



Quarterly Performance Report

July – September 2023 (Quarter 1)



Acknowledgement of Country

Horsham Rural City Council acknowledges the five Traditional Owner groups of this land: the Wotjobaluk, Jaadwa, Jadawadjali, Wergaia and Jupagulk people.

We recognise the important and ongoing place that all Indigenous people hold in our community.

We pay our respects to the Elders, past and present, and commit to working together in the spirit of mutual understanding and respect for the benefit of the broader community and future generations.

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Chief Executive Officer's Overview

Horsham Rural City Community Vision 2041:

"In 2041, Horsham region is a vibrant, liveable hub that thrives on strong economic growth and social connectedness. Empowering people to live, work and access opportunities for recreation and culture, now and into the future"

I am pleased to present the Quarterly Report for the period ending 30 September 2023. This public report gives greater transparency and a more comprehensive view of the organisation and its key activities. The information within this document represents the period from July to September 2023.

Two new chapters in our service delivery started this quarter.

The Wimmera Regional Library Corporation dissolved on June 30, with the management of our library services transitioning to our Council under the new Wimmera Libraries brand. The new service includes the integration of the Horsham Library plus four branches from within the West Wimmera Shire municipality. This aligns our local library services with most public libraries across Victoria; 85 percent are run by councils rather than individual corporations.

Our waste transfer stations have also moved in-house, following the exit of long-term contractor Wastebusters which had operated our four facilities since 1995. There is no change to operating hours and we have retained our popular free annual tip voucher for ratepayers.

This was a busy quarter for projects, with work underway on The Station Youth Centre's refurbishment, Horsham City Oval's new netball courts and preparing to upgrade new public toilets in the central activity district.

We also had our annual three-day Engagement Expo with about 450 participants either visiting the Town Hall or going online to provide us with valuable feedback on a range of projects and local issues.

The winter months again provided a challenge for our road maintenance crews. Horsham Airport had 87.2mm in the gauge during June, the wettest start to winter since records began there in 1998. This set our grading program behind. Thankfully, more favourable weather later in the season allowed our crews to get back to work on our municipality's 1,830 kilometres of unsealed roads.

During August, Council's management team toured roads in the Kalkee, Polkemmet, Grass Flat, Natimuk, Telangatuk and Wonwondah areas. Council allocated \$6.8 million to roads in its [2023-24 Budget](#), with \$5.5 million assigned for rural roads, and it was pleasing to see this being effectively delivered on the ground.

The all-important flood recovery works have also progressed across our rural areas. Our staff have recorded more than 1,700 flood-related defects and we are continuing to work with our contractors to clear the backlog, with more than half of repairs now complete.

Other operations team highlights included the annual winter street tree planting program. Our aim as part of the Greater Greening Horsham Strategy is to ensure every urban property has a street tree and 850 were planted throughout July and August.

Sunil Bhalla
Chief Executive Officer
Horsham Rural City Council

Theme 1 – Community



“Horsham Rural City Council will develop the municipality as a diverse, inclusive and vibrant community”

Complete		In Progress		Not started	
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Strategy	Action	%	Quarter 1 (Jul-Sep 2023) Key notes
1.1 Communicate and engage effectively with our community to understand their needs and advocate on their behalf	1.1.2 Review and update the HRCC Advocacy Priorities resource document	0	Due for review in Q3
1.2 Support and empower localised community groups in their goals and plans ♥ Ref Health and Wellbeing Plan	1.2.1 Increased reach and diversity of allocation of Annual Community Grants program	0	Review of Community Grants program scheduled for Q2. Program delivery in Q3.
	1.2.2 Provide support and educate community groups on grant applications to external funding bodies	0	Program delivery in Q3.
	1.2.3 Support Wesley Committee to make the Wesley Performing Arts Centre operational, (subject to funding).	70	Attendance at Arts Sponsorship/Fundraising Intensive workshop in Geelong in July. Wesley Committee have added new members to their Fundraising Team. A campaign has been developed. Key potential supporters identified. Project landing page to be hosted on the updated HTH website
	1.2.4 Increase activation and promotion of outdoor venues	100	Further participation plans have been developed for the SRV funded and upgraded City Oval Netball Courts and Female Friendly Pavilion (tender for construction under review)
1.3 Enhance the inclusivity, accessibility and safety of our places and spaces ♥ Ref Health and Wellbeing Plan	1.3.3 Develop a subdivision design and open space local planning policy. N ▲ Ref Horsham North Local Area Plan	30	Draft landscape guidelines under development
	1.3.4 Develop an open space contribution rate(s) and a new local Public Open Space Contribution Policy. N ▲ Ref Horsham North Local Area Plan	35	A fee proposal is being considered for an external consultancy to deliver this work.

	1.3.6 Implement priorities of the Horsham North Local Area Plan - Finalise Rail Corridor landscape plan - Finalise concept design of the Pedestrian underpass. ▲ Ref Horsham North Local Area Plan	80	Final draft landscape plan completed and ready for community feedback in November, subject to approval of communications from VicTrack. Underpass concept finalised.
1.4 Develop a principles based and community need driven planning approach for our infrastructure ♥ Ref Health and Wellbeing Plan	1.4.1 Develop policies and procedures to ensure use of Council owned or managed recreational facilities is transparent and fair.	40	Fair Access Policy drafted and developed with State Government's Office for Women in Sport & Recreation. This Policy meets future funding obligations and HRCC's commitment to enabling gender equity. It will go up for presentation to Nov's Council Meeting.
1.5 Value and respect the culture of our traditional owners through strengthening relationships and partnerships with the Aboriginal and Torres Strait Islander community in Horsham ♥ Ref Health and Wellbeing Plan	1.5.1 In consultation with Barenji Gadjin Land Council develop a partnership agreement	25	A community engagement plan will be developed in partnership with other Councils as part of the roll out of the Recognition & Settlement Agreement
	1.5.3 Engage early with traditional owners in identifying and recognising places of cultural heritage significance.	85	Barenji Gadjin Land Council providing final comments on alternate truck routes as part of the study.
	1.5.4 Work with the local Traditional Owners to identify suitable Aboriginal language names for new streets and public places and facilitate applications through the RAP Aboriginal Advisory Committee	25	Language group has been re-established to consider names.
1.6 Promote and support the municipality's key tourism, events and local and cultural offerings ♥ Ref Health and Wellbeing Plan	1.6.1 Increase the range, quality and appropriateness of Visitor Services information and products	100	Development of new promotional material being produced by Visitors Services staff based on information requests from visitors.
	1.6.3 Encourage, promote and celebrate events enriching cultural diversity	25	Spring events brochure produced. Attendance figures for the quarter were: 6372 people attended 14 shows (22 performances). 10 events were booked in the Heritage Hall. 4395 people visited the Visitor information Services, a 42% increase from the 2022 first quarter. 4125 attended the Gallery and Exhibition openings, 406 people participated in workshops, events and public programs at in the Gallery.
	1.6.4 Implement the Horsham Heritage Study to protect buildings and places of historic cultural heritage to reinforce 'sense of place' and celebrate Horsham's character and distinctiveness ▲ Ref Horsham North Local Area Plan	85	800 letters sent to landowners who have properties with heritage values as identified in the Heritage Study Review.
	1.6.5 Prepare a conservation management plan for Horsham Botanic Gardens	0	Deferred, pending 2024-2025 budget considerations

Theme 2 – Liveability



“Horsham Rural City Council will actively work to create a healthy and connected community that is a great place to live, work invest and explore for all ages, abilities and backgrounds”










Complete		In Progress		Not started	
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Strategy	Action	%	Quarter 1 (Jul 22 – Sep 23) Key notes
2.1 Promote opportunities for live long social interactions and enjoyment ♥ Ref Health and Wellbeing Plan	2.1.1 Design and promote activities in collaboration with the Older Persons Advisory Committee	25	Older Persons Advisory Committee (OPAC) quarterly meeting conducted. Delivered small grants and support for 11 events for Horsham Seniors Festival. OPAC working on engagement design for Age Friendly Communities Implementation Plan renewal in 2024.
	2.1.2 Design, promote, participate and support municipal activities and events as scheduled including Volunteers, International Women’s Day & Seniors week	25	Seniors Week supported through Grants Program.
2.2 Advocate for educational opportunities, delivered locally, to support and encourage lifelong learning ♥ Ref Health and Wellbeing Plan	2.2.1 Develop and implement council wide guidelines for universal inclusion and access across all activities	25	Equity & Access Working Group implemented. Universal Design for Learning training delivered.
2.4 Encourage participation, diversity and growth in sports, events, arts and culture ♥ Ref Health and Wellbeing Plan	2.4.1 Seek funding opportunities through sport and recreation grants	10	Sport & Recreation Victoria (SRV) releases its' Local Sport Infrastructure Fund. Initial scoping of possible sport and recreational grants aligned to priorities in the Long Term Capital Plan and the funding Guidelines.
	2.4.2 Produce, publish & promote an annual program of Horsham Town Hall performances	25	Planning complete for a new performing arts program for 23-24 financial year, inclusive of community performances, hires, promoter shows and commissioned work by the HTH performing arts team
	2.4.3 Produce, publish & promote an annual program of visual art	25	Planning complete for a new visual arts program for 23-24 financial year, inclusive of shows from the Collection, touring

			exhibitions, public programs, opening events, workshops and community exhibitions
	2.4.4 Develop and deliver an annual program of Public art commissions, installations & promotion	0	Public Arts resource is currently vacant, limiting the delivery of the public art program. Role functions being reviewed prior to going out to the market to fill the role.
	2.4.5 Build on the quality of the Gallery's Visual Art Collection	10	Acquisition Committee to meet to review short listed options for the Public Collection.
	2.4.6 Implement the Horsham Aquatic Centre Masterplan - Hydro Therapy pool, spa, steam and sauna rooms	60	Tender awarded. Aquatic Architect working with Internal Working Group and the Y as service contractor, to develop a warm water pool (WWP) detailed design in readiness to seek external funds. Targeted consultation undertaken with key stakeholders to inform the proposed WWP
2.5 Respond to key community needs, ensuring our municipality is child and youth friendly and encourages positive ageing ♥ Ref Health and Wellbeing Plan	2.5.1 Municipal Early Years Plan 2019-2023 to be reviewed and updated	20	Consultant engaged
	2.5.2 Finalise the Dudley Cornell Reserve Master Plan ▲ Ref Horsham North Local Area Plan	0	The Dudley Cornell Masterplan will be superceded by the approved Multi Sport Precinct plan, which includes Dudley Cornell Park as one of 3 precincts to be upgraded to increase sports infrastructure and participation outcomes.
2.6 Promote the municipality as a destination highlighting Horsham as a base in Western Victoria, halfway between Melbourne and Adelaide	2.6.1 Promote recreation activities in our natural environment to increase destination tourism and visitation	50	Expressions of interest opened and closed.
2.7 Develop a range of recreational opportunities in our natural environment and recreational waterways to increase visitation	2.7.1 Identify and seek out commercial opportunities to activate the riverfront	60	Giant Christmas tree to be relocated to riverfront to coincide with planned events throughout summer. Pop up cafe site will be utilised in conjunction with these events
2.8 Promote recreational opportunities in our natural environment and recreational waterways to increase visitation	2.8.1 Support the delivery of tourism opportunities for Mt Arapiles, the Black Range, as well as the rivers and lakes in our region	80	Grampians Tourism draft Destination Management Plan and Horsham Local Area Action Plan received. Final plans will be presented to Council in next quarter.
2.9 Advocate and support the establishment and growth of integrated health services and facilities that meet the needs of all community members ♥ Ref Health and Wellbeing Plan	2.9.1 In partnership with our Health & Wellbeing partners, advocate for local mental health service provision (refer to Royal Commission into Mental Health)	60	Advocacy work underway with health and wellbeing partners
	2.9.3 In partnership with our Health & Wellbeing partners, advocate for the provision of locally based sexual health and reproductive health services and outreach programs	25	Ongoing work with Women's Health Grampians.
2.10 Plan for sustainable and affordable housing needs of our community ♥ Ref Health and Wellbeing Plan	2.10.1 Implement the Horsham Planning Scheme and monitor land supply and demand	70	Planning Scheme Corrections amendment awaiting approval from the Minister. Preparation for the C81 Flood Amendment direction hearing has commenced.
	2.10.2 Develop a Housing Affordability and Diversity Strategy and complete an amendment to the Planning Scheme ▲ Ref Horsham North Local Area Plan	35	Inception meeting held with successful consultant.

Liveability: Service Performance Indicators (YTD)










*Audited - Local Government Performance Reporting Framework (LGPRF)

	FY 2021-22	FY2022-23	Year to date
*Active library borrowers			
 7.66%	7.66%	6.97%	Data Unavailable
Library collection: # borrowed divided by total in collection			
 1.35	1.35	1.26	Data Unavailable
Proportion of library collection purchased in past 5yrs			
 41.65	41.65	44.83	Data Unavailable
Cost of library service per head of population			
 25.47	25.47	26.38	Data Unavailable
*Food safety non-compliance notifications followed up (%)			
 70%	70%	100%	Data Unavailable
Days taken to action food complaints			
 1.00	1.00	1.2	Data Unavailable
Required premises receiving annual food safety assessments (%)			
 67.76%	67.76%	103.40%	Data Unavailable
Cost of food safety service per registered premise			
 \$742.39	\$742.39	\$613.27	Data Unavailable
*Utilisation of aquatic facilities per head of population			
 3.71%	3.71%	5.05%	4.29%

*Audited - Local Government Performance Reporting Framework (LGPRF)

Note: some data unavailable due to timing of collection

† Direct costs have been calculated differently since the service is provided in house, but overall direct costs are similar.

	FY 2021-22	FY2022-23	Year to date
*Enrolled children attending MCH once a year or more (%)			
 85.89%	85.89%	90.58%	57%
Infant enrolments in MCH (% based on birth notifications)			
 101.07%	101.07%	102%	103.51%
Cost of MCH service per hour worked			
 \$60.84	\$60.84	\$60.57	\$45.49
*Aboriginal children attending MCH once a year or more (%)			
 86.64%	86.64%	93.55%	45%
*Animal management prosecutions per year			
 1	1	0	0
Cost of animal management per head of population			
 \$17.81	\$17.81	\$21.61	\$20.11
Days taken to action animal management requests			
 1.0	1.0	1.0	1.0
Percentage of animals reclaimed from the pound			
 63.68%	63.68%	51.11%	59.09%
Cost of aquatic facilities per visit			
 \$11.91	\$11.91	\$8.38	\$8.70

Theme 3 – Sustainability







“Horsham Rural City Council will actively lead in sustainable growth and development of the community and the economy”







Strategy	Action	%	Quarter 1 (Jul 22 – Sep 23) Key notes
3.1 Plan for sustainable development which balances economic, environmental and social considerations ▼ Ref Health and Wellbeing Plan	3.1.1 Prepare a Commercial & Industrial Land Strategy and include in the HRCC Planning Scheme ▲ Ref Horsham North Local Area Plan	10	Consultants engaged to undertake the preparation of a Commercial & Industrial land Strategy.
	3.1.2 Undertake a review of the Wartook Valley Strategy.	0	Deferred, pending 2024-2025 budget considerations.
	3.1.3 Implement the recommendations from the Natimuk Social and Economic Plan and Dadswell Bridge Community Action Plan	50	Project Advisory Committee has been established to assist Council with implementation of the plan.
3.2 Support business, from start-ups to expansion, value adding products and services for our community	3.2.2 Implement the infrastructure works required for the next stage of development at Burnt Creek Industrial Estate and Enterprise Industrial Estate	45	Cultural Heritage Management Plan for Enterprise Estate is currently underway. Drainage and road design underway for the next stage of Burnt Creek Industrial Estate
3.3 Promote and encourage innovation and new technologies in our community	3.3.1 Source opportunities and develop partnerships with technology industry bodies to enhance connectivity	0	No opportunities at this stage provided to enable a submission.
3.4 Support business resilience and recovery from the impact of business interruption	3.4.2 Work with local business to activate the Horsham town centre (CAD)	25	CAD Community Reference Group meetings have been held monthly. Projects have been prioritised and implementation has commenced.
3.6 Support our community and region in adapting to reduce emissions, build resilience to climate change and respond to environmental challenges ▼ Ref Health and Wellbeing Plan	3.6.1 Promote the benefits of reducing carbon emissions using Council's actions as a model (Zero Net Emissions Carbon Action Plan)	100	Periodic media releases provided to promote Council's delivery of reduced carbon saving projects. Further work will continue in the Annual Action Plan - Year 2.
	3.6.2 Implement Actions from Zero Net Emissions Carbon Action Plan	100	Projects identified from Zero Carbon Plan and included new solar installations at Horsham Community Pavilion and The Station Youth Centre while the Horsham Town Hall received an

			upgrade. New projects under the plan will continue in Annual Action Plan - Year 2.
	3.6.3 Develop a plan for the introduction of electric vehicles to Council's fleet	40	A pilot hybrid truck and an electric vehicle have been incorporated into the council's fleet. Their performance, mileage, and charging speed are currently under evaluation. It is anticipated that significant technological advancements in this field will occur globally over the next 4-5 years. Consequently, Council is actively monitoring developments in this area.
	3.6.4 Implement the actions from the electric vehicle transition plan	10	Plan in development
	3.6.5 Advise the community of the statewide reforms to our recycling system and implement the State Government's Four Bin Kerbside Collection Policy to enable the increased recovery of recyclable materials	40	Bin service successfully implemented. Review being conducted in November 2023. Compliance reporting will be done prior to 30 June 2024.
	3.6.6 Upgrade water supply to parks and reserves where possible from the GWMWater reclaimed water project	90	Pipeline system nearly completed, water use expected to occur this spring/summer
3.8 Promote recreational and social environments for people to enjoy (open spaces, waterways, etc.)	3.8.1 Support recreational clubs and groups to gain access to information and grants to strengthen viability and health of groups	25	Continued promotion of available grants and opportunities distributed through the Active e-news database.
	3.8.2 Support communities to access Council owned recreational assets	10	Upgrade to the Integrated Management System, (IMS) itemised and approved. Continued transparent application of published fees and charges as per Council's website.

Sustainability: Service Performance Indicators (YTD)

	FY 2021-22	FY2022-23	Year to date
Council planning decisions upheld at VCAT			
 100%	100%	100%	100%
Days taken to decide planning applications			
 62	62	56	62
Planning applications decided within required timeframes (%)			
 91.18%	91.18%	100%	85.37%
Cost of statutory planning process per application			
 \$8,834.59	\$8,834.59	\$24,184.76	\$13,352.40

	FY 2021-22	FY2022-23	Year to date
*Kerbside collection waste diverted from landfill			
 19.74%	19.74%	24.56%	48.86%
Kerbside collection bins missed per 10,000 scheduled bin lifts			
 1.90	1.90	2.57	8.92
Cost of kerbside garbage bin collection service per bin			
 \$140.81	\$140.81	\$152.70	\$147.84
Cost of kerbside recyclables collection service per bin			
 \$72.14	\$72.14	\$88.12	\$50.00

*Audited - Local Government Performance Reporting Framework (LGPRF)

Note: some data unavailable due to timing of collection

†Bin collection numbers increased markedly under Better Sorted Waste program, implemented Q4 (2022-23). Reporting delay reflects the deferral of rates adjustments until the current quarter.

Theme 4 – Accessibility



“Horsham Rural City Council will meet community needs through connected transport networks and the provision of accessible and welcoming places and spaces”




Complete		In Progress		Not started	
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Strategy	Action	%	Quarter 1 (Jul 22 – Sep 23) Key notes
4.1 Ensure a safe and connected transport network including active transport ▼ Ref Health and Wellbeing Plan	4.1.1 Maintain the existing road and path network to established standards, and improve these routes in accordance with priorities identified in the Road Management Plan	100	Council's existing road and path network has been renewed and maintained as per the established standard.
	4.1.2 Work with Regional Roads Victoria to undertake investigation and planning for Horsham's alternative truck route.	55	Preliminary identification of route options conducted by consultants.
	4.1.3 Implement prioritised actions identified in the Horsham Urban Transport Plan 2020, Rural Road Network Plan and Bicycle and Shared Path Plan 2012-2016 ▲ Ref Horsham North Local Area Plan	85	The items identified in the Horsham Urban Transport Plan, Rural Road Network Plan, and Bicycle and Shared Path Plan have been incorporated into a 10-year capital expenditure plan. Work will be executed in a phased manner according to the project prioritization framework.
	4.1.4 Develop a greater focus on safety improvements in the road and path network in urban and rural areas, including speed limit reviews, using historic crash statistics to inform priorities ▲ Ref Horsham North Local Area Plan	85	Projects that have been selected as finalists for the 2024-2027 HVSP program have been formulated, and efforts are underway to seek funding by December 2023. Additionally, a number of wombat crossings have been implemented, which will enhance safety measures.
	4.1.5 Maintain assets in accordance with Councils Asset Plan 2021-2031 adopted service levels	100	Renewal and maintenance work is happening as per the service level set in council's asset management plan.

	4.1.6 Investigate and implement new methods and materials to improve the efficiency of Council's road maintenance program	75	A gravel specification for unsealed roads has been established, aimed at lowering maintenance expenses and providing a more satisfactory experience for commuters. The process of licensing new gravel pits will be concluded within the next 18 months. Substantial efforts are currently in progress to enhance fleet utilization.
	4.1.7 Investigate the capacity of all bridges, and upgrade where required	85	Extra funding has been obtained through the Bridge Renewal Program, and this will be employed as a pilot program for retrofitting bridges. Following the completion of load tests on two bridges, the results indicated that the bridges possess greater capacity than initially suggested by the Tier 1 and 2 assessments. The council is currently in the process of engaging Deakin University for an in-depth analysis of select bridges, using the test data to determine if retrofitting is necessary to support current load requirements.
	4.1.8 Develop and implement a networked Horsham Bike and Walking Plan 2021-24 for Horsham ▲ ^N Ref Horsham North Local Area Plan	80	Draft complete. Due to go to executives in next quarter and up to Council for endorsement
	4.1.9 Develop and implement a plan for the provision of footpaths in residential streets in Horsham ▲ ^N Ref Horsham North Local Area Plan	100	Plan has been developed and approved by Council. It now needs implementation
	4.1.10 Secure funding to assess municipal & regional bike tracks & trails aligned to Cycle West Strategy	0	No further work undertaken. Priority focus on Municipal Bike & Walking Plan
	4.1.11 Upgrade asset system information to improve the planning and effectiveness of renewals funding	95	After the past 2-3 years of effort, the asset database has reached a high level of maturity. Ongoing work is focused on enhancing condition data through thorough on-site validation. All asset revaluations will be conducted internally in the coming years, contributing to the enhancement of condition data.
4.2 Advocate for supporting infrastructure to ensure connections to key places and services ♥ Ref Health and Wellbeing Plan	4.2.1 Undertake a Community Buildings Co-location & needs Assessment- to determine space availability, options, decommission and potentially new solutions ▲ ^N Ref Horsham North Local Area Plan	10	Project scope has increased to include alignment to and support of the development of HRCC's Property Policy and Strategy, supporting the universal application of licences and agreements. The project has been retitled as: The Community Facilities Plan. It will also include a guide/procedure of how to manage any relocated parties from Council owned or managed sites.
4.3 Planning for places and spaces to provide connectedness and social inclusion ♥ Ref Health and Wellbeing Plan	4.3.3 Develop prioritised projects from outcomes from the Regional Multi Sport Facility Feasibility study	30	A tender for detailed design drawings and costings has been initiated. In addition funding is available from a new Federal Planning allocation which will be explored to cover some of these costs, if successful
	4.3.4 Develop schematic plans for priority toilets listed in the Public Toilet Plan	75	Designs and building of a new public convenience in Hamilton St have progressed. A review of the internal Public Toilet strategy

			will be required to ensure budget availability and planning are aligned
	4.3.5 Develop a detailed outdoor Play Space Plan ▲ ^N Ref Horsham North Local Area Plan	60	Consultant appointed. Project progressing
	4.3.6 Implement the actions from the Greening Greater Horsham Municipal Tree Strategy ▲ ^N Ref Horsham North Local Area Plan	80	Planting of trees is continuing in a systematic way across Horsham
4.4 Support lifelong learning opportunities for all people ♥ Ref Health and Wellbeing Plan	4.4.1 In collaboration with the Primary Care Partnership, support the delivery of the Sons and Daughters of the West wellness program	100	Course completed with successful participation.
	4.4.2 Deliver the Schools Education Program at the Horsham Town Hall.	25	Program continues to be rolled out to schools across the region with high levels of engagement . Awaiting confirmation of funding application made to the Department of Education for extension into 2024-2025

Accessibility: Service Performance Indicators

	FY 2021-22	FY2022-23	Year to date
*Community satisfaction with sealed local roads (out of 100)			
	45	38	Data Unavailable
Sealed local road requests (% of kilometres)			
	10.89%	11.46%	12.25%
Sealed local roads maintained to condition standards			
	99.55%	100%	100%

	FY 2021-22	FY2022-23	Year to date
Cost of sealed local road reconstruction per m²			
	\$35.13	\$39.96	Data Unavailable
Cost of sealed local road resealing per m²			
	\$7.18	\$9.33	\$20.74

*Audited - Local Government Performance Reporting Framework (LGPRF)

Note: some data unavailable due to timing of collection.

Total expenditure on sealed roads includes microsurfacing, final seal and reseal works on sealed roads.

Theme 5 – Leadership



“Horsham Rural City Council will build trust and connections with the community through good governance, community consultation, accountability, transparent decision making and financial stability”




Complete		In Progress		Not started	
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Strategy	Action	%	Quarter 1 (Jul 22 – Sep 23) Key notes
5.1 Build trust through meaningful community engagement and transparent decision making	5.1.1 Embed the Community Engagement Policy to ensure Council reflects the communities voices in our decision making	25	Internal audit of Community Engagement policy compliance completed. Audit recommendations accepted for implementation.
	5.1.2 Budget developed and adopted in line with statutory obligations	10	Initial budget planning progressed with development timelines confirmed.
	5.1.3 Seek community input and feedback on services at Horsham Town Hall	25	The 23-24 performing arts program has been informed by advice provided by community feedback via post show surveys. This continues to be a valuable tool to assist with growing audiences and improving customer satisfaction
	5.1.4 Establish a transparent procedure for prioritising projects in the Capex plan	100	The project prioritization framework has been revised to include five primary criteria, which are: i) alignment with the council's plan, ii) the grant percentage, iii) the demand factor, iv) shovel readiness, and v) the benefit/cost ratio. All upgrade and new projects will be evaluated based on these criteria, and projects with higher priority scores will be given precedence.
	5.1.5 Investigate and Implement a Project Management Software System to help improve allocation of expenditure across all Council areas to better address community priorities	10	Work is in progress on the procurement of project management software. The software will be procured by Dec 2023.
5.2 Engage with community early on in projects and throughout to promote efficiencies and awareness of external opportunities	5.2.1 Develop a calendar of planned community engagements and proposed dates publicly available on our website	25	Quarterly report highlights all engagements completed in Q1. Council website shows planned engagements for Q2. Planning underway to review and enhance website interface.

