

Horsham Planning Scheme

Clause 21 Municipal Strategic Statement

Discussion Draft January 2015



Table of Contents

Table of Contents

21.01	The Municipal Strategic Statement.....	5
21.01-1	The role of the Municipal Strategic Statement and Local Planning Policy Framework..	5
21.01-2	Integrated planning and decision making.....	5
21.01-3	Structure and application.....	5
21.02	Profile of Horsham Rural City Council Municipal Area	7
21.02-1	Location.....	7
21.02-2	History	7
21.02-3	Population	8
21.02-4	Economy.....	8
21.02-5	Environment.....	9
21.03	Vision.....	10
21.03-1	The Council Plan	10
21.04	Key Issues	12
21.04-1	Population Trends	13
21.04-2	Land Use.....	14
21.04-3	Built form and amenity	15
21.04-4	Environment.....	16
21.04-5	Infrastructure	16
21.05	Settlement.....	18
21.05-1	Settlement Strategy	18
Figure 1:	Settlement Pattern.....	19
21.05-2	Horsham Framework for Managing Growth.....	19
Figure 2:	Horsham Framework Plan.....	22
21.05-3	Horsham Central Activity District.....	23

Figure 3: Central Activity District Strategy	25
21.05-4 Horsham North Urban Design Framework	27
21.05-5 Natimuk	29
21.05-6 Smaller Towns	30
21.05-7 Low Density Residential	30
21.05-8 Rural Living	31
21.05-9 Small Rural Lots	32
21.06 Land Use and Development	34
21.06-1 Housing	34
21.06-2 Industry	35
21.06-3 Wimmera Intermodal Freight Terminal Precinct	36
21.06-4 Agriculture	37
21.06-5 Intensive Agriculture	39
21.06-6 Tourism	40
21.06-7 Wartook Valley	42
21.06-8 Mining and Extractive Industry	42
21.06-9 Developer Contributions	43
21.07 Landscape and Built Environment	44
21.07-1 Environmentally Sustainable Development	44
21.07-2 Health and Wellbeing	44
21.07-3 Built Heritage	45
21.08 Environment	47
21.08-1 Biodiversity Conservation and Habitat Protection	47
21.08-2 Catchment Management	48
21.08-3 Waterways and wetlands	48
21.08-4 Landscape	49
21.08-5 Open Space	49

21.09	ENVIRONMENTAL RISKS.....	51
21.09-1	Flooding.....	51
21.09-2	Stormwater Management.....	52
21.09-3	Climate Change	52
21.10	COMMUNITY DEVELOPMENT	54
21.10-1	Health facilities.....	54
21.10-2	Community and cultural facilities	54
21.11	TRANSPORT	56
21.11-1	Cycling networks	56
21.11-2	Horsham Western Highway Bypass	57
21.11-3	Horsham Rail Corridor.....	58
21.11-4	Horsham Airport	58
21.11-5	Roads.....	59
21.12	INFRASTRUCTURE	61
21.12-1	Infrastructure Design Manual	61
21.12-2	Telecommunications.....	62
21.13	Reference Documents.....	63
21.14	Future Strategic Work.....	64

21.01 The Municipal Strategic Statement

The Municipal Strategic Statement has been developed as the overall land use strategy for the Horsham Rural City Council. The Statement is to be read in conjunction with the Horsham Rural City Council Plan which provides the overall corporate direction for the municipality.

21.01-1 *The role of the Municipal Strategic Statement and Local Planning Policy Framework*

The Municipal Strategic Statement (MSS) sets out the vision, objectives and strategies for managing the use and development of land within the municipality. It provides the basis for the application of the local policies, zones and overlays and other provisions in the Horsham Planning Scheme.

The MSS must be considered in the assessment of planning applications or a plan approval. It must also be taken into account by planning authorities in preparing amendments to the Horsham Planning Scheme.

A Local Planning Policy (LPP) guides decision-making in relation to a specific discretion in a zone or overlay. It helps the responsible authority and other users of the scheme to understand how a particular discretion is likely to be exercised, and is a statement of intent or expectation. It states what the responsible authority will do, or what its expectations are, when it is required to make a decision on a matter raised in a zone or overlay.

LPP's provide guidance to decision making on a day to day basis. They can help the community to understand how the responsible authority will consider a proposal. The consistent application of policy over time should achieve a desired outcome.

When preparing amendments to this scheme and before making decisions about permit applications, planning and responsible authorities must take the LPPs into account.

21.01-2 *Integrated planning and decision making*

Planning authorities and responsible authorities shall rely on the policies, objectives and strategies contained in the Horsham Planning Scheme when making decisions on the use and development of land. Any conflicting policies, objectives or strategies should be interpreted such that the conflict is resolved in favour of net community benefit and sustainable development.

The use and development of land should not compromise achievement of long-term goals.

21.01-3 *Structure and application*

The structure of the MSS includes Background information, Themes, Local Areas, and Operational matters.

Clauses 21.02 to 21.04 provide background information on the municipality, including

Clauses 21.06 to 21.14 address themes, and provide objectives and strategies for each.

Clauses 21.15 and 21.16 include a list of reference documents, and further strategic work that will support the ongoing operation

The MSS applies to all land in the municipality. Individual Local Planning Policies apply to the specific issue or location identified in the policy.

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21.02 Profile of Horsham Rural City Council Municipal Area

21.02-1 Location

The Wimmera-Southern Mallee region is one of Victoria's most important agricultural regions, and broadly extends from the Pyrenees in the east to the South Australian border in the west, and from the Glenelg River in the south to the township of Ouyen in the north. As well as the Rural City of Horsham, the Wimmera includes the municipalities of Northern Grampians, West Wimmera, Hindmarsh and Yarriambiack. Other important towns in the Wimmera of relevance to Horsham include Warracknabeal (approximately 58km to the north), Stawell (67km to the east), Nhill (74km to the west) and Dimboola (36km to the north-west).

Horsham Rural City Council includes the major centres of Horsham and Natimuk, and the localities of: Arapiles, Blackheath, Brimpaen, Bungalally, Clear Lake, Dadswells Bridge, Dooen, Douglas, Drung, Duchembegarra, Grass Flat, Green Lake, Greenland Dam, Haven, Jilpanger, Jung, Kalkee, Kanagulk, Kewell, Laharum, Longerenong, Lower Norton, McKenzie Creek, Mitre, Mockinya, Mount Talbot, Murra Warra, Noradjuha, Nurrabel, Pimpinio, Quantong, Riverside, St Helens Plains, Telangatuk East, Tooan, Toolondo, Vectis, Wail, Wartook and Wonwondah.

The municipality has a population of 19,687 and covers an area of 4,267 square kilometres. Almost three quarters of residents live in the urban area of Horsham. Horsham is the major provider of retail, community and government services in the Wimmera, with dryland and broadacre agriculture being our major industry.

Horsham is a major regional centre in western Victoria, located along the Wimmera River, approximately 300km north-west of Melbourne CBD and 190km north-west of Ballarat. Adelaide is located a further 450km west of Horsham. In terms of population, Horsham is the largest urban centre in the Wimmera Region, and provides a range of higher order commercial, community, entertainment, administrative and retail functions to an extensive rural hinterland.

21.02-2 History

Horsham Rural City has a rich and ongoing tradition of Aboriginal culture, which has existed alongside European settler culture and was recognised in 2005 with a successful native title claim by traditional owners of lands along the Wimmera River.

The municipality is significant for its early pastoral development by Europeans in the 1840s and 1850s, which led to the establishment of wool-growing in the district. The first to take up a pastoral run in the area was Charles Carter, acting for James Darlot, who took up a pastoral run on the Wimmera River in the vicinity of present-day Horsham in 1842. Darlot himself arrived in 1844 and occupied the Brighton pastoral run until 1851. Others followed, including Dugald McPherson, Splatt and Pynsent (Wonwondah), William Taylor (Longerenong), Wilson brothers (Walmer), Charles Carter (Brim Springs), the Calder family (Polkemmet), and Captain Robert Firebrace (Vectis).

A site for a village at Horsham in the Port Phillip District, then part of the Colony of New South Wales, was selected in May 1850. The village was officially surveyed by Assistant Surveyor James A. Shaw. His 'Plan of Village and Nine Mile Reserve, Horsham' is dated 1855. This shows a central grid of streets that formed the village centre, which was surrounded on all sides by larger allotments for farming. The boundary of the reserve correlates to the area that is currently bounded by Cameron Road, Rasmussen Road, Curran Road, and Kenny Road.

Settlement of the area continued from the 1860s and 1870s under the land selection acts through to closer settlement in the early 1900s, and two phases of soldier settlement after World War I and World War II. Many selections were later consolidated as farming properties were made larger in the 1930s 1940s and 1950s.

In the early 1890s a number of irrigation colonies were established in the area. Young's Irrigation Colony on Dooen Road, and the Burnlea estate c.1891–93, Quantong, and the Riverside Irrigation Company are examples of this form of development.

21.02-3 *Population*

In the 2011 Census, there were 19,687 permanent residents living within the boundaries of Horsham Rural City Council. Of these, 48.8% were male and 51.2% were female.

At the time of the 2011 Census, 88.9% of private dwellings were occupied and 11.1% were unoccupied. Of the households in this area, 67.5% were family households, 29.7% were single (or lone) person households and 2.8% were group households.

Of the family households in this area, 39.9% were couple families with children, 43.4% were couple families without children, 15.4% were one parent families and 1.3% were other types of families. The average number of people per household was 2.4.

In the 2011 Census, there were 15,894 permanent residents living in Horsham Central, which consists of the City of Horsham, riverside and Haven. Of these, 48.2% were male and 51.8% were female. At the time of the 2011 Census, 91.0% of private dwellings were occupied and 9.0% were unoccupied.

21.02-4 *Economy*

The Horsham Central Activity District is the regional centre serving residents, businesses and visitors to the wider Wimmera region and, consequently, is the main business and employment location in the Wimmera.

The Wimmera is recognised as one of the largest grain-growing regions in the world. In 2010, the Wimmera produced in excess of 3.5 million tonnes of grain, around 60% of which is exported, according to information from the Department of Environment and Primary Industries (DEPI).

In terms of employment, agriculture accounted for 3,580 jobs in the Wimmera in 2011, which represented 18% of all jobs in the Wimmera. This level of agricultural employment illustrates the

importance of agriculture to the Wimmera economy. In addition, the expected development of the Wimmera Intermodal Freight Terminal in Dooen, approximately 8km north-east of the Horsham Central Activity District, will assist in the production and export of grain from the Wimmera.

While agriculture is the largest employing industry in the rural parts of the Wimmera, the Horsham Central Activity District (including the surrounding urban areas) is the main employment location and accounts for 38% of all jobs in the Wimmera.

In 2011, a total of approximately 7,535 jobs were located in the Horsham - Central, which comprises the Horsham Central Activity District and surrounding urban area. A significant proportion of jobs in Horsham are in the Tertiary Sector (refer p3 for definition), particularly in the provision of consumer services such as retail, health care and social assistance, education and accommodation and food services. The Tertiary Sector provided approximately 6,365 jobs in 2011 and accounted for 65% of jobs in the Horsham - Central Activity District.

The importance of the Horsham Central Activity District in providing service-based jobs is highlighted by the share of Wimmera Tertiary Sector jobs that are located in Horsham. In 2011, Horsham – Central was the location for 48% of Tertiary Sector jobs in the Wimmera and the main activities included:

- 52% of retail jobs
- 60% of property & business services jobs
- 55% of administration and support service jobs
- 63% of financial & insurance service jobs
- 71% of information media and telecommunication service jobs.

21.02-5 Environment

Horsham Rural City Council controls an area of 4340 square kilometres of the flat open plains of the Wimmera. The Wimmera River traverses the municipality from east to north and the municipality is part of the catchments of the Wimmera and Glenelg Rivers. The region has been described as one of the most reliable grain growing areas in Australia, and is home to 10% of the state's sheep flock.

The Grampians National Park which forms the south eastern boundary of the municipality, is one of the state's most popular natural tourist attractions, whilst Mt Arapiles near Natimuk, is a renowned rock climbing venue. These mountains are the dominant natural features of the otherwise flat plains of the Wimmera. Little Desert National Park which occupies the north-west portion of the municipality, and the lesser known Natimuk- Douglas Wetlands, consisting of more than thirty lakes, also have significant conservation values.

21.03 Vision

Horsham Rural City is a great place to live – vibrant, inclusive and welcoming.

21.03-1 *The Council Plan*

The 2014-2018 Council Plan identifies a number of core values and guiding principles that relate to the use and development. The following objectives and strategies seek to provide direction for the use and development of land in achieving the outcomes sought by the Council Plan.

Objective 1 Develop Horsham and the municipality as a diverse, inclusive and vibrant community.

- Strategy 1.1 Pursue ongoing funding for the implementation of a community engagement project and neighbourhood renewal program in Horsham North.
- Strategy 1.2 Facilitate ongoing development of community facilities at Cameron Oval, Laharum, and Haven Recreational Reserve.
- Strategy 1.3 Undertake Horsham Early Years Social Infrastructure and Services Planning projects and implement their recommendations.
- Strategy 1.4 Develop and implement a plan for the redevelopment of the Horsham City Oval Precinct.
- Strategy 1.5 Encourage redevelopment of community facilities at the Horsham Showgrounds.
- Strategy 1.6 Undertake a multipurpose/indoor sports facility feasibility study for Horsham.
- Strategy 1.7 Review and further develop planning controls for heritage items through the completion of heritage studies.
- Strategy 1.9 Develop a housing strategy for the municipality including consideration of housing type, availability and affordability.
- Strategy 1.10 Investigate the establishment of a Civic Square within the Central Activity District
- Strategy 1.11 Work with VicRail to improve underpasses between Horsham North and wider Horsham.

Objective 2 Lead in sustainable development and enhance the environment.

- Strategy 2.1 Continue to develop sustainable water reuse projects including reuse of storm water.
- Strategy 2.2 Complete strategic planning studies and frameworks including the Housing Strategy, Heritage Studies, Horsham South Development Strategy and the Wartook Valley Strategy, and implement their recommendations.
- Strategy 2.3 Review and implement selected recommendations from Council's Environment Sustainability Strategy and lead the community in environmentally sustainable practices to improve management of our natural environment.
- Strategy 2.4 Develop a Waste Management Strategy
- Strategy 2.5 Continue to participate in the implementation of the Wimmera Southern Mallee Regional Strategic Plan

- Strategy 2.6 Progress implementation of the Wimmera Intermodal Freight Terminal Precinct Structure Plan and encourage opportunities for the establishment of associated industries.
- Strategy 2.7 Work with the business sector to maximise opportunities of the proposed Horsham Highway bypass and work with the community to minimise social and environmental impacts including the Aerodrome and other community assets
- Strategy 2.8 Work with the economic and community sectors to maximise opportunities arising from the national broadband rollout.
- Strategy 2.9 Implement Council related recommendations from the Mt Arapiles Toon State Park Study.
- Strategy 2.10 Support the development of the Grampians Way (ring road).
- Strategy 2.11 Support the development of the Grampians Peak Trail.
- Strategy 2.12 Conserve our natural environment including waterways, indigenous plants and wildlife and local heritage.
- Strategy 2.13 Consider the impact of climate change in our key planning and building decisions.

