



ORDINARY COUNCIL MEETING

Tuesday 26 May 2020

6:00pm

Via Zoom:

AGENDA

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2 VIRTUAL COUNCIL MEETING PROCEDURES

Author: Manager Governance Property and Risk

Responsible Officer: Chief Executive Officer

The Officer presenting this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

SUMMARY/PURPOSE

The purpose of this report is to recommend that Council adopt the Virtual Council Meeting Procedures to assist Council with conducting Council meetings by electronic means.

LEGISLATION AND POLICY CONTEXT

Central Goldfields Shire Council's Council Plan 2017-2021 (2018 Refresh) – Our Organisation

Outcome: Central Goldfields Shire is a proactive, well governed, professional and financially sustainable organisation.

4.3 Objective: Provide leadership in governance and Council decision making.

BACKGROUND INFORMATION

The COVID-19 Omnibus (Emergency Measures) Bill 2020 (“the Bill”) passed both houses of the Victorian Parliament on 23 April 2020.

The purpose of the Bill is to temporarily change the operation of the Local Government Act 2020 in response to the COVID-19 pandemic. The Bill inserts new Part 12 into the Local Government Act 2020 to provide for temporary measures in response to the COVID-19 pandemic.

New Part 12 provides an alternative way for members of a Council or other persons to attend meetings under the Local Government Act 2020 or other Acts. By enabling meetings to be conducted by electronic means, new Part 12 ensures that Council and other meetings can still proceed and that information relating to Council and other meetings can continue to be made publicly available despite any necessary restrictive measures resulting from direction under the Public Health and Wellbeing Act 2008 relating to COVID-19.

The period these temporary measures are in place is from 1 May 2020 to 1 November 2020. The bill also states that the requirement for meetings to be open to the public is satisfied if the meeting is streamed live on the internet site of the Council, or if the meeting is recorded and uploaded to the internet site of the Council as soon as practicable after the meeting.

REPORT

To assist Council is conducting Council meetings by electronic means Virtual Council Meeting Procedures have been developed.

These Procedures detail the roles and responsibilities involved in the setup of virtual Council meetings and the processes to be followed if there are technology issues during the virtual Council meetings. These procedures ensure that the Administrators, Council staff and the community understand the processes that will be followed during virtual Council meetings, particularly if there are technology issues.

If the livestream to the public is lost, the Chair of the Administrators will adjourn the meeting for a maximum period of 30 minutes to allow for the technical issues to be resolved. Should the livestream not be able to get back up and running within 30 minutes then the meeting will end and the items will be held over until the next ordinary meeting or an additional meeting called to consider the remaining items.

If the Chair of the Administrator's visual or audio drops out then the meeting will be adjourned for a maximum of 30 minutes to allow for the technical issues to be resolved. Should the Chair of the Administrators not be able to re-join the meeting within the 30 minute adjournment period the meeting will resume under the direction of an authorised Administrator.

If one Administrator's visual or audio drops out, the meeting can continue, and the Administrator's absence will be minuted. If two Administrator's audio and/or visual drops out the quorum will be lost and the meeting must be adjourned. The meeting will be adjourned for a maximum of 30 minutes to allow for the technical issues to be resolved and a quorum to be obtained. Should a quorum not be able to be obtained within 30 minutes then the meeting will end and the items will be held over until the next ordinary meeting or additional meeting called to consider the remaining items.

Should a loss of all Administrators or attendees occur, and a quorum is not able to be regained within 30 minutes, then the meeting will lapse and be resumed within a 48 hour period.

It is recommended that additional Council meetings required due to a loss of a quorum are called via Council's Facebook page and Council's website. This is the most timely way to notify the community of a Council meeting. Where possible, a notice will also be published in the Maryborough Advertiser notifying the community of the additional Council meeting.

CONSULTATION/COMMUNICATION

External consultation has not been undertaken in relation to the development of these Procedures. The recommendations are made in accordance with the COVID-19 Omnibus (Emergency Measures) Bill 2020.

FINANCIAL & RESOURCE IMPLICATIONS

There are no financial implications in conducting Council Meetings via electronic means and livestreaming the meetings for the community.

RISK MANAGEMENT

Conducting Council Meetings via electronic means allows Councils to conduct its Council Meetings safely and in accordance with the Stage 3 Government Restrictions by preventing unnecessary travel and social interaction between staff and the Administrators. It supports the Government's social distancing measures, while allowing Council decision making to continue.

CONCLUSION

It is recommended that Council adopt the Virtual Council Meeting Procedures and allow any amendments to be made to the Procedures by Council's Manager Governance Property and Risk following the May Council Meeting if required.

ATTACHMENTS

1. Virtual Council Meeting Procedures

RECOMMENDATION

That Council:

1. *Adopt the Virtual Council Meeting Procedures;*
2. *Authorise the Manager Governance, Property and Risk to update the Virtual Council Meeting Procedures following the May Council Meeting if required; and*
3. *Authorise Administrator Karen Douglas to chair the Council Meeting if the Chair of the Administrators audio or visual is lost and cannot be regained within 30 minutes;*
4. *Call a Council Meeting via Council's Facebook page and website announcement if a meeting cannot continue due to lack of a quorum.*

Virtual Council Meeting Procedures

1 May – 1 November 2020



Council can hold Council Meetings virtually as authorised under Part 5.3 of the COVID-19 Omnibus (emergency Measures) Act 2020. This authorisation is valid from 1 May 2020 – 1 November 2020.

The Code of Meeting Procedures 2015 is still the governing rules within a formal Council Meeting. These Guidelines provide guidance on how to comply with the Code of Meeting Procedures and the Ministerial Guidelines in relation to virtual meetings.

1. Zoom

Council meetings will be held virtually using Zoom as the electronic platform. Council officers will set up the meeting and provide attendees with the login details. All attendees should be prepared to login 15 minutes prior to the official meeting start time – this allows for the Chair of the Administrators to ensure that everyone is in attendance before the meeting starts.

A Council Officer will be the “Host” of the meeting maintaining the technical operation of the meeting.

2. The Host

The Host of the Zoom meeting is responsible for ensuring the technology for the meeting is managed appropriately. They will take direction from the Chair of the Administrators.

The Host may need to cease a Zoom Meeting or the livestream should any security threat or technical interruption occur.

The Host in will not be responsible for ensuring attendees have mute turned off or on, but can place people on mute if asked to by the Chair of the Administrators.

3. Livestreaming to the Public

Council Meetings will be livestreamed to the public. This will be available through Council’s Facebook Page and connects directly with Zoom. Should the livestream drop out for any period of time then the meeting must adjourn, this will be explained below.

The Host will coordinate the livestream and alert the appropriate person if the livestream disconnects or ‘drops out’ during the meeting.

The Zoom chat function is not to be used during the meeting. Even if a chat is sent privately during a Zoom meeting, it becomes part of the recording.

4. Hearing Meetings

Attendees to hearing meetings will be placed into a waiting room. The Host will let the relevant speakers into the meeting, and remove them from the meeting, on the direction of the Chair of the Administrators.

Virtual Council Meeting Procedures

1 May – 1 November 2020



5. Attendance Requirements (Quorum)

An attendee can only be recorded as present where the attendee can confirm that they meet all three of the following:

1. They can hear proceedings;
2. They can see other members in attendance and can be seen by other members;
3. They can be heard (to speak).

To ensure that an attendee is able to be present throughout the meeting their audio and visual must be working at all times. Should this drop out at any stage then the attendee is considered to have left the meeting and it will be announced by the Chair of the Administrators to enable recording in the minutes.

6. General Attendee Conduct

All normal conduct requirements remain. Attendees should adhere to the Code of Meeting Procedure and all legislative requirements as they would in a normal meeting capacity.

In addition to these requirements, attendees should also ensure that they:

- are located in a place which is appropriate for a Council Meeting:
 - quiet and secure space where confidential discussion can take place;
 - is free from distraction and interruption;
 - the background is appropriate for public viewing (virtual backgrounds will be provided by Council)
- ensure that their internet speed is optimised – location, restricting others in the household from use etc.;
- ensure their microphone is muted when they are not speaking or intending to speak;
- follow all instruction from the Chair of the Administrators – as expected in an ordinary meeting;
- all attendees should change their screen name to reflect their name and formal title (instructions located in General Housekeeping).

7. Conflict of Interest

Should an attendee declare a conflict of interest then the Chair of the Administrators will pause to allow time for that attendee to be placed in the waiting room – a separated holding space where that attendee cannot participate in the main meeting. The Host will place that attendee in the waiting room upon the declaration. The Host will then notify the Chair of the Administrators when the meeting can resume.

The attendee will re-join the meeting at the invitation of the Chair of the Administrators at the end of the matter being heard. The meeting Host will be able to reconnect that attendee.

Virtual Council Meeting Procedures

1 May – 1 November 2020



The attendee should remain at their screen and muted ready to return to the meeting when the item has been completed.

8. Loss of Livestream to Public

Should the livestream to the public drop out due to technical issues then the Host will announce to the Chair of the Administrators.

The meeting will then be officially adjourned by the Chair of the Administrators for a maximum period of 30 minutes to resolve the technical issues. This will be minuted.

Should the livestream not be able to get back up and running within 30 minutes then the meeting will end and the items will be held over until the next ordinary meeting or an additional meeting called for that purpose.

During adjournment all attendees should remain muted whilst the livestream is attempted to be regained.

Should the livestream be regained then the Host will inform the Chair of the Administrators and then the Chair of the Administrators will restart the meeting.

9. Loss of the Chair of the Administrators Presence

Should the Chair of the Administrator's visual or audio drop out then the Host will notify attendees and the authorised Administrator will adjourn the meeting for a maximum period of 30 minutes to allow for the Chair of the Administrators to re-join the meeting.

The Host at the point of adjournment needs to cease the livestream.

Once the Chair of the Administrators has re-joined the meeting, the meeting is ready to restart. Once the livestream has restarted the Chair of the Administrators can restart the meeting.

Should the Chair of the Administrators not be able to re-join the meeting within the 30 minute adjournment period the meeting will resume under the direction of the authorised Administrator.

The authorised Administrator will indicate to the Host when the meeting will restart and the Host will begin the livestream, then the authorised Administrator will formally restart the meeting.

10. Loss of Administrator Presence

Should an Administrator's visual or audio drop out then the Chair of the Administrators will indicate that the Administrator has left the meeting and when the Administrator re-joins the meeting. This will be formally minuted.

Should two Administrators drop out at once a quorum cannot be maintained. The meeting will be adjourned by the remaining Administrator for a maximum period of 30 minutes to enable the quorum to be obtained.

Virtual Council Meeting Procedures

1 May – 1 November 2020



The Host at the point of adjournment needs to cease the livestream.

Once a quorum is obtained the Chair of the Administrators will indicate to the Host that the meeting is ready to restart. Once the livestream has restarted the Host will notify the Chair of the Administrators.

Should a quorum not be able to be obtained within 30 minutes then the meeting will end and the items will be held over until the next ordinary meeting or another meeting called for that purpose.

11. Loss of CEO or Presenting Officer

Should the CEO or a presenting officer's visual or audio drop out then it is at the discretion of the Chair of the Administrators as to whether the meeting is adjourned to allow that attendee to re-join.

Should the meeting be adjourned the same process for "Loss of Administrator presence" should be followed.

12. Loss of all attendees

Should a loss of all Administrators or attendees occur, and a quorum is not able to be regained within 30 minutes, then the meeting will be automatically adjourned. The remaining items will be held over until the next ordinary meeting or another meeting called for that purpose.

13. General Housekeeping

All attendees, the Chair of the Administrators, the CEO and Executive Team should have their video turned on.

Any other officers in attendance for an administrative reason should have their video turned off.

All attendees should have their name and formal title as their user name. This is displayed on the screen and therefore will be a part of the livestream. For example, Administrator Noel Harvey or CEO Lucy Roffey.

The following is instructions on how to do this:

1. Click Participants at the bottom of the screen (the participants' panel appears at right)
2. Move the cursor over their own name
3. Click the "More" button
4. Select "Rename"
5. Type the name
6. Click the "Rename" button

Virtual Council Meeting Procedures 1 May – 1 November 2020



Roles and Responsibilities

Time	Action	Who
Prior to the meeting	Set up the Zoom Meeting details and distribute	Governance
	All attendees to ensure that they have the meeting details and understand how to log in	All attendees
15 minutes prior to the official start time	Log into Zoom meeting to ensure that the attendee can be seen, heard and can see other attendees.	All attendees
2 minutes prior to the official start time	The Chair of the Administrators to communicate to the Host that it is 2 minutes until start time. The Host to prepare livestream. Chair requests all attendees to ensure that their microphones are muted and that they are ready for livestreaming and the meeting to begin.	Chair of the Administrators
Start of the Meeting	Chair of the Administrators to indicate to Host to begin livestream. The Host will confirm the livestream has started. Chair of the Administrators to begin the meeting as normal.	Chair of the Administrators and the Host
Opening Statement	Chair of the Administrators to read opening statement regarding what happens if technical problems cause the ceasing of the meeting (provided by Governance).	Chair of the Administrators
Proceedings	Normal proceedings as per the Agenda. Should an attendee wish to speak, or move or second a motion, they should unmute and raise their hand to indicate to the Chair of the Administrators The Chair of the Administrators will indicate when they can speak.	All attendees.
Loss of Attendee, Chair of the Administrators or Livestream	See above processes.	

Virtual Council Meeting Procedures 1 May – 1 November 2020



Confidential Items (if applicable)	<p>Chair of the Administrators to close the meeting to the public as per normal process.</p> <p>Host to cease livestream at the completion of Chair of the Administrator's closure.</p> <p>All to remain silent until the Host has confirmed the livestream has ceased.</p>	Chair of the Administrators and the Host
End of Meeting	<p>Chair of the Administrators to close the meeting as per normal process.</p> <p>Host to cease livestream at the completion of Chair of the Administrator's closure.</p> <p>All to remain silent until the Host has confirmed the livestream has ceased.</p>	Chair of the Administrators and the Host

6 CONFIRMATION OF THE MINUTES OF PREVIOUS COUNCIL MEETINGS

Author: Governance Officer

Responsible Officer: Chief Executive Officer

The Officer presenting this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

SUMMARY/PURPOSE

To present for confirmation the minutes of the Ordinary Council Meeting held on 28 April 2020.

LEGISLATION AND POLICY CONTEXT

Central Goldfields Shire Council's Council Plan 2017-2021 (2018 Refresh) – Our Organisation

Outcome: Central Goldfields Shire is proactive, well governed, professional and financially sustainable organisation.

4.3 Objective: Provide leadership in governance and Council decision making

BACKGROUND INFORMATION

The minutes of meetings remain unconfirmed until the next meeting of Council.

REPORT

Council keeps minutes of each meeting of the Council and Special Committees, and those minutes are submitted to the next appropriate meeting for confirmation.

CONSULTATION/COMMUNICATION

Once confirmed minutes become available, they will replace the unconfirmed minutes currently on the Council's website.

FINANCIAL & RESOURCE IMPLICATIONS

Costs included in the Governance and communications budgets.

RISK MANAGEMENT

This process conforms to the requirements of the Local Government Act 1989. Although the relevant section has been repealed from the Local Government Act 1989, as Council has not finalised its Governance Rules, which will detail the form and availability of meeting records. Publication of the minutes increases transparency and reduces the risk of maladministration.

CONCLUSION

The unconfirmed minutes of the Ordinary Council Meeting held on 28 April 2020 are presented for confirmation.

ATTACHMENTS

1. Unconfirmed Minutes of Ordinary Council Meeting held 28 April 2020.

RECOMMENDATION

That Council confirms the Minutes of the Ordinary Council Meeting held on 28 April 2020.



ORDINARY MEETING OF COUNCIL MINUTES

Tuesday 28 April 2020
6:00pm

Council Chamber
Room 5 Community Hub
48 Burns Street
Maryborough

MEMBERSHIP

Administrator Noel Harvey
Administrator Karen Douglas
Administrator Hugh Delahunty

To be confirmed at the Ordinary Council Meeting
scheduled for 26 May 2020

UNCONFIRMED MINUTES

1. COMMENCEMENT OF MEETING AND WELCOME

The meeting commenced at 6.00pm

The Chair, Administrator Noel Harvey read the Council Prayer and acknowledgement of country.

PRESENT

Administrator Noel Harvey
Administrator Hugh Delahunty
Administrator Karen Douglas

IN ATTENDANCE via videoconference Zoom

Chief Executive Officer, Lucy Roffey
General Manager Corporate Performance, Paul Brumby
General Manager Community Wellbeing, Martin Collins
General Manager Infrastructure Assets and Planning, Rebecca Stockfeld

2. APOLOGIES

Nil

3. LEAVE OF ABSENCE

Nil

4. DISCLOSURES OF CONFLICTS OF INTEREST

Nil

5. CONFIRMATION OF THE MINUTES OF THE PREVIOUS COUNCIL MEETING

To present for confirmation the minutes of the Ordinary Council Meeting held on 25 February 2020 and the Ordinary Council Meeting held on 24 March 2020. The 25 February 2020 minutes are being presented to Council again as an incorrect version of the minutes was presented at the March 2020 meeting.

Council Resolution

That Council confirms the Minutes of the Ordinary Council Meeting held on 25 February 2020 and the Minutes of the Ordinary Council Meeting held on 24 March 2020.

Moved Administrator Douglas
Seconded Administrator Delahunty

CARRIED

6. REPORTS FROM COMMITTEES

Nil

7. PETITIONS

Nil

8. OFFICER REPORTS

8.1 ASSEMBLIES OF COUNCILLORS

UNCONFIRMED MINUTES

The purpose of this report was to provide the record of any assembly of councillors, which has been held since the last council meeting, so that they are recorded in the minutes of the formal council meeting.

Council Resolution

That Council note the record of assemblies of councillors for the period 18 March 2020 to 20 April 2020.

Moved Administrator Delahunty
Seconded Administrator Douglas

CARRIED

8.2 PLANNING APPLICATION 120/19 – 3 LOT SUBDIVISION AT 370 BUCKNALL STREET, CARISBROOK

SUMMARY/PURPOSE

The purpose of this report is to seek a Council determination for the planning permit application for 120/19 for a 3 lot subdivision at 370 Bucknall Street Carisbrook.

Council Resolution

That Council having caused notice of Planning Application No. 120/19 to be given under Section 52 of the Planning and Environment Act 1987 and the Central Goldfields Planning Scheme and having considered all the matters generally required, determines to issue a notice of decision to issue planning permit 120/19; a 3 lot subdivision at 370 Bucknall Street, Carisbrook subject to the following conditions:

Prior to statement of compliance

1. *Prior to the issue of the statement of compliance the following plans/documents must be submitted to the Responsible Authority:*
 - a) *A land capability assessment for each proposed lot, which addresses design and maintenance for the wastewater disposal system and addresses present features and setbacks located on the site as well as sizing and location of disposal and reserve field.*

1. *Prior to the issue of the statement of compliance, each lot must be provided with a reticulated water supply in accordance with Central Highlands Water requirements for supply.*

Prior to buildings and works commencing

2. *Before buildings and works associated with the construction of each dwelling on the lot can commence an appropriate restriction must be registered on the newly created title(s) which ensures all future development on the lot(s) is restricted to the area shown as 'Building Envelopes' on the proposed plan of subdivision (Drawing Ref:PPS01) submitted to Council with the application on the 24 October 2019.*

No alteration layout

UNCONFIRMED MINUTES

3. *The development and/or use(s) permitted by this permit as shown on the endorsed plan(s) and/or described in the endorsed documents must not be altered or modified (for any reason) except with the prior written consent of the Responsible Authority.*

Construction phase

4. *All activities associated with the construction of the development permitted by this permit must be carried out to the satisfaction of the Responsible Authority and all care must be taken to minimise the effect of such activities on the amenity of the locality.*

Engineering requirements

Prior to the issue of a Statement of Compliance (or as otherwise stated) the following must be undertaken by the applicant/owner to the requirements and satisfaction of the Responsible Authority (alternative requirements may be approved, in writing, by Council's Manager Infrastructure):

Access

5. *Vehicular access to all lots must be provided from the road frontage of Bucknall Street.*
6. *Vehicular crossovers/driveways must be constructed between each of the lots and the road frontage to Bucknall Street. Any existing, or newly constructed, vehicular crossovers/driveways must be of must to an all-weather gravel rural type standard (4 metres width) from road to property line over piped culvert, if required. (Refer Infrastructure Design Manual Standard Drawing 255).*
7. *Any works to crossovers/driveways in Bucknall Street will require the owner/applicant to apply and have approved driveway crossing and/or consent for works permit/s for crossover/driveway/access works. All works constructed or carried out must be in accordance with the approved plans/permit(s).*
8. *Once constructed the crossovers/driveways/access must be thereafter maintained by the landowner to the satisfaction of the Responsible Authority.*

Drainage

9. *The owner/applicant must design and construct a drainage system to drain each lot to the legal point of discharge.*
10. *All stormwater shall be accommodated and treated within the subdivision in accordance with IDM Clause 19, including any overland stormwater flows which flow into the subdivision from external sources.*
11. *Stormwater and surface water drainage from lots and driveways shall be designed for stormwater quality and quantity to comply with the Best Practice Environmental Management Guidelines for Urban Stormwater (CSIRO) 1999 and to the satisfaction of the Responsible Authority.*

UNCONFIRMED MINUTES

12. *A legal point of stormwater discharge shall be provided for each lot, with the legal point of stormwater discharge from the subdivision to be designed and constructed to the satisfaction of the Responsible Authority.*

Landscaping:

13. *The existing native vegetation along Bucknall Street is to be protected during all works and must not be damaged or marked in any way, except with the permission of the Responsible Authority.*

Asset Protection

14. *At any time the permit holder must ensure that the operation and condition of Council assets are not damaged by the construction works.*
15. *If the Responsible Authority deems Council assets have been detrimentally affected or damaged by the development construction access, then the assets will be required to be repaired and reinstated by the permit holder to the satisfaction of the Responsible Authority.*

Sediment Control

16. *The applicant / owner shall restrict sediment discharges from the construction site in accordance with Construction Techniques for Sediment Pollution Control (EPA1991) and Environmental Guidelines for Major Construction Sites (EPA 1995).*

Environmental Health Requirements

17. *All wastewater from proposed dwelling/lots must be treated and contained within the property boundaries in accordance with the current EPA Code of Practice – Onsite Wastewater Management: Guidelines for Environmental Management, Australian Standards 1547 and Council requirements.*
18. *The area set aside for the disposal of waste referred to in this permit shall not be developed by the erection of buildings or the construction of hard standing surfaces.*
19. *All wastewater and liquid is to be contained and treated on site by an approved septic tank system or equivalent. The system must be at least 60 metres from any watercourse and/or dam (non-potable water supply), on the subject or neighbouring properties, and must meet the Guidelines for Environmental Management: Code of Practice – Onsite Wastewater Management 891. 4 (2016).*
20. *Wastewater disposal systems must be installed inside the wastewater envelope indicated on the endorsed plan unless with written consent of the Responsible Authority.*
21. *The wastewater system must be installed within the wastewater envelope stipulated on title and in line with your 173 agreement requirements. The wastewater system must not be installed outside of the prescribed area without prior written consent from the responsible authority.*

UNCONFIRMED MINUTES

22. *Prior to their occupation, the building or buildings allowed by this permit must be connected to a sewerage disposal system as approved by the Responsible Authority.*
23. *No buildings or works shall occur over any part of the approved waste disposal system including the septic tank in accordance with the requirements of the Environment Protection Act 1970, the Guidelines for Environmental Management: Code of Practice – Onsite Wastewater Management 891. 4 (2016).*
24. *Prior to the commencement of construction of the dwelling or shed, plans of a suitable effluent disposal system and its location on the land must be approved in writing by the Responsible Authority.*
25. *The area set aside for the disposal of wastewater referred to in this permit and shown on the endorsed plans must not be developed or changed by the erection of buildings or the construction of hard standing surfaces without prior written consent from the responsible authority.*
26. *The proposed wastewater system must hold a current Jas-ANZ certificate of conformance in compliance with AS/NZS 1546 and be approved to treat waste to a 20/30 treatment level for suspended solids and biological oxygen demand and disposed of via pressure compensating subsurface irrigation in accordance with the Environment Protection Act 1970, The Guidelines for Environmental Management: Code of Practice – Onsite Wastewater Management 891. 4 (2016).*

Powercor

27. *This letter shall be supplied to the applicant in its entirety.*
28. *The plan of subdivision submitted for certification under the Subdivision Act 1988 shall be referred to the Distributor in accordance with Section 8 of that Act.*
29. *The applicant shall provide an electricity supply to all lots in the subdivision in accordance with the Distributor's requirements and standards.*
30. *Notes: Extension, augmentation or rearrangement of the Distributor's electrical assets may be required to make such supplies available, with the cost of such works generally borne by the applicant.*
31. *The applicant shall ensure that existing and proposed buildings and electrical installations on the subject land are compliant with the Victorian Service and Installation Rules (VSIR).*
32. *Notes: Where electrical works are required to achieve VSIR compliance, a registered electrical contractor must be engaged to undertake such works.*
33. *The applicant shall establish easements on the subdivision, for all existing Distributor electric lines where easements have not been otherwise provided on the land and for any new powerlines to service the lots or adjust the positioning existing easements.*

UNCONFIRMED MINUTES

Department of Environment, Land, Water and Planning

34. All earthworks are to be designed and constructed to avoid soil erosion. All fill is to be compacted, and batters are to be top soiled and revegetated. All drainage is to be diverted around the disturbed areas. Drainage from benched areas, batters and access tracks are to be diverted on non-scouring grades to stable vegetated areas, several drainage points are to be used to avoid concentration of drainage water.

Notification of permit conditions

35. Before works start, the permit holder must advise all persons undertaking the vegetation removal works on site of all permit conditions pertaining to native vegetation protection.

Protection of native vegetation to be retained

36. Before works start, a native vegetation protection fence must be erected around all native vegetation to be retained within 15 metres of the works area. This fence must be erected at:

- a) A radius of 12 times the diameter of the tree trunk at a height of 1.4 metres to a maximum of 15 metres but no less than 2 metres from the base of the trunk of the tree; and
- b) Around the patch(es) of native vegetation at a minimum distance of 2 metres from retained native vegetation.

The fence must be constructed of star pickets and paraweb or similar, to the satisfaction of the responsible authority and the Department of Environment, Land, Water and Planning. The protection fence must remain in place until all works are completed to the satisfaction of the department.

37. Except with the written consent of the department, within the area of native vegetation to be retained and any tree protection zone associated with the permitted use and/or development, the following is prohibited:

- a) vehicular or pedestrian access;
- b) trenching or soil excavation;
- c) storage or dumping of any soils, materials, equipment, vehicles, machinery or waste products;
- d) construction of entry and exit pits for underground services; or
- e) any other actions or activities that may result in adverse impacts to retained native vegetation.

Native vegetation offsets

38. The total area of native vegetation permitted to be removed is 0.856 hectares, comprised of three patches of native vegetation with a total area of 0.856 hectares (containing no large trees).

UNCONFIRMED MINUTES

39. To offset the removal of 0.856 hectares of native vegetation the permit holder must secure a native vegetation offset(s) that meets all the following:

- A general offset of 0.338 general habitat units located within the North Central Catchment Management Authority boundary or Central Goldfields municipal district;
- have a Strategic Biodiversity Value score of at least 0.522.
- must be in accordance with the Guidelines for the removal, destruction or lopping of native vegetation (DELWP, 2017)

40. Before any native vegetation is removed, evidence that the required offset for the project has been secured must be provided to the satisfaction of the responsible authority. This evidence must be:

- a. An established first party offset site. This must include: o a security agreement signed by both parties, and management plan detailing the 10-year management actions and ongoing management of the site; to the satisfaction of the Department of Environment, Land, Water and Planning and approved by the Responsible Authority.

Every year, for ten years, after the responsible authority has approved the offset management plan, the applicant must provide notification of the management actions undertaken towards implementing the offset management plan, to the department. An offset site condition statement, including photographs must be included in this notification; and/or

- b. Credit extract(s) allocated to meet the requirements of the permit from the Native Vegetation Credit Register. A copy of the offset evidence must be endorsed by the responsible authority and form part of this permit.

Within 30 days of endorsement of the offset evidence by the responsible authority, the permit holder must provide a copy of the endorsed offset evidence to the Department of Environment, Land, Water and Planning at loddonmallee.planning@delwp.vic.gov.au.

Central Highlands Water

41. Any plan lodged for certification will be referred to the Central Highlands Region Water Corporation pursuant to Section 8(1)(a) of the Subdivision Act.

Goulburn Murray Water

42. Any Plan of Subdivision lodged for certification must be referred to Goulburn-Murray Rural Water Corporation pursuant to Section 8(1) (a) of the Subdivision Act.

43. All works within the subdivision must be done in accordance with EPA Publication 960 "Doing It Right on Subdivisions, Temporary Environmental Protection Measures for Subdivision Construction Sites", September 2004.

44. The Plan of Subdivision submitted for Certification must show wastewater disposal envelopes of at least 800m² on newly created lots located at least:

UNCONFIRMED MINUTES

- 100 metres from any waterways;
- 60 metres from any dams;
- 40 metres from any drainage lines; and
- 20 metres from any bores.

Expiry permit

45. This permit will expire if (any of the following apply):

- a) The plan of subdivision is not certified within two (2) years of the date of this permit;
- b) If the subdivision permitted by this permit is not completed within five (5) years from the date of the certification of the plan of subdivision.

Moved Administrator Delahunty
Seconded Administrator Douglas

CARRIED

8.3 AUDIT AND RISK COMMITTEE CHARTER UPDATE & REAPPOINTMENT OF COMMITTEE MEMBERS

SUMMARY/PURPOSE

The purpose of this report is to present the updated Audit and Risk Committee Charter (“the Charter”) to Council for adoption and to reappoint the current Committee members for a further term.

Council Resolution

That Council:

- 1) *Adopt the updated Audit and Risk Committee Charter;*
- 2) *Appoint John Watson to be an Independent Member and the Chair of the Audit and Risk Committee for a further term of three years;*
- 3) *Appoint Robert Tommasini to be an Independent Member of the Audit and Risk Committee for a further term of two years;*
- 4) *Appoint Cheryl Fitzgerald to be an Independent Member of the Audit and Risk Committee for a further term of one year; and*
- 5) *Appoint Administrators Hugh Delahunty and Karen Douglas to the Audit and Risk Committee for the remainder of their term as Administrators of the Central Goldfields Shire Council.*

Moved Administrator Douglas
Seconded Administrator Delahunty

CARRIED

8.4 REVIEW OF COUNCIL SECTION 86 COMMITTEES.

UNCONFIRMED MINUTES

The purpose of this report is to recommend to Council that Council's Section 86 Committee Instruments of Delegation and current membership be extended for a six month period.

The chair noted that all three Administrators are members of Council Section 86 Committees and that Administrator Delahunty is the chair of the Energy Breakthrough Section 86 Committee, but that these appointments do not constitute a conflict of interest.

Council Resolution.

That :

1. *New Instruments of Delegation, in the format of Attachment 1, be issued in relation to:*
 - a) *Adelaide Lead Hall;*
 - b) *Daisy Hill Community Hall;*
 - c) *Dunolly Historic Precinct Management;*
 - d) *Energy Breakthrough;*
 - e) *Talbot Community Homes;*
 - f) *Talbot Town Hall;*
 - g) *Tullaroop Leisure Centre;*

2. *The membership of the special committees be in accordance with Attachment 2*

Moved Administrator Douglas
Seconded Administrator Harvey

CARRIED

8.5 COUNCIL MEETINGS DURING COVID-19 PANDEMIC.

The purpose of this report is to recommend to Council that all Council Meetings be conducted via videoconference and the public be excluded from attending in person while the COVID-19 Pandemic Stage 3 Government Restrictions are in place.

Council Resolution

That, in accordance with the COVID-19 Omnibus (Emergency Measures) Bill 2020, Council:

1. *Conduct its Council Meetings via electronic means;*
2. *Exclude members of the public from attending Council Meetings; and*
3. *Live stream its Council Meetings*

during the period 1 May 2020 to 1 November 2020 or until government restrictions in relation to social distancing and indoor gathering limits are eased.

Moved Administrator Delahunty
Seconded Administrator Douglas

CARRIED

8.6 MARCH FINANCIAL REPORT

UNCONFIRMED MINUTES

The purpose of this report is to brief Council on its financial performance for the year to date and how it is tracking against the adopted budget.

Council Resolution

That Council receives and notes the attached 31 March 2020 Financial Report showing progress against the budget.

Moved Administrator Douglas
Seconded Administrator Delahunty

CARRIED

9 DOCUMENTS FOR SEALING CONFIRMATION REPORT

Nil

10 NOTICES OF MOTION

Nil

11 URGENT BUSINESS

Nil

12 CONFIDENTIAL BUSINESS

Nil

13 MEETING CLOSURE

The Chair, Administrator Noel Harvey declared the meeting closed at 6.25pm

To be confirmed at the Ordinary Council Meeting
to be held on 26 May 2020.

Chair, Administrator Noel Harvey

9. OFFICER REPORTS

9.1 ASSEMBLIES OF COUNCILLORS

Author: **Manager Governance Property and Risk**

Responsible Officer: **Chief Executive Officer**

The Officer presenting this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

SUMMARY/PURPOSE

The purpose of this report is to provide the record of any assembly of councillors, which has been held since the last council meeting, so that it can be recorded in the minutes of the formal council meeting.

LEGISLATION AND POLICY CONTEXT

Central Goldfields Shire Council's Council Plan 2017-2021 (2018 Refresh) – Our Organisation

Outcome: Central Goldfields Shire is a proactive, well governed, professional and financially sustainable organisation.

4.3 Objective Provide leadership in governance and Council decision making

Section 80A of the Local Government Act 1989 requires the record of any assembly of councillors to be reported to the next practicable council meeting and recorded in the minutes and to include the names of all administrators and council staff attending, the matters considered and any conflicts of interest recorded.

BACKGROUND INFORMATION

The Local Government Act provides a definition of an assembly of councillors where conflicts of interest must be disclosed.

A meeting will be an assembly of councillors if it considers matters that are likely to be the subject of a council decision, or, the exercise of a council delegation and the meeting is:

1. A planned or scheduled meeting that includes at least half the councillors and a member of council staff; or
2. An advisory committee of the council where one or more councillors are present.

REPORT

Outlined below are the details of assemblies of councillors:

Date	21 April 2020	Meeting:	Briefing Meeting
Councillor Attendees	Noel Harvey (Chief Administrator), Karen Douglas (Administrator), Hugh Delahunty (Administrator)		
Council Staff Attendees	Paul Brumby (GMCP)		
Guests	NIL		
Conflict of interest disclosures:	NIL		
Matters Considered	Chief Executive Officer Employment Matters Advisory Committee Policy		

Date	28 April 2020	Meeting:	Briefing Meeting
Councillor Attendees	Noel Harvey (Chief Administrator), Karen Douglas (Administrator), Hugh Delahunty (Administrator)		
Council Staff Attendees	Lucy Roffey (CEO)		
Guests			
Conflict of interest disclosures:	NIL		
Matters Considered	Pre meeting to discuss April Ordinary Council Meeting.		

Date	12 May 2020	Meeting:	Briefing Meeting
Councillor Attendees	Noel Harvey (Chief Administrator), Karen Douglas (Administrator), Hugh Delahunty (Administrator)		
Council Staff Attendees	Lucy Roffey (CEO); Paul Brumby (GMCP); Rebecca Stockfeld (GMIAP); Martin Collins (GMCW); Philip Schier, Manager Strategy and Economic Development; Amy Bell, Strategic Planner; Maree Stephenson; Megan Kruger, Manager Governance Property and Risk; James Maw, Manager Statutory Services; Lynne Stephenson, A/g Manager Finance		
Guests	Raph Krelle, Centrum Planning		
Conflict of interest disclosures:	NIL.		
Matters Considered	<ul style="list-style-type: none"> • Planning Scheme Review • Development and Community Safety Report • Planning Application 121/19 1-3 Nightingale Street, Maryborough • Planning Application 123/19 42 Harrison Street Maryborough • Library Fines Review • Annual Action Plan Quarterly Update • Zoom Council and Hearing Meetings • April Finance Report 		

CONSULTATION/COMMUNICATION

Assemblies of Councillors reported to Council and minuted thereby informing the community of any reportable assemblies.

FINANCIAL & RESOURCE IMPLICATIONS

Costs included in the Governance budget.

RISK MANAGEMENT

This process conforms to the requirements of the Local Government Act 1989. The requirement for reporting provides increased transparency of declarations of conflict of interest.

CONCLUSION

All assemblies of councillors are reported as required under the Act.

ATTACHMENTS

NIL

RECOMMENDATION

That Council note the record of assemblies of councillors for the period 21 April 2020 to 15 May 2020.

9.2 CENTRAL GOLDFIELDS 2030 COMMUNITY PLANS

Author: Manager Community Partnerships

Responsible Officer: General Manager Community Wellbeing

The Officer presenting this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

SUMMARY/PURPOSE

The purpose of this report is to present the eight community plans developed through the Building Better Regions Fund, for endorsement.

The purpose of the community plans is to provide a mechanism for communities to self-determine their priorities for 10 years to 2030.

LEGISLATION AND POLICY CONTEXT

Central Goldfields Shire Council's Council Plan 2017-2021 (2018 Refresh) – Our Community

Outcome: A supported, cohesive community, living full and healthy life.

1.1 Objective: Build as aspiring community, achieving and living a full life where: Everyone can learn, earn, achieve and dream.

Initiative: Develop a 10 year Community Plan.

The community planning initiative is further supported by the *2017-2020 (2019 refresh) Central Goldfields Municipal Health & Wellbeing Plan, 2020-2025 Tourism & Events Strategy, Draft Recreation and Open Space Strategy, 2017-2026 Walking & Cycling Strategy, 2020-2025 Economic Development Strategy, Draft Population, Housing & Residential Settlement Strategy and Central Goldfields Priority Projects Plan and the Community Support Policy.*

BACKGROUND INFORMATION

Council worked with eight communities and their districts: Bealiba & District, Bet Bet & District, Carisbrook & District, Dunolly & District, Majorca & District, Maryborough & District, Talbot & District and Timor & District to develop localised community plans. The plans have a place-based focus and are an opportunity for communities to identify their priorities for 10 years.

A community plan is a document that sets out the community's vision for the future and sets priorities for progress. Community plans are developed and owned by community and capture the community's voice for what is most important for them.

Council sought to develop community plans to better inform decision making of local community groups, local service providers and all levels of government to support place-based solutions and services that meet each community's aspirations for liveability and economic prosperity.

Community planning commenced in October 2019 with a range of opportunities for communities to participate in the initial identification of priorities, including listening posts, online survey, post-cards, drop-in sessions and focus groups.

The information was compiled into draft vision statements, strategic themes and actions which were discussed at workshops in each community during February 2020. Community editors in each community were invited to assist with finalising plans in each locality. Draft community plans were released for community feedback in mid-March 2020.

It is asked that Council endorse these eight community plans for: Bealiba & District, Bet Bet & District, Carisbrook & District, Dunolly & District, Majorca & District, Maryborough & District, Talbot & District, and Timor & District.

REPORT

According to the Municipal Association of Victoria, community planning is a process that acknowledges the:

- importance of distributed leadership,
- value of citizen consultation and involvement,
- need to focus first on people and places, not just programs and outputs, and
- value of local information and networks.

Community planning processes help communities to identify priorities and assist councils in their identification of strategic issues, and the development of council plans, community plans and long-term financial plans.

The aim of Central Goldfields 2030 Community Planning project was to empower communities to make decisions and act on what is important for them, now and into the future.

Over a period of eight months Council guided the Central Goldfields 2030 Community Planning project centred on hearing from a diverse range of community members about their community strengths, current and future challenges and opportunities.

Whilst Council resourced and led community planning efforts, the delivery of key actions within each community plan will be the shared responsibility of community members, Council, other government agencies and departments, business and key stakeholder groups and organisations.

Meaningful community engagement was a critical component in the development of the Central Goldfields 2030 Community Plans. The initiative provided a genuine opportunity for the community to have input into decision-making and direction setting for the future of their communities. A total of 1,035 residents took part in the process.

Eight Community Plans have been finalised for each of the following communities/districts:

- Bealiba & District Community Plan
- Bet Bet & District Community Plan
- Carisbrook & District Community Plan

- Dunolly & District Community Plan
- Majorca & District Community Plan
- Maryborough & District Community Plan
- Talbot & District Community Plan
- Timor & District Community Plan

It is vital now that Central Goldfields Shire Council endorse these plans and ensure the Community Plans are embedded and actively used over the next ten years to inform strategic issues, council plans, resourcing, partnerships, advocacy and long-term financial plans.

It is important that Council consider resources that could support community capacity building and community plan implementation support.

CONSULTATION/COMMUNICATION

Community consultation was an essential and crucial activity for the development of Central Goldfields 2030 Community Plans. As such, an in-depth consultation program was undertaken over a period of months utilising a variety of methods to reach the diversity of community members across the Central Goldfields Shire.

A total of 1,035 people shared their feedback into the community planning process through the following community consultation methods:

Listening Posts

Listening posts occurred in key community places: bakeries, library, post offices, shopping centre and schools. A total of 127 community members shared their feedback at listening posts.

Postcards

A community postcard was developed and mailed out to homes in the Central Goldfields Shire. The postcard shared information about the project and asked residents to share input on their community's strengths, challenges and opportunities for the future. A total of 97 community members completed a postcard.

Online Survey

An online survey was developed to gather input from a broad number of residents. The online survey was promoted through Council's social media, local newspapers and through key community groups and schools. A total of 303 people completed an online survey.

Drop-In Sessions

Drop-in sessions occurred in each of the eight communities/districts. The drop-in sessions were interactive allowing for community members to hear what others had said and to share their input. A total of 158 community members attended drop-in sessions.

Focus Groups

Key community groups/organisations were invited to attend focus groups in each community. Focus groups provided an opportunity for interactive conversations. Also, a series of targeted focus groups were held with community service groups, older residents, Leading Excellence Maryborough and students at the Maryborough Education Centre. A total of 50 people attended a focus group session.

Children's Drawing Activities

All primary schools were invited to take part through a drawing activity asking lower primary students what they love about their community and upper primary students what would make their community a better place to live in 2030. A total of 86 children's drawing activities were received.

Roving Interviews

Targeted roving interviews were held in Talbot and Carisbrook at Australia Day celebrations, and Maryborough Shopping Centre the day prior. These localities were chosen in an effort to increase the number of community voices into plans. Residents were asked to share strengths, challenges and opportunities for the future of their community. A total of 84 people took part in a roving interview.

Submissions

A total of five community members phoned or emailed a written submission to share their input into their community plan.

Community Workshops

Interactive community workshops were held in each of the eight communities to test their draft strategies and actions. Sessions were advertised broadly through print, social media and key community groups/organisations. Attendance at sessions was open to all community members. A total of 118 people attended community workshops.

Other activities

Leading Excellence graduates were invited to support the project and the CGSC Community Voices Panel was invited to test the online survey prior to it being finalised.

Local Champions

Council Managers have been identified as 'Local Champions'. 'Local Champions' participated in each of the community workshops and are a key contact for each community/district. The continued engagement of 'Local Champions' will occur with each community to support the implementation of community plans through links to information and contacts, advocacy and assistance with negotiating local government processes.

Draft Plan Feedback Process

Draft Plans were released for community feedback for a period of three weeks. COVID-19 impacted on plans to promote hard copy locations; relying on online and email options for plan viewing. Feedback from 7 residents was received. Community members have expressed an interest in discussing their community plans with Administrators when COVID-19 restrictions enable this to occur.

Final Community Plans

The final community plans have been accepted by the Federal Government who funded this initiative through the Building Better Regions fund. Communication has been distributed to participants about the final plans going to Council for acknowledgement on 26 May 2020, this has been accompanied with broader publicity through a range of media channels. A launch of the community plans will be held once COVID-19 restrictions enable this to occur.

FINANCIAL & RESOURCE IMPLICATIONS

Whilst the implementation of the community plans is primarily the responsibility of the eight communities, Council will provide support through the Manager Community Partnerships and 'Local Champions'. The level of support required will differ for each community and is currently unknown.

Projects where Council is a key partner and/or has responsibility where appropriate, will be covered by the operational budget and/or scheduled in to Council's Capital Program.

Funding opportunities will be sought where applicable and available in partnership with each of the eight communities and districts, this will include Council's Community Support grants.

RISK MANAGEMENT

The development of community plans was identified in Council's strategic risk register as a treatment action for the risk Community Wellbeing - Failure to recognise and manage the impact of changing social and economic conditions on the community.

The community plans address this risk as follows:

Key benefits

The community:

- was able to share their ideas and priorities for the future of their community
- have plans that represent broad views from their community (not just the views of the few with a strong voice)
- have an ongoing link with Council through the appointed 'Local Champion' and thereby the capacity to establish stronger relationships with Council officers
- will establish positive partnerships and relationships within and between communities, and
- have new and emerging leaders thereby strengthening their leadership capacity.

Council:

- heard from a diverse range of residents across age, gender, geographic areas and socio-economic backgrounds about a variety of challenges and opportunities
- can draw on local community plans to inform its planning, resourcing, partnership development and advocacy, and
- has an ongoing link with communities/districts through the appointed 'Local Champion' and its Community Partnerships Manager.

CONCLUSION

The purpose of the community plans is to provide a mechanism for communities to self-determine their priorities for 10 years to 2030.

A total of 1,035 people representing a variety of demographics shared their feedback into the community planning process, resulting in community plans for eight townships and their associated districts. It is said that in community planning the process is as important as the outcome. This will continue to be true as implementation of Community Plans becomes the focus for these communities, Council and other partners.

Council's acknowledgement of the eight Community Plans is a critical step in the community planning process. Council will embed the community plans and priorities to strengthen its planning, resourcing, partnerships and advocacy efforts over the next ten years. Council's commitment to work together with local communities through the Manager Community Partnerships and Council's 'Local Champions' will support community capacity and strengthen relationships and trust.

ATTACHMENTS

1. Bealiba & District Community Plan
2. Bet Bet & District Community Plan
3. Carisbrook & District Community Plan
4. Dunolly & District Community Plan
5. Majorca & District Community Plan
6. Maryborough & District Community Plan
7. Talbot & District Community Plan
8. Timor & District Community Plan

RECOMMENDATION

That Council endorses the eight community plans for Bealiba & District, Bet Bet & District, Carisbrook & District, Dunolly & District, Majorca & District, Maryborough & District, Talbot & District, and Timor & District.

9.3 PLANNING APPLICATION 121/19 - Use and development of the land for student accommodation, buildings and works and demolition of a dwelling within the General Residential Zone and Heritage Overlay

Author: Coordinator Statutory Planning

Responsible Officer: General Manager Infrastructure Assets and Planning

The Officer Presenting this report, having made enquiries with relevant members of staff reports that there are disclosable interests that need to be raised in relation to this report.

SUMMARY/PURPOSE

The purpose of this report is seek a Council determination on a planning permit application received by Council for 121/19 at 1-3 Nightingale Street & 75 Clarendon Street, Maryborough for the use and development of the land for student accommodation, buildings and works and demolition of a dwelling within the General Residential Zone and Heritage Overlay.

Public notice of the application has been given and one objection has been received.

The Application has been assessed against the Planning Scheme and it is considered that the proposed development is appropriate.

This report recommendation that a Notice of Decision to grant a planning permit be issued.

LEGISLATION AND POLICY CONTEXT

Central Goldfields Shire Council's Council Plan 2017-2021 (2018 Refresh) – Our Economy

Outcome: Central Goldfields Shire is a proactive, well governed, professional and financially sustainable organisation.

2.3 Objective: Promote Central Goldfields as a place of choice to live, work and play.

This report has been developed in accordance with the Planning and Environment Act 1986 and the Central Goldfields Planning Scheme.

BACKGROUND INFORMATION

Planning application 121/19 was received by Council on 11 December 2019 for the use and development of the land for student accommodation at 1-3 Nightingale Street & 75 Clarendon Street, Maryborough. The proposed accommodation will be used by students associated with Maryborough District Health placements and other training.

The subject site sits is within the General Residential Zone and covered by the Heritage Overlay Schedule 206 which protects the 'Maryborough Area'.

REPORT

Proposal

The application is proposing the use and development of the land for student accommodation and includes the demolition of the existing dwelling (see attachment 1: 1 Nightingale Street) located on the subject site in order to allow the construction of the new building. The accommodation will accommodate 20 students within private rooms which will include access to ensuites or shared bathroom facilities and communal living/kitchen areas. The proposal includes 2 accessible bedrooms and bathroom facilities.

The proposed building will be 2 storeys high; the ground floor will contain 11 bedrooms, and a communal dining/kitchen and living area. The first floor will contain a further 9 bedrooms, a second living area and large outdoor terrace area (see attachment 2: Development Plans).

The tallest point of the building will be from the North Eastern (front of the building), which is proposed to face the Nightingale and Clarendon Street intersection and will be 7.75 metres from natural ground level (see attachment 3: Elevation Plans).

The proposal includes the provision of 10 car parking spaces inclusive of 1 accessible space and 4 bicycle spaces. Vehicle access will be provided from Clarendon Street via the adjoining lot at (75 Clarendon Street).

The proposed building provides an 8.6 meter set back from Nightingale Street to the north and a 4.5 metre set back from Clarendon Street, these setbacks are proposed to be landscaped and turfed and will be available to students living within the accommodation access/use (see attachment 4: Landscape Plan).

Site and Surrounds

Site and Surrounds

The subject site is 2430 m² in size which consists of three titles. The site currently contains a single storey brick and tile dwelling which is described as an 'inter war Californian bungalow'. 75 Clarendon Street also contains a single dwelling which is proposed to remain. The street frontage of the site is enclosed by a low brick front fence with rendered panels between exposed brick pillars. The fence appears to have been recently painted in more modern colours, the applicant is proposing to restore and retain the existing fence and low gate.

The surrounding area is characterised by single storey dwellings, the hospital and other key landmark buildings such as number of churches etc. Sites surrounding the subject site all contain generous setbacks from the street which have been retained within the proposed development.

The site to the north (91 Clarendon Street) contains a large red brick church (former), the site to the west of the subject site currently contains a single storey dwelling, and land to the east contains the Park Hotel. These sites are also within the General Residential Zone.

Land to the south of the subject site is within the Hospital precinct and contains a number of buildings relating to the hospital, this area is zoned Public Use Zone 3 for the purpose of healthcare.

The area surrounding the subject site is also covered by the Heritage Overlay Schedule 206 which covers a large area of Maryborough's town centre.

Planning Permit Trigger

Under clause 32.08-2 a planning permit is required for the use of the land for accommodation (student accommodation) with the GRZ.

Under clause 32.08-6 a planning permit is required to construct or extend a residential building within the GRZ.

Under clause 43.01-1 a planning permit is required to demolish a building with in the HO.

Under clause 43.01-1 a permit is required to construct or carry out working within the Heritage Overlay.

Planning Scheme Provisions

Planning Policy Framework

11 Settlement

Planning is to anticipate and respond to the needs of existing and future communities through provision of zoned and serviced land for housing, employment, recreation and open space, commercial and community facilities and infrastructure. Planning is to recognise the need for, and as far as practicable contribute towards:

- Health, wellbeing and safety.
- Diversity of choice.
- Adaptation in response to changing technology.
- Economic viability.
- A high standard of urban design and amenity.
- Energy efficiency.
- Prevention of pollution to land, water and air.
- Protection of environmentally sensitive areas and natural resources.
- Accessibility.
- Land use and transport integration.
- Planning is to prevent environmental and amenity problems created by siting incompatible land uses close together.
- Planning is to facilitate sustainable development that takes full advantage of existing settlement patterns and investment in transport, utility, social, community and commercial infrastructure and services.

11.01-1R Settlement

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.

15 Built Environment and Heritage

Planning is to recognise the role of urban design, building design, heritage and energy and resource efficiency in delivering liveable and sustainable cities, towns and neighbourhoods.

Planning should ensure all land use and development appropriately responds to its surrounding landscape and character, valued built form and cultural context.

Planning should protect places and sites with significant heritage, architectural, aesthetic, scientific and cultural value. Planning must support the establishment and maintenance of communities by delivering functional, accessible, safe and diverse physical and social environments, through the appropriate location of use and development and through high quality buildings and urban design.

Planning should promote development that is environmentally sustainable and should minimise detrimental impacts on the built and natural environment.

Planning should promote excellence in the built environment and create places that:

- Are enjoyable, engaging and comfortable to be in.
- Accommodate people of all abilities, ages and cultures.
- Contribute positively to local character and sense of place.
- Reflect the particular characteristics and cultural identity of the community.
- Enhance the function, amenity and safety of the public realm.

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

15.01-2S Building Design

Objective

To achieve building design outcomes that contribute positively to the local context and enhance the public realm.

16.01-1S Integrated Housing

Objective

To promote a housing market that meets community needs.

16.01-3S Housing Diversity**Objective**

To provide for a range of housing types to meet diverse needs.

18.02-4S Car Parking**Objective**

To ensure an adequate supply of car parking that is appropriately designed and located.

Local Planning Policy

The following section refers to the relevant objectives and strategies contained within the Local Planning Policy which are considered relevant to this application.

21.06 Residential Development**Objective 3**

Provide opportunity for residential development in a range of types, lot sizes and costs to meet the needs of the future population of the Shire

21.10 Heritage**Objective 2**

Protect the shire's heritage from intrusive and unsympathetic development.

Strategies

- Promote sympathetic design and construction in respect to new "in-fill" developments in the vicinity of listed buildings and in heritage precincts and areas.

22.03 Heritage**Objectives**

- To encourage sympathetic design and construction of "in-fill" developments in the vicinity of listed buildings and heritage precincts and areas.
- To protect and enhance the cultural significance and visual character of heritage buildings, site and places.
- To protect and manage Aboriginal cultural heritage values.

Zones**32.08 General Residential Zone**

The subject site is within the GRZ, of which the purpose is as follows:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To encourage development that respects the neighbourhood character of the area.

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

Requirements of 32.08:

Clause 32.08-4 of the General Residential Zone sets out the following 'Garden Area' requirements for the construction or extension of a dwelling or residential building.

An application to construct or extend a dwelling or residential building on a lot, a lot must provide the minimum garden area at ground level as set out in the following table:

Lot size	Minimum percentage of a lot set aside as garden area
400-500 m ²	25%
501-650 m ²	30%
Above 650 m ²	35%

Planners comment:

The subject site has a total area of 2430m² across three parcels of land being 1-3 Nightingale Street and 75 Clarendon Street. Based on this requirement the required garden area is 35% of the total site. 563m² of the site would need to be set aside as Garden Area at 1-3 Nightingale Street. The proposal has approx. 775.20m² of permeable surfaces and garden areas. 75 Clarendon Street also contains a sufficient amount of garden area, well above the minimum requirement.

Requirement of 32.08-10:

The maximum building height within the GRZ is 11 metres (3 storey building).

Planners comment

The proposed building does not exceed the maximum building height.

Overlays

43.01 Heritage Overlay

The subject site is covered by the HO, Schedule 206 which protects the 'Maryborough Area', the purpose of the HO is as follows:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To conserve and enhance heritage places of natural or cultural significance.

- To conserve and enhance those elements which contribute to the significance of heritage places.
- To ensure that development does not adversely affect the significance of heritage places.
- To conserve specified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.

Particular Provisions

52.06 Car Parking

Purpose

- To ensure that car parking is provided in accordance with the Municipal Planning Strategy and the Planning Policy Framework.
- To ensure the provision of an appropriate number of car parking spaces having regard to the demand likely to be generated, the activities on the land and the nature of the locality.
- To support sustainable transport alternatives to the motor car.
- To promote the efficient use of car parking spaces through the consolidation of car parking facilities.
- To ensure that car parking does not adversely affect the amenity of the locality.
- To ensure that the design and location of car parking is of a high standard, creates a safe environment for users and enables easy and efficient use.

Planners comment:

Student accommodation is not a land use which has a car parking ratio listed within clause 52.06, therefore the car parking rate is required to be provided to the satisfaction of the Responsible Authority.

It is possible that each student room could be concurrently occupied, and that each student would be coming from an area outside of Maryborough. Without evidence to the contrary the use will generate the need for 20 cars (i.e. 20 rooms, 1 car per student).

The development provides 10 spaces, which is considered to be inadequate; without evidence that rural student accommodation is either not fully occupied and/or that not all nursing students typically drive to a rural placement/place of education, it is recommended that Council require 20 spaces to be provided. The additional 10 spaces may be provided across the broader hospital site and shown on the final endorsed plans. This will protect surrounding public parking and retain it for public use.

52.34 Bicycle Facilities

Purpose

To encourage cycling as a mode of transport. To provide secure, accessible and convenient bicycle parking spaces and associated shower and change facilities.

Planners comment:

Bicycle parking is provided on site.

55 Two or more dwellings on a lot and residential buildings

Purpose

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To achieve residential development that respects the existing neighbourhood character or which contributes to a preferred neighbourhood character.
- To encourage residential development that provides reasonable standards of amenity for existing and new residents.
- To encourage residential development that is responsive to the site and the neighbourhood.

An assessment of Clause 55 is as follows:

55.01-1	<p>Neighbourhood and site description</p> <p>The neighbourhood and site description may use a site plan, photographs or other techniques and must accurately describe:</p> <p>In relation to the neighbourhood:</p> <ul style="list-style-type: none"> - The pattern of development of the neighbourhood. - The built form, scale and character of surrounding development including front fencing. - Architectural and roof styles. - Any other notable features or characteristics of the neighbourhood. <p>In relation to the site:</p> <ul style="list-style-type: none"> - Site shape, size, orientation and easements. - Levels of the site and the difference in levels between the site and surrounding properties. - The location of existing buildings on the site and on surrounding properties, including the location and height of walls built to the boundary of the site. - The use of surrounding buildings.
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	<ul style="list-style-type: none"> - The location of secluded private open space and habitable room windows of surrounding properties which have an outlook to the site within 9 metres. - Solar access to the site and to surrounding properties. - Location of significant trees existing on the site and any significant trees removed from the site 12 months prior to the application being made, where known. - Any contaminated soils and filled areas, where known. - Views to and from the site. - Street frontage features such as poles, street trees and kerb crossovers. - The location of local shops, public transport services and public open space within walking distance. - Any other notable features or characteristics of the site. <p>If in the opinion of the responsible authority a requirement of the neighbourhood and site description is not relevant to the evaluation of an application, the responsible authority may waive or reduce the requirement.</p> <p>Satisfactory neighbourhood and site description</p> <p>The responsible authority must inform the applicant in writing:</p> <ul style="list-style-type: none"> - Before notice of an application is given, or - If notice of an application is not required to be given, before deciding the application, that the neighbourhood and site description meets the requirements of Clause 55.01-1 and is satisfactory or does not meet the requirements of Clause 55.01-1 and is not satisfactory. <p>If the responsible authority decides that the neighbourhood and site description is not satisfactory, it may require more information from the applicant under Section 54 of the Act.</p> <p>The responsible authority must not require notice of an application to be given or decide an application until it is satisfied that the neighbourhood and site description meets the requirements of Clause 55.01-1 and is satisfactory.</p> <p>This does not apply if the responsible authority refuses an application under Section 52(1A) of the Act.</p>
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – The subject site is located on the corner of Nightingale Street and Clarendon Street. The surrounding area is a mixture of single storey interwar dwellings, commercial buildings and uses particularly along Clarendon and High</p>

	<p>Street's some of which are multi-level and the Hospital precinct itself which also includes a number of multi-level buildings associated with health care.</p> <p>The site contains a single dwelling and outbuilding to be removed as part of the proposal. The two parcels of the subject site have a total area of 1,610m² and slopes slightly up the west of the site. 75 Clarendon Street has an area of approximately 820m² and will be used for vehicle access with the existing building to be retained.</p> <p>The site has frontages to both Nightingale and Clarendon Street and the proposed residential building design will utilise both frontages.</p> <p>Some onsite vegetation will be removed, however these are not significant and not identified as a contributory element under the HO206. A landscape plan has been provided as part of the proposal and will maintain some existing vegetation and add further trees and assorted plantings.</p> <p>The site is located within the northern area of the Central Maryborough Business district. The area includes a range of commercial, professional and retail services within close proximity.</p> <p>The neighbourhood and site description is considered satisfactory.</p>
<p>55.01-2</p>	<p>Design Response</p> <p>The design response must explain how the proposed design:</p> <ul style="list-style-type: none"> - Derives from and responds to the neighbourhood and site description. - Meets the objectives of Clause 55. - Responds to any neighbourhood character features for the area identified in a local planning policy or a Neighbourhood Character Overlay. <p>The design response must include correctly proportioned street elevations or photographs showing the development in the context of adjacent buildings. If in the opinion of the responsible authority this requirement is not relevant to the evaluation of an application, it may waive or reduce the requirement.</p>
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – The design of the proposed building will utilise both street frontages with appropriate setbacks. The proposed height and building footprint are appropriate for the site given the mixture of uses in the surrounding area and the hospital precinct itself making use of multi- storey buildings. The height of the building is sympathetic to the area having a maximum of 7.75m at its highest point from natural ground level.</p> <p>The proposal integrates with the streetscape and will not create visual bulk given the setbacks and shape of the building. The proposed landscape design will be able to further contribute to the streetscape.</p> <p>Existing brick fencing will be retained and creates continuity of that fencing style within the area.</p>

55.02	Neighbourhood Character and Infrastructure	
<p>B1 55.02-1</p>	<p>Neighbourhood character objectives</p> <p>To ensure that the design respects the existing neighbourhood character or contributes to a preferred neighbourhood character.</p>	<p>Standard B1</p> <p>The design response must be appropriate to the neighbourhood and the site.</p> <ul style="list-style-type: none"> - The proposed design must respect the existing or preferred neighbourhood character and respond to the features of the site.
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – There is no specific neighbourhood character statement or policy contained in CG Planning Scheme for this area. The proposed design is of a low scale and is setback from title boundaries similar to existing buildings within Nightingale and Clarendon Street's.</p> <p>The area contains a diverse range of land uses and the addition of a lower scale residential building within the hospital precinct is considered not to impact the neighbourhood.</p>	
<p>B2 55.02-2</p>	<p>Residential Policy Objectives</p> <p>To ensure that residential development is provided in accordance with any policy for housing in the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.</p> <p>To support medium densities in areas where development can take advantage of public transport and community infrastructure and services.</p>	<p>Standard B2</p> <p>An application must be accompanied by a written statement to the satisfaction of the responsible authority that describes how the development is consistent with any relevant policy for housing in the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.</p>
	<p><u>Planning Officer Comment</u></p>	

	<p>COMPLIES – Objective 3 of Clause 21.06 (Residential Development) looks to <i>Provide opportunity for residential development in a range of types, lot sizes and costs to meet the needs of the future population of the Shire.</i></p> <p>The proposal meets the objective in this clause by creating a diverse residential development that will meet the shortfall for students when completing placement and training within the Hospital precinct. The site has access to public transport and a range of services making this infill development appropriate.</p>	
<p>B3</p> <p>55.02-3</p>	<p>Dwelling Diversity Objective</p> <p>To encourage a range of dwelling sizes and types in developments of ten or more dwellings.</p>	<p>Standard B3</p> <p>Developments of ten or more dwellings should provide a range of dwelling sizes and types, including:</p> <ul style="list-style-type: none"> - Dwellings with a different number of bedrooms. - At least one dwelling that contains a kitchen, bath or shower, and a toilet and wash basin at ground floor level.
	<p><u>Planning Officer Comment</u></p> <p>N/A – Development is for a residential building.</p>	
<p>B4</p> <p>55.02-4</p>	<p>Infrastructure Objectives</p> <p>To ensure development is provided with appropriate utility services and infrastructure.</p> <p>To ensure development does not unreasonably overload the capacity of utility services and infrastructure</p>	<p>Standard B4</p> <p>Development should be connected to reticulated services, including reticulated sewerage, drainage, electricity and gas, if available.</p> <p>Development should not unreasonably exceed the capacity of utility services and infrastructure, including reticulated services and roads.</p> <p>In areas where utility services or infrastructure have little or no spare capacity, developments should provide for the upgrading of or mitigation of the impact on services or infrastructure.</p>
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – All infrastructure is available to the site. Any installation will be in compliance with the standards of the relevant supply authorities in terms of maximum demand and availability.</p>	

<p>B5 55.02-5</p>	<p>Integration with the street objective</p> <p>To integrate the layout of development with the street.</p>	<p>Standard B5</p> <p>Developments should provide adequate vehicle and pedestrian links that maintain or enhance local accessibility.</p> <p>Development should be oriented to front existing and proposed streets.</p> <p>High fencing in front of dwellings should be avoided if practicable.</p> <p>Development next to existing public open space should be laid out to complement the open space.</p>
<p><u>Planning Officer Comment</u></p> <p>COMPLIES – The proposal will utilise both street frontages with pedestrian links to Nightingale Street and Vehicle access to Clarendon Street. Existing low-scale front fencing is to be retained. Public open space does not adjoin the development.</p>		
<p>55.03</p>	<p><u>Site Layout and Building Massing</u></p>	
<p>B6 55.03-1</p>	<p>Street Setback Objective</p> <p>To ensure that the setbacks of buildings from a street respect the existing or preferred neighbourhood character and make efficient use of the site.</p>	<p>Standard B6</p> <p>Walls of buildings should be set back from streets:</p> <ul style="list-style-type: none"> - At least the distance specified in a schedule to the zone, or - If no distance is specified in a schedule to the zone, the distance specified in Table B1. <p>Porches, pergolas and verandahs that are less than 3.6 metres high and eaves may encroach not more than 2.5 metres into the setbacks of this standard.</p> <p>Refer to Table B1 Street setback</p>
<p><u>Planning Officer Comment</u></p> <p>COMPLIES – The setback of the proposal to Nightingale Street is 8.62m. The existing dwelling at No.5 Nightingale has an 8.5m setback. The setback should be 9m or the same as the existing dwelling at No.5 in accordance with Table B1.</p>		

	The setback of the proposal to Clarendon Street is 4.5m. The minimum required in accordance with Table B1 for a corner lot is 3m.	
B7 55.03-2	<p>Building Height Objective</p> <p>To ensure that the height of buildings respects the existing or preferred neighbourhood character.</p>	<p>Standard B7</p> <p>The maximum building height should not exceed the maximum height specified in the zone, schedule to the zone or an overlay that applies to the land.</p> <p>If no maximum height is specified in the zone, schedule to the zone or an overlay, the maximum building height should not exceed 9 metres, unless the slope of the natural ground level at any cross section wider than 8 metres of the site of the building is 2.5 degrees or more, in which case the maximum building height should not exceed 10 metres.</p> <p>Changes of building height between existing buildings and new buildings should be graduated</p>
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – The height of the proposed building is 7.75m. Clause 32.08-10 specifies that a residential building must not exceed 11m. The upper levels of the building are to be setback further to graduate the height to adjoining properties.</p>	
B8 55.03-3	<p>Site coverage objective</p> <p>To ensure that the site coverage respects the existing or preferred neighbourhood character.</p>	<p>Standard B8</p> <p>The site area covered by buildings should not exceed:</p> <ul style="list-style-type: none"> - The maximum site coverage specified in a schedule to the zone, or - If no maximum site coverage is specified in a schedule to the zone, 60 per cent.
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – The building footprint will cover 448.78m² of the site totalling 28.5%</p>	
B9 55.03-4	<p>Permeability Objectives</p> <p>To reduce the impact of increased stormwater run-off on the drainage system.</p>	<p>Standard B9</p> <p>The site area covered by the pervious surfaces should be at least:</p> <ul style="list-style-type: none"> - The minimum area specified in a schedule to the zone, or

	To facilitate on-site stormwater infiltration.	- If no minimum is specified in a schedule to the zone, 20 percent of the site.
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – Permeable surfaces will cover 775.20m² of the site totalling 48.5%. The proposal includes a stormwater retention and re-use system to be implemented through the use of water tanks.</p>	
<p>B10</p> <p>55.03-5</p>	<p>Energy efficiency Objectives</p> <p>To achieve and protect energy efficient dwellings and residential buildings.</p> <p>To ensure the orientation and layout of development reduce fossil fuel energy use and make appropriate use of daylight and solar energy.</p>	<p>Standard B10</p> <p>Buildings should be:</p> <ul style="list-style-type: none"> - Oriented to make appropriate use of solar energy. - Sited and designed to ensure that the energy efficiency of existing dwellings on adjoining lots is not unreasonably reduced. <p>Living areas and private open space should be located on the north side of the development, if practicable.</p> <p>Developments should be designed so that solar access to north-facing windows is maximised.</p>
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – The design and layout of the building will achieve the objective in the building being orientated to the north/north-east of the site. The living areas and outdoor terrace are on the northern side of the proposed building. Setbacks also allow for increased solar access on the site.</p>	
<p>B11</p> <p>55.03-6</p>	<p>Open Space Objective</p> <p>To integrate the layout of development with any public and communal open space provided in or adjacent to the development.</p>	<p>Standard B11</p> <p>If any public or communal open space is provided on site, it should:</p> <ul style="list-style-type: none"> - Be substantially fronted by dwellings, where appropriate. - Provide outlook for as many dwellings as practicable. - Be designed to protect any natural features on the site. - Be accessible and useable.
	<p><u>Planning Officer Comment</u></p>	

	N/A – Development is for a residential building only.	
<p>B12 55.03-7</p>	<p>Safety Objective</p> <p>To ensure the layout of development provides for the safety and security of residents and property.</p>	<p>Standard B12</p> <p>Entrances to dwellings and residential buildings should not be obscured or isolated from the street and internal accessways.</p> <p>Planting which creates unsafe spaces along streets and accessways should be avoided.</p> <p>Developments should be designed to provide good lighting, visibility and surveillance of car parks and internal accessways.</p> <p>Private spaces within developments should be protected from inappropriate use as public thoroughfares.</p>
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – The proposal has various entry and exit points that are open and highly visible. The use of larger shared areas and in the proposed building and shared carpark can facilitate passive surveillance and not create areas sheltered from view.</p>	
<p>B13 55.03-8</p>	<p>Landscaping Objectives</p> <p>To encourage development that respects the landscape character of the neighbourhood.</p> <p>To encourage development that maintains and enhances habitat for plants and animals in locations of habitat importance.</p> <p>To provide appropriate landscaping.</p> <p>To encourage the retention of mature vegetation on the site.</p>	<p>Standard B13</p> <p>The landscape layout and design should:</p> <ul style="list-style-type: none"> - protect any predominant landscape features of the neighbourhood. - Take into account the soil type and drainage patterns of the site. - Allow for intended vegetation growth and structural protection of buildings. - In locations of habitat importance, maintain existing habitat and provide for new habitat for plants and animals. - Provide a safe, attractive and functional environment for residents. <p>Development should provide for the retention or planting of trees, where these are part of the character of the neighbourhood.</p>

		<p>Development should provide for the replacement of any significant trees that have been removed in the 12 months prior to the application being made.</p> <p>The landscape design should specify landscape themes, vegetation (location and species), paving and lighting.</p> <p>Development should meet any additional landscape requirements specified in a schedule to the zone.</p>
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – The proposal being of a lower scale on the site allows for the inclusion of landscaping as part of the proposal. The proposed preliminary design for landscaping is consistent with the established character of residential gardens to the north of the site. The design also retains some onsite vegetation. The proposed hedge on the fenceline will be the same species and scale of the existing hedging.</p> <p>COMPLIANCE VIA CONDITION – A full landscape plan will be required to be endorsed to form part of a permit to the satisfaction of the responsible authority prior to commencement.</p>	
<p>B14</p> <p>55.03-9</p>	<p>Access Objective</p> <p>To ensure the number and design of vehicle crossovers respects the neighbourhood character.</p>	<p>Standard B14</p> <p>The width of accessways or car spaces should not exceed:</p> <ul style="list-style-type: none"> - 33 per cent of the street frontage, or - if the width of the street frontage is less than 20 metres, 40 per cent of the street frontage. <p>No more than one single-width crossover should be provided for each dwelling fronting a street.</p> <p>The location of crossovers should maximise the retention of on-street car parking spaces.</p> <p>The number of access points to a road in a Road Zone should be minimised.</p> <p>Developments must provide for access for service, emergency and delivery vehicles.</p>
	<p><u>Planning Officer Comment</u></p>	

	<p>COMPLIES – A single point of vehicle access is proposed via 75 Clarendon Street to the rear of the site. The crossover has a width of 5.5 to Clarendon Street. Two existing vehicle crossovers will be removed and the proposed crossover will occupy 8.7% of the Clarendon Street frontage.</p>	
<p>B15 55.03-10</p>	<p>Parking Location Objectives</p> <p>To provide convenient parking for resident and visitor vehicles.</p> <p>To protect residents from vehicular noise within developments.</p>	<p>Standard B15</p> <p>Car parking facilities should:</p> <ul style="list-style-type: none"> - Be reasonably close and convenient to dwellings and residential buildings. - Be secure. - Be well ventilated if enclosed. <p>Shared accessways or car parks of other dwellings and residential buildings should be located at least 1.5 metres from the windows of habitable rooms. This setback may be reduced to 1 metre where there is a fence at least 1.5 metres high or where window sills are at least 1.4 metres above the accessway.</p>
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – A shared parking area is proposed for the rear of the building. The car parking area has a setback from the building of approximately 4m. Access from the carpark is provided to the main shared dining and living area of the building.</p>	
55.04	<p><u>Amenity Impacts</u></p>	
<p>B17 55.04-1</p>	<p>Side and rear setbacks objectives</p> <p>To ensure that the height and setback of a building from a boundary respects the existing or preferred neighbourhood character and limits the impact on the amenity of existing dwellings.</p>	<p>Standard B17</p> <p>A new building not on or within 200mm of a boundary should be set back from side or rear boundaries:</p> <ul style="list-style-type: none"> - At least the distance specified in a schedule to the zone, or - If no distance is specified in a schedule to the zone, 1 metre, plus 0.3 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre of height over 6.9 metres. <p>Sunblinds, verandahs, porches, eaves, fascias, gutters, masonry chimneys, flues, pipes, domestic fuel or water tanks, and heating or cooling equipment or other services may</p>

		<p>encroach not more than 0.5 metres into the setbacks of this standard.</p> <p>Landings having an area of not more than 2 m² and less than 1 metre high, stairways, ramps, pergolas, shade sails and carports may encroach into the setbacks of this standard.</p>
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – The proposed building is setback 4.42m from the side boundary to 5 Nightingale Street. At a total height of 7.75m the setback would need to be 2.80m to meet the objective. It should also be noted that the upper storey has been setback further than the lower storey. The lower storey has a height of 4.03m and would only require a setback of 1.12m to meet the objective. Please see plans.</p>	
<p>B18</p> <p>55.04-2</p>	<p>Walls on Boundaries Objective</p> <p>To ensure that the location, length and height of a wall on a boundary respects the existing</p> <p>or preferred neighbourhood character and limits the impact on the amenity of existing dwellings.</p>	<p>Standard B18</p> <p>A new wall constructed on or within 200mm of a side or rear boundary of a lot or a carport constructed on or within 1 metre of a side or rear boundary of lot should not abut the boundary:</p> <ul style="list-style-type: none"> - For a length of more than the distance specified in a schedule to the zone; or - If no distance is specified in a schedule to the zone, for a length of more than: <ul style="list-style-type: none"> - 10 metres plus 25 per cent of the remaining length of the boundary of an adjoining lot, or - Where there are existing or simultaneously constructed walls or carports abutting the boundary on an abutting lot, the length of the existing or simultaneously constructed walls or carports, whichever is the greater. <p>A new wall or carport may fully abut a side or rear boundary where slope and retaining walls or fences would result in the effective height of the wall or carport being less than 2 metres on the abutting property boundary.</p> <p>A building on a boundary includes a building set back up to 200mm from a boundary.</p>

		<p>The height of a new wall constructed on or within 200mm of a side or rear boundary or a carport constructed on or within 1 metre of a side or rear boundary should not exceed an average of 3.2 metres with no part higher than 3.6 metres unless abutting a higher existing or simultaneously constructed wall.</p>
	<p><u>Planning Officer Comment</u></p> <p>N/A – No walls on or within 200mm of a boundary.</p>	
<p>B19 55.04-3</p>	<p>Daylight to existing windows objective</p> <p>To allow adequate daylight into existing habitable room windows.</p>	<p>Standard B19</p> <p>Buildings opposite an existing habitable room window should provide for a light court to the existing window that has a minimum area of 3 square metres and minimum dimension of 1 metre clear to the sky. The calculation of the area may include land on the abutting lot.</p> <p>Walls or carports more than 3 metres in height opposite an existing habitable room window should be set back from the window at least 50 per cent of the height of the new wall if the wall is within a 55 degree arc from the centre of the existing window. The arc may be swung to within 35 degrees of the plane of the wall containing the existing window.</p> <p>Where the existing window is above ground floor level, the wall height is measured from the floor level of the room containing the window.</p>
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – No existing habitable room windows are impacted by the proposed building. The proposed building will have setbacks of over 4m to title boundaries and have further setbacks on the upper storey.</p>	
<p>B20 55.04-4</p>	<p>North-facing Windows Objective</p>	<p>Standard B20</p> <p>If a north-facing habitable room window of an existing dwelling is within 3 metres of a boundary on an abutting lot, a building should be setback from the boundary 1 metre, plus 0.6 metres for</p>

	To allow adequate solar access to existing north –facing habitable room windows.	every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre of height over 6.9 metres, for a distance of 3 metres from the edge of each side of the window. A north-facing window is a window with an axis perpendicular to its surface oriented north 20 degrees west to north 30 degrees east.
	<p><u>Planning Officer Comment</u></p> <p>N/A- No existing north facing windows within 3m of any title boundary.</p>	
<p>B21 55.04-5</p>	<p>Overshadowing Open Space Objective</p> <p>To ensure buildings do not significantly overshadow existing secluded private open space.</p>	<p>Standard B21</p> <p>Where sunlight to the secluded private open space of an existing dwelling is reduced, at least 75 per cent, or 40 square metres with minimum dimension of 3 metres, whichever is the lesser area, of the secluded private open space should receive a minimum of five hours of sunlight between 9 am and 3 pm on 22 September.</p> <p>If existing sunlight to the secluded private open space of an existing dwelling is less than the requirements of this standard, the amount of sunlight should not be further reduced.</p>
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – 5 Nightingale Street will have partial overshadowing of SPOS during the winter solstice. A minimum of 40m² can still be achieved and more than 5hrs of sunlight will be available to the area. Please see plans.</p>	
<p>B22 55.04-6</p>	<p>Overlooking Objective</p> <p>To limit views into existing secluded private open space and habitable room windows.</p>	<p>Standard B22</p> <p>A habitable room window, balcony, terrace, deck or patio should be located and designed to avoid direct views into the secluded private open space of an existing dwelling within a horizontal distance of 9 metres (measured at ground level) of the window, balcony, terrace, deck or patio. Views should be measured within a 45 degree angle from the plane of the window or perimeter of the balcony, terrace, deck or patio, and from a height of 1.7 metres above floor level.</p> <p>A habitable room window, balcony, terrace, deck or patio with a direct view into a habitable room</p>

		<p>window of existing dwelling within a horizontal distance of 9 metres (measured at ground level) of the window, balcony, terrace, deck or patio should be either:</p> <ul style="list-style-type: none"> - Offset a minimum of 1.5 metres from the edge of one window to the edge of the other. - Have sill heights of at least 1.7 metres above floor level. - Have fixed, obscure glazing in any part of the window below 1.7 metre above floor level. - Have permanently fixed external screens to at least 1.7 metres above floor level and be no more than 25 per cent transparent. - Obscure glazing in any part of the window below 1.7 metres above floor level may be openable provided that there are no direct views as specified in this standard. <p>Screens used to obscure a view should be:</p> <ul style="list-style-type: none"> - Perforated panels or trellis with a maximum of 25 per cent openings or solid translucent panels. - Permanent, fixed and durable. - Designed and coloured to blend in with the development. <p>This standard does not apply to a new habitable room window, balcony, terrace, deck or patio which faces a property boundary where there is a visual barrier at least 1.8 metres high and the floor level of the habitable room, balcony, terrace, deck or patio is less than 0.8 metres above ground level at the boundary.</p>
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – The floorplan layout demonstrates that overlooking has been mitigated by the absence of windows on the western elevation and setbacks of well over 9m to the ground level part of the building that would have the potential to create an</p>	

	overlooking issue. The dwelling at 75 Clarendon Street is vacant and also in the ownership of MDHS.	
B23 55.04-7	Internal Views Objective To limit views into the secluded private open space and habitable room windows of dwellings and residential buildings within a development.	Standard B23 Windows and balconies should be designed to prevent overlooking of more than 50 per cent of the secluded private open space of a lower-level dwelling or residential building directly below and within the same development.
	<u>Planning Officer Comment</u> N/A – The residential building does not provide SPOS to separate units and contains common living dining and open space areas.	
B24 55.04-8	Noise Impacts Objectives To contain noise sources in developments that may affect existing dwellings. To protect residents from external noise.	Standard B24 Noise sources, such as mechanical plant, should not be located near bedrooms of immediately adjacent existing dwellings. Noise sensitive rooms and secluded private open spaces of new dwellings and residential buildings should take account of noise sources on immediately adjacent properties. Dwellings and residential buildings close to busy roads, railway lines or industry should be designed to limit noise levels in habitable rooms.
	<u>Planning Officer Comment</u> COMPLIES – Increased setbacks to both street frontages and car parking at the rear of the site is considered to mitigate external noise to an acceptable level. Open space and communal areas are orientated away from existing dwellings and toward Clarendon and Nightingale Streets.	
55.05	On-Site Amenity and Facilities	
B25 55.05-1	Accessibility Objective To encourage the consideration of the needs of people with limited	Standard B25 The dwelling entries of the ground floor of dwellings and residential buildings should be

	mobility in the design of developments.	accessible or able to be easily made accessible to people with limited mobility.
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – The proposal demonstrates a DDA accessible wheelchair ramp via the main access from the rear carpark and includes two accessible rooms on the ground level. The carpark provides 1 accessible car space.</p>	
<p>B26</p> <p>55.05-2</p>	<p>Dwelling Entry Objective</p> <p>To provide each dwelling or residential building with its own sense of identity.</p>	<p>Standard B26</p> <p>Entries to dwellings and residential buildings should:</p> <ul style="list-style-type: none"> - Be visible and easily identifiable from streets and other public areas. - Provide shelter, a sense of personal address and a transitional space around the entry.
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – Entrances to the building are shown to be easily identified and visible from all elevations on the proposed plans.</p>	
<p>B27</p> <p>55.05-3</p>	<p>Daylight to new windows objective</p> <p>To allow adequate daylight into new habitable room windows.</p>	<p>Standard B27</p> <p>A window in a habitable room should be located to face:</p> <ul style="list-style-type: none"> - An outdoor space clear to the sky or a light court with a minimum area of 3 square metres and minimum dimension of 1 metre clear to the sky, not including land on an abutting lot, or - A verandah provided it is open for at least one third of its perimeter, or - A carport provided it has two or more open sides and is open for at least one third of its perimeter.
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – All new habitable room windows face outdoor spaces with the required minimum 3m² and 1m clear to the sky. Window frames contain shading devices that are perforated and do not diminish solar access.</p>	

<p>B28 55.05-4</p>	<p>Private open space objective</p> <p>To provide adequate private open space for the reasonable recreation and service needs of residents.</p>	<p>Standard B28</p> <p>A dwelling or residential building should have private open space of an area and dimensions specified in a schedule to the zone.</p> <p>If no area or dimensions are specified in a schedule to the zone, a dwelling or residential building should have private open space consisting of:</p> <ul style="list-style-type: none"> - An area of 40 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 25 square metres, a minimum dimension of 3 metres and convenient access from a living room, or - A balcony of 8 square metres with a minimum width of 1.6 metres and convenient access from a living room, or - A roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room.
<p><u>Planning Officer Comment</u></p> <p>VARIATION TO MEET OBJECTIVE – The use of the building for student accommodation does not provide individual POS to each room. POS to each room would not be feasible to the functionality of the building. The building will provide a vast open communal area and rooftop terrace orientated to the north of the proposed building. The terrace and open communal space provide well over the minimum requirements for POS.</p> <p>The availability of communal open space and public open space particularly is further considered to lessen the demand for POS and the proposal can meet the objective.</p>		
<p>B29 55.05-5</p>	<p>Solar access to open space objective</p> <p>To allow solar access into the secluded private open space of new dwellings and residential buildings.</p>	<p>Standard B29</p> <p>The private open space should be located on the north side of the dwelling or residential building, if appropriate.</p> <p>The southern boundary of secluded private open space should be set back from any wall on the</p>

		north of the space at least $(2 + 0.9h)$ metres, where 'h' is the height of the wall.
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – The communal areas and terrace are orientated to the northern elevation of the site, maximising solar access.</p>	
<p>B30</p> <p>55.05-6</p>	<p>Storage objective</p> <p>To provide adequate storage facilities for each dwelling.</p>	<p>Standard B30</p> <p>Each dwelling should have convenient access to at least 6 cubic metres of externally accessible, secure storage space.</p>
	<p><u>Planning Officer Comment</u></p> <p>N/A – Storage will be internal to accommodate the maximum number of students.</p>	
<p>55.06</p>	<p>Detailed Design</p>	
<p>B31</p> <p>55.06-1</p>	<p>Design Detail Objective</p> <p>To encourage design detail that respects the existing or preferred neighbourhood character.</p>	<p>Standard B31</p> <p>The design of buildings, including:</p> <ul style="list-style-type: none"> - Facade articulation and detailing, - Window and door proportions, - Roof form, and - Verandahs, eaves and parapets, should respect the existing or preferred neighbourhood character. <p>Garages and carports should be visually compatible with the development and the existing or preferred neighbourhood character.</p>
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – The proposed building is consistent with the streetscape and does not create visual bulk. The graduation in height of the building and setbacks do not impact adjoining properties. Screening from required landscaping can further screen the building and car parking is the rear of the site and not a dominating feature of the proposal.</p>	
<p>B32</p>	<p>Front Fences Objective</p>	<p>Standard B32</p>

<p>55.06-2</p>	<p>To encourage front fence design that respects the existing or preferred neighbourhood character.</p>	<p>The design of front fences should complement the design of the dwelling or residential building and any front fences on adjoining properties.</p> <p>A front fence within 3 metres of a street should not exceed:</p> <ul style="list-style-type: none"> - The maximum height specified in a schedule to the zone, or - If no maximum height is specified in a schedule to the zone, the maximum height specified in Table B3.
<p><u>Planning Officer Comment</u></p> <p>COMPLIES – Existing low-scale front fencing will be retained and repaired where required. Low-scale infill section of black cyclone fencing will be placed where access is no longer required. The proposed infill does not increase height or scale.</p>		
<p>B33 55.06-3</p>	<p>Common Property Objectives</p> <p>To ensure that communal open space, car parking, access areas and site facilities are practical, attractive and easily maintained.</p> <p>To avoid future management difficulties in areas of common ownership.</p>	<p>Standard B33</p> <p>Developments should clearly delineate public, communal and private areas.</p> <p>Common property, where provided, should be functional and capable of efficient management.</p>
<p><u>Planning Officer Comment</u></p> <p>COMPLIES – All communal and shared areas are clearly delineated in accordance with the proposed plans. Maintenance and management of the spaces will be undertaken by MDHS.</p>		
<p>B34 55.06-4</p>	<p>Site Services Objectives</p> <p>To ensure that site services can be installed and easily maintained.</p> <p>To ensure that site facilities are accessible, adequate and attractive.</p>	<p>Standard B34</p> <p>The design and layout of dwellings and residential buildings should provide sufficient space (including easements where required) and facilities for services to be installed and maintained efficiently and economically.</p> <p>Bin and recycling enclosures, mailboxes and other site facilities should be adequate in size,</p>

		<p>durable, waterproof and blend in with the development.</p> <p>Bin and recycling enclosures should be located for convenient access by residents.</p> <p>Mailboxes should be provided and located for convenient access as required by Australia Post.</p>
	<p><u>Planning Officer Comment</u></p> <p>COMPLIES – Provision for the installation of services can be provided in accordance with supply authority requirements and/or conditions on a permit. All services are available to the site.</p> <p>Wastes services will be maintained by MDHS.</p>	

General Provisions

65 Decision Guidelines

Because a permit can be granted does not imply that a permit should or will be granted. The Responsible Authority must decide whether the proposal will produce acceptable outcomes in terms of the decision guidelines of this clause.

65.01 Approval of an Application or Plan

Before deciding on an application or approval of a plan, the Responsible Authority must consider, as appropriate:

- The matters set out in section 60 of the Act.
- The Municipal Planning Strategy and the Planning Policy Framework.
- The purpose of the zone, overlay or other provision.
- Any matter required to be considered in the zone, overlay or other provision.
- The orderly planning of the area.
- The effect on the amenity of the area.
- The proximity of the land to any public land.
- Factors likely to cause or contribute to land degradation, salinity or reduce water quality.
- Whether the proposed development is designed to maintain or improve the quality of stormwater within and exiting site.

- The extent and character of native vegetation and the likelihood of its destruction.
- Whether native vegetation is to be or can be protected, planted or allowed to regenerate.
- The degree of flood, erosion or fire hazard associated with the location of the land and the use, development or management of the land so as to minimise any such hazard.
- The adequacy of loading and unloading facilities and any associated amenity, traffic flow and road safety impacts.

Referrals

The application was referred internally to engineering. No external referrals were required under the scheme however external heritage advice was sort from a consultant on the proposal given the overlay. This is discussed further in the ‘assessment of the application’ section of this report.

Table 1- Internal Referral to Engineering Department

<p>Engineering</p>	<p>Following an onsite inspection of the abovementioned property, the following issues are recommended for consideration prior to further consideration of this town planning application:</p> <p>Entry Works:</p> <ol style="list-style-type: none"> 1. Access to the development must be provided from Clarendon Street via an all-weather driveway with dimensions adequate to accommodate emergency vehicles to the satisfaction of the Responsible Authority. 2. Driveway crossings from the road reserve to the property must be constructed to the satisfaction of the Responsible Authority. 3. Prior to commence any works on the road reserve areas, the developer needs to get a “Works in Road Reserve” Permit from the relevant authority to the satisfaction of Responsible Authority. 4. Works must not commence until the Responsible Authority has approved the design of the driveway crossing and given consent to conduct the works within the road reserve. 5. All work upon the entrances and exits must be carried out at the cost of the owner. <p>Parking Areas:</p> <ol style="list-style-type: none"> 6. All parking areas must be designed to allow all vehicles to drive forwards both when entering and
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	<p>leaving the subject land to the satisfaction of the Responsible Authority.</p> <p>7. All car spaces, vehicle access lanes and driveways, including any required disabled car spaces, shown on the endorsed plans must be;</p> <p>a) designed, constructed, line marked, painted or signed to the satisfaction of the Responsible Authority; and</p> <p>b) Must not be used for any other purpose.</p> <p>General Conditions</p> <p>8. Pedestrian safe walk zones must be clearly delineated on the road and parking pavement areas at all times to the satisfaction of the Responsible Authority.</p> <p>9. All vehicular access roads, car parking bays and entry & exit area to and from the site must be illuminated to the satisfaction of the Responsible Authority.</p> <p>Drainage</p> <p>10. The property must be drained to the satisfaction of the Responsible Authority to a point of legal discharge.</p> <p>11. All stormwater runoff from buildings and impervious surfaces must be collected on site and discharged to a legal point of discharge to the satisfaction of the Responsible Authority.</p> <p>Emissions and Discharges During Construction</p> <p>12. The developer must restrict emissions and discharges from any construction sites within the land in accordance with the best practice environmental management techniques and guidelines contained in the Environment Protection Authority publications Construction Techniques for Sediment Pollution Control (EPA 1991) and Environmental Guidelines for Major Construction Sites (EPA 1995) to the satisfaction of the Responsible Authority.</p>
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ASSESSMENT OF APPLICATION

The application has been assessed against the General Residential Zone and the Heritage Overlay.

The proposal is considered to be appropriate within the General Residential Zone and meets the objectives within Clause 55. The proposed student accommodation will offer a much needed facility which will allow students associated with the hospital to be based in Maryborough during placements and other training periods.

The subject site is within the Heritage Overlay and includes the demolition of the existing dwelling on the site. Both Council and the applicant sort external advice on the values of the existing dwelling and the advice the Planning Officer sort specifically focused on the aesthetics and visual impact of the proposed building on the area.

The advice sort by Council concluded that:

Given the intent and focus of HO206 established by the 1992 City of Maryborough Heritage Study, No. 1 Nightingale Street (existing dwelling) is not a primary heritage place, nor would its removal adversely affect the cultural significance of HO206. The replacement building in this circumstance is appropriate as it meets the objectives of recognised heritage precinct design guidelines, including:

- *being of modern design (Figure 16), it fits well with the current heritage character/era of the south side of Nightingale Street and Clarendon Street;*
- *being designed to match the setback of No. 5 Nightingale Street and its façade of a similar height. In other words, it does not detract from or dominate the streetscapes and/or detract from heritage values of the surrounds (Figures 17 and 18);*
- *the roof form is in proportion to the modern-era buildings that lie close by - the hospital and the ambulance station (Figures 11 & 12);*
- *the colour scheme (Figure 18) is subdued and complements the surrounding heritage; and*
- *respect is shown to the setting of the new place, especially in the tree planting that fit well with the front garden settings of No. 5 and No. 7 (Figures 5, 6 and 16).*

David Bannear Assessment of No 1 Nightingale Street- 1 March 2020.

The proposed building is considered to offer a modern contrast to the existing heritage character of the area. The existing dwelling is not considered to be of contributory status and its demolition is considered to be appropriate as the proposal results in significant net community benefit.

CONSULTATION/COMMUNICATION

The application was advertised via sending mail notices to adjoining and surrounding land owners and 2 signs were placed on the site. The application received 2 objections. The applicant provided a written response to the objections in order to address the issues raised. As a result of this one of the two objections has been withdraw as the applicant suggested a number of minor changes to the proposal which satisfied the objectors. The applicant will be required to provide amended plans as condition 1 on any permit granted. The changes are considered to be of a minor nature and do not result in the transformation of the proposal and therefore it was not considered that the application needed to be readvertised.

The remaining objection raises the following concerns:

- The building height within the application is not consistent with what is shown on the drawings.
- The setback to Clarendon Street is not shown on the plans but appears it will impact on site distances for traffic approaching the intersection of Clarendon Street and Nightingale Street.
- The application does not take into account any intersection improvements.
- The application does not propose use of the existing dwelling on the site (proposed to be demolished).
- The application form has more than one proposal included e.g. demolition of the building, construction and works for a new building.

Planner's Comments:

The height of 6.5 m noted within the applicants planning report has been measured from the proposed finished floor level of the building, the plans provided do show height from the natural ground level and the applicant has indicated in the response to the objection that the report and plans do make mention of the highest point of the building will be 8 metres at the 'corner' of Nightingale and Clarendon Street. However this does not constitute a third storey or exceed the maximum 11 metres allowed within the zone.

The setback to Clarendon Street is shown as 4.5 metres on the 'proposed site plan' drawing A103 provided by the applicant. Side and rear setbacks are dealt with under clause 55.01-1 of clause 55 (assessment included within this report). The proposal is in keeping with the requirements of the standard and is considered to be compliant. The application was also referred to Engineering who did not raise an issue with the setback from a road safety point of view.

The plans show that land on the subject site within 12.3 metres of the intersection is clear of buildings and will only contain landscaping; which will be required to be undertaken to the satisfaction of the Responsible Authority. The speed limit along Clarendon is currently 50km/ph. leading up to a give way sign at the intersection. 12 metres is considered to be an acceptable amount of visual clearance for vehicles approaching the intersection.

The objector has indicated there are current concerns with the intersection (near misses and the like). The proposed development would not make this any worse as it is well setback, and the existing fence is retained. At the approach and the intersection conditions will be similar to the existing. Council's Infrastructure Department will review the intersection in light of the objector's comments about current safety concerns.

Considering the scale of the proposed facilities required by the project it is not considered feasible to require the retention of the full or part of the existing dwelling. The dwelling is protected by the Heritage Overlay but does not have its own schedule applied to the site, its significance is part of the wider Maryborough area. Whilst it is important to assess the loss of buildings with the HO, in this instance it is considered that the net community benefit resulting from the proposal outweighs the need to retain the existing dwelling. The applicant has chosen to retain and restore the existing front fence as there is no for it to be demolished in order to achieve the development.

It is considered that the application form was filled out correctly by the applicant. There are often a number of 'triggers' for a planning application that are listed on the form e.g. buildings and work within an overlay and a new use of the land.

FINANCIAL & RESOURCE IMPLICATIONS

The assessment of planning permit applications is within the normal operational budget of Council.

Should any party appeal any decision that Council makes there would be a VCAT hearing. Additional costs will be incurred if a VCAT hearing occurs.

RISK MANAGEMENT

The risk management issues in relation to assessment and VCAT appeal have been discussed in the Report and Assessment of Application sections above.

James Maw, Manager Statutory Services, has declared an indirect conflict of interest in relation to this matter. He has not been involved in any discussions, decisions or the development of the report in relation to this matter. In response to this event, this report and the accompanying plans have been reviewed by an independent and qualified town planner – Peter Newman, registered Planner, MPIA. Mr Newman has advised:

“In reviewing the assessment report, I have considered the relevant planning policies and controls in the Central Goldfields Planning Scheme, and have viewed the drawings submitted with the application.

As a result of my review, I consider the assessment report to be comprehensive, fair and accurate. I therefore have no hesitation in endorsing the recommendation that a Notice of Decision to Grant a Planning Permit be issued containing the recommended conditions.”

This independent review addressed risk associated with the disclosable interest.

CONCLUSION

The application has been assessed against Clause 32.08 and 43.01 of the Central Goldfields Planning Scheme and is considered to be appropriate.

ATTACHMENTS

1. Nightingale Street
2. Development Plans
3. Elevation Plans

RECOMMENDATION

That Council having caused notice of Planning Application No. 121/19 to be given under Section 52 of the *Planning and Environment Act 1987* and the Central Goldfields Planning Scheme and having considered all the matters generally required, determines to issue a notice of decision of Planning Permit 121/19 in respect of the land known and described as 1-3 Nightingale Street & 75 Clarendon Street for the use and development of accommodation (student accommodation) and demolition of a building within the General Residential Zone and Heritage Overlay subject to the following conditions:

Amended Plans Required

1. Before the use and/or development starts, amended plans to the satisfaction of the responsible authority must be submitted to and approved by the responsible authority. When approved, the plans will be endorsed and will then form part of the permit. The plans must be drawn to scale with dimensions and three copies must be provided. The plans must be generally in accordance with the plans submitted with the application but modified to show:
 - a) the size of the garden bed located along the western boundary (5 Nightingale Street) increased to 2 metres in width.

Schedule of materials and colours

2. Before the development starts, a schedule of construction materials, external finishes and colours (incorporating paint and material samples) to the satisfaction of the responsible authority must be submitted to and approved by the responsible authority. When approved, the schedule will be endorsed and will then form part of the permit.

Landscaping Requirements

3. Prior to the commencement of the development hereby permitted, a landscaping plan must be submitted to and approved by the Responsible Authority.

The landscape plan must show the following:

- (a) An outline of buildings. No floor plans are to be shown on the landscape plan, however the dimensions of the outline are to be informed by the approved site plan.
- (b) Clearly drafted at a scale of 1:100 or similar with a north point and legend.
- (c) Clear graphics to indicate trees (deciduous or evergreen), shrubs, ground covers, grass etc.
- (d) Botanical and common name, pot size, quantity, planting density and size at maturity of all plantings.
- (e) Notated planting specification drawings.
- (f) Location and depth of all surface treatments with materials and colours notated.

(g) Outline of all built features including buildings, fences, letterboxes, clotheslines, storage, water tanks and utility structures etc. These structures are to be informed by the site plan.

(h) Mark all crossovers.

(i) Any vegetation or structures within the nature strip.

Please note that any foundations of built structures, including any concrete areas such as paths/driveways, must be protected with appropriate tree root/moisture barriers to ensure the integrity of the foundations are not compromised.

4. The landscape area(s) shown on the endorsed plan(s) must be planted and maintained to the satisfaction of the Responsible Authority and once landscaped must not be used for any other purpose except with the prior written consent of the Responsible Authority.

Additional car parking requirements

5. The permit holder must ensure that 10 car spaces on the subject land and an additional 10 car spaces on the broader hospital grounds are always available for student's vehicles whom are staying within accommodation. When the student accommodation is vacant the car spaces may be used for other hospital related parking.

No Alteration of Layout

6. The development and uses permitted by this permit as shown on the endorsed plans and/or described in the endorsed documents must not be altered or modified (for any reason) except with the prior written consent of the Responsible Authority.

General Amenity

7. The use and development must be managed so that the amenity of the area is not detrimentally affected, through the:
 - a) transport of materials, goods or commodities to or from the land
 - b) appearance of any building, works or materials
 - c) emission of noise, artificial light, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waste water, waste products, grit or oil
 - d) presence of vermin.

Concealment of pipes

8. All pipes, fixtures, fittings and vents servicing any building on the site, other than storm water down pipes, must be concealed in service ducts or otherwise hidden from view to the satisfaction of the responsible authority.

Plant/equipment or features on roof

9. No plant, equipment, services or architectural features other than those shown on the endorsed plans are permitted above the roof level of the building(s) without the written consent of the responsible authority.

Garbage storage

10. Provision must be made on the land for the storage of garbage and other solid waste. This area must be properly formed and screened from public view to the satisfaction of the responsible authority.

Use of Parking Areas

11. Areas set aside for the parking and movement of vehicles as shown on the endorsed plan(s) must be maintained in a usable and safe condition to the satisfaction of the Responsible Authority and made available for such use and must not be used for any other purpose.
12. Vehicular access to the subject land from any roadway or service lane (and vice versa) must be by way of a vehicle crossing(s) to the satisfaction of the Responsible Authority.

Noise from Domestic Fixtures

13. Mechanical ventilation systems and air conditioning units are to be suitably located so they do not cause a nuisance under the provisions of the Public Health and Wellbeing Act 2008.

Construction Phase

14. All activities associated with the construction of the development permitted by this permit must be carried out to the satisfaction of the Responsible Authority and all care must be taken to minimise the effect of such activities on the amenity of the locality. Measures must be taken to suppress dust, noise or other emissions during construction to prevent nuisance to surrounding neighbours as defined by the Public Health and Wellbeing Act 2008.

Engineering**Entry Works**

15. Access to the development must be provided from Clarendon Street via an all-weather driveway with dimensions adequate to accommodate emergency vehicles to the satisfaction of the Responsible Authority.
16. Driveway crossings from the road reserve to the property must be constructed to the satisfaction of the Responsible Authority.
17. Prior to commence any works on the road reserve areas, the developer needs to get a "Works in Road Reserve" Permit from the relevant authority to the satisfaction of Responsible Authority.
18. Works must not commence until the Responsible Authority has approved the design of the driveway crossing and given consent to conduct the works within the road reserve.
19. All work upon the entrances and exits must be carried out at the cost of the owner.

Parking Areas

20. All parking areas must be designed to allow all vehicles to drive forwards both when entering and leaving the subject land to the satisfaction of the Responsible Authority.
21. All car spaces, vehicle access lanes and driveways, including any required disabled car spaces, shown on the endorsed plans must be;
 - a) designed, constructed, line marked, painted or signed to the satisfaction of the Responsible Authority; and
 - b) must not be used for any other purpose.

General Conditions

22. Pedestrian safe walk zones must be clearly delineated on the road and parking pavement areas at all times to the satisfaction of the Responsible Authority.
23. All vehicular access roads, car parking bays and entry and exit area to and from the site must be illuminated to the satisfaction of the Responsible Authority.

Drainage

24. The property must be drained to the satisfaction of the Responsible Authority to a point of legal discharge.
25. All stormwater runoff from buildings and impervious surfaces must be collected on site and discharged to a legal point of discharge to the satisfaction of the Responsible Authority.

Emissions and Discharges During Construction

26. The developer must restrict emissions and discharges from any construction sites within the land in accordance with the best practice environmental management techniques and guidelines contained in the Environment Protection Authority publications Construction Techniques for Sediment Pollution Control (EPA 1991) and Environmental Guidelines for Major Construction Sites (EPA 1995) to the satisfaction of the Responsible Authority.

Expiry of Permit

27. This permit will expire if one of the following circumstances applies;
 - a) The development is not started within four (4) years of the date of this permit;
 - b) The development is not completed within six (6) years of the date of this permit.

The Responsible Authority may extend the periods referred to if a request is made in writing whereby either of the following instances apply:

- a) before or within 6 months after the permit expiry date, where the use or development allowed by the permit has not yet started; or
- b) within 12 months after the permit expiry date, where the proposal allowed by the permit has lawfully started before the permit expires.



Existing dwelling to be demolis



MARYBOROUGH DISTRICT HEALTH SERVICE STUDENT ACCOMMODATION PROJECT

1 - 3 NIGHTINGALE STREET, MARYBOROUGH, VIC 3465

TOWN PLANNING DRAWING SET

DRAWING No.	DRAWING NAME	REV
A001	COVER SHEET & DRAWING LIST	
A101	SITE CONTEXT PLAN	
A102	EXISTING SITE PLAN	
A103	PROPOSED SITE PLAN	
A201	EXISTING & DEMOLITION PLAN	
A301	PROPOSED GROUND FLOOR PLAN	
A302	PROPOSED FIRST FLOOR PLAN	
A303	PROPOSED ROOF PLAN	
A401	BUILDING ELEVATIONS	
A402	STREET ELEVATIONS & PROPOSED FINISHES	
A501	SECTIONS	
A601	PROPOSED SHADOW DIAGRAMS	
A701	3D IMAGE 1	
A702	3D IMAGE 2	

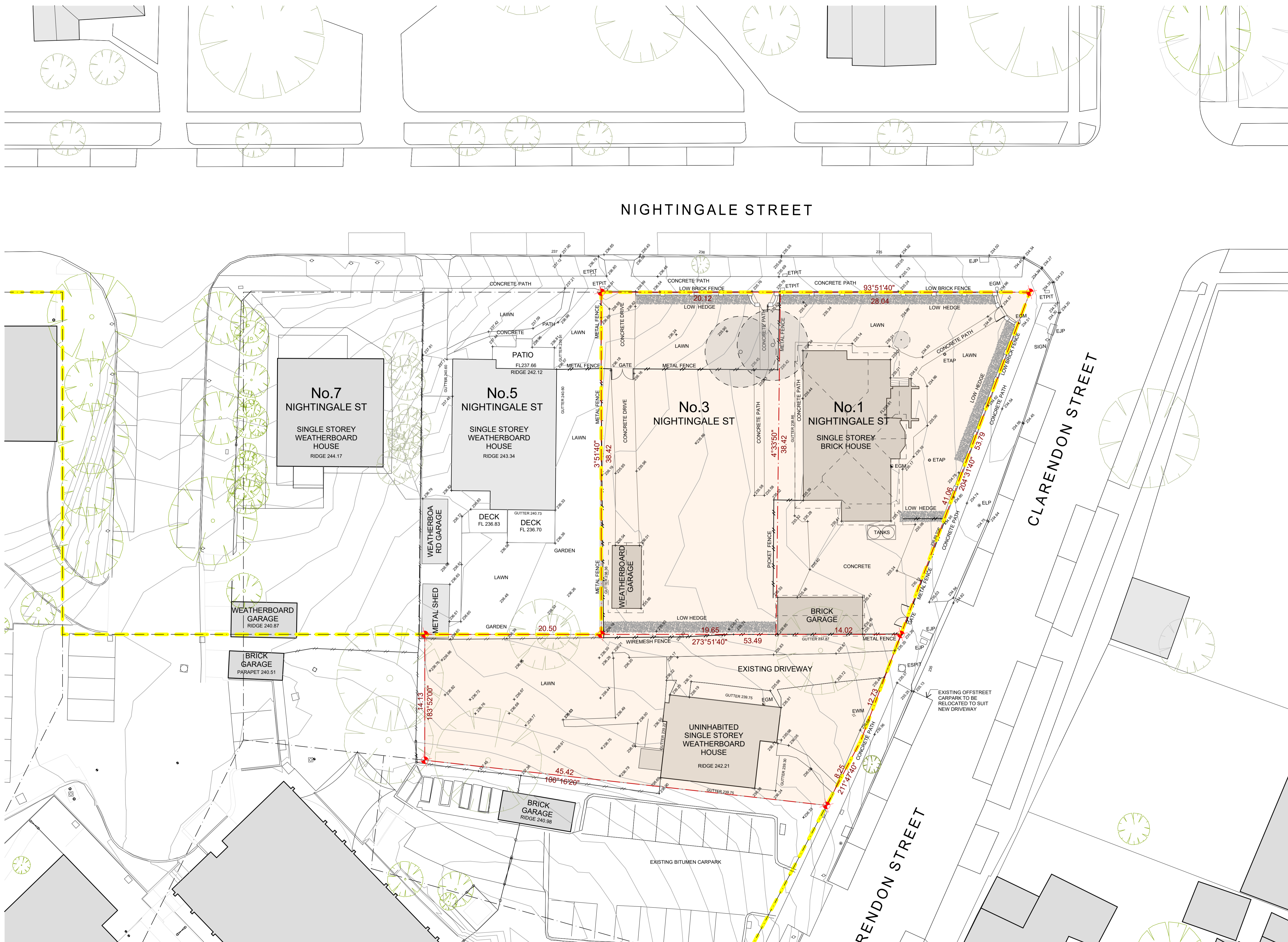




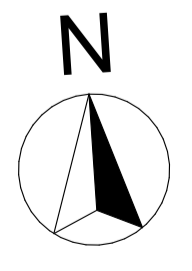
LEGEND

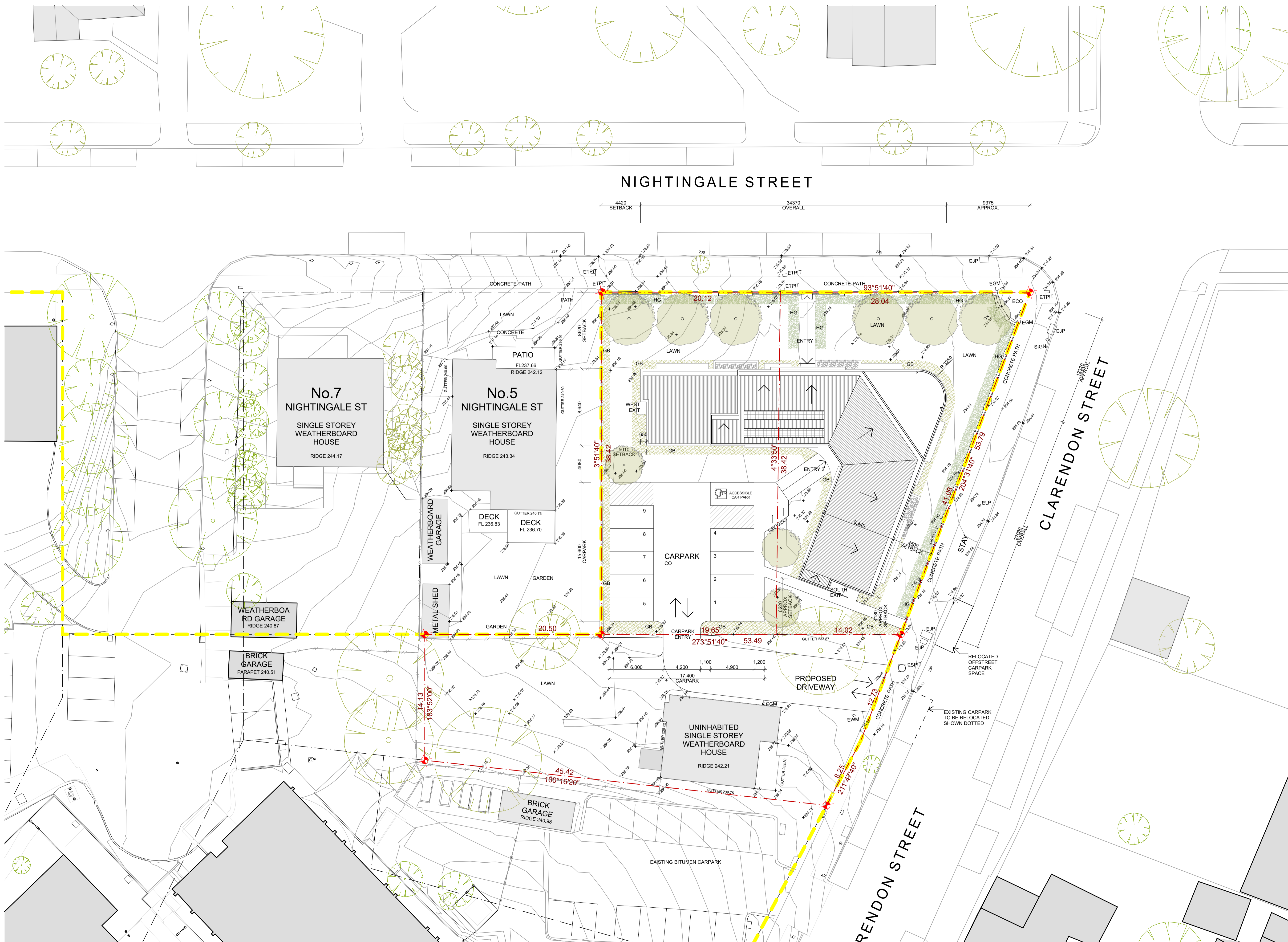
- - - MARYBOROUGH DISTRICT HEALTH SERVICE CAMPUS BOUNDARY
- PROJECT SITE

0 5 10 25 50



LEGEND	
	MDSH CAMPUS BOUNDARY
	TITLE BOUNDARY
	PROJECT SITE
	EXISTING FENCE
	EXISTING TREE TO BE REMOVED
	EXISTING HEDGE TO BE REMOVED
	EXISTING TREE
FIXTURES	
EGM	EXISTING GAS METER
EJP	EXISTING JUNCTION PIT
ELP	EXISTING ELECTRICAL LIGHT POLE
ESPIT	EXISTING SEWER PIT
ETPIT	EXISTING TELEPHONE PIT
ETAP	EXISTING WATER TAP
EWM	EXISTING WATER METER
SIGN	EXISTING SIGN POLE





LEGEND

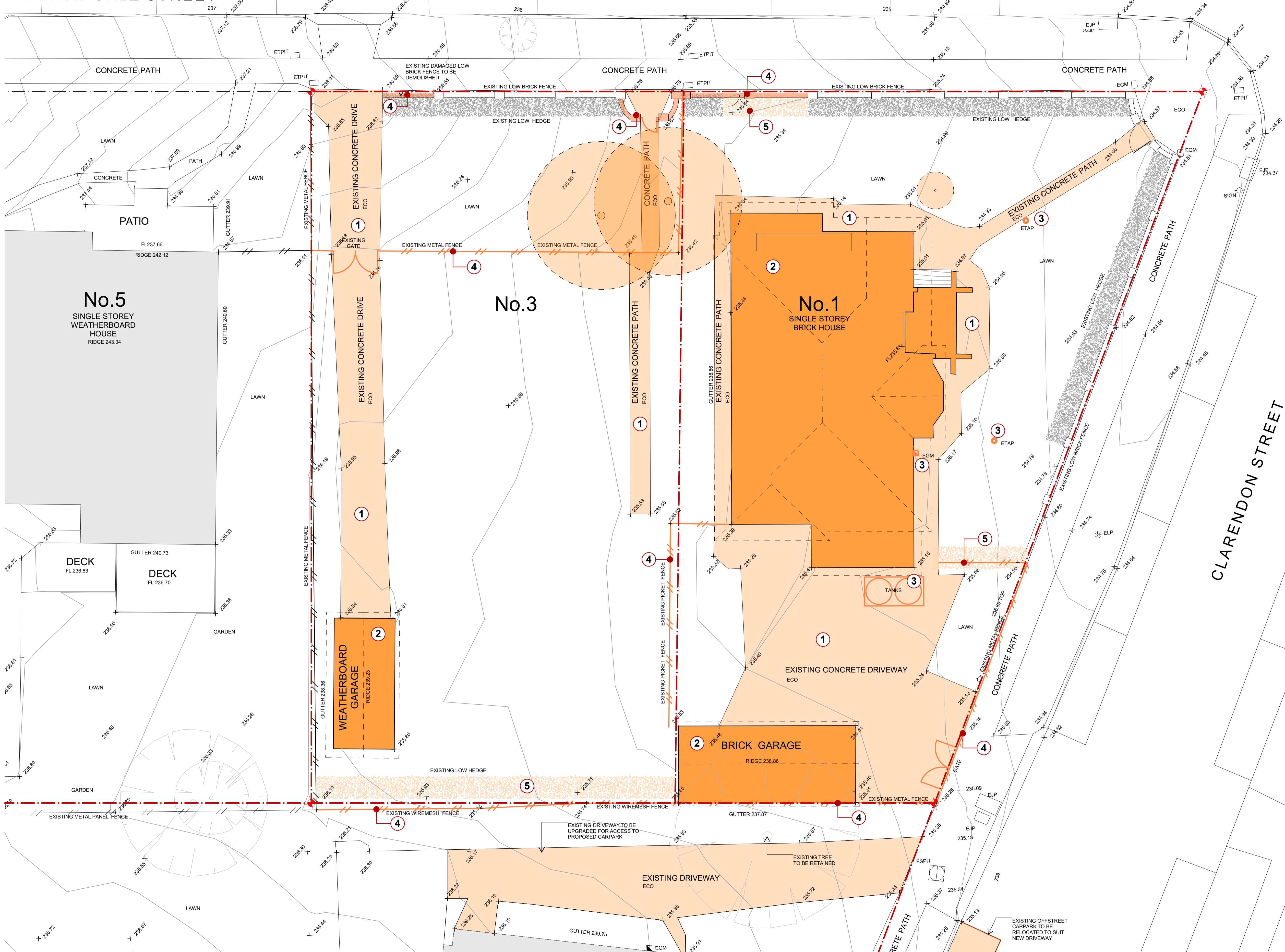
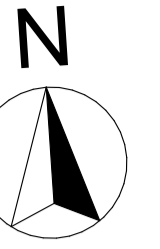
- MDSH CAMPUS BOUNDARY
- TITLE BOUNDARY
- EXISTING FENCE
- INDICATIVE LOCATION OF PROPOSED TREE
- EXISTING TREE
- GB GARDEN BED
- HG HEDGE

FIXTURES

- EGM EXISTING GAS METER
- EJP EXISTING JUNCTION PIT
- ELP EXISTING ELECTRICAL LIGHT POLE
- ESPIT EXISTING SEWER PIT
- ETPIT EXISTING TELEPHONE PIT
- ETAP EXISTING WATER TAP
- EWM EXISTING WATER METER
- SIGN EXISTING SIGN POLE

FINISHES

- ECO EXISTING CONCRETE
- CO CONCRETE



LEGEND

- EXISTING FENCE
- EXISTING TREE TO BE DEMOLISHED
- EXISTING TREE

FINISHES

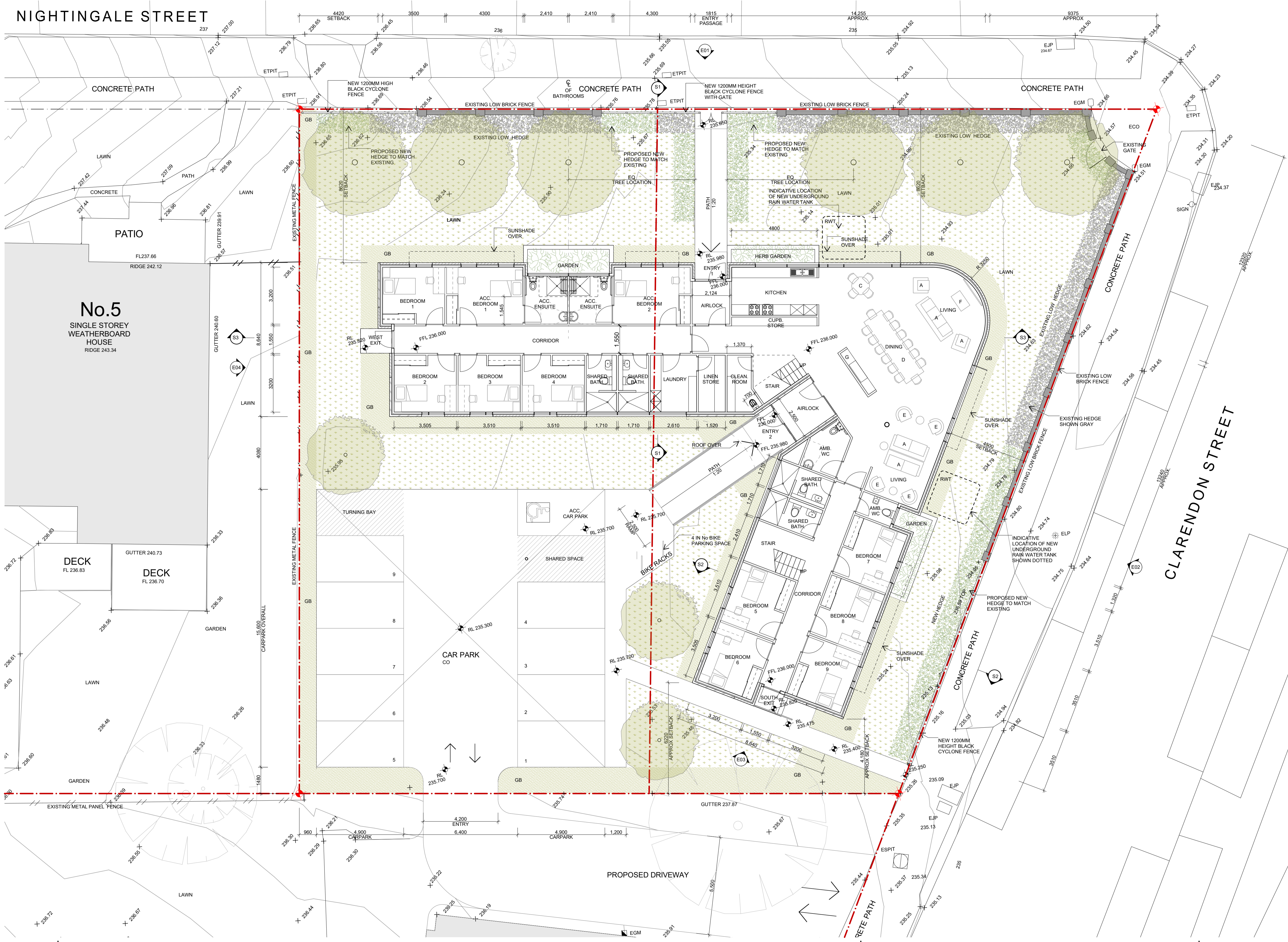
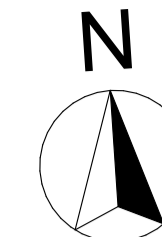
- ECO EXISTING CONCRETE

FIXTURES

- EGM EXISTING GAS METER
- EJP EXISTING JUNCTION PIT
- ELP EXISTING ELECTRICAL LIGHT POLE
- ESPIT EXISTING SEWER PIT
- ETPIT EXISTING TELEPHONE PIT
- ETAP EXISTING WATER TAP
- EWM EXISTING WATER METER
- SIGN EXISTING SIGN

NOTES

- ① EXISTING CONCRETE PATH & DRIVEWAY TO BE DEMOLISHED
- ② EXISTING BUILDING TO BE DEMOLISHED
- ③ EXISTING SERVICES & FIXTURES TO BE DEMOLISHED
- ④ EXISTING FENCE TO BE DEMOLISHED
- ⑤ EXISTING HEDGE TO BE DEMOLISHED



LEGEND

- EXISTING FENCE
- INDICATIVE LOCATION OF PROPOSED TREE
- EXISTING TREE
- INDICATIVE AREA OF PROPOSED LAWN
- INDICATIVE AREA OF PROPOSED GARDEN BED
- GB GARDEN BED

FINISHES

- ECO EXISTING CONCRETE
- CO CONCRETE
- MS METAL SHEET ROOFING

FIXTURES

- EGM EXISTING GAS METER
- EJP EXISTING JUNCTION PIT
- ELP EXISTING ELECTRICAL LIGHT POLE
- ESPIT EXISTING SEWER PIT
- ETPIT EXISTING TELEPHONE PIT
- ETAP EXISTING WATER TAP
- EWM EXISTING WATER METER
- SIGN EXISTING SIGN
- RWT NEW PROPOSED UNDERGROUND RAIN WATER TANK

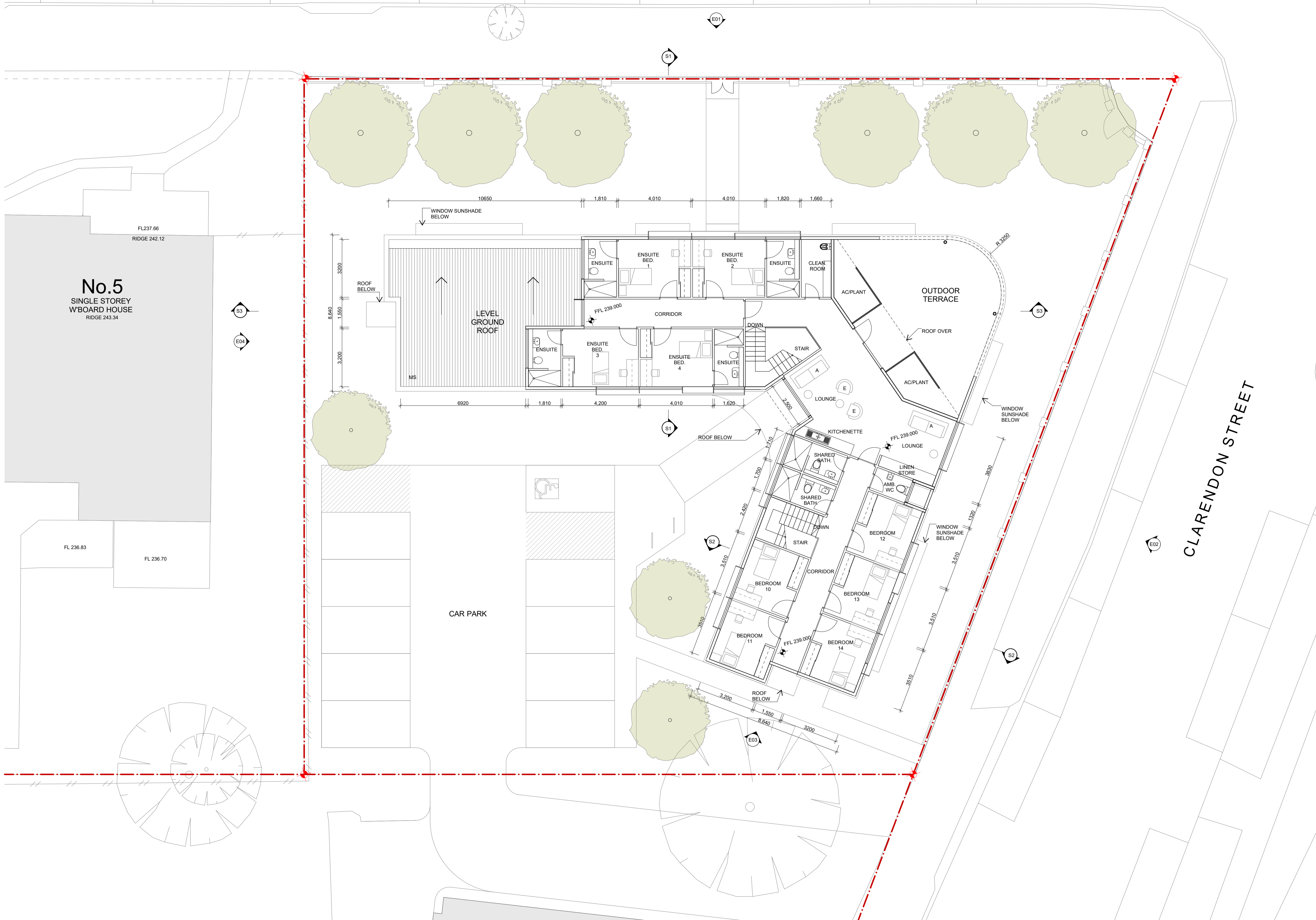
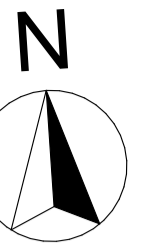
FURNITURE

- A COUCH
- B TV
- C BREAKFAST TABLE
- D DINING TABLE
- E ARMCHAIR
- F COFFEE TABLE
- G GAS LOG FIREPLACE

FLOOR INTERIOR AREA SCHEDULE	
	MEASURED AREA
GROUND FLOOR	397.40
FIRST FLOOR	260.55
	657.95 m ²

SITE COVERAGE SCHEDULE		
	MEASURED AREA	PERCENTAGE (%)
BUILDING FOOTPRINT	448.78	28.5%
HARD SURFACE	356.83	23.0%
PERMEABLE SURFACE	775.20	48.5%
	1,580.81 m ²	

NIGHTINGALE STREET

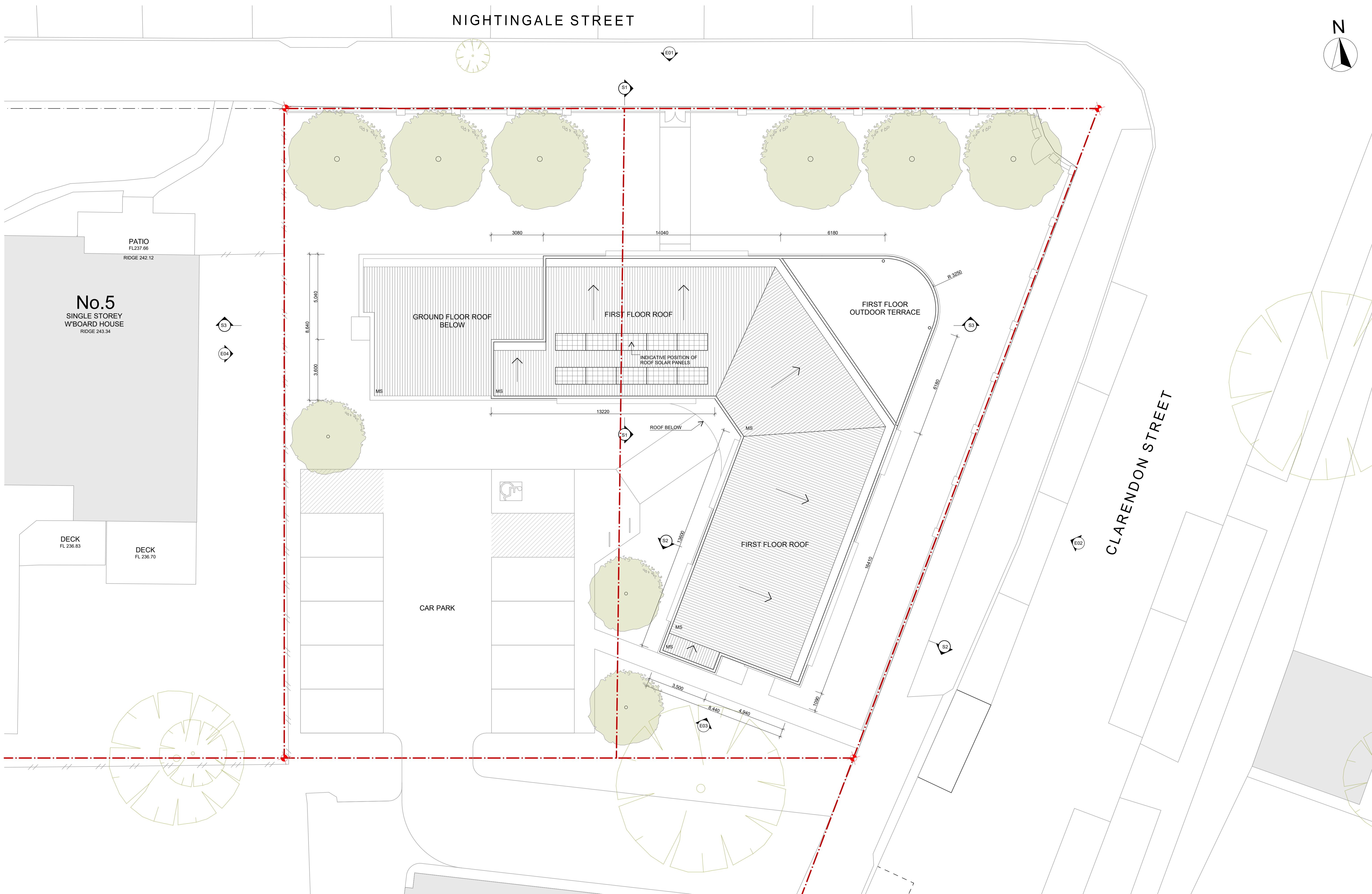
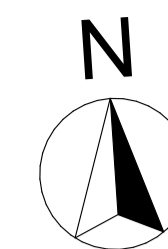


LEGEND

- EXISTING FENCE
- INDICATIVE LOCATION OF PROPOSED TREE
- EXISTING TREE
- INDICATIVE AREA OF PROPOSED LAWN
- INDICATIVE AREA OF PROPOSED GARDEN BED
- GB GARDEN BED
- FINISHES**
- ECO EXISTING CONCRETE
- CO CONCRETE
- MS METAL SHEET ROOFING
- FIXTURES**
- EGM EXISTING GAS METER
- EJP EXISTING JUNCTION PIT
- ELP EXISTING ELECTRICAL LIGHT POLE
- ESPIT EXISTING SEWER PIT
- ETPIT EXISTING TELEPHONE PIT
- ETAP EXISTING WATER TAP
- EWM EXISTING WATER METER
- SIGN EXISTING SIGN
- RWT NEW PROPOSED UNDERGROUND RAIN WATER TANK
- FURNITURE**
- A COUCH
- B TV
- C BREAKFAST TABLE
- D DINING TABLE
- E ARMCHAIR
- F COFFE TABLE
- G GAS LOG FIREPLACE

FLOOR INTERIOR AREA SCHEDULE	
	MEASURED AREA
GROUND FLOOR	397.40
FIRST FLOOR	260.55
	657.95 m ²

NIGHTINGALE STREET



No.5
SINGLE STOREY
WBOARD HOUSE
RIDGE 243.34

PATIO
FL 237.66
RIDGE 242.12

DECK
FL 236.83

DECK
FL 236.70

CAR PARK

GROUND FLOOR ROOF
BELOW

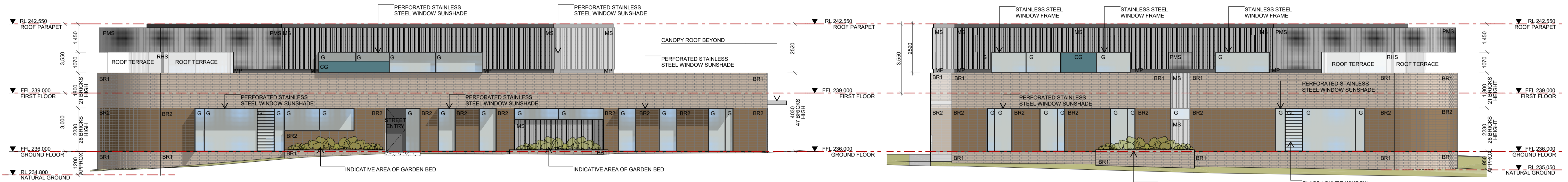
FIRST FLOOR ROOF

FIRST FLOOR
OUTDOOR TERRACE

ROOF BELOW

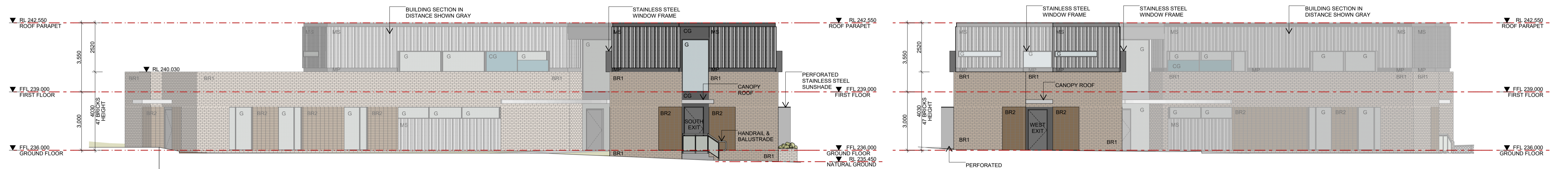
FIRST FLOOR ROOF

CLARENDON STREET



E01 North Elevation
SCALE 1:100

E02 East Elevation
SCALE 1:100



E03 South Elevation
FRONT ELEVATION - SCALE 1:100

E04 West Elevation
FRONT ELEVATION - SCALE 1:100

LEGEND

FINISHES

BR1	BRICKWORK TYPE 1 LAID IN STRETCHER BOND
BR2	BRICKWORK TYPE 2 LAID IN STACK BOND
MS	METAL SHEET CLADDING
PMS	PERFORATED METAL SHEET CLADDING
MP	METAL STRIP
G	GLAZING
CG	COLOURBACK GLAZING
GL	GLASS LOUVRE

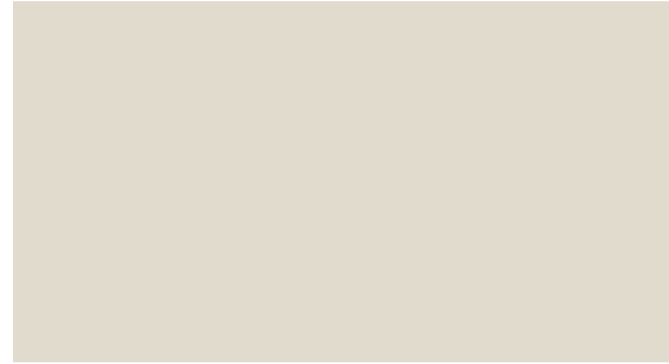
PROPOSED FINISHES SCHEDULE:

MS:



SPANDEK METAL SHEET CLADDING DARK GRAY COLORBOND

PMS:



SPANDEK METAL SHEET CLADDING LIGHT GRAY COLORBOND

BR1



LIGHT BROWN BRICKS LAID IN STRETCHER BOND

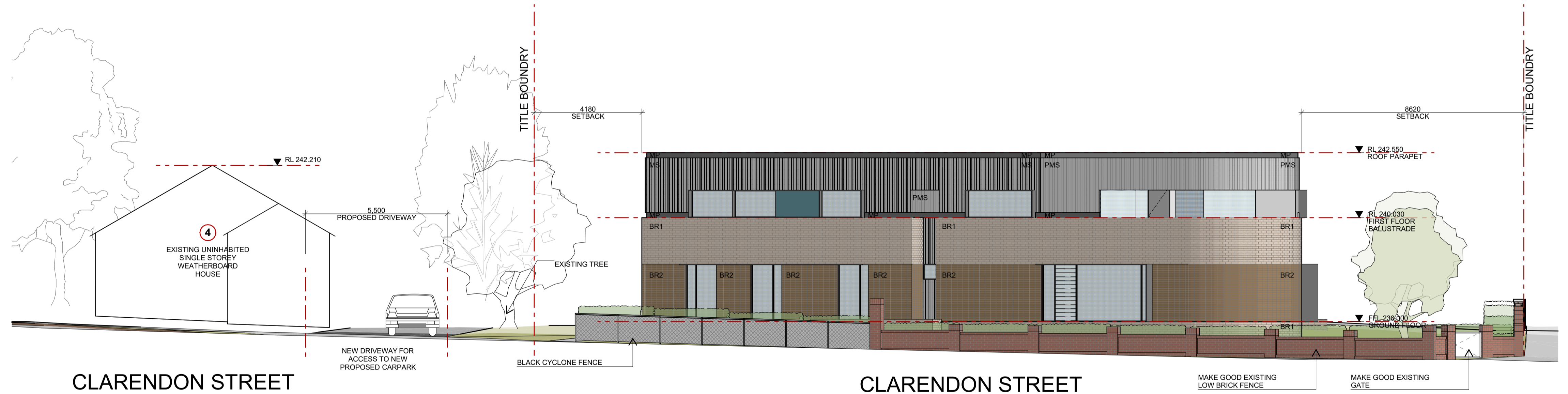
BR2



DARK BROWN BRICKS LAID IN STRETCHER BOND



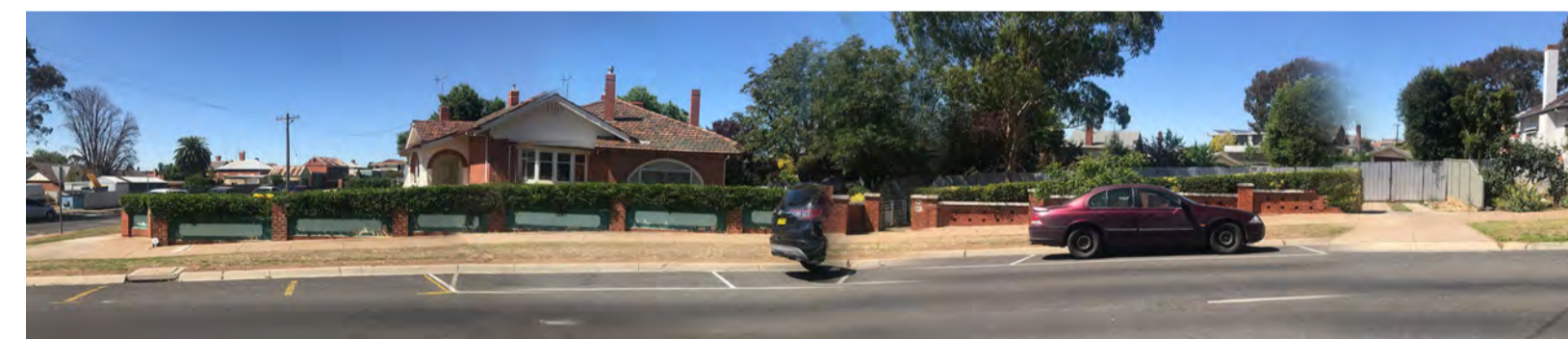
E05 ELEVATION OF NIGHTINGALE STREET
SCALE 1:100



E06 ELEVATION OF CLARENDON STREET
FRONT ELEVATION - SCALE 1:100



EXISTING SITE
KEY CONTEXT PLAN



1 COLLAGE OF STREET ELEVATION FROM NIGHTINGALE STREET SHOWING EXISTING PROPERTY



2 CORNER OF CLARENDON STREET AND NIGHTINGALE STREET EXISTING PROPERTY



3 COLLAGE OF STREET ELEVATION FROM CLARENDON STREET SHOWING EXISTING PROPERTY



4 EXISTING UNINHABITED WEATHERBOARD HOUSE SOUTH OF 1-3 NIGHTINGALE STREET PROPERTY



5 NO. 191-195 HIGH STREET EXISTING ESTABLISHMENT OPPOSITE OF SITE



6 NO. 91 CLARENDON STREET - CHRIST THE KING ANGLICAN CHURCH

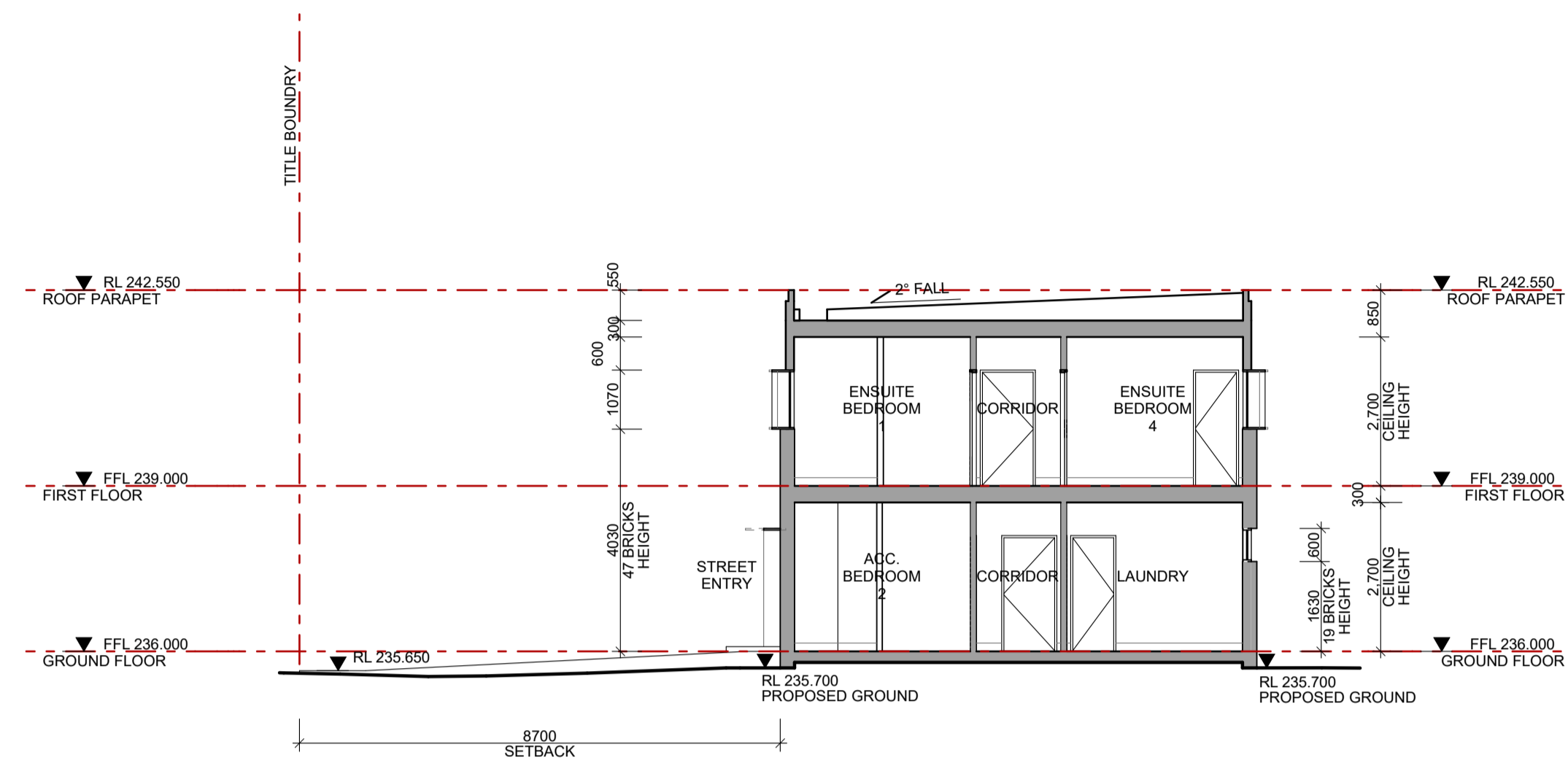


7 NO. 6 NIGHTINGALE STREET - CHRIST THE KING ANGLICAN CHURCH

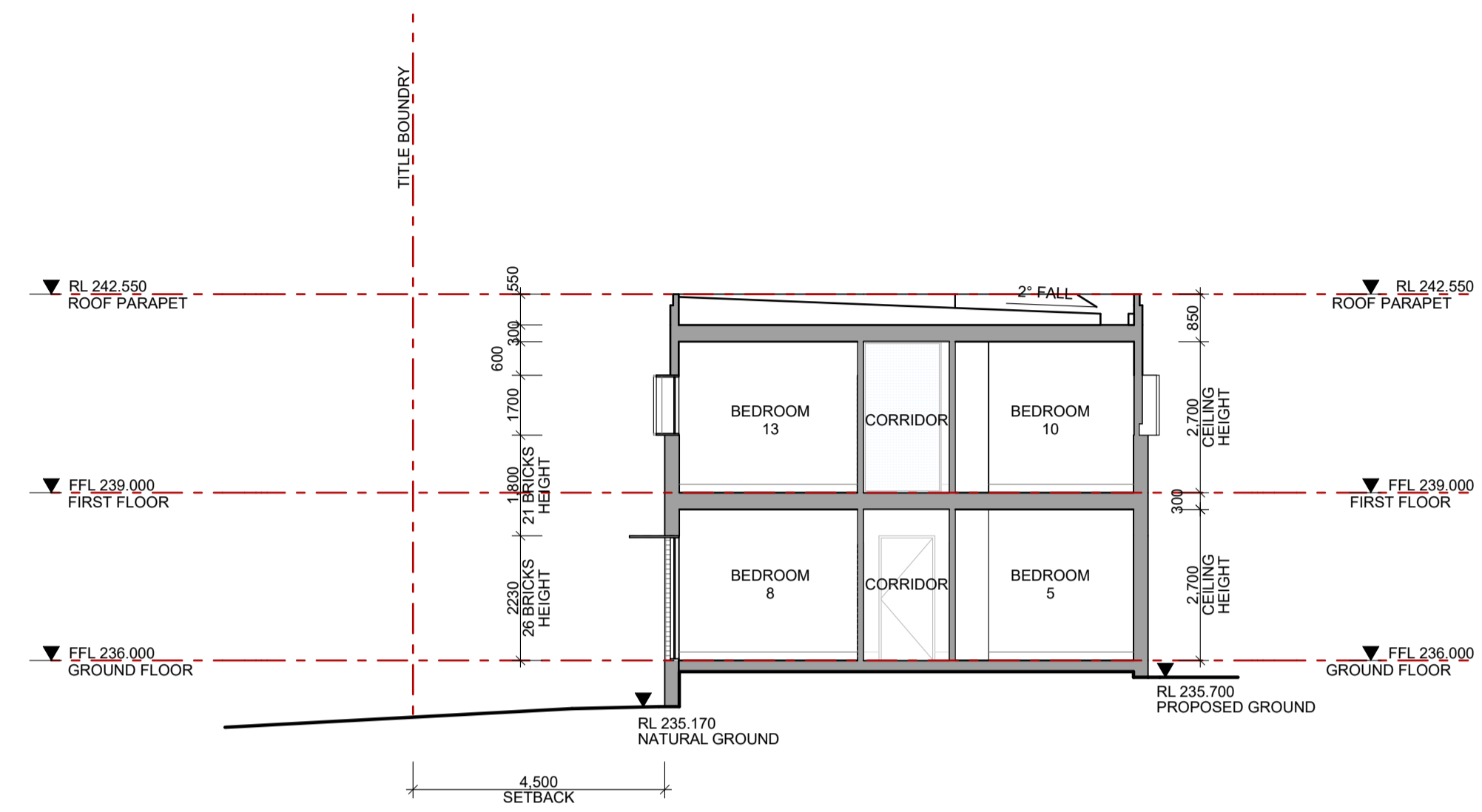


8 NO. 5 NIGHTINGALE STREET - EXISTING WEATHERBOARD HOUSE

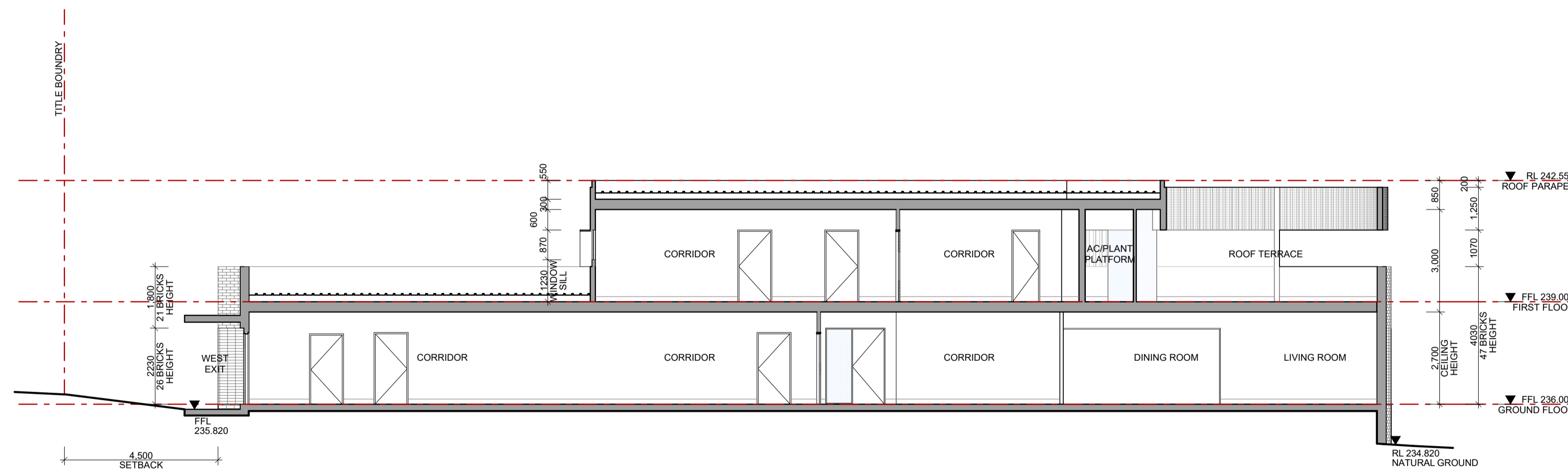
EXISTING STREET CHARACTER



S01 SECTION 1
SCALE 1:100

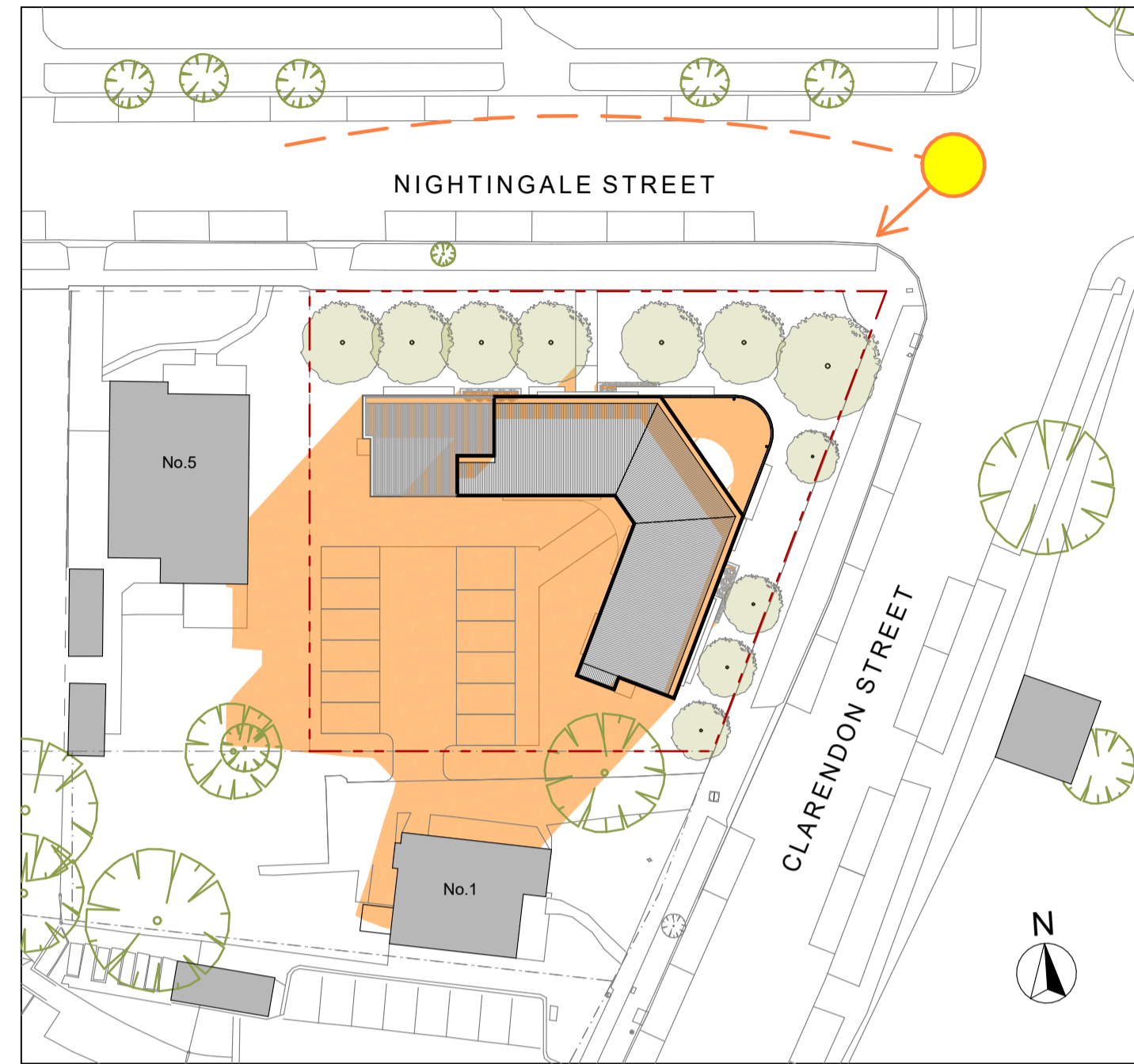


S02 SECTION 2
SCALE 1:100



S03 SECTION 3
SCALE 1:100

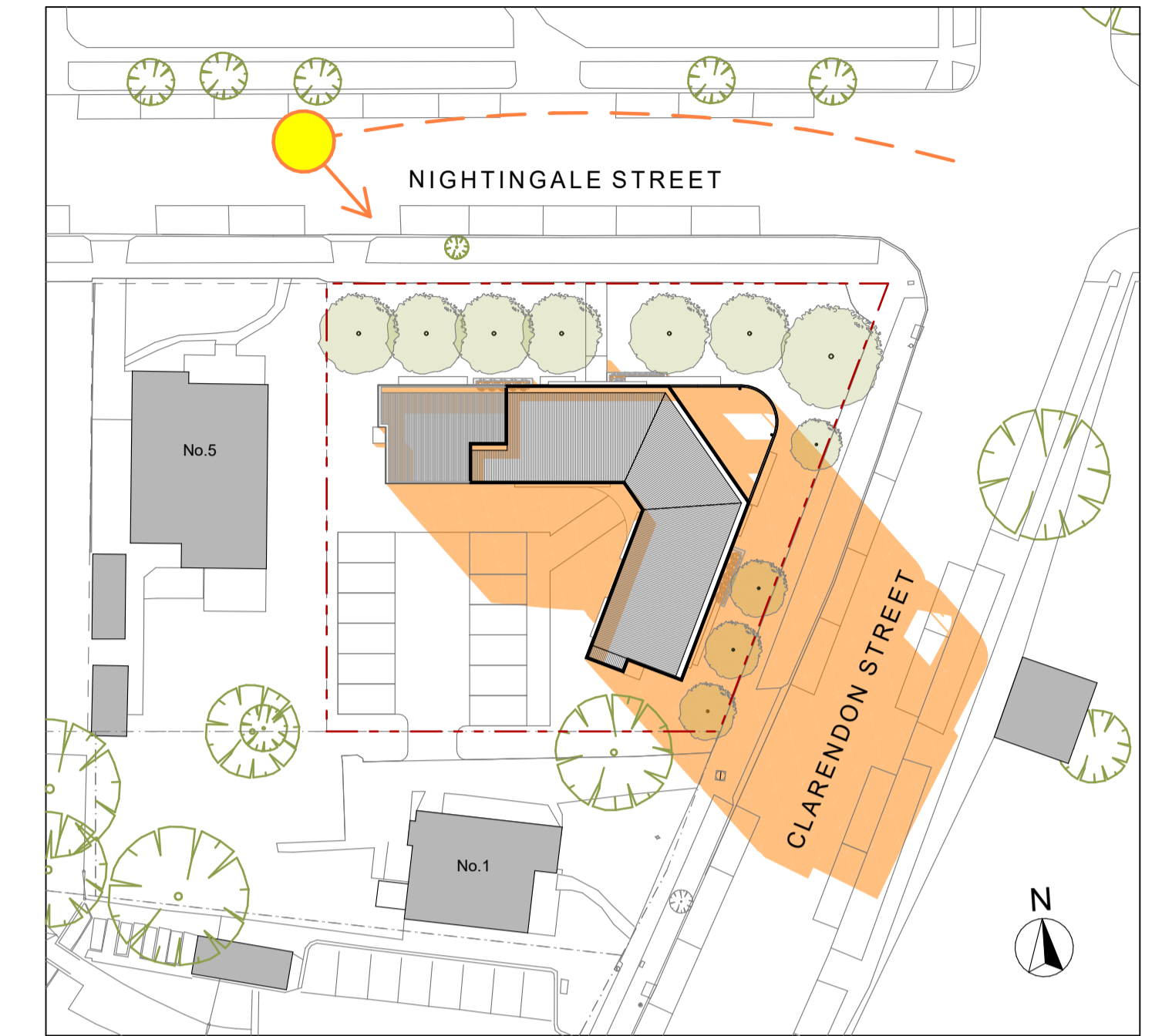




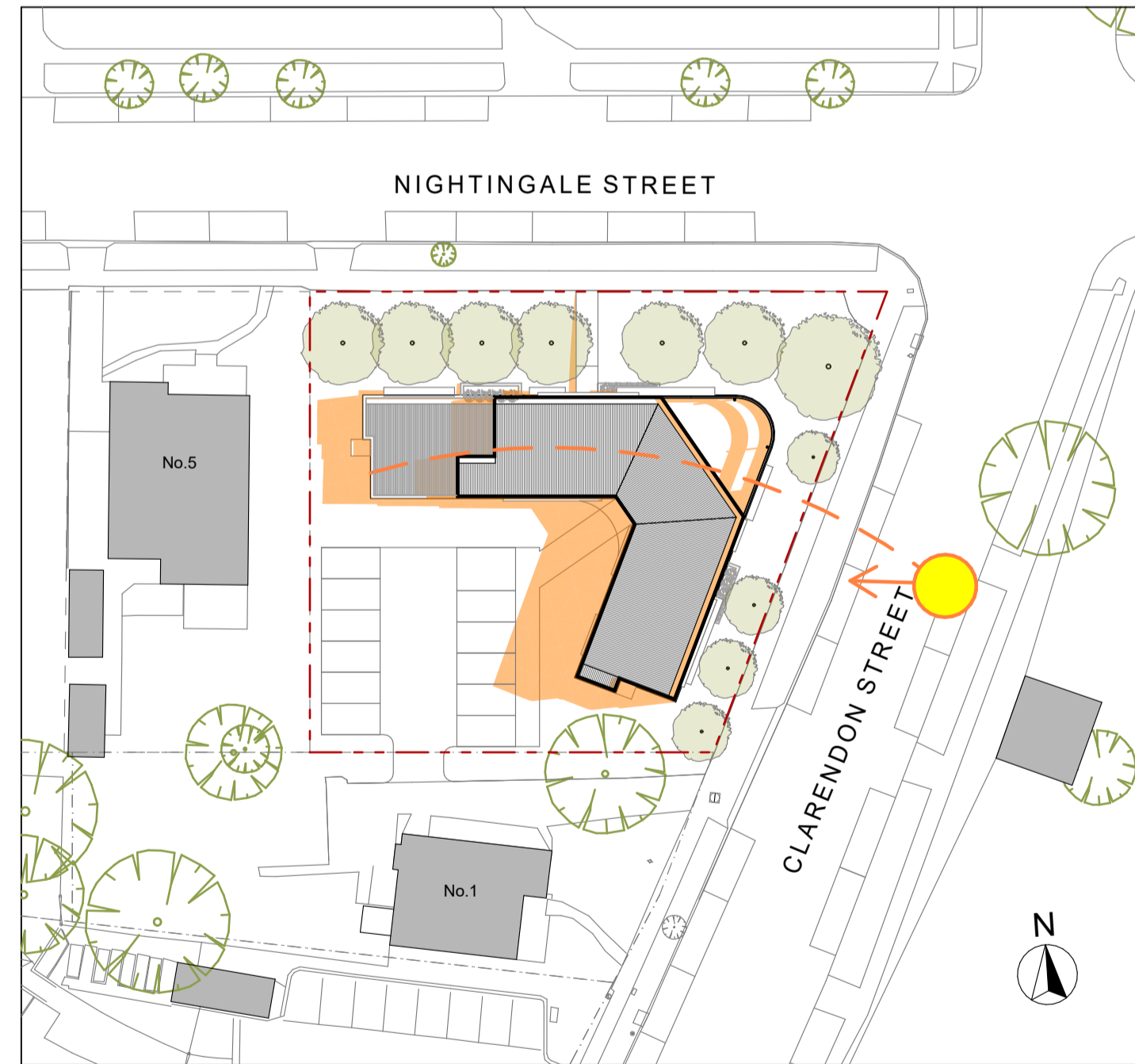
9:00AM 22 JUNE
WINTER SOLSTICE DAY



12:00PM 22 JUNE
WINTER SOLSTICE DAY



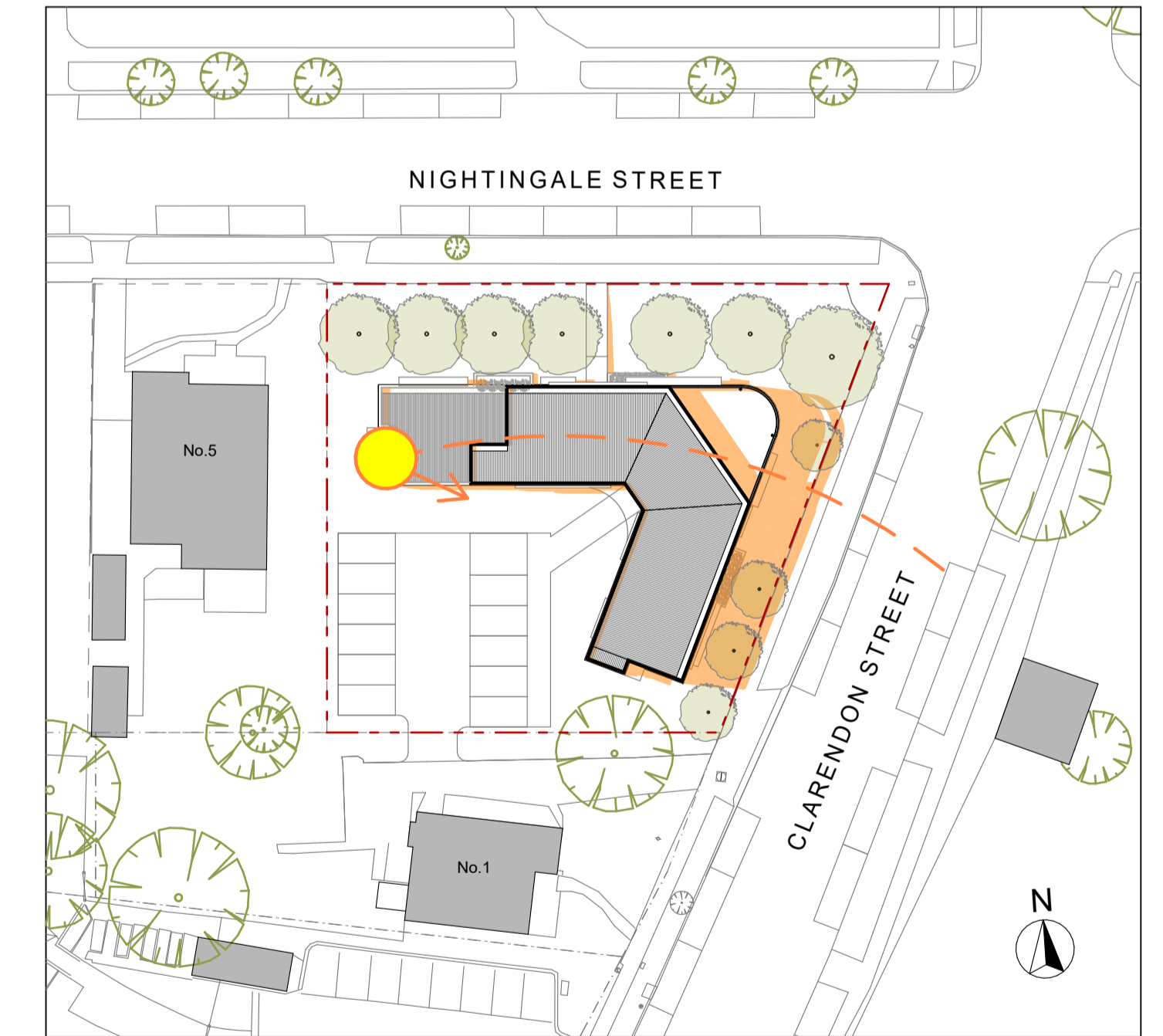
3:00PM 22 JUNE
WINTER SOLSTICE DAY



9:00AM 22 DECEMBER
SUMMER SOLSTICE DAY



12:00PM 22 DECEMBER
SUMMER SOLSTICE DAY



3:00PM 22 DECEMBER
SUMMER SOLSTICE DAY



PERSPECTIVE VIEW FROM NIGHTINGALE ST



STUDENT ACCOMMODATION PROJECT
MARYBOROUGH DISTRICT HEALTH SERVICE
1 - 3 NIGHTINGALE STREET, MARYBOROUGH, VIC 3465

TOWN PLANNING

harmer architectures
25 Budd Street, Collingwood, VIC 3066
www.harmer.com.au
P: (03) 9416 4466

TITLE: 3D IMAGE 1
SCALE:
DATE: 09/12/2019

DRAWING #
A701



PERSPECTIVE VIEW TO SOUTHWEST ENTRY



STUDENT ACCOMMODATION PROJECT
MARYBOROUGH DISTRICT HEALTH SERVICE
1 - 3 NIGHTINGALE STREET, MARYBOROUGH, VIC 3465

TOWN PLANNING

harmer architectures
25 Budd Street, Collingwood, VIC 3066
www.harmer.com.au
P: (03) 9416 4466

TITLE: 3D IMAGE 2
SCALE:
DATE: 09/12/2019

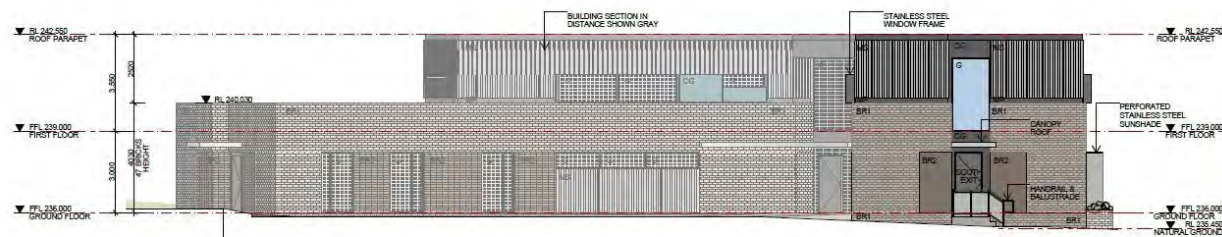
DRAWING #
A702



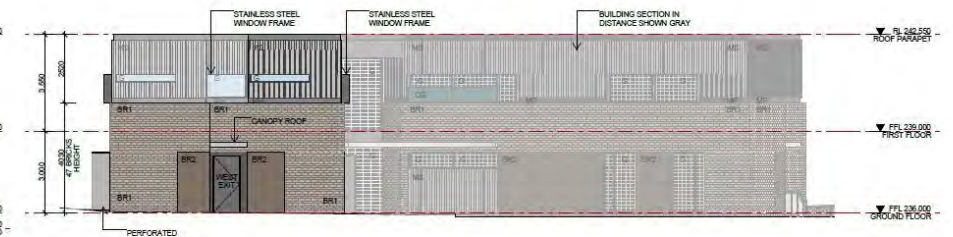
E01 North Elevation
SCALE 1:100



E02 East Elevation
SCALE 1:100



E03 South Elevation
FRONT ELEVATION - SCALE 1:100



E04 West Elevation
FRONT ELEVATION - SCALE 1:100

LEGEND

FINISHES	
BR1	BRICKWORK TYPE 1 LAD IN STRETCHER BOND
BR2	BRICKWORK TYPE 2 LAD IN STACK BOND
MG	METAL SHEET CLADDING
PMG	PERFORATED METAL SHEET CLADDING
MP	METAL STRIP
G	GLAZING
CC	COLOURBACK GLAZING
GL	GLASS LOUVRE

9.4 PLANNING APPLICATION 123/19 - 59 Lot subdivision and removal of native vegetation at 42 Harrison Street Maryborough

Author: Coordinator Statutory Planning

Responsible Officer: General Manager Infrastructure Assets and Planning

The Officer presenting this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

SUMMARY/PURPOSE

The purpose of this report is to seek a Council determination for the planning permit application for 123/19. The applications proposes a 59 lot subdivision of the land and native vegetation removal. The subdivision is proposed to be staged over 3 stages, with a variety of land sizes across the whole site. A drainage reserve forms part of Stage 1.

Public notice of the application has been given and 3 objections were received.

The Application has been assessed against the Planning Scheme and it is considered that the proposed development is appropriate.

This report recommendation that a Notice of Decision to grant a planning permit be issued.

LEGISLATION AND POLICY CONTEXT

Central Goldfields Shire Council's Council Plan 2017-2021 (2018 Refresh) – Our Economy

Outcome: Central Goldfields Shire is a proactive, well governed, professional and financially sustainable organisation.

2.3 Objective: Promote Central Goldfields as a place of choice to live, work and play.

This report has been developed in accordance with the Planning and Environment Act 1986, the Central Goldfields Planning Scheme.

BACKGROUND INFORMATION

Planning application 123/19 was submitted to Council on 18 December 2019. The application is proposing to subdivide the land in 59 lots and the removal of native vegetation located on the site.

REPORT

Proposal

Planning application 123/19 proposes to subdivide the land at 42 Harrison Street, Maryborough into 59 lots. The subdivision will be undertaken in three stages, and will include the removal of native vegetation. The subject site is within the General Residential Zone and is not covered by any overlays. The subject site is located within a declared potable open water supply catchment area.

The proposed lot sizes will range from 448m² to 920m² in size. Stage 1 would consist of the creation of 21 lots, the proposed drainage reserve and 'road 1' (see attachment 1: Proposed

plan of subdivision). Stage 2 will consist of the creation of a further 19 lots and 'road 2'. Stage three would consist of the remaining 19 lots and the creation of a new road within the unused road reserve to the south of the subject site.

The removal of native vegetation consists of 4 large trees and a 0.048 ha size patch of native vegetation. The removal will require offsets to be provided, the applicant has provided a search which shows these offsets are available for purchase.

The development includes the creation of two internal roads within the subdivision which would both be connected to East Field Street to the north along with the use of the unused road reserve to the south of the subject site in which a road will be constructed for vehicle access.

Approval has been requested from Council for the conversion of the section of unreserved crown land to the south to the proposed subdivision to become government road status; which has been granted. The existing unused reserve is currently used as a 10m wide rear laneway to properties along Holyrood Street. The use of the reserve will provide access to 6 of the proposed lots which will be orientated towards the newly created road.

The applicant is also proposing the use of part of the road reserve in Clarendon Street (referred to as Victoria Avenue on the context plan), near the intersection with East Field Street as a 1,718m² retention basin which will form part of the developments drainage system (see attachment 2: Site context plan).

The application is proposing to locate the retention basin in the North East corner of the subdivision and utilise a 10m wide strip by 40m long section of the Clarendon Street road reserve for part of the basin. The retention area would be landscaped to incorporate in the road reserve. This section of the Clarendon Street road reserve is currently a rear laneway to Park Road properties, however the full width of the Clarendon Street road reserve is not utilised by the Park Road properties and rear access to properties along park road will still be available to property owners.

In order to manage congestion onto Gladstone Street (Road Zone Category 2) bollards will be placed at the end of Eastfield Street and Harrison Street. It is also proposed to 'straighten out' the eastern edge of Harrison Street as part of the proposal to allow for better access and street formation.

Site and Surrounds

The subject site is approximately 4.4 ha in size, the site is an irregular shape and is currently vacant. Vehicle access to the site is via Harrison Street to the west or East Field Street to the north. There are currently a number of native and exotic trees and shrubs that exist on the site and a small detention basin located within the eastern corner of the site. The land gently slopes from its highest point in the south-west to its lowest point in the north-east at the corner of Clarendon Street and East Street.

Land surrounding the subject site is also within the General Residential Zone and primarily used for residential purposes. Majority of the land has been previously subdivided into similar sized lots (around 800m² in size) and contain single dwellings with some scattered evidence of dual or multi-dwelling developments within the area.

The town centre of Maryborough is located approximately 1 km to the south of the subject site. The subject site is also within proximity to public open spaces such as Princes Park to the south and the Maryborough Golf Course to the north.

Planning Permit Trigger

Under clause 32.08-2 a planning permit is required to subdivide land.

Under clause 52.17 a planning permit is required to remove native vegetation.

Planning Scheme Provisions

Planning Policy Framework

11.01-1R 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.

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.

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.

13.02-S Bushfire Planning

Objective

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

14.02-S1 Catchment Planning and Management

To assist the protection and restoration of catchments, water bodies, groundwater, and the marine environment.

14.02-2S Water Quality

Objective

To protect water quality.

15.01-3S Subdivision DesignObjective

To ensure the design of subdivisions achieves attractive, safe, accessible, diverse and sustainable neighbourhoods.

15.01-4S Healthy NeighbourhoodsObjective

To achieve neighbourhoods that foster healthy and active living and community wellbeing.

15.01-5S Neighbourhood CharacterObjective

To recognise, support and protect neighbourhood character, cultural identity, and sense of place.

15.03- Aboriginal Cultural HeritageObjective

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

16.01-2S Location of Residential DevelopmentObjective

To locate new housing in designated locations that offer good access to jobs, services and transport.

18.02-3S Road SystemObjective

To manage the road system to achieve integration, choice and balance by developing an efficient and safe network and making the most of existing infrastructure.

19.03-3S Integrated Water ManagementObjective

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

Local Planning Policy

This section of the report references the relevant Local Planning Policies and the relevant objectives or strategies included within them.

21.06 Residential Development

Objective 1

Develop a settlement pattern based on population being primarily directed to Maryborough as a sub-regional centre with other population directed to infill allotments that are suitable for development in the smaller townships of Dunolly, Carisbrook, Bealiba, Talbot and Majorca.

Objective 3

Provide opportunity for residential development in a range of types, lot sizes and costs to meet the needs of the future population of the Shire.

21.12 Strengthening the Regional Role of Maryborough

Objective 1

Encourage well-planned and integrated urban development of Maryborough to enhance its qualities as a place to live, work, invest and visit.

22.01 Urban Design

Objectives

- To preserve and enhance the visual amenity and character of the Shire's city and towns.
- To ensure the siting and design of new development has regard to built form, landscape character and visual qualities of urban centres.
- To enhance the visual qualities and character of the major road entrances to Maryborough and townships in the Shire.
- To encourage and promote high quality tourist development that preserves heritage and landscape character.
- To provide opportunities to promote the Shire's tourism image at key locations such as city/town centres and entrances and major attractions.

Overlays

The subject site is not covered by any overlays.

Cultural Sensitivity

The south eastern corner of the site is within the Cultural Sensitivity Overlay. The proposal is considered to be a high impact activity under the Aboriginal Heritage Act 2006.

The applicant has commissioned a due diligence report to be prepared by Alpha Archology Pty Ltd which concludes that the site has been subject to significance ground disturbance due to past mining activity. Therefore, the proposal does not require a mandatory Cultural Heritage Management Plan to be prepared.

Particular Provisions

52.17 Native Vegetation

Purpose

To ensure that there is no net loss to biodiversity as a result of the removal, destruction or lopping of native vegetation. This is achieved by applying the following 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) (the Guidelines):

1. Avoid the removal, destruction or lopping of native vegetation.
2. Minimise impacts from the removal, destruction or lopping of native vegetation that cannot be avoided.
3. Provide an offset to compensate for the biodiversity impact if a permit is granted to remove, destroy or lop native vegetation.
4. To manage the removal, destruction or lopping of native vegetation to minimise land and water degradation.

Comment:

The application documents provided with the application adequately address the Guidelines and the required offsets are available for purchase via third party.

53.01 Public Open Space Contribution and Subdivision

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 this clause (being a percentage of the land intended to be used for residential, industrial or commercial purposes, or a percentage of the site value of such land, or a combination of both). If no amount is specified, a contribution for public open space may still be required under section 18 of the *Subdivision Act 1988*.

Comment:

The permit conditions will require that a 5% open space contribution is paid to Council as per the above clause.

56 Residential Subdivision

Purpose

To implement the Municipal Planning Strategy and the Planning Policy Framework.

To create liveable and sustainable neighbourhoods and urban places with character and identity.

To achieve residential subdivision outcomes that appropriately respond to the site and its context for: 1. Metropolitan Melbourne growth areas. 2. Infill sites within established residential areas. 3. Regional cities and towns.

To ensure residential subdivision design appropriately provides for:

- Policy implementation.
- Liveable and sustainable communities.
- Residential lot design.
- Urban landscape.
- Access and mobility management.
- Integrated water management.
- Site management. Utilities.

As assessment against clause 56 has been undertaken below:

Clause 56 Residential Subdivision

An assessment of Clause 56 is as follows:

Clause	Standard	Comment
<p>56.01-1 – Subdivision site and context description</p>	<p><i>The site and context description may use a site plan, photographs or other techniques and must accurately describe:</i></p> <p><i>In relation to the site:</i></p> <ul style="list-style-type: none"> – <i>Site shape, size, dimensions and orientation.</i> – <i>Levels and contours of the site.</i> – <i>Natural features including trees and other significant vegetation, drainage lines, water courses, wetlands, ridgelines and hill tops.</i> – <i>The siting and use of existing buildings and structures.</i> – <i>Street frontage features such as poles, street trees and kerb crossovers.</i> – <i>Access points.</i> – <i>Location of drainage and other utilities.</i> – <i>Easements.</i> – <i>Any identified natural or cultural features of the site.</i> – <i>Significant views to and from the site.</i> – <i>Noise and odour sources or other external influences.</i> – <i>Soil conditions, including any land affected by contamination, erosion, salinity, acid sulphate soils or fill.</i> – <i>Any other notable features or characteristics of the site.</i> – <i>Adjacent uses.</i> – <i>Any other factor affecting the capacity to develop the site including whether the site is affected by inundation.</i> – <i>An application for subdivision of 3 or more lots must also describe in relation to the surrounding area:</i> <ul style="list-style-type: none"> • <i>The pattern of subdivision.</i> 	<p>Complies</p> <p>The applicant has provided a design response plan and an existing site plan which show the features of the site.</p>

	<ul style="list-style-type: none"> • Existing land uses. • The location and use of existing buildings on adjacent land. • Abutting street and path widths, materials and detailing. • The location and type of significant vegetation. 	
56.01-2 - Subdivision design response	<p><i>The design response must explain how the proposed design:</i></p> <ul style="list-style-type: none"> – Derives from and responds to the site and context description. – Responds to any site and context features for the area identified in a local planning policy or a Neighbourhood Character Overlay. – Responds to any relevant objective, policy, strategy or plan set out for the area in this scheme. – Meets the relevant objectives of Clause 56. 	<p>Complies</p> <p>The proposed application has adequately addressed the requirements of 56.01-2 and is considered to be in keeping with the surrounding area.</p>
56.02-1 Strategic implementation objective	C1	<p>Complies</p> <p>It is considered that the application adequately responds to the relevant policies within the scheme. This has been addressed within the body of this report. The proposal supports clause 11.01 of the CGPS in managing and supporting growth in Maryborough.</p>
56.03-4 Built environment objective	C5	<p>Complies</p> <p>The proposal is considered to generally be consistent with the established identity of the surrounding area.</p>
56.04-1 Lot diversity and	C7	Complies

<p>distribution objectives</p> <p><i>To achieve housing densities that support compact and walkable neighbourhoods and the efficient provision of public transport services.</i></p> <p><i>To provide higher housing densities within walking distance of activity centres.</i></p> <p><i>To achieve increased housing densities in designated growth areas.</i></p> <p><i>To provide a range of lot sizes to suit a variety of dwelling and household types.</i></p>		<p>The proposed lots are appropriately orientated and are of adequate size to allow for the construction of dwellings and associated outbuildings. Lots are considered to be reasonably accessible to all required facilities such as public transport on Park Road, the Maryborough town centre (less than 1km south) and public open space in the form of Lake Victoria (300m south-east) and Princes Park (further 200 m).</p>
<p>56.04-2 Lot area and building envelopes objective</p> <p><i>To provide lots with areas and dimensions that enable the appropriate siting and construction of a dwelling, solar access, private open space, vehicle access and parking, water management, easements and the retention of significant vegetation and site features.</i></p>	<p>C8</p>	<p>Complies</p> <p>The proposed lots range in size from 448- 920m² and will allow for the future construction of dwellings. Each lot would be capable of containing a 10m x 15m building envelope if required in accordance with standard C8.</p>
<p>56.04-3 Solar orientation of lots objective</p> <p><i>To provide good solar orientation of lots and solar access for future dwellings</i></p>	<p>C9</p>	<p>Complies</p> <p>The orientation of the lots are heavily influenced by the location of existing street infrastructure. In light of this it is considered that the proposed lots have adequate solar access for any future developments.</p> <p>The larger residential lots</p>

		in the GRZ will allow for setbacks to facilitate solar access.
<p>56.04-4 Street orientation objective</p> <p><i>To provide a lot layout that contributes to community social interaction, personal safety and property security.</i></p>	C10	<p>Complies</p> <p>The proposed lots are offered good street orientation which will contribute to the sense of community and promote security.</p>
<p>56.04-5 Common area objectives</p> <p><i>To identify common areas and the purpose for which the area is commonly held.</i></p> <p><i>To ensure the provision of common area is appropriate and that necessary management arrangements are in place.</i></p> <p><i>To maintain direct public access throughout the neighbourhood street network.</i></p>	C11	<p>N/A</p> <p>No common areas proposed.</p>
<p>56.05-1 Integrated urban landscape objectives</p> <p><i>To provide attractive and continuous landscaping in streets and public open spaces that contribute to the character and identity of new neighbourhoods and urban places or to existing or preferred neighbourhood character in existing urban areas.</i></p> <p><i>To incorporate natural and cultural features in the design of streets and public open space where appropriate.</i></p>	C12	<p>Complies</p> <p>The applicant will be required to undertake street planning in accordance with current Council policy.</p> <p>The application does offer a retention basin which may be usable in dry weather conditions. However this is not considered to be an open space contribution.</p>

<p><i>To protect and enhance native habitat and discourage the planting and spread of noxious weeds.</i></p> <p><i>To provide for integrated water management systems and contribute to drinking water conservation.</i></p>		
<p>56.05-2 Public open space provision objectives</p> <p><i>To provide a network of quality, well-distributed, multi-functional and cost-effective public open space that includes local parks, active open space, linear parks and trails, and links to regional open space.</i></p> <p><i>To provide a network of public open space that caters for a broad range of users.</i></p> <p><i>To encourage healthy and active communities.</i></p> <p><i>To provide adequate unencumbered land for public open space and integrate any encumbered land with the open space network.</i></p> <p><i>To ensure land provided for public open space can be managed in an environmentally sustainable way and contributes to the development of sustainable neighbourhoods.</i></p>	<p>C13</p>	<p>Complies</p> <p>Whilst the application does not propose public open space within the development the applicant will be required to make a contribution via permit condition.</p> <p>The site is considered to have reasonable access to Lake Victoria to the East.</p>
<p>56.06-2 Walking and cycling network objectives</p>	<p>C15</p>	<p>Complies</p> <p>The proposal will provide</p>

<p><i>To contribute to community health and well-being by encouraging walking and cycling as part of the daily lives of residents, employees and visitors.</i></p> <p><i>To provide safe and direct movement through and between neighbourhoods by pedestrians and cyclists.</i></p> <p><i>To reduce car use, greenhouse gas emissions and air pollution.</i></p>		<p>adequate infrastructure including footpaths and road networks which create and connects to the surrounding area, in particular to Lake Victoria.</p>
<p>56.06-4 Neighbourhood street network objective</p> <p><i>To provide for direct, safe and easy movement through and between neighbourhoods for pedestrians, cyclists, public transport and other motor vehicles using the neighbourhood street network.</i></p>	<p>C17</p>	<p>Complies</p> <p>The proposed street network is considered to meet the objective and standard of 56.06-4</p>
<p>56.06-5 Walking and cycling network detail objectives</p> <p><i>To design and construct footpaths, shared path and cycle path networks that are safe, comfortable, well-constructed and accessible for people with disabilities.</i></p> <p><i>To design footpaths to accommodate wheelchairs, prams, scooters and other footpath bound vehicles.</i></p>	<p>C18</p>	<p>Complies</p> <p>The proposed footpath and road network is considered to meet the objectives of clause 56.06-5</p>
<p>56.06-6 Public transport network detail objectives</p>	<p>C19</p>	<p>Complies</p> <p>Public transport (bus</p>

<p><i>To provide for the safe, efficient operation of public transport and the comfort and convenience of public transport users.</i></p> <p><i>To provide public transport stops that are accessible to people with disabilities.</i></p>		<p>stops) are located along Holyrood and Park Road which are within 500 metres of the proposed development.</p>
<p>56.06-7 Neighbourhood street network detail objective</p> <p><i>To design and construct street carriageways and verges so that the street geometry and traffic speeds provide an accessible and safe neighbourhood street system for all users.</i></p>	C20	<p>Complies</p> <p>The new road will be designed in accordance with Council's requirements as contained in this Clause with kerb and channel and footpaths as required.</p>
<p>56.06-8 Lot access objective</p> <p>To provide for safe vehicle access between roads and lots.</p>	C21	<p>Complies</p> <p>All new lots will be required to provide cross overs in accordance with Council standards.</p>
<p>56.07-1 Drinking water supply objectives</p> <p><i>To reduce the use of drinking water.</i></p> <p><i>To provide an adequate, cost-effective supply of drinking water.</i></p>	C22	<p>Complies</p> <p>The development will be connected to the reticulated water system</p>
<p>56.07-2 Reused and recycled water objective</p> <p><i>To provide for the substitution of drinking water for non-drinking purposes with reused and recycled water.</i></p>	C23	N/A
<p>56.07-3 Waste water management objective</p> <p><i>To provide a waste water</i></p>	C24	<p>Complies</p> <p>The development will be connected to the</p>

<p><i>system that is adequate for the maintenance of public health and the management of effluent in an environmentally friendly manner.</i></p>		<p>reticulated sewerage infrastructure.</p>
<p>56.07-4 Stormwater management objectives</p> <p><i>To minimise damage to properties and inconvenience to residents from stormwater.</i></p> <p><i>To ensure that the street operates adequately during major storm events and provides for public safety.</i></p> <p><i>To minimise increases in stormwater and protect the environmental values and physical characteristics of receiving waters from degradation by stormwater.</i></p> <p><i>To encourage stormwater management that maximises the retention and reuse of stormwater.</i></p> <p><i>To encourage stormwater management that contributes to cooling, local habitat improvements and provision of attractive and enjoyable spaces.</i></p>	<p>C25</p>	<p>Complies</p> <p>Site drainage will be consistent with Council standards to reduce stormwater runoff from the sites.</p> <p>Site stormwater run-off will drain to the proposed drainage reserve in the north-east corner (lowest point of the site) will provide for retention and treatment before stormwater leaves the site.</p>
<p>56.08-1 Site management objectives</p> <p><i>To protect drainage infrastructure and receiving waters from sedimentation and contamination.</i></p> <p><i>To protect the site and</i></p>	<p>C26</p>	<p>Complies</p> <p>The applicant is required to construct a drainage system to the satisfaction of Council's engineering department.</p>

<p><i>surrounding area from environmental degradation or nuisance prior to and during construction of subdivision works.</i></p> <p><i>To encourage the re-use of materials from the site and recycled materials in the construction of subdivisions where practicable.</i></p>		
<p>56.09-1 Shared trenching objectives</p> <p><i>To maximise the opportunities for shared trenching.</i></p> <p><i>To minimise constraints on landscaping within street reserves.</i></p>	<p>C27</p>	<p>Complies</p> <p>The applicant has indicated that shared trenching will be used where possible</p>
<p>56.09-2 Electricity, telecommunications and gas objectives</p> <p><i>To provide public utilities to each lot in a timely, efficient and cost effective manner.</i></p> <p><i>To reduce greenhouse gas emissions by supporting generation and use of electricity from renewable sources.</i></p>	<p>C28</p>	<p>Complies</p> <p>The lots will be connected to electricity, telecommunications and gas, where available, in accordance with the relevant requirements of the supply/servicing agency.</p> <p>The application has been referred to all the service authorities.</p>
<p>56.09-3 Fire hydrants objective</p> <p><i>To provide fire hydrants and fire plugs in positions that enable fire fighters to access water safely, effectively and efficiently.</i></p>	<p>C29</p>	<p>Complies</p> <p>Fire hydrants will be able to be provided within the road reserves in accordance with the standard.</p>
<p>56.09-4 Public lighting objective</p>	<p>C30</p>	<p>Complies</p> <p>The applicant has</p>

<p><i>To provide public lighting to ensure the safety of pedestrians, cyclists and vehicles.</i></p> <p><i>To provide pedestrians with a sense of personal safety at night.</i></p> <p><i>To contribute to reducing greenhouse gas emissions and to saving energy.</i></p>		<p>indicated that street lighting will be provided.</p>
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General Provisions

65.02 Approval of an application to subdivide land

Before deciding on an application to subdivide land, the responsible authority must also consider, as appropriate:

- The suitability of the land for subdivision.
- The existing use and possible future development of the land and nearby land.
- The availability of subdivided land in the locality, and the need for the creation of further lots.
- The effect of development on the use or development of other land which has a common means of drainage.
- The subdivision pattern having regard to the physical characteristics of the land including existing vegetation.
- The density of the proposed development.
- The area and dimensions of each lot in the subdivision.
- The layout of roads having regard to their function and relationship to existing roads.
- The movement of pedestrians and vehicles throughout the subdivision and the ease of access to all lots.
- The provision and location of reserves for public open space and other community facilities.
- The staging of the subdivision.
- The design and siting of buildings having regard to safety and the risk of spread of fire.
- The provision of off-street parking.
- The provision and location of common property.
- The functions of a body corporate.
- The availability and provision of utility services, including water, sewerage, drainage, electricity and gas.
- If the land is not sewered and no provision has been made for the land to be sewered, the capacity of the land to treat and retain all sewage and sullage within the boundaries of each lot.
- Whether, in relation to subdivision plans, native vegetation can be protected through subdivision and siting of open space areas.

Referrals

The application has been referred to Goulburn Murray Water, Powercor, Downer Utility and Central Highlands Water and internally to the Engineering Department. The responses are shown the tables below.

Table 1- Internal referral to Engineering

<p>Engineering Department</p>	<p style="text-align: center;">1. ENGINEERING AND OPERATIONS REQUIREMENTS</p> <p>Prior to the issue of a Statement of Compliance (or as otherwise stated) the following must be undertaken by the applicant/owner to the requirements and satisfaction of the Responsible Authority (alternative requirements may be approved, in writing, by Council’s Manager Infrastructure):</p> <p>1.1. Roads</p> <p>1.1.1. The subdivision road layout plans must be provided to the satisfaction and approval of the Responsible Authority.</p> <p>1.1.2. The subdivision and development allowed by this permit must not be commenced until three copies of a subdivision road layout and road reserve plan, drawn to scale and with dimensions, is submitted to and approved by the Responsible Authority. When approved, the plan will be endorsed and will then form part of this permit.</p> <p>1.1.3. Roads shall be designed and constructed in accordance with Council’s Road Management Plan ‘Road Hierarchy’ design service level standards to Urban Access 1 Road and Urban Access Court roads standard, pavement depth 300mm depth minimum, pavement design to be verified via subgrade and pavement materials testing (CBR) with kerb & channel both sides, to the satisfaction of the Responsible Authority.</p> <p>1.1.4. Harrison Street road formation to be widened to a 7.3 metre wide road inclusive of a 20 metre diameter vehicle turn-around area (court bowl) at the north end of the road with kerb & channel completed to both sides.</p>
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	<p>1.1.5. East Field Street formation to be widened to a 7.3 metre wide road with kerb & channel completed to both sides.</p> <p>1.1.6. The laneway which provides rear access to Park Road properties (71 to 89 Park Road) is to be retained or upgraded if it is required to be altered.</p> <p>1.1.7. All roads shall be designed to accommodate and contain road surface stormwater drainage;</p> <p>1.1.8. All road wearing surfaces shall be asphalt, to the satisfaction of the Responsible Authority.</p> <p>1.2. Access</p> <p>1.2.1. Vehicular access to all lots must be provided from the road frontage of the lots (no rear access approved to any lots – applies to lots with rear to Clarendon Street road reserve).</p> <p>1.2.2. Subject to Condition 1.2.3 below, vehicular crossovers must be constructed between each of the lots and the road frontages. Such crossovers must be of concrete construction and be from kerb to property boundary in accordance with IDM Standard Drawing SD240. Once constructed the crossover(s) must be thereafter maintained by the landowner to the satisfaction of the Responsible Authority.</p> <p>1.2.3. A Section 173 agreement between Council and the permit holder may be entered into for each lot created in the subdivision to guarantee the future owner of each lot to provide a crossover to the satisfaction of the Responsible Authority. The Section 173 agreement shall be prepared at the cost of the permit holder and be to the satisfaction of the Responsible Authority.</p> <p>1.2.4. No secondary access will be allowed for any lots to the Clarendon Street drainage reserve.</p>
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1.3. Kerbs

- 1.3.1. Kerb and channel provided on both sides of roads to all proposed roads shall be modified SM2 profile.

1.4. Footpaths

- 1.4.1. Subdivision footpath layout plans must be provided to the satisfaction and approval of the Responsible Authority.
- 1.4.2. Concrete footpaths shall be 1.5 metre wide and 125mm depth with SL72 mesh reinforcement and offset 300mm from the property boundary along one side of all Urban Access 1 roads.
- 1.4.3. Concrete footpaths shall be 1.2 metre wide and 125mm depth with SL72 mesh reinforcement and offset 300mm from the property boundary along one side of all Urban Access Court roads.
- 1.4.4. A concrete footpath must be provided along one side of Harrison Street from the court bowl at the north end of Harrison Street to link with existing footpath in Harrison Street to Holyrood Street. The concrete footpath shall be 1.5 metre wide and 125mm depth with SL72 mesh reinforcement and offset 300 mm from property boundaries.
- 1.4.5. A concrete footpath must be provided along one side of East Field Street from the west end of East Field Street to link with existing footpath in Park Road to Holyrood Street. The concrete footpath shall be 1.5 metre wide and 125mm depth with SL72 mesh reinforcement and offset 300 mm from property boundaries.
- 1.4.6. Any linkage footpaths in public open space areas shall be 1.5 metres wide and include an all-weather treated surface.
- 1.4.7. All footpaths and pram crossings are to be compliant with the Disability Discrimination Act.

1.5. Street Lighting

	<p>1.5.1. Street lights must be provided on street light poles, adequately located and spaced to light intersections, road reserves, footpaths and public open spaces to the satisfaction of the Responsible Authority.</p> <p>1.5.2. Prior to installation the exact location, type and design of such street light(s) must be approved, in writing, by the Responsible Authority. The design must be one of a standard LED approved by Powercor.</p> <p>1.6. Drainage</p> <p>1.6.1. The owner/applicant must design and construct a drainage system to drain the development to the legal point of discharge;</p> <p>1.6.2. Subdivision drainage plans must be provided to the satisfaction and approval of the Responsible Authority.</p> <p>1.6.3. The underground drainage system shall be designed and constructed to contain stormwater flows for the minimum return period of 10 years and overland stormwater flows shall be contained for the minimum return period of 100 years.</p> <p>1.6.4. Subject to Condition 1.6.8 below, all stormwater shall be accommodated and treated within the subdivision in accordance with IDM Clause 19, including any overland stormwater flows which flow into the subdivision from external sources.</p> <p>1.6.5. Stormwater and surface water drainage from lots, pathways, driveways, drainage reserves, park land and roadways shall be designed for stormwater quality and quantity to comply with the Best Practice Environmental Management Guidelines for Urban Stormwater (CSIRO) 1999 and to the satisfaction of the Responsible Authority.</p> <p>1.6.6. A legal point of stormwater discharge shall be provided for each lot, with the legal point of stormwater discharge</p>
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	<p>from the subdivision to the underground drainage system at the East Field Street/Clarendon Street intersection to the satisfaction of the Responsible Authority.</p> <p>1.6.7. A Stormwater Management Strategy detailing all proposed stormwater quality works (including operation and maintenance schedules) within the subdivision must be submitted to the Responsible Authority for approval. Provision must be made within the subject land, or other land downstream of the subdivision to accommodate the necessary stormwater drainage and treatment system, including, but not limited to, bio-retention and treatment basins, wetlands, open water zones, landscaped areas, pits and underground pipes. Such stormwater retention systems must be used to limit flow downstream from the site to pre-development levels.</p> <p>1.6.8. Approval for the use of the Clarendon Street road reserve is required before the area can be utilised for development of a retention and treatment basin.</p> <p>1.7. Landscaping</p> <p>1.7.1. Subdivision landscaping plans must show any public open space required and proposed street tree locations and species to the satisfaction and approval of the Responsible Authority;</p> <p>1.7.2. Any public open space areas shall be designed and constructed to be low maintenance;</p> <p>1.7.3. Upon completion of all works all nature strips must be levelled, topsoiled and seeded. Alternate landscaping methods may be undertaken, but must be approved in writing by the Responsible Authority prior to any works being undertaken;</p> <p>1.7.4. At least one street tree shall be planted in the nature strip to the frontage of each lot. The proposed species must</p>
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	<p>be approved by the Responsible Authority prior to planting;</p> <p>1.7.5. All trees and landscaping must be planted prior to the issue of a Statement of Compliance and maintained by the applicant/owner for a period comprising at least two summers.</p> <p>1.8. Signage</p> <p>1.8.1. Street name, regulatory and estate signage on road reserves shall be designed and installed to the satisfaction of the Responsible Authority.</p> <p>1.9. Staged Works</p> <p>1.9.1. The staged construction of the subdivision shall be undertaken so that each stage is completed in accordance with the endorsed plans and to the satisfaction of the Responsible Authority;</p> <p>1.9.2. Prior to the issue of Statement of Compliance for any stage of the subdivision, nature strips, road related assets, stormwater drainage and treatment system assets and driveways for the relevant stage shall be 100% complete to the satisfaction of the Responsible Authority;</p> <p>1.10. Defects Liability</p> <p>1.10.1. A defects liability period will apply to all civil construction works undertaken.</p> <p>1.10.2. Handover of nature strips, road-related assets and stormwater drainage and treatment system assets will occur at the end of the defects liability period, where the condition and operation/function of each asset is to be to the satisfaction of the Responsible Authority.</p> <p>1.10.3. Defects liability periods are:</p> <ul style="list-style-type: none"> • Nature strips and landscaped areas - at least 2 summers from installation/planting
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	<ul style="list-style-type: none"> • Road related assets - 12 months from completion • Open space assets – 12 months from installation/planting • Stormwater drainage and treatment system – 12 months from completion • Constructed items - 12 months from completion. <p>1.10.4. The operation/function/maintenance/repairs of nature strips, road related assets, landscaped areas and stormwater drainage and treatment system assets will be undertaken by the permit holder up to handover for each stage, where the operation/function of each asset is to be to the satisfaction of the Responsible Authority.</p> <p>2. Prior to the Certification of the plan of subdivision</p> <p>2.1. Prior to Certification of the Plan of Subdivision, the applicant/owner must submit digital format (*.dwg) and 3 hard copy format site plans drawn to scale with dimensions and inclusive of a proposed timeline of works to the Responsible Authority. When approved, the plan(s) will be endorsed and will then form part of this permit. Such plan must be generally in accordance with the plan submitted but modified to show:</p> <ul style="list-style-type: none"> • Detailed civil drawings of all proposed roads, including the ability to accommodate a garbage truck and vehicle turn around facilities; • Construction access routes (subdivision & dwelling); • Vehicular crossovers and kerbs; • Traffic control facilities; • Drainage (including computations and Water Sensitive Urban Design treatment measures) and legal point of stormwater discharge for each lot (house drains); • Stormwater retention and treatment
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	<p>basins, lagoons and or wetlands;</p> <ul style="list-style-type: none"> • Footpaths, street lights and signage; • Street trees and landscaping. <p>3. Prior to the commencement of any buildings or works the applicant/owner must</p> <p>3.1. Ensure all civil drawings are approved and to the satisfaction of the Responsible Authority.</p> <p>3.2. Make application for and have approved driveway crossing permits (vehicular crossover) and road occupation permit(s) (pedestrian access way, kerbs, footpaths, landscaping). All works constructed or carried out must be in accordance with the approved plans/permit(s).</p> <p>3.3. The permit holder must provide temporary garbage collection points for developed properties during staged subdivision construction to the satisfaction of the Responsible Authority.</p> <p>4. General Requirements</p> <p>4.1. All works constructed or carried out must be in accordance with the approved plans and specifications.</p> <p>4.2. The developer must restrict sediment discharges from any construction sites within the land in accordance with Construction Techniques for Sediment Pollution Control (EPA 1991) and Environmental Guidelines for Major Construction Sites (EPA 1995).</p> <p>4.3. Only the approved subdivision construction access points shall be utilised, or developed, unless with the prior consent of the Responsible Authority.</p> <p>4.4. At any time the permit holder must ensure that the operation and condition of Council assets are not damaged by subdivision works or the construction of subsequent stages of the subdivision. If the Responsible Authority deems Council assets have been detrimentally affected or damaged by development construction access, then the assets will be required to be repaired and reinstated by the</p>
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	<p>permit holder to the satisfaction of the Responsible Authority.</p> <p>4.5. The permit holder must provide to the Responsible Authority “as constructed” plans/ civil drawings of all constructed road works, kerbs, footpaths, drainage, traffic control facilities, stormwater retention and detention basin(s), street lights, street trees and signage provided in digital format (*.dwg).</p> <p>4.6. Prior to the issue of a Statement of Compliance the owner of the subject land must, at no cost to the Responsible Authority, enter into an agreement (in the form satisfactory to the Responsible Authority) with the Responsible Authority pursuant to Section 173 of the Planning and Environment Act 1987. This agreement must provide for the following:</p> <ul style="list-style-type: none"> • Landowners are responsible for: <ul style="list-style-type: none"> ○ Ensuring all construction workers are made aware of the approved dwelling construction access points as agreed with the land developer; ○ All damage caused to Council assets during the construction of any building on site; ○ The containment of builders’ waste on-site; ○ The construction of a driveway to each lot, to be constructed of concrete and be from kerb to the property boundary. • Lots 1-12 inclusive: No access will be allowed to the road reserve of Clarendon Street <p>It is further required that this agreement must be registered at the Office of Titles pursuant to Section 181 of the Planning and Environment Act 1987.</p>
<p>Planners comment</p>	<p>The Planning Officer has slightly varied condition 1.2.3 to state that where the construction of crossovers is impractical before the subdivision of land a 173 can be entered into to ensure future owners provide a crossover- as it is preferable that the developer provides this infrastructure up front.</p>

	<p>Condition 4.6 has also been varied to change the requirement to a construction management plan rather than a 173 agreement. It is believed a CMP is a more practical tool to achieve the outcomes desired within the condition.</p> <p>Condition 1.2.12 has also been slightly varied to clearly state that no rear access to any of the new lots shall be provided and the last point regarding lots 1-12 removed from condition 4.6.</p>
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Table 2- Section 55 referral to Powercor

<p>Powercor</p>	<p>Subject to the following conditions, Powercor Australia Ltd (the Distributor) does not object to the issue of a planning permit for the abovementioned application</p> <p>Conditions Required By the Distributor</p> <ol style="list-style-type: none"> 1. This letter shall be supplied to the applicant in its entirety. 2. The plan of subdivision submitted for certification under the Subdivision Act 1988 shall be referred to the Distributor in accordance with Section 8 of that Act. 3. The applicant shall provide an electricity supply to all lots in the subdivision in accordance with the Distributor's requirements and standards. Notes: Extension, augmentation or rearrangement of the Distributor's electrical assets may be required to make such supplies available, with the cost of such works generally borne by the applicant. 4. The applicant shall ensure that existing and proposed buildings and electrical installations on the subject land are compliant with the Victorian Service and Installation Rules (VSIR). Notes: Where electrical works are required to achieve VSIR compliance, a registered electrical contractor must be engaged to undertake such works. <p>The applicant shall, when required by the Distributor, set aside areas with the subdivision for the purposes of establishing a substation or substations. Note: Areas set aside for substations will be formalised to the Distributor's requirements under one of the following arrangements:</p> <ul style="list-style-type: none"> • RESERVES established by the applicant in favour of the Distributor. • SUBSTATION LEASE at nominal rental for a period of 30 years with rights to extend the lease for a further 30 years. <p>The Distributor will register such leases on title by way of a caveat prior to the registration of the plan of subdivision.</p>
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	<p>5. The applicant shall establish easements on the subdivision, for all existing Distributor electric lines where easements have not been otherwise provided on the land and for any new powerlines to service the lots or adjust the positioning existing easements.</p> <p>Notes:</p> <ul style="list-style-type: none"> Existing easements may need to be amended to meet the Distributor’s requirements Easements required by the Distributor shall be specified on the subdivision and show the Purpose, <table border="1" data-bbox="587 622 1353 730"> <thead> <tr> <th colspan="5">Origin and use in favour of party as follows.</th> </tr> <tr> <th>Easement Reference</th> <th>Purpose</th> <th>Width (Metres)</th> <th>Origin</th> <th>Land Benefited / In Favour Of</th> </tr> </thead> <tbody> <tr> <td></td> <td>Power Line</td> <td></td> <td>Section 88 - Electricity Industry Act 2000</td> <td>Powercor Australia Ltd</td> </tr> </tbody> </table>	Origin and use in favour of party as follows.					Easement Reference	Purpose	Width (Metres)	Origin	Land Benefited / In Favour Of		Power Line		Section 88 - Electricity Industry Act 2000	Powercor Australia Ltd
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	Power Line		Section 88 - Electricity Industry Act 2000	Powercor Australia Ltd												
<p>Planners comments</p>	<p>Nil</p>															

Table 3- Section 55 referral to Central Highlands Water

<p>Central Highlands Water</p>	<p>We refer to your letter received 23rd December 2019 and advise that in accordance with Section 56(1)(b) of the Planning and Environment Act, this Authority does not object to the granting of any permit that may issue subject to the following conditions: -</p> <ol style="list-style-type: none"> Any plan lodged for certification will be referred to the Central Highlands Region Water Corporation pursuant to Section 8(1)(a) of the Subdivision Act. Reticulated sewerage facilities must be provided to each lot by the owner of the land (or applicant, in anticipation of becoming the owner) to the satisfaction of the Central Highlands Region Water Corporation. This will include the construction of works and the payment of major works contributions by the applicant. A reticulated water supply must be provided to each lot by the owner of the land (or applicant, in anticipation of becoming the owner) to the satisfaction of the Central Highlands Region Water Corporation. This will include the construction of works and the
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	<p>payment of major works contributions by the applicant.</p> <p>4. The owner will provide easements to the satisfaction of the Central Highlands Region Water Corporation, which will include easements for pipelines or ancillary purposes in favour of the Central Highlands Region Water Corporation, over all existing and proposed sewerage facilities within the proposal.</p> <p>5. If the land is developed in stages, the above conditions will apply to any subsequent stage of the subdivision.</p>
Planners comment	Nil

Table 4 – Section 55 referral to Downer Utilities

Downer Utilities	<p>AusNet Gas Services pursuant to Section 56 (1) of the Planning and Environment Act 1987 has no objection to the granting of a permit, subject to the following condition:</p> <p>1. The plan of subdivision submitted for certification must be referred to AusNet Gas Services in accordance with Section 8 of the Subdivision Act 1988.</p>
Planners comment	Nil

Table 5- Section 55 referral to Goulburn Murray Water

Goulburn Murray Water	<p>Based on the information provided and in accordance with Section 56 (b) of the Planning and Environment Act 1987, Goulburn-Murray Water has no objection to this planning permit being granted subject to the following conditions:</p> <p>1. Any Plan of Subdivision lodged for certification must be referred to Goulburn-Murray Rural Water Corporation pursuant to Section 8(1)(a) of the Subdivision Act.</p> <p>2. Each lot must be provided with connection to the reticulated sewerage system in</p>
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	<p>accordance with the requirements of the relevant water authority.</p> <p>3. All works within the subdivision must be done in accordance with EPA Publication 960 “Doing It Right on Subdivisions, Temporary Environmental Protection Measures for Subdivision Construction Sites”, September 2004.</p> <p>4. All stormwater discharged from the site must meet the urban run-off objectives and Standard C25 as specified in Clause 56.07-4 of the Victorian Planning Provisions. All infrastructure and works to manage stormwater must be in accordance with the requirements of the Responsible Authority.</p> <p>Planning Note:</p> <p>The subject property is located within an area of Cultural Heritage Sensitivity. Should the activity associated with proposed development require a Cultural Heritage Management Plan (CHMP), planning permits, licences and work authorities cannot be issued unless a CHMP has been approved for the activity.</p>
<p>Planners comment</p>	<p>The applicant has commissioned a due diligence report to be prepared by Alpha Archology Pty Ltd which concludes that the site has been subject to significance ground disturbance due to past mining activity. Therefore the proposal does not require a mandatory Cultural Heritage Management Plan to be prepared.</p>

ASSESSMENT OF APPLICATION

Overall the proposal is considered to be in accordance with the relevant Planning Policy, Local Planning Policy frameworks and is consistent with the purpose of the General Residential Zone.

The purpose of the subdivision is for the further development within an established residential area of Maryborough, the proposed development will provide the required services and infrastructure to Council standards and in accordance with best design practices.

The proposed subdivision is in keeping with the existing character of the area and whilst the proposal will result in additional traffic for the area, the current infrastructure is considered to be able to accommodate this increase.

Furthermore the proposed development will offer a range of lot sizes which can accommodate a range of residential developments within proximity to the township of Maryborough and other facilities such as Lake Victoria.

CONSULTATION/COMMUNICATION

The application was advertised to surrounding land owners via notices in the mail and two signs were placed on the site boundaries. The application received 3 objections, 1 objection has since been withdrawn. The concerns raised in the objections are as follows:

- Unsuitability of Harrison Street for the number of vehicles to use the road for access;
- Increase in traffic safely using Eastfield Street;
- Concerns over previous mining use of the land meaning the site is unsuitable e.g. mine shafts;
- Loss of native vegetation resulting in loss of amenity; and
- No planting being proposed for offsets.

The application received three objections to which the applicant provided individual responses. One objection was withdrawn. The response to each objection aimed to address the concerns raised.

The applicant's response to the use of Harrison and Eastfield Street is summarised below:

- Harrison Street currently services 7 properties.
- The development will result in a maximum of 17 properties relying on Harrison Street for access (an additional 10 as a result of the development).
- Based on 10 vehicle movements each day per property this would result in 170 vehicle movements per day along the street.
- Harrison Street currently meanders within the road reserve as a result of the development on Harrison Street (the road surface) will be widened to 6 metres and curb and channel installed.
- Harrison Street is considered capable of these traffic movements.
- Eastfield Street currently services a number of properties (estimated at 35).
- An additional 40 lots would utilise the road as a result of the subdivision.
- This would result in an estimated 750 vehicle movements per day (inclusive of existing property movements).
- East Field Street is considered an 'Access Street' capable of accommodating 1000-2000 vehicle movements per day.

The applicant has also responded to the concerns around the historic gold mining use of the land by ensuring that geological testing will be undertaken across the site and on each proposed lot as part of future dwelling developments.

Concerns regarding the removal of the native vegetation on the site have also been addressed by the applicant. This is summarised below:

- Third party offsets are required to be provided in order to 'offset' the proposed removal.
- The extent of the tree protection zones required for the large trees are so extensive that the works required for the development would not guarantee their survival.
- The applicant will endeavour to use native plantings where possible in the street planting.

From the Planning Officers perspective the application is considered to have adequately addressed the Guidelines for the removal, destruction or lopping of native vegetation (DELWP, 2017) and has provided a search statement to prove the required offsets can be secured.

FINANCIAL & RESOURCE IMPLICATIONS

The assessment of planning permit applications is within the normal operational budget of Council.

Should any party appeal any decision that Council makes there would be a VCAT hearing. Additional costs will be incurred if a VCAT hearing occurs.

RISK MANAGEMENT

The risk management issues in relation to this planning permit application have been discussed in the Report and Assessment of Application sections above.

CONCLUSION

The proposed planning application seeks approval for a 59 lot subdivision and the removal of native vegetation at 42 Harrison Street, Maryborough.

A Council determination or delegated officer decision is sought for the application as the application has received two objections.

Council or the delegated officer must determine a position on the application for a planning permit and take one of the following options:

- I. Issue a Refusal to Grant a Planning Permit for the proposal, or;
- II. Approve a planning permit, and issue a Planning Permit for a 59 lot subdivision and the removal of native vegetation at 42 Harrison Street, Maryborough.

ATTACHMENTS

1. Proposed Plan of Subdivision
2. Site Context Plan

RECOMMENDATION

That Council having caused notice of Planning Application No. 123/19 to be given under Section 52 of the *Planning and Environment Act 1987* and the Central Goldfields Planning Scheme and having considered all the matters generally required, determines to issue a notice of decision of Planning Permit 123/19 in respect of the land known and described as 42 Harrison Street, Maryborough, for a staged 59 lot subdivision subject to the following conditions:

Amended plans

1. Before the plan of subdivision is certified under the Subdivision Act 1988, amended plans to the satisfaction of the responsible authority must be submitted to and approved by the responsible authority. When approved, the plans will be endorsed

and then form part of the permit. The plans must be drawn to scale with dimensions and three copies must be provided. The plans must be generally in accordance with the plans submitted with the application/other specified plans but modified to show:

- (a) all bearings, distances, levels, street names, lot numbers, lot sizes, reserves and easements;
- (b) a subdivision road layout and road reserve plan;
- (c) drainage works required by the conditions of this permit;
- (d) landscaping plans inclusive of the requirements of this permit.

These plans must be drawn to scale and with dimensions. When approved, the plan will be endorsed and will then form part of this permit.

Certification of Plan

2. The formal plan of subdivision lodged for certification must be in accordance with the approved plan and must not be modified except to comply with statutory requirements or with the further written consent of the Responsible Authority.

Payment in lieu of open space provision

3. Prior to the issue of the Statement of Compliance, a monetary contribution of an amount equal to 5 % of the current value of all the land within the subdivision shall be paid to the Responsible Authority. If the land is subdivided in stages, the contribution may be paid proportionally to the area of the lots being created.
4. The applicant or owner must pay on demand to Council, the Council's reasonable costs and expenses to provide valuation for payment in lieu of open space.

Staged subdivision

5. The subdivision must proceed in the order of stages as shown on the endorsed plan unless otherwise agreed in writing by the responsible authority.

Easements

6. All existing and proposed easements and sites for existing and required utility services and roads must be set aside in favour of the relevant authority for which the easement or site is to be created on the plan of subdivision submitted for certification under the Subdivision Act 1988.

Telecommunication

7. A telecommunications network or service provider for the provision of telecommunication services to each lot shown on the endorsed plan in accordance with the provider's requirements and relevant legislation at the time;
8. A suitably qualified person for the provision of fibre ready telecommunication facilities to each lot shown on the endorsed plan in accordance with any industry specifications or any standards set by the Australian Communications and Media

Authority, unless the applicant can demonstrate that the land is in an area where the National Broadband Network will not be provided by optical fibre.

9. Before the issue of a Statement of Compliance for any stage of the subdivision under the Subdivision Act 1988, the owner of the land must provide written confirmation from:
 - (a) a telecommunications network or service provider that all lots are connected to or are ready for connection to telecommunications services in accordance with the provider's requirements and relevant legislation at the time; and
 - (b) a suitably qualified person that fibre ready telecommunication facilities have been provided in accordance with any industry specifications or any standards set by the Australian Communications and Media Authority, unless the applicant can demonstrate that the land is in an area where the National Broadband Network will not be provided by optical fibre.

Engineering

10. Prior to the issue of a Statement of Compliance (or as otherwise stated) the following must be undertaken by the applicant/owner to the requirements and satisfaction of the Responsible Authority (alternative requirements may be approved, in writing, by Council's Manager Infrastructure):
 - The subdivision road layout plans must be provided to the satisfaction and approval of the Responsible Authority.

Central Highlands Water

11. Any plan lodged for certification will be referred to the Central Highlands Region Water Corporation pursuant to Section 8(1)(a) of the Subdivision Act.
12. Reticulated sewerage facilities must be provided to each lot by the owner of the land (or applicant, in anticipation of becoming the owner) to the satisfaction of the Central Highlands Region Water Corporation. This will include the construction of works and the payment of major works contributions by the applicant.
13. A reticulated water supply must be provided to each lot by the owner of the land (or applicant, in anticipation of becoming the owner) to the satisfaction of the Central Highlands Region Water Corporation. This will include the construction of works and the payment of major works contributions by the applicant.
14. The owner will provide easements to the satisfaction of the Central Highlands Region Water Corporation, which will include easements for pipelines or ancillary purposes in favour of the Central Highlands Region Water Corporation, over all existing and proposed sewerage facilities within the proposal.
15. If the land is developed in stages, the above conditions will apply to any subsequent stage of the subdivision.

Downer Utilities

16. The plan of subdivision submitted for certification must be referred to AusNet Gas Services in accordance with Section 8 of the Subdivision Act 1988.

Powercor

17. The plan of subdivision submitted for certification under the Subdivision Act 1988 shall be referred to the Distributor in accordance with Section 8 of that Act.
18. The applicant shall provide an electricity supply to all lots in the subdivision in accordance with the Distributor's requirements and standards. Notes: Extension, augmentation or rearrangement of the Distributor's electrical assets may be required to make such supplies available, with the cost of such works generally borne by the applicant.
19. The applicant shall ensure that existing and proposed buildings and electrical installations on the subject land are compliant with the Victorian Service and Installation Rules (VSIR).
20. The applicant shall, when required by the Distributor, set aside areas with the subdivision for the purposes of establishing a substation or substations.
21. The Distributor will register such leases on title by way of a caveat prior to the registration of the plan of subdivision.
22. The applicant shall establish easements on the subdivision, for all existing Distributor electric lines where easements have not been otherwise provided on the land and for any new powerlines to service the lots or adjust the positioning existing easements.
23. Roads shall be designed and constructed in accordance with Council's Road Management Plan 'Road Hierarchy' design service level standards to Urban Access 1 Road and Urban Access Court roads standard, pavement depth 300mm depth minimum, pavement design to be verified via subgrade and pavement materials testing (CBR) with kerb & channel both sides, to the satisfaction of the Responsible Authority.
24. Harrison Street road formation to be widened to a 7.3 metre wide road inclusive of a 20 metre diameter vehicle turn-around area (court bowl) at the north end of the road with kerb & channel completed to both sides.
25. East Field Street formation to be widened to a 7.3 metre wide road with kerb & channel completed to both sides.
26. The laneway which provides rear access to Park Road properties (71 to 89 Park Road) is to be retained or upgraded if it is required to be altered.
27. All roads shall be designed to accommodate and contain road surface stormwater drainage.
28. All road wearing surfaces shall be asphalt, to the satisfaction of the Responsible Authority

Access

29. Vehicular access to all lots must be provided from the road frontage of the lots, no rear access shall be provided to any of the new lots.

30. Subject to Condition 16 below, vehicular crossovers must be constructed between each of the lots and the road frontages. Such crossovers must be of concrete construction and be from kerb to property boundary in accordance with IDM Standard Drawing SD240. Once constructed the crossover(s) must be thereafter maintained by the landowner to the satisfaction of the Responsible Authority.
31. Where construction of vehicle crossovers is impractical at the time of subdivision the permit holder will be required to enter into a 173 agreement between Council and the permit holder for each lot created in the subdivision to guarantee the future land owner of each lot will provide a crossover to the satisfaction of the Responsible Authority. The Section 173 agreement shall be prepared at the cost of the permit holder and be to the satisfaction of the Responsible Authority.
32. No secondary access will be allowed for any lots to the Clarendon Street drainage reserve.

Kerbs

33. Kerb and channel provided on both sides of roads to all proposed roads shall be modified SM2 profile.

Footpaths

34. Subdivision footpath layout plans must be provided to the satisfaction and approval of the Responsible Authority.
35. Concrete footpaths shall be 1.5 metre wide and 125mm depth with SL72 mesh reinforcement and offset 300mm from the property boundary along one side of all Urban Access 1 roads.
36. Concrete footpaths shall be 1.2 metre wide and 125mm depth with SL72 mesh reinforcement and offset 300mm from the property boundary along one side of all Urban Access Court roads.
37. A concrete footpath must be provided along one side of Harrison Street from the court bowl at the north end of Harrison Street to link with existing footpath in Harrison Street to Holyrood Street. The concrete footpath shall be 1.5 metre wide and 125mm depth with SL72 mesh reinforcement and offset 300 mm from property boundaries.
38. A concrete footpath must be provided along one side of East Field Street from the west end of East Field Street to link with existing footpath in Park Road to Holyrood Street. The concrete footpath shall be 1.5 metre wide and 125mm depth with SL72 mesh reinforcement and offset 300 mm from property boundaries.
39. Any linkage footpaths in public open space areas shall be 1.5 metres wide and include an all-weather treated surface.
40. All footpaths and pram crossings are to be compliant with the Disability Discrimination Act.

Street Lighting

41. Street lights must be provided on street light poles, adequately located and spaced to light intersections, road reserves, footpaths and public open spaces to the satisfaction of the Responsible Authority.
42. Prior to installation the exact location, type and design of such street light(s) must be approved, in writing, by the Responsible Authority. The design must be one of a standard LED approved by Powercor.

Drainage

43. The owner/applicant must design and construct a drainage system to drain the development to the legal point of discharge.
44. Subdivision drainage plans must be provided to the satisfaction and approval of the Responsible Authority.
45. The underground drainage system shall be designed and constructed to contain stormwater flows for the minimum return period of 10 years and overland stormwater flows shall be contained for the minimum return period of 100 years.
46. Subject to Condition 32 below, all stormwater shall be accommodated and treated within the subdivision in accordance with IDM Clause 19, including any overland stormwater flows which flow into the subdivision from external sources.
47. Stormwater and surface water drainage from lots, pathways, driveways, drainage reserves, park land and roadways shall be designed for stormwater quality and quantity to comply with the Best Practice Environmental Management Guidelines for Urban Stormwater (CSIRO) 1999 and to the satisfaction of the Responsible Authority.
48. A legal point of stormwater discharge shall be provided for each lot, with the legal point of stormwater discharge from the subdivision to the underground drainage system at the East Field Street/Clarendon Street intersection to the satisfaction of the Responsible Authority.
49. A Stormwater Management Strategy detailing all proposed stormwater quality works (including operation and maintenance schedules) within the subdivision must be submitted to the Responsible Authority for approval. Provision must be made within the subject land, or other land downstream of the subdivision to accommodate the necessary stormwater drainage and treatment system, including, but not limited to, bio-retention and treatment basins, wetlands, open water zones, landscaped areas, pits and underground pipes. Such stormwater retention systems must be used to limit flow downstream from the site to predevelopment levels.
50. Approval for the use of the Clarendon Street road reserve is required before the area can be utilised for development of a retention and treatment basin.

Landscaping

51. Subdivision landscaping plans must show any public open space required and proposed street tree locations and species to the satisfaction and approval of the Responsible Authority.

52. Any public open space areas shall be designed and constructed to be low maintenance.
53. Upon completion of all works all nature strips must be levelled, topsoiled and seeded.
54. Alternate landscaping methods may be undertaken, but must be approved in writing by the Responsible Authority prior to any works being undertaken.
55. At least one street tree shall be planted in the nature strip to the frontage of each lot. The proposed species must be approved by the Responsible Authority prior to planting.
56. All trees and landscaping must be planted prior to the issue of a Statement of Compliance and maintained by the applicant/owner for a period comprising at least two summers.

Signage

57. Street name, regulatory and estate signage on road reserves shall be designed and installed to the satisfaction of the Responsible Authority.

Staged Works

58. The staged construction of the subdivision shall be undertaken so that each stage is completed in accordance with the endorsed plans and to the satisfaction of the Responsible Authority.
59. Prior to the issue of Statement of Compliance for any stage of the subdivision, nature strips, road related assets, stormwater drainage and treatment system assets and driveways for the relevant stage shall be 100% complete to the satisfaction of the Responsible Authority;

Defects Liability

60. A defects liability period will apply to all civil construction works undertaken.
61. Handover of nature strips, road-related assets and stormwater drainage and treatment system assets will occur at the end of the defects liability period, where the condition and operation/function of each asset is to be to the satisfaction of the Responsible Authority.
62. Defects liability periods are:
 - Nature strips and landscaped areas - at least 2 summers from installation/planting
 - Road related assets - 12 months from completion • Open space assets – 12 months from installation/planting
 - Stormwater drainage and treatment system – 12 months from completion
 - Constructed items - 12 months from completion.

63. The operation/function/maintenance/repairs of nature strips, road related assets, landscaped areas and stormwater drainage and treatment system assets will be undertaken by the permit holder up to handover for each stage, where the operation/function of each asset is to be to the satisfaction of the Responsible Authority.

Prior to the Certification of the Plan of Subdivision

64. Prior to Certification of the Plan of Subdivision, the applicant/owner must submit digital format and 3 hard copy format site plans drawn to scale with dimensions and inclusive of a proposed timeline of works to the Responsible Authority. When approved, the plan(s) will be endorsed and will then form part of this permit. Such plan must be generally in accordance with the plan submitted but modified to show:

- Detailed civil drawings of all proposed roads, including the ability to accommodate a garbage truck and vehicle turn around facilities
- Construction access routes (subdivision & dwelling)
- Vehicular crossovers and kerbs
- Traffic control facilities
- Drainage (including computations and Water Sensitive Urban Design treatment measures) and legal point of stormwater discharge for each lot (house drains)
- Stormwater retention and treatment basins, lagoons and or wetlands
- Footpaths, street lights and signage
- Street trees and landscaping.

Prior to the commencement of any buildings or works the applicant/owner must:

65. Ensure all civil drawings are approved and to the satisfaction of the Responsible Authority.

66. Make application for and have approved driveway crossing permits (vehicular crossover) and road occupation permit(s) (pedestrian access way, kerbs, footpaths, landscaping). All works constructed or carried out must be in accordance with the approved plans/permit(s).

67. The permit holder must provide temporary garbage collection points for developed properties during staged subdivision construction to the satisfaction of the Responsible Authority.

General Requirements

68. All works constructed or carried out must be in accordance with the approved plans and specifications.

The developer must restrict sediment discharges from any construction sites within the land in accordance with Construction Techniques for Sediment Pollution Control (EPA 1991) and Environmental Guidelines for Major Construction Sites (EPA 1995).

69. Only the approved subdivision construction access points shall be utilised, or developed, unless with the prior consent of the Responsible Authority.

70. At any time the permit holder must ensure that the operation and condition of Council assets are not damaged by subdivision works or the construction of subsequent stages of the subdivision. If the Responsible Authority deems Council assets have been detrimentally affected or damaged by development construction access, then the assets will be required to be repaired and reinstated by the permit holder to the satisfaction of the Responsible Authority.

71. The permit holder must provide to the Responsible Authority “as constructed” plans/civil drawings of all constructed road works, kerbs, footpaths, drainage, traffic control facilities, stormwater retention and detention basin(s), street lights, street trees and signage provided in digital format.

Prior to Statement of Compliance

72. Prior to the issue of a Statement of Compliance the owner the owner of the subject land must submit a Construction Management Plan (CMP). The CMP must include for future landowners, their responsibilities for construction works on any lot in this subdivision:

- Ensuring all construction workers are made aware of the approved dwelling construction access points as agreed with the land developer.
- All damage caused to Council assets during the construction of any building on site are the responsibility of the landowner.
- The containment of builders' waste on-site
- The construction of a driveway to each lot, to be constructed of concrete and be from kerb to the property boundary.

Once approved the CMP will be endorsed to form part of the permit.

73. Prior to issue of statement of compliance, road works, vehicle crossovers, drainage and landscaping works for any stage of the approved subdivision must be installed to the satisfaction of the Responsible Authority in accordance with the approved plans. At the completion of the works one set of 'as constructed' civil plans shall be submitted to the Council.

Native Vegetation Offsets

74. In order to offset the removal of the native vegetation within the Native Vegetation report ID: 313-20191031-003 and dated 31 October 2019 and approved as part of this permit, the applicant must provide a native vegetation offset that meets the following requirements, and is in accordance with the Permitted clearing of native vegetation - Biodiversity assessment guidelines and the Native vegetation gain scoring manual:

The offset must:

- Contribute gain of 0.042 general biodiversity equivalence units

- Be located within the North Central Catchment Management Authority boundary or Central Goldfields Shire Council
- Have a strategic biodiversity score of at least 0.080

Offset Evidence

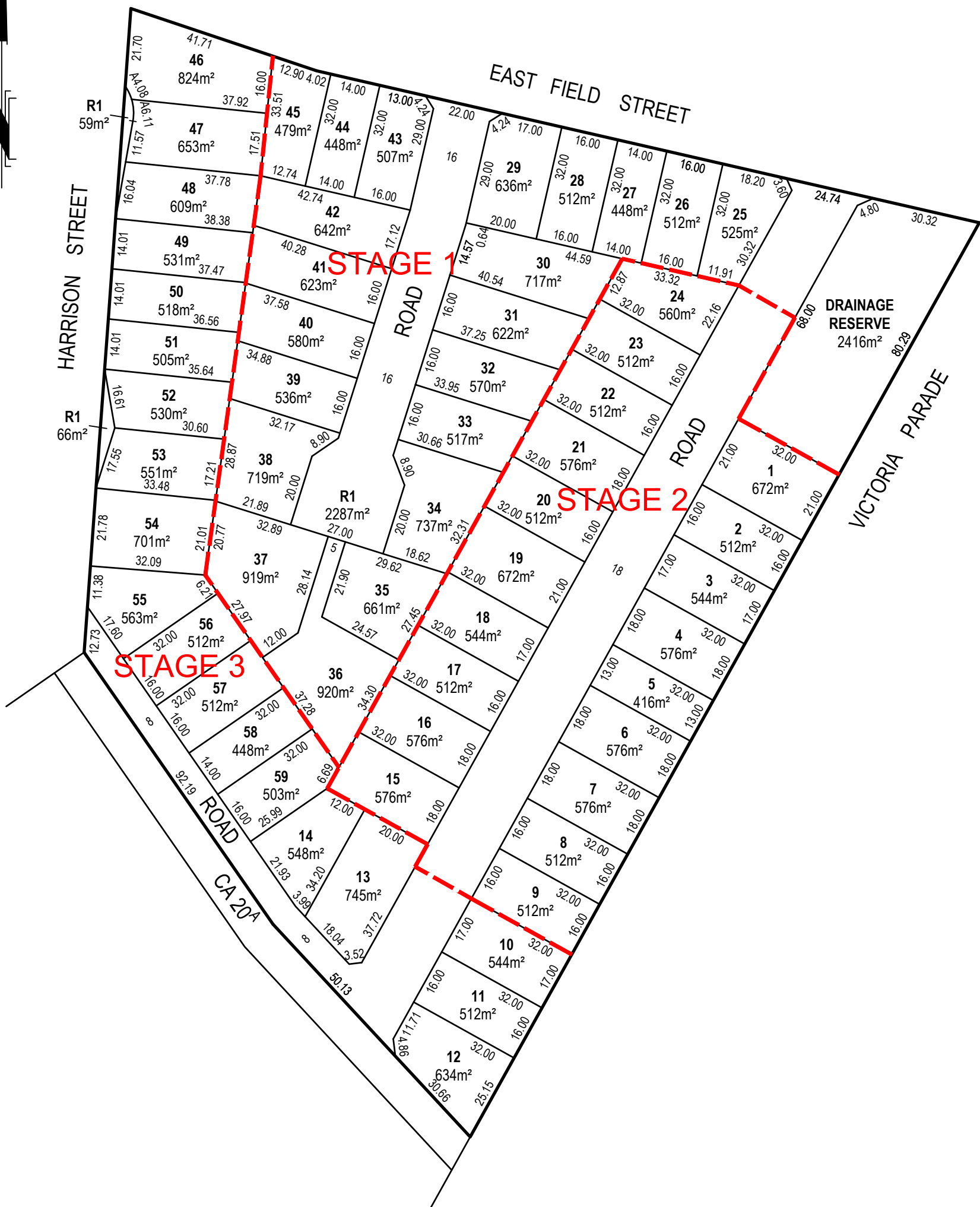
75. Before any native vegetation is removed, evidence that an offset has been secured must be provided to the satisfaction of the responsible authority. This offset must meet the offset requirements set out in this permit and be in accordance with the requirements of the Permitted clearing of native vegetation - Biodiversity assessment guidelines and the Native vegetation gain scoring manual. Offset evidence can be either:

- A credit register extract from the Native Vegetation Credit Register; or
- A security agreement, to the required standard, for the offset site or sites, including a 10-year offset management plan to the satisfaction of the Department of Environment, Land, Water and Planning and approved by the Responsible Authority. Every year, for ten years, after the responsible authority has approved the offset management plan, the applicant must provide notification of the management actions undertaken towards implementing the offset management plan, to the department. An offset site condition statement, including photographs must be included in this notification.

Expiry

76. Where the subdivision is to be developed in stages, the time specified for the commencement of the first stage is two years from the date of this permit. The time specified for the commencement of any subsequent stage is five (5) years from the date of this permit and the time specified for the completion of each stage is five years from the date of its commencement. The Responsible Authority may extend the periods referred to if a request is made in writing before the permit expires or within six months afterwards.

Note. The starting of a subdivision is regarded by Section 68(3A) of the Planning and Environment Act 1987 as the certification of a plan under Section 6 of the Subdivision Act 1988. Completion is regarded as registration of the subdivision.



Rev.	Date	Amendments
07	31/10/2019	STAGE BDY'S ADDED
06	29/10/2019	REV PROPOSED LOT LAYOUT
05	28/10/2019	REV PROPOSED LOT LAYOUT
04	28/10/2019	REV PROPOSED LOT LAYOUT
03	23/10/2019	REV PROPOSED LOT LAYOUT
02	04/09/2019	PRELIM PROPOSED LOT LAYOUT
01	16/08/2019	PRELIM PROPOSED LOT LAYOUT

Drawn	Drawn
PF	Checked
PF	Scale
PF	Sheet Size
PF	File Ref. 19888-01-PP01-07.dwg
PF	Sheet No.

PF	Client:	MARK DELLAVEDOVA
ASH	Municipality:	CITY OF BALLARAT
1:1250		
A3		
12.5 0 25 50		
1 of 1		Scale in Metres

**PLAN OF PROPOSED
 STAGED SUBDIVISION
 LAYOUT**
**HARRISON STREET,
 MARYBOROUGH**

LAND DESCRIPTION	
CA 20 ON TP839277 V. 8059 F. 592	CA 3 & 14 ON TP839277 V. 10183 F. 197
CA 15 ON 839278 V. 10183 F. 196	CA 21 ON TP780685 V.
CA 22 ON TP541195 V.	
CROWN DESCRIPTION	
TOWNSHIP of	MARYBOROUGH
PARISH of	MARYBOROUGH
SEC. 4	CA(s) 20, 21, 22
SEC. 73	CA(s) 3, 14, 15
DATUM INFORMATION	
LEVEL DATUM: LEVELS SHOWN ARE TO: AHD AHD BASED UPON: MARYBOROUGH PM 362 SMES No. 307103620 HEIGHT 222.927m QUOTED 21/10/2019	
CO-ORDINATE DATUM: THE CO-ORDINATE DATUM IN THIS DRAWING IS: LOCAL	
ONLY PM 362 HAS TRUE MGA94 ZONE 54 CO-ORDINATES. FOR TRUE MGA94 CO-ORDINATES SCALE THIS DRAWING BY A COMBINED SCALE FACTOR (CSF) OF 1.0002993 USING MARYBOROUGH PM 362 AS THE ORIGIN.	
LEGEND	
PM	↑
TITLE PEG	↑
SURVEY MARK DRILL HOLE	↑
STAR PICKET	↑
NAIL	↑
SPIKE	↑
TOP OF BANK	—
TOE OF BANK	—
NATURAL SURFACE	—
EDGE OF VEGETATION	—
TREE - DEAD	—
DRIP LINE	—
JUNCTION PIT	—
WING WALL	—
PIT INVERT	—
\$1mm S2	—
PIPE (UG)	—
CL	—
BITUMEN - EDGE	—
FORMATION - EDGE	—
KERB - LIP	—
KERB - INVERT	—
KERB - BACK	—
PATH	—
DRIVEWAY	—
TRACK	—
CONC - EDGE	—
SIGN	—
SIGN - MULTI MOUNTED	—
BOLLARD	—
FLOOR LEVEL	—
ELECTRICITY - POLE	—
ELECTRICITY - PIT	—
ELECTRICITY - OVER HEAD	—
TELSTRA - PIT	—
SEWER - PIT	—
STOP VALVE	—
FIRE PLUG	—
FENCE	—
GATE	—
ROUND POST	—
EXPLANATORY NOTES	
1. DATA ON THIS PLAN MAY ONLY BE MANIPULATED WITH THE PERMISSION OF CARDNO TGM.	
2. ACCURACY OF DETAIL LOCATION ±0.02m.	
3. ACCURACY OF REDUCED LEVELS ±0.03m	
4. THIS HARD COPY PLAN IS A VERIFICATION PLOT OF COMPUTER FILE: 19888-01-DR01-03.dwg DATE : 01/11/2019.	
5. LOCATION OF ABUTTING BUILDINGS AND ENVIRONS IS INDICATIVE ONLY UNLESS OTHERWISE SHOWN.	
6. TREE SPREAD SHOWN ON THIS PLAN IS INDICATIVE ONLY.	
7. ONLY SIGNIFICANT TREES HAVE BEEN LOCATED AND SHOWN ON THIS PLAN.	
8. ONLY VISIBLE SERVICES ARE SHOWN ON THIS PLAN.	
9. CONTOURS SHOWN TO 0.2m INTERVALS.	
10. DATE OF AERIAL IMAGE: UNKNOWN	
11. LOCATION OF AERIAL IMAGE INDICATIVE ONLY.	
12. DETAILS VISIBLE IN AERIAL IMAGE MAY/MAY NOT REPRESENT EXISTING SITE CONDITIONS.	
Original Sheet Size A1	
SCALE 1:800	



REV	DATE	AMENDMENTS	DRAWN
03	31/10/2019	REV. DRAINAGE AREA	PF
02	31/10/2019	REV. DESCRIPTIONS	PF
01	29/10/2019	ORIGINAL RELEASE	PF

Surveyors	CW	I, Michael Craig Wilson of TGM Group 1315 Sturt Street, BALLARAT 3350, certify that this plan is accurate in all respects & represents the existing site conditions on the 17/10/2019.
Drawn	CW, PF	
Checked	MCW	
Job Ref.	19888-01-DR01-03.dwg	
SHEET 1 OF 1		Licensed Surveyor


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 Phone +61 3 5330 8888 Fax +61 3 5333 3815
 Email: victoria@cardno.com.au Web: www.cardno.com

Client : Eight Investments Pty Ltd

DESIGN RE
42 HARRISON STREET
MARY

9.5 PLANNING SCHEME REVIEW

Author: Strategic Planner

Responsible Officer: General Manager Infrastructure Assets and Planning

The Officer presenting this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

SUMMARY/PURPOSE

After extensive research and engagement the Central Goldfields Planning Scheme Review Report is ready to be presented to Council for adoption. A Planning Scheme Review aims to provide directions to the Council to enhance the effectiveness and efficiency of the Planning Scheme. The Review has been carried out to satisfy Section 12B of the Planning and Environment Act which states a review is due twelve months from when a new Council is elected.

Council is concurrently implementing several of the recommendations of the Review, such as the adoption of the recently completed Population, Housing and Residential Strategy, technological improvements for the statutory planning team and workflow improvements as part of the Better Approvals Project. This report also seeks Council support to authorise further recommendations of the Review, which are the formal abandoning of redundant amendments C11, C13, C19, C22 and C26; and to initiate a procedure to transfer the responsibility of Planning Certificates to the Minister for Planning.

LEGISLATION AND POLICY CONTEXT

Central Goldfields Shire Council's Council Plan 2017-2021 (2018 Refresh) – Our Organisation

Outcome: Central Goldfields Shire is a proactive, well governed, professional and financially sustainable organisation.

Objective: Protect and enhance the environment while planning for growth

Initiative: Review and Update the Central Goldfields Planning Scheme and Municipal Strategic Statement (MSS).

The Planning and Environment Act 1987

Section 4(1) of the Planning and Environment Act 1987:

a) To provide for the fair, orderly, economic and suitable use, and development of the land.

c) To secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria.

Section 7(5) of the Planning and Environment Act 1987:

- Ministerial Direction on the Form and Content of Planning Schemes
- Section 12B of the Planning and Environment Act 1987:

- A Planning Authority is required to review its planning scheme every four years, with the due date falling 12 months after the date when the new Council Plan falls due.

Continuous Improvement Review Kit for planning and responsible authorities (DSE, 2006) and other Victorian State Government Planning Practice Notes

Planning and Building Approvals Process Review Discussion Paper (Better Regulation Victoria, 2019).

BACKGROUND INFORMATION

Council last undertook a review of the Central Goldfields Planning Scheme in 2013. The review report was adopted by Council and forwarded to the Minister for Planning, which completed Council’s formal obligations under the Act. The implementation of the 2013 review was not completed, as the protracted process of drafting the provisions for a planning scheme amendment stalled in 2017.

Since 2013, the State Government has carried out a number of review and reform processes in planning and has made many changes to the VPPs to respond to changing needs and issues at the state level. The Planning Scheme and Council’s strategic planning work has generally not evolved to reflect the policy changes at the state level. Given that the Central Goldfields Planning Scheme has not been effectively reviewed and updated in previous four-year cycles, many provisions within it are severely out of date.

The current review was technically due in June 2018. Council has liaised with the Department of Environment, Land, Water and Planning (DELWP) regarding its circumstances under formal administration and a delay in completing the review is expected. In 2019 Council contracted the review of the Planning Scheme to Centrum Planning. It is noted that Centrum planning completed the 2013 Planning Scheme Review.

Table 1: Where Council is up to in the review process

<p>Key Issues Paper Draft 2019</p>	<p>Community Input (drop in/emails) & authority meetings Oct-Nov 2019</p>	<p>Planning Scheme Review report preparation Nov-Apr 2020</p>	<p>Review Report adopted by Council May 2020</p>	<p>Review report submit to the Minister for Planning for approval 2020</p>	<p>Implementation of actions and recommendations (will provide further opportunities for community input)</p>
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REPORT

The following section explains the history of the Planning Scheme Review, the current Review and how the findings of a Review are progressed to a planning scheme amendment. There is information about the previous amendments and the process of planning certificates.

2013 Review

The 2013 Review made a range of structural, strategic and content related recommendations to improve the Planning Scheme. Since the review, there have been very few strategic land use plans, amendments or strategies undertaken by Council. Therefore this review has largely been integrated within the current edition.

The key recommendations from the 2013 Review was for Council to aspire to a strategic framework with four key components of:

- residential land strategy;
- commercial land strategy;
- industrial land strategy;
- rural land strategy.

Since the 2013 Review, Council has completed a draft Residential Land Strategy and is about to progress an Industrial Land Strategy. A Commercial Land Strategy and Rural Land Strategy continue to be areas for future strategic work within the department.

2020 Review (The Review)

Although much of the content of the 2013 Report is still relevant as it has not been implemented, the introduction of the Planning Policy Framework (PPF) from Amendment VC148 has changed the structure of the Planning Scheme. The Author has responded to this new framework in the 2020 Review, rather than continuing in the current scheme framework. It is anticipated that the new PPF will be gazetted in mid-2020 and a subsequent amendment from this Review will be articulated in the PPF format.

The methodology, analysis and consultation for a planning scheme review is set out in the *Continuous Improvement Review Kit for Planning and Responsible Authorities*. A review contains a description and analysis of legislative context, review of the scheme performance, review of recent strategic studies, and a review of the proposed MPS and PPF, and existing provisions, zones and overlays. The review also stipulates an implementation guideline, which recommends amendments to the Planning Scheme, and further strategic work.

For the purposes of this report, the themes encompassing permit activity and processing, policy changes and planning reform, scheme performance and strategic studies and plans have been highlighted for discussion. The following paragraphs briefly explain the justification and high priority recommendations from the Review.

In addition to the *Continuous Improvement Review Kit etc.*, directions arising from the *Planning and Building Approvals Process Review Discussion Paper (Better Regulation Victoria, 2019)* have moved the Author to conduct an analysis of the workflows of the statutory and strategic planning departments. Between 2011 and 2018, Council received between 120 and 160 applications per year and compared with similar councils, Central Goldfields took longer to assess these planning permit applications. Arising from these issues, the recommendations for the statutory team incorporating both workflow and policy directions include:

- benchmarking with similar councils;
- exploring software systems or technology support;

- record permit triggers for later analysis;
- transfer responsibility of the planning certificates to DELWP.

The Planning Scheme has remained unchanged since its introduction in 2000, as the previous two reviews (2005 and 2013) were not formally implemented. There has also been a high number of state review and reform amendments. As a result, there is an emerging gap between the local elements and the regional and state direction within the Central Goldfields Planning Scheme. The Review makes recommendations to policy changes and planning reform, such as:

- formally abandon redundant amendments C11, C13/19, C22 and C19, C26;
- initiate closer engagement with future state-led reform processes.

The Review found that although the Planning Scheme performed well in strategic decision making there has been limited testing of this. Council has few appeals lodged with VCAT, which is comparable with similar shires. Approximately 40% of applications that were refused were due to poor quality applications, and a high number of these were for dwellings (however the zoning is unconfirmed). The Review makes recommendations to improve the scheme performance such as:

- finding ways to address the quality of applications that are received;
- looking for initiatives to improve rural zoning applications.

From 2013 to 2019, there were no strategic land use studies or plans adopted by Council. Current strategic work, notably the Population, Housing and Residential Development Strategy, will provide sound basis for settlement planning. The Review recommends that Council build on this strategy with a planning scheme amendment to implement the findings of strategic planning work efficiently.

The Review recommends Council's strategic planning department develop a medium to long term strategic work program to address the strategic gaps and emerging issues, such as:

- forming strategic direction in the Municipal Planning Strategy (MPS) for future urban growth in Maryborough and Carisbrook;
- strategic direction for Carisbrook-Flagstaff;
- strategic direction for urban consolidation and medium density housing;
- land management overlays (such as the erosion and salinity management overlays) and;
- recognising important landscapes and preferred location of intensive animal industries.

With regard to development activity and issues arising from planning permit applications, the Review highlights the high priority further strategic work projects, such as:

- an industrial land strategy;
- a land use framework plan for Carisbrook-Flagstaff;
- a rural land study;
- structure plans for the Maryborough-Dunolly Road. Precinct; and
- implementation of the flood studies for Maryborough, the Avoca River and the townships of Moliagul, Bet Bet, Talbot, Bealiba and Timor-Bowenvale.

The Review recommends that the local section of the Planning Policy Framework (PPF) be updated with policies to address:

- signage;
- heritage;
- walking and cycling trails.

The Review found that the scheme is making appropriate use of the zones in the Victorian Planning Provisions (VPPs), however there are recommendations for further work on various

zones to ensure they are meeting their strategic objectives. For example, large rural areas in the Shire are affected by environmental, landscape or land management overlays that have not been altered since implementation of the Scheme in the year 2000. Several changes are recommended as high priorities, such as:

- separating the Environmental Significance Overlay (ESO Schedule 1) into two overlays; a schedule for watercourses and a schedule for special water supply catchments;
- reviewing the Heritage Overlay (particularly in Maryborough);
- reviewing the Land Subject to Inundation Overlay (LSIO) following existing and new flood studies.

Through recommendations addressing permit activity and processing, policy changes and planning reform, scheme performance and strategic studies and plans, the Review directs how an improved planning scheme may support state and regional policy directions and Council's emerging strategies.

In summary, the Review found that although the scheme's local content has performed adequately in managing land use and development since 2013, it is becoming less relevant and useable for decision making. Emerging Council strategies such as the Population, Housing and Residential Development Strategy will provide a strong evidence-based framework for future settlement planning, which will address some gaps in strategic direction.

Implementation of the Review

Subsequent to the Review being presented to the Minister for Planning, an amendment associated with the Review may be initiated by Council. This is an opportunity for Council to implement the recommendations of the Review and amend the Planning Scheme.

The Implementation Table in Section 15.3 (pp. 133-135) of the Review Report provides a recommendations summary, including a proposed timeframe for completion. This table is a list to assist Council to implement the findings of the Review.

The first step in implementing the Planning Scheme Review is likely to be a substantial and complex amendment that also incorporates recommendations from the Economic Development and Tourism Strategy, the Integrated Transport Strategy and the Population, Housing and Residential Strategy. Therefore, it is likely that exhibition will involve a more extended timeframe and engagement process than the minimum statutory requirements of 30 business days.

During the amendment, the community will have the opportunity to review the proposed changes to the planning scheme via the exhibition process. This ensures that submissions will be considered by Council and if required, an independent planning panel, prior to an amendment being adopted.

Some of the strategic work recommended in the Review has recently been completed as noted above, or is already underway in the form of flood studies and a related amendment, and an industrial land assessment. A multi-year strategic planning program will be developed in response to the Review's recommendations. This will include partnerships with referral authorities, neighbouring councils, DELWP and the Victorian Planning Authority (VPA) to assist Council achieve timely and cost effective changes.

The strategic and statutory planning departments are also reviewing their workflows, systems and processes in accordance with recommendations from the Review, through the Better Approvals program.

Abandon Redundant Amendments

The Review recommends that Council accord future strategic planning work to reflect policy changes at a state level. Resolving outstanding amendments which were not progressed to authorisation by the Minister for Planning is one immediate method to achieve this.

C11

The amendment proposed that 15 and 19 Donkey Dam Rad and 240, 246 and 280 Tullaroo Rd Maryborough be rezoned from Industrial 1 Zone to Rural Living Zone. The amendment was not progressed to authorisation as DELWP (then DSE) requested strategic justification for why this amendment should be supported.

At the time of the amendment, there was not an Industrial Land Strategy or Industrial Land Audit which provided succinct justification or evidence to support the proposal. This is still the case, and until this strategic evidence is supplied Council cannot generate a decision on the rezoning of the site.

Amendment C11 is not suitable to be continued until strategic justification is provided in an Industrial Land Strategy. It is recommended that Council formally abandon the amendment.

C13

Amendment C13 is an administration error.

C19

C19 was an amendment to fix a boundary alignment between Hepburn Shire and Central Goldfields. The land was located at 1912 Creswick-Newstead Rd Campbelltown (property no. 31340.1042). Part of the land was included within the Hepburn Shire, when the entire site should have been contained within the Central Goldfields Shire.

Recent assessment on VicMaps shows that the site has been subsequently included within Central Goldfields Shire. This amendment is no longer required.

C22

The planning department at Central Goldfields initiated an errors amendment in 2011. The strategic justification for this amendment was provided from a report from ERM Consultants. The consultants identified 131 sites that required amendment to fix long term mapping issues.

Many of the zonings were incorrectly translated from old schemes or were for redundant developments. At the time of the amendment, the zones did not correctly reflect the character of development at the respective sites. It is also assumed that even at the introduction of the Central Goldfields Planning Scheme these zones were not characteristic of the long term established site development. Therefore the existing uses are anomalous with the purpose of the zone, resulting in burdensome restrictions, costs and administration to landholders and Council.

The amendment progressed to pre-authorisation, and a lot of resources and time were expended on the preparation of the amendment. However, it did not progress any further.

Due to the ten year time lapse between the evidence and now, it would be best practice for Council to ensure each nominated site is still relevant for rezoning and also check to see whether any additional sites should to be included. Further, a strategic assessment of bushfire

risk may be required to address the requirements of Clause 13.02 of the Planning Policy Framework if the land is to be rezoned to a residential zone or where bushfire risk may be increased.

Council's Strategic Planning department intends to progress an errors amendment in 2020-21. A lot of the research and evidence collated for Amendment C22 will be revised and repurposed for this future amendment.

Amendment C22 as it currently exists is not suitable to be authorised and a fresh amendment is recommended.

C26

This amendment proposed to update the Municipal Strategic Statement Clause 21.05 Environment and Landscape Values. This was a recommendation of the Planning Scheme Review 2013.

The Planning Scheme Review 2020 recommends updating the Municipal Planning Strategy (MPS) Clause 02.03 Environmental and Landscape Values. The form, structure and content of this Clause is now completely different to what was previously drafted for Amendment C26.

While its strategic justification is still pertinent, Amendment C26 in its current form is not suitable to be progressed to authorisation, and a fresh amendment is required.

Planning Certificates

A planning certificate is an official statement of the planning controls that apply to a property. They are used to satisfy the Sale of Land Act 1962 and are included in Vendors Statements when land is sold. Unlike other Victorian councils, Central Goldfields continues to be the responsible authority for issuing permits under Clause 3.0 of the Schedule to 72.01. DELWP is the authority for most councils.

Currently, the statutory planning department issues approximately three planning certificates per week and charges \$20 per certificate. The process takes over three hours to complete per certificate. The Review 2020 and Review 2013 both note that Council's time and costs for issuing planning certificates is not covered by the fees payable. Both Reviews recommend that council commence a process to transfer the responsibility to the Minister for Planning through an administrative and statutory process.

DELWP have advised that Council needs to provide a written request to hand responsibility over to the Minister for Planning; DELWP will then undertake the amendment to the scheme.

CONSULTATION/COMMUNICATION

In the process of information gathering, the review used a targeted consultation process, which encouraged regular users of the planning scheme to highlight their concerns and recommendations. The general public was also advised of the Planning Scheme Review via the Maryborough Advertiser, the Central Goldfields Shire web and Have Your Say Facebook pages. Interested parties were encouraged to provide feedback via phone, email or a drop in session which was held in Maryborough in December 2019. The few responses gathered were specific to the application of the scheme in use and development proposals. These are provided in the Appendix to the Planning Scheme Review Report.

The planning referral authorities were invited to comment upon the previous recommendations made in 2013 and any new directions essential to a functional scheme. A similar approach

was used with internal Council units in statutory planning and planning compliance. The findings from each consultation often provided specific direction to improving policy direction, future strategic work or internal workflows.

The Review report and a description of the process will be available on the Council's website, and strategic planning staff are available to discuss the contents of the report via email or phone. Recommendations from the Review that are being immediately implemented have been highlighted in the purpose to this report. These will be mentioned concurrently in media releases announcing the adoption of the Review report.

The future amendment which may implement some recommendations from the Review will have a separate prescribed process providing opportunities for public input.

FINANCIAL & RESOURCE IMPLICATIONS

The contract with Centrum Planning and Strategic Planning staff time have been included in the 2019-20 Budget.

The scope of the original contract with Centrum Planning has been varied to include a response to the new policy framework of the PPF as well as provision of updated maps for the MPS, without extra cost to Council.

By divesting the responsibility of issuing Planning Certificates to DELWP, Council will save significant costs and time for the statutory planning department.

The cost of an amendment to implement initial changes recommended in the Review and staff costs for commencement of priority strategic work will be included in the Strategic Planning budget for 2020-21. Recommended future strategic work will be subject to Council budget processes in subsequent years.

RISK MANAGEMENT

The review of the planning scheme addresses the strategic risk *Legislative compliance - Failure to manage our compliance with relevant legislative requirements* by bringing the Planning Scheme up to date in accordance with Section 12B of the Planning and Environmental Act 1987.

CONCLUSION

Council is required to review its planning scheme periodically in accordance with Section 12B of the Planning and Environment Act 1987 and the Council Plan 2017-2021 Section 3.3. Since implementation of the Central Goldfields Planning Scheme in 2000, there has been one full Review adopted by Council, but not commenced to an amendment.

The review has made a number of key findings and recommendations to the MPS, PPF and technical improvements and updates to other local overlays and provisions within the Planning Scheme. The review has also made recommendations to improve the internal workflows of the statutory and strategic planning departments. The Implementation Table has provided Council with a useful and workable guideline for future strategic work and amendments.

It is recommended that Council adopt the Review and submit to the Minister for Planning.

A recommendation from the Planning Scheme Review 2020 is for Council to abandon Amendments C11, C13/19, C22, C19 and C26. These amendments date from 2009 to 2017.

The amendments did not progress to authorisation at the time and due to the time elapsing between their starting and now, it is recommended Council formally abandon them.

To save Council's statutory staff time and costs, it is recommended that Council pursue the relevant administrative and statutory processes to transfer the issuing of Planning Certificates to DELWP. In the first instance this is to request the Minister for Planning amend the planning scheme.

ATTACHMENTS

1. Planning Scheme Review Report 2020

RECOMMENDATION

That Council:

1. *Adopt the Planning Scheme Review report and forward it to the Minister for Planning;*
2. *Formally abandon amendments C11, C13/19, C22, C19 and C26; and*
3. *Request the Minister for Planning amend the Central Goldfields Planning Scheme to amend the schedule to Clause 72.01 of the planning scheme to change the person or responsible authority for issuing planning certificates from Central Goldfields Shire Council to the Minister for Planning.*



Central Goldfields Shire Council

Planning Scheme
Review 2020



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Acknowledgement of Country

Central Goldfields Shire Council acknowledges the ancestors and descendants of the Dja Dja Wurrung. We acknowledge that their forebears are the Traditional Owners of the area we are on and have been for many thousands of years. The Djaara have performed age old ceremonies of celebration, initiation and renewal. We acknowledge their living culture and their unique role in the life of this region.

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1 Executive Summary

This report documents the finding of a review of the Central Goldfields Planning Scheme ('the Planning Scheme'). Planning schemes are the main tool for guiding decision making on the use, development and protection of land.

The Review has been carried out to satisfy Section 12B of the Planning & Environment Act. The objectives of the Review are to ensure that planning schemes:

- are consistent in form and content with the directions or guidelines issued by the Minister;
- set out effectively the policy objectives for use and development of land in the area to which the Planning Scheme applies; and
- make effective use of State provisions and local provisions to give effect to State and local planning policy objectives.

The review process will inform:

- the first updates to the local section of the Planning Policy Framework and the Municipal Planning Strategy;
- technical improvements and updates to other local provisions of the Planning Scheme;
- guidance for future strategic planning projects and initiatives.

The Review covers all components of the Planning Scheme. The Review has been prepared on the basis that the draft new Planning Policy Framework (PPF) structure including the Municipal Planning Strategy (MPS) will shortly be approved by the Minister for the Central Goldfields Planning Scheme. Once adopted by Council, the Review report will be provided to the Minister for Planning.

The Review was prepared between August, 2019, and April, 2020, and involved engagement with authorities and agencies, regular users of the planning system and the local community.

The key findings and recommendations of the Review are presented below under sub-headings that reflect the major sections of the report.

Policy changes and planning reform

- The Planning Scheme is, for the most part, unchanged since its introduction in 2000 and has been amended on relatively few occasions since this time.
- The recommendations of previous reviews of the Municipal Strategic Statement (2005) and Planning Scheme (2013) were not formally implemented through planning scheme amendments or other strategic planning work.
- Since 2013, the State Government has carried out a number of review and reform processes in planning and has made many changes to the VPPs to respond to changing needs and issues at the state level.

- The Planning Scheme and Council’s strategic planning work has generally not evolved to reflect the policy changes at the state level.

The recommendations for Council to address these issues involve:

- closer engagement with future State-led reform processes; and
- abandoning outdated planning scheme amendments that have stalled, or which are no longer relevant.

Permit activity and processing

- Between 2011 and 2018, Council received between 120 and 160 applications per year, consistent with long-term trends.
- Central Goldfields Shire took longer than most other comparable councils to assess planning permit applications between 2011 and 2018.
- There is a need to improve the quality of planning permit applications, which will improve permit application timeframes.
- There are opportunities to improve systems and processes within the Planning Department, mainly in relation to software systems and also in relation to staffing and delegations.
- Council’s role in issuing Planning Certificates is unlikely to be an efficient use of Council’s planning resources and should be reviewed.

The key recommendations to address these matters are to:

- Undertake a benchmarking exercise with similar councils to explore staff workloads and resources, file allocation processes and instruments of delegation.
- Explore new software system(s) that will enable online lodgement, monitoring and public notice of applications and improve internal file management and work-flows.
- Commence the necessary statutory and administrative steps to transfer the responsibility for issuing Planning Certificates to DELWP

Review of Scheme performance

- The Central Goldfields Planning Scheme has generally performed well in strategic decision making, although it has rarely been tested or used rigorously for this purpose.
- Council receives relatively few VCAT appeals and these are at levels consistent with comparable Shires.
- Poor quality applications represent approximately 40% of the applications that were refused between 2010 and 2018, suggesting that this is a key issue facing Council.
- Applications for dwellings constitute a large proportion of applications that are refused, many of which are likely to have been in rural areas of the Shire.

The key recommendations to address these matters involve initiatives that seek to improve the quality of applications, particularly in rural areas.

Review of strategic studies and plans

- There were no strategic studies or plans prepared between 2013 and 2019.
- Council's recently completed Population, Housing and Residential Strategy provides a sound basis for future settlement planning in the Shire and its recommendations should be supported.
- Council has prepared an appropriate short-term list of priority projects for the coming 18 months but needs to consider a strategic work program that looks out at least four years.

The key recommendations to address these matters are to:

- Prepare planning scheme amendments to implement the findings of all strategic planning work in the most efficient and logical manner.
- Develop a medium and longer term strategic work program for the next 4-8 years to address the 'strategic gaps and emerging issues' identified in the report.

Strategic influences

- Demographic trends in the Shire predict modest 0.5-1.0% population growth as the most likely scenario for the future.
- At the state and regional levels, there is strong recognition of the potential for higher levels of population growth in Maryborough to be driven by better transport connections with Ballarat and Melbourne.
- Emerging regional initiatives have a strong focus on tourism, railway infrastructure, transport and recreation opportunities.
- Intensive animal industries, food manufacturing and horticulture form part of Council's Economic Development Strategy, however, there is little direction in the MPS for these uses.

The key recommendations to address these matters involve engaging with DELWP to make changes to the PPF at the regional level and consider how regional directions for particular industries and activities can be reflected in the Planning Scheme.

Strategic gaps and emerging influences

Most of the key issues facing Central Goldfields Shire well captured in the MPS. The recently prepared Population, Housing and Residential Strategy provides Council with the key direction that is currently lacking for settlement. This Strategy should be implemented in the Planning Scheme as an immediate priority.

The Review has found that the MPS currently lacks strategic direction for the following key areas:

- direction of future urban growth in Maryborough and Carisbrook;
- the Carisbrook-Flagstaff area, where major land use conflict exists;
- urban consolidation, particularly medium density housing;

- land management overlays (Erosion Management Overlay and Salinity Management Overlay);
- various important landscapes;
- the preferred location of intensive animal industries.

Having regard to development activity and issues arising during planning permit applications, the Review has identified the following areas of further strategic work that are considered to be a high priority for Council:

- industrial land strategy;
- land use framework plan for the Carisbrook-Flagstaff area following, or as part of, the industrial land strategy;
- rural land study;
- structure plan for the Maryborough-Dunolly Road Precinct;
- implementation of flood studies for Maryborough, the Avoca River and Moliagul, Bet Bet, Talbot, Bealiba and Timor-Bowenvale.

The Review has found that the local section of the PPF should be updated with policies that address:

- signage;
- heritage;
- walking and cycling trails.

The Maryborough Structure Plan and the Maryborough Central Business Area Structure Plan should also be updated.

Zones and overlays

- The Central Goldfields Planning Scheme generally makes appropriate use of the zones in the Victoria Planning Provisions, although further review work on various zones is required to ensure that they are fully achieving their strategic objectives.
- Large areas in the rural parts of the Shire are affected by environment and landscape, or land management overlays that have not been altered or reviewed since they were introduced in 2000.

Council should consider the following changes to overlays as a high priority:

- separating the Environmental Significance Overlay (Schedule 1) into two more function and effective overlays; one that relates to watercourses and one that relates to special water supply catchments, in conjunction with the NCCMA and water authorities;
- reviewing the Heritage Overlay, particularly for Maryborough; and
- reviewing the Land Subject to Inundation Overlay following new flood studies in consultation with the NCCMA.

Conclusion

- The Central Goldfields Planning Scheme has performed adequately in managing land use and development issues in Central Goldfields Shire since 2013, however, it has become progressively less relevant and useable for decision making.
- The Population, Housing and Residential Strategy provides Council with a strong evidence-based framework for future settlement planning.
- There are many areas of the Planning Scheme that lack strategic direction, or where the content of this MPS could be improved.
- Further strategic projects that should be undertaken as a high priority include an industrial land strategy, a land use framework plan for Carisbrook-Flagstaff and a rural land study; these projects will help to provide direction for some of the most challenging planning issues in the Shire.
- Council will need to prioritise the work based on its resources and priorities and will need to partner with DELWP, other authorities, the VPA and potentially neighbouring councils, to achieve timely and cost-effective changes.

Implementation

Most of the recommendations of the Review have been summarised in table format and fall broadly into seven categories:

- commencing a planning scheme amendment to implement the findings of the Review;
- changes to systems, processes and management;
- changes to the MPS and PPF to address strategic gaps and emerging issues;
- strategic work program;
- changes to zones and overlays;
- changes to other provisions, including particular provisions, referrals and notice and operational provisions;
- establishing an appropriate strategic planning budget.

Covid-19 Epidemic

Note, most of the research for this report, and part of its preparation, was undertaken prior to the outbreak of Covid-19 in Australia. The report does not discuss emerging changes to the Victorian planning system as a result of Covid-19.

2 Introduction

This report documents the finding of a review of the Central Goldfields Planning Scheme ('the Planning Scheme'). Planning schemes are the main tool for guiding decision making on the use, development and protection of land. They are given statutory effect by the Planning and Environment Act 1987 ('the Act'). It is important that the Planning Scheme accurately expresses Council's land use planning vision and implements planning policies that are set at the State level.

Central Goldfields Shire ('Council') engaged Centrum Town Planning to carry out the Review in June, 2019. The Review involved engagement with authorities and agencies, regular users of the planning system and the local community.

Purpose

The Review has been carried out to satisfy Section 12B of the Act, which includes a requirement for a planning authority to review its planning scheme once every four years, within 12 months of the election of a new Council. The objectives of the Review are to ensure that planning schemes:

- are consistent in form and content with the directions or guidelines issued by the Minister;
- set out effectively the policy objectives for use and development of land in the area to which the Planning Scheme applies; and
- make effective use of State provisions and local provisions to give effect to State and local planning policy objectives.

The review process will inform:

- the first updates to the local section of the Planning Policy Framework and the Municipal Planning Strategy;
- technical improvements and updates to other local provisions of the Planning Scheme;
- guidance for future strategic planning projects and initiatives.

Once adopted by Council, the Review report will be provided to the Minister for Planning.

Objectives

Council anticipates that the Review will lead to:

- clearer strategic objectives that reflect Council's current strategic priorities;
- less complex controls;
- removal of unnecessary permit requirements;
- simpler, clearer language;
- improved format, consistency and useability;
- enhanced community confidence in the planning system;
- ongoing improvements to the operations of the statutory and strategic functions of Council.

Context

Central Goldfields Shire is a small rural municipality located in central Victoria, approximately 140 kilometres from Melbourne. It has a population of approximately 13,000 (ABS, 2016). Maryborough is the largest centre in the Shire. Approximately 60% of the Shire's population live in Maryborough. Other major towns are Dunolly and Carisbrook. The Shire's economy relies upon agriculture, manufacturing, retail and services. Tourism, relating to the Shire's gold mining history, is an emerging part of the economy.

Background

This is the second complete review of the Central Goldfields Planning Scheme since it came into effect in June, 2000 ('the 2020 Review'). The first complete review was adopted by Council in June, 2013 ('the 2013 Review'). In 2005, Council completed a review of the Municipal Strategic Statement. Neither of the previous reviews was implemented in the Planning Scheme through a planning scheme amendment.

At the state level, there have been a large number of changes to the Victoria Planning Provisions since 2013 as the planning system continues to evolve to reflect emerging issues and needs and changing priorities. These changes have included new residential zones, modified rural zones and the recent introduction of a major new structure for planning schemes ('the Planning Policy Framework') which occurred in July, 2018. There have, however, been few amendments to the local sections of the Central Goldfields Planning Scheme since the 2013 Review and no major strategic planning work has been completed by Council during this time. The need for the Planning Scheme to reflect changes at the state level is a key driver of the Review.

Various issues and influences have also emerged at the local and regional levels that require re-consideration of some of the issues and recommendations of the 2013 Review. In particular, Council has commenced the preparation of two important strategic projects: a Population, Housing and Residential Strategy and an Economic Development and Tourism Strategy. These projects are currently in draft form and will be integrated with the recommendations of this review report in the near future.

Scope

The project commenced as a review of all key local components of the Central Goldfields Planning Scheme, including the Municipal Strategic Statement, Local Planning Policies, zones and overlays. During the early stages of the project, Council accepted an offer from the Department of Environment, Land, Water and Planning (DELWP) to translate the local sections of planning schemes into the Planning Policy Framework (PPF) structure in a policy-neutral way. The product of this work is a more concise 'Municipal Planning Statement' (MPS) and a small number of local policy statements in the PPF framework.

In early 2020, the scope of the Planning Scheme review was subsequently altered to accommodate the new PPF structure, which also incorporates the new vision contained within the latest Council Plan (2017-2021). At the time of writing, the new PPF structure had not been approved by the Minister, but the drafting had been substantially completed. The Minister's approval of the new PPF for Central Goldfields Shire is anticipated in the near future.

In an attempt to make the Review report as relevant and useful to Council as possible, this review report reflects the draft new PPF structure and provides recommendations that build upon this new structure. In relation to other local elements of the Planning Scheme such as zone and overlays and their schedules, this review refreshes rather than revises the findings of the 2013 Review and builds upon them where necessary.

The Review did not involve a detailed review of systems, processes or resources in the Central Goldfields Shire Planning Department, although some analysis of these matters has been undertaken in the context of permit activity data.

This review also provides an implementation plan and future strategic planning work. This implementation plan will be considered by Council and modified based on Council's resources and priorities.

Draft

3 Review process

3.1 Objectives of planning in Victoria

Maintaining consistency with the policies set out in the PPF is an important component of this review. The Planning Scheme must further the objectives of planning in Victoria, implement state policy at the local level and demonstrate clear links between state policy and local policy.

The objectives of planning in Victoria are stated in Section 4 of the Act. They are:

- *to provide for the fair, orderly, economic and sustainable use, and development of land;*
- *to provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity;*
- *to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria;*
- *to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;*
- *to protect public utilities and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community;*
- *to facilitate development in accordance with the objectives set out in paragraphs (a), (b),*
- *to balance the present and future interests of all Victorians.*

The objectives of the planning framework to ensure that planning is co-ordinated between governments, integrates different policy objectives, facilitates development.

3.2 Methodology

This Review was carried out in seven stages:

- an inception and information gathering phase;
- analysis of building and planning approvals data, a selection of planning permit application files and VCAT cases;
- synthesis of information, preparation and distribution of an issues paper;
- consultation with government departments, agencies and the community;
- review of the draft new Planning Policy Framework prepared by DELWP;
- preparation and drafting of the Review report;
- adoption by Council on [to be inserted].

Guiding principles

This review has been informed by the process set out in the *Continuous Improvement Review Kit for planning and responsible authorities* (DSE, 2006) and has been adapted to the needs of this particular project.

It has also been informed by various State Government planning practice notes. These include:

- Writing a Municipal Strategic Statement, June 2015, PPN04
- Writing a Local Planning Policy, June, 2015, PPN08
- Incorporated and background documents, September, 2018, PPN13
- Review of planning schemes, June, 2015, PPN32
- The role of mandatory provisions in planning schemes, September 2018, PPN59
- A practitioner's guide to Victorian planning schemes (2020)

These documents provide technical advice about the preferred format and content of the local provisions of planning schemes. The practitioners guide to Victorian Planning Schemes set out six key principles for planning schemes in Victoria (DELWP, 2020, 5). These are:

- *digital first;*
- *user focused;*
- *consistent;*
- *proportional;*
- *land use focused;*
- *policy and outcome focused.*

These principles have underpinned the methodology, findings and recommendations of this review.

Documents reviewed

To inform the Review, Centrum Town Planning has reviewed the key strategic documents that are most relevant to a Scheme review. These are identified in Section 7,8 and 10 of the report and in the list of references at the end of the report. It was not possible to review all documents that are currently referenced in the Planning Scheme as part of this review, noting that Clause 21.09 of the Planning Scheme includes reports dating back to the early 1980s. This list is likely to be rationalised as part of the introduction of the new PPF in the near future.

Report structure

The report can be broadly divided into three main sections:

- Sections 2-5 provide the context for the Review;
- Sections 6-13 contain the analysis, key findings of the Review and recommendations;
- Sections 14-15 provide general conclusions an implementation plan for the Review.

Each main section of the review contains a summary of key findings. The recommendations of the Review have been given a reference number with a two letter prefix that relates to the relevant section of the report (e.g. Scheme Performance – ‘SP’).

3.3 Stakeholder consultation

Workshops and interviews were held with the following stakeholders between September and November, 2019:

- Council town planning officers
- Central Highlands Water
- Country Fire Authority (CFA)
- Department of Environment, Land, Water and Planning (DELWP) - Planning
- Goulburn Murray Water (GMW)
- North Central Catchment Management Authority (NCCMA)

In response to a request from Council for feedback on the Review, written advice was received from the following agencies and departments:

- Coliban Water
- Country Fire Authority (CFA)
- Department of Environment, Land, Water and Planning (DELWP) – excluding Planning
- Environment Protection Authority Victoria (EPA)
- Grampians Central West Waste and Resource Recovery Group (GCWRRG)
- North Central Catchment Management Authority (NCCMA)
- Parks Victoria

The findings of the consultation with stakeholders have been incorporated into relevant sections of this report.

3.5 Community consultation

The community was consulted about the project through a survey form that was made available on Council's website during October, 2019. A community drop-in session was held in October, 2019. Four written submissions or survey forms were received from the community during this time. The feedback identified a number of issues that are relevant to the Planning Scheme review, including (in summary):

- zone and overlay provisions in small townships such as Amherst that effectively prevent the development of new dwellings;
- the extent of the Heritage Overlay that applies to the former Bet Bet Primary School at 9 Cambridge Street, Bet Bet (HO49) and need to include the former gardens within the Heritage Overlay;
- opportunity for interpretation of pre-European land uses associated with the Bet Bet Bushland Reserve;
- opportunity for interpretation of the Bet Bet Bushland Reserve for environmental preservation;
- a need to undertake an audit of the Victorian Heritage Database to inform the application of planning controls for heritage assets;
- various suggestions for the further protection and promotion of heritage assets for economic development and tourism purposes.

4 Profile of Scheme

Structure

Following the introduction of the new PPF, the Central Goldfields Planning Scheme will be divided into seven key sections, as follows:

- Municipal Planning Strategy, including context, vision, strategic directions and strategic framework plans
- Planning Policy Framework, which includes policies at the state, regional and local levels under eight key themes
- Zones
- Overlays
- Particular Provisions
- General Provisions
- Operational Provisions

Municipal Planning Strategy

According to DELWP, the Municipal Planning Strategy (MPS) is a “succinct expression of the overarching strategic policy directions of a municipality” (DELWP, 2018, 3). Key topics covered by the MPS include the geographical and locational context, history, assets, strengths and key attributes of the Shire. It is intended to work in conjunction with the PPF to provide the strategic basis of a planning scheme. Key elements of the draft new MPS are shown in Table 1 on the following page.

Planning Policy Framework

According to DELWP, the PPF is the “policy content of planning schemes” (DELWP, 2018, 1). It includes the state and regional planning policies and local content in the form of local planning policies. This content is arranged by theme with regional and local policies listed under the corresponding state planning policy. The regional section of the Central Goldfields Planning Scheme is found in Clause 11.01-1R. It aims to:

- support Bendigo as the regional city and major population and economic growth hub in the region
- support growth in Maryborough as an ‘employment and service hub’ for the region;
- “maintain non-urban breaks between settlements”.

Key elements of the proposed local section of the Central Goldfields Planning Scheme are shown in Table 2 on the following page. A planning authority must take into account the MPS and PPF when amending the scheme. Together, the PPF and MPS provide the strategic basis for the application of zones, overlays and particular provisions in the planning scheme.

Table 1 Summary of the key strategic directions in the draft Central Goldfields MPS

Theme	Content and key strategic directions
Clause 02.01 Context	<ul style="list-style-type: none"> Location and history of Shire, including role of Maryborough and an overview of the settlement pattern and economy of the Shire.
Clause 02.02 Vision	<ul style="list-style-type: none"> Vision statement to be a 'vibrant, thriving and inclusive' community as per the Council Plan (2017-2021)
Clause 02.03 Strategic Directions (Settlement)	<ul style="list-style-type: none"> Overview of the settlement hierarchy and vision for Maryborough as the sub-regional centre, followed by Dunolly, Carisbrook and five other local community centres and hamlets.
Clause 02.03 (Environmental and landscape values)	<ul style="list-style-type: none"> Description of the ecological and landscape context and condition of the Shire including its Box Ironbark Forests, fauna, creeks and geographical features, and strategic directions for their protection.
Clause 02.03 (Environmental risks and amenity)	<ul style="list-style-type: none"> Identifies natural hazards including bushfire, land degradation, flooding and industrial-residential interfaces, together with strategies to address these risks.
Clause 02.03 (Natural resource management)	<ul style="list-style-type: none"> Describes the agricultural and horticultural industries in the Shire and the issues and opportunities presented by these industries from a land use perspective, including statements to protect their viability and manage the issues.
Clause 02.03 (Built environment and heritage)	<ul style="list-style-type: none"> Recognises the diverse aboriginal and European heritage in the Shire and urban design and presentation issues in Maryborough, including statements to protect, preserve and maintain these assets and manage urban design issues.
Clause 02.03 (Housing)	<ul style="list-style-type: none"> Recognises housing as an economic and lifestyle strength of the municipality, and the need for innovative housing types.
Clause 02.03 (Economic development)	<ul style="list-style-type: none"> Describes the local economy of the Shire with a focus on Maryborough and industrial and tourism development. Contains strategies to promote the Maryborough CBA, industrial areas, tourism and mining.
Clause 02.03 (Transport)	<ul style="list-style-type: none"> Describes the road, rail and air transport links in the Shire and their importance to industry and tourism. Contains strategies to improve their operations and viability.
Clause 02.03 (Infrastructure)	<ul style="list-style-type: none"> Recognises the importance of infrastructure to new development, particularly sewerage in small townships, and the need for Council to support this infrastructure.
Clause 22.04 (Strategic framework plans)	<ul style="list-style-type: none"> Contains Strategic Framework Plans for the Shire, Maryborough, and Structure Plans for Carisbrook, Dunolly, Talbot, Bealiba, Majorca and Timor-Bowenvale.

Source: Central Goldfields Shire Council, 2020, draft new PPF

Table 2 Summary of the local content of the draft Central Goldfields PPF (local sections)

Theme	Key local strategies
Clause 11: Settlement	<ul style="list-style-type: none"> Provide medium density residential opportunities close to Maryborough Central Business Area. Provide low density and rural living opportunities around the periphery of Maryborough and other centres where they do not conflict with environmental and agricultural objectives and where infrastructure can be supplied in a cost-effective way.
Clause 14: Natural Resource Management Sustainable agricultural land use	<ul style="list-style-type: none"> Encourage development of poultry abattoirs and finished poultry product processing in the Shire. Ensure intensive agriculture is located to minimise risks associated with effluent disposal and protect the amenity of adjacent land uses.
Clause 14: Natural Resource Management Water quality	<ul style="list-style-type: none"> Ensure effluent disposal systems in unsewered areas are located and maintained to minimise the risk of pollution to waterways
Clause 17: Economic Development Business - Maryborough	<ul style="list-style-type: none"> Direct private and government offices and civic developments to the Civic precinct in the Maryborough Central Business Area. Direct office, administration and personal services uses to the precinct at the west side of the Central Business Area (Clarendon Street/Civic Precinct).
Clause 17: Economic Development Out-of-centre development – Maryborough	<ul style="list-style-type: none"> Prevent the establishment of major retail facilities at locations isolated from the Maryborough Central Business Area. [21.12] Limit commercial zoning outside of the Maryborough Central Business Area to existing retail and/or business locations
Clause 17: Economic Development Industrial land supply	<ul style="list-style-type: none"> Requires industrial development to be connected to services Encourage industrial development in unsewered areas subject to conditions about road access, services and amenity.
Clause 17: Economic Development Industrial development siting	<ul style="list-style-type: none"> Facilitate establishment of compatible industries within buffer areas at the former Penney and Lang Abattoirs and the Maryborough wastewater treatment plant
Clause 18 Transport Maryborough Airport	<ul style="list-style-type: none"> Support tourism, recreational and commercial use and development at the Maryborough Airport
Clause 19 Infrastructure Integrated water management	<ul style="list-style-type: none"> Ensure effluent disposal systems can be contained within the site and minimise the potential for pollution if reticulated sewerage is not available

Source: Central Goldfields Shire Council, 2020, draft new PPF

Zones

Zones control the use and development of land, including subdivision. In this way, the application of zones is one of the main ways that Council can implement its strategic objectives. The Central Goldfields Planning Scheme contains the following zones:

- *Residential Zones:* General Residential Zone, Low Density Residential Zone, Mixed Use Zone, Township Zone
- *Industrial Zones:* Industrial 1 Zone, Industrial 2 Zone
- *Business Zones:* Commercial 1 Zone, Commercial 2 Zone
- *Rural Zones:* Rural Living Zone, Rural Conservation Zone, Farming Zone
- *Public Zones:* Public Use Zone, Public Park and Recreation Zone, Public Conservation and Resource Zone, Road Zone
- *Special Use Zones:* Goldfields Reservoir, Maryborough Golf Course

Zone provisions cannot be varied at the local level, however, schedules to each zone can introduce local content in the Planning Scheme to address local needs. The scope of matters that can be modified varies, depending on the zone. In the Central Goldfields Planning Scheme, local variations have only been made in the schedules to the Rural Living Zone and Special Use Zones. All other schedules contain the state standard default provisions.

Overlays

In addition to the zone provisions, overlays are applied where additional requirements apply to land. Like zones, the provisions of the overlays cannot be varied at the local level, however, schedules to the overlay can introduce local content in the planning scheme to reflect local circumstances. Like zones, the overlays must also have strategic justification. Council's strategic objectives are currently implemented by the following overlays:

- Environmental Significance Overlay (Schedules 1 to 2)
- Vegetation Protection Overlay (Schedule 1)
- Significant Landscape Overlay (Schedules 1 to 2)
- Heritage Overlay (Schedules 1 to 209)
- Design and Development Overlay (Schedules 1 to 2)
- Development Plan Overlay (Schedules 1 to 3)
- Erosion Management Overlay (Schedule)
- Salinity Management Overlay (Schedule)
- Land Subject to Inundation Overlay (Schedule)
- Bushfire Management Overlay (Schedules 1-3)
- Public Acquisition Overlay (Schedule)
- Environmental Audit Overlay

4.2 Evolution of the Scheme

The Central Goldfields Planning Scheme came into effect on 22nd June, 2000, following a consultation process and an Advisory Committee appointed by the Minister for Planning. This section provides a summary of the findings of the two previous reviews of the Scheme that have occurred since 2000.

Review of the MSS (2005)

In 2005, RPD Group prepared a review of the Municipal Strategic Statement. The purpose of this review was similar to that of the current review, however, its scope was limited to the Municipal Strategic Statement as this was the requirement of the Act at the time.

This review found that the Central Goldfields Planning Scheme furthers the objectives of planning in Victoria, but could be enhanced through changes to the MSS (RPD Group, 12). It concluded that the MSS and Planning Scheme do not require any substantial changes in direction, although identified opportunities to “*improve the planning scheme’s expression of Council’s vision through refining and restructuring it into the current format*” (RPD Group, 29).

Specifically, the Review found that:

- *the Planning Scheme furthers the objectives of planning in Victoria, but there are opportunities to enhance the pursuit of these objectives (page 12)*
- *the Central Goldfields MSS supports the SPPF and seeks to implement these policies at the local level, although this could be enhanced by re-structuring the MSS and:*
 - *developing a strategy for rural living;*
 - *improving discussion of local flooding and wildfire issues;*
 - *highlighting the Shire’s position on renewable energy; (page 14, 16)*
- *implementation of the state government strategies could be improved through:*
 - *the development of strategies to manage interfaces between private and public land;*
 - *strategies to preserve historical and cultural features reserves in heritage section;*
 - *reflection of key environment strategies relating to catchments, river health and regional vegetation in the environment section (page 15)*
- *strategic performance of the Planning Scheme could be improved through various changes to objectives, strategies and implementation tools for each planning theme (pp 17-22);*
- *the key themes of the Council Plan are reflected in the MSS (page 28);*
- *various changes would improve the format, consistency and usability of the Planning Scheme, including:*
 - *removing duplication of issues;*
 - *better internal linkages;*

- *improved assessment indicators; and*
- *ensuring local policies aid decision making (pp 28-29)*

The Review was adopted by Council in June, 2005. Following the Review, the Municipal Strategic Statement was re-drafted, however, it was not introduced in the Planning Scheme through a planning scheme amendment.

Review of the Planning Scheme (2013)

This review found that:

- *The Planning Scheme is generally consistent with the State Planning Policy Framework and seeks to implement it at the local level, although there are a number of gaps and areas that need to be strengthened, specifically in relation to climate change, bushfire management and flooding.*
- *The Municipal Strategic Statement (MSS) is generally concise, well-structured and easy to use, although would benefit from a range of structural improvements, removal of repetition, and the inclusion of key findings of recent strategic planning studies.*
- *The Planning Scheme is, for the most part, unchanged since its introduction in 2000 and, as a result, improvements to a number of Local Planning Policies, zone schedules, overlays, and other local provisions are also required to improve its relevance and performance.*

It found that, the key emerging planning issues facing the Shire are:

- *how to manage bushfire risk, which could prevent some existing zoned residential land from being developed for urban development;*
- *how to attract a sufficient share of urban growth when the majority of urban growth in the region is likely to occur in the larger regional centres of Bendigo and Ballarat;*
- *how to develop a credible strategy to accommodate significant population growth when DPCD population projections anticipate low growth to 2031;*
- *how to reconcile aspirations for urban growth with environmental risks such as bushfire and flooding, and the need to protect native vegetation;*
- *how to capture economic development opportunities associated with tourism in a shire that has significant heritage assets but under-developed tourism infrastructure and awareness of these assets.*

The Review suggests that Council should aspire to a strategic framework that has four key components:

- *a residential land strategy (a residential settlement strategy has been commenced);*
- *a commercial land strategy;*
- *an industrial land strategy;*
- *a rural land strategy, which should include an assessment of rural living land.*

The 2013 review also identified a significant amount of further strategic work that should be considered by the Shire. It identified the following strategic projects that should be considered as high priorities for Council:

- *develop strategic directions for low, medium and high growth settlement scenarios through the development of Council's Residential Settlement Strategy;*
- *prepare schedules to the Bushfire Management Overlay and planning scheme amendment to implement the findings in the Planning Scheme (project underway);*
- *seek guidance from the EPA on the status of Best Practice Environmental Management Siting, Design, Operation and Rehabilitation of Landfills (EPA, 2010);*
- *prepare a planning scheme amendment to implement the findings of the Flood and Drainage Management Plan for Carisbrook in the Planning Scheme;*
- *request that the NCCMA and State Government contribute to flooding investigations for Maryborough and Dunolly, or other priority areas as identified in consultation with the NCCMA;*
- *prepare a planning scheme amendment to implement the findings the Heritage Review Stage 1 (2004) in the Planning Scheme;*
- *develop a policy for urban development at the urban-forest interface;*
- *prepare a structure plan for the 'Bendigo-Maryborough Road Corridor'.*

The Review recommended that Council prepare a planning scheme amendment to update the Municipal Strategic Statement to implement the findings of the Review and develop a strategic planning forward program and ongoing budget for strategic studies and planning scheme amendments.

5 Policy changes and planning reform

The Central Goldfields Planning Scheme operates within a legislative and policy context that is set at the state level, and which regularly changes in response to state level policy initiatives and reform processes. This section of the report outlines the changes and initiatives that have occurred in the state, regional and local policy landscapes since 2013 that are relevant for Council and the Planning Scheme.

5.1 State context

Since the 2013 Review, there have been extensive changes to State Planning Policy, the Victoria Planning Provisions, and other directions and guidelines that must be considered by planning and responsible authorities under the Planning & Environment Act.

Amendments to the Planning & Environment Act

The Planning and Environment Act has been amended in various ways since 2013. The amendments that are most relevant to Central Goldfields Shire are:

- 2015, amendments to provide for the Victorian Civil and Administrative Tribunal and responsible authorities to have regard to the number of objectors to permit applications in considering whether a proposed use or development may have a significant social effect.
- 2015, amendments that introduced a new system for levying contributions towards the provision of works, services, facilities and plan preparation costs in relation to the development of land in areas where an infrastructure contributions plan applies.
- 2017, amendments that allow for voluntary arrangements to facilitate the provision of affordable housing through the planning framework and to streamline the processing of amendments to wind farm permits.
- 2017, amendments that establish the Victorian Planning Authority (VPA) and abolish the Growth Areas Authority (GAA).
- 2017, which introduced a land contribution for the infrastructure contributions plan scheme to enable land or funding for land required for public purposes to be provided as part of an infrastructure contribution when land is developed.

These amendments have little impact on the operational activities of Council and the Planning Department, although could become more important as the Shire explores new urban growth areas, considers major wind-farm applications or engages with the Victorian Planning Authority.

Amendments to the VPPs

Since the Planning Scheme was introduced in June, 2000, there have been 65 amendments that have made changes to the Victoria Planning Provisions (VC Amendments). The following VC Amendments are considered to have been the most relevant to planning in Central Goldfields Shire Council and this review, under relevant sub-headings:

Settlement

- Amendment VC100: Introduction of new Commercial zones, modified Low Density Residential Zones and industrial zones (July, 2013).
- Amendment VC103: Changes to the rural zones, including uses and definitions (September, 2013).
- Amendment VC106: Recognition of Plan Melbourne and Victoria's regional growth plans (May, 2014).

Biodiversity

- Amendment VC105: Amendments to Victoria's native vegetation and biodiversity provisions to reflect the new 'no net loss' approach rather than the previous 'net gain' approach (December, 2013).
- Amendment VC138: Reforms relating to vegetation removal following the release of Protecting Victoria's Environment - Biodiversity 2037 (December, 2017).

Sustainability

- Amendment VC136: Introduction of planning requirements for apartment developments (April, 2017).
- Amendment VC154: Modifications to the Victoria Planning Provisions to reflect new policies relating water management and stormwater (October, 2018).

Industry

- Amendment VC124: Changes to the planning provisions for wind energy facilities (April, 2015).
- Amendment VC150: Changes to the definitions of animal industries and the operation of related codes (September, 2018).

Systems and process reform

- Amendment VC114: Introduction of VicSmart to streamline planning assessments (VC114, September, 2014).
- Amendment VC101: Extensive changes to documents and guidelines referenced or incorporated into planning schemes (October, 2015).

- Amendment VC148: Introduction of a new Planning Policy Framework (PPF) and related content and structural changes to the (July, 2018).

The implications of the above amendments are discussed in more detail in the relevant sections of this report.

VicSmart (2014)

VicSmart was introduced in the VPPs in 2014 to fast-track simple planning permit applications. The types of applications covered by the provisions include simple subdivisions, signs and buildings and works, minor works in some overlays and tree removal and lopping. The applications are assessed by councils within 10 days, provided applications are complete and meet certain criteria.

The provisions were amended in 2017 to increase the cost of development threshold for some types of development such as commercial zones and the Farming Zone to \$500,000 and industrial zone to \$1 million, subject to certain criteria being met. The VicSmart provisions are now contained within the schedule to each zone.

Smart Planning (2016)

This is a State Government program that aims to make the planning system more “efficient and accessible”. The program has led to changes to the VPPs to expand the scope of the VicSmart process and more useable and contemporary planning provisions including land use terms. This program is also responsible for assistance with integrating planning schemes into the new PPF framework (www.planning.vic.gov.au) and has introduced a new Amendment Tracking System (ATS) for responsible authorities to manage planning scheme amendments online.

Sustainable Animal Industries

This initiative, which involved an Advisory Committee, sought to investigate improvements to the provisions of the VPPs that relate to intensive animal industries. In 2018, this work led to changes to the VPPs that clarified and better defined land use terms for these industries. The definitions and planning provisions now make a distinction between grazing animals and intensive animal production.

All pig and poultry farms require a planning permit in the zones that allow them, apart from small scale poultry farms. Low-density, outdoor pig and poultry farms that meet certain best practice criteria can use a streamlined permit application process. The Broiler Code of Practice (2009) also applies to both conventional and free-range broiler farms. The Piggeries Code of Practice (1992) was removed from the VPPs (State Government of Victoria, 2018).

Assessing planning proposals near landfills (EPA 1642, 2017)

This is a ‘guideline’ document that has been prepared primarily to guide planning and responsible authorities in their decision making on applications and planning scheme amendments near active or closed landfills. It provides advice on the level of assessment required and recommends a “staged, risk based approach” (EPA 1642, 2017, 2). Key elements of the document are that it:

- provides a definition of ‘sensitive use’ that includes any building (for landfill gas risk) and any land use that relates to amenity and well-being (for odour issues);

- re-inforces the recommended buffer distances of 500 metres for putrescible waste and 200 metres for solid inert waste as set out under the Landfill BPEM;
- states that, for operating landfills, gas and odour impacts should be assessed, but for closed landfills, only landfill gas impacts need to be assessed;
- provides a formula for determining the appropriate level of assessment that depends on the type of proposal (alterations, above and below ground structures), landfill size, landfill type and age;
- recommends a level of assessment based on the application of the above formula that includes requiring gas mitigation measures (for low scores), landfill gas risk assessment (for medium scores) and a Section 53V audit (for high scores);
- provides sample permit conditions to require mitigation measures to be employed or landfill risk assessments to be carried out, if these have not been provided.

Source: (EPA 1642, 2017).

Ministerial Direction No.19 (2018)

In response to the Independent Inquiry into the EPA, the Minister for Planning issued a new Ministerial Direction No.19 and a new Ministerial Requirement for information in 2018 (Minister for Planning, 2018). The new requirements aim to ensure that a planning authority seeks early advice from Environment Protection Authority Victoria (EPA) when undertaking strategic planning and preparing a planning scheme amendment that may result in significant impacts on the environment, amenity and human health due to pollution and waste (www.planning.vic.gov.au).

Planning practice notes

The State Government prepares planning practice notes to explain how planners and planning authorities should apply the VPPs in their Planning Schemes. These practice notes are updated from time to time. Notable new, or revised, practice notes that have been introduced since the last review include:

- PPN01 – Applying the Heritage Overlay (revised August, 2018)
- PPN42 – Applying the Rural Zones (June, 2015)
- PPN55 – Planning in Open Drinking Water Catchments (February, 2018)
- PPN64 – Local planning for bushfire protection (September, 2015)
- PPN90 – Planning for housing (December, 2019)
- PPN91 – Using the residential zones (December, 2019)

5.3 Regional context

The State Government allows planning schemes to be amended at the regional or 'group' level. Since 2013, regional planning scheme amendments to the Planning Scheme have included:

- Amendment GC8 (June, 2014), which replaced the Residential 1 Zone with the General Residential Zone in the Planning Scheme;
- Amendment GC13 (October, 2017), which updated the mapping and BMO ordinance at the regional level; and
- Amendment GC117 (February, 2019), which made administrative changes to local planning schemes.

5.4 Local context

Since 2013, there have been two local amendments to the Central Goldfields Planning Scheme. These amendments were:

- Amendment C25 (March, 2014), which exempted landowners from permit requirements under the BMO for works associated with one dwelling on a lot; and
- Amendment C27 (July, 2017), which updated the Heritage Overlay to reflect the Victorian Heritage Register.

Council is currently considering four following planning scheme amendments that have yet to be approved but which have been inactive for a long period of time, as follows:

- Amendment C11, which proposed to rezone land in Tullaroop Road from Industrial 1 to the Rural Living Zone. This Amendment was subject to a further information request from DSE in 2007 stating that the amendment is unlikely to be supported unless a review of industrial land supply and demand is undertaken. The request is unresolved. There has been no activity on the amendment since this time.
- Amendment C13/C19, which proposed to amend an error in the municipal boundary with Hepburn Shire Council. This amendment did not proceed to authorisation.
- Amendment C22, which commenced in 2016 and involved the rezoning of land to fix mapping errors in the Planning Scheme ('errors amendment'). Approximately 44 of the parcels are crown land, and DSE has made comment on their status and requested changes. This amendment did not proceed to authorisation.
- Amendment C26, which aimed to amend the MSS in relation to environmental and landscape values. There is little detail available on this amendment.

Council has indicated an intention to abandon these amendments. It intends to re-commence a new amendment to fix mapping errors in the Planning Scheme.

Council has recently commenced a planning scheme amendment to implement the findings of flood studies for Carisbrook and Dunolly (Amendment C031gol).

5.6 Discussion

The Review has found that there have been a significant number of amendments to the Victoria Planning Provisions over the past seven years. These have been motivated by various factors, including:

- changing policy directions of the State Government;
- the need to clarify and improve the operations of planning schemes; and
- the need to respond to natural disasters, changing economic conditions and climate change and changing energy policies.

The 2013-2019 period, which is the main focus of this review, was a period of particularly limited amendment and policy development activity by Council. This is largely a reflection of the limited amount of new strategic planning work that was undertaken by Council during this period. It also reflects the fact that there were few privately sponsored planning scheme amendments during this time. The lack of activity, together with the large amount of state-led review work, suggest that the Planning Scheme has fallen well behind in responding to emerging policy changes, re-enforcing the importance of the new strategic planning work that has been identified later in this document.

As a small rural shire with few planning staff, it is likely that Council has been unable to maintain a close watch on all changes to the Planning & Environment Act and Victoria Planning Provisions and respond to these changes at the local level. Council now has more planning staff than prior to 2019, and now is likely to be in a better position to understand, and engage with, state and regional level review and reform processes. Potential ways that Council and Council staff could better respond to state level planning initiatives include:

- regular attendance by at Regional Planners' Days arranged by DELWP;
- time and budget allocations for PLANET training programs;
- regular reporting to Council on changes to the VPPs and other state level initiatives;
- preparation of submissions to the state on discussion papers and advisory committees.

Over time, and subject to appropriate strategic planning work, these initiatives should assist in maintaining the integrity and relevance of the Planning Scheme.

At present, Council has four planning scheme amendments that are active or unresolved. From the information available to this review, it is reasonable to conclude that:

- Amendment C11 (Tullaroop Road) is best resolved through a broader analysis of industrial land in the Shire and should be abandoned;
- Amendment C13/C19, should be abandoned and addressed through a new amendment, potentially an errors amendment, or as guided by DELWP;
- Amendment C22 should be abandoned and a new errors amendment commenced. It is noted that a strategic assessment of bushfire risk may be required to address the requirements of Clause 13.02 of the PPF if land is proposed to be rezoned to a residential zone, or where bushfire risk may be increased;

- Amendment C26 should be abandoned.

5.7 Key findings

- The Planning Scheme is, for the most part, unchanged since its introduction in 2000 and has been amended on relatively few occasions since this time.
- The State Government has carried out a number of review and reform processes in planning and has made many changes to the VPPs to respond to changing needs and issues.
- The Planning Scheme and Council's strategic planning work has not evolved to reflect policy changes at the state level.
- Opportunities exist to improve Council's engagement with state level reform processes.
- The four unresolved local planning scheme amendments are now irrelevant, lack strategic support or are no longer in an appropriate form.

5.8 Recommendations

- PO.1) Identify the best ways for Council to engage with future State-led reform and create opportunities for Council staff or representatives to be involved.
- PO.2) Abandon amendments C11, C13/C19, C22 and C26.
- PO.3) Re-commence a new 'errors' amendment.

6 Permit activity and processing

Planning and building approvals provide a useful guide about development and investment activity in the Shire. The number of applications, their type, and the way in which they are processed has a direct effect on workloads and staffing requirements. These matters also influence applicant and community satisfaction in the planning process. This section of the report explores these matters and provides recommendations on improvements for the future.

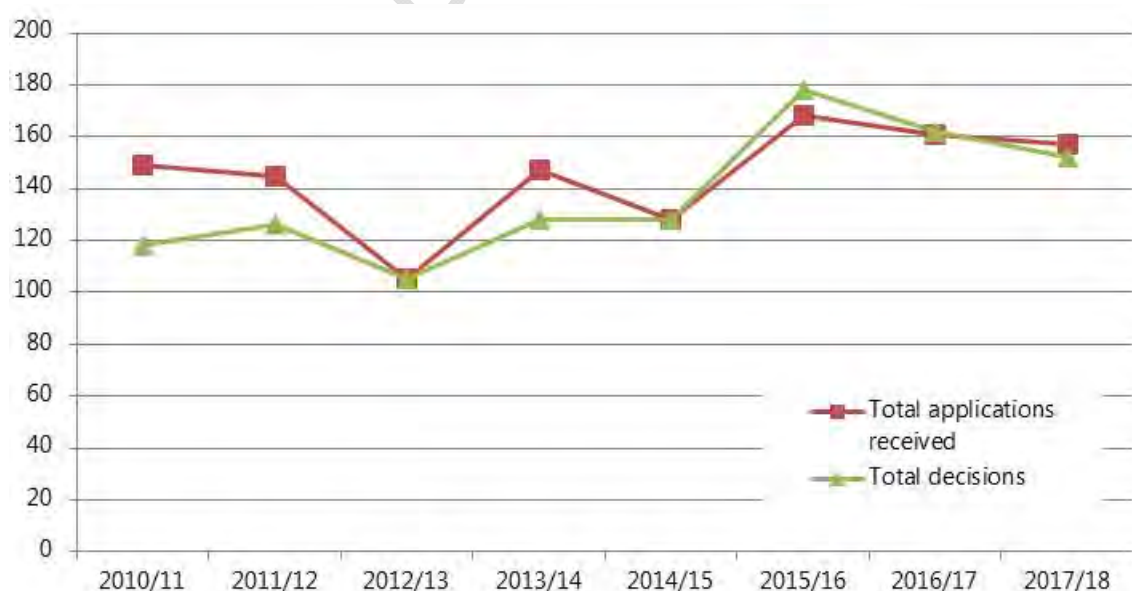
6.1 Planning permit activity

Application numbers and decisions

Figure 1 shows the number of planning permit applications and decisions made by Central Goldfields Shire Council from 2011 to 2018, which is the latest data that was available at the commencement of the project. Data for VicSmart applications was not able to be separately extracted or analysed for the purposes of the Review. Key findings are:

- Central Goldfields Shire received, on average, 145 permit applications per year, with a high of 168 (2015/16) to a low of 105 (2012/13).
- Between 2010/11 and 2015/16, there was an upward trend in the number of applications received, however, this has levelled and appears to be falling.

Figure 1 Planning permit applications received and total decisions 2011-2018



Source: State of Victoria, Planning Permit Activity in Victoria, Planning Permit Activity in Victoria Online, 2010/11-2017/18

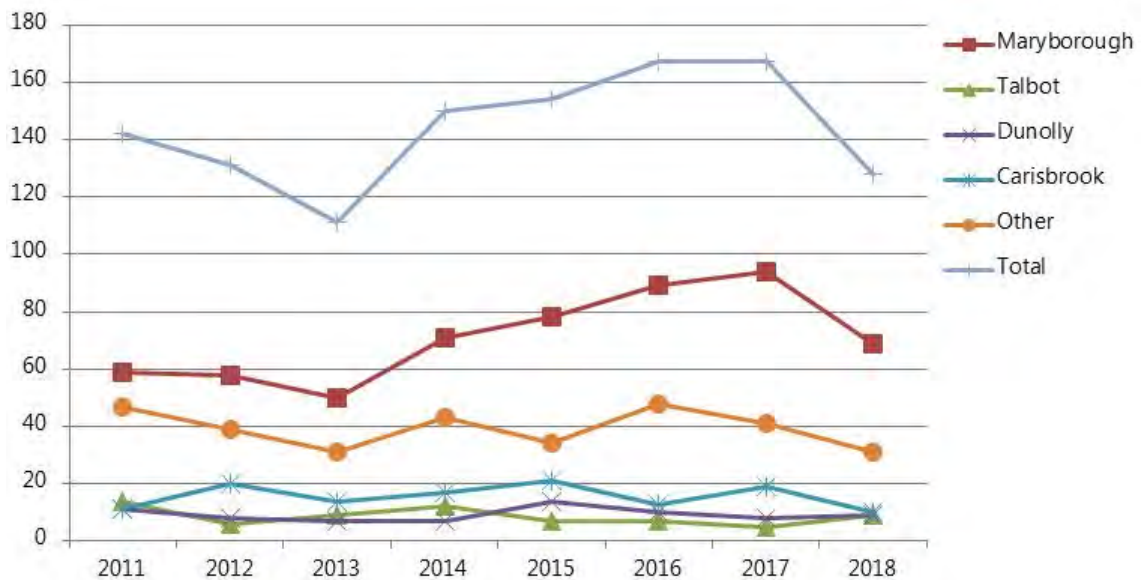
Applications by location

Figure 3 shows that the number of planning permit applications decided upon between 2011 and 2018, by location of the application site. It shows that there was a fall in applications across most of the key areas during the period, consistent with the overall fall in application numbers.

Maryborough increased its proportion of applications over the period from 42% in 2011 to 54% in 2018. This was partly at the expense of Talbot, Dunolly and Carisbrook, which fell from 25% of all applications to 22% over the period, and the rural areas of the Shire, which fell more significantly from 33% to 24% of applications.

The planning permit activity data indicates that development activity in Maryborough is generating increasing numbers of planning permit applications. The reasons for this are unclear as Council’s planning permit application data is generally not collected in a way that records planning permit trigger or zone details.

Figure 2 Number of planning permit applications decided upon by area 2011-18



Source: State of Victoria, Planning Permit Activity in Victoria, Planning Permit Activity in Victoria Online, 2010/11-2017/18

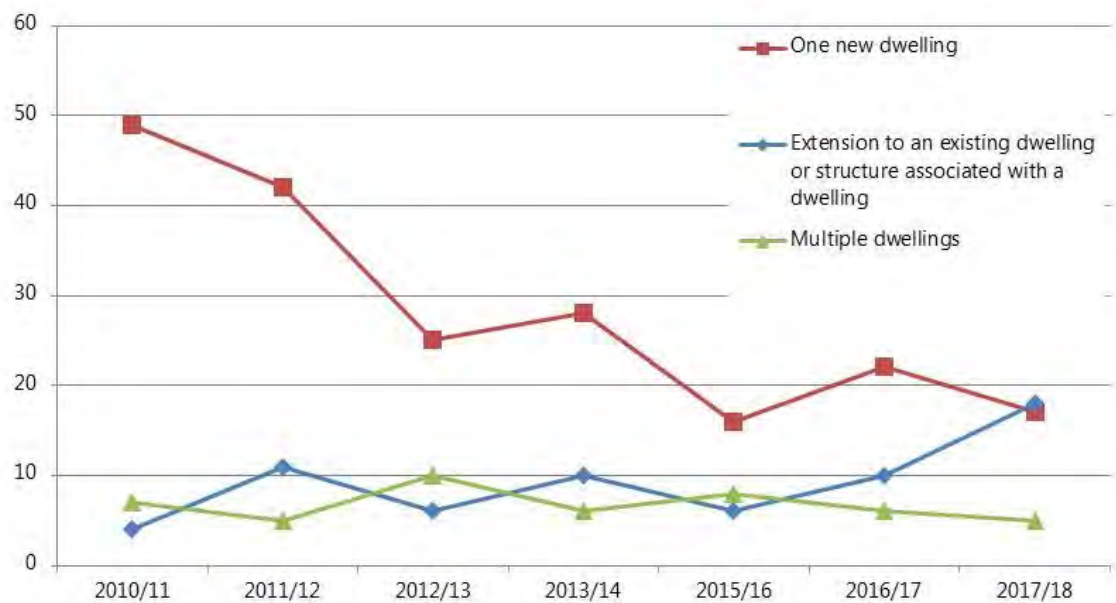
Dwelling applications

Figure 3 shows key data from the register of permit applications lodged with Council from 2010/11 to 2017/18, by category of consent for dwelling-related applications. Figure 5 shows dwelling related consents. Key findings are as follows:

- Single dwellings applications have fallen in real terms over the period, and as a proportion of all consents (30% in 2010/11 to 18% in 2017/18).
- Dwelling extensions have increased in real terms over the period and as a proportion of all consents (2% in 2010/11 to 11% in 2017/18).
- Multiple dwelling applications typically represent approximately 3% of all applications per annum.

The reasons for the fall in single dwelling applications may relate to the introduction of the Farming Zone in 2006, although more investigation is required to understand the reasons for this shift.

Figure 3 Planning permits issued 2010/11 to 2017/18 by consent for major application categories (dwelling related)



Source: State of Victoria, Planning Permit Activity in Victoria, Planning Permit Activity in Victoria Online, 2010/11- 2017/18. Includes amendments to permits, excludes data for 2014/15 financial year as data is not available in a consistent format.

Non-residential applications and subdivisions

Figure 4 shows the number of planning permits issued for other key categories of consent, including native vegetation removal, buildings and works not associated with dwellings and subdivisions. Key findings are as follows:

- There has been strong growth in the number of applications for ‘one or more new buildings’ since 2015/16, indicating possible growth in the agricultural, commercial and industrial building applications.
- Applications for native vegetation removal have generally risen across the period, although were low in the most recent 2017/18 period.
- Applications for subdivision fluctuated across the 15-30 range over the period, with strong activity in 2015/16.

Figure 4 Planning permits issued 2010/11 to 2017/18 by consent for major application categories (non-residential and subdivision)



Source: State of Victoria, Planning Permit Activity in Victoria, Planning Permit Activity in Victoria Online, 2010/11- 2017/18. Includes amendments to permits, excludes data for 2014/15 financial year as data is not available in a consistent format.

6.2 Planning permit activity performance

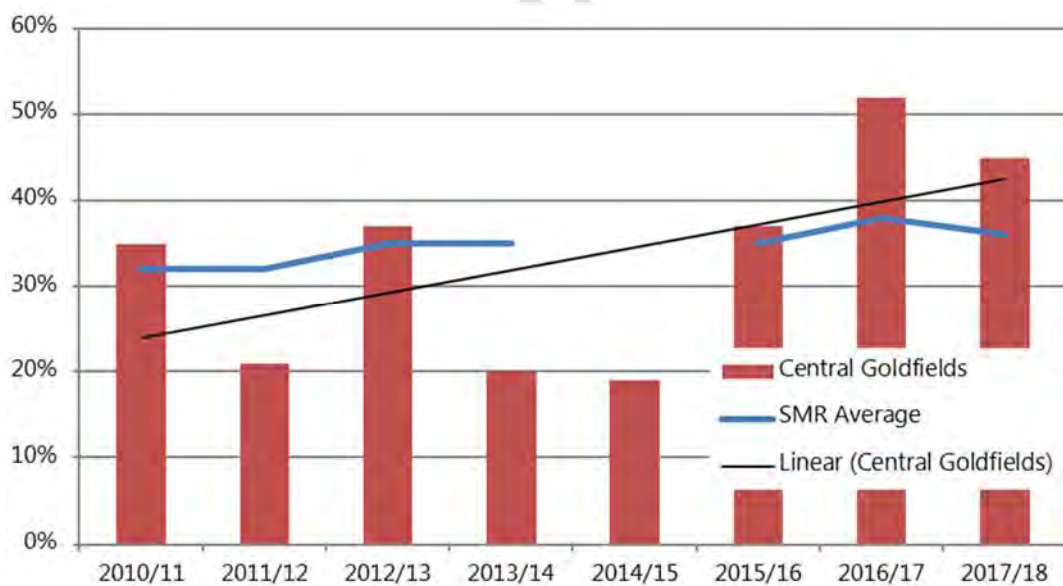
This section presents data on the key indicators of Council’s performance in processing applications. The graphs include trend lines to show change over time. The trend lines are labelled ‘linear’ in the graphs.

For Central Goldfields Shire, the data has been compared with data for comparable small and medium sized councils in Victoria (SMR). These councils comprise 31 municipalities where agriculture and tourism are the main drivers of the economy. They do not include rural councils that are regional cities and ‘peri-urban’ areas such as Mitchell and Macedon Ranges Shires (DPCD, 2011, 198). Due to a different way of recording the data for 2014/15, data for individual planning schemes is not available.

Application quality

Figure 5 shows the proportion of applications for which Council made a formal further information requests from applicants. This is often a reflection of the quality or extent of the information provided to Council. It shows that further information requests have increased since 2015/16, and that the proportion of applications that require further information is now greater than the average for similar small and medium sized councils in Victoria.

Figure 5 Proportion of applications with further information requests 2011-2018



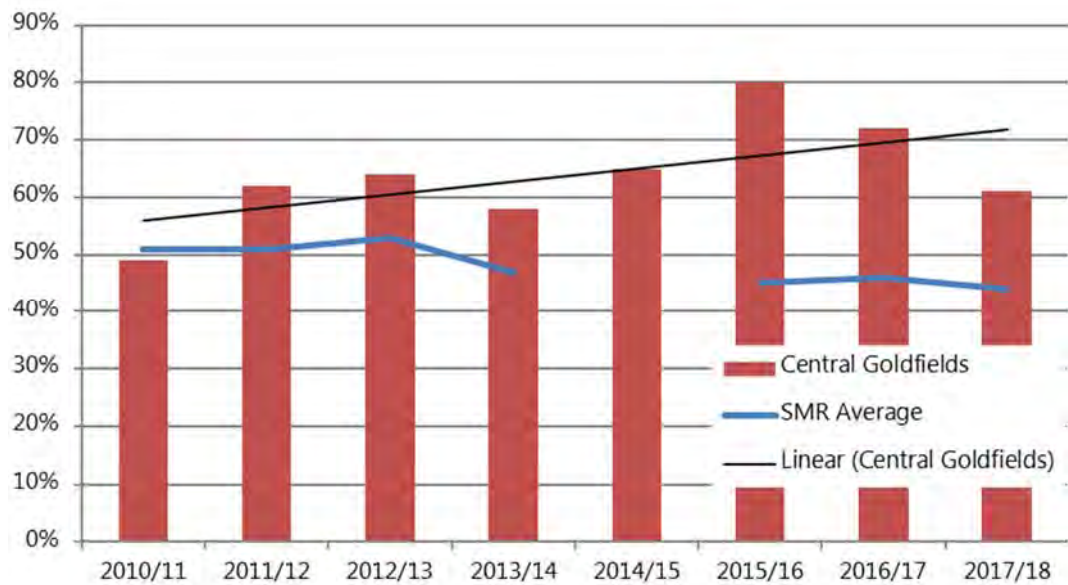
Source: State of Victoria, Planning Permit Activity in Victoria, Planning Permit Activity in Victoria Online, 2010/11-2017/18

Referrals to external authorities

Figure 6 shows the proportion of applications that were referred to external authorities over the period. It shows that these have risen, over time. The reasons for this are not clear, and could include:

- additional diligence by the planners;
- an increase numbers of applications in overlays that trigger statutory referrals; or
- an increased need for the planners to rely on the advice provided by external authorities under Section 52 of the Act.

Figure 6 Proportion of applications with referrals 2011-2018



Source: State of Victoria, Planning Permit Activity in Victoria, Planning Permit Activity in Victoria Online, 2010/11-2017/18, prepared by Centrum Town Planning, 2020

Public involvement

Figure 6 shows the proportion of applications that were subject to a public notice process during the permit application process. This requires the planners to consider the need to notify neighbours under a test of ‘material detriment’ in Section 52 of the Act.

The figure shows a decrease in the proportion of applications for which public notice was given, which is now below the SMR average.

Figure 7 shows the proportion of applications for which objections or submission were received over the period. It reveals a declining level of objections (1%) in recent years, which is a lower level that comparable councils.

Without a detailed analysis of the data on a file-by-file basis, it is difficult to understand the reasons for these trends. The fairly significant variation in the data for both of these indicators, over time, does, however, indicate that some approaches to giving notice may have changed. Council may wish to investigate this further and consider developing some guidelines that may improve the consistency in the way in which notice to neighbours is given for different types of applications.

Figure 7 Proportion of applications with public notice 2011-2018

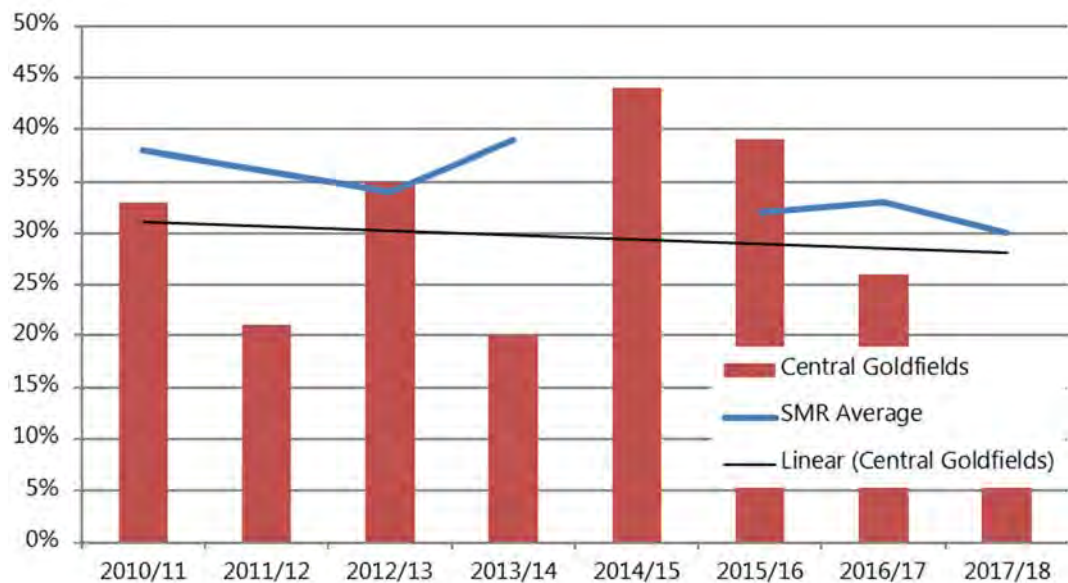
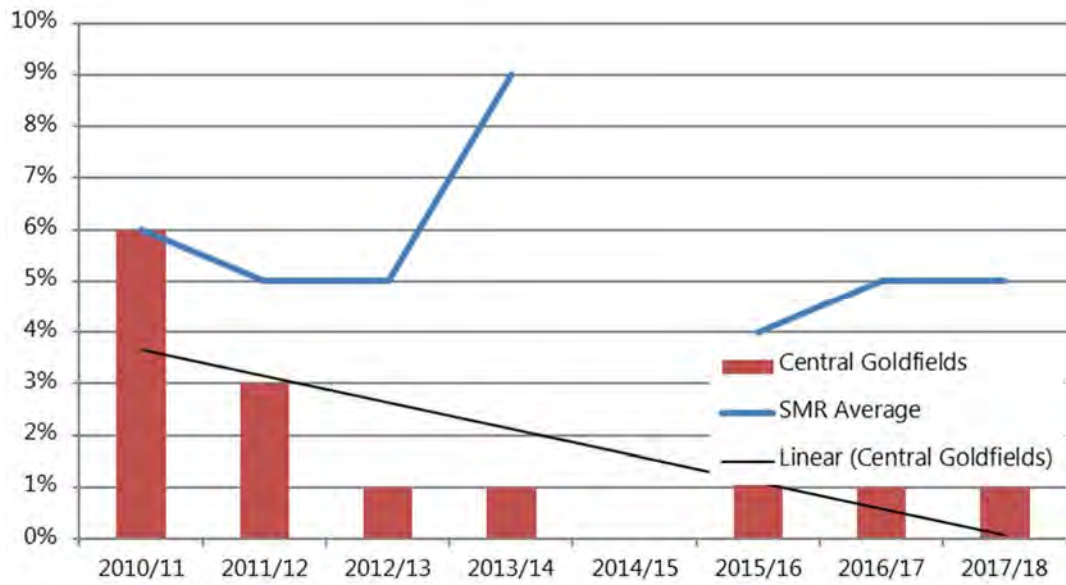


Figure 8 Proportion of applications that received objections/submissions 2011-2018



Source: State of Victoria, Planning Permit Activity in Victoria, Planning Permit Activity in Victoria Online, 2010/11-2017/18, prepared by Centrum Town Planning, 2020

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Application timeframes

Figure 9 shows the median number of days it took to Central Goldfields Shire Council to process planning permit applications between 2011 and 2018. It shows that Council has consistently taken more processing days to decide upon applications than comparable SMR councils, although the median number of days has remained fairly steady.

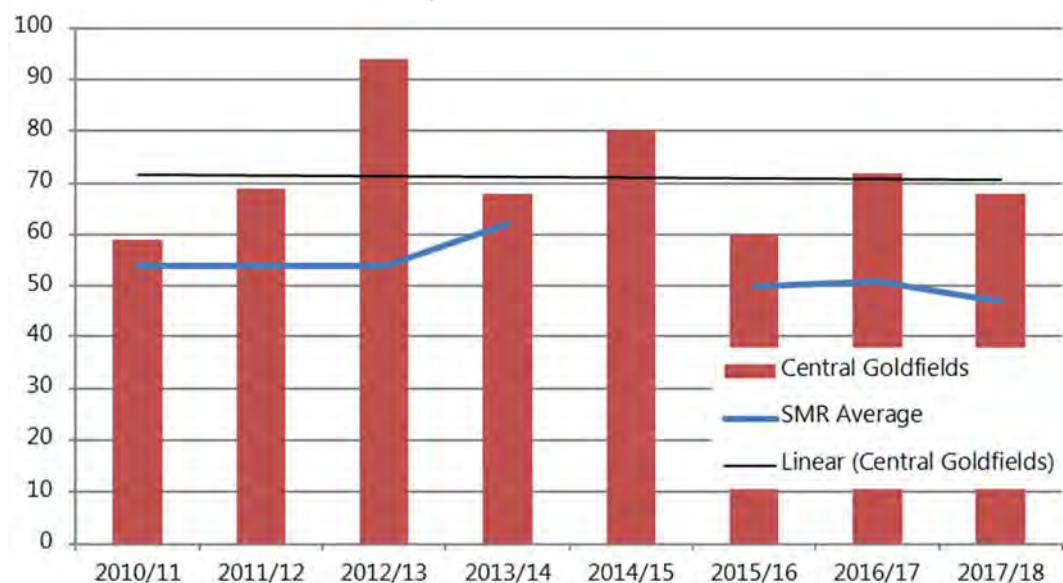
Figure 10 shows the proportion of applications that were decided upon within the statutory time period, which is 60 days for 'standard', non VicSmart applications. The figure shows that, in recent years, Council has had a progressive decrease in the number of applications it has decided upon within the statutory timeframe.

The reasons for these trends are not immediately clear and require further investigation. Possible reasons are:

- staffing levels;
- the efficiencies of the systems and processes within the planning department;
- the quality of applications
- the number of referrals; and
- staffing levels within the organisations responsible for these referrals.

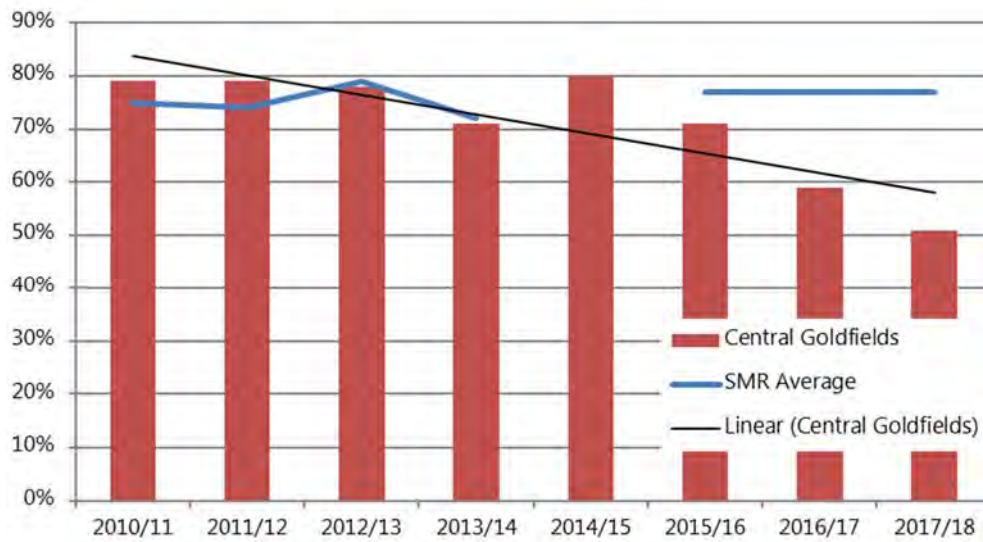
It is highly likely that there are a number of factors at play and not all factors may be within the control of council. Some factors, such as referrals triggered by overlays have been discussed in more detail later in this report.

Figure 9 Median processing days for planning permit applications 2011-2018



Source: State of Victoria, Planning Permit Activity in Victoria, Planning Permit Activity in Victoria Online, 2010/11-2017/18, prepared by Centrum Town Planning, 2020

Figure 10 Proportion of applications decided within statutory timeframe 2011-2018



Source: State of Victoria, Planning Permit Activity in Victoria, Planning Permit Activity in Victoria Online, 2010/11-2017/18, prepared by Centrum Town Planning, 2020

Notes on data:

- Median processing days to Responsible Authority determination is the median number of days (inclusive of weekends and public holidays) between the receipt of the application and the Responsible Authority making a determination.
- The state level data does not reveal whether the data considers the 10 day statutory timeframes for VicSmart applications separately from standard applications, nor does the format of council's data allow this to be confirmed.

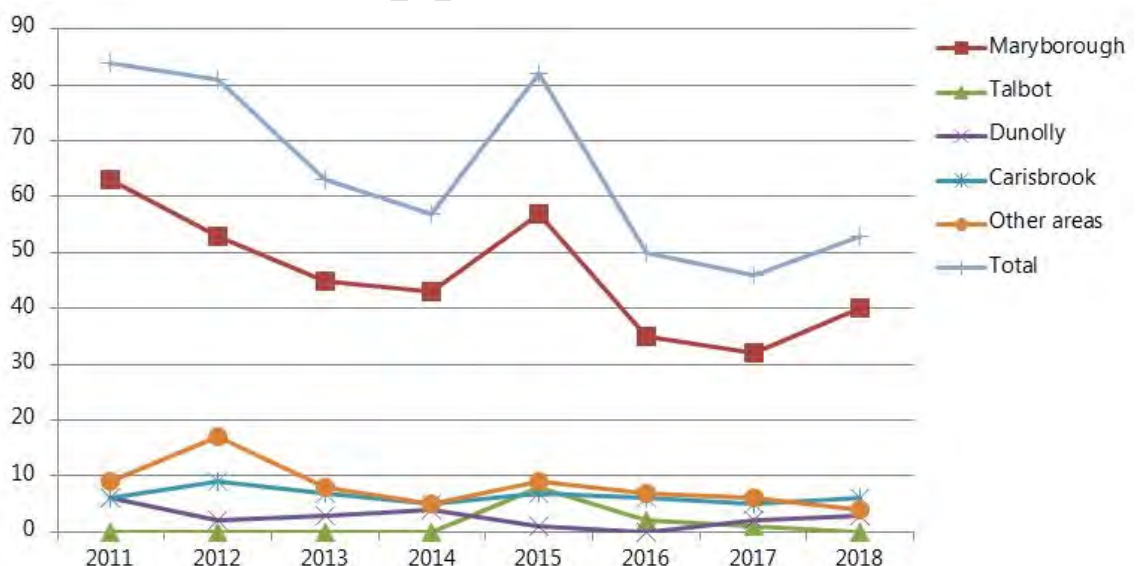
6.4 Building permit activity

When compared with planning permits, an analysis of building permits for new dwellings presents a somewhat more complex picture of development activity in the Shire. This is because building permits capture all proposed investment that requires building approval, including extensions that often do not require planning approval. They also reflect a greater commitment to proceeding with a construction.

Figure 11 shows the value of building permits issued for new dwellings by location. It shows that the number of building permits issued for new dwellings has fallen steadily across the Shire since 2011, however, the largest falls have been in Maryborough, which fell from 63 approvals in 2011 to 40 approvals in 2018. The fact that this is a consistent, medium term trend, could suggest that Maryborough is becoming less important as the location of dwelling investment in the Shire. The reasons behind this trend may warrant more analysis. This has implications for settlement planning, as dwellings outside Maryborough are less likely to be close to a full range of urban services. This issue will be addressed in more detail in Council's Population, Housing and Residential Settlement Strategy.

Building approvals for Dunolly and the rural areas of the Shire have also fallen, however, Carisbrook has remained fairly steady at 6-9 dwellings per annum. No building permits were issued for new dwellings in Talbot from 2011 to 2014, however, there was a spike of eight dwelling permits issued for new dwellings in 2015, with only three permits issued from 2016-2018. The reasons for the spike in 2015 are unclear, however, wastewater issues are an ongoing constraint to all forms of development in Talbot.

Figure 11 Building permits issued for new dwellings by location 2011-2018



Source: Central Goldfields Shire Council Building Register, 2019, Compiled by Centrum Town Planning, 2019. Does not include extensions/alterations

6.6 Staff resources and delegations

Currently, the Statutory Planning Department comprises:

- One full time coordinator of statutory planning (1.0 EFT)
- One full time statutory planning officer (1.0 EFT)
- One part time planning administrator (0.6 EFT)

In the past, Council has also made use of contractors to cover during staff leave and absences. Council also has a full-time planning compliance officer. Council obtains heritage advice on an as - needs basis and there is no contract in place for ongoing heritage services.

It is understood that the coordinator and statutory planning officer are responsible for assessing a broad mix of planning permit applications, which is similar to the arrangements at most smaller shires. The administrator is involved in administrative tasks relating to the preparation of files, advertising and enquiries.

Both planning officers have full delegated authority to approve and refuse planning permit applications, including applications for which objections have been received. The Manager of Planning and General Manager Infrastructure Assets and Planning also have these delegations. In practice, however, all applications that receive objections, or which are recommended for refusal, are decided upon by Council.

The scope of this review did not allow analysis of the instruments of delegation and their operation, although it is likely that Council would benefit of more detailed investigations into whether these are operating effectively and efficiently.

It is also understood that Council is encouraging greater levels of mediation between applicants and objectors. This initiative is supported, as it can be successful in resolving issues and has the potential to reduce costs and complexities for all users of the planning system.

6.7 Systems and processes

The systems and processes that are employed within Council to process planning permit applications has the potential to influence:

- the quality of assessment;
- assessment timeframes;
- satisfaction in the process for council staff, external authorities and permit applicants.

Council has provided Centrum Town Planning with a broad overview of the way in which planning permit applications are received and processed by the statutory planning team. They key issues with current systems and processes appear to be as follows:

- some applications are received without payment, which is convenient for applicants but delays formal commencement of the statutory process, results in staff time being spent chasing payment and affects application timeframes;

- there is no web-based system that allows applicants to lodge applications electronically in a consistent way;
- information relating to each file is often a mix of paper based and electronic information;
- there is no electronic application management system that records key dates and generates reminders and work-flows for the planners and administrative staff;
- the effectiveness of Council's records management system relies upon the accurate registering of documents by all users;
- the methods of registering new electronic documents against the planning file are cumbersome and inconsistent and can make files hard to find.

These factors are likely to:

- reduce staff effectiveness and morale;
- increase the risk of errors and inconsistencies in process applications;
- increase application timeframes and affect applicant satisfaction.

One of the key opportunities for Council to address these issues is by considering the introduction of software that is specifically designed to manage planning processes. Many councils that receive similar numbers of applications to Central Goldfields Shire Council have such a system in place. For example, Mount Alexander has used the Greenlight system for a long period of time. These councils may provide useful models to consider. Central Goldfields Shire Council could learn from their experiences in using different systems. Consideration may also need to be given the more general arrangements for document management within Council to ensure that these systems are compatible with one-another. DELWP may be able to provide some advice or funding for this initiative.

According to Council, subdivision applications are assessed in the usual way until planning permits are issued. From this point, the certification and compliance process is managed through the SPEAR online system. No specific issues have been raised by planning staff in relation to this system.

6.8 Planning certificates

A planning certificate is an official statement of the planning controls that apply to a property. They are mainly used to satisfy the Sale of Land Act 1962 and are included in Vendors Statements when land is sold.

Unlike in most councils in Victoria, Central Goldfields Shire Council continues to be the responsible authority for issuing planning certificates under Clause 3.0 of the Schedule to Clause 72.01. Currently, DELWP is responsible for the issuing of certificates for 58 of the 81 planning schemes in Victoria.

Council issues approximately three planning certificates per week and charges \$20 per certificate. The entire process takes approximately three hours per certificate. It is therefore clear that the time that is required to issue the certificates is not covered by the fees that are payable. On this basis, Council should re-consider its role in performing this function and commence a process to transfer this responsibility to the Minister for Planning through the necessary administrative and statutory processes. This will ultimately require an amendment to the Schedule to Clause 72.01 of the Planning Scheme.

6.9 Strategic planning

The strategic planning functions of Council are currently carried out by the Manager of Strategic Planning and Economic Development and a (0.8) time strategic planner. Council uses the State Government's ATS (Amendment Tracking System) to prepare and manage planning scheme amendments.

Prior to 2019, strategic planning was carried out by officers responsible for statutory planning when required or in response to proponent led amendments or enquiries. There was no strategic planning work program and no regular budget for strategic planning work. This situation was discussed in Section 12.3.1 of the 2013 Review Report.

Council has recently committed to a budget of \$233,000 for strategic planning and has developed a future strategic program (Central Goldfields Shire Council Budget 2019/2020). This is discussed in more detail in the implementation section of this report.

Strategic planning also has a need for appropriate systems and processes to manage projects, carry out consultation and referrals and record documents. Often, these systems are customised to suit the nature of the project. The main work-flows relating to amendment documentation are managed through DELWP's online Amendment Tracking System.

Due to the fact that council has only had designated strategic planning staff for a relatively short period of time, there are likely to be a range of opportunities to develop in-house systems and approaches to projects, including contracts, contract management, project management and reporting. These opportunities could be addressed through a broader review of statutory systems and processes.

6.10 Discussion

Permit application numbers have a direct influence on the need for staff resources, both in terms of planning resources and administrative support and file management. The number of planning permit applications received by Council in the period since the last review is consistent with the longer-term average from 2003/4 to 2010/11, which was between 120 and 160 applications per year. Nevertheless, the number of files is just one of many factors that influences planning permit application processes and outcomes, both for Council and the applicants. Other factors include:

- the quality of applications;
- the number of objections and their nature;
- involvement of other authorities; and

- the efficiency of the systems and processes that are used within the planning department.

Ultimately, Council should aspire to a program of continual review and improvement in all aspects of the planning permit and planning scheme amendment process.

The analysis undertaken for this review indicates that there are several areas that require further investigation. These relate to:

- an increase in the proportion of applications subject to further information requests;
- changes in the number of referrals;
- a decrease in the level of notice to neighbours;
- a decrease in the proportion of applications decided upon within statutory timeframes.

The greatest opportunity to improve systems and processes in the Central Goldfields Planning Department is likely to be in introducing permit application management software that will allow applicants to lodge and monitor applications remotely, and better manage documents and workflows within Council.

The need for this software is supported by permit activity data suggests that Central Goldfields Shire is generating more referrals and public notices processes and is taking longer to process applications than other comparable councils in Victoria, many of which have such systems in place. These matters were beyond the scope of this study and should be the subject of separate detailed investigations by Council.

Council also need to explore ways of working with applicants and the community to improve the quality of applications. Strategies to achieve this could include information checklists and more formal processes for pre-application meetings.

In relation to staff resources, the data suggests that Council needs to, at minimum, maintain its current staffing levels. An additional change that would free up staff resources would be to transfer the responsibility for the issuing of planning certificates to the Minister for Planning.

This review has only identified the main issues and opportunities to improve systems and processes in the Planning Department. The most appropriate approach to addressing these issues is likely to be a fuller review of systems and processes within the planning department, although this could take a number of different forms depending on Council's priorities and resources.

The recent *Planning and Building Approvals Process Review Discussion Paper (Better Regulation Victoria, 2019)* contains a comprehensive discussion about many of the issues relating to improving the planning system and how they can be addressed. This document could be used as a general guide and resource for these investigations.

There are some interesting shifts emerging in the location of planning permit activity, with increases in planning permit activity in Maryborough, yet fewer dwelling approvals in the town. Whilst it is not clear whether these shifts represent anything important for land use planning, it does suggest that recording information about permit triggers would allow a greater degree of analysis and has the potential to lead to efficiencies in the future as part of future review processes.

6.11 Key findings

- Between 2011 and 2018, Council received between 120 and 160 applications per year, consistent with long-term trends.
- Maryborough is generating increasing numbers of planning permit applications, although dwelling construction in Maryborough is falling.
- Planning applications by category present a complex picture of development activity, and more investigation is required to properly understand whether trends exist and the drivers and implications for the Planning Scheme.
- Central Goldfields Shire Council took longer than most other comparable councils to assess planning permit applications between 2011 and 2018.
- There is a need to improve the quality of planning permit applications, which will improve permit application timeframes.
- There are opportunities to improve systems and processes within the Planning Department, mainly in relation to software systems, but possibly also in relation to staffing and delegations.
- Council's role in issuing Planning Certificates is unlikely to be an efficient use of Council's planning resources and should be reviewed.

6.12 Recommendations

- PP.1) Undertake a benchmarking exercise with similar councils to explore:
- staff workloads and resources;
 - file allocation processes;
 - instruments of delegation.
- PP.2) Explore new software system(s) that will:
- enable online lodgement, monitoring and public notice of applications;
 - improve internal file management and work-flows;
 - facilitate referral authority responses;
 - be compatible with Council's existing document management systems;
 - be compatible with the State Government PPARS reporting system.
- PP.3) Record permit triggers for all new planning permit applications to enable later analysis.
- PP.4) Commence the necessary statutory and administrative steps to transfer the responsibility for issuing Planning Certificates to DELWP.

7 Review of Scheme performance

The Planning Scheme is Council's main tool for guiding strategic decision making as the planning authority. It is also the main tool for guiding statutory decision making as the responsible authority for planning permit applications in the Shire. It is therefore important that the Planning Scheme provides sufficient guidance to assist Council, planners, applicants and the community with information about Council's strategic directions for the Shire and policy guidance for the assessment of planning permit applications.

The Planning Scheme often comes under the greatest scrutiny at planning panels and at the Victorian and Administrative Tribunal. This section provides an overview of the findings of panels and VCAT that have been called to consider planning issues in the Shire. It also considers applications that were refused by Council, as applications that are refused often reveal where Council may benefit from greater guidance in the Planning Scheme.

7.1 Panel hearings

In the previous review period, between 2000 and 2013, there were four planning panels called to hear unresolved submissions to planning scheme amendments in the Shire (C5&6, C12, C16 & C18). When panels have needed to refer to the MSS they have generally been satisfied with the level of strategic support for the amendments, although two panel hearings in this period made recommendations that are also relevant to this review, as outlined below.

Since 2013, there have been no planning panels for proposed amendments to the Planning Scheme.

Amendment C12 (Maryborough Knitting Mills)

The Amendment C12 Panel Report for the Maryborough Knitting Mills identified the need to strengthen the MSS in relation to the Central Business Area by ensuring that:

- *Council's objectives and strategies for the Maryborough CBA are adequately reflected in the LPPF;*
- *the zoning and overlay framework adequately implements the LPPF;*
- *suitable provision is made for future bulky goods retailing in Maryborough; and that*
- *appropriate elements of the Maryborough Urban Design Framework are included in the Planning Scheme.*

Source: C12 Panel Report, 43

Amendment C16 (Maryborough Golf Course)

The Amendment C16 Panel Report for the Maryborough Golf Course found a lack of guidance in the Maryborough UDF in relation to infill residential development in the outer areas of the township (C16 Panel Report, 13).

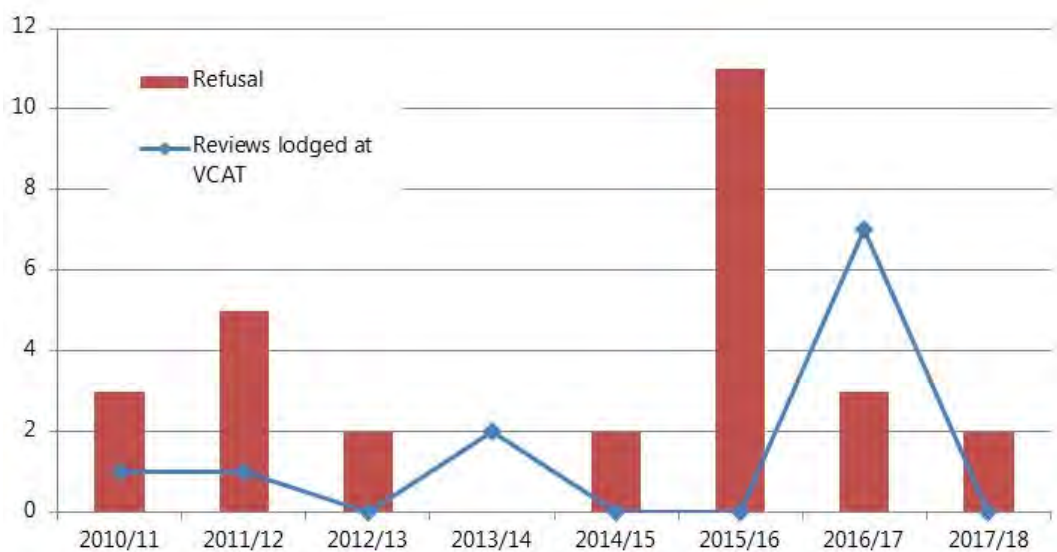
7.2 VCAT appeals

Figure 12, below, shows the number of applications for review that were lodged with VCAT between 2011 and 2018. The data shows that, on average, only 1.4 applications for review per year were lodged with VCAT over most of the period. This represents around 1% of the applications received by Council. The exception was the 2015/2016 period, when there were several applications for poultry farms lodged for review with VCAT. Of the nine applications for review since 2013, five were merits hearings. Of these, three of Council's decisions were overturned.

This level of VCAT activity is relatively consistent with the number received by Central Goldfields Shire Council in the earlier 2003/04 – 2010/11 period. It is also worth noting that the number of VCAT appeals received by Council is lower than the Victorian average, which is around 5% of all applications.

These statistics suggest that both applicants and the community are usually able to resolve planning issues through Council processes at the local level rather than at appeal.

Figure 12 Planning permit applications refused and VCAT appeals 2011-2018



Source: State of Victoria, Planning Permit Activity in Victoria, Planning Permit Activity in Victoria Online, 2010/11-2017/18, prepared by Centrum Town Planning, 2020

7.4 Permit application refusals

Council refused approximately three applications per annum, on average, over the 2010/11 to 2017/18 period. This represents around 3% of the decisions made by Council over the period. The remainder were approved, withdrawn or lapsed. Some common land use themes are evident in the applications that were refused across the period:

- dwellings – location/zone unknown (8 refusals), a land use category which represented approximately 29% of all refusals;
- intensive animal industries / poultry farms (5 refusals);
- signage related (3 refusals);
- liquor related (2 refusals).

There was a spike in the number of refusals in 2015/16 that can be explained by a resolution by Council on 25/8/2015 to refuse 10 applications that had been awaiting further information for a long period of time (Ordinary Council Meeting Minutes 25/8/2015). This batch represented approximately 40% of all of the applications refused over the period.

As part of this review, the authors have reviewed a sample of six planning files for applications that were refused between 2011 and 2015. The objective of this exercise was to attempt to identify common issues or themes that could inform the Review. The grounds of refusal associated with these applications relate to the following issues:

- legal access to lots and bushfire risk for a lot in the Rural Conservation Zone and subject to the Wildfire Management Overlay; an objection was received from the CFA and Council was bound to refuse the application;
- loss and fragmentation of agricultural land in the Farming Zone from a new dwelling in Amherst, and inconsistency with overlay provisions including the LSIO;
- Unresolved requests from Council for further information relating to:
 - land Capability Assessments in unsewered areas;
 - bushfire Management Statements in the Bushfire Management Overlay;
 - responses to the provisions of the Farming Zone;
 - requests from DELWP for information relating to native vegetation removal.

These applications and their grounds of refusal are considered to provide a representative picture of the common grounds of refusal for planning permit applications in the Shire.

7.6 Discussion

The analysis undertaken for the 2013 Review confirmed that the Planning Scheme has generally provided planning panels with sufficient direction to guide decision making. The 2013 Review noted, however, two planning panels recommended improvements to the Scheme's strategic directions for infill commercial and residential development in Maryborough. As no planning panels have been held since 2013, the recent performance of the Planning Scheme in relation to planning scheme amendments has not been tested.

The other key process where the Planning Scheme is tested is in VCAT. When Council's overall level of VCAT appeals is benchmarked against other comparable councils, Central Goldfields Shire Council's results are comparable to regional Victorian councils of a similar size. There are two nearby councils that, like Central Goldfields Shire Council, have a single major town with 50-60% of the resident population: Northern Grampians Shire Council (population 11,500) and Southern Grampians Shire Council (population 16,140). These councils received 98 and 127 applications respectively in 2017/18. In this period, these Shires had 0-3 refusals and 0-2 VCAT appeals respectively.

On the few occasions that permit applications have been heard at VCAT, the Central Goldfields Planning Scheme has performed adequately. There have been several complex and difficult appeals relating to poultry farms applications that have raised a broad range of planning issues. It is unlikely that the content or performance of the Planning Scheme would have avoided VCAT cases for these applications, although there are opportunities to improve the strategic and policy framework for intensive animal industries, as discussed later in Section 10 of this report.

Council continues to struggle with planning permit applications for some types of development that are poorly prepared or have insufficient information. The most common type of application where these issues arise is for the use and development of dwellings in rural areas. Often applicants struggle to address separate but inter-connected planning issues. These often include bushfire, native vegetation, land capability and agricultural issues. The further analysis of refusals and recording of planning permit triggers, as recommended in the previous section of this report, would assist in confirming these findings to understand where best to allocate resources or respond to issues relating to dwellings.

There are a number of other initiatives that could assist Council in improving the quality of dwelling applications, as follows:

- workshops with designers and regular applicants, specifically aimed at rural areas;
- publicity or information sheets about land use and building in a rural area;
- information on Council's website about land use and building in a rural area;
- providing a list of local consultants who can assist with rural planning issues such as agricultural, land capability, vegetation and bushfire consultants.

Council currently does not collect data on planning permit triggers. It has therefore not been possible to fully identify opportunities to reduce planning permit triggers through the use of local schedules or use VicSmart for minor applications through the Schedule to Clause 59.15. As recommended in Section 5, data should be collected to enable this analysis to occur.

7.7 Key findings

- The Central Goldfields Planning Scheme has generally performed well in strategic decision making, although it has rarely been tested or used rigorously for this purpose.
- The number of applications for review of Council's decision at VCAT is relatively low.
- VCAT activity is at a level that is consistent with comparable councils.
- There are no strong patterns in the type of VCAT appeals that have taken place since 2013, although multiple appeals have been heard for poultry farms.
- Poor quality applications represent approximately 40% of the applications that were refused over the period, suggesting that this is a key issue facing Council.
- Applications for dwellings constitute a large proportion of applications that are refused by Council, many of which are likely to have been in rural areas of the Shire.
- The collection of data on planning permit triggers would assist in identifying opportunities to reduce planning permit triggers and use VicSmart more extensively for minor applications.

7.8 Recommendations

- SP.1) Undertake more detailed investigations into the location of applications that are refused as part of a future Planning Scheme Review.
- SP.2) Investigate initiatives that seek to improve the quality of applications in rural areas.
- SP.3) As part of the next Planning Scheme Review, identify opportunities to reduce planning permit triggers including the use of the Schedule to Clause 59.15 (local VicSmart applications).

8 Review of strategic studies and plans

The State Planning Policy Framework requires planning authorities to plan strategically for rural, residential, industrial and business development. This means that local provisions of the Planning Scheme should have a strategic basis that is usually derived from a strategic study or plan.

This review has assessed the status of existing or planned strategic studies and plans that have been prepared by Council's planning department to ensure that they are relevant and continue to align with Council's strategic objectives as expressed through the PPF. In short, this section provides a 'snapshot' of Council's recent and current strategic planning work. The Review's recommendations for other strategic work to address emerging issues or gaps have been made in Section 10 of the Report.

For the purposes of this review, the term 'strategic study or plan' includes a broad range of planning documents, that may include strategic framework plans, land use studies, structure plans, urban design frameworks, heritage studies and reviews of planning policy.

For the purposes of the Review, strategic studies have been divided into four categories:

- strategic studies that were completed between 2000 and 2013;
- strategic studies that are under preparation but have not yet been implemented in the Planning Scheme;
- strategic studies that have been identified but not yet commenced;
- future planning scheme amendments.

There were no strategic studies or plans prepared between 2013 and 2019.

8.1 Strategic studies completed (2000-2013)

The 2013 Review provided a summary of strategic planning work that was undertaken during the 2000-2013 period. This work included:

- Dunolly Urban Design Framework (2002)
- Carisbrook Urban Design Framework (2003)
- Maryborough Urban Design Framework (2005)
- Heritage Review Stage 1 (2004)
- Talbot Urban Design Framework (2009)
- Industrial Land Audit and Strategy for Council owned land (2011)
- Rural Capability Project (2011)

The 2013 made detailed recommendations for the implementation of a number of these projects. Some of these recommendations are still relevant. This review discusses a number of these studies in relation to specific emerging issues and strategic gaps in Section 10.

8.2 Strategic studies underway (2019-)

Council is in the process of preparing a number of strategic studies or associated research work to inform studies. The main purpose and key findings and recommendations of these studies, if in draft form, have been summarised below.

Residential Land Supply and Demand Assessment (January, 2020)

This work was carried out to inform the Population, Housing and Residential Strategy, which is discussed below. Key findings of the assessment were:

- Average of 59 residential building approvals per annum from 2006/7 to 2018/19, 68% of which were in Maryborough.
- Residential lot construction through subdivisions of 48 per annum from 2009 to 2019, with 92% of all lot construction in Maryborough (92%) and Carisbrook.
- Low land price growth compared with adjoining municipalities.
- Residential lot capacity of 668 lots across Central Goldfields Shire in broadacre zoned land, nearly 50% of which is in Maryborough.
- 361 vacant urban lots, most of which are in Maryborough (188 lots).
- 1,604 rural residential lots in the Rural Living or Low Density Residential Zone, 625 (39%) of which were vacant.
- The important role of rural residential development to new housing stock (13% of new housing developments).

The assessment outlines three potential growth scenarios, one which is based on State Government forecasts (0.7% growth), one which anticipates growth at recent levels (0.9% growth) and one that assumes stronger growth with movement away from Melbourne (1.3% growth).

The report concludes that there is sufficient zoned broadacre residential land to meet short/medium term requirements in Maryborough, although an increase in in this form of land supply would be appropriate (Spatial Economics, 2020, 9). It found that there is sufficient land in Carisbrook, Dunolly and Talbot to satisfy long term demand. The report calculates the amount of new land that would be required to establish a 'greenfield land supply stock' of between 22 and 78 hectares in the Shire, depending on the growth scenario (Spatial Economics, 2020, 9).

Population, Housing and Residential Strategy (March, 2020 – Final)

Council has recently commenced the preparation of this Strategy to provide clear direction for residential development in the Shire between 2020 and 2035. The work recognises that, since the development of the 2012 Residential Strategy, bushfire risk, flooding, housing affordability and sustainability have become more important influences on planning for new residential development. The Strategy was informed by the preparation of a residential land supply and demand assessment and demographic assessments identified previously.

The Strategy re-affirms the scenario based approach suggested in the Residential Land Supply and Demand Assessment. That is, the Shire needs to accommodate population growth of between 815 and 1,925 people between 2020 and 2036, which equates to between 713 and 1,304 new dwellings (Spatial Economics, 2020, 5).

The Strategy recommends that Council focus its planning efforts on the Maryborough/Carisbrook area, as this is where most of the Shire's growth has historically occurred. It recommends that some zoned residential land in Maryborough is 'back-zoned' as it is constrained by bushfire risk or native vegetation, but does not identify particular sites. The Strategy recommends that Council should focus future investigations on area on the north-west side of Dunolly-Maryborough Road, and do more work with agencies and landowners to establish its suitability (Spatial Economics, 2020, 43).

The Strategy recommends that Council pursue a greater diversity of housing stock as the population ages and more urban consolidation in Maryborough. The suggested strategies for achieving this objective including:

- policy development;
- reviewing the accuracy of heritage overlays;
- developing guidelines for infill development in heritage areas;
- incentives such as fast-tracking of applications and 'density bonuses';
- active development facilitation through forums and staff facilitation roles.

The Strategy recommends that Carisbrook should play a greater role in broadacre development as it has a lower bushfire risk than areas around Maryborough yet good access to the services and infrastructure in Maryborough. The Strategy recommends that a Precinct Structure Plan (PSP) be prepared for Carisbrook and the corridor to Maryborough including Flagstaff.

The Strategy does not anticipate the need to plan for urban expansion in Talbot, Dunolly or any other townships. Likewise, the Strategy does not recommend the rezoning of any more land to accommodate rural living land, but recognises the likely need for smaller serviced low density lots of 3,000 to 5,000m² in size, and the need to review the planning provisions that apply to some rural living land in sensitive landscapes (Spatial Economics, 2020, 7).

8.3 Strategic studies not yet commenced

The Schedule to Clause 72.04, which identifies ‘further strategic work’ in the Planning Scheme has not yet been finalised through the PPF translation process. Nevertheless, Council has developed an internal strategic work program to the end of the 2020/21 financial year. The program is subject to ongoing revision and changes in resources that are available.

The program includes the following strategic projects that have not been commenced to date:

- Industrial Strategy (possible addition to Residential Strategy project)
- Carisbrook/Flagstaff Framework Plan
- Review of heritage controls in Maryborough

8.4 Future planning scheme amendments

As part of its strategic work program, Council is planning to commence planning scheme amendments to implement the following strategic projects:

- C031gol Flood Study implementation
- Planning Scheme Review
- Review of heritage controls in Maryborough
- Errors and anomalies planning scheme amendment
- Maryborough flood study amendment.

Council has advised that these amendments may be combined for efficiency, depending on resources, timeframes and priorities.

8.5 Discussion

After a long period of relatively little strategic planning work from 2013 to 2019, Council is commencing a suite of key strategic planning initiatives that will put it in a strong position to shape the local section of the PPF over the coming years.

The most important Strategy is the Population, Housing and Residential Strategy. Whilst it has not yet been adopted, this Strategy provides clear direction for where Council should direct its future strategic planning efforts for residential development, and a strong evidence base for its recommendations. In particular, it resolves a number of long-term issues at the regional and local levels, including short and longer term directions for greenfield growth, the future role of Talbot and the small towns in the Shire from a settlement perspective. It also provides important direction for rural living and low density residential land.

These directions will need to be tested and firmed up during a planning scheme amendment process, however, Council should use them as the foundation for its short-term planning efforts. For example, the Strategy brings heritage in central Maryborough to the fore as a settlement issue in relation to the application of the Heritage Overlay and raises the need for guidelines to facilitate urban consolidation in central Maryborough. The Population, Housing and Residential Strategy should be implemented in the Planning Scheme through a planning scheme amendment as soon as possible to maintain its relevance and integrity.

Council has prepared an appropriate list of priority strategic projects for the next 18 months that appropriately reflect the findings of the Population, Housing and Residential Strategy, and which address immediate planning issues and priorities. There are a number of projects that should also be considered by Council as medium and longer term priorities to address emerging issues and strategic gaps. These projects are identified in Section 10 of this report.

According to guidance from DELWP, the schedule to Clause 72.04 should have a 4-8 year outlook or to the next planning scheme review cycle. The medium and longer term projects that should be considered by Council are discussed in Section 10.

8.6 Key findings

- Council prepared a number of urban design frameworks and plans for industrial land between 2000 and 2013, components of which are still relevant.
- There were no strategic studies or plans prepared between 2013 and 2019.
- Council's draft Population, Housing and Residential Strategy provides a sound basis for future settlement planning in the Shire and its recommendations should be supported.
- Council has prepared an appropriate short-term list of priority projects for the coming 18 months but needs to consider a strategic work program that looks out at least four years.

8.7 Recommendations

- SS.1) Continue to implement the current strategic work program.
- SS.2) Prepare planning scheme amendments to implement the findings of all strategic planning work in the most efficient and logical manner.
- SS.3) Develop a medium and longer term strategic work program for the next 4-8 years, having regard to the findings and recommendations of Section 10.

9 Strategic influences

The Planning Scheme is influenced by a range of strategic influences, including demographic and development trends and emerging policies at the state, regional and local levels. This section explores the key influences that may affect land use planning in the coming years and should be considered in future land use planning. It starts to explore the question ‘where to from here and why’ in relation to the Planning Scheme.

The section identifies a number of strategies that are not directly related to planning but which provide a picture of emerging trends in areas relating to planning and government initiatives that could have implications for land use and development over the longer term. Land use planning strategies that have been prepared by Council are discussed in Section 8 of this report.

9.1 Demographic and housing trends

Demographic trends influence settlement patterns, social needs and housing needs. The MPS currently recognises that slow population growth and an ageing population are key issues that will influence the Shire’s future land use and development.

As part of the preparation of the Council’s Population, Housing and Residential Settlement Strategy, Council prepared an analysis of socio-demographic indicators and trends in the Shire (Spatial Economics, 2019). The data was based on the Estimated Resident Population data prepared by the ABS and the ABS Census of Population and Housing. This work provides a sound basis to inform the Review and provide a fuller picture of influences relating to settlement planning. Key demographic and housing indicators for the Shire are:

- Slow but steady population growth of 0.5% for the Shire as a whole, down from 0.8% growth from 2011 to 2016, but above the years of decline during the 1990s and 2000s.
- The Shire is losing population through natural attrition and growth is coming solely from in-migration, mainly from nearby areas.
- Maryborough attracted the majority of growth between 2011 and 2016 and grew at a slightly higher rate than the rest of the Shire.
- The age of the population is well above average compared with Victoria and Australia and is getting older mainly through in-migration from older age groups.
- The total number of households in the Shire increased by over 300 between 2006 and 2016, due substantially to an increase in lone person households, with other increases in group households and one parent families.
- The Shire’s population has lower incomes and lower rent and mortgage repayments than the Victorian average.
- Relatively high levels of unoccupied dwellings (13.5%), with no clear explanation as to the reasons why this is the case.

- Projected future growth of 0.4% per annum to 2036 based on Victoria in Future projections (DELWP, 2019, in Spatial Economics, 2019, 11).
- Projected future household growth of 839 to 2036 to 2036 (0.7% per annum).
- Projected future dwelling demand of an additional 920 dwellings to 2036 (0.7% per annum)

Source: Spatial Economics, 2019, 11

The analysis draws together the various influences that demographic trends have on housing demand. In summary, it concludes that:

- Modest 0.5-1.0% population growth is the most likely scenario for the future.
- Future population growth will be reliant on in-migration mainly from surrounding regions.
- It is prudent to plan for a higher growth scenario in case this occurs and plan for this growth to be ready in case it happens.
- Housing is likely to grow at a slightly higher rate than population growth, in the order of 0.6% to 1.2% per annum, although the high rate of unoccupied dwellings may influence this demand.
- It is likely that demand for new housing in the Shire will be highest in Maryborough and Carisbrook, with very modest demand in Talbot and Dunolly.

These issues are currently being explored through the Council's Population, Housing and Residential Settlement Strategy, as discussed later in this report.

9.2 State Government plans and policies

Local government must have regard to a range of policy influences from state and federal governments and from government agencies and servicing authorities. These relationships are often not identified in the Planning Policy Framework but have the potential to shape future strategic planning initiatives in Central Goldfields Shire. The focus of this section is on influences that have emerged since the last review in 2013.

Plan Melbourne: Metropolitan Planning Strategy 2017-2050 (2017)

'Plan Melbourne: Metropolitan Planning Strategy' outlines the State Government's long-term plan to accommodate Melbourne's future growth in population and employment. The Plan is a background document in all planning schemes, a policy document in Clause 11.01-15.

The Plan was updated in 2019 with revised population and other projections. It predicts that Melbourne will grow by another 1.6 million people to be a city of 6.3 million people by 2031 and a city of 8.4 million by 2051 (State of Victoria, 2019, 7).

Whilst the focus of the Plan is on Metropolitan Melbourne, one of the key principles driving the Strategy is an acknowledgement that Melbourne should be a “city of centres linked to regional Victoria”, noting that regional centres that are well connected and within viable commuting distance of capital cities offer attractive housing and employment opportunities. As such, they have the capacity to relieve pressures on capital cities by absorbing some of their growing population. The Strategy contains a series of outcomes, objectives and directions for achieving the Strategy.

The Plan recognises Maryborough as a ‘regional centre’ that is linked to the regional city of Ballarat. The Plan is relevant to Maryborough and Central Goldfields Shire in that it acknowledges the important role that Ballarat, which connects the Shire with Melbourne, will play in housing population growth in regional Victoria, and the need to invest in housing and employment in regional Victoria (State of Victoria, 2017, 128).

Protecting Victoria’s Biodiversity 2037 (2017)

This biodiversity plan was made under the Flora and Fauna Guarantee Act 1988. It sets out the importance of biodiversity, and the risks and challenges facing it, as well as principles and a long-term vision for biodiversity. The plan sets out targets for peoples’ engagement with nature and actions for government. Revegetation, pest control and habitat protection for vulnerable and endangered species are important goals.

Land use planning is not directly addressed through the plan but is indirectly influenced in many ways by the broader objectives of the Plan. The Plan recognises the importance of the land use planning system, particularly in relation to Regional Growth planning and Precinct Structure Plans (DELWP, 2017, 51).

9.3 Regional plans and initiatives

There are a number of recent strategic plans that provide a picture of emerging issues in Central Victoria and key elements that may need to be reflected in the Planning Scheme, or could inform future strategic planning work. A brief overview of these documents is provided below.

Loddon Mallee South Regional Growth Plan (2014)

This plan was developed to provide broad long-term direction for land use and development across regional Victoria as. The Loddon Mallee South region comprises the following local government areas: Greater Bendigo, Central Goldfields, Loddon, Mt Alexander and Macedon Ranges (DPCD, 2014, 1).

The Plan identifies Maryborough as a ‘regional centre’ that is nominated for medium/major growth in population and employment (DPCD 2014, 46). The Plan identifies a range of strategic opportunities for Maryborough and a number of challenges for growth in Maryborough. These include its historically low growth rates and the limits to expansion of the town due to bushfire risk and bushfire planning provisions, flooding hazards and urban salinity risks (DPCD, 2014, 46). The Plan includes actions or objectives to:

- prepare structure plans and other programs to promote the growth of Maryborough;

- the potential for “flexible zoning provisions” to enable the economies of small towns to diversify;
- investigate the sewerage of Talbot;
- improve rail connections between Geelong, Ballarat and Bendigo via Maryborough;
- preserve railway stations and lines between Ballarat and Bendigo;
- improve water quality in Dunolly and Bealiba.

Central Highlands Regional Growth Plan (2014)

Central Goldfields Shire Council was a stakeholder in the development of the Central Highlands Regional Growth Plan due to its relationship with Ballarat to the south. This Plan recognises the strategic relationship between Central Goldfields Shire and parts of this region. The Plan recognises the future growth and development potential of towns on the Ballarat to Maryborough corridor such as Creswick (DPCD, 2014, 55).

Regional Catchment Management Strategy (2013-2019)

The North Central Catchment Management Authority has prepared a ‘Regional Catchment Strategy 2013-2019’. It sets direction for investment and the coordination of effort by landholders, partner organisations and the wider community for land, water and biodiversity management under the Catchment and Land Protection Act (1994). The Regional Catchment Strategy provides general information about environmental values and issues relevant to the north central catchments. It also provides a general description of the issues associated with the major flooding events in 2011.

Central Goldfields Shire is located in the south western part of the Loddon River catchment. Elements of the Plan that are relevant to this catchment are:

- goals to improve the condition of the Upper Loddon River (page 27);
- goals and actions for a ‘priority biodiversity area’ in Bealiba/ Dalyenong (page 35);
- the need to undertake further assessment work for the Upper Loddon into the feasibility and cost-effectiveness of achieving specific and agreed environmental outcomes; (page 35)
- general actions for dryland and irrigated agriculture;
- identification of the Moolort Plains Wetlands as a priority wetland asset, and a list of goals and actions for improving their condition (page 51);
- a recognition that a number of threatened flora and fauna species exist in the Bealiba/ Dalyenong and Upper Loddon (listed on pages 58-59 of document).

Central Highlands Regional Transport Strategy (2014)

This strategy was prepared by eight municipalities that comprise the eight ‘Central Highlands councils’, which includes Central Goldfields Shire Council. The document provides a regional level transport strategic plan that implements the transport frameworks implemented by the Central Highlands Regional Strategic Plan and Growth Plan. Key directions include:

- improve timetabling for rail services to enable daily travel to Maryborough by passenger rail from Melbourne (page 26);
- a heavy vehicle bypass of Maryborough by designating Tullaroop Road as a bypass of the Maryborough Town Centre (page 28).

Loddon Campaspe Integrated Transport Strategy (2015)

This strategy was prepared by the Department of Economic Development, Jobs, Transport and Resources and the seven councils that make up this region, including Central Goldfields Shire Council. It sets out a plan to meet the needs and challenges identified in the Regional Strategic Plan and Regional Growth Plan. It recognises the following ‘top ten’ projects that relate to Maryborough and Central Goldfields Shire more generally:

- re-opening of the Maryborough to Ararat rail line for freight to access ports as part of the Murray Basin Rail Project (page 23);
- the need to improve passenger rail services between Maryborough and Melbourne;
- potential for a freight hub in Maryborough as part of the Freight Hub study for Loddon Campaspe region;

The Strategy recognises the general need to improve public transport connections in the region and between Maryborough and Bendigo (InfraPlan, et al, 2015 23).

Murray Basin Freight Rail Project

This project aims to standardise and upgrade the rail lines in the Murray Basin. The construction of the project is currently underway. It will re-open the unused rail line between Maryborough and Ararat. The project will improve connections for primary producers to the ports of Geelong, Melbourne and Portland and encourage investment in grain and rail infrastructure (www.investment.infrastructure.gov.au). The land use and planning implications of the project have been explored through the Loddon Campaspe Freight Hub Study, which is explained below.

Loddon Campaspe Freight Hub Study (2018)

This study examines freight transport needs in the region and the feasibility of developing different types of freight hubs including freight terminals (multiple modes), road freight hubs and the clustering of freight operators. It recognises that the Murray Basin Rail Project will improve the efficiency, reliability and competitiveness of rail freight passing through Dunolly and Maryborough on their way to the ports (AECOM, 2018, 14).

The study assessed a number of towns for their potential as freight hubs against a series of criteria that will affect the viability of the hub, including passing freight volumes, local freight volumes, road network, population, the availability of zoned land and infrastructure. For a road freight hub, Dunolly rated well on a number of metrics including passing freight task and arterial road connections, but rated poorly on infrastructure, zoned land and services and infrastructure. Maryborough also rated relatively well for a road freight hub based on these metrics, zoned land and opportunities for co-location (AECOM, 2018, 63). Neither town rated well for an intermodal terminal. Echuca and Bendigo were found to have the greatest potential as locations for new hubs.

Goldfields Heritage Development and Opportunity Project

The Cities of Ballarat and Bendigo are leading the bid on behalf of the 13 local government authorities which are the members of the Loddon-Campaspe and Central Highlands Regional Partnerships. All councils are committed to working together to advance the World Heritage Listing nomination bid and to grow jobs and the regional economy. The coalition represents close to half a million people spread over nearly 40,000 square kilometres, 17% of the state.

Information prepared by the bid suggests that the properties selected would be the 10-20 'best' examples of publicly owned properties and archaeological mining sites.

Loddon Campaspe Economic Growth Strategy (2019)

This economic development strategy was developed by the Loddon Campaspe Regional Partnership and Regional Development Australia Loddon Mallee Committee. The Strategy will help to inform State Government policies, programs and planning (Regional Development Australia Loddon Mallee and Loddon Campaspe Regional Partnership, 2019, 4). Central Goldfields Shire Council is a stakeholder council in the region.

Content that relates to land use planning in Central Goldfields Shire includes opportunities relating to an \$100 million upgrade of the Maryborough District Hospital (Regional Development Australia Loddon Mallee and Loddon Campaspe Regional Partnership, 2019, 8). The Strategy also identifies increases to rail services between Maryborough and Ballarat and an extension of passenger rail to Dunolly as opportunities to improve connectivity infrastructure and assist in creating jobs and skills and urban development opportunities associated with upgraded railway stations (Regional Development Australia Loddon Mallee and Loddon Campaspe Regional Partnership, 2019, 9).

9.5 Council and other local plans

Council Plan 2017-2021 (2018 Refresh)

All councils must prepare a Council Plan under the requirements of the *Local Government Act 1989*. The Central Goldfields Shire Council's vision, as expressed in the Council Plan, is "to be a vibrant, thriving, inclusive community".

The following elements of the new Council Plan have a land use and development component that will have implications for the Planning Scheme or future strategic work.

- implement priorities from the Walking and Cycling Strategy (Initiative 1.6 and 1.8);
- review Council's Population Growth Strategy (Initiative 2.3);
- advocate for the development of the Maryborough Ballarat (Rail) Growth Corridor (Initiative 2.3);
- advocate for a wastewater scheme for Talbot township (Initiative 2.3);
- update and renew the Food Cluster Strategy (Initiative 2.5);
- advance the Goldfields Heritage Development and Opportunity Project towards World Heritage Listing (Initiative 2.7);
- renew and update urban design frameworks in the Shire (Initiative 3.2);
- develop a Strategic Planning program (Initiative 3.3);
- implement recommendations from Cultural Heritage Plans for heritage listed buildings (Initiative 3.5).

Source: Central Goldfields Shire Council, 2017-2021 (2018 Refresh)

Central Goldfields Shire Sustainability Action Plan 2012-2020

This plan provides a framework for sustainability planning, decision making and action, to improve environmental outcomes in the Shire. It was prepared as a document that would support the community's actions, with support from Council (Central Goldfields Shire Council, 2012, 5). The plan contains the following actions that have a connection to land use planning:

- an action for 'human water use' to implement 'Central Goldfields Shire Council town planning urban design standards' for all forms of new development (Central Goldfields Shire, 2012, 25). It is unclear whether these standards form part of the Planning Scheme or another document;
- an action for food quality and food security to "develop guidelines for land-use planning that include food security issues" (Central Goldfields Shire Council, 2012, 31);
- an action to increase the amount of land in the Shire with High Conservation Value (Central Goldfields Shire Council, 2012, 39);

- action to adopt the Green Building Council of Australia tool as the preferred assessment methodology for greenfield development, at a minimum of four stars (Central Goldfields Shire Council, 2012, 41);
- use of the Sustainable Training and Environmental Performance Scorecard in statutory planning processes (Central Goldfields Shire Council, 2012, 41);
- implement mechanisms to fast-track the planning process for green buildings (Central Goldfields Shire Council, 2012, 41).

The Plan has been adopted by Council.

Carisbrook Flood and Drainage Management Plan (2013)

The North Central Catchment Management Strategy prepared this Plan for Carisbrook in response to major flooding in 2010 and 2011. The Plan assessed a range of flood mitigation options and recommends a package of works that will protect most of the township from flooding up to and including the 1% AEP. These works include a series of levees, valves and other works. The recommended changes to the Planning Scheme arising from this work have recently been included in Amendment C031gol as discussed in Section 4.3 of this report. The Plan has been adopted by Council.

Dunolly Flood Investigation (2014)

The North Central Catchment Management Authority prepared this flood investigation in response to the flood events of 2010 and 2011. The document was adopted by Council. It involved flood modelling and the investigation of various flood mitigation options. The investigation recommends new flooding controls in the Planning Scheme, and mitigation and emergency management options. The recommended changes to the Planning Scheme arising from this work have recently been included in Amendment C031gol as discussed in Section 4.3 of this report. The investigation has been adopted by Council.

Central Goldfields Shire Walking and Cycling Strategy 2017-2026 (2017)

This Plan provides a strategic framework for the future development and improvement of walking and cycling opportunities in the Shire. It aims to encourage active transport options and participation rates. The Strategy suggests that the Planning Scheme needs to be 'strengthened' to make Council's expectations clearer for developers and enforceable by Council (CommunityVibe, 2017, 50).

It suggests that the preparation of a development contributions plan and amendments to Clause 52.01 of the Planning Scheme (now Clause 53.01) is the best way to address this issue. It also recommends that Council develop an 'infrastructure design guide' to provide advice about the appropriate design requirements for footpaths, share paths and on road cycle lanes. The plan identifies these initiatives as 'high priority' actions for Council (CommunityVibe, 2017, 55). The Strategy has been adopted by Council.

Maryborough Integrated Water Management Plan (2018)

Central Highlands Water and Council have prepared the Maryborough Integrated Water Management Plan (2018). Council endorsed the Strategic Directions for this Plan in November, 2018, however the Plan has not yet formally adopted the Plan itself. The Plan anticipates that new water supplies may be needed as soon as 2023 to maintain a good supply of water for Maryborough. It recommends six major integrated water management initiatives for Maryborough. Those with a land use and development component that have relevance to the Planning Scheme include the need for passively irrigated trees in new development areas, the CBA and town entrances, and new wetland and stormwater harvesting area to the north of Maryborough (Central Highlands Water, 2018, 67-68).

Central Goldfields Municipal Public Health and Wellbeing Plan 2017-2021 (2019 Refresh)

This Plan sets the priorities and actions for Council for health and wellbeing. It is informed by the Council Plan. According to Plan, Central Goldfields Shire Council was rated as the most disadvantaged municipality in Victoria (Central Goldfields Shire Council, 2019). This is consistent with the Shire's status at the time of the 2013 Review. More detail is provided in the Central Goldfields Municipal Public Health and Wellbeing Plan 2017-2021.

The Plan identifies the role that strategic land use planning plays in environmentally sustainable development, liveable and walkable communities and the separation of land uses to achieve health environments (Central Goldfields Shire Council, 2019, 7). The Plan has been adopted by Council.

Central Goldfields Shire Council Economic Development Strategy (2020-2025, Draft)

Council has commenced the preparation of this draft Strategy which aims to provide a clear economic development vision and action plan for Central Goldfields Shire that builds on existing strengths, responds to local conditions, needs and aspirations, and provides a platform for securing strategic investment and partnerships. Actions that are closely linked with land use planning or the Planning Scheme include strategies to:

- establish a regionally significant food cluster in Maryborough;
- support a diversity of housing stock;
- productive and efficient planning approvals;
- growing the intensive agriculture and horticulture industry;
- investigating the most appropriate wastewater treatment solution for Talbot

(Central Goldfields Shire Council, 2020, 6-8)

Central Goldfields Shire Council Tourism & Events Strategy (2020, Draft)

This Strategy provides a vision and action plan for growth in the tourism and events industries in the Shire. The Strategy relates to facilities, promotion, initiatives and events. It makes general references to ‘improving’ and ‘streamlining’ planning and approval processes that facilitate the tourism and events industries (Central Goldfields Shire Council, 2020, 18&55). The Strategy supports the World Heritage Listing Bid as a significant opportunity for the region.

Maryborough Flood Study

The study will examine the capacity of the existing urban stormwater system, review emergency response times and will update the flooding provisions in Maryborough. The flood study is a partnership project between Council, North Central Catchment Management Authority and the Victorian State Emergency Service. The project is in its early stages.

Township Community Plans

Council is assisting the community to develop township plans for Maryborough, Bealiba, Carisbrook, Dunolly, Talbot, Majorca, Bet Bet and Timor. The plans will assist these communities in identifying what is important for their communities and making decisions for the future, including priority actions. The plans will be considered by Council in April, 2020.

Central Goldfields Shire Council Integrated Transport Strategy (2020)

This Strategy is being prepared by Council’s planning department in conjunction with other departments of Council. It aims to promote land use and transport choices that are sustainable, reduce journey times and distance by concentrating development in activity and neighbourhood centres close to public/active transport routes.

It also aims to encourage a regional centre where most peoples’ travel needs are within a 20-minute walk, cycle or local public transport trip of their home; and visitors can utilise this resource when they travel in from the district.

The project also aims to improve better public transport by advocating to the State government for improved public transport that is reliable, more often, safe, and connecting people and goods to where they want to go.

9.6 Discussion

Central Goldfields Shire is subject to a broad range of strategic influences at the state, regional and local levels. At the state level, there is growing awareness of the need to connect regional areas with Melbourne through the directions of Plan Melbourne, and the importance of land-use planning in protecting the state’s biodiversity.

As a relatively small rural shire, Central Goldfields Shire is heavily connected with, and influenced by, activities and changes in the region, particularly in relation to tourism, transport and commercial activities. The regional themes that are emerging strongly that have an influence on strategic land use planning include:

- major investment in rail freight infrastructure in the region, which is currently underway;

- the need to improve public transport options, particularly rail services between Maryborough and Ballarat, which are currently limited;
- the need to preserve railway stations and rail reservations for future potential rail upgrades, and for the development of walking and cycling trails;
- the importance of, and promotion of, the region's strong goldfields heritage and tourism potential;
- importance of areas of environmental significance at the regional level such as Moolort Plains wetlands and areas in Bealiba and the need to manage these areas.

Whilst some of these influences are likely to be 'aspirational' and do not justify immediate planning responses in themselves, it is important that they are reflected in Council's future strategic initiatives, and ideally are recognised in the Planning Scheme in some way. For example, at the regional level, the need to accommodate grain handling infrastructure and freight transport hubs may need to be examined more closely through an analysis of industrial land. This opportunity could be reflected in the regional section of the PPF. Likewise, the important need for improved public transport at the regional level and improved rail services between Ballarat and Maryborough could be recognised in Clause 18.02-2 (Public Transport).

The way in which Council will promote tourism uses, including policies that will facilitate the adaptation and promotion of heritage assets, also requires attention. It may be appropriate to address both of these themes in the regional section of the PPF.

At present, the regional section of the Planning Scheme that relates to tourism in Loddon Mallee South (Clause 17.04-1R), aims to support the designation of the Castlemaine Diggings National Heritage Park as a World Heritage place. This could be broadened to include Central Goldfields Shire and the other council areas that make up this region.

The implications of the World Heritage listing, bid for the Planning Scheme are likely to be more strongly connected to tourism potential and managing than land use and development, however, if successful, it could ultimately have implications for the management of heritage places through the Planning Scheme.

At the local level, the flood studies that have been completed for Carisbrook and Dunolly are important strategies and are discussed in more detail later in this report. Centrum Town Planning has reviewed many of the other local level strategies for health and wellbeing, walking and cycling and sustainability. These provide useful high-level information that can inform the Planning Scheme and many make high level suggestions about how the planning system can assist in achieving particular objectives, however, these need to be further developed if they are to be effective. For example, the role of development contributions in assisting with walking and cycling infrastructure needs to be taken up in precinct structure plans.

There is a desire to improve sustainability outcomes at the local level, as expressed through the Sustainability Action Plan, that have yet to be reflected in the local section of the Planning Scheme in any meaningful way. This issue is discussed in more detail in Section 10 of this report.

Council's Economic Development Strategy points to a number of areas where Council would benefit from additional strategic direction. These include:

- intensive animal industries;
- horticulture;
- food manufacturing and food clusters.

At present, the Municipal Planning Strategy does not address these land uses in a meaningful way or provide any spatial direction for where they should be encouraged to locate. These themes should be taken up in appropriate strategic work for Council's industrial and commercial areas. Again, these issues are also discussed in more detail in Section 10 of this report.

9.7 Key findings

- Demographic trends in the Shire predict modest 0.5-1.0% population growth as the most likely scenario for the future, with demand for new housing estimated to be highest in Maryborough and Carisbrook, with very modest demand in Talbot and Dunolly.
- At the state and regional levels, there is strong recognition of the potential for higher levels of population growth in Maryborough to be driven by better transport connections with Ballarat and Melbourne.
- Emerging regional initiatives have a strong focus on tourism, railway infrastructure, transport and recreation opportunities; most of these initiatives do not yet have clear implications for land use planning or policy but could be considered as regional influences in the PPF.
- Council's Economic Development Strategy is attempting to encourage a number of land use that have particular implications for land use planning at the local level, including intensive animal industries, food manufacturing and horticulture, however, the MPS does not contain any useful direction for these uses.

9.8 Recommendations

- SI.1) Consider how to best respond to the needs of the following land uses through the Planning Scheme:
- grain handling;
 - intensive animal;
 - horticulture;
 - food manufacturing sectors;
 - tourism.
- SI.2) Explore how to best address the following issues and themes through the planning system:
- provision of walking and cycling infrastructure;
 - development contributions;
 - sustainable urban design and building design.

- SI.3) Engage with DELWP to determine how the regional section of the PPF can better recognise:
- opportunities in grain handling and rail freight;
 - the need to improve public transport options;
 - preservation of railway stations and rail reservations;
 - regional level walking and cycling trails;
 - Central Goldfields Shire Council’s role in the World Heritage Listing Bid;
 - Moolort Plains wetlands and areas in Bealiba.
- SI.4) Closely track demographic trends in the Shire through reviews of Census data, building approvals.

Recommendations SI.1 and SI.2 are discussed in more detail in Section 10 of this report.

Draft

10 Strategic gaps and emerging issues

This section of the Review examines the key strategic gaps and emerging planning issues facing the Shire. It also evaluates how these should be addressed in a revised Municipal Planning Strategy and other relevant sections of the Planning Scheme. In short, this section explores the remainder of the question ‘where to from here and why’, which was first raised in Section 8 of the report.

The section has been divided into nine theme headings to reflect the structure of the PPF and Strategic Directions in the draft Municipal Planning Strategy.

The discussion under each theme incorporates the feedback provided by agencies, authorities and Council’s planners during the Review process. This section also identifies the Planning Scheme’s level of consistency with state planning policy, as expressed through the PPF and identifies areas for improvement.

10.1 Settlement

As discussed in Section 7.7 of this report, Council’s draft Population, Housing and Residential Strategy provides a sound basis for future settlement planning in the Shire in relation to land supply and structure planning. The Strategy therefore addresses the key themes in Clause 11.02: supply of urban land, structure planning and sequencing of development, and Clause 11.03-2S (Growth areas) at the local level.

It is considered that the Strategy’s recommendations will address the most immediate settlement issues in the Shire. Its recommendations should be supported and incorporated into the PPF in an appropriate way.

This review has identified a number of specific settlement related issues and strategic gaps that have not been addressed directly in the draft Population, Housing and Residential Strategy. These are discussed under a series of sub-headings, below.

Maryborough Structure Plan

As part of the recent PPF translation process, the ‘Maryborough Structure Plan’ in Clause 2.04 was prepared in a new clearer, format. The content and directions were not, however, altered from the previous plan, which is at least 20 years old. There is potential for this plan to better identify the above issues and capture other key settlement opportunities that do not appear on the plan, including:

- areas that are identified for future structure planning such as the Maryborough-Dunolly Road area;
- key development and redevelopment sites;
- sites appropriate for diverse housing opportunities such as aged care and retirement accommodation;

- activity centres/nodes outside the Maryborough CBA;
- the direction of urban expansion in the Carisbrook area;
- key areas of bushfire risk;
- indicative buffers to uses with adverse amenity potential or infrastructure that requires separation distances such as the Coliban Wastewater Treatment Plant and Maryborough Aerodrome;
- areas that require further investigation for alternative zones (as suggested in the Population, Housing and Residential Strategy);
- future of the Maryborough heavy vehicle bypass.

These changes may need to occur progressively, as the appropriate planning strategies and frameworks are developed.

Urban growth boundary

One tool that requires further consideration by Council is the use of an 'urban growth boundary'. This tool is used by other regional centres such as Bendigo as a way of clearly describing the outer limit of residential growth, prior to the rezoning of land. This may or may not be appropriate for Maryborough and should be resolved through the implementation of the Population, Housing and Residential Strategy.

Carisbrook-Flagstaff

The draft Population, Housing and Residential Strategy recommends that Council prepare a 'precinct structure plan' that sets out how development of land between Carisbrook and Flagstaff should develop over the medium to long term. The key driver for this Plan over the short and medium term is not considered to relate to residential settlement planning. Instead, there are broader and more complicated settlement planning issues that relate to the future of industrial land uses in the area, and the presence of existing dwellings in or near industrial zones. These issues are discussed in more detail in Section 10.7 – Industry.

Urban consolidation

There are a number of forms of development that need some further direction in the MPS and that are not considered directly in the draft Population, Housing and Residential Strategy or the current MPS and PPF, including shop top living and mixed use developments that include residential, commercial, retail and related uses. Whilst there is a low level of demand for these types of developments in Maryborough, the Planning Scheme would benefit from firmer direction about where these developments should be supported in Maryborough if they emerge in the future. Discussion with Council's planners has revealed that this guidance would be useful.

The MPS currently encourages 'medium density housing to located in the vicinity of the 'Maryborough Central Business Area'. The MPS identifies an item of further strategic work to identify locations for this form of development. These directions are supported by a series of arrows in the Maryborough Structure Plan that show that growth is to be directed towards the CBA. There is a supporting policy in Clause 11.01-1L aims to provide this form of housing 'close' to the Central Business Area'.

The MPS and Clause 11.01-1L would benefit from:

- additional clarification of what constitutes 'medium density housing' in the context of Maryborough;
- clarifying that housing can be located within the Central Business Area itself, not just 'in the vicinity of' or 'close to' the CBA;
- clarifying that medium density housing can occur outside the Central Business Area, subject to relevant considerations including heritage and neighbourhood character.

Ultimately, these issues would be best explored through a housing strategy or urban design framework for Maryborough, however, Council should seek to provide some clarity to these questions in the Planning Scheme as a priority.

Maryborough CBA

The Maryborough CBA is continuing to play a role as a key sub-regional centre in central Victoria. In the Victorian context, Clause 11.01-1S of the State Planning Policy Framework identifies Maryborough as a 'regional centre'. Issues for the Maryborough CBA that are emerging, or have not been fully resolved from the 2013 Review, include:

- the need to plan in more detail for the future location or expansion of the Maryborough District Hospital and Ambulance Station (as identified in the Maryborough UDF and Loddon Campaspe Economic Growth Strategy);
- the potential to re-route the Pyrenees Highway;
- the potential to enhance Nolan Street as a link between High Street and the Station Precinct.

These issues should be identified in the MPS in an appropriate way, preferably through the Maryborough Central Business Area Structure Plan.

Maryborough Central Business Area Structure Plan

As part of the recent PPF translation process, the 'Maryborough Central Business Area Structure Plan' in Clause 2.04 was prepared in a new clearer, format, although the content and directions were not altered from the previous plan, which is at least 20 years old. The plan currently identifies a series of precincts such as civic and administrative, railway and industrial, supermarket, and 'commercial redevelopment'. There is potential for this plan or the associated text in the MPS to better identify the emerging issues explained above and capture other key opportunities that do not appear on the plan, including:

- key planning issues (e.g. heritage, interfaces, relationships between uses);
- key development and redevelopment sites;
- key movement issues and opportunities (e.g. barriers to movement, linkages that should be facilitated),
- the types of uses that are to be encouraged in each precinct.

These matters are likely to require a review of the 2002 Maryborough Urban Design Framework, and a new piece of work that considers what has changed since the Framework was prepared. Alternatively, this work could also be done as part of a Commercial Land Use Strategy.

Townships

For the small townships, the MPS contains structure plans for Talbot, Carisbrook, Dunolly, Bealiba, Timor-Bowenvale and Majorca. None of these maps clearly delineates the boundaries of the town centres. This makes it more difficult to develop meaningful objectives and strategies for land use and development within these townships. This issue should be addressed through an appropriate strategic exercise.

It is noted that the use of the Commercial 1 and Township Zones makes the notional extent of the town centre clear in Timor-Bowenvale, Carisbrook and Dunolly. This work could be done as part of a review of the urban design frameworks for Talbot, Carisbrook, or Dunolly, or in another piece of work.

Recommendations for the MPS and PPF

- MP.1) Update the Municipal Planning Statement to provide clearer direction about shop top living and mixed use developments that include residential, commercial, retail and related uses.
- MP.2) Amend the Maryborough Structure Plan to identify the planning issues identified in this section and capture other key settlement opportunities.
- MP.3) Consider the need for an urban growth boundary as part of the implementation of the Population, Housing and Residential Strategy.
- MP.4) Clarify the definition and preferred location of medium density housing in Maryborough.

Recommendations for further strategic work

- FW.1) Prepare a structure plan for the Maryborough-Dunolly Road Precinct, or as recommended by the Population, Housing and Residential Strategy.
- FW.2) Consider the preferred work that is required to support changes to the Maryborough Central Business Area Structure Plan and amend the plan accordingly.
- FW.3) Undertake further investigations into the extent of the town centres Talbot, Carisbrook, Dunolly, Bealiba, Timor-Bowenvale and Majorca to clearly identify the extent of the town centre and amend the township structure plans accordingly.

10.2 Environmental and landscape values

Clause 12 of the PPF addresses the following themes that are relevant to Central Goldfields Shire: biodiversity, water bodies and wetlands and significant environments and landscapes. There are currently no local strategies for these themes in the draft local content of the PPF.

The draft MPS identifies a range of environmental values that are important to the Shire including the Box-Ironbark ecosystem, the major creeks in the Shire and the natural landscapes associated with Paddy's Ranges and the Mount Bealiba Range. The strategies in the MPS relate to protecting and enhancing vegetation and protecting water quality in the major waterways in the Shire.

This review has identified a number of strategic gaps and emerging issues relating to environmental and landscape values, as discussed under a series of sub-headings, below.

Biodiversity

In their formal response to this review, DELWP has provided the following advice for local government in considering biodiversity values:

- Clause 12.01-1, which requires that important areas of biodiversity be identified and that planning take steps to protect and conserve these areas.
- Clause 21, which states that the MSS (now MPS) should describe biodiversity policies and protection objectives and strategies to inform zone and overlay controls;
- Tools that include reserves, zones, overlays and native vegetation precinct plans;
- There are various tools to assist in identifying areas with high biodiversity values including NatureKit, spatial layers.
- Referrals for native vegetation removal under Clause 52.17, timber production, stone extraction and under the Salinity Management Overlay (DELWP letter to Central Goldfields Shire Council 19/11/2019).

This advice means that there is an onus on Council to identify important areas of biodiversity using the tools that have been formulated by DELWP for this purpose. Most of these areas have been broadly identified in the Central Goldfields Shire Strategic Framework Plan and the MPS, but gaps exist. As mentioned in Section 8.3, the 'priority biodiversity area' identified by the NCCMA in Bealiba/ Dalyenong, is not identified in the MPS in any way. Other areas are likely to exist that have not yet been identified as part of this Review.

Moolort Plains Wetlands

The 2013 Review identified the importance of the Moolort Plains Wetlands, which have been identified as a national biodiversity hotspot in the Australian Natural Resource Atlas (ANRA, 2002), and have been identified as a 'priority wetland' by the NCCMA in its Regional Catchment Management Strategy (2013-2019). The Strategy aims to increase native vegetation around swamps on private land and improve the condition of the wetlands, as well as management actions.

DELWP's response to this Planning Scheme Review confirms that these wetlands are significant and represent important habitat for threatened species. The advice recommends that appropriate tools are used to reflect and protect the values of the wetlands (DELWP letter to Central Goldfields Shire Council 19/11/2019).

The significance of the Moolort Plains wetlands came under scrutiny in a VCAT case for a poultry farm. In *Lewis v Central Goldfields SC* [2015] VCAT 410, the Tribunal noted that the Moolort Plains have not been identified in the Planning Scheme as a significant landscape. It acknowledged, however, that Moolort was identified in the Central Goldfields Shire Heritage Review Stage 1 as an important cultural landscape.

The wetlands are now identified in the Central Goldfields Shire Strategic Framework Plan in the MPS, although they are not supported by any strategic directions in the MPS or local strategies or policies in the PPF. The development of objectives, strategies and policies for the wetlands are likely to require close consultation with the NCCMA and may require a strategic landscape assessment or plan. This work should identify the preferred policies and provisions to use to identify, protect and manage the wetlands.

Landscape values

The 2013 identified the need for greater connectivity between environmental features that are currently identified by overlays but that are not clearly mentioned in the objectives or strategies of the MSS, namely:

- landscapes associated with Cairn Curran Reservoir (SLO1);
- Talbot district volcanic rises (SLO2).

The Central Goldfields Shire Strategic Framework Plan in the MPS now identifies these areas, so they have high level spatial recognition in the MPS, which is an important change. Nevertheless, this Review re-affirms the findings of the 2013 Review that Council should prepare strategic directions and strategies for the MPS and local section of the PPF in relation to these landscape values.

Development at the urban-forest interface

The 2013 Review highlighted the need for clearer policies to guide development at the urban-forest interface. In its submission to this Review, Parks Victoria supported the need a policy to address this issue. It noted that passive surveillance at these interfaces is important and recommended the need to referencing the *Safer Design Guidelines for Victoria* (Parks Victoria letter to Central Goldfields Shire Council, 17/9/2019). These guidelines have been replaced by the *Urban Design Guidelines for Victoria*, which are referenced in Clause 15 of the PPF.

Since 2013, clearer guidance has emerged at the state level on how development should take place to manage bushfire risk at these interfaces, including guidelines for urban design and structure planning. Therefore, the need for local policies is now not as significant as it was in 2013, however some recognition of the need to address these issues at the local level as part of future structure planning is considered to still be important for the MPS and local section of the PPF.

Application of zones, overlays and provisions

At present, the MPS identifies the following implementation tools for significant landscapes in the Shire:

- *Rural Conservation Zone covering watercourses and environs and water catchment areas;*
- *Environmental Significance Overlays to ensure that low density residential and rural living development occurs on land that is not subject to development and environmental constraints;*

Whilst the intent of these directions is broadly clear, the wording is confusing and unlikely to assist Council without additional explanation. For example, water catchment areas cover much of the Shire, although applying the Rural Conservation Zone to all water catchment areas may not be appropriate. In relation to the ESO, this direction would need to be supported by various other statements of policy in order to operate properly. These directions should be revised in a way that is clearer, achievable and logical.

Decision making under overlays

There are no clear local strategies in the PPF for the application of the Significant Landscape Overlay and no policies to guide decision making under the Erosion Management Overlay or Salinity Management Overlay. It is noted that the current overlays in the Planning Scheme that relate to environment, landscapes and natural resources are effectively unchanged since the Planning Scheme was introduced in 2000, and require general review (refer also to Section of Report 'Review of Implementation Tools').

Recommendations for the MPS and PPF

- MP.5) In conjunction with relevant authorities and agencies, revise the strategic directions and strategies to support the following overlays and landscapes:
- Landscapes associated with Cairn Curran Reservoir (SLO1)
 - Talbot district volcanic rises (SLO2)
 - Moolort Plains Wetlands, drawing on information in the Moolort Plains Wetlands Investigation (NCCMA, 2011) and advice from DELWP;
 - Bealiba/ Dalyenong area, once these areas have been properly defined.
- MP.6) Identify the need to address urban-forest interfaces at the local level during the preparation of new structure plans.

Recommendations for further strategic work

- FW.4) Undertake an assessment of the Moolort Plains Wetlands in conjunction with NCCMA and DELWP to guide the development of appropriate planning tools for the Wetlands.
- FW.5) Engage with DELWP to develop an action plan to identify other vegetation assets in the Shire that have high biodiversity value so that these can be identified in the MPS and apply overlays, as appropriate.

10.3 Environmental risks and amenity

Clause 13 of the PPF addresses a range of environmental risks and amenity impacts, including climate change impacts, bushfire, floodplains, soil degradation, noise, air quality and amenity and safety. Each theme has various sub-themes that cover specific risks.

In the MPS, the directions identified are land degradation (salinity and erosion), flooding, bushfire and amenity risks to residential uses presented by industry. The MPS identifies the Erosion Management Overlay and Salinity Management Overlay as provisions to give effect to the MPS. There are no strategies in the PPF that give effect to the strategic directions of the MPS at the local level.

This Review has identified a range of strategic gaps and emerging issues relating to environmental risks and amenity values, as discussed under a series of sub-headings, below.

Climate change

State planning policies for climate change in the PPF emphasise the need for risk mitigation and adaptation strategies and the need to direct population growth to low risk locations.

Climate variability is recognised as a challenge in the Council Plan 2017-2021, however, there are no specific strategies or directions in the Plan that address the challenge that can be incorporated into the Planning Scheme.

Climate change is not identified in any way in the MPS and only Coliban Water has provided feedback on this issue as part of the Review. Coliban Water has highlighted the importance of water catchments and land management in the context of climate change (Coliban Water letter to Central Goldfields Shire Council, 12/9/2019).

Central Goldfields Shire may wish to look to the approaches taken by other councils in addressing this significant and complex issue. For example, there are a number of councils across Victoria that have attempted to address climate change through the local sections of planning schemes. At one end of the spectrum is the City of Port Phillip, which has placed climate change at the forefront of their vision for their municipality. The Port Phillip Planning Scheme has a specific vision to create a city that “produces low greenhouse emissions and is responsive to climate change issues” (Port Phillip Planning Scheme, Clause 21.01-3). It contains specific targets for reductions in greenhouse gas emissions, potable water use and waste by 2020. This is supported by objectives and strategies in the MSS, and a local policies to achieve 20% improvements in energy efficiency standards for new development and 7 Star NatHers Ratings (Port Phillip Planning Scheme, Clause 22.15-4.5).

Other regional councils such as Macedon Ranges Shire have recognised the effects of climate change in their MSS/MPS, including general recognition of how it is likely to affect agriculture.

Whilst climate change affects almost every aspect of land use and development in some way, Council may wish to consider the issue in a more strategic way in the future. Council may wish to address this specifically through the planning system, or in a broader way that also looks at Council’s functions and activities. The Central Goldfields Shire Sustainability Action Plan 2012-2020 could provide a starting point for these recommendations, however, this document is likely to require updating given that it was prepared in 2012.

Bushfire

Maryborough and Dunolly are effectively surrounded by areas of high bushfire hazard, as identified through the Bushfire Management Overlay. Other townships and rural areas are also subject to high bushfire hazard.

As part of this Review, the CFA has not offered any formal strategic advice about Council's settlement planning, or strategic directions in the MPS. They have, however, provided a list of key steps that Council can follow to reduce exposure to bushfire risks. These steps are considered to already be covered by the key provisions of the Planning Scheme that relate to bushfire risk in Clauses 13.02 and 53.02, and no further changes to the local sections of the Planning Scheme are necessary.

CFA has also advised that they are preparing a new 'traffic light' mapping process across Victoria that will identify low risk areas (green light), cautionary areas (orange light) and areas where development will be strongly discouraged (red light). This will assist councils in making decisions on planning scheme amendments. The CFA will consult with councils on this process in 2020. Central Goldfields Shire Council should actively engage with this process.

The CFA's comments on the application and operation of the Bushfire Management Overlay are discussed later in this report.

The Population, Housing and Residential Strategy contains some important directions for settlement that reflect the high bushfire risks in Maryborough, and the lower risks in the Carisbrook area. These directions should be included as high level strategic directions for bushfire in the MPS.

Council should also consider identifying general areas of bushfire hazard in some way in the Central Goldfields Strategic Framework Plan and the Maryborough Structure Plan. The preferred techniques for displaying this information should be formulated in consultation with the CFA, possibly through the implementation of the Population, Housing and Residential Strategy.

Flooding

Council has recently prepared a planning scheme amendment to give effect to the findings of the Carisbrook Flood and Drainage Management Plan (2013) and Dunolly Flood Investigation (2014). Council has prepared Amendment C031gol, which seeks to revise the application of the flooding overlays to these townships. The Maryborough Flood Study is also about to commence.

NCCMA is pursuing the preparation of 'rapid' flood studies, which are quicker and much cheaper to prepare than full floodplain studies as they do not involve the expensive calibrations associated with a full floodplain study and are based on certain assumptions. The NCCMA is commencing this work for Moliagul, Bet Bet, Talbot, Bealiba and Timor-Bowenvale.

The NCCMA has advised that Pyrenees Shire Council to the west of Central Goldfields Shire has funding for an Avoca River Flood Study, which will cover the shared municipal boundary to Archdale Junction. The study will be done in the next 12 months. It has identified the potential for a joint GC planning scheme amendment to ensure that the flooding provisions in both municipalities are consistent. The NCCMA is also seeking funding to complete flood mapping for the Avoca River to Coonoor Bridge, which would complete flood studies along the Avoca River.

Once these projects are completed and incorporated into the Planning Scheme, Central Goldfields Shire Council will have a reasonable accurate level of flood provisions in all of the townships that are at the greatest risk of flooding. There are various issues relating to the current application of the flooding overlays in the Planning Scheme. These issues are discussed in Section 12 of this report.

Soil degradation

The 2013 Review report found that Council has identified a number of sites that are potentially contaminated through past planning scheme amendment processes, but has little, if any, information about other sites or areas in the Shire that are potentially contaminated.

Potentially contaminated land is defined in Ministerial Direction No. 1 – Potentially Contaminated Land, as land used or known to have been used for industry, mining or the storage of chemicals, gas, wastes or liquid fuel (if not ancillary to another use of land).

As part of this review, the EPA has advised that they have released the Victoria Unearthed mapping tool, which provides records of business listings, Environmental Audit Overlays and EPA data including sites on the priority sites register, environmental audits, EPA licensed sites, landfills and locations of groundwater quality restricted use zones (EPA letter to Central Goldfields Shire Council 18/9/2019).

This mapping tool has been checked as part of this review, and it appears that this tool will substantially increase the ability of planners to properly identify former and active industrial sites. This will, in turn, also assist Council in addressing the requirements of Clause 13.04-1S for planning permit applications and Ministerial Direction No1 – Potentially Contaminated Land for planning scheme amendments that could be affected by potential contamination.

Given the extensive industrial and mining history of the Shire, this tool should be checked when all planning permit application files are prepared, alerting the planner to potential risks for sensitive uses. In its submission, the EPA has identified a checklist of other information that should be considered in identifying potentially contaminated land.

Erosion and landslip are issues that have not been the subject of any strategic planning work by Council or other authorities in any detail for a long period of time. In the short term, the priority areas of investigation relating to erosion and landslip appear to be in the areas identified for future greenfield development in Population, Housing and Residential Strategy, namely:

- the Maryborough-Dunolly Road area;
- Carisbrook area.

These issues can be addressed as part of structure plans or similar plans for these areas. It is noted that both of these areas are currently affected by the Salinity Management and Erosion Management Overlays.

Noise and air quality

Noise and air quality are issues that are not currently mentioned in the MPS or local section of the PPF. No specific issues have been raised as part of this review, although they have been key issues in number of VCAT cases relating to the poultry industry. Noise and air quality issues are usually linked closely with issues relating to land use conflict and interfaces. These issues are discussed in the section of this report relating to 'natural resource management' and 'industry'.

Amenity and safety

Amenity and safety are considered under two themes in the PPF: land use compatibility and major hazard facilities. Land use compatibility is discussed later in this report in relation to the Carisbrook/Flagstaff area.

There are no major hazard facilities in Central Goldfields Shire, and this review has not been made aware of any proposals for such facilities. Therefore, there is no need to address major hazard facilities at this time.

Recommendations for the MPS and PPF

- MP.7) Identify bushfire risks as a key driver for the Maryborough, and the lower risks in the Carisbrook area as strategic directions in the MPS.
- MP.8) Identify general areas of bushfire hazard in some way in the Central Goldfields Strategic Framework Plan and the Maryborough Structure Plan.
- MP.9) Recognise salinity and erosion associated with future greenfield development in Maryborough and Carisbrook as 'further strategic work'.
- MP.10) Include the implementation of flood studies for Maryborough, the Avoca River and Moliagul, Bet Bet, Talbot, Bealiba and Timor-Bowenvale as 'further strategic work' in the MPS.

Recommendations for further strategic work

- FW.6) Consider how best to address climate change through the planning system, potentially as part of a broader investigation that also looks at Council's other functions and activities.
- FW.7) Once prepared, review the findings of the CFA's 'traffic light' bushfire mapping process and consider the implications for the Planning Scheme.

Recommendations for statutory planning

- PP.5) Introduce an appropriate mechanism to ensure that the Victoria Unearthed mapping tool is checked for potentially contaminated land when new planning permit application files are prepared.

10.4 Natural resource management

Clause 14 of the PPF is divided into three main themes: agriculture; water and earth and energy resources. Each theme is further divided into sub-themes that address specific issues.

The MPS contains a number of strategic directions that aim to protect the viability of natural resources, with an emphasis on agriculture and horticulture. These directions are supported by three strategies in the local section of the PPF that encourage the development of poultry abattoirs and finished poultry processing and minimising the effects of effluent on adjacent land and waterways.

This Review has identified various strategic gaps and emerging issues relating to the main natural resource management themes, as discussed under a series of sub-headings, below.

Protection of agricultural land

Clause 14.01-1 of the PPF provides strong and clear policy direction for Council to consider planning applications for dwellings in rural areas. The MPS also contains appropriate strategic directions to broadly identify and protect agricultural land. At present, the Central Goldfields Strategic Framework Plan identifies three areas of irrigated agriculture, high quality cropping land and coping land for stockfeed.

The key planning issues for Council are considered to be:

- determining what land is 'productive' at the local, regional and state levels, noting that the productivity of land varies between these contexts;
- deciding upon what information should be provided by applicants to support applications;
- determining how to balance competing planning objectives at the local level and whether different outcomes are sought for different areas.

As part of this review, data for dwelling construction and other applications was not able to be analysed by zone, however, there is not considered to be significant pressure for dwellings in the Farming Zone. Nevertheless, Council continues to receive applications for dwellings and Council's planners have advised they would benefit from additional guidance on the above matters. These issues are likely to be most appropriately addressed through a rural land study.

As identified in the 2013 Review, the areas identified in the 'Central Goldfields Strategic Framework Plan' as being high quality cropping land are located substantially within parts of the Moolort Wetlands. How agricultural uses can co-exist with the environmental values of the wetlands is an unresolved issue, as previously discussed in this report. This area should be the subject of further assessment and discussions with NCCMA and DELWP, as identified previously in this report.

Sustainable agricultural land use

Intensive animal industries are an important sector of the Shire's economy. Nevertheless, Council has found that resolving a number of applications for new poultry farms particularly challenging and many applications for these uses have proceeded to VCAT since 2013. These include:

- Ophir Poultry Pty Ltd v Central Goldfields SC [2013] VCAT 428, which highlighted some strategic issues relating to land use conflict in the Carisbrook area.
- Towers v Central Goldfields SC [2017] VCAT 376, in which VCAT overturned Council's decision to refuse an application under the provisions of the Farming Zone and Council's local planning policy for agriculture at Clause 22.04.
- Lewis v Central Goldfields SC [2015] VCAT 410, in which Council supported an application for a 380,000 bird broiler farm near existing broiler farms on the Moolort Plains in Strathlea, however, the Tribunal found that Council's decision should be set aside based mainly on compliance with the Code for Broiler Farms.
- Grandview Poultry Pty Ltd v Central Goldfields SC (Corrected) [2017] VCAT 2090, where Council refused a scaled back application on the above appeal site, but the Tribunal overturned Council's decision, finding significant state and local policy support for agriculture.

This is an area that requires further strategic work by Council for the following reasons:

- they represent a relatively high proportion of the Shire's VCAT cases;
- the cases are complex and consume a high level of Council resources;
- the cases have often had to consider strategic location, siting and separation distance issues;
- the sector is important for the local economy and a higher level of guidance would assist applicants and the general community in understanding where they should be located.

Whilst the MPS and PPF currently contain broad support for these industries, they should be strengthened in relation to the preferred locations of intensive animal industries, rural industry and other rural uses. It is acknowledged that planning strategically for these uses will be challenging, however, the most appropriate way is for them to be explored and identified through the preparation of a rural land study.

This approach would also acknowledge the fact that clearer and more rigorous permit requirements are now in place for some animal industries that formerly may not have required planning approval introduced as part of VC150 (September, 2018). The need to give consideration to separation distances for animal industries is also identified by the EPA in their submission to this review (EPA letter to Central Goldfields Shire Council 18/9/2019).

As part of this review, Council has also reported conflict between dwellings and intensive animal keeping. It has also noted demand for greyhound keeping and training in rural areas. These issues are not addressed in any way in the local sections of the MPS and PPF. There is an opportunity for a rural land study to also provide strategic guidance on these uses.

Water

Goulburn Murray Water, which manages water supplies for irrigation and other purposes across northern Victoria, has raised the following issues:

- unsewered development and building construction in close proximity to waterways;
- unsewered industrial development in Carisbrook;
- poor quality land capability assessments;
- coverage issues and permit exemptions under Environmental Significance Overlay (ESO1), as discussed later in this report under 'implementation tools'.

Coliban Water, which provides water and sewerage to the northern part of the Shire, has raised the following issues in relation to water (Coliban Water letter to Central Goldfields Shire Council 12/9/2019):

- unsewered development in areas around Dunolly and historical small lot subdivisions around Bealiba;
- general catchment health for the Loddon and Laanecoorie water supply catchments, including the need for environmental and landscape enhancement;
- effects of unplanned and incremental changes in rural land use on catchment health.
- construction of dams for non-agricultural land uses;
- compliance and monitoring for septic tanks and the need to resource the Domestic Wastewater Management Plan;
- application of Township Zone is often unsuitable for unsewered small lots in townships.

Central Highlands Water, which provides water and sewerage to Maryborough and water supplies to the southern and central parts of the Shire, has provided the following advice in relation to water (Central Highlands Water letter to Central Goldfields Shire Council 2/10/2019):

- decision guidelines of ESO1 do not recognise or involve Central Highlands Water;
- request for the Maryborough Integrated Water Management Plan, which was developed in partnership with Council, to be included as a Reference Document in the Planning Scheme;
- request for Central Highlands Water to be included in strategies in relation to Tullaroop Reservoir.

Most of these issues are considered to be sufficiently address through the current strategic directions in the MPS and the strategy in Clause 13.02-2L with the exceptions of dams and land use change in rural areas, which should be addressed through a rural land study.

It is likely that the most effective ways to address effluent disposal issues is through the proper application of overlays and effective functioning of referrals and advice from the water authorities. The application of appropriate zone and overlay controls to small townships and old and inappropriate subdivisions is also important. These matters are discussed in the 'implementation tools' section of this report.

A number of these issues, such as compliance and monitoring for septic tanks, need to be addressed by other department of Council through Domestic Wastewater Management Plan.

Recommendations for the MPS and PPF

MP.11) Identify issues relating to the following land use issues in the MPS:

- greyhound keeping and training;
- dams and unplanned and incremental change in rural areas.

Recommendations for further strategic work

FW.8) Prepare a rural land study that:

- reviews the existing agricultural sector, emerging trends and influences, including climate change;
- spatially identifies areas of agricultural land that is productive at the local and regional level;
- identifies existing clusters of agricultural land uses and activities;
- identifies preferred areas for intensive animal industries, rural industry and animal training;
- makes recommendations for the application of rural zones and zone schedules;
- makes recommendations for Council policies relating to dwellings, subdivisions, excisions and other uses in rural areas;
- identifies information that should be required from applicants in order to make proper decisions;
- identifies old and inappropriate subdivisions where the Restructure Overlay (RO) should be applied.

10.5 Built environment and heritage

Clause 15 of the PPF contains objectives and strategies that relate to urban design, building and subdivision design, neighbourhood character, sustainable development and heritage.

The MPS contains strategic directions that relate mainly to its goldfields heritage and the appearance of industrial areas and the CBA. There are no local strategies in the PPF that relate to the built environment and heritage.

This Review has identified a range of strategic gaps and emerging issues relating to the built environment and heritage, as discussed under a series of sub-headings, below.

Urban design

Council has prepared Urban Design Frameworks for Dunolly (2002), Carisbrook (2003), Maryborough (2005) and Talbot (2009), although their findings are yet to be implemented in the Planning Scheme. The Council Plan contains an initiative to update the Urban Design Frameworks. These plans are also 10-20 years old, which means that they may be too old to accurately reflect contemporary needs or enjoy community ownership or relevance.

The 2013 Review provided a summary of strategic recommendations arising from the Urban Design Frameworks (Centrum Town Planning, 2013). These recommendations provide a starting point for determining how they should be reviewed. Once the reviews have been completed, the township structure plans in the MPS are likely to provide the ideal place to communicate the findings of the frameworks, together with strategic support in the MPS and PPF, as appropriate. The draft provisions that were prepared following the 2013 Review adapted some of the content from the Urban Design Frameworks into local provisions.

As it relates to the major town in the Shire, a review of the Maryborough Urban Design Framework is the document that should be treated as the highest priority for Council. If resources are limited, the review could focus on the Central Business Area, or be expanded to address building and subdivision design matters (refer to section below).

Highway entrances

As part of the consultation for this Review, Council's planners identified the appearance of unattractive industrial uses at the gateways to towns as an urban design issue that requires investigation. The 'Maryborough Structure Plan' currently identifies the township entrance on Maryborough-Dunolly Road and Pyrenees Highway from Castlemaine as city entrances whose appearance is important, however, other township entrances are not identified on this plan in any way.

This review has not revealed any development activity in these areas. Responding to these issues through the Planning Scheme is considered to be an 'ideal' rather than 'necessary' project and there are various ways that this work could be done, depending on priorities and resources. For example, the issues could be explored as part of a review of the Maryborough Urban Design Framework, or through a separate landscape or urban design assessment of highway entrances.

To ensure the best outcomes, the scope of this work should include private and public land, including road reserves. The planning and design elements of this project could also be associated with other planning work that is undertaken by Council's infrastructure and parks departments and VicRoads.

There may also be benefit from Council working directly with landowners to improve the appearance of some individual sites.

Neighbourhood character

The Planning Scheme currently lacks local strategies and policies that provide local expression for the state planning policies in relation to existing or preferred neighbourhood character. As part of the Review process, Council officers have raised the need for some additional guidance to assess multi-unit dwelling applications. This guidance could take a variety of different forms, including the use of zones, overlays, local policy or guidelines that sit outside the planning scheme.

This Review has given consideration to these issues and has concluded that there is unlikely to be sufficient infill building activity that would justify the development of such guidelines, even though they would be a useful tool. The substantial coverage of the Heritage Overlay in central Maryborough, where the Planning Scheme aims to encourage medium density housing, means that design guidelines for heritage areas (as recommended below) will significantly assist Council and applicants in resolving design issues in these areas.

Council should therefore monitor infill development activity and re-consider this issue if the level of applications rises in the future or following the refinement of the Heritage Overlay (refer to the discussion below under 'heritage').

Signage

There have been a number of appeals to VCAT over signage and various other signage applications have raised challenges for Council in recent years. According to Council planning officers, Council and the community would benefit from additional policy guidance in relation to signage, particularly in the Maryborough CBA and near town entrances. In 2013, Council developed and considered a draft policy for 'promotion signs', however, the policy was not formally adopted.

This review has found that Council is likely to benefit from more detailed signage policies in the Planning Scheme. In order to have statutory weight, these should be included in the Planning Scheme, either as policy guidelines, a policy document or incorporated document. Various councils have incorporated such policies in their planning schemes, particularly councils with extensive heritage areas.

Energy and resource efficiency

This theme of the PPF is closely linked with the earlier discussion on 'climate change', though has a particular focus on building and subdivision design. This Review does not recommend a particular approach to addressing this issue. Instead, the preferred approach should be determined by Council's objectives and priorities, as expressed through the Council Plan.

If Council chooses to implement changes in the Planning Scheme to address this policy at the local level, there are various options that could be considered. For example, Greater Bendigo has attempted to address climate change through the development of a local planning policy for environmentally sustainable development (Greater Bendigo Planning Scheme, Clause 22.10). This policy applies to most accommodation and non-residential development and aims to improve building designs at an early stage to improve energy efficiency, water quality, and amenity.

Heritage

Heritage is a strong part of the Shire's identity, and this is strongly reflected in the MPS. Heritage does, however, require significant resources and effort to manage well through the planning system. Council has completed heritage studies for most of the areas in the Shire and has undertaken a consolidated review of these studies (Rowe, 2005), but the further implementation of the studies in the Planning Scheme is yet to occur.

In the short term, the priority for Council should be in ensuring proper identification of heritage assets through the heritage overlay, as resources allow. It should proceed with the recommendations of the Heritage Review Stage 1 (2005), which found that the Heritage Overlay in Maryborough should be revised, and eight new heritage precincts created subject to further investigations. The Review also identified 49 identified heritage places not covered by the overlays. As part of this review, Council has indicated that a review of the Heritage Overlay in Maryborough is its priority. It is agreed that this where Council's priorities should be focused.

Since the Heritage Review was prepared, many councils across Victoria have sought to provide a finer level of control in heritage precincts. The aim of these initiatives has generally been to reduce permit requirements for developments that will have minimal impact on heritage areas. Council should strongly consider this approach if it has sufficient resources to prepare the necessary mapping and incorporated documents.

The Heritage Review also recommended that 'objectives and policies' be prepared for all heritage precincts. Councils are also providing greater policy guidance for new development and change in heritage areas in the form of heritage guidelines or local policies in the Planning Scheme. Again, Council should strongly consider the development of these policies or guidelines if resources allow.

There are a number of examples of heritage policies in other planning schemes that could be used as a guide. For example, Mount Alexander's Local Planning Policy at Clause 22.01 provides useful policy guidance for most forms of development and change. An example of a policy that is more extensive and visual are the *City of Greater Bendigo Heritage Design Guidelines (2015)*.

Recommendations for further strategic work

- FW.9) Develop signage guidelines and implement them in the Planning Scheme as policy guidelines, a policy document or incorporated document.
- FW.10) Implement the findings of the Heritage Review Stage 1 (2005), with a focus on reviewing the Heritage Overlay in Maryborough.
- FW.11) Develop heritage guidelines and include them in the Planning Scheme as policy guidelines, a policy document or incorporated document.
- FW.12) Consider how best to develop urban design and landscape guidance for the City's highway entrances, in consultation with other Council departments.
- FW.13) Consider how to best develop policies for energy and resource efficiency in new buildings in the context of broader climate change initiatives by Council.
- FW.14) Monitor infill development activity and consider the need for neighbourhood character guidelines as part of future planning scheme reviews, or following a review of the Heritage Overlay.
- FW.15) Consider the development of policies or guidelines that provide exemptions for certain low-impact works or development of non-contributory building in heritage precincts.

Draft

10.6 Housing

Clause 16 of the PPF aims to provide for housing diversity and housing affordability in close proximity to infrastructure. The objectives and strategies are divided into a series of sub-themes.

The strategic directions of the MPS identify affordable housing as a strength of the Shire, and the need to provide 'innovative' housing.

This Review has identified a range of strategic gaps and issues in relation to housing that are discussed under a series of sub-headings, below.

Residential development

As discussed in the 'settlement / urban consolidation' section of this report, there is a need to better identify potential development and re-development sites in the Maryborough urban area. These should be shown on the Maryborough Structure Plan.

Council's planners have advised that aged care accommodation is a sector where Council is likely to require additional strategic direction in the future. This is confirmed by recent major investments in aged care and retirement facilities in Maryborough. Again, these opportunities could be shown on the Maryborough Structure Plan, and may be best identified as part of a housing strategy or similar piece of work.

Rural Living

The Population, Housing & Residential Strategy (2020) found that the Shire has a 'substantial' supply of rural living land (625 vacant lots – 39% of the supply) and that this is a relatively large supply when compared with other local government areas. It found that from 2010 to 2019, eight dwellings per annum were constructed on Rural Living and Low Density Residential zoned land, and that 65% of construction was relatively close to Maryborough (Spatial Economics, 2020, 29). It is noted that this equates to approximately 78 years of land supply.

In its recommendations, the Strategy found that many areas zoned Rural Living that are remote from Maryborough are unlikely to be popular and found that these areas may not be appropriate for housing due to bushfire risks, servicing and environmental costs. It recommended that Council consider changes to the zoning of these areas, including the potential application of the Rural Conservation Zone (Spatial Economics, 2020, 47). The Strategy found that there are limited options available for people seeking large but manageable lots near Maryborough and Carisbrook. It recommended that this form of living be investigated as part of a Housing Strategy for Maryborough / Carisbrook.

The PPF recognises rural living is a viable form of residential development, however, the locations need to be well justified in terms of protection of agricultural land, services, environmental impacts and proximity to towns.

The Review has not investigated rural living zoned land in detail, however, the Population, Housing & Residential Strategy (2020) provides a good starting point for Council to further investigate the rural living and low density residential zones. It is highly likely that the Rural Conservation Zone should be applied to some Rural Living zoned land to reflect its environmental and landscape values. These areas should be identified and investigated as a component of a Rural Land Study, so that the agricultural values of the land can also be properly assessed.

This review agrees that it is highly likely that the Low Density Residential Zone could be applied more extensively near Maryborough and Carisbrook. In consider the use of this zone, Council must consider the matters set out in the Planning Practice Note for Rural Residential Development (Planning Practice Note 39).

One of the important strategic planning considerations for Council is whether this form of development will impede proper long-term growth at normal urban densities. If therefore should be investigated as part of any structure planning for these towns. As part of this process, Council could have difficulty in demonstrating the strategic justification for the use of the Low Density Residential Zone unless it has identified sites to remove from the Rural Living Zone, as land supply is calculated on a municipal rather than area basis (refer to Clause 11.02-1S).

Recommendations for the MPS and PPF

MP.12) Identify the need to provide a more diverse mix of rural living opportunities that are located closer to key towns such as Maryborough and Carisbrook.

MP.13) Identify the need to review existing rural living zoned land with a view to applying more appropriate zone provisions.

Recommendations for further strategic work

FW.16) Identify key infill residential development and re-development sites in Maryborough that are suitable for housing.

FW.17) Identify Rural Living zoned land that should be rezoned to the Rural Conservation or other zones as part of a Rural Land Study.

10.7 Economic development

Clause 17 of the PPF aims to provide a strong and innovative economy. The objectives and strategies are divided into four key sub-themes: employment, commercial, industry and tourism.

The strategic directions of the MPS focus on Maryborough's retail sector, industrial development and tourism. The local strategies in the PPF relate to business, out-of-centre development and industrial land supply and siting.

This Review has identified a range of strategic gaps and issues in relation to economic development, as discussed under a series of sub-headings, below.

Employment

Clause 17.01 of the PPF aims to strengthen and diversify the economy. It contains a regional section for Loddon Mallee South that aims to support tourism, renewable energy, resource recovery, green industries, earth resources and manufacturing and food processing. All of these uses are part of Central Goldfields Shire's economy and all have the potential to grow. These uses are addressed in more detail in other parts of the Planning Scheme, and there is little need for any local expression in the PPF at this point in time.

Commercial

To date, Council has not prepared any form of retail or commercial strategy for the municipality. The 2013 Review noted that, in the 2000-2013 period, there were a number of substantial public and private investments in the Maryborough CBD. It also highlighted the findings of the C12 Panel Report, which identified a number of weaknesses in the Planning Scheme. The 2013 Review recommended that Council prepare a commercial land strategy for Maryborough to understand land supply and demand issues and develop appropriate strategies and actions.

The PPF currently contains appropriate strategies to discourage out-of-centre retail development and limit commercial zones outside the Maryborough CBA. Nevertheless, this Review has found the following strategic issues in relation to commercial land in the Planning Scheme:

- the need for Council to better understand likely future commercial floorspace demand;
- whether the extent of the Commercial and Mixed Use Zones in the Maryborough CBA are accurate and appropriate, noting that some anomalies appear to exist;
- how 'out-of-centre' development should be defined in the context of Maryborough, noting that this is crucial to the proper operation of the strategies in Clause 17.021L;
- where large format retailing should be encouraged in Maryborough;
- where trade supplies outlets should be encouraged;
- whether, and on what basis, small scale shopping opportunities should be allowed outside the Maryborough CBA;
- whether there are any issues associated with commercial uses in the Dunolly, Carisbrook, and whether the current extent of the Commercial 1 Zone is appropriate;

- whether there are any issues with commercial uses under the Township Zone in small towns such as Talbot and Bealiba.

Since 2013, there have been few major commercial developments or land use pressures in the Maryborough CBA or other town centres in Central Goldfields Shire that suggest that resolving these matters should be a high priority for Council. Nevertheless, Maryborough is a sub-regional commercial centre that plays a significant role for the community and businesses in the Shire. The development of a strategy for commercial land should therefore be identified as ‘further strategic work’ that should be undertaken over the medium to longer term. Council should monitor development activity closely and elevate the importance of this work if major development proposals emerge or requests are received to rezone land.

Maryborough Central Business Area Structure Plan

This plan plays a key role in explaining Council’s vision for change in the Maryborough CBA, and to support the strategic directions in the MPS. This Review has identified the following issues with the Plan:

- the content of the Plan, and its vision for the CBA, is at least 20 years old;
- there is a need to better define preferred roles of precincts in the Plan, particularly the large ‘commercial redevelopment’ precinct;
- there is lack of a clear relationship between the precincts in the Plan and the application of the Commercial 1, Commercial 2 and Mixed Use Zones.

These matters could be addressed as part of a commercial land strategy, or revisions to the Maryborough or CBA Urban Design Framework.

Industry

Industrial land continues to present a range of complex planning problems for Council. Long-standing issues associated with industrial land in the Shire are focused on Maryborough, Flagstaff and Carisbrook. Issues include:

- close proximity of industrial zones to residential zoned land in a range of locations;
- small, isolated pockets of industrial land in Maryborough;
- inability for long-standing industrial uses to meet EPA guidelines for separation distances from sensitive uses;
- presence of dwellings in industrial zones;
- potentially contaminated land;
- poor visual appearance of some industrial areas.

Furthermore, there are a number of strategic issues that require further research by Council:

- significant amounts of broadacre, industrial zoned, land in Flagstaff and Carisbrook;
- lack of important utility services for broadacre land, particularly reticulated sewerage;

- lack of a proper understanding of demand for smaller, serviced industrial lots;
- lack of direction about what lot sizes should be encouraged in various locations;
- the future re-use of several major vacant or under-utilised industrial sites;
- Council ownership of large parcels of land.

Some, but not all of these issues, are currently identified in the MPS. The MPS would benefit from a fuller and more accurate picture of the issues relating to industrial land.

Together, it is considered that a comprehensive industrial land strategy is the most appropriate way to properly understand these issues and resolve them in a meaningful way. This will help Council in understanding how to resolve key questions relating to land supply and demand, interfaces, separation distances, and policies for new industrial land use and development. This work would inform changes to the MPS and PPF at the local level. This project is considered to be a high priority for Council.

In their submission to this Review, the EPA has raised the following points in relation to industrial land:

- the importance of separation distances;
- the fact that separation distances apply to off-site odour and dust emissions but not noise, vibration and other air pollutants;
- the need to consider the 'agent of change' principle when separation distances are varied;

These issues are considered to be well covered in the state section of the PPF and should be the subject of local strategies and policies following the completion of an industrial land strategy. The EPA has also advised that policy reform that is underway at the state level that involves:

- strengthening the mechanisms that establish and maintain buffers to separate conflicting land uses;
- avoiding encroachment problems;
- helping to manage health, safety and amenity impacts; and
- ensuring integration with EPA regulatory requirements.

It is recommended that Council monitor these reform processes closely and prepare submissions that will assist Council in its consideration of industrial land issues.

Carisbrook-Flagstaff area

The land that lies between the eastern edge of the Maryborough urban area and Carisbrook has emerged as an area of major land use conflict in the Shire. The area has large areas of land zoned Farming, Rural Living and Industrial 1, and is divided by the Pyrenees Highway. It is broadly bounded by Rural Conservation Zoned land to the west, the Carisbrook urban area to the east, Bucknall Street to the north and Williams Road to the south.

The area exhibits many of the problematic issues identified in the previous section of this report on 'industry'. In addition, it has the following specific attributes:

- pockets of Low Density Residential Zone land surrounded by Industrial 1 Zone;
- various under-utilised former industrial sites;
- recent subdivision activity in the Industrial 1 Zone;
- emerging highway-focused commercial uses on the Pyrenees Highway;
- an active transfer station, former landfill and other resource recovery uses in the Farming Zone in the southern part of the area.
- presence of vegetated crown land and the Bushfire Management Overlay at the eastern edge of Maryborough;
- large areas of land affected by the Salinity Management Overlay and Erosion Management Overlay;
- large areas of land affected by the Environmental Significance Overlay (ESO2) to protect the former Penney and Lang Abattoirs abattoir.

At present, there is little recognition of these issues in the MPS. Clause 17.03-2L of the PPF contains a strategy to facilitate 'compatible' industries within buffer areas at the former Penney and Lang Abattoirs.

Since the last review, Council has considered a number of difficult planning permit applications on or near industrial land in this area. These have included:

- an application for a hay processing facility in the Industrial 1 Zone in Flagstaff, which received objections from the owners of nearby dwellings and was refused by Council;
- an application for a 10 lot subdivision in the Rural Living Zone in Carisbrook, which was refused by Council for a range of reasons including lack of separation distances to the nearby Industrial 1 Zone; and
- an application to expand a poultry farm in the Farming Zone (subject to two VCAT applications identified previously in this report).

Council should consider preparing a 'land use framework plan' for this area in an attempt to provide clear direction for:

- the extent of existing uses that require separation distances;
- the types of uses that should be encouraged in particular areas, and which should be discouraged;
- areas that should be preserved for land uses with large buffer requirements;
- the general form of new development on the Pyrenees Highway;
- the future of existing parcels of Low Density Residential Zone land;
- how interface issues should be addressed in different scenarios (e.g. landscaping, physical separation, site management conditions);

- changes to zones and overlays in the Planning Scheme, including the relevance and content of the Environmental Significance Overlay (ESO2).

This Plan should be commenced following, or as part of, the Industrial Land Study, so that there is clear direction about whether it is appropriate for industrial land to be rezoned from a land supply and demand perspective.

Tourism

The MPS currently identifies tourism as an important and growing industry for the Shire and mentions a number of key places and activities. These strategic directions are broadly appropriate, however, they may need to be updated to reflect the findings of Council's recent Economic Development and Tourism Strategy (2020), once this is finalised. For example, Council may wish to note the importance of events to the Shire, and the importance of the accommodation sector, as these matters are currently not mentioned in the MPS.

As discussed in the 'strategic influences' section of this report, the Goldfields Heritage Development and Opportunity Project involves a bid for World Heritage Listing for the Shire. If successful, the implications of the bid for the Planning Scheme may require further investigation.

The 'Golden Way touring route' on the Central Goldfields Strategic Framework Plan is not supported by any content in the MPS. Some recognition of the route should be made in the MPS or the route should be removed from the Plan.

Recommendations for the MPS and PPF

- MP.14) Update the MPS with a fuller and more accurate set of industrial land use issues.
- MP.15) Incorporate relevant elements of the Economic Development and Tourism Strategy in the MPS, as appropriate.
- MP.16) Recognise the 'Golden Way touring route' in the MPS or remove it from the Central Goldfields Shire Strategic Framework Plan.

Recommendations for further strategic work

- FW.18) Prepare a commercial land strategy for Maryborough and update the Maryborough CBA Structure Plan, as appropriate.
- FW.19) Prepare an industrial land strategy for Maryborough and other parts of the Shire;
- FW.20) Prepare a land use framework plan for the Carisbrook-Flagstaff area following, or as part of, an industrial land strategy.

10.8 Transport

Clause 18 of the PPF aims to provide an integrated and sustainable transport system. The objectives and strategies are divided into the following sub-themes relevant to Central Goldfields Shire: integrated transport, movement networks, airports and freight.

The strategic directions of the MPS focus on Maryborough's highway and public transport infrastructure, and the Maryborough Aerodrome.

This Review has identified a range of issues and strategic gaps in relation to transport, as discussed under a series of sub-headings, below.

Integrated transport

The urban areas of the Shire's towns are well established and land use largely reflects the historical settlement patterns of each town. Council has not prepared or adopted any structure plans, framework plans or similar studies over the past 20 years that attempt to co-ordinate land use and transport. Recently, however, it has commenced the 2020 Integrated Transport Strategy which aims to promote land-use and transport choices that are sustainable and reduce journey times and distance by concentrating development in activity and neighbourhood centres close to public/active transport routes.

This Strategy is in its early stages and its findings are not yet known, although it is understood that they will have a land use planning component. This Strategy should be implemented in the Planning Scheme in some way to provide important local direction for achieving the integrated transport strategies of the PPF. It is noted that other councils in Victoria have successfully incorporated similar plans into their MSS / MPS.

Movement networks

The Central Goldfields Shire Walking and Cycling Strategy 2017-2026 (2017) identifies various on-road and off-road walking and cycling routes in Bealiba, Carisbrook, Dunolly and Maryborough. It ranks the paths into 'high, medium and low' priorities. There are 'high' priority paths in each town. Approximately 15 out of the 30 projects are located in Maryborough.

This Strategy is of sufficient importance for Council planning and new development to be recognised in the Planning Scheme as a 'Background Document', with the potential for it to also be identified in policy in the local section of the PPF. This will help to ensure that Council planners can plan for, and safeguard opportunities for, these projects when new development applications are received. The planners will need to obtain specific advice through referrals to, and liaison, with Council's infrastructure and recreation departments. In order for the planners to identify the projects at an early stage in the planning process, Council would benefit from a map showing the location of the different projects in each town.

There is a significant opportunity identified in various regional strategies to improve train services between Maryborough and Ballarat (refer to Section 8). This issue is of sufficient importance to be identified in a more explicit way in the MPS.

Future Maryborough Bypass

The reservation for a future bypass road to the south of Maryborough for a heavy vehicle bypass is substantially in place, although land still needs to be acquired at the eastern end of the route. This land is affected by the Public Acquisition Overlay (PAO). The timing of possible construction of this bypass is unknown. VicRoads did not provide formal comment on the Planning Scheme review.

It is understood that Council has received enquiries about the development of some land that has not yet been formally acquired for buildings and it is understood that the land would usually be acquired at the subdivision stage. This is a complex issue that will require direct discussion between landowners, VicRoads and Council. Any resolution of the issue is likely to depend on the nature of the proposal and conditions or agreements that can be struck with the landowners as part of the permit application process.

None of the strategic plans for transport in the region, including the Central Highlands Regional Transport Strategy (2014), identify this bypass route in any way. Further discussion is required with VicRoads about the future of the bypass, so this can be reflected in the Planning Scheme. Ideally, the Planning Scheme would give some indication about when the construction of the Maryborough Heavy Vehicle Bypass will need to be seriously considered, based on current rates of development, together with major land use planning issues that will need to be resolved for this initiative. These could include land acquisition, vegetation removal, rail crossings and major intersections. The preparation of a revised Maryborough Structure Plan would be an ideal time to explore these issues.

Airports

Maryborough Aerodrome is located to the west of Maryborough. There is a Design and Development Overlay in the Planning Scheme that attempts to manage both buildings and works and the impacts of aircraft noise. The Aerodrome is located on crown land that is managed by Council.

Council faces some difficult non-planning related issues relating to the management, leasing and finances associated with the Aerodrome. In August, 2019, Council formally resolved to 'revoke' the Maryborough Aerodrome Masterplan (Central Goldfields Shire Council, 2012), which included some recommendations about the planning provisions that apply to the land. Council's resolution also included downgrading its role from a 'Registered Aerodrome' to an 'Aircraft Landing Area' (Minutes of Ordinary Council Meeting, 27/8/2019).

From a state planning perspective, Clause 18.04-1S aims to protect airports and airfields. The PPF anticipates that airports and airfields are well planned from a land use and development perspective including the use of the Airport Environs Overlay (AEO) to manage noise impacts. It is unclear whether the PPF is intended to include 'Aircraft Landing Areas', noting that there are reduced civil aviation requirements associated with an 'Aircraft Landing Area'. It is unclear as to how this status may influence the need for planning provisions, although, irrespective of its management status, the Aerodrome will continue to be an important local transport infrastructure.

Council has not yet prepared a revised vision and plan for the Airport, and it is evident that other issues need to be resolved before this occurs. The draft MPS currently identifies ‘recreational’ and ‘commercial’ opportunities at the Aerodrome. These statements should include references to ‘protection’, to give strategic support to the existing Design and Development Overlay (DDO2).

The MPS should be updated following the outcomes of any future strategic assessment of the Maryborough Aerodrome. As recommended in 2013 review, the Design and Development Overlay (DDO2) that applies to land around Maryborough Aerodrome should be reviewed at this time. These matters are also discussed in the ‘implementation tools’ section of this report.

Recommendations for MPS and PPF

- MP.17) Recognise the findings of the Central Goldfields Shire Walking and Cycling Strategy 2017-2026 (2017) as policy in the local section of Clause 18.02-1S and as a Background Document in the Schedule to Clause 72.08.
- MP.18) Include a strategic direction in the MPS and PPF to ‘protect’ the Maryborough Aerodrome.
- MP.19) Implement the findings of the Integrated Transport Strategy (2020) in the MPS and PPF, as appropriate.

Recommendations for further strategic work

- FW.22) Prepare a map showing the recommendations of the Central Goldfields Shire Walking and Cycling Strategy 2017-2026 (2017) for use in the planning department and for internal referrals.
- FW.23) Engage with VicRoads to provide basic information about planning issues associated with the Maryborough Heavy Vehicle Bypass in the Planning Scheme, including timing, vegetation removal, rail crossings and major intersections, potentially as part of a review of the Maryborough Urban Design Framework.
- FW.24) As part of any future strategic assessment of Maryborough Aerodrome:
 - review the strategic directions in the MPS and policies in the PPF;
 - review the Design and Development Overlay (Schedule 2);
 - investigate the potential to apply the Airport Environs Overlay (AEO).

10.9 Infrastructure

Clause 19 of the PPF aims to plan for physical, social and development infrastructure. The objectives and strategies are divided into three sub-themes: energy, community infrastructure, development infrastructure.

The strategic directions of the MPS are general and focus on the lack of sewerage in townships.

This Review has identified a range of issues and strategic gaps in relation infrastructure, as discussed below under series of sub-headings that match with the sub-clauses in Clause 19 of the PPF.

Energy

Renewable energy is specifically encouraged for the Loddon Mallee South region in Clause 17.01-1R of the PPF.

According to Council, the opportunities for major solar farms are likely to be limited in the Shire as it is located away from major electricity transmission lines, however, there may be opportunities for smaller scale facilities in the Shire's rural areas. At least one planning permit for a solar farm has recently been approved by Council in Carisbrook (Application 065/18).

The MPS and local section of the PPF do not currently identify any areas where renewable energy facilities are to be encouraged, or policies that may assist in decision making. Council may wish to consider such responses in its broader consideration of 'sustainability' matters. Until this time, it is unlikely that appropriate strategic directions or policies can be developed for inclusion in the Planning Scheme.

Community infrastructure

The MPS and local section of the PPF currently contain no strategies or policies relating to:

- health facilities;
- education facilities, including childcare, kindergarten, primary and secondary schools;
- cultural facilities;
- social and cultural infrastructure, including sporting facilities;
- emergency services.

At present, most of the key community infrastructure facilities in Maryborough are shown on the Maryborough Structure Plan. Whilst it is often difficult for Council to plan strategically for these uses, as they are often done by state government and on crown land, there is an opportunity for the Planning Scheme to better recognise key emerging projects, particularly, the \$100 million upgrade of the Maryborough District Hospital (refer to 'Emerging influences').

There may also be an opportunity to cluster complementary or associated uses in these areas. For example, medical uses near the Hospital and childcare centres near existing schools. These issues could be explored through a review of the Maryborough Urban Design Framework. Based on the feedback received as part of this review, and information available to the Review, these matters are unlikely to be high priorities for Council.

Open space

Up until now, new residential development has generally relied upon the existing network of open spaces in the Shire to provide open space for new communities. Maryborough and other towns in the Shire are well endowed with formal and informal open spaces. The state forests that surround Maryborough and Dunolly also provide significant amenity and recreational value. Clause 19.02-6S of the PPF contains comprehensive strategies to protect and manage these spaces that are likely to be sufficient given the level of new development and change that is occurring in the Shire.

Council has not yet developed consistent policies for levying open space contributions, including the amounts that should be levied, or policies about how the contributions should be used to create or enhance open space in the municipality. The preferred mechanism for councils to implement their expectations at the local level is through the use of Schedule 52.01. In order to use this clause, a comprehensive strategic assessment of open space needs would be required. The level of development activity in the Shire is unlikely to justify this level of assessment at present. It is likely to be appropriate to resolve open space needs at the precinct level as part of the preparation of new framework plans and structure plans.

Developer contributions

Development contributions plans require developers to make contributions to physical and community infrastructure as part of the development process. They have not been used by Central Goldfields Shire Council to date, however, they are generally most useful when strong residential development activity is anticipated.

The State Government has recently introduced a standardised approach to levying land and monetary infrastructure contributions through an 'Infrastructure Contributions Plan'. These plans need to be incorporated in the Planning Scheme through a planning scheme amendment. At present, they can only be used in Metropolitan Greenfield Growth Areas. Further advice from DELWP is sought on whether regional areas will be able to use these Plans.

This review has not investigated the potential new growth areas in Maryborough and Carisbrook to determine whether major items of infrastructure are required to service development and whether development contributions plans may be appropriate. The need for these plans should be considered as part of the preparation of structure plans or similar plans. In the meantime, it would be appropriate for the MPS to identify the need to consider development contributions for new growth areas in Maryborough and Carisbrook.

Integrated water management

The capacity to viably service new development areas in the Shire with reticulated sewerage is a major challenge for Council. Coliban Water has advised that it has no plans to provide reticulated sewerage to townships such as Bealiba from 2018-2023, and it is unlikely that this would occur in the future. Central Highlands Water did not provide any specific comment on the extension of sewerage in the Shire.

The lack of sewerage in Talbot has been a long-standing issue for the Shire. The Population, Housing and Residential Strategy found that, in the absence of a substantial public subsidy, it is very unlikely that the local community would support the cost of provision of a reticulated sewerage system, but that options should continue to be explored (Spatial Economics, 2020, 52). The MPS currently identifies this as 'further strategic work', so no further changes are considered to be necessary.

As identified in Section 8 of this report, the Maryborough Integrated Water Management Plan (2018) recommends six major integrated water management initiatives for Maryborough, including the need for passively irrigated trees in new development areas, the CBA and town entrances, and new wetland and stormwater harvesting area to the north of Maryborough (Central Highlands Water, 2018, 67-68). The need to passively irrigate street trees elevates the need for landscape plans to form part of planning permit conditions for new development. This expectation should be included as a local policy in the PPF.

Central Highlands Water has requested that this document be included as a Background Document in the Planning Scheme. This Review agrees that it would be appropriate to reference the document in this way. The 'infrastructure' section of the MPS should also be updated with key issues and strategic directions contained within the document.

Waste and resource recovery

There are no operating landfills in the Shire, although there are a number of former landfills in the Shire. Waste and resource recovery infrastructure is not currently identified in the MPS or local section of the PPF in any way.

The Grampians Central West Waste and Resource Recovery Group prepared a submission to the Review that emphasises the importance of identifying and protecting waste and resource recovery facilities from encroachment (GCWWRRG letter to Central Goldfields Shire Council, 9/9/2019). It draws Council's attention to the 'Grampians Central West Waste and Resource Recovery Implementation Plan – Land Use Planning Project (Centrum Town Planning, 2018). This Plan was developed with input from Council and makes a series of recommendations including better recognition of WRR infrastructure in the MSS and a local policy for development within buffers (Centrum Town Planning, 2018, 53). At the regional level, the Plan found that Central Goldfields Shire was considered to be a low priority for further action, in terms of encroachment risk and development activity (Centrum Town Planning, 2018, 29).

The Project makes a number of strategic recommendations about the four active waste and resource recovery facilities in the Shire, including a number of rezonings to PUZ6 and the potential application of the EAO to closed landfills. All of these facilities are on crown land and further discussions with DELWP are required to determine the most appropriate approach to making these changes in the Planning Scheme.

There are a number of closed landfills in the Shire that have no formal identification in the Planning Scheme. Several of these landfills are identified on the Victoria Unearthed website at <https://mapshare.vic.gov.au/VictoriaUnearthed/>. Council must take significant care in assessing planning permit applications that are located within the buffers of closed or active landfills. The EPA has developed guidelines for the Assessing Planning Proposals within the buffer of a landfill (EPA 1642)

As a priority, Council should seek to identify former landfills and active transfer stations and their recommended buffer distances as a layer in Council's GIS. This would provide planners with an early warning about whether an application site is affected by a facility or buffer. In the short term, Council should use the Victoria Unearthed website to check the location of planning applications near former landfills (refer also to recommendation under 'soil degradation').

Recommendations for MPS and PPF

- MP.20) Identify the potential need for development contributions plans and infrastructure contributions for new growth areas in Maryborough and Carisbrook in the MPS.
- MP.21) Include a policy in the local section of the PPF to passively irrigated trees in new development areas, the CBA and town entrances by requiring landscape plans.
- MP.22) Consider including the Maryborough Integrated Water Management Plan (2018) as a Background Document in the Schedule to Clause 72.08.
- MP.23) Recognise the location and role of local waste and resource recovery infrastructure including transfer stations in the MPS.
- MP.24) Recognise the land use risks posed by closed landfills in the MPS.

Recommendations for further strategic work

- FW.25) Investigate the implications of the upgrade of the Maryborough District Hospital and opportunities for clustering of uses through a review of the Maryborough Urban Design Framework.
- FW.26) Discuss the potential to rezone the Bealiba, Carisbrook Dunolly and Talbot Transfer Stations to the Public Use Zone (PUZ6) with DELWP.
- FW.27) Discuss the potential to apply the Environmental Audit Overlay (AEO) to closed landfills in the Shire with DELWP.

Recommendations for statutory planning

- PP.6) Introduce an appropriate mechanism to ensure that the Victoria Unearthed mapping tool is checked for closed landfills when planning permit application files are prepared.

10.11 Summary of key findings

The key findings and recommendations of the Review in relation to strategic gaps and emerging issues are as follows:

Key issues

Most of the key issues facing Central Goldfields Shire well captured in the MPS. There are, however, a number of long-standing and emerging planning issues that are not currently identified in the MPS, or that need to be better identified or explained. These include issues associated with the following land use and development:

- bushfire;
- flooding;
- soil degradation;
- productive agricultural land;
- animal keeping and training;
- dams;
- rural living zoned land;
- industrial land, including separation distances;
- the need to improve rail services between Ballarat and Maryborough;
- status of the future bypass road to the south of Maryborough;
- potential for development contributions for new growth areas;
- location of waste transfer stations;
- risks posed by closed landfills.

There are also a number of issues that have arisen as a result of a more broad-ranging new PPF structure, which encompasses new or more detailed policy themes, including:

- climate change;
- sustainability in terms of building and subdivision design.

Strategic directions

The Review has found that the MPS currently lacks strategic direction for the following key areas:

- direction of future urban growth in Maryborough and Carisbrook;
- the Carisbrook-Flagstaff area, where major land use conflict exists;
- urban consolidation, particularly medium density housing;

- land management overlays (Erosion Management Overlay and Salinity Management Overlay);
- various important landscapes;
- the preferred location of intensive animal industries;
- neighbourhood character;
- large format retailing, trade supplies and out-of-centre commercial development;
- the preferred form and location of new industrial development;
- future bypass road to the south of Maryborough;
- integrated water management, with reference to the Maryborough Integrated Water Management Plan (2018).

Policies

The Review has found that the local section of the PPF should be updated with policies that address:

- signage;
- heritage;
- walking and cycling trails with reference to the Central Goldfields Shire Walking and Cycling Strategy 2017-2026 (2017).

Plans

The Review has found that the existing 'Maryborough Structure Plan' provides a good overview of key locations, land uses and planning themes, however, in order to provide meaningful direction for Council and the community it should be reviewed and updated to show:

- the direction for urban expansion and future structure planning;
- key development and redevelopment sites;
- buffers to major infrastructure;
- major bushfire risks;
- areas and issues that require further investigation.

The content of the existing 'Maryborough Central Business Area Structure Plan' is also old and outdated. It should be updated to better define the preferred roles of each precinct, recognise infrastructure and movement issues and directions.

Both the Maryborough Structure Plan and Maryborough CBA Structure Plan could be reviewed independently or as part of a review of the Maryborough Urban Design Framework or commercial land strategy, as appropriate.

Further strategic work

The recently prepared Population, Housing and Residential Strategy provides Council with the key direction that is currently lacking for settlement. It should be implemented in the Planning Scheme as an immediate priority.

Having regard to development activity and issues arising during planning permit applications, the Review has identified the following areas of further strategic work that are considered to be a high priority for Council:

- industrial land strategy;
- land use framework plan for the Carisbrook-Flagstaff area following, or as part of, the industrial land strategy;
- rural land study;
- structure plan for the Maryborough-Dunolly Road Precinct;
- implementation of flood studies for Maryborough, the Avoca River and Moliagul, Bet Bet, Talbot, Bealiba and Timor-Bowenvale.

The suggested priorities for these and other items of 'further strategic work' are outlined in more detail in Section 15 of this report.

Draft

11 Review of zones

11.1 Introduction

The main function of zones is to guide the use of land. They must be used to implement the policy objectives of the PPF and local circumstances.

The Review has investigated whether the zones are achieving their strategic objectives and desired outcomes as set out under the MPS and PPF. It has also attempted to identify issues with the general application, function and drafting of the zones and their schedules.

The Review is general in nature; it has not involved an audit of planning applications, nor was data available about the number of permits that have been considered under each zone. It should also be noted that the Review does not consider detailed zoning issues relating to particular sites, although it does identify a number of areas where issues have been identified by Council or agencies and authorities. Detailed investigations into the zoning of land should be addressed through an appropriate strategic study.

11.2 Key findings

Residential Zones

The General Residential Zone (GRZ) generally applies to serviced residential areas in the townships of Maryborough, Dunolly and Carisbrook. The Review has not raised any major issues with the current application of this zone.

The Residential Growth Zone (RGZ) and Neighbourhood Residential Zone (NRZ) have not been applied in Central Goldfields Shire. It is noted that the old Residential 2 Zone, which aimed to encourage medium and higher density residential development, formerly applied to extensive parts of inner Maryborough. The 2013 Review found that there were fewer multi-dwelling applications in the Residential 2 Zone (18%) than the Residential 1 Zone (41%) over the period.

DELWP has recently released revised advice on the application of the residential zones in Planning Practice Note 91 (Using the residential zones, DELWP, 2019). This advice emphasises that the application of zones must implement the relevant strategic framework plan in the MPS, and the capacity of the land. The Population, Housing and Residential Strategy (2020) did not provide any specific recommendations about the use of the residential zones in the Shire.

The GRZ can be used in areas of 'substantial' change if it is tailored property to achieve the strategic outcomes that are sought. Given the relatively low levels of medium density development in Maryborough and other towns, it is unlikely that there will be a need to further refine the operation of the zone or use other residential zones in the Shire in the foreseeable future. Nevertheless, this finding should be re-tested when there is a review of the Maryborough Urban Design Framework, as it may be appropriate to apply a modified GRZ, or even other zones, to strategic development or redevelopment sites.

Township Zone

The main purpose of the Township Zone is to provide for residential development and a range of commercial, industrial and other uses in small towns. The zone applies to the central parts of the smaller townships in the Shire, including Talbot, Majorca, Timor, Bealiba and Moliagul.

The Review has not revealed any particular issues relating to how this zone is currently being applied in the Planning Scheme as a result of consultation with Council, the community or authorities. At this point in time, there no need to make changes to the local schedules in these towns.

Low Density Residential Zone

The Low Density Residential Zone has not been widely used in the Shire. It applies to land at the edges of Dunolly and some small areas at the edges of Maryborough and Carisbrook.

This Review has noted that the zone applies to land surrounded by the Industrial 1 Zone in Carisbrook (refer to Section 10 - Economic Development - Industry), which should be investigated as part of an industrial land strategy and a framework plan for Carisbrook-Flagstaff.

The Population, Housing and Residential Strategy (2020) identifies the potential to use this zone more widely to diversify rural living options in the Shire (refer to Section 10 - Housing - Rural Living).

There is an opportunity to reduce permit requirements in this zone by raising the trigger point for extensions to construct an outbuilding in the Schedule to the Zone. This could, for example, be set to 50 square metres. Further assessment of permit activity data is required to determine how many permits would not be required as a result of this change and whether it would therefore be worth pursuing as part of a planning scheme amendment.

Mixed Use Zone

This zone aims to provide for a range of residential, commercial, industrial and other uses that complement mixed-use areas. The zone applies to land in Burns Street and Christian Street in Maryborough.

Much of the land in the Mixed Use Zone appears to be developed for established detached single dwellings, with some limited commercial development. It is therefore possible that this zone may not be achieving its strategic objectives and it may be preferable to apply the residential or business zones to this land, depending on the preferred land use vision for the area. This should be addressed through a strategic study of commercial land in Maryborough (refer to Section 10.7- Commercial).

Industrial Zones

The industrial zones aim to encourage industrial development, with consideration of the safety and amenity of local communities and the type of industrial development. The Industrial 1 and Industrial 2 Zones apply to land in Maryborough, Dunolly and Carisbrook. The Review has identified a range of issues relating to industrial land that may influence the application of zones (refer to Section 10.7 – Industry). The Review has identified the need for an industrial land strategy to address strategic decisions on industrial land and a framework plan to be developed for Carisbrook-Flagstaff, where major land use conflicts exist (refer to Section 10.7 – Industry).

Commercial zones

The Planning Scheme utilises both of the commercial zones in the Victoria Planning Provisions. These are applied in the following areas:

- Commercial 1 Zone in the Maryborough, Carisbrook and Dunolly town centres;
- Commercial 2 Zone land in Tuaggra Street in the Maryborough CBA and other various locations in Maryborough.

The Review has identified a range of strategic issues and gaps relating to the Maryborough CBA and commercial areas elsewhere in Maryborough. As stated in Section 10.7 – Commercial, it is recommended that Council undertake a commercial land study to provide strategic direction about the application of these zones.

Farming Zone

The main purpose of the Farming Zone is to provide for the use of land for agriculture. The Farming Zone applies to most of the land in the Shire, including parts of Moolort and Eddington that are identified as land with high agricultural or irrigation potential in the 'Strategic Framework Plan' in the MPS. This review recommends that a rural land study should be undertaken to review the suitability of zones in rural areas (refer to Section 10.4 – Natural resource management).

This review has not identified the need to vary any of the default requirements in the schedule to the zone. The default trigger for extensions to existing dwellings and the construction of outbuildings in the zone is 100 square metres. This is an appropriate figure and strikes a reasonable balance between consideration of planning issues and minimising unnecessary permit requirements.

Rural Conservation Zone

This zone aims to protect particular environmental values and ensure that the development of land is in accordance with these values, and sensitive landscapes. There is one schedule to the Zone in the Planning Scheme. It aims to protect water quality in the Loddon Catchment, remnant vegetation and promote sustainable land management, including the prevention of salinity and erosion. The zone applies to parcels of land adjacent to the state forests that surround Maryborough and Dunolly, as well as land associated with volcanic rises in the southern and central parts of the Shire.

The Review has found that the Zone is likely to be operating appropriately, although its operation, relevance and content should be reviewed through a rural land study (refer to Section 10.4 – Natural resource management).

Rural Living Zone

The Rural Living Zone (RLZ) provides for residential living in a rural environment and is a form of living that has been a long established feature of the Shire. The Shire has extensive areas of land in this Zone. The largest areas are located around Maryborough and in the southern parts of the Shire, including Daisy Hill, Talbot and Red Lion. Land zoned Rural Living also exists in Dunolly and Bealiba.

The Population, Housing and Residential Strategy (2020) recommends that Council further explore rural living options close to Maryborough/Carisbrook, and reviews some areas of more remote rural living land. Section 10.6 – Rural Living recommends that this issue is explored as part of a rural land study.

The state standard minimum lot size for land in the Rural Living Zone is eight hectares. The Schedule to the Rural Living Zone in the Central Goldfields Planning Scheme specifies minimum lot sizes of two or four hectares for the majority of land in the Zone, with two hectares allowed if reticulated water is available. A large number of lots in these areas are more than eight hectares in size and are therefore likely to have potential for further subdivision.

This review has not identified the need to vary any of the default requirements in the schedule to the zone. The default trigger for extensions to existing dwellings and the construction of outbuildings in the zone is 100 square metres. This is an appropriate figure and strikes a reasonable balance between consideration of planning issues and minimising unnecessary permit requirements.

Public land zones

The public land zones have been applied to various parcels of land owned by Central Goldfields Shire Council or state government agencies, including:

- Maryborough Wastewater Treatment Plan, Maryborough-Bendigo Road (PUZ1)
- Maryborough Education Centre, Balaclava Road, Maryborough (PUZ2);
- Maryborough District Health Services, Clarendon Street, Maryborough (PUZ3)
- ‘Station Domain’ precinct, Maryborough (PUZ4);
- Shire depot in Burns Street, Maryborough (PUZ6);
- Large areas of crown land on the south and east sides of Dunolly (PUZ7);
- Maryborough Trotting Club, Chaplins Road, Carisbrook (PUZ7);
- Maryborough Airport (PUZ7).

The Review has not revealed any particular issues relating to the application of the Zone, apart from the potential need to apply PUZ6 to waste and resource recovery sites, as identified in Section 10. A number of errors in the application of this zone were included as part of Amendment C22 that should be re-considered in a new planning scheme amendment (refer to the recommendations of Section 4.7).

Special Use Zone

This zone allows for the use and development of land for a specific purpose. It has not been extensively used in the Shire. It applies to:

- Goldfields Reservoir, Ballarat Road, Maryborough (SUZ1);
- Ron Sinclair Reserve in Clarke Street, Maryborough (SUZ1);
- Maryborough Golf Club in Park Road, Maryborough (SUZ2).

Schedule 1 has been a part of the Planning Scheme since the new format planning scheme came into effect in 2000. The Schedule aims to provide for tourism and recreational development adjacent to the Maryborough Reserve. The Review has identified the following issues with this schedule:

- 'food and drink premises' is nested as a retail premises, but is not exempted as a Section 3 Use;
- the provisions relating to the use and development of land are very brief and therefore do not aid greatly in decision making;

This schedule should be reviewed to provide an improved framework for decision making, particularly in the sections relating to use of land and buildings and works. In addition, consideration should be given to applying the Public Park and Recreation Zone or Public Use Zone to the Goldfields Reservoir and Ron Sinclair Reserve, as these may be more appropriate zones.

Schedule 2 was applied to the Maryborough Golf Course as part of Amendment C16 to the Planning Scheme in 2009. The suitability of the Zone and its objectives was fully explored through this process and no further review of this schedule is considered to be necessary.

11.4 Summary of key findings

The Review has found that the Central Goldfields Planning Scheme generally makes appropriate use of the zones in the Victoria Planning Provisions. They generally give effect to the policies set out in the MPS and PPF, although further review work on the following zones is required to ensure that they are fully achieving their strategic objectives.

- Mixed Use Zone;
- Commercial 1&2 zones;
- Industrial zones;
- Farming Zone;
- Rural Conservation Zone;
- Rural Living Zone.

11.5 Recommendations

- ZO.1) Pursue the strategic work for the commercial, industrial and rural zones identified in Sections 9.6 and 9.7 as the strategic basis for changes to the zones in the Central Goldfields Planning Scheme.
- ZO.2) Review the content of Schedule 1 to the Special Use Zone and improve provisions relating to use of land and buildings and works.
- ZO.3) Investigate the potential for the Goldfields Reservoir and Ron Sinclair Reserve to be rezoned to Public Park and Recreation Zone (PPRZ) or Public Use Zone (PUZ).

12 Review of overlays

12.1 Introduction

Like zones, overlays cannot be varied at the local level, although most overlays allow for local provisions to be included in the Planning Scheme in the form of schedules to the overlays.

The Central Goldfields Planning Scheme contains a large number of overlays and overlay schedules that deal with a wide variety of planning issues (refer to Section 3 for a summary of the overlays).

This section provides an assessment of the overlays in the Planning Scheme, together with recommendations on how the issues should be addressed.

The Review investigates whether the overlays are achieving their strategic objectives and desired outcomes and link with the MPS and PPF. It also investigates any issues with the general application, function and drafting of the overlays and their schedules.

The Review is general in nature; it has not involved an audit of planning applications that have been considered under the overlay, nor was information available about the number of permits that are considered under each overlay. Any overlay schedules that have not been examined in this section are considered to be generally appropriate in their current form.

Draft

12.2 Land management overlays

Environmental Significance Overlay (ESO1) – Streamside, watercourses and storages

This schedule relates to the protection of seven watercourses and two storages in the Shire. The schedule has formed part of the Planning Scheme since its introduction in 2000 and has not been reviewed since this time.

The overlay affects areas that range from approximately two kilometres around Tullaroop Reservoir to 200 metres around smaller watercourses. From a mapping perspective, there is a need to extend the overlay to special water supply catchments that are not covered by the overlay, namely, Laanecoorie and Bealiba. This issue was raised by Goulburn Murray Water as part of the review process. There is also a need to review the application of the overlay to watercourses.

Under the Schedule to Clause 66.04, all applications under the overlay must be referred to the catchment management authority under Section 55 of the Act. According to the NCCMA, the overlay also provides an alternative means for controlling development in floodplains in the absence of the LSIO maps.

Goulburn Murray Water and Central Highlands Water are currently not listed as referral authorities in the Schedule to Clause 66.04. This issue was raised by Central Highlands Water in their submission to this review. GMW has indicated that the key forms of development that are of interest to them are unsewered development and buildings within 100 metres of waterways. This issue could be managed through the use of an agreement between Council and the water authorities that specify standard permit conditions on low-risk applications triggered by the overlay.

The schedule to the overlay should be re-drafted to improve permit requirements, exemptions and referral requirements.

Ultimately, Council should pursue the creation of two overlay schedules; one that applies to watercourses and the other that applies to special water supply catchments. This will enable the objectives, permit triggers, exemptions, referrals and decision guidelines to relate to the particular water quality issues that are relevant. The panel report for Amendment C92 to the Mitchell Planning Scheme could be used as a guide for the development of these schedules.

Recommendations

- OV.1) Create two schedules to the Environmental Significance Overlay: one for watercourses and one for special water supply catchments areas.
- OV.2) Apply the special water supply catchment overlay to the Special Water Supply Catchments of Laanecoorie and Bealiba reservoirs.
- OV.3) Engage with the North Central Catchment Management Authority, Central Highlands Water, Coliban Water and Goulburn Murray Water to determine:
 - the appropriate coverage of the overlays;
 - statement of environmental significance and environmental objectives;

- permit triggers and exemptions;
- referral requirements and changes to the schedule to Clause 66.04.

OV.4) Develop an agreement for standard conditions to be placed on low-risk developments to avoid referrals to the water authorities.

Environmental Significance Overlay (ESO2) – Air emissions buffer

This schedule relates to air emissions buffers around the former Penney and Lang abattoir site in Carisbrook and the Maryborough Waste Water Plant on Bendigo-Maryborough Road. The schedule has formed part of the Planning Scheme since its introduction in 2000.

The Review has found that the overlay implements the strategy in Clause 17.03-2L of the PPF to “facilitate establishment of compatible industries within buffer areas at Flagstaff and the Maryborough wastewater treatment plant.”.

The Review has, however, identified the following issues with its function, content or application:

- the Penney and Lang abattoir site is no longer in operation;
- the schedule relies upon a trigger for buildings and works to manage issues that relate to the use of land;
- the overlay is not supported by any policy guidelines in the Planning Scheme to aid in decision making;
- The Planning Scheme does not include any triggers for referrals to the operators of the facilities;
- the preferred VPP tool for protecting buffers for air emissions are zones and their schedules.

Central Highlands Water has advised that:

- they are in the process of reviewing the buffer distance around the Waste Water Treatment Plant, and will further consult with Council about this matter;
- the decision guidelines should make reference to their comments;
- they should be listed as referral authority in the overlay and in the Schedule to Clause 66.04 (Central Highlands Water letter to Central Goldfields Shire Council 2/10/2020).

If they are a referral authority, it may not be necessary to list them in the decision guidelines of the overlay. The Review supports the request for Central Highlands Water to become a referral authority in the Schedule to Clause 66.04.

The future of this overlay around the former Penney and Lang abattoir should be resolved following as part of an industrial land strategy (refer to Section 10.7 – Industry).

Recommendations:

- OV.5) Retain the overlay around the Maryborough Waste Water Treatment Plant.
- OV.6) Engage with Central Highlands Water to:

- determine whether the extent of the overlay is appropriate;
- develop policy positions on how discretion will be exercised for particular uses within the overlay area;
- develop appropriate referral trigger points.

OV.7) Review the overlay as it applies to the former Penney and Lang abattoir as part of an industrial land strategy.

OV.8) Update the MSS and overlay schedule in accordance with the outcomes of the above recommendations.

Vegetation Protection Overlay (VPO1) – Central Goldfields bushland

This overlay aims to protect remnant vegetation in the Shire. The overlay applies to a range of small and large areas in the rural parts of the Shire. Key areas exist to the west of Maryborough, adjoining the State Forest, to the west of Talbot and to the west of Tullaroop Reservoir. The schedule has formed part of the Planning Scheme since its introduction in 2000 and has not been altered since this time.

The Review has found that the overlay implements the strategies in Clause 21.09 of the MSS to encourage the retention of remnant vegetation. It has, however, identified the following issues with its function, content or application:

- the decision guidelines allow for consideration of any comments from DSE / DNRE (now DELWP), yet there is no Section 52 or Section 55 referral requirement;
- the Planning Scheme contains little policy guidance to aid in decision making on applications under the overlay.

The 2013 Review identified the need to prepare more accurate mapping of this overlay. This remains the case, however, the PPF now places a focus on areas of strategic biodiversity value and it is unclear how the application of this overlay fits with these objectives. This is unlikely to represent a high priority for Council, but opportunities may arise to review this overlay at some point in time.

Recommendations:

OV.9) Retain overlay.

OV.10) Liaise with DELWP to prepare more accurate mapping to assist in improving the integrity of the overlay in achieving its strategic objectives.

OV.11) Engage with DELWP to develop an appropriate referral trigger.

OV.12) Develop policy guidelines in the PPF to guide the exercise of discretion.

Significant Landscape Overlay (SLO1) – Cairn Curran reservoir (west bank)

This overlay aims to protect vegetation and landscapes associated with the Cairn Curran Reservoir. The overlay applies to land on the west side of Cairn Curran Reservoir. The schedule has formed part of the Planning Scheme since its introduction in 2000.

The Review has found that the overlay implements the strategic directions of the MPS to protect the environs of Lake Cairn Curran and encourage the retention of remnant vegetation. The Review has, however, identified the following issues with its function, content or application:

- the landscape objectives are general and do not specify what types of ‘land forms’ are important (e.g. ridgelines, plateaus, gullies etc.), or what areas are sensitive or significant.
- there are no decision guidelines for applications for the removal of vegetation;
- the Planning Scheme contains little policy to aid in decision making on applications under the overlay;
- the overlay is not supported by any clear statements in the ‘Environment and landscape values’ section of the MPS about protecting the landscapes that have been identified in the schedule.

It is noted that there is a similar overlay schedule that applies to land on the east bank of Cairn Curran Reservoir in the Mount Alexander Planning Scheme (Significant Landscape Overlay – Schedule 1). This overlay protects landscapes around Maldon. It would be useful to co-ordinate any review of this overlay with Mount Alexander Shire to ensure some level of consistency between the overlays.

Recommendations:

- OV.13) Retain overlay.
- OV.14) Review relevant reference documents and update policy to provide more detail about areas that are sensitive or significant.
- OV.15) Update the schedule with decision guidelines for the removal of native vegetation.
- OV.16) Develop strategic directions in the ‘Environment and landscape values’ section of the MPS for the landscapes identified in the Schedule.
- OV.17) Develop policy guidelines in the PPF to guide the exercise of discretion for applications under the overlay.

Significant Landscape Overlay (SLO2) – Talbot district volcanic rises

This overlay aims to protect vegetation and landscapes associated with volcanic rises in the Talbot district. The overlay applies to land in Mount Glasgow, Mount Gower and Glengower. The schedule has formed part of the Planning Scheme since its introduction in 2000 and has not been reviewed since this time. It is noted that a similar overlay applies to volcanic ridges in the Hepburn Planning Scheme (SLO1).

The overlay implements the strategic directions of the MPS to encourage the retention of remnant vegetation and “protect the Talbot district volcanic rises as a significant landscape”. The Review has, however, identified the following issues with its function, content or application:

- the landscape objectives are general and do not specify what types of ‘land forms’ are important (ridgelines, plateaus, gullies etc.), or what areas are sensitive or significant;
- there are no decision guidelines that relate to applications for the removal of vegetation;
- the Planning Scheme contains little policy to aid in decision making on applications under the overlay.

Recommendations:

- OV.18) Retain overlay.
- OV.19) Review relevant reference documents and update policy to provide more detail about areas that are sensitive of significant (the objectives of the SLO1 in the Hepburn Planning Scheme could be used as a guide).
- OV.20) Include decision guidelines for the removal of native vegetation or refer to Clause 52.17.
- OV.21) Develop policy guidelines in the MSS to guide the exercise of discretion for applications under the overlay.

12.4 Heritage and built form overlays

Heritage Overlay (HO1 to HO209)

The main purpose of the Heritage Overlay is to conserve and enhance heritage places. The Shire has extensive heritage assets, with 209 heritage places identified in the Schedule to the Overlay. Other places of heritage significance are likely to exist in the Shire but have yet not been formally identified.

The Review has found that the overlay implements the strategies in the MPS that seek to “[protect] sites, places, buildings and features of heritage significance”. The issues relating to this overlay have been described previously in Section 10.5 of this report.

Recommendations:

OV.22) Update the heritage overlay in accordance with the recommendations of the Heritage Review (Rowe, 2004, vii-viii), namely:

- replace HO206 in Maryborough with eight heritage areas, following further work;
- prepare schedules for 49 places outside the existing heritage areas;
- alter HO209 in Carisbrook.

Design and Development Overlay (DD01) – Maryborough golf course residential development

This schedule was introduced in the Planning Scheme in 2009 through Amendment C16. Council has experienced a number of issues in applying and enforcing the requirements of the overlay, including the prescriptive requirements of the overlay regarding garages and siting and the height and material requirements for fencing. Most of the lots that are subject to this overlay have already been developed, so it is not considered necessary to review or amend the overlay at this point in time.

Recommendation:

OV.23) Retain overlay.

Design and Development Overlay (DD02) – Maryborough Airport environs

This overlay aims to protect the operations of the Maryborough Airport.

The Review has found that the overlay implements the strategies in Clause 21.12 of the MSS to “improve the use of the Maryborough airport for increased tourism, recreational and commercial activity”. The Review has, however, identified the following issues with the overlay:

- the schedule relies upon a trigger for buildings and works to manage issues that relate mainly to the use of land;
- the permit triggers may not accurately reflect areas that require height restrictions for new buildings and works (Obstacle Limitations Surface);

- the overlay attempts to manage noise related issues, however, does not appear to be based on an Australian Noise Exposure Forecast (ANEF);
- the Planning Scheme currently contains little policy to aid in decision making on applications under the overlay.

Recommendations:

OV.24) Retain overlay and review as part of a strategic assessment of the Maryborough Aerodrome.

OV.25) As part of the review, investigate whether the Airport Environs Overlay (Schedules 1&2) would be more appropriate to apply to land in areas of high aircraft noise.

Development Plan Overlay (DPO1) – Maryborough golf course

This schedule was introduced in the Planning Scheme as part of Amendment C16 in 2009. The content of the schedule was fully explored through this process and no further review of this schedule is considered to be necessary at this point in time. It is noted that a development plan was exhibited as part of the Amendment.

Recommendation:

OV.26) Retain overlay.

Development Plan Overlay (DPO2) – Maryborough urban prospects sites

This overlay aims to guide the re-development of three former school sites in Maryborough. The schedule was introduced in the Planning Scheme through Amendment C18 in December, 2008.

The Review has found that the overlay implements the strategies in the MPS to “[encourage] medium density housing in the vicinity of the Maryborough CBA”.

Development Plans have been approved under the overlay for each of the sites. The developments at 67-71 Inkerman Street and 60-62 Gillies Street do not appear to have been completed so there is a need to retain the overlay until they are completed.

Recommendations:

OV.27) Retain the schedule in the short term.

OV.28) Remove the schedule once development is completed on all sites.

Development Plan Overlay (DPO3) – Railway station precinct

This overlay aims to guide the re-development of land in the Railway Station Precinct in Maryborough. The schedule was introduced in the Planning Scheme in December, 2008, through Amendment C18. A development plan has been approved under the overlay.

The Review has found that the overlay implements various strategies in the MPS relating to gateways and entrances.

The sites affected by the overlay do not appear to have been fully developed. There is therefore a need to retain the overlay.

Recommendations:

OV.29) Retain the schedule in the short term.

OV.30) Remove once development is completed on all sites.

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12.5 Land management overlays

Erosion Management Overlay (EMO)

This overlay aims to protect areas prone to erosion, landslip or other land degradation processes. The overlay applies to large tracts of land throughout the Shire. The land is predominantly zoned Farming and Rural Conservation. The schedule to the overlay specifies that a permit is not required for the construction of an outbuilding having an area less than 120m². It also specifies that an engineer's report may be required to advise on erosion issues. The schedule has formed part of the Planning Scheme since its introduction in 2000 and has not been altered since this time.

The Review has found that the overlay implements the strategies in the MPS to "[minimise] the potential impact of development on water pollution, land degradation, and risk of salinity and erosion." The Review has, however, identified two key issues with the schedule, one relating to decision making and other relating to the application of the overlay.

In relation to decision making, the schedule contains little guidance for Council and applicants to determine when an engineer's report is required. In the past, the Department of Primary Industries' (DPI) local office had expertise in this area, however, this is no longer the case. Without this expert advice, it is likely that the overlay is not achieving its strategic objectives.

In relation to application, the overlay applies to the entire township of Talbot and other urban land in the Shire. It therefore triggers the need for planning approval for most buildings and works in these areas, including the construction of all dwellings. Whilst this may not be a major issue at present due to low numbers of permit applications in these areas, if development activity increases, there will be a need to examine:

- the nature and severity of the erosion issues;
- how they constrain the development of urban land;
- whether erosion issues in urban areas should be managed under an overlay or through other planning tools to avoid significant numbers of permit applications.

Recommendations:

OV.31) Consult with DJPR and DELWP to:

- confirm the type of information that is available for erosion in the Shire and its accuracy;
- identify the need for further strategic planning work to guide the development of more useful schedules to the overlay; and
- identify the potential for a referral agreement with standard conditions for applications under the overlay.

OV.32) Investigate erosion management issues strategically as part of a rural land study or land capability study.

Salinity Management Overlay (SMO)

This overlay aims to identify areas subject to saline ground water discharge or high ground water recharge and manage development issues associated with salinity. The overlay applies to large areas of land throughout the Shire, predominantly land that is zoned for Farming and Rural Conservation. The schedule has formed part of the Planning Scheme since its introduction in 2000 and has not been reviewed since this time. Many of the areas affected by the Salinity Management Overlay are also affected by the Erosion Management Overlay.

The schedule to the overlay specifies that a permit is not required for the construction of an outbuilding having an area less than 120m². It contains no other requirements. Central Goldfields Shire Council has entered into a formal Agreement with DELWP to place standard conditions on applications for dwellings, outbuildings and extensions under the SMO if the development complies with certain siting or environmental conditions. These relate to earthworks, drainage and vegetation protection.

The Review has found that the overlay implements the strategies in the MPS to “[minimise] the potential impact of development on water pollution, land degradation, and risk of salinity and erosion.” The Review has identified two key issues with the schedule, one relating to decision making and other relating to the application of the overlay.

In relation to decision making, the Planning Scheme contains little guidance to guide decision making under the overlay. In the absence of this information, Council is likely to rely on the advice of DELWP as a Section 55 referral authority under the overlay for more significant applications that are not subject to the referral agreement. It is understood, however, that DELWP no longer has expertise in salinity management in its regional office. Without this expert advice, it is likely that the overlay is not achieving its strategic objectives.

In relation to application, the overlay applies to the entire township of Talbot and other urban land in the Shire. It therefore triggers the need for planning approval for most buildings and works in these areas, including the construction of all dwellings. Whilst this may not be a major issue at present due to low numbers of permit applications in these areas, if development activity increases, there will be a need to examine:

- the nature and severity of the salinity issues;
- how they constrain the development of urban land;
- whether salinity issues in urban areas should be managed under an overlay or through other planning tools to avoid significant numbers of permit applications.

Recommendations:

OV.33) Consult with DJPR and DELWP to:

- confirm the type of information that is available for salinity in the Shire and its accuracy;
- identify the need for further strategic planning work to guide the development of more useful schedules to the overlay; and

- identify the potential for a referral agreement with standard conditions for applications under the overlay.

OV.34) Investigate erosion management issues strategically as part of a rural land study or land capability study .

Land Subject to Inundation Overlay (LSIO)

This overlay aims to identify land in flood storage or flood fringe areas and manage development issues associated with flooding. The overlay applies to areas around the main waterways in the Shire, including central Maryborough and rural areas in the northern part of the Shire. The overlay has formed part of the Planning Scheme since 2000 and has not been reviewed since this time.

This overlay is applied in partnership with the North Central Catchment Management Authority (NCCMA). Council relies on the advice of the NCCMA as a Section 55 referral authority to guide decision making under the overlay.

The Review has found that the overlay implements the strategies in Clause 21.09 of the MSS to “*Minimising the risk of flooding and bushfire to property and life*”. The main issue identified in the Review relates to the accuracy of the overlay, which, according to the NCCMA, is not accurately mapped across the Shire, particularly in rural areas. According to previous advice from the NCCMA (letter dated 9/5/2012) and the advice offered as part of this review, the following issues exist with the application of the overlay:

- it is not centered over the waterways in many areas;
- it is too extensive in some areas, well in excess of the expected 100 year ARI flood extent;
- it is disconnected on some continuous rivers and streams;
- it traverses ridgelines and hilltops in some areas;
- there are significant ‘errors’ in its application in Carisbrook, Maryborough, Dunluce and Timor.

As a result of these issues, the LSIO triggers unnecessary planning permits. Flood studies for Dunolly and Carisbrook are in the process of being implemented through Amendment C031gol and a flood study for Maryborough is being commenced. According to the NCCMA, ‘rapid’ flood studies are now possible due to new technologies. This will provide the basis for the flood studies for Maryborough, the Avoca River and Moliagul, Bet Bet, Talbot, Bealiba and Timor-Bowenvale, as identified in Section 10.3 – Flooding. Due to the safety and environmental issues associated with flooding, amending this overlay should be a high priority for Council.

Recommendations:

OV.35) Support the ‘rapid’ flood studies for Maryborough, the Avoca River and Moliagul, Bet Bet, Talbot, Bealiba and Timor-Bowenvale.

OV.36) Assist the North Central Catchment Management Authority in preparing any planning scheme amendments to update the overlay.

Bushfire Management Overlay (BMO)

This overlay aims to assist community resilience to bushfires, identify areas of high bushfire risk and manage development issues associated with bushfires. It applies to much of the land in the central and southern parts of the Shire, including most of the land surrounding the towns of Maryborough, Dunolly, Talbot and Bealiba. The overlay mapping was last updated in October, 2017.

This overlay is applied in partnership with the Country Fire Authority (CFA). Council relies on the advice of the CFA as a Section 55 referral authority to guide decision making under the overlay.

The Review has found that the overlay implements the strategies in Clause 21.09 of the MSS to “[minimise] the risk of flooding and bushfire to property and life”.

The CFA has provided some information about the number of applications it receives as a referral authority. On average from 2015 to 2019, it received referrals for 49 applications per annum for planning matters, with the majority for development under the BMO. The categories of applications that receive the highest number of referrals were single dwellings and subdivisions.

In its information, the CFA has identified the following issue and opportunities with the three schedules to the BMO:

- there may be opportunities to use the BMO schedules more extensively to streamline applications and reduce referrals to the CFA;
- the text in the BMO schedules needs to be altered to reflect the current BMO clauses (i.e. Clause 53.02 not 52.47);
- inconsistencies in the application of the Schedules such as in the vicinity of Balaclava Road, Maryborough.

The CFA has also identified the following process related issues:

- occasionally scanned referral documents are poor quality;
- key documentation, such as Bushfire Management Statements, are sometimes not provided;
- Council does not always provide a statement explaining why it believes that the requirements of Clause 44.06-3 are not required.

These issues need to be addressed separately by strategic planning and statutory planning, in consultation with the CFA.

Recommendations:

- OV.37) Engage with the CFA to identify errors and anomalies in the Schedules and mapping to the BMO and consider including in an errors amendment.
- OV.38) Introduce checks when receiving planning permit applications under the BMO to ensure all information is provided to an adequate standard to avoid further information letters from the CFA.

12.6 Other overlays

Public Acquisition Overlay (PAO)

The purpose of this overlay is to identify land which is proposed to be acquired by an authority and to manage the use and development of land reserved for a public purpose. The overlay applies to the reservation of a future heavy vehicle bypass road to the south and south east of Maryborough. The overlay has formed part of the Planning Scheme since 2000.

The overlay is not supported by any strategic directions in the MPS, although there is an item of 'further strategic work' in the Schedule to Clause 74.02 to "implement with Regional Roads Victoria, the most appropriate heavy vehicle road by pass of Maryborough".

VicRoads did not provide formal any formal comments as part of this review process. This overlay should therefore remain unchanged unless a change is initiated by VicRoads. This review has made a number of recommendations for updates to the MSS in relation to the Maryborough Bypass (refer to Section 10.8 – Future Maryborough Bypass).

Recommendations:

OV.39) Retain the overlay.

OV.40) Pursue the recommendations in Section 10.8 of this report.

Environmental Audit Overlay (EAO)

The purpose of this overlay is to ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by any contamination. The overlay has formed part of the Planning Scheme since 2000, when it applied to one site to the south east of Bealiba. Since this time, it has been applied to three site in Maryborough (Amendments C10, C18 & C23).

The Review has found that the overlay is generally being applied correctly in the Central Goldfields Planning Scheme, but that further work should be done in relation to potentially contaminated land (refer to Section 10.3 – Soil degradation).

Recommendations:

OV.41) Retain the overlay on current sites

OV.42) Further investigate potentially contaminated land in accordance with the recommendations of Section 10.3

12.8 Summary of key findings

Many areas within Central Goldfields Shire are affected by overlays in the Planning Scheme. In particular, large areas in the rural parts of the Shire are affected by environment and landscape, or land management overlays.

The Review has tested the purpose, application and operation of each overlay in the Planning Scheme. It has found that the overlays have generally been properly applied in the Planning Scheme and give effect to the PPF and MPS.

The Review has found that a number of the overlays need to be refreshed to improve language, content and referrals, in consultation with relevant government departments. This finding is most relevant to the environment, landscape and land management overlays, which have not been reviewed or amended since they were introduced in 2000.

The overlays that are unlikely to be achieving their strategic objectives due to a lack of policy direction in the Planning Scheme or mapping issues include:

- Environmental Significance Overlay (ESO1);
- Environmental Significance Overlay (ESO2);
- Heritage Overlay (HO);
- Land Subject to Inundation Overlay (LSIO);
- Erosion Management Overlay (EMO);
- Salinity Management Overlay (SMO).

Council should consider the following changes to overlays as a high priority:

- separating the Environmental Significance Overlay (Schedule 1) into two more function and effective overlays; one that relates to watercourses and one that relates to special water supply catchments, in conjunction with the NCCMA and water authorities;
- reviewing the Heritage Overlay, particularly for Maryborough; and
- reviewing the Land Subject to Inundation Overlay following new flood studies in consultation with the NCCMA.

More detailed investigations are required into how the Salinity Management Overlay (SMO) and Erosion Management Overlay (EMO) issues should continue to be managed, in consultation with DJPR and DELWP.

12.10 Summary of recommendations

Table 3 contains a summary of the recommendations of this report for all overlays and their schedules, together with a list of the actions that are considered to be priorities for Council (numbered 1-3).

Table 3 Summary of findings for overlays

Strategic study & recommendation	Recommended changes		Priority
	Ordinance	Mapping	
Environmental Significance Overlay (ESO1)	✓	✓	1
Environmental Significance Overlay (ESO2)	✓	✓	2
Vegetation Protection Overlay (VPO1)	✓	✓	3
Significant Landscape Overlay (SLO1)	✓	-	3
Significant Landscape Overlay (SLO2)	✓	-	3
Heritage Overlay (HO1 to HO209)	✓	✓	1
Design and Development Overlay (DD01)	-	-	-
Design and Development Overlay (DD02)	✓		3
Development Plan Overlay (DPO1)	-	-	-
Development Plan Overlay (DPO2)	-	-	-
Development Plan Overlay (DPO3)	-	-	-
Erosion Management Overlay (EMO)	✓	-	2
Salinity Management Overlay (SMO)	✓	-	2
Land Subject to Inundation Overlay (LSIO)	✓	✓	1
Bushfire Management Overlay (BMO1-3)	✓	✓	2
Public Acquisition Overlay (PAO)	Investigate	Investigate	3
Airport Environs Overlay (AEO)	Investigate	Investigate	Investigate
Environmental Audit Overlay (EAO)	✓	✓	2

13 Review of other provisions

13.1 Particular provisions

The Particular Provisions cannot be altered at the local level, although opportunities exist for planning authorities to include local content in the provisions through the use of schedules to some clauses.

This review has identified the following issues and opportunities with the local schedules in the Particular Provisions:

- the potential to remove the two rail projects identified in the Schedule to Clause 51.01 as these appear to be outdated;
- the potential for the Schedule to Clause 53.01 to be used to clarify Council's expectations for open space requirements in new subdivisions.

The use of these schedules should be considered as part of future strategic work for particular forms of use and development such as advertising signage, car parking, licensed premises and native vegetation.

13.2 Referrals and notice

Central Goldfields Shire Council has one referral agreement, with DELWP (Agreement between Central Goldfields Shire Council and DELWP, 2018). This covers:

- certain applications under the SMO (as discussed previously);
- applications for minor subdivisions that do not involve native vegetation removal (no provision specified);
- low impact applications near crown land where DELWP is a Section 52 referral authority;
- certification of plans referrals if DELWP has not provided conditions during the application process.

No issues have been expressed by DELWP or Council with the scope or operation of this Agreement. Therefore, it should remain in place for the time being. The Agreement should be reviewed in more detail in the next planning scheme review, when it has been applied to a higher number of applications and a more rigorous analysis of its effectiveness is done.

The major issue associated with referrals under Clause 66 is the need to review the application and referrals associated with special water supply catchment areas (refer to discussion under Environmental Significance Overlay – ESO1).

13.3 Operational provisions

Planning certificates

Central Goldfields Shire Council continues to be the responsible authority for issuing planning certificates under Clause 3.0 of the Schedule to Clause 72.01. As discussed in Section 5.8 in relation permit activity and processing, Council's role in issuing Planning Certificates is unlikely to be an efficient use of Council's planning resources and should be reviewed.

Incorporated Documents

Goulburn-Murray Water Native Vegetation Code of Practice (February 2011)

This document was introduced into the Planning Scheme through Amendment C24. The Code gives effect to exemptions for native vegetation removal associated with a utility installation under Clause 52.17. The Code was prepared by Goulburn-Murray Water and forms part of 26 planning schemes in Victoria.

Neither Council or Goulburn Murray water have identified any issues with this document as part of the Planning Scheme Review process. This document should be retained as an Incorporated Document.

Mildura-Geelong Rail Freight Upgrade Project (September 2007)

This document was introduced into the Planning Scheme through Amendment C17. The document relates to land owned by Victorian Rail Track Corporation or Crown Land vested in the Victorian Rail Track Corporation along the railway corridor between Gheringhap and Mildura. The document provides permit exemptions for the upgrade of the rail track.

Consultation is required with VicTrack to determine whether the upgrade works have been completed and whether the document should be retained as an Incorporated Document.

Rail Infrastructure Projects (December, 2002)

There are three documents that relate to rail projects and fibre optics. It is recommended that these documents be removed from the list of Incorporated Documents, subject to confirmation from the relevant rail authorities.

13.4 Key findings

The Review has not revealed any major issues with the Particular Provisions or Incorporated Documents in the Planning Scheme. It has, however, found that referrals to the water authorities in special water supply catchments areas are unlikely to be occurring properly and that this issue should be taken up with the water authorities as a priority.

13.6 Recommendations

- OP.1) Subject to confirmation from the relevant authorities, amend the Schedule to Clause 51.01 to remove the two rail projects.
- OP.2) Update the Schedule to Clause 66.04 with referral and notice provisions of overlays, as per the specific recommendations of Section 11 of this report.
- OP.3) Introduce interim systems to ensure that all applications under all of the special water supply catchments areas in the Shire are referred to the relevant water authority under. This could include:
- the introduction of a mapping layer in Council’s GIS; and/or
 - an administrative check when planning files are created.
- OP.4) Commence the necessary statutory and administrative steps to transfer the responsibility for issuing Planning Certificates to DELWP (refer also to Recommendation PP4) .
- OP.5) Engage with VicTrack to determine whether the Mildura-Geelong Rail Freight Upgrade Project (September 2007) document should be retained in the Planning Scheme.
- OP.6) Subject to confirmation from the relevant rail authorities, remove the Rail Infrastructure Projects (December, 2002) from the Planning Scheme.

14 Conclusion

The Central Goldfields Planning Scheme has performed adequately in managing land use and development issues in Central Goldfields Shire since 2013. It has, however, become progressively less relevant and useable for decision making as it has remained relatively unchanged since it was introduced in 2000.

From a statutory planning perspective, there is potential to improve the processing of planning permit applications in various ways. The Review has identified a range of issues that should be the subject of a separate review of systems and processes, including consideration of new software systems to manage planning permit applications.

The recent introduction of a new Municipal Planning Statement has made Council's strategic vision clearer and more succinct. It has also brought it into closer functional alignment with state planning policies. The new PPF structure has, however, revealed various strategic gaps and significant opportunities for Council to improve local policy expression for planning matters.

Council has recently completed an important planning strategy, the Population, Housing and Residential Strategy. For the first time, Council has an evidence-based framework for future settlement planning in the Shire. This will provide a solid foundation for many of Council's future strategic planning initiatives.

There are a large number of local provisions of the Planning Scheme that need to be updated, refreshed, removed or replaced. This is particularly the case for planning scheme overlays, which are often not performing in an efficient way, do not comply with current DELWP guidelines and need to be reviewed.

The Review has identified many strategic gaps and emerging issues and provided recommendations to address them through further strategic work, or other actions. Some of the recommendations can be achieved immediately with relatively little cost. Others will require long-term budgeting, careful scoping and efficient implementation through the planning scheme amendment process. Council's current short-term strategic work program is sound and provides a good starting point to address the issues.

The resources and effort that will be required to address all of the recommendations of this Review will be significant. It is inevitable that some of the recommendations and projects will rollover into future reviews or be superseded by other changes to priorities or emerging issues. This is not unusual for a relatively small rural shire that must manage a wide range of urban, rural and environmental issues. Notwithstanding, there are some key strategic projects, including an industrial land strategy, land use framework plan for the Carisbrook-Flagstaff area and rural land study that should be undertaken as a matter of priority as these will provide important direction for some of the most challenging planning issues in the Shire.

It is expected that Council will prioritise the Review's recommendations based on its resources and priorities. In order to address some of the recommendations, it will need to partner with DELWP, other authorities, the VPA and potentially neighbouring councils, to achieve progress in a timely and cost-effective way.

15 Implementation of review

In order to give effect to the priority findings of the Review, Council will need to undertake a broad range of actions. The strategic planning department will need to take the lead role in implementing most of the recommendations, but many recommendations will also involve other Council departments or external authorities.

The recommendations fall broadly into seven categories:

- commencing a planning scheme amendment to implement the findings of the Review;
- changes to systems, processes and management;
- changes to the MPS and PPF to address strategic gaps and emerging issues;
- strategic work program;
- changes to zones and overlays;
- changes to other provisions, including particular provisions, referrals and notice and operational provisions;
- establishing an appropriate strategic planning budget.

As the Review has made a large number of recommendations, these have been collated and presented in Tables 4-7 on the following pages. Where appropriate, the Council department and external authority responsible for the recommendation has been identified. A suggested timeframe has also been provided, where possible, to provide a sense of how important the recommendation is considered to be in the context of all of the recommendations of the Review. It is acknowledged that these timeframes will ultimately be determined by Council in the context of other priorities and issues that face the Shire.

The recommendations in Table 4 (Systems, processes and management) fall across different Council departments. In order to assist with implementation, these recommendations have been listed in order of suggested timeframe to enable the immediate priorities to be easily identified.

15.1 Implementation amendment

Once the Review has been submitted to the Minister for Planning, it is recommended that Council prepare a planning scheme amendment to implement the key findings of the Review. The amendment should address all of the recommendations identified as 'Amendment to implement PSR' in the tables below.

15.3 Systems, processes and management

Table 4 Summary of recommendations for systems, processes and management

Ref No.	Recommendation summary	Responsibility	Timeframe
PP.3)	Record permit triggers for all new planning permit applications to enable later analysis.	Statutory planning	Immediate
PP.5)	Introduce an appropriate mechanism to ensure that the Victoria Unearthed mapping tool is checked for potentially contaminated land when new planning permit application files are prepared	Statutory planning	Immediate
PP.6)	Introduce an appropriate mechanism to ensure that the Victoria Unearthed mapping tool is checked for closed landfills when planning permit applications are prepared.	Statutory planning	Immediate
OP.3)	Introduce interim systems to ensure that all applications under all of the special water supply catchments areas in the Shire are referred to the relevant water authority under	Strategic and Statutory planning	Immediate
PO.1)	Identify the best ways for Council to engage with future State-led reform and create opportunities for Council staff or representatives to be involved.	Strategic planning	Ongoing
SP.2)	Investigate initiatives that seek to improve the quality of applications in rural areas.	Strategic and Statutory planning	Ongoing
PP.4)	Commence the necessary statutory and administrative steps to transfer the responsibility for issuing Planning Certificates to DELWP.	Statutory planning	Amendment to implement PSR
PO.2)	Abandon amendments C11, C13/C19, C22 and C26.	Strategic planning	Next 12 months
PO.3)	Re-commence a new 'errors' amendment.	Strategic planning	Next 12 months
PP.1)	Undertake a benchmarking exercise with similar councils to explore staff workloads, file allocation processes, instruments of delegation.	Executive management team	Next 12 months
PP.2)	Explore new software system(s) for statutory planning.	Executive management team	Next 12 months
SP.1)	Undertake more detailed investigations into the location of applications that are refused.	Strategic planning	Next planning scheme review
SP.3)	Identify opportunities to reduce planning permit triggers including the use of the Schedule to Clause 59.15 (local VicSmart applications).	Strategic planning	Next planning scheme review

15.4 Changes to the MPS and PPF to address strategic gaps and emerging issues

Table 5 Summary of recommendations for changes to the MPS and PPF

Ref No.	Recommendation summary	Suggested process
Settlement		
MP.1)	Update the Municipal Planning Statement to provide clearer direction about shop top living and mixed use developments that include residential, commercial, retail and related uses.	Amendment to implement PSR
MP.2)	Amend the Maryborough Structure Plan to identify the planning issues identified in this section and capture other key settlement opportunities.	Amendment to implement PSR, or following review of Maryborough UDF or Housing Strategy
MP.3)	Consider the need for an urban growth boundary as part of the implementation of the Population, Housing and Residential Strategy.	Implementation of the Population, Housing and Residential Strategy.
MP.4)	Clarify the definition and preferred location of medium density housing in Maryborough.	Amendment to implement PSR, or following review of Maryborough UDF or Housing Strategy
Natural resource management		
MP.5)	In conjunction with relevant authorities and agencies, revise the strategic directions and strategies to support overlays and key landscapes.	Amendment to implement PSR
MP.6)	Identify the need to address urban-forest interfaces at the local level during the preparation of new structure plans.	As required
Environmental risks		
MP.7)	Identify bushfire risks as a key driver for the Maryborough, and the lower risks in the Carisbrook area as strategic directions in the MPS.	Amendment to implement PSR
MP.8)	Identify general areas of bushfire hazard in some way in the Central Goldfields Strategic Framework Plan and the Maryborough Structure Plan.	Amendment to implement PSR
MP.9)	Recognise salinity and erosion associated with future greenfield development in Maryborough and Carisbrook as 'further strategic work'.	Amendment to implement PSR – Schedule to Clause 74.02
MP.10)	Include the implementation of flood studies for Maryborough, the Avoca River and Moliagul, Bet Bet, Talbot, Bealiba and Timor-Bowenvale as 'further strategic work' in the MPS.	Amendment to implement PSR – Schedule to Clause 74.02
MP.11)	Identify issues relating to greyhound keeping and training and dams and unplanned and incremental change in rural areas in the MPS.	Amendment to implement PSR

Ref No.	Recommendation summary	Suggested process
Housing		
MP.12)	Identify the need to provide a more diverse mix of rural living opportunities that are located closer to key towns such as Maryborough and Carisbrook.	As part of a Carisbrook-Flagstaff Framework Plan and following the completion of a rural land study.
MP.13)	Identify the need to review existing rural living zoned land with a view to applying more appropriate zone provisions.	Rural land study.
Economic Development		
MP.14)	Update the MPS with a fuller and more accurate set of industrial land use issues.	Amendment to implement PSR or following an industrial land strategy
MP.15)	Incorporate relevant elements of the Economic Development and Tourism Strategy in the MPS, as appropriate.	Amendment to implement PSR
MP.16)	Recognise the 'Golden Way touring route' in the MPS or remove it from the Central Goldfields Shire Strategic Framework Plan.	Amendment to implement PSR
Movement		
MP.17)	Recognise the findings of the Central Goldfields Shire Walking and Cycling Strategy (2017).	Amendment to implement PSR
MP.18)	Include a strategic direction in the MPS and PPF to 'protect' the Maryborough Aerodrome.	Amendment to implement PSR
MP.19)	Implement the findings of the Integrated Transport Strategy (2020) in the MPS and PPF, as appropriate.	Amendment to implement the Integrated Transport Strategy
Infrastructure		
MP.20)	Identify the potential need for development contributions plans and infrastructure contributions for new growth areas in Maryborough and Carisbrook in the MPS.	Amendment to implement PSR
MP.21)	Include a policy in the local section of the PPF to passively irrigated trees in new development areas, the CBA and town entrances by requiring landscape plans.	Amendment to implement PSR
MP.22)	Consider including the Maryborough Integrated Water Management Plan (2018) as a Background Document in the Schedule to Clause 72.08.	Amendment to implement PSR
MP.23)	Recognise the location and role of local waste and resource recovery infrastructure including transfer stations in the MPS.	Amendment to implement PSR
MP.24)	Recognise the land use risks posed by closed landfills in the MPS.	Amendment to implement PSR

15.5 Strategic work program

Table 6 Summary of recommendations for strategic work program and further strategic work

Ref No.	Recommendation summary	Responsibility	Timing / process
General			
SS.1)	Continue to implement the current strategic work program.	Strategic planning	Immediate
SS.3)	Develop a medium and longer term strategic work program for the next 4-8 years, having regard to the findings and recommendations of Section 10.	Strategic planning	Immediate
SS.2)	Prepare planning scheme amendments to implement the findings of all strategic planning work in the most efficient and logical manner.	Strategic planning	Ongoing
SI.1)	Consider how to best respond to the needs of the specific land uses through the Planning Scheme.	Strategic planning	Ongoing
SI.2)	Explore how to best address the provision of walking and cycling infrastructure; development contributions and sustainable urban design and building design through the planning system.	Strategic planning	Ongoing
SI.3)	Engage with DELWP to determine how the regional section of the PPF can better recognise regional issues and opportunities.	Strategic planning / DELWP	Next 12 months
SI.4)	Closely track demographic trends in the Shire through reviews of Census data, building approvals.	Strategic planning	Planning scheme reviews, Population, Housing & Residential Strategy
Settlement			
FW.1)	Prepare a structure plan for the Maryborough-Dunolly Road Precinct, or as recommended by the Population, Housing and Residential Strategy.	Strategic planning / VPA	2021/22
FW.2)	Consider the preferred work that is required to support changes to the Maryborough Central Business Area Structure Plan and amend the plan accordingly.	Strategic planning	Review of the review of Maryborough UDF or commercial land strategy
FW.3)	Undertake further investigations into the extent of the town centres Talbot, Carisbrook, Dunolly, Bealiba, Timor-Bowenvale and Majorca to clearly identify the extent of the town centre and amend the township structure plans accordingly.	Strategic planning	Review of township UDFs

Ref No.	Recommendation summary	Responsibility	Timing / process
Natural resource management			
FW.4)	Undertake an assessment of the Moolort Wetlands to guide the development of appropriate planning tools for the Moolort Plains Wetlands.	Strategic planning, NCCMA & DELWP	2023/24
FW.5)	Engage with DELWP to develop an action plan to identify other vegetation assets in the Shire that have high biodiversity value so that these can be identified in the MPS and apply overlays, as appropriate.	Strategic planning, & DELWP	2023/24
Environmental risks			
FW.6)	Consider how best to address climate change through the planning system, potentially as part of a broader investigation that also looks at Council's other functions and activities.	Strategic planning	Ongoing
FW.7)	Once prepared, review the findings of the CFA's 'traffic light' bushfire mapping process and consider the implications for the Planning Scheme.	Strategic planning and CFA	Next planning scheme review
FW.8)	Prepare a rural land study.	Strategic planning	2022/23
Built environment and heritage			
FW.9)	Develop signage guidelines and implement them in the Planning Scheme as policy guidelines, a policy document or incorporated document.	Strategic planning	2023/24
FW.10)	Implement the findings of the Heritage Review Stage 1 (2005), with a focus on reviewing the Heritage Overlay in Maryborough.	Strategic planning	2020/21
FW.11)	Develop heritage guidelines and include in the Planning Scheme as policy guidelines, a policy document or incorporated document.	Strategic planning	Implementation of Heritage Review
FW.12)	Consider how best to develop urban design and landscape guidance for the City's highway entrances.	Strategic planning and other Council departments	
FW.13)	Consider how to best develop policies for energy and resource efficiency in new buildings in the context of broader climate change initiatives by Council.	Strategic planning and other Council departments	
FW.14)	Monitor infill development activity and consider the need for neighbourhood character guidelines.	Strategic planning	Next planning scheme review

Ref No.	Recommendation summary	Responsibility	Timing / process
FW.15)	Consider the development of policies or guidelines that provide exemptions for certain low-impact works or development of non-contributory building in heritage precincts.	Strategic planning	Implementation of Heritage Review
FW.16)	Identify key infill residential development and re-development sites in Maryborough that are suitable for housing	Strategic planning	Housing strategy or review of the Maryborough UDF
FW.17)	Identify Rural Living zoned land that should be rezoned to the Rural Conservation or other zones.	Strategic planning	Rural land study
Economic development			
FW.18)	Prepare a commercial land strategy for Maryborough and update the Maryborough CBA Structure Plan, as appropriate.	Strategic planning	2023/24
FW.19)	Prepare an industrial land strategy for Maryborough and other parts of the Shire;	Strategic planning	2020/21
FW.20)	Prepare a land use framework plan for the Carisbrook-Flagstaff area.	Strategic planning	Following / as part of industrial land strategy.
Movement			
FW.22)	Prepare a map showing the recommendations of the Central Goldfields Shire Walking and Cycling Strategy 2017-2026 (2017) for use in the planning department and for internal referrals.	Strategic and statutory planning	Immediate
FW.23)	Engage with VicRoads to provide basic information about planning issues associated with the Maryborough Heavy Vehicle Bypass in the Planning Scheme.	Strategic planning and VicRoads	Review of the Maryborough Urban Design Framework
FW.24)	Review the planning provisions at Maryborough Aerodrome.	Council and strategic planning	Strategic review of the Maryborough Aerodrome.
Infrastructure			
FW.25)	Investigate the implications of the upgrade of the Maryborough District Hospital and opportunities for clustering of uses.	Strategic planning	Review of the Maryborough Urban Design Framework.
FW.26)	Discuss the potential to rezone the Bealiba, Carisbrook Dunolly and Talbot Transfer Stations to the Public Use Zone (PUZ6) with DELWP.	Strategic planning and DELWP.	
FW.27)	Discuss the potential to apply the Environmental Audit Overlay (AEO) to closed landfills in the Shire with DELWP.	Strategic planning and DELWP.	

15.6 Other provisions

Table 7 Summary of recommendations for other provisions

Ref No.	Recommendation summary	Responsibility	Timeframe
Zones			
ZO.1)	Pursue the strategic work for the commercial, industrial and rural zones identified in Sections 9.6 and 9.7 as the strategic basis for changes to the zones.	Strategic planning	Ongoing
ZO.2)	Review the content of Schedule 1 to the Special Use Zone and improve provisions relating to use of land and buildings and works.	Strategic planning & DELWP	Amendment to implement PSR
ZO.3)	Investigate the potential for the Goldfields Reservoir and Ron Sinclair Reserve to be rezoned to Public Park and Recreation Zone (PPRZ) or Public Use Zone (PUZ).	Strategic planning & DELWP	Errors amendment
Overlays			
OV.1)	Create two schedules to the Environmental Significance Overlay: one for watercourses and one for special water supply catchments areas.	NCCMA, Central Highlands Water, Coliban Water and GMW	Next 12 months
OV.2)	Apply the ESO for special water supply catchment overlay to the Special Water Supply Catchments of Laanecoore and Bealiba reservoirs.	NCCMA, Central Highlands Water, Coliban Water and GMW	Next 12 months
OV.3)	Engage with relevant authorities to determine the content and coverage of the schedules to the ESO.	NCCMA, Central Highlands Water, Coliban Water and GMW	Next 12 months
OV.4)	Develop an agreement for standard conditions to be placed on low-risk developments to avoid referrals to the water authorities.	NCCMA, Central Highlands Water, Coliban Water and GMW	Next 12 months
OV.22)	Update the heritage overlay in accordance with the recommendations of the Heritage Review	Strategic Planning	2020/21
OV.35)	Support the 'rapid' flood studies for Maryborough, the Avoca River and Moliagul, Bet Bet, Talbot, Bealiba and Timor-Bowenvale.	Strategic Planning & NCCMA	Ongoing
OV.36)	Assist the North Central Catchment Management Authority in preparing any planning scheme amendments to update the overlay.	Strategic Planning & NCCMA	Ongoing

Ref No.	Recommendation summary	Responsibility	Timeframe
Particular provisions			
OP.1)	Subject to confirmation from the relevant authorities, amend the Schedule to Clause 51.01 to remove the two rail projects.	Strategic planning & rail authorities.	Amendment to implement PSR
Referrals and notice			
OP.2)	Update the Schedule to Clause 66.04 with referral and notice provisions of overlays, as per the specific recommendations of Section 11 of this report.	Strategic planning & rail authorities.	2020/21
Operational provisions			
OP.4)	Commence the necessary statutory and administrative steps to transfer the responsibility for issuing Planning Certificates to DELWP (refer also to Recommendation PP4)	Strategic planning & DELWP	Amendment to implement PSR
OP.5)	Engage with VicTrack to determine whether the Mildura-Geelong Rail Freight Upgrade Project (September 2007) document should be retained in the Planning Scheme.	Strategic planning & rail authorities.	Amendment to implement PSR
OP.6)	Subject to confirmation from the relevant rail authorities, remove the Rail Infrastructure Projects (December, 2002) from the Planning Scheme.	Strategic planning & rail authorities.	Amendment to implement PSR

15.7 Resources

In order to make meaningful progress on the further strategic work identified in this report, a more significant financial commitment will be required from Council than in the past. Council now has a strategic planning budget that allows it to confidently program future strategic planning projects. Importantly, it should also allow sufficient funds to prepare planning scheme amendments that will ensure that the work is reflected in the Planning Scheme.

Council's strategic planning department is actively consolidating changes to the Planning Scheme so that efficiencies can be gained through the planning scheme amendment process. This approach is supported, particularly when there are common issues and stakeholders involved.

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www.planning.vic.gov.au

www.investment.infrastructure.gov.au

9.6 PLANNING POPULATION HOUSING AND RESIDENTIAL SETTLEMENT STRATEGY

Author: **Manager Strategy and Economic Development**

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The Officer presenting this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

SUMMARY/PURPOSE

The purpose of this report is to present the Population, Housing and Residential Settlement Strategy to Council for adoption.

The purpose of the strategy is to investigate population growth scenarios and identify housing needs, and provide a clear direction for residential development within Central Goldfields Shire for the 2020-2035 period.

LEGISLATION AND POLICY CONTEXT

Central Goldfields Shire Council's Council Plan 2017-2021 (2018 Refresh) – Our Built and Natural Environment

Outcome: Our Shire celebrates the rich built and natural heritage and a sustainable environment.

Objectives: 2.3 Promote Central Goldfields as a place of choice to live, work and play
3.3 Protect and enhance the environment while planning for growth

Initiatives: Review Council's Population Growth Strategy
Develop a Strategic Planning program

PLANNING AND ENVIRONMENT ACT 1987 - SECT 12

(1) A planning authority must—

- (a) implement the objectives of planning in Victoria;
- (b) provide sound, strategic and co-ordinated planning of the use and development of land in its area;
- (c) review regularly the provisions of the planning scheme for which it is a planning authority

CENTRAL GOLDFIELDS PLANNING SCHEME – 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

- Ensure the ongoing provision of land and supporting infrastructure to support sustainable urban development.
- Ensure that sufficient land is available to meet forecast demand.
- Plan to accommodate projected population growth over at least a 15 year period and provide clear direction on locations where growth should occur. Residential land supply will be considered on a municipal basis, rather than a town-by-town basis.

BACKGROUND INFORMATION

In developing a strategic planning program, one of the key priorities for Central Goldfields Shire is to give direction to future residential settlement. This has been identified as an urgent task in the draft Planning Scheme Review.

Under Clause 11.02-1S of the Planning Scheme, Council has an obligation to maintain a fifteen-year supply of land at a municipal level. There is currently a limited amount of residential zoned land for conventional 'greenfield' development. The available options for rezoning land need to be considered in the context of broader land supply and demand issues, including demographic analysis to identify the type of land and housing that is likely to be required. The Department of Environment, Land, Water and Planning (DELWP) has advised that it would not support future rezoning proposals without up-to-date strategic justification.

The Council Plan also includes the initiative of reviewing the previous Population Growth Strategy and it is timely to integrate this work with planning for residential growth.

The Population, Housing and Residential Settlement Strategy (the Strategy) has been developed to meet these needs in a thoroughly researched and holistic manner. Spatial Economics has been engaged to prepare the Strategy and has worked with Council officers and stakeholders in completing a final report.

REPORT

The final strategy report comprehensively analyses the key issues surrounding planning for future residential growth, including reviewing the 2012 Residential Settlement Strategy and 2011 Population Growth Strategy. Both of these documents were identified as being out of date and lacking the robust analysis required to meet current needs, so a comprehensive background analysis was undertaken. This included:

- analysis of population and housing development trends in the Shire and broader region;
- study of demographic forecasts and development of plausible growth scenarios for Central Goldfields;
- estimates of underlying housing demand based on these scenarios;;
- detailed mapping analysis of available land, considering zonings and constraints such as bushfire and flood risk;
- consideration of relevant Council objectives; and

- identification of key issues and draft principles to consider in assessing potential future areas for residential development.

The main findings and recommendations are captured in the Executive Summary of the report, with the detailed strategic analysis in the six sections that follow. The report provides 36 recommendations under nine areas of action as follows:

- A scenario-based approach to planning for housing growth
- Managing the development of Maryborough/Carisbrook
- Promoting urban consolidation in Maryborough
- Broad-hectare development in Maryborough/Carisbrook
- Low density and rural residential development close to Maryborough/Carisbrook
- Development facilitation
- Housing development in Dunolly and Talbot
- Housing needs not able to be met through the private market
- Planning for low density and rural residential development

A Scenario-based Approach

The analysis notes the moderate population growth in recent years, following previous periods of population decline and levelling off. In seeking to forecast likely future growth, it identifies some definite demographic trends, such as an ageing population and a high rate of state-wide population growth driven by immigration, which will affect the quantity and type of demand for future housing in the shire. There is, however, an inherent degree of uncertainty in predicting specific rates of population growth for the shire and there are factors affecting land supply that are outside of Council's control, such as the evolving approaches to managing bushfire and flood risks.

The Strategy therefore proposes a scenario-based approach as the most appropriate way to manage the uncertainties of predicting residential growth. This approach provides direction for addressing the most plausible potential residential demand/supply patterns, while allowing flexibility to vary Council's response as actual trends emerge over time.

Officers support this approach and note that its flexibility will be even more important in responding to the new uncertainties emerging from the pandemic context. Contradictory forces may lead to lower growth due to lower overall national and state immigration rates impacting locally, or higher growth based on a new trend of moving from congested urban centres to 'safe' regional locations where working remotely from home is more feasible than before.

The three scenarios that the Strategy identifies as most plausible are:

1. the Victoria in Future 2019 official forecast (growth averaging 0.4% per year);
2. a forecast reflecting recent growth trends (growth averaging 0.6% per year); and
3. a higher growth forecast driven by outward growth from Melbourne and nearby regional cities (growth increasing gradually to 1.3% per year by 2036) or averaging 0.8% per annum from 2020 to 2036 .

The Strategy investigates and responds in detail to the implications of each scenario in terms of housing demand and how factors such as demographic change, lifestyle choices and land supply contribute to this.

Maryborough and Carisbrook the focus of growth

The strategy's conclusion that Maryborough and Carisbrook will be the focus of most residential growth during the forecast period is a sound response to the data. The recommendations for managing this growth are multi-faceted and address the key issues,

which include the constraints on the outward growth of Maryborough and the need to provide a diverse range of residential options to meet housing needs and market demand.

The key directions that emerge in the Strategy support urban consolidation in Maryborough and future broad hectare growth in Carisbrook over time. The recommendations cover issues such as:

- retaining heritage and character in Maryborough without overly restricting development;
- supporting applicants through the planning process to facilitate the provision of new housing options; and
- managing future growth in Carisbrook (and Flagstaff) through a precinct structure planning process.

Dunolly, Talbot and other locations

The Strategy also provides direction for managing the moderate levels of residential development forecast for Dunolly and Talbot, including the issue of wastewater management in the latter.

Analysis of the issues affecting low density and rural residential development in smaller townships and districts is provided. There are specific recommendations for managing the over-supply of rural living land and the relative lack of supply of smaller lifestyle lots close to townships and services which are in higher demand.

Specific housing needs

The recommendations for addressing housing needs that are not able to be met through the private market are an important element of the Strategy. They provide guidance to Council in meeting some specific local needs such as supporting ageing in place and accommodating low income residents through community housing and specialist housing services.

Implementation

Work on a planning scheme amendment to implement some of the key recommendations of the Strategy is expected to commence in the second half of 2020. It is anticipated that this amendment will integrate recommendations of the Strategy with those of the Planning Scheme Review and the Economic Development and Tourism Strategy and will align with the format of the new Local Planning Policy Framework. This will make a very substantial step in bringing the Central Goldfields Planning Scheme up to date.

Other recommendations in the Strategy provide a framework for planning residential development over an extended period and will inform Council's forward strategic planning program, as well as improved processes for monitoring and responding to development activity over time.

A start has been made on the Strategy's recommendations long term planning for growth in Maryborough, Flagstaff and Carisbrook by engaging Spatial Economics to do an analysis of industrial land supply and demand. This will include identifying ways to manage conflict between industrial and residential uses where these are located close to each other (a priority issue highlighted in the draft Planning Scheme Review).

The 'development facilitation' position described in Recommendation 19 is being considered through the Better Approvals program that is currently being undertaken within several units of Council and an improved level of service is expected to result.

CONSULTATION/COMMUNICATION

A key focus of the development of the Strategy has been to ensure that opportunities have been presented for input by the Central Goldfields community and active stakeholders in particular. An Issues and Options Paper that captured the research, data and potential directions for development formed the basis of an engagement process conducted from November 2019 to January 2020.

This engagement gathered input into the Strategy, helping to ensure that it is responsive to community views and aspirations with regard to population growth and where this should be directed. In addition, engagement on the strategy has been an educative process that has helped participants understand the opportunities and constraints inherent in planning for future growth.

The engagement process comprised the following:

- Community drop-in sessions (jointly held with those for the community planning process in the shire's four major townships)
- Publication of background documents on Council's website and advertising this via Council's regular page in the Maryborough Advertiser
- On-line survey
- Meetings/interviews with internal units of Council and external agencies
- Targeted individual interviews with stakeholders (agencies, developers, real estate agents)

There was a low response to the public survey, while community drop-in sessions enabled conversation with approximately 40 members of the public. This does not reflect a large cross-section of the community but this is not unusual with high level strategic planning strategies of this type. The lack of breadth was offset by the depth of conversations with those who did participate, as well as the targeted interviews with particular stakeholders who are more active in residential planning.

Consultations with agencies, including the water authorities and CFA, provided useful technical input into the capacity of various locations in the shire to accommodate residential growth.

Consultation on Draft Final Report

The draft final report was released for public consultation and feedback in April 2020. It was made available on Council's website, with publicity via Council's weekly newspaper page and direct emailing to participants in previous engagement processes.

Seven responses were received, comprising five from referral authorities and one each from a local developer and a consultancy that works in the local area. These are summarised in Attachment 2. They were generally supportive of the Strategy with a number of points raised for consideration when it is implemented. Officers do not consider that any changes to the Strategy are required in response to these submissions.

Future Community Engagement

There will be a further opportunity for community input at the exhibition stage of any future planning scheme amendment to implement the Strategy's recommendations.

FINANCIAL & RESOURCE IMPLICATIONS

Consultant costs, staff time and community engagement activities for the Strategy are included within the 2019-20 Council budget.

Likely future costs in implementing the Strategy are mainly those involved in a planning scheme amendment. It is proposed that a single amendment incorporate the planning scheme actions from this strategy with those emerging from the Planning Scheme Review and the Economic Development and Tourism Strategy, which will make the process more efficient and cost-effective than running separate amendments. The amendment costs, including those of a likely planning panel, are included within the proposed 2020/21 budget for Strategy and Economic Development.

RISK MANAGEMENT

This strategy addresses the strategic risk in Councils strategic risk register *Community Wellbeing - Failure to recognise and manage the impact of changing social and economic conditions on the community.*

Key risk-mitigation benefits of the Strategy:

- ensuring the availability of appropriately zoned and located land to meet future residential needs;
- providing a vision for the strategic direction of residential development in partnership with the community and/or a responsive approach to emerging market demand ;
- taking the opportunity to coordinate the direction of residential development with the outcomes of the Economic Development Strategy and the Planning Scheme Review; and
- avoiding the greater risks if a strategic approach is *not* taken; i.e. -
 - residential land supply becoming highly constrained and more expensive;
 - Council unable to provide strategic justification to get rezoning approvals from the Minister for Planning (tight supply, rising costs, handbrake on other initiatives);
 - pressure from developers for ad hoc, uncoordinated development;
 - residents living in housing that doesn't meet their needs as an appropriate diversity of housing options has not been provided.

CONCLUSION

The final report for the Population, Housing and Residential Settlement Strategy has been completed by Spatial Economics. The report provides a substantial evidence base and incorporates feedback from engagement processes with stakeholders and the community.

Officers consider that the Strategy provides a robust set of recommendations that are well substantiated and provide an appropriate and achievable approach for managing residential growth issues over the next 15-year period.

The Strategy is now presented to Council for adoption.

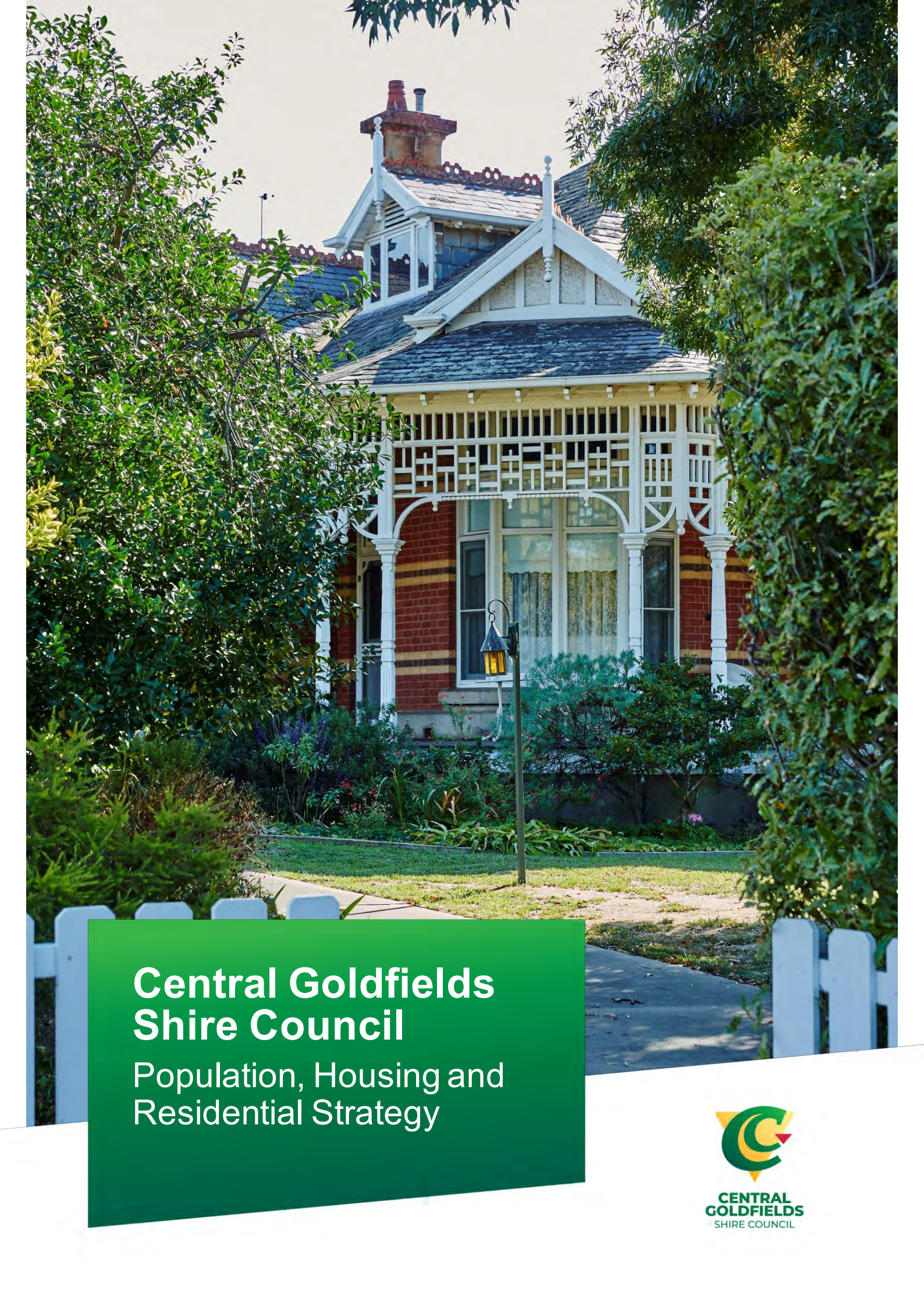
ATTACHMENTS

1. Population, Housing and Residential Settlement Strategy
2. Summary of responses to the draft Population, Housing and Residential Settlement Strategy

RECOMMENDATION

That Council:

1. *Adopt the Population, Housing and Residential Strategy; and*
2. *Commence the preparation of an integrated Planning Scheme Amendment to implement the recommendations of*
 - a. *the Population, Housing and Residential Strategy*
 - b. *the Planning Scheme Review 2020; and*
 - c. *the Economic Development Strategy 2020.*



Central Goldfields Shire Council

Population, Housing and
Residential Strategy

Disclaimer

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Report Date: March 2020

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Image on front cover supplied by David Field

Acknowledgement of Country

Central Goldfields Shire Council acknowledges the ancestors and descendants of the Dja Dja Wurrung. We acknowledge that their forebears are the Traditional Owners of the area we are on and have been for many thousands of years. The Djaara have performed age old ceremonies of celebration, initiation and renewal. We acknowledge their living culture and their unique role in the life of this region.



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Executive Summary and Recommendations

Main Findings

Over the last decade or more Central Goldfields Shire has seen only moderate, and variable, population growth. Up until the 2006 Census the Shire was losing population but this trend was halted over the 2006 to 2011 inter-census period. From 2011 to 2016 the Shire's population growth increased to an average 0.8% per year. Over the last few years estimates of annual growth have varied but overall the trend for moderate growth appears to be continuing. This recent modest population growth has been largely dependent upon inward migration – principally from surrounding areas.

When viewed in comparison with Melbourne, and the regional cities and peri-urban council areas within about 100 kilometres of Melbourne, population growth in Central Goldfields Shire population is modest. However, this could well change if strong growth continues in Melbourne, Ballarat and Bendigo. There is a real possibility that within the next decade or two Central Goldfields could be experiencing growth rates similar to those already seen in adjacent Shires such as Hepburn and Mount Alexander.

The Victorian Government's official Victoria in Future 2019 (VIF 2019) population projections for Central Goldfield's Shire do not anticipate continuation of the recent growth trend. Spatial Economics believes that this assumption is questionable and that it would be unwise for Council to rely solely on the VIF 2019 forecast in planning for the Shire's future housing needs. Instead we propose that Council adopt a scenario-based planning approach.

In line with this approach the findings and recommendations in this report take account of three plausible population growth scenarios:

- I. the VIF 2019 forecast (growth averaging 0.4% per year);
- II. a forecast reflecting recent growth trends (growth averaging 0.6% per year); and
- III. a 'big Melbourne growth' forecast (growth increasing gradually to 1.3% per year by 2036) or averaging 0.8% per annum from 2020 to 2036 .

Over the forecast period covered by this report (2020 to 2036) this translates into total population growth of between 815 and 1,925 people and a demand for between 713 and 1,304 additional dwellings. The difference in the ratio of population growth to additional dwelling requirements between the scenarios reflects the fact that the higher growth rates imply more in-migration and a higher percentage of younger households /households with children.

Compared to Victoria as a whole the population of the Central Goldfields Shire is skewed towards older age groups. This trend is projected to continue although faster population growth, if it occurs, may help moderate this trend somewhat. It is clear that Central Goldfields Shire will need, under any scenario, to plan to meet the changing housing needs of an older population.

Much of the Shire's population growth (70% or more) and housing development has been in Maryborough, Carisbrook and their environs. From 2009 to 2019 total dwelling approvals in Central Goldfields Shire averaged 65 per year. Nearly 70% of these approvals were in Maryborough (the percentage would be significantly higher if it included approvals in Carisbrook and on rural residential lots close to Maryborough/ Carisbrook). There is no basis for assuming that this trend will change over the forecast period. Planning for the Shire's future housing needs therefore needs to focus on Maryborough/ Carisbrook and their environs.

State Planning Policy requires councils to plan for a land supply that is sufficient to provide for at least fifteen years housing needs. This requirement is intended to apply on a council-wide and not a town/location specific basis. In the case of Central Goldfields Shire however



it is clear that the only sensible approach is to plan on the basis of maintaining at least a fifteen-year land supply for the Maryborough/Carisbrook market. This is because there is either little demand or little capacity for new housing elsewhere.

Under the three growth scenarios Spatial Economics have estimated (based upon conservative assumptions regarding the share of new housing going to broad-hectare developments and average yields from such developments) that there could be a requirement for between 22 and 78 hectares of additional broad-hectare land over the next 25 years.

Most (over 90%) of Maryborough's existing housing stock is comprised of detached houses and much of the recent housing development has been on broad-hectare or larger vacant sites. This lack of diversity in dwelling stock is likely to become an increasing problem as the Shire's population of older residents continues to increase. To date however there has been little in the way of 'urban consolidation' producing more varied housing stock in established parts of Maryborough (apart from several recent aged person housing projects).

Most of the areas currently zoned for broad-hectare development on the fringes of Maryborough are severely constrained and at best can provide for only a limited additional housing supply. Spatial Economics estimates that, based upon cautious but realistic estimates of yields from existing zoned land, Maryborough has only between eight and twelve years supply of broad-hectare residential land.

Future broad-hectare growth options for Maryborough are limited. This is due to a combination of significant native vegetation and bushfire risk. Spatial Economics has been able to identify only one potential additional location for such development - and the suitability of this site will need to be further assessed with the relevant authorities.

Planning for ongoing growth in Central Goldfield's primary housing market will therefore need to be based upon a combination of:

- encouragement and facilitation of urban consolidation in established parts of Maryborough;
- medium and longer term housing needs being met by broad-hectare development around Carisbrook (largely on grassland with a significantly lower bushfire risk than currently zoned areas on the edges of Maryborough); and
- some ongoing low density residential and rural residential development in areas surrounding Maryborough/Carisbrook.

An integrated approach needs to be taken to planning for these forms of development.

The focus in this report on planning for substantial medium to longer term residential growth around Carisbrook is a major change from the findings of the 2012 Residential Settlement Strategy. Carisbrook is sufficiently close enough to Maryborough to enable relatively easy access to Maryborough's wide range of services. We believe that, as part of its ongoing strategic planning efforts, Council should attach a high priority to preparing a precinct structure plan (PSP) for Carisbrook and environs (including Flagstaff and other areas between Carisbrook and Maryborough).

To date housing in Central Goldfields has been relatively affordable and this situation is likely to continue – although affordability may be affected to some extent by increasing growth rates. Most of future housing demand in the Shire will continue be met through the private housing market.

There will however be segments of the population whose future housing needs are unlikely to be provided for by private development. This includes some of the growing number of older households and of households on lower incomes. For these households, a combination of non-market initiatives will be required and this needs to be specifically addressed by Council in this and all future housing strategies. In particular Council has a



vital role to play both in coordinating the provision of services for those households that choose to continue to live in their existing dwelling ('age in place') and in advocating for, and facilitating investment by, community housing associations and other specialist housing providers.

For such community housing organisations, the availability of development funding is generally limited and often unpredictable. Central Goldfields Shire will therefore be competing with many other municipalities when decisions are made on the allocation of priorities for additional community housing developments. To maximise the chance of local needs being met it will be important for Council to:

- establish effective links with a number of such groups so that they are aware of local needs and have the local knowledge and support to move quickly when funding resources become available;
- advocate local needs strongly to State and Commonwealth Governments; and
- take appropriate action to facilitate and support potential local investments.

By comparison with Maryborough/Carisbrook and environs population growth and housing demand in Dunolly and Talbot has been, and is likely to continue to be, modest.

Existing vacant sites and residential zoned areas within Dunolly should be more than sufficient to provide for housing growth over the forecast period. There is no realistic need to provide for rezoning of additional land for housing (a location for such a rezoning was proposed in the 2012 Residential Settlement Strategy report).

In Talbot there is limited demand for additional dwellings and also limited capacity for additional housing development without the provision of a reticulated sewerage system. Provision of such a system is currently uneconomic and likely to remain so unless alternative technologies can substantially lower costs. In the absence of significant subsidies from either the State or Shire the only prudent assumption is that housing growth in Talbot will be limited and that there is no need to identify or rezone additional land for housing.

The 2012 Residential Settlement Strategy ignored the role of rural residential development in meeting Central Goldfields Shire's housing needs. Over recent years the construction of dwellings in rural-residential areas (almost exclusively on existing allotments) has accounted for about 13% of all new housing development in Central Goldfields. Ongoing planning for the Shire's housing requirements needs to make explicit provision for this sub-market.

Spatial Economics has estimated that, as at February 2019, Central Goldfields Shire had a total stock of over 1,600 rural residential lots. Of these almost 40% were vacant. The number of vacant rural residential lots is relatively high compared to other regional council areas across Victoria. Rural residential lots in Central Goldfields Shire are on average relatively large (76% are greater than 4 hectares) and a significant number would have potential for further subdivision. Given that only some eight new dwellings are constructed each year on rural residential allotments it is clear that there is no need, for the foreseeable future, to consider zoning more land for rural residential development.

There is however a relative lack of diversity in the Shire's rural residential land stocks. Spatial Economics believes that there may well be an unmet demand for smaller rural residential allotments – including for (serviced) low density residential lots. Such lots are typically between 3,000 sqm to 5,000 sqm in size. Some land that is currently zoned (RLZ) for rural residential development is likely also of high environmental or landscape significance and could warrant additional protection through the planning system. This might, for example, involve a change to rural conservation zoning (RCZ) or the introduction of additional controls on land use and/or the design and siting of dwellings.



Summary of Recommendations

Spatial Economics recommends that Central Goldfields Shire Council:

A scenario-based approach to planning for housing growth

1. Recognise that uncertainty regarding future population growth rates make it prudent not to rely on a single growth forecast for the purpose of planning for future housing needs.
2. Adopt a scenario-based approach to residential planning (i.e. plan on the basis of multiple growth scenarios and have planning in place to cope with the full range of growth rates set out in these scenarios).
3. Monitor and review actual residential development trends on at least an annual basis using the methodology set out in this report.

Managing the development of Maryborough/Carisbrook

4. Council use the analysis and recommendations presented in this report as the basis for adopting an updated strategy for medium to longer term housing development in Maryborough/Carisbrook.
5. Recognise that Maryborough/Carisbrook and environs are likely to remain the focus of most housing development in Central Goldfields.
6. Plan on the basis of maintaining at least a 15-year residential land in Maryborough/Carisbrook. Given the recommended scenario-based approach this means putting in place forward planning to enable Council to quickly rezone land to maintain an adequate land supply even under the high regional growth scenario.
7. Plan in an integrated way for the future development of Maryborough and Carisbrook (and for rural residential development in the Maryborough/Carisbrook environs).
8. Adopt a multi-faceted approach to meeting future housing needs that incorporates a mix of:
 - urban consolidation
 - ongoing broad-hectare development – with an increasing focus on development around Carisbrook
 - complementary provision in suitable areas for low density residential and rural residential development in areas close to Maryborough/Carisbrook

Promoting urban consolidation in Maryborough

9. Adopt a clear strategy to achieve its goal of encouraging greater urban consolidation and housing diversity while also protecting the amenity and character of Maryborough.
10. At a minimum, this strategy should include the following components:
 - a clear policy favouring a form of urban consolidation appropriate to Maryborough
 - promotion to the community of the benefits of such forms of development
 - a review of the extent of the main heritage overlay applying to central Maryborough (HO206) to ensure that it applies only to areas with historical significance and/or character that justify such additional protection
 - a review of the detailed requirements under HO206 to ensure that they:
 - relate only to those elements of built form/landscaping that contribute to the particular character of inner Maryborough
 - are actually being applied in the assessment of development applications



Requirements that do not meet these criteria should be considered for repeal

- minimising any unnecessary 'planning risk' (i.e. uncertainty and potential for delay) involved in obtaining approval for development in the area covered by HO206. This could be done by:
 - publishing clear and simple design guidelines setting out how new development can occur in central Maryborough without adversely impacting the town's heritage character (the guidelines should highlight the particular built form and landscape characteristics that contribute to the special character of inner Maryborough and would presumably cover issues such as setbacks, building heights, design elements and choice of materials for street frontages, etc)
 - clearly setting out the process to be followed in dealing with development applications in the HO area
- putting in arrangements to fast track consideration of applications for such types of development (with explicit targets regarding the time to be taken to process/decide applications).
- holding regular (at least yearly) forums with the development sector and other key stakeholders to review state of the market, the operation of heritage and other controls (including the achievement of processing time targets) and overall progress in encouraging urban consolidation.
- if necessary, adoption of a policy encouraging site consolidation through means such as density bonuses (i.e. provision for higher allowable densities on larger sites).

Broad-Hectare Development in Maryborough/Carisbrook

11. Recognise that, based upon the principles set out in this report [pages 47 & 48], there appears to be only one remaining potential site for substantial broad-hectare housing development in Maryborough (the Maryborough-Dunolly Road site).
12. Nominate this site as a priority investigation and work with landowners, servicing agencies, the CFA, EPA and DELWP to undertake a detailed assessment of its suitability for broad-hectare residential development.
13. Adopt, as a key part of its ongoing strategic planning, a policy of encouraging development in and around Carisbrook as the principal medium to longer term location for broad-hectare residential development to supply the Maryborough/Carisbrook market.
14. Consider adopting an explicit set of criteria to be used in assessing any future proposals to rezone land for broad-hectare residential development.
15. Consider rezoning to a less intensive and more suitable use areas on the edges of Maryborough that are currently zoned for residential development but are severely constrained and unlikely to contribute significantly to future housing supply.
16. Prepare a precinct structure plan setting out how development of Carisbrook and environs (including Flagstaff and other areas between Maryborough and Carisbrook) should proceed over the medium to longer term.

Low density and rural residential development close to Maryborough/Carisbrook

17. Incorporate consideration of the role of low density residential and rural residential development as part of the preparation of an overall housing strategy for Maryborough/Carisbrook.



18. Commit to a program of consultation and investigation to develop specific proposals to diversify the options available for this type of development.

Development Facilitation

19. Establish a dedicated 'development facilitation' position (which may be part time) with a particular brief to focus on:
 - reviewing Council development approval processes to ensure that they are as straightforward and efficient as possible
 - providing clear information and advice to prospective developers and purchasers of land regarding Council policies and requirements for development approval
 - organising regular (at least annual) discussion forums with key stakeholders on housing and development needs and steps that Council can take to facilitate ongoing investment in housing and economic development

The position does not need to be full-time and could potentially be held in conjunction with another role within council (outside areas that are routinely involved in the processing of development applications).

Housing development in Dunolly and Talbot

20. Recognise that, under existing circumstances, ongoing housing development in Dunolly and Talbot is likely to be moderate and able to be accommodated within existing zoning.
21. Not designate additional land or support any proposal for rezoning additional land for housing.
22. Lend its support to locally based proposals for the provision of secure and affordable housing for older residents of Dunolly (and elsewhere in the Shire) and actively advocate the need for such a development to the State and Commonwealth governments.
23. Work with State and Commonwealth agencies to try to ensure the adequate availability and coordination of support programs for those who choose, or have no option but to, 'age in place'
24. Explore options for cost-effective waste-water management technologies that might enable further residential development in Talbot.
25. Until such time as a wastewater treatment solution for Talbot is obtained, take no action to vary the existing zoning in and potential residential land supply in Talbot.

Housing Needs Not Able to be Met Through the Private Market

26. Prepare a policy statement clearly setting out:
 - priority local housing and associated service needs for Central Goldfields Shire
 - in principle support for greater local involvement of community sector organisations in meeting such needs
 - the range of measures that Council itself is willing to consider in order to encourage, facilitate and support the operations of such organisations
27. As the opportunity arises, use this policy statement as the basis for advocating local needs to the state and commonwealth governments and to potential providers of specialist housing services.
28. Review Council and State government land holdings that may be surplus to requirements and could potentially be made available on long term lease for community housing projects.



29. Consider the need for rezoning, site amalgamation or other steps, to help ensure that a lack of suitable sites does not deter developments that would help meet the housing needs of older and lower income residents of Central Goldfields Shire.
30. Allocate to a nominated person within council (possibly the suggested development facilitator position) responsibility for identifying and establishing ongoing links with a range of community housing associations and other organisations that may be able to assist in meeting priority local housing needs.
31. Incorporate consideration of aged and other community housing needs in the scope of the brief for preparation of the proposed Carisbrook Precinct Structure Plan.
32. Work with State and Commonwealth agencies to try to ensure that support programs for those who choose, or have no other option to, age in place are adequately coordinated

Planning for low density and rural residential development

33. Discuss with landowners, developers, public authorities and the community the merits of expanding the range of options available for low density and rural residential development (without increasing the overall area zoned for such forms of development) in Central Goldfields.
34. Pursue, in particular, the identification of areas that would be suitable for low density residential zoning.
35. Consider the need for change from rural residential to rural conservation zoning in selected areas of high environmental and/or landscape significance.
36. Specifically, consider opportunities for inclusion of areas of LDRZ or RCZ as part of preparation of a precinct structure plan for Carisbrook/Flagstaff and environs (recommendation 16 above).



1.0 Project Scope, Approach and Report Structure

1.1 The Brief

Central Goldfields Shire commissioned Spatial Economics in mid-2019 to prepare an updated Population, Housing and Residential Development Strategy for the Shire. The Strategy was intended to replace the Residential Settlement Strategy prepared in 2012.

The brief for this project identified its major components as:

- I. reviewing population trends and population forecasts for the Shire, preparation of supplementary forecasts if required and provision of advice to the Council as to a 'preferred' forecast that the Council should use for residential planning purposes;
- II. estimating, based upon these updated forecasts, likely future housing requirements for the Shire;
- III. assessing the adequacy of the Shire's currently zoned residential land stocks to meet the estimated future housing requirement;
- IV. reviewing the appropriateness of Council's planning for future residential development, including both the 2012 Residential Settlement Strategy and any relevant provisions of Council's planning scheme; and
- V. identifying the key residential planning issues that Council will need to address going forward and making recommendations as to how those issues should be addressed.

The primary purpose of the review was to ensure that central Goldfields has an adequate residential land supply to meet anticipated housing needs to 2035.

1.2 Our Approach

In responding to the requirements of the brief Spatial Economics:

- analysed population growth and housing development trends for Central Goldfields Shire over the last ten years – and longer where appropriate. This analysis incorporated detailed review of the location of residential subdivisions and housing development and included consideration of rural residential development (unlike the 2012 Residential Settlement Strategy);

Spatial Economics also briefly reviewed growth trends in adjacent Shires (along with Ballarat and Bendigo) in order to put the Central Goldfields into a larger regional growth context;

- critically reviewed the assumptions underlying the most recent state government population forecasts for the Shire (VIF 2019) and the changes in population structure anticipated to result from the VIF forecast;
- in the light of our analysis of both recent growth trends and the assumptions underlying the VIF 2019 forecast, prepared two additional realistic population growth scenarios for Central Goldfields Shire.

The first of these alternative scenarios (called 'Trend Growth') assumed a continuation of recent development trends in Central Goldfields Shire. The second alternative scenario (called 'Big Melbourne') assumes that Central Goldfields would see some further upturn in growth as a result of continued strong population growth in Melbourne, Ballarat and Bendigo (i.e. an extension to Central Goldfields of the 'spill-over' effect of metropolitan growth that is already apparent in adjacent areas such as Mt Alexander and Hepburn Shires);

- estimated the underlying housing demand that is likely to result from each of the three population growth scenarios. 'Underlying housing demand' is a measure of likely longer-term housing requirements based upon forecast changes in the number



and type of households. It ignores potential shorter-term cycles in the housing market;

- assessed the areas currently zoned for future residential development in Central Goldfields Shire, and in particular the degree to which their future development may be constrained by factors such as bushfire or flooding risk, in order to estimate a realistic likely future dwelling yield from each zoned area.

We also briefly reviewed the potential yield from other areas identified in the 2012 Residential Settlement Strategy as having potential for future residential development;

- briefly reviewed other relevant documents provided to us by Council;
- in the light of the above analysis, identified the key issues that are likely to need to be addressed in providing for future housing needs in Central Goldfields Shire. The list of issues was presented at a meeting of Council staff and Administrators. It was then refined following feedback from Council and discussions with key stakeholders;
- developed a set of draft principles that can be used to guide assessment of any potential future areas proposed for residential development;
- consulted key stakeholders regarding residential development issues and opportunities in the Shire.

The public sector organisations consulted included the Department of Environment, Land, Water and Planning (DELWP), North Central Catchment Management Authority, water authorities including Central Highlands Water and Coliban Water and the Country Fire Authority (in relation to bushfire risks associated with potential future development).

In addition, we consulted representatives of residential development and real estate companies operating in the Shire along with community and aged housing providers active in the Shire and advocates for additional community housing development.

- prepared recommendations regarding appropriate strategies to address the key issues identified and provide for the Shire's likely future housing needs.

1.3 Consideration of Relevant Council Objectives

Any review of planning for future residential growth should obviously have regard to, and seek to contribute to achieving, the overall Council and community vision and objectives for Central Goldfields.

To identify relevant key objectives Spatial Economics reviewed the background documents (including the 2018 update of the 2017-2021 Council Plan) made available to us by Council.

Among the most relevant statements identified from these documents are:

- Vision – “to be a thriving, inclusive community”
- Objectives/desired outcomes
 - ‘promote Central Goldfields as a place of choice to live, work and play’
 - ‘support positive development for residents of all ages and abilities’

(initiatives include ‘reviewing Council’s Population Growth Strategy’)

- ‘protect and enhance the environment while planning for growth’

(initiatives include ‘review & update the Central Goldfields planning scheme’ & ‘develop a strategic planning program’)

- ‘protect & preserve our heritage assets’



- 'provide leadership in emergency & fire prevention planning'

From these statements, and our fuller examination of the background documents provided by Council, we have concluded that Council's key aims include:

- encouraging population and employment growth;
- addressing the particular needs (including housing needs) of older residents;
- protecting the Shires environment and heritage assets; and
- taking a pro-active approach to minimising fire risks arising from the native vegetation and reserve areas surrounding the Shires townships

We have had regard to these (implied) aims in undertaking our analysis and framing our recommendations. In the context of this review consideration of fire risk is of particular importance and has clear implications for the location and design of future residential development - especially around Maryborough.

1.4 Report Structure

This report focusses on the key policy issues and options facing Central Goldfields Shire in meeting future housing needs. It presents an overview of Spatial Economics findings in relation to potential future population growth, housing demand and land stocks but does not duplicate the more detailed analysis set out in our earlier '*Context of Demand – Socio-Demographic Background*' (September 2019) and '*Residential Land Supply & Demand Assessment*' (January 2020) reports.

The initial section of the report briefly outlines the task we were asked to carry out, our methodology and what we interpreted as the policy context for our work (i.e. Councils broader objectives and priorities).

The second section of the report presents our analysis of key demographic trends and underlying housing demand in Central Goldfields Shire. The population growth scenarios prepared as part of our analysis and the implications of these scenarios in terms of potential future housing demand.

The third section of the report briefly presents information on residential land and housing development trends in Central Goldfields Shire. It also includes summary information on the existing land supply and on comparative residential land and housing prices (and highlights the competitive advantage that this provides to the Shire).

The fourth, and largest, section of the report focusses on what we see as the key issues facing Central Goldfields Shire in meeting future housing needs. It discusses the (unavoidable) uncertainty that exists regarding future rates of growth in population and housing demand and the implications of this uncertainty for Council planning. It presents three realistic growth scenarios for the Shire and makes recommendations regarding ongoing monitoring of growth trends. It then addresses the challenges in providing for future growth in Maryborough/Carisbrook as well as the differing situations facing Dunolly and Talbot. It then discusses the particular issues associated with addressing the housing needs of an ageing and lower income population and finally highlights issues associated with planning for rural residential development.

This section of the report also sets out most of our recommendations to Council.



2.0 Demographic Trends & Underlying Housing Demand

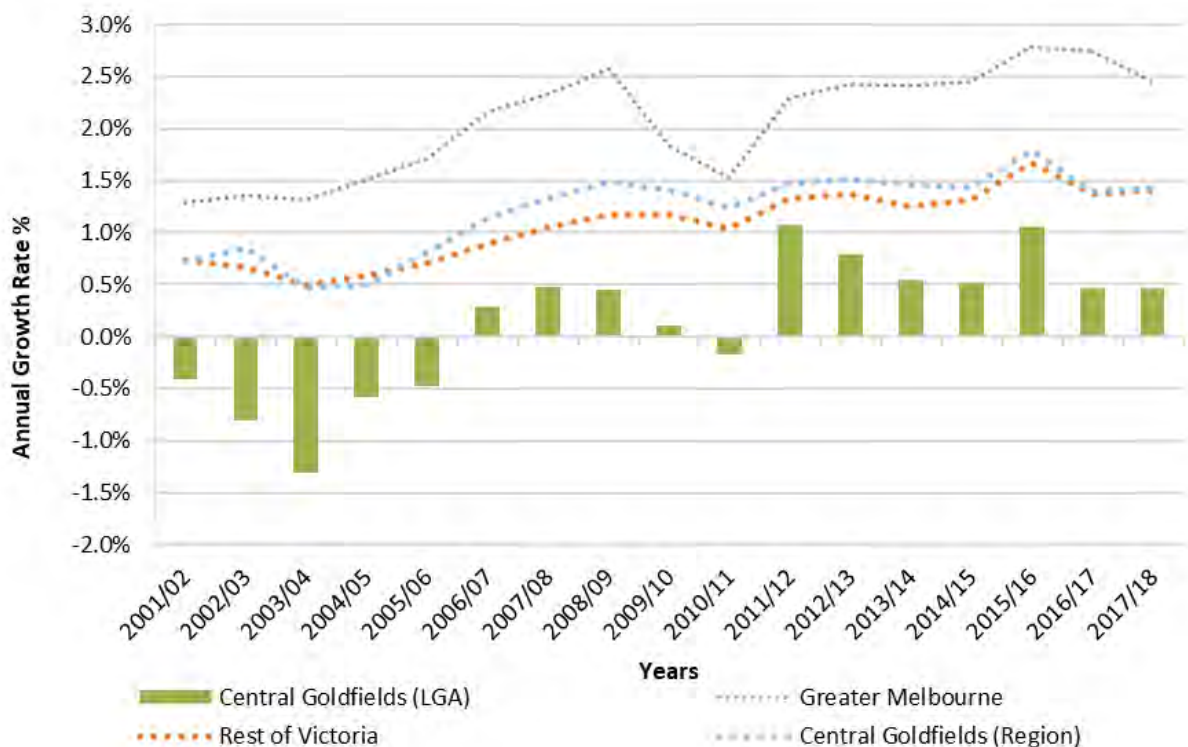
2.1 Population Size and Distribution

The latest available (2018) ABS estimate (ERP) for Central Goldfields gave the Shire's population as 13,209. The 2018 update of the 2017-2021 Council Plan estimated that, of this total population, 8,074 people (just over 60%) lived in Maryborough. Other key population centres are Carisbrook (1,115), Dunolly (893) and Talbot (442).

Over the last decade or more Central Goldfields Shire has seen only moderate, and variable, population growth. Up until the 2006 Census the Shire was losing population. This trend was halted over the 2006 to 2011 inter-census period – which saw the addition of 145 people over the five-year period. This equates to an average annual population growth rate of 0.2%. From 2011 to 2016 the Shire's population growth increased by an average 0.8% per year.

Over the last few years estimates of annual growth have varied, but the overall the trend for moderate population growth appears to be continuing.

Graph 1: Estimated Resident Population Annual Growth Rate, 2001 to 2018 (%) – Selected Jurisdictions



Most population growth over recent years has been concentrated in Maryborough, Carisbrook and environs.

The recent growth has been largely dependent upon inward migration – principally from surrounding local government areas. In the absence of this inward migration in 2017-18 natural growth (births minus deaths) would have resulted in Central Goldfields Shire's population declining by about 50 people.

Population growth rates in Central Goldfields Shire are particularly modest when compared to Melbourne, nearby regional cities and peri-urban council areas within 100 kilometres or so of Melbourne. For example, in 2017-18 the growth rate of Greater Melbourne was estimated at 2.5%, that of Ballarat at 1.8%, that of Bendigo at 1.7%. The growth rates of the adjacent Mt Alexander Shire was 1.1% and that of Hepburn Shire was 1.2%.

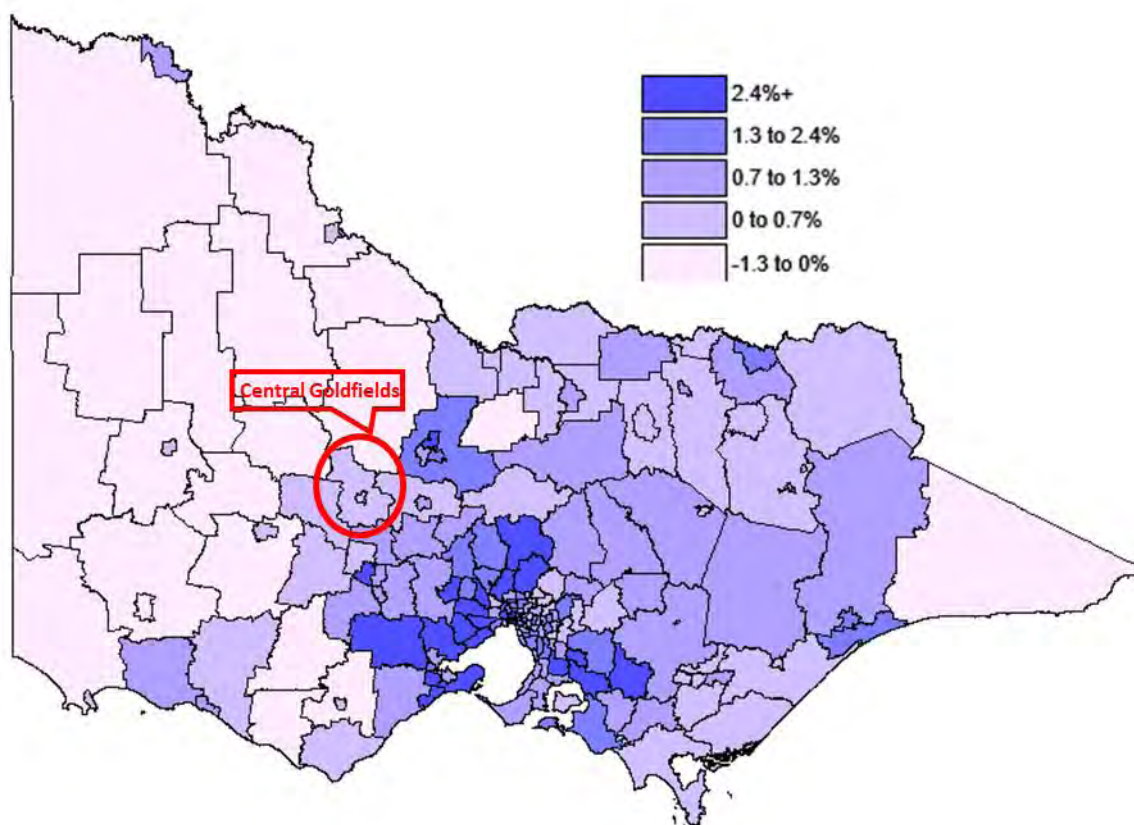


On the other hand, the growth rate of Central Goldfields Shire is well ahead of that of municipalities that are more remote from Melbourne (for example Loddon Shire with 0.1% growth and Pyrenees Shire with a population decline of -0.1%).

When trends are looked at over a longer time period it seems clear that the strong population and economic growth of Melbourne is driving growth across a larger region of central Victoria. This influence is gradually extending to more distant locations as Melbourne's population growth continues and as property prices increase in the peri-urban areas closer to Melbourne. It can reasonably be argued that Central Goldfields Shire is currently 'on the cusp' of being impacted by this spill-over effect of Melbourne's growth.

The forecast continuation of this trend is apparent in the map below.

Map 1: Average Annual Population Change by VIF Small Area, 2016 to 2036



2.2 Age Structure

In the context of planning for future housing needs it is important to note that, compared to Victoria as a whole, Central Goldfields Shire has a population that is relatively old - and continuing to age.

In 2016 the median age of the Shire's residents was 50. This compared to a median age of 37 for Victoria and 38 for Australia as a whole. The median age in Central Goldfields has increased steadily - it was 46 in 2006 and 48 in 2011. This trend has seen significant increases in the older age groups - 55-64, 65-74 (the fastest growing age group), 75-84 and 85 and over.

By comparison there has been a decline in the number of children and to a lesser extent young adults. The number of children aged 0-14 decreased by 460 (or 18%) between 2001 and 2016. This is due to several factors:

1. As school children age and become young adults many leave the Shire in search of employment and higher education opportunities in large centres such as Ballarat,



Bendigo and Melbourne. Furthermore, there is the age-old lure of the ‘bright lights’ for young adults;

2. Meanwhile the parents of those young adults age *in situ*; and
3. Fewer births occur partly because the pool of young adults has been reduced by out migration to cities and partly because birth rates to young females are declining.

It is worth noting that more recently (the 2011-16 period) Central Goldfields has seen some increase in the 20-24 year and 25-34 year age groups. This likely reflects a combination of improving opportunities locally (fewer young people feeling the need to move out) plus in-migration from adjacent areas driven in part by Central Goldfields growing relative advantage in terms of housing affordability.

2.3 Projected Change in Population and Household Structure

Central Goldfields Shire’s population can be expected to change in future due to: (a) the inward migration of people aged 30-44 (some of whom may be returning, having previously growing up the Shire) and (b) ongoing ageing in place of the established population.

Table 1: Changes in population age structure projected by VIF2019 for Central Goldfields Shire

Age	2016	2036	Change 2016-2036
0-14	2,120	1,950	-170
15-29	1,930	1,810	-120
30-44	1,750	2,290	540
45-59	2,670	2,230	-440
60-74	3,040	3,190	150
75+	1,580	2,650	1,070
Total	13,090	14,130	1,040

The above table shows that the greatest increase is in the 75+ category. This is simply driven by ageing – the growth in population aged 60-74 over last 15 years moves on a further stage. The other change is the significant growth projected of people aged 30-44 – people establishing new family households. These changes in age structure also lead to changes in the projected mix of household types.

Table 2: Changes in household types projected by VIF2019 for central Goldfields Shire

Household types	2016	2036	Change, 2016- 2036
Families with children	1,890	2,070	180
Couple only	1,780	1,980	200
Lone person	2,150	2,570	420
Group and other	240	270	30
Total	6,060	6,890	830

As a consequence of the increase of the population aged 75+ the greatest growth is in lone person households – primarily older people ageing in place who, over time, lose their partners. Most of these lone person households will be widows.

The implications of these changes are many for providers of housing and local services. The ageing of the population, in particular, heightens the need for housing diversity in places with good access to services and health facilities.



2.4 Implications for Housing Needs

The age structure of the Shires' population means that Council will face some particular challenges in seeking to cater for the changing housing needs of the growing number of older households. In particular:

1. An increasing percentage of these individuals/households who choose to 'age in place' in their existing dwelling are likely to need additional services and support with building modifications, property maintenance, etc to enable them to do so; (Note – that over the next twenty years the largest increase is projected to be people aged 75 and over)
2. There will also be some who would prefer to downsize to smaller, lower maintenance dwellings but may find this difficult given the limited diversity in the Central Goldfields housing stock (and possibly also of having insufficient equity to fund the acquisition of a newer but smaller dwelling);
3. Older households who are renting and may find it increasingly difficult to find affordable accommodation that meets their needs; and
4. There may also be increasing numbers of households from smaller townships and rural areas who seek, but have difficulty in finding, suitable housing in Maryborough in order to access the wider range of facilities and services available there.

All this occurs against a background of growing dependency. Life expectancy has increased significantly over the last 30-40 years extending the time spent in retirement and often the time depending on others for support. While this issue is national or even international in scope, it has a particular local dimension given the acute age structure of the Shire.

For a significant number of these older households it may be hard to find what they need through independent action in the private market. They may instead be reliant on access to housing provided by public or community housing agencies or require the assistance of Council in accessing the mix of housing and services that best suits their needs and circumstances. Council will certainly have a central role to play in encouraging and facilitating the role of non-market housing providers. This suggested role is discussed later in the report.



3.0 Recent Residential Development Activity

3.1 Existing Housing Stock

The existing housing stock in Central Goldfields Shire is overwhelmingly (more than 90%) comprised of single detached dwellings. New development over the last decade, mainly in broad-hectare estates has not significantly changed this dwelling mix. To date, there is little evidence of development of smaller alternative dwelling types (e.g. town houses) suitable for older households that may seek to downsize. This may reflect a lack of demand, or alternately marginal viability of medium density housing development, given the current relatively low prices of detached houses in Central Goldfields

This uniformity of housing stock is typical of many regional towns and, as outlined later in this report, creates particular challenges in meeting the future housing needs of an ageing population.

In this context one important recent development has been the construction of a number of age-housing villages within central Maryborough.

3.2 Recent Residential Development Activity

In undertaking this project Spatial Economics reviewed in detail residential land and housing development trends in Central Goldfields over the decade from 2009 to 2019.

Over the decade the Shire averaged 65 dwelling approvals a year. Nearly 70% of these approvals were for developments in Maryborough and were primarily for construction of detached dwellings. Approvals for construction of aged person housing villages averaged 10 dwellings per year or 15% of total approvals.

Over the same period an average of 48 new residential lots were developed per year. This was a mixture of lots in broad-hectare estates (36% or 17 lots per year on average), smaller scale/dispersed developments typically involving the re-subdivision of existing lots (23% or 11 lots per year), and a small number of larger subdivision projects on vacant sites in established areas of Maryborough (15% or 7 lots per year).

The difference between average annual lot construction and dwelling approval numbers reflects the fact that some dwelling approvals were for construction of dwellings on existing vacant lots.

In addition, there was a continuing trend for construction of small numbers (2 dwellings per year on average) of dwellings on existing rural residential lots. There was little or no subdivision of new rural residential lots.

3.3 Central Goldfields Shire's Current Residential Land Supply

3.3.1 Broad-hectare Land Supply

We estimate that, as at March 2019, Central Goldfields Shire had sufficient zoned broad-hectare land to provide for construction of approximately 670 residential lots. The estimated capacity is relatively low given the total area of land zoned for residential development but takes account of the fact that much of the land currently zoned is subject to a variety of development constraints.

In order to prepare our (January 2020) Residential Land Supply & Demand Assessment report, Spatial Economics undertook a site by site assessment of the zoned land supply with a particular focus on areas designated for future development around Maryborough. This assessment led us to conclude that likely dwelling yields from current residentially zoned land will be relatively low, estimated at only 4.7 dwellings per gross hectare across the municipality.



The relatively low estimate of potential lots per hectare is due to a number of factors. In particular:

- substantial portions of the zoned land are subject to significant development constraints such as bushfire risk, flooding and protected native vegetation. This is, by far, the most important factor in explaining the relatively low estimated lot yield;
- the current local trend is for newly subdivided lots to be relatively large (averaging 700 square metres). For planning purposes, we have made the (conservative) assumption that in future lot sizes will remain the same;
- provision needs to be made for normal land ‘take-outs’ for local infrastructure such as roads and open space; and
- the lack of reticulated sewerage in Talbot means that, to allow for on-site sewerage treatment, large sites are likely to continue to be required before dwellings can be approved.

Nearly 50% (or some 330 lots) of the estimated zoned capacity for future broad-hectare development is in Maryborough. A further 31% (or about 200 lots) is in Carisbrook, with 15% (100 lots) in Dunolly and only 2% (15 lots) in Talbot.

3.3.2 Potential Land Supply in Established Urban Areas

Spatial Economics has not attempted to quantify the capacity for re-subdivision/ redevelopment within established parts of Maryborough or other Central Goldfields townships.

Our experience is that most attempts to estimate housing capacity in established urban areas are overly theoretical, subject to a large margin of error, and of little value in making planning decisions.

In practice any significant urban consolidation within Central Goldfields will be restricted to Maryborough. Furthermore, the extent to which there will be a demand for, and supply of, additional housing even in the established areas of Maryborough will be dependent upon a complex combination of factors including:

- local planning policies – both in terms of zoning and of the degree of council encouragement of urban consolidation in practice;
- the intentions of the owners of the few remaining larger sites in established parts of Maryborough,
- local housing preferences and willingness to accept new forms of housing;
- the economic viability of new forms of housing from a (mostly aged) consumer perspective;
- the relative land value of properties in established areas as against new housing lots in broad-hectare estates (unless there is a sufficient margin in land values between established and new areas it is unlikely to be economic for developers to buy and redevelop existing properties); and
- the experience with this form of housing of the builders/developers who are active in the local market.

In our view it is sufficient to say that, if demand grows, there should be ample capacity for increased urban consolidation in established parts of Maryborough provided Council adopts a suitably supportive policy.

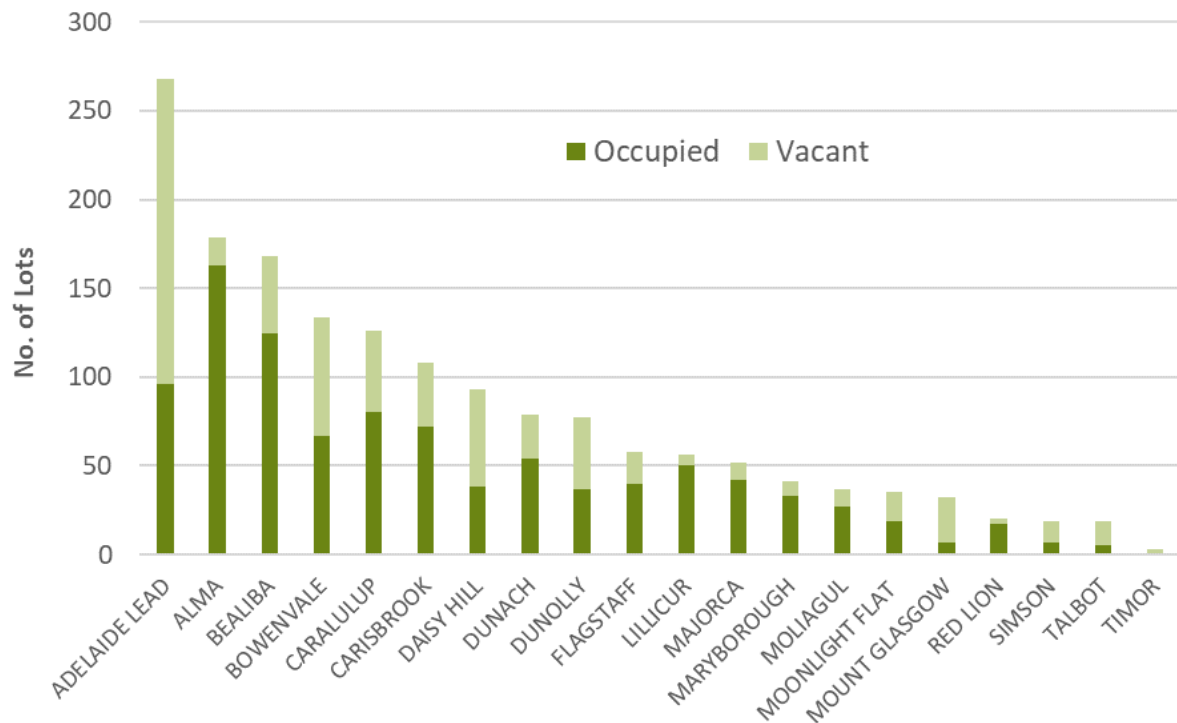


3.3.3 Rural Residential Land Supply

In addition to its 'urban' residential land capacity Central Goldfield Shire has a substantial supply of land identified for rural residential development.

As identified in our Residential Land Supply & Demand Assessment Report there are over 1,600 rural residential lots (of which some 980 are currently vacant) within the Shire. This equates to a total of almost 2,700 hectares of vacant rural residential land available in multiple locations across Central Goldfields.

Graph 2: Stock of Rural Residential Allotments



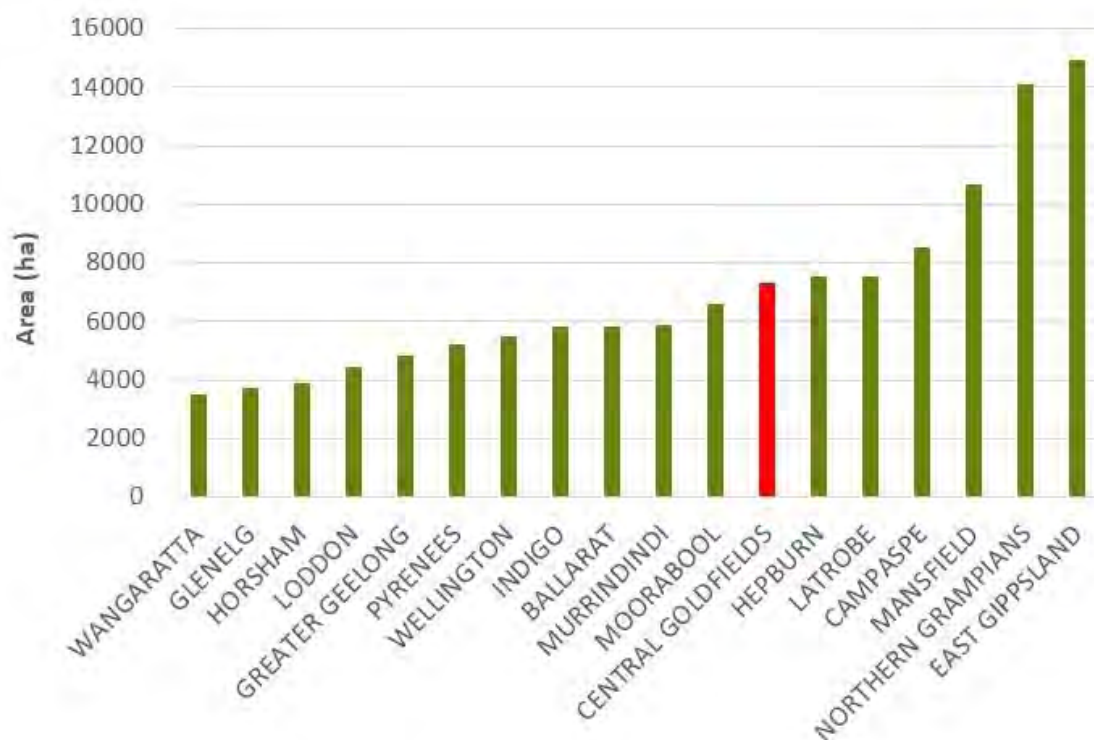
Of the Shires total rural residential land stock approximately 3,700 hectares are in areas relatively close to (i.e. within 10 kilometres of) Maryborough. This housing capacity was overlooked in the 2012 Residential Settlement Strategy but should be considered as a significant part of any strategy for meeting future housing demand in Maryborough/Carisbrook.

Over recent years virtually all construction of new dwellings on rural residential land has been on existing lots – there has been little or no new subdivisions of rural residential land. This is a good indication that there is a more than adequate supply of rural residential lots within Central Goldfields Shire.

Its very substantial supply of rural residential land places Central Goldfields Shire among the top local government areas in Victoria in terms of planned provision for rural living development. This is illustrated in the following graph:



Graph 3: Zoned Rural Residential Land Stocks for Selected Municipalities, 2019



In practice it is unlikely that all of this theoretical rural residential capacity will be taken up as there is likely to be a strong market preference for areas closer to Maryborough with many of the more remote areas remaining relatively unpopular and underdeveloped.

Most of the Shire’s vacant rural residential land – some 2,650 hectares in total - is zoned Rural Living (RLZ). Only some 37 hectares is zoned Low density residential (LDRZ) for residential development on smaller sites. In addition, average lot sizes in RLZ areas are relatively large.

As a result, there are restricted choices available to those seeking to live on a manageable, but larger than suburban, lot close to Maryborough/Carisbrook. Similarly, there are no options available for buyers seeking to buy in a rural location with high environmental quality and tight planning controls that will ensure the long-term retention of these environmental values (i.e. rural conservation zoning). While the lack of such supply means that there is not the market data to establish a demand for such products Spatial Economics believes that the experience of Shires closer to Melbourne makes it highly likely that such demand would be experienced once appropriate planning provision is made.

3.4 Adequacy of the Current Supply of Land for Housing Development

State Planning Policy (Clause 11.02-1S) requires councils, at a minimum, to plan to accommodate population growth over at least a 15-year period (i.e. to provide for a minimum 15-year residential land supply). Council are required to have regard to the State’s official (VIF) population forecasts for the purpose of estimating future housing demand.

As pointed out earlier in this report, there are good grounds for concluding that in the case of Central Goldfields Shire the VIF 2019 forecasts somewhat underestimate likely future housing demand. Spatial Economics assessment of the adequacy of Central Goldfields current residential land supply adopts the 15-year land supply criteria but has regard not only to the VIF 2019 forecast but also the higher growth scenarios prepared as part of this strategy review.



State Policy sets out a requirement for councils to monitor development trends and the adequacy of land supplies on a continuing basis. Our recommendations regarding an appropriate approach to such monitoring are set as part of our discussion of issues associated with maintaining an adequate residential land supply in Maryborough/Carisbrook.

State policy makes it clear that the adequacy of land supply is to be considered on a municipal, rather than town-by-town, basis. In the particular circumstances of Central Goldfields Shire however it is clearly necessary to distinguish between Maryborough/Carisbrook and the balance of the Shire when assessing land supply adequacy. This is because Maryborough/Carisbrook accounts for the bulk of Central Goldfields housing development and also because there are significantly more issues and challenges associated with meeting future housing demand in Maryborough/Carisbrook than in the Shire's smaller townships.

Our assessment of the adequacy of Central Goldfields residential land supply is therefore focussed primarily on Maryborough/Carisbrook.

Based upon the three growth scenarios presented in this report, and our assessment of likely yields from currently zoned land, Spatial Economics estimate that Maryborough currently has only between eight and twelve years supply of broad-hectare residential land.

If the VIF 2019 forecasts are used as the basis for estimating future housing demand Maryborough/Carisbrook has approximately a 12-year land supply. If either of the higher growth scenarios are assumed the broad-hectare land supply in Maryborough/Carisbrook shrinks to about eight years. The similarity in years of supply under the two higher growth scenarios reflects the fact that under these scenarios the annual population growth rate only begins to diverge significantly towards the end of the forecasting period.

It is important to point out that this assessment assumes the continuation of the current share of total demand going to broad-hectare development (i.e. it does not take account of Council's policy goal of encouraging urban consolidation in established areas of Maryborough). We believe that it is appropriate to make this assumption given both that to date there is little market evidence of such a change in the pattern of demand and Council has not yet set out a clear strategy to encourage greater urban consolidation.

3.4.1 Dunolly and Talbot

By comparison with Maryborough/Carisbrook the townships of Dunolly and Talbot do not have a pressing residential land supply problem given likely growth in population and dwelling numbers.

Dunolly currently has 76 vacant residential lots plus potential capacity for another 100 lots on zoned but undeveloped broad-hectare land. Even assuming that some of this potential supply may be affected by constraints such as flood or bushfire risk this is more than adequate to meet likely demand over the forecasting period addressed in this report.

This finding is broadly consistent with the 2012 Residential Settlement Strategy report which concluded that:

“Dunolly contains a considerable area of undeveloped residential land (blue) which is mostly located to the south, south-west, west and north-west of the Town centre. Whilst a portion of this land is subject to the LSIO and BMO there is still a considerable areas of undeveloped land unencumbered by overlay requirements. Whilst some of these areas are not located directly adjacent to the Town centre most vacant areas are still within easy walking distance to all Town amenities” and “Based upon the assumed lot demand of 5 lots /annum Dunolly has a considerable existing zoned land supply to meet shorter and longer term lot demands.”



Despite these findings the 2012 Strategy nominated a 25.7 hectare greenfield site, about half a kilometre north east of the Dunolly town centre, as a location for future residential development. The nominated site was already zoned for rural living development. Based upon Spatial Economics assessment of the current land supply and likely future housing demand, it is our view that there is no justification for proceeding with such a rezoning.

By comparison with Dunolly, Talbot does not have much usable land supply (only around 15 lots) given the minimum land size required to provide for on-site sewage disposal.

This limited supply needs to be seen in the context of the low levels of demand seen over the past decade. Given the low numbers involved it is not sensible to talk in terms of 'years of supply' of residential land in Talbot.

In relation to Talbot the 2012 Residential Settlement Strategy concluded that while Talbot:

"... has retained its historic character, it now functions as an isolated rural residential settlement where there has been little significant growth for decades. Talbot is approximately 15 kilometres south of Maryborough and approximately 51 kilometres north of Ballarat. Whilst the Town is ideally located within commuter distance to Maryborough the absence of reticulated sewerage poses a significant limitation to the future growth and prosperity of the Town."

The 2012 Strategy concluded that there was adequate zoned land within the township to provide for foreseeable future growth if a reticulated sewerage system was able to be provided.

In our view little has changed since the 2012 Strategy was prepared. The lack of a reticulated sewerage system, plus limited availability of local facilities and services, continues to constrain housing demand despite growth both in Maryborough and in Ballarat. Given the limited demand there is no need to consider augmenting the residential land supply.

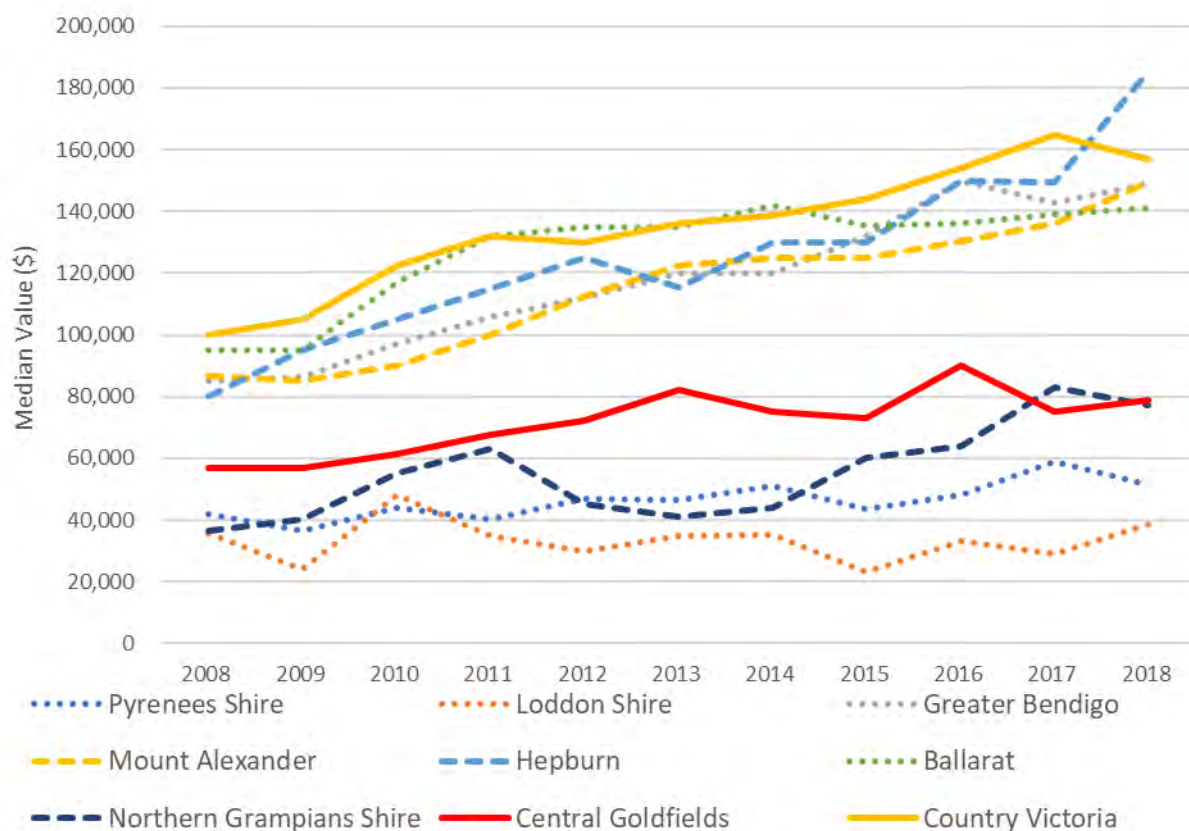
Spatial Economics concludes that the cost of provision of a conventional reticulated sewerage system is likely to be prohibitive. Instead Council should monitor developments in alternative sewerage treatment technologies and reassess future planning for Talbot when and if it becomes practical to provide a cost-effective sewerage treatment solution for Talbot.

3.5 Comparative Residential Land and Housing Prices

When it comes to vacant residential lot and house prices Central Goldfield Shire currently enjoys a significant competitive advantage when compared to Ballarat and Bendigo and to the local government areas closer to Melbourne. This advantage is clearly shown in the graph below:



Graph 4: Median Sales Values – Vacant residential lots, 2007-2017 – Central Goldfields Vs Selected Jurisdictions



In fact, the above graph somewhat understates the extent of Central Goldfields advantage in terms of ‘value for money’ of residential property as average residential lot sizes, even in Maryborough, tend to be significantly larger than those in the major regional cities.

The price of residential land in Central Goldfields Shire is not only lower than in competing areas – it is also increasing more slowly. Since 2008 the median sales price of vacant residential lots in Central Goldfields has increased on average by a relatively modest 3.3% per year. This compares to an average annual increase of 4.6% for the same period across regional Victoria.

Part of the difference in the rate of increase in land prices between Central Goldfields and country Victoria as a whole is explained by the influence of more rapid growth in prices in the larger regional cities (Geelong, Ballarat, Bendigo). In part it also reflects the fact that Central Goldfields is yet to experience the effect on prices of ‘spill-over’ demand from Melbourne.

Even given these factors however it seems clear that a key reason for Central Goldfields Shire having relatively more affordable residential land is that it has had, at least until recently, a residential land supply that was more than adequate to provide for demand given the Shire’s relatively low population growth rate. With rising population growth rates, particularly in Maryborough and surrounds, the Shire is likely to face an increasing challenge in maintaining its relative advantage in terms of residential land and housing prices.

Maintaining Central Goldfields competitive advantage in terms of residential land and house prices benefits current residents in terms of housing affordability and is likely to be a crucial factor in attracting a higher share of regional population growth.



In practice when considering housing affordability, it is appropriate to focus particularly on residential lot prices. This is because, across Australia, there is substantial evidence that it is the increasing cost of residential land (rather than the cost of house building) that has accounted for most of the observed increases in housing costs and decline in housing affordability. Maintaining an ample residential land supply should therefore be a key objective for Central Goldfields Council.

Ensuring an adequate residential land supply, and facilitating residential development, is the central focus of the recommendations in this report.



4.0 Key Issues in Planning for Central Goldfield Shire's Future Housing Needs

On the basis both of the analysis Spatial Economics has carried out, and our discussions with Council and key stakeholders, we have identified five key issues that need to be addressed in planning for future housing needs in Central Goldfields Shire.

These issues are

I. Uncertainty re future population growth rates

There is considerable and unavoidable uncertainty regarding the rate of future population growth and housing demand in Central Goldfields Shire. Many, if not most, of the factors that will determine the eventual outcomes are beyond the control of the Central Goldfields Council and community.

This does not mean that Council and the Central Goldfields community must just passively stand by and wait to see what eventuates. There are things that Council and the community can do to encourage or discourage population and employment growth. It is a matter for Council and ultimately the community to determine how much they wish to promote and facilitate faster growth. Council's Population, Housing and Settlement Strategy needs to reflect that choice.

Ongoing uncertainty regarding growth rates will however be a fact of life for Central Goldfields for the foreseeable future. Council therefore to plan on the basis of a realistic range of potential growth scenarios. It also needs to put in place arrangements to monitor growth and regularly review its housing and residential development strategy.

II. Provision for future growth in Maryborough/Carisbrook

Whatever the Shire's overall growth rate it seems clear that much of the future growth will be focussed on Maryborough, Carisbrook and their close environs. This trend was already evident over the last decade and it is hard to envisage circumstances that could substantially change the trend going forward. Planning for future growth in Maryborough/Carisbrook must therefore be central to the Central Goldfields housing and residential development strategy.

However, by comparison with many other regional centres in Victoria, Maryborough's growth options are severely constrained. Bushfire risk, controls on the clearing of native vegetation and areas of reserved land all limit options for 'greenfield' development on the edges of Maryborough. Analysis undertaken as part of the preparation for this report has identified one potential option to the north of Maryborough that might be able to provide for medium term housing needs. However further investigations are required to resolve possible constraints on the development of this site.

It is also far from certain how far and how fast Council will be able to shift the focus of housing development from 'greenfields' growth to 'urban consolidation' in established parts of Maryborough. There are steps that Council can and should take to encourage and facilitate urban consolidation, but it is unlikely to substantially reduce the urgent need to identify suitable locations for ongoing greenfield growth.

Looking ahead it seems clear that planning for growth around Carisbrook needs to be a central element of Council's residential development strategy.

III. Planning for housing in Dunolly and Talbot

In contrast with potential growth pressures on Maryborough/Carisbrook the townships of Dunolly and Talbot are likely to experience much slower growth. Each town faces its own particular issues in terms of future residential development.

Dunolly has potential capacity (both zoned land and vacant lots) for growth. There is no need to define additional growth areas. However, there will be issues in addressing the



changing housing needs of an ageing population and Council has an important role to play in advocating for and coordinating responses to those changing housing needs.

Talbot's growth has been severely constrained by, among other things, the lack of a reticulated sewerage system. Unless that constraint can be overcome the township will continue to have limited capacity for growth. Using currently available technologies providing a reticulated sewerage system is likely to be prohibitively expensive and unlikely to be supported by Talbot residents. Council therefore needs to continue to monitor technological changes in the hope of identifying an economic way to address this key constraint on the growth of Talbot.

IV. Addressing the special housing needs of an ageing population & those who find it difficult to compete in the private market

The average age of the population of Central goldfield Shire is among the highest in Victoria and continues to increase. As households age their housing needs and preferences typically change.

In larger urban areas there are usually a wide variety of housing options available to households who may wish to 'downsize' or otherwise change their housing choices. This includes a variety of housing types including townhouses, apartments and specifically designed aged person housing. Strong growth in property values can also facilitate housing change in such larger urban areas.

In Central Goldfields the choices (both of housing stock and financially) are more limited.

Council therefore needs to look both at the steps it can take to increase the range of housing choices available and also to encourage and facilitate the involvement of a greater number of community housing associations and other specialist providers in meeting local housing needs. In addition, it needs to focus on, and advocate for, support services for those who choose to (or have no choice but to) 'age in place'.

V. Managing rural residential housing development

Central Goldfields Shire has zoned a large amount of land for rural residential development and there are a substantial number of vacant rural residential allotments – especially in areas more remote from Maryborough. Despite this large provision the role of rural residential development was overlooked in Council's 2012 housing strategy.

While the Shire has substantial areas zoned for rural living the variety of options available to those seeking an alternative to living in town seems limited. Council needs to look at ways in which more diverse options can be provided and the contribution this might make to attracting more growth to Central Goldfields.

In addition, some of the areas currently designated for rural living may not be appropriate for such development because of bushfire risks, high environment and/or landscape value, or the ongoing cost to the Shire of providing services to isolated pockets of rural housing development. Council may therefore need to consider changes to zoning or detailed planning controls for such areas.

These issues, together with our recommendations for addressing each, are discussed in detail in the following sections of this report.

4.1 Planning for Uncertainty Growth - Scenario Based Planning

Over the last two decades the rate of population growth in Central Goldfields Shire has varied. There has been a more recent upturn in growth rates, but this does not seem to be consistent from year to year. It is certainly not clear if faster growth will be sustained or even accelerate.

The official VIF 2019 forecasts suggest that in the medium to longer term Central Goldfield's population growth will be modest – and indeed not reach the average levels seen in recent years. Spatial Economics believes that this view is questionable. Given the



extent of uncertainty regarding future growth prospects, it would not be wise to plan solely on the basis of the VIF 2019 forecast.

Many of the factors that will determine the rate of future population growth in Central Goldfields Shire are beyond the control of the Council and community. This includes:

- birth and deaths rates (NB VIF2019 projects natural decrease - births minus deaths – in Central Goldfields to almost double between 2016 and 2036). It is common for rural shires, such as Central Goldfields, with an old population, to have more deaths than births. The size of this loss will increase as the population ages further over the next 20 years);
- trends in the national and regional economy and employment;
- possible future improvements in rail and road connections between Maryborough, Ballarat, Bendigo and Melbourne; and
- growth rates in Greater Melbourne and its broader 'peri-urban' region that, in future, may extend up to 200 kms outwards.

Clearly there is the potential for changes in economic conditions and the structure of key regional industries to impact upon employment and population growth in Central Goldfields Shire. Council is updating its economic development strategies in parallel with the preparation of the population, housing and residential development strategy. There is no value in our seeking to duplicate or second guess the analysis being undertaken as part of that parallel work stream. Suffice to say that economic changes, many outside the influence of Council, may have substantial flow on effects for population growth and housing demand.

Over the past decade or more there have been continuing improvements to the rail and road connections between Melbourne and key regional cities including Ballarat and Bendigo. The State Government has announced, and is implementing, ambitious plans for upgrading regional rail links. Freeway connections between Melbourne and key regional cities have also been significantly improved over recent years. Improvements are also progressively being made to road connections between regional cities and towns.

Regional growth and decentralisation are central to the policy agendas of both State and Commonwealth governments. It is therefore reasonable to assume that investment in improving transport and communications infrastructure and services to and between regional cities and towns will continue to be a priority over the next decade or more.

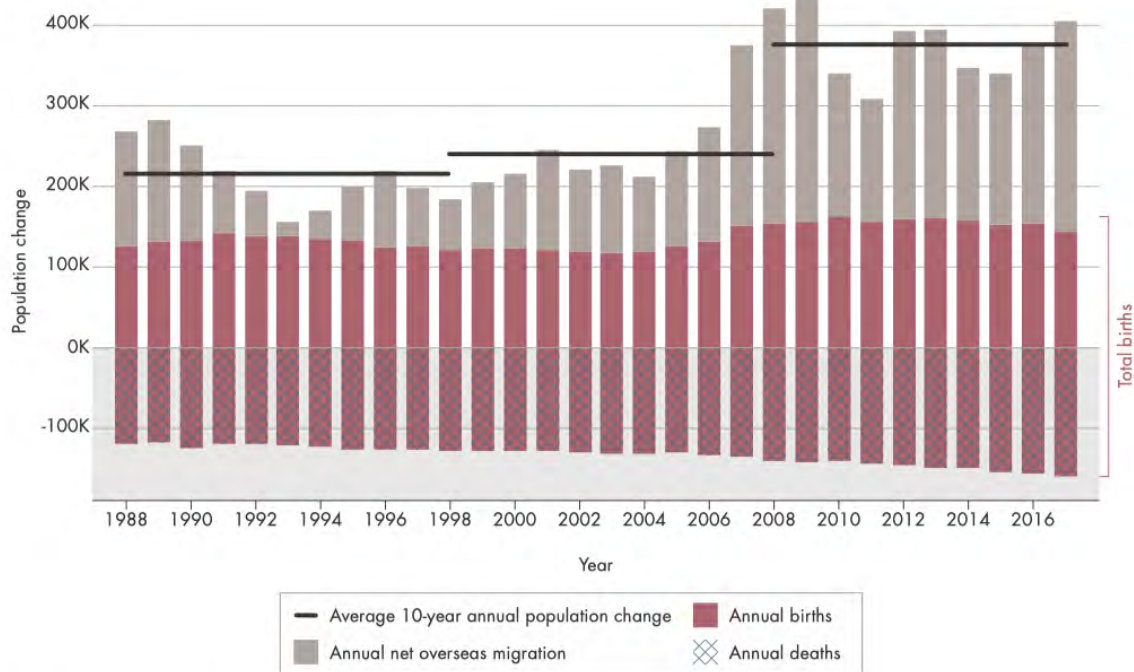
Any such improvements that impact upon Ballarat, Bendigo and Central Goldfields Shire are clearly likely to result in higher population growth rates not only for Ballarat and Bendigo but also for Central Goldfields Shire.

As important as the above factors are it seems clear that the most significant external influence on ongoing population growth in Central Goldfields Shire is likely to be the scale of population growth of Victoria and especially Melbourne.

The last decade has seen very historically high rates of growth in both the national and Victorian population – driven by higher birth rates and strong net overseas migration. At a national level this is clearly shown in the following graph from Infrastructure Australia's December 2018 '*Planning Liveable Cities*' report.



Graph 5: National Population Growth and Components of Change



Note: The ABS updated its methodology for Net Overseas Migration from September 2006 onwards.
 Source: Australian Bureau of Statistics (2014, 2018).*

Most of this faster population growth has been located in Australia’s larger cities. Melbourne has been growing fastest of all and is forecast to become Australia’s largest city sometime this decade. Its population passed 5 million in 2019 and is projected to reach 6 million by 2028, 7 million by 2038 and 9 million by 2056.

But the growth of big cities has an impact well beyond the built-up metropolitan area. Thirty years ago, the following was written of the experience of urbanisation in the US:

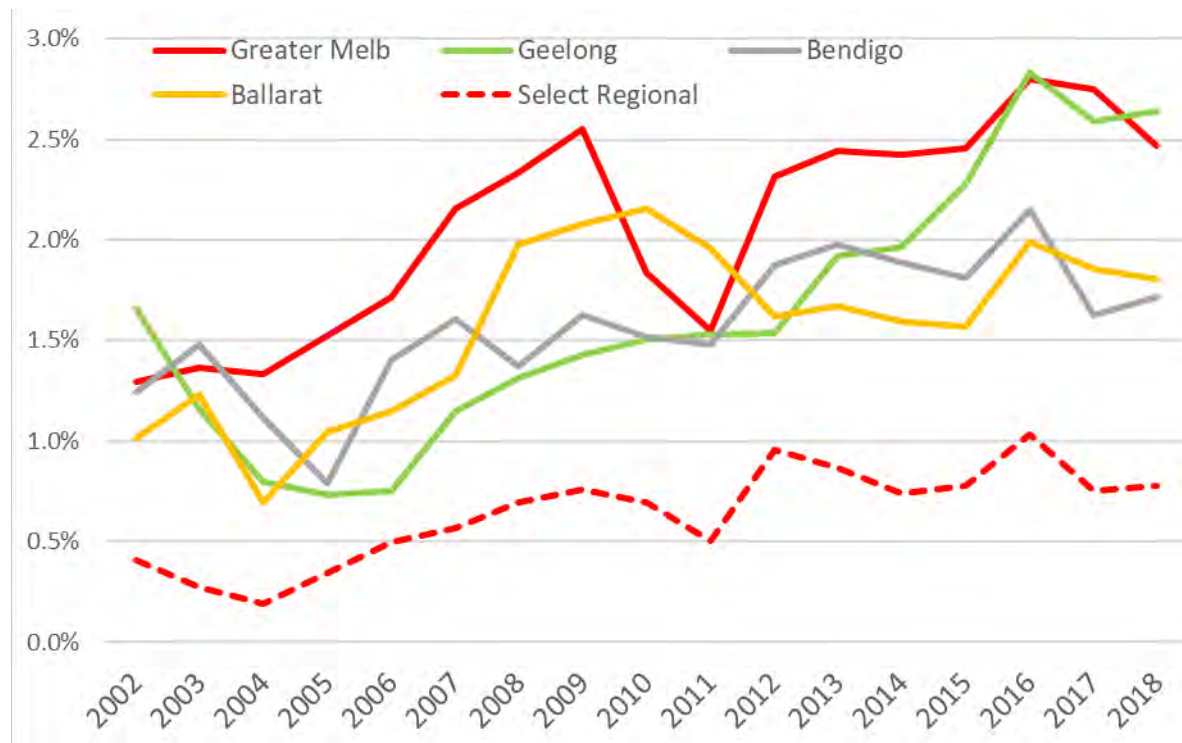
“There is emerging across the continental United States a new form of urban development. It extends far into the rural countryside but within the limits of commuting range to urban and suburban employment opportunities”.

Similar trends were then in their infancy in Australia. Over the last thirty years, commuting catchments of Australian cities have extended further into the countryside owing to infrastructure improvements and more flexible work regimes.

This trend of strong national and metropolitan population growth has had a flow on effect on growth in the regional cities close to Melbourne (Geelong, Ballarat and Bendigo) and the smaller regional towns within 100 kilometres or so of Melbourne. This is illustrated in the graph below.



Graph 5: Average Annual Population Growth for Selected Areas



* Select Regional, refers to all regional municipalities except Geelong, Ballarat, Bendigo and peri-urban Municipalities (i.e. adjacent to Melbourne)

Areas such as Macedon Ranges, Hepburn and Mount Alexander Shires have already seen stronger population and economic growth driven by demand from, and improved access to, Melbourne. To date, Central Goldfields Shire has not been greatly impacted by this ‘spill over’ of metropolitan growth. It would be unwise to assume that this will continue to be the case. This is especially true given that by 2036 Ballarat is forecast to grow by 38,000, Bendigo by 37,000 and Melbourne by up to 2 million.

More people in these centres will provide more job opportunities for Central Goldfield residents. More flexible working arrangements (e.g. opportunities to work from home and more flexible office hours - both of which reduce the need for routine commuting) will add to the already growing opportunity for people to live in attractive rural areas such as Central Goldfields without losing access to good incomes.

Spatial Economics believes that a sound case can be made that Central Goldfields Shire’s growth is likely to accelerate in future years as the populations of Melbourne, Ballarat & Bendigo continue to increase and the ‘spill over’ from them extends further and further. In other words, the changes that have been experienced in Daylesford, Castlemaine and Kyneton in the last twenty years could spread to Maryborough and other nearby towns. However, it is difficult to predict the timing and extent of this impact on population growth in Central Goldfields Shire.

In short it is impossible to know whether the recent population growth trend in Central Goldfields Shire will continue or accelerate further or fall back to the levels anticipated in the VIF 2019 forecasts. Council therefore has no choice but to plan for an uncertain future.

In this context it is important to recognise that the consequences of under estimating population growth are generally more severe than those of overestimating growth.

The experience of other council areas is that assuming low growth rates and making inadequate provision for future housing need is likely to lead to significant increases in prices of residential land and housing and/or displace potential population in-migration.



This would both disadvantage local residents looking to buy housing and also weaken Central Goldfields competitive position and ability to attract additional population from outside the Shire.

Under-estimating population growth may also result in Council and State agencies understating the need for investment in improving facilities and services – again to the disadvantage of the local community.

Council therefore needs to have strategies in place that enable it to cope with the housing and other needs flowing from a range of realistic population growth rates. It also needs to be prepared to argue cogently to Government for investment in state facilities and services required by that potentially growing population.

This is not to say that Council should just adopt and plan on a high growth forecast or neglect to monitor and adjust to growth trends. It simply means accepting and being prepared for uncertainty and planning to be able to cope with a variety of realistic potential growth rates.

This is scenario-based planning and it is increasingly being recognised as the basis for best practice approaches to strategic planning at a national, regional and local scale.

Spatial Economics therefore recommends that Council:

- recognise that uncertainty regarding future population growth rates make it prudent not to rely on a single growth forecast for the purpose of planning for future housing needs
- adopt a scenario-based approach to residential planning rather than settling on a single/preferred population growth forecast.

4.2 Three Realistic Growth Scenarios for Central Goldfields Shire

For the purposes of the current review, Spatial Economics has prepared, and examined the implications for housing demand of, three population growth scenarios (forecasts) for Central Goldfields Shire covering the period from 2020 to 2036. These growth scenarios are:

1. The official state (**VIF 2019**) projection.

This scenario would see population growth averaging 0.4% per year - or total growth of 815 people over the sixteen years.

For dwelling demand, it would result in a growth rate of 0.6% a year - a total requirement for an additional 713 dwellings.

2. A **trend growth** scenario based upon, and anticipating a continuation of, the average growth rates seen in recent years.

Although recent growth has been uneven it is clear that, particularly over the last five years, Central Goldfields population has been growing faster than the rate forecast by VIF 2019. This growth scenario that assumes that this higher average growth rate will continue.

It would see population growth averaging 0.6% per year - or total growth of 1412 people over sixteen years.

For dwelling demand this scenario forecasts a growth rate of 0.9% a year - a total requirement for an additional 1024 dwellings.

3. A third scenario that we have called the **Big Melbourne Growth** scenario. It assumes accelerating population growth in Central Goldfields Shire driven by a 'spill over' of ongoing rapid growth in Melbourne, Ballarat and Bendigo.



As noted above this type of spill over or flow on of metropolitan growth into peri-urban areas has already seen accelerating population growth in the Shires between Central Goldfields and Melbourne. If Melbourne's population growth continues (as forecast in VIF 2019) to almost 7 million by 2036 this spill over effect is likely to extend even further from Melbourne. It will be further reinforced by forecast strong growth in Ballarat and Bendigo.

Maryborough in particular is well placed to benefit from this regionally driven growth given its rail connection to Ballarat and Melbourne together with the appeal of its heritage character to potential 'tree changers' and its cost advantages.

Under this 'Big Melbourne Growth' scenario Central Goldfield Shire's population growth is assumed to gradually accelerate and by 2036 reach the level (1.3% per year) already achieved by Mt Alexander Shire.

In terms of total forecast growth to 2036 the impact of the 'Big Melbourne growth' scenario is moderated by the fact that we have assumed that there will be only a gradual shift upward from the trend growth rate.

This still equates to average population growth of 0.8% per year - or total growth of 1,925 people by 2036.

For housing demand this scenario would see average annual growth 1.1% - or a total requirement for an additional 1,304 dwellings by 2036.

The differences in assumed growth rates for population as against housing demand under each of the scenarios is explained by changes in household structures. Spatial Economics has based our analysis of such likely changes on the assumptions set out in VIF 2019.

4.3 Monitoring Ongoing Growth

A key element of our recommended scenario-based approach to planning is putting in place a system to regularly monitor and respond to actual changes in development trends.

This is required to ensure that Council promptly becomes aware of, and is therefore able to respond effectively to, any changes in actual growth rates and/or market conditions.

Some larger regional councils (e.g. the City of Greater Geelong, Moorabool, Surf Coast and Greater Shepparton) have put in place quiet sophisticated arrangements for monitoring and responding to growth trends. Such a sophisticated and costly process is not appropriate for a smaller shire such as Central Goldfields.

Instead we recommend a simpler approach involving the following key elements:

- monitoring at a municipal and ABS SA2 level Estimated Resident Population data released by the Australian Bureau of Statistics
(NB: Population and Housing Census results will be released in mid-2022, resulting in finalised Estimated Resident Population for 2016 to 2021);
- monitoring the quantum, location and type of residential planning approvals/subdivisions from internal processes.
- monitoring at a municipal and ABS SA2 level residential building approval data, particularly the change in approvals for non-separate housing;
- monitoring the 'consumption' or subdivision annually of identified broadhectare sites (broadhectare sites supplied to Council from Spatial Economics) and updated to reflect residual capacity; and
- as recommended within this report, hold annual development forums with the local development and real estate industry with the purpose of gathering intelligence regarding any potential land development issues, pricing and housing composition.



Spatial Economics recommends that Central Goldfields Shire commit to a regular (desirably annual) development monitoring program with the features outlined in this report.

4.4 Adequacy of the Shires Current Residential Land Supply under the Three Growth Scenarios

Spatial Economics has assessed the adequacy of Central Goldfields current and planned residential land supply under each of the three growth scenarios. It is apparent from that analysis that inadequate provision has been made for possible future housing demand – particularly in Maryborough.

In terms of zoned broadhectare residential land stocks, it is estimated based on the identified supply and projected demand scenarios, there are sufficient land stocks to satisfy between 8 to 12 years of demand in Maryborough. Twelve years supply under the VIF2019 scenario and eight years supply under scenarios two and three.

State Planning Policy requires Councils to designate sufficient residential land to provide for at least 15 years of forecast housing demand. State Policy also states that this 15-year minimum land supply requirement is applied on a whole of Council basis and not to smaller areas or individual towns. Our analysis of housing demand has however made it clear that in the case of Central Goldfields Shire it makes most sense to apply the 15 years supply requirement primarily to Maryborough/Carisbrook and their immediate environs.

Spatial Economics has chosen to take a conservative approach to estimating the adequacy of remaining land supplies. In particular we have assumed that:

- most of Central Goldfield Shire’s growth will continue to occur in Maryborough/Carisbrook;
- the share of new housing development occurring on broad-hectare land will not decrease significantly;
- average lot sizes in broad-hectare developments will remain in line with recent years; and
- remnant large vacant sites in established parts of Maryborough can be largely discounted as a future source of additional detached housing.

Our reason for making these conservative assumptions is that we believe (as previously outlined) that the consequences of under providing for future land requirements are likely to be more severe than those associated with over providing for possible future broad-hectare housing demand.

We emphasise however that we support moves to increase urban consolidation in Maryborough. Our analysis of and recommendations on this issue are outlined later in this report.

Spatial Economics recommends that Council:

- recognise that Maryborough/Carisbrook and environs are likely to remain the focus of most housing development in Central Goldfields
- plan on the basis of maintaining at least a 15-year residential land supply in Maryborough/Carisbrook. Given the recommended scenario-based approach this means putting in place forward planning to enable Council to quickly rezone land to maintain an adequate land supply even under the highest of the three growth scenarios.



4.5 Planning for Future Housing Growth in Maryborough-Carisbrook

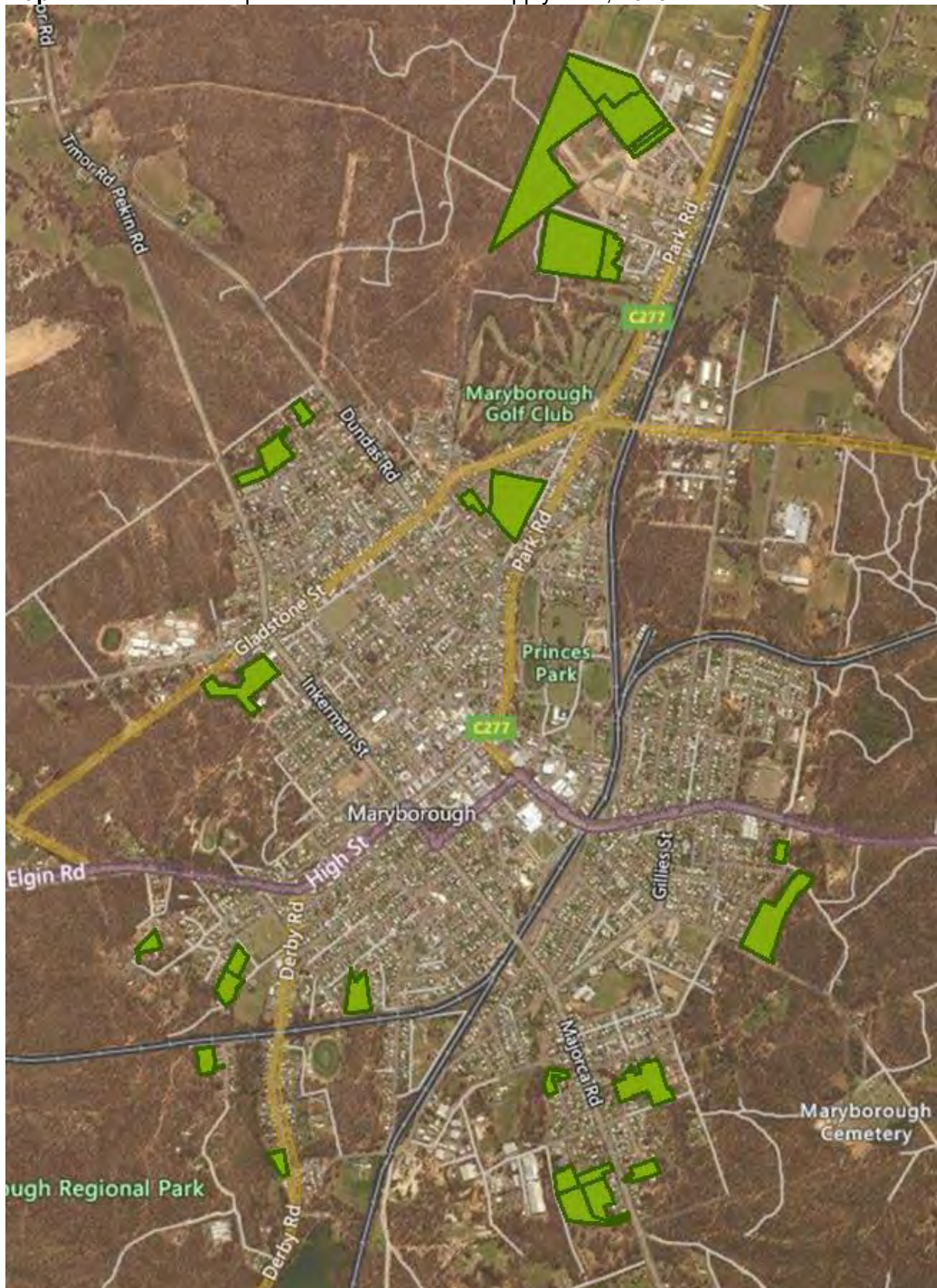
4.5.1 Limited Options for increasing Maryborough's zoned Residential Land Supply

As outlined earlier in this report the Maryborough/Carisbrook area will provide for most of Central Goldfield Shire's future housing growth. It will have to do so despite development options being severely constrained by fire and flood risks, by significant conservation reserves and areas of native vegetation and by buffer zones around the towns industrial areas and sewerage treatment plant.

As part of its analysis Spatial Economics reviewed the potential yield from all of the vacant residential zoned areas on the edges of Maryborough.



Map 1: Zoned undeveloped broad-hectare land supply sites, 2019



As set out in detail in our Residential Land Supply Assessment report the likely yield from these areas (a total of approximately 328 lots) is much smaller than would normally be expected given their total area (58 hectares). It is clear that the areas currently zoned will be inadequate to provide for likely housing demand beyond the short to medium term.



We therefore also looked at the potential for rezoning for residential use of other undeveloped areas around the edges of Maryborough. Most such areas are heavily vegetated and both bushfire risk and controls on the clearing of native vegetation make them unsuitable for rezoning for residential development. In summary there are very few realistic options to rezone additional land for broad-hectare residential development in Maryborough.

We have been able to identify only one sizable and currently unzoned area (detailed later in the report) that might have the potential to add to Maryborough's broad-hectare residential land supply. While we believe that Council should identify this area as a priority investigation area it is far from certain that it will be considered suitable for residential development after a more thorough assessment.

Looking forward, and in the absence of early and appropriate action by Council, there is a real risk that Maryborough could face a growing shortage of residential development opportunities. This could quickly erode Maryborough/Central Goldfields current competitive advantage in terms of housing prices and affordability.

It is clear that to meet medium to longer term housing needs Council will need to increasingly look to Carisbrook and its environs as a location for future broad-hectare development and also take active steps to encourage and facilitate urban consolidation in more established parts of Maryborough. A multi-faceted approach is needed to meeting future housing needs in Maryborough/Carisbrook and environs.

Given the constraints outlined above Spatial Economics recommends that Council:

- Use the analysis and recommendations presented in this report as the basis for adopting an updated strategy for medium to longer term housing development in Maryborough/Carisbrook.
- plan in an integrated way for the future development of Maryborough and Carisbrook (and for rural residential development in the Maryborough/Carisbrook environs)
- adopt a multi-faceted approach to meeting future housing needs that incorporates a mix of:
 - urban consolidation
 - ongoing broad-hectare development – with an increasing focus on development around Carisbrook
 - complementary provision in suitable areas for low density residential and rural residential development in areas close to Maryborough/Carisbrook

Each of the elements of this proposed multi-pronged approach are discussed in detail below.

4.5.2 Urban Consolidation

While its broad-hectare land stocks are limited, Maryborough potentially has significant scope to accommodate additional housing in the established urban area. This includes a decreasing number of larger vacant sites together with the potential for re-subdivision of, or redevelopment on, existing residential lots. In the longer term encouraging urban consolidation with a greater mix in dwelling stock within established areas of Maryborough has the potential to be an important part of meeting future housing needs.

The advantages of doing so are significant. In addition to adding to overall housing capacity and extending the life of Maryborough's constrained broad-hectare land stocks, it would help diversify Maryborough's existing dwelling stock and create smaller, newer housing better suited to the needs of ageing households.



Other benefits of encouraging urban consolidation are likely to include:

- enabling more residents to live in close proximity to the facilities and services in central Maryborough;
- providing an expanded market for businesses and services providers in central Maryborough; and
- likely lowering ongoing costs to Council (when compared to reliance primarily on broad-hectare development).

From our discussions with Council staff it seems clear that Council would like to encourage an appropriate form of urban consolidation on suitable sites in established parts of Maryborough.

There has not been a tradition of this type of development in Maryborough and to date only a limited amount of real 'urban consolidation' has occurred. Most of the recent development in established parts of Maryborough has involved vacant sites and not the replacement of older detached dwellings on larger lots with new medium density housing.

Council will therefore need to work with both developers and the community to build support for, and facilitate, such developments.

Even with such encouragement it is unlikely that there will be a significant short-term increase in urban consolidation because:

- alternatives to detached dwellings are still to be established as an accepted and successful development option in Maryborough; and
- relative property prices may mean that development of townhouses and other forms of medium density housing will be financially marginal - at least in the shorter term. This may change if population growth rates increase significantly or if future options for broad-hectare development become even more restricted.

4.5.3 Urban Consolidation and Heritage Conservation

There is no doubt that the heritage character of Maryborough is an important contributor to the liveability of the town as well as a significant asset in terms of attracting additional visitors and population to Central Goldfields. It will therefore be important to manage future urban consolidation in a way that does not detract from the character of Maryborough but also to ensure that planning controls designed to protect Maryborough's heritage do not unnecessarily discourage urban consolidation.

An extensive area in central Maryborough is covered by heritage overlays. In particular HO206 covers much of the area within 800 metres of Maryborough's High Street retail/services precinct, including many of the locations likely to be most suitable for urban consolidation.



Map 2: H206 coverage (Heritage Overlay), Maryborough



There are also a number of other site-specific heritage overlays that apply to parts of central Maryborough. In most cases these appear to apply to parcels of land occupied by public buildings or parks. In our view they are unlikely to have a significant impact on urban consolidation.

There is a risk however that the extent of HO206 may result in a perception that there will be increased difficulty, delay and risk involved in obtaining planning approvals for developments in central Maryborough. This could act as a significant deterrent to urban consolidation.

Spatial Economics has looked in some detail at the existing planning controls in the area covered by HO206 and sought insights into their impact from organisations involved in real estate and development in Maryborough. Our discussions with these groups suggest that, in practice, it is less the existence of the heritage overlay and more a lack of active Council facilitation of development applications in established parts of Maryborough that tends to discourage urban consolidation.



However, perceptions of the impact of the HO may still be important - especially in relation to development organisations that do not have detailed experience of working in Maryborough.

A key planning challenge for Council will therefore be to manage any such perceptions to ensure that Maryborough gains the benefits of both heritage conservation and urban consolidation. We believe that this is achievable provided that:

- the provisions of HO206 are 'fine-tuned' to ensure that they apply only to areas of significant heritage value and are carefully targeted to encourage design approaches that contribute to the desired character of central Maryborough to adopt;
- the regulatory controls are complemented by urban design guidelines that highlight the elements of built form and landscape that particularly contribute to the heritage character of central Maryborough and make clear how new developments can be designed to complement and reinforce that heritage character; and
- Council puts in place processes to facilitate well prepared development proposals within the area of the heritage overlay.

We recommend that Council adopt a clear strategy in order to achieve its goal of encouraging greater urban consolidation while also protecting the amenity and character of Maryborough.

At a minimum this strategy should include the following components:

- a clear policy favouring a form of urban consolidation appropriate to Maryborough
- promotion to the community of the benefits of such forms of development
- a review of the extent of the main heritage overlay applying to central Maryborough (HO206) to ensure that it applies only to areas with historical significance and/or character that justify such additional protection
- a review of the detailed requirements under HO206 to ensure that they:
 - relate only to those elements of built form/landscaping that contribute to the particular character of inner Maryborough
 - are actually being applied in the assessment of development applications

Requirements that do not meet these criteria should be considered for repeal

- minimising any unnecessary 'planning risk' (i.e. uncertainty and potential for delay) involved in obtaining approval for development in the area covered by HO206. This could be done by:
 - publishing clear and simple design guidelines setting out how new development can occur in central Maryborough without adversely impacting the town's heritage character

(the guidelines should highlight the particular built form and landscape characteristics that contribute to the special character of inner Maryborough and would presumably cover issues such as setbacks, building heights, design elements and choice of materials for street frontages, etc)
- clearly setting out the process to be followed in dealing with development applications in the HO area
- putting in arrangements to fast track consideration of applications for such types of development (with explicit targets regarding the time to be taken to process/decide applications).



- holding regular (at least yearly) forums with the development sector and other key stakeholders to review state of the market, the operation of heritage and other controls (including the achievement of processing time targets) and overall progress in encouraging urban consolidation.
- if necessary, adoption of a policy encouraging site consolidation through means such as density bonuses.

Spatial Economics also recommends that:

- Council establish a staff position with the role of ‘development facilitation’ with a particular focus on:
 - ensuring that Council development approval processes are as straightforward and efficient as possible;
 - providing clear information and advice to prospective developers and purchasers of land regarding Council policies and requirements for development approval; and
 - organising regular (at least annual) discussion forums with key stakeholders on housing and development needs and steps that Council can take to facilitate ongoing investment in housing (and economic development) across Central Goldfields
- This position does not need to be full-time and could potentially be held in conjunction with another role within council (outside areas that are routinely involved in the processing of development applications).

4.5.4 Broad-hectare Development

Given the likelihood that it will take some years to significantly increase the share of housing needs being met by urban consolidation it remains critically important to identify sufficient opportunities for ongoing broad-hectare development in Maryborough and Carisbrook. Spatial Economics therefore carefully reviewed principles and options for broad-hectare development around Maryborough/Carisbrook.

As a result of this review it is clear that:

- much of Maryborough’s current zoned residential land supply is comprised of relatively small parcels of land which realistically are likely to provide only small housing yields
- many of these areas are subject to significant bushfire risk (as evidenced by the bushfire management overlay that effectively surrounds the west, south & east of Maryborough (only relatively small areas to the north of Maryborough are not subject to the BMO). It is important to note that BMO may severely constrain but not entirely rule out development
- most of the areas currently zoned for standard residential development are also likely to be constrained by requirements to retain native vegetation.

Spatial Economics recommends that: Council consider rezoning to a less intensive and more suitable use areas on the edges of Maryborough that are currently zoned for residential development but are severely constrained and unlikely to contribute significantly to future housing supply.

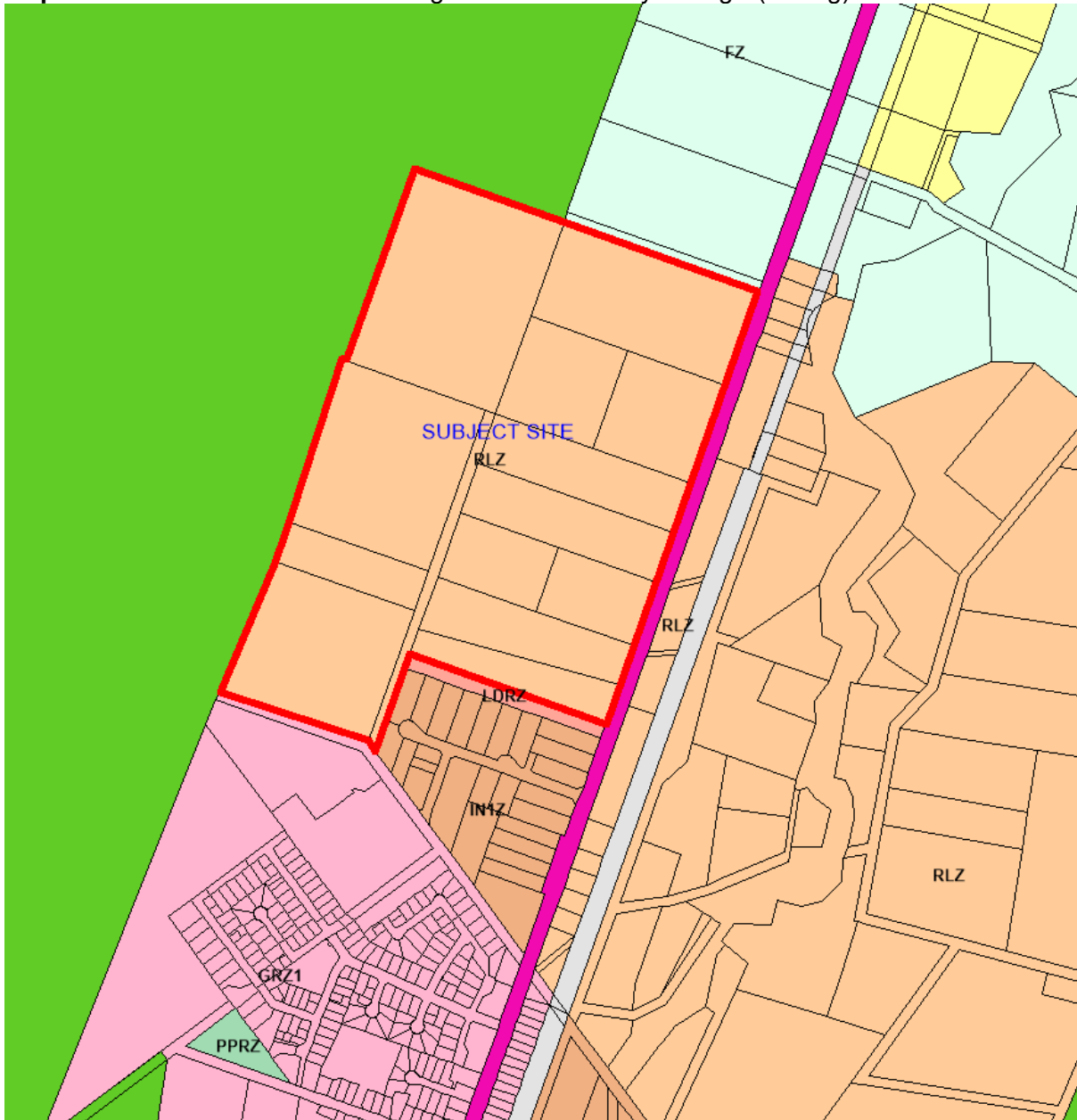
One location with possible medium-term potential for greenfield development is an area of currently rural living zoned land on the northern outskirts of Maryborough (see map below).



Map 3a: Potential Residential Investigation Area – Maryborough (context)



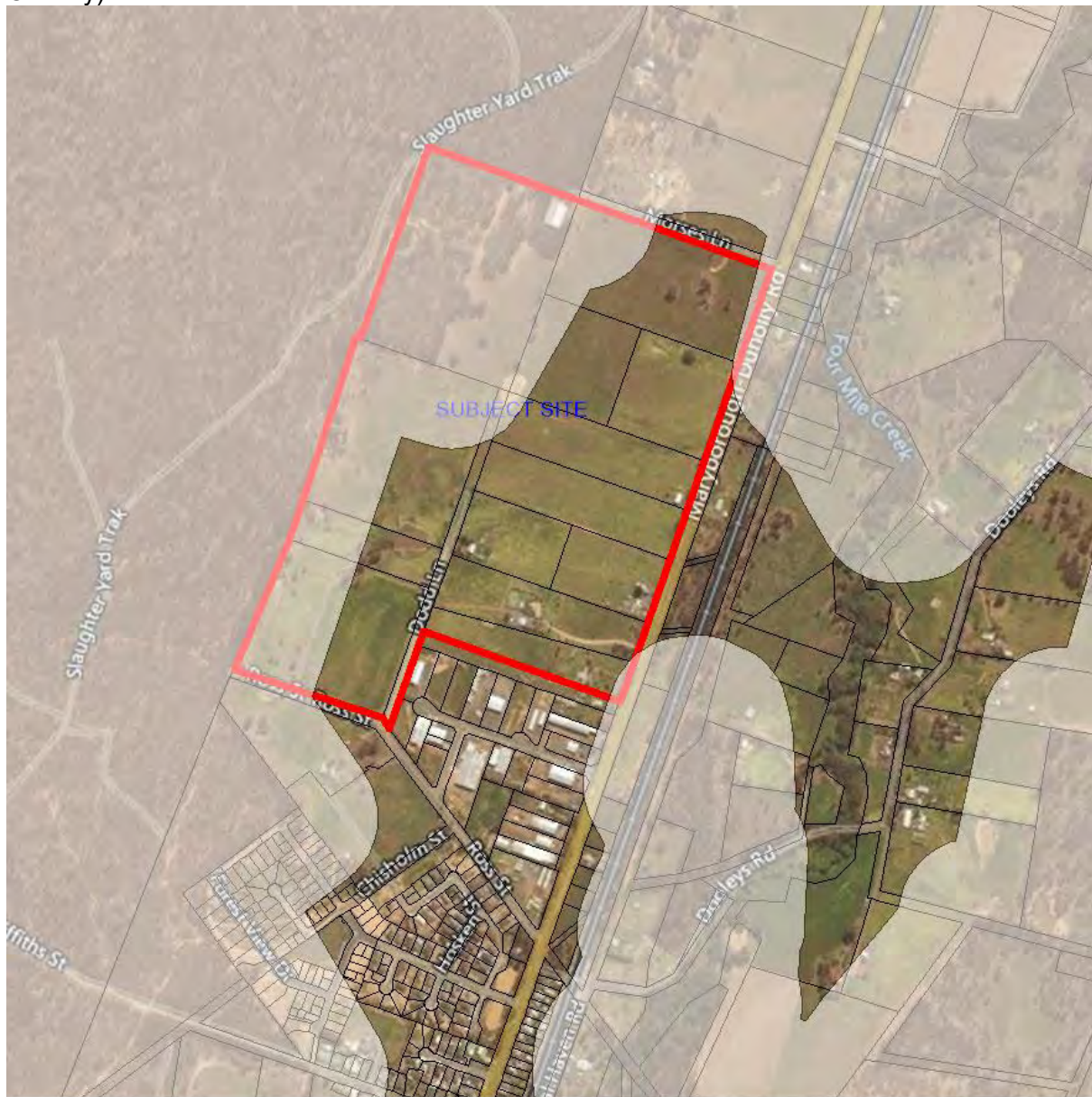
Map 3b: Potential Residential Investigation Area – Maryborough (zoning)



Map 3d: Potential Residential Investigation Area – Maryborough (aerial)



Map 3e: Potential Residential Investigation Area – Maryborough (Bush Fire Management Overlay)



This area is largely cleared but is adjacent to an area of dense native vegetation.

A detailed fire risk assessment will therefore be needed before residential rezoning could be considered. The area is also close to an existing industrial area and, although outside the designated buffer to the Maryborough sewerage treatment plant, is still relatively close to that plant.

The site is of substantial size (approximately 70 hectares) and could potentially provide 400 to 600 lots. If more detailed investigation indicates that it is suitable for development this site could potentially meet much of Maryborough's short to medium term housing needs.

Spatial Economics therefore recommends that Council identify this site as a priority investigation area and work with landowners, servicing agencies and DELWP to undertake a detailed assessment of its suitability for broad-hectare residential development.

Beyond this possible northern site, we have not been able to identify any substantial parcels of land within or immediately adjacent to Maryborough that seem to have clear potential for broad-hectare development.



To meet the longer-term requirement for broad-hectare residential land Spatial Economics has therefore concluded that the primary focus of broad-hectare development will need to move to Carisbrook.

Among the primary advantages of a shift of broad-hectare development to Carisbrook is that it would see development move from areas that are forested/adjacent to forest to areas that are typically more open grassland. It is therefore more consistent with current strategies to reduce bushfire risk. Development around Carisbrook would still be within reasonable distance of Maryborough and able to benefit from the range of facilities and services available in central Maryborough.

The 2012 Residential Settlement strategy identified an area of higher ground to the north-east of Carisbrook as suitable for future residential development. While this conclusion still seems valid it is not clear how this area fits into a larger scale vision for the future of Carisbrook. Since the preparation of the 2012 Strategy there have also been studies and investments (e.g. to review and reduce flooding risks) that effect options for development in and around Carisbrook.

In our view, it is therefore appropriate and timely to review planning for future development in Carisbrook and its environs (including consideration of the suitability for development – whether residential or industrial - of Flagstaff and other areas between Maryborough and Carisbrook).

The most appropriate way of proceeding is to prepare a precinct structure plan (PSP) to identify what areas are suitable for development and to guide the form of future development. A PSP could also address the preferred staging of future development and identify a suitable location for a future neighbourhood centre and the other facilities likely to be required to serve the longer-term development of Carisbrook. The State Government has published detailed guidelines for the preparation of PSP's and Council may be able to seek assistance with preparation of the PSP from the Victorian Planning Authority.

There may also be suggestions from landowners or developers that other areas should also be considered for future broad-hectare development. While Spatial Economics has not been able to identify any such areas we accept that such additional opportunities may exist.

It is therefore desirable that Council adopt explicit criteria for assessing any such proposals that do come forward.

As a start in developing such criteria Spatial Economics suggests the following:

- the degree to which the land is constrained by bushfire risk, flood risk and/or significant native vegetation;
- proximity of the site to existing urban areas (& therefore its ability to integrate with/add value to existing communities);
- the availability and cost of extending major infrastructure (hydraulic services, road access) to the site;
- any significant conflicts with other land uses (e.g. compatibility with current/designated employment areas, the airport, etc);
- any other significant constraints that are known or likely (e.g. any contamination issues from past mining);
- the sites' potential to help maintaining choice and competition in land supply to keep downward pressure on land prices and help maintain Maryborough's competitive advantage in terms of housing affordability;
- the pattern of existing land parcels/ownership (i.e. is the land highly fragmented); and



- where known the landowner intentions (this is most relevant in considering shorter term options).

Spatial Economics therefore recommends that Council:

- adopt, as a key part of its ongoing strategic planning, a policy of encouraging development in and around Carisbrook as the principal medium to longer term location for broad-hectare residential development to supply the Maryborough/Carisbrook market;
- prepare a precinct structure plan setting out how development of Carisbrook and environs (including Flagstaff and other areas between Maryborough and Carisbrook) should proceed over the medium to longer term
- consider adopting an explicit set of criteria to be used in assessing any future proposals to rezone land for broad-hectare residential development.

4.5.5 Low Density and Rural Residential Development

In addition to urban consolidation and development of new broad-hectare subdivisions at typical urban densities there is also scope for low density residential development and rural residential development to play a modest but still significant part in meeting the future housing needs of Maryborough/Carisbrook households.

As noted earlier in this report the potential contribution of housing construction on rural residential lots in relatively close proximity to Maryborough/ Carisbrook was overlooked in the 2012 Residential Settlement Strategy. Construction of dwellings on rural residential lots within 10 kilometres of Maryborough/Carisbrook has, on average, contributed approximately 6 additional dwellings a year to the local housing supply.

As set out in our Residential Land Supply Assessment report (and more briefly outlined earlier in this report) Spatial Economics believes that there would be benefit in diversifying the range of lower density and rural residential housing options available in the Maryborough/Carisbrook environs. This could include:

- low density residential development on areas around Maryborough/Carisbrook that are not suited to development at conventional residential densities; and
- the development of lower density residential and/or rural residential estates targeted at particular sub-markets (e.g. horse owners).

With appropriate planning it should be possible to provide for such increased variety and choice without significantly increasing the total area zoned for rural residential.

Consideration of opportunities for these forms of development should be incorporated into any ongoing discussion of housing supply options for Maryborough/ Carisbrook and into the preparation of a PSP for Carisbrook and environs.

In our view consideration should also be given to conversion of some areas of existing rural living land which is subject to particularly high bushfire risk or is of high environmental and/or landscape value to a more suitable zoning (e.g. rural conservation zone).

Spatial Economics recommends that Council:

- Incorporate consideration of the role of low density residential and rural residential development as part of the preparation of an overall housing strategy for Maryborough/Carisbrook.
- Engage in a discussion with landowners, developers, public authorities and the community to explore the range of options that might realistically be available for a wider variety of low density and rural residential development close to Maryborough/Carisbrook.



4.5.6 An Integrated Vision for meeting Future Housing Needs

Taken together a combination of the elements outlined above would in our view be able to both diversify the currently available housing options and satisfy the housing requirements of Maryborough/Carisbrook even under the 'Big Melbourne' growth scenario.

Setting out a clear vision for future residential development in Maryborough/Carisbrook and environs would maximise Council's ability to protect the characteristics that make the Maryborough area special while also promoting Maryborough/ Carisbrook and environs as an attractive location for people to live and work.

Spatial Economics therefore recommends that Council use the analysis and recommendations presented in this report as the basis for adopting an updated strategy for medium to longer term housing development in Maryborough/Carisbrook.

Such a Strategy should:

- recognise that in future the planning of Maryborough, Carisbrook and their close environs should be dealt with in an integrated way and that in the medium to longer term Maryborough's broad-hectare land supply will need to come from Carisbrook;
- incorporate the outcome of further investigations into the suitability of the potential northern 'greenfield' site identified in this report to provide additional medium-term capacity for broad-hectare residential development;
- commit to preparing a precinct structure plan (PSP) for Carisbrook and environs to provide a suitable longer-term residential land supply for Maryborough/ Carisbrook;
- commit to facilitating urban consolidation within established areas of Maryborough through the types of measures set out earlier in this report;
- incorporate proposals to amend the zoning of areas of residentially zoned land on the edges of Maryborough that can no longer be regarded as suitable for development at conventional urban densities;
- explicitly include consideration of the role of low density residential and rural residential development as part of the future residential strategy for Maryborough/Carisbrook and commit to a program of consultation to develop specific proposals to diversify the options available for this type of development; and
- appoint a development facilitator with a brief to work with landowners, developers and the community to promote successful implementation of the residential strategy including through improvements in Councils development approvals processes.

4.5.7 Planning for Housing in Dunolly and Talbot

Unlike Maryborough/Carisbrook, where there is both growing housing demand and a need to make additional provision for medium to longer term housing development, Dunolly and Talbot are not facing immediate pressures to provide for additional housing growth. The land supply and recent development trend in both towns is outlined in section 3 of this report. The situation of the two towns differs markedly.

Dunolly

Over the last decade the population of Dunolly has not increased significantly and there has been little new housing construction.

As at March 2019 Dunolly had approximately 10 hectares of vacant zoned land potentially capable of being subdivided for housing plus around 75 vacant residential lots.



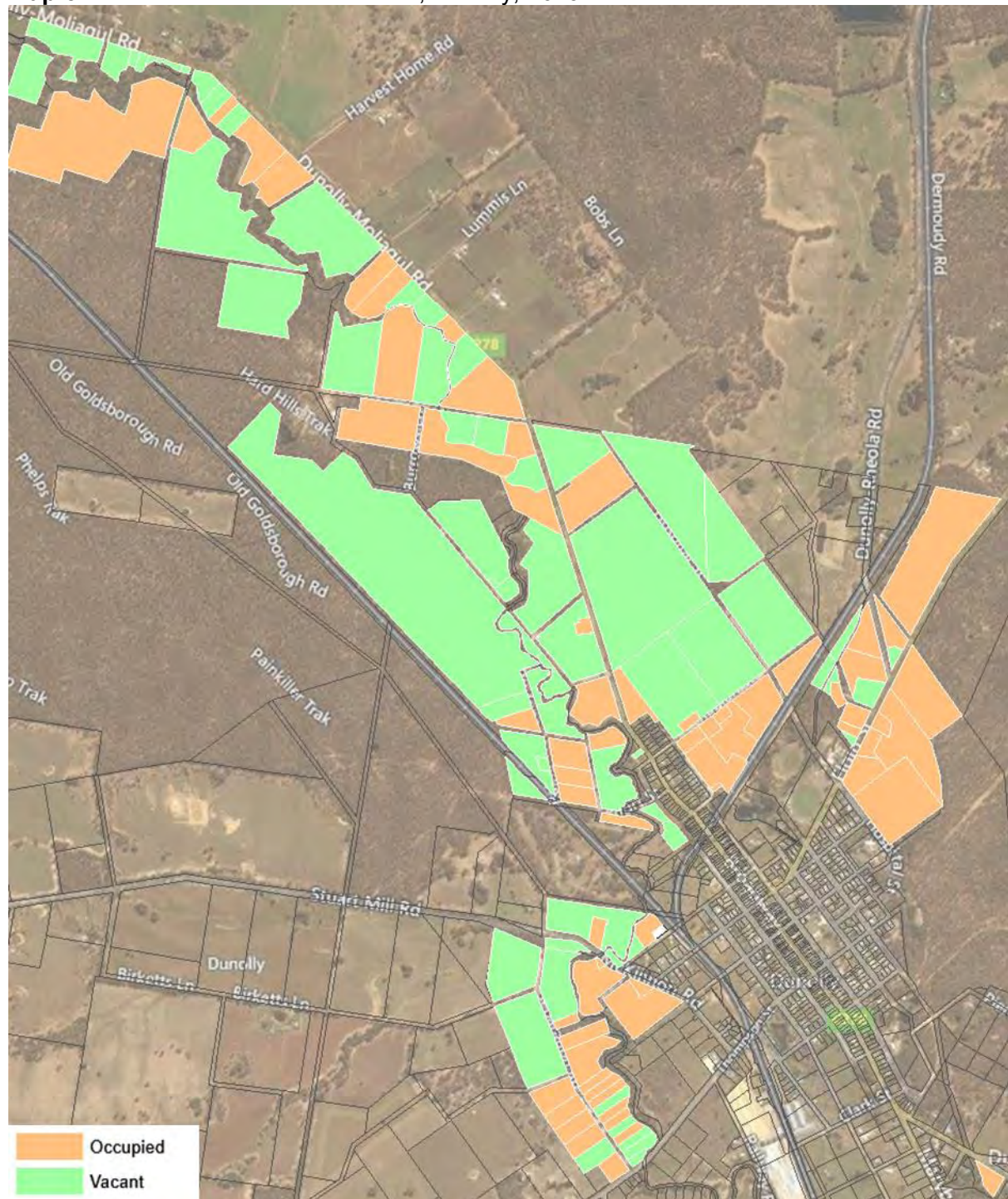
Some of the vacant lots may be unsuitable for development due to flood risk. The potential yield from some of the zoned land may also be reduced due to bushfire risk. Spatial Economics has therefore chosen to err on the side of caution in assessing potential development yields and the adequacy of Dunolly's residential land supply. In our view Dunolly's land supply is clearly sufficient to provide for any foreseen growth over the next decade or more.

In addition, there is a substantial supply of rural residential lots in the areas surrounding Dunolly.

Map 4: Urban Residential Land Supply Dunolly, 2019



Map 5: Rural Residential Land Stocks, Dunolly, 2019



Beyond this time there is so much uncertainty regarding the level of future demand that there is, in our view, little point in trying to assess if there is a need to designate additional areas for development.

This conclusion contrasts with the findings of the 2012 Residential Settlement Strategy which made an arbitrary assumption regarding future housing demand in Dunolly (assuming demand for 5 lots per annum).

Based upon this assumption, and despite identifying a substantial existing land stock, the 2012 Strategy identified an additional area of land to the north-east of Dunolly as suitable for future housing development. Spatial Economics does not believe that identification of



this additional land can be justified based upon the existing supply and known trend in demand.

If necessary, a further assessment of the need for additional supply can be made in the medium to longer term (i.e. after 2030) should Council be successful in promoting additional economic growth in Dunolly.

In our view going forward a more significant housing issue for Dunolly is likely to be how to make best use of the existing residential land supply to meet the housing needs of an ageing local population.

There is likely to be an increasing need for programs to assist older households with property maintenance. Many such households are likely to have limited options in terms of moving to lower maintenance properties given that they may not be able to sell their properties at a price that would enable them to purchase more suitable alternative housing.

Spatial Economics also notes that a 2018 report (*Dunolly Independent Living Units Feasibility Report*) proposed development of 16 to 18 smaller housing units for older residents of Dunolly and surrounding areas on vacant land adjacent to Dunolly District Hospital. That report highlighted strong local support for such a development but pointed out that

“Many local ageing residents experience an acute ‘Catch 22’ when they need to move into (more) suitable housing; their assets exceed eligibility for social housing but are insufficient to buy into private or not-for-profit housing programs”.

There is clearly both a significant local need and a likely continuing gap in the local market which will only be filled with the assistance of some form of State or Commonwealth subsidy. As part of its overall housing strategy Council should advocate strongly for such support.

Talbot

In contrast to Dunolly, Talbot realistically has a limited residential land supply and little evidence of significant demand for additional housing – in both cases due primarily to the towns lack of a reticulated sewerage system.

The 2012 Residential Settlement Strategy noted that:

“The town has been in serious decline since the 1850’s ... (and) has virtually no new development interest. ... Whilst the town is ideally located within commuter distance of Maryborough the absence of reticulated sewerage poses a significant limitation to the future growth and prosperity of the Town”.

Spatial Economics has seen no evidence that would lead it to disagree with this assessment.

Despite its assessment of the prospects for population and housing growth in Talbot the 2012 Strategy made an arbitrary assumption (similar to that for Dunolly) that Council should plan on the basis of ongoing demand for an additional 5 residential lots per year.

It also concluded that:

“there (are) currently substantial areas of vacant Township Zone land that has the capacity to facilitate the development of additional residential dwellings in Talbot”.

It calculated that based upon a standard allotment size of 800m² to 1,000m² there was potential for close to 200 additional housing lots.

In contrast Spatial Economics’ assessment is that in fact there is a realistic capacity for only fifteen additional dwellings in Talbot. This assessment is based upon the current requirement for a minimum site area of at least 5,000 m² for approval of an additional



dwelling. This minimum site area is to provide for onsite sewerage disposal and is likely to mean that multiple existing allotments would need to be amalgamated before construction of a dwelling would be approved.

While this is a very tight supply there is currently no evidence of ongoing demand that would justify action by Council to rezone additional land.

Any change in our assessment would be dependent upon finding a cost-effective way to address the lack of a reticulated sewerage system in Dunolly. Based upon current technology, and in the absence of a substantial public subsidy, it is very unlikely that the local community would support the cost of provision of a reticulated sewerage system.

Spatial Economics recommends that in relation to future housing needs in Dunolly and Talbot, Council:

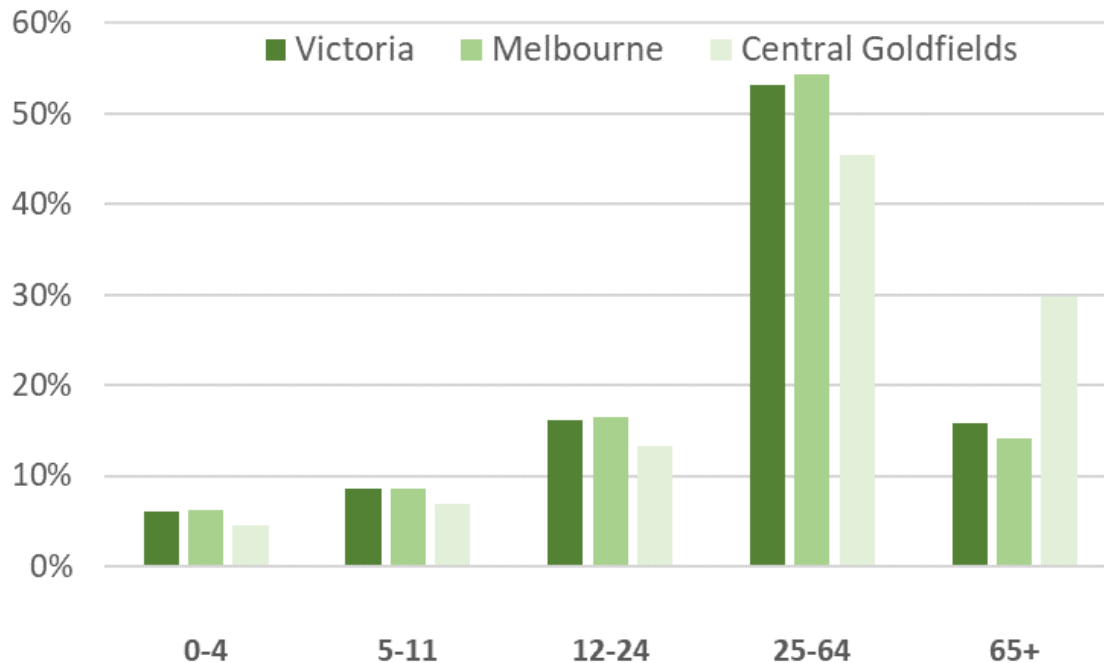
- Recognise that, under existing circumstances, ongoing housing development in Dunolly and Talbot is likely to be moderate and able to be accommodated within existing zoning.
- Not designate additional land or support any proposal for rezoning additional land for housing.
- Lend its support to locally based proposals for the provision of secure and affordable housing for older residents of Dunolly (and other areas within the Shire) and actively advocate the need for such a development to the State and Commonwealth governments.
- Work with State and Commonwealth agencies to try to ensure the adequate availability and coordination of support programs for those who choose, or have no option but to, 'age in place'.
- Explore options for cost-effective waste water management technologies that might enable further residential development in Talbot.
- Until such time as a wastewater treatment solution for Talbot is obtained, take no action to vary the existing zoning in and potential residential land supply in Talbot.



5.0 Addressing Housing Needs That May Not Be Adequately Met Through the Private Market

As pointed out earlier in this report the population of Central Goldfields Shire is significantly older than the metropolitan and state average. The official (VIF 2019) state population forecasts suggest that in future the Central Goldfields population will be even further skewed towards older households

Graph 6: Age Distribution by Selected Region, 2020



There is therefore likely to be ongoing growth in demand both for specialist aged-care accommodation and for smaller, newer dwellings suitable for older residents who wish to downsize to lower maintenance housing. At the same time many older households may choose to, or have little option but to, remain in their existing dwelling and as a result may be in increasing need of assistance with necessary maintenance and housing modifications.

Central Goldfields Shire also has a significant number of lower income households. These lower income households have been able to benefit from the fact that private rental housing in Central Goldfields is relatively affordable.

In the most recent period for which data is available over 80% of rental properties coming onto the market in Central Goldfields Shire have been assessed as affordable for households receiving Centrelink benefits. It is important to note however that there were a limited number of such properties and the total need for affordable housing may exceed the supply.

To date the Shire has not seen the rapid purchase price and rental increases experienced in many larger centres. Looking forward however there is a risk that Central Goldfield's relative advantage in terms of housing affordability could be eroded by rising residential land and housing prices - especially if population growth rates accelerate and early and adequate steps are not taken to plan for a long term residential land supply for Maryborough/ Carisbrook.

As outlined in our discussion of planning for Maryborough/Carisbrook housing needs, the Central Goldfields Shire Council has indicated that it supports a greater degree of urban consolidation and development of more diverse housing stock in established parts of Maryborough.



Encouraging this type of development will be important in increasing the housing choices available to Central Goldfields households. It will be especially useful in meeting the needs of older and poorer households for whom the ability to live in an area within walking distance of shops, medical facilities and other facilities can be a key consideration.

As pointed out earlier, achieving a meaningful increase in the housing mix through urban consolidation will take some years. Even given Council support for greater urban consolidation, for the short to medium term at least, the housing needs of many older and lower income households may not be fully met by the private housing market. Council's housing and residential development strategy needs to pay particular attention to the needs of these groups.

In particular there is a need to consider the needs of:

- Older households who wish to 'age in place' but who may increasingly need assistance with home maintenance and other services;
- Older households that would prefer to transition to smaller, newer housing with lower maintenance requirements;
- Older households and individuals who are in need of residential aged care;
- Lower income households who may find it difficult to access affordable rental accommodation through the private market; and
- The homeless and those at risk of homelessness.

The not for profit/community housing sector can have an especially important role in meeting the housing needs of these groups.

In this context it is worth noting that in recent years the Shire has seen significant investments by:

- Havilah on Palmerston;
- Havilah on Harkness; and
- Maryborough Schoolhouse Village.

Getting these forms of developments off the ground can be very difficult – financially, in terms of finding suitable sites and in obtaining planning approvals. For example, to date the Dunolly Independent Living Units proposal has not been able to attract funding.

It needs to be recognised that the funding programs that are able to be drawn on to help get such developments off the ground are often of limited term - and even where program funding is ongoing it is generally inadequate given the scale of housing need to be addressed.

Accessing such funding sources is competitive and, in practice, often dependent upon the ability to move quickly to make a clear, logical and convincing argument about local needs and a demonstrated capacity to respond effectively when a potential funding 'window' opens. The prize most often goes to the well prepared.

Council commitment and support can be vital in ensuring that when such opportunities arise, they are able to be taken advantage of.

There are a variety of roles that Council can play in facilitating such community sector housing projects. This includes:

- I. Making clear to potential housing providers that Council recognises the importance of community housing projects and that projects that address priority local needs will have its support;
- II. Identifying and ensuring suitable zoning of sites for such forms of development. This may be able to be adequately addressed through normal zoning reviews but, at



times, it may also require Council to be willing to take action to make a spot-rezoning. (NB: consideration of the need for suitable sites for such developments should form part of preparation of a Carisbrook PSP);

- III. Playing a targeted role in site amalgamation if the availability of suitable sites in central areas of Maryborough becomes a constraint on such specialised housing developments;
- IV. Identifying, and establishing an ongoing dialogue with, a range of community housing associations and other organisations that have the potential to provide housing and services relevant to the needs of Central Goldfields residents.
[NB: this could be among the tasks assigned to the developer facilitator position recommended earlier in this report];
- V. Advocating for the priority of local needs both to potential providers and to key funding bodies (especially the State and Commonwealth Governments). This applies to the need for both specialist housing developments and services to assist those who seek to 'age in place';
- VI. Assisting the financial viability of potential community housing developments by making Council owned land available on preferential terms as sites for such developments (e.g. by via long terms leases). Council may also be aware of potentially surplus state government land that would be suitable for such forms of development and be able to play a key role in advocating for such sites to be made available.

In this context it is relevant to note that, as a rough rule of thumb, it is most often necessary for community housing bodies to have access to a subsidy (either in cash or kind) sufficient to cover about 20% of total capital cost in order for such developments to be financially viable. The provision of a site on concessional terms can often be the factor that 'makes or breaks' a potential community housing project;

- VII. Facilitating timely planning approvals and where necessary being willing to agree to some flexibility in zoning and design requirements.

It is worth noting that an increasing number of metropolitan and regional councils are already taking these types of steps in order to encourage and assist community housing investments targeted at priority local housing needs. Given the demographic and socio-economic characteristics of Central Goldfields we believe that a very sound case can be made for the Shire Council to also give priority to such actions.

Council also has an important role to play a role in coordinating ongoing services and initiatives at a local level to support those for whom the best available option is to 'age in place'.



Spatial Economics recommends that Council:

- prepare a policy statement clearly setting out:
 - priority local housing and associated service needs for Central Goldfields Shire
 - in principle support for greater local involvement of community sector organisations in meeting such needs
 - the range of measures that Council itself is willing to consider in order to encourage, facilitate and support the operations of such organisations
- use this policy statement as the basis for advocating local needs to the State and Commonwealth Governments and to potential providers of specialist housing services
- review Council and State government land holdings to identify sites that may be surplus to requirements and could potentially be made available on long term lease for community housing projects
- consider the need for rezoning, site amalgamation or other steps, to help ensure that a lack of suitable sites does not deter developments that would help meet the housing needs of older and lower income residents of Central Goldfields Shire
- allocate to a nominated person within council (possibly the person appointed to the development facilitator position recommended in this report) responsibility for identifying and establishing ongoing links with a range of community housing associations and other organisations that may be able to assist in meeting priority local housing needs
- incorporate consideration of aged and other community housing needs in the scope of the brief for preparation of the proposed Carisbrook Precinct Structure Plan
- work with State and Commonwealth agencies to try to ensure that support programs for those who choose, or have no other option to, age in place are adequately coordinated



6.0 Managing Rural Residential Development

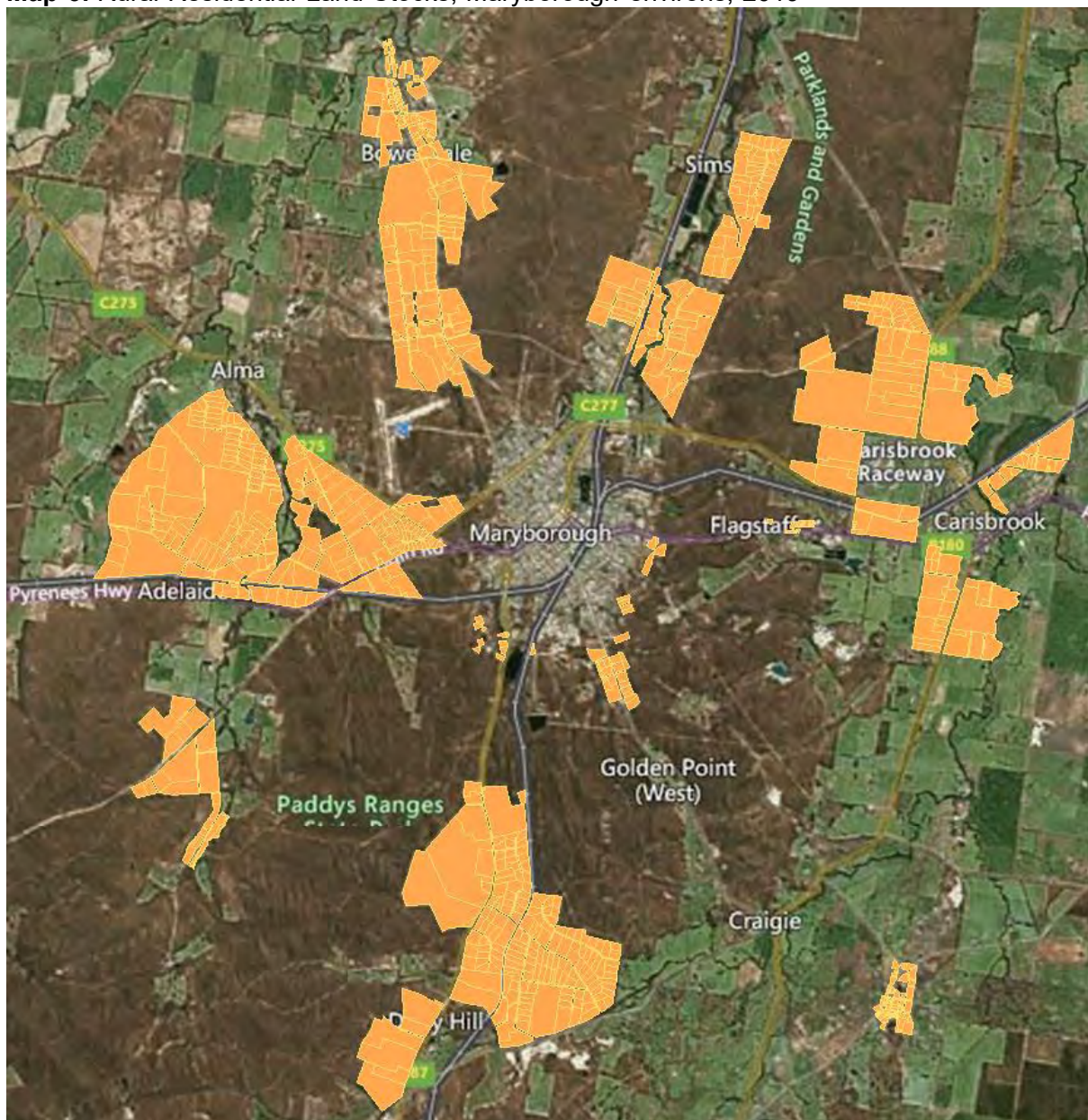
As pointed out earlier in this report the role and potential contribution of rural residential development was not addressed in the 2012 Residential Settlement Strategy.

Past planning by Central Goldfields Shire has made provision for a large amount, but not a significant diversity, of rural residential development.

Central Goldfields has almost 7,000 ha of zoned rural residential land in some twenty locations across the Shire, of this stock nearly 2,700 hectares are vacant. On the basis of the existing subdivision pattern (i.e. with no further subdivision of rural residential land) this is an existing stock of more than 1,600 lots.

Of these areas a number are located within relatively close proximity (i.e. a 10-kilometre radius) to Maryborough/Carisbrook. This includes rural residentially zoned land at Golden Point, Carisbrook, Alma/Moonlight Flat, Simson and Adelaide Lead. In addition, there are some rural residentially zoned lots within Maryborough itself. In total these areas have over 820 lots of which only about 25% (216 lots) were vacant at the time of our analysis.

Map 6: Rural Residential Land Stocks, Maryborough environs, 2019



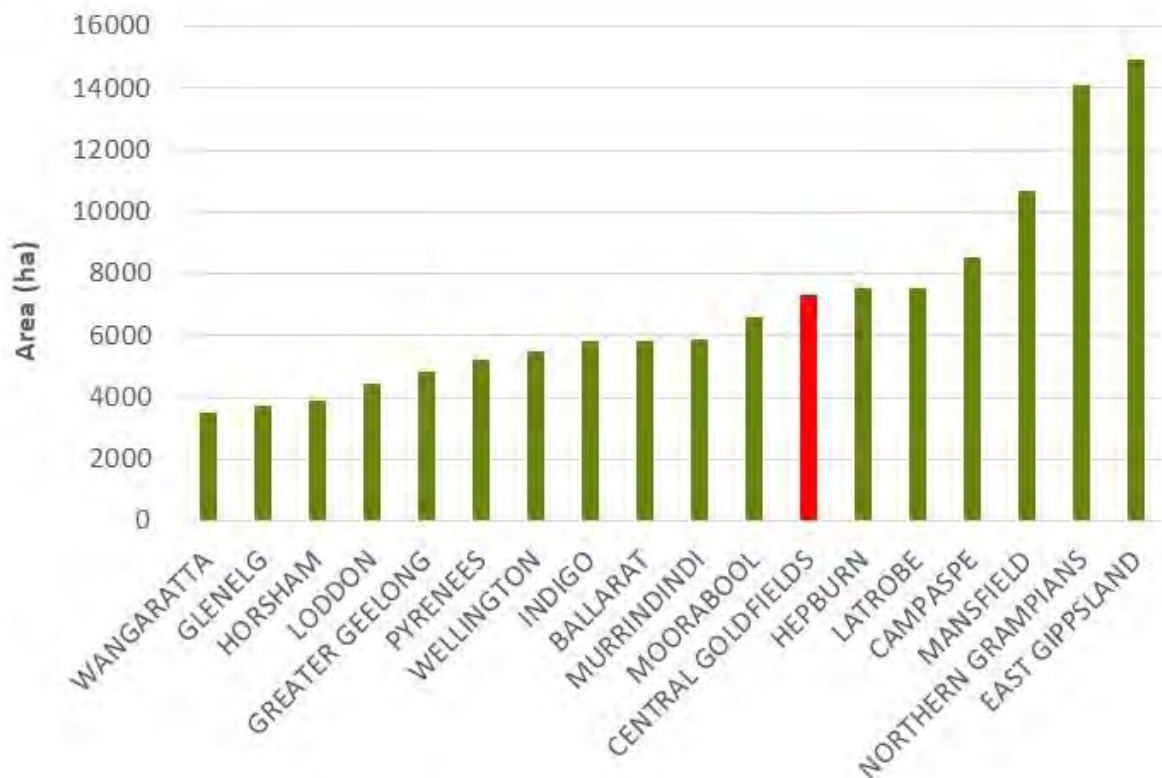
In our view these lots (and the potential for further subdivision of rural residential zoned land) should clearly be considered when assessing future housing options for Maryborough/Carisbrook.

By comparison there appears to be less demand for rural residential lots in locations further from Maryborough/Carisbrook. We estimated that more than 50% of lots in these areas (or over 400 lots) are vacant.

Across the Shire minimum subdivision sizes for creation of additional lots on RLZ land range from 1 ha to 8 ha. The high proportion of larger existing lots results in a significant potential additional supply from future subdivisions.

When compared to other council areas in regional Victoria, Central Goldfields has a large supply of zoned rural residential land. In terms of total area zoned for rural residential use, there are only four municipalities in Victoria that have made significantly greater provision for this zone type than has Central Goldfields Shire (and two others with similarly sized rural residential zone stocks). This is shown on the graph below.

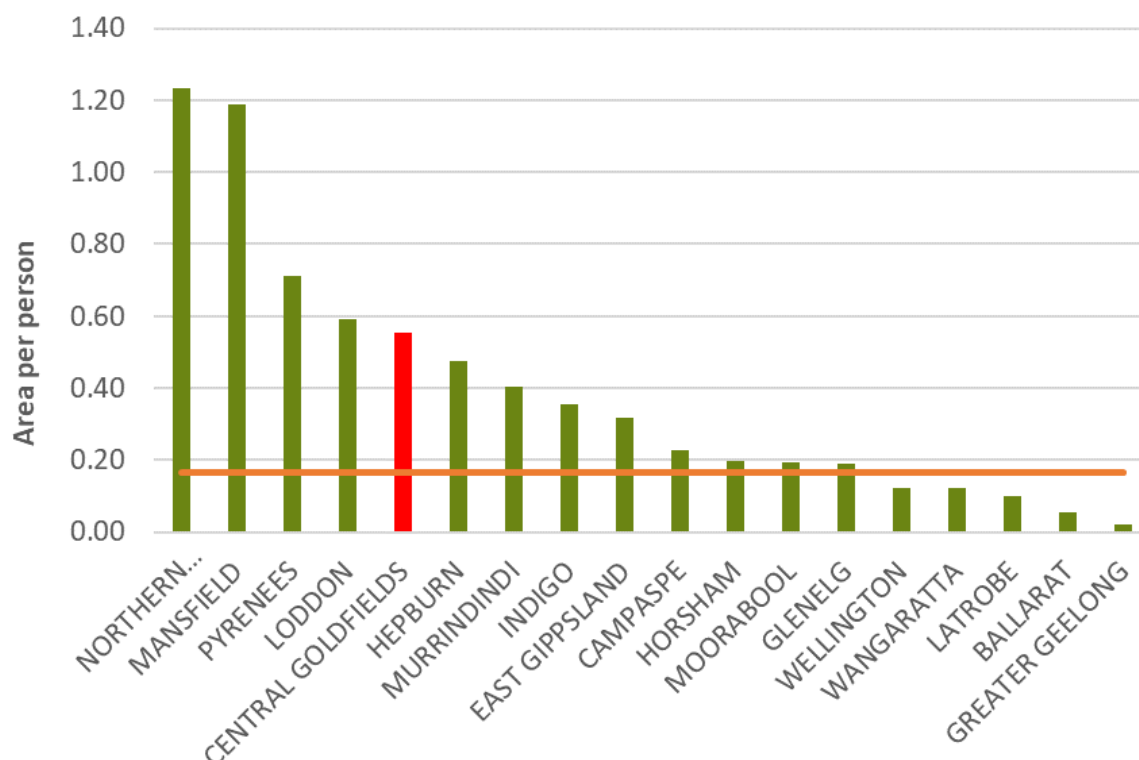
Graph 7: Total Area of Rural Residential Zoning, selected LGAs – (Top 18), 2019



In terms of per capita supply of rural residential land, the situation is equally marked – again only 4 LGA’s have a larger supply of rural residential land than Central Goldfields Shire.



Graph 8: Rural Residential Land Stocks per Capita, selected LGAs – (Top 18), 2019



Despite the Shire’s large supply of rural residential zoned land, on average only 8 dwellings a year were constructed on rural residential lots between 2010 and 2019. At this take-up rate the existing (i.e. without further subdivision) supply of lots in Rural Living Zones would satisfy demand for over 75 years.

The relatively modest rate of housing construction on rural residential lots may reflect the Shire’s past slow rate of population growth or a preference by Central Goldfields residents for township living. However, it may also, at least in part, be due to the fact that despite its large overall supply of rural living land, Central Goldfields Shire currently provides only limited choices to buyers seeking a rural or semi-rural residential lifestyle

In particular most of the land is zoned Rural Living with relatively little (120 ha or less than 2%) zoned Low Density Residential (LDRZ) to provide specifically for smaller lot sizes. There are currently only 46 vacant lots zoned LDRZ within Central Goldfields Shire. There are no specific minimum subdivision sizes proscribed for LDRZ land in Central Goldfields, but across the State such minimums are typically 4,000m².

It should be noted that the limited supply of LDRZ lots is somewhat offset because approximately 28% of the Shire’s total - RLZ & LDRZ - supply of rural residential lots (both vacant & occupied) are less than 1 ha in size). However, most of the smaller RLZ lots are relatively remote from Maryborough/Carisbrook. Within 10 km of Maryborough/Carisbrook there are only 28 vacant RLZ lots of less than 1 ha in size – and the fact that specific planning approval is required to develop dwellings on such lots may mean that not all of this limited supply is in fact able to be developed.

In contrast with the past approach taken in Central Goldfields Shire some other regional councils have chosen to zone significantly larger areas for low density residential development. This has resulted in the development of substantial, well planned and serviced, LDRZ estates specifically targeted at buyers who are seeking an easily manageable lot in a master-planned community environment.



Examples include areas in Shepparton and at Bannockburn in the Golden Plains Shire. Such LDRZ estates often have paved roads and a reticulated water supply – they are a ‘premium’ product attracting buyers looking for an attractive alternative to suburban subdivisions.

Interstate we are also aware of examples of low-density residential subdivisions which have been developed using creative options such as:

- community title schemes in which some of the most attractive or environmentally sensitive land is held as common property enjoyed (and maintained) by all residents; and
- subdivisions targeted specifically at horse owners (or other shared interest groups) where again the lot owners benefit from access to specialised facilities either within or outside the subdivision.

We believe that Central Goldfields Council should explore with landowners, developers and the community the benefits of encouraging such forms of development.

Looking forward Spatial Economics believes that there is the potential for Central Goldfields Shire to attract additional population by increasing the supply of well planned, smaller rural residential (LDRZ) lots in close proximity to Maryborough/Carisbrook. Such lots could be an attractive alternative for those working in Ballarat, Bendigo or surrounding areas but looking for an affordable rural residential environment close to a good range of facilities and services.

This view is confirmed by comments made by local agents/developers.

Should Council choose to pursue the option of encouraging development of planned LDRZ subdivisions it may be necessary to look not only at land currently zoned RLZ but also at some areas of cleared Farm Zone land close to Maryborough/Carisbrook. This is because much of the RLZ land with subdivision potential is either treed (and therefore subject to high bushfire risk) or more remote from Maryborough/Carisbrook.

In some other Shires with a similar excess supply of rural living zoned land Spatial Economics has recommended that councils consider opportunities (especially in more remote locations) to back-zone some RLZ land to farming zone in order to maximise the potential for future agricultural production. This may also help to avoid landowners unnecessarily paying rates based on assumed higher rural residential land values.

In the specific situation of Central Goldfield Shire, we are conscious of the fact that some RLZ land is of limited value for agriculture and that this may limit the potential benefits of back-zoning. However there may still be an argument for considering such a move in order to discourage development of additional housing in remote locations that would involve excessive costs for provision of Council services or where development may be undesirable from a catchment management or other environmental perspective.

Alternately there may be a case, in very selective locations of particular environmental and/or landscape value, for Council to consider a change from RLZ to Rural Conservation (RCZ) zoning.



Spatial Economics recommends that Council:

- Discuss with landowners, developers, public authorities and the community the merits of expanding the range of options available for low density and rural residential development (without increasing the overall area zoned for such forms of development) in Central Goldfields
- Pursue, in particular, the identification of areas that would be suitable for low density residential and rural conservation zoning
- Specifically consider opportunities for inclusion of areas of LDRZ or RCZ as part of preparation of a precinct structure plan for Carisbrook/Flagstaff and environs (recommendation 17 above)



Summary of submissions to draft Residential Settlement and Population Strategy

Submitter (personal details removed for privacy)	Summary	Response by officers	Change recommended by officers
Land developer and real estate agent	<ul style="list-style-type: none"> Agrees with strategy that some of the existing land in Maryborough zoned GRZ is it not viable for development. This, along with Whirrakee Rise land nearing full development, reinforces the need to rezone new land for residential use as soon as possible. Agrees that land identified for investigation in the Maryborough North area (up to Morse’s Rd) in the strategy is the logical area for this. Contends that land in Carisbrook is likely to be lifestyle lots rather than small greenfield, also that land prices are low and development costs high; Anticipates a good working relationship with Council and supports recent appointments in strategic plan and the idea of a position to facilitate development. 	<p>General support of the Strategy is noted.</p> <ul style="list-style-type: none"> Investigating the rezoning of the land in the Maryborough North area is an implementation issue – no need for a change to the Strategy to highlight its urgency. 	No change required.
Regional surveyor and land developer	<ul style="list-style-type: none"> Supports scenario model for growth; States that Flagstaff is constrained (due to land use conflicts and servicing issues) and does not support further residential development in this location; States that Talbot should be recognised as potential residential development area, sewerage facilities progressed and heritage sites protected; Supports reviewing the application of HO206 (Heritage Overlay) in Maryborough; Questions the need to create more LDRZ or equivalent low-density land on the fringe of Maryborough as this development is occurring ‘by default’ due to constraints on GRZ land (bushfire & environmental); Supports structure planning for Carisbrook; Questions the recommendation of a ‘development concierge’ and contends this role would be adequately 	<p>Overall support is noted.</p> <ul style="list-style-type: none"> Regarding the Flagstaff area, the strategy is not recommending residential growth in this area but doing structure planning for this area and Carisbrook to coordinate residential growth and manage the conflict with industrial uses where this occurs; In relation to the HO206 and protection of Talbot’s heritage assets, Council strongly supports the implementation of the recommendations of Heritage Review 2014; Heritage Study 2005 and policy development for buildings/works and signage in CGSC – these works see the significance reduction of the HO206 to eight precincts of tangible heritage importance and give clear direction for prospective and existing land owners developing in the heritage overlay; 	No change required.

Summary of submissions to draft Residential Settlement and Population Strategy

Submitter (personal details removed for privacy)	Summary	Response by officers	Change recommended by officers
	<p>provided by effective statutory planning services and liaison with Economic Development;</p> <ul style="list-style-type: none"> Supports selected areas of RLZ to be rezoned to LDRZ but this may not be urgent due to available fringe GRZ land as discussed above. 	<ul style="list-style-type: none"> The relationship between the need for more LDRZ land and the constraints on some 'fringe' GRZ land is noted in the Strategy; The establishment of a 'development concierge' function, is being considered within the Better Approvals program currently being implemented by Council, along with other ways of making permit processes more effective and customer-oriented. The precise nature of these reforms is yet to be determined but the objective of better service is important. 	
Central Highlands Water (referral authority)	<ul style="list-style-type: none"> Agrees that further broad-hectare development on the fringe of Maryborough is constrained due to native vegetation and bushfire risk, and these areas can only supply limited housing growth opportunities; An increased focus on Carisbrook to provide for future growth is supported; North Maryborough development site identified has constraints relating to servicing and air emissions from the Maryborough Waste Water Treatment Plant (MWWTP); any proposed development will need to consider the lead time for water augmentation works in accordance with CHW's works program (approx. 5 years); Agrees that servicing Talbot with sewerage is prohibitive and unlikely to have community support – considers that a structure or growth plan and community support study is required for the servicing arrangements can be investigated by CHW. 	<p>Support for key directions is noted.</p> <ul style="list-style-type: none"> Issues regarding appropriate buffering around the MWWTP will be a key element in assessing the priority investigation area in northern Maryborough. Council is currently considering investigating alternatives to reticulated sewerage for addressing wastewater management issues in Talbot as a key focus within a shire-wide Domestic Wastewater Management Plan. 	No change required.
EPA (referral authority)	<ul style="list-style-type: none"> Recognises constraints of the land north of Maryborough due to proximity of the MWWTP – recommends Council considers whether the future population can be serviced by 	Support for key directions is noted.	No change required.

Summary of submissions to draft Residential Settlement and Population Strategy

Submitter (personal details removed for privacy)	Summary	Response by officers	Change recommended by officers
	<p>the MWWTP and whether the separation distances are adequate;</p> <ul style="list-style-type: none"> EPA supports future growth directed to Carisbrook (and mechanisms to direct this such as a PSP) 	<ul style="list-style-type: none"> Issues regarding appropriate buffering around the MWWTP will be a key element in assessing the priority investigation area in northern Maryborough. 	
Coliban Water (referral authority)	<ul style="list-style-type: none"> The authority supports the draft strategy, notes that the strategy will not impact the township under their service (Dunolly); States importance of progressing with Domestic Waste Water Plan (for managing unsewered areas in LDZ, RLZ, FZ, RCZ) 	<p>General support is noted.</p> <p>Council is currently working on implementing and adopting a Domestic Waste Water Plan.</p>	No change required.
Department of Transport (referral authority – Loddon Mallee region)	<ul style="list-style-type: none"> Supports strategy’s direction for growth in areas that can provide access to services; Supports strategy’s recommendation to develop a planning framework for future growth in Carisbrook (via VPA Streamlining for Growth) 	<p>General support is noted.</p> <p>In implementation, Council will continue to involve DoT with any future framework or structure plan development.</p>	No change required.
Department of Environment, Land, Water and Planning (DELWP - excluding the Planning group) and Parks Victoria	<p>Supportive of work undertaken in preparing the strategy.</p> <p>Specific comments:</p> <ul style="list-style-type: none"> Careful consideration must be given to the design and development of any land adjoining Crown land. Zoning that is sympathetic with the surrounding land tenure should be considered to reduce housing densities and enable native vegetation retention on any future residential development sites adjoining or close to Crown land. Consideration to relevant legislation and guidelines must be made during strategic planning. Future residential land development or redesign of current residential areas should be considered on a landscape scale and be responsive to local environments, including considering remnant native vegetation located within areas 	<p>Most of the specific comments are issues to be considered at the implementation stage when considering rezoning any land for residential development, and don’t require any change to the Strategy.</p> <p>The broad issues of native vegetation and proximity to forested Crown land are addressed in the Strategy’s analysis of constraints on existing and proposed future land for residential development, providing a trigger to assess these issues in any future rezoning proposals.</p> <ul style="list-style-type: none"> The inclusion of some Crown allotments in estimates of developable land reflects their zoning as GRZ. The identified allotments are among the land noted as highly constrained in the Strategy (and the Land Supply 	No change required.

Summary of submissions to draft Residential Settlement and Population Strategy

Submitter (personal details removed for privacy)	Summary	Response by officers	Change recommended by officers
	<p>of potential residential development sites and their ongoing management.</p> <ul style="list-style-type: none"> • Estimation of developable land seems to have erroneously included some Crown allotments. 	<p>& Demand Report that is a background document for it). Allowance for this has been made in the overall estimates of realistic land availability (Sec 3.3.1). Removing them would not make a substantive difference to the overall direction and recommendations of the Strategy.</p>	

9.7 REMOVAL OF OVERDUE LIBRARY FINES TRIAL

Author: Coordinator Library Services

Responsible Officer: General Manager Community Wellbeing

The Officer presenting this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

SUMMARY/PURPOSE

The purpose of this report is to provide Council with a proposal and business case for the removal of issuing of overdue fines at Maryborough Regional Libraries for a trial period of 12 months.

LEGISLATION AND POLICY CONTEXT

Central Goldfields Shire Council's Council Plan 2017-2021 (2018 Refresh) – Our Community

Outcome: Central Goldfields Shire is a proactive, well governed, professional and financially sustainable organisation.

BACKGROUND INFORMATION

Maryborough Regional Library (MRL) as part of Central Highlands Libraries, and previously as part of Central Highlands Regional Library Corporation has always had a fine system in place for overdue and lost items. While it remains unpopular with customers, it is not clear that the process currently in place actually encourages library users to comply with borrowing terms.

MRL has tried to ameliorate the impact of fines on our customers and library staff have been encouraged to exercise discretion, particularly when there is obvious hardship.

Over the years there have been a number of other protections put in place. These include allowing members with items that are up to 7 days overdue to keep borrowing and caps on the total amount of debt per item that can be accrued: at present this is \$5.00 per item.

Despite these initiatives, there are ongoing concerns within MRL about the impact library fines have on the community we serve.

A recent consultation exercise undertaken by library staff found that the community believes overdue fines are unduly punitive, place undue stress on borrowers, and may disproportionately impact on those that can least afford it.

REPORT

Library fines undermine one of the core principles of public libraries - the provision of free and universal access to information.

The people who can least afford to pay fines are often the ones who need the library service the most.

There is no evidence that overdue fines encourage meaningful compliance. Although there have been no recent increases in the overdue fine structure at MRL and there has not been a revenue increase, there is also no material change in borrowing patterns (*Appendix 1 – Library Fines Schedule*).

Many libraries across Victoria are now dispensing with their overdue fines. Libraries have found there is no discernable increase in the number of items long overdue and lost when fines were removed. They report no ongoing issues with compliance. Reminder notices continue to be issued to borrowers, and non-compliance is managed through temporary reductions to loan entitlements, and in extreme cases members are prevented from borrowing entirely.

Library fines also create a disproportionate administrative burden on staff. MRL calculate that around 50 hours of staff time per year is lost in collection of fines. This is time that could be spent delivering programs, creating and facilitating story-times, assisting people to use computers, providing greater outreach services and enhancing the quality of the service. The Victorian State Libraries and Public Libraries of Victoria 'Libraries Change Lives' campaign reports that libraries build literate, productive and engaged communities and generate \$4.30 for every dollar invested (Libraries Work! The socio-economic value of libraries to Victorians – SGS Economics and Planning). This investment would be better spent on providing improved access and instruction for patrons than taking a punitive action for late return of items.

For people enduring mortgage stress, or living below the poverty line there is a genuine fear of library fines and being sent to the debt collectors deters engagement with our library services. This is no way to build a positive relationship between the library, patrons and the greater council organisation.

It is proposed that MRL removes overdue fines for a 12 month trial period.

Instead, the Library will implement a 'support to comply' program that encourages responsible library use, while upholding the core principles of library services

- Promotion of the free flow of information and ideas through open access to recorded knowledge, information and creative works
- Connection of people to ideas
- Commitment to literacy, information literacy and learning.
- Respect for the diversity and individuality of all people.
- Preservation of the human record
- Excellence in professional service to our communities
- Partnerships to advance these values

MRL will suspend, or restrict borrowing rights of members if one item is overdue for more than 4 days.

Library staff will actively inform, engage and educate library users about the shared responsibility for the collection and that the responsible return of items is expected.

MRL will review revenue impacts and the number of lost and overdue items on a monthly basis

CONSULTATION/COMMUNICATION

The consultation exercise undertaken in 2018/19 on library services in Central Goldfields Shire 'The Future of Library Services' returned a series of comments from the community on the detrimental effects of fines issued by the library.

There is no evidence that overdue fines encourage meaningful compliance. In the last year, 26 library services in Victoria have removed fines for overdue items, including several Libraries Victoria libraries

It is proposed that the 12 month trial period will commence with a 1 month Amnesty on library fines, which will enable patrons to return any long overdue items without the risk of facing a large fine. Towards the end of this campaign we will announce the 12-month holiday from overdue fines

The changes will be promoted through a local media campaign – employing both print and social media.

While overdue fines will not be charged, fines will continue to be lodged on lost or damaged items.

FINANCIAL & RESOURCE IMPLICATIONS

The removal of fines will reduce library revenue by around \$2,500 – 1.3% of service income. The service administers around 1000 fines each year – an average of 19 fines per week, with the total cost in staff time, fine administration and debt recovery estimated as \$3070.

The removal of fines will increase the time that the service can use to improve programming and enable staff to greater assist patrons to access resources.

This proposal recommends running the trial for a 12-month period with a review at 6 months.

MRL will continue to charge people on a cost recovery basis for lost or damaged items if a reasonable explanation is not provided e.g. family break up/violence, fire or theft.

RISK MANAGEMENT

The removal of library fines addresses the strategic risk Community Well-being Failure to recognise and manage the impact of changing social and economic conditions on the community. There is direct social and economic benefit from the removal of overdue fines for the community by ensuring that the principle of provision of free and universal access to information is supported.

Management of operational risks include:

- MRL will suspend, or restrict borrowing rights of members if one item is overdue for more than 4 days.
- Library staff will actively inform, engage and educate library users about the shared responsibility for the collection and that the responsible return of items is expected.
- MRL will review revenue impacts and the number of lost and overdue items on a monthly basis

CONCLUSION

Overdue fines should no longer be part of MRL fine system.

Overdue fines expend approximately 50 hours of staff time that could be better spent in assisting the public to access resources or providing programming across all age groups. Fines cost more to administer than is recovered through the fining system.

There is no evidence that a punitive fine system encourages borrowers to return overdue items or to continue to access the library service.

A 1 month amnesty for the return of long overdue items should be the precursor for the removal of fines.

Fine removal should be trialled for a 12 month period then reassessed in terms of overdue items returns. The trial should commence after Covid 19 restrictions are lifted and Libraries Victoria resume their normal operations

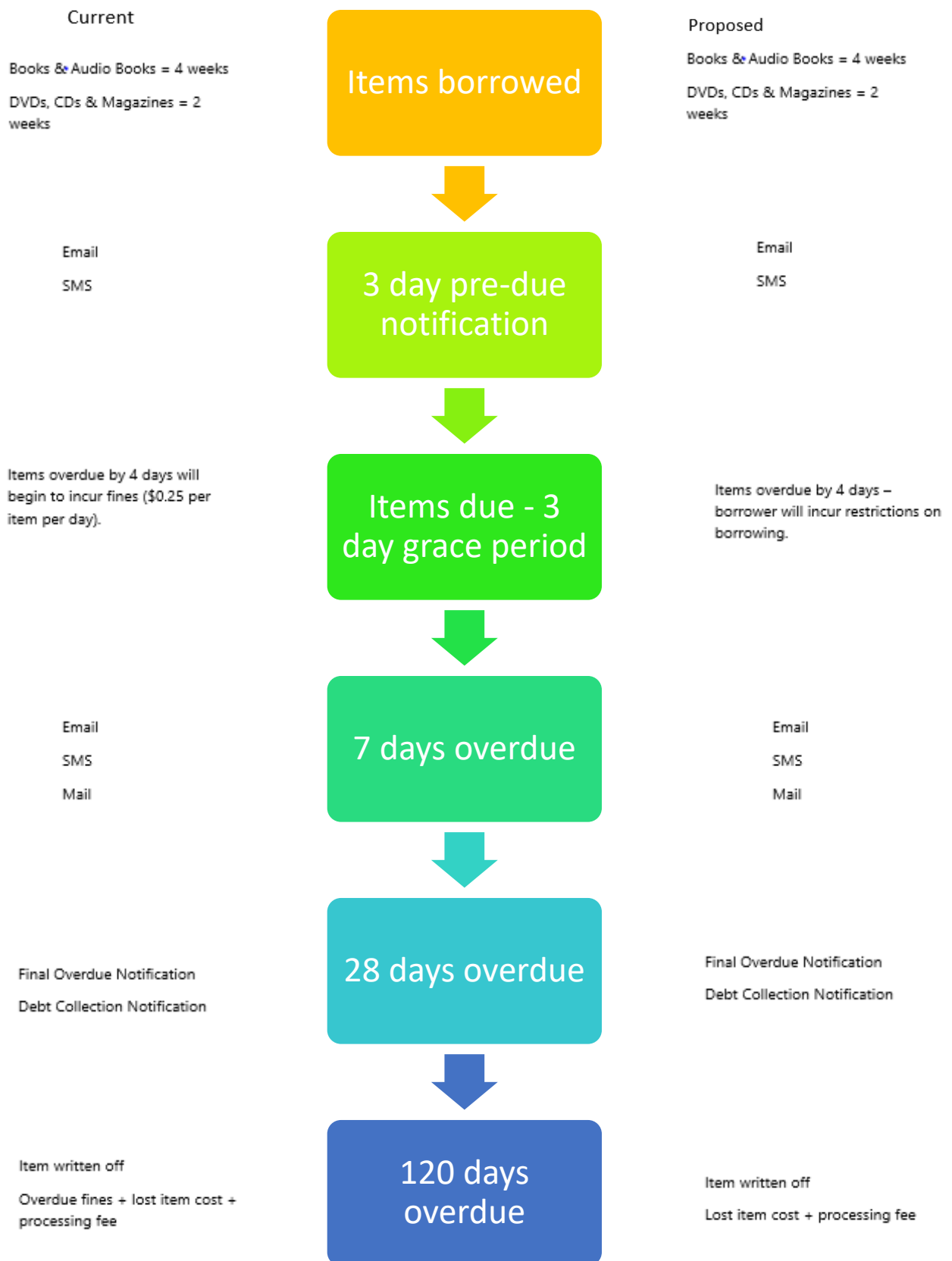
ATTACHMENTS

1. Process for recovery of Overdue & Lost items
2. Direct costs of current process for recovery of overdue and lost items
3. Fees & Charges schedule (Central Highlands Libraries)

RECOMMENDATION

That Council approves a 12 month trial for removal of overdue fines at Maryborough Regional Library.

Attachment 1: Process for recovery of Overdue & Lost items



Attachment 2: Direct Costs of current process for Recovery of Overdue and Lost Items

Debt Recovery Costs

3 Days Pre-Due Notification			
	1	2	3
N	500	300.00	
C	\$0.12	0.00	
T	\$60	0.00	
Total cost			\$60

7 Days Overdue Notification			
	1	2	3
N	400.00	300.00	300.00
C	\$0.12	\$0.00	\$1.01
T	\$60	\$0.00	\$253.80
Total cost			\$313.80

28 Days Overdue/Debt Recovery			
	4	5	
N	100.00	75.00	
C	\$1.01	\$15.00	
T	\$101.00	\$1125.00	
Total cost			\$1226.00

Staff Costs	
Cost per minute (3A)	\$0.49
Average cost per transaction (3 minutes)	\$1.47
Total transactions	1000
Total	\$1470

Debt Recovery	\$1599.80
Staff cost	\$1470.00
Total	\$3069.80

N	Notifications p.a
C	Cost per notification
T	Total cost p.a
1	SMS
2	Email
3	Mail
4	Debt collection mailout
5	Debt collection cost

Attachment 3

Fines			
<i>Income</i>			
Income from fines per year			\$2,500.00*
Estimated number of transactions			1000
Income per transaction			\$2.50
<i>Cost of Administration</i>			
Band 3A (per hour excluding on-costs)			29.53
Cost per minute			0.49
Estimated time to process fine (minutes)			3
Estimated cost per transaction			\$1.47
Number of hours processing fines			50
Cost of fines (salary 3A)			\$1,470.00
Cost of notifications			\$373.80
Cost of debt recovery			\$1226.00
Total direct cost for recovery of overdue and lost items			\$3069.80
Gross income on overdue fines			-\$569.80

*based on 2018/19 estimated Fine revenue

Fees & Charges Central Highlands Libraries 2019/20



Fees & Charges 2019/2020

	Ararat Rural City Council Libraries	Central Goldfields Shire Council Libraries	City of Ballarat Libraries	Hepburn Shire Council Libraries	Moorabool Shire Council Libraries	Pyrenees Shire Council Libraries	Southern Grampians Shire Council Libraries
Fines - per item, per day to a max. of \$5 per item *City of Ballarat Libraries max. of \$2 per item	25¢	25¢	36¢*	40¢	50¢	25¢	30¢
Holds - max. of 30 holds at one time	Free	Free	Free	Free	Free	Free	Free
ILL (plus other charges incurred)	\$2	\$2	\$3.08	\$4*	\$2.80	\$2	\$3
ILL - Universities	\$18.50	\$18.50	\$18.96	\$19	\$25.20	\$18.50	\$18.50
Replacement Card	\$2	\$2	\$2.05	\$2.50	\$2.80	\$2	\$2
Lost/damaged Items	Cost of replacement plus processing fee	Cost of replacement plus processing fee	Cost of replacement plus processing fee	Cost of replacement plus processing fee	Cost of replacement plus processing fee	Cost of replacement plus processing fee	Cost of replacement plus processing fee
Processing Fee	\$6	\$6	\$6.66	\$6.15	\$8	\$6	\$6.50
Debt Collection Fee	\$15	\$15	\$18.45	\$16	\$22	\$15	\$18
Book Covering	\$8	\$8	\$8.20	N/A	N/A	\$8	N/A
Book Club - Private	N/A	N/A	\$169.13	N/A	N/A	N/A	N/A
Book Club - Library	\$48	\$48	\$56.38	\$50	\$48	\$48	\$16.50
Book Sales	From 20¢ per item	From 20¢ per item	N/A	From 20¢ per item	As marked	From 20¢ per item	Variable - Donation
Photocopying/Printing A4 B&W per page (pp)	30¢	25¢	21¢	30¢	35¢	20¢	30¢
Photocopying/Printing A4 Colour pp	\$1	\$1	\$1.03	\$1.20	\$1.00	\$1	\$1
Photocopying A3 B&W pp	55¢	50¢	41¢	55¢	50¢	40¢	50¢
Photocopying A3 Colour pp	\$1	\$1	\$1.03	\$1.80	\$1.00	\$1	\$2
Microfiche printing pp	20¢	N/A	21¢	N/A	N/A	N/A	N/A
Fax Receiving per page	30¢	20¢	21¢	55¢	N/A	20¢	30¢
Fax Sending 1st page thereafter	\$2.20	\$2.20	\$2.26	\$2.45	\$2.50	\$2.20	\$2.20
Fax Sending per page thereafter	\$1.10	\$1.10	\$1.13	\$1.30	\$1.00	\$1.10	\$1.10
Library bags	\$2.50	\$3.00	\$2.00	N/A	\$2.00	\$7.50	\$3.00
Meeting Room Hire	N/A	N/A	Rates vary - contact Ballarat Libraries	Rates vary - contact Council Customer Service	Rates vary - contact Council Customer Service	Rates vary - contact Council Customer Service	\$50 per session
Events/Library Programs	Variable fee: Free - \$80	Variable fee: Free - \$80	Variable fee: Free - \$80	Variable fee: Free - \$82	Free	Variable fee: Free - \$80	Variable fee: Free - \$80
Training Courses	Variable fee: Free - \$50	Variable fee: Free - \$50	Variable fee: Free - \$50	N/A	N/A	Variable fee: Free - \$50	Variable fee: Free - \$50

9.8 CHIEF EXECUTIVE OFFICER EMPLOYMENT MATTERS ADVISORY COMMITTEE POLICY

Author: General Manager Corporate Performance

Responsible Officer: General Manager Corporate Performance

The Officer presenting this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

SUMMARY/PURPOSE

The purpose of this report is to recommend to Council an updated policy which guides the way that Council manages matters relating to the employment of the Chief Executive Officer (CEO).

Council is required by the Local Government Act 1989 (the current Act) to have a Chief Executive Officer, and is also responsible for the management of the Chief Executive Officer.

LEGISLATION AND POLICY CONTEXT

Central Goldfields Shire Council's Council Plan 2017-2021 (2018 Refresh)

Outcome: Our Organisation

4.3 Objective: Provide leadership in governance and Council decision making

Initiative: Develop and implement a cultural change program to develop a high performing customer focussed organisation

BACKGROUND INFORMATION

The Local Government Act 2020 (the new Act) was passed by parliament in March 2020 and Division 7 (Sections 44-52) which relates specifically to the Chief Executive Officer is scheduled to come into force on 1 July 2021. Section 44 (4) of the new Act states that "A Council must adopt the first Chief Executive Officer Employment and Remuneration Policy under this section within 6 months of the commencement of this section."

As this section prevents Council adopting their first Chief Executive Officer Employment and Remuneration Policy under the new Act prior to 1 January 2021, the balance of this report has been prepared on the basis that Council must continue to manage its contractual arrangements with the Chief Executive Officer under the Local Government Act 1989 until 30 June 2021.

Section 94 (1) of the Local Government Act 1989 (the current Act) states as follows:

"A Council must appoint a natural person to be its Chief Executive Officer."

Council appointed Lucy Roffey as its Chief Executive Officer at a Special Meeting of Council on 23 January 2018.

Lucy Roffey commenced as Council CEO on 5 March 2018.

At a Special Meeting held on Tuesday 5 September 2017 Council established the Chief Executive Officer Recruitment, Performance and Recruitment Review Advisory Committee and adopted the terms of reference for this committee. The Committee comprises three Councillors and an independent person, as set out in the Committee's Terms of Reference.

The Committee's role is to undertake important statutory and contractual obligations in regard to the employment, performance and recruitment related functions of the Chief Executive Officer. These functions include the annual performance review, annual salary review and performance goal setting in regard to the Chief Executive Officer, in accordance with the Chief Executive Officer's contract of employment and the Act.

All functions performed by this Advisory Committee are done for the purpose of advising and assisting the Council in the performance of their obligations both under the Employment Contract of the Chief Executive Officer and in accordance with Sections 94 and 97A(1) of the current Act. All functions of this committee are done under the guidance of an independent person to ensure a level of independent oversight.

This committee has undertaken the annual performance review, annual salary review and performance goal setting in regard to the Chief Executive Officer in both 2019 and 2020 under the direction of the Committee's terms of reference.

REPORT

The current Chief Executive Officer Recruitment, Performance and Recruitment Review Advisory Committee Terms of Reference was adopted by Council in September 2017 and has served the Committee well over this period. It is timely however for the Committee to review the Terms of Reference to ensure that they are best practice and contemporary.

The Committee has completed this review based on examination of other best practice Terms of Reference and industry standards. The following key changes are now proposed:

- That the Chairperson of the Committee should be an independent person with relevant expertise to advise and guide the Council through decision making processes associated with CEO contractual matters. This is in line with best practice CEO Performance Review and Audit Committees across Councils where the independent Chair is free from any management, business or other relationship with Council that could be perceived to materially interfere with their ability to act in the best interests of the respective Council
- The existing Terms of Reference is quite long (12 pages) and is not user friendly in terms of language and format. The new Terms of Reference is more concise and explicit, streamlined and written in plain English
- The new Act specifically requires Council to have a Policy to govern these matters, so the document title has been changed from "Terms of Reference" to "Policy", and this better aligns with Council's existing suite of governance documentation
- The title is also more concise and explicit (the Chief Executive Officer Employment Matters Advisory Committee Policy)
- Specific detail is now included in the Policy regarding the following key aspects:
 - Accountability and extent of authority of the Committee, in order to make it clear that the Committee has a responsibility to make recommendations to Council on all contractual matters relating to the CEO
 - The role and criteria of the Independent Chairperson including explicit selection criteria and required competencies
 - The selection process for the Independent Chairperson
 - Reporting requirements to Council and associated timelines

- Review date to ensure that this policy is reviewed and updated to align with the Local Government Act 2020, prior to the relevant sections of that Act coming into force.

CONSULTATION/COMMUNICATION

The independent person conducted a series of meetings with the Administrators as part of the development of the new Chief Executive Officer Employment Matters Advisory Committee Policy.

A further meeting was conducted by the General Manager Corporate Performance with the Administrators to incorporate minor changes to the Chief Executive Officer Employment Matters Advisory Committee Policy to recognise the impact of the Local Government Act 2020.

FINANCIAL & RESOURCE IMPLICATIONS

The cost of the review was covered by the existing budget.

RISK MANAGEMENT

This policy is an existing control to manage the strategic risk *Governance Failure to transparently govern and embrace good governance practices*. The review and update of this policy further strengthens this control.

CONCLUSION

The Chief Executive Officer Recruitment, Performance and Recruitment Review Advisory Committee has reviewed the current Terms of Reference of the committee, and propose an updated and renamed Policy to replace the existing Terms of Reference for the committee (Attachment 1).

ATTACHMENTS

1. Proposed Chief Executive Officer Employment Matters Advisory Committee Policy.

RECOMMENDATION:

That Council:

1. *Revokes the Chief Executive Officer Recruitment, Performance and Recruitment Review Advisory Committee Terms of Reference.*
2. *Adopts the Chief Executive Officer Employment Matters Advisory Committee Policy.*



Chief Executive Officer Employment Matters Advisory Committee Policy

Category: Council Policy
Adoption: Council Date: 26 May 2020
Review Period: 30 June 2021
Responsible Manager: General Manager Corporate Performance
Signed by General Manager Corporate Performance:
Date:

1. Purpose

The purpose of the Chief Executive Officer Employment Matters Advisory Committee (the Committee) is to advise the Council on all contractual matters relating to the employment of the Chief Executive Officer (CEO).

2. Function of the Chief Executive Officer and Appointment Requirements

Sections 94 and 94A of the *Local Government Act 1989* (the Act) contain specific provisions regarding the appointment and functions of the CEO. Sections 44 and 46 of the *Local Government Act 2020* contain similar provisions.

3. Membership

The Chief Executive Officer Employment Matters Advisory Committee shall comprise of the Mayor of the Central Goldfields Shire Council together with a minimum of two Councillors and the Independent Chairperson. (The General Manager Corporate Performance will provide support as required, but is not a member of the committee).

Terms of Appointment

- Appointment of the Councillor members of this committee will occur annually at the Statutory Meeting of Council
- Appointment of the Independent Chairperson will be for a two-year term with an option to extend for a further two-years, with the commencement date being the engagement date of the Independent Chairperson



- The operations of the Committee will be evaluated annually to ensure it continues to be effective and contemporary
- The Committee must meet at a minimum annually, or more frequently as directed by Council.

4. Accountability and Extent of Authority

Committee members have an advisory role and do not hold any authority to make decisions or commitments on behalf of Council.

The Chief Executive Officer Employment Matters Advisory Committee is an Advisory Committee of Council. Council authorises the Committee within its scope of responsibilities to make recommendations to Council on contractual matters relating to the Chief Executive Officer or the person appointed to act as the Chief Executive Officer including the following:

- Appointment of the Chief Executive Officer
- The remuneration and conditions of appointment of the Chief Executive Officer (including annual remuneration review)
- Negotiating any extension of the appointment of the Chief Executive Officer under section 94(4) of the Act
- Conduct of the annual performance review of the Chief Executive Officer; and
- Performing other functions as required in supporting the performance review and performance development of the Chief Executive Officer.

5. Role and Criteria of Independent Chairperson

The Independent Chairperson of the Chief Executive Officer Employment Matters Advisory Committee must—

- not be a Councillor; and
- not be a member of Council staff; and
- be suitably qualified with regard to the selection criteria.

The following selection criteria applies to the appointment of the Independent Chairperson:

- A clear understanding of the objectives, roles, duties and obligations of the Chief Executive Officer and Council under the Local Government Act and all other associated legislation
- Ability to exhibit clear leadership
- Ability to work effectively with Councillors and the Chief Executive Officer
- Demonstrated human resource management skills, senior business experience and relevant qualifications
- Experience in senior management recruitment and development
- Understanding of performance management processes and procedural fairness
- Senior Level experience within a Government framework and sound knowledge of governance and legal obligations
- Previous experience working with Councillors, Executive Governance bodies or Board Members in advisory and/or facilitation roles.



6. Selection process

The Chair of the Chief Executive Officer Employment Matters Advisory Committee must be appointed by Council and must be an Independent Representative. Any extension of term must be made by Council in accordance with the “Terms of Appointment” clause.

The selection committee for the Independent Chairperson will include the Mayor, any interested Councillors and the General Manager Corporate Performance. The Committee will assess the nominations against the selection criteria and recommend an appointment to Council.

7. Conduct

In performing the role of Committee Member, a person must:

- act with **integrity**
- **impartially** exercise his or her responsibilities in the interests of the local community
- **not improperly** seek to confer an advantage or disadvantage
- **avoid conflicts** between his or her public duties and his or her personal interests and obligations
- commit to **regular attendance** at meetings.

8. Confidentiality and Use of Information

Committee Members agree to comply with their obligations under section 77 of the Act in relation to confidential briefings or information as defined under the Act and recognise that this obligation extends to ensuring the safekeeping of confidential information. Committee Members must not make improper use of information acquired because of their position or release information that the member knows, or should reasonably know, is confidential information.

9. Chairperson - Fees and Reimbursement of expenses

Council will pay a set fee, to be determined on an hourly or per meeting basis, to the Independent Chairperson as determined through a competitive procurement process. The amount of the fee has regard to the specific roles and responsibilities the chairperson will undertake.

The Chairperson of the Committee will also be reimbursed for any transport costs they have incurred in participating in meetings and related activities.

10. Reporting

The committee must provide a report on the Chief Executive Officer’s performance review and a recommendation on the Chief Executive Officer’s remuneration, annually to a meeting of the Council, within two months of the Chief Executive Officer’s employment anniversary.



11. Administration Support

Administration support will be provided by the office of the General Manager Corporate Performance, as required.

12. Review Date

The Local Government Act 2020 was passed by parliament in March 2020 and Division 7 (Sections 44-52) which relates specifically to the Chief Executive Office is scheduled to come into force on 1 July 2021. This policy will be reviewed to align with the requirements of the Local Government Act 2020 prior to the relevant Sections of the Act coming into force.

13. Date Adopted

Date Adopted: 26 May 2020

Date for review: 30 June 2021.

14. Roles and Responsibilities

Person/s responsible	Accountability
Council	<ul style="list-style-type: none">To appoint members of the committeeTo appoint an Independent Chairperson
Committee members	<ul style="list-style-type: none">To undertake the duties set out in this policy in accordance with the terms of the policy
General Manager Corporate Performance	<ul style="list-style-type: none">To provide administrative support to the committee, as required.

15. Human Rights Statement

It is considered that this policy does not impact negatively on any rights identified in the Charter of Human Rights Act (2007). Central Goldfields Shire Council is committed to consultation and cooperation between management and employees.

16. Related Policies and Procedures

- Nil

17. Relevant Legislation and Guidelines

- Local Government Act 1989 – specifically:
 - Section 94 outlines the required CEO appointment process



- Section 94A outlines the functions of the CEO
- Local Government Act 2020– specifically:
 - Section 44 outlines the required CEO appointment process
 - Section 45 outlines the required Chief Executive Officer Employment and Remuneration Policy
 - Section 46 outlines the functions of the CEO

DOCUMENT HISTORY (TO BE REMOVED BEFORE SIGNING)

	Date	Author
Initial Draft	March 2020	Lydia Wilson
Approved by GM for EMT		
Endorsed		EMT
Final Draft		
*Audit Committee comments if needed		
*Amended after Audit Committee		
*Final Draft To Strategy Briefing	16 April 2020	Paul Brumby
*Final draft to Council meeting	26 May 2020	Paul Brumby
Signed by CEO		

*Council Policies only

9.9 ANNUAL ACTION PLAN UPDATE

Author: **Manager Governance Property and Risk**

Responsible Officer: **General Manager Corporate Performance**

The Officer presenting this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

SUMMARY/PURPOSE

The purpose of this report is to provide Council with an update on the status of the projects identified in the 2019-20 Action Plan.

LEGISLATION AND POLICY CONTEXT

Under Section 125 of the Victorian Local Government Act 1989 Council must prepare a Council Plan, which identifies the strategic objectives of the Council and strategies for achieving the objectives for at least the next four years. The Council Plan must also be reviewed annually. An Annual Plan is not required to be prepared under the Local Government Act, however it is best practice and provides Council and the community with a regular progress report against the objectives in the Council Plan.

Central Goldfields Shire Council's Council Plan 2017-2021 (2018 Refresh) – Our Organisation

Outcome: Central Goldfields Shire is a proactive, well governed, professional and financially sustainable organisation.

4.3 Objective: Provide leadership in governance and Council decision making

BACKGROUND INFORMATION

The 2017-2021 Refreshed Council Plan was adopted by Council at the Ordinary Meeting of Council in August 2018. The 2019-20 Action Plan was developed to support the achievement of the strategic objectives identified in the Refreshed Council Plan and to provide a reporting framework to measure progress against the Council Plan. The 2019-20 Action Plan was adopted by Council at the Ordinary Meeting of Council 25 June 2019.

This is the third progress report against the Action Plan and is for the period to 31 March 2020.

REPORT

There has been progress against the initiatives and projects outlined in the 2019-20 Action Plan. There are 93 actions identified in the plan, of these 45 are complete/ongoing, 2 are not yet started and 46 are underway.

CONSULTATION/COMMUNICATION

Council has developed the Action Plan through consultation with the community during the development of the 2017-2021 Refreshed Council Plan, through Listening Posts held quarterly across the Shire, and the development of the 2019-20 Budget.

FINANCIAL & RESOURCE IMPLICATIONS

The 2019-20 Budget and the four year Strategic Resource Plan were prepared in line with the initiatives identified in the Annual Plan subject to grants from State and Federal Government being received in some cases.

RISK MANAGEMENT

This report reduces organisational risk by monitoring Council performance.

CONCLUSION

The 2019-20 Action Plan outlines the projects and programs being undertaken during the year to meet the objectives of the Council Plan. This report shows progress for the period to 31 March 2020.

ATTACHMENTS

1. 2019-20 Action Plan Progress Report.

RECOMMENDATION

That Council notes the 2019-20 Action Plan Progress Report.

OBJECTIVES	INITIATIVES	PROJECTS	FUNDING SOURCE	RESPONSIBLE MANAGER	TIMING	PROGRESS	
OUR COMMUNITY OUTCOME: A SUPPORTED, COHESIVE COMMUNITY, LIVING A FULL AND HEALTHY LIFE.							
1.1	Build an aspiring community, achieving and living a full life where:	Continue delivery of the Go Goldfields program, and work towards program sustainability.	1.1.2.1 Implement future of Library Services Report and seek funding to support.	Living Libraries	Manager Social Inclusion and Go-Goldfields	2018-19 Review of Libraries. 2019-20 apply for grant	Dunolly Library tender document currently open. Project manager providing oversight of Dunolly library project. Dunolly Library to be operational by May/ June. Business case for removal of library fines completed.
	Family violence is unacceptable in our community	Advancement of projects in areas of:	1.1.2.2 Teddy Bears Picnic (activity)	Council/Go Goldfields partnerships	Manager Social Inclusion and Go-Goldfields	Ongoing	Activity not delivered in 2019.
	Children are loved and safe	Early Years Literacy Engagement of Young People Addressing Family Violence Work Readiness	1.1.2.3 Library, Laptime Toddler time	Council	Manager Social Inclusion and Go-Goldfields	Ongoing	This is an ongoing service delivered by Council each year. Currently being delivered online due to COVID-19 restrictions. Between January 2020 and March 2020 55 program sessions delivered, 795 participants. Programs - laptime, toddler time, story time, rhyme time, book club, cook book club and school holiday program. Online delivery of some programs during lock down providing access to many more families.
	Everyone has the language and literacy skills needed	Develop a 10 year Community Plan	1.1.2.4 Supported Playgroup Small talk	DELWP	Manager Community Services	Ongoing	
	Young people are celebrated a they strive to reach their full potential	Develop a Gender Equity Policy for the organisation	1.1.1.1 Implementation of enhanced MCH Services	DET	Manager Community Services	Ongoing	The implementation of enhanced MCH services is an ongoing project throughout the 2019-2020 financial year. New delivery processes in place with most vulnerable families prioritised for support
	Everyone can learn, earn, achieve and dream		1.1.2.5 Explore opportunity to fund a biannual Short Flix Festival		Manager Social Inclusion and Go-Goldfields	Mar-20	Exploring of funding opportunities. Identified in events and festivals as a part of the Economic Development Strategy.

OBJECTIVES		INITIATIVES	PROJECTS	FUNDING SOURCE	RESPONSIBLE MANAGER	TIMING	PROGRESS
			1.1.3.1 Develop community plans for the townships of Bealiba, Bet Bet, Carisbrook, Dunolly, Majorca, Maryborough, Talbot and Timor	Building Better Regions Fund	Manager Community Partnerships	May-20	Consultation continued in February with eight workshops. The draft plans were finalised and presented to Administrators on 14 April. Projects Council has a responsibility for have been mapped and a works schedule has been developed for implementation.
			1.1.2.6 Develop Business Case for Youth Hub	PHN, Council, Go Goldfields	Manager Community Partnerships	Dec-19	The Youth Hub opened on 4 February at the Maryborough Town Hall and was in operation until 13 March when it closed due to COVID-19 restrictions. In the time was operational the number of services located at the Hub increased from two to six as a direct result of demand. Discussions are ongoing with stakeholders to increase the range of services operating from the Hub once reopened including recovery planning.
			1.1.2.7 Implementation of Family Violence Action Plan	RDV- Go Goldfields partnerships	Manager Social Inclusion and Go-Goldfields	Ongoing	Implementation of Family Violence Action Plan is on track. There is bimonthly reporting to the Go Goldfields Collaborative Table from the Family Violence Action Group about achievements and barriers to this work. Collaborative efforts have resulted in increasing awareness in the community of the drivers of violence against women and children. Redefining the strategic direction of Go Goldfields with a focus on the early years has led to discussions about who will hold the broader agenda of this work going forward and including the review of the Family Violence Action Plan. These discussions are planned for the next six months period. COVID-19 will have an impact on the opening of the access point for the Orange door in the shire. It is now expected to be open later this year. Community Safety 'Web of Protection' project is an additional focus led by Victoria Police which will contribute to achieving identified indicators in the Family Violence Action Plan in 2020. This has been deferred during lockdown.
			1.1.2.8 16 days of Activism – Marigolds Project	Family Violence Victoria	Manager Social Inclusion and Go-Goldfields	Ongoing (Annually Nov/Dec)	The shire wide program was facilitated and coordinated by Go Goldfields (led by the Family Violence Action Group) and Central Goldfields Shire Council (through the Changing Our Story project). Events were attended by over 600 people with participation from parents, children, young people, elders, artists, business and community leaders, and service providers who all share a passion for change. The first community vigil was held in Maryborough and attended by over 100 people.

OBJECTIVES		INITIATIVES	PROJECTS	FUNDING SOURCE	RESPONSIBLE MANAGER	TIMING	PROGRESS
			1.1.2.9 Free from Family Violence – Priority: Change the Story - Gender equity statement and action plan	Grant	Manager Social Inclusion and Go-Goldfields	Commence February 2019 - February 2020	Project completed in February with release of gender equity statement and completion of final staff survey. Remaining funding to be acquitted June 5 - contributing to launch of Gender Equity statement at International Women's Day Event March 10 2020, training for staff in unconscious bias and family violence awareness, and development of the Gender Equity implementation Plan. The Gender Equity champions will take carriage of this plan.
			1.1.2.10 Collaborate with Regional Partnership group on Loddon Campaspe Early Years Childhood Strategy		Manager Social Inclusion and Go-Goldfields	Jun-20	The Loddon Campaspe Early Childhood Language and Literacy Strategy is completed. Local priorities identified for implementation and shared with Regional Partnership to inform regional implementation plan
			1.1.2.11 Youth Engage Program	Youth Central	Manager Community Partnerships		This is an ongoing service delivered by Council each year.
			1.1.2.12 FReeZA Program	Youth Central	Manager Community Partnerships	Current – December 2021	This is an ongoing service delivered by Council each year.
			1.1.2.13 L2P	VicRoads	Manager Community Partnerships	Current - 30 June 2023	This is an ongoing service delivered by Council each year.
			1.1.2.14 TAC Road Trip	TAC	Manager Community Partnerships	Current - June 2021	This is an ongoing service delivered by Council each year.
			1.1.2.15 Develop a Youth Strategy for the Shire	Council	Manager Community Partnerships	Jun-20	Scheduled to commence in second half of 2020
1.2	Support and encourage volunteerism in the community	Provide a safe, fun, encouraging and welcoming environment for Volunteers and promote the benefits of a volunteer organisation.	1.2.1.1 Implement recommendations from the Energy Breakthrough Business Plan to support volunteers	Council, CEP, sponsorships, community groups	Manager Tourism Events and Culture	May 2019 - November 2019	Business Plan complete. Endorsed at September Ordinary Council meeting. Overarching strategic plan developed in September 2019. Volunteer improvements made for the 2019 event. Ongoing improvements to be made for the 2020 event. New staffing arrangements agreed by committee to support business plan implementation. Recruitment on hold

OBJECTIVES		INITIATIVES	PROJECTS	FUNDING SOURCE	RESPONSIBLE MANAGER	TIMING	PROGRESS
			1.2.1.2 Continue to engage and train volunteers to support council operations in services such as the Visitor Information Centre and L2P	Council	Manager Tourism Events and Culture	Ongoing	Draft volunteer strategy prepared. Strategic lead for volunteer recruitment, retention and recognition incorporated into redesigned Manager Tourism, Events and Culture role - recruitment on hold.

OBJECTIVES		INITIATIVES	PROJECTS	FUNDING SOURCE	RESPONSIBLE MANAGER	TIMING	PROGRESS
		Develop a Community Support Policy (including Grants Program) to assist the work of community groups	1.2.2.1 Implement the Community Support Policy and updated Community Grants Program	Council	Manager Community Partnerships	Ongoing	The Community Grants program resulted in 11 community groups receiving funding for their projects.
1.3	Ensure that all of our community, regardless of diversity, can live a full and healthy life.	Implement Central Goldfields Public Health and Wellbeing Plan.	1.3.1.1 Review and refresh the Central Goldfields Public Health and Wellbeing Plan	Council	Manager Community Services	Aug-19	Completed.
		Actively participate in The Healthy Hearts Project	1.3.2.1 Implement projects identified in the Healthy Hearts Project for our Shire, including infrastructure upgrades and activity planning.	DHHS/RDV	Manager Community Partnerships	Jun-20	Second round of projects were approved for a bicycle/scooter pump track, outdoor fitness equipment and shade structure at Gordon Gardens, Dunolly. First round projects now completed including the installation of a basketball court at Gordon Gardens, Dunolly; nature play area at Goldfields Reservoir; and BBQ and shade structure at Maryborough Community House.
		Continue participation with Loddon Campaspe Regional Partnership	1.3.1.2 Implement the Central Goldfields Shire wide Literacy Strategy	DHHS / RDV	Manager Social Inclusion and Go-Goldfields	Jun-20	Key priorities for the Shire identified from the regional strategy to support RDV implementation plan.
			1.3.1.3 Implement Youth Our Critical Asset project	DHHS / RDV	Manager Community Partnerships	Ongoing	The project re-named as Keep in Touch was launched in Maryborough 24 October 2019. The KIT van was also at the opening of the Youth Hub. The mobile app has been updated with local information and youth support providers.
			1.3.3.1 A Growing Economy – implement recommendations in the Regional Economic Statement	RDV	Manager Strategy and Economic Development	Ongoing	The Economic Development Strategy is a more locally-focused approach for addressing participation by all in the economic life of the shire, while council will remain active in regional initiatives.
1.4	Provide leadership in municipal emergency and fire prevention planning and strengthen public safety	Coordinate Municipal Emergency Management Plans and Committee	1.4.1.1 Continue to participate in the Northern Victorian Emergency Management Cluster	Council	Manager Community Partnerships	Ongoing	The participation in the Northern Victorian Emergency Management Cluster is ongoing throughout the 2019-2020 financial year.
			1.4.1.2 Adopt the Cluster Influenza Pandemic Plan	Council	Manager Community Partnerships	Nov-19	The Loddon Campaspe Cluster Influenza Pandemic Plan was adopted by Council at the Ordinary Council Meeting held in February. The Plan was activated in March in response to the COVID-19 pandemic.
			1.4.1.3 Adopt the Municipal Fire Management Plan 2018 – 2021	Council	Manager Community Partnerships	Feb-20	This project has commenced and is on track.

OBJECTIVES		INITIATIVES	PROJECTS	FUNDING SOURCE	RESPONSIBLE MANAGER	TIMING	PROGRESS
		Implement recommendations from flood management plans including flood mitigation works	1.4.2.1 Implement the Carisbrook Flood and Drainage Management Plan, specifically the completion of the western levy and additional creek clearing	Natural Disaster Resilience Grant Scheme	Manager Infrastructure	Jun-20	Planning Permit issued for the Flood Levee on 25 March 2020. Negotiation of voluntary acquisition of required land for levee construction currently underway. Materials for levee construction being stored on site recycled from other construction projects in Maryborough ready for construction phase. Commenced preparations for the development of a management plan for the management and maintenance of Tullaroop Creek, and of the Western Levee when it is constructed.
		Extend and upgrade township CCTV systems.	1.4.3.1 Complete installation of CCTV and apply for further funding	Australian Government Safer Communities Fund	Manager Infrastructure	Ongoing	Awaiting funding opportunities for community safety projects related to Security camera system. In the interim funding has been secured for a security lighting project at the Maryborough Resource Centre and Library. Lights to be installed in May 2020. Allowance for the development of the design of an upgraded CCTV security system in the Maryborough CBD has been made in the 2020-21 budget estimates
1.5	Facilitate an active and inclusive arts community	Develop a Community Arts Strategy	1.5.1.1 Prepare a background discussion paper to assist the direction and development of a Community Arts Strategy		Manager Tourism Events and Culture	Mar-20	To be informed by Economic Development and Tourism Strategy and Community Plans.
		Participate in regional cultural programs including the Regional Centre for Culture.	Regional Centre for Culture program finished in 2018.				
1.6	Promote and enhance passive and active recreation	Develop a Central Goldfields Shire Recreation Plan	1.6.1.1 Implement recommendations from the Recreation and Open Space Strategy	Sport and Recreation Victoria /Council	Manager Community Partnerships	Ongoing	Recreation and Open Space Strategy is under development. Final draft due in May 2020
		Continue to implement priorities from Major Recreation Reserves Master Plans	1.6.2.1 Construct the all-access changing places change room at the Maryborough Sports and Leisure Centre	Sport and Recreation Victoria /Council	Manager Community Partnerships	Jun-20	Construction commenced in late April.
		Implement priorities from the Walking and Cycling Strategy	1.6.2.2 Finalise detail design for upgrade to Carisbrook Recreation Reserve and commence construction.	Sport and Recreation Victoria /Council	Manager Community Partnerships	2019-2020	The final design was presented to the Committee and Sport & Recreation Victoria. The retrospective funding application has been submitted.
			1.6.2.3 Seek funding to support the upgrade to the Deledio Reserve in Dunolly and undertake concept design.	Council	Manager Community Partnerships	On going	The design tender process has been completed and the successful applicant is due to start in four weeks.

OBJECTIVES		INITIATIVES	PROJECTS	FUNDING SOURCE	RESPONSIBLE MANAGER	TIMING	PROGRESS
			1.6.2.4 Complete design for a Skate Park in Maryborough and seek funding for construction.	Council	Manager Community Partnerships	Subject to funding	Awaiting the funding application outcomes from Sport 7 Recreation Victoria.
1.7	Support positive development for residents of all ages and abilities.	Develop a Municipal Early Years Plan	1.7.1.1 Include recommendations from the Regional Early Years and Literature Strategy into the Municipal Early Years Plan.	DHHS/RDV	Manager Community Services	Jun-20	This project has not commenced.
			Facilitate the transition of service delivery models for HACC and NDIS				
		Implement priorities from the Positive Ageing Strategy	1.7.2.1 Identify and support clients with their transition to the NDIS	DHHS	Manager Community Services	Ongoing	This project is ongoing throughout the 2019-2020 financial year.
		Support positive life opportunities for people living with a disability.	1.7.3.1 Implement Commonwealth Wellness and Reablement Model through Home Support Services and Social Support groups	DHHS	Manager Community Services	On going	This project is ongoing throughout the 2019-2020 financial year.
			1.7.4.1 Implement actions in the Disability Action Plan	DHHS/Council	Manager Community Services	Ongoing	This project is ongoing throughout the 2019-2020 financial year.
			1.7.2.2 Continue to participate in the Loddon Campaspe Councils review of models of service delivery and viability of aged services	Council	Manager Community Services	Ongoing	The participation in the Loddon Campaspe Councils review of models of service delivery and viability of aged services is ongoing throughout the 2019-2020 financial year.
1.8	Maximise all forms of connectivity for the community	Advocate for enhanced passenger rail services.	1.8.1.1 Continue to advocate for enhanced passenger rail services.	Council	General Manager Community Wellbeing	Ongoing	Ongoing through the Transport Strategy, Bendigo Region DMP and the to be completed Central Goldfields Economic Development and Tourism Strategy.
		Advocate for improved digital connectivity.	1.8.1.2 Participate in the Mildura Passenger Rail project	Council	General Manager Community Wellbeing	Ongoing	The participation in the Mildura Passenger Rail project is ongoing throughout the 2019-2020 financial year.
		Deliver local Community Transport Plan	1.8.3.1 Develop a Transport Strategy including public and community transport options.	Council / Department of Transport	General Manager Infrastructure, Assets and Planning	Oct-19	Consultant appointed to develop a Transport Strategy and community consultation underway. Consultation will be impacted by current COVID-19 restrictions.
		Implement priorities from the Walking and Cycling Strategy	1.8.4.1 Build four footpaths identified in Walking and Cycling Strategy in Maryborough, Carisbrook, Dunolly, Bealiba.	Council	Manager Operations	Dec-19	The Goldfields Reservoir Pathway upgrade has been completed. There has also been major upgrade works on Derby Rd that has seen the old damaged asphalt path replaced with a new concrete footpath. The four new footpaths have not yet been installed and will be undertaken in this financial year.

OBJECTIVES	INITIATIVES	PROJECTS	FUNDING SOURCE	RESPONSIBLE MANAGER	TIMING	PROGRESS	
OUR ECONOMY OUTCOME: A VIBRANT LOCAL ECONOMY WHICH CONTRIBUTES TO THE MUNICIPALITY'S ECONOMIC PROSPERITY.							
2.1	Facilitate an environment which is conducive to industry/business Growth and employment growth and retention.	Develop an Economic Development and Tourism Strategy Develop Job creation/retention initiatives Participate in the development and implementation of Regional Economic Development Strategies.	2.1.1.1 Complete the Economic Development and Tourism Strategy for Central Goldfields Shire and commence implementation of identified actions	RDV	Manager Strategy and Economic Development	2019-2025	The Economic Development and Tourism Strategies were adopted by Council at the Ordinary Meeting of Council in March.
2.2	Develop a skilled workforce to support economic growth	Support work readiness initiatives, specifically within the Go Goldfields program.	2.2.1.1 Implement the Go Goldfields Work Readiness Action Plan 2018 – 2020	RDV / Go Goldfields	Manager Social Inclusion and Go-Goldfields	2018-2020	Economic Participation Facilitator position vacant. Alignment of this area of work within the Economic Development Strategy. Go Goldfields Data dashboards will support the alignment of this work in the Economic Development strategy area.
2.3	Promote Central Goldfields as a place of choice to live, work and play.	Review Council's Population Growth Strategy	2.3.1.1 Implement recommendations from Councils Economic Development and Tourism Strategy	Council	Manager Strategy and Economic Development	2019-2025	The previous Population Growth Strategy has been reviewed and assessed as out of date and unachievable. It will be replaced by the Population, Housing and Residential Settlement Strategy (draft currently out for public comment; due for adoption at May Council meeting).
		Participate in Regional Economic Development Strategies	2.3.2.1 Implement recommendations from the Regional Economic Statement	RDV / Loddon Campaspe Regional Partnership	Manager Strategy and Economic Development	2019-2025	Participated in the development of the draft Loddon Mallee Investment Prospectus supported by RDV and RDA. Final document will be presented at a future Council Meeting for endorsement.
		Advocate for the development of the Maryborough Ballarat (Rail) Growth Corridor.	2.3.3.1 Continue to advocate for enhanced passenger rail services.	Council / CHCV Councils	General Manager Community Wellbeing	Ongoing	This advocacy is ongoing throughout the 2019-2020 financial year. It will also be informed by the development of a Shire wide Transport Strategy.
		Advocate for a wastewater scheme for Talbot township	2.3.4.1 Identify funding opportunities to undertake a social and economic business case to support a wastewater scheme for Talbot	Council	General Manager Infrastructure, Assets and Planning	On-going	Population and housing strategy will include a section about Talbot focussed on population should a wastewater scheme be implemented.
2.4	Provide a supportive environment for existing business to prosper	Include support for existing business in the Economic Development and Tourism Strategy	2.4.1.1 Complete and commence implementation of the Economic Development and Tourism Strategy for Central Goldfields Shire	RDV	Manager Strategy and Economic Development	See above	The Economic Development and Tourism Strategies were adopted by Council at the Ordinary Meeting of Council in March.

OBJECTIVES		INITIATIVES	PROJECTS	FUNDING SOURCE	RESPONSIBLE MANAGER	TIMING	PROGRESS
		Support Committee for Maryborough and other business groups in the Central Goldfields Shire	2.4.2.1 Continue to support Committee for Maryborough activities.	RDV	Manager Strategy and Economic Development	Ongoing	Ongoing. Close liaison with the Committee for Maryborough was undertaken during the Economic Development Strategy process. Active partnership processes being developed in responding to economic impacts of Covid-19 pandemic and implementation of the Strategy.
			2.4.1.2 Continued ongoing representation on Bendigo Regional Tourism Board.	Council	Manager Tourism Events and Culture	Ongoing	This representation is ongoing. The General Manager Community Wellbeing and Manager Tourism, Events and Culture are on the Board.
2.5	Strengthen and facilitate diversification for the Agri-business and food processing sectors	Update and renew the Food Cluster Strategy Seek direct and value-adding opportunities in the sector.	2.5.1.1 Review Food Cluster Strategy when developing the Economic Development Strategy	Council	Manager Strategy and Economic Development	Dec-19	The Economic Development and Tourism Strategies were adopted by Council at the Ordinary Meeting of Council in March.
2.6	Grow the digital capability of the Shire	Encourage NBN connections and advocate for improved NBN services. Continue to advocate to minimise mobile phone black spots. Encourage growth of digital platforms.	2.6.2.1 Continue to advocate for mobile towers in blacks spots identified in the Regional Development Australia - Loddon Mallee Mobile Coverage Report	Federal and State governments	General Manager Infrastructure, Assets and Planning	Ongoing	Mobile towers in blacks spots identified in the Regional Development Australia - Loddon Mallee Mobile Coverage Report were submitted for consideration in 2019. Outcome not yet announced.
2.7	Capitalise on tourism and the visitor economy through growth of events and promotion of unique local experiences	Advance the Goldfields Heritage Development and Opportunity Project towards World Heritage Listing. Review and update the business and marketing plan for Energy Breakthrough Identify opportunities for new events in the Central Goldfields Shire	2.7.1.1 Participate in State Government review of Regional Tourism Boards	Council	General Manager Community Wellbeing	2019-2020	The participation in State Government review of Regional Tourism Boards is ongoing throughout the 2019-2020 financial year.
			2.7.2.1 Implement recommendations from the Energy Breakthrough Business Plan	RDV	Manager Tourism Events and Culture	2019-2020	The Energy Breakthrough Business Plan was endorsed by Council at its meeting on 24 September 2019. Ongoing improvements to be made for the 2020 event. New staffing arrangements agreed by committee to support business plan implementation. Recruitment on hold due to COVID-19.
			2.7.1.2 Implement Regional Tourism projects through partnerships including Accessible Tourism, Goldfields Villages Destination Management Plan and	BRT/VGTE/VV	Manager Tourism Events and Culture	May-19	Completed.
			2.7.1.3 Advance and advocate for Goldfields Heritage Project for World Heritage Listing	Council	Manager Tourism Events and Culture	Ongoing	Meeting held with lead project managers from Bendigo and Ballarat in August 2019. All 13 councils signed the Memorandum of Understanding on 16 December 2019. First meeting of the Steering Committee held 25 March 2020.

OBJECTIVES	INITIATIVES	PROJECTS	FUNDING SOURCE	RESPONSIBLE MANAGER	TIMING	PROGRESS	
3. OUR BUILT AND NATURAL ENVIRONMENT OUTCOME: OUR SHIRE CELEBRATES THE RICH BUILT AND NATURAL HERITAGE AND A SUSTAINABLE ENVIRONMENT.							
3.1	Ensure investment in roads, footpaths and buildings meet community needs now and in the future	Undertake service planning to establish asset requirements to deliver services	3.1.1.1 Build an all access change room at the Maryborough Leisure Centre – Indoor Pool	Grant and council funding (SRV or Fed. Community Sport Infra.)	Manager Community Partnerships	Jun-20	Construction commenced in late April.
		Review and update Asset Management Plans and prepare a 10 year capital works program					
		Develop a plan to divest from assets that are surplus to community needs	3.1.1.2 Roll out E-Waste Program, Community Education. Install collection points in Towns	Grant and council funding (Sustainability Victoria)	Manager Infrastructure	Ongoing	E-waste collection points at 4 transfer stations and collection points in Dunolly, Talbot and Maryborough (Shire Office, Resource Centre & MEC).
		Undertake service planning across the organisation to set sustainable service levels that meet community needs	3.1.2.1 Develop a 10 year capital works program to inform the 10 year financial plan.	Council/Local Government Victoria	General Manager Infrastructure, Assets and Planning	Dec-19	10 year capital works plan developed and provided to consultants who are preparing a draft Long Term Financial Plan
		Undertake service planning across the organisation to set sustainable service levels that meet community needs	3.1.2.2 Review and update Council's Assets Management Framework and Asset Plants	Council	General Manager Infrastructure, Assets and Planning	Feb-20	Asset Management, Asset Recognition and Asset Valuation and Revaluation Policies updated. Asset Management Steering Committee has been reconvened.
3.2	Improve the appearance of township entrances and streetscapes	Renew and update urban design frameworks in the Shire	3.2.2.1 Implement Cool It project through consultation with Public Places Tree Advisory Committee	Council	Manager Operations	Ongoing	A Grant for tree planting has been awarded to the Loddon Campaspe group of councils, CVGA is undertaking the project - Central Goldfields will have a tree planting species plan resilient to climate change, and will have additional money for street tree planting.
		Collaborate with township tree committees on tree plantings and maintenance	3.2.2.2 Monitor the plantings and improvements to the landscaping associated with the Town Entry signs	Council	Manager Operations	Ongoing	Improvements and extra planting have been completed on all town entry signs marking the success of this initiative.
			3.2.1.1 Implement the Gordons Gardens Masterplan	Council and other	Manager Operations	Stage 1 - April 2020	The Gordon Gardens Masterplan was adopted by Council at its meeting on 24 September 2019. Stage 1 works have been completed with the removal of the tennis courts replaced with a basketball court.

OBJECTIVES		INITIATIVES	PROJECTS	FUNDING SOURCE	RESPONSIBLE MANAGER	TIMING	PROGRESS
3.3	Protect and enhance the environment while planning for growth	Review and update the Central Goldfields Planning Scheme and Municipal Strategic Statement	3.3.4.1 Undertake Energy upgrades in priority buildings.	Sustainability Victoria	Manager Infrastructure	Mar-20	LED light and air conditioning upgrades have occurred in priority buildings along with new solar panels to service the Shire office complex. Solar panels have also been installed on the Goldfields Family Centre through the Local Government Energy Saver Program.
		Develop a Strategic Planning program	3.3.2.1 Develop a Population, Housing and Residential Development Strategy	Council	Manager Strategy and Economic Development	Jun-20	Draft strategy is out for public consultation. Final version with responses to public feedback is anticipated to be presented for adoption at May Council Meeting.
		Participate in regional environmental projects through the Central Victorian Greenhouse Alliance	3.3.1.1 Complete Planning Scheme review and commence implementation via Planning Scheme Amendment	Council	Manager Strategy and Economic Development	July 2019- June 2020	Engagement with stakeholders and the community on the issues paper for the review has been completed. Draft final report is anticipated to be presented for adoption at May Council Meeting. Amendment to follow.
		Implement the actions from Council's Sustainability Plan	3.3.2.2 Prepare the Maryborough Flood Study and implement recommendations in partnership with NCMA	NCMA funding	Manager Infrastructure	Nov-19	Maryborough Flood Study currently in progress. Community and stakeholder consultation has been undertaken. Infrastructure assets currently being investigated to commence stormwater modelling of the Maryborough area.
			3.3.4.2 Undertake Station Domain Stormwater Harvesting and Irrigation Design Project	Council / Central Highlands Water	Manager Infrastructure	Apr-20	Stormwater Harvesting design project funded and is currently out for tender. The Specification has been revised in light of the initial tender prices being well over budget.
			3.3.3.1 Participate in the development of the Loddon Mallee Regional Renewable Energy Roadmap	DELWP	Manager Infrastructure	Dec-19	Planning underway for the Major Road Lighting upgrade project. Participation in the Local Government Power Purchase Agreement Project.
3.4	Ensure waste management meets current and future demand and standards	Review and update Council's Waste Management plan	3.4.1.1 Implement actions from Waste Management Strategy	Council	Manager Infrastructure	Ongoing	Waste Management Strategy 2020-30 adopted by Council on 24 March 2020. Strategy implementation phase to commence in light of State Government waste and recycling reforms announced in March 2020.
		Participate in regional waste projects through the Grampians Central West Waste and Resource Recovery Group	3.4.2.1 Participate in regional waste projects through the Grampians Central West Waste and Resource Recovery Group	Council / Sustainability Victoria	Manager Infrastructure	Ongoing	Following the recent State Government waste and recycling reforms announced in March 2020 council will be participating with regional councils and the regional group to develop a transition plan for the implementation of the reforms and meet the requirements of the Waste Management Strategy.

OBJECTIVES		INITIATIVES	PROJECTS	FUNDING SOURCE	RESPONSIBLE MANAGER	TIMING	PROGRESS
3.5	Protect and preserve our heritage assets	Implement recommendations from Cultural Heritage Plans for heritage listed buildings Seek funding assistance to maintain and preserve heritage assets	3.5.2.1 Seek external heritage funding to undertake repairs to the Maryborough Outdoor pool	Council /Heritage Victoria	Manager Community Partnerships	Ongoing	Funding opportunities for this project are sought by Council as opportunities arise. Council was not successful in a Living Heritage Grant.
4. OUR ORGANISATION OUTCOME - CENTRAL GOLDFIELDS SHIRE IS A PROACTIVE, WELL GOVERNED, PROFESSIONAL AND FINANCIALLY SUSTAINABLE ORGANISATION.							
4.1	Ensure the financial sustainability of Council through efficient and effective delivery of services	Develop a 10 year financial plan	4.1.1.1 Develop 10 year financial plan from service plans, continue to review and update as new strategies are adopted.	Council /Local Government Victoria	General Manager Corporate Performance	Jun-20	Software purchased. Model has been populated with current Council data in late 2019, and will be presented to Council in 2020 as part of the development of the 2020-2021 Budget.
		Review budget and financial reporting processes to improve monitoring of financial performance	4.1.2.1 New budget and financial system implemented in 2018/19, undertake review in 2019/20	Council / Local Government Victoria	Manager Finance	Jun-20	The new budget system has been implemented and is being utilised to develop the 2019-2020 Mid-Year Review and the draft 2020-2021 Budget.
		Develop a fees and charges policy	Completed in 2018				Completed.
4.2	Provide effective and accessible community information and opportunities community contributions to policy and program development	Implement the Community Engagement Framework	4.2.1.1 Review and update Community Engagement Framework	Council	Manager Community Engagement	Jun-20	The review and update of the Community Engagement Framework was endorsed by Council at the March Ordinary Council Meeting.
		Develop a website that is accessible, easy to use and allows all transactions to be conducted online	4.2.1.2 Investigate Customer Relationship Management (CRM) tools to assist in the management and monitoring of customer interactions and complaint handling	Council	Manager Business Transformations	Jun-20	The Manager Business Transformation has implemented the smart forms module for Councils website. New forms are under development and will be released by 15 May 20 with the first form being the Kindergarten Registration form. The Manager Business Transformation has identified an additional module for the existing suite of software currently in use by Council. The Open Office Community platform provides a Customer Request Management solution that will integrate with all other existing modules either currently installed or planned for implementation but 30 June 2020.
			4.2.1.3 Develop a Strategic Communications Plan	Council	Manager Community Engagement	Dec-19	The development of a Strategic Communications Plan will now be completed in the second half of the year.

OBJECTIVES		INITIATIVES	PROJECTS	FUNDING SOURCE	RESPONSIBLE MANAGER	TIMING	PROGRESS	
			4.2.1.4 Roll out and embed Customer Service Charter across Council	Council	Manager Business Transformations	Ongoing	The Customer Charter has been published and is available by the community on the councils website. The Manager Business Transformation is working on measurement capability to provide feedback on how well Council is adhering to the charter. The implementation of a Customer Request Management (CRM) system is key to providing the required transparency on customer requests and linking these into the various software currently being utilised. The Manager Business Transformation is in the final stages of developing the Strategic Transformation Plan for IT and has included the CRM implementation as part of the medium-long term deliverables.	
4.3	Provide leadership in governance and Council decision making	Develop and implement a cultural change program to develop a high performing, customer focused organisation	4.3.1.1 Implement the Culture Change program	Council	Manager People and Culture	Commenced – Ongoing	Manager People and Culture appointed in August 2019. A review of people management systems has commenced which when completed will ensure a consistent approach across the organisation. Consistency in human resources practises supports a fair and open culture. Training has commence to ensure Managers and Coordinators understand theses systems. Compliance training via e-learning has been implemented and due for completion at the end of October 2019. This training will aid the understanding of staff about such topics as bullying, sexual harassment, Occupational Health and Safety which support a positive organisational culture.	
			4.3.3.1 Develop a Corporate Governance Framework incorporating changes to the Local Government Act	Council	Manager Governance Property and Risk	Jun-20	The development of a Corporate Governance Framework has commenced. This Framework will incorporate the Local Government Act 2020 and the updated timeframes in 2020 for the budget and the annual report.	
			4.3.3.2 Develop a Risk Management framework including improved practices and reporting systems	Council	Manager Governance Property and Risk	Jun-20	The development of a Risk Management Framework including the development of a Strategic Risk Register and the updating of the Risk Register and Risk Management Plan is currently underway. The Risk Management Policy and Strategic Risk Register were adopted by Council in March 2020. The Operational Risk Register is currently being updated.	
			Implement recommendations from the Local Government Inspectorate report	Complete 2018				Completed.
			Implement recommendations from Internal Audits completed as part of the four year Internal Audit Program	4.3.3.3 Complete Internal Audit program	Council	All managers and general managers(1)	Commenced (4 year program)	The implementation of the Internal Audit recommendations is ongoing and a key part of staffs 2019-20 work plans. Updates on the progress of these recommendations is reported to the Audit and Risk Committee.

OBJECTIVES		INITIATIVES	PROJECTS	FUNDING SOURCE	RESPONSIBLE MANAGER	TIMING	PROGRESS
4.4	Ensure the health and wellbeing of our staff	Review and update Occupational Health and Safety policies and practices	4.4.1.1 Implement recommendations from the OH&S Internal Audit	Council	Manager Governance Property and Risk	Jun-20	The OHS Internal Audit Report was adopted at Council's Audit and Risk Committee at its September 2019 meeting. These Audit Actions will be implemented now that the Report has been endorsed by the Committee. Extra resourcing is being utilised to ensure that all these items are completed by the end of June 2020.
		Re-establish and support a Health and Wellbeing Committee	4.4.2.1 Support activities of the Health and Wellbeing Committee	Council	Manager People and Culture	Ongoing	The Health and Wellbeing Committee is reactivated and meeting bi-monthly.
		Implement health and wellbeing initiatives in the Enterprise Agreement	4.4.3.1 Update HR Policies incorporating Health and Wellbeing initiatives in Enterprise Agreement	Council	Manager People and Culture	Completed 2018-2019	The Enterprise Agreement has 3 wellbeing initiatives: 1. Stress in the workplace - Council has an ongoing Employee Assistance Program in place 2. OH&S commitment to consultation - management consults with the OH&S committee which is very active 3. Working in Inclement Weather Policy has been updated
			4.4.2.2 Reactivate implementing the Workplace Achievement Program	Council	Manager People and Culture	Jun-20	This is on the Health and Wellbeing Committee's work plan for 2020.

9.10 APRIL FINANCE REPORT

Author: **Acting Manager Finance**

Responsible Officer: **General Manager Corporate Performance**

The Officer presenting this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.

SUMMARY/PURPOSE

The purpose of this report is to report on the financial performance of Council for the year to date and how it is tracking against the adopted budget.

LEGISLATION AND POLICY CONTEXT

Central Goldfields Shire Council's Council Plan 2017-2021 (2018 Refresh) – Our Organisation

Outcome: Central Goldfields Shire is a proactive, well governed, professional and financially sustainable organisation.

4.1 Objective: Ensure the financial sustainability of Council through efficient and effective delivery of services.

Initiative: Review budget and financial reporting processes to improve monitoring of financial performance.

Section 138(1) of the Local Government Act 1989 requires a statement, comparing the budgeted revenue and expenditure with the actual revenue and expenditure to date, to be presented to the Council at least every three months.

BACKGROUND INFORMATION

This finance report is provided for the year to 30 April 2020 and does not include results for Council's Section 86 Committees such as the Tullaroop Leisure Centre that are consolidated within the annual financial report at year end.

REPORT

The monthly financial report comprises the following:

- Operating Statement;
- Balance Sheet;
- Statement of Changes in Equity;
- Cash Flow Statement;

- Statement of Capital Works
- Rate and General Debtor Information;
- Investment Schedule.

Operating Statement

The year to date operating result at 30 April 2020 is a surplus of \$1.82 million. Year to date income is at \$26.23 million compared to year to date budgeted income of \$27.90 million, a variance to budget of 6.0%. This variation of \$1.67 million is mainly due to the:

- timing of year to date budgeted revenue including:
 - Carisbrook drainage mitigation construction grant of \$600,000, unlikely to be received this financial year,
 - Maryborough Skate Park grant funding budgeted at \$460,000, application with SRV is for \$250,000, and if successful will be received in 2020-21 and 2021-22,
 - Go Goldfields grant revenue of \$250,000, including \$400,000 anticipated to be received in 2020-21,
 - Maryborough Outdoor Pool Living Heritage unsuccessful grant application \$300,000.
 - Maryborough Sport and Leisure Centre upgrade project grant of \$280,000, successful Small Aquatic Facility Programs grant of \$430,000 (SRV Community Sports Infrastructure Fund) including \$172,000 received in advance in 2018-19, \$215,000 now anticipated in 2019-20 and \$43,000 anticipated on completion in 2020-21),
 - Maryborough Sport and Leisure Centre accessibility grant \$150,000, successful grant of \$114,000 received in advance in 2018-19 (Federal Strategic Community Sports Fund),
 - Living Libraries Infrastructure Program grant for Dunolly Library of \$141,000 received which was not budgeted.
 - Roads to Recovery Programme grant funding not yet received \$111,000,
 - Child Care Centre income \$78,000,
 - Energy Breakthrough 2020 event fees of \$65,000, and
 - Kindergarten 4 year old fees of \$60,000.

This is offset by:

- Fixing Country Roads renewal grant funding of \$558,000 for Majorca Road, Burke Street, Rodborough Road and Avoca Road Stage 2, claimed earlier than anticipated in February,
 - Healthy Hearts Infrastructure and Activation Stream 2 grant received of \$93,000 not budgeted with \$140,000 anticipated in total for 2019-20, and
 - Kindergarten operating grant of \$90,000.
- Internal charges for use of Council plant and vehicles below budget \$128,000 due to timing of road works resulting in lower utilisation of plant to date, and
 - budgeted Go Goldfields Ten20 Data Management contribution of \$75,000 not available due to fund sun-setting in 2019/20.

Year to date expenditure is at \$24.41 million compared to year to date budgeted expenditure of \$25.38 million, a variance to budget of 3.9%. The variation of \$977,000 is primarily attributable to the:

- expenses less than year to date budget including:

- transport expenditure less than year to date budget by \$296,000, including unsealed roads maintenance, sealed roads maintenance, seals maintenance, bridges maintenance, minor maintenance, bridges and culverts maintenance, pathways maintenance, street sweeping works, rural access track maintenance and plant operating expenses,
- waste disposal expenditure less than year to date budget by \$231,000, including waste contractor payments and Carisbrook Landfill maintenance,
- Go Goldfields evaluation contract \$100,000 anticipated to commence in the March quarter, and
- Dunolly Deledio Reserve Concept Plan \$106,000.

This is offset by expenses greater than year to date budget, including:

- timing of expenses, including:
 - employee costs of \$257,000, relating to payment of Council's Workcover premium (to receive an early payment discount) and long service leave earlier than anticipated,
 - rural roadside hazard, rural roadside slashing and rural roadside weed spraying ahead of schedule \$56,000,
 - Go Goldfields Family Violence contract above budget of \$100,000, relating mainly to \$60,000 carried forward funding from 2018-19, and
- Energy Breakthrough expenses over budget \$69,000.

Statement of Financial Position

Council's equity position has increased from 30 June 2019 by \$1.82 million to \$322.06 million, due to:

- \$2.37 million higher rates and charges receivables,
- \$2.29 million lower current creditors, and
- \$1.56 million lower borrowings.

This is offset by:

- \$2.33 million lower cash and other financial assets, and
- \$1.20 million lower non-current assets
- \$0.63 million lower other receivables.

Rates and charges Receivables has increased by \$402,000 to \$3.76 million due to rates and charges levied in August with the remaining fourth rate instalment due on 31 May 2020. Council has introduced a range of financial support measures on 6 April 2020 to assist local businesses and the community with the impact of the COVID-19 pandemic. These measures include extension of rate payments, thus delaying arrears and fourth rate instalment payments for local businesses and community experiencing financial hardship until 30 September 2020. In addition, no interest is being applied to outstanding rates and charges from 16 March 2020. Council officers will be regularly monitoring the impact of the new measures on Council's cash flow to ensure that Council's financial position is not adversely impacted.

Other Financial Assets has decreased by \$2.25 million to \$8.00 million due to matured short term deposits transferred to cash to meet budgeted operational requirements and the unbudgeted redemption of a \$1.50 million loan on 4 November 2019. It is anticipated that term deposits will continue to reduce to effectively manage the impact of delayed payments of rates and charges receivables due to COVID-19 financial hardship applications. The loan is budgeted to be refinanced during 2019-2020. Refinancing, although delayed, will be required

in June 2020 to ensure Council maintains a strong cash flow position and has capacity to implement the COVID-19 financial support measures for local businesses and community.

Creditors has decreased by \$2.29 million to \$1.22 million and includes the Fire Services Property Levy (FSPL) which totalled \$531,000 at 30 April 2020. This balance includes arrears, however, excludes the FSPL Concession (which effectively reduces the payable amount). Council's third instalment for 2019-2020 of \$518,000 was paid in March 2020.

Statement of Changes in Equity

Council has not budgeted to make any transfers to reserve during the 2019-2020 year.

Cash Flow Statement

The balance of cash and investments as at 30 April 2020 is \$9.74 million, which includes \$8.00 million in short-term deposits.

Council's year to date cash position is \$403,000 unfavourable to budget at 30 April 2020, due to:

- \$1.53 million higher operating payments mainly due to reduced trade payables,
- \$1.50 million unbudgeted redemption of loan borrowings,
- \$1.00 million lower Recreation receipts mainly due to capital grant funding not received,
- \$0.63 million lower debtor rates and charges receipts,
- \$0.44 million lower Transport receipts mainly due to capital grant funding not received, and offset by \$558,000 Fixing Country Roads capital grant funding received earlier than budgeted,
- \$0.20 million lower Community receipts mainly due to project grant funding not yet received, and
- \$0.20 million lower proceeds from sale of fixed assets.

This is offset by:

- \$2.51 million lower payments for capital works,
- \$1.99 million higher cash balance at the beginning of the financial year, and
- \$0.59 million higher Administration receipts mainly due to reduced trade receivables.

Future cash flows are being monitored closely to enable completion of scheduled works and to meet recurrent obligations. Surplus funds are anticipated to decrease in the short term as cash flow reduces following the roll out of Council's COVID-19 financial support measures. Council will continue to monitor the cash flow and review its COVID-19 Financial Hardship Policy when the State of Emergency is lifted or if Council's cash flow position is threatened to be adversely impacted.

Capital Works Statement

The 2019-2020 budget included a capital works budget of \$9.88 million across property, plant and equipment and infrastructure asset classes.

As at 30 April 2020, Council had expended \$4.53 million in capital works, which is less than the year to date budget by \$2.51 million. The variance is due to timing issues relating to completion of budgeted works and capital works completed relating to carry forward projects from the previous financial year.

Capital works where expenditure is less than year to date budget include:

- Avoca Road Talbot renewal and upgrade Stage 2 Part 1 \$610,000, deferred due to COVID-19 pandemic restrictions and anticipated to be carried forward and completed by December 2020,
- Civic centre building upgrades \$474,000, underway and anticipated to be completed in May 2020,
- Rodborough Road and Baringhup Road pavement rehabilitation \$439,000, anticipated to be completed by June 2020.
- Seals renewal reseals \$389,000, with reseal works completed in May 2020 and \$170,000 reallocated to Baringhup Road pavement rehabilitation in March 2020 following award of a contract to complete unbudgeted works.
- Maryborough Sport & Leisure Centre upgrade \$246,000, with \$150,000 anticipated to be completed in 2019-20 and \$280,000 carried forward to 2020-21 to complete grant funded works in the September 2020 quarter.
- Porteous Road Wareek Bridge replacement \$208,000, completed in January,
- Pathways renewals/upgrades \$142,000, underway,
- Drainage renewals \$124,000, completed in May,
- Major patches \$72,000,
- Maryborough Recreation Centre car park \$60,000, not proceeding due to no funding available, and
- Major culvert program \$51,000, underway.

This is offset by timing of capital works expenses greater than year to date budget including:

- Stage 1 Avoca Road upgrade works design \$211,000 carried forward works from 2018-19,
- Maryborough Outdoor Swimming Pool upgrade \$179,000 with scope of works reduced by \$300,000 to \$350,000 due to an unsuccessful grant application.
- Carisbrook Bowls Club synthetic green upgrade \$136,000 carried forward works from 2018-19,
- Healthy Hearts Infrastructure Goldfields Reservoir path upgrade and Park Run \$119,000 carried forward from 2018-19,
- Carisbrook drainage mitigation \$90,000, anticipated to be carried forward to 2020-21.
- COVID-19 Business Continuity Plan implementation unbudgeted \$87,000,
- Tullaroop Road/Bucknall Street intersection works \$86,000, unbudgeted and funded from additional seals renewal reseals savings, and
- Rural unsealed road renewal completed over budget by \$47,000.

Receivables Summary

The Rate Debtor balance at 30 April 2020 is \$3.44 million (excluding FSPL), which is \$402,000 or 13% higher than this time last year with the fourth and final rate instalment due on 31 May 2020. COVID-19 financial support measures will delay payment of arrears and the fourth rate instalment for local businesses and community experiencing financial hardship until 30 September 2020.

The level of arrears at 12.5% is higher than the same time last year (10.7% as at April 2019). Council has suspended all current debt recovery action in response to the COVID-19 pandemic.

The Other Debtors balance totals \$1.02 million which is \$564,000 or 124% higher than this time last year, and mainly relates to an increase in sundry debtors, including claims for capital grant funding.

Operating and Cash Flow Budget Amounts

Council's budget forecast for 2019-2020 has been divided into monthly amounts. While every attempt is made to accurately predict when income and expenditure will occur and phase budgets appropriately, Council should make allowances for variations in these monthly budget allocations throughout the year. This is especially true for receipt of non-recurrent Government grants and completion of capital and large maintenance works which can be planned but not proceed due to a variety of issues including variable weather.

The monthly year-to-date (YTD) operating budget forecast amounts should be used to indicate budget position rather than an absolute result for each month.

CONSULTATION/COMMUNICATION

Nil required to this report.

FINANCIAL & RESOURCE IMPLICATIONS

The financial statements were prepared internally by Council officers.

RISK MANAGEMENT

The preparation of an annual budget and provision of monthly financial performance reporting is a control that manages the strategic risk in Council's strategic risk register *Financial sustainability - Failure to maintain our long term financial sustainability*.

Operational risks in relation to this report have been discussed in the report above.

CONCLUSION

The financial position to the end of April 2020 does not highlight any issues for concern, however is impacted by the following:

- timing of grant revenue,
- waste disposal expenditure below budget,
- transport expenditure below budget,
- internal charges for use of Council plant and vehicles below budget,
- timing of employee costs below budget,
- timing of Go Goldfields contract work,
- timing of the Dunolly Deledio Reserve Concept Plan,
- delivery of the capital works program, and
- implementation of COVID-19 Business Continuity Planning and Financial Support Measures.

Surplus funds have been partially used to redeem loan borrowings of \$1.5 million in November. The balance of surplus funds have been reinvested to ensure interest earnings are maximised wherever operational requirements permit.

Rate Debtor balances will continue to be monitored, including how Council's financial support measures in response to COVID-19 impact Council's cash flow from rates and charges revenue over the coming months.

The financial impact of implementing Council's Business Continuity Plan and Pandemic Response Plan since March 2020, including roll out of Council's COVID-19 financial support measures, remains unknown at this time. Council officers will continue to closely monitor the financial impacts of COVID-19 on Council's financial position.

Council is committed to supporting local business and community in an unprecedented period to alleviate financial pressure in a financially responsible way. Council will monitor the impact of COVID-19 financial support measures on Council's cash flow to ensure that Council's financial position is not adversely impacted.

ATTACHMENTS

1. 30 April 2020 Financial Report

RECOMMENDATION

That Council receives and notes the attached 30 April 2020 Financial Report showing progress against the budget.

CENTRAL GOLDFIELDS SHIRE

Operating Statement

For Period 1 July 2019 to 30 April 2020

	Actual Year to Date \$	Budget Year to Date \$	Variation on Budget	% Variation	Annual Budget \$
Revenues					
Community	870,649	1,140,908	(270,259)	(23.7%)	1,195,982
Health & Human Services	3,753,240	3,792,894	(39,654)	(1.0%)	4,284,112
Economic Development	839,136	947,074	(107,938)	(11.4%)	1,050,484
Culture & Heritage	312,164	165,633	146,531	88.5%	168,165
Recreation & Leisure	253,174	1,252,644	(999,470)	(79.8%)	1,255,402
Transport	2,869,045	3,311,478	(442,433)	(13.4%)	5,171,860
Waste & Environment	3,354,448	3,314,097	40,351	1.2%	3,324,265
Administration	498,229	526,804	(28,575)	(5.4%)	583,106
Rates	12,014,686	11,960,476	54,210	0.5%	11,958,810
Financial Assistance Grants	1,478,098	1,521,348	(43,250)	(2.8%)	2,028,469
Profit/(Loss) on sale of Fixed Assets	(14,017)	(38,750)	24,733	(63.8%)	(46,500)
	26,228,852	27,894,606	(1,665,754)	(6.0%)	30,974,157
Expenditures					
Community	1,599,317	1,717,229	(117,912)	(6.9%)	2,023,683
Health & Human Services	3,468,566	3,583,210	(114,644)	(3.2%)	4,299,874
Economic Development	2,058,617	1,905,032	153,585	8.1%	2,189,214
Culture & Heritage	672,111	673,280	(1,169)	(0.2%)	815,554
Recreation & Leisure	2,376,906	2,567,154	(190,248)	(7.4%)	3,103,944
Transport	7,087,565	7,710,409	(622,844)	(8.1%)	9,247,695
Waste & Environment	2,362,135	2,843,318	(481,183)	(16.9%)	3,411,986
Administration	4,782,367	4,385,338	397,029	9.1%	5,205,278
	24,407,584	25,384,970	(977,386)	(3.9%)	30,297,228
Surplus/(Deficit) on operations	1,821,268	2,509,636	(688,368)	(27.4%)	676,929

CENTRAL GOLDFIELDS SHIRE

Balance Sheet as at

	30-Jun-2019	30-Apr-2020
	\$	\$
Current Assets		
Cash	1,824,473	1,741,326
Other Financial Assets	10,250,000	8,000,000
Receivables	3,349,430	5,092,880
Inventories	119,115	38,073
Non-current assets held for resale	245,223	245,223
Other assets	217,029	67,496
Total Current Assets	16,005,270	15,184,998
Current Liabilities		
Creditors	3,503,102	1,215,889
Borrowings	3,846,793	2,283,456
Provisions	2,660,766	2,673,252
Total Current Liabilities	10,010,661	6,172,598
NET CURRENT ASSETS	5,994,610	9,012,400
Non-Current Assets		
Land Under Roads	381,486	381,486
Land & Buildings	44,758,066	43,712,301
Plant & Machinery	3,900,686	3,483,427
Furniture & Equipment	370,528	261,376
Infrastructure	263,365,806	259,209,401
Artwork Collection	222,683	225,183
Library Bookstock	329,036	329,036
Works in Progress	1,287,316	5,816,872
Total Non-Current Assets	314,615,607	313,419,083
Non-Current Liabilities		
Other Liabilities	88,798	88,798
Borrowings	38,520	38,520
Provisions	241,650	241,650
Total Non-Current Liabilities	368,969	368,969
NET ASSETS	320,241,247	322,062,514
Equity		
Accumulated Surplus	126,070,443	127,891,710
Reserves	194,170,804	194,170,804
TOTAL EQUITY	320,241,247	322,062,514

CENTRAL GOLDFIELDS SHIRE

Statement of Changes in Equity

For the period ended 30/4/2020

	Accumulated Surplus	Reserves	Total
Balance at beginning of period	126,070,443	194,170,804	320,241,247
Adjustments due to changes in accounting policies	0	0	0
	<hr/>	<hr/>	<hr/>
	126,070,443	194,170,804	320,241,247
Increase/(Decrease) in net assets resulting from operations	1,821,268	0	1,821,268
Transfers to reserves	0	0	0
Transfers from Reserves	0	0	0
Balance at end of period	127,891,711	194,170,804	322,062,516

CENTRAL GOLDFIELDS SHIRE

Cash Flow Statement

For the period ended 30/4/2020

	Actual Year to Date Inflows/ (Outflows)	Budget Year to Date Inflows/ (Outflows)
Cash flows from operating activities		
Payments		
<i>Community</i>	(1,548,725)	(1,667,262)
<i>Health & Human Services</i>	(3,440,600)	(3,557,741)
<i>Economic Development</i>	(2,027,616)	(1,874,655)
<i>Culture & Heritage</i>	(605,982)	(607,775)
<i>Recreation</i>	(1,790,461)	(1,982,582)
<i>Transport</i>	(5,116,037)	(3,206,216)
<i>Waste & Environ</i>	(2,249,646)	(2,731,453)
<i>Administration</i>	(4,535,550)	(4,153,124)
	(21,314,616)	(19,780,806)
Receipts		
<i>Community</i>	936,274	1,140,908
<i>Health & Human Services</i>	3,753,240	3,792,894
<i>Economic Development</i>	839,136	947,074
<i>Culture & Heritage</i>	312,164	165,633
<i>Recreation</i>	253,174	1,252,644
<i>Transport</i>	2,869,045	3,311,478
<i>Waste & Environ</i>	2,934,855	3,076,342
<i>Administration</i>	1,121,366	526,804
<i>Debtors/Rates</i>	10,377,492	11,003,766
<i>FSPL collected/paid</i>	101,225	0
<i>Grants Commission</i>	1,478,098	1,521,348
	24,976,069	26,738,891
Net cash inflow/(outflow) from operating activities	3,661,453	6,958,085
Cash flows from investing activities		
<i>Proceeds from Sale Fixed Assets</i>	107,272	310,000
<i>Payments for Capital Works</i>	(4,525,661)	(7,037,878)
Net cash inflow/(outflow) from investing activities	(4,418,389)	(6,727,878)
Cash flows from financing activities		
<i>Financing costs</i>	(12,873)	(104,691)
<i>Repayment of loan borrowings</i>	(1,563,337)	(64,042)
Net cash inflow/(outflow) from financing activities	(1,576,210)	(168,733)
Net increase (decrease) in cash	(2,333,146)	61,473
<i>Cash at beginning of the financial period</i>	12,074,473	10,083,127
Cash at the end of April	9,741,328	10,144,600

CENTRAL GOLDFIELDS SHIRE COUNCIL

Statement of Capital Works

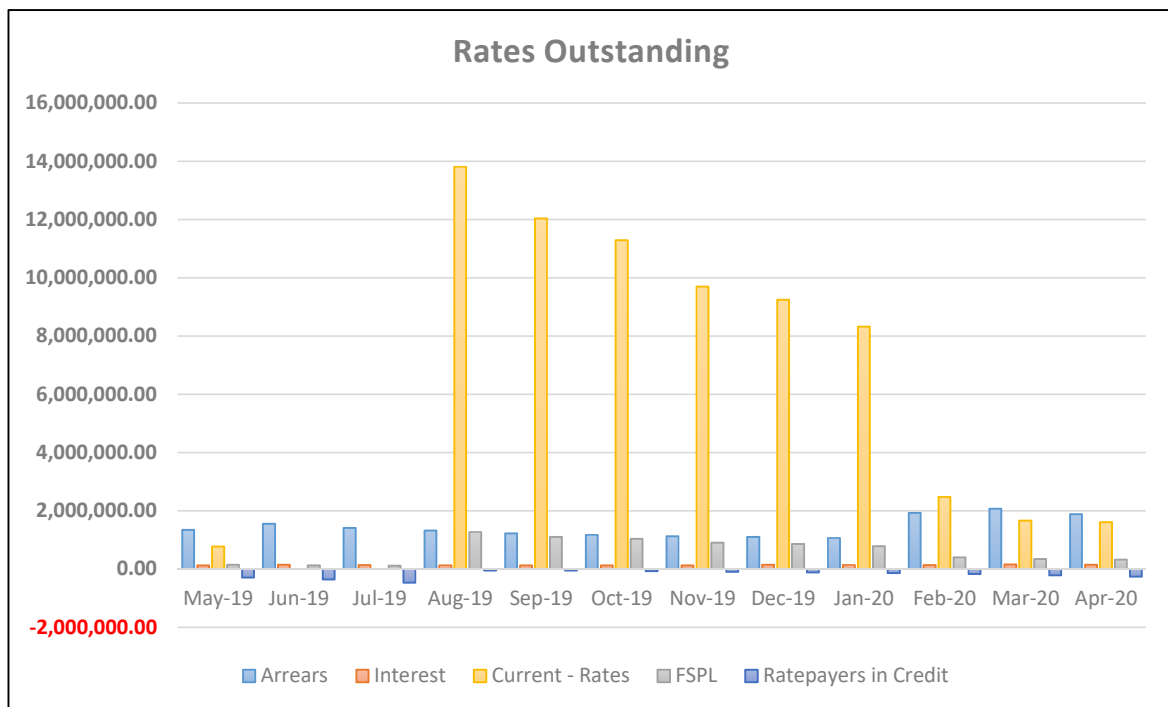
For the period ended 30/4/2020

	Annual Budget 2019-2020	Budget Year to Date	Actual Year to Date	Variance Act v Budget YTD
Property				
Land	111,000	104,340	163,519	59,179
Land Improvments	13,000	13,000	208	(12,792)
Buildings	2,160,000	1,474,998	711,086	(763,912)
Total property	2,284,000	1,592,338	874,813	(717,525)
Plant and equipment				
Plant, machinery and equipment	792,000	224,000	252,722	28,722
Fixtures, fittings and furniture	215,000	179,165	195,765	16,600
Total plant and equipment	1,007,000	403,165	448,487	45,322
Infrastructure				
Roads	3,399,545	3,379,545	2,105,064	(1,274,481)
Bridges and major culverts	850,000	850,000	607,895	(242,105)
Pathways	176,000	176,000	34,126	(141,874)
Drainage	1,117,000	217,000	230,706	13,706
Parks, Open Space & Streetscapes	657,000	154,500	87,698	(66,802)
Car Parks	180,000	60,000	-	(60,000)
Other Infrastructure	212,000	205,334	140,766	(64,568)
Total infrastructure	6,591,545	5,042,379	3,206,255	(1,836,124)
Total capital works expenditure	9,882,545	7,037,882	4,529,555	(2,508,327)
Represented by:				
New asset expenditure	1,111,000	516,334	540,814	24,480
Asset renewal expenditure	6,824,545	5,534,548	3,182,566	(2,351,982)
Asset expansion expenditure	-	-	-	-
Asset upgrade expenditure	1,947,000	987,000	806,175	(180,825)
Total capital works expenditure	9,882,545	7,037,882	4,529,555	(2,508,327)

CENTRAL GOLDFIELDS SHIRE

Receivables - Rates

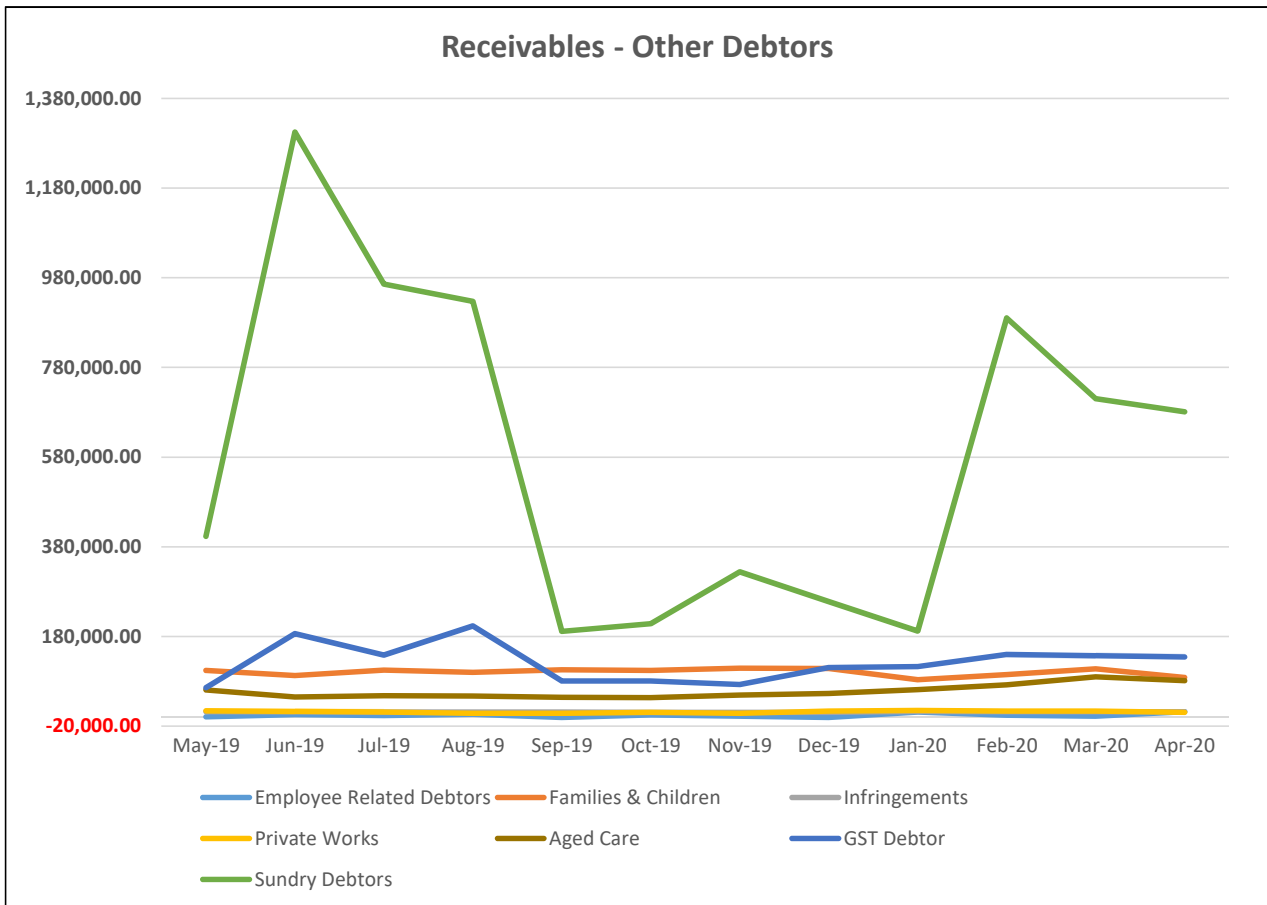
	30 April 2019		30 April 2020	
	Amount \$	% (Rate Income)	Amount \$	% (Rate Income)
Arrears	1,569,392.31	10.7%	1,884,776.14	12.5%
Interest	128,219.00	0.9%	152,554.31	1.0%
Current - Rates	1,342,081.67	9.2%	1,404,614.52	9.3%
Total (excluding FSPL)	<u>3,039,692.98</u>	<u>20.8%</u>	<u>3,441,944.97</u>	<u>22.8%</u>
Annual Rate Movement			402,251.99	13%
Fire Services Property Levy (FSPL)	248,437.65		320,562.92	
Total Rates (including FSPL)	<u>3,288,130.63</u>		<u>3,762,507.89</u>	



CENTRAL GOLDFIELDS SHIRE

Receivables - Other Debtors

	30 April 2019		30 April 2020	
	Amount \$	% (Budget Income)	Amount \$	% (Budget Income)
Employee Related Debtors	29,228.25	0.2%	11,723.58	0.1%
Families & Children	124,722.56	0.9%	88,671.01	0.6%
Infringements	12,636.87	0.1%	12,089.36	0.1%
Private Works	17,946.37	0.1%	10,244.28	0.1%
Aged Care	47,290.04	0.3%	81,608.61	0.5%
GST Debtor	86,947.10	0.6%	134,015.93	0.8%
Sundry Debtors	136,806.57	1.0%	680,799.73	4.3%
	<u>455,577.76</u>	<u>1.6%</u>	<u>1,019,152.50</u>	<u>1.4%</u>
Annual Movement			563,574.74	124%



CENTRAL GOLDFIELDS SHIRE

Investment Register as at 30/4/2020

Financial Institution	Term	Maturity Date	Rating	Amount \$	Interest Rate
AMP	172	11/05/2020	A2	500,000.00	1.90%
Macquarie	89	25/05/2020	A1+	500,000.00	1.60%
ME Bank	120	2/06/2020	A2	500,000.00	1.60%
AMP	183	10/06/2020	A2	750,000.00	1.80%
ME Bank	183	16/06/2020	A2	750,000.00	1.60%
AMP	183	16/06/2020	A2	250,000.00	1.80%
NAB	110	22/06/2020	A1+	500,000.00	1.35%
Macquarie	119	3/07/2020	A1+	500,000.00	1.70%
Bendigo Bank	132	6/07/2020	A1+	500,000.00	1.40%
Australian Unity	125	20/07/2020	A2	750,000.00	1.70%
AMP	182	17/08/2020	A2	500,000.00	1.80%
Defence Bank	182	25/08/2020	A-2	1,000,000.00	1.65%
AMP	180	31/08/2020	A2	500,000.00	1.85%
MyState	183	15/09/2020	A2	500,000.00	1.75%
Total				\$ 8,000,000	

NB: The balance of cash is held within Cheque Accounts and At Call Accounts.