	5.2.2 Review the Project Management Framework to ensure that community engagement occurs early in the project process and at other key stages in projects	100	New Project Charter process aligned to the Project Management Framework developed and implemented, ensuring community engagement requirements are identified at initial stage of project. KPIs of all Project Managers include Community Engagement (Inform) objectives
	5.2.3 Manage performance and finances in line with income and regulation	25	Improvements to financial reporting implemented to ensure greater alignment with the official guidance provided by the Local Government Model Financial Report – Better Practice and the Victorian Auditor General Office.
	5.2.4 Promote grant funding options, resources and information available to community groups	25	Grant opportunities continue to be communicated through the ACTIVE e newsletter, and more broadly through HRCC's weekly e-newsletter when relevant.
5.3 Enable a customer/stakeholder focused approach that delivers efficient and responsive services	5.3.1 Develop Organisational non-financial reporting measures	25	Service Planning processes underway across business units. For delivery in Q2.
	5.3.2 Phone system upgrade including improved staff access and customer chat options	10	Procurement for pilot project under consideration for Q2, ahead of wider organisational rollout.
	5.3.3 Be responsive to all asset related service requests, queries and complaints	95	All requests related to asset management have been addressed within a 90-day timeframe. Similarly, all maintenance-related requests have been handled in accordance with the agreed-upon timeframes outlined in the Customer Service Charter and/or Road Management Plan.
	5.3.4 Prepare detailed plans for the relocation of the Council Depot	3	Detailed planning commenced with initial consultation with staff currently operating from Depot.
	5.3.5 Review Council's Place Naming policy and procedure to align with the updated Place Names Guidelines issued by the Surveyor General	100	Policy reviewed following adoption of the Naming rules for places in Victoria – Statutory requirements for naming roads, features and localities – 2022. An updated and renamed Road, Feature and Locality Naming Policy was adopted by Council on 24 July 2023.
5.4 Attract, retain, respect, value and invest in quality staff	5.4.1 Implement the actions from the Gender Equality Action Plan	50	LGBTIQ+ training has been completed. Additional activity: Contact Officers reviewed and training completed. Gender Impact Assessment completed on recruitment processes Unconscious bias training emphasis
	5.4.2 Implement the actions from the Workforce Plan	30	Many actions of the Gender Equality Plan are replicated in the Workforce Plan, so progress in relation to the GEAP (above) serves as corresponding progress in the Workforce Plan. Revised Recruitment Policy and Procedure has been drafted.
	5.4.3 Negotiate a new HRCC Enterprise Agreement #10	100	Enterprise Agreement Number Ten has been formally certified by the Fair Work Commission and is now in operation.
	5.4.4 Strategic and Operational Risk Registers to be made current and a system for maintaining them embedded in the organisation	80	Input has been sought and information provided by multiple departments in relation to key operational risks. Review of these risks will be undertaken in the next quarter.

	5.4.5 Implement actions from all internal audits	90	Further review undertaken with some outstanding actions re-opened pending further confirmation of completion.
5.5 Implement systems, processes and use of technology that support efficient and secure business operations	5.5.1 Participate in the implementation plan for the Rural Council's Corporate Collaboration (RCCC) project	80	Project implementation timeframe extended for 3 months by the RCCC Project Board. HRCC on track with deliverables and training against the new timeframes.
	5.5.2 Implement a new system for the completion of staff performance appraisals, action tracking on plans, strategies and audits.	45	The RCCC project has only recently progressed to the point that we are now in a position to consider if their product might potentially provide a solution. If it does, we will be able to quickly proceed, but if not we will need to start considering other options.
	5.5.3 Investigate and implement options for a customer request system	60	Delivery of new customer request system and online portal scheduled for Q3. Part of resource-shared Rural Councils Corporate Collaboration (RCCC) project.
	5.5.4 Investigate and implement a new electronic document management system	60	New system scheduled for delivery in Q2/Q3. Part of resource-shared Rural Councils Corporate Collaboration (RCCC) project. Additional planning underway to manage data migration project for HRCC.
	5.5.5 Implement a zero budgeting approach. To refresh project budgets and start from a zero base.	10	2024-2025 budget development using a zero-based budgeting approach where possible to align with RCCC implementation.
	5.5.6 Implement recommendations from the Operations Improvement Project	85	Crews are entering data. Reporting of data is still being worked on.
	5.5.7 Expand Council's Geographic Information System (GIS) capability to provide near real time information to the public	85	The community is now able to access significant capital projects via a community map. A substantial amount of asset information, including public toilets, drinking fountains, bike hoops, and more, is accessible to the public through this map. Efforts are ongoing to make all asset condition information available to the public via the community map.
5.6 Work in partnership with key agencies and other levels of government to provide leadership and support in emergency preparedness, response and recovery processes	5.6.1 Review and update Emergency Management Plans and Processes	25	Ongoing process.
	5.6.2 Inform and educate the Community on emergency preparedness	25	Ongoing process.

Leadership: Service Performance Indicators

	FY 2021-22	FY2022-23	Year to date
*Community satisfaction with Council decisions (out of 100)			
 50	50	34	Data Unavailable
Councillor attendance at Council meetings			
 91.30%	91.30%	91.30%	92.86%
Council decisions made at meetings closed to the public			
 6.25%	6.25%	34.96%	26.67%

	FY 2021-22	FY2022-23	Year to date
Cost of governance per Councillor			
 \$44,415.73	\$44,415.73	\$55,496.0	\$62,742.86
Community satisfaction with consultation & engagement			
 53	53	43	Data Unavailable

*Audited - Local Government Performance Reporting Framework (LGPRF)
 Note: some data unavailable due to timing of collection

Councillor Expenses

In accordance with Section 40 of the *Local Government Act 2020*, Council is required to reimburse a Councillor for expenses incurred whilst performing their duties as a Councillor. Council is also required to adopt and maintain a policy in relation to the reimbursement of expenses for Councillors to ensure Councillors are provided with appropriate resources, facilities and other support whilst performing their duties.

Expense Category	Councillor							Total Jul – Sep 2023 (Q1)
	Cr Robyn Gulline (Mayor)	Cr Penny Flynn (Deputy Mayor)	Cr David Bowe	Cr Claudia Haenel	Cr Les Power	Cr Robert Redden	Cr Ian Ross	
Communication	35.45	35.45	35.45	42.97	17.73	35.45	17.73	220.23
Conferences and Seminars	695.00	695.00	0.00	0.00	0.00	0.00	0.00	1,390.00
Development And Training	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Memberships	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Transportation	0.00	0.00	0.00	1357.39	0.00	0.00	0.00	1,357.39
Travel and Accommodation	0.00	0.00	0.00	19.60	0.00	283.41	0.00	303.01
Other	0.00	0.00	0.00	51.41	0.00	40.28	0.00	91.69
Total	730.45	730.45	35.45	1471.37	17.73	359.14	17.73	3,362.32

Note:

• Figures in this table may include expenses that were processed but not incurred in the reporting period

Communication – Monthly fees and usage costs associated with Councillor mobile phone and computer equipment. Any costs associated with personal use are to be reimbursed by the Councillor.

Conferences and Seminars – Registration fees and costs associated with Councillor attendance at local, interstate or overseas conferences and seminar.

Development and Training – Registration fees associated with Councillor attendance at one-off or short-term training or workshops within Victoria held by government agencies, professional bodies or institutions that support the local government sector.

Memberships – Professional memberships to recognised sector related bodies and other incidental expenditure incurred by Councillors in performing their Councillor role.

Transportation – Taxi fares, public transport costs, parking and toll fees and reimbursements for authorised use of private vehicles for kilometres travelled whilst conducting Council business within and outside the municipality.

Travel and Accommodation – All travel and accommodation costs associated with Councillor attendance at local, interstate or overseas conferences, seminars, training and workshops.

Other Costs – Other incidental expenditure incurred by Councillors in performing their Councillor role.

Customer Service Performance

Customer Service Requests	July	August	September	Total Q1	% of Total
Animals	131	142	122	395	18.91%
Bin Services	158	156	155	469	22.45%
Building	64	91	109	264	12.64%
Business or Events	8	5	10	23	1.10%
Drainage	11	13	9	33	1.58%
Environmental Health	10	3	9	22	1.05%
Fire Control & Safety	1	6	8	15	0.72%
Footpaths	32	23	16	71	3.40%
Governance	4	2	2	8	0.38%
Graffiti & Vandalism	5	7	10	22	1.05%
Local Laws	22	25	109	156	7.47%
Miscellaneous	8	7	14	29	1.39%
Nature Strips	5	7	8	20	0.96%
Other	4	7	7	18	0.86%
Parking	19	35	16	70	3.35%
Parks & Reserves	7	21	30	58	2.78%
Planning	44	41	35	120	5.74%
Public Amenities	8	11	8	27	1.29%
Rates & Property	2	4	2	8	0.38%
Roads	51	49	36	136	6.51%
Roadsides	2	3	0	5	0.24%
Signs	10	12	4	26	1.24%
Street Lighting	0	3	5	8	0.38%
Trees	19	31	36	86	4.12%
Total	625	704	760	2089	100%

Quarter 1 continued to be consistent with responding to our standard request types. Compared to Quarter 1 last year, the trend sees an increase in responding to our customer's enquires. The trends are mostly related Quantong community meeting was held in September.

Our standard requests include:

Bins - exchange, repairs, missed bins, new services

Animals - lost pets, cat trap requests, wandering dogs

We also saw an increase in complaints compared to the previous quarter.

The increase was mostly due to concerns about the new parking meters. At the same time as the increase in Parking meter complaints, our Parking meter review was published, asking for residents for feedback on the new system.

As well as the standard, seasonal requests we see each year, we also continue to see an increase in the following requests:

*Building - all Council Buildings are maintained and therefore all requests for repairs, installation etc are reported through our Customer Request System.

*Trees requests saw an increase in comparison to last quarter, mostly due to the timing of the seasonal tree planting and queries/request relating to these.

*Local Laws - increase in requests compared to Q1 last year, (90 requests.) Increase in property clean up requests issued by Community Safety Unit due to fire preparedness for the upcoming weather conditions.

Complaints	Jul	Aug	Sep	Total Q1	% of Total
Open	0	1	2	3	6.67%
Finalised	11	21	10	42	93.33%
Total	11	22	12	45	100%
Response on Time?	Jul	Aug	Sep	Total Q1	% of Total
No	228	184	146	558	26.71%
Yes	397	520	614	1531	73.29%
Total	625	704	760	2089	100%

Community Engagement Performance

Council's engagement activities during Quarter 1 (1 July to 30 September) are detailed below.

A forward plan that looks ahead at our planned engagement activities for the next two quarters is also included with this report, covering the period 1 October 2023 to 31 March 2024. Council's calendar of planned future engagement is subject to change and new inclusions from time to time. This is to ensure a flexible and effective response to the needs of the community, and timely management of any variations in project or program delivery.

	Current reporting period												Forward plan of engagement activities																			
	Q1												Q2						Q3													
	Jul-23				Aug-23				Sep-23				Oct-23		Nov-23		Dec-23		Jan-24		Feb-24		Mar-24									
	WEEK:				WEEK:				WEEK:				1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Age Friendly Communities Implementation Plan																																
Baillie St Accessible Parking																																
CBD Pedestrian Crossings																																
City Oval User Group																																
Creative Horsham Strategy																																
Crossings and Pathways Upgrade Plan																																
Crown Land Management Plan																																
Firebrace Street Verandah																																
Hamilton St Public Toilet																																
Heritage Amendment																																

	Current reporting period												Forward plan of engagement activities																							
	Q1												Q2						Q3																	
	Jul-23				Aug-23				Sep-23				Oct-23		Nov-23		Dec-23		Jan-24		Feb-24		Mar-24													
	WEEK:				WEEK:				WEEK:				1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4				
Horsham Flight Hub	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Horsham Municipal Bicycle & Shared Path Plan 2023-33																	1	2	3	4	1	2	3	4												
Horsham Rural City Talks Expo - Strategic Planning					1	2	3	4																												
Horsham South Structure Plan																	1	2	3	4																
Implementation of Parking Management Plan							1	2	3	4																										
Kerbside Service Review 2023-24													1	2	3	4																				
Lukin Park														1	2	3	4																			
Mary St and Palm Ave Footpaths			1	2	3	4	1	2	3	4	1	2	3	4																						
Public Play Spaces Plan													1	2	3	4																				
Rail Corridor - Horsham North Local Area Plan																																				

Capital Works Program Updates

Projects



Wesley Performing Arts Centre refurbishment

\$1.958 million budgeted for this. This is dependent on significant grant funding of around \$1.4 million to enable these works to proceed.



Public Conveniences upgrades

Program to modernise and add public toilets. Thirty-six related projects form part of the Long Term Capital Works Plan.



City Oval: Netball & Football courts, pavilion and clubrooms

Second stage of City to River Master Plan. Continues on from the Stage 1 works associated with river frontage area.



Urban & Rural Roads

Priorities based primarily on regular asset inspections, ensuring those in worst condition prioritised. Gravel road re-sheeting, and heavy patching and upgrades to priority freight routes. Road safety also a key issue.

July – September 2023

No funding yet available for this work, but project is "shovel-ready"

Refurbishment of public toilets at the Botanic Gardens and Weir Park completed. Work started on the facilities at Woolworths Carpark and Baker St (next to the old Visitor Information Centre)

Services location and site setout commenced for the construction of a new public toilet in Hamilton St

Netball Court construction is underway and on track for completion in December 2023

Netball Pavilion construction contract has not yet been awarded

Events Stage construction is underway and on track for completion in May 2024

Hocking St reconstruction is underway

Community Centre/Change Room facility is on hold waiting on funding availability

Heavy patching is well underway across the municipality, with the gravel resheeting program to commence in November

Permanent pedestrian crossings and refuge points were installed in Darlot St, Wilson St, Pynsent St and Firebrace St intersection with O'Callaghans Pde

Planning on suitable designs completed for temporary crossings in Firebrace St, at the McLachlan St roundabout and mid-block near the Post Office.

Horsham Lubeck Rd reconstruction underway

Dimboola-Minyip Rd reconstruction commenced for stage 2

North-East Wonwondah Rd tender for reconstruction of stage 1 has been awarded, stage 2 is undergoing vegetation assessment

Noradjuha-Tooan East Road is undergoing vegetation assessment and work method planning

Flood recovery work underway, some by Council staff and some by contractors; 833 defects identified in approx. 80km of road

Construction completed on four new accessible and family change rooms, along with indoor/outdoor function centre. Final fitout underway

Hamilton St pedestrian bridge completed with Menadue St approach ramp installed, and official opening by Senator Jana Stewart.

Palm Ave and Mary St footpath construction completed.

Tender released for detailed design plans for Sunnyside Park and the Skate Park

Goal post nets installed at Quantong Recreation Reserve Oval

Electronic scoreboard installed at Cameron Oval, Laharum



Aquatic Centre Change Rooms

Construction of four private change spaces (two family/two accessible)



Footpaths and Cycle ways

Maintaining and enhancing Council's network of footpaths, and on and off-road cycle paths.



Parks & Open Spaces

Council's portfolio of parks and open spaces assets such as bench seats, irrigation systems and shade sails These require periodic renewal to ensure that open spaces are maintained to a suitable standard.



Sustainability & Zero Carbon Plan

Council is committed to reducing it's greenhouse gas emissions and carbon emissions.

Solar panels were installed on the Dudley Cornell Pavilion and Jubilee Hall. The Girl Guide and Scout Halls were deemed unsuitable due to tree locations. Planning for installation on the Senior Citizens Centre and Natimuk Rd Kindergarten



Depot Relocation

Council's new depot and detailed planning to adapt that site to Council's needs

Detailed planning on site adaptation has commenced with needs analysis and staff consultation

Appendix 1: Finance & Performance to 30 June 2023 (Detailed)

Finance & Performance Report - 30 September 2023 Income Statement \$'000

	Adopted Budget 2023/24	YTD Budget 2023/24	YTD Actuals 2023/24	Variance to YTD Budget	Percentage Variance	Commitments	Note
Income / Revenue							
Rates and charges	(32,636)	(32,167)	(32,168)	1	0.0%	0	
Statutory fees and fines	(519)	(128)	(140)	12	9.3%	0	
User fees	(6,604)	(1,155)	(1,263)	109	9.4%	2	
Grants	(17,806)	(2,531)	(1,411)	(1,120)	-44.3%	0	1
Contributions	(731)	(58)	0	(58)	-100.0%	0	
Net gain (or loss) on disposal of property, infrastructure, plant and equipment	(1,656)	(42)	(476)	433	1023.9%	0	2
Share of net profits (or loss) of associates and joint ventures	0	0	0	0		0	
Other income	(2,054)	(475)	(572)	97	20.5%	0	
Total income / revenue	(62,006)	(36,557)	(36,030)	(527)	-1.4%	2	
Expenses							
Employee costs	21,672	4,988	4,580	408	8.2%	12	3
Materials and services	15,661	3,519	4,232	(713)	-20.3%	2,939	4
Bad and doubtful debts - allowance for impairment losses	68	9	27	(19)	-211.8%	0	
Other expenses	455	99	110	(11)	-11.6%	5	
Total expenses	37,857	8,614	8,950	(335)	-3.9%	2,956	
EBITDA Surplus/(deficit) for the year	(24,149)	(27,942)	(27,080)	(862)	3.1%	2,958	
Depreciation	12,554	3,138	3,139	(0)	0.0%	0	
Amortisation - intangible assets	261	65	65	0	0.0%	0	
Amortisation - right of use assets	55	14	14	0	0.0%	0	
Finance costs - leases	0	0	0	0		0	
Borrowing costs	171	43	0	43	100.0%	0	
Surplus/(deficit) for the year	(11,108)	(24,682)	(23,863)	(819)	3.3%	2,958	

EBITDA - Earnings before interest, tax, depreciation & amortisation [amortisation is the practice of spreading an intangible asset's cost over that asset's useful life].

Comments:

1. Grants - budgeted Grants Commission payment expected in quarter 1 was paid in advance in FY 2023/24, as part of the forecast this income profile will be adjusted as 100% expected in June as Council anticipates 100% of 2024/25 to be paid in advance in June 2024.
2. Net gain on disposal - \$433k sale of industrial land (Burnt Creek) received earlier than expected
3. Employee costs - (\$18k) Corporate Services (includes Oncost & Office of the CEO), \$153k Communities and Place, and \$273k Infrastructure.
(due to vacant positions waiting to be filled in.)
4. Materials & Services - Timing differences - (\$38k) Corporate Services (includes Oncost & Office of the CEO), (\$119k) Communities and Place, (\$142k) Infrastructure, (\$190) Waste Management, Transfer stations & Landfill costs, and (\$224k) Plant Control (includes \$197k Rego paid in July but budget split across year).

Finance & Performance Report - 30 September 2023

Statement of Capital Works \$'000

	Adopted Budget 2023/24	YTD Budget 2023/24	YTD Actuals 2023/24	Variance to YTD Budget	Percentage Variance	Note	Commitments	YTD Actuals plus Commitments	Variance to FY Adopted Budget	Percentage Variance
Land & Buildings										
Land	705	0	0	0			0	0	(705)	100.0%
Buildings	10,312	885	1,831	(946)	106.9%	1	3,060	4,891	(5,421)	52.6%
Total Land & Buildings	11,017	885	1,831	(946)	106.9%		3,060	4,891	(6,126)	55.6%
Plant & Equipment										
Plant, machinery and equipment	2,665	697	858	(161)	23.1%		1,363	2,221	(444)	16.7%
Office furniture and equipment	124	20	22	(2)	7.5%		12	34	(91)	72.8%
Art purchases	25	0	0	0			0	0	(25)	100.0%
Total Plant & Equipment	2,815	717	880	(162)	22.6%		1,375	2,255	(560)	19.9%
Infrastructure										
Roads - Rural	5,547	760	818	(58)	7.6%		1,997	2,815	(2,732)	49.2%
Roads - Urban	1,445	103	254	(151)	146.3%		998	1,252	(193)	13.3%
Roads - Industrial Estates	0	0	37	(37)			55	92	92	
Road Bridges	214	0	1	(1)			0	1	(213)	99.3%
Flood Recovery	0	0	759	(759)		2	2,759	3,519	3,519	
Footpaths and cycleways	429	0	449	(449)		3	148	597	168	-39.0%
Parks, open space and streetscapes	385	33	3	30	-90.8%		48	51	(334)	86.7%
Recreation, leisure and community facilities	659	0	426	(426)		4	814	1,240	581	-88.2%
Waste management	54	0	46	(46)			21	67	13	-24.8%
Other infrastructure	297	64	102	(38)	58.5%		10	112	(185)	62.3%
Total Infrastructure	9,030	960	2,896	(1,935)	201.5%		6,851	9,746	717	-7.9%
Total Capital Works Expenditure	22,861	2,563	5,607	(3,044)	-118.8%		11,285	16,892	(5,969)	26.1%

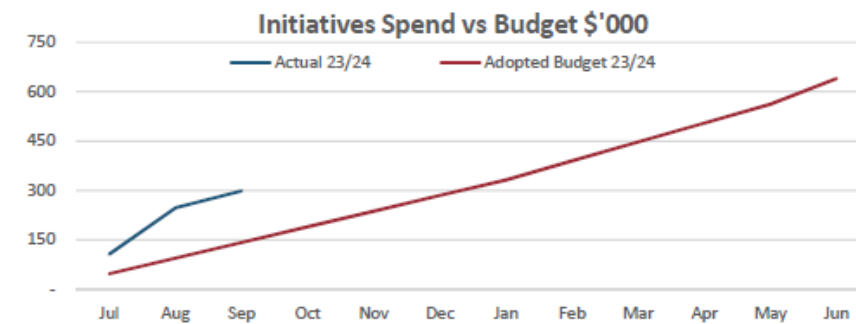
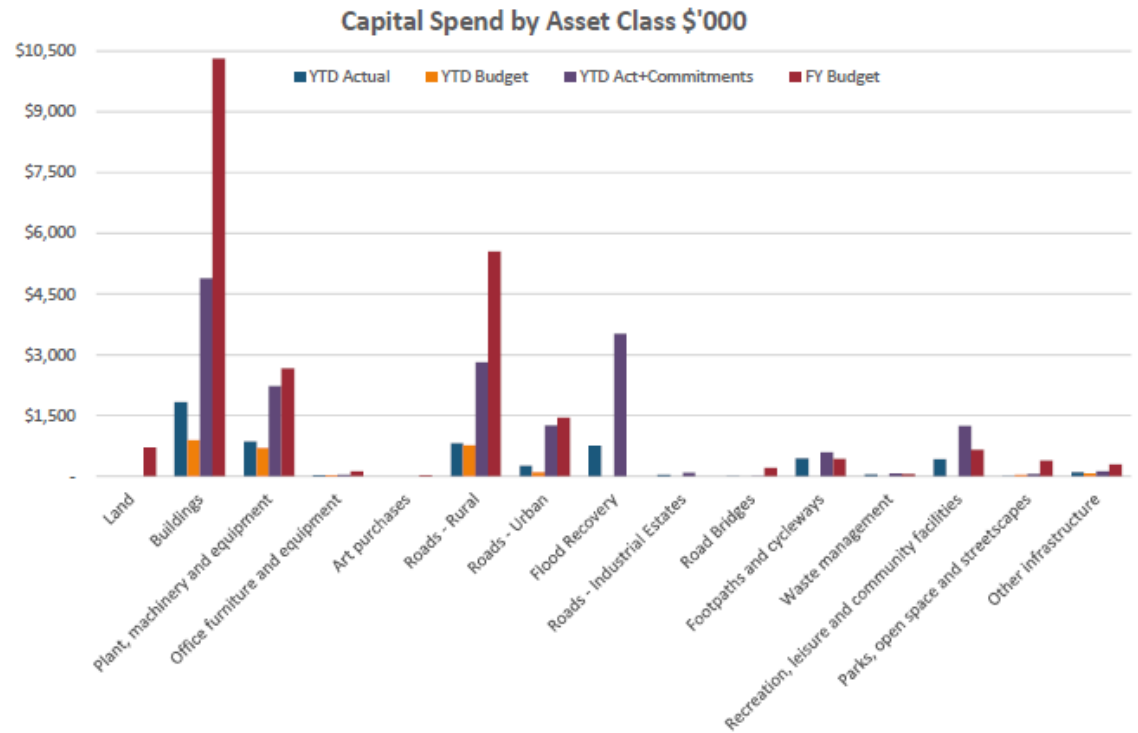
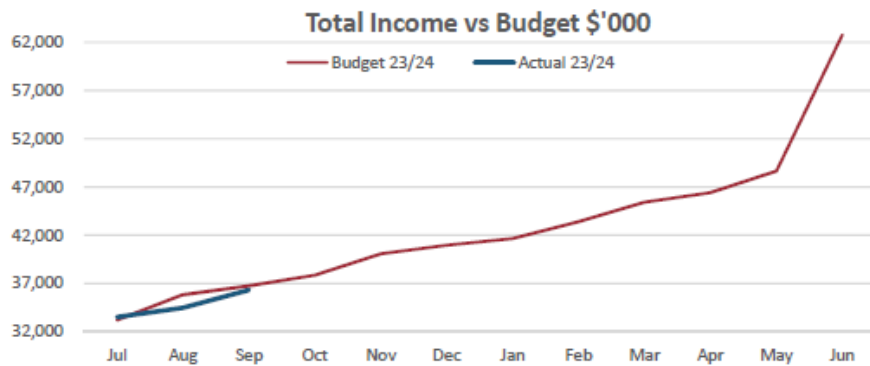
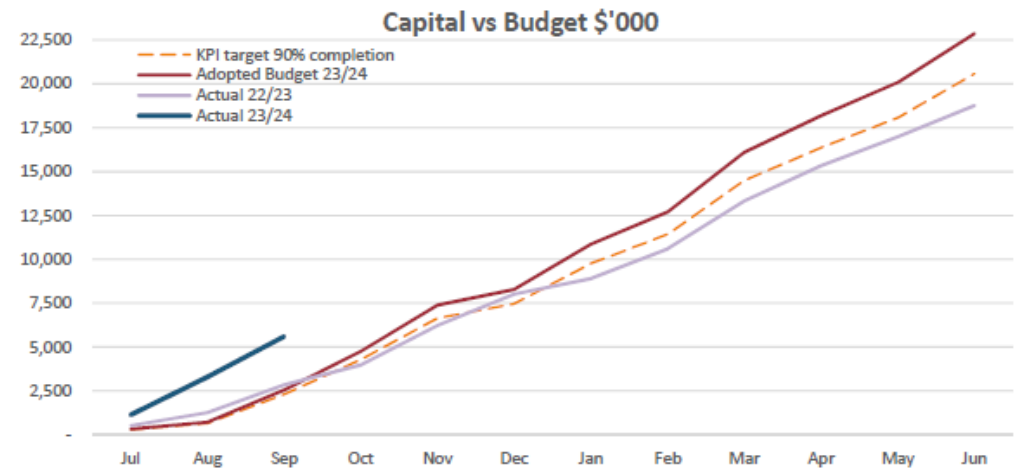
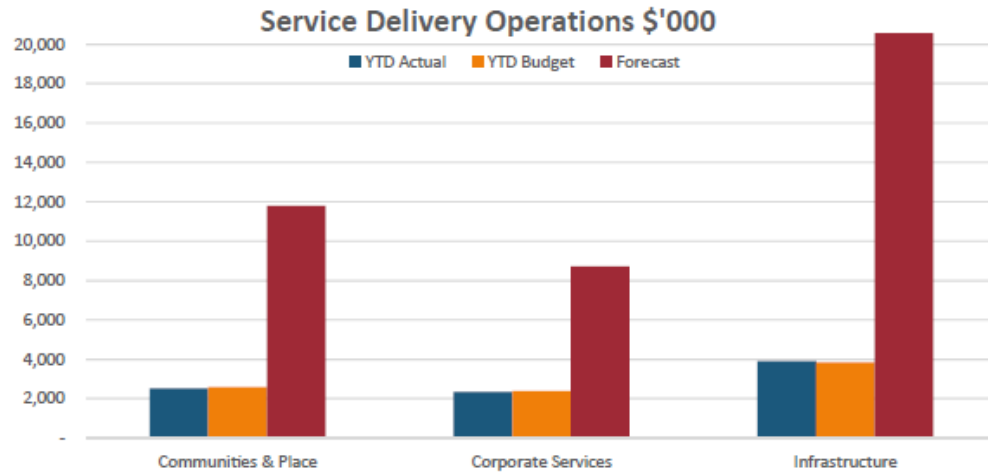
Comments on variance to YTD Budget:

1. Buildings expenditure on prior year projects still to be recognised in the 2023/24 reforecast.
\$382k Transfer Station Upgrade - Waste stream collection points, \$383k Aquatic Centre Accessible Change room.
2. Flood Recovery expenditure projects still to be recognised in the 2023/24 reforecast, expenditure will be offset by external funding as claim packages are submitted.
3. Footpaths and cycleways expenditure on prior year projects still to be recognised in the 2023/24 reforecast.
\$206k Hamilton Street Pedestrian Bridge, \$115k LRCI Horsham North Footpath Upgrade.
4. Recreation, leisure and community facilities expenditure on prior year projects still to be recognised in the 2023/24 reforecast.
\$301k City Oval Netball Courts, \$51k Natural Play Feature.

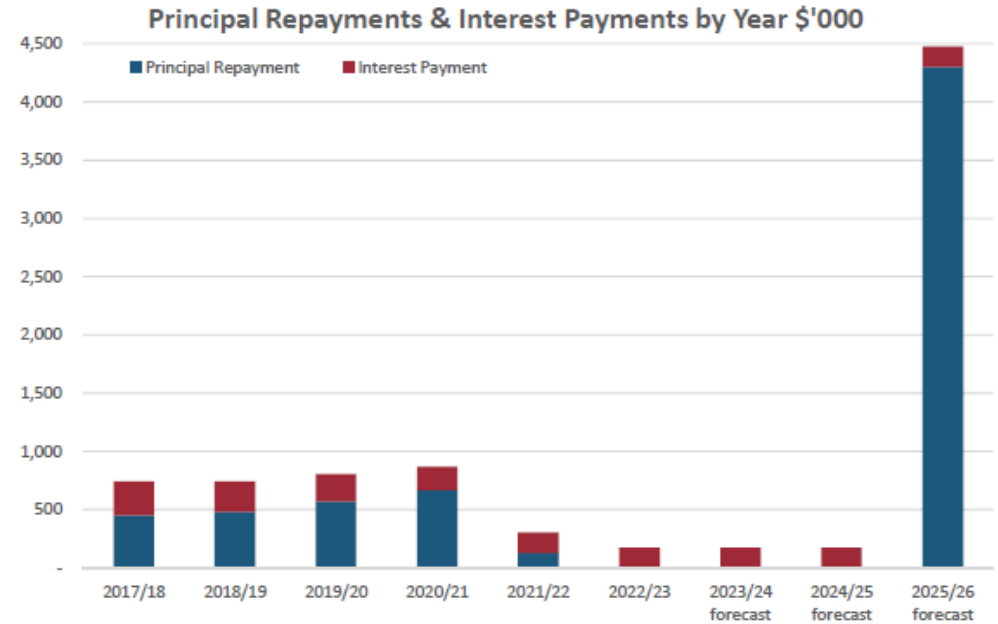
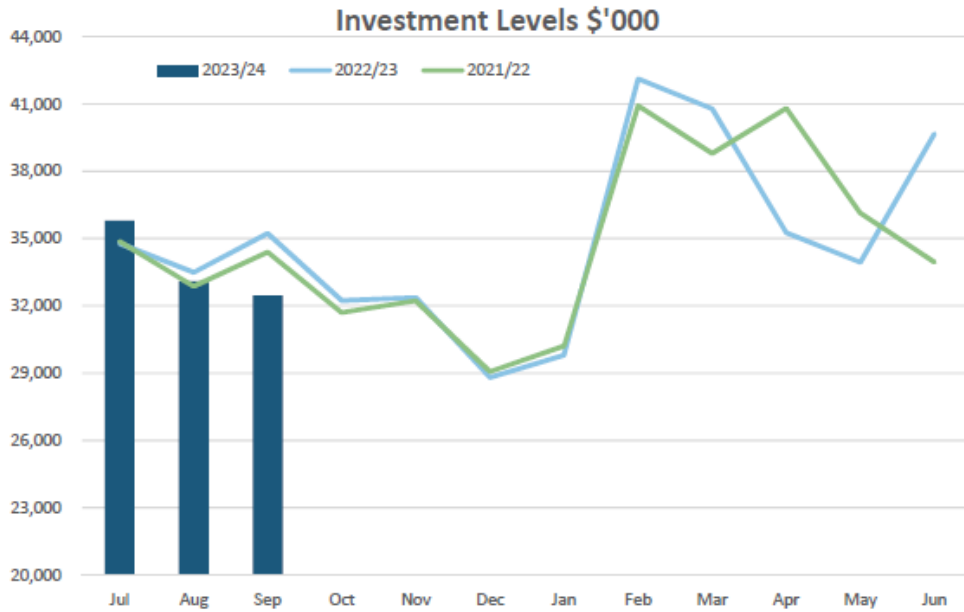
* Finance anticipate the forecast process to be reviewed and loaded during November 2023.

Finance & Performance Report - 30 September 2023

Financial Snapshot



Investments & Loans



	Interest Rate	
Corporate Investment Account	4.55%	
8 Term Deposits	4.37% - 5.23%	Ranging 239 Days to 287 Days
Last investment	5.22%	252 Days 24/07/2023 to 01/04/2024

Breakout of Loans Outstanding

Purpose	Interest Rate	Original Principal	Outstanding at 30 Jun 23	Start Date	Year End Date	No. of Years
Anzac Pedestrian Bridge	3.97%	500,000	500,000	23 Jun 16	23 Jun 26	10 I
Horsham North Children's Hub	3.97%	100,000	100,000	23 Jun 16	23 Jun 26	10 I
City Oval Clubroom Purchase	3.97%	230,000	230,000	23 Jun 16	23 Jun 26	10 I
Horsham Town Hall Refurbishment	3.97%	3,475,000	3,475,000	23 Jun 16	23 Jun 26	10 I
*Horsham North Community & Childrens Hub		900,000	300,000	23 Jun 18	23 Jun 28	10 P
*Livestock roofing		1,887,143	1,427,143	29 Jun 20	29 Jun 44	24 P

* Funded from internal cash reserves

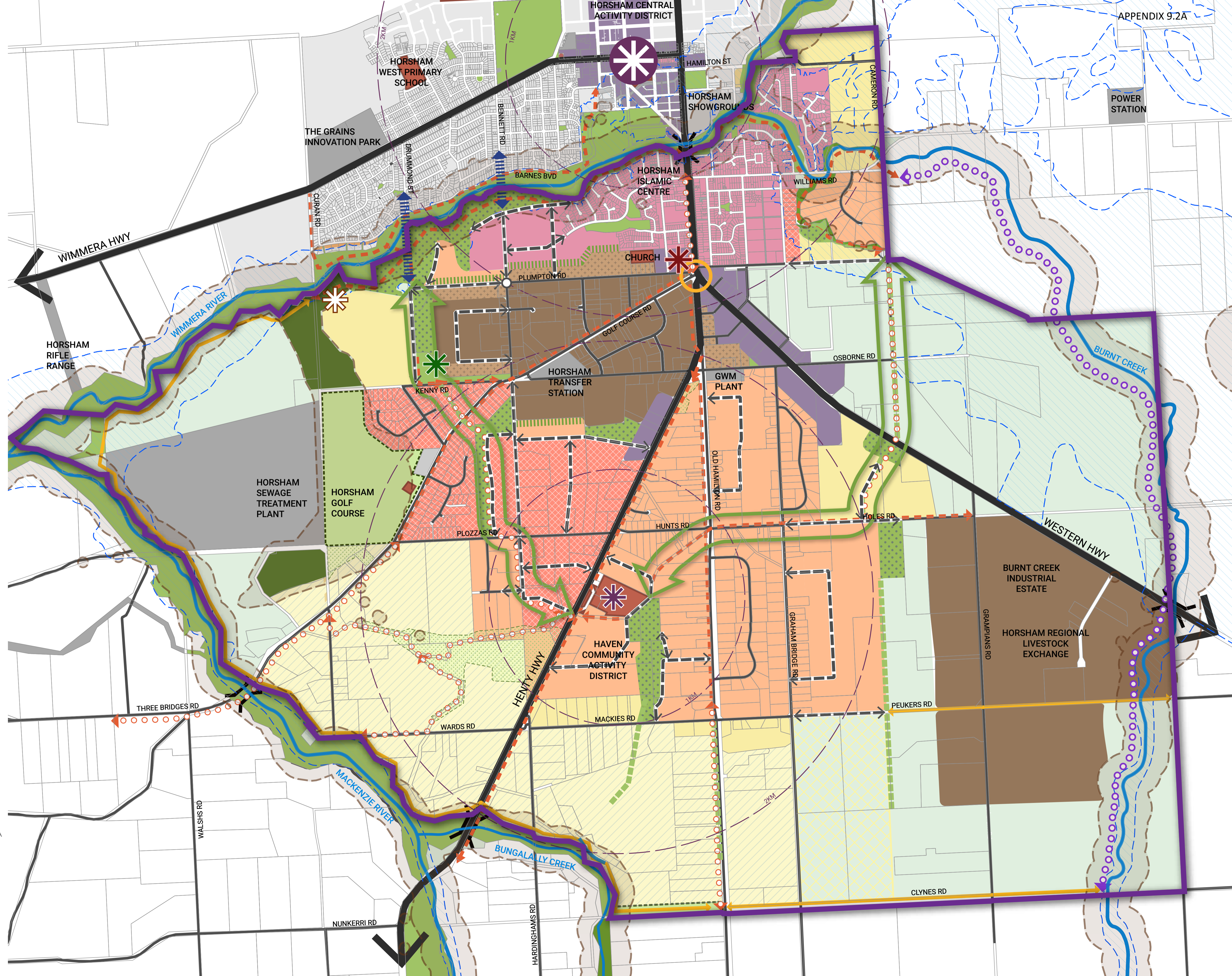
Loan borrowings of \$400,000 have been included in the 2023/24 budget for City Oval/Sawyer Park construction.

Value of Loans Outstanding at Year End \$'000

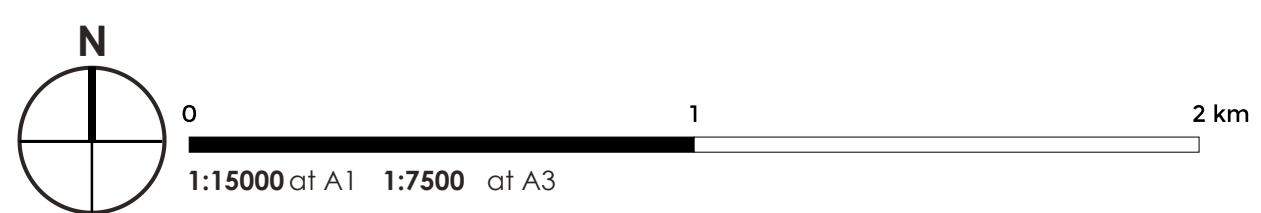


DRAWING KEY

- STUDY AREA BOUNDARY
 - HORSHAM CENTRAL ACTIVITY DISTRICT
 - HAVEN COMMUNITY ACTIVITY DISTRICT
 - 1KM/2KM CATCHMENTS FROM COMMUNITY DISTRICT
 - WATERWAY
- MOVEMENT**
- POTENTIAL ROAD CONNECTIONS
 - INVESTIGATE FUTURE CONNECTIONS
ALIGNED WITH HORSHAM URBAN TRANSPORT PLAN
 - EXISTING SHARED PATH
 - POTENTIAL SHARED PATH
 - ASPIRATIONAL SHARED PATH
 - ARTERIAL ROADS
 - ESTABLISHED LOCAL ROADS
 - KEY UNSEALED ROAD / TRAIL
 - BRIDGE
 - KEY INTERSECTION
 - PROPOSED ROUNDABOUT
- RESIDENTIAL**
- SUBURBAN RESIDENTIAL
(LESS THAN 2000M² - SEWERED)
 - SMALL LIFESTYLE RESIDENTIAL
(2000M² - 10,000 M² - SEWERED)
 - LARGE LIFESTYLE RESIDENTIAL
(1HA - 2HA - UNSEWERED)
 - SMALL RURAL RESIDENTIAL
(2HA - 4HA - UNSEWERED)
 - LARGE RURAL RESIDENTIAL
(4HA - 10HA - UNSEWERED)
 - AGRICULTURAL LIVING
(10HA OR MORE - UNSEWERED)
- EMPLOYMENT + AGRICULTURE**
- AGRICULTURAL PROPERTIES
 - HEAVY INDUSTRIAL
 - LIGHT INDUSTRIAL
 - COMMERCIAL ZONE
 - POTENTIAL LOCAL CONVENIENCE CENTRE
- OPEN SPACE + AMENITY**
- AMENITY CORRIDOR
 - POTENTIAL OPEN SPACE UPGRADE
 - FUTURE CONSERVATION RESERVE
*SUBJECT TO DETAILED CULTURAL HERITAGE ASSESSMENT
 - POTENTIAL CULTURAL HERITAGE COMMUNITY FACILITY
 - BIODIVERSITY PROTECTION AREA
 - GATEWAYS
 - EXISTING OPEN SPACE & DRAINAGE
 - NEW OPEN SPACE & DRAINAGE
 - SWALE DRAIN
 - LANDSCAPE BUFFER TO INDUSTRIAL AREA
 - PERCEIVED OPEN SPACE
 - COMMUNITY FACILITY
 - OTHER INFRASTRUCTURE (LABELED)
- OVERLAYS / BUFFERS**
- 1 IN 100 YEAR FLOODPLAIN
*100 YEAR AVERAGE RECURRENCE INTERVAL
*AS PER RECENT STUDY UNDERTAKEN BY WCMA
 - ABORIGINAL SENSITIVE AREA
*SOURCED FROM VIC DATA WEBSITE



APPENDIX 9.2A
POWER STATION



DRAWING KEY

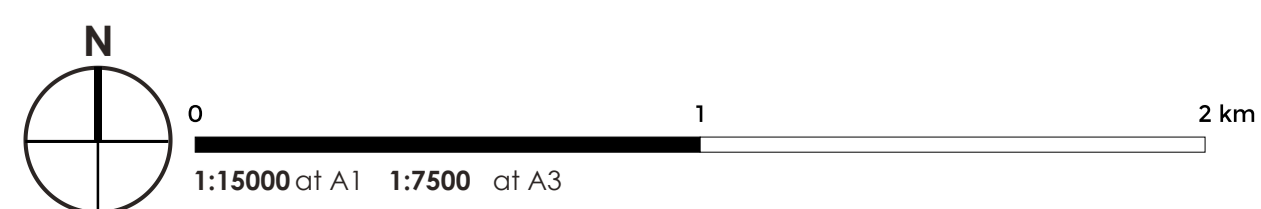
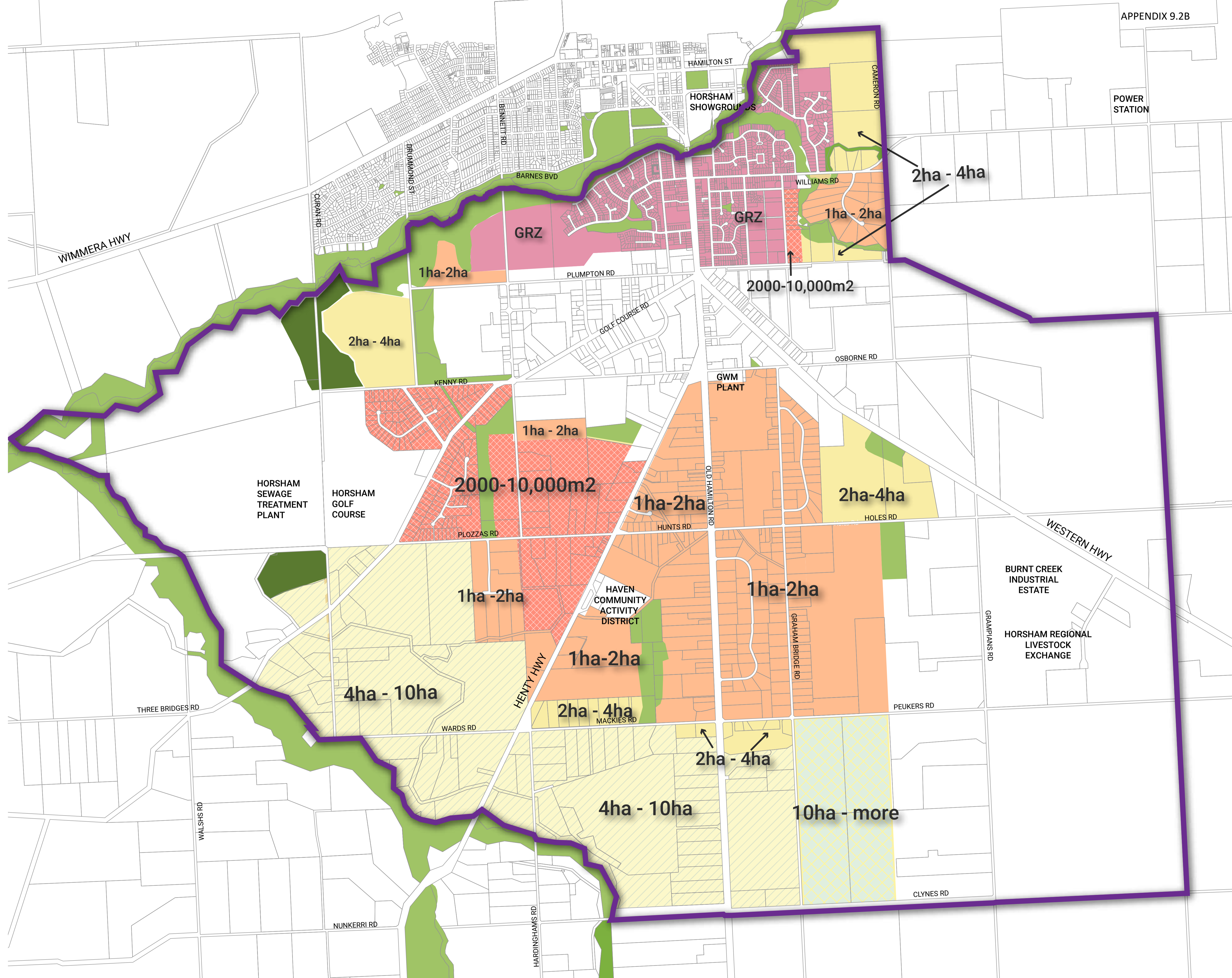
STUDY AREA BOUNDARY

RESIDENTIAL

- SUBURBAN RESIDENTIAL
(LESS THAN 2000M² - SEWERED)
- SMALL LIFESTYLE RESIDENTIAL
(2000M² - 10,000 M² - SEWERED)
- LARGE LIFESTYLE RESIDENTIAL
(1HA - 2HA - UNSEWERED)
- SMALL RURAL RESIDENTIAL
(2HA - 4HA - UNSEWERED)
- LARGE RURAL RESIDENTIAL
(4HA - 10HA - UNSEWERED)
- AGRICULTURAL LIVING
(10HA OR MORE - UNSEWERED)

OPEN SPACE + AMENITY

- FUTURE CONSERVATION RESERVE
-SUBJECT TO DETAILED CULTURAL HERITAGE ASSESMENT
- OPEN SPACE & DRAINAGE



Horsham City Urban Renewal Project

REDEVELOPMENT OPTIONS & IMPLEMENTATION PLAN

Final Draft

November 2023



UrbanFold

éche|on
planning

urban
enterprise

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Introduction



Introduction

Horsham Rural City Council is planning for the future. The aim is to transform and revitalise parts of the city to make it a more attractive place to live, work, visit and invest. This project forms part of a suite of strategic projects being undertaken and is one of the projects identified in the Horsham City to River Vision & Masterplan. The masterplan set out a long term Vision for central Horsham and will be used to guide the revitalisation of the area over the next 20 to 30 years.

The Horsham City Urban Renewal Project identifies a number of sites and precincts suitable for urban renewal to encourage residential, commercial and mixed use development. The project will also investigate the development of these precincts through economic modelling, urban design and planning advice.

The Urban Renewal Project addresses the constraints and opportunities for redevelopment and outlines the necessary planning tools required to facilitate the redevelopment of the precincts.

Investigation Areas

The Urban Renewal Project area extends from the Wilson St and Firebrace St south to Botanic Gardens and encompasses parts of the Horsham Central Activities District (CAD). The identified urban renewal development sites which are the subject of this project (Figure 1):

Investigation area 1 includes the Council Depot and adjoining community uses, 22-32 Selkirk Drive. The operational Council Depot has been identified for relocation.

Investigation area 2 includes land north of Selkirk Drive and south of Wilson Street, comprises a range of commercial and industrial uses including a concrete batching plant and vacant industrial land which is considered to be inappropriately located. The site is currently zoned Commercial 1 (C1Z).

Investigation area 3 includes commercial land bounded by Firebrace Street, Madden Street, Baker Street, the Botanical Gardens and Harvey Norman retail premises. The land comprises a mix of vacant land, residential housing and commercial uses.



Figure 1 - Investigation Areas

Process

Horsham Rural City Council embarked on the Urban Renewal Project in late 2021. The process has included multiple rounds of stakeholder engagement and interim reports. The culmination of the work to date is outlined in this Redevelopment Options and Implementation Plan. The work has been informed by expert advice from town planners, urban designers and economists. See Figure 2.



Figure 2 - Project Process

Vision

Part of the project process was to develop a long term vision for the Investigation sites. The Vision outlined below has been tested with Council and stakeholders over the course of the last year.

Preliminary Vision

The three Investigation Areas are ideally located to provide future housing opportunities much needed within the CAD. Housing diversity will be promoted in the precinct to provide smaller dwellings for a changing demographic, particularly singles and retirees.

While housing is likely to be the dominant use proposed in the Plan, commercial uses (existing and proposed) will still be supported throughout the areas, particularly on the fringe of the Town Centre.

Connecting these precincts into Horsham's open space network will be an important part of the success of future urban renewal.



Consultation Summary

Round 1 Stakeholder Consultation July 2023

Landowner Input

Landowners within the Investigation Areas were invited to attend a series of consultation sessions with Council in July 2022 to discuss their plans for their land and businesses. Also consulted were Council officers from a range of Council departments. Some of the information to emerge from the sessions included:

- Whilst specific information as to the intentions of each landowner is private, it is clear that most landowners are open to the possibility of redevelopment in the area, although few are ready to redevelop their own land immediately. Most landowners understand the potential uplift of Council identifying these areas for future redevelopment.
- Some owners of commercial or light industrial uses would be open to the possibility of relocation, should a viable alternative site be identified. Some commercial businesses expressed a desire to stay operating in their current location for the foreseeable future, some of whom cited the proximity to the Town Centre as a benefit to their businesses.
- Landowners generally welcomed Council's efforts to engage and looked forward to understanding Council aspirations for the Investigation Areas.

Council Officer Input

Council owns the Depot site, Investigation Area 1, which they intend to relocate to enable the site to be divested and developed for residential purposes. Council understands that there are contamination issues on the site that will need to be mitigated over the coming years.

Council also owns the parcel that is home to the Wimmera Business Centre along Darlot Street – which is an aging building that will require redevelopment.

The City to River Masterplan remains the guiding document for this part of Horsham, including providing recommendations on future use of the three Investigation Areas. The Plan articulates a clear vision for the area that implies eventual relocation of industrial uses. The most obvious location for relocating industrial uses is the Plumpton Road Industrial Area. The City to River Masterplan also recommends that Firebrace Street should be a boulevard connecting the Town Centre to the River.

Council officers identified a need for more social and community housing in Horsham.

Council officers raised a number of desirable outcomes that could be incorporated into the recommendations for this project including:

- More appropriate commercial signage throughout the precinct.
- More active frontages along Wilson Street to make it more accessible and pedestrian-friendly.
- Pedestrian safety improvements along Hamilton Street
- Opportunity to use the Ana Branch Drain as a recreational asset, and further efforts to better connect recreational and open space assets throughout the town (including the river to the new skate park).
- Council also acknowledges that the Blackwood tree forest, the Jardwadjali Bar-Ring (Traditional People's Road) and the Scar Tree Memorial south of the Council Depot site are significant features of the Investigation Areas and must be protected.



Round 2 Stakeholder Consultation May 2023

A combination of landowners, agency representatives and Council officers attended two stakeholder sessions in May 2023 where preliminary design options were presented. Landowners generally expressed optimism about the project's potential positive outcomes for their land, notwithstanding concerns around the how urban renewal redevelopment opportunities might be realised.

General Landowner Feedback

- Request for better support to assist businesses relocate.
- Some landowners are happy with the status quo and not seeking to make any changes into the future.
- Desire for a better understanding and more clarity of implications of overlays on properties within the investigation areas, particularly the Environmental Audit Overlay (EAO).
- Landowners would like to have an understanding of Council time frames.

Investigation Area 1

- Suggestion to improve the connectivity between the Council Depot site and the river precinct to promote better access.
- Recommendation to capitalise on the potential of drainage reserves and laneways for community benefit.

Investigation Area 2

- A landowner expressed a need for a Development Plan for to ensure seamless connections to existing adjacent communities.
- Concern about whether existing commercial property will be rezoned to residential (Answer is no).

Investigation Area 3

- Concerns raised regarding potential overlays that could hinder development.
- A request for approximate development time lines to provide clarity and assist in decision-making.
- Positive recognition of the proposed open space link along the drainage line.
- Acknowledgement of the opportunity to capitalise on recreational and environmental benefits of the drainage line and public laneway in Investigation Area 3.
- Concern raised again with the constraints of the existing planning controls on the redevelopment opportunities of the area (i.e. EAO).

General Resident Feedback

- A landowner outside the study areas does not support the proposals and has concerns around the intensity of development including townhouses and apartments.

Agency Feedback

- GWM Water supports working with Council on the redevelopment proposals to ensure a coordinated response. There is a need to consider the potential impact on existing critical assets, particularly within the council depot site. Careful consideration should be given to the likely increased demand on GWM Water's water and sewerage reticulation systems.
- Wimmera Development Association (WDA) broadly supports proposals and a more intense use of land located close to CAD. WDA is currently initiating a survey to address key aspects on 'unit development for key workers and impact on tourism accommodation from key workers.



2.

Context



Local Planning Policy

Horsham Planning Scheme – Municipal Planning Strategy (MPS)

Horsham regional city is the main urban centre for the municipality, the Wimmera Southern Mallee region and adjoining areas (shown in Figure 3 below).



Figure 3 - Excerpt of the Horsham Regional City Framework Plan (Clause 02.04)

Key strategic directions relating to the development of Horsham Regional City are outlined in the MPS as follows:

- **Settlement Clause 02.03-1:** Focus urban growth opportunities for Horsham regional city in the Town Centre (Horsham Central Activity District (CAD), existing Urban Area (outside of CAD), Strategic Infill Sites, and regeneration and growth areas to the north and west of Horsham. Investigation Area 2 and 3 is within the Horsham CAD, Investigation Area 1 is not.
- **Housing Clause 02.03-6:** Encourage housing diversity and increased densities in areas that can capitalise on existing physical and social infrastructure. In particular, surplus council land adjacent to the CAD in Selkirk Drive, Investigation Area 1, is noted as an opportunity to increase the supply of medium density housing close to existing services.
- **Infrastructure Clause 02.03-9:** Locate community infrastructure to maximise accessibility, and provide adequate development infrastructure to service Horsham's growth including to address areas subject to stormwater flooding.

Horsham Planning Scheme – Local Planning Policy Framework

11.01-1L Settlement - Horsham Rural City applies to land in Horsham Regional City. The key objectives and strategies specifically relevant to the Horsham Investigation Areas are included below:

- Improve connectivity between the Horsham CAD and surrounding urban area.
- Maximise opportunities for growth within Horsham CAD and Horsham's urban area.
- Facilitate the provision of a wide range of housing types and opportunities in areas close to the Horsham CAD.
- Encourage medium density residential development within easy walking distance to the town centre.

- Facilitate the development of strategic infill sites for medium density housing.
- Encourage the development of retirement living and aged care uses within the Horsham urban area.
- Allow bulky goods and manufacturing industries in highway locations where such activities are already established.

11.03-1L Horsham Central Activity District (CAD) applies to land in the Commercial 1 Zone and the Commercial 2 Zone north of the Wimmera River in Horsham. The key objectives and strategies to maintain a compact and integrated CAD specifically relevant to the Investigation Areas are included below:

- **Investigation Area 2:** Encouraging a mix of uses on the land at the south-west corner of the Wilson Street and Darlot Street intersection for office, commercial, accommodation, education or health-related uses, supporting an extension of Hamilton Street to the west with connection through to Wilson Street.
- **Investigation Area 2:** Discouraging large-scale traditional retail development on land south-west of the Wilson Street and Darlot Street intersection.
- **Investigation Area 3:** Support delivery of improvements to the streetscape, amenity and public realm along Firebrace Street, the 'main-street' in Horsham.
- **Investigation Area 3:** Enhance east/west connectivity between the CAD and the surrounding areas including the Horsham Racecourse.
- **Investigation Area 1 and 3:** Enhance north/south connectivity between the CAD and the Wimmera River and Botanical Gardens.
- Encouraging redevelopment of under-utilised sites throughout the CAD, including supporting consolidation of smaller sites.
- Support mixed-use development in the CAD, with accommodation uses above ground floor and an increase in residential density in surrounding areas.

13.03-1L Floodplain management – Horsham applies to all land within the FO, LSIO and DDO9, and contains guidelines for buildings and works, subdivision, fencing, extensions, and other matters. The key objectives and strategies to maintain a compact and integrated CAD specifically relevant to the Investigation Areas are included below:

- Discourage the intensification of land use and development in the floodplain of the Wimmera River and other watercourses.
- Support inclusion of land within the urban area of Horsham that is at high risk from flooding within the PPRZ to form part of the city's open space network.
- Avoid buildings and works, including earthworks and vegetation clearance on land in the FO.
- Discourage landfill in all areas subject to inundation.
- Discourage buildings and works, except where of low flood risk.
- Avoid the construction of levees in areas important for flood storage or environmental values, except to protect existing dwellings and their immediate curtilage.
- Discourage earthworks that obstruct natural flow paths or drainage lines.
- Locate buildings and works on land outside the FO and the LSIO.

18.01-3L Cycling and pedestrian networks – Horsham aims to facilitate the bicycle path network through the collection of developer contributions for bicycle infrastructure.



Zoning Context

Zoning is discussed in more detail in the subsequent pages. Broadly the zoning for the 3 Investigation Areas is as follows:

- Investigation Area 1 sits wholly in General Residential Zone 2 (GRZ2)
- Investigation Area 2 sits wholly in Commercial 1 Zone (C1Z)
- Investigation Area 3 is comprised Commercial 1 Zone (C1Z), General Residential Zone 2 (GRZ2) Commercial 2 Zone (C2Z) and Public Use Zone 1 (PUZ1)

See Figure 4

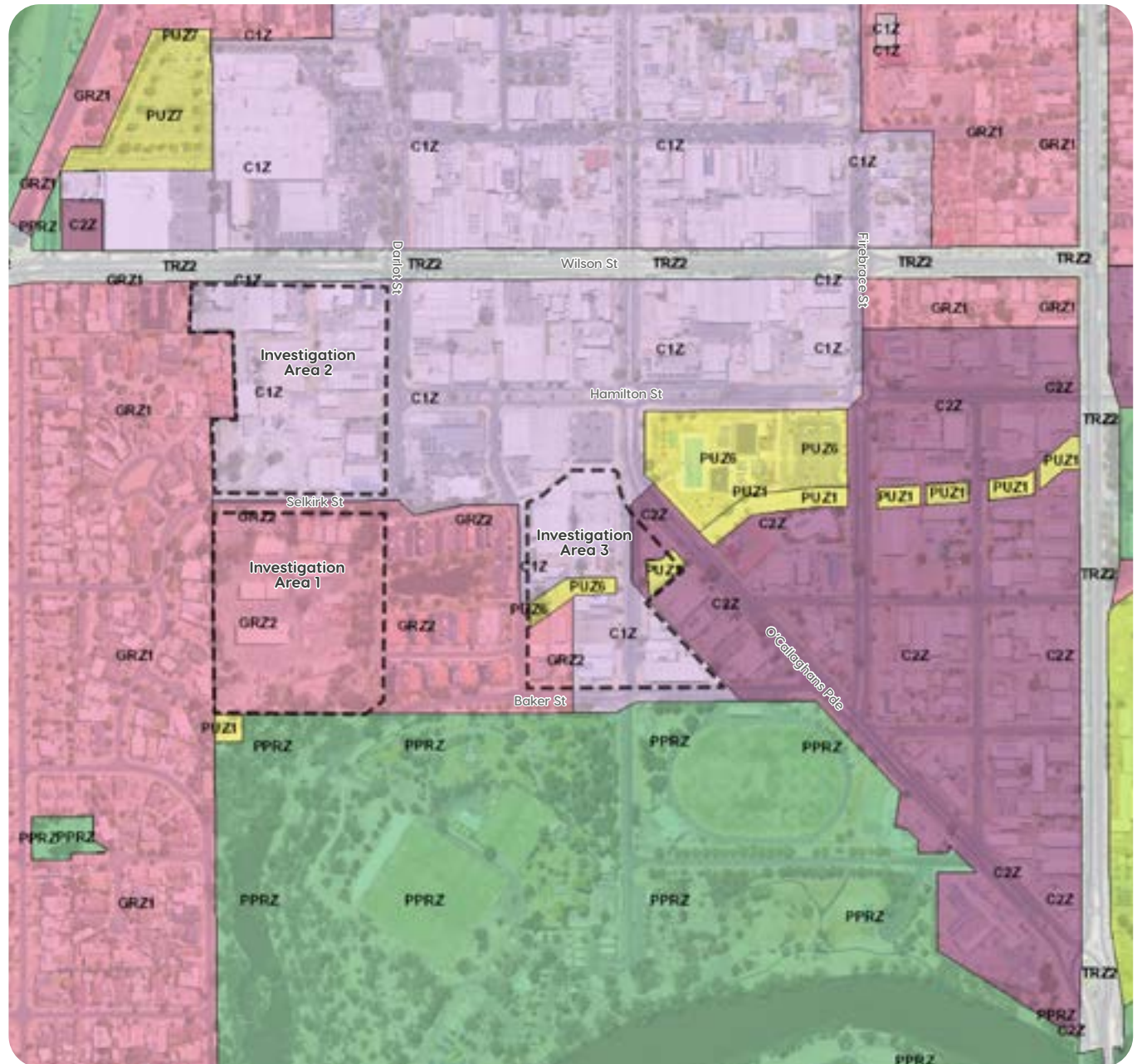
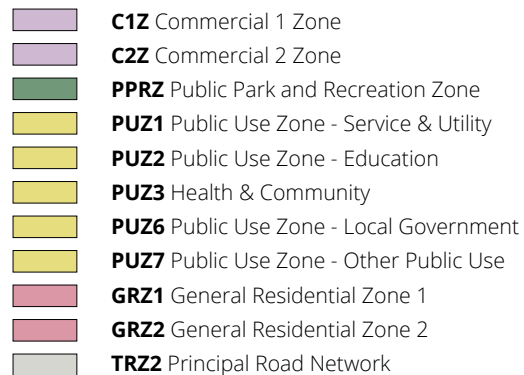


Figure 4 - Zoning

Key State Planning Documents

Plan Melbourne 2017-2050 (Metropolitan Planning Strategy)

Plan Melbourne identifies Horsham as a Regional City. Plan Melbourne encourages the stimulation of employment and growth in regional cities (Policy 7.1.1) through development strategies that identify urban renewal and infill opportunities to optimise infrastructure investment and surplus government land.

Key Local Planning Documents

Horsham: City to River Vision & Masterplan (including Background Report) (HRCC, 2020)

The City to River Vision & Masterplan outlines the desired long term direction for land within Horsham over a 20 year timeframe. The Masterplan identifies Investigation Areas 1-3 as 'Urban Renewal Opportunities' within a broader 'Transition Area' precinct, with future land uses being a mix of housing and business uses. Several actions are included in the Vision and Masterplan. Specifically relevant to the Investigation Areas is the short-term (0-5 years) action of planning for urban renewal within the Transition Area. Then, in the medium term (5-15 years) this include the relocation of Council depot, finalising all urban renewal actions, and delivering Firebrace Street public realm improvements. The realisation of urban renewal outcomes is anticipated over the next 15+ years.

Horsham Urban Transport Plan (HRCC, 2020)

The Horsham Urban Transport Plan outlines the future local transport needs for the Horsham CAD and urban area, drawing from various transport strategies. The Plan assesses the existing street network using the Movement and Place framework. Strategy 1.3 seeks to improve pedestrian and cycling connectivity along Firebrace Street between the Riverfront and O'Callaghans Parade. Strategy 1.5 seeks to improve pedestrian comfort through tree planting.

Horsham CAD Framework and Streetscape Plan (HRCC, August 2022)

The Horsham CAD Framework and Streetscape Plan aims to identify opportunities to revitalise the Horsham CAD. The Council's focus for the CAD Framework and Streetscape Plan is all aspects of the public realm and streets within the Town Centre. The plan will assist Council to:

- Identify improvements for priority streets across the CAD.
- Improve safety and both physical and visual connections between the Town Centre and broader Horsham.
- Green the Town Centre and better utilise the streets and public spaces to create a cooler, more climate-ready urban environment

It is noted that O'Callaghans Parade and Firebrace Street (within Investigation Area 3) is partly included within the Horsham CAD study area for streetscape works.

Horsham and Wartook Valley Flood Investigation (Wimmera CMA, 2019)

The Horsham and Wartook Valley Flood Investigation Report was commissioned by Wimmera CMA to assist in flood risk management and emergency flood response for the region.

The investigation recommends that the LSIO and FO and associated planning scheme amendment documentation be adopted into the Horsham Planning Scheme. See Figure 5.

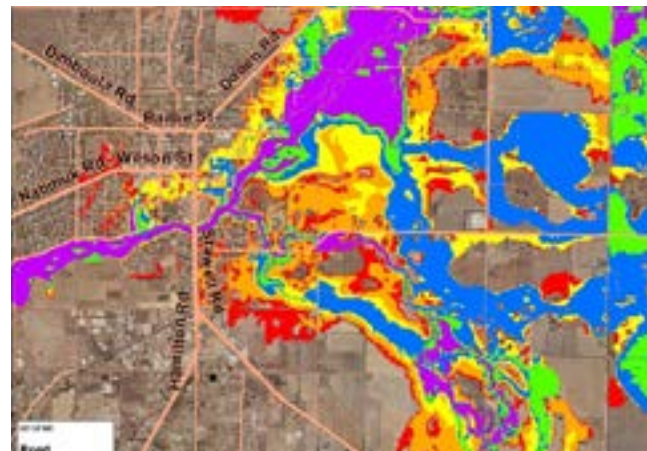


Figure 5 - Excerpt of the 1% AEP Flood Extent from Horsham and Wartook Valley Flood Investigation Report (2019)

Council Plan 2021-2025 (HRCC, 2021)

The Council Plan outlines the strategic objectives for Council and is developed in line with the Horsham 2041 Community Vision. Under Key theme 2 "Liveability", Council seeks to implement the City to River Masterplan and the CAD Revitalisation project. Under Key Theme 4 "Accessibility", Council seeks to implement the Urban Transport Plan.

Amendment C81Hors - Proposed Flood Amendment

Horsham Rural City Council has prepared Amendment C81hors (Flood Amendment) to the Horsham Planning Scheme.

The Flood Amendment seeks to implement the findings of six flood studies and associated maps prepared on behalf of the Wimmera Catchment Management Authority (CMA).

The Flood Amendment revises the mapping extent of the Floodway Overlay (FO) and Land Subject to Inundation Overlay (LSIO) and introduces the Special Building Overlay (SBO).

At the time of preparing this plan the amendment has not been gazetted and a panel process has not been undertaken. However, the recommendations of the amendment and how they impact the investigation areas have been considered and noted where relevant.

Open Space Context

There are a number of key surrounding open space features within the study area outlined on the adjacent plan (Figure 7).

A key attribute of the area is the proximity of the three Investigation Areas to both the Wimmera River and the Horsham Town Centre. This was addressed as part of the City to River Masterplan and formed the basis of arguments for redevelopment of the area.

There are also other major attractions such as the Botanical Gardens and City Oval.

The lagoon and associated parkland at the former salesyard is also a key feature of the area, and its connection to a potential broader open space network along the Ana Branch Drain.

The Jardwadjali Bar-Ring (Traditional People’s Road), the existing Blackwood Tree Forest and the Scar Tree Interpretation site are located within the immediate vicinity of the Investigation Areas.

Finally, connections from the river through to the Racecourse and new skatepark will also be important.



Figure 7 - Neighbourhood Context

- 1 Wimmera River
- 2 Botanical Garden
- 3 Horsham City Oval
- 4 Jardwadjali Bar-Ring (Traditional People’s Road)
- 5 Former Saleyards Lagoon + Park Land
- 6 Ana Branch Drain
- 7 Blackwood Tree Forest
- 8 Old Skatepark
- 9 New Skatepark
- 10 Scar Tree Interpretation Site
- 11 Horsham Aquatic Centre
- Existing Trail Connection
- Important Future Community Connection

3.

Market Assessment



The Market Assessment was completed by Urban Enterprise in June 2022 and includes an analysis of property demand and market conditions for housing in Horsham, supplemented by a summary of considerations for the existing land use profile of retail, commercial and industrial uses.

Housing Demand

The Horsham population increased at an average rate of 0.51% per annum from 2011 to 2021, while the population of the rural surrounds remained stable over the period. See Figure 8.

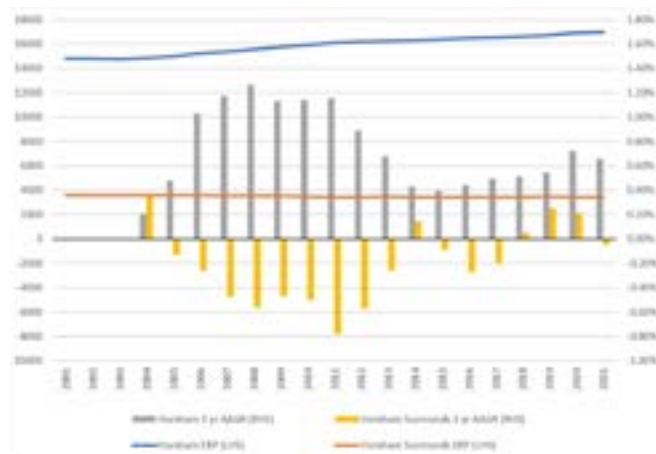


Figure 8 - Population and Growth Rate (Urban Enterprise, 2022)

Official State government population projections (Victoria in Future, 2019) are for the population of the Horsham’s urban area to increase from 16,660 residents in 2021 to 17,469 residents in 2036 (Figure 9), a total increase of 989 residents (+66 per annum) at an average growth rate of 0.32% per annum. Recent rates of growth between 2019 and 2021 have exceeded this projection and the current population (16,944, 2021) is equivalent to the VIF projection for 2026.

In terms of dwelling growth, Horsham SA2 will require an additional 893 dwellings over the 15 year period to 2036, equating to an annual average increase of 60 dwellings. A key driver of the need for additional dwellings in Horsham is the projected continuation of a reduction in average household size due to demographic factors.

This will have implications for housing demand, especially for older age cohorts seeking low maintenance housing and typically smaller dwellings.

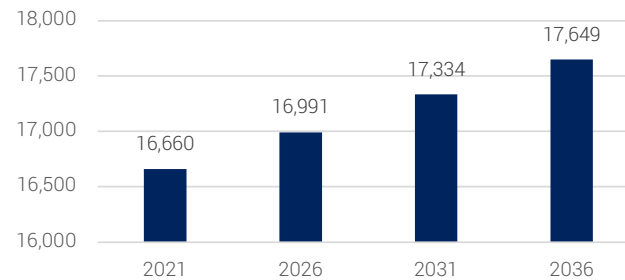


Figure 9 - Projected Residential Population 2021-2036, Horsham SA2 (Urban Enterprise, 2022)

Residential Development Activity

On average, the number of new dwellings approved for construction between 2011- 2022 in the Horsham is 90 dwellings per annum, with 92% of dwellings approved as houses and 8% as ‘other residential’ (i.e. townhouses, units and apartments). See Figure 10.

Smaller Lot Housing Development Activity is characterised by single storey units and townhouses, most of which have 3 bedrooms on 350-400 sqm lots. Overall, a greater diversity of smaller housing types are entering the market in various locations and development settings, although apartment developments remain scarce.

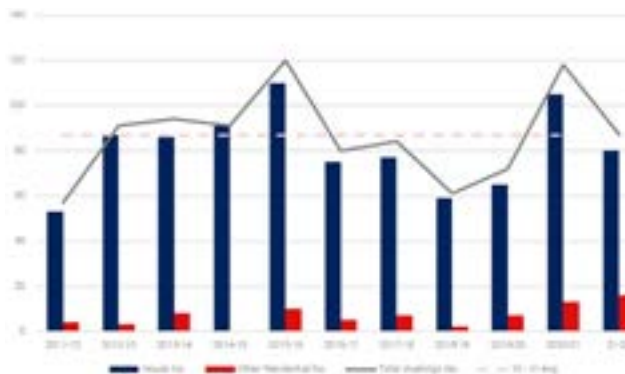


Figure 10 - Dwelling Approvals, Horsham SA2 (Urban Enterprise, 2022)

Property Market Conditions

The current median house price in Horsham is \$393,750, with the median unit price only slightly lower at \$372,500. It is unusual for unit medians to be almost equivalent to house price medians. The median house price in Horsham is influenced by the relatively low value improvements common for much of the older housing stock, and units are becoming an important part of the new housing being delivered. These factors notwithstanding, the high unit median relative to the house median is an indication of demand for smaller dwellings and an indicator that greater diversity of housing is likely to be needed to meet current needs.

There are currently no precedents for apartment sales in Horsham. As a comparison, two major apartment developments are progressing in central Ballarat with sales results of \$520,000 (1 bedroom) and from \$630,000 - \$830,000 for 2-bedroom apartments. The overall Horsham median house price is currently 70% of the Ballarat median, meaning that any apartment sales prices in Horsham would be expected to be materially lower than those achieved in Ballarat.

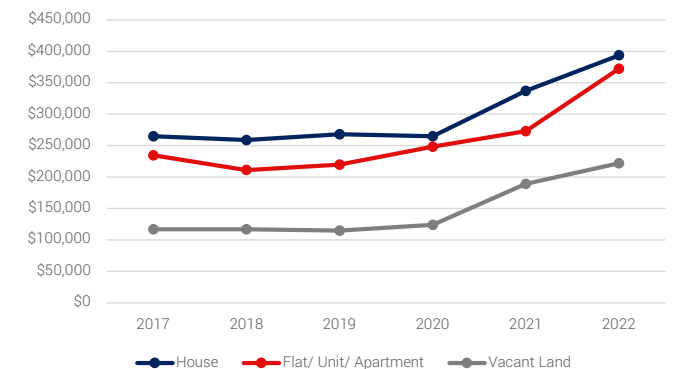


Figure 11 - Median Residential Sale Process (Urban Enterprise, 2022)

Median rent price growth from 2017 to 2022 was strong, at 9.5% per annum for houses and 10.3% per annum for units.

The Horsham region has a particularly high waiting list for social housing. As at March 2022, there were 539 applications and registrations of interest for public housing which nominated Horsham as a preferred location. 67% of the applications and registrations nominate a 1 bedroom dwelling as the preferred housing size.

Market Commentary

More supply of centrally located housing is needed. There is ongoing demand for housing suitable for retirees, which generally requires smaller housing on single levels, in locations that are within walking distance of shops and health services.

Many of the smaller dwellings located close to the Horsham CAD are east of McPherson Street / Western Highway which is a major barrier to pedestrian movement. The areas being investigated as part of this project would generally be more amenable and more walkable locations.

Across much of regional Victoria and western Victoria, many businesses are experiencing challenges attracting staff to fill vacancies. Commonly referenced examples are health care workers, hospitality, construction and education workers. In many areas, the lack of suitable housing available has been identified as an inhibitor to attracting labour to regional towns, with rental housing in particularly short supply.

Low rise apartment developments in regional Victoria can be difficult to deliver due to feasibility issues. Generally, this favours delivery of townhouse products or larger apartment buildings of 5 storeys and 30-50 apartments more than smaller low rise apartment developments. The scale of an apartment development project is an important consideration given that developers (and builders) would most likely need to travel from Ballarat and/or Melbourne.

Building costs in regional Victoria are generally similar or higher than those in metropolitan Melbourne. In addition, there are few builders in regional areas with Class 2 building licenses required to deliver apartment buildings.

Two level mixed-use developments can be an attractive development proposition where rental income from ground floor commercial space supplements sales income from apartments above. This type of development is likely to be suitable for smaller sites within the Investigation Areas.

Apartment development can be encouraged and facilitated with low land costs, for example where public land is sold at a low cost in order to encourage urban renewal. A partnership between Council as a landowner and a developer to redevelop land could bring forward housing opportunities compared with a pure market-driven development and could catalyse development of other sites if successful.

Streamlined planning approvals processes (or removal of permit requirements) for desirable development types, such as low-rise mixed-use development (e.g. shoptop top housing) would also help encourage the development of apartments.

Housing Priorities and Study Area Opportunities

The Investigation Areas present logical opportunity sites to accommodate additional housing in Horsham. The success of the City Gardens development to the immediate east of Investigation Area 1 is an indicator of the attractiveness of the location to residents and there are few other logical opportunities for substantial housing development within or adjacent to the CAD.



Figure 12 - Current Planning Zones (Urban Enterprise, 2022)

Current zoning, for the bulk of the three investigation areas is General Residential Zone or Commercial 1 Zone. Both zones allow residential development without the need for a permit for the use. Therefore, zoning already enables redevelopment to occur, however there is no overarching plan or vision for how these areas might develop.

An important consideration for this project is the recent introduction of the Windfall Gains Tax (WGT) in Victoria. If land in the Investigation Areas is rezoned, WGT will be payable if and when the land is redeveloped. This additional cost will influence the likelihood and feasibility

of redevelopment of land in this context, a prospect which should be closely considered as part of any planning recommendations.

The priorities for residential development should be 2-3 bedroom townhouses (both one- and two-storey) which could be delivered on sites ranging from 100-300sqm for retirees and workers seeking rental properties and relatively affordable housing. Townhouses should be two-storey townhouses with master-bedrooms at ground level to ensure housing is also suitable for the retirees and pre-retirees market – this product would usually require approximately 100-150sqm per lot.

In the medium term, apartments to consider might include mid-rise apartment buildings with at least 4-5 storeys, and shop-top housing above commercial tenancies at ground floor (i.e. 2 levels total).

Although smaller lot housing in Central Horsham will not appeal to all market segments, it is expected that well planned development could attract demand from a range of segments including downsizers, renters, couples and singles.

The Investigation Areas could meet the demand of 213-313 dwellings over the next 20 years. The potential dwelling yield of the investigation areas is between 210 and 420 at 50-100 dwelling units per hectare.

Commercial and Retail

The Commercial 1 Zone in the Horsham CAD covers a substantial area of more than 50 hectares. Local real estate agents have suggested that there are a large number of vacant shopfront premises currently available in the CAD, most of which are too large and/or unsuitable for contemporary retailer needs. There is likely to be a need for different types of office / retail space given the unsuitability of much of the existing older shops.

There is unlikely to be any substantial demand for additional retail and commercial floorspace in Horsham that cannot be met within the Commercial 1 Zone north of Wilson Street. Revitalisation of the CAD requires consolidation of these types of uses in the central and northern parts of the CAD.

The Commercial 1 Zone is suitable to accommodate a mix of smaller retail and commercial spaces in Investigation Areas 2 and 3 with apartments above and apartments or townhouses behind.

Sites with frontage to Darlot and Firebrace Streets are most likely to appeal to smaller retail and office businesses, as well as potentially health and recreation uses.

Sections of land within Investigation Area 2 without street frontage are likely to be more suitable to residential uses than commercial uses, warranting consideration of an alternative zoning (cognisant, however, of the Windfall Gains Tax implications of any rezoning). Retention of the C1Z, however, would retain the opportunity for these sites to accommodate mid-size retailers as part of any redevelopment.

Large format retail and commercial space is not necessarily incompatible with urban renewal, however relocation of such uses to more suitable areas should be encouraged to enable urban renewal to occur.

Industrial Uses and Alternative Locations

Several of the existing land uses within the Investigation Areas are industrial in nature. In many cases, these uses conflict with the purpose of the current zones. Although existing business activities can continue, no new industrial activities can commence and several industrial businesses have indicated they are considering alternative locations in Horsham.

It is recommended that the Horsham South Structure Plan process takes into consideration the opportunity and need for industrial businesses within the Investigation Areas to relocate to dedicated industrial precincts, noting that for many of the smaller businesses, proximity to labour, demand and services in Central Horsham is considered an advantage (such as mechanics), while others (such as the concrete batching plant and possibly the Council depot) are more likely to favour a location with separation from sensitive uses.

Actively supporting the transition of industrial businesses to remain within Horsham is important for economic development as well as enabling successful urban renewal within the Investigation Areas.

Development Feasibility

Development feasibility will be considered in the next phase of work once development options have been produced. This will include development cost considerations, and revenue considerations.

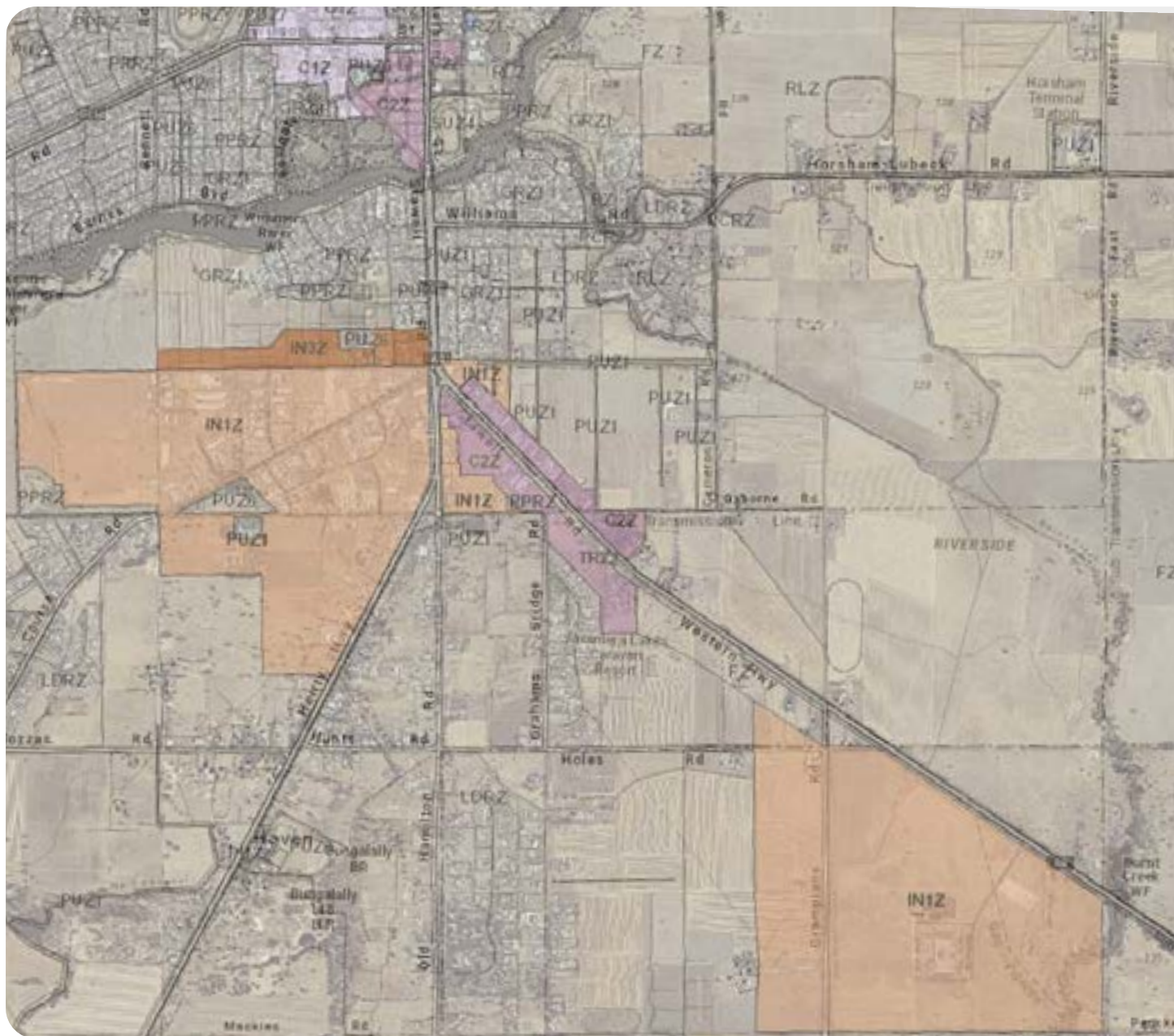


Figure 13 - Current industrial and large format commercial land in central and south Horsham (Urban Enterprise, 2022)

4.

Redevelopment Options Investigation Area 1

Investigation Area 1 Council Depot Site



Figure 14 - Investigation Area 1 Existing Conditions

Investigation Area 1 is currently used as the Council Depot site and occupies 3.5ha of space immediately adjacent to a large drainage area and to the west of the Former Saleyards site. .

Key Features

- 1 Land currently used as the Council Depot site.
- 2 Jardwadjali Bar-Ring (Traditional People's Road) is located on the eastern side of the site and includes a large storm water management drainage area.
- 3 To the east of the site is the Former Saleyards (now redeveloped as townhouses) and a lagoon and associated parkland.
- 4 One significant tree exists in the Council Depot area.
- 5 Blackwood tree forest is located south of the Council Depot area.
- 6 Old Skatepark still exists within the Blackwood Tree forest area.
- 7 A Scar Tree interpretation site is located at the southern end of the site.
- 8 Existing residential neighbourhood is located immediately to the west.
- 9 Pedestrian access is possible between the south-western corner of the Council Depot site and Spry Court.
- 10 Botanical Gardens is located immediately to the south.



Land Ownership

Investigation Area 1 is wholly owned by Council.

Existing Buildings

A number of Council Depot buildings exist across the Investigation Area. Generally these are large warehouse buildings, one storey in height.



Figure 15 - Built Form

Zoning

This Investigation Area sits within the General Residential Zone – Schedule 2 (GRZ2)

This zone applies to the Horsham General Residential Area. The General Residential Zone encourages a diversity of housing types that respects the neighbourhood character of the area. The building height in this zone must not exceed 11 metres and 3 storeys at any point.

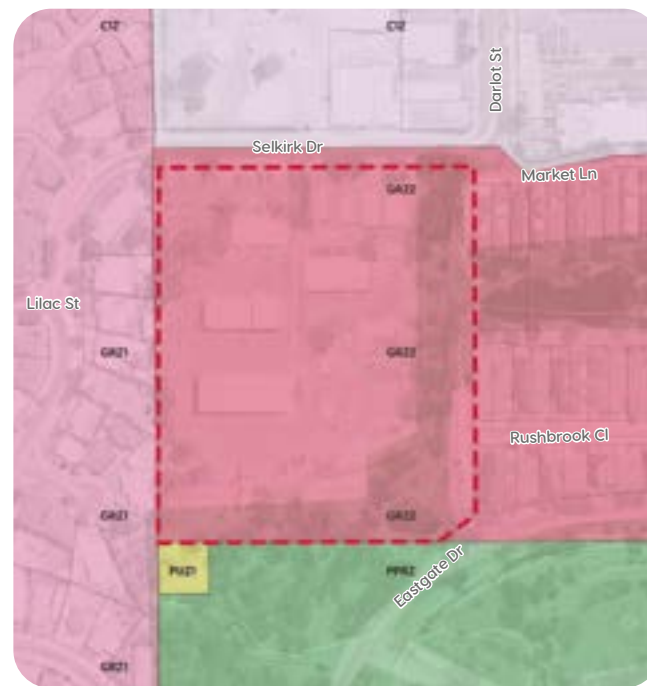


Figure 16 - Zoning. The land is zoned GRZ2

Overlays

Two overlays exist across the site, DD03 Wider Airport Environ and EAO Controls of Contaminated Land. The DDO9 (Stormwater management) applies to the north-western portion. The southern part of the site is covered by the FO (Flooding Overlay) and LSIO (Land Subject to Inundation Overlay). It is also immediately adjacent to DD08 City Gardens.

Design and Development Overlay - Schedule 3 (DD03)

This overlay seeks to maintain the efficiency and safety of the Horsham airfield by controlling the height of developments surrounding the airport. The DDO triggers a planning permit for the construction of buildings or works, however, Schedule 3 states a permit is not required to construct a building or works which are less than 30 metres high above natural ground level.

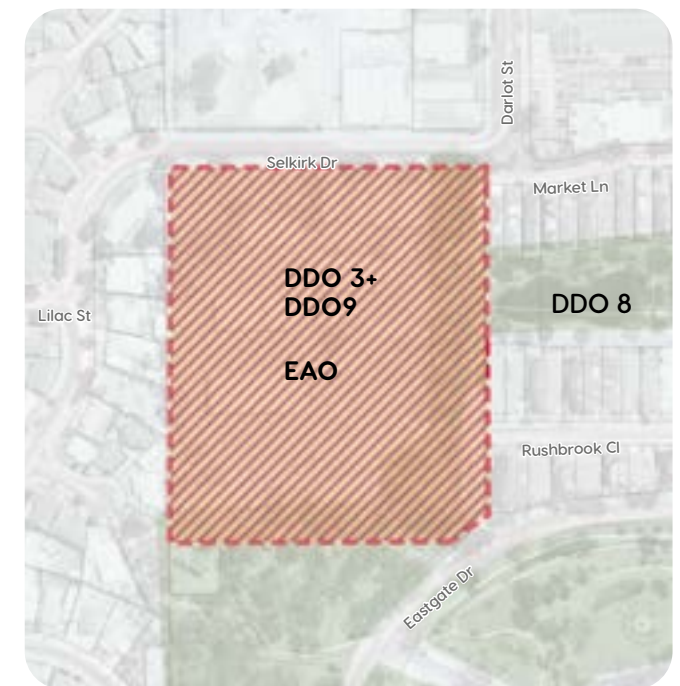


Figure 17 - Overlays

Design and Development Overlay - Schedule 9 (DD09)

The DD09 aims to minimise the risk associated with stormwater flooding. A planning permit is required for all buildings and works within this overlay, with some exceptions.

It is noted that DD09 is proposed to be removed via Amendment C81 and replaced via new controls

Environmental Audit Overlay (EAO)

This overlay seeks to ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by any contamination.

Before a sensitive use (residential use, child care centre, kindergarten, pre-school centre, primary school, even if ancillary to another use), children’s playground or secondary school commences or before the construction or carrying out of buildings and works in association with these uses commences:

- A preliminary risk screen assessment statement in accordance with the Environment Protection Act 2017 must be issued stating that an environmental audit is not required for the use or the proposed use; or
- An environmental audit statement under Part 8.3 of the Environment Protection Act 2017 must be issued stating that the land is suitable for the use or proposed use; or
- A certificate of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970; or
- A statement of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970 stating that the environmental conditions of the land are suitable for the use or proposed use.

Relevant Planning Permits

None applicable

Floodway Overlay (FO)

The FO (Horsham Flood Risk Areas) applies to flood prone land affected by the 1 in 100 (1 per cent Annual Exceedance Probability) year flood event of high hazard which have the greatest risk and frequency of being affected by flooding.

A planning permit is required for all buildings and works (with minor exceptions) and subdivision. Any application is required to:

- Submit a flood risk report,
- Consider the local floodplain development plan, and
- Be referred to the relevant floodplain management authority.

Land Subject to Inundation Overlay (LSIO)

The LSIO (Horsham Flood Storage or Flood Fringe Areas) overlay applies to flood prone land affected by the 1 in 100 (1 per cent Annual Exceedance Probability) year flood event.

A planning permit is required for all buildings and works (with minor exceptions) and subdivision.

Any application is required to:

- Submit a flood risk report;
- Consider the local floodplain development plan; and
- Be referred to the relevant floodplain management authority.

Amendment C81:

The existing Floodway and Land Subject to Inundation Overlays affecting the investigation area are proposed to be amended via amendment C81. The existing and proposed overlays are shown on the plans below.

As the amendment has not been adopted this report has identified the affected areas. Prior to considering future development on these areas it is recommended that consultation with Council and the CMA occurs.

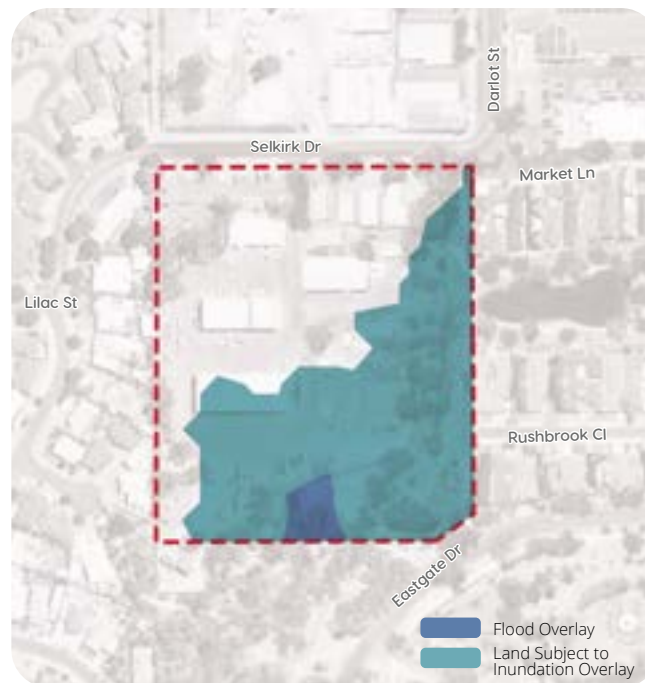


Figure 18 - Current Flood Management Overlays

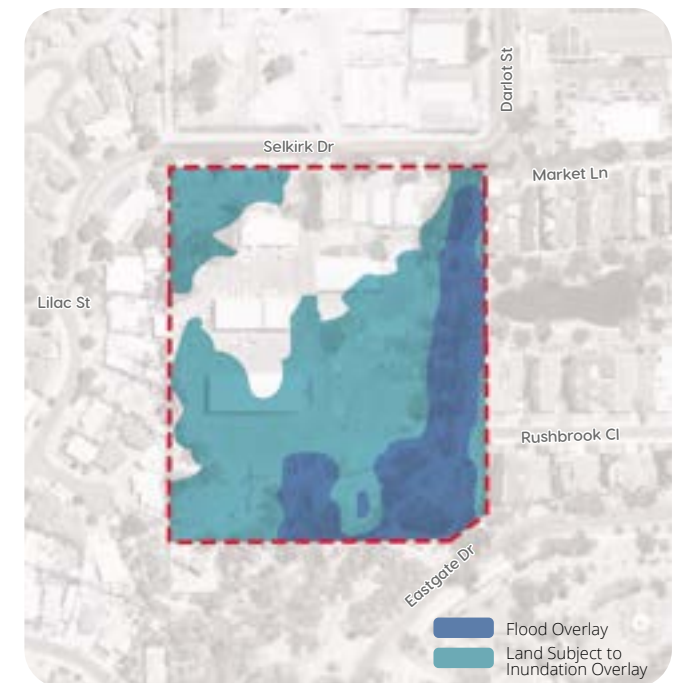


Figure 19 - Proposed C81 Overlays

Investigation Area 1 Development Option 1

Investigation Area 1 is set to transition from industrial to residential land use. This is supported by the General Residential zoning of the land.

Option 1 provides a local loop road and creates a centrally located green linear park providing access for all residents to the adjacent drainage area. It includes predominantly townhouses with a parcel set aside for apartments.

Future development within this investigation area seeks to achieve the following design objectives:

- Provide a diversity of housing options within close proximity to the CAD. Increased density in this location is recommended through delivery of a range of medium density housing typologies including townhouses and apartments. Front and rear loaded townhouses, and a development parcel for an apartment development are proposed on this site.
- Respond sensitively to the interface with the drainage corridor and provide public access to it and the wider shared path network.
- Create a local green space that features the existing significant tree and a green link to the existing drainage corridor.
- Connect the investigation area into Horsham's broader open space network.
- Provide pedestrian access to the to the neighbourhoods west of the precinct.

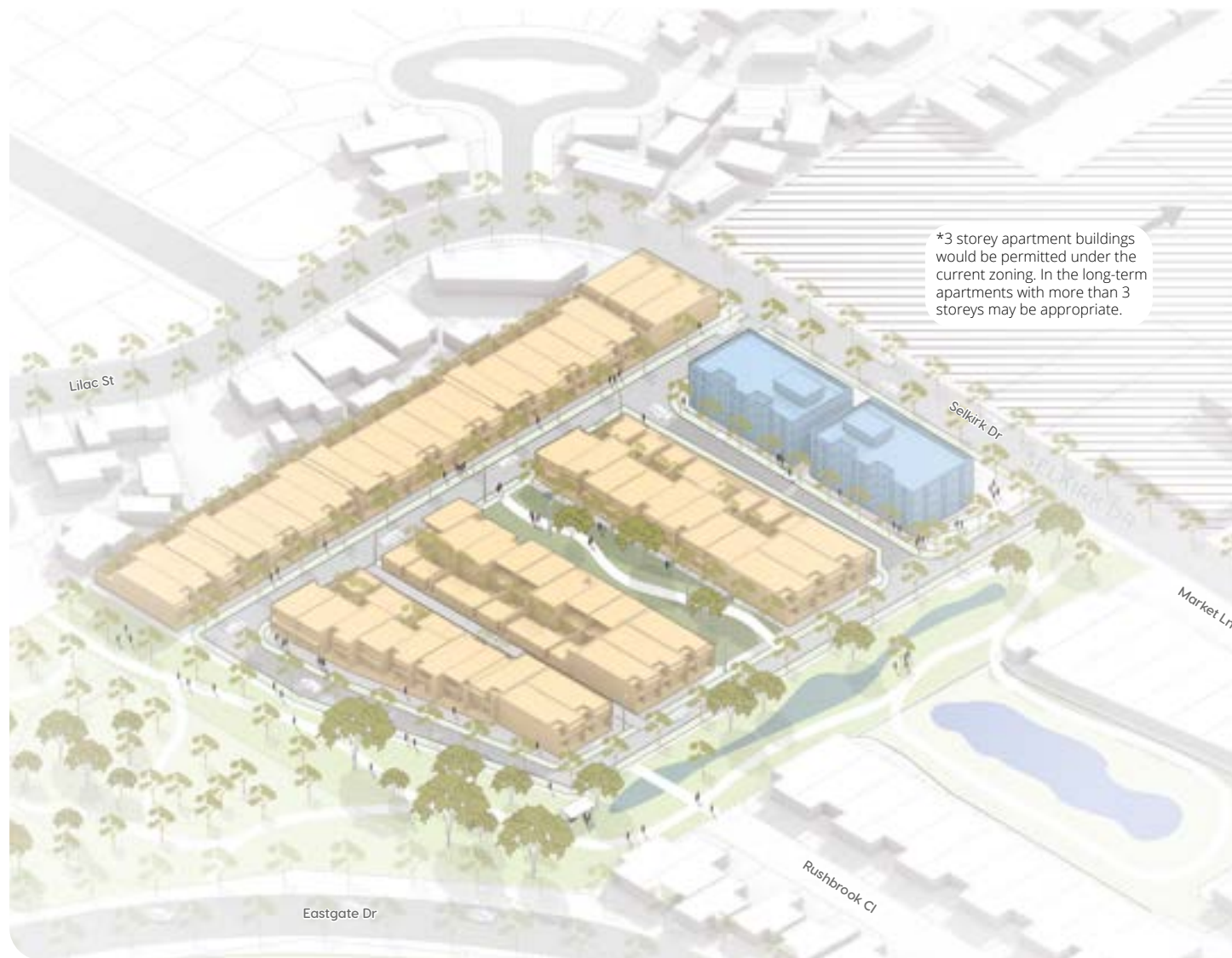


Figure 20 - Investigation Area 1 Option 1 Birds-eye view looking north west

Investigation Area 1 - Development Option 1

Option 1 creates a local loop road and a centrally located green linear park providing access for all residents to the adjacent drainage reserve. In summary this concept proposes;

- Retention of the existing significant tree within public green linear corridor.
- Public access to the drainage corridor and connection to the wider local shared path network.
- A mix of lots to enable delivery of a range of housing typologies including front and rear loaded townhouses, and a development parcel ideally located for apartment development.

Note - there is potential to reduce the size of the central park in this option given the excellent access to the existing open space network along the creek reserve.



Figure 21 - Investigation Area 1 - Option 1

Total Area	3.50 ha	100%
Encumbered Land (Drainage Reserve)	0.90 ha	25.7%
Open Space	0.20 ha	5.7%
Streets, Roads and Lanes:	0.82 ha	23.4%
Local Street	0.66 ha	
Laneway (8m)	0.16 ha	
SubTotal	1.92 ha (approx)	
Residential Area:		
High Density Lot		
3500 m ² developable area for apartment development (2 x 40m deep parcels)		10.0%
Medium Density Lots		
12 300 m ² developable area for townhouse development, lot width flexibility allows for volume builder townhouse designs		35.2%
22 lots x avg. 200m ² (25m depth 8m width)		
29 lots x avg. 240m ² (28m depth 8m width)		
SubTotal	1.58 ha (approx)	

Investigation Area 1 Development Option 2

Investigation Area 1 is set to transition from industrial to residential land use. This is supported by the General Residential zoning of the land.

Option 2 proposes an alternative residential layout that maximises residential frontage to open space. It includes predominantly townhouses with a parcel set aside for apartments. It utilises a road and laneway combination to maximise frontage to green space.

Future development within this investigation area seeks to achieve the following design objectives:

- Provide a diversity of housing options within close proximity to the CAD. Increased density in this location is recommended through delivery of a range of medium density housing typologies including townhouses and apartments. Front and rear loaded townhouses, and a development parcel for an apartment development are proposed on this site.
- Respond sensitively to the interface with the drainage corridor and provide public access to it and the wider shared path network.
- Create a central pocket park that features the existing significant tree and a narrower green link to the existing creek corridor.
- Provide pedestrian access to the Spry Court to the west of the precinct.
- Provide continuous residential frontage to the creek corridor.
- Flexibility of lot depths along the western edge of the Investigation Area that allow for townhouse or conventional residential housing.
- Corner parcels that are suitable for conversion into green links if desired.

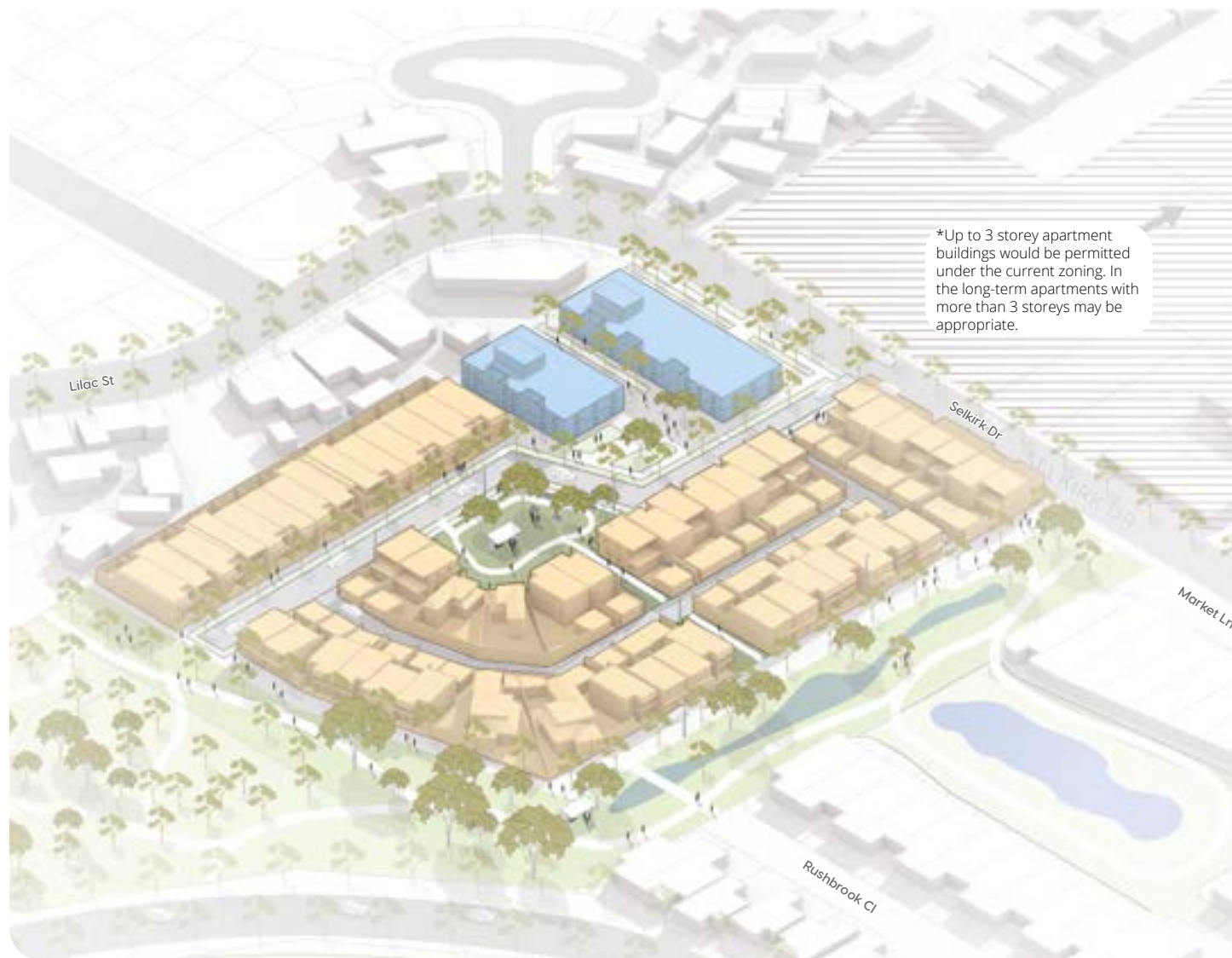


Figure 22 - Investigation Area 1 Option 2 Birds-eye view looking north west

Investigation Area 1 - Development Option 2

Option 2 proposes an alternative residential layout that maximises residential frontage to open space. In summary this concept proposes:

- A continuous residential frontage to the drainage reserve, as well as public access through the reserve.
- A mix of lots to enable delivery of a range of housing typologies, and a parcel suitable appropriate for an apartment development.
- A combination of road and laneway to maximise frontage to open space.
- Flexibility around lot depths along the western edge of the investigation area that allows flexibility for townhouse or conventional residential housing.
- Corner parcels that are suitable for conversion into green links if desired.

Note - there is potential to reduce the size of the central park in this option given the excellent access to the existing open space network along the creek reserve.



Figure 23 - Investigation Area 1 - Option 2

Total Area	3.50 ha	100%
Encumbered Land (Drainage Reserve)	0.9 ha	25.7%
Open Space	0.20 ha	5.7%
Streets, Roads and Lanes:	0.61 ha	17.4%
Local Street	0.33 ha	
Laneway (8m)	0.18 ha	
Paper Road (4m)	0.1 ha	
SubTotal	1.71 ha (approx)	
Residential Area:		
High Density Lot		
4100 m ² developable area for apartment development (60m deep parcel)		11.6%
Medium Density Lots		
13 850 m ² developable area for townhouse development, lot width flexibility allows for volume builder townhouse designs		39.6%
38 lots x avg. 200m ² (25m depth 8m width)		
14 lots x avg. 224m ² (28m depth 8m width)		
SubTotal	1.79 ha (approx)	

5.

Redevelopment Options Investigation Area 2



Investigation Area 2 Concrete Batching Plant and Surrounding Commercial



Figure 24 - Investigation Area 1 Existing Conditions

Investigation Area 2 is located between Wilson Street, Darlot Street and Selkirk Drive, and is currently used for commercial purposes.

Key Features

- 1 Existing commercial properties exist along Wilson Street
- 2 A large part of the precinct is home to a concrete batching plant (south-west corner)
- 3 Woolworths supermarket is located immediately across Wilson Street
- 4 Aldi supermarket is located adjacent to the site on Darlot Street
- 5 Wimmera Business Centre
- 6 Commercial tenancies are located along Darlot Street
- 7 Investigation area 1 is located immediately to the south
- 8 Existing residential neighbourhood is located immediately to the west



Land Ownership

The majority of the Investigation Area 2 is owned by private land owners, and Council owns the parcel on which the Wimmera Business Centre is located.

Existing Buildings

A number of commercial properties exist along Darlot Street and Wilson Street including petrol stations, bulky goods stores and other restricted retail offering.



Figure 25 - Built Form

Zoning

The Investigation Area is zoned Commercial 1 Zone (C1Z).

This zone provides for a mix of uses including retail, office, business, entertainment and community uses. The C1Z encourages residential uses at densities complementary to the role and scale of the commercial centre. It is noted that the use of the land as a “shop” can occur in this zone without the need for a planning permit.



Figure 26 - Zoning. The land is zoned Commercial 1 Zone

Overlays Summary

Three overlays exist across the site, DD03 Wider Airport Environ, DDO9 Stormwater management and EAO Controls of Contaminated Land.

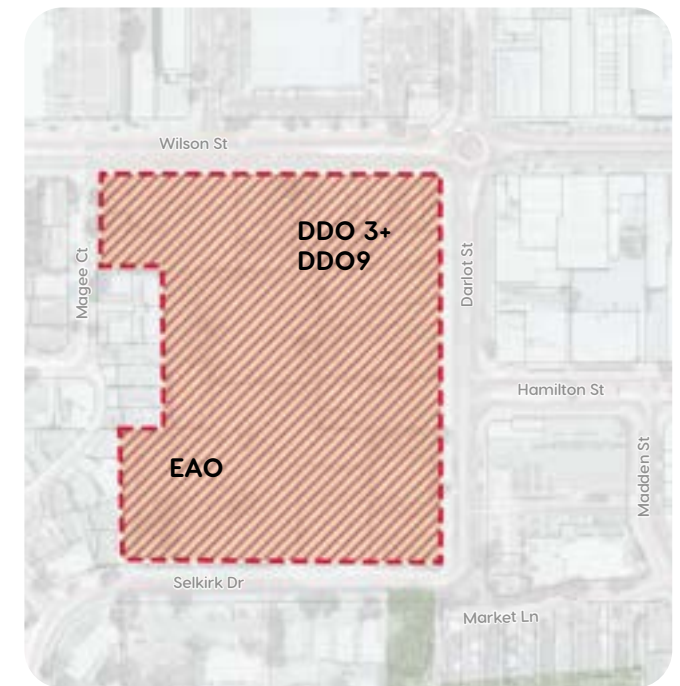


Figure 27 - Overlays

Design and Development Overlay - Schedule 3 (DD03)

This overlay seeks to maintain the efficiency and safety of the Horsham airfield by controlling the height of developments surrounding the airport. The DDO triggers a planning permit for the construction of buildings or works, however, Schedule 3 states a permit is not required to construct a building or works which are less than 30 metres high above natural ground level.

Design and Development Overlay - Schedule 9 (DD09)

The DDO9 aims to minimise the risk associated with stormwater flooding. A planning permit is required for all buildings and works within this overlay, with some exceptions.

It is noted that DD09 is purposed to be removed from the investigation area via amendment C81.

Environmental Audit Overlay (EAO)

This overlay seeks to ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by any contamination.

Before a sensitive use (residential use, child care centre, kindergarten, pre-school centre, primary school, even if ancillary to another use), children's playground or secondary school commences or before the construction or carrying out of buildings and works in association with these uses commences:

- A preliminary risk screen assessment statement in accordance with the Environment Protection Act 2017 must be issued stating that an environmental audit is not required for the use or the proposed use; or
- An environmental audit statement under Part 8.3 of the Environment Protection Act 2017 must be issued stating that the land is suitable for the use or proposed use; or
- A certificate of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970; or
- A statement of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970 stating that the environmental conditions of the land are suitable for the use or proposed use.

Relevant Planning Permits

99-101 Wilson Street, Horsham – A planning permit has been granted for shops, dwellings, car parking and access, and subdivision of buildings.

Investigation Area 2 Development Option 1

The land in Investigation Area 2 is zoned Commercial.

Option 1 proposes commercial redevelopment opportunities along Wilson Street and Darlot Street, with townhouse development to the south. It proposes a new street in the south and a connected laneway in the northern part of the site.

Future development within this Investigation Area seeks to achieve the following design objectives:

- Reinforce commercial frontages along Wilson Street and Darlot Streets.
- Provide increased housing choice in close proximity to the CAD.
- Create visible and welcoming building frontages and entrances.
- Development of a residential frontage along the northern side of Selkirk Street, supporting an attractive interface with the potential future residential development on the southern side of the street (Investigation Area 1).
- Encourage residential uses at densities complementary to the role and scale of the CAD. In this option townhouses are proposed.
- Provide local access between Wilson Street, Selkirk Dr and Darlot Street to open up development opportunities in the centre of the site.
- Potential to redevelop the Wimmera Business Centre (note the proposed local street would require land acquisition).
- The commercial areas (C1Z) allows for residential use above commercial uses at ground and lower levels, which should be encouraged and supported.

Note - A Planning Permit for 99-101 Wilson Street (for shops, dwellings, car parking and access, and subdivision of buildings) has been granted.

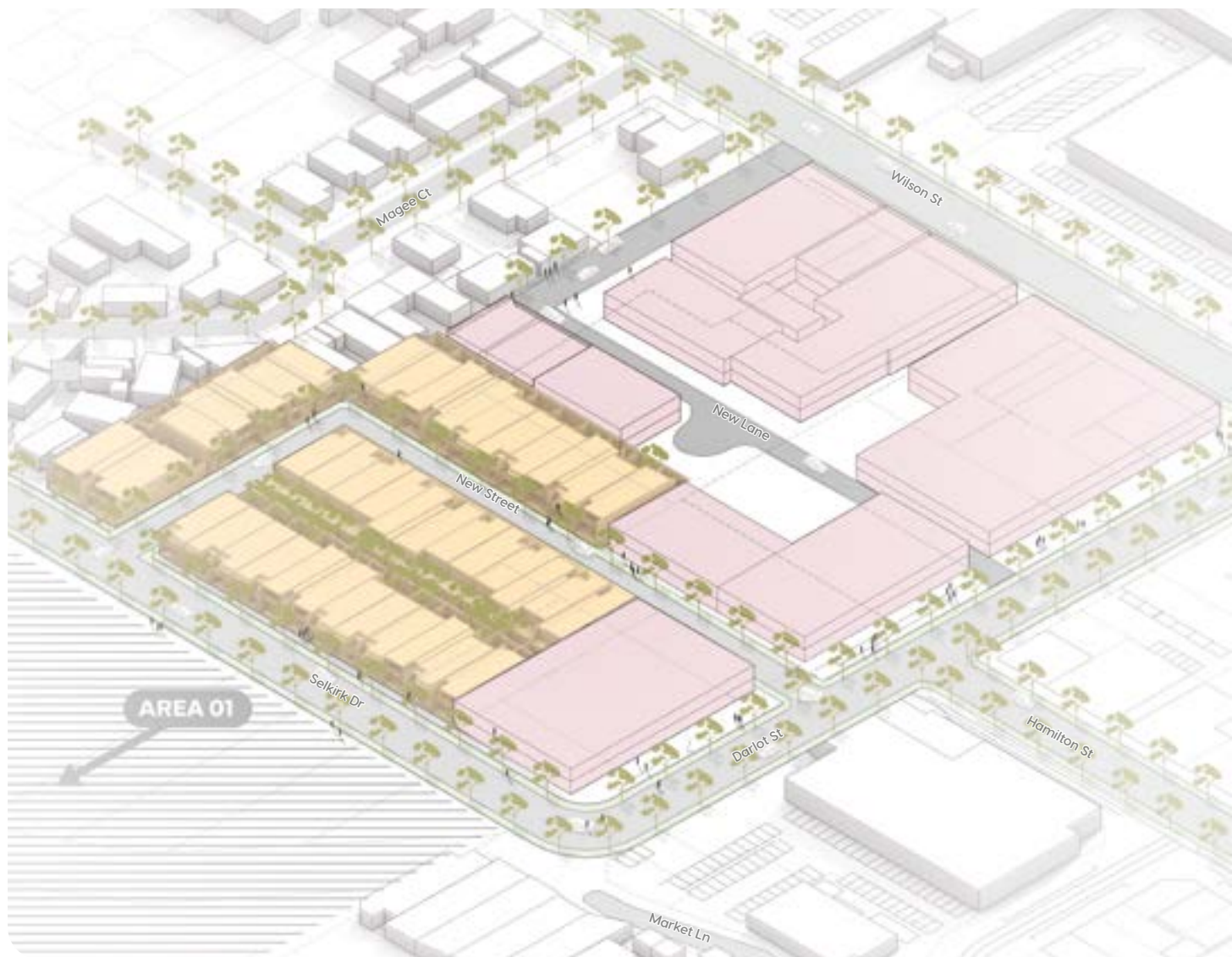


Figure 28 - Investigation Area 2 Option 1

Investigation Area 2 - Development Option 1

Option 1 responds to the granted planning permit at 99-101 Wilson Street (for shops, dwellings, car parking and access, and subdivision of buildings). In summary this concept proposes:

- Contiguous commercial interface along Wilson and Darlot Streets.
- Provides local access between Wilson Street, Selkirk Drive and Darlot Street to open up development opportunities in the centre of the site.
- Provision of increased housing choice in close proximity to the CAD. In this option townhouse development in the southern section of the Investigation Area are proposed.
- Potential to redevelop the Wimmera Business Centre (note the proposed local street require land acquisition).
- The commercial areas (C1Z) allows for residential use above commercial uses at ground and lower levels, which should be encouraged and supported.

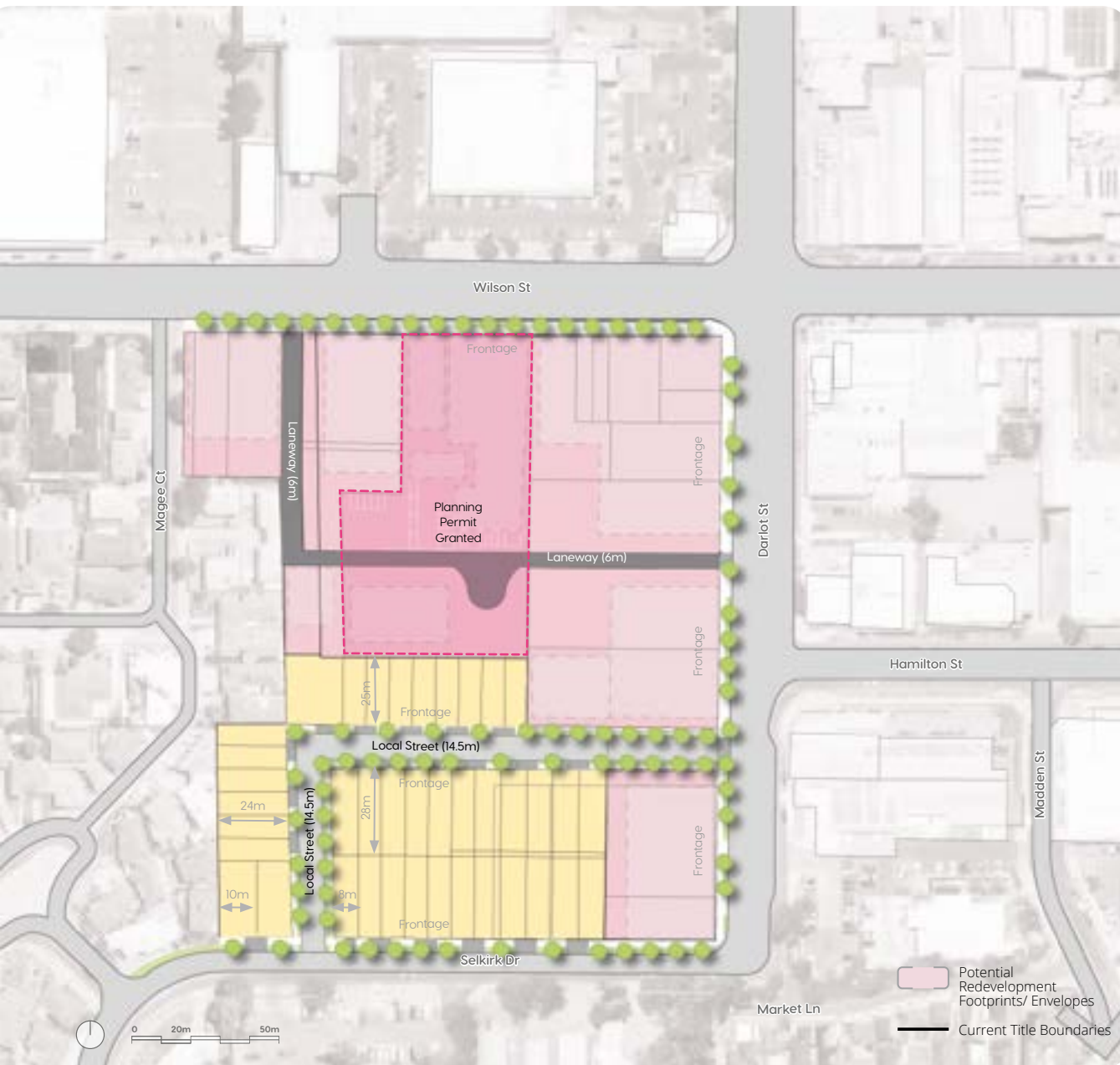


Figure 29 - Investigation Area 2 - Option 1

Total Area	3.52 ha	100%
Streets, Roads and Lanes:	0.51 ha	14.5%
Local Street (14.5m)	0.33 ha	
Laneway (6m)	0.18 ha	
Commercial Area:	2.08 ha	59.1%
SubTotal	2.59 ha (approx)	
Residential Area:		
Medium Density Lots		
9300 m ² developable area for townhouse development, lot width flexibility allows for volume builder townhouse designs		26.4%
36 lots x avg. 220m ² (24-28m depth)		
SubTotal	0.93 ha (approx)	

Investigation Area 2 Development Option 2

The land in Investigation Area 2 is zoned Commercial.

Option 2 proposes commercial redevelopment opportunities along Wilson Street and Darlot Street, with townhouse development to the south. It proposes a new north-south street and a new east-west street to open up more development opportunities within the site.

Future development within this Investigation Area seeks to achieve the following design objectives:

- Provision of a local street providing a north/south access to support vehicle access, more development opportunities and increased pedestrian permeability with flexibility to close the street for local access only. (There is the possibility that while the new street provides access into the site that it is not a through street for vehicles).
- Create a contiguous commercial interface along Wilson and Darlot Streets.
- Create visible and welcoming building frontages and entrances.
- Development of a residential frontage along the northern side of Selkirk Street, supporting an attractive interface with the potential future residential development on the southern side of the street (Investigation Area 1).
- Encourage residential uses at densities complementary to the role and scale of the CAD. In this option townhouses are proposed.
- Provide increased housing choice in close proximity to the CAD.
- Potential to redevelop the Wimmera Business Centre (note the proposed local street would require land acquisition).
- The commercial areas (C1Z) allows for residential use above commercial uses at ground and lower levels, which should be encouraged and supported.

Note - A Planning Permit for 99-101 Wilson Street (for shops, dwellings, car parking and access, and subdivision of buildings) has been granted.

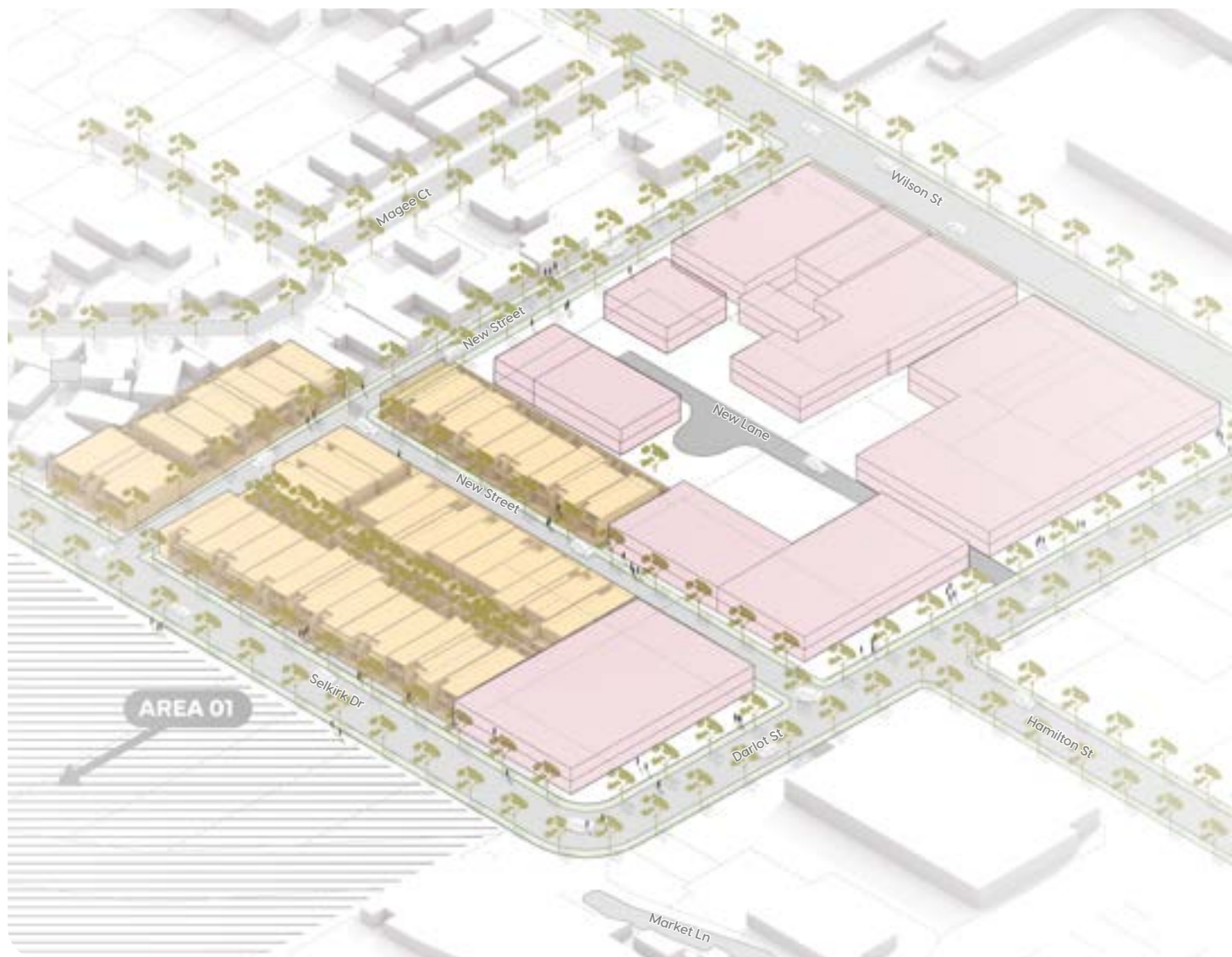


Figure 30 - Investigation Area 2 - Option 2

Investigation Area 2 - Development Option 2

The main difference between this option and Option 1 is the inclusion of a north-south street between Wilson Street and Selkirk Drive. In summary this concept proposes:

- Provision of a local street providing a north-south and an east-west link supporting vehicle access, more development opportunities and increased pedestrian permeability with flexibility to close the street for local access only. (Hatched area indicates potential area that could be closed to through traffic).
- Commercial use along the Wilson and Darlot Street frontages.
- Townhouse development in the southern section of the investigation area.
- Potential to redevelop the Wimmera Business Centre (note the proposed local street would require land acquisition).
- The commercial areas (C1Z) allows for residential use above commercial uses at ground and lower levels, which should be encouraged and supported.

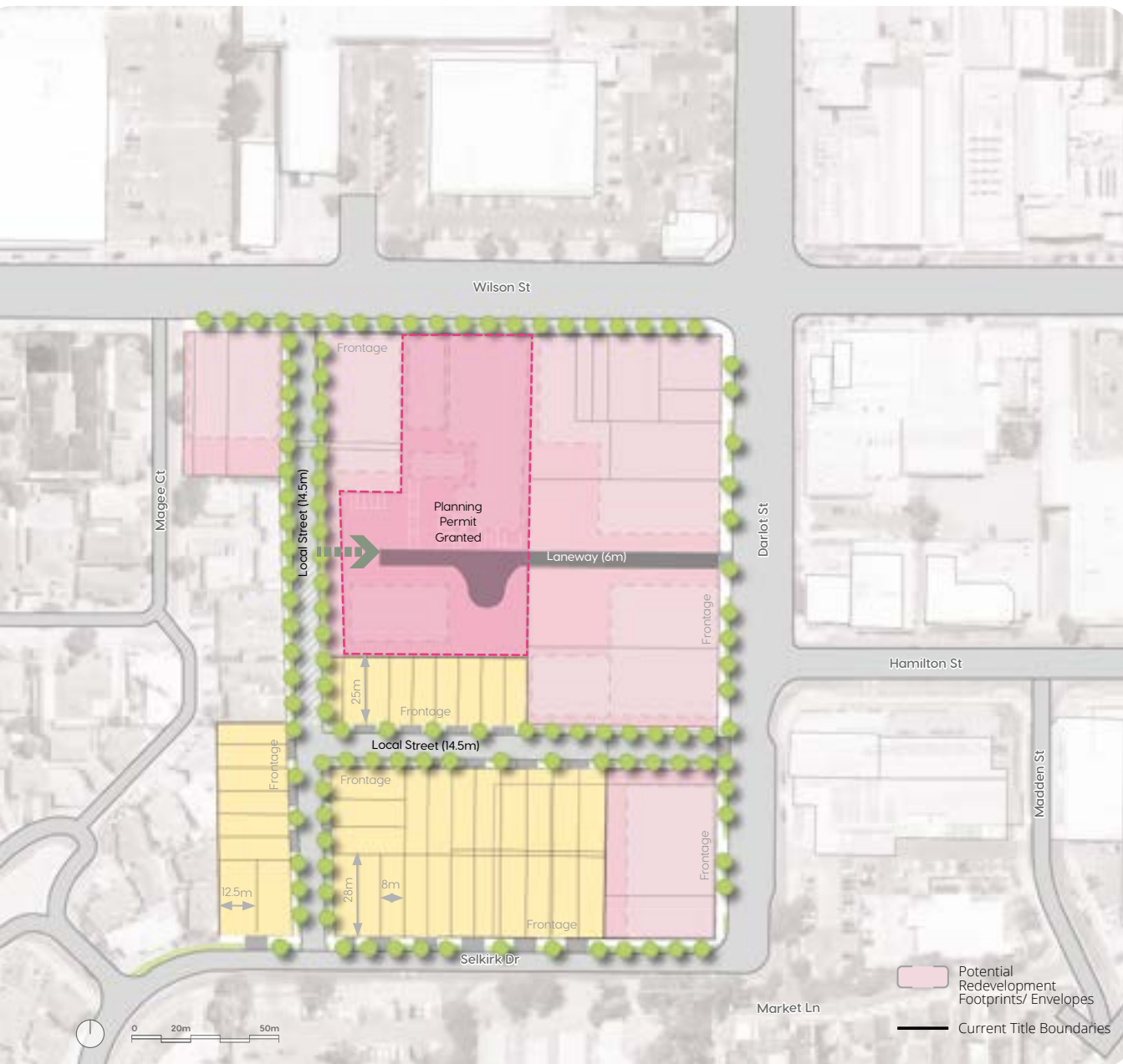


Figure 31 - Investigation Area 2 - Option 2

Total Area	3.52 ha	100%
Streets, Roads and Lanes:	0.60 ha	17.0%
Local Street (14.5m)	0.50 ha	
Laneway (6m)	0.10 ha	
Commercial Area:	2.0 ha	56.8%
Total	2.60 ha (approx)	
Residential Area:		
Medium Density Lots		
9200 m ² developable area for townhouse development, lot width flexibility allows for volume builder townhouse designs		26.2%
40 lots x avg. 230m ² (25-28m depth)		
Total	0.92 ha (approx)	

Investigation Area 2 Development Option 3

The land in Investigation Area 2 is zoned Commercial.

Option 3 proposes commercial redevelopment opportunities along Wilson Street and Darlot Street, with townhouse and apartment development to the south. It proposes a north-south street and an east-west street to open up more development opportunities within the site.

Future development within this Investigation Area seeks to achieve the following design objectives:

- Townhouse and apartment development in the southern section of the investigation area.
- Reinforce commercial frontages along Wilson Street and Darlot Streets.
- Create visible and welcoming building frontages and entrances.
- Development of a residential frontage along the northern side of Selkirk Street, supporting an attractive interface with the potential future residential development on the southern side of the street (Investigation Area 1).
- Encourage residential uses at densities complementary to the role and scale of the CAD.
- Provision of a local street providing a north/south block link supporting vehicle access, more development opportunities and increased pedestrian permeability with flexibility to close the street for local access only. (There is the possibility that while the new street provides access into the site that it is not a through street for vehicles).
- Potential to redevelop the Wimmera Business Centre (note the proposed local street would require land acquisition).
- The commercial areas (C1Z) allows for residential use above commercial uses at ground and lower levels, which should be encouraged and supported.

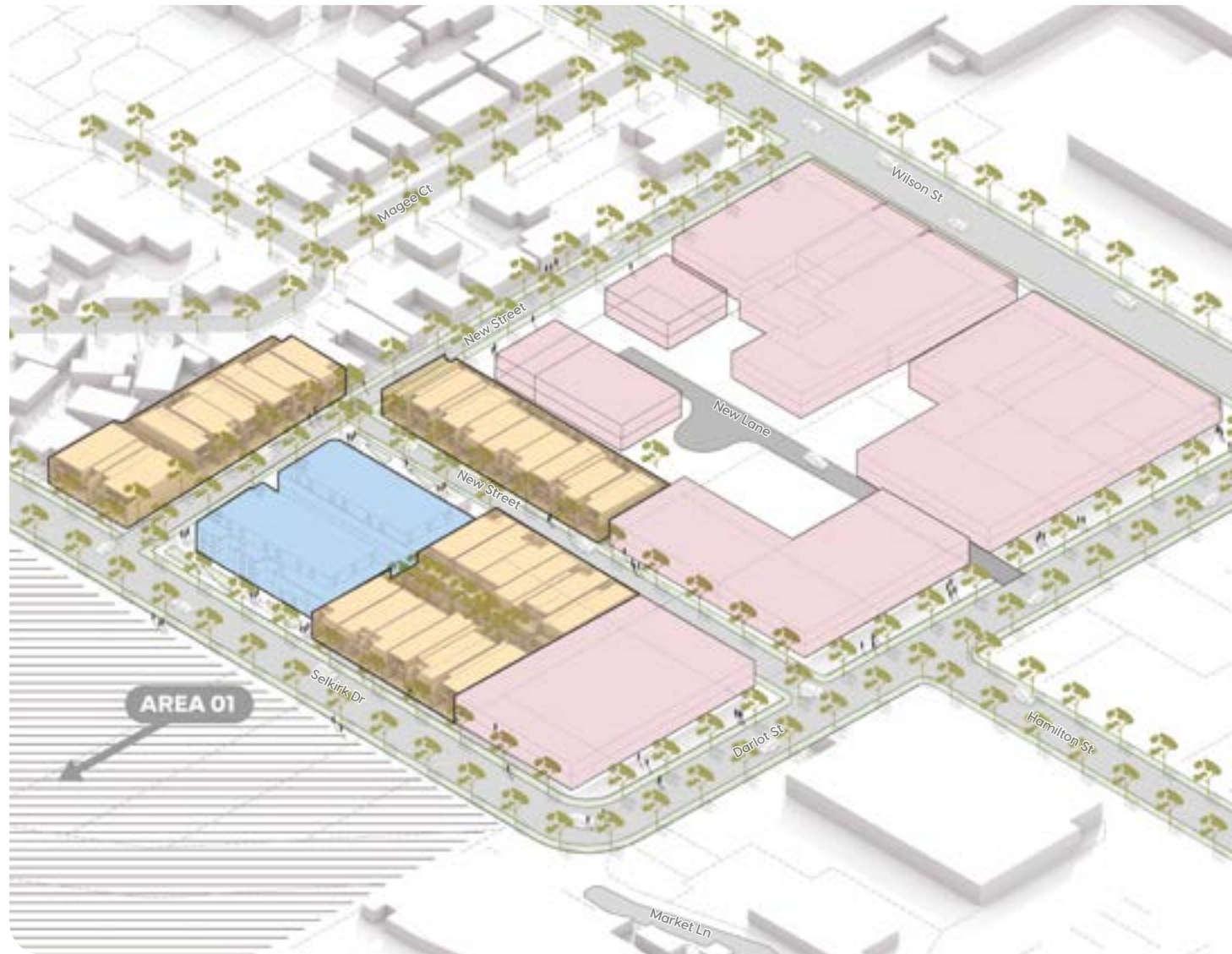


Figure 32 - Investigation Area 2 Option 3

Investigation Area 2 - Development Option 3

Option 3 reflects the intent of the proposed 'City to River Masterplan' with the inclusion of the connector street between Wilson Street and Selkirk Drive. In summary this concept proposes:

- Townhouse and apartment development in the southern section of the investigation area.
- Provision of a local street providing a north/south and an east-west link supporting vehicle access and increased pedestrian permeability with flexibility to close the street for local access only. (Hatched area indicates potential area that could be closed to through traffic).
- Commercial use along the Wilson and Darlot Street frontages.
- Potential to redevelop the Wimmera Business Centre (note the proposed local street would require land acquisition).
- The commercial areas (C1Z) allows for residential use above commercial uses at ground and lower levels, which should be encouraged and supported.

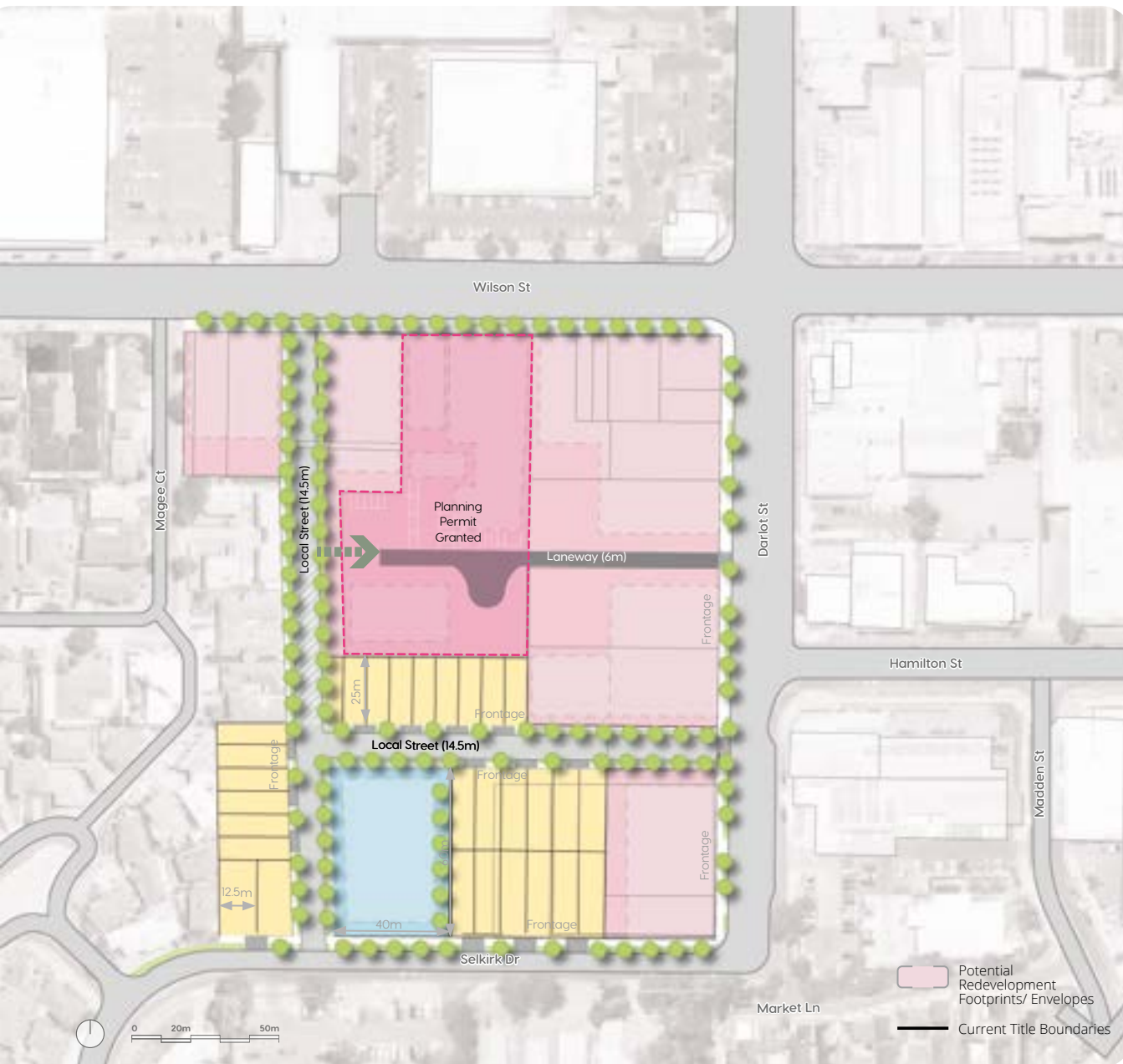


Figure 33 - Investigation Area 2 - Option 3

Total Area	3.52 ha	100%
Streets, Roads and Lanes:	0.60 ha	17.0%
Local Street (14.5m)	0.50 ha	
Laneway (6m)	0.10 ha	
Commercial Area:	2.0 ha	56.8%
SubTotal	2.60 ha (approx)	
Residential Area:		
Higher Density Lot		
2400 m ² developable area for apartment development (60m x 40m parcel)		6.8%
Medium Density Lots		
6800 m ² developable area for townhouse development, lot width flexibility allows for volume builder townhouse designs 28 lots x avg. 230m ² (25-28m depth)		19.4%
SubTotal	0.92 ha (approx)	



Redevelopment Options Investigation Area 3



Investigation Area 3 Commercial/Residential Landholdings North of Baker Street



Figure 34 - Investigation Area 3 Existing Conditions

Investigation Area 3 is located between O'Callaghans Parade, Firebrace Street and Baker Street, and occupies 2.85ha of space. It is currently made up of commercial and residential landholdings.

Key Features

- 1 Commercial properties exist along Firebrace Street near the intersection with O'Callaghans Street
- 2 Public drainage reserve runs east-west between Madden Street and Firebrace Street
- 3 Prominent commercial site on corner of O'Callaghans Parade and Firebrace Street
- 4 Horsham Aquatic Centre
- 5 Harvey Norman is located immediately north of the precinct
- 6 Government Services Building
- 7 The Botanical Garden is located immediately to the south of the precinct
- 8 The City Oval is located to the south of the precinct
- 9 Prominent intersection connecting area to the Botanic Gardens and the Oval



Intersection at Firebrace and Baker Streets

Land Ownership

The majority of the Investigation Area 3 is owned by private land owners. Council owns the public use zoned land between Madden Street and Firebrace Street (1) and between Firebrace Street and O’Callaghans Parade (2).

Existing Buildings

There are a number of large buildings with commercial uses (mainly machinery and automotive repair industries) located along Firebrace Street. A new building housing government services is located on Madden Street.

Zoning

Commercial 1 Zone (C1Z)

This zone provides for a mix of uses including retail, office, business, entertainment and community uses. The C1Z encourages residential uses at densities complementary to the role and scale of the commercial centre. It is noted that the use of the land as a “shop” can occur in this zone without the need for a planning permit.

Commercial 2 Zone (C2Z)

The C2Z encourages commercial areas for offices, appropriate manufacturing and industries, bulky goods retailing and associated commercial services. Accommodation uses (except for residential hotel) are prohibited in this zone.

General Residential Zone – Schedule 2 (GRZ2)

This zone applies to the Horsham General Residential Area. The GRZ2 encourages a diversity of housing types that

respects the neighbourhood character of the area. The building height in this zone must not exceed 11 metres and 3 storeys at any point. Furthermore, buildings must be setback a minimum of 2.5 metres from Baker Street, the Wetlands Park, and part of Madden Street.

Public Use Zone (PUZ)

The purpose of this zone is to recognise public land use for public utility and community services and facilities, and to provide for associated uses that are consistent with the intent of the public land reservation or purpose, as follows:

- Public Use Zone 1 – Service and Utility
- Public Use Zone 6 – Local Government

Overlays

Three overlays exist across the site, DD03 Wider Airport Environ, DD09 Stormwater management and EAO Controls of Contaminated Land.



Figure 35 - Built Form



Figure 36 - Zoning

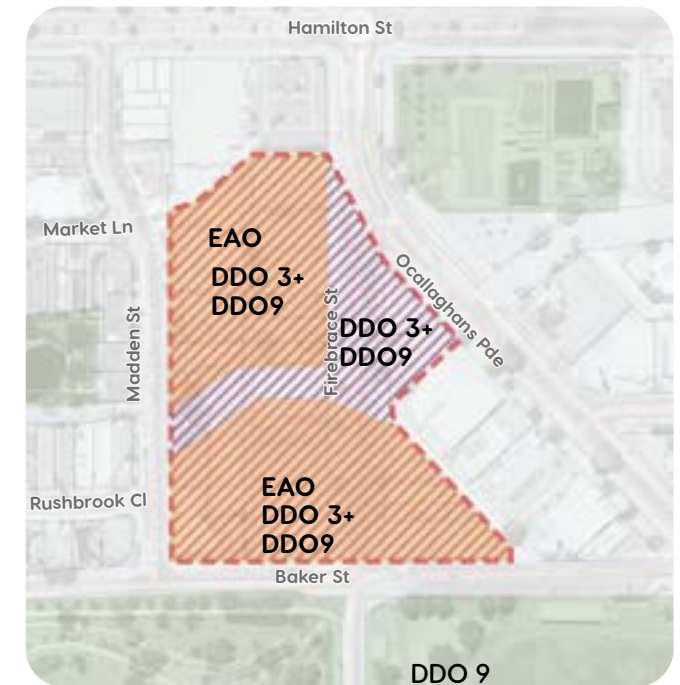


Figure 37 - Overlays

Design and Development Overlay - Schedule 3 (DDO3)

The DDO3 applies to Investigation Area 3 in its entirety. This overlay seeks to maintain the efficiency and safety of the Horsham airfield by controlling the height of developments surrounding the airport. The DDO triggers a planning permit for the construction of buildings or works, however, Schedule 3 states a permit is not required to construct a building or works which are less than 30 metres high above natural ground level.

Design and Development Overlay - Schedule 9 (DDO9)

The DDO9 aims to minimise the risk associated with stormwater flooding. A planning permit is required for all buildings and works within this overlay, with some exceptions.

It is noted that DD09 is proposed to be removed via Amendment C81 and replaced via new controls.

Environmental Audit Overlay (EAO)

This overlay seeks to ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by any contamination.

Before a sensitive use (residential use, child care centre, kindergarten, pre-school centre, primary school, even if ancillary to another use), children’s playground or secondary school commences or before the construction or carrying out of buildings and works in association with these uses commences:

- A preliminary risk screen assessment statement in accordance with the Environment Protection Act 2017 must be issued stating that an environmental audit is not required for the use or the proposed use; or
- An environmental audit statement under Part 8.3 of the Environment Protection Act 2017 must be issued stating that the land is suitable for the use or proposed use; or
- A certificate of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970; or
- A statement of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970 stating that the environmental conditions of the land are suitable for the use or proposed use.

Land Subject to Inundation Overlay (LSIO)

The LSIO (Horsham Flood Storage or Flood Fringe Areas) applies to flood prone land affected by the 1 in 100 (1 per cent Annual Exceedance Probability) year flood event. A planning permit is required for all buildings and works (with minor exceptions) and subdivision.

Any application is required to:

- Submit a flood risk report,
- Consider the local floodplain development plan, and
- Be referred to the relevant floodplain management authority.

Floodway Overlay (FO)

The FO (Horsham Flood Risk Areas) applies to flood prone land affected by the 1 in 100 (1 per cent Annual Exceedance Probability) year flood event of high hazard which have the greatest risk and frequency of being affected by flooding.

A planning permit is required for all buildings and works (with minor exceptions) and subdivision. Any application is required to:

- Submit a flood risk report,
- Consider the local floodplain development plan, and
- Be referred to the relevant floodplain management authority.

Amendment C81:

The existing Floodway and Land Subject to Inundation Overlays affecting the investigation area are proposed to be amended via amendment C81. The existing and proposed overlays are shown on the plans below.

As the amendment has not been adopted this report has identified the affected areas. Prior to considering future development on these areas it is recommended that consultation with Council and the CMA occurs.

Relevant Planning Permits

3-7 Madden Street, Horsham – Planning Permit issued for Offices and associated parking and inundation retention basin.

174-176 Firebrace Street, Horsham – Planning Permit issued for Dance Studio, Apartments and associated parking.



Figure 38 - Current Flood Management Overlays



Figure 39 - Proposed C81 Overlays

Investigation Area 3 Development Option 1

Investigation Area 3 is located on the gateway into the Town Centre. The current mix of land uses includes retail, office, business, entertainment and community use.

This option proposes to strengthen the mix of uses in this Investigation Area. Additionally it proposes to improve the Firebrace Street streetscape and better utilise the drainage reserve as a passive recreational asset.

Future development within this Investigation Area seeks to achieve the following design objectives:

- Encourage residential uses at densities complementary to its proximity to the Horsham CAD.
- Encourage higher value commercial uses on the highly visible gateway (commercial) sites.
- Connect the drainage reserve into Horsham's open space network.
- Build upon recent development approvals in the area:
 - 1 Recent permit approval and construction of offices and associated parking and inundation retention basin on 3-7 Madden Street.
 - 2 Recent permit approval for a dance studio, apartments and associated on 174-176 Firebrace Street (Under construction).



Figure 40 - Investigation Area 3 Option 1



Figure 41 - Key plan showing proximity of Investigation Area 3 to the CAD

Investigation Area 3 - Development Option 1

Future development within Investigation Area 3 seeks to achieve the following design objectives;

- Encourage a transition to high quality commercial tenancies along Firebrace Street (north of the drainage reserve). Min 2 storeys height is preferable. Tenancies should have ground floor uses and that engage with the street. Activation of the street edge will improve the pedestrian experience along Firebrace Street.
- Provide a strong sense of arrival to the CAD. Sites located on the gateway into the township are important because of their contribution to the arrival experience. Corner sites, particularly those located on prominent view lines, should provide an active and engaging interface with the surrounding streets and any adjacent public space and/or parks. Allied CAD office tenancies and short-term tourist accommodation are considered appropriate uses. Min 2 storeys height is preferable.

- Encourage high quality architectural outcomes in future development located at the intersection of Firebrace and Baker Streets. Built form should be expressive and of a scale that enhances local wayfinding between the Botanic Gardens and the CAD. Buildings should be positioned and articulated to encourage engagement with the street, provide passive surveillance over both streets and capitalise on the pleasant outlook over the Botanic Gardens.
- Key opportunity to increase the diversity of housing typologies in the CAD by encouraging visitor accommodation and other forms of accommodation (i.e housing) at upper levels to capitalise on the open space interface to the south.
- Create an attractive outlook and a safe and well utilised green liner open space, by encouraging residential development that creates a contiguous frontage addressing the drainage reserve. Encourage increased residential density that provides a diversity of housing stock. Lots under 350sqm are recommended.
- Encourage development of complementary land uses, ie community or Government services, adjacent tot the Government building on Madden Street.
- Create a high quality public realm to provide a fitting connection between the CAD and the River.



Figure 42 - Investigation Area 3 - Option 1

Total Area	2.85 ha	100%
Encumbered Land (Drainage Reserve)	0.3 ha	10.5%
Streets, Roads and Lanes:	0.62 ha	21.8%
Connector Road (30m)	0.58 ha	
Laneway (5m)	0.04 ha	
Commercial	0.68 ha	23.8%
On corner of O'Callaghans Parade and Firebrace Street	0.06 ha	
On western side of Firebrace Street	0.62 ha	
Mixed Use	0.64 ha	22.5%
On corner of Baker Street and Firebrace Street	0.30 ha	
On western side of Firebrace Street	0.34 ha	
Office/Government Services	0.33 ha	11.6%
Total	2.57 ha (approx)	
Residential Area:		
Residential Lots		9.8%
2800 m ² developable area for townhouse development		
Total	0.28 ha (approx)	



Desired Typologies



Housing Typology Examples

Below are a number of examples of appropriate housing typologies to be encouraged across the investigation areas.

Examples of Appropriate Townhouse Typologies



A diversity of housing types with a consistent architectural language and style



An articulated dwelling frontage that sits comfortably amongst the retained vegetation and the drainage corridor



Front yard and garage positively contribute to the streetscape

Examples of Appropriate Scaled Apartment Buildings



Contemporary street frontage and articulation



Apartment that integrates with the rhythm of the street



Apartment that addresses and activates the open space

Commercial and Mixed Use Typology Examples

Below are a number of examples of appropriate commercial and mixed use typologies to be encouraged across the investigation areas, specifically Investigation Area 2 and 3.

Examples of commercial and mixed use typologies that show appropriate bulk and scale and placement of buildings on front boundaries



Facades that add to streetscape will be encouraged.



Built form should hug the corners of the street with significant areas of glazing.



Ground floor retail or commercial can also accommodate residential uses above.



Two storey forms can sit well adjacent to single storey forms.



Adaptive reuse of existing buildings can enhance the precinct's character.



Good public realm can support a mix of uses including commercial and residential uses.



Planning Pathways



This section identifies the planning pathways for the investigation areas. This includes consideration of existing zones and overlays, amended controls required to facilitate options and other considerations.

Investigation Area 1 Council Depot Site

Current Zoning	Amended controls required to facilitate options?
<p>General Residential Zone</p>	<p>Environmental Audit Overlay:</p> <p>The Environmental Audit Overlay applies to the entire site. The audits will be required prior to the commencement of development for residential (sensitive) uses.</p> <p>Proposed new Development Plan Overlay:</p> <p>To achieve the development outcomes set out in the Options and to provide further guidance to Council planners and landowners, a Development Plan Overlay could be applied to the investigation area.</p> <p>The benefit of a Development Plan Overlay is that Council can include the objectives, information requirements and required guidance in the DPO schedule which relates to land use, landscaping and built form, but leaved the preparation of the Development Plan to the landowner. The DPO can be written with specific requirements and objectives to ensure that a Development Plan addresses Councils key outcomes at the same time as addressing a developers commercial needs at the time of development.</p> <p>The DPO schedule could require that the future development plan addresses the following (this is not an exhaustive list):</p> <ul style="list-style-type: none"> • General consistency with the development concept plan. • A Site Management Plan • Connectivity to existing road network via internal vehicle access ways with minimum standards provided. • Internal vehicle and pedestrian circulation. • Vehicle entry point location. • Provision of appropriate arrangements for necessary physical infrastructure, including waste water management, drainage works, retention and management of storm water, power and telecommunications. • Provision of an overall landscaping plan. • Identification of how flooding risks relevant to the land are to be addressed and managed. • Identification of how the development responds to other land uses in the area. • Opportunities to encourage affordable housing as defined by the Planning and Environment Act 1987 via S173 agreements. • Requirement for Housing Design Guidelines. <p>Given Council will likely sell this Investigation Area in the future it is vital to ensure that the DPO schedule addresses Councils ultimate development outcomes/desires for the site.</p> <p>The DPO is preferred to allow for Council to ensure their desired outcomes for the site can be achieved without stifling potential future market driven development opportunities that may arise - i.e. potential for higher densities and apartments should the market be there for this product when development occurs.</p> <p>Conclusion:</p> <p>Apply a new DPO schedule to the site as part of a planning scheme amendment prior to the sale of the land.</p>
<p>Rezoning required to facilitate options?</p> <p>The options for Investigation Area 1 both propose residential development which is consistent with existing zoning.</p> <p>The General Residential Zone states that buildings must not exceed 11m and musty contain no more than 3 storeys at any point. This control therefore is consistent with the proposed majority of the site which proposes a mix of detached and attached homes. However, should the Council wish to pursue taller forms for apartment development indicated as "Higher Density Lots" on the plans, then there may be a need to review the controls to allow for that additional height above 11m.</p> <p>Given there is uncertainty in the market for the demand for apartment living, Council could leave the property in the current zoning which can facilitate 3 storey townhouse product or 3 storey apartments, but be open to considering a future S96a Application (lodged by the future landowner) for an amendment to the controls and a planning permit for apartment building/s in the location identified for Higher Density Lots.</p> <p>Conclusion:</p> <p>No rezoning required to facilitate development options. However, depending on market demand for multi storey apartments a site-specific amendment (to include a new schedule allowing greater heights in the GRZ) of the "Higher Density Lots" may be required.</p>	
<p>Current Overlays</p> <ul style="list-style-type: none"> • Design and Development Overlay - Schedule 3 • Design and Development Overlay - Schedule 9 (note that DD09 is proposed to be removed via Amendment C81) • Floodway Overlay (note existing Overlay proposed to be removed and replaced with a new Overlay via Amendment C81) • Land Subject to Inundation Overlay (note LSIO proposed to be amended via Amendment C81) • Environmental Audit Overlay 	

Additional considerations

Proposed Amendment C81:

Horsham Rural City Council has prepared planning scheme amendment C81 to the Horsham Planning Scheme. The Amendment seeks to implement the findings of six flood studies and associated maps prepared on behalf of the Wimmera Catchment Management Authority (CMA).

The Flood Amendment revises the mapping extent of the Floodway Overlay (FO) and Land Subject to Inundation Overlay (LSIO) and introduces the Special Building Overlay (SBO) in the areas of the respective six studies.

The new Floodway Overlay proposed under this amendment applies predominantly to the land identified for drainage within this Investigation Area. The DPO will require the future landowner to identify how flooding risks relevant to the land are to be addressed and managed.

Adverse Amenity impacts of the existing concrete batching plant:

Although the land in this Investigation Area is zoned for residential development, it is located across the road from the existing concrete batching site. The EPA Draft Separate Distance Guidelines states that a Concrete Batching Plant that produces over 5000T a year should be separated from sensitive uses by 100m (otherwise any application would trigger a referral to the EPA). Although the production of the batching plant is not known, the investigation area is much closer than 100m to the plant – noting also that there is existing residential development even closer to the plant on its western boundary. Although it is acknowledged that a Batching Plant is not an appropriate use for this location, it has existing use rights to operate from the site. Until a decision is made (by the landowner) to relocate the facility any future development of the investigation area for a sensitive use will need to consider the potential extent of adverse amenity impacts. A planning control such as a DPO which may be applied to the site will also need to consider the 'Agent of Change Principle' and respond accordingly. This could include a requirement for an amenity impact assessment as part of the preparation of the Development Plan for that land use if the buffers still applied.

Developer Contributions:

This Investigation Area provides a significant development opportunity which provides council with an option to require the preparation of an Infrastructure Plan (included as a requirement in the DPO) that could address the following as appropriate:

- The provision, staging and timing of stormwater drainage works.
- The provision, staging and timing of roadworks both internal and external (if required)
- The provision, staging and timing of landscaping works for local parks and stormwater drainage reserves (in accordance with 53.01).
- The securing of the infrastructure and utility services as may be necessary by way of an agreement pursuant to Section 173 of the Planning and Environment Act 1987.
- Any other infrastructure related matter reasonably requested by the responsible authority associated with the subdivision of land.

A development of this scale provides the opportunity for Council to voluntarily negotiate with a future landowner for the provision of affordable housing, infrastructure and or a development contribution to contribute towards the provision of new infrastructure and or upgrades to existing infrastructure in the Centre.

Windfall Gains Tax:

The Windfall Gains Tax Act 2021 will establish a new tax on the uplift in land value resulting from a planning scheme amendment which changes the zoning of certain land in Victoria on or after 1 July 2023 (including Council owned land). The planning recommendations made for these options (including the potential new General Residential Zone schedule) will not trigger the Windfall Gains Tax given no uplift zoning change is proposed.