Objective 3 Meet community and service needs through provision and maintenance of infrastructure.

- Strategy 3.1 Develop a partnership approach and plan for improved pedestrian and vehicle bridge/s connecting the north and south of Horsham.
- Strategy 3.2 Undertake a long term transport movement strategy for the City of Horsham.
- Strategy 3.3 Confirm and undertake design and planning for the relocation of the municipal depot.
- Strategy 3.4 Develop infrastructure that encourages greater participation and use of alternate transport options to the city (eg, walking, cycling and public transport).
- Strategy 3.5 Prepare the Wimmera River Improvement Strategy and implement its recommendations.
- Strategy 3.6 Prepare an Open Space Strategy for the Municipality.

21.04 Key Issues

Our economy is changing

- The farming sector is diversifying as new technologies and practices are being adopted to adapt to global economic and climate changes
- The continued consolidation of farming enterprises to create larger corporate entities
- Mining in the municipality may increase, providing economic activity and employment opportunities
- Horsham has an international reputation in leading the way in cropping research
- We are a service centre for the region
- Rollout of the national broadband network will provide opportunities for the business and community sectors
- Changing technology will provide us with more innovative business opportunities especially around on-line retailing, e-commerce and social media
- Water savings from the Wimmera Mallee Pipeline system will provide more economic/business opportunities
- The Wimmera Intermodal Freight Terminal and surrounding precinct will provide numerous economic opportunities

Our community is changing

- The municipality is continuing to experience some population increase, mainly with people moving to Horsham from surrounding areas. The rural areas of the municipality are experiencing population decline.
- Our population is ageing and baby boomers are looking to retire to a place that meets their needs
- There is an increase in people from diverse cultures moving to our municipality
- Community wellbeing – SEIFA index, Health and Wellbeing Plan

To attract and retain people in our municipality, quality services and cultural activities are needed including

- A range of public and private education facilities (from early years through to tertiary and lifelong learning)
- High quality acute, allied health, mental health and residential aged care services
- A choice of specialist health services and preventative health care programs
- Appropriate and affordable housing
- State-of-the-art cultural venues and events
- Opportunities for sport, recreation and physical activity (eg bike paths, Horsham Aquatic Centre)
- Efficient and effective public transport within Horsham and connecting to larger centres
- Opportunities for social Connection

For the municipality to be a good place to live and preserve our natural environment we need to

- Have connected and accessible urban environments
- Make greater use of assets such as the Wimmera River
- Maintain assets that meet the community's needs
- Better manage our green and hard waste and educate the community on recycling and energy efficiency

21.04-1 *Population Trends*

Regional Population Trends

In 2011, the population of the Wimmera Southern Mallee region was 50,700. It is projected to reach 51,300 by 2031. Most towns within the Wimmera Southern Mallee decreased in population over recent decades, although Horsham and Halls Gap grew moderately. Population levels appear to have stabilised in some towns in recent years. The key reasons for loss of population are old age mortality and residents moving from smaller settlements or rural areas to Horsham or other larger towns with better access to services. The region now has the oldest population of any of Victoria's regions. There is a net loss of young people from the region.

The overall population of the region is expected to increase only moderately. Population forecasts for the next two decades show a continued decrease in population is expected in most parts of the region. Horsham Rural City Council is the only Local Government area in the region that is expected to have consistent population growth. This trend will further consolidate the dominance of Horsham, which is already more than double the size of any other settlement in the region. The region's population is expected to continue to age

Municipal Population Trends

While the population of Horsham Central has increased over the past five years, the population of the rural areas and smaller settlements has decreased. The trends in aging of the population of the municipality mirror those of the region.

Future investment in major mining enterprises may have an effect on population trends through the creation of jobs. An increase in employment brought about by mining would have a multiplying effect on the economy and could result in an increase of younger workers and families.

Cumulative impacts of population change

This forecast population change has implications for housing in the Wimmera Southern Mallee. In particular, the number of dwellings required will increase at a greater rate than the population. The decline in household size and the ageing of the population will mean more housing variety is needed to support changing lifestyles. Given the current population forecasts, most of the demand for housing will occur in Horsham, resulting in there being development pressure in certain areas, and investment decline in other areas where development pressure does not present.

As the population ages there is likely to be an increased demand for a greater mix of houses including units and aged care housing. Housing for elderly people should be encouraged in the region's larger, well-serviced towns to help reduce social isolation, particularly Horsham, to take advantage of its local public transport services.

The forecast trends will also have the follow on effect of concentrating services in areas where there is population growth. This will also impact on service delivery in those areas where growth is not occurring.

Low population density, close proximity to grain production areas, the access to reliable water supply from the Wimmera Malle Pipeline, and supporting transport infrastructure provide opportunities for land uses that can take advantage of these attributes. The low population density of rural areas, particularly in the north and west of the Wimmera Southern Mallee region, is a key

asset in terms of attracting uses with potential off-site impacts that need management through buffer distances to more sensitive uses. Good opportunities for growth in intensive agriculture exist across the region but Horsham is particularly well suited for further expansion due to the presence of supporting transport infrastructure.

Renewable energy sources in the Wimmera Southern Mallee include wind, solar, geothermal and bioenergy. The region has a number of competitive advantages including its low population density, solar access and ready fuel sources for some forms of energy generation. The financial viability of local energy production will improve in a carbon-constrained economy.

21.04-2 *Land Use*

Residential Land Use

Horsham is well supplied with zoned residential land. There are three major residential development fronts active in the city, and there are numerous smaller infill development opportunities available. Long term growth areas have also been identified. Large areas of Low Density Residential and Rural Living are also available for development.

The timely supply and sequencing of infrastructure to support the development of residential land is a key issue. Preparation of structure plans to guide future development of this land should address this issue. Developer contributions towards infrastructure provision will also support future development of these areas.

Commercial Land Use

The Horsham Central Activities District (CAD) provides higher order commercial and retail services to the region. Existing commercially zoned land in CAD is enough to meet projected commercial floor space demand for a 15 year time horizon. Care must be taken to ensure that out of centre commercial development does not detract from the ability of the Horsham CAD to continue in its role as the main commercial area of the region.

The Wimmera Intermodal Freight Terminal is a key asset for the municipality and the region. Development of the Wimmera Intermodal Freight Terminal Precinct at Dooen is a key opportunity for the municipality and the region that will enable development to leverage off the key asset. Ongoing implementation of the Wimmera Intermodal Freight Terminal Precinct Structure Plan will support the development of this area.

Industrial Land Use

Approximately 70% of Horsham industrially zoned land is currently vacant. Some of the vacant industrial land lacks access to infrastructure that would support its development.

Land zoned for industrial purposes also exists close to residential areas, which creates impediments for industrial activities due to the need for buffer distances from sensitive uses. Restructuring of industrially zoned land to ensure that buffer distance issues are resolved is required.

The Wimmera Industrial Land Capability Study 2004 is the most recent planning study of industrial land in the municipality. Review of this study will assist in addressing industrial land issues.

Agricultural Land Use

Agriculture is the dominant land use in the municipality, and the main economic driver for the region. Agriculture will remain a viable business for many years to come with increasing emphasis on export to emerging markets. Agricultural production will become more reliant on technology which will drive productivity, reduce input costs, but reduce labour requirements. As such, agribusiness support services will also remain viable. Growth is also expected to continue in the horticulture and viticulture sectors. Care must be taken to ensure that the productivity of agricultural land is not undermined by alternative land uses and that land use conflicts are managed. Further expansion and diversification of intensive agriculture is also possible due to Horsham's competitive advantages, which include access to reliable water supply, access to transport infrastructure, and the relatively low population density of rural areas. Value adding to agricultural produce remains an opportunity for further growth and investment.

Mining and Extractive Industry

The Horsham municipality contains significant deposits of mineral sands, as well as the potential for copper mining. Major earth resources projects can contribute significantly to economic development and help to diversify the economy. While this sector provides direct employment for only two per cent of the regional workforce, the flow-on effect is much higher due to jobs created in associated industries such as earth moving and transport. Employment forecasts for the region estimate that mining employment will double over the next 25 years. Earth resources projects have significant environmental, economic and social benefits or impacts. They need to be carefully managed to maximise the benefits and minimise adverse impacts.

Community facilities

21.04-3 *Built form and amenity*

Heritage

The Horsham Heritage Study 2014 identifies places of built form heritage throughout the municipality. The study makes recommendations for places to be included in the Heritage Overlay. The study also recommends four places to be considered for inclusion on the Victorian Heritage Register. The recommendations contained in the Horsham Heritage Study 2014 should be implemented.

Urban Form

The use of culs-de-sac, or court head streets, in Horsham has created an urban form where access and permeability through the urban structure of the city is compromised. The use of the cul-de-sac in several areas of the city has created barriers to efficient movement through the city. Future development will need to overcome the impediments that this urban form presents, including costly reconstruction of roads, and potential demolition of buildings. If culs-de-sac are to be used in future applications for subdivision, those applications will need to demonstrate how a cul-de-sac is the only possible development solution for the particular location.

Open Space

The supply of open space in the municipality should anticipate and respond to the needs of existing and future communities through provision of land for recreation via a network of well connected and accessible open spaces that meets the diverse needs of the community and provides a range of social and environmental benefits.

21.04-4 Environment

Floodplain management

Some land in Horsham Rural City Council is subject to flooding, especially along the Wimmera River and other waterways. Development on the floodplain and needs to be managed to minimise flood risk and maintain floodplain values. Land in the town of Horsham is affected by inundation from flooding from watercourses such as the Wimmera River, and Burnt Creek, however the waterways provide opportunities for recreation and enjoyment, and enhance the cities environment.

The municipality also contains many wetlands. These wetlands have a different hydrology to waterways, and as such require a different form of management. The Natimuk Douglas Chain of wetlands are covered by an Environmental significance Overlay, however this overlay does not have any effect on that catchment area of the wetland, which is where most environmental impact occurs. Further to this, the remaining wetlands in the municipality are included in the Land Subject to Inundation Overlay, which is an inappropriate control to manage environmental impacts. Further strategic work is required to identify and manage the particular requirements of wetlands.

Flora and fauna

The Horsham Planning Scheme currently does not include any controls that seek to manage environmental impacts on flora or fauna, yet the municipality is home to numerous plant and animal communities that are under environmental stress. Further strategic work is required to identify suitable Planning Scheme controls for flora and fauna management.

21.04-5 Infrastructure

Infrastructure

The design, management, delivery, and funding of infrastructure are key issues for the municipality. The Infrastructure Design Manual is a reference document in this Planning Scheme, and provides further guidance on the design, management and delivery of infrastructure. Council will seek to implement a developer contributions system via the Planning Scheme in order to contribute to the funding of infrastructure.

Wimmera Mallee Pipeline

The Wimmera Mallee Pipeline has replaced the Wimmera Stock and Domestic Channel System. It provides a consistent quality and quantity of water for the areas it services. This provides

opportunities for agriculture, business, and the community for increased productivity and value adding. With the majority of water channel infrastructure being replaced by the Wimmera Mallee Pipeline, the decommissioning of channel infrastructure is an ongoing issue that is yet to be fully completed. A legacy issue emerges in the Farming Zone and Rural Living Zone from the decommissioning process whereby former water channels contained within separately transferable land parcels are sold to private owners who then seek to re-subdivide the land to create lots smaller than otherwise permissible under the zone. The result is a proliferation of smaller lots throughout the municipality's rural area.

Western Highway Bypass

VicRoads have proposed a Western Highway Bypass for Horsham. Horsham Rural City Council will continue to support the Horsham Bypass implementation. Horsham Rural City Council will also investigate the relocation of the railway line from the centre of Horsham as part of the Horsham Western Highway Bypass.

Stormwater Management

Some land within Horsham is affected by overland flow associated with storm water flooding. New development in this area needs to be managed to ensure that risk is minimised and any new development does not exacerbate storm water flooding of adjacent land.

National Broadband Network/Telecommunications

Access to quality information technology is key to economic success. The National Broadband network offers Horsham the opportunity to improve the competitiveness of business and industry, as well as providing the community with improved access to information and telecommunications. The Planning Scheme provides ongoing support for the National Broadband Network, and for improvements in telecommunications infrastructure.

Developer Contributions

The funding of the supply and maintenance infrastructure will remain a key issue for Council to manage. Council will continue to budget for the supply and maintenance of infrastructure; however it is also important that developers contribute fairly to the cost of the supply of enabling infrastructure. The apportionment methodology for contributions will rely on the nexus principle, that is, a particular development is deemed to have an important connection to an infrastructure item if the end users of the development are likely to have reliance on the infrastructure item. Contributions towards the provision of enabling infrastructure shall be sought from developers via a system of developer contributions.

21.05 Settlement

21.05-1 Settlement Strategy

There are strong relationships and interdependencies between settlements within the municipality and with settlements in the region. Smaller settlements often rely on larger settlements for higher order health and education services and major shopping needs. The availability of services and facilities has implications for the liveability of smaller towns and their potential to attract new people.

Horsham is the main urban centre for the municipality; the provider of a wide range of retail, government, community, industrial and agribusiness services. Horsham is the regional centre of the Wimmera Southern Mallee and provides a wide range of services to the whole region and adjoining areas. Located on the Western Highway, it is relatively central within the region.

Natimuk is the municipality's second largest urban centre. Although Natimuk still a relatively small community, it possesses a range of services and is located within an easy commuting distance to Horsham. The development of a range of housing styles in Natimuk will assist in achieving a sustainable population in the town, and will in turn support the range of services available.

A number of smaller settlements exist throughout the municipality. Whilst it is recognised that most smaller settlements provide lower service levels than larger settlements, residents may continue to be attracted to these localities as an alternative to living in the Horsham, cheap property prices or rental opportunities, or by natural attractions such as nearby parks or lakes. The highway location of several towns may also attract businesses or persons employed in the transport industry.

The identification of suitable locations for the establishment of low density residential and rural living developments adjoining existing settlements may assist in the sustainability of those settlements.

Figure 1: Settlement Pattern



21.05-2 Horsham Framework for Managing Growth

Over the next thirty years, Horsham will offer sustainable opportunities for growth and will develop as a distinctive regional city, renowned for its stunning natural landscapes, lifestyle and recreational attributes. Connecting Melbourne and Adelaide and a network of towns and communities in

Victoria's western region, Horsham will utilise this position to provide a diverse range of business opportunities with a key focus on agricultural research and production.

Short to medium term urban growth opportunities for Horsham should be focused in the following areas:

- Town Centre (Horsham Central Activity District (CAD)),
- Existing Urban Area (Outside of CAD),
- Strategic Infill Sites
- Regeneration and growth areas to the north and west of Horsham.

The Horsham Framework for Managing Growth is a reference document in this Planning Scheme.

Objective 1 To encourage development which celebrates and capitalises on Horsham's location, unique character, and "sense of place".

- Strategy 1.1 Ensure new development is in accordance with the Horsham Framework Plan.
- Strategy 1.2 Encourage retail and business activities within the Horsham CAD.
- Strategy 1.3 Encourage compact urban forms and infrastructure.
- Strategy 1.4 Encourage the development of strategic infill sites identified in the Horsham CAD Strategy and existing residential land which is yet to be developed.
- Strategy 1.5 Improve connectivity between the Horsham CAD and surrounding urban area.
- Strategy 1.6 Protect sites of cultural significance.
- Strategy 1.7 Support long term urban growth opportunities to the north and west of Horsham, as identified in Figure 2, subject to future housing needs.
- Strategy 1.8 Create new open spaces to Horsham's north and west sequential with future growth opportunities.

Objective 2 To ensure that new development, including subdivision, delivers improved sight lines; local legibility; and connection to, and extension of, Horsham's established grid based road network.

- Strategy 2.1 Improve connectivity between the Horsham CAD and surrounding urban area.
- Strategy 2.2 Ensure new residential subdivision contributes to the connectivity of the municipalities street network. The use of culs-de-sac shall be limited to circumstances where no other option is achievable.
- Strategy 2.3 Encourage compact urban forms and infrastructure.

Objective 3 To maximise opportunities for growth within Horsham CAD and Horsham's urban area.

- Strategy 3.1 Ensure that the staging of residential development occurs in a logical and efficient fashion with concurrent staged augmentation of infrastructure.
- Strategy 3.2 Encourage the integrated planning of new development to incorporate access to community facilities, open space, and recreation opportunities.
- Strategy 3.3 Provide infrastructure to support sustainable transport modes within the established urban area, including public transport facilities, end of trip facilities, and infrastructure to support walking and cycling.
- Strategy 3.4 Ensure that appropriate remediation investigations and procedures are undertaken as part the development of strategic infill sites for residential purposes, where the potential for contamination exists.

- Strategy 3.5 Ensure that the staging of residential development occurs in a logical and efficient fashion, with concurrent augmentation of infrastructure.
- Strategy 3.6 Ensure a range of lots sizes within new subdivisions to provide for dwellings of a variety of sizes.
- Strategy 3.7 Ensure new subdivisions adopt best practice in relation to walkable neighbourhoods, water sensitive urban design, energy efficiency and sustainability.
- Strategy 3.8 Create new linkages across the Wimmera River to improve connectivity between Horsham and communities to the south.

Objective 4 To develop Horsham’s strategic infill sites, as identified on the Horsham Framework Plan.

- Strategy 4.1 Ensure that appropriate remediation investigations and procedures are undertaken as part the development of strategic infill sites for residential purposes, where the potential for contamination exists.
- Strategy 4.2 Encourage opportunities for mixed use development.
- Strategy 4.3 Undertake further strategic planning work to provide detail guidance on the redevelopment of strategic infill sites.

Objective 5 To identify opportunities for sustainable future growth outside of the Horsham urban area.

- Strategy 5.1 Ensure that future urban development occurs within a logical sequence determined by demonstrated demand, infrastructure connectivity and availability of supporting services.
- Strategy 5.2 Ensure that the staging of residential development occurs in a logical and efficient fashion, with concurrent augmentation of infrastructure.
- Strategy 5.3 Ensure a range of lots sizes within new subdivisions to provide for dwellings of a variety of sizes.

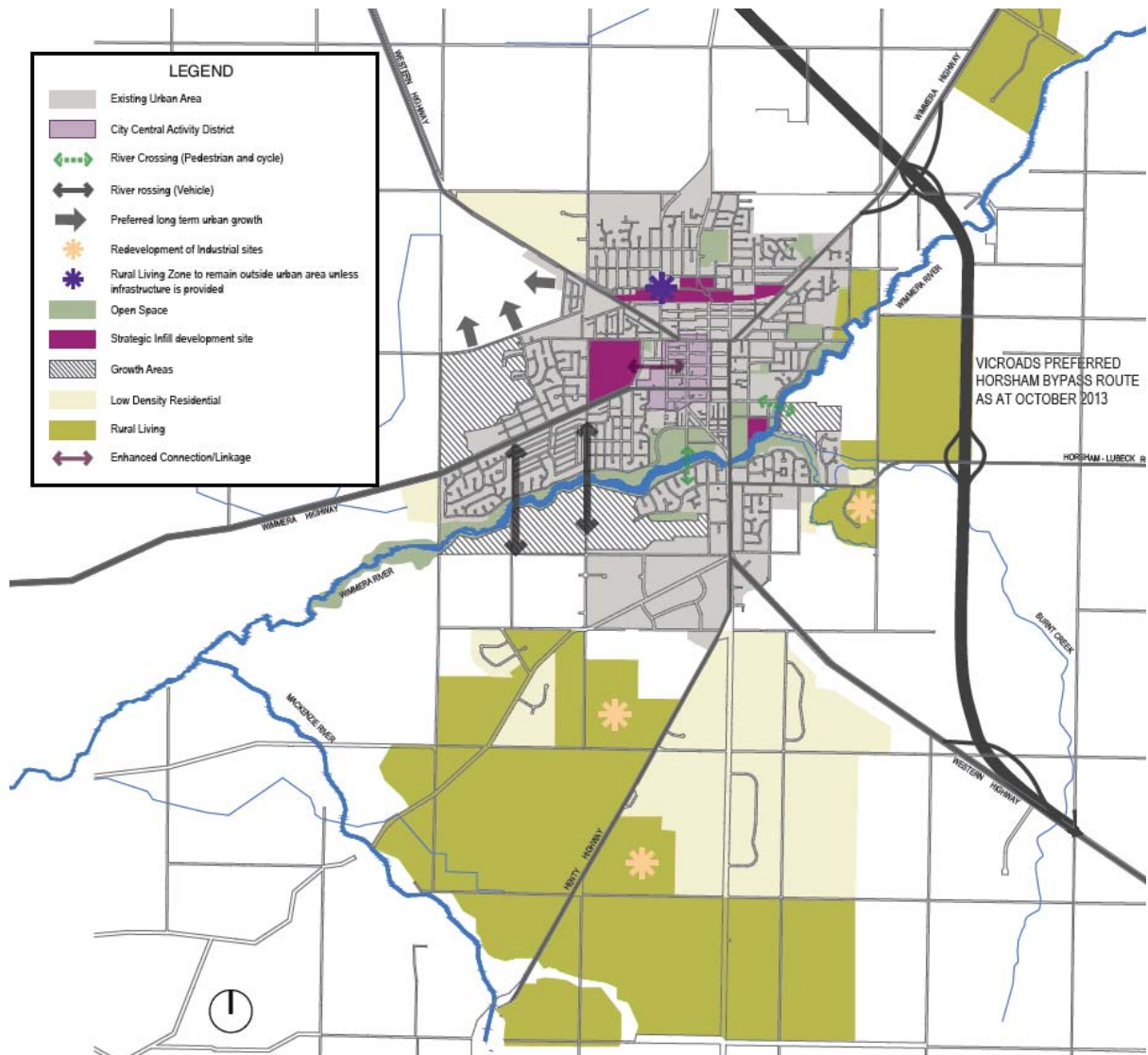
Objective 6 To ensure that new development is located to avoid bushfire and flooding risks.

- Strategy 6.1 Ensure that the development of land in the floodplain of the Wimmera River and Burnt Creek is designed and constructed to respond to the risks associated with flooding and inundation.
- Strategy 6.2 Apply the Clause 22.10 Floodplain Management Policy to all applications for development in the Floodway Overlay, Land Subject to Inundation Overlay, and Design and Development overlay Schedule 9.

Objective 7 To protect areas of environmental, cultural and agricultural significance from urban development.

- Strategy 7.1 Protect sites of cultural significance.

Figure 2: Horsham Framework Plan



21.05-3 Horsham Central Activity District

The CAD provides shopping, entertainment, business, civic and community services to Horsham and the wider Wimmera region.

The Wimmera is one of Victoria's most important agricultural regions. Over the last couple of decades, the Wimmera's rural hinterland has experienced population decline, associated with larger land holdings and more mechanised agricultural practices, and a rationalisation of the delivery of government and private sector services.

Horsham has maintained a strong regional role over many years and this has allowed the town to project an image of vibrancy and economic prosperity relative to other smaller townships in the region.

The Horsham Central Activities District will continue to develop as the regional centre serving the Wimmera, providing a range of shopping, entertainment, business, civic, recreational and cultural facilities and services to residents and visitors.

The future development of the Horsham CAD will occur in a manner which supports the continued viability of existing businesses in the CAD, while also acknowledging opportunities to improve the level of services to the region.

The Horsham CAD will be a desirable place to visit, and a place to shop, invest, work and live. A genuine mix of activities will be provided which acknowledges the history and story of Horsham.

Objective 1 To reinforce Horsham CAD as the regional centre serving the Wimmera and Southern Mallee region.

Strategy 1.1 Encourage the attraction of businesses and developments that serve the Wimmera region and beyond.

Strategy 1.2 Identify opportunities to enhance the commercial, cultural and administrative facilities and amenities in the CAD, consistent with its important role as a regional service centre and the recommendations provided in this Strategy.

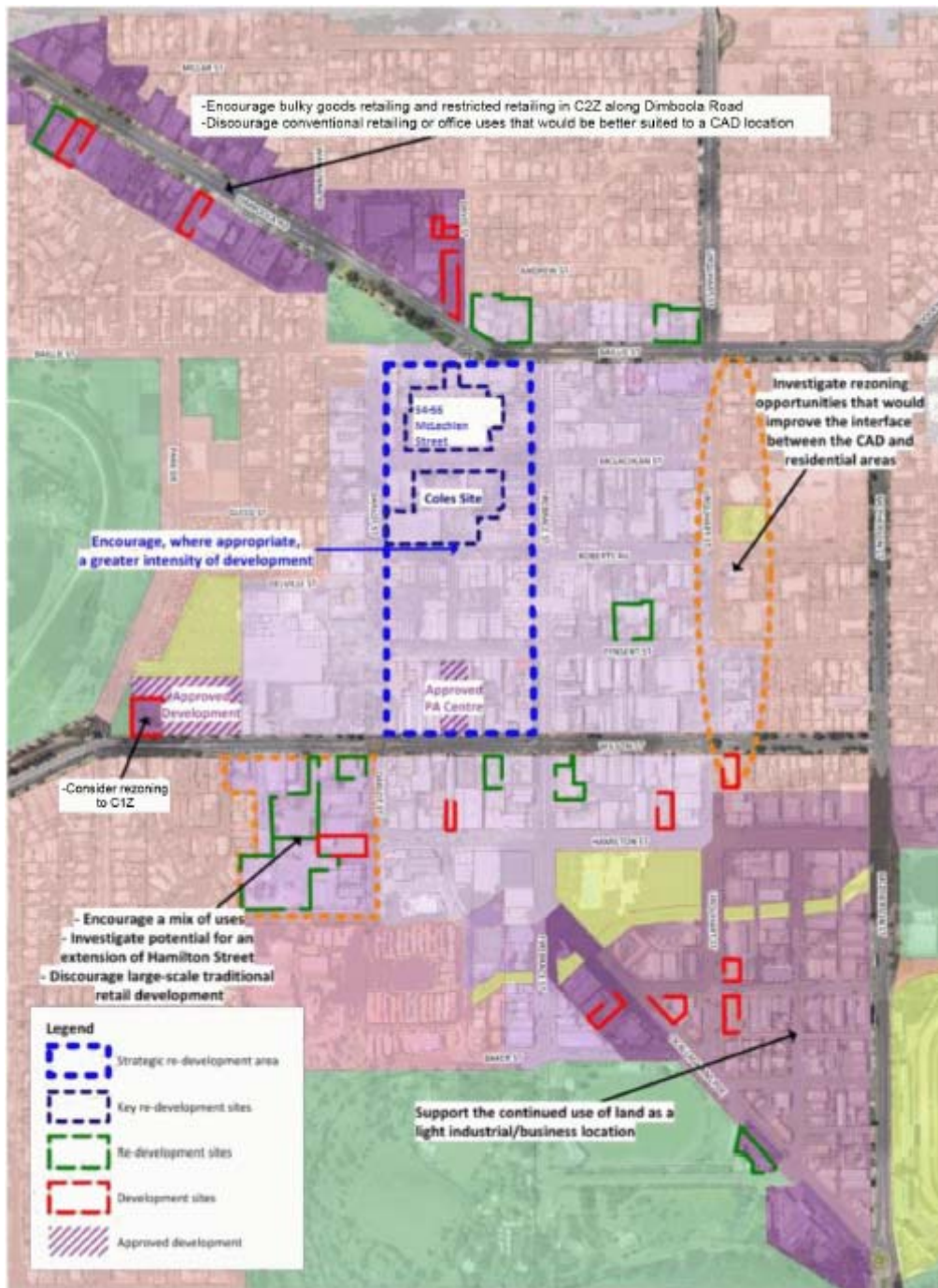
Objective 2 To maintain a compact and integrated CAD.

Strategy 2.1 Encourage the redevelopment of the Coles and 54-56 McLachlan Street sites in a manner that results in a greater efficiency of land use and improved urban design outcomes. Identify these sites as the preferred location for major activity generating land uses.

Strategy 2.2 Encourage, where appropriate, a greater intensity of development in the central part of the CAD bounded by Baillie Street to the north, Firebrace Street to the east, Darlot Street to the west and Wilson Street to the south (refer Figure 3, below). New development in this location should represent quality design that considers favourable urban design outcomes and has regard for any historical buildings that contribute to the character of the CAD. Opportunities for mixed-use development, possibly containing residential and/or short-term/visitor accommodation above ground floor in the CAD, should be encouraged.

- Strategy 2.3 Encourage a mix of uses on the Commercial 1 zoned land located to the south-west of the intersection of Wilson Street and Darlot Street. These uses may include office, commercial accommodation, education or health-related uses. The potential for mixed-use development in this location could also be investigated. The potential for an extension of Hamilton Street to the west, through the C1Z land and connecting to Wilson Street in the north, was identified during consultation; this opportunity should be investigated as it could potentially provide an impetus for a greater scale of development in this location.
- Strategy 2.4 Discourage large-scale traditional retail development on Commercial 1 Zoned land to the south-west of the intersection of Wilson Street and Darlot Street. The development of supermarkets, DDSs or conventional speciality retailing at this location would contribute to a further dilution of retail activities in the Horsham CAD. These types of development should be encouraged to develop in locations described in Strategy 2.2 above.
- Strategy 2.5 Direct commercial development to locate in the existing commercial zones.
- Strategy 2.6 Encourage the redevelopment of the Coles and 54-56 McLachlan Street sites in a manner that results in a greater efficiency of land use and improved urban design outcomes.
- Strategy 2.7 Encourage the Coles and 54-56 McLachlan Street sites as the preferred locations for an additional anchor tenant (in addition to the Coles supermarket), should the opportunity arise. This would contribute to improved levels of activity in this part of the CAD which, providing that strong linkages are provided to nearby Firebrace Street, will have positive impacts on the performance on the main street.
- Strategy 2.8 Encourage the redevelopment of under-utilised sites throughout the entire CAD; this may involve the assisting in the amalgamation of smaller sites.
- Strategy 2.9 Investigate opportunities for the zoning of land with frontage to the eastern side of Urquhart Street that would encourage mixed-use development, having regard for the exposure Urquhart Street would provide businesses, the mix of existing uses in this area, the provision of commercial zoned land in this locality and opportunities for increased residential density.
- Strategy 2.10 Encourage highway-based retailing and restricted retailing to locate in the Commercial 2 Zoned land along Dimboola Road and Stawell Road, and discourage conventional retailing or office uses that would be better suited to a CAD location.
- Strategy 2.11 Investigate the opportunity to rezone the small parcel of Commercial 2 zoned land at 124 Wilson Street to Commercial 1, so that it is in-line with the surrounding land use zones.

Figure 3: Central Activity District Strategy



Objective 3 To support the on-going growth and development of the retail and commercial sector in the Horsham CAD.

Strategy 3.1 Assist existing property owners and businesses to improve the performance of individual businesses and centres through appropriate redevelopment and refurbishment.

Strategy 3.2 Maintain a database of potential development and redevelopment sites in the Horsham CAD, and work with the property owners and developers to ensure land is released for appropriate development.

Objective 4 To support Firebrace Street as the traditional ‘main-street’ in Horsham.

Strategy 4.1 Continue to invest in improvements to the streetscape, amenity and public realm which meet best practise urban design outcomes.

Objective 5 To introduce medium-density residential development within, or immediately adjacent to, the Horsham CAD.

Strategy 5.1 Provide support for development proposals which encourage mixed-use development in the CAD, consisting of residential or accommodation uses above ground floor and an increase in residential density in surrounding areas.

Strategy 5.2 Facilitate the provision of a wide range of housing types and opportunities, including medium density housing in areas within close proximity of the Central Activities District.

Objective 6 To promote the on-going development of community and social infrastructure.

Strategy 6.1 Encourage a mix of community and social infrastructure development in the Horsham CAD.

Strategy 6.2 Develop a community and social infrastructure plan that identifies the future requirements for Horsham and identifies the potential role the CAD can perform in providing a location for these facilities and services.

Strategy 6.3 Develop an open space strategy that identifies Council’s role in the provision of open space within the CAD.

Objective 7 To improve the functionality and overall built environment of the Horsham CAD.

Strategy 7.1 Develop a urban design framework for the Horsham CAD which meets best practice principles in urban design, and which has regard for the recommendations and discussion provided in the CAD Strategy, HRCC, 2013, which is a reference document.

Objective 8 To support the continued use of land zoned Commercial 2 to the south-east of the CAD as a light industrial/business location.

Strategy 8.1 Support the continued development of this area as a light industrial/business location for service-related businesses which would preferably not locate in the CAD and which do not impact adversely on the amenity of surrounding areas.

Objective 9 To encourage the continuing development of Commercial 2 zoned land along Dimboola Road as a location for highway-based retailing and for restricted retailing.

Strategy 9.1 Encourage bulky goods and restricted retailing to locate in the Commercial 2 zoned land along Dimboola Road, and discourage conventional retailing or office uses that would be better suited to a CAD location.

- Objective 10 To establish an ‘entertainment’ precinct in the Horsham CAD.**
- Strategy 10.1 Identify a preferred location for an ‘entertainment’ precinct in the Horsham CAD.
- Strategy 10.2 Develop a theme for the ‘entertainment’ precinct which will be implemented through a street scaping program.
- Strategy 10.3 Assist in the attraction of appropriate businesses and land uses to the ‘entertainment’ precinct.
- Objective 11 To protect and enhance connections to the west of the existing CAD in order to allow for future expansion of the CAD once conditions for expansion are achieved.**
- Strategy 11.1 Maintain and enhance east/west connectivity between the existing CAD and the areas surrounding and including the Horsham Race Course.
- Strategy 11.2 Prepare structure plans to guide the future long term expansion of the CAD.
- Objective 12 To protect and enhance connections south of the existing CAD in order to maintain and enhance links to the Wimmera River and the Botanical Gardens.**
- Strategy 12.1 Maintain and enhance north/south connectivity between the existing CAD and the Wimmera River and Botanical Gardens.
- Objective 13 To Encourage highway based retailing and restricted retailing to locate outside of the Horsham CAD, along Dimboola Road and/or Stawell Road.**
- Strategy 13.1 Support limited commercial development in designated highway locations in the regional centre, where that development is not suited to the role and function of the Central Activity District.
- Strategy 13.2 Ensure all development fronting Horsham’s highway entrances are well designed and provide a well presented entrance statement for the city.

21.05-4 Horsham North Urban Design Framework

Horsham North is a significantly disadvantaged area, with a pronounced shortage of community services, economic activity, educational opportunities and personal prosperity. The Horsham North community is isolated, and affected by a range of significant social problems. The Planning Scheme’s ability to impact on Horsham North is primarily focussed on physical interventions and outcomes, including streets and public spaces, buildings and landscape, and the potential of urban design to support and facilitate economic, social and environmental outcomes.

Horsham North is physically separated from the remainder of Horsham, and the town centre, by the railway corridor and adjoining industrial land uses, which form a physical barrier and constraint to movement and access. Horsham North is also perceived as separate or outside from the rest of Horsham. Developing initiatives to help re-integrate the urban areas on each side of the railway is a key outcome for the area. The Horsham North Urban Design Framework provides direction for the future use and development of land in the area, and is included as a reference document in this Planning Scheme.

- Objective 1 To re-integrate Horsham North with wider Horsham and reducing the barrier effect created by the railway line.**
- Strategy 1.1 Improve existing pedestrian/cycle connections across the railway.
- Strategy 1.2 Provide new pedestrian connections across the railway.

- Strategy 1.3 Facilitate redevelopment of underutilised sites.
- Strategy 1.4 Provide a new Children's/Community Hub close to Dudley Cornell Reserve, to support redevelopment of this area as the focus for Horsham North.
- Objective 2 To improve the urban environment of Horsham North.**
- Strategy 2.1 Improve the accessibility, safety and edge conditions of Dudley Cornell Reserve.
- Strategy 2.2 Facilitate infill development on prominent, underutilised sites.
- Strategy 2.3 Improve edge conditions to planned landscape/recreation corridor [CMI reserve].
- Strategy 2.4 Improve streetscapes.
- Objective 3 To improve accessibility throughout Horsham North.**
- Strategy 3.1 Provide key routes for pedestrian and bicycle movement, and enhance the amenity, safety and appearance of these routes.
- Strategy 3.2 Provide bicycle lanes on local streets.
- Strategy 3.3 Improve public transport connections to Horsham CBD and community facilities.
- Objective 4 To create a community focus for Horsham North.**
- Strategy 4.1 Facilitate a new Children's/Community Hub development, comprising primary school, care services, Municipal Child Health and associated uses, as a focus for the Horsham North community.
- Objective 5 To provide a social, cultural, and recreational focus for the rail corridor.**
- Strategy 5.1 Facilitate the establishment of multiple uses in the current rail corridor.
- Strategy 5.2 Provide an off road pedestrian and cycle path through the rail corridor.
- Strategy 5.3 Support the redevelopment of vacant and underutilised land in the rail corridor for a range of social, cultural, and recreational uses.
- Strategy 5.4 Support the re-integration and urban renewal of Horsham North through the redevelopment of the rail corridor.
- Objective 6 To Improve safety in the public realm.**
- Strategy 6.1 Create active key edges to streets and open spaces, and increase activity levels on local streets.
- Strategy 6.2 Provide high-quality, contemporary youth focussed facilities in Horsham North.
- Objective 7 To generate economic activity in Horsham North.**
- Strategy 7.1 Facilitate a Mixed Use commercial and residential area north of Dudley Cornell Reserve.
- Strategy 7.2 Support opportunities for retail to support the function of the redeveloped rail corridor.
- Strategy 7.3 Support the rezoning and redevelopment of current and former industrial areas within the urban area of Horsham North, especially along the railway corridor.
- Strategy 7.4 Facilitate new infill residential development within the urban area of Horsham North.
- Objective 8 To improve health and recreation opportunities in Horsham North.**
- Strategy 8.1 Facilitate new health facilities and services to locate in Horsham North.
- Strategy 8.2 Facilitate increase opportunities for active and passive recreation.
- Strategy 8.3 Support a comprehensive bicycle network for Horsham North.

21.05-5

Natimuk

Natimuk is Horsham Rural City Council's second largest town. The 2011 census identified Natimuk's population to be 409 people. The population of Natimuk has been declining over recent years due to the effects of reduced household size. There is a limited supply of land available for residential development in Natimuk, however demand for housing in the town remains constant. Increasing the availability of land at a range of lots sizes will assist in attracting more people to the town which would assist in addressing the declining population, and assist in the sustainability of services provided in the town.

The Natimuk Creek forms an attractive landscape feature skirting the northern fringe of the township, but its floodplain imposes some restriction on urban development as some parts of the town are affected by inundation from flooding from Natimuk Creek. The Natimuk Flood Investigation provides flood intelligence for the town, and provides guidance for the application of the Land Subject to Inundation Overlay and Floodway Overlay.

The township benefits from the influx of visitors to Mt Arapiles-Tooan State Park, which is regarded as a world class rock climbing destination. It is estimated that more than the Mount attracts more than 70,000 tourists each year. The influx of visitors has assisted to support some local businesses and encouraged the establishment of tourist accommodation and other services, as well as attracting additional permanent residents to the township. It is anticipated that there will be further growth in tourist facilities, namely accommodation, to service Mt Arapiles. These facilities are most appropriately located within Natimuk, to provide continued economic support to the township and where effluent can be treated in an appropriate manner.

Objective 1 To promote residential development, at a range of lot sizes, to attract additional residents to the town.

- Strategy 1.1 Prepare a Framework Plan for Natimuk.
- Strategy 1.2 Facilitate the development of land for a range of housing types and styles.
- Strategy 1.3 Support the development of rural living and low density lifestyle developments that are contiguous with the township.
- Strategy 1.4 Support the rezoning of land to the Township, Low Density Residential, and Township zones.
- Strategy 1.5 Facilitate opportunities for infill development of existing township zoned land.

Objective 2 To implement the recommendations from the Natimuk Flood Investigation.

- Strategy 2.1 Introduce the Land Subject to Inundation Overlay and Floodway Overlay to land identified in the Natimuk Flood Investigation.

Objective 3 To encourage continued economic development in Natimuk.

- Strategy 3.1 Facilitate tourist related development associated with the Mount Arapiles-Tooan State Park in Natimuk.
- Strategy 3.2 Support home based businesses in Natimuk.

21.05-6 *Smaller Towns*

The municipality contains a number of small settlements, such as Dadswells Bridge, Piminio, Jung, Mitre, Clear Lake, Toolondo, and Noradjuha. These small towns are experiencing population decline and loss of services and infrastructure. Council believes that these settlements have potential and can offer a lot to residents and visitors. These smaller settlements will benefit from land for lifestyle living being made available in these towns where social and physical infrastructure can be efficiently provided.

Objective 1 To promote development in existing small towns

Strategy 1.1 Direct rural lifestyle development to existing small towns to support population and service provision.

Strategy 1.2 Prepare framework plans for small towns to assist in identifying opportunities for development.

Strategy 1.3 Support home based businesses.

21.05-7 *Low Density Residential*

Low density residential development is a popular housing option in Horsham. Large areas of Rural Living zoned land are located in Horsham and at Haven. Development of these areas should proceed in a logical sequence determined by demonstrated demand, infrastructure connectivity and availability of supporting services.

The Low Density Residential Zone also provides an opportunity for the municipalities smaller settlements to offer a range of residential lot sizes. By identifying opportunities for Low Density Residential development in existing smaller settlements, Council will be providing for diversity and style of housing choice not currently available. This in turn will support the sustainability and liveability of the towns.

All Low Density Residential Zone land is contained with the development Plan Overlay Schedule 1 Low Density Residential Development Plan. This schedule does not recognise the individual circumstances for each area, and provides little guidance for developers and the community.

Objective 1 To facilitate Low Density Residential development in strategic locations.

Strategy 1.1 Prevent the rezoning of isolated areas of rural land for Low Density Residential purposes.

Strategy 1.2 Direct Low Density Residential to areas where it will: -

- Benefit existing settlements by attracting new residents
- Recognise existing land use and subdivision patterns
- Minimise environmental risk and protect environmental assets
- Not compromise long-term growth of settlements
- Limit the impact on agricultural uses and industry
- Not compromise residential infill policy in existing settlements

Objective 2 To provide guidance for new Low Density Residential development.

- Strategy 2.1 Prepare a Structure Plan for Haven.
- Strategy 2.2 Prepare a Development Plan Overlay schedule for each Low Density Residential area that recognises the unique characteristics of the area.
- Strategy 2.3 Prepare Development Plans for the whole of the particular Low Density Residential area to provide guidance to the community and developers.

21.05-8 Rural Living

The largest areas of the Rural Living Zone are close to Horsham, with Haven being the most extensive. Other areas of Rural Living Zoned land are also located in close proximity to Horsham, as well as areas of Farming Zone land that have been allowed to develop to a rural living standard.

Haven is an area located to the south of Horsham. The area was once a separately identifiable settlement; however growth of the area, combined with the expansion of Horsham southwards, has meant that Haven and Horsham have grown to become a conurbation. Haven now functions as an outer dormitory suburb of Horsham. Much of Haven is yet to develop to its full potential, and as such, consideration of future demand for infrastructure and services is required. Issues such as the low lying topography, drainage, waste water disposal, street connectivity, open space, and community services need to be addressed to ensure that Haven develops into well functioning rural living area.

The Riverside area is a former irrigation area where the existing small agricultural holdings have been allowed to develop to rural living standard, yet remain in the Farming Zone. With the proliferation of dwellings well advanced in this area, recognition of its rural living nature should be given thus providing existing residential development protection from externalities generated by the establishment of agricultural uses that may be incompatible. Infrastructure requirements, and the effects of flooding also need to be addressed for this area.

Quantong is another former irrigation area that has been allowed to develop to a rural living standard. The land is partially rezoned to Rural Living, with the remaining land being in the Farming Zone. With much of the Farm Zone land in Quantong being unsuitable for agriculture, recognition of this area as a rural living area will assist in its planned and coordinated development.

Rural living offers the opportunity for lifestyle living in a rural environment, however, this form of development, if left un-checked, can lead to the sprawl of dwellings across farming and rural areas. This form of development can also lead to conflicts between residential and agricultural uses in farming areas and can also lead to increased exposure to environmental risks. It should also be noted that this form of development can be an inefficient use of agricultural land, as is evidenced by areas where rural living has been allowed to proliferate, resulting in the decline of agricultural production. Although it should also be noted, that this form of development, when located in close proximity to existing townships where investment in physical and community infrastructure and services has occurred, can provide benefits in the form of sustaining population and service provision.

The ongoing use of land for agriculture, the right to farm, and the avoidance of land use conflict are the overriding principles for determining the suitability of land for rural living.

Objective 1 **To ensure that rural living developments do not reduce the ability of the land and nearby land to be used for agriculture.**

Strategy 1.1 Planning Permit applications for rural living will demonstrate how the dwelling responds to the externalities created by agricultural practices.

Objective 2 **To facilitate rural living development at strategic locations**

Strategy 2.1 Prevent the rezoning of isolated areas of rural land for rural living residential purposes.

Strategy 2.2 Direct rural residential development to areas adjoining existing settlements or where there is an existing identifiable community.

Strategy 2.3 Rural living areas should be identified through the use of the Rural Living Zone.

Strategy 2.4 Minimise exposure of rural living development to natural hazards.

Strategy 2.5 Protect regionally significant agricultural assets.

Strategy 2.6 Support existing rural living settlements.

Strategy 2.7 Facilitate the best use of existing infrastructure and services.

Objective 3 **To ensure the Rural Living Zone area of Haven develops in a coordinated manner.**

Strategy 3.1 Prepare a structure plan for Haven.

Objective 4 **To ensure existing rural living areas are planned settlements.**

Strategy 4.1 Provide for rural living in locations where it will not compromise agricultural use, urban settlement, economic or environmental policy objectives.

Strategy 4.2 Ensure that areas developed to a rural living standard are protected from incompatible land uses.

Strategy 4.3 Prepare a Development Plan Overlay schedule for each Rural Living area that recognises the unique characteristics of the area.

Strategy 4.4 Prepare Development Plans for the whole of the particular Rural Living area to provide guidance to the community and developers.

21.05-9 *Small Rural Lots*

Most land within the Horsham Rural City Council municipal area is within the Farming Zone, although it is recognised that not all land in the Farming Zone is used for agricultural production. It is further recognised that agricultural production is the primary economic driver for the region. The primary consideration in dealing with land use, development, and subdivision in rural areas is to ensure that any use or development of land does not prejudice ongoing and future agricultural production.

Fragmentation of land in rural areas is a legacy of previous land use and development decisions. Small separately transferable parcels of land exist across the rural area of the municipality which were created for water channels, roads, and other infrastructure. These parcels of land were not created with the intent that they become available for residential development. As such, road reserves, channel reserves, and the like, that were not created as residential lots should not be treated as having the same expectations for development as existing residential lots.

- Objective 1** **To ensure dwellings do not prejudice the use of the land, or land nearby, for agricultural production.**
- Strategy 1.1 Avoid approving dwellings on lots less than 60ha in areas of agricultural production.
- Objective 2** **To avoid the creation of lots less than the minimum lot size permissible in the relevant zone.**
- Strategy 2.1 Avoid the re-subdivision of land where small transferable parcels of land created for infrastructure purposes are proposed to be considered as justification for the re-subdivision of existing lots and the number of lots is not increased.
- Strategy 2.2 Require government agencies and other authorities to consolidate separately transferable parcels of land during disposal.
- Strategy 2.3 Avoid creating lots less than the subdivision minimum permissible in the zone, except where the small lot is required for a use or development that must be located in a rural area.

DRAFT

21.06 Land Use and Development

21.06-1 Housing

Horsham Rural Council's existing population in 2011 was estimated at 19,687 people (Department of Planning and Community Development, 2012, "Victoria in future"). Approximately one quarter of this population reside outside of the Horsham urban area in townships and settlements.

Horsham's population is projected to grow, however it must be recognised that Horsham is situated in a region experiencing population decline. Over the next 20-30 years, Horsham is likely to see a significant increase in population of residents 60 years and over, and population decline of residents aged 50 or less. The Framework for Growth recognises these possible futures and plans for possible future impacts.

A growth scenario of 0.5% would result in an additional 110 people per year, and the need for an additional 71 households per year. A higher growth scenario has been developed that is based on recent (2005/06 – 2010/11) building approval activity and ABS data. When projected, this results in an average annual dwelling requirement of 125 households per year.

Under a low growth scenario, there will be demand for an additional 1,413 dwellings in Horsham over the next 20 years. This amount could be accommodated through an existing supply of residential land, and infill opportunities.

Under a high growth scenario (based on Council building records, and further supported by ABS data), there would be a requirement for an additional 2,500 dwellings over the next 20 years.

Medium density housing development has consistently accounted for 30% of new dwelling starts during the last decade. A substantial proportion of this development has involved the redevelopment of sites with good access to the Central Activities District, thus increasing the number of people living in close proximity to a wide range of services.

Medium density housing in a central location is particularly attractive to older members of the community. The proportion of persons aged over 60 years is expected to increase from 20% of the population at present, to 32.3% of the population within the next 25 years, creating ongoing demand for medium density housing.

The Council depot, adjacent to the CBD in Selkirk Drive, presents an opportunity to increase the supply of medium density housing in close proximity to existing services.

Objective 1 To ensure adequate supply of housing to meet current and future housing needs.

Strategy 1.1 Ensure Horsham is supplied with a minimum of 15 years supply of residentially zoned land.

Strategy 1.2 Identify opportunities for increased residential development in the municipalities smaller towns.

- Strategy 1.3 Encourage the development of retirement living and aged care uses within the Horsham urban area.
- Strategy 1.4 Prepare a Housing Strategy for Horsham and implement its recommendations.
- Objective 2 To encourage increased densities of development in areas that can capitalise on existing physical and social infrastructure.**
- Strategy 1.2 Encourage medium density residential development within a 400 metre radius of the Horsham CAD.
- Objective 3 To improve the diversity of housing options available within Horsham.**
- Strategy 3.1 Support a range of lots sizes within new subdivisions to provide opportunities for dwellings of a variety of sizes.
- Strategy 3.2 Facilitate the development of strategic infill sites for medium density housing.
- Objective 4 To promote housing affordability.**
- Strategy 4.1 Ensure the supply of appropriately zoned land for housing remains in surplus.
- Strategy 4.2 Encourage opportunities to increase the supply of affordable housing, both within private sector and in the form of social housing, to cater for lower income households, older people and young people who wish to remain within the local area.
- Strategy 4.3 Avoid the clustering of social housing.

21.06-2 Industry

There are a number of industrial areas established around Horsham catering for a range of industrial type uses. Immediately to the south-east of the CAD provision is made for small scale light industrial and service premises, and south of the Wimmera River is an established industrial estate for larger operations which is located within close proximity of wastewater treatment facilities. Industrial development has taken place on several highway entrances to the city where good access is available to heavy vehicles.

Horsham is well supplied with vacant industrially zoned land. This land is available in a range of sizes to cater to small scale business to large scale industry. Some of this land is not connected to suitable infrastructure to facilitate its development. Further strategic work is required to identify infrastructure needs for this land. The Wimmera Industrial Land Capability Study 2004 is the most recent study of industrial land. A great deal of development has occurred since this document was published, and it is considered that a review of the document is now warranted.

Additional land for business and industry is also available in the Wimmera Intermodal Freight Terminal Precinct, and the Horsham Aerodrome. Council will continue to facilitate the development of the WIFT Precinct for a range of uses (see below), and will continue to facilitate the development land adjacent the Horsham aerodrome for aviation related industries.

Residential land has been allowed to encroach on industrial land, which creates impediments to the establishment of industrial business that require buffer distances to sensitive uses. Some restructuring of industrial land has occurred in the vicinity of Golf Course Road and Plumpton Road to address this matter, however there remain several other instances where residential

development has encroached on industrial activity. Further strategic work is required to address this matter.

Objective 1 To facilitate the development of land for industrial purposes.

- Strategy 1.1 Encourage industrial development within the regional centre in established industrial zones serviced by infrastructure, including good road access.
- Strategy 1.2 Encourage light industrial activity north of Plumpton Road, ensuring an adequate buffer to the proposed Wimmera River South of residential area.
- Strategy 1.3 Encourage the restructuring of industrial development in areas where residential land use has been allowed to encroach.
- Strategy 1.4 Ensure sensitive land uses are not permitted to encroach on land identified for industrial development.
- Strategy 1.5 Facilitate the establishment of a cluster of industrial activities around the new saleyards located south east of the regional centre to ensure development occurs in a way which minimises potential impacts from inundation from the nearby Burnt Creek.
- Strategy 1.6 Review the Wimmera Industrial Land Capability Study.

21.06-3 Wimmera Intermodal Freight Terminal Precinct

The Wimmera Intermodal Freight Terminal (WIFT) Precinct will be a major intermodal freight and logistics hub for the Wimmera-Mallee region. The Precinct will facilitate the agglomeration of freight related land uses around key freight handling facilities and ensure the continued efficient and effective transfer of goods into and out of the region.

The WIFT precinct has an area of approximately 470 hectares and is bordered by the Henty Highway, Wimmera Highway and the Melbourne-Adelaide Rail Corridor. Due to the large scale of the precinct, development is likely to occur in stages. Each stage of the development of the precinct must provide its component of the overall precinct, as identified in the WIFT Precinct Structure Plan.

All applications for the use and development of land will be assessed against the WIFT Precinct Structure Plan incorporated into this Planning Scheme.

Objective 1 Ensure the precinct comprises industry involved in the storage and transfer of primary produce and raw materials from farm-road-rail, for eventual transport to sea-ports and international markets beyond.

- Strategy 1.1 Implement the WIFT Precinct Structure Plan incorporated into Clause 81 of this Planning Scheme.
- Strategy 1.2 Rezone land in the precinct to a Special Use Zone, as required, to facilitate the staged development of the precinct. The Schedule to the Special Use Zone will provide for the ongoing implementation of the WIFT Precinct Structure Plan.
- Strategy 1.3 Facilitate the use and development of land within the precinct, as identified in the WIFT Precinct Structure Plan.
- Strategy 1.4 Assess all Planning Permit applications against the WIFT Precinct Structure Plan.

- Objective 2** **To ensure the precinct is supported by a range of complimentary activities and businesses, including container park facilities, large volume container packing, bulk loading and warehousing facilities.**
- Strategy 2.1 Direct complimentary activities and businesses, including container park facilities, large volume container packing, bulk loading and warehousing facilities, to those areas identified for these uses in the WIFT Precinct Structure Plan.
- Strategy 2.2 Assess all Planning Permit applications against the WIFT Precinct Structure Plan.
- Objective 3** **To facilitate the establishment of industry that add-values to primary produce and raw materials through their manufacture, packaging and transportation.**
- Strategy 3.1 Direct manufacturing industry that value adds to primary produce to those areas identified for this use in the WIFT Precinct Structure Plan.
- Strategy 3.2 Ensure sensitive uses do not become established within the buffer areas for large manufacturing uses by applying the Design and Development Overlay to the buffer areas surrounding the WIFT Precinct, as identified in Figure 6 in the WIFT Precinct Structure Plan. The Design and Development Overlay will require sensitive uses to be located outside the identified buffer areas.
- Objective 4** **To contribute to the diversification of employment opportunities for the municipality of Horsham and the wider Wimmera-Mallee region by establishing a thriving industrial employment precinct that provides for a range of businesses and jobs.**
- Strategy 4.1 Facilitate the ongoing development and operation of the WIFT Precinct, in accordance with the WIFT Precinct Structure Plan.
- Objective 5** **To establish standards for enabling infrastructure that supports the establishment of the precinct and its ongoing operation.**
- Strategy 5.1 Apply the Development Plan Overlay to the precinct, which will require each stage of development to provide detailed design for enabling infrastructure, and will be generally in accordance with the WIFT Precinct Structure Plan.
- Objective 6** **To incorporate principles of quality design and landscaping, environmentally sustainable development and water sensitive urban design.**
- Strategy 6.1 Require all new development to demonstrate how it responds to the objectives, implementation and standards contained within Section 4 of the WIFT Precinct Structure Plan.

21.06-4 *Agriculture*

Agriculture is projected to remain the key economic driver of the Wimmera Southern Mallee region. Protection of land and water resources and support for agricultural productivity improvements will enhance the region's economic base and meet growing export demands. Opportunities to build on the agricultural industry will be supported by encouraging a range of related activities such as value

adding industry, new commodities, specialist services, research and education and improved transport connections to export markets.

Horsham's combination of soils, landform and climate provide a rural environment that is inherently suitable to broad acre agricultural production. The rural environment supports a rich agricultural economy, significant to the wellbeing of the regional centre of Horsham, the local population, as well as to state and national exports. Wheat is the predominant cereal crop, followed by barley. Grain legumes are growing in importance and lentil production has rapidly increased in recent years. Sheep are principally grown in the region for wool production, namely merinos, producing a medium to strong wool fibre. Prime lamb production, particularly to the north of the municipality is also of significance.

Horsham is also the centre of agricultural research and development, with government and private agencies leading the way in innovative agriculture and agro-processing. Horsham has been promoted as a centre for agricultural and industrial development. The Grains Innovation Park and Longerenong College provide a significant focus for agricultural research in the region.

Agricultural diversification and value adding to primary production is taking place in the region, which will lead to strengthening of the local economy. Sensible and innovative farming practices are necessary to ensure long term productivity and economic wellbeing. Investment in infrastructure, including road and rail transport and interchange, and the Wimmera Mallee Pipeline project have been facilitated to assist in improving the productivity of agriculture. Care must be taken to ensure that these investments are not undermined by the encroachment of non-farming related land uses.

Productive agricultural land is a finite resource that is valued, supported and needs to be protected. There is significant risk to Horsham's agricultural activities by ad hoc land use change that can compromise viability and growth of the sector. The proliferation of dwellings, and other non-agricultural land uses in rural areas should not be allowed to impact on the right to farm land.

The Farming Zone also contemplates the potential to subdivide land. It is acknowledged that subdivision alone does not necessarily pose a threat to farming, as it can provide the opportunity for consolidation of a farm property and/or divestment of farming assets from one farm enterprise to another. Subdivision can provide farmers with a degree of flexibility in terms of their agricultural operations and their long term planning. Council supports subdivision of land within the Farming Zone where it is clearly based on improving a productive farming outcome. Council is generally not supportive of creating lots smaller than the minimum permitted in the Farming Zone unless it can be demonstrated that the lot is required for a use or development that must be located in a rural area.

Objective 1 **To manage agricultural land within its capability so as to maintain and enhance the regions soils, whilst improving and sustaining the provability of the agricultural sector.**

Strategy 1.1 Encourage sustainable farm management practices having regard to land capability, sustainability and the conservation of soil, water and vegetation resources.

Strategy 1.2 Support the right to farm in the Farming Zone.

Objective 2 **To support research and innovation in agriculture.**

Strategy 2.1 Support the establishment of agricultural research and development centres.

Strategy 2.2 Support the ongoing use and development of the Grains Innovation Park and Longerenong College.

Objective 3 To support agriculture as an important element of the municipality's economic and employment base.

Strategy 3.1 Support diversification of farming activities which support a sustainable agricultural economy.

Strategy 3.2 Support agricultural value adding industries within the municipality.

Strategy 3.3 Support the establishment of rural industries in the Farming Zone.

Objective 4 To ensure that productive agricultural land remains available for agriculture and sustainable resource use.

Strategy 4.1 Provide for the construction of dwellings in rural areas only where it can be shown that the development will result in improved agricultural productivity.

Strategy 4.2 Prevent rural living and other inappropriate use and development of agricultural land.

Strategy 4.3 Prevent the encroachment of urban land use and development into areas of agricultural land.

Objective 5 To preventing the fragmentation of productive agricultural land through the encouragement of sustainable and innovative land management practices.

Strategy 5.1 Avoid the fragmentation of productive agricultural land by non-farm related subdivision and development.

Strategy 5.2 Support the restructuring of farm holdings to facilitate the ongoing use of agricultural land for primary production.

Strategy 5.3 Where subdivision of agricultural land is supported, all lots created must include an agreement under Section 173 the Planning and Environment Act 1987 prohibiting further dwellings on the land if it is less than the minimum lot size specified in the schedule to the zone.

21.06-5 Intensive Agriculture

Good opportunities for growth in intensive agriculture exist in Horsham, with the municipality particularly well suited for further expansion due to its existing infrastructure. The Wimmera Mallee Pipeline constitutes a significant investment in upgrading water supply to towns and rural areas and presents opportunities for intensive agriculture through improved water security. Horsham also has sufficient land and infrastructure to cater for related transport, logistics and industry functions associated with growth of intensive agricultural production.

Niche agricultural uses in the municipality include horticulture, viticulture, and intensive animal husbandry.

Key favourable characteristics of Horsham include:

- Low population density and close proximity to grain production areas.
- Horsham has established feed mills that can easily deliver feed to the region.

- Adherence to correct design and planning provides biosecurity.
- The Western and Henty and Wimmera highways provide key transport routes to export markets.
- Quality and security of water supply is provided by the Wimmera Mallee Pipeline.
- Potential for growth of the intensive agriculture industry within Horsham and the Wimmera Southern Mallee Region.

The transition from extensive animal husbandry land uses to intensive animal husbandry land uses has the potential to increase externalities (e.g. nutrient run-off, noise, smells, dust, traffic, and the like) to much higher levels. This transition is a process that needs to be managed through the Planning Permit process to ensure that externalities generated by intensive animal husbandry are managed.

Objective 1 To develop a more diverse and productive intensive agriculture industry.

- Strategy 1.1 Provide support and direction on appropriate locations for the establishment of intensive agricultural activities.
- Strategy 1.2 Support intensive animal husbandry in compliance with Planning Scheme requirements.
- Strategy 1.3 Support allied businesses that provide services to intensive agriculture activities.
- Strategy 1.4 Avoid the proliferation of dwellings and other urban development encroaching on land suitable for intensive agriculture.
- Strategy 1.5 Maintain buffer areas around intensive agriculture.

Objective 2 To support the investment in, and development of, the intensive animal husbandry industry.

- Strategy 2.1 Require intensive animal husbandry uses to be suitably located away from sensitive land uses.
- Strategy 2.2 Avoid environmental impact from intensive animal husbandry.
- Strategy 2.3 Require quality design and appropriate siting of intensive animal husbandry developments.

21.06-6 Tourism

Horsham is located amidst a number of popular tourist attractions including the Grampians National Park, Mt Arapiles-Toooan State Park, Little Desert National Park, Black Range State Park and various lakes. A total of 1.5 million tourists are estimated to visit the region each year. The protection of these significant natural features is in the national interest and will further enhance opportunities for the local tourist industry. Tourist developments associated with these features must be sensitively designed and sited to protect the integrity of these places.

Significant development associated with the Grampians has been occurring in the Wartook area. The current planning controls that apply in the Wartook Valley do not facilitate tourism development. A strategy that provides guidance for the Wartook Valley is discussed in the next section.

Mt Arapiles is located in a productive farming area and it is considered appropriate that development associated with this outstanding feature should be located in nearby Natimuk to protect agricultural activity, the local environment, and support the sustainability of services in Natimuk.

The Grampians Peaks Trail will be a world-class, long distance walking experience, showcasing the beauty and majesty of Gariwerd's natural and cultural landscapes. The Grampians Peaks Trail development will offer an opportunity for business and tourism operators within the Horsham Municipality to gain further business and visitation. The visitors to the trail will be looking for a range of different experiences from guided walks, catered tours with drop of and pick up services through to development of on park five star accommodations for evening recuperation.

The Grampians region sits strategically along the Western Highway, with the potential to attract existing Adelaide-Melbourne touring visitors. The Grampians is strategically located surrounding a number of major tourism routes including the Great Ocean Road, Limestone Coast, Goldfields and the Western Highway (a major Adelaide-Melbourne tourism linkage). The development of the Grampians Way as a complimentary and nearby tourism experience may further increase spill-over from surrounding tourism routes.

The Grampians Way would provide for a continuous sealed road route around the National Park, which itself could be developed as a scenic touring route. At present, there is considerable demand for a scenic touring route within the Grampians, with over 87% of visitors the region seeking an "opportunity to tour around and explore".

The purposes of developing a ring road around the Grampians National Park are to:

- Promote increased dispersal of visitation in the region;
- Provide alternative ways to travel around the park, combating the impact of closures that have had a considerable impact on the tourism industry;
- Open up new areas and tourism nodes around the National Park to investment; and,
- Provide a new experience: the Grampians Way Ring Road should be considered a tourism product in its own right.

Objective 1 To facilitate the development of the tourism sector.

Strategy 1.1 Encourage the use and development of land for purposes that will encourage visitors to increase their length of stay within Horsham while protecting existing amenity.

Strategy 1.2 Encourage tourist related development associated with Mt Arapiles-Tooan State Park to be located in the nearby township of Natimuk.

Strategy 1.3 Encourage small scale environmentally sensitive tourist developments in the Wartook area adjacent to the Grampians National Park.

Objective 2 To support the creation of the Grampians Peaks Trail and associated tourist development.

Strategy 2.1 Support the implementation of the Grampians Peaks Trail Master Plan.

Objective 3 To support the creation of the Grampians Way.

Strategy 3.1 Support the implementation of the Grampians Way

21.06-7 *Wartook Valley*

The Wartook Valley area is an area of high landscape, environmental and rural values, which have combined to make the area an attractive place to live, work and recreate.

With the introduction of the Farming Zone, the area has been under the influence of several discordant planning controls, with the Wartook Tourist Area Policy in Clause 22.05 of the Horsham Planning Scheme seeking to encourage the establishment of small scale environmentally sensitive tourist related developments in the vicinity of the Grampians National Park, whilst the Farming Zone seeks to restrict such development in an attempt to protect land for agricultural activities. In addition to this, the Farm Zone also allows for subdivision within the Wartook Valley to create lots as small as 16ha, which has precipitated wide spread rural living residential development.

Further to this, numerous Trust for Nature, and other conservation oriented covenants have been placed on various properties, which in turn have an effect on future use and development of the land.

The future direction for the Wartook Valley must reconcile differing opinions on the need to:

- Protect the National Park and the most appropriate method to do so;
- Apply more conservation focused planning controls;
- Allow for greater tourism activity associated with the area; and
- Protect and retain farming land and other agricultural uses in the area.

Objective 1 To establish a set of Planning Scheme controls that provide guidance and direction for the use of land, the protection of environmental and scenic values, and design and development standards to be achieved by all new development.

Strategy 1.1 Undertake the preparation of the Wartook Valley Strategy.

Strategy 1.2 Implement the recommendations of the Wartook Valley Strategy.

21.06-8 *Mining and Extractive Industry*

Provision of transport and energy infrastructure is critical to enable earth resources projects to proceed, particularly to transport raw materials to processing facilities and export ports. Earth resources projects can place significant demands on infrastructure. Improved use of rail transport is encouraged.

The introduction of sensitive land uses, including urban residential growth and rural living, in proximity to earth resources (especially quarries) can constrain future extraction of resources depending on methods used.

Mineral sand resources lie in abundance in various locations in Horsham. Interest from multi-national mineral companies indicate that mining of the sands could create more than 200 direct employment opportunities, and would have major economic spin-offs for the municipality.

- Objective 1 To create prosperity through the continued growth of the mining sector.**
- Strategy 1.1 Facilitate and encourage the development of mineral sand deposits and associated activity.
- Strategy 1.2 Ensure urban growth and rural residential is not directed to areas where it would limit the ability to exploit valued earth resources.
- Strategy 1.3 Identify housing, transport, infrastructure, and support service needs associated with mining and extractive industry and plan to manage any impacts in advance of the commencement of mining.
- Strategy 1.4 Require all mining and extractive industry operations to adhere to best practice environmental management practices.

21.06-9 Developer Contributions

Infrastructure is not simply roads, pipes and cables, but also includes social and community infrastructure such as schools, health and welfare facilities, sporting facilities and learning opportunities. The type, quality and capacity of infrastructure influences how well an area performs economically, socially and environmentally.

Infrastructure needs to be provided to service Horsham's growth and development in a timely manner. The costs associated with this infrastructure provision needs to be considered when identifying areas for development. In order for this infrastructure to be delivered, Council needs to consider potential alternative sources of funds to enable delivery of much needed local services and facilities. Development contributions are an important part of the planning and development process.

There are two typical scenarios in which developer contributions towards infrastructure provision are warranted: -

- Where a proposal forms part of a wider precinct, which may encompass multiple land owners, and where the cumulative impacts of development in that area generate the need for infrastructure; and
- Where development would require off site infrastructure to enable it to proceed.

- Objective 1 To establish a system of developer contributions for Horsham.**
- Strategy 1.1 Prepare developer contributions methodologies for major development areas.
- Strategy 1.2 Facilitate agreements with developers for contributions towards the cost of infrastructure.
- Strategy 1.3 Support the creation of a standard developer contributions system.

21.07 Landscape and Built Environment

21.07-1 *Environmentally Sustainable Development*

Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Council's long term community goal is to sustain the economy and the environment.

- Objective 1 To promote a high standard of Ecologically Sustainable Development (ESD).**
- Strategy 1.1 Support new development to adopt sound environmental practice.
- Strategy 1.2 Require new subdivision adopt best practice in relation to walkable neighbourhoods, water sensitive urban design, energy efficiency and sustainability.
- Strategy 1.3 Review and implement selected recommendations from Council's Environment Sustainability Strategy and lead the community in environmentally sustainable practices.

21.07-2 *Health and Wellbeing*

The built and urban environment influences health in providing such things as safe footpaths for pedestrians, lighting, access to appropriate services and places for people to sit. The natural environment has positive influences on health by providing clean air, open spaces, rain and climate conditions and natural features such as mountains, rivers, sunrises etc. The Horsham Rural City Council has a high level of commitment to supporting health promotion activities within the municipality, as identified in the Council Health and Wellbeing Plan.

Council has adopted a social model of health, which is a conceptual framework for thinking about health. Within this framework, improvements in health and wellbeing are achieved by addressing the many social, cultural, environmental, biological, political and economic determinants of health.

- Objective 1 To support opportunities for social connection.**
- Strategy 1.1 Develop the Horsham Town Hall and Art Gallery as a state of the art regional facility for visual and performing arts, community and conferencing activities.
- Strategy 1.2 Support the establishment and ongoing operation of Men's Sheds.
- Strategy 1.3 Support cultural events, festivals and local activities throughout the municipality that aim to promote social connection.
- Objective 2 To increase levels of physical activity.**
- Strategy 2.1 Pursue the staged development of the Horsham to Natimuk Bike Trail connection.
- Strategy 2.2 Encourage new development to install end of trip facilities including secure bike parking, shower and change room facilities.
- Strategy 2.3 Develop an Open Space Strategy for the municipality that provides for passive and active sports and recreation opportunities.
- Strategy 2.4 Develop a walking strategy for the municipality.
- Strategy 2.5 Continue to develop and maintain the Horsham Youth Park

- Enterprise (HYPE) Skate Park Facility.
- Strategy 2.6 Facilitate the development of sporting facilities throughout the municipality.
- Strategy 2.6 Prepare a strategic plan and feasibility study into the viability and sustainability of a major indoor, multipurpose stadium.
- Objective 3 To create a built environment that supports active living and social connectedness.**
- Strategy 3.1 Prepare a Healthy Design Local Planning Policy for inclusion into Clause 22 of the Horsham Planning Scheme to require new development to meet healthy design guidelines for development.
- Strategy 3.2 Conduct workshops with the Local Development Sector so as to provide information on how the Healthy Design Local Policy is to be implemented.
- Strategy 3.3 Develop a Housing Strategy for the municipality that considers housing diversity, affordability and accessibility.
- Strategy 3.4 Require new residential subdivisions to take into account the Safer Routes to School initiative.
- Strategy 3.5 Develop, identify gaps and progressively implement priority pedestrian routes linking all residential areas in Horsham to the Horsham Central Business District, the medical precincts of the Wimmera Base Hospital and Baillie Street and schools and ensure routes are provided with appropriate shade, water, seating and night time lighting.
- Strategy 3.6 Ensure new residential subdivision contributes to the connectivity of the municipalities street network. The use of culs-de-sac shall be limited to circumstances where no other option is achievable.
- Strategy 3.7 Encourage mixed use development and increased density of development.
- Strategy 3.8 Encourage good urban design features, such as active frontages, commercial buildings built to the street frontage with the provision of awnings to shade the street frontage.
- Strategy 3.9 Improve public and community transport.
- Strategy 3.10 Encourage provision of shade at public facilities and reserves.
- Objective 4 To increase access to education and employment opportunities.**
- Strategy 4.1 Support the rollout of the National Broadband Network Program and advocate for improved communication infrastructure.
- Objective 5 To ensure compliance with legislation related to public health.**
- Strategy 5.1 Develop a Public Health Environmental Management Plan.
- Strategy 5.2 Develop a Strategic Waste Management Plan.
- Strategy 5.3 Identify preferred methodologies for waste water management in growth areas, and require new development to implement these methodologies.

21.07-3 Built Heritage

The Horsham Heritage Study 2014 (Grieve Gillett, 2014) identifies places of post contact cultural significance. The study recommends a number of places for inclusion in the Heritage Overlay, as

well as recommends a number of places for inclusion on the Victorian Heritage Register. The Horsham Heritage Study 2014 is a reference document in this Planning Scheme.

Objective 1 To conserve the post-contact built heritage of cultural heritage value within the Horsham municipality Encourage the retention, restoration and sustainable adaptation of all significant heritage places and contributory heritage places and enhance the built heritage character of Horsham – city and surrounding towns. Promote the tourism and economic benefits of heritage protection within the Shire.

Strategy 1.1 Undertake periodic municipal projects/ policy document reviews to encompass this objective.

Strategy 1.2 Require that new development associated with a Heritage Overlay is compatible with existing built form and its heritage significance.

Strategy 1.3 Discourage the demolition of buildings and other elements of identified local and state heritage significance.

Strategy 1.4 Require that new development is consistent with the Statement of Significance of the relevant heritage place and/or precinct as listed in the 'Horsham Rural City Council Heritage Study (Stage 2)'

Strategy 1.5 Grant permits for demolition only where a permit has already been granted for the development of the land, or is to be simultaneously granted for the development of the land.

Strategy 1.6 Require alterations to heritage places to be carried out in a compatible manner with consideration to the 'Australian ICOMOS The Burra Charter (The Australian ICOMOS charter for places of cultural significance 2013).

Objective 2 To review and document places of cultural heritage significance as a basis for their inclusion in the planning scheme.

Strategy 2.1 Complete the Horsham Heritage Study 2014 and implement its recommendations.

Strategy 2.2 Undertake periodic review of the Horsham Heritage Study 2014 to maintain its accuracy and relevance.

Objective 3 To identify places of natural and cultural heritage significance for their inclusion in the Horsham Planning Scheme.

Strategy 3.1 Facilitate the implementation of the recommendations from the Horsham heritage Study 2014.

Strategy 3.2 Review the application of Design and Development Overlay Schedule 6 in light of the recommendations of the Horsham Heritage Study 2014.

21.08 Environment

21.08-1 *Biodiversity Conservation and Habitat Protection*

The Shire has been extensively cleared as a result of its agricultural heritage. As such remnant vegetation is very valuable in terms of biodiversity, habitat, water table management and soil stabilisation. The municipality has 77 of Victoria's rare and threatened plants of which 20 are listed under the Flora and Fauna Guarantee Act 1988, and 46 species of threatened fauna of which 29 are listed under the Act. Many of these species are contained within public land but some also occur on private land. Road and railway reserves frequently contain important remnant vegetation and habitat.

The South-eastern Red-tailed Black Cockatoo (*Calyptorhynchus banksii graptogyne*) is listed as an endangered species by the *Environment Protection Biodiversity Conservation Act 1999*. It has a specialised diet in that it only eats the seeds of two species of stringybark eucalypts; Desert Stringybark (*Eucalyptus arenacea*) and the Brown Stringybark (*Eucalyptus baxteri*), plus the seeds of Buloke (*Allocasuarina luehmannii*). The South-eastern Red-tailed Black Cockatoo occurs as a single population in south-western Victoria and south-eastern South Australia. In Victoria, its range generally covers the area bounded by Portland, Casterton, Harrow, Kanagulk and Natimuk. It uses large hollows in eucalypts for nesting and requires the Stringybark and Buloke trees for feeding. Stringybark trees provide the year round staple food in the form of seeds while the Buloke trees which occur mostly north of Edenhope provide food in the form of seeds between December and April. Bulokes are themselves rare and are listed under the Commonwealth Environment Protection and Biodiversity Conservation Act 1999. The Red-tailed Black Cockatoo is a highly nomadic species and its range extends to the western area of the Horsham Rural City Council municipality. The absence of Red-tailed Black Cockatoos from a locality within its range does not mean that the locality does not provide habitat for this species.

Objective 1 To protect the quality of the land and water resources of the municipality through sound environmental management.

Strategy 1.1 Protect and enhance native vegetation, biodiversity and ecological processes and endeavour to achieve a net gain in the area and quality of native vegetation throughout the municipality.

Strategy 1.2 Use Planning Scheme overlays to guide development on improving biodiversity conservation and habitat protection outcomes.

Strategy 1.3 Protect and enhance key environmental features of the municipality including particular areas such as the Grampians National Park in the Wartook vicinity, Mt Arapiles - Toosan State Park, Natimuk-Douglas Wetlands, Little Desert National Park and the Wimmera River.

Objective 2 To reverse the long term decline in remnant vegetation and produce a net gain in the area of native vegetation across the region.

Strategy 2.1 Protect remnant vegetation on private land, and road and railway reserves.

Strategy 2.2 Use the Vegetation Protection Overlay to protect areas of significant vegetation.

Objective 3 To protect the habitat of the Red-tailed Black Cockatoo.

Strategy 3.1 Protect the habitat of the endangered Red-tailed Black Cockatoo.

- Strategy 3.2 Conserve the availability of suitable nesting sites for the Red-tailed Black Cockatoo through the protection of live and dead hollow bearing trees and other suitable trees within the bird's known nesting area.
- Strategy 3.3 Conserve the feeding habitat of the Red-tailed Black Cockatoo through the retention of Buloke and Stringybark trees.
- Strategy 3.4 Use the Environmental Significance Overlay as the mechanism to achieve the above mentioned strategies.

21.08-2 Catchment Management

The Wimmera and Glenelg Catchment Management Strategies prepared by the respective Catchment Management Authorities establish the land and water management priorities within the region. Land use and development decision making can have effects on the quality and quantity of water available for use.

Objective 1 To ensure healthy waterways and wetlands.

- Strategy 1.1 Protect water supply catchments, reservoirs, floodplains and channels from the impacts from development and potential sources of pollution, including sediment runoff.
- Strategy 1.2 Minimise the impacts of development on downstream water quality.
- Strategy 1.3 Minimise the impact of works that have the potential to affect local drainage patterns.
- Strategy 1.4 Maintain a vegetated buffer zone along each side of a natural drainage corridors or waterway to maintain the natural drainage function, stream habitat and wildlife corridors and landscape values.
- Strategy 1.5 Avoid blocking public access along stream banks and foreshores by development.

Objective 2 To ensure the continued availability of clean, high-quality water supply.

- Strategy 2.1 Protect the Wimmera Systems Proclaimed Catchment, water reservoirs, channels and associated infrastructure from potential contamination.
- Strategy 2.2 Avoid incompatible land uses in the Wimmera Systems Proclaimed Catchment.

21.08-3 Waterways and wetlands

Waterways and wetlands are among the municipality's most valuable natural assets. The Wimmera River is the largest watercourse in the municipality and north of the Polkemmet Bridge is classified as a heritage river under the Heritage Rivers Act 1992. This section of the river is very important environmentally but much of the remaining length of the river is in poor condition and the river generally has poor water quality in times of low flow.

The Natimuk Douglas Saline Wetland Depression are considered to be of international significance as a nesting site for many thousand migratory birds each year. The wetlands are also significant from a geomorphological perspective, as a former course of the Murray River. The wetlands consist of more than thirty natural saline and fresh water lakes in both public and private ownership.

The municipality also contains other waterways and wetlands of high environmental value in the Millicent Coast Basin and the Wimmera River Basin.

- Objective 1** **To protect surface and ground water quality, and preserve important wetlands and areas of environmental significance.**
- Strategy 1.1 Use the Environmental Significance Overlay to protect the environmental significance of the Natimuk-Douglas wetlands and their catchments and protect the wetlands from development and land management practices that would alter the quantity and quality of water entering the wetlands.
- Strategy 1.2 Use the Environmental Significance Overlay to protect the environmental significance of waterways and wetlands of high environmental value in the Millicent Coast Basin, Wimmera River Basin, and the Glenelg Basin.
- Strategy 1.3 Support a flow regime that is sufficient for recreation, stock and domestic purposes while sustaining viable populations of native flora and fauna.

21.08-4 ***Landscape***

Four significant landscapes are present within Rural City of Horsham. Two of these landscapes, the Grampians Ranges and Mount Arapiles have been assessed as having state level significance. The other two landscapes, the Black Ranges and the Natimuk-Douglas Saline Wetland Depression, have been assessed as having regional level significance. Some of these significant landscapes extend beyond the municipal boundary.

The Natimuk Douglas Saline Wetland Depression is addressed in Clause 21.08-3, above.

- Objective 1** **To Protect the scenic qualities of the landscape of and surrounding the Grampians National Park, Black Range and Mt Arapiles-Tooan State Park.**
- Strategy 1.1 Implement the recommendations from the South West Victoria Landscape Assessment Study.
- Strategy 1.2 Require all new development to demonstrate how it contributes to achieving the desired landscape objective.
- Objective 2** **To protect and manage the landscape character and significance of the municipality.**
- Strategy 2.1 Require all development to contribute to the area’s future landscape character.

21.08-5 ***Open Space***

The supply of open space in the municipality should anticipate and respond to the needs of existing and future communities through provision of land for recreation via a network of well connected and accessible open spaces that meets the diverse needs of the community and provides a range of social and environmental benefits.

The Wimmera River corridor is a significant asset for Horsham. This corridor provides for an open space link through Horsham that provides opportunities for passive and active recreation. This open space corridor is well establish, yet not complete. There are strategic gaps in the provision of open

space in the corridor, and there is also opportunity to extend the open space network in concert with future residential development.

Objective 1 To provide a diverse range of open spaces throughout the municipality.

Strategy 1.1 Prepare an Open Space Strategy for the municipality.

Objective 2 To establish the Wimmera River corridor as the main link in Horsham's off road pedestrian and cycle path network.

Strategy 2.1 Encourage the continued development of an open space network along the Wimmera River to provide recreational opportunities

Strategy 2.2 Identify locations where the off road shared path route along the Wimmera River requires to be established and/or upgraded.

Strategy 2.2 Identify the minimum width of land required for the establishment of the Wimmera River off road pedestrian and cycle path.

Strategy 2.3 Ensure the Wimmera River corridor pedestrian and cycle path connects with Horsham's other pedestrian and cycle routes, with particular emphasis on Wimmera River crossing points.

Objective 3 To ensure that open space areas located in the Wimmera River corridor are linked via off road walking and cycling paths.

Strategy 3.1 Identify land required for provision of off road walking and cycling paths.

Objective 4 To have all Wimmera River frontage land in the urban area of Horsham in public ownership so as to allow for land management and public access.

Strategy 4.1 Identify the amount of land required for land management and public access and proceed to acquire the identified land.

Strategy 4.2 Apply Planning Scheme controls to facilitate the acquisition and development of river frontage land for Public Open Space.

Strategy 4.3 Restore and rehabilitate river and creek corridors for their environmental values.

21.09 ENVIRONMENTAL RISKS

21.09-1 *Flooding*

Flooding presents risks to the development of land. The Planning Scheme is the appropriate mechanism to control development and works that is at risk from flooding. Future planning exercises, such as structure planning, planning scheme amendments, and planning permit applications, should consider the risks associated with flooding and seek to ensure that use and development is commensurate with flood risk. Further to this, development can also impact on the capacity of the floodplain to contain and convey flood waters, as such development in floodplains must maintain the capacity of the floodplain.

Several flood investigations have been undertaken within the municipality. These investigations identify areas of high flood risk and low flood risk. These include the Horsham Flood Study, Wimmera Catchment Management Authority (WCMA) 2003, Wimmera River and Yarriambiack Creek Flow Modelling Study 2009, Natimuk Flood Investigation 2013, Upper Mount William Creek Flood Investigation 2014, East Horsham Drainage Recommendations Report 2013, East Horsham Flood Intelligence Report 201, 3Horsham East (Drung Riverside Longerenong) 2013. The WCMA Floodplain Management Strategy 2002 is also a reference document relevant to the consideration flood related issues.

The settlement of Dadswells Bridge on the Western Highway south-west of Horsham is known to be located within a floodplain. Further development in this locality adjacent to the National Park should be prevented until detailed flood level information can be provided by the Wimmera Catchment Management Authority.

Objective 1 To identify areas of high and low risk from flooding.

- Strategy 1.1 Apply the Floodway Overlay to areas of high risk from flooding.
- Strategy 1.2 Apply the Land Subject to Inundation Overlay to areas of low risk from flooding.
- Strategy 1.3 Apply the Land Subject to Inundation Overlay to areas that are known to be affected by flood water, but where flood modelling data identifying the depth and velocity of flow is unavailable.
- Strategy 1.4 Adopt a precautionary approach for consideration of new development in flood prone areas where flood modelling data does not exist.
- Strategy 1.5 Conduct further flood investigations for waterways throughout the municipality, in association with the Wimmera Catchment Management Authority and the Glenelg Hopkins Catchment Management Authority.
- Strategy 1.6 Incorporate new flood information into the Horsham Planning Scheme as it becomes available to ensure that the Horsham Planning Scheme contains the best available information on flooding.

Objective 2 To minimise flood risk and promote sustainable use and development of the floodplain.

- Strategy 2.1 Apply the Floodplain Management Policy to all applications triggered by Land Subject to Inundation Overlay, the Floodway Overlay, and the Design and Development Overlay Schedule 9.
- Strategy 2.2 Ensure all new development is compatible with flood risk.
- Strategy 2.3 Ensure that future flood damage costs are not compounded unduly.
- Strategy 2.3 Within the urban area of Horsham, ensure that land that is at high risk from flooding is included in the Public Park and Recreation Zone, and forms part of the city's open space network.

Objective 3 To recognise the natural flood carrying capacity of rivers, streams and wetlands and the flood storage function of floodplains.

- Strategy 3.1 Ensure that development and works do not result in the net loss of floodplain storage capacity.
- Strategy 3.2 Ensure that development and works do not reduce the capacity of rivers, streams, and wetlands to convey flood water.
- Strategy 3.3 Maintain, to the maximum possible extent, the free passage and temporary storage of floodwaters.

21.09-2 Stormwater Management

Some land within Horsham is affected by overland flow associated with storm water flooding. New development in this area needs to be managed to ensure that risk is minimised and any new development does not exacerbate storm water flooding of adjacent land. Further mapping of overland flow paths is required to identify the full extent of storm water management issues occur.

Objective 1 To minimise risk associated with overland flow of storm water.

- Strategy 1.1 Apply the Design and Development Overlay Schedule 9 to areas where storm water flow exceed the capacity of the storm water drainage network and overland flow of storm water occurs.
- Strategy 1.2 Use more accurate mapping of overland flow paths to determine the extent of land affected by stormwater management issues and apply the Special Building Overlay where required.

Objective 2 To improve the municipalities performance in area of storm water harvesting.

- Strategy 2.1 Prepare guidelines for storm water harvesting.
- Strategy 2.2 Promote Water Sensitive Urban Design initiatives for new development.

21.09-3 Climate Change

Climate change projections provided by the Victorian State Government predict that the Horsham Rural City Municipality can expect: -

- Increased temperatures with the greatest increases occurring in summer.
- To be drier with greater decreases in rainfall expected in spring.
- To have an increase in the intensity of rainfall but a decrease in the number of rainy days.

With increased temperatures and a decreased amount of rainfall, water will be a key issue in the future for the community, council, primary producers and businesses.

Objective 1 **To Provide leadership and direction in response to climate change.**

Strategy 1.1 Consider the impact of climate change in our key planning and building decisions.

Strategy 1.2 Prepare a Climate Change Strategy to assist future development in responding to risks associated with climate change.

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21.10 COMMUNITY DEVELOPMENT

21.10-1 *Health facilities*

A medical services precinct has developed around the Horsham Base Hospital and this clustering of activities will continue to substantiate the role of the centre as the regional health provider. The expected increase in the aged population of the region is likely to result in the further establishment of both public and private health services.

Objective 1 Allow for the provision of high quality health facilities that met the needs of the local and regional community.

Strategy 1.1 Encourage hospital and associated medical facilities to establish in the vicinity of the existing Horsham Base Hospital.

Strategy 1.2 Encourage medical and allied health services to cluster around the Baillie Street area.

21.10-2 *Community and cultural facilities*

Provision of community and cultural infrastructure is important to support community connections and the health, wellbeing and vitality of our communities and to enhance the municipality as a place to live. Within Horsham, community facilities should be located in places that are easily accessible to members of the community.

Horsham Rural City Council and its partners recognise how important investment in the early years is in terms of maximising children's health, social and emotional wellbeing, as well as their intellectual development. By investing in early years and addressing disadvantage, it is possible to break the cycle of disadvantage and end generations of disengagement for families and whole communities.

One of the key outcomes with respect to this is the progressive development of three early years centres throughout Horsham over the next 10 to 15 years. The first of these centres is to be located in Horsham North, the second in Horsham West and the third in Horsham South. The aim of these centres is to provide children and their families with an accessible, friendly and seamless 'one stop shop' where they are able to access a broad range of early years services, which may include long day child care, occasional care, kindergarten, Maternal and Child Health services, playgroup and other health and wellbeing related services such as early childhood intervention services, parenting classes, etc.

Objective 1 Support community connections throughout the municipality by the provision of community facilities.

Strategy 1.1 Support the existence, refurbishment and upgrade of the network of rural halls.

Strategy 1.2 Support the enhancement of facilities for young people at the Nexus Youth Space in Horsham.

- Strategy 1.3 Support the upgrade of community and recreation facilities within the Haven Precinct.
- Strategy 1.4 Support the upgrade of community and recreation facilities within the Laharum Precinct.
- Strategy 1.5 Support the retention and refurbishment of Jubilee Hall for community purposes.
- Strategy 1.6 Support the establishment of an artist in residence facility to the south of the Wimmera River near Horsham.

Objective 2 To facilitate the establishment of Early Years Centres throughout Horsham.

- Strategy 2.1 Facilitate the development of an Early Years Centre in Kalkee Road, Horsham North.
- Strategy 2.2 Support the establishment of Early Years Centres in Horsham West and Horsham South.

Objective 3 To have Early Year Centres working together in an integrated manner whereby services have a shared philosophy and vision.

- Strategy 3.1 Facilitate the design of Early Years Centres so as to provide for the co-locate services.

Objective 4 To ensure all Council owned facilities are included in the Public Use Zone 6 Local Government.

- Strategy 4.1 Require all Council facilities to be included in the Public Use Zone 6 Local Government to facilitate their development.

21.11

TRANSPORT

21.12-1 *Cycling networks*

The overall goal is to make Horsham and the surrounding communities a more cycling friendly environment that caters for all types of cyclist. To achieve this ultimate goal, the following objectives and strategies will guide the development of cycling infrastructure and facilities. The Horsham Municipal Bicycle & Shared Path Plan 2012-16, is a reference document in this Planning Scheme.

- Objective 1 To provide an infrastructure network that caters for all levels of cyclist.**
- Strategy 1.1 Promote and encourage safe bicycle use as sustainable alternate mode of transport, including provision of bicycle parking and end of trip facilities.
- Strategy 1.2 Require all developments, especially new residential subdivisions, include provision for active transport (i.e. cycling and pedestrian movement) as a priority for transport.
- Strategy 1.3 Provide off road bicycle/walking paths through industrial areas that link to residential areas and recreational facilities.
- Strategy 1.4 Provide off road bicycle/walking paths in Highway locations, or where heavy vehicle use dominates road use.
- Strategy 1.5 Require that the Safer Routes to School initiative is taken into account when new residential subdivisions are established.
- Objective 2 To improve the connectivity of the existing cycle network between residential areas and central amenities, schools, recreational facilities and transport.**
- Strategy 2.1 Maintain and extend the network of bike and walking tracks within Horsham to provide for recreational and commuter cycling.
- Strategy 2.2 Support the creation of a Horsham to Natimuk bicycle trail connection.
- Strategy 2.3 Require all new developments, especially new residential subdivision, provide connection to nearby cycle pathways & make provision for active open space in the public open space allocation.
- Objective 3 To improve safety of the bicycle path network, thereby encouraging more people to cycle.**
- Strategy 3.1 Provide supporting infrastructure for cycling – e.g. seats, signage, water, lighting, shade, end of trip facilities.
- Strategy 3.2 Support the creation of on-road training routes and provide suitable shoulders for cyclists to use.
- Objective 4 To consider future bicycle path network requirements and maintenance costs.**
- Strategy 4.1 Require developer contributions for bicycle infrastructure provision.

21.11-2

Horsham Western Highway Bypass

VicRoads have proposed a Western Highway Bypass for Horsham. Horsham Rural City Council will continue to support the Horsham Bypass implementation. The Bypass could improve the amenity and function of the central commercial area, appropriately located it could also improve opportunities for industrial activity in Horsham.

Objective 1 To improve road safety for the residents of Horsham and users of the Western Highway.

Strategy 1.1 The preferred bypass alignment should have minimal impact on residences and farms.

Strategy 1.2 Protect the current and future development and operation of the Horsham Aerodrome from impacts of the Western Highway Bypass.

Objective 2 To provide amenity benefits to Horsham residents.

Strategy 2.1 The preferred bypass alignment should reduce the extent of disconnection of residences from the communities in which they belong and their access to Horsham, utilising culverts and bridge sections to provide for the passage vehicles.

Strategy 2.2 Minimise the dissection of farm paddocks and properties.

Strategy 2.3 Minimise the blocking of local roads.

Strategy 2.4 Minimise the impact of diversion of farm machinery onto more frequently travelled roads.

Strategy 2.5 Provide treatments which minimise the visual and noise impacts of the highway.

Objective 3 To provide connection to the Wimmera Highway and the Henty Highway.

Strategy 3.1 Create a practical connection to the Wimmera Highway and the Henty Highway.

Strategy 3.2 Upgrade local roads to provide for interconnections.

Objective 4 To manage the impact of the floodplains of the area.

Strategy 4.1 Maintain the capacity of the floodplain to store and convey flood water.

Strategy 4.2 Plan for flood events greater than the 1% Annual Exceedance Probability flood event.

Strategy 4.3 Reduce existing flood problems, where possible.

Strategy 4.4 Use culverts and bridge sections to allow for the passage of flood water.

Objective 5 To ensure the highway bypass does not impact adversely of the Horsham Airport.

Strategy 5.1 Protect future extension of the East West and North South runways of the Horsham Airport.

Strategy 5.2 Ensure sufficient clearance for future runway extensions and air traffic.

Strategy 5.3 Maintain access to the Horsham Airport via local roads.

Strategy 5.4 Provide access routes from the Western Highway bypass to the Horsham Airport.

21.11-3 Horsham Rail Corridor

The realignment of the passenger and freight rail services line to a position north of Horsham creates significant urban regeneration opportunities within Horsham, which will help facilitate the reconnection of the areas of Horsham either side of the current railway corridor thereby supporting the reversal of the current social and economic isolation experienced in Horsham North. It is noted that a key limitation of developing the area for urban regeneration is potential land contamination as a result of prolonged industrial land uses in the area. This opportunity needs to be assessed in consideration of the further objective of returning regular passenger rail services to Horsham (and further west), and its related consideration of the ideal location for a passenger railway station.

It is also recognised that a relocation of the rail line would require the identification of a new rail corridor. Opportunities exist for significant cost savings in the co-ordination of the Western Highway Bypass with a new rail corridor.

Objective 1 To plan for the redevelopment of the Horsham Rail Corridor.

- Strategy 1.1 Prepare a master Plan for the redevelopment of the Horsham Rail Corridor.
- Strategy 1.2 Liaise with VicRoads and the Australian Rail Track Corporation on the potential for concurrent implementation of the rail and highway bypasses to reduce the costs of both. This liaison should proceed only upon finalisation of the route alignment for the Western Highway Bypass.
- Strategy 1.3 Investigate options for new development in the rail corridor in Horsham North, including adjacent industrial land, taking into account of the potential for staged development, inclusive of any future relocation of the Melbourne Adelaide Ralline.
- Strategy 1.4 Facilitate the relocation of industrial uses away from the rail corridor in Horsham North.
- Strategy 1.5 Facilitate improved transport connections (road, bicycle, pedestrian) across the rail corridor.
- Strategy 1.6 Facilitate the beautification of the Horsham Rail corridor.

21.11-4 Horsham Airport

The Horsham Airfield is a regional facility, located a short distance north of the city, providing a range of aerodrome services to the region. Opportunity exists to develop land adjacent the Horsham Aerodrome for airport related industries and other business that will benefit from co-location with the airport.

Airspace security of the facility requires that height restrictions be imposed upon development in the regional centre and surrounding areas to ensure safe functioning of the airport.

The Horsham Aerodrome is located in close proximity to a proposed Western Highway Horsham Ring Road. The potential exists to provide direct access to the aerodrome from the bypass, with further potential arising from the possible inclusion of a rail corridor collocated with the bypass. This potential access would assist in increasing import and export possibilities for the Wimmera region.

Objective 1 To protect the air safety of Horsham Aerodrome.

- Strategy 1.1 Avoid the intrusion of buildings and other structures into the air space of the Horsham Aerodrome.

- Strategy 1.2 Avoid allowing noise sensitive uses to become established within Australian Noise Exposure Forecast areas.
- Strategy 1.3 Prepare planning scheme controls that are commensurate with the changes to the configuration of the Horsham aerodrome.
- Objective 2 To facilitate further development of the Horsham Aerodrome for airport uses.**
- Strategy 2.1 Maintain the operation of the Horsham Aerodrome for aviation and related services.
- Strategy 2.2 Provide land in the Horsham Aerodrome for passenger air services and related activities.
- Strategy 2.3 Prepare a Master Plan for the Horsham Aerodrome and implement its recommendations.
- Strategy 2.4 Upgrade the east/west and north/south runways to a standard that facilitates their use by emergency services aircraft.
- Strategy 2.5 Plan for the restructuring of the local road network resulting from the construction of the Horsham Highway bypass, and the extension of the runways.
- Strategy 2.6 Protect future expansion opportunities by preventing residential development in the surrounding area.
- Objective 3 To facilitate further development of land adjacent the Horsham Aerodrome for air service related industries or businesses that will benefit from co-location with the airport's operations.**
- Strategy 3.1 Support the establishment of regular Public Transport services on land adjacent the Horsham Aerodrome.
- Strategy 3.2 Provide land in the vicinity of the Horsham Airport that is suitable for development for aviation related business and industry.
- Strategy 3.3 Support the establishment of private and charter aircraft operators on land adjacent the Horsham Aerodrome.
- Strategy 3.4 Support the further development of flying training facilities at Horsham Airport.
- Strategy 3.5 Support further development of aviation related business and industries on land adjacent the Horsham Aerodrome.
- Strategy 3.6 Avoid allowing sensitive uses to establish in the vicinity of land identified for aviation related industry.

21.11-5 Roads

- Objective 1 To develop and maintain a network of roads and road corridors suitable for multiple forms of transport**
- Strategy 1.1 Prepare a plan of road corridors to link developing areas to established areas, having proper regard for an appropriate hierarchy of roads, such as minor, access, collector, link.
- Strategy 1.2 Prepare a transport plan that identifies priorities for development of transport corridors compatible with new developments, and ensuring appropriate links between relevant areas of the municipality

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21.12

INFRASTRUCTURE

21.12-1 Infrastructure Design Manual

The design, management and delivery of infrastructure are key issues for Council. Standardised infrastructure design requirements provide the opportunity to significantly improve the efficiency of developing and assessing infrastructure design proposals. The Infrastructure Design Manual (IDM) has been developed by regional Councils and will be used to provide consultants and developers with Council preferred requirements in respect to planning and infrastructure needs.

The efficient delivery of infrastructure is a fundamental element in providing affordable and diverse housing, generating economic growth and ultimately in managing the Municipality in a sustainable manner.

Council encourages new development to be supported by infrastructure of a high standard. As part of a consistent approach to standardise and improve infrastructure design and construction standards across regional Victoria, Council has adopted the Infrastructure Design Manual (the manual) as its preferred engineering design standards.

The manual specifies design criteria which should be considered in regard to the design and construction of infrastructure with the Municipality. The manual includes engineering requirements standards for the design and construction of (among other things) roads, drainage, stormwater, car parking, landscaping, mobility, access and intersection infrastructure.

Planning proposals which are subject to the provisions of Clause 56 of this Planning Scheme should have regard to the manual. Council will use the manual, including its standard conditions and standard drawings to assist in the assessment of residential subdivision proposals received under Clause 56 of this Planning Scheme.

Objective 1 To provide clear and consistent guidelines in regional Victoria for developers regarding engineering standards for residential subdivision and development.

Strategy 1.1 Support new subdivision and development to be designed having regard to the objectives and requirements of the Infrastructure Design Manual, which is a reference document in this Planning Scheme.

Strategy 1.2 Maintain a consistent standard of construction of infrastructure across the Municipality.

Strategy 1.3 Maintain a consistent approach to the design of infrastructure across the Municipality.

Strategy 1.4 Facilitate an integrated and streamlined approach to the planning and engineering assessment of new subdivision and development.

21.12-2 Telecommunications

Access to telecommunications is important to better connect services and attract business within the region. The National Broadband Network project provides an opportunity to improve the connectivity of the region for business and service provision.

Objective 1 **To ensure land use and infrastructure planning for the region takes advantage of enhanced telecommunications, particularly in larger centres which have the best connections.**

Strategy 1.1 Improve the supply of telecommunications infrastructure to service the municipality.

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21.13 Reference Documents

The following strategic studies have informed the preparation of this planning scheme. Decision makers should use these documents for background research, as these documents provide information to assist in understanding the context within which a particular policy or provision has been framed.

- Central Activity District Strategy, HRCC, 2013.
- East Horsham Drainage Recommendations Report 2013
- East Horsham Flood Intelligence Report 2013
- Environment Sustainability Strategy, 2010
- Horsham Early Years Plan, 2014
- Horsham Health and Wellbeing Plan, HRCC, 2013.
- Horsham Flood Study, Wimmera Catchment Management Authority (WCMA) 2003
- Horsham Framework for Managing Growth, 2013
- Horsham Heritage Study Stage 2 2014.
- Horsham North Urban Design Framework 2013
- Horsham Municipal Bicycle & Shared Path Plan 2012-16
- Infrastructure Design Manual
- Natimuk Flood Investigation 2013.
- South West Victoria Landscape Assessment Study
- Upper Mount William Creek Flood Investigation 2014.
- Wimmera Catchment Management Authority, Floodplain Management Strategy 2002
- Wimmera Catchment Management Authority, Horsham Flood Study 2003
- Wimmera Catchment Management Authority, Regional Catchment Strategy 03 - 08.
- Wimmera River and Yarriambiack Creek Flow Modelling Study 2009.

21.14

Future Strategic Work

Future Work	Priority
Introduce developer contributions for new developments.	
Develop an Open Space Strategy for the municipality that provides for passive and active sports and recreation opportunities.	
Develop a walking strategy.	
Prepare a Healthy Design Local Planning Policy for inclusion into Clause 22 of the Horsham Planning Scheme to require new development to meet healthy design guidelines for development.	
Conduct workshops with the Local Development Sector so as to provide information on how the Healthy Design Local Policy is to be implemented.	
Prepare a Municipal Economic Development Strategy.	
Develop a Public Health Environmental Management Plan.	
Develop a Strategic Waste Management Plan.	
Review the Wimmera Industrial Land Capability Study 2004	
Prepare a Structure Plan for the Haven Low Density Residential and Rural Living zoned area.	
Prepare Planning Scheme controls to manage wetland environments throughout the municipality	
Prepare are strategy to promote development in the area of research and innovation in agriculture.	
Prepare a Climate Change Strategy to assist future development in responding to risks associated with climate change.	
Prepare a Sport and Recreation strategy	
Implement the recommendations from the South West Victoria Landscape Assessment Study	

Prepare an Integrated Water Management Strategy	
Undertake further mapping of areas where overland flow of stormwater occurs, so as to be able to apply the Special Building Overlay to manage the issue.	

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