



*Southern Grampians Shire Council Planning  
Scheme Review 2010*

*and*

*Indicative Strategic Planning Program*

*Results from Literature and Data Review  
Community Consultation Recommendations*

*Prepared by*

*Southern Grampians Shire Council - Shire Futures*

*Adopted by Southern Grampians Shire Council, August 2010*

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## Acknowledgements

The Shire of Southern Grampians Council (SGSC) Shire Futures Directorate would like to thank the following contributors to the 2010 Planning Scheme Review.

The contributions from the community in the form of attending meetings, writing submissions and filling in surveys and feedback forms were vital: Cooper Scaife Architects, Brayley and Hayes Land and Engineering Surveyors, Landmark Hamilton, Glenelg Hopkins CMA, Dept. of Transport, Dept of Sustainability and Environment, Dept of Planning and Community Development, Aboriginal Affairs Victoria, VicUrban, Country Fire Authority, Wannon Water, Department of Primary Industries, Grampians-Glenhompson Landscape Guardians, J.T Stone, Erin White, Diane Luhrs, Gillian Cumming, Elizabeth Fenton, Ruth Pihl, Maureen and Keith Staff, Val Rentsch, Judith Brennan, Colin Huf, Geoff Rowbottom, Colleen Boyle, Beryl Rohde, L & C Prest, Dale Hutchins, J Kohn, Marius Cuming, Graeme Kurtze, Damien Meagher, Malcolm and Coral Shepherd, John Duyvestyn, Bob Crawford, Barry and Dianne Kinghorn, John and Helen Holcombe, Lucas Baxter, Quentin Baudinette, John Kane, David Williams, Geoff Cameron, Heather Watt, Elizabeth Britten, Bruce and Kim Divall, Phillip O'Keefe, Paul Litchfield, Thelma Wombwell, Michael Dunn, Howard Templeton, Tim Boxer, Barbara Waldron-Hunter, Janet Stanton, Neville Barnes, Bryan Griffiths, Stuart and Gail Boden, Jim Gough, Lee Petch, Bill Gough, Heather Armstrong, Hilary King, Philip Baulch, Jill McErvale, David Tognon, John McFarlane, Gordon Parker, John Prust, Wendy Trotter, Joy Darroch, Ally Gordon, Doug and Anne Fleming, Russell Macgugan, Eda Williamson, Katherine Cooper, Barbara Dohle, Joy Clarke, Mary-Ann Brown, David Gordon, Rebecca Deacon, Gavin Leech, Vic and Heather Lynch, Ian Murray, John Pollard, Bill Rogerson, Russell Mitchell, Kate Coote, Penny Fraser, Peter and Karen Watt, Roger Edwards, Craig Crawford, Kay Dixon, Peter Hyde, Myrtle Dark, Ron Lewis, Alan Brumley, Margaret Brumley, Jenny Brumley, Richard Brown, Philip Brown, Peter Mailes, Sheila Rickards, Lachie Turner, Cheryl Trotman, Lisa Hutchins, Greg Rogers and Jack Rogers.

Finally, a special thanks to the following groups for their help in organising and catering for community meetings: Balmoral and District Development Association, Cavendish Townscape Association, Glenhompson & District Community, Dunkeld Progress Association, Branxholme Progress Association, Coleraine Development Association, Byaduk and Nth Byaduk Progress Association, Hamilton Regional Business Association, Tarrington-Hochkirch Development Inc., Advance Penshurst, Coleraine Kindergarten, Dunkeld Kindergarten, St Josephs Parents and Friends Penshurst, Balmoral Bowls Club, Cavendish Community Catering Service, Sally Dawson, Woody's Cafe and Kings Bakery.

## List of Abbreviations

AAV – Aboriginal Affairs Victoria	PSA – Planning Scheme Amendment
ABS – Australian Bureau of Statistics	PCRZ – Public Conservation and Resource Zone
CBD – Central Business District	PUZ4 – Public Use Zone 4
DPCD – Department of Planning and Community Development	R1Z – Residential 1 Zone
DOT – Department of Transport	RAP – Registered Aboriginal Party
DPI – Department of Primary Industries	RAZ – Rural Activity Zone
DPO – Development Plan Overlay	RCZ – Rural Conservation Zone
DSE – Department of Sustainability and Environment	RLZ – Rural Living Zone
ERP – Estimated Residential Population	RMIT – Royal Melbourne Institute of Technology
ESO – Environmental Significance Overlay	SGSC - Southern Grampians Shire Council
GHCMA – Glenelg-Hopkins Catchment Management Authority	SLO – Significant Landscape Overlay
HO – Heritage Overlay	SMO – Salinity Management Overlay
HV – Heritage Victoria	SPPF – State Planning Policy Framework
IAP2 – International Association of Public Participation	SUZ – Special Use Zone
LDRZ – Low Density Residential Zone	UDF – Urban Design Framework
LPPF – Local Planning Policy Framework	VIF – Victoria in Future
MAV – Municipal Association of Victoria	VPO – Vegetation Protection Overlay
MIS – Managed Investment Scheme	VR – VicRoads
MSS – Municipal Strategic Statement	WDHS – Western District Health Service
NCO – Neighbourhood Character Overlay	WW – Wannon Water
NEIP – Neighbourhood Environment Improvement Plan	WMO – Wildfire Management Overlay
NDRF – Natural Disaster Relief Fund	

## Executive Summary

Section 12B of the Planning and Environment Act 1987 (the Act) requires Local Government to *'review its planning scheme no later than one year after each date by which it is required to approve a Council Plan under Section 125 of the Local Government Act 1989'*.

The Southern Grampians Shire Planning Scheme Review 2010 (the Review) has been prepared in accordance with the relevant Department of Sustainability and Environment (DSE) guidelines including the 2006 General Practice Note and incorporated *'Continuous Improvement Review Kit for Planning and Responsible Authorities'*.

The Review is intended to provide for not only these statutory requirements of the Act, but also by establishing wide commitment through involved community consultation, it is anticipated to be the driver of strategic planning priorities in the Shire over the next four years.

Two previous reviews of the Scheme have been completed by external consultants since the Scheme was gazetted in 1999.

A series of major strategic issues facing the Shire were identified as part of the Review. Some of these have been identified in previous work and not yet resolved, others are new considerations arising for a variety of reasons. The large number of issues identified reflects a shortfall in the necessary resources available to SGSC to resolve these matters.

The Review proposes a comprehensive set of future initiatives to resolve these strategic gaps and address predicted future strategic issues. An integrated approach with support from key stakeholders and other partner organisations will be required in order to resource and deliver the proposed actions.

The urgent priorities are as follows:

- develop Hamilton Airport Master plan
- develop Hamilton Structure Plan, including associated Master plans and feasibility investigation of a potential Transport hub
- develop Dunkeld Structure Plan
- prepare Grampians Significant Landscape Assessment
- develop Hamilton Flood Study in partnership with GHCMA
- undertake Ministerial '20-4' PSA to correct zoning and schedule anomalies
- undertake Municipal Strategic Statement PSA to:
  - update Scheme content
  - restructure and simplify MSS and LPPF in accordance with VPP Practice Note
- Grange Burn / Lake Hamilton NEIP
- advocate for improvements to Renewable Energy Infrastructure assessment criteria, assessment process and monitoring and enforcement

## Background

### Context

Section 12B of the Planning and Environment Act 1987 (the Act) requires Local Government to *'review its planning scheme no later than one year after each date by which it is required to approve a Council Plan under Section 125 of the Local Government Act 1989'*.

This Review has been prepared in accordance with the relevant Department of Sustainability and Environment (DSE) guidelines including the 2006 General Practice Note and incorporated *'Continuous Improvement Review Kit for Planning and Responsible Authorities'*.

The 2010 Planning Scheme Review (the Review) is intended to provide for not only these statutory requirements of the Act, but also by establishing wide commitment through involved community consultation, it is anticipated to be the driver of strategic planning priorities in the Shire for the next four years and beyond.

Finally, in terms of population and development, the scope of the Planning Scheme can be summarised with the following excerpt from the State Planning Policy Framework (SPPF) Settlement Policy:

*'Planning authorities should plan to accommodate projected population growth over at least a 15 year period and provide clear direction on those locations where growth should occur. Residential land supply will be considered on a municipal basis, rather than town-by-town. Planning for urban growth should consider:*

- *Opportunities for redevelopment and intensification of existing urban areas.*
- *Neighbourhood character and landscape considerations.*
- *The limits of land capability, natural hazards and environmental quality.*
- *Service limitations and the costs of providing infrastructure.'* (Clause 14.01-2, SPPF).

### Report structure

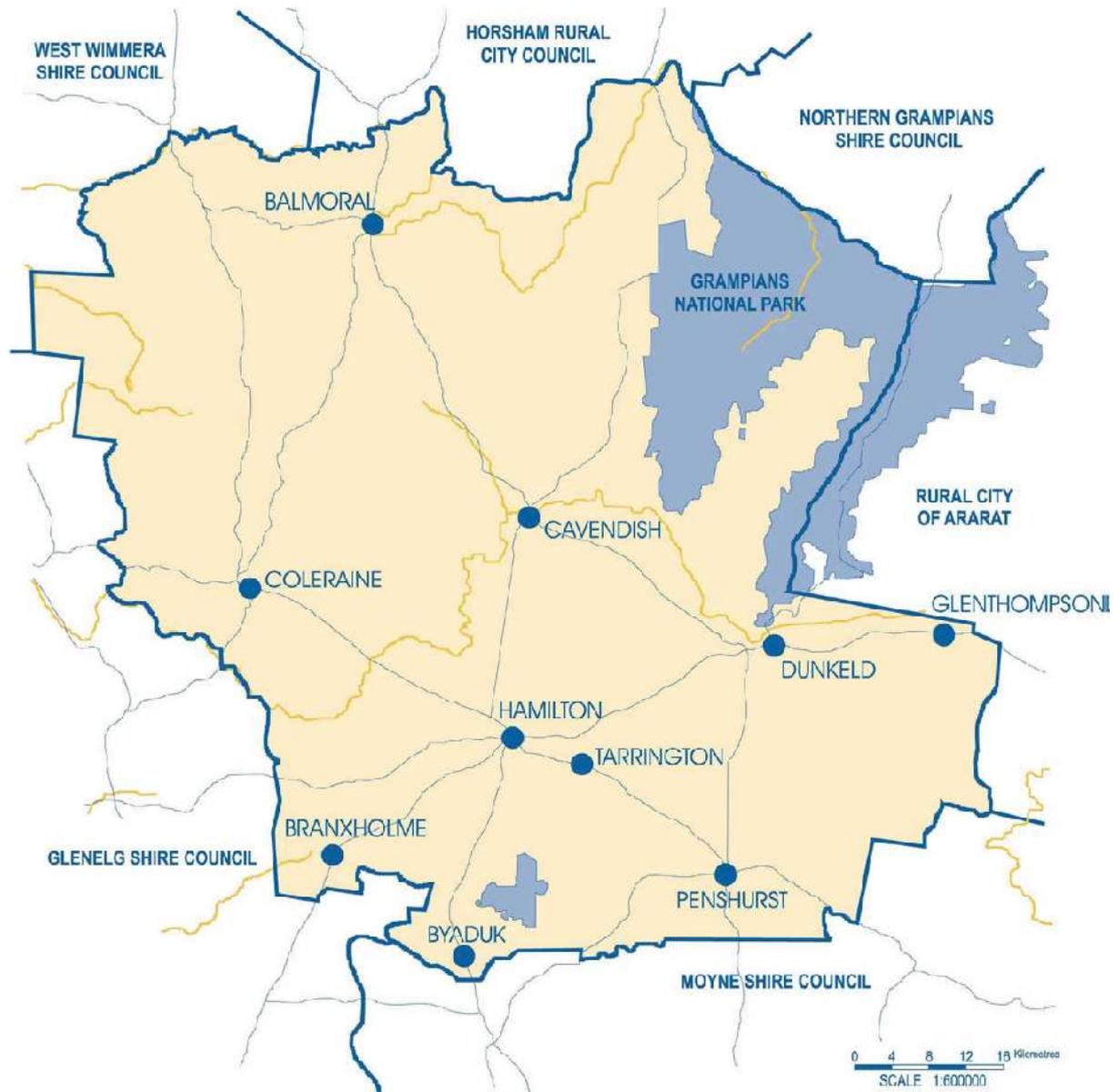
The report is structured in a sequential order, beginning with this background section, followed by the review process (methodology), results (evidence), analysis (discussion) and finally key recommendations (conclusion).

The Results section has been structured in accordance with the SPPF themes, to draw together various responses to common issues, to present a balanced view and allow analysis of potential consensus and in some cases areas of disagreement.

The Analysis section considers the Planning Scheme in relation to the SPPF, and evaluates its strategic performance. Proposed strategic responses are provided in table form to clearly articulate the driving issue behind the recommendations that then follow. SGSC's strategy in terms of priority and timeframes for delivery are clearly outlined here.

## Municipal Profile

The Southern Grampians Shire (the Shire) is located 290 kilometres west of Melbourne and 500 kilometres south east of Adelaide, in south-west Victoria. It is the only inland municipality in the Great South Coast Region, and shares a border with six neighbouring shires.



(Regional Development Company, 2010, p. 11)

The Shire covers an area of 6,652 square kilometres, and contains three main land systems: the Dundas Tablelands, the Victorian Volcanic Plains and the Grampians. Land use is predominantly primary production (80%), but also includes substantial National and State Park (16%).

The Shire had a total population of 17,564 in 2009. Hamilton is the Shire's regional centre, and housed around 60% of the total population, 10,231, in 2006 (ID Consulting, 2009). Hamilton is supported by a network of smaller settlements including Balmoral, Branholme, Byaduk, Cavendish,

Coleraine, Dunkeld, Glenthompson, Penshurst, Tarrington and other smaller farming communities. The Shire's towns typically function as a mix of agricultural service centres, commuter towns and tourism destinations.

In recent years, the Shire's primary industry base has diversified into a broader range of agriculture including a greater proportion of large-scale cropping, meat production and viticulture, with a corresponding reduction in fine wool. It has also witnessed significant growth in agro-forestry and mining, and in the near future, renewable energy.

Following agriculture and forestry (20.3%), the most important employers in the Shire are health (12.1%), retail (11.3%), construction (7.6%), education and training (7.4%), manufacturing (5.9%), public administration and safety (5.9%), accommodation and food services (5.6%), and professional, scientific and technical services (3.3%) (ID Consulting, 2009).

### **Southern Grampians Shire Council (SGSC) Planning Scheme**

The Southern Grampians Planning Scheme (the Scheme) is largely unchanged since it was gazetted under the Planning and Environment Act 1987, on 1 July, 1999 following municipal amalgamations in 1996 and the introduction of the Victorian Planning Provisions.

Ministerial Amendments such as the introduction of new Rural Zones (C12, 2006), and more recently, the inclusion of the Wildfire Management Overlay (C10, 2010) have occurred since this time. However, aside from Amendment C4 (Victorian Heritage Register – Heritage Overlay update), Amendment C5 (Land Subject to Inundation Overlay and Floodway Overlay) and C6 (Heritage Overlay) and a small number of site-specific amendments, the SGSC has not implemented any major strategic planning amendments into the Scheme in the last eleven years. The Municipal Strategic Statement (MSS) which is intended to set out local planning issues and Council's strategic response, is outdated and still includes statistics from the 1996 Census.

### **Previous Reviews**

Two previous reviews of the Scheme have been completed by external consultants since the Scheme was gazetted in 1999. In 2002, John Keaney Planning and Development undertook a review of the Municipal Strategic Statement (MSS), and RPD Group was engaged in 2005 to carry out a further review of the MSS. At this time, reviews of the MSS were required every three years. The recommendations of these investigations have been implemented to a limited extent, and many of the outstanding actions remain relevant. These documents are discussed in further detail in the Literature and Data Review sections later in this report.

### **Southern Grampians Planning Scheme Review 2010**

The Planning and Environment Act 1989 was amended in 2007 to require local government to review its Planning Scheme every four years (previously it required the MSS be reviewed every three years). In this context, this is the first time the entire Planning Scheme has been reviewed since its gazettal in 1999.

SGSC's Council Plan 2009-2013 identified strategic planning initiatives including the development of a Structure Plan for Hamilton. Other planning initiatives identified are shown in the Literature Review section on page 14.

## Review process

This section outlines the steps taken by SGSC to bring together all of the required information as the basis of the Review. The sources were literature, data, stakeholder consultation and an internal review using the DPCD's Planning Scheme Audit tool.

## Literature and Data Review

The existing literature and data reviewed included:

- technical investigations and studies
- planning permit activity reports, subdivision and building records, demographic forecasts and other economic data
- local, regional, state and federal strategies and policy documents
- SGSC planning permit applications and permit decisions
- previous SGSC MSS reviews
- other relevant planning precedents from the Victorian Civil and Administrative Tribunal (VCAT)

## Consultation Strategy

There are many organisations and individuals who have a stake in the content of the Scheme. Receiving a broad range of views from these stakeholders is critical to ensure the Scheme is practical, balanced and responsive to evolving stakeholder needs and policy frameworks.

The Review required significant stakeholder consultation for the following key reasons:

- planning in the Shire generally required greater integration both vertically and horizontally
- a new planning team was appointed in 2009 and therefore community and stakeholder linkages were in the process of being established
- the implementation of recommendations from previous planning scheme reviews was limited

SGSC planning officers worked with regional Department of Planning and Community Development (DPCD) representatives, and the South West Region Planning Group (a regional network of local and State government planners) to inform development of a consultation strategy using principles from the International Association of Public Participation (IAP2).

The strategy sought an approach that was responsive to the consultation preferences of the Southern Grampians community, and thorough in extent. Based on a stakeholder mapping exercise, three broad stakeholder groups were determined as follows:

<b>Community</b>	<b>Government / Agencies</b>	<b>Business</b>
Local residents	Department of Planning and Community Development	Hamilton Regional Business Association
Town Progress Associations	Department of Sustainability and Environment	Real Estate Agents
Community Advisory Groups	Western District Health Service	Developers
Sporting groups	Department of Human Services	Victorian Farmers Federation
Historical groups	Department of Transport	Builders

Community service groups	Neighbouring Councils	Planning Consultants
Local Aboriginal RAPs	Department of Primary Industries	Architects
Community Networks	Aboriginal Affairs Victoria	Surveyors
Kanawinka Global Geopark	Heritage Victoria	Valuers
	Country Fire Authority	Retailers
	Glenelg-Hopkins CMA	Industry
	Wannon Water	
	VicRoads	
	Service Utilities	
	Education Providers	

Within its time and resource limitations, SGSC officers endeavoured to consult with each stakeholder in a way that would be most receptive, convenient and at the appropriate level of formality. Using tools recommended in the DSE's *Effective Engagement Kit*, stakeholders were able to inform the process in different ways, as described below.

### **Community**

A key focus of the community consultation was to engage with the townships beyond Hamilton, as these communities were identified as being particularly disconnected from planning primarily due to physical distance. Also Hamilton is currently the subject of a major strategic planning project (the Hamilton Structure Plan) running in parallel, which will be the vehicle for extensive community consultation and intervention through development of strategic plans.

Informal 'kitchen table discussion' meetings were organised in local meeting spaces (typically public halls) in each of the Shire's key settlements: Balmoral, Branxholme, Byaduk, Cavendish, Coleraine, Dunkeld, Glenthompson, Hamilton, Penshurst and Tarrington. Written invitations were issued to local township progress associations, and the meetings were advertised in local newsletters, newspapers and on community noticeboards. Media releases and the Mayor's regular local radio interview promoted the Review. Meetings were held in the evening on weeknights over a five week period either side of the Easter school holidays. Meetings involved at least two officers and were conducted in a round table format, with a brief introduction followed by free flowing question-based discussion.

This method of informal discussion proved effective in allowing a variety of different community members the opportunity to discuss a range of issues from general points of clarification about the planning system and the Planning Scheme, to specific local issues and possible solutions. Meetings were generally well attended, with up to 10% of the community's population in some cases. The direction of the discussion in each session was flexible, and responded to its audience as evidenced by the attached 'Notes and submissions from Community Meetings' (see page 66).

Questionnaires were circulated at the conclusion of meetings and written submissions were also invited. These allowed for considered responses to be contributed later by attendees and others. The questionnaire also provided a system through which planning priorities could be compared across the Shire.

## **Business**

Business was identified as a stakeholder group in its own right, given its critical importance to future growth and the implementation of planning objectives. The Hamilton Regional Business Association (HRBA) with around 70 member businesses proved a highly valuable network to mobilise local business leaders and to distribute information. Similarly the Council's own Economic Development Unit database (over 470 contacts) allowed information to be quickly disseminated to a broad business audience spanning the whole Shire.

Written invitations were sent to HRBA, local real estate agents, builders, developers and other planning scheme users offering one-on-one meetings (either face-to-face or by phone), and requesting written submissions. A large 'business breakfast' information session with approximately 60 attendees was organised through and promoted by HRBA, which generated much interest and feedback in the Review, and other strategic planning projects. Feedback forms were distributed at the breakfast, and written submissions invited.

While the session was somewhat limited by time, it provided a good forum to explain the Shire's current planning policy and discuss general issues. It also provided for networking opportunities between the business community and Council planning team.

## **Government / Agencies**

This group is comprised of a variety of government and other organisations, many of which have a formal planning responsibility and are referenced within the Planning Scheme.

Formal means of contact were required for engaging government / agency stakeholders, and this firstly consisted of written invitations for one-on-one meetings and requests for formal submissions.

As many of these groups were anticipated to be under pressure to respond to multiple Councils conducting reviews at the same time, SGSC officers organised a regional forum in partnership with DPCD and the SW Regional Planning Group. This event was held in Warrnambool in March 2010 and was attended by representatives from Wannon Water, Corangamite CMA, DPCD, DSE, VicRoads, the CFA and Southern Rural Water. Representatives from the six Great South Coast regional Councils (Colac-Otways, Corangamite, Glenelg, Moyne, Southern Grampians and Warrnambool) also participated, and including an interactive session on community engagement run by DPCD, proved helpful in assisting the region's planning scheme reviews.

## **Planning Scheme Audit Tool**

The *Planning Scheme Audit Tool* (DSE) was utilised to provide a structure for the more technical internal review component of the SGSC planning scheme review.

Overall the Review process was comprehensive, providing many insights into the grassroots issues across the Shire and improving links with stakeholders. These are discussed in detail in the following Review Results section.

A potential shortfall in the process was the absence of a dedicated consultation meeting with farmers and other rural residents. Although farmers and other rural residents were invited to township meetings advertised through local media, including township newsletters, and a number attended, a session capturing rural issues would have been useful.

## Review Results

This section provides details resulting from the review. The Literature and Data Review lists issues derived from each information source, while Consultation Results are listed individually for government / agency stakeholders and largely combined for community and business stakeholders, except where specific concerns arose.

### Literature and Data Review Results

The Literature and Data Review firstly examines the literature, before introducing demographic and economic data.

#### Literature Review

1. Grampians Surround Strategy and Discussion Paper (GSSSC, Trevor Budge and Associates and Context P/L, 1991)

The Strategy was developed to *'encourage and facilitate the sustainable development of the Grampians Surround Area'* (1991, p. 2) covering five current municipalities including Southern Grampians. The Strategy includes:

- details about the environmental significance of the Grampians
- a series of recommendations for land use and development
- a 'Development Code' for assessing relevant planning permit applications.

The Strategy has led to implementation of a Significant Landscape Overlay in all Shires abutting the Grampians, except Southern Grampians. The Strategy provides important background information for any future planning of this area.

2. Hamilton Conservation Study (Hubbard, Hamilton Conservation Study, 1991)

The 1991 Hamilton Conservation Study was undertaken by the former City of Hamilton by Dr Timothy Hubbard. As a result, a number of precincts and approximately 200 individual heritage places within the former City of Hamilton were included within the Heritage Overlay.

3. Southern Grampians New Format Planning Scheme - Report of the Advisory Committee and Panel (1999)

The Advisory Committee and Panel recommended the following issues be resolved following adoption of the new format Scheme in 1999:

- amendment to the Environmental Significance Overlay (ESO) for the habitat of the Eastern Barred Bandicoot and preparation of guidelines
- completion of a Heritage Study for the Shire and application of relevant Heritage Overlays (completed)
- amendment to the HO to include overlooked heritage sites (completed)
- preparation of development guidelines for heritage sites, e.g. to protect unpainted bluestone buildings from painting

- consideration of a local policy or other form of control for dams
- further study into the use of highways in Hamilton to provide strategic direction within the MSS
- translation of the outcomes of the Regional Vegetation Study into appropriate planning controls in the Scheme
- strengthening the Hamilton Airfield Local Policy with height limitations for structures in and around the Airport

4. Planning Scheme Review 2002 (John Keaney Planning and Development, 2002)

The John Keaney Planning and Development report recommended various amendments to improve the structure and content of the MSS, including:

- referencing the Regional Catchment Strategy in the MSS
- incorporating a WMO (completed)
- incorporating a HO (completed)
- representing issues in the MSS in plan form where possible to compress contextual material
- providing appropriate referencing
- rationalising the MSS and local policies to provide clear guidance for implementation

5. Dunkeld Urban Design Framework (Hansen Partnership and Context Conybeare Morrison, 2002)

This document was developed in consultation with the Dunkeld community. While a little outdated, many of the urban design recommendations made by the report remain valid and have also been acted on. The UDF could be used to improve strategy relating to the township within the MSS. The document provides an important foundation for future strategic planning in Dunkeld. It is currently not referenced within the MSS.

6. Coleraine Urban Design Framework (4D Form and Integrated Urban Management, 2003)

This document was prepared in consultation with the Coleraine community in 2003. The report predominantly focuses on urban design and landscaping matters, however it does also recommend a series of strategic rezoning opportunities, including extending the Business 1 Zone, and rezoning some 'land-locked' industrial land for residential purposes.

The document provides a large amount of background information which will be utilised in future strategic planning for Coleraine. It is currently not referenced within the MSS.

An imminent major development to occur in Coleraine is the \$25 million development of the Hospital. This development will impact on urban design features and public open space within Coleraine.

7. Regional Catchment Strategy 2003-2007 (GHCA, 2003)

This Strategy was intended to be the primary planning framework for land, water and biodiversity in the region, and overarches the CMA's other action plans, such as the River Health Strategy and Salinity Plan. While most of its actions and priorities are somewhat dated, much of the factual

information and key strategic directions remain fundamental environmental planning considerations today.

The Plan will be reviewed following amalgamation to reflect the new Natural Resource and Catchment Authority region in 2011, and latest natural resource management information and strategy. It is likely that general references to the next version of the Strategy will be provided in future Scheme amendments to ensure a smooth transition.

8. Southern Grampians Shire Heritage Study (Hubbard, 2004)

The Southern Grampians Shire Heritage study was completed in 2004, also undertaken by Dr Timothy Hubbard and Annabel Neylon. This Study was implemented through Amendment C6 to the Southern Grampians Planning Scheme which applied approximately 430 individual sites within the Heritage Overlay and 4 sites within the Significant Landscape Overlay.

9. Southern Grampians Shire Council MSS Review 2005 (RPD Group, 2005)

This report identified a series of relevant recommendations, building on the findings of the 2002 Review:

- reformatting the MSS in accordance with VPP Practice Note 'Format of Municipal Strategic Statements'
- improving linkages between strategic documents and policy and the Scheme (e.g. Council Plan, Regional Catchment Strategy)
- considering undertaking the following strategic projects:
  - Rural Strategy
  - Rural Living Strategy
  - Hamilton Residential and Commercial Growth Strategy
  - Landscape Assessments to protect significant landscapes with a SLO
  - Industrial Strategy (2005, p. 26)

It was also noted that a '*lack of action on a number of the projects ... reflects changes in priorities or the need for additional external funding to support these actions.*' (2005, p. 25)

The report concluded that while '*there are opportunities to improve the Southern Grampians MSS through some reformatting, inclusion of new information and addition of new strategies there is no need for a major overhaul or change of direction. Council is generally still pursuing the same objectives and direction as in 1999.*' (2005, p. 29)

10. 8 Small Towns Urban Design Framework, Volume 1 (David Lock and Associates, 2005)

This document was developed in consultation with the communities of Balmoral, Branxholme, Byaduk, Cavendish, Glenthompson, Penshurst, Tarrington and Wannon. It provides a valuable record of the local urban design issues and opportunities in each location, and recommends a series of mainly capital works improvements, a number of which have been implemented. This information

provides the basis for future strategic planning for the 8 townships, but is currently not referenced within the MSS.

11. Leisure Services Strategic Plan (StratCorp Consulting, 2006)

The Plan's 'main purpose ... is to re-assess the leisure needs and aspirations of residents and community groups, and to formulate new directions and priorities for the provision of recreational and sporting facilities and services' (2006, p. 1)

The Plan examines the Shire's active and passive recreation infrastructure and use in detail, and recommends future strategy accordingly. Many of these recommendations relate to reduced or expanded facility requirements, and these often have land use and infrastructure ramifications.

This document is a key driver of strategy in Council's leisure and recreation planning. It will also form an important background document to future township structure plans, to ensure leisure and recreation planning are closely integrated with broader settlement and land use planning.

12. Traffic Assessment – Hamilton CBD (Driscoll Engineering Services P/L, 2008)

This assessment was prepared in response to various pedestrian safety, vehicle parking and congestion concerns in Hamilton's CBD.

The report provided a series of recommendations for detailed road and urban design treatments to improve pedestrian safety and vehicle movements. Key recommendations included:

- reducing the speed limit on the main street (Gray St) from 50km/h to 40km/h
- pursuing installation of a pedestrian crossing on Brown Street opposite Council's municipal offices

The report will inform development of the Hamilton Structure Plan.

13. Securing our National Future - A white paper for land and biodiversity in a time of climate change (DSE, 2009)

This Paper is Victoria's long-term plan to secure the health of the State's ecosystems, natural landscapes, waterways and biodiversity in the face of pressures from human activity and a changing climate. Released in December 2009, it focuses on:

- building the resilience of ecosystems across Victoria,
- managing and protecting 'flagship' areas to maintain vital ecosystem services, and
- improving region-scale biolinks.

Key strategic ramifications for the Southern Grampians Shire include:

- the Greater Grampians and South West (Glenelg River system) flagship areas
- a proposed biolink to link the two flagship areas through the rolling red gum country in the northern part of the Shire

- the amalgamation of the Glenelg-Hopkins and Corangamite Catchment Management Authorities, and the Western Coastal Board to form a new Natural Resource and Catchment Authority by June 2011
- the Victorian Volcanic Plains landscape across the south of the Shire is not identified as a flagship or biolink area by the Paper

The Paper is a key strategic planning document in relation to environmental planning matters such as native vegetation, waterways and significant landscapes.

#### 14. Green Triangle Freight Action Plan 2009-2014 (Victorian Government et al, 2009)

The Green Triangle Region covers the southwest corner of Victoria, and southeast South Australia, including Southern Grampians Shire. It is one of Australia's most important primary production areas linked to export markets by the Port of Portland. A surge of timber, woodchip and mineral sands output is predicted in the region as significant bluegum timber resources reach maturity over the Plan's 5-year timeframe. The Plan is a joint initiative between the two State Governments, relevant transport agencies and local government to co-ordinate planning, infrastructure delivery and maintenance of the transport network.

The Plan provides a joint commitment to future infrastructure funding priorities, and SGSC will incorporate this into future strategic planning, including referencing it in the Scheme.

#### 15. Council Plan 2009-2013 (SGSC, 2009)

*The Southern Grampians Shire's Vision is to be Australia's Most Liveable Provincial Community* (2009, p. 9)

Liveability, according to the Victorian Competition and Efficiency Commission, '*reflects the wellbeing of a community and represents the many characteristics that make a location a place where people want to live*', including '*employment and incomes, community strength, environment, amenity and place, planning, participation and infrastructure including transport*' (2009, p. 8).

The SGSC Council Plan was adopted in June 2009. Key references relevant to the Scheme are the following:

- *The MSS forms the key policy part of the ... Scheme and its review will establish the strategic planning, land use and development objectives of Council and the community* (2009, p. 5)
- *Enacting policies and providing information and facilities which are aimed at encouraging new investments in tourism infrastructure, particularly accommodation and hospitality businesses* (2009, p. 14)
- *Undertaking a review of the ... Scheme and preparing a Hamilton Structure Plan to address important issues which affect new investment including a heavy vehicle route strategy and retail and office precincts in Hamilton* (2009, p. 14).

- *Undertaking a Feasibility Study to determine the viability of developing an industrial park* (2009, p. 14).
- *Using our planning controls to ensure we can offer a broad range of quality housing and lifestyle options to prospective residents* (2009, p. 15).
- *Using the Planning Scheme and Shire's Open Space Management Plans to protect tourism features especially its heritage and natural environments* (2009, p. 15).
- *Using the review of Planning Scheme to foster investor interest in a broader range of tourism business in town and rural areas* (2009, p. 17).
- *Assessment of provision of reticulated sewerage and water. Reticulation of quality water is a major issue as is sewerage long term effluent disposal systems for some communities* (2009, pp. 17-18).
- *Advocating for planning controls to be applied to intense forms of agriculture which affect water availability, biodiversity and land management in the Shire* (2009, p. 21).
- *Investigating the need for change to the Planning Scheme which would improve habitat protection* (2009, p. 21).

Now one year into the implementation of the Plan, many of the key initiatives, for example beginning the Hamilton Structure Plan, are underway.

#### 16. Regional Mapping Project - Final Report (Planisphere, 2009)

Planisphere completed this work on behalf of Regional Development Victoria. It assessed the regional settlement hierarchy in the Barwon-South West Region, and identifies Hamilton as a regional centre based upon the substantial health, education and transport infrastructure established there.

#### 17. Southern Grampians Shire Sustainability Strategy 2010-2020 (SGSC, 2010)

The Strategy aims to provide Southern Grampians Shire with a community-shared vision and a framework for addressing environmental sustainability. It was adopted by Council in April 2010.

Key planning considerations in the strategy include:

- *review the Scheme to ensure it guides the appropriate location of urban development (including land use and land capability assessment)* (2010, p. 19)
- *incorporate relevant environmental layers (e.g. salinity, vegetation, etc) into the Scheme* (2010, p. 19)
- *incorporate Water Sensitive Urban Design (WSUD) principles ... into the ... Scheme* (2010, p. 21)
- *consider more water storage by developing a Sustainable Water Management Plan for each town including stormwater and grey water* (2010, p. 21)
- *ensure all new developments comply with best practice re-use of stormwater* (2010, p. 21)
- *develop a sewerage strategy for townships and Hamilton* (2010, p. 21)
- *conduct feasibility studies for towns with no reticulated water supply and/or reticulated sewerage (including Branxholme, Balmoral, Cavendish, Glenthompson and Tarrington)* (2010, p. 21)

- *improve waterways and wetlands conditions and extent (2010, p. 21)*
- *develop a transport strategy including investigations into shared use of existing services, and promoting walking and cycling (2010, p. 25)*
- *ensure the CBD structure plan provides for increased use of alternative transport like bikes and walking (2010, p. 25)*
- *ensure protection and enhancement of key natural environment areas (.e.g. reserves) for recreational and cultural use (2010, p. 25)*
- *greater provision of infrastructure supporting alternative means of transport (cycle paths, shared pedestrian / bike path) for the whole of Southern Grampians (2010, p. 27)*
- *ensure the ... Scheme and building guidelines help to better address climate change issues (2010, p. 27)*

18. SGSC Municipal Public Health and Wellbeing Plan (Regional Development Company, 2010)

Each local government is required to prepare a Municipal Public Health and Wellbeing Plan outlining a plan for action to enable Shire residents to achieve maximum wellbeing, in accordance with the Public Health and Wellbeing Act 2008.

Key planning considerations in the Plan include:

- *take a lead role in assessing and planning for greater pathways / physical linkages throughout the Shire. Planning to incorporate a focus on ease of mobility, safety and getting people active (2010, p. 30)*
- *develop a Structure Plan for Hamilton with a focus on connecting open spaces, improving access to paths and tracks (2010, p. 37)*
- *establish urban design protocols for public places which supports increase in shade infrastructure, planting of shade trees (2010, p. 39)*

19. SGSC Tourism Strategic Plan 2010-2015 (Insight Communications, 2010)

The Plan has been developed to guide SGSC's resourcing of tourism marketing and development activities, and coordinate these with other Council departments, tourism operators and the broader community.

Key directions from the Plan with an implication for planning include:

- *provide information and facilitation in order to encourage new investments in tourism infrastructure, particularly accommodation and hospitality businesses...*
- *work closely with each town in the shire that attracts visitors, to develop its tourism appeal and enhance the range and quality of services and amenities...*
- *protect and enhance the essential features of the shire that attract tourists, particularly its heritage and natural environments (2010, p. 7).*

In relation to the Shire's private rural land (which is exclusively Farming Zone), the Plan specifies that *'the Farming Zone only permits very small scale tourism developments such as a B&B or restaurant, or up to 6 self-contained dwellings. The Rural Activity Zone provides opportunities for medium to large scale tourism enterprises, which is consistent with the scale of more successful nature-based*

*tourism accommodation in Australia. This can limit options to develop larger tourism businesses in rural areas'* (Insight Communications, 2010, p. 32).

Key excerpts from the purpose section within the Rural Activity Zone definition from the Victorian Planning Provisions website (DSE), indicate that it provides flexibility, and can be customised using the schedule to support a variety of land use and development outcomes:

- *...to provide for the use of land for agriculture.*
- *to provide for other uses and development, in appropriate locations, which are compatible with agriculture and the environmental and landscape characteristics of the area.*
- *to provide for the use and development of land for the specific purposes identified in a schedule to this zone*
- *to encourage use and development of land based on comprehensive and sustainable land management practices and infrastructure provision.....* (DSE)

With regard to the Farming Zone, a similar excerpt indicates a much stronger emphasis on this singular activity:

- *... to provide for the use of land for agriculture.*
- *to encourage the retention of productive agricultural land.*
- *to ensure that non-agricultural uses, particularly dwellings, do not adversely affect the use of land for agriculture... (DSE)*

20. VicRoads Hamilton Highway Bypass - 24 hour Origin-Destination Study, 19-20 January 2010  
(AusTraffic, 2010)

Key regional transport routes in the Hamilton, Henty and Glenelg Highways all converge at Hamilton, with east-west traffic passing along the northern and eastern edges of Hamilton's CBD grid. Various safety and amenity concerns have been raised by the community with regard to heavy vehicles moving through this area, and a number of accidents have occurred over time. The Study was commissioned by VicRoads to establish the volume, origin, destination and type of heavy vehicles passing through Hamilton, to assist in future planning for a potential alternative heavy vehicle route.

The study recorded 929 inbound heavy vehicles in a 24 hour period. Of these, 384 (41%) were matched leaving town within 20 minutes, and a further 261 (28%) matched after 20 minutes. Therefore at least 41% of heavy vehicles were clearly 'through' traffic with the potential to be diverted, and possibly up to 69% in total if those that stopped longer than 20 minutes are included (AusTraffic, 2010, p. 5). Commercial vehicles entering Hamilton increased by 19.1% from the previous study in 1988 (AusTraffic, 2010, p. 9).

The report will inform development of the Hamilton Structure Plan.

21. Draft Western Region Sustainable Water Strategy (DSE, 2010)

The Strategy '*aims to identify and understand threats to water availability and quality over the next 50 years, and will outline policies and actions to manage the consequences of prolonged drought and*

*climate change'* (DSE, 2010, p. 6). The Western Region covers about one-third of Victoria including the Southern Grampians Shire.

Key planning considerations include:

- the recently completed Hamilton pipeline guaranteeing water security to Hamilton, Cavendish and Dunkeld
- predicted decreasing water availability
- predicted increasing demand for water, including impacts of plantations and agricultural intensification
- the need for increased monitoring and regulation of water use outside the entitlement framework (i.e. current unrestricted agricultural use of groundwater)

## 22. MAV Rural Land Use Planning Report (MAV, 2010)

The report identified the following key rural land use planning challenges:

- rapidly changing rural land uses;
- managing settlement growth and decline;
- population growth;
- demand for rural living;
- tourism in rural areas;
- changing access to water;
- future viability for rural land uses;
- environmental protection; and the
- protection of rural amenity.

Survey findings showed that most Councils felt their Planning Schemes generally adequate, although they would benefit from refinement and improvement. Planning Schemes vary significantly across Councils, as does the capacity of Councils to access technical and financial resources, which affects Councils' ability to progress strategic work.

The report will guide the MAV's activities to support Councils' rural planning and will assist in providing guidance regarding priorities for Southern Grampians Shire and opportunities for the Shire to work in partnership with the MAV and directly with other Council's in projects and further research regarding Rural Land Use Issues.

## 23. Future Farms Strategy (DPI, 2010)

The Report provides advice to the Minister for Planning relating to:

- farm production and adjoining land uses
- value of high amenity rural land
- demands of urban growth on agricultural areas, and
- providing a level of certainty and flexibility to enable rural economic adjustment.

The Report examines potential land use planning issues to increasing productivity and sustainability and work to identify specific rural and regional projects which will help improve the effectiveness of local government land use planning from a farming and agricultural perspective.

This report will provide a framework for Council to consider its strategic approach to dealing with rural land use planning, complementing the MAV's report.

24. Ready for Tomorrow – a Blueprint for Regional and Rural Victoria (RDV, 2010)

*Ready for Tomorrow* is a \$630.7m regional development package, taking over from the previous *Regional Infrastructure Development Fund*. It focuses on:

- Investing in Skills and Young People (\$110.1m)
- Backing Jobs and Industry (\$99.4m)
- Building Infrastructure, Connecting Communities (\$203.9m)
- Supporting the Regional and Rural Way of Life (\$158.4m)
- Planning Better Regions, A New Partnership (\$58.9m)

The Plan will provide key funding for regional infrastructure planning and development in future, and links with other strategies such as the MAV Regional Strategic Planning initiative and the DPI Future Farms Strategy.

25. The Great South Coast Regional Strategic Plan (Great South Coast Regional Strategic Plan Project Team, 2010)

This 10-year Plan outlines important strategic issues and opportunities at the Great South Coast (GSC) Region scale. The GSC includes SGSC and five other municipalities along the south-western coast of Victoria.

The Victorian Regional Strategic Planning Initiative, endorsed by the Commonwealth, provides for a 'whole of government' partnership to strategically plan for regional investment. The Great South Coast Regional Strategic Plan seeks to reflect municipal plans, State and Commonwealth policies, local and regional initiatives.

The Plan underlines the importance of the Shire's contribution to the agricultural, forestry and mining output of the Region, and the significance of transport links to the Port of Portland for export of primary produce. It discusses the strategic issues and opportunities involved in growing the Region's economy, maintaining its environmental resources and improving community wellbeing.

Hamilton is identified as a Regional Centre, having a large 'area of interrelationship' with the surrounding region, reflecting its extensive health and education infrastructure (2010, pp. 10-11). It is described as having substantial available land supply and potential for growth in the future, in contrast to many other settlements in the region, however its current growth rate is moderate.

The Plan is expected to be launched in late August 2010, and provides an important link between Federal, State and Regional priorities. It will be referenced within the MSS to ensure Shire planning is coordinated accordingly.

26. Best Practice Environmental Management series: Siting, design, operation and rehabilitation of landfills (EPA, 2010)

The EPA's proposed changes to the Landfill BPEM (2001) include the following relevant planning considerations:

- *the existing requirement of a 500 m buffer for amenity has been expanded to refer to health and safety risks.*
- *an additional requirement of a 500 m buffer for a closed landfill (one that has ceased receiving waste (EPA, 2010)).*

These buffer areas are typically protected through introduction of an Environmental Significance Overlay (ESO) to designate the extent of the buffer in the Scheme, and prevent further development of sensitive uses. These controls are currently absent in the SGSC Scheme. Other buffer guidelines also apply for Speedways, Saleyards and other uses with potential amenity impacts.

## Data Review

Demographic projections vary quite considerably, depending on when they were calculated and to what extent local variables are taken into account.

1. ABS Census Figures (1986-2006) – Enumerated Shire Population

There is some uncertainty around the precise compatibility of the figures before 1996, given that administrative boundaries were amended as part of Council amalgamations. The broad trends however are clearly accurate and indicate a declining Shire population between 1986 and 2001, and slight resurgence thereafter.

Year	Population
1986	18,329
1991	17,986
1996	17,033
2001	16,484
2006	16,605

2. Victoria in Future (VIF) 2008 - Population Projections (DSE)

The VIF 2008 projections were extrapolated from the annual growth rates leading up to the 2006.

Past and projected population, 1996-2026							
LGA	1996	2001	2006	2011	2016	2021	2026
Corangamite (S)	17,812	17,558	17,171	17,479	17,608	17,696	17,884
Glenelg (S)	20,848	20,392	20,525	21,081	21,405	21,670	21,961
Moyne (S)	16,288	15,763	16,002	16,508	16,921	17,390	17,958
<b>Southern Grampians (S)</b>	<b>17,548</b>	<b>17,132</b>	<b>17,187</b>	<b>17,348</b>	<b>17,423</b>	<b>17,563</b>	<b>17,709</b>

Warrnambool (C)	27,372	29,629	31,501	33,321	35,223	37,267	39,229
Western District	99,868	100,474	102,386	105,738	108,580	111,586	114,741
Regional Victoria	1,276,877	1,333,101	1,383,937	1,466,939	1,545,995	1,628,058	1,711,142
Victoria	4,560,155	4,804,726	5,128,310	5,549,810	5,942,911	6,332,776	6,711,190

The VIF 2008 data projected Southern Grampians to modestly increase in population to 2026, based on its growth rate in 2008. This scale of growth was mirrored in the other predominantly rural Shires of Corangamite, Glenelg and Moyne of the region. Warrnambool was expected to grow at a significantly higher rate, more consistent with the growth forecast in Regional Victoria generally. Victoria overall was predicted to grow more quickly again, indicating that most of the State's growth would be concentrated in Melbourne.

### 3. Expected Residential Population (ERP) (ID Consulting, 2009)

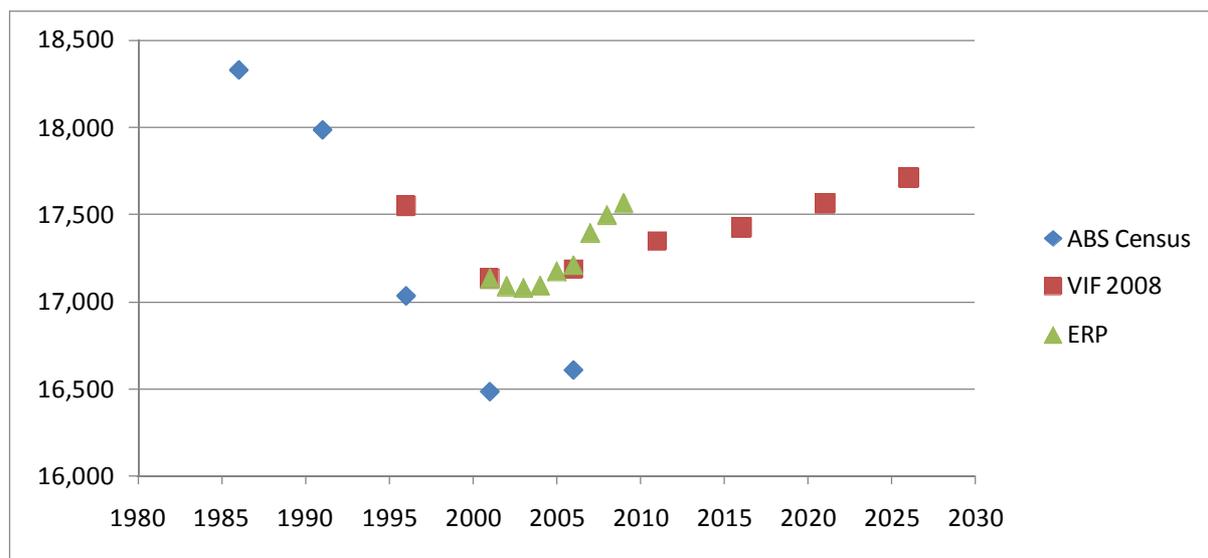
The ERP is a population estimate prepared by the ABS using Census data, updated annually taking into account births, deaths, internal and overseas migration.

Estimated Resident Population, SGSC (Preliminary updated estimates based on 2006 Census data)		Annual change	
Year (ending June 30)			%
2009	17,564	69	0.4
2008	17,495	102	0.6
2007	17,393	184	1.1
2006	17,209	36	0.2
2005	17,173	82	0.5
2004	17,091	13	0.1
2003	17,078	-9	-0.1
2002	17,087	-45	-0.3
2001	17,132	--	--

Using this information, ID have extrapolated the Shire's total 2009 population as 17,564, already greater than the VIF 2008 projection for 2021.

### 4. Population Estimates comparison

The following chart plots the figures from the ABS, VIF and ERP, to demonstrate the variance between the estimates.

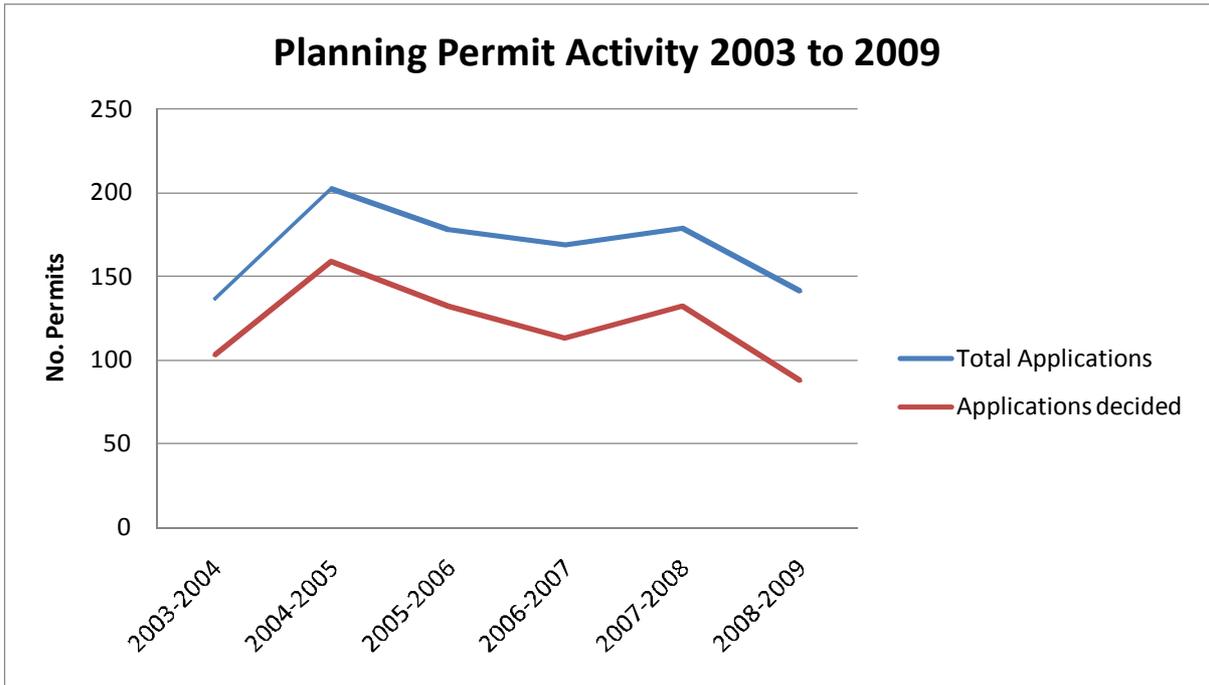


Key points to note from the comparison are the following:

- the Shire’s trend over the last 25 years, has been a decline in population between the Census records in 1986 and 2001, and a steady recovery since
- the total population has not yet returned to its peak prior to 1985
- ERP estimates are higher than the Census figures from 2001 and 2006
- the population is growing more rapidly based on the ERP figures, than it was projected to in the VIF 2008 estimates

##### 5. Annual Planning Permit Activity Report

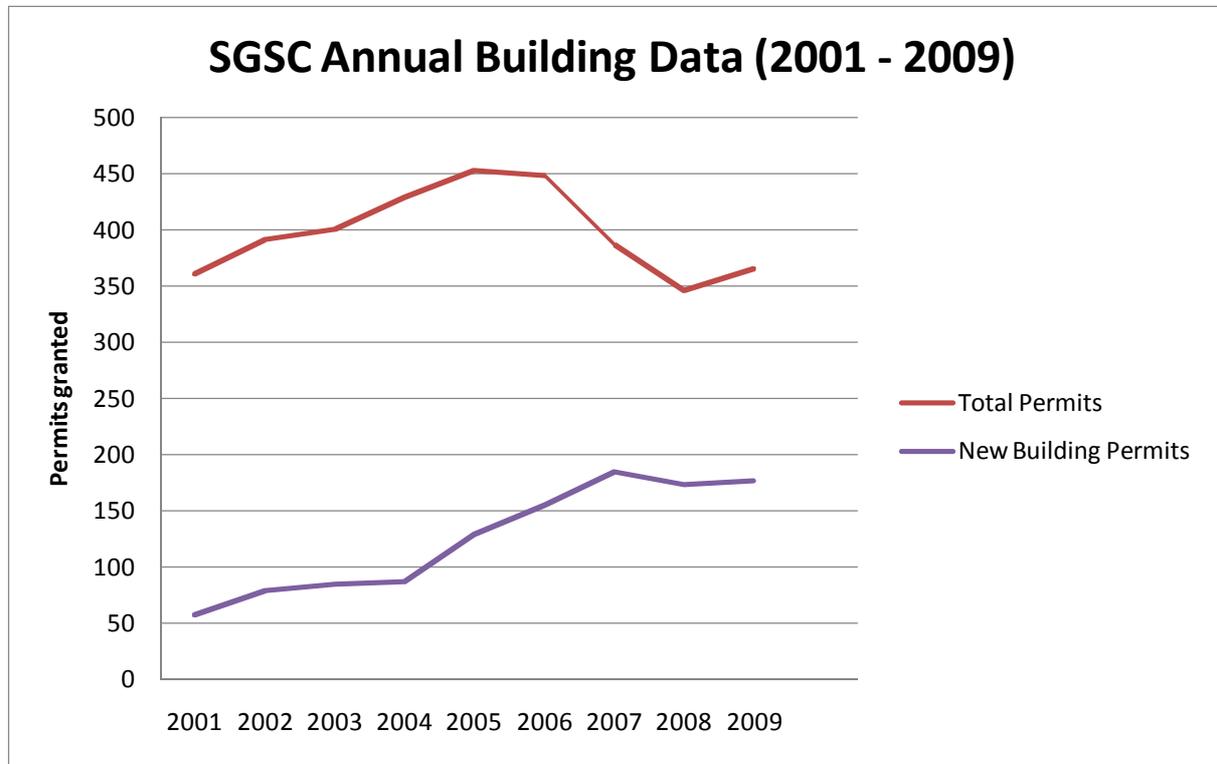
The following table provides SGSC planning permit application volumes and percentages of decisions made between 2003 and 2009, on a financial year basis.



The data indicates that SGSC has a modest level of permit activity with an average of 168 applications received each year. The numbers have risen and fallen each year, but applications have generally declined following a peak of 202 in the 2004/2005 financial year. This year coincides with the announcement of the Mineral Sands processing facility at Hamilton (later opened in 2007), and the economic boost provided by the Managed Investment Scheme (MIS) support for the local timber industry at this time.

6. SGSC Building Permit Activity (Building Commission, 2010)

The Shire's Building Industry averages approximately 400 permits per year, using data from 2001 to 2009. Of these, there was an average of 125 new building permits granted annually.



The activity appears to follow the same broad trends suggested under the planning permit activity results above. Interestingly the proportion of new building permits increased significantly from 16% in 2001, to a peak of 50% in 2008 from the complete data for previous years. Some minor administrative errors may exist within this data as Council has changed its records management system significantly during this time.

## Consultation Results

Community participants in the Review had a strong interest in and commitment to the long-term future of the Shire, and understood the provisions of the current Scheme to varying degrees. Many of the considerations noted during community consultation were reiterated by the business community.

A variety of constructive meetings with, and submissions from, government and other agencies also resulted from the Review. Approximately sixty submissions to the Review were received (including questionnaires and feedback forms), with officers participating in at least thirty-five individual and group meetings, and numerous phone conversations. A great deal of positive feedback about the nature of the consultation was noted.

Issues and opportunities raised in consultation have been included where they are relevant to the Scheme and the Act. Matters outside the scope of the Review have been referred to the relevant authorities wherever possible. The views of different stakeholders are presented together under the SPPF themes, in order to highlight consensus and disagreement issue by issue.

### 1. Form and Content of Municipal Strategic Statement and Planning Scheme

1.a) Municipal Strategic Statement (MSS) and Local Planning Policy Framework (LPPF)	
Community	Local communities were supportive of the need to amend outdated aspects of the Municipal Strategic Statement (MSS) e.g. demographic and economic data.
Business	Key considerations from business included: <ul style="list-style-type: none"> <li>• improving strategic planning and providing more certainty for investors</li> <li>• ‘streamlining’ or speeding up the planning process, particularly for commercial applications</li> <li>• ensuring continued opportunities for input into planning processes</li> <li>• better integration with regional planning to be competitive with other regional centres</li> </ul>
Government / Agency	In general the Scheme required greater linkages to, and recognition of, key regional and state strategic plans and policies, many of which have been developed since the MSS was introduced.  A clear definition of the terms ‘sustainability’ and ‘liveability’ was also identified as important by the GHCMA.

1.a) Municipal Strategic Statement (MSS) and Local Planning Policy Framework (LPPF)	
SGSC	<p>The Scheme currently does not comply with the format recommended by the <i>Format of Municipal Strategic Statements (February 1999)</i> VPP Practice Note. The MSS and LPPF require amendment to simplify them into 'plain english', remove inconsistency and repetition, and can be further clarified with greater use of plans to communicate information. The local policy section needs to be reviewed to ensure it is correctly used, instead of reiterating the positions in the MSS.</p> <p>The Townships Policy at Clause 22 requires review to ensure its proper use as a tool for discretion for Planning Permits in the Township Zone. The MSS requires an update to provide sufficient planning strategy detail for each individual township, using a settlement hierarchy 'systems' approach.</p>

## 2. Settlement

2.a) Population and Economic Growth	
Community	A key strategic concern was the attraction of population and economic growth. Towns currently experiencing sustained growth (Hamilton, Dunkeld and Tarrington) were less concerned with this issue, however all settlements recognised opportunities associated with growth. The trend toward an ageing Shire population was widely understood, including potential threats to existing services and future demand for aged care.
Business	A central focus was the need to grow the local population to address potential future population imbalances, and to provide business growth opportunities both in terms of increasing local demand for services, and ensuring an adequate supply of skilled workers. Developing a growth and investment strategy was recommended as an approach to begin to address these issues.
Government / Agency	<p>Provide position statements from:</p> <ul style="list-style-type: none"> <li>• GSC Regional Strategic Plan</li> <li>• Regional Blueprint</li> </ul>
SGSC	Planning is necessary to resolve a strategy to avoid the Shire's projected ageing population scenario and associated skilled workforce shortages. Local economic development is expected to be a key driver of any future population growth.

2.b) Land Supply	
Community	<p>Due to a combination of the introduction of the new format planning schemes as part of Council amalgamations, and the introduction of the new farming zones, historic ‘town boundaries’ as identified on Parish plans were submitted to have been retracted or reduced through the application of the urban zoned land, typically the Township Zone. This was perceived to be a growth limitation despite undeveloped urban zoned land usually being available.</p> <p>Lack of land supply opportunities for rural living or “lifestyle blocks” which are attractive to families was considered to be an issue in most towns and an impediment to growth of the towns.</p> <p>The settlements of Balmoral, Cavendish, Dunkeld, Glenthompson, Peshurst and Tarrington sought a review of their current ‘town boundary’.</p>
Business	<p>Business sought additional supply of serviced land zoned for industrial and commercial development. A suggestion was made to encourage commercial development (i.e. cafe/restaurant) at Lake Hamilton by rezoning land for this purpose.</p> <p>The Township Zone was perceived in some cases to provide insufficient guidance and opportunities for locating new non-residential development, e.g. commercial and industrial (Dunkeld).</p>
Government / Agency	<p>WW submitted that integration with SGSC in development and infrastructure planning is important for new growth areas.</p>
SGSC	<p>There are a number of issues with the Shire’s urban land supply including:</p> <ul style="list-style-type: none"> <li>• urban residential, commercial and industrial growth planning is required to allow for co-ordinated expansion and new investment</li> <li>• fragmented land ownership in key areas of Hamilton’s CBD prevents cohesive development</li> <li>• strategic planning in Hamilton’s CBD is required to guide potential developers, reduce development negotiation timeframes, unlock undeveloped space and improve development outcomes</li> <li>• large areas of LDRZ on the fringe of key settlements (Hamilton, Dunkeld, Balmoral, Coleraine) preventing efficient and connected development. The minimum subdivision area of 0.4Ha in the LDRZ removes the incentive to connect to reticulated sewerage. If sewerage can be connected, the land should not be in LDRZ. The sheer extent of LDRZ prevents sequential development and logical expansion of communities and results in disparate and “leap frogging” of development.</li> <li>• large areas of LDRZ in Wannan is considered an issue with regards to sustainable settlement and a lack of planning for this area to provide services to this community.</li> </ul>

2.c) Urban Design	
Community	<p>Some communities, like Hamilton, Dunkeld, Tarrington and Penshurst, were interested in clear urban design and building parameters for new development. Recent subdivision in Hamilton was viewed as providing poor pedestrian access and not being well integrated with the surrounding urban area and existing landscape features, e.g. the Grange Burn. Any new controls would need to reflect and support local values and aspirations, and have a minimal impact on housing affordability.</p> <p>Other communities generally placed a higher priority on minimising extra controls in favour of growth and development.</p> <p>Participants typically felt that urban design framework documents developed by Council for each of the settlements had been under-utilised in guiding development and should be referenced within the Scheme, and made available on Council's website.</p>
Business	<p>Business believed the following improvements could encourage economic growth:</p> <ul style="list-style-type: none"> <li>• raising the quality of built form in Hamilton's CBD</li> <li>• improving the appearance of key entrances to Hamilton</li> <li>• improving public open spaces, e.g. Lake Hamilton and other parklands as a major visitor attraction</li> </ul>
Government / Agency	<p>The GHCMA noted the various environmental and liveability benefits of Water Sensitive Urban Design (WSUD) and minimum standards for energy efficient building design. The CFA noted detailed requirements in relation to vehicle access and fire hydrant provision in new development.</p>
SGSC	<p>The Urban Design Framework documents prepared for each of the townships focused on capital works and not private development. Design guidance for the siting, presentation and environmental performance of industrial, residential and commercial development is required, including reference to relevant State documentation such as the <i>Activity Centre Design Guidelines</i> (DSE, 2004). This is particularly important for improving the quality of industrial and commercial development.</p>

2.e) Zoning Anomalies	
Community	<p>Various instances of zoning anomalies and inaccuracies were noted in every settlement and also in some rural areas, including:</p> <ul style="list-style-type: none"> <li>• unrecognised land use and development constraints e.g. steep land and flood-prone land in LDRZ in Balmoral, possible flood-prone land in R1Z in Hamilton and unsewered R1Z land in Hamilton</li> <li>• existing “prohibited” uses in zones (especially the FZ), e.g. local industrial and commercial sites such as Glenthompson Brickworks and Byaduk 2<sup>nd</sup> Hand Store in FZ</li> <li>• Crown land, which is usually represented as Public Park and Recreation Zone is identified as Township Zone, sometimes distorting how much land is really available to be developed in the town. This was especially the case in Cavendish.</li> </ul>
Business	<p>Business supported the correction of zoning anomalies to provide certainty to investors and landowners. One source noted that a parcel of farming land north of Balmoral is incorrectly zoned as Public Conservation and Recreation Zone (PCRZ).</p>
Government / Agency	<p>DPCD have been working with SGSC to identify zoning issues, and have offered to support Council with 20-4 PSA rezoning of obvious anomalies where possible.</p>
SGSC	<p>Incorrect zonings for important sites, including</p> <ul style="list-style-type: none"> <li>• Hamilton Airport (currently FZ, should be PUZ4),</li> <li>• Hamilton Speedway (currently LDRZ, should be SUZ),</li> <li>•</li> <li>• Existing industry including Iluka processing plant, Glenthompson Brickworks, etc in FZ</li> <li>• School Sites (combination of incorrect zoning and/ or overly restrictive schedules in the Special Use Zone)</li> <li>• Flood-prone and Crown Land (Hamilton, Cavendish, Coleraine, Balmoral)</li> </ul>

### 3. Environment

3.a) Biodiversity	
Community	<p>Biodiversity protection, in particular Native Vegetation, was a contentious issue. Some participants noted concerns that native vegetation protection requirements were inflexible and limited new development. This related mostly to protection of existing trees, e.g Red Gums on former railway land in Cavendish, or where native vegetation was encroaching on public roads, e.g. south of Glenthompson, creating fire management and access issues.</p> <p>Most participants felt the environmental and landscape values of existing native vegetation were primarily worth protecting subject to some additional flexibility. Suggestions were also made that some sites of environmental significance, including wetlands, natural water courses, native grasslands and other significant habitat areas require additional recognition and support in the Scheme.</p>
Business	Not raised
Government / Agency	<p>The CFA noted that recommendations from the impending report from the Royal Commission into the 2009 Victorian Bushfires may have implications for vegetation management policy.</p> <p>The DPI submitted that greater recognition of pest management considerations in the Scheme could assist in minimising instances of weed and vermin infestation.</p> <p>The DSE recommended inclusion of the following planning controls in the Scheme:</p> <ul style="list-style-type: none"> <li>• consideration of an Environmental Significance Overlay (ESO) for protection of Brolga habitat and flocking sites, based on departmental mapping</li> <li>• consideration of either a Vegetation Protection Overlay (VPO) or an ESO for Red-tailed Black Cockatoo protection</li> <li>• consideration of an ESO to protect the Byaduk Caves, including nominated fauna species using the caves as habitat</li> <li>• nomination of two native species (being <i>Pittosporum undulatum</i> and <i>Acacia longifolia</i>) as weeds exempted under permit requirements in clause 52.17</li> </ul>

3.a) Biodiversity	
	<ul style="list-style-type: none"> <li>consideration of a potential VPO or ESO for protection of nominated grassland areas (with location and mapping to be formalised at a later date).</li> </ul> <p>The GHCMA suggested that the MSS should make specific mention of the importance of vegetation protection and the obligation to consider the particular provisions in Clause 52.17. The GHCMA would also like to explore the incorporation of ESO and VPO's based on DSE mapping for protection of significant biodiversity in the Shire.</p>
SGSC	<p>Detailed environmental feature and biodiversity assessment is required to enable appropriate controls to be established. Current data and mapping is patchy, and would be unlikely to withstand the scrutiny of the Planning Scheme amendment process. A comprehensive approach would be preferable to ensure consistency across the Shire and confidence in the data.</p> <p>The existing ESO along the Grange Burn protects the bandicoot however it does not mention to riparian qualities of the land that require protection.</p>

3.b) Soil	
Community	Soil erosion and salinity were important issues in some locations (Coleraine, Glenthompson and Balmoral) and were recommended for greater recognition in the Scheme.
Business	Not raised
Government / Agency	GHCMA and DPI recommended that soil issues could be improved in farming areas through application of the whole farm planning approach.
SGSC	The extent of erosion and salinity susceptibility needs to be accurately mapped in order for overlay controls to be applied. Future flooding investigations will be important in identifying risks associated with stormwater erosion.

3.c) Water	
Community	<p>Local waterway health concerns were noted in Balmoral, Branxholme, Cavendish, Dunkeld, Glenthompson, Hamilton and Tarrington, including:</p> <ul style="list-style-type: none"> <li>• contamination issues as a result of domestic waste water (Balmoral, Branxholme, Cavendish, Glenthompson, Hamilton, Tarrington)</li> <li>• environmental weeds (Branxholme, Dunkeld, Hamilton)</li> <li>• untreated stormwater issues (Balmoral, Hamilton)</li> </ul>
Business	Business linked blue-green algae problems in Lake Hamilton with a loss in potential tourism and leisure event opportunities.
Government / Agency	GHCMA recommended that this issue could be improved in farming areas through application of the whole farm planning approach, including fencing off and revegetating waterways. Implementing WSUD also has great potential to improve waterway health.
SGSC	<p>The cumulative effect of septic tanks in water catchments coupled with unfiltered urban and rural stormwater run-off, is understood to result in excessive nutrient levels in water systems (e.g. Lake Hamilton and Penshurst aquifer). Water testing is being carried out by Council's Environmental Health Officer.</p> <p>Changing agricultural land use may have an impact on important water and land assets, including groundwater and runoff to natural waterways.</p>

3.d) Fire	
Community	Localised concerns were raised by some communities about fire risks posed by timber plantations in close proximity to townships (Branxholme) and national parks (Dunkeld). A general perception was that introduction of further planning controls for fire management would have a limited impact, as it would improve only new development rather than addressing more critical issues associated with existing development.

3.d) Fire	
Business	Not raised
Government / Agency	The CFA noted that a WMO has been incorporated into the Scheme to ensure that development doesn't increase the fire risk to life or property. The WMO is based on 2001 mapping and will require updating in response to new established plantations and an update of bushfire prone areas.
SGSC	Updated mapping is required to be undertaken by DSE and CFA to identify any new fire risks associated with recently established agro-forestry and plantation sites. The WMO should be amended to identify these areas where risks exist. A local policy should be considered to prevent the establishment of forestry within a certain radius (asset protection zone) of established settlements to minimise fire risk.

3.e) Significant Landscapes	
Community	<p>Protection of significant landscapes was a contentious issue. Some people felt new planning controls (i.e. SLO or RCZ) to limit the impacts of development (e.g. wind farms, timber plantations and substantial buildings associated with agriculture) in proximity to significant landscapes was important, while others were more concerned with property rights and economic growth.</p> <p>Protection of unobstructed views between Dunkeld and the Grampians had strong support at the Dunkeld workshop. Important volcanic features near Peshurst, Braxholme and Byaduk were recommended for greater assessment and recognition within the Scheme.</p> <p>Sightlines from key road approaches to local landmarks, e.g. Tarrington Church, the Wannon River and the wooden railway bridge at Cavendish, and Salt Creek at Dunkeld, were also recommended to be given more protection. The existing SLO at Coleraine was suggested for review.</p>
Business	Farmers generally supported the 'right to farm' in precedence to additional landscape protection.

3.e) Significant Landscapes	
Government / Agency	The Gunditj Mirring RAP recommended a landscape assessment approach for significant development in the Victorian Volcanic Plains landscape.
SGSC	Significant landscapes within the Shire are generally unprotected, and there is little guidance provided to new major development in proximity to our most important natural landscape features. The Grampians, rolling red gum farmland and Victorian Volcanic Plains are the priority landscapes requiring assessment and consideration for increased protection.

3.f) Heritage	
Community	Communities were generally supportive of existing heritage protection measures within the Scheme, and felt these were effective. Hamilton's main street (Gray Street) was an exception, having almost half of its original buildings compromised or demolished between 1991 and 2006 according to a community member. A small number of sites across the Shire not currently listed were recommended for assessment, including the North Byaduk cemetery.
Business	Business warned of the potential for restrictive heritage policy to slow development, and recommended review of the extent and nature of heritage controls in Hamilton's CBD.
Government / Agency	AAV suggested that Aboriginal cultural heritage could be better reflected in the Scheme, and there are possibilities for introducing a Heritage Overlay or developing local policies for very significant Aboriginal places in consultation with the RAP, AAV and local communities.  The Gunditj Mirring_RAP would like to work further with the SGSC to ensure significant Aboriginal places are identified and protected within the Scheme. Links between the Aboriginal Cultural Heritage Act and the Planning and Environment Act need to be strengthened.

3.f) Heritage	
SGSC	<p>SGSC believe that further guidance for landowners and developers is required to facilitate the conservation and adaptive reuse of the heritage places within the Shire under site-specific and precinct overlays. Paint controls currently apply to the heritage precincts in Hamilton’s CBD and not to individually significant buildings within the CBD. This anomaly needs to be amended.</p> <p>Paint controls within the CBD should be retained given the propensity to use corporate colours over the entire building, which often detracts from the significance of the heritage streetscape, as well as the building itself.</p> <p>The opportunity to incorporate dry stone wall protection controls in rural areas should be considered to support the preservation and retention of these features.</p>

#### 4. Housing

4.a) Incompatible Land Uses – Residential and Non-Residential	
Community	<p>Localised concerns in relation to the incompatible land uses were raised as follows:</p> <ul style="list-style-type: none"> <li>• R1Z and INZ1 interface between Lodge Rd and South Boundary Rd on Mt Napier Road, Hamilton</li> <li>• Industrial uses in R1Z at corner of Rippon Road and Petschel’s Lane.</li> <li>• North Hamilton P6 (PUZ2) interfacing with INZ1 land , Hamilton</li> <li>• existing Hamilton Speedway in LDRZ, with new housing now being built in close proximity</li> <li>• prevailing westerly winds blow landfill odours across Hamilton</li> <li>• amenity issues associated with industry in Peshurst, Coleraine and Dunkeld</li> <li>• dust issues from INZ1 on west side of Coleraine</li> </ul>
Business	Not raised

4.a) Incompatible Land Uses – Residential and Non-Residential	
Government / Agency	The EPA's new <i>Best Practice Environmental Management series, Siting, design, operation and rehabilitation of landfills</i> (EPA, 2010) proposes some changes to the current buffer requirements. The existing requirement of a 500 m buffer for a amenity has been expanded to refer to health and safety risks. The draft Landfill BPEM also proposes an additional requirement of a 500 m buffer for a closed landfill (one that has ceased receiving waste). WW have previously requested an ESO be established around the Sewerage Treatment Plant site in SW Hamilton to prevent residential development within 500m.
SGSC	<p>In addition to landfill sites, the EPA also have guidelines for buffer distances from speedways and saleyards which apply to townships in the Shire. Residential development exists within new 500m exclusion buffer requirement of Hamilton Regional Livestock Exchange (saleyards) and Hamilton Transfer Station (landfill) sites. An ESO preventing further development within this buffer area is required. The same principle applies to Sewage Treatment Facilities, including sites at Hamilton, Coleraine and Dunkeld.</p> <p>Local zoning anomalies and land use conflicts should be investigated as part of strategic planning, to confirm the highest and best use of each area. This should then be reinforced in the Scheme.</p> <p>As the Township Zone allows the consideration of a wide range of land uses, a Local Policy in the Planning Scheme would be useful to provide guidance in the assessment of discretionary uses in this Zone.</p>

## 5. Economic Development

5.a) Agriculture	
Community	The Farming Zone was broadly considered to be lacking flexibility and therefore limiting development opportunities. This was typically in the context of establishing uses on the periphery of townships, for example rural living, tourism accommodation, and light industrial uses such as value adding and processing industries, workshops and storage and distribution. Beyond this, the Farming Zone's subdivision limitations intended to protect and support agricultural use, were generally understood and supported. The minimum subdivision area of >40Ha is a State requirement, with no strategic basis in the context of local conditions.

5.a) Agriculture	
	Most communities' recognised opportunities associated with implementing other rural zones in certain locations, i.e. Rural Living Zone, Rural Conservation Zone and Rural Activity Zone, all of which are currently non-existent in the Shire.
Business	Business would like to see a relaxing of minimum subdivision provisions in the Farming Zone, with increasing support for traditional agricultural enterprises and associated business and opportunities for higher intensity agriculture.
Government / Agency	<p>Opportunities exist within the DPI's new FarmPlan 21 Project to ensure that whole farm planning becomes more accessible and user friendly for a greater range of farmers, from large scale enterprises through to intensive farming operations and hobby farms. Whole farm plans have great potential to be utilised as a tool to improve development outcomes in rural and urban interface areas, particularly with respect to subdivision and protection of environmental features. The GHCMA submitted that whole-farm-planning could improve eco-system services resulting from farm development.</p> <p>DPI also submitted that greater recognition of pest management considerations in the Scheme could assist in minimising instances of weed and vermin infestation.</p>
SGSC	<p>There is limited guidance or support in rural areas that are exclusively FZ, to allow for rural lifestyle development, tourism or industry not associated with a rural use. There is no Rural Activity Zone, Rural Living Zone or Rural Conservation Zone.</p> <p>A standard minimum subdivision size of 40Ha is currently applied to all of the FZ land. This provides little flexibility to facilitate growth and development for the diverse farming requirements across the broad land and climatic conditions, for example the heavy black volcanic soils in the south, to the light sandy loams in the north. In some areas the 40Ha minimum is too small, whilst in other areas the 40Ha is too large and intensive agriculture is able to be accommodated on such sites.</p> <p>Local Policy needs to be strengthened regarding dwellings on lots less than 40Ha.</p>

5.b) Rural Living or “lifestyle opportunities”	
Community	<p>Rural living or ‘lifestyle farming’ development was broadly viewed as a promising opportunity to generate population and economic growth, as well as providing an alternative lifestyle opportunity. Most people felt this type of land should be subdivided down to a minimum of 4ha (10 acre), tailored to local requirements. The communities of Cavendish, Coleraine and Glenthompson sought rezoning of land for this purpose.</p> <p>Community concerns in relation to potential environmental, landscape, land fragmentation, fire, maintenance, rural–urban interface and servicing risks with this type of development were also raised.</p>
Business	Business was generally interested in supporting farming and more intensive farming as the preferred use of rural land.
Government / Agency	The comments noted above under the topic above (FZ) would similarly apply to the issue of RLZ.
SGSC	<p>Strategic planning around housing development in rural areas needs to be undertaken, including the assessment of the potential economic benefit of rezoning land for this purpose in comparison to the loss of agricultural production.</p> <p>Current zoning around Hamilton and some other towns like Dunkeld, Coleraine and Tarrington is fostering ad hoc development. This residential growth pressure on some of the Shire’s most valuable agricultural land is a concern for the long-term sustainability of farming industries in these areas.</p>

5.c) Timber Plantations	
Community	<p>Some communities noted health concerns in relation to the pollen generated by forestry in close proximity to settlements. The potential for landscape impacts and fire risks (see issue 3.d above) were also noted. Some communities believe the introduction of the blue-gum industry has resulted in a net loss of people in their local areas.</p> <p>Others believe the economic stimulus provided by the establishment (and shortly harvesting) of the timber is an important driver of the local economy.</p>
Business	Not raised
Government / Agency	See CFA comments under issue 3.d above.
SGSC	<p>It is expected that the groundwater impact of agro-forestry and plantations will be regulated to a greater extent in future, as suggested in the Draft Western Region Sustainable Water Strategy. This issue should be referenced within the Scheme. The ability to influence decisions around the location and extent of plantations was considered an issue as no planning permit is required for plantations over 40ha in size.</p> <p>See comments under issue 3.d above regarding fire prevention.</p>

5.d) Renewable Energy	
Community	The development of wind farms was seen to be a divisive issue, with several major wind farm developments approved or proposed around settlements in the Shire. The anticipated landscape impact of wind farms was important in some areas, and of little concern in others. Some participants also raised potential health, environment, noise, ground disturbance and fire risk issues and were concerned about the location and visual impact of transmission infrastructure. Concerns were also raised about a perceived lack of opportunities for local communities to influence planning processes for wind farms. Others supported the development of renewable energy infrastructure and associated employment and economic growth benefits. A widely held view from residents of the smaller townships was that a standard buffer of between 2 and 5km between established townships and wind farm developments should be required.
Business	Not raised.
Government / Agency	Not raised.
SGSC	Strategic planning for new energy production (including renewable energy) and transmission infrastructure is required, including assessment of significant landscapes (see issue 3.e above). Given the number of proposed and approved wind farms within the region, a regional approach is required.

5.e) Mining	
Community	Residents of Balmoral are concerned that the nearby Iluka mine at Douglas will complete operations in the medium term.
Business	Not raised.
Government / Agency	Not raised.
SGSC	Mining, in the form of potential high value mineral sands deposits, along with copper, stone and other mineral extraction, is an important economic driver in the Shire. Information and policy guidance should be provided within the Scheme to ensure that applicants and responsible authorities (often State Government) are aware of and preserve local social and environmental values.

## 6. Infrastructure

6.a) Sewerage, Water Supply, Drainage and Flooding	
Community	<p>While Hamilton, Coleraine and Dunkeld are partially serviced with reticulated sewerage, all other settlements were experiencing issues with sewerage treatment, including in some cases reports of old or badly maintained septic systems and non-compliant outfall arrangements which could result in health issues. Currently towns without reticulated sewerage can develop only to a minimum lot size capable of containing sewerage outfalls from waste water systems (&gt;0.4ha, EPA recommend &gt;10Ha). These towns generally sought more flexible sewerage treatment options to address this issue, and some suggested the Shire should aim to be a leader in best practice sewerage treatment.</p> <p>Hamilton and Dunkeld require sewerage extensions to service current and future growth areas within land already zoned for residential purposes.</p> <p>Some settlements including Coleraine, Balmoral, Cavendish and Dunkeld noted concerns in relation to flooding.</p>
Business	<p>Access to sustainable water supply is a key requirement for business growth.</p>
Government / Agency	<p>The GHCMA submitted that the Scheme should refer to the Regional Catchment Strategy. Flood data is lacking in many areas of the Shire including Hamilton, Coleraine, Cavendish and Dunkeld. The GHCMA seek an active partnership with SGSC to resolve these issues through a program of flood investigations, and have identified the following areas of Hamilton as the most urgent priority:</p> <ul style="list-style-type: none"> <li>• Margaret Court / Shultz's Road area to the south-east</li> <li>• Along the Grange Burn upstream of Lake Hamilton</li> <li>• Along the waterway below the old reservoir that crosses Mt Baimbridge Rd / North Boundary Rd / Kent Rd / King St / Coleraine Rd / Lewis St / Young St / Fairburn Rd</li> </ul> <p>Southern Rural Water (SRW) is the statutory licensing authority for bores and dams for southern Victoria, including the Shire. Dams must be registered with SRW, but are not currently assessed by the Scheme. SRW receive many referrals which are not required and suggested SGSC review the extent of referrals to reduce unnecessary paperwork for the two organisations.</p>

6.a) Sewerage, Water Supply, Drainage and Flooding	
	<p>WW noted the importance of early and ongoing consultation in strategic planning to ensure water supply and sewerage infrastructure requirements are coordinated, and followed through.</p> <p>WW submitted that:</p> <ul style="list-style-type: none"> <li>• excessive areas of LDRZ and R1Z around Hamilton currently inhibit cost-effective infrastructure delivery, as developers are provided with little guidance about development strategy and priority</li> <li>• minimum subdivision sizes in the LDRZ should be linked to reticulated sewerage access</li> <li>• applicant-funded land capability assessments represent a future environmental risk to SGSC</li> </ul> <p>Finally, WW indicated some issues exist with the current permit application referral process, including sewer conditions being placed on developments without WW knowledge, and that unit development and boundary re-alignment applications are not always referred to WW (although not required under Section 55 of the Planning and Environment Act, can be referred under Section 52).</p>
SGSC	<p>SGSC have identified the following issues:</p> <ul style="list-style-type: none"> <li>• excessive areas of LDRZ around Hamilton and some other settlements, resulting in costly and inefficient infrastructure provision (this is linked to issues 3.c and 5.b above).</li> <li>• Some R1Z land in Hamilton lacks access to sewerage infrastructure which prevents it from being developed at appropriate density</li> <li>• townships without reticulated sewerage (Balmoral, Branxholme, Byaduk, Cavendish, Glenthompson, Penshurst and Tarrington) are prevented from developing new housing at traditional urban densities (less than 0.4ha) due to the requirement to manage septic outfalls on site</li> <li>• flooding investigations are required to designate flood prone areas across the Shire in the Scheme.</li> <li>• Presently no planning permits are required to develop dwellings on lots within the Township Zone or LDRZ. Building permits are issued and septic tank permits are then sought. The 0.4Ha traditional lot size limit to contain waste water has been revised by the EPA. There needs to be a policy in the Planning Scheme or amend the Schedule to the LDRZ and Township Zone to ensure that development in townships can absorb waste water.</li> </ul>

6.b) Transport	
Community	<p>Hamilton residents believe there are safety issues around the volume of trucks passing through the centre of town. The Mt Baimbridge Rd / Coleraine Rd intersection, and Rippon Rd / Ballarat Rd intersection are considered dangerous. Many residents were interested in more extensive walking and cycling paths to provide active and passive recreation opportunities and health benefits.</p> <p>Tarrington residents noted that trucks often use nearby local roads to get from the Western Highway to the Hamilton Highway. Some locations are requested for speed limit review including Thompson's Road and Walkenhorst Road. The corner of Walkenhorst Rd and the Hamilton Highway is viewed as dangerous.</p> <p>Dunkeld residents are interested in lowering the speed limit on Parker St (Western Highway) through the centre of town.</p> <p>Public transport connections between some of the settlements and Hamilton are viewed as an issue, especially in Branhholme, Peshurst and Coleraine.</p>
Business	<p>The main concern from business is traffic and car parking availability in Hamilton's CBD.</p>
Government / Agency	<p>The Department of Transport (DoT) submitted that the Green Triangle Freight Action Plan provides information about road, rail and other freight priorities in the Shire. The submission noted that rail corridors under the ownership of VicTrack should be zoned so that development for transport purposes can proceed unimpeded.</p> <p>DoT also submitted that development should be designed in accordance with the DoT <i>Public Transport Guidelines for Land Use and Development</i>, and that consideration should be given to making provision for contributions for future infrastructure, such as bus stops and grade separations.</p> <p>VicRoads is the statutory authority for highways, main roads and tourist roads. VicRoads recommended that the road hierarchy should be considered for inclusion in the Scheme.</p> <p>VicRoads is currently reviewing Timber Coup Plans indicating access points for timber harvesting as part of the Green Triangle Freight Action Plan. VicRoads have prepared an Access Management Policy and guidelines to determine whether a permit is required for access, and to define the relevant requirements for access on different roads and conditions.</p>
SGSC	<p>Investigating the need for a future alternative heavy vehicle route is required to address the increasing volumes of heavy freight vehicles passing through sensitive areas of Hamilton including the CBD.</p> <p>There is also insufficient protection of aircraft flight paths from inappropriate development within the Scheme.</p>

6.c) Health, Education and Communications	
Community	Residents were generally satisfied with the level of health and education infrastructure in the Shire. Communications infrastructure was viewed as an area requiring improvement, particularly beyond built up areas.
Business	Business recognises the strength that the Shire has in terms of its health and education infrastructure and services. It is a fundamental support to the business community, and will be a strong factor in future attraction of new industry, and growth of existing businesses.
Government / Agency	WDHS and RMIT University have both been strong advocates for strategic land use planning around health and education infrastructure in Hamilton. This could be in the form of a dedicated health precinct and a dedicated education precinct in Hamilton with co-location of complimentary facilities and services to maximise associated shared-use efficiencies.
SGSC	Strategic planning for health, education and communications infrastructure will be a central component in the development of township structure plans.

### Other Issues

Other miscellaneous local planning issues and opportunities were noted in meetings and submissions. Council officer notes including further details of these are reproduced in the Appendices, along with data from feedback forms the HRBA business breakfast. . These will all be used to inform future detailed implementation.

## **Review Analysis**

### **Strategic Work completed from previous Review**

A number of actions were proposed as part of the previous reviews of the SGSC Scheme by John Keaney (2002) and RPD (2005) as noted above in the Literature and Data Review section.

The following strategic work has been completed:

- Amendment C1 – correction of technical errors following adoption of the Scheme (2001)
- Amendment C4 - Heritage Overlay (2002) to include places already listed on the Victorian Heritage Register
- SGSC Heritage Study (2004) by Dr. Tim Hubbard
- Amendment C5 – Floodway Overlay and Land Subject to Inundation Overlay in Hamilton and Coleraine (2006)
- Amendment C6 – Heritage Overlay (2010)
- Amendment C10 – Ministerial amendment to incorporate Wildfire Management Overlay (2010)
- a range of site specific rezonings

While other planning initiatives have been instigated and completed in the interim, the remaining actions identified in previous reviews, relating to amending the structure and content of the Scheme and preparing strategic projects are yet to be addressed. This is predominantly due to a lack of available resources.

### **Strategic Performance of the Scheme**

SGSC officers utilised the DPCD Planning Scheme Audit tool to analyse the strategic performance of the Scheme. Detailed results are attached on page 79.

### **Consistency with the SPPF**

The Scheme is generally consistent with the SPPF, however it fails to recognise key State policy documents, for example, the Glenelg-Hopkins Regional Catchment Strategy.

There are many sections of the SPPF which need a 'local flavour' including:

- renewable energy
- native vegetation framework
- protection from wildfire
- activity centres
- retail hierarchy
- subdivision
- airports

### **Local Planning Policy Framework (LPPF)**

The MSS is now seriously outdated, referencing 1996 Census data, and failing to reflect changing land use patterns in the Shire, particularly with respect to the evolution of agriculture and industry.

Consultation identified that the MSS provides insufficient guidance to achieve the land use and development objectives of the community, with respect to:

- economic development
- subdivision, use and development in the Farming Zone
- built form and subdivision design
- heritage and environmental protection.

### **Strategic Objectives**

Council has developed a series of new objectives, including as part of the Council Plan 2009-2013, since the current MSS objectives were established in 1999.

The existing objectives provide broad guidance to decision making; however the efficiency and effectiveness of the Scheme will be greatly improved with clarification of the objectives and further policy implementation guidance.

### **Strategies and Strategic Gaps**

Relevant strategies are taken into account when decisions are made, however their effectiveness is weakened where they are not linked to the Scheme, for example if a decision is contested in a VCAT hearing.

The view of SGSC officers regarding strategic gaps is provided in the results section earlier in this Report beginning on page 28. A strategic response to each of these gaps is proposed in the following 'Major Strategic Issues facing the Shire and proposed Strategic Planning Response' section beginning on page 51.

### **VPP Implementation Tools**

The VPP Implementation Tools include:

- zones (controlling the use of land, and covering all land in Victoria)
- overlays (controlling the development of land, and covering areas with a special feature or issue),
- local policy (to assist in exercising discretion for permits) and
- particular provisions (for example car parking ratio requirements for shops).

The VPP Implementation Tools are not all properly utilised in the Scheme. Local policies generally appear as policy statements which should be in the MSS. There are also various instances where the tools are being incorrectly applied, for example incorrect land zonings. An extensive list of the zoning anomalies is provided on under table 1.e in the 'Consultation Results' section on page 29

Many of the tools with great potential for the Shire are also believed to be underutilised. The broad application of the FZ, and absence of the alternative rural zones is a good example. Furthermore, the standard application of the FZ without any variation in the schedule, fails to distinguish between the different characteristics of rural land throughout the Shire. It currently inhibits opportunities for

local tourism businesses, biodiversity protection, higher-intensity farming and rural living to develop in rural areas.

Detailed actions in response to these issues and others raised in the earlier 'Consultation Results' section are listed in the Proposed Strategic Response section overleaf, and again as part of the attached 'Indicative Strategic Projects Forecast' in the Appendices on page 65.

### **Proposed operational and process improvements**

Please refer to the attached DPCD assessment recommendations including proposed operational and process improvements to the statutory planning process elements of the Scheme in the Appendices beginning on page 91.

## Major Strategic Issues facing the Shire and proposed Strategic Planning Response

The following table provides an overview of the SGSC's proposed response to the strategic issues identified above in the Review Results section. Whilst all of the actions are required and important, the priority of these actions has been derived based on the following criteria:

- risk
- development pressure
- resourcing
- impact on community wellbeing
- priority in other strategic plans, e.g. RDV Regional Blueprint Strategy

Actions have been prioritised as Urgent (Year 1, 2010-2011), High (Year 2, 2011-12), Medium (Years 3 and 4, 2012-14) or Low (Year 5 and beyond, 2014-2018).

Strategic Issue	Strategic action	Location / Context	Responsibility	Priority
1. Form and Content of Municipal Strategic Statement (MSS) and Planning Scheme				
1.a)	MSS Prepare and incorporate <b>MSS amendment</b> including: <ul style="list-style-type: none"> <li>• update of current demographic and economic data</li> <li>• update policy and strategy links</li> <li>• identify updated list of priority strategic planning work required</li> <li>• update townships section of MSS to include references to existing Township Urban Design Framework documents and major policy</li> <li>• update Reference Documents</li> <li>• re-structure MSS (Cl. 21) and Local Policy sections (Cl. 22) in accordance with VPP Practice Note</li> </ul>	Shire	SGSC	Urgent
1.b)	Zone and Overlay Map and Schedule anomalies Undertake corrections amendment to apply correct Zones and Overlays as part of <b>ministerial (20-4) amendment</b> . <ul style="list-style-type: none"> <li>• unrecognised land use and development constraints e.g. steep land and flood-prone land in LDRZ in Balmoral,</li> <li>• existing "prohibited" uses in zones (especially the FZ), e.g. local industrial and</li> </ul>	Shire	SGSC	Urgent

Strategic Issue		Strategic action	Location / Context	Responsibility	Priority
		<p>commercial sites such as Glenthompson Brickworks and Byaduk 2<sup>nd</sup> Hand Store in FZ</p> <ul style="list-style-type: none"> <li>• Crown land, which is usually represented as Public Park and Recreation Zone is identified as Township Zone, sometimes distorting how much land is really available to be developed in the town. This was especially the case in Cavendish.</li> <li>• Hamilton Airport (currently FZ, should be PUZ4),</li> <li>• Hamilton Speedway (currently LDRZ, should be SUZ),</li> <li>• All Race Courses and Cemeteries(currently in the FZ)</li> <li>• Existing industry including Iluka processing plant, Glenthompson Brickworks, etc)</li> <li>• School Sites (combination of incorrect zoning and/ or overly restrictive schedules in the Special Use Zone)</li> </ul> <p>This list is not exhaustive and requires further refinement.</p>			
2. Settlement					
2.a)	Population and Economic Growth	<p>development of <b>structure plan for Hamilton</b> including:</p> <ul style="list-style-type: none"> <li>• Investment Opportunity Study</li> <li>• Land Supply and Demand Assessment</li> <li>• CBD Development Plan</li> <li>• Incorporation into Scheme via amendment</li> </ul>	Hamilton	SGSC, RDV, WW, VR, DPCD	Urgent
2.b)	Land Supply	<p>Develop <b>township structure plans</b> and incorporate into Scheme via individual amendments</p> <p>The structure plans would guide:</p> <ul style="list-style-type: none"> <li>• appropriate zoning to cater for land supply and demand for a range of uses</li> <li>• provision of infrastructure</li> <li>• open space provision and links</li> <li>• urban design, including signage and new buildings</li> <li>• appropriate subdivision sizes in the context of township character and waste water management.</li> </ul>	<p>Dunkeld</p> <p>Tarrington</p> <p>Cavendish</p> <p>Coleraine</p> <p>Penshurst</p> <p>Branxholme</p> <p>Glenthompson</p>	SGSC, DPCD	<p>Urgent</p> <p>High</p> <p>Medium</p> <p>Medium</p> <p>Medium</p> <p>Medium</p> <p>Medium</p>

Strategic Issue		Strategic action	Location / Context	Responsibility	Priority
		Possibilities for the use of potential Restructure Overlays will also be considered.	Balmoral Byaduk Byaduk North Wannon		Low Low Low Low
2.c)	Urban Design	<b>Update or develop Local policy and works standards to reflect urban design guidelines</b> prepared as part of township structure plans in 2.a and 2.b above. Considerations are likely to include for example WSUD, approved list of street trees and access standards.  (Note: urban design guidelines for Residential, Commercial and Industrial subdivision and development, and key precinct master plans will also be prepared as part of township structure plans in 2.a and 2.b above).	Shire	Shire Infrastructure (SGSC)	Medium
<b>3. Environment</b>					
3.a)	Biodiversity	Support DSE in updating <b>environmental significance mapping project</b> in partnership with relevant authorities.  Develop and incorporate <b>biodiversity and environmental protection controls</b> into Scheme via individual amendments.	Shire  Shire	DSE, GHCMA, SGSC  DSE, GHCMA	High / Medium  Medium
3.b)	Soil	Undertake <b>land suitability assessment</b> in partnership with neighbouring municipalities and relevant authorities.  Develop and incorporate <b>salinity and erosion management overlay controls</b> (linked to a requirement for whole farm plans) into Scheme via amendment	Region / Shire  Shire	SGSC, GHCMA, DPI, DSE, Neighbouring Municipalities  SGSC, DPI	High  Medium

Strategic Issue		Strategic action	Location / Context	Responsibility	Priority
3.c)	Water	Develop Grange Burn/ <b>Lake Hamilton Neighbourhood Environment Improvement Plan</b> (NEIP) and reference in Scheme via amendment.  (note: Sewerage matters are discussed below against item 6.a)	Lake Hamilton / Grange Burn Catchment	SGSC, DSE, WW, GHCMA	Urgent
3.d)	Fire	Advocate CFA and DSE to develop and incorporate <b>updated WMO mapping</b>	Shire	CFA, DSE, SGSC	Medium
		Consider developing a <b>local policy to guide the location of timber plantations to minimise the fire threat to existing settlements.</b>	Shire	SGSC	Low
3.e)	Significant Landscapes	Develop <b>significant landscape assessment of the Grampians</b> identifying key sites including view lines for protection in partnership with relevant authorities.	Grampians and hinterland	SGSC, HV, DSE, AAV	Urgent
		Incorporate <b>significant landscape overlay controls (Grampians)</b> to protect key sites.	Grampians and hinterland	SGSC	High
		Develop <b>significant landscape assessment of the Victorian Volcanic Plains</b> identifying key sites including view lines for protection in partnership with neighbouring municipalities and relevant authorities.	GSC Region	DPCD, HV, DSE, AAV, DPI, GHCMA, GSC Municipalities	High
		Incorporate <b>significant landscape overlay controls (Victorian Volcanic Plains)</b> to protect key sites.	GSC Region	DPCD, GSC Municipalities	Medium
3.f)	Heritage	Prepare an in-house <b>Heritage Strategy</b> to prioritise heritage work and maximise the benefits of heritage within the Shire.	Shire	HV, SGSC	Medium
		Incorporate <b>dry stone wall heritage overlay controls</b> into Scheme via amendment	Shire	HV, SGSC	Medium
		Undertake <b>minor amendment to apply paint controls on individually significant buildings in the CBD</b> (consistent with the CBD precinct controls).	Hamilton	SGSC	High
		Partner with AAV and Gunditj Mirring RAP to <b>determine requirements for increased</b>	Shire	AAV, Gunditj	Low

Strategic Issue		Strategic action	Location / Context	Responsibility	Priority
		<p><b>protection for aboriginal cultural heritage sites</b></p> <p>Consider preparation of <b>heritage precinct guidelines, including adaptive re-use guidelines for heritage places within the Shire.</b></p>	Hamilton	<p>Mirring RAP, SGSC</p> <p>SGSC, HV</p>	Low
<b>4. Housing</b>					
4.a)	Incompatible land uses	<p>Investigate incorporating <b>environmental significance overlay</b> into Scheme to prevent residential development within 500m of Hamilton Transfer Station, Hamilton Livestock Exchange, Wannan Water Sewerage Treatment Plant sites, Speedway and other strategic sites.</p> <p>Prepare a <b>Discretionary Uses Policy for Residential 1 Zone and Township Zone</b> to guide the location of non-residential uses.</p> <p>(note: the requirement for residential urban design and built form guidance will form part of the response in item 2.d above)</p>	<p>Shire</p> <p>Shire</p>	<p>SGSC, WW, EPA</p> <p>SGSC , EPA</p>	<p>High</p> <p>Medium</p>
<b>5. Economic Development</b>					
5.a)	Agriculture	<p>Develop <b>rural strategy program</b> focusing on areas of pressure or opportunity, identified through land capability assessment (3.b), whole farm planning principles and an assessment of local rural investment opportunities. The program should be based on key priority areas and/or sectors rather than a broad scale approach.</p> <p>Recommendations to consider:</p> <ul style="list-style-type: none"> <li>• Rural Activity Zone to encourage rural industry and tourism development</li> <li>• Rural Living Zone to encourage rural-residential development</li> <li>• Rural Conservation Zone for protection and enhancement of environmental values</li> <li>• customising the schedule to the Farming Zone to support agricultural development.</li> </ul>	Shire	SGSC, DPI, GHCMA	Medium

Strategic Issue		Strategic action	Location / Context	Responsibility	Priority
		Prepare a series of <b>rural strategy amendments</b> to incorporate changes into Scheme.	Shire	SGSC	Low
5.b)	Rural Living or 'lifestyle opportunities'	(note: any land rezoning for Rural Living Zone to follow preparation of relevant township structure plans (items 2.b and 2.c above) and rural strategy (item 5.a above))	Shire	SGSC	As per structure plan schedule
5.c)	Timber Plantations	(note: potential fire risk to local settlements to be addressed in item 3.d above. Landscape impact to be addressed through item 3.e above. Potential groundwater impacts are being addressed through the Western Region Sustainable Water Strategy, and Regional Catchment Management Strategy)	Shire	SGSC	Low
5.d)	Renewable Energy	(note: refer to environmental significance mapping project (3.a above), land capability assessment (3.b above) and landscape assessments (3.e above). Strategy for locating future renewable energy and transmission infrastructure will be guided by biodiversity, soil and landscape protection factors.)  <b>Advocate for improvements to assessment criteria, assessment process and monitoring and enforcement</b> through the MAV Working Group and regional partnerships	Shire	SGSC, MAV, DPCD, neighbouring Shires	High
5.e)	Mining	(note: guidelines for determining suitable locations for future mining development in rural areas will be considered as part of actions 3.a, 3.b, 3.d, 3.e, 3.f and 5.a above)	Shire	SGSC	Low
<b>6. Infrastructure</b>					
6.a)	Sewerage, Water Supply, Drainage and Flooding	Prepare <b>Hamilton flood investigation</b> in partnership with GHCMA and Natural Disaster Relief Fund from State Government, and incorporate Floodway and Land Subject to Inundation Overlays into Scheme via amendment as required.  Prepare <b>small town domestic wastewater / sewerage management strategy</b> in	Hamilton  Shire	NDRF, GHCMA, SGSC  WW, SGSC	Urgent  High

Strategic Issue		Strategic action	Location / Context	Responsibility	Priority
		<p>partnership with Wannon Water to determine best practice tailored approach for waste water management in each of the smaller un-sewered settlements (Balmoral, Branxholme, Byaduk, Cavendish, Glenthompson, Peshurst and Tarrington).</p> <p>Investigate planning permit triggers in Township Zones and LDRZ for dwellings on lots which may not be able to accommodate on site waste water systems.</p> <p>Undertake <b>flood studies for other townships</b> in partnership with GHCMA</p> <p>(note: strategic planning for sewerage and water supply will be undertaken in partnership with WW as part of township structure plans in 2.b and 2.c above. These are also expected to result in some rationalisation of LDRZ land to improve efficiency of service provision, and minimise septic tank contamination of waterways and groundwater. WSUD considerations will form part of the response in item 2.d above)</p>	<p>Shire</p> <p>Shire</p>	<p>WW, SGSC</p> <p>GHCMA, SGSC</p>	<p>High</p> <p>Low</p>
6.b)	Transport	<p>Prepare <b>Hamilton Airport Master plan</b>, incorporate updated Airport Environs Overlay to protect aircraft flight paths into Scheme, and consider inclusion of Design and Development Overlay for aircraft noise.</p> <p><b>Investigate feasibility of a Transport hub</b> through the Hamilton Structure Plan process.</p> <p>(note: the need for an alternative heavy vehicle transport route through Hamilton will be determined as part of the Hamilton Structure Plan in item 2.b above if required, based on the <i>Origin-Destination Survey 2010</i> in partnership with VicRoads)</p>	<p>Hamilton Airport / north Hamilton area</p> <p>Hamilton</p>	<p>SGSC, RDV</p> <p>SGSC</p>	<p>Urgent</p> <p>High</p>
6.c)	Health, Education and Communications Infrastructure	<p>(note: planning for health, education and communications infrastructure will be done in partnership with the relevant authorities / agencies as part of structure planning noted in items 2.b and 2.c above).</p>	Hamilton and Townships	SGSC, Health/ Education/ communications providers	As per structure plan schedule

The Shire's proposed 'Indicative Strategic Projects Forecast' provides a neat overview of the actions outlined above, and is attached on page 65.

## **Future Monitoring and Review of the Scheme**

The Four-year Strategic Forecast provided within the 2010 Planning Scheme Review will be used as a benchmark to regularly monitor progress of strategic projects. The Forecast will be used to develop Council's annual budget for Strategic Planning, and this will directly link progress to Council's existing internal budget monitoring and review processes ensuring accountability. Progress will be reviewed comprehensively in four year's time as required by the *Act*, at which point it is expected that a new four-year strategic forecast will be developed and adopted.

Statutory processes will be annually monitored to ensure decisions are meeting strategic objectives. DPCD Permit Activity Reports and Council's internal records will be utilised to assess key performance criteria.

## **Issues requiring the assistance of DPCD**

The key areas of assistance required from DPCD are the following:

- Ministerial '20-4' Amendment to resolve current planning scheme anomalies
- Regional Significant Landscape Assessment (funding and co-ordination)
- Rural Strategy (funding)
- Township Structure Planning (funding)
- assistance from urban design, community development, policy writing and community consultation experts for complex projects (in-kind).

In kind assistance from other Regional and State Government authorities in the form of data-sharing agreements will also be necessary to progress various projects reliant on detailed mapping, e.g. the introduction of a Salinity Management Overlay (SMO).

## Recommendations

Based on extensive internal and external consultation, a series of major strategic issues facing the Shire have been identified. These are a combination of issues identified some time ago that have not been addressed in addition to a series of new considerations that have arisen in the interim for a variety of reasons. The extent of these issues reflects the lack of necessary resources available to SGSC to resolve these matters.

Looking ahead, the Review proposes a comprehensive set of future initiatives to resolve these strategic gaps and address predicted future strategic issues. An integrated approach with support from key stakeholders and other partner organisations will be required in order to resource and deliver the proposed actions.

Whilst all of the actions are required and important, the priority of these actions has been derived based on the following criteria:

- risk
- development pressure
- resourcing
- impact on community wellbeing
- priority in other strategic plans, e.g. RDV Regional Blueprint Strategy

It is recommended that the Shire address the identified 'major issues' with the following strategic responses in order of priority:

### Urgent

- develop Hamilton Airport Master plan
- develop Hamilton Structure Plan, including associated Master plans and feasibility investigation of a potential Transport hub
- develop Dunkeld Structure Plan
- prepare Grampians Significant Landscape Assessment
- develop Hamilton Flood Study in partnership with GHCMA
- undertake Ministerial '20-4' PSA to correct zoning and schedule anomalies
- undertake Municipal Strategic Statement PSA to:
  - update Scheme content
  - restructure and simplify MSS and LPPF in accordance with VPP Practice Note
- Grange Burn / Lake Hamilton NEIP
- advocate for improvements to Renewable Energy Infrastructure assessment criteria, assessment process and monitoring and enforcement

### High

- develop Tarrington Structure Plan
- prepare Land Suitability Assessment for rural area

- prepare Victorian Volcanic Plains Significant Landscape Assessment
- prepare small town domestic wastewater / sewerage management strategy in partnership with Wannon Water for each of the smaller unsewered settlements (Balmoral, Branxholme, Byaduk, Cavendish, Glenthompson, Peshurst and Tarrington).
- support DSE's Environmental Significance Mapping Project
- undertake PSA to incorporate Hamilton Structure Plan outcomes
- undertake PSA to incorporate Dunkeld Structure Plan outcomes
- undertake PSA to incorporate Grampians SLO
- undertake PSA to incorporate Hamilton Flood Investigation outcomes

### **Medium**

- develop Cavendish Structure Plan
- develop Coleraine Structure Plan
- develop Peshurst Structure Plan
- develop Glenthompson Structure Plan
- develop Branxholme Structure Plan
- prepare an in-house Shire Heritage Strategy
- develop rural strategy program focusing on areas of pressure or opportunity complete Environmental Significance Mapping Project
- undertake PSA to incorporate Tarrington Structure Plan
- undertake PSA to incorporate Dry Stone Wall Heritage Overlay
- undertake PSA to incorporate Victorian Volcanic Plains SLO
- undertake PSA to incorporate Salinity and Erosion Management Overlays
- undertake PSA to incorporate first Environmental Significance and Biodiversity Management Overlays
- advocate CFA and DSE to develop and incorporate updated WMO mapping
- prepare a Discretionary Uses Policy for Residential 1 Zone and Township Zone to guide the location of non-residential uses.
- update or develop Local policy and works standards to reflect urban design guidelines
- undertake Coleraine flood study in partnership with GHCMA

### **Low**

- develop Balmoral Structure Plan
- develop Byaduk Town Plan and investigate opportunities for Restructure Overlay
- develop Byaduk North Town Plan and investigate opportunities for Restructure Overlay
- develop Wannon Town Plan and investigate opportunities for Restructure Overlay
- partner with AAV and Gunditj Mirring RAP to determine requirements for increased protection for aboriginal cultural heritage sites
- consider preparation of heritage precinct guidelines, including adaptive re-use guidelines for heritage places within the Shire.
- undertake flood studies for other townships in partnership with GHCMA
- undertake PSA to incorporate Cavendish Structure Plan

- undertake PSA to incorporate Coleraine Structure Plan
- undertake PSA to incorporate Penshurst Structure Plan
- undertake PSA to incorporate Glenthompson Structure Plan
- undertake PSA to incorporate Branxholme Structure Plan
- undertake PSA to incorporate Balmoral Structure Plan
- undertake PSA to incorporate Byaduk, Byaduk North and Wannon Town Plans
- undertake PSA to incorporate last Environmental Significance and Biodiversity Management Overlays

Finally, it is recommended that the contents and recommendations of this *Shire of Southern Grampians Planning Scheme Review 2010 and Indicative Strategic Planning Forecast* be:

- adopted by the Southern Grampians Shire Council as policy
- accepted by the Minister for Planning as complying with the requirements of the Planning and Environment Act 1987 for the four-yearly review of the Southern Grampians Shire Planning Scheme.

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## **Appendices**

## Indicative Strategic Projects Forecast

	09/10 Year 0	10/11 Year 1	11/12 Year 2	12/13 Year 3	13/14 Year 4	14/15 Year 5	15/16 Year 6	16/17 Year 7
<b>1. Strategic Planning</b>								
1.1 Land Suitability Assessment								
1.2 Rural Strategy								
1.3 Significant Landscape Assessments								
1.3.1 Grampians								
1.3.2 Victorian Volcanic Plains								
1.4 Hamilton Flood Study								
1.5 Coleraine Flood Study								
1.6 Environmental Significance Mapping Project								
1.7 Shire Heritage Strategy (in house)								
<b>2. Strategic Development Projects</b>								
2.1 Hamilton Structure Plan								
2.2 Dunkeld Structure Plan								
2.3 Tarrington Structure Plan								
2.4 Cavendish Structure Plan								
2.5 Coleraine Structure Plan								
2.6 Penshurst Structure Plan								
2.7 Branxholme Structure Plan								
2.8 Glenthompson Structure Plan								
2.9 Balmoral Structure Plan								
2.10 Byaduk, North Byaduk and Wannon Town Plans								
2.11 Hamilton Airport Masterplan								
2.12 Lake Hamilton NEIP								
2.13 Small Town Domestic Wastewater / Sewerage Management Strategy								
<b>3. Community Planning</b>								
3.1 Penshurst Community Plan								
<b>4. Planning Scheme Amendments</b>								
4.1 PS Review Implementation								
4.1.1 Ministerial 20-4 PSA (Restructure and Zoning Anomalies)								
4.1.2 SGSC Municipal Strategic Statement update PSA								
4.2 Hamilton Structure Plan PSA								
4.3 Dunkeld Structure Plan PSA								
4.4 Tarrington Structure Plan PSA								
4.5 Cavendish Structure Plan								
4.6 Coleraine Structure Plan PSA								
4.7 Penshurst Structure Plan PSA								
4.8 Branxholme, Byaduk, North Byaduk and Glenthompson Town Plan PSA								
4.9 Heritage Overlay								
4.9.1 Dry Stone Wall PSA								
4.10 Significant Landscape Overlay								
4.10.1 Grampians SLO PSA								
4.10.2 Volcanic Plains SLO PSA								
4.11 Floodplain Overlay PSA								
4.12 Salinity and Erosion Management Overlays PSA								
4.13 Environmental Significance / Biodiversity Overlay PSAs								
4.14 Proponent Initiated Amendments								
<b>5. Review and Monitoring</b>								
5.1 PS Review 2010								
5.2 PS Review 2014								
5.3 Annual Internal Planning Permit Review								

## Notes and submissions from Community Meetings

Balmoral - Monday, 15 March 2010 (9 attendees)

BA1	Farmers require more than 40Ha for viable farm. Option to increase minimum subdivision size?
BA2	Incorrectly zoned land. Some TZ land in Balmoral (along Coleraine-Balmoral Rd) undevelopable due to steep hillsides. Swamp south of Balmoral in LDRZ is undevelopable due to regular flooding. LDRZ north of Balmoral is steep hilly land and also undevelopable. Some FZ adjacent TZ is undevelopable due to flooding.
BA3	Swamp land south of Balmoral being charged LDRZ rates.
BA4	Increase in bluegum agro-forestry has led to some families moving away. Iluka mine is key local industry. Expected to close in near future.
BA5	Some tourism business lost as a result of low water in Rocklands. Parks Vic were developing a 20yr plan in early 90's to include improvements and paid campsites.
BA6	Old school building is real eyesore. Derelict for 5yrs. Owned by Education Dept. Half building moved to new school, remainder is full of white ants and asbestos. Should be put up for public sale. Potential for park site, service station, aged care / retirement village, etc. SED looked at options. Cost of demolishing buildings and heritage listing has prevented so far. Currently demoralising for community. KEY ISSUE.
BA7	Lack of reticulated sewerage prevents development on small lots. Suspect many failing septic and illegal drain outlets to creek and roadside drains. Town stinks in summer and after rain. Causes some environmental issues for River? Peter Kenyon toilet study?
BA8	Brolgas on Black Swamp to north of Balmoral. Great potential for improvement.
BA9	Infrastructure in town could support 250 people - school, pool, sporting facilities, PO, etc.
BA10	Frames constructed for interpretative signage but signs have not been installed.
BA11	Landscape and building improvements in park and land assets would increase community liveability.
BA12	Growth opportunities missed due to land availability issue.
BA13	Rolling hills, redgums and existing town character are the most valuable local features.

Cavendish - Tuesday, 16 March 2010 (10 attendees)

CA1	Current urban zoned land is reduced from original town survey plan (possibly due to water infrastructure?). Demand for Hobby farm style land. 'Fair dinkum' farm businesses are outside old town boundary.
CA2	Owners of land in FZ near Cavendish sometimes being charged 'rural-residential' rates.
CA3	Very few houses for sale. Vacant blocks tied up by existing homeowners retaining for lifestyle use. A suggestion was made that a survey of ratepayers could be undertaken as part of land supply analysis to determine vacancy rate, development aspirations, etc.
CA4	Lack of reticulated sewerage prevents development on small lots (may have prevented unit development behind the pub?). Townspeople would like more flexible options to enable development, i.e. composting toilets. Suggestion that delivery of reticulated sewerage could work if residents were given lead time to organise themselves financially.
CA5	Pedestrian footpath connecting old cemetery being closed under historic wooden rail bridge due to safety issues. VicTrack not maintaining.
CA6	Important to protect views to River and Railway Bridge
CA7	Incorrectly zoned land. Extent of PPRZ along river not accurate. Possibility for trade-off of existing crown land rezoned to public use from TZ, FZ, to be replaced by equivalent area of new developable land.
CA8	Flooding - river used to flood regularly - and will again. No houses are affected, just crown land.
CA9	Water quality concerns in River due to septic. Usually flushed out by rain events. Previous water quality tests indicated it's good. Some suggestions that Redgums and grasses help to soak up and clean grey water. Needs environmental flow.
CA10	Vegetation (Red Gums) preventing subdivision and residential development of railway land.
CA11	Townspeople don't believe there will be significant new business growth in near future. Planning for industry and business precincts not urgently required.
CA12	Most people believed it was more important to promote growth and development, than to introduce development controls. Need growth to support 13 community clubs and organisations. Need more local jobs to retain youth.
CA13	Townspeople noted that some projects have been lost due to staff changeover. Concerned that staff continuity needs to be improved.
CA14	Cavendish is attractive to cottage type industry that comes with tourism and lifestyle. Growth is hampered by lack of available land.

CA15	Most important landscape features are rolling redgum woodland, Grampians and Wannon River vistas and the old railway bridge.
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Glenthompson - Thursday, 18 March 2010 (10 attendees)

G1	Incorrectly zoned land at Brickworks.
G2	Town boundary doesn't cover all residential land - issue for rubbish collection.
G3	Few vacant houses on market - a number owned by VicTrack
G4	No new house construction - 1 or 2 in last 10yrs, 3 in last 30.
G5	School house to be demolished (condemned)
G6	Population is a positive - some new families coming in with younger kids. Have lost older people in the last 5-10 years. Gap with young adults leaving for uni. Infrastructure is fantastic and being used.
G7	Loss of Post Office and Supermarket into new Roadhouse. Building too small to provide social/cafe space. Parking around Roadhouse is dangerous - truck parking, bus stop, customer parking, petrol bowsers, etc. Locals shop in Warrnambool, Hamilton or Ballarat - Roadhouse for emergencies.
G8	Large vacant block in main street is for sale, but owner unhelpful. Needs to be developed.
G9	Possible opportunity to capture permanent residents from temporary Wind farm workers - approx 50 workers to stay in Dunkeld and more in Hamilton. Rural-residential (20ac) blocks might be attractive?
G10	Pub for sale for \$700k, and not often open for community use. Problem for attracting residents.
G11	Promised funding (\$5k) to assist progress association to carry out town walk and other improvement works not delivered by Council - apparently used to pay for cost over-run on Big Fish? Townspeople upset but still willing to provide labour if money re-committed.
G12	General consensus that development controls less important than development itself.
G13	Ararat Rd / Highway intersection not wide enough for turning trucks.
G14	Council maintenance has dropped away with closure of Glen Depot. Not same 'good will' about maintenance. Only carried out in accordance with work plan.
G15	Creek flooding not a major issue. Has not flooded since 1956 when main street flooded.

G16	Townspeople not concerned with landscape impact of wind farms. Surrounding landowners more concerned. Buffer distance of 2 miles (UK/Germany) for noise quoted from Parliamentary inquiry. Possible erosion and noise issues noted.
G17	Different points of view re: SLO. Strong opinions that farmer's 'right to farm' was more important than landscape protection in relation to agro-forestry. Others felt significant landscapes were unprotected.
G18	Enviro Health issue re: lack of reticulated sewerage in Glen. Grey and black water in roadside drains in town. Audit conducted 4yrs ago found most septics failed. Gravity issue.
G19	Residents believe that Council has not followed through on promises re: UDF and township improvements (walking path assistance, etc).
G20	Issues raised re: native vegetation, and local roads. Trees are deciding course of road, and pruning is restricted. Causes issues on narrow farm access roads with heavy machinery attempting to pass through.
G21	Disabled toilets require upgrade in town hall.
G22	Many local roads require maintenance for wheel ruts, etc, including Bundoran Lane and Caramut Road.
G23	Volcanic features – Bald Hill – breached volcano at wind farm site should be protected.

Dunkeld - Monday, 22 March 2010 (13 attendees)

D1	Taylor St doesn't have reticulated sewerage.
D2	Opening views to the creek
D3	Combungi vegetation around creek encroaching on Caravan Park
D4	Community Centre re-development will assist aged and youth services
D5	Fire protection notices not being properly enforced
D6	Possibility for rural-residential growth on southern and eastern town boundaries (viewlines not so significant, but possible drainage issues). Perception that rural-residential development can be messy, fire risk and changes landscape.
D7	Protection of landscape views between Dunkeld and Grampians. Need to avoid development which blocks views or takes away from the beauty of the NP.
D8	Incorrectly zoned land - Salt Creek, Wannon Water, Racecourse, School, Cemetery

D9	Opportunities for industrial / heavy commercial development - FZ cnr. Blackwood Rd and Railway.
D10	Incorrectly zoned Crown land - TZ, east end of Skene St and Recreation Rd, either side of Rail Reserve
D11	Lack of opportunities for further development in town centre. Road and infrastructure upgrades suggested for key tourist precincts around Royal Mail, etc.
D12	Development controls along Main Street to protect against inappropriate development.
D13	Opportunity for Skate Park to be developed
D14	Lack of consultation re: Loop walk. Community not fully utilising facility. Path requires asphaltting below Hotel due to erosion.
D15	Challenge is to cater for the tourist trade and expansion without taking away from the current ambience of the town.
D16	Dunkeld has little in the way of heritage features as buildings. Opportunity to have a unique town design in keeping with natural surroundings?
D17	Opportunity for a commercial zoning of the main street in 'CBD' with some design restrictions for harmonious development.

Branxholme - Tuesday, 23 March 2010 (12 attendees)

BR1	Public transport options are limited in town. Only one bus from Portland to Hamilton and back each day. If you want to go to Portland, you need to stay the night. Difficult for people wanting to work, play sport, etc. Option for a community bus?
BR2	Houses don't seem to be empty in town very long - currently some old run-down places being fixed up.
BR3	Recreation group interested in acquiring land along railway for a park.
BR4	There is a lack of youth facilities in Branxholme, despite 37 kids at the primary school. 10 x 4 year olds and more 3 year olds coming through.
BR5	It was noted that Branxholme is unique as a small town, because its main street is off the highway. This makes it very safe for children, pedestrians, etc.
BR6	Revegetation work at Rec Reserve should be protected in Planning Scheme.

BR7	Locals like the small town, rural character of Branxholme. Aware of and annoyed by the town's stigma as a social welfare town with lots of single people, keen to see this improved, but don't want to see another 'little Hamilton'. Vision is for a 'family town'. Don't want homogenisation. Like having space and simplicity.
BR8	Planning Scheme needs to recognise Branxholme's vulnerability to fire with nearby Forestry. Need policy for location of timber plantations in context of settlements.
BR9	Significant grasslands west of Railway nearby need to be protected.
BR10	Would like to see rail reserve developed with bike trail.
BR11	Locals can access HACC services, MCH and district services, but nothing for very aged. Accept there is a trade-off with space and service provision.
BR12	Sewerage a big issue. Need to be more creative about future technology for sewerage treatment. Currently restricting town's development. Principle on sewerage in Planning Scheme should be best practice environmental treatment, rather than restricting particular technology. Can we look at waterless toilets? Currently no guidance in Planning Scheme about where future industry, incl. where a new Sewage Treatment Plant should go.
BR13	Upgrading sewerage infrastructure needs to consider new and existing residents. Would like a feasibility study to allow community to decide based on costs. Need to balance desire for space and housing affordability with desire for upgraded infrastructure.
BR14	Some issues of grey water draining to streets and Arrandoovong. Also some drainage maintenance required - down Munro St / Cox St to Brown St pipes are full of silt, can't find end of one of the pipes. When there is a heavy downpour, water pools around Pub and Cellar.
BR15	Beautiful street trees should be acknowledged and protected. Many planted by local people. Interested in replacement strategy for Plain Trees in medium term.
BR16	Open to the idea of Rural Activity Zone on eastern side of Highway on small FZ blocks to allow for more intensive agriculture, jobs, etc. Good groundwater available at 400m depth could assist. Note existing olive business.
BR17	More choices are needed when people buy into town - rural lifestyle is important.
BR18	Lots of possessory blocks (potential for adverse possession).
BR19	Ivy infestation near highway. Also problems with Prickley Acacia.
BR20	Old Reservoir needs to be cleaned up and made safer - referenced in UDF. Used for fishing and swimming. Kids still dive in from broken bridge.

Coleraine - Monday, 12 April 2010 (17 attendees)

CO1	Existing SLO not protecting significant views to arboretum or hills. Query when and why overlay was established. Possibly to prevent development in future arboretum land. Few houses being built anyway. Trees are being planted in this area by residents, not being pulled out.
CO2	Village SW of Coleraine - historic subdivision by a Presbyterian group looking to settle people on small blocks. Ideal for Rural Living Zone (RLZ)? - flat, subdivided.
CO3	Possible future deal to swap road reserve land along Arboretum to incorporate into reserve.
CO4	General support for UDF proposal to extend B1Z back to McLeod St to facilitate growth. Ambulance already operates from here, but otherwise mostly residences. Need to consider existing resident expectations – as there have been some issues with the commercial/residential interface. Mainly food related businesses coming into town currently.
CO5	There is currently excess vacant land in Res 1 Zone in Coleraine. Big changes in last 10 years - perception of increases due to aged care, etc. Projections suggest decrease.
CO6	UDF must go on Council's website. Key recommendation from UDF was to link Brians Creek and the Arboretum.
CO7	Native veg along rail trail not currently protected?
CO8	Vickery Bros Industrial development on west side of town blows dust across town. Preferred location for new industrial development is east side to avoid this issue. INZ1 on east side is former butter factory. INZ1 on west side at Pitcher St is currently a small quarry and junkyard - potential for future residential?
CO9	Erosion is a large issue in Coleraine along Portland Rd, in the hills and even along main street. Lack of proper stormwater treatment is worsening this issue. CMA have also identified this. Road needs constant repair.
CO10	LDRZ around Young Street is sewered, potential for zoning to R1Z?
CO11	Incorrectly zoned land adjacent to the Sewerage Plant. Seek to re-zone to facilitate co-location of complimentary development, i.e. Horticulture.
CO12	Incorrectly zoned Crown land along Brian's Creek.
CO13	Community generally relaxed about potential landscape impact of nearby wind farm development. Concern that a Landscape Assessment and Significant Landscape Overlay (SLO) would make no difference. Believe transmission lines will be underground.

CO14	Don't believe a WMO would be of major assistance in managing bushfire risk, as this will not impact on existing housing and development.
CO15	Need community centre with meeting space and services for local needs.

Byaduk and Byaduk North - Tuesday, 13 April 2010 (9 attendees)

BY1	Concerns about vegetation protection, with reference to Harman Valley decision. Some lots are currently for sale .
BY2	Resident interested in lower speed limit on Byaduk - Peshurst Rd on community precinct including playground, cricket club, etc. Possibility of returning to original road alignment behind clubrooms?
BY3	Slivers of TZ between PPRZ need to be addressed.
BY4	Nth Byaduk was the original township. Burnt down in 1912-1915?
BY5	Nth Byaduk Hall was taken over by DNRE. Currently under lease with option to purchase. Locals would prefer it to be publicly auctioned.
BY6	Cemetery in Nth Byaduk has heritage value. SGSC to forward list of heritage sites.
BY7	There is growing demand for cricket facilities in Byaduk. A 2nd oval exists in TZ - possible Crown land zoning anomaly?
BY8	Reduction in urban zoned land from original survey plan and pre-amalgamation plans.
BY9	Zoning anomalies - 2nd Hand Store, Byaduk (FZ), Creek land (TZ), Old Tennis Courts (FZ)
BY10	Opportunity for stop-off picnic facility at old pool. Has been handed back to DSE due to public liability insurance issues
BY11	Currently only single room in change rooms for changing.
BY12	There are some inaccuracies on town information map. Infrastructure Dept aware of the issue.
BY13	Overhanging trees requiring maintenance along Holmes Rd, Millard, Harman's, Suttie's and Holcombe's Rds
BY14	Issue with native vegetation on roadsides preventing fire breaks.
BY15	Reasonable tourist activity at Byaduk caves and lookout. Caves have a walking track but no picnic facilities.

BY16	Greater roadside signage would help to indicate picnic facilities, playground and bbq facilities.
BY17	Volcanic landscape features including Harman's valley, lava flows and Mt Napier should be investigated for protection.
BY18	Need to encourage more energy efficient buildings, local food production and self sufficiency.

Tarrington - Thursday, 15 April 2010 (10 attendees)

T1	Long term residents unhappy with town boundary change in new format Planning Scheme.
T2	Significant issues in Winter with sewerage infiltrating roadside table drains, including black water.
T3	Mixed response to the notion of sewerage infrastructure improvements. Obvious environmental health benefits, but may cost too much. Especially for people who have recently installed expensive septic tanks. Concerns new infrastructure may result in intensive residential development.
T4	Need to protect natural water courses from impacts of development.
T5	Mixed opinions about the future growth of Tarrington. Growth will bring infrastructure improvements (or vice versa), but at a cost of increased traffic and potential change to town character and relaxed atmosphere.
T6	Strong support for maintenance of 'green' buffer separating Hamilton and Tarrington to maintain Tarrington's identity. Mixed opinions about how buffer land should be controlled. Suggestion of Rural Living Zone allowing low density rural/residential living with 20-30ac minimum subdivision size
T7	Possible incorrectly zoned land
T8	Tarrington has moved on from being solely centred around the Church, even though it is still a strong influence. The town is held back by a lack of an independent community hall / meeting space. A space at the tennis courts was instigated by the local community, but never received support from Council to reach full potential.
T9	The Tarrington Progress Association and Reserve Committee have some divergent views, but there is a possibility to amalgamate. Suggestion that a combined lobby / development group could prove more effective.
T10	Prior to the development of Café Catalpa, Tarrington had a store with a post office.

T11	Elderly residents tend to stay on in their homes until they require higher order care. Common for people to then move to Eventide.
T12	New developments have brought many more kids into town.
T13	Bike path to Hamilton just needs last section fixed. Currently being repaired with gravel which prevents use of road bikes. Possibility of link to Monivae?
T14	The Tarrington heritage walk is a good attractor of visitors, and is popular with locals. Further development may detract from this.
T15	Aspect to the church along the highway at night is an important view line to be protected.
T16	Strong support for protection and enhancement of the town's safe, relaxed and spacious character. Concerned that Walkenhorst Road house designs will not be controlled. Concerns about big development. Want to maintain town's character and amenity, subdivision character.
T17	Existing farmers between Tarrington and Hamilton are dealing with very high rates (LDRZ rather than FZ), which is pushing them towards subdivision and development, and making it difficult to retain as a legitimate farm business. Some issues with urban / rural interface in terms of noise complaints, domestic pets harassing livestock, etc.
T18	Dangerous corner at Walkenhorst Rd - turning lane could be identified as part of future town plan. Walkenhorst Rd also needs to be widened.
T19	No guard rail around farm dam on Hamilton Hwy, near Walkenhorst's Rd.
T20	Unacceptable and lengthy delays with permit approvals.
T21	Unmade roads should have a 40km limit, and many narrow roads have no turning lanes.

Penshurst - Monday, 19 April 2010 (5 attendees)

P1	Believe there is a possibility the works depot in Penshurst may close. Keen to ensure it stays in operation - and current good standard of maintenance is retained. Concerned that ageing population is not capable of doing more verge maintenance.
P2	Historical society has some excellent old maps, and is interested to see more historic representation / interpretation across Penshurst, including pre-contact heritage.
P3	Weed maintenance issues in pool in gardens

P4	Mixed reaction to the early stages of the Penshurst Wind farm proposal. Concerns that the approval will occur without proper consultation. Debate about the possible environmental, landscape, health and amenity risks, along with possible economic benefits and infrastructure improvements (i.e. access roads may assist with fire fighting). General support for greater buffer from Penshurst settlement, i.e. 5km standard used in Europe. Concern about landscape impact of blasting stoney rises for concrete footings.
P5	Possible opportunities to promote Penshurst as a 'liveable commuter town' with potential to commute to both Hamilton and Warrnambool, coupled with the great liveability aspects of the town.
P6	Opportunities to expand shops and businesses in town (currently some empty shops). Need more shops for elderly people to use.
P7	Caravan Park would be greatly improved with the availability of cabin accommodation. Use has increased in past 12 months. Other park facilities are run-down almost to the point of requiring replacement, i.e. Toilets. Currently managed by Shire - with some investment, could be handed to a Committee of Management. Locals have received great feedback from visitors (point of difference to experience and cost in Dunkeld). Improving the toilets is the key.
P8	Land ownership 'a bit of a dog's breakfast' in Penshurst. Some oddly shaped titles, and potential adverse possession issues with fences not always on boundaries. This has been passed down through generations in some cases.
P9	Some industry in the middle of town. Concerns about potential soil contamination from paint. Occasional noise and odour issues. Generally supportive that there are local economic drivers.
P10	Concerns about quality of groundwater declining with leaking septic tanks in the porous ground. Spring showing signs of ecoli. Worried lack of reticulated sewerage puts people off buying into Penshurst. Sewerage has never been built because of the rocky soil.
P11	Open to the idea of more development potentially following on from sewerage development. 'Would love to see another 200-300 people in Penshurst'. Might then be a chance of Butcher, Chemist and Baker returning to town. Growth needs to be sustainable not to destroy the natural / unspoilt aspects of Penshurst and surrounds.
P12	Agree with the idea of building design controls, possibly by way of a Neighbourhood Character Overlay to ensure quality development. Not necessarily concerned with the particular style, as long as it is complimentary. Could do this by regulating building height, mass and setbacks.
P13	The Hospital is an attraction to new and existing residents. Tristar currently operates part-time service, mainly acts as a nursing home. Another provider might provide a regular service with Chemist.

P14	Many small lots in the Farming Zone, i.e. Kolor, Baurum Baurum Hill. No major conflicts between farming and town uses - even though some vacant town blocks are grazed by livestock. A distinct difference between town and rural areas is a good thing - perception that hobby farms are messy.
P15	Mining at Mt Rouse has done .significant landscape damage.
P16	Yatmarone (Hutton) Swamp and other wetlands north of the highway from the racetrack to Blackwood Rd provide regular Brolga habitat, with flocks of up to 100.
P17	A colony of eagles (5) are also nesting on Mt Rouse.
P18	General support for a visual impact / significant landscape assessment of the volcanic plains, and geological / geo-heritage study requirement in the siting of future wind turbines.
P19	Hard to walk through Penshurst. The town needs new bike paths along the highway to allow cyclists and prams off the highway, both east of town to the football oval, and west to service residences.

Hamilton - Tuesday, 20 April 2010 (4 attendees)

H1	Heritage has not traditionally been well protected - Hamilton had retained only 46% of the buildings in Gray St in 1991 by 2006. Planning policy needs to be enforced.
H2	Keen to see improvements in public open space and walking / cycling networks to benefit the access, safety and health of the community.
H3	Concerns about CFA spraying roadsides
H4	Concerns about the perceived connection between septic tanks and the blue-green algae problem in Lake Hamilton.
H5	The subdivision design along the Horsham River was suggested as a good example for future subdivision along the Grange Burn. The Falkenburg case was noted which covered flooding issues along the Grange Burn.
H6	Inaccuracies in DSE EVC mapping data were noted, including where coastal species had incorrectly been designated SW of Hamilton. This needs to be improved in order to justify any future overlays.
H7	Eastern Barred Bandicoots have been sighted in the last 10 years, near Parklands Golf course (Hensley Park Rd) and south of the Grange Burn.

H8	Agree there is a market for Rural Living, and that this should be restricted somewhere between 10 and 60 acres.
H9	New housing subdivisions are not attractive because of a lack of open spaces. Emergency access issues in cul-de-sac subdivisions were also noted.
H10	Enforcement of vegetation buffer plantings in Peck St subdivisions.
H11	Suggestion of rate incentives for sustainable development.
H12	Industrial zones are badly sited for prevailing winds and odours. Cnr Petchels Ln and Rippon Rd has a noisy, smelly industrial site in a residential zone.
H13	Happy to see controlled growth in Hamilton. Not in semi-rural areas. Development in adjacent farmland should be kept to a minimum.
H14	Waterways, remnant native vegetation and state reserves not well protected. Inappropriate plantings are put in. Creek that crosses Petschel's Lane needs to be looked after with the local vegetation species used for added protection.
H15	Heavy trucks in Hamilton are a key infrastructure issue.

## DPCD Planning Scheme Audit Tool Data

Name of the auditor: Lucinda Peterson, Manager Planning Systems, and

Tom Scholfield, Strategic Planner

Date of the audit: June 2010

Consistency with SPPF	Yes/No	If no, indicate future actions.
Does the planning scheme further the objectives of planning in Victoria?	Yes	The Scheme is generally aligns with and delivers on the objectives of planning in Victoria.
Does the planning scheme advance the strategic directions in the SPPF and adequately implement State Policy applicable to the municipality?  Does the MSS respond to or further the directions in Melbourne 2030 or other relevant State policies?	Yes	The Scheme generally advances the strategic directions in the SPPF, however it has not been amended in recent times to reference relevant state policy documents including: <ul style="list-style-type: none"> <li>• Renewable Energy Development Assessment Guidelines</li> <li>• DPCD built form design guidelines, e.g. Guidelines for Large Format Retail Premises</li> <li>• Glenelg-Hopkins Regional Catchment Strategy</li> </ul>
Are there clear links between the SPPF and the LPPF?	No	The Scheme requires restructuring to accord with VPP Practice Note 'Format of Municipal Strategic Statements 1999'.

Local Planning Policy Framework	Yes/No	
Have any issues emerged with the MSS since any previous review?	Yes	The MSS is now seriously outdated, referencing 1996 Census data, and failing to reflect changing land use patterns in the Shire, particularly with respect to the evolution of

<ul style="list-style-type: none"> <li>• Inconsistencies with State policy</li> <li>• Difficulty in defending policy basis at VCAT</li> <li>• Outdated policy</li> <li>• Issues raised in consultation</li> </ul>		<p>agriculture and industry.</p> <p>Consultation identified that the MSS provides insufficient guidance to achieve the land use and development objectives of the community, with respect to:</p> <ul style="list-style-type: none"> <li>• subdivision and development in the Farming Zone</li> <li>• built form design</li> <li>• subdivision design</li> <li>• environmental protection, especially in relation to biodiversity and waste water management.</li> </ul>
<p>Is there repetition or conflict in the MSS, such as between housing and settlement policies?</p>	<p>Yes</p>	<p>The LPPF requires amendment to:</p> <ul style="list-style-type: none"> <li>• ensure all objectives are appropriately located within the MSS rather than in local policies</li> <li>• provide guidance in plan form in preference to text where possible</li> <li>• minimise contradictory statements and repetition</li> </ul>
<p>Does the MSS comply with the <i>Format of Municipal Strategic Statements (February 1999)</i> VPP Practice Note?</p>	<p>No</p>	<p>As previously indicated, the MSS requires amendment to become consistent with the Practice Note.</p>
<p>Does the MSS need simplification or clarification in any area?</p>	<p>Yes</p>	<p>As previously indicated, the MSS requires amendment to clarify its objectives and be more user friendly for Council, referral authorities and applicants.</p>

Local Planning Policy Framework	Yes/No	
<p>Is any aspect of the MSS not relevant to land use</p>	<p>Yes</p>	<p>Officer reports refer to the MSS, however many of the statements in local policies provide only general guidance. This results in some permits details being technically in contravention</p>

Local Planning Policy Framework	Yes/No	
<p>decision-making?</p> <p>Do officer reports refer to the MSS?</p>		<p>with the MSS.</p>
<p>Are there any matters raised in VCAT decisions, or Planning Panel or Advisory Committee reports that require improvements to the LPPF?</p>	<p>Yes</p>	<p>The LPPF requires amendment to provide further clarity and support to Council, applicants and the community with regard to neighbourhood character in the townships and appropriate approach to development within the CBD, in the context of location of car parks and built form. A strategic approach is required to deal with subdivision within the LDRZ, which is currently expansive and uncoordinated. Improved information is required for sites of biodiversity significance and appropriate planning controls put in place.</p>
<p>Is council relying on adopted council policies or guidelines in decision-making that are not included in the planning scheme?</p>	<p>Yes</p>	<p>Recent major retail re-development applications in Hamilton threaten to contravene DPCD Built Form Guidelines as they are not currently incorporated in the LPPF.</p> <p>Council's Urban Tree Management Policy, is not referenced in the Scheme. This results in a lack of guidance in the provision of street trees in new development and inconsistent outcomes with the potential to become a maintenance liability for Council.</p> <p>Council has policies relating to signage on public land and car parking rates within the CBD which need to be aligned with the VPPs and included within the Planning Scheme.</p>
<p>Are there particular planning issues that would benefit from a new or revised local policy?</p>	<p>Yes</p>	<p>Consideration should be given to introduction of:</p> <ul style="list-style-type: none"> <li>• a restructure policy in the form of, for example Restructure Overlay, to consolidate small lots in the Farming Zone, and protect the agricultural potential of this land</li> <li>• neighbourhood character policies to protect existing residential character</li> <li>• policy to require delivery of sustainability initiatives in built form (e.g. energy efficiency)</li> <li>• policy to require connection to reticulated sewerage in new residential subdivisions</li> </ul>

Local Planning Policy Framework	Yes/No	
		<p>in important catchment areas</p> <ul style="list-style-type: none"> <li>• policy to impose maximum building setbacks on key streets to facilitate active frontages in commercial areas</li> <li>• development contributions policy to ensure delivery of appropriate servicing infrastructure in new subdivisions</li> <li>• consideration of open space policy to ensure strategic open space contributions are secured as part of new subdivision (align with a revised Clause 52.01)</li> <li>• policy to improve solar orientation of residential lot design in new subdivision</li> <li>• urban design and landscape guidelines to improve consistency (where applicable) and quality of development outcomes</li> <li>• heritage guidelines</li> <li>• discretionary uses in Residential 1, LDRZ and Township Zones to guide the location of uses and prevent the location of incompatible uses.</li> <li>• Industrial development guidelines to improve the standard of industrial sites.</li> <li>• Review the rural lot excisions policy and the need to provide further direction on subdivisions on rural land.</li> <li>• Signage policy</li> <li>• Policy for dwellings within the Farming Zone to provide greater certainty for applicants and decision making guidance for Council.</li> </ul>
<p>Are there reference documents that should be included as a local policy (ie Advertising Policy or Urban Design Guidelines)?</p>	<p>Yes</p>	<p>Consideration should be given to referencing the Township Urban Design Framework documents. These articulate local urban design, landscape and architectural values that would strengthen the Townships Policy, and form the basis of future Urban Design Guidelines.</p>

<b>Assess the strategic objectives</b>	<b>Yes/No</b>	<b>If no, indicate future actions.</b>
Do the objectives in the MSS adequately reflect the land use and development outcomes council wants to achieve?	No	Council has developed a series of new objectives since the current MSS objectives were established in 1999.
Do all the objectives have specific land use or development outcomes?	No	The objectives are not all reinforced with clear guidance in the policy implementation areas of the MSS.
Are the objectives being achieved?	Yes	The objectives are being achieved with mixed results. There is significant room for improvement.
Do the objectives successfully guide planning decisions?	Yes	The objectives provide broad guidance to decision making; however the efficiency and effectiveness of the Scheme will be greatly improved with clarification of the objectives and policy implementation guidance.

<b>Assess the strategies</b>	<b>Yes/No</b>	<b>If no, indicate future actions.</b>
Are the strategies clearly linked to and achieving the objectives?	No	As previously mentioned, various strategies are not yet linked into the Scheme.
Are the strategies achieving the desired outcomes?	No	Outcomes will be improved with greater recognition of the strategies in the Scheme.
Do the strategies help inform planning decisions?	Yes	Strategies are taken into account when decisions are made, however their effectiveness is weakened where they are not linked to the Scheme.

<b>Strategic Gaps</b>	<b>Yes/No</b>	
Has council reviewed the progress made on strategic gaps identified in the LPPF and actions identified in the last review?	Yes	Some progress has been made to resolve strategic gaps identified in the Scheme in the previous review in 2005. A HO and WMO have been introduced resulting in a tangible improvement to outcomes achieved. Many outstanding actions identified in previous reviews remain, particularly regarding the current structure and format of the LPPF.
Have changes been made to the SPPF that require amendments to the LPPF?	Yes	Some changes to the SPPF have occurred including strategic statements regarding Renewable Energy Facilities and rural land use, planning for urban settlements and aspects of Melbourne 2030 where the principles can apply in a regional city context. The LPPF needs to be revised in consideration of these changes.
Does council have commitments, policies or programs to address any particular planning issues that should be included in the planning scheme?	Yes	Various commitments within the Council Plan 2009-2014 and other strategic documents are not yet included within the Scheme. These documents include the Sustainability Strategy 2010, the Health and Wellbeing Plan and the Southern Grampians Shire Tourism Strategy.

<b>Links with the Council Plan</b>	<b>Yes/No</b>	
Do the LPPF objectives align with the land use and development objectives of the Council Plan?	Yes	The objectives of the LPPF and the Council Plan 2009-2014 broadly align, however there are various detailed objectives within the Council Plan that should be referenced in the LPPF.
Since the last review, do changes to the Council Plan require amendments to the LPPF?	Yes	A key action from this Review will be an amendment to the LPPF to align it with Council and State objectives in the 2010-2011 financial year.

Assess the VPP implementation tools (local planning policies, zones, overlays)	Yes/No	
Are the VPP tools successful in achieving the objectives, strategies and desired outcomes?	No	<p>There are some instances where the tools are being incorrectly applied, for example incorrect land zonings.</p> <p>The key action to resolve this issue resulting from this Review will be a 20-4 amendment to correct obvious zone and overlay anomalies.</p>
Are there any VPP tools used that are no longer useful or effective? Should these be modified or deleted from the scheme?	Yes	<p>The Development Plan Overlay in Hamilton is not achieving its full potential. Although 'Overall Development Plans' have been endorsed by Council under the Overlay to facilitate the interim subdivision of land due to small local developers lacking the resources to prepare the large-scale development plans, these plans are too broad scale and do not provide enough detail to require small scale subdivisions to contribute to the broader infrastructure network or link with neighbouring developments in a cohesive way.</p> <p>This issue is expected to be resolved as an outcome of the Hamilton Structure Plan Project currently underway.</p>
Are the tools clearly linked to the objectives and strategies in the LPPF (are they strategically driven or do they provide for a strategic outcome)?	No	<p>Two administrative amendments noted will resolve the current inconsistencies:</p> <ul style="list-style-type: none"> <li>• 20-4 amendment to resolve zoning and overlay anomalies</li> <li>• amendment to restructure the Scheme in accordance with the Practice Note, and update the contents of the LPPF to reflect current State and Council strategies</li> </ul>

<b>Format, consistency &amp; usability</b>	<b>Yes/No</b>	
Are the MSS and LPP expressed in plain English'?	No	The MSS and LPPF require amendment to simplify them into 'plain english', and can be further clarified with greater use of plans to communicate information.
Is the intent and language of the LPPF clear, usable and effective in meeting council land use objectives and decision-making?	N	There is some inconsistency within the LPPF, and many objectives are out of place in later sections that should focus on policy details and implementation. These issues are proposed to be addressed as part of the amendments noted above.
Are there superfluous or inconsistent policies, overlays and schedules that no longer contribute to council planning goals and objectives?	Yes	Some outdated and superfluous information exists within the Scheme, and tools such as zones and overlays have been incorrectly applied in some cases.
Are improvements to the statutory drafting of the planning scheme required?	Yes	See above.
Has the LPPF been assessed against the relevant VPP Practice Notes?	Yes	As noted above the LPPF does not currently conform to the VPP Practice Note.

<b>Assess the monitoring of the scheme</b>	<b>Yes/No</b>	
Is the planning scheme being regularly monitored and reviewed?	Yes	The MSS has previously been reviewed in accordance with the requirements of the Planning and Environment Act 1987. The Planning Scheme, in its entirety, is being reviewed for the first time through this process. The Scheme will now be subject to regular internal monitoring and review. The public will be invited to review the implementation of the recommendations of the 2010 Planning Scheme Review in June 2011.

Assess the monitoring of the scheme	Yes/No	
<p>Are there monitoring processes targeting the key strategic objectives of the scheme?</p> <p>Is the information easy to collect?</p>	Yes	<p>The Indicative Strategic Forecast provided within the 2010 Planning Scheme Review will be used as a benchmark to regularly monitor progress of strategic projects. The Forecast will be used to develop Council's annual budget for Strategic Planning, and this will directly link progress to Council's existing internal budget monitoring and review processes.</p> <p>Statutory processes will be annually monitored to ensure decisions are meeting strategic objectives. DPCD Permit Activity Reports and Council's internal records are intended to be key performance criteria.</p>
<p>Are the monitoring processes the most appropriate means of measuring the performance of the objectives?</p>	No	<p>The existing indicators do not provide an adequate indication on the performance of the planning scheme as most of them relate to numbers of applications received, rather than the quality of decisions and development.</p>
<p>Can the monitoring of the planning scheme be improved?</p>	Yes	<p>Whilst most of the objectives are appropriate, the monitoring of the Scheme will be improved by including more relevant indicators which demonstrate whether the objectives have been satisfied.</p>

## Business – HRBA Breakfast Feedback Form comments (14 April 2010)

<b>Comments</b>
Industry & employment
Jobs
Subgroup approach - Education/employment - Schools
Overview important today
After work - workshops - Monday?
Population growth
Regional centre
CBD development
Population statistics
Major events
Weekend opening hours
More car parking in CBD
Entrances to town to be more inviting - Petrol Station on Ballarat Rd is entrance to Hamilton (include Tourism information
Lake Hamilton, develop to include more family friendly areas. BBQ/playground, parking.
Community events to encourage population growth
Family focused infrastructure (parks, markets etc).
Major events
Key structure plan -
* population
*committee to focus on bringing people in
*friendly - related to age and culture
* major players
* population - age
Land use planning (future of agricultural change)
Festivals for the whole community
Population growth
Lake Hamilton
Managing growth - trees etc.

Housing and accommodation
What facilities does Hamilton have to keep people here for weekends. I often suggest Hamilton is a central spot but drive to all destinations.
Size and cost of living in Hamilton
Ensuring spending of government environments support local business. Money spent in town allow for business to grow and support the community. Creates win-win situation and is often missed.
Provide a step by step format (guide) - model - options etc for prospective land owners - developers etc.
To follow with regard to development (eg - residential blocks ) within the town/city boundary.
Good start to Business/Council consultation - should be more of it.
CBD parking
Business opportunities
Population growth
CBD development
Getting people into Hamilton
Traffic flow in Hamilton
Expected some clarity to the future
Direction of Hamilton in the short to long term. This did not really happen!!
CBD planning
Increased and ageing population
Recreational areas within the town eg. Lake Pertobe in Warrnambool
Lake Hamilton (creating growth), events etc.
CBD (traffic/planning/opening hours etc.)
Health
Involve/use people and community as drivers for change/development. Issue - community understanding of how planning/scheme impacts is limited to community participation in events. Opportunity - build/place more responsibility on community groups to bring forward and promote outcomes - bought/planned for within planning scheme (integration).
Better utilise existing assets. Issue - 'Key assets' to the town 'are not mapped' on the planning schemes. Opportunity - increase connection/partnerships with key stakeholders (links to identity of town people want to live in). Natural assets - planned parkland in developments?
Create growth. Opportunity - 'develop an identity' for Hamilton and surrounds to work towards through the planning scheme. Lots of assets - Grampians Glenelg etc is in close proximity. Build structure plan that promotes an attractive community.
Create a bigger health precinct to maintain population or increase - encourage specialists to promote benefits to aged and families.
Retirement housing/village scenarios for mental health combatting isolation of the elderly.

Ban trail bikes in low density residential - 'noise' and in outer towns eg. Tarrington/Wannon - vegetation destruction.
More attraction for weekend visitors - Cafe's - extending trading eg. Sunday 10-4pm.
One way traffic flows in heavily used areas eg. Safeway carpark.
Better parks and recreation areas to bring in visitors and provide family entertainment - food/promote markets/regular events.
Urban design of entrances - Removal all aged/scruffy trees from Coleraine Rd immediately. 'Keep' the ironbarks, spotted gum, sheokes. (Specimen trees). Remove wattles and shrubbery/not appropriate for this area as short lived and not pleasing to the eye.
Feeding promotion of satellite towns eg. Tarrington, Wannon, Coleraine to bring more visitors/families to benefit Hamilton as a result.
Workshop (facilitated). Need at least 40 minutes per table 'Hot topic' tables. (evening) Education, growth, retail, events/cultural entertainment, parking/CBD amenity, aged housing, medical, Industrial, Parks/Gardens/ Green space - ties in as national/international draw cards.
May only be able to contribute to 2/3 hot topics but give opportunity for written comments later.
Previous plan referred to an abattoir and wool scouring plant, development of wool processing and at the same time reference to high density agriculture. My concern is what is the shire doing to support traditional grazing to cropping enterprises and associating business. They are vital to the region and little reference to these businesses in the past shows this region has benefitted from climate change.
The council raised re weekend trading the opening of restaurants/cafes. Are common issue and are much a part of people's shopping experience.
Has the forecast of population taken into account the development of industry? Can we identify the skills shortage - clearly aged care workers are required but jobs need to be filled when people retire 'but only' on the basis that the business stays and grows in the region.
Need to identify industrial/business requirements and then actively recruit.
Wind farms * safety - set back from houses. * visual tourism /sense of place. * financial only to landholder value natural * division not to NGH
Farm land use very contentious (sp?) - only pressure, B/c CF Fed/spare policy decisions ie subsidising wind farms carbon offsets
Water Storage - would SGSC and VFF held a forum asking that 'difficulty question? In the WRSWS there is a contentious point that keeps coming up - would farmers want the government to tell them what they can do on their land. Blue gums or carbon offset plantations may affect the available water but no permits are required based on a 'fear of permit' campaign.
New industries when we have poorly utilised existing industrial ie Coleraine Rd. The timber mill/over the road wasteland with a view of the 'depot' steel yard at Henty Highway to West Boundary Road.
I have been asked about the opportunity to put extra floor on a business in Thompson St but there would be no off street parking.
Shops in town that are not used for long periods - can a council have a plan that has a permit of use that expires or something that that forces the use of existing assets.

## Recommendations from DPCD Report to SGSC regarding planning permit process review

There are numerous recommendations to be made from this audit. In line with the terms of the Brief, the recommendations fall into 2 categories. The first set includes recommendations addressing matters of procedural concern and streamlining of processes for Council. The second set of recommendations seeks to achieve a higher level of customer service.

### 4.1 Procedural recommendations:

- Revamp filing system to make it property based for efficient and comprehensive use. This is to ensure appropriate storing/recording of planning permit documentation in accordance with the Act and the Local Government Act 1989. Given the inability of electronic software to fully record all information, this is critical in the storage of information.
- Education of planning staff regarding notification of planning permits under section 52 of the Act, content of delegate reports and conducting of site inspections.
- Investigate changes in delegation to planning staff from Council to minimise risks of applicants appealing for Councils failure to decide. Changes include allowing the Manager to consider permits where there are limited numbers of objections. Also consider reviewing the process in how a planning permit gets to Council meeting and the signing off of Section 173 Agreements.
- Statistical evidence reveals high workload for the SGSC planning team in comparison to south west Councils. It is recommended to consider funding for an additional full time position in order to assist fulfilling Council's legal requirements in timely processing planning permits.

### 4.2 Customer service recommendations:

- Increase in delegation for planning staff for range of documents such as acknowledgement letters, request for further information and notification, thus not requiring Manager sign-off.
- Increase delegation for "Fast Track" permits to be signed off by Planner, not requiring Manager sign-off. This decision should be made at the earliest part of the process (ie. Allocations meeting).
- Where delegation cannot be increased, establish protocol where planners and administration can sign off paperwork on behalf of the Manager including the use of a signature stamp.
- Introduction of fast track permit applications. This would be where simple permit applications can be approved at allocations meetings with a standardized template being filled in.
- Updating and use of new templates within planning system, especially with correspondence (see attached templates).
- Education on writing of permits for planning staff to ensure permit conditions is streamlined and appropriate.

- Provision of information brochures to public free of charge to facilitate increased understanding planning system.
- Utilisation of Clause 66 exemptions from subdivision referrals thus reducing overall time of assessment of planning permits.
- Investigate upgrading planning software. The intent would be to acquire a user friendly system that is able to integrate with Council's electronic record keeping system and provide easy document generation.

#### **4.3 ACTIONS "POST REVIEW"**

Initiatives made by SGSC since the DPCD Review (2009/2010 financial year) include:

- Acknowledgement letters sent to all applicants.
- Weekly "New Applications" meetings held with Planning, Building, Environmental Health, Engineering – at this meeting decide on referrals, advertising, and further information required and whether to "fast track" simple applications.
- Increased notification of planning permit applications.
- Separate advertising file created to ensure Planning file remains in office.
- If no public notification is required, this is documented at the New Applications meeting.
- All advertised plans and documents are stamped with "Advertised" to record the version that was publically notified.
- All superseded plans are marked "Superseded".
- New templates in operation, improving content and "tone" of the letters.
- Increased fees approved by Council to recover costs, ie. permit searches, property history, extensions of time requests, advertising undertaken by Council.
- Public Notices on site (Section 52) have become more visible, with increased visibility of public notification signs from White A4 signs to Yellow A3 signs (soon to be Yellow A2).
- Council now sends all letters to notify applications to ensure letters are sent.
- Budget secured for Natural Resource Management Officer (to be appointed).
- Budget secured for full time Planning Support officer (to replace 50% planning administration). The Planning Support Officer will be responsible for administration, e-planning initiatives and procedural subdivisions.
- Endorsed Plan Stamp replaced to fully comply with legislation.

- Establishment of Enforcement Register.
- Formalised protocol with Department of Sustainability and Environment for enforcement matters which relate to native vegetation removal.
- TRIM – all templates and records relating to applications are now stored in TRIM (Council's electronic records management system) and documented against the property.
- Section 173 Agreement signing streamlined and now signed by Director Shire Futures.
- Ensure Planning staff attend no less than 4 professional development courses (Planning "PLANET" training) per year to up-skill and stay abreast of technical planning matters.

**The following actions are identified as priorities for 2010/2011 financial year:**

- Using Business Excellence model, document Statutory Planning Processes, including Permit process, Enforcement process, Subdivision process, Section 173 Agreement process, Engagement process and underlying values with users of the planning system.
- Commence range of Information publications to assist users of the Planning system. Improve information on internet relating to Planning.
- Establish a formal register for approved Development Plans.
- Put all hard copy planning permits and other related information into property files.
- Delegate signing of letters to Administration Officer and Planner.
- Ensure site inspections are undertaken, if no site inspection is made, this needs to be documented.
- Investigate delegation of Planning Permit applications which are subject to objections.
- Review "New Applications" meeting approach to further refine and improve quality of decisions from those meetings.
- Investigate e-planning solutions, ie. Appropriateness of Synergy or investigate other options.
- Establish new Natural Resource Management and Planning Support Officer positions.