Investigation Area 2 Concrete Batching Plant and Surrounding Commercial

Current Zoning	Amended controls required to facilitate options?	Additional Considerations
Commercial 1 Zone (C1Z)	<p>Environmental Audit Overlay:</p> <p>Although the Environmental Audit Overlay applies to the entire Investigation Area, only the area identified for residential development (sensitive uses) will trigger the need for the environmental audit. Given the proposed residential area is confined to the concrete batching plant properties it is considered appropriate that the landowner undertakes the required audits.</p> <p>Proposed new Design and Development Overlay:</p> <p>In order to achieve the outcomes of the development options and to provide further guidance to both Council planners and landowners, a Design and Development Overlay (DDO) could be applied to the investigation area.</p> <p>A DDO provides design guidance for the Investigation Area but does not rely on all landowners acting collaboratively in preparing a Development Plan for the whole investigation area (as would be required under a DPO).</p> <p>Similar to the DDO for City Gardens it is suggested that the overlay would play a similar role to include guidance regarding the land use outcomes sought, the ultimate internal road layout, as well as design guidance for the future residential development. This could include guidance on the following (this is not an exhaustive list):</p> <ul style="list-style-type: none"> • Dwelling Frontages • Fencing • Neighbourhood character • Setbacks • Innovative forms of building design • Sustainability etc. <p>Although the existing Commercial Zoned land will remain, guidance can be included in the DDO regarding the desired intensification and design improvements that are sought for this area. This could include guidance on the following (this is not an exhaustive list):</p> <ul style="list-style-type: none"> • Interfaces • Frontages • Pattern and character of the town centre • Parking locations • Innovative forms of building design <p>The option also exists to apply a Development Plan Overlay to the Investigation Area. This would be appropriate should the Council wish to facilitate the construction of the roads and laneways within the investigation area. Noting that the DPO schedule could include a requirement for a S173 agreement for Development Contributions to fund the delivery of the internal roads - there would be an opportunity to apportion the costs across multiple development sites on the basis of benefit.</p> <p>Conclusion:</p> <p>Apply a new DDO (or DPO) schedule to the site as part of a planning scheme amendment.</p>	<p>Windfall Gains Tax:</p> <p>The Windfall Gains Tax Act 2021 will establish a new tax on the uplift in land value resulting from a planning scheme amendment which changes the zoning of certain land in Victoria on or after 1 July 2023. The planning recommendations made for these options will not trigger the Windfall Gains Tax given no uplift zoning change is proposed.</p>
<p>Rezoning required to facilitate options?</p>		
<p>Both options propose to retain the existing commercial uses on the properties fronting Wilson and Darlot Streets. This area can continue to operate as it does currently or be redeveloped for further commercial/ mixed use intensification under the current zoning.</p> <p>The southern section of the investigation area (fronting Selkirk Road) is proposed for residential development. The Commercial 1 zone allows for residential development above ground floor, without the need for a planning permit, if the frontage at ground level does not exceed 2 metres). Based on the options, a planning permit for the use of the ground floor for dwellings would be required. A planning permit for buildings and works will also be required.</p> <p>This permit trigger provides Council with the opportunity to review the site layouts and building designs of the dwellings to confirm they are consistent with the desired outcomes. The application of additional controls through an overlay will provide Council with more guidance for these assessments.</p> <p>Conclusion:</p> <p>No rezoning required to facilitate development options.</p>		
<p>Current Overlays</p>		
<ul style="list-style-type: none"> • Design and Development Overlay - Schedule 3 • Design and Development Overlay - Schedule 9 (note that DD09 is proposed to be removed via Amendment C81) • Environmental Audit Overlay 		

Investigation Area 3 Commercial/Residential Landholdings North of Baker Street

Current Zoning	Amended controls required to facilitate options?	Additional Considerations
<ul style="list-style-type: none"> Commercial 1 Zone Commercial 2 Zone General Residential Zone Public Use Zone 6 	<p>Environmental Audit Overlay</p> <p>Concerns were raised by landowners in the consultation workshops regarding the economic impact of the Environmental Audit Overlay on their ability to redevelop their sites. Given the fragmented nature of this Investigation Area Council could consider undertaking the required investigations on behalf of the landowners to facilitate the removal of the Overlay.</p>	<p>Proposed Amendment C81:</p> <p>Horsham Rural City Council has prepared planning scheme amendment C81 to the Horsham Planning Scheme. The Amendment seeks to implement the findings of six flood studies and associated maps prepared on behalf of the Wimmera Catchment Management Authority (CMA).</p>
<p>Rezoning required to facilitate options?</p> <p>The uses identified in the option for Investigation Area 3 are consistent with the existing zoning controls affecting the area.</p> <p>Conclusion:</p> <p>No rezoning required to facilitate development options.</p>	<p>Proposed new Design and Development Overlay</p> <p>In order to achieve the outcomes of the development options and to provide further guidance to both Council planners and landowners, a Design and Development Overlay (DDO) should be considered to cover the investigation area.</p> <p>Similar to the DDO for City Gardens it is suggested that the overlay include guidance regarding the land use outcomes sought as well as design guidance for the future residential development. This could include guidance on the following (this is not an exhaustive list):</p> <ul style="list-style-type: none"> Dwelling Frontages Fencing Neighbourhood character Setbacks Innovative forms of building design Sustainability etc. 	<p>The Flood Amendment revises the mapping extent of the Floodway Overlay (FO) and Land Subject to Inundation Overlay (LSIO) and introduces the Special Building Overlay (SBO) in the areas of the respective six studies.</p> <p>The new Floodway Overlay proposed under this amendment affects a number of properties in this investigation area and would likely limit the development potential of these sites. It is assumed that Council is informing these landowners through the amendment process for Amendment C81 what the implications of the amendment on their landholdings is. Although the Overlay Schedule does not prohibit development within the area covered by the Overlay we understand that Council and the Wimmera Catchment Management Authority are unlikely to support future development on these sites. As the amendment has not been adopted at the time of preparing the options this report has identified the affected properties and makes note that prior to considering future development it is recommended that consultation with Council and the CMA occurs.</p>
<p>Current Overlays</p> <ul style="list-style-type: none"> Design and Development Overlay - Schedule 3 Design and Development Overlay - Schedule 9 (note that DD09 is proposed to be removed via Amendment C81) Land Subject to Inundation Overlay (note LSIO proposed to be amended via Amendment C81) Environmental Audit Overlay New Floodway Overlay proposed over a number of properties via Amendment C81. 	<p>Although the existing Commercial Zoned land will remain, guidance can be included in the DDO regarding the desired intensification and design improvements that are sought for this area. This could include guidance on the following (this is not an exhaustive list):</p> <ul style="list-style-type: none"> Interfaces Frontages Pattern and character of the town centre Parking locations Innovative forms of building design (including the creation of landmark feature buildings on the identified key sites) <p>Conclusion:</p> <ul style="list-style-type: none"> Apply a new DDO schedule to the site as part of a planning scheme amendment. Investigate the opportunity for Council to satisfy the requirements of the Environmental Audit Overlay to remove this barrier to future development. 	<p>Windfall Gains Tax:</p> <p>The Windfall Gains Tax Act 2021 will establish a new tax on the uplift in land value resulting from a planning scheme amendment which changes the zoning of certain land in Victoria on or after 1 July 2023. The planning recommendations made for these options will not trigger the Windfall Gains Tax given no uplift zoning change is proposed.</p>



Economic Feasibility



Overview

Following the development of the design options, Urban Enterprise undertook a review of options to assess their development feasibility. This chapter summarises the feasibility assessment. The purpose of the assessment was to determine whether the development options are a financially viable proposition within current market conditions. Alternatively, if any of the options were not presently viable, the assessment also offers suggestions as to what would improve viability, and levers that Council could consider to help realise preferred development.

The Approach

To assess the feasibility of potential development options, the following approach was adopted:

- Outline development options to be assessed
- Establish the development parameters for each option, including site area, net developable area and site coverage, building height and efficiency, dwelling/floorspace yield, car parking requirements, and so on.
- Formulate and adopt assumptions relating to dwelling size and mix, expected development costs, selling prices and other income.
- Assess the financial feasibility of each development option using a Discounted Cashflow (DCF) analysis .
- Test the sensitivity of key inputs such as yield, land acquisition cost, development cost and selling price/rent to determine the key factors that impact viability. If unviable, discuss particular factors that would improve viability.
- Identify potential levers for Council to consider in order to encourage development outcomes.



Development Scenario 1

Development Scenarios

The development options assessed are as follows:

Development Scenario 1: Strategic site townhouse development

This option enables consideration of the potential to deliver a townhouse product in Investigation Area 1, with parameters based on the Development Options Report. The outcomes are also applicable to the potential development of the concrete batching plant site in investigation Area 2 given the similar site size and existing use.

Development Scenario 2: Strategic site apartment development

This option enables consideration of the potential to deliver a multi-storey apartment product on sites nominated in the Development Options Report as suitable for apartments, including both Investigation Areas 1 and 2.

Development Scenario 3: Low-rise mixed use development

This option enables consideration of the potential to deliver mixed use developments on smaller sites in Investigation Areas 2 and 3, with commercial uses at ground level and residential apartments above.

The development options are preliminary in nature and are intended to provide a general indication of viability for each broad typology for strategic planning purposes, rather than detailed analysis of the viability of the development of any individual site.



Development Scenario 2

Table 1 outlines the development scenario assumptions

OPTION	1. STRATEGIC SITE TOWNHOUSES	2. STRATEGIC SITE APARTMENTS	3. LOW-RISE MIXED USE
Indicative Developable Area	13,850 sqm	3,500 sqm	1,000 sqm
Levels	2-storey townhouses	3 levels (includes undercroft car parking)	2 levels (Ground level commercial/retail, first level apartments)
Yield	52 townhouses	58 Apartments	5 Apartments ~490 sqm commercial (NLA)
Mix	38 x townhouses @ 200sqm/lot 14 x townhouses @ 240sqm/lot	12 x 1bed-1bath-1car (65sqm) 34 x 2bed-2bath-1car (85sqm) 12 x 3bed-2bath-2car (120sqm)	3 x 2-bed-2bath-1car (85sqm) 2 x 3-bed-2bath-2car (120sqm) ~245 sqm retail/hospitality NLA ~245 sqm office NLA
Investigation Area Applicability	1, 2	1, 2	2, 3

Source: Urban Enterprise 2023, derived from Development Options report, Urban Fold (Final Draft), May 2023.

Table 1 - Development scenario assumptions

Feasibility Parameters

The following development feasibility parameters were adopted:

- Development will be 100% debt funded and developers will seek a commercial return, with viability indicated by IRR or ROC of 20% of greater,
- 5 year development period, land acquisition and all professional fees (including planning and design requirements) occurs in year 0,
- 2 year construction period, total cost split evenly between year 1 and 2,
- Where relevant, costs escalated at 2% per annum (ave), reflecting the average Producer Price Index in the 10-years prior to COVID-19 (i.e. 2010-2019).

The feasibility analysis does not include any potential costs relating to site remediation and Windfall Gains Tax (if rezoned).

It is noted that the analysis is prepared purely for the purposes of informing strategic planning decisions, not investment decisions. The assessment relies on broad assumptions which are subject to change over time.

Results

The feasibility results for each option are summarised in Table 2, showing that:

- Strategic site townhouse development is marginally viable, with an IRR of 20.7%.
- Strategic site apartment development is not presently viable, returning a negative IRR and ROC.
- Low-rise mixed use development is approaching viability, returning an IRR of 17%.

OPTION	STRATEGIC SITE TOWNHOUSES	STRATEGIC SITE APARTMENTS	LOW-RISE MIXED USE
Land Acquisition	\$1,662,000	\$875,000	\$500,000
Construction Cost	\$22,741,750	\$26,649,500	\$3,105,180
Other Development Cost	\$2,542,131	\$3,127,185	\$352,169
Total Development Cost	\$26,945,881	\$30,651,685	\$3,957,349
Income	\$29,300,000	\$28,643,000	\$5,341,175
Internal Rate of Return (IRR)	20.7%	-10.2%	17.0%
Return on Cost (ROC)	10.2%	-6.6%	35.0%

Source: Urban Enterprise, 2023. Results rounded.

Table 2 - Feasibility Results

Key Factors Influencing Viability

Analysis of the results indicates that the main factors currently impacting viability are:

- Cost of land acquisition and comparison of the Residual Land Value with existing values,
- Construction costs, especially elevated rates of construction in the past 2 years,
- Expected selling prices and the potential for price appreciation.

These are discussed in-turn.

Land Values and cost of acquisition

Land cost is a key variable influencing viability. The existing land value profile in the study areas varies widely, from vacant lots and lots with low value improvements, to higher value properties with recent improvements and successfully operating businesses.

For Scenarios 1 and 2, viability of development will be influenced by the extent to which the existing landowners (including Council) are prepared to sell to a developer based on their selling price expectations and motivations. The analysis indicates that the strategic site townhouse development is marginally viable at a land purchase price of \$120 per sqm. Council has a role to play as a catalyst landowner – entering into an agreement to sell land to a developer at lower than market rates would significantly improve the viability of housing development on the Council depot site and reduce development risk.

Low-rise mixed use development on smaller properties would be faced with higher land costs per sqm, given the sites are smaller and many properties have existing improvements and businesses. A nominal land value of \$500 per sqm has been assumed for this development option, which reflects a vacant site or a site with low-moderate value improvements. Development is likely to be viable for these sites in the short-medium term, however for sites with higher land and improvement values, low rise mixed use development is unlikely to be viable until later in the planning period.

Given the sensitivity of development viability to existing land values, the introduction of any additional taxes and charges (such as Windfall Gains Tax, if land was to be rezoned) would be further detrimental to financial prospects of redevelopment.

Construction Costs

Construction costs have increased strongly since the onset of the COVID-19 pandemic, largely a result of rising costs of materials (e.g. timber, steel) from supply-chain issues/delays, and labour shortages. Higher construction costs are directly impacting the viability of projects in many development settings, particular medium and higher density areas. Developers are now factoring in higher contingencies to allow for potential further unforeseen cost increases. Although there is a strong possibility that construction costs will normalise in the coming years, further cost escalation remains a key risk factor for developers.

One of the most substantial development costs, particularly for a multi-level apartment development, is how parking is provided (i.e. at grade, under-croft or basement). The results are sensitive to the type of parking provided.

Selling Prices

The primary determinant of viability is selling price, however the apartment market is untested in Horsham. This analysis adopted selling prices for apartments which are based on the selling prices of \$5,000 - \$6,000 per sqm based on higher quality medium density dwellings in Horsham in recent years. At these selling prices, the apartment development option would not be viable.

Selling price appreciation would need to occur over time (greater than construction cost appreciation) to enable apartment viability. This could only occur once prices of traditional housing options in Horsham appreciate such that higher density housing in central Horsham is an attractive option at higher price points than today.

Ballarat’s housing market provides a useful comparison – apartment development is now emerging as a viable option at a point in time when the median house price in that municipality was \$590,000 (2022), considerably higher than the current median in Horsham of \$380,000. At the recent average annual growth rate of 5.6%, Horsham’s median house price would reach \$590,000 by 2030.

Alternative scenarios and timeframes for Scenario 2 (Apartments)

To test the sensitivity of Scenario 2 to parking type and time, the following scenarios have been modelled with results shown in Table 3:

Scenario 2b: Development parameters as per Scenario 2a, adjusted to add basement car parking and commensurate increase in above-ground saleable area (apartment yield increased 76). This results in a lesser return on investment compared with the Scenario 2a base case, indicating that basement parking does not improve the viability of development under current conditions.

Scenario 2c: Development parameters as per Scenario 2a, plus a projection of sales price growth at 4% per annum over the next 10 years (to 2033) concurrent to longer term 'trend' construction cost escalation of 2% per annum. This demonstrates that development would be approaching feasibility in 2033 if these growth rates materialise.

Option	2a (baseline)	2b: Basement option	2c: 2033 projection
Land Acquisition	\$875,000	\$875,000	\$1,295,000
Construction Cost	\$26,650,000	\$37,300,000	\$32,486,000
Other Development Cost	\$3,127,000	\$4,265,000	\$4,111,000
Total Development Cost	\$30,652,000	\$42,440,000	\$37,892,000
Income	\$28,643,000	\$37,559,000	\$42,399,000
IRR	-10%	-12%	19%
Return on Cost	-7%	-12%	12%

Source: Urban Enterprise, 2023.

Table 3 - Apartment Scenario Testing Results

Levers to incentivise development

There are several levers available to Council to incentivise development and achieve the vision/objectives for the urban renewal areas:

- A Joint Venture (JV) for the Council owned site (investigation area 1) whereby Council negotiates a deal with a developer which could include selling the site at a discount in exchange for achieving certain outcomes on the site (which could include provision of affordable housing, housing for workers, and so on).
- Planning flexibility – allowing discretionary height limits to enable developers to determine the most viable mix of building size and parking type at the time that a development is being planned, as opposed to a requirement to work within strict height and other design limitations.
- Truncated planning and approvals timeframes (if possible);
- Reduced developer and open space contributions, and minimising any on-site requirements for open space for strategic sites (i.e. maximising the developable area).
- Dispensation of other planning requirements if suitable in the circumstances (e.g. carparking rates).
- Planning controls to provide greater certainty for future development. Development Plan Overlay will provide clear vision for the precinct and process for approval.

Conclusion

The analysis highlights that strategic site townhouse development is viable and low-rise mixed use development is approaching viability. This analysis reflects a period of volatile construction materials pricing and relative supply chain uncertainty. Following stabilisation of these conditions, residential viability is expected to improve.

Strategic site apartment development is not currently viable, however it is expected that viability may be achievable in the medium term (i.e. 10 years) if construction cost increases stabilise and housing demand continues to result in sustained price growth in Horsham. Apartment development would result in substantial increases to the residential yield possible within the study areas, especially if heights are not closely restricted.

This analysis confirms the importance of planning for future apartment development in strategic locations. The investigation areas present strategic opportunities to realise housing growth in central Horsham.

Council has an important role to play in facilitating and encouraging housing development in the area, especially through its role as landowner of the most strategic redevelopment site at the Council depot, but also through other levers identified in this report.

10.

Implementation

Implementation

Consideration has been given as to how the development options identified in this plan can be implemented. This Implementation Plan outlines the key actions to be undertaken to implement any of the development options.

The actions encompass:

- Operational
- Partnership & Advocacy
- Planning & Policy
- Capital Works

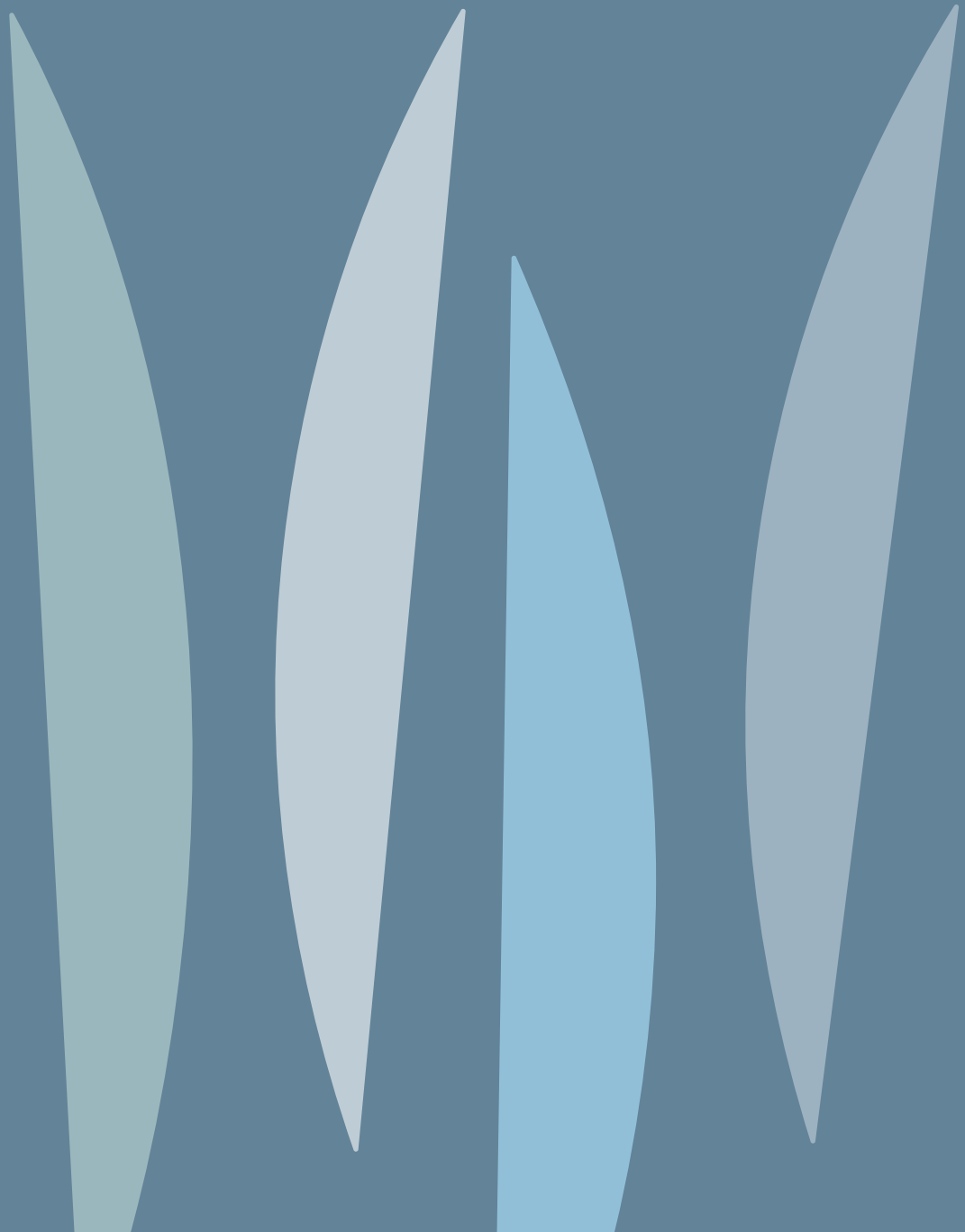
The responsibilities column identifies the key parties that will deliver the action.

Many of these actions will need to be undertaken in consultation with a range of stakeholders including the Council, State Government, landowners, and developers.

The following timings are utilised:

- S = short term, i.e. 1 to 5 years (actions of the highest priority are listed as such)
- M = medium term, i.e. 5 to 10 years
- Ongoing

Action	Responsibility	Timing
Operational		
Prepare a rolling implementation program that identifies all actions required to be undertaken by the Urban Renewal Project.	Council	S (priority)
Establish effective partnerships between Council and all relevant participants, to effectively implement the Urban Renewal Plan in a timely and efficient manner.	Council	Ongoing
Partnerships & Advocacy		
Work collaboratively through early conversations with the private sector and create partnerships with landowners/developers, businesses and community services providers. This should include: <ul style="list-style-type: none"> • Running sessions with key landowners and developers on the Urban Renewal Project to discuss what it means and how they can be part of implementing it. • Reaching out to key players/developers not currently active in Horsham to encourage them to understand the ambitions of the area. 	Council in collaboration with developers and landowners.	S - M
Explore opportunities for Public/Private Partnerships -particularly on Council owned land.	Council in collaboration with developers and landowners.	S - M
Advocate to State Government and Housing Associations to provide affordable housing as part of redevelopment on Council land.	Council in collaboration with State Government	Ongoing
Planning & Policy		
Prepare a planning scheme amendment which includes: <ul style="list-style-type: none"> • Application of a Development Plan Overlay to Investigation Area 1 (and potentially Investigation Area 2) • Application of two separate Design and Development Overlays to Investigation Areas 2 & 3 	Council	S (priority)
Establishing an Urban Renewal Project specific “Concierge” service within Council to facilitate planning and other approvals required ensuring a holistic Council response is provided in response to proposals.	Council	S - Ongoing
Confirm/examine the options/sources of funding to implement capital works components of the Urban Renewal Project such as the open space, drainage infrastructure and new local roads. This could include development contributions, works in kind, State and Federal Government grants and payments.	Council	S
Investigate the opportunity for Council to undertake the required Environmental Audit Overlay Assessments for Investigation Area 3 to remove this as a barrier to the efficient development of the area.	Council	S
Develop a coordinated, consistent and strategic car parking management framework for the Investigation Areas that includes: <ul style="list-style-type: none"> • Clear visitor and employee parking zones. • Opportunities for onsite car parking dispensations when considering central off site car parks. 	Council	S
Develop a municipal wide ‘Housing Strategy’ to deliver housing diversity and affordability that allows Local Governments to negotiate with developers to ensure adequate affordable housing provision.	Council	S (priority)
Capital Works		
Encourage the delivery of new open space, roads and streetscape improvements in accordance with the Urban Renewal Project through the planning permit process for sites within the investigation areas.	Council in collaboration with developers	S-M



Horsham City Urban Renewal Project

PLANNING AND PROPERTY REPORT

October 2022



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3 Investigation Areas	14

The Horsham Rural City Council acknowledges the five traditional owner groups of this land; the Wotjobaluk, Wergaia, Jupagulk, Jaadwa and Jadawadjali people. It also acknowledges all other Aboriginal and Torres Strait Islander People who are part of the Horsham Rural City community today. We recognise the important and ongoing place that all Indigenous people hold in our community.

1. Project Context



Introduction

Horsham Rural City Council is planning for the long-term future of the regional city. The aim is to transform and revitalise the city to make it a more attractive place to live, work, visit and invest. The project forms part of a suite of strategic projects being undertaken and forms one of the projects identified in the recently completed Horsham City to River Vision & Masterplan. The master plan sets out a long term Vision and Masterplan for central Horsham and will be used to guide the revitalisation of the area over the next 20 to 30 years.

The Horsham City Urban Renewal Project identifies a number of sites and precincts suitable for urban renewal to encourage residential, commercial, mixed use development. The project will also facilitate the development of these precincts through economic modelling, urban analysis, setting a clear vision and design guidelines.

The Urban Renewal plan will address the constraints and opportunities for redevelopment and provide the necessary planning tool required to facilitate the redevelopment of the precincts

Investigation Areas

The Urban Renewal study area extends from the Wilson St and Firebrace St south to Botanic Gardens and encompasses parts of the Horsham Central Activities District (CAD). The identified urban renewal development sites which are the subject of this project:

Investigation area 1 includes the Council Depot and adjoining community uses, 22-32 Selkirk Drive. An existing operational Council Depot has been identified for relocation.

Investigation area 2 includes land north of Selkirk Drive and south of Wilson Street, comprises a range of commercial and industrial uses including a concrete batching plant and vacant industrial land which is considered to be inappropriately located. The site is currently zoned Commercial 1 (C1Z).

Investigation area 3 includes commercial land bounded by Firebrace Street, Madden Street, Baker Street, the Botanical Gardens and Harvey Norman retail premises. The land comprises a mix of vacant land, residential housing and commercial uses.



Figure 1 - Precinct Context

Planning Context

Local Planning Policy

Horsham Planning Scheme – Municipal Planning Strategy (MPS)

Horsham regional city is the main urban centre for the municipality, the Wimmera Southern Mallee region and adjoining areas (shown in Figure 2 below).

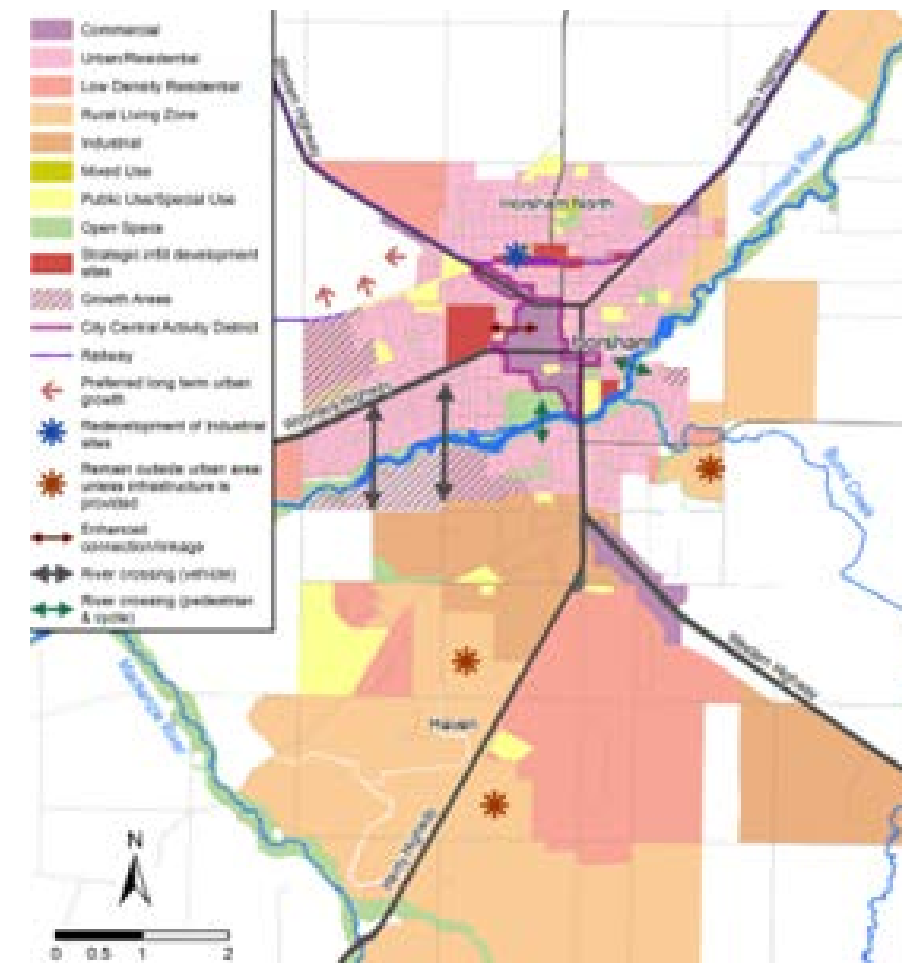


Figure 2 - Excerpt of the Horsham Regional City Framework Plan (Clause 02.04)

Key strategic directions relating to the development of Horsham Regional City are outlined in the MPS as follows:

- **Settlement Clause 02.03-1:** Focus urban growth opportunities for Horsham regional city in the Town Centre (Horsham Central Activity District (CAD), existing Urban Area (outside of CAD), Strategic Infill Sites, and regeneration and growth areas to the north and west of Horsham. Investigation Area 2 and 3 is within the Horsham CAD, Investigation Area 1 is not.
- **Housing Clause 02.03-6:** Encourage housing diversity and increased densities in areas that can capitalise on existing physical and social infrastructure. In particular, surplus council land adjacent to the CAD in Selkirk Drive, **Investigation Area 1**, is noted as an opportunity to increase the supply of medium density housing close to existing services.
- **Infrastructure Clause 02.03-9:** Locate community infrastructure to maximise accessibility, and provide adequate development infrastructