.

Avoid approving non-industrial land uses that will prejudice the availability of land in identified industrial areas for future industrial use.

Clause 17.03-2S (Industrial development siting)

Objective:

To facilitate the sustainable development and operation of industry.

Strategies:

Ensure that industrial activities requiring substantial threshold distances are located in the core of industrial areas.

Encourage activities with minimal threshold requirements to locate towards the perimeter of the industrial area.

Minimise inter-industry conflict and encourage like industries to locate within the same area.

Protect industrial activity in industrial zones from the encroachment of commercial, residential and other sensitive uses that would adversely affect industry viability.

Encourage industrial uses that meet appropriate standards of safety and amenity to locate within activity centres.

Provide adequate separation and buffer areas between sensitive uses and offensive or dangerous industries and quarries to ensure that residents are not affected by adverse environmental effects, nuisance or exposure to hazards.

Encourage manufacturing and storage industries that generate significant volumes of freight to locate close to air, rail and road freight terminals.

Clause 17.03-3S (State significant industrial land)

Objective:

To protect industrial land of state significance.

Strategies:

Ensure sufficient availability of strategically located land for major industrial development, particularly for industries and storage facilities that require significant threshold distances from sensitive or incompatible uses.

Protect heavy industrial areas from inappropriate development and maintain adequate buffer distances from sensitive or incompatible uses.

Clause 18.01-1S (Land use and transport planning)

Objective:

To create a safe and sustainable transport system by integrating land use and transport.

Strategies:

Plan urban development to make jobs and services more accessible by:

...

Requiring integrated transport plans to be prepared for all new major residential, commercial and industrial developments.

Focussing major government and private sector investments in regional cities and centres on major transport corridors, particularly railway lines, in order to maximise the access and mobility of communities.

Integrate public transport services and infrastructure into new development.

Clause 18.04-1S (Planning for airports and airfields)

Objective:

To strengthen the role of Victoria's airports and airfields within the state's economic and transport infrastructure, facilitate their siting and expansion and protect their ongoing operation.

Strategies:

Protect airports from incompatible land uses.

Ensure that in the planning of airports, land use decisions are integrated, appropriate land use buffers are in place and provision is made for associated businesses that service airports.

Ensure the planning of airports identifies and encourages activities that complement the role of the airport and enables the operator to effectively develop the airport to be efficient and functional and contribute to the aviation needs of the state.

Clause 18.04-1R (Bendigo Airport – Loddon Mallee South)

Strategies:

Support upgrades at Bendigo Airport that improve access and infrastructure for emergency services.

Clause 18.05-1S (Freight links)

Objective:

To develop the key Transport Gateways and freight links and maintain Victoria's position as the nation's premier logistics centre.

Strategies:

Support the development of freight and logistics precincts in strategic locations along key regional freight corridors.

Link areas of production and manufacturing to export markets.

Improve freight efficiency and increase capacity of Transport Gateways while protecting urban amenity.

Minimise negative impacts of freight movements on urban amenity.

Clause 18.05-1R (Freight links – Loddon Mallee South)

Strategies:

Explore opportunities to develop freight-related activities in Marong and Maryborough.

Clause 19.01-1S (Energy supply)

Objective:

To facilitate appropriate development of energy supply infrastructure.

Strategies:

Support transition to a low-carbon economy with renewable energy and greenhouse emission reductions including geothermal, clean coal processing and carbon capture and storage.

Facilitate local energy generation to help diversify the local economy and improve sustainability outcomes.

Clause 19.01-2S (Renewable energy)**Objective:**

To promote the provision of renewable energy in a manner that ensures appropriate siting and design considerations are met.

Strategies:

Facilitate renewable energy development in appropriate locations.

Clause 19.01-2S (Renewable energy – Loddon Mallee South)**Strategies:**

Support and facilitate development in renewable energy, waste to energy, carbon sequestration and other new energy opportunities.

Clause 19.03-1S (Development and infrastructure contributions plans)**Objective:**

To facilitate the timely provision of planned infrastructure to communities through the preparation and implementation of development contributions plans and infrastructure contributions plans.

Strategies:

Prepare development contributions plans and infrastructure contributions plans, under the Planning and Environment Act 1987, to manage contributions towards infrastructure.

Collect development contributions on the basis of approved development and infrastructure contributions plans.

Clause 19.03-2S (Infrastructure design and provision)**Objective:**

To provide timely, efficient and cost-effective development infrastructure that meets the needs of the community.

Strategies:

Provide an integrated approach to the planning and engineering design of new subdivision and development.

Clause 19.03-3S (Integrated water management)**Objective:**

To sustainably manage water supply, water resources, wastewater, drainage and stormwater through an integrated water management approach.

Strategies:

Plan and coordinate integrated water management, bringing together stormwater, wastewater, drainage, water supply, water treatment and re-use, to:

Take into account the catchment context.

Protect downstream environments, waterways and bays.

Manage and use potable water efficiently.

Reduce pressure on Victoria's drinking water supplies.

Minimise drainage, water or wastewater infrastructure and operational costs.

Minimise flood risks.

Provide urban environments that are more resilient to the effects of climate change.

Clause 19.03-3R (Integrated water management - Loddon Mallee South)

Strategies:

Support ongoing investment in water infrastructure and management of water resources to enhance security and efficiency of water supply to irrigators, farms and urban areas.

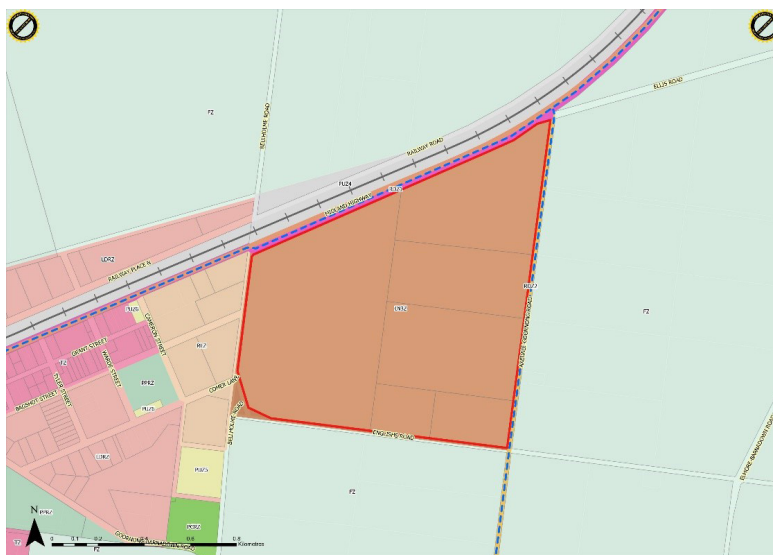
Appendix 5 - Precinct recommendations



Appendix 5 – Precinct recommendations

Precinct 1 – Goornong

Location	Situated to the east of the Goornong town centre and is roughly 30km north-east from Central Bendigo
Size	125.6ha
Zone	Industrial 3
Overlays	None



Discussion

The Goornong precinct is currently the only industrial land to the north of Central Bendigo which is located outside of the urban growth boundary. The *Greater Bendigo Planning Scheme* promotes the precinct for the location of rural based industries (see discussion in Chapter 4 above).

The precinct's sites are large and are located on flat land with access to almost all relevant infrastructure, excluding sewerage. The precinct is located to provide easy access for B-double transportation. There are existing dwellings located in the Rural Living Zone adjacent the western edge of the precinct which limits heavier industrial uses in the western portion of the precinct.

The current expectation is for the continued incremental development of the northern properties, with hay and straw harvesting to continue on the larger lots to the south.

Farming Zone to the east and south indicates that the precinct could be expanded if required in the longer term.

Recommendation

Retain as is with continued policy support of the precinct as a location for rural industries.

Precinct 2 – Huntly (Bendigo Livestock Exchange)

Location	1.6km to the west of the Huntly corridor and 9.1 km to the north of the Bendigo City Centre.
Size	48.8ha
Zone	Industrial 1
Overlays	<ul style="list-style-type: none"> BMO – Bushfire management overlay LSIO1 – Land subject to inundation overlay – schedule 1
Constraints	<ul style="list-style-type: none"> North-west and north-east corners of site are subject to cultural heritage sensitivity Some potential contamination



Discussion

The precinct comprises one property which is around 25% developed as the Bendigo Livestock Exchange. The balance of the precinct is largely underutilised with the exception of an established solar facility covering an area of around 1ha.

The precinct is not within proximity to any residential or sensitive uses and offers all the other critical infrastructure services and transportation links making it a good candidate for industrial intensification, notwithstanding the north east and western corners of the site are subject to flooding, cultural heritage, and bushfire risk.

The precinct is adjoined on all sides by cleared land located in the Farming Zone which provides longer term opportunity to consider expansion of the precinct if the existing supply becomes exhausted. The land to the east and south is owned by Coliban Water and subject to further engagement with the landowner parts of those sites may be usable.

Growling Grass Frog as a key constraint that may prohibit this. Undertake further analysis.

Recommendation

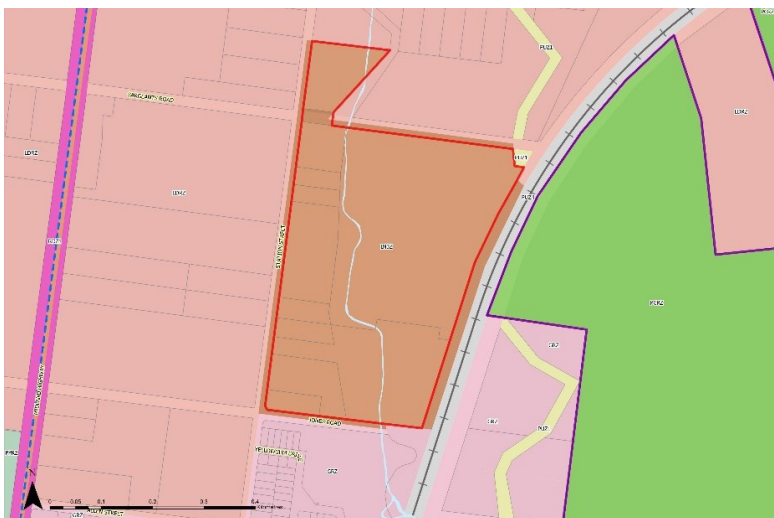
Retain as is until Council has undertaken further strategic work on the future of the precinct.

As an interim measure, investigate the potential to better utilise vacant land at the livestock exchange for industry.

Engage with Coliban Water regarding the longer-term potential to expand the precinct if required.

Precinct 3 – Epsom North

Location	Located between Epsom and Huntly and within 450m to the east of the Huntly corridor, 9km north-east of Central Bendigo.
Size	22ha
Zone	Industrial 3
Overlays	<ul style="list-style-type: none"> • BMO – Bushfire management overlay • ESO1 – Environmental significance overlay – schedule 1 • LSI01 – Land subject to inundation overlay – schedule 1 • LSI02 – Land subject to inundation overlay – schedule 2 • Cultural heritage covers most of the land
Constraints	<ul style="list-style-type: none"> • Back creek runs through the middle of the site from the north to the south • Cultural heritage covers most of the land, with only the north-east corner and a smaller region in the south-west not affected. • Vegetation coverage of approximately 20%



Discussion

While the precinct caters for water, sewerage and electricity needs, transportation access is less sufficient with limiting B-double access to the precinct.

Slowly transitioning from rural to urban, the peri-urban character of this precinct presents examples of stark, unattractive, and low quality industrial built form outcomes lacking landscape response and urban design consideration. Only one quarter to one third of the precinct appears to be developed. The presence of certain industrial land uses, such as outdoor scrap vehicle storage, do not assist this aesthetic, acknowledging that such uses may be less noteworthy in a more established and built-up industrial precinct.

Railway abuts the precinct with station access just over 2km to the south. The site is within close proximity to residential and sensitive uses. The site also has environmental constraints including cultural heritage sensitivity, flooding and bushfire. Caution and care must be provided for drainage and discharge in regard to Black Creek which runs through the middle of the precinct.

The General Residential Zone (GRZ) is encroaching on the south and south-east sides of the precinct and the north and west Low Density Residential Zone land may over time intensify to GRZ. Council's pending Settlement Strategy (proposed to commence in 2020-21) is expected to form clearer recommendations on the role of the area including residential.

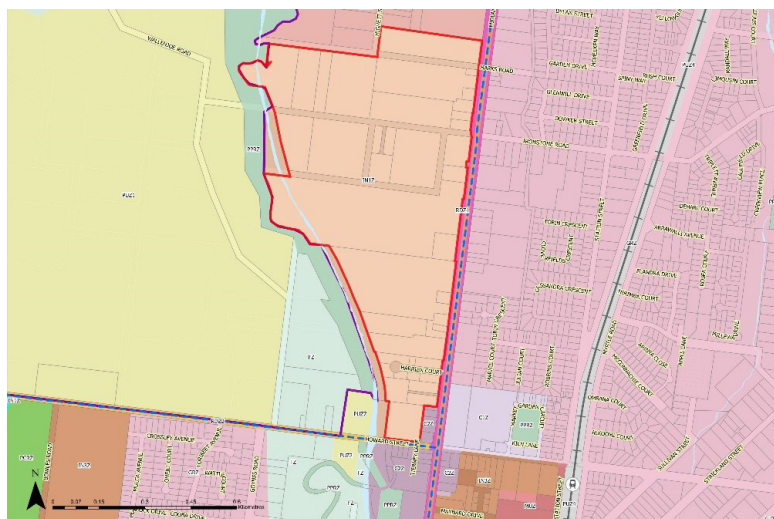
Recommendation

Retain as is at this stage but reconsider the long-term role of the precinct together with setting a clearer vision for the broader area through the Settlement Strategy.

Given the relatively low rate of development and residential encroachment, consider whether discretionary non-industrial uses could be directed to this precinct.

Precinct 4 – Epsom

Location	Situated within the Epsom town centre fronting the Midlands Highway to the east and 7.5km north of the Bendigo City Centre
Size	54.1ha
Zone	Industrial 1
Overlays	<ul style="list-style-type: none"> • ESO1 – Environmental significance overlay – schedule 1 • LSIO1 – Land subject to inundation overlay – schedule 1 • LSIO2 – Land subject to inundation overlay – schedule 2 • SBO2 – Special building overlay – schedule 2 • VPO1 – Vegetation protection overlay – schedule 1
Constraints	<ul style="list-style-type: none"> • Cultural heritage sensitivity to part of the site • Proximity of residential development



Discussion

Infrastructure and services are readily available to the precinct. However, residential and sensitive uses encroach on the precinct from the east and south which limits its use to light industrial as demonstrated by recent developments in Harrier Court. Conversely, the precinct is abutted to the west by an extensive water treatment plant which provides a suitable buffer for heavier industrial uses.

Transportation and access is provided to sufficiently cater for B-doubles although the position of the precinct to the north of Central Bendigo presents challenges to operators with respect to travel time as well as corresponding challenges to the urban environment in terms of truck movement through Central Bendigo.

Flooding presents a constraint along parts of the land due to Bendigo Creek which runs along its western boundary, as does vegetation protection, environmental significance, and cultural heritage.

Given its exposure and long interface to the Midland Highway, commercial use may present a better-suited long-term use for the eastern portion of the precinct adjacent to the highway as is demonstrated by the strip of C2Z land to the south of the precinct and supported by Clause 21.07-10.

Some land use anomalies are present within the precinct including a Camping and caravan park and several dwellings which appear to be present along Ironstone Road.

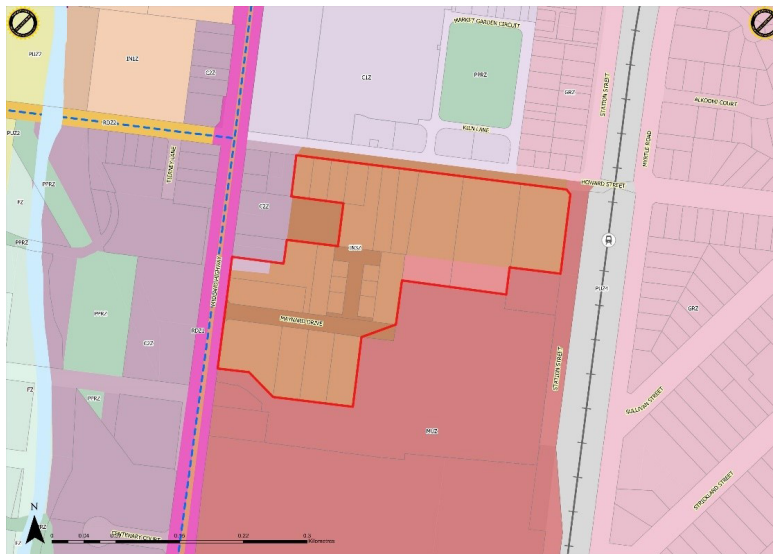
Recommendation

Retain as is but support rezoning to C2Z within approximately 40 metres of the precinct’s immediate interface with the Midland Highway (consistent with 175 to 189 Midland Highway, Epsom at the south of the precinct).

This will need to be considered in line with any future buffer requirements for the Coliban Water Wastewater treatment plant.

Precinct 5 – Epsom South

Location	Precinct 7 is situated within Epsom town centre fronting the Midlands Highway to the west and Howard street to the north. Site is 6.3km to the north-east of the Bendigo City Centre
Size	5.8ha
Zone	Industrial 3
Overlays	<ul style="list-style-type: none"> LSIO1 – Land subject to inundation overlay – schedule 1 SBO2 – Special building overlay – schedule
Constraints	<ul style="list-style-type: none"> Cultural heritage sensitivity Proximity of residential development



Discussion

The precinct is adjacent the Epsom Activity Centre and is within walking distance of a railway station which points to the precinct playing a more integral role in Bendigo’s urban future.

While not included inside the precinct due to not being zoned Industrial, Bendigo Pottery sits adjacent the precinct and as a longstanding industrial use can be conceived of as forming part of the precinct. This presents an opportunity to foster an ‘artisan’ and or ‘makers’ precinct. Encroachment of residential development from the south in the adjacent Mixed Use Zone is acknowledged.

Most of this precinct is already developed to its full potential and it is expected that the last remaining holdings will be developed in time. While comparatively small, this precinct is understood to operate well with a mixture of light industrial uses.

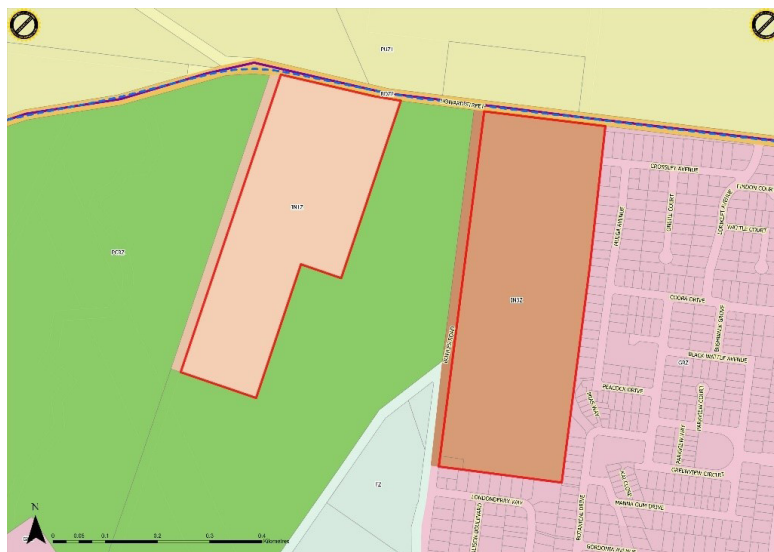
The precinct has all the necessary infrastructure services suitable for industrial uses with the exception of NBN which is being planned. Transportation infrastructure is available and caters for B-double sufficiently.

Recommendation

Progressively integrate this area into the Epsom Activity Centre and review zoning over time.

Precinct 6 – Epsom South-West

Location	Precinct comprises two lots (east and west) situated to the west of the Epsom town centre, 5.8km north of the Bendigo City Centre
Size	16.3ha and 12.2ha
Zone	Industrial 1 and Industrial 3 respectively
Overlays	<ul style="list-style-type: none"> BMO – Bushfire management overlay LSIO1 – Land subject to inundation overlay – schedule 1
Constraints	<ul style="list-style-type: none"> Cultural heritage sensitivity Adjacent to residential development Estimated vegetation coverage of 70% on site Mine shaft



Discussion

The eastern portion of the precinct has the necessary infrastructure services in place for industrial use. The site is largely vacant and approximately one third cleared of vegetation. A dwelling is located in the north-east corner.

Cultural sensitivity controls affect the north-western corner of the site and there is also an incline towards the south-western corner of the site which would impact land use.

This site is within proximity to the Coliban Water treatment plant. Given this and its adjacency to residential land, Industrial 3 Zone is the most appropriate zone at this point which would allow for some light industry or warehouse/storage type uses.

The western portion of the precinct is developed in the centre of the site while the land to the north and south of this development is currently underutilised where heavy vegetation coverage and bushfire risk restricts use. Cultural heritage sensitivity controls also affect the majority of the northern part of the site.

The site consists of hills and mounds requiring levelling depending on future land use and the site is subject to flooding on the eastern boundary. Minor infrastructure improvements to the site are necessary to cater to most industrial land uses including water access and telecommunications however the site is proximate to existing services.

Transportation and access is available to both sites although the route runs along the boundary of residential areas which raises noise, traffic, and infrastructure concerns for increasing B-double movement along this route.

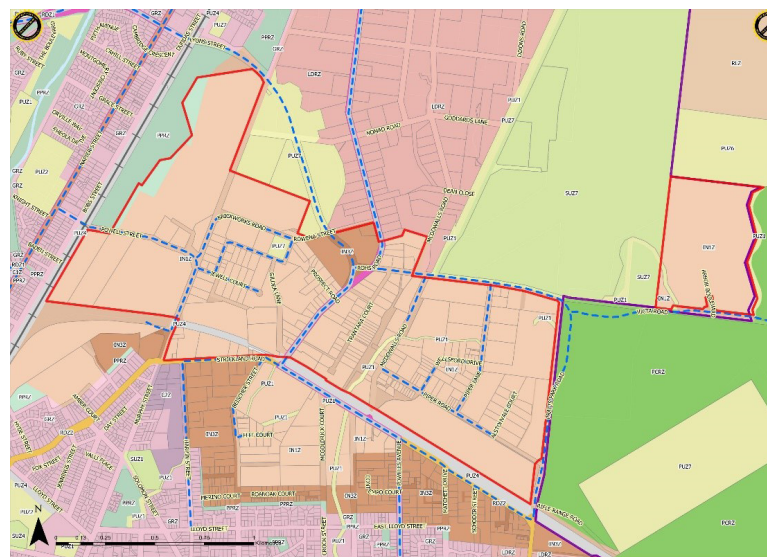
Recommendation

Support the development of the IN1Z (western) part of the precinct adopting a ‘no net loss’ approach to vegetation removal via offsets.

Investigate how the IN3Z (eastern) part of the precinct can be better utilised, acknowledging that rezoning options are limited given its proximity to the water treatment plant.

Precinct 7 – Bendigo East

Location	In Bendigo East and within 2-3km north-east of Bendigo CBD
Size	304.5ha
Zone	251.85ha Industrial 1 and 52.65ha Industrial 3
Overlays	<ul style="list-style-type: none"> • AEO2 – Airport environs overlay • BMO – Bushfire management overlay • DDO1 – Design and development overlay – schedule 1 • DDO16 – Design and development overlay – schedule 16 • DDO17 – Design and development overlay – schedule 17 • DDO18 – Design and development overlay – schedule 18 • ESO1 – Environmental significance overlay – schedule 1 • HO710 – Heritage overlay (HO710) • HO890 – Heritage overlay (HO890) • HO891 – Heritage overlay (HO891) • LSIO1 – Land subject to inundation overlay – schedule 1 • LSIO2 – Land subject to inundation overlay – schedule 2 • VPO2 – Vegetation Protection Overlay – schedule 2
Constraints	<ul style="list-style-type: none"> • Estimated vegetation coverage of 15% on site • Proximity to residential development along the northern and western boundaries • Within the Airport OLS between 230m and 255m



Discussion

The *Greater Bendigo Planning Scheme* identifies the East Bendigo Industrial Precinct as the preferred location for industrial investment, marketing and industrial expansion for Bendigo.

While there is some underutilised and or vacant land in the precinct, construction is ongoing with some properties currently undergoing development. Earthworks are required in some areas due to topographical constraints.

All the necessary infrastructure services are provided across the majority of the site. NBN is primarily available with the balance of the precinct expected to be operational by late 2019-20.

Transportation access is provided across the entire site, with the added benefit of being within proximity to the Bendigo Airport. This also provides potential for a business park at the airport.

Residential uses are located in proximity to most of the precinct's boundaries with the exception of the eastern interface with conservation land. While the precinct is large enough to remain unaffected by these uses at its core, these interfaces limit its peripheral properties to lighter industrial uses. Properties towards the north and eastern boundaries of the precinct are better suited to heavier industrial uses.

Flooding risk is however apparent in the central areas of the site which must also be taken into consideration. Bushfire risk is only apparent along the eastern boundary of the site where light industrial use is recommended. Lake Weeroona is also located within 250m south-west of the precinct and industrial uses within proximity to the lake must not adversely affect this natural environment.

Significant strategic work has been undertaken for the precinct, namely the East Bendigo Local Structure Plan 2006 (Amended 2013) which includes buffer analysis and buffer distance allocation including the following recommendation:

There is a need to identify a "core" within the study area where industries which require significant buffer threshold distances to sensitive land uses are to locate. If a "core" area is clearly defined it would be possible to avoid the potential for inter industry conflict and conflict with sensitive uses. (Page 69, EBLSP).

...

It is imperative that no more ad hoc residential rezonings occur within the study area until a clear strategic framework which guides the location of future industrial development within the study area is developed.

Further work is currently being undertaken by the City into the Obstacle Limitation Surface (OLS) for the airport and any future construction or development must continue to safeguard the Airport operations.

Recommendation

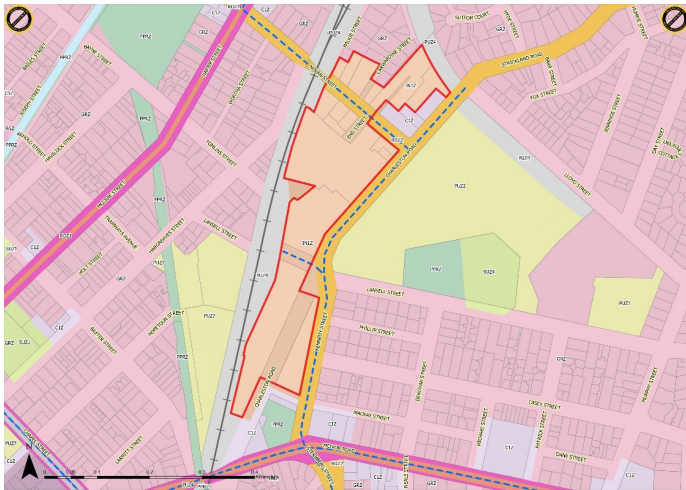
Prepare an update to the 2009 precinct plan for East Bendigo in the short term to provide greater direction for its future development.

Consider implementation of planning controls to create a 'core' industrial precinct.

Support establishment of a business park at Bendigo Airport.

Precinct 8 – Charleston Road

Location	In Bendigo East and within 1.2km north-east of Bendigo CBD
Size	6.7ha
Zone	Industrial 1
Overlays	<ul style="list-style-type: none"> • DDO26 – Design and development overlay – schedule 26 • HO14 – Heritage overlay (HO14) • HO107 – Heritage overlay (HO107)
Constraints	<ul style="list-style-type: none"> • Within Airport OLS to 255m



Discussion

This precinct is uniquely located in close proximity (approximately 500m) from Central Bendigo with proximate residential uses. It also includes a visually striking heritage building (known as the Tomlins & Simmie Flour Mill) which is located in the Heritage Overlay (HO107).

The southern portion of the precinct contains a number of restricted retail uses which are typically better suited to commercial or lower order industrial zoning. Notwithstanding, these current uses pose less of a risk to adjacent residential uses than heavier industries that the IN1Z typically provides for.

The central part of the precinct comprises two major anchor tenants including a carpet manufacturer, being a land use which requires a buffer distance of 300m under Clause 53.10.

A number of attributes including the precinct's central location and proximity to existing residential and educational uses means that the IN1Z is not the most appropriate zone for this precinct. Longer term rezoning to a Commercial 3 Zone, with the ability to restrict dwelling and residential building uses while allowing for a greater range of commercial and office uses as well as improved design outcomes, is likely to provide a more suitable alternative.

Any rezoning would need to be considered at a precinct level and not at an individual site level.

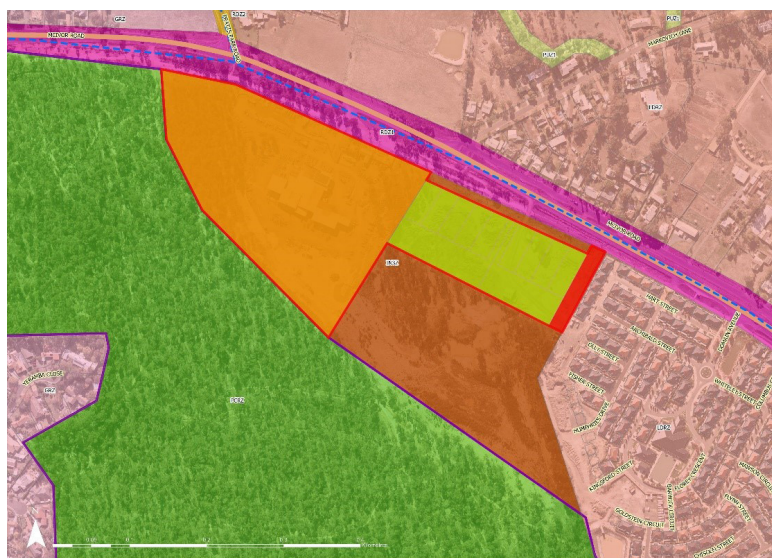
Any redevelopment or subdivision proposal should take particular care to respond to and celebrate the precinct's identified heritage values.

Recommendation

- Undertake further engagement with land owners in this precinct.
- Discourage industrial intensification or subdivision for industrial purposes.
- Prepare a masterplan for the precinct subject to landowner support.

Precinct 9 – Junortoun

Location	South-east of Bendigo Airport and within 3km east of the Bendigo City Centre
Size	8.8ha
Zone	Industrial 3
Overlays	<ul style="list-style-type: none"> • AEO2 – Airport environs overlay • BMO – Bushfire management overlay • DDO1 – Design and development overlay – schedule 1 • DDO17 – Design and development overlay – schedule 17
Constraints	<ul style="list-style-type: none"> • Proximity of residential development • Estimated vegetation coverage of 20% on site • Airport OLS restricting height to 255m



Discussion

Junortoun is a relatively small precinct which is fragmented from the much larger Bendigo East industrial precinct to the north.

There are dwellings located to the north, separated from the precinct by McIvor Highway, and a retirement village immediately east of the precinct which limits potential to accommodate industrial uses with adverse amenity potential. Bushfire risk is apparent along the south to west of the site.

All necessary infrastructure services are within proximity and available for industrial uses. Transportation connections are available and cater for B-double. While some truck movements occur from the east along McIvor Highway and northern Victoria via the Midland Highway the location of the precinct can result in some truck movements through central Bendigo which is to be discouraged.

The precinct is held in three lots with one of these developed and operational (however there is the potential to utilise these lots more efficiently) and the others vacant.

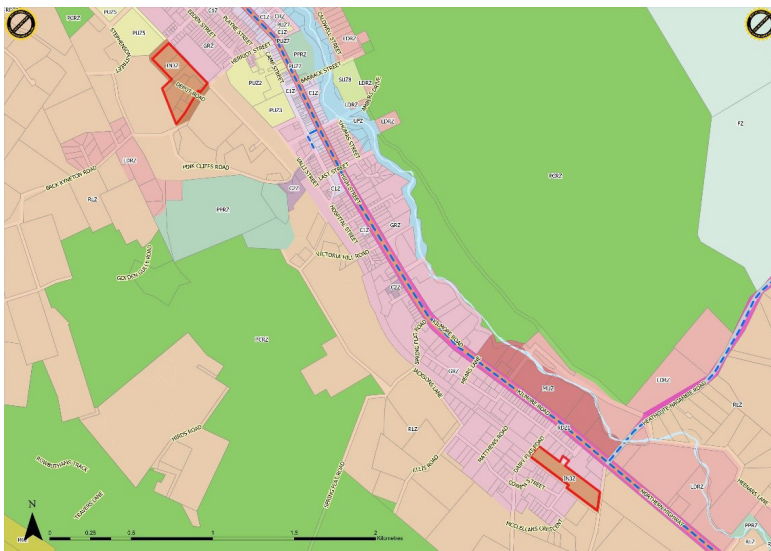
Suitable development may include factoryettes, warehouses or similar light industrial uses.

Recommendation

Include as part of the precinct plan for East Bendigo in the short term to provide greater direction for the future development of this precinct.

Precinct 10 – Heathcote

Location	Precinct is split into two sites: 'Heathcote' and 'Argyle' close to the corresponding respective town centres. Heathcote is within 42km east, and Argyle is within 45km east, of Central Bendigo.
Size	11.7ha
Zone	Industrial 3
Overlays	<ul style="list-style-type: none"> BMO – Bushfire management overlay DDO26 – Design and development overlay – schedule 26 ESO3 – Environmental significance overlay – schedule 3
Constraints	<ul style="list-style-type: none"> Cultural heritage sensitivity



Discussion

This precinct includes some underutilised and or vacant sites. Sites are cleared and available for industrial use with no vegetation removal necessary but some landscaping required. The majority of larger occupied sites appear to be underutilised.

Most of the necessary industrial infrastructure services are available with sewerage lacking at the Argyle site. B-double routes do not directly connect to the sites but are located within 500m north-east of Heathcote and 180m north of Argyle, however, main roads do connect to either site.

Residential proximity and sensitive uses surrounds the majority of the sites and limits heavy industrial use.

Cultural heritage sensitivity control exists on a third of the Heathcote site and majority of Argyle site. The south of the Heathcote site is also subject to bushfire risk. Topographical change also presents a development constraint.

Due to location and smaller size of land, this precinct would suit smaller and lighter industrial uses that are not reliant on larger scale transportation needs.

The recent roll out of natural gas may generate additional demand for industrial land.

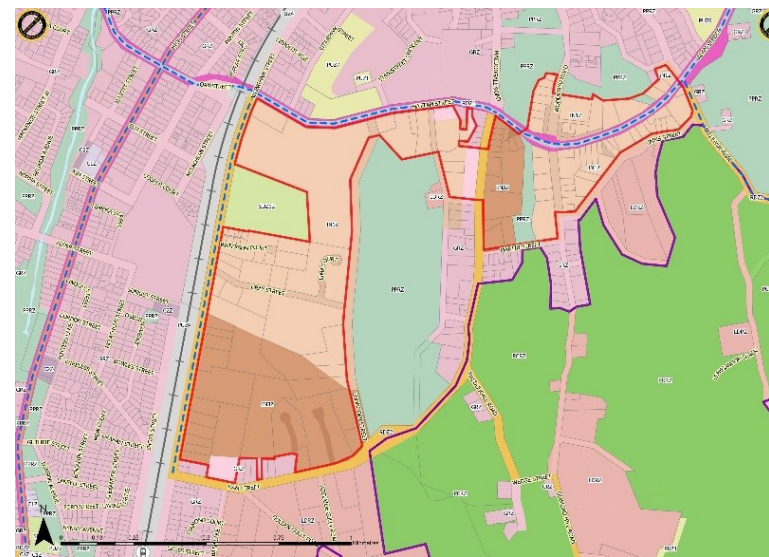
The Heathcote Township Plan is recommending an extension of the west of the Depot Road industrial area on land that was previously (in part) the former municipal landfill.

Recommendation

Provide for Heathcote's future industrial land needs as part of the Heathcote Township Plan currently being prepared by Council.

Precinct 11 – Golden Square

Location	Precinct located 2.7km south-west from the Bendigo City Centre
Size	72.5ha
Zone	46.4ha Industrial 1 and 26.1ha Industrial 3
Overlays	<ul style="list-style-type: none"> • BMO – Bushfire management overlay • BMO1 – Bushfire management overlay – schedule 1 • BMO2 – Bushfire management overlay – schedule 2 • ESO1 – Environmental significance overlay – schedule 1 • ESO2 – Environmental significance overlay – schedule 2 • HO428 – Heritage overlay (HO428) • LSI01 – Land subject to inundation overlay – schedule 1 • VPO2 – Vegetation protection overlay – schedule 2
Constraints	<ul style="list-style-type: none"> • Proximity of residential development • Cultural heritage sensitivity • Mine shafts • Bendigo Terminal Station



Discussion

The precinct is irregular, sprawling, and somewhat amorphous in its extent. A central Public Park and Recreation Zone (PPRZ) parcel can be seen to split the precinct generally into an eastern and western portion. The precinct is otherwise generally surrounded by residential land.

Acknowledging that the north western corner of the site has clusters of mine shafts possibly impeding development, almost half of the precinct can be better utilised. The south and western regions are generally developed but are not utilised to their full potential.

Transportation access and B-double infrastructure is adequate for any type of industrial land use. Cultural sensitivity and bushfire risk affect a large part of the precinct.

The western boundary of the precinct is clearly defined by the railway (PUZ4) with the northern edge of the western portion defined by Hattam Street (RDZ1) and the eastern edge defined by the PPRZ.

The southern edge of the western portion would be more clearly defined by Ham Street (RDZ2), however, 11 properties located in the General Residential Zone (GRZ) form the precinct's south-western boundary. The largest of these properties are part located in the IN3Z and part in the GRZ. Transition of all 11 properties to industrial use is supported. Residential intensification of these lots should be discouraged.

The eastern portion of the precinct is separated from the western portion by a strip of GRZ land and a row of dwellings along MacDougall Road which interface with IN1Z land. This presents a major land use anomaly inclusive of 60 Hattam Street which comprises a large warehouse structure located in the IN3Z with a car park of approximately 0.25Ha located in the GRZ. Rezoning of this car park to an industrial zone is supported.

Likewise, in the north east of the precinct, 5 Godfrey Street is a single GRZ property which appears to be used as part of the neighbouring IN1Z property. Rezoning of this property to an industrial zone is supported.

Several other lots are located within two zones (IN1Z and GRZ) which is not commensurate with best practice. Three of these lots contain dwellings fronting MacDougall Road (east) with industrial businesses (including panel beating) located to the rear (west).

Application of the GRZ to the entirety of those lots would result in many of the existing uses becoming prohibited notwithstanding the establishment of existing use rights.

While the Mixed Use Zone may help to mediate a more acceptable land use outcome in parts of the precinct, a decision needs to be made regarding what should be the dominant land use and therefore zoning (i.e. residential or industrial).

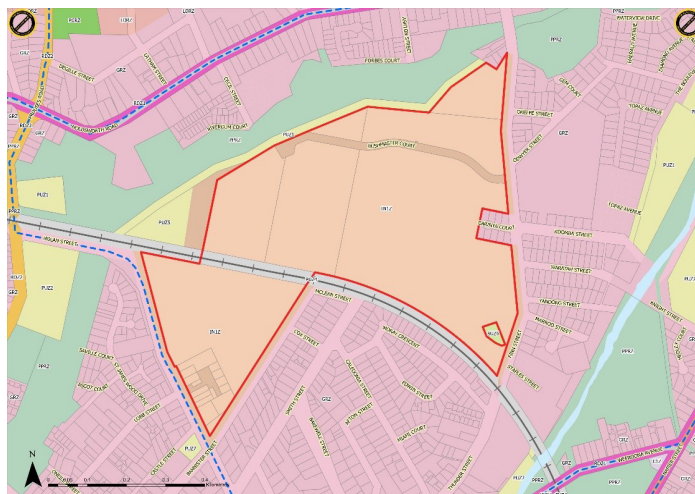
Council is currently preparing a framework plan for Golden Square and its recommended that a detailed review of land use be undertaken concurrently.

Recommendation

- Undertake a review of land use as part of preparation of a framework plan for Golden Square.
- Support the rezoning of the entirety of 60 Hattam Street, and 5 Godfrey Street to an industrial zone consistent with the recommendations of the Golden Square Framework Plan,
- Support the rezoning of all 11 GRZ properties in the south-west of the precinct to industrial 3 zone.
- Support the rezoning of the residential properties on the western side of MacDougall Road (74-104 MacDougall Road) and southern side of Hattam Street (66-72 Hattam Street) to Industrial 3 Zone.
- Discourage residential intensification of properties within and immediately adjacent to the precinct.
- Investigate the rezoning of 92 MacDougall Road to PCRZ consistent with its use as part of the Bendigo Regional Park
- Further strategic work to determine how to manage other residential industry interface issues

Precinct 12 – Bendigo North

Location	This precinct is situated 500m north of Lake Weeroona and 2km north of the Bendigo City Centre
Size	42.2ha
Zone	Industrial 1
Overlays	<ul style="list-style-type: none"> HO880 – Heritage overlay (HO880)
Constraints	<ul style="list-style-type: none"> Proximity of residential development and other sensitive uses Estimated vegetation coverage of 25% on site Cultural heritage



Discussion

The majority of this precinct is developed including two major anchor tenants.

Vegetation coverage affects the vacant land in this precinct. Cultural sensitivity covers one quarter of the site along the northern boundary.

All necessary industrial infrastructure services are available within the precinct. Transportation and B-double access is also readily available within the precinct although trucks are routed through Central Bendigo which is discouraged.

Some larger sites in the precinct appear to be underutilised and may benefit from subdivision into smaller lots.

Residential and sensitive uses are within close proximity to the site and present major limitations to the type of industrial use possible on the land.

Carinya Court, a residential cul-de-sac adjacent the eastern precinct boundary, and recently constructed dwellings adjacent the north-east corner of the precinct provide an example of this. Residential intensification in these areas should be discouraged.

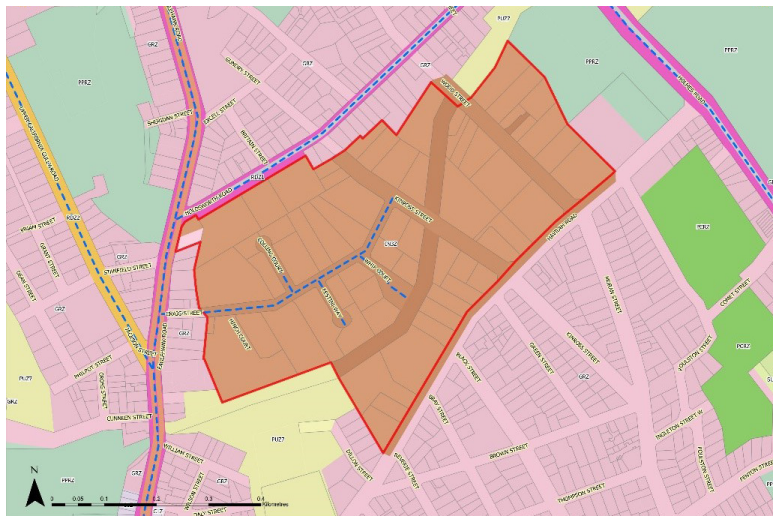
In the longer term, the central location of the precinct together with its surrounding residential land point to the precinct being suitable for repurposing to non-industrial uses subject to detailed review. However, so long as the precinct remains viable, including in particular through the presence of key anchor tenants, the continued operation of this precinct is supported.

Recommendation

- Discourage residential intensification of properties directly interfacing with the Industrial 1 zone.
- In the longer term investigate potential zoning changes and planning controls to reduce land use conflicts.

Precinct 13 – Long Gully

Location	2.5km north-west from the Bendigo City Centre
Size	25.4 ha Industrial 3 Zone
Zone	Industrial 3
Overlays	<ul style="list-style-type: none"> • BMO – Bushfire management overlay • BMO1 – Bushfire management overlay – schedule 1 • ESO1 – Environmental significance overlay – schedule 1 • LSI01 – Land subject to inundation overlay – schedule 1 • SMO – Salinity management overlay
Constraints	<ul style="list-style-type: none"> • Proximity to residential and sensitive uses • Cultural heritage



Discussion

All necessary industrial land use infrastructure exists within the precinct. Transportation and B-double access is also available to the precinct.

The precinct has a steady decline in elevation from west to east. Bushfire risk is posed on the south western corner of the land and flooding controls exist throughout the middle of the precinct between its north and south-west corners. Cultural sensitivity covers most of the site.

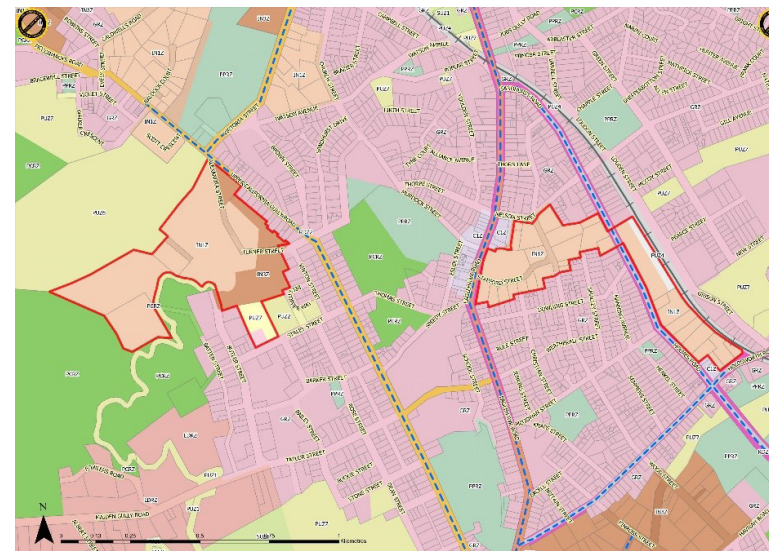
Residential uses adjoin the precinct on all sides.

Recommendation

Retain as Industrial 3 Zone.

Precinct 14 – California Gully

Location	3.1km north-west from the Bendigo City Centre. Precinct is split into two sites: east and west
Size	37ha
Zones	32.35ha Industrial 1 and 4.65ha Industrial 3
Overlays	<ul style="list-style-type: none"> • BMO – Bushfire management overlay • BMO1 – Bushfire management overlay – schedule 1 • ESO1 – Environmental significance overlay – schedule 1 • HO16 – Heritage overlay (HO16) • LSI01 – Land subject to inundation overlay – schedule 1 • LSI02 – Land subject to inundation overlay – schedule 2
Constraints	<ul style="list-style-type: none"> • General Residential Zone directly adjacent to the east while also proximate in other directions • Site has multiple degrees of variation with a mean fall of 2.21% • Cultural heritage



Discussion

Most infrastructure services for industrial use are available to both the east and west precinct. Transportation and B-double access to both precincts is available and established.

Residential and sensitive uses have entirely surrounded the eastern precinct. The southern boundary of the eastern precinct is particularly problematic given its direct interface with GRZ properties. Rezoning of the precinct over the long term to IN3Z should be considered while also recognising the ongoing importance of supporting existing businesses established in the precinct.

Similarly, residential uses have encroached on the north-east, east, and southern boundaries of the western precinct, however, the IN3Z has been implemented to soften this industrial-residential interface. The Eaglehawk Landfill provides the northern boundary to the western precinct.

Due to topographical variation consideration needs to be taken in the selection of development sites. Bushfire risk exists over the entirety of the western site, while flooding controls only affect minor boundary regions within the precincts.

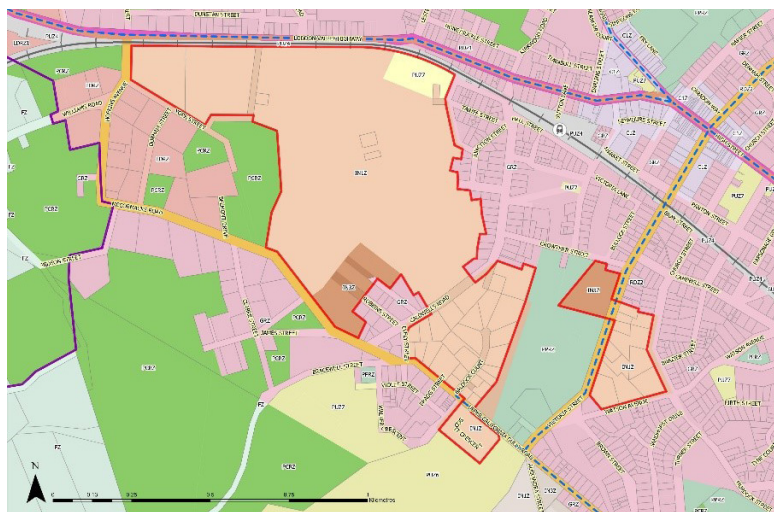
The vast majority of the western precinct may be subject to redevelopment in the future, however, mining implications would need to be taken into consideration.

Recommendation

- Residential development has entirely surrounded the eastern precinct.
- In the longer term investigate zoning changes and planning controls to reduce land use conflicts.
- Retain the existing function of the western precinct given its interface with the Eaglehawk Landfill.

Precinct 15 – Eaglehawk

Location	West of Eaglehawk centre and is within 4.5km north-west from the Bendigo CBD
Size	71.9ha
Zones	66.9ha Industrial 1 and 5ha Industrial 3
Overlays	<ul style="list-style-type: none"> • BMO – Bushfire management overlay • BMO1 – Bushfire management overlay – schedule 1 • DDO15 – Design and development overlay – schedule 15 • EAO – Environmental audit overlay • ESO1 – Environmental significance overlay – schedule 1 • HO372 – Heritage overlay (HO372) • LSI01 – Land subject to inundation overlay – schedule 1 • LSI02 – Land subject to inundation overlay – schedule 2
Constraints	<ul style="list-style-type: none"> • Proximity of residential development • Site has varying degrees of elevation with a mean fall of 2.36% • Estimated vegetation coverage of 20% on site • Cultural heritage



Discussion

Industrial use infrastructure services are all established and available to the precinct.

More than half of the precinct is a disused mine which is prone to bushfire. Uncovered or disused mining shafts also present a risk for new development.

The disused mining site in the north of precinct, understood to be owned by the State Government, is one of the biggest industrial landholdings in Greater Bendigo and has the potential to be subdivided into smaller lots or to be utilised for a major development. Of the remaining land, half of the lots are currently underutilised or underdeveloped.

Flooding only affects a single site in the north-western corner of the precinct. Cultural heritage sensitivity affects only a small portion of the north-western corner and the western boundary of the precinct.

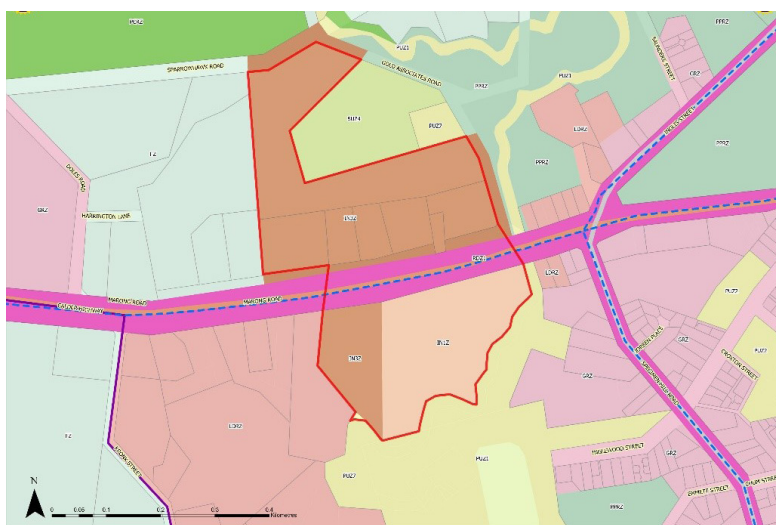
While the Eaglehawk Landfill adjoins its southern boundary, residential and sensitive uses otherwise surround the entire precinct limiting heavier use for the majority of the smaller industrial land parcels. IN1Z land interfaces with GRZ land for a length of some 600m along the eastern boundary of the precinct which should be corrected.

Recommendation

Generally retain the function of the precinct but in the longer term investigate potential zoning changes and planning controls to reduce land use conflicts.

Precinct 16 – Specimen Hill

Location	South-east of Maiden Gully, 3km west from the Bendigo City Centre
Size	17.1ha
Zones	5.15ha Industrial 1 and 11.95ha Industrial 3
Overlays	<ul style="list-style-type: none"> Proximity to residential development Site has a moderate decline to the west, with a mean fall of 2.84% Estimated vegetation coverage of 30% on site Significant site contamination
Constraints	<ul style="list-style-type: none"> The largest parcel of land within this precinct is the old Bendigo Go-Kart track, which is an EPA listed site and subject to red calcine sand contamination. This renders the site unusable. Half of the remaining lots are also being underutilised or underdeveloped. While vegetation coverage is sparse and the borders of the available site are covered in trees, the site is suitable for a major development or subdivision into smaller parcels for multiple industrial land uses.



Discussion

Almost all the necessary industrial land use services are available to this precinct with the north-western corner expected to have NBN by 2020. Drainage presents a major issue in conjunction with contaminated land surrounding and affecting the precinct.

The largest parcel of land within this precinct is the old Bendigo Go-Kart track, which is an EPA listed site and subject to red calcine sand contamination making the site unusable.

Half of the remaining lots are also underutilised or underdeveloped. While vegetation coverage is sparse, the site is suitable for a major development or subdivision into smaller parcels for multiple industrial land uses.

The precinct has a moderate elevation decline towards the west and is entirely prone to bushfire risk being surrounded by trees at all boundaries. Transportation and B-double routes are present through the centre of the precinct, although road infrastructure works are necessary to prepare the site for B-double access.

Residential properties to the east and south-west of the precinct limit uses on these edges of the precinct. Surrounding residential zoning is prohibitive to expansion of the precinct.

Recommendation

Retain as is.

Precinct 17 – Rowe Lane

Location	Site is situated to the west of Maiden Gully and is within 9.1km west of Bendigo CBD
Size	21.3ha Industrial 1 Zone
Zone	Industrial 1 Zone
Overlays	<ul style="list-style-type: none"> • BMO – Bushfire management overlay • ESO1 – Environmental significance overlay – schedule 1 • VPO2 – Vegetation protection overlay – schedule 2
Constraints	<ul style="list-style-type: none"> • Estimated vegetation coverage of 40% on site

History

The property was purchased by Council from private landowners in 1984 and subsequently rezoned to the Special Use Zone to accommodate the relocation of the Livestock Exchange from East Bendigo.

However, a preferable site for the Livestock Exchange was found and subsequently developed at Huntly (see Precinct 2) and the property remained vacant.

In the 1990s the property was rezoned to the IN1Z to facilitate the establishment of a major aluminium manufacturing plant over the whole site with the prospect of creating some 600 jobs. This project did not proceed.

In 2010 an ‘eco-industrial’ subdivision was proposed for the property in partnership with a private company. Due in large part to the global financial crisis, this sale and development did not proceed.



Discussion

An internal report has been prepared by Council to examine future ownership and use and development scenarios for the property.

While this report does not provide clear direction for the property’s future use and development, the report is clear that the land is no longer suitable for industrial use due to the following considerations:

- lack of infrastructure and associated high upfront service costs
- ecological qualities and bushfire risk, noting that the current planning and legislative framework has evolved significantly in these regards in the decades since the property was rezoned
- the location of the property in the non-urban break between the designated growth areas of Maiden Gully and the Marong Township
- the objectives of orderly and responsible planning

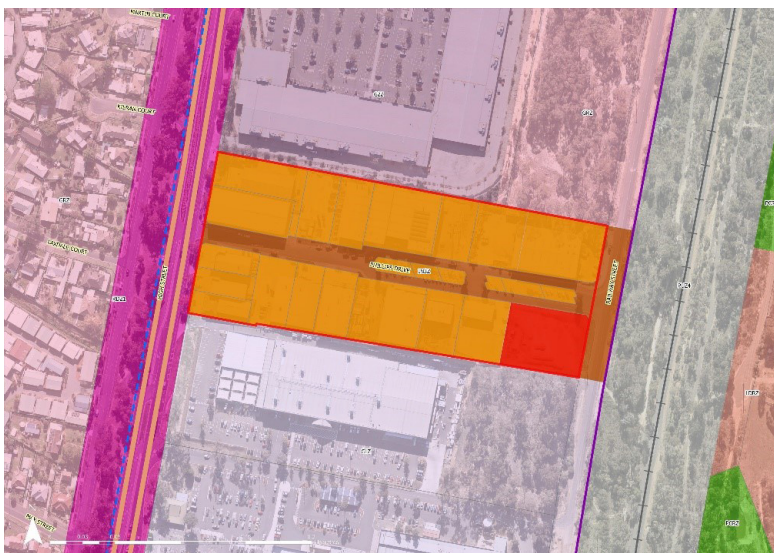
The City’s long-term planning for the land should reflect the considerations above.

Recommendation

Undertake further strategic work on the future of the precinct.

Precinct 18 – Kangaroo Flat East

Location	Situated to the west of Kangaroo Flat centre within 6.5km north-east of Bendigo CBD
Size	3.2ha
Zone	Industrial 3 Zone
Overlays	<ul style="list-style-type: none">• BMO – Bushfire management overlay
Constraints	<ul style="list-style-type: none">• Proximate to residential development



Discussion

All necessary industrial infrastructure services are available to the precinct as is B-double access. However, this precinct is relatively small and, notwithstanding a market-led planning scheme amendment request to rezone the adjacent GRZ land to Industrial (Amendment C226), cannot otherwise be easily expanded due to land to the north and south having been developed for commercial purposes, land to the west having been developed for residential purposes, and land to the east being separated from the precinct by a train corridor and zoned for low density residential purposes. The precinct is in single ownership.

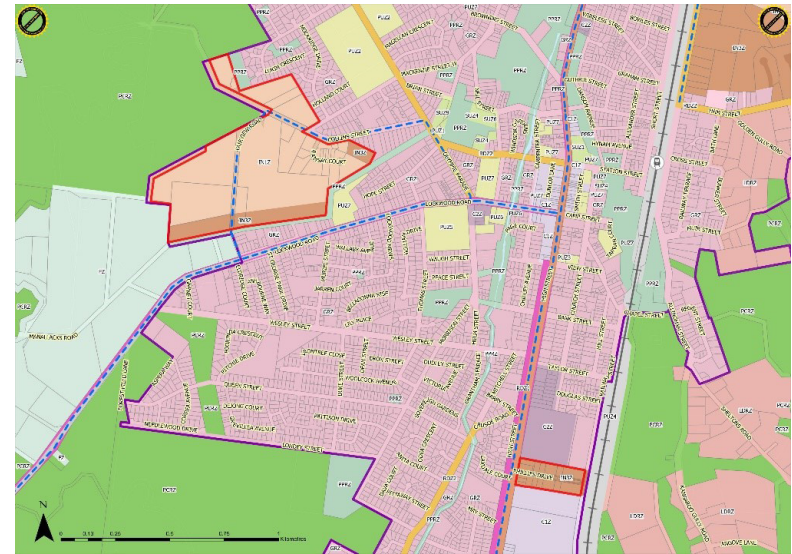
This precinct may be a suitable candidate for exclusion from the Industrial zone to facilitate commercial use and development consistent with the properties to the north and south.

Recommendation

Support market-led rezoning of the precinct from Industrial to Commercial 2 Zone.

Precinct 19 – Kangaroo Flat West

Location	Situated to the west of Kangaroo Flat centre within 5.5km north-east of Bendigo CBD
Size	37.7ha
Zones	32.2ha Industrial 1 and 5.5ha Industrial 3
Overlays	<ul style="list-style-type: none"> • BMO – Bushfire management overlay • ESO1 – Environmental significance overlay – schedule 1 • LSI01 – Land subject to inundation overlay – schedule 1 • LSI02 – Land subject to inundation overlay – schedule 2
Constraints	<ul style="list-style-type: none"> • Proximate to residential development • Site incline towards the west with a means fall of 2.4%



Discussion

The northern part of the precinct is well-established however historic land use anomalies are present in the form of IN1Z interfaces with the GRZ.

The southern part of the precinct is developing well following its recent subdivision. The IN3Z buffers the southern part of the precinct from proximate residential zones.

The precinct has a moderate incline towards the west and is prone to bushfire risk across the site and flooding along its southern boundary.

All necessary industrial infrastructure services are available to the precinct with the exception of telecommunications services along its northern and western boundaries. Transportation and B-double access is readily available to the precinct.

While outside the scope of this strategy, existing dwellings in the FZ precinct located along Lockwood Road appear to be inconsistent with the Farming Zone with respect to lot size and the number of dwellings per lot.

To the south-west of the precinct is a large FZ precinct (approximately 85ha) which appears to be approximately half cleared of vegetation.

This site has a complex planning history which is documented in various Planning Panel reports.

Amendment C60 which introduced Council's former residential strategy considered this precinct in concluding the following (emphasis added):

The Panel believes this area should be further investigated to determine the nature and extent of any interface issues and to identify any additional planning scheme responses that minimise such issues...

In doing so, the emphasis should be firmly placed on addressing interface issues, rather than providing a development opportunity for the landowners (C60 Panel report, Pg.36).

This precinct was then the subject of Amendment C116 which sought to rezone the land with a combination of industrial and residential zoning. Amendment C116 was considered and abandoned by Council in 2011, primarily on the basis of noise impacts from the existing industry on the proposed residential land and the EPA's requirements for a 500 metre buffer within the subject site which would have compromised most of the proposed residential land.

Submissions were also made in respect of this precinct to Amendment C215, being a Council-led amendment to implement the findings of the Greater Bendigo Residential Strategy (2014). The C215 Panel report concluded the following (emphasis added):

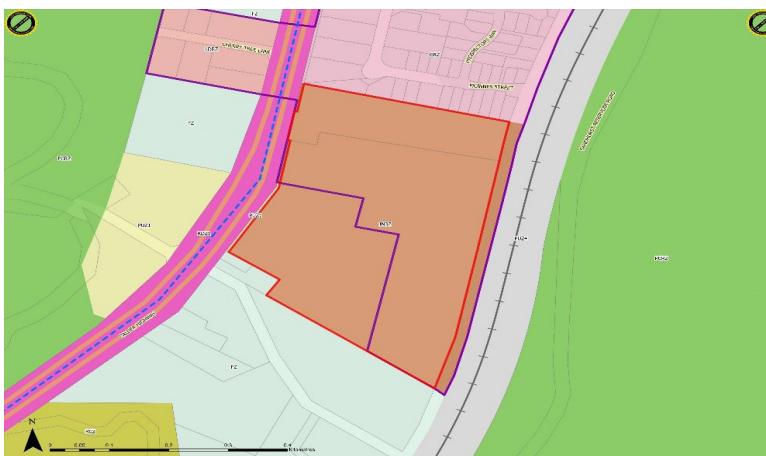
The Panel considers that, in the long term, land within **the Lockwood Road Investigation Area has a role in Bendigo's settlement** however this needs to be **considered within the constraints of the industrial use neighbouring the site** (C215 Panel Report, Pg 51-52).

Recommendation

Investigate rezoning of properties adjacent to residential zones from Industrial 1 Zone to Industrial 3 Zone in the longer term, making provision for the continued operation of established industrial uses.

Precinct 20 – Big Hill

Location	South of Big Hill and within 9km south of Bendigo Central
Size	17.8ha
Zone	Industrial 3
Overlays	<ul style="list-style-type: none"> • BMO – Bushfire management overlay • DDO19 – Design and development overlay – schedule 19 • ESO1 – Environmental significance overlay – schedule 1 • LSI01 – Land subject to inundation overlay – schedule 1
Constraints	<ul style="list-style-type: none"> • Site has a moderate incline towards the eastern boundary with a means fall of 2.33% • Proximity of residential development



Discussion

Most services to this precinct are available, with telecommunications connection being via satellite. Transportation and B-double access is possible, with road infrastructure works required for connection to the Calder Highway. The precinct site has a moderate incline in elevation towards the eastern boundary, is entirely prone to bushfire, and is subject to flooding at the south-west corner.

The northern site is currently occupied but not utilising the full potential of the land. This precinct can accommodate larger developments or multiple small industrial uses, however, residential uses have encroached on the precinct from the north limiting use in the northern part of the precinct. Conversely, to the south east of the precinct is a water treatment facility and adjacent conservation land which is conducive to heavier industry within the precinct (within the limitations of the IN3Z).

Council is aware of the intentions of some adjacent landowners to expand the precinct through the rezoning of adjoining land located in the Farming Zone. Council is not opposed to such a transition, however, this position is dependent on adoption of a ‘precinct approach’ which includes all contiguous Farming Zone properties including support from respective landowners and a detailed assessment and response to the constraints.

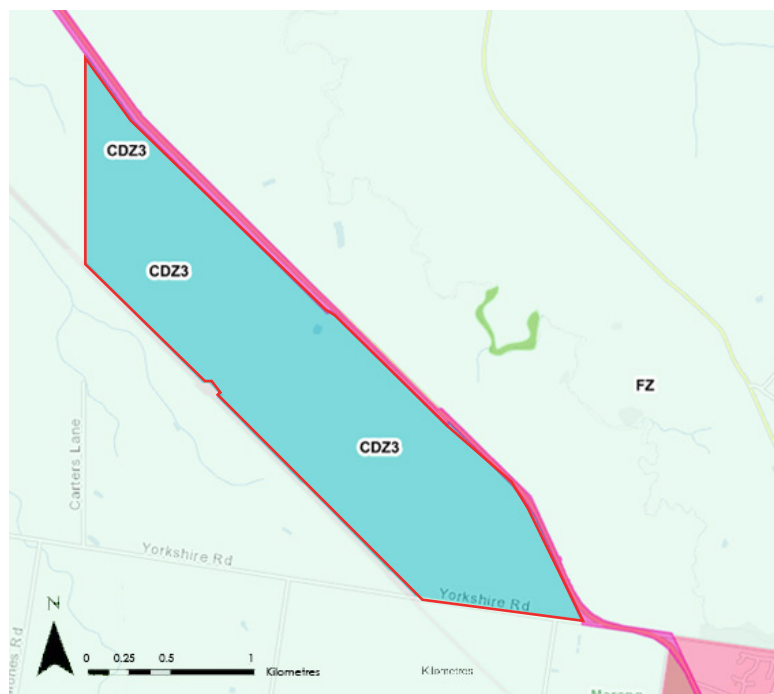
This precinct forms part of a ‘gateway’ entrance to Bendigo from Melbourne which may warrant additional consideration in the *Good Design Guide for Industry* review.

Recommendation

Retain as is for the short term but consider a market led rezoning of adjacent Farming Zone land subject to adoption of a ‘precinct approach’ which includes all contiguous Farming Zone properties and support from respective landowners (subject to a detailed assessment and response to the various constraints and limitations of the precinct).

Precinct 22 – Marong West

Location	West of the Marong town centre
Size	313ha
Zone	Comprehensive Development Zone
Overlay	<ul style="list-style-type: none"> • Development Plan Overlay • Heritage Overlay to south east corner of the site
Constraints	<ul style="list-style-type: none"> • Privately owned • Substantial infrastructure costs required to develop site



Discussion

The site is well located given its efficient connections to regional road links include the Calder Highway, its proximity to the development to the west of Bendigo, flat land parcels and availability of reticulated services. However, there would be substantial infrastructure costs associated in servicing the site to enable industrial development.

The size of the land, within one ownership, and the limited surrounding residential development means that it may be suitable for industrial development in the longer term. However, the land is currently being owned for farming and therefore this would depend on land owner intentions.

This site should not be developed until other industrial land is close to being fully developed.

Recommendation

Review land supply and long term need for the Business Park.

Review planning controls to ensure the longer-term potential of the land for industry, only when other land is developed.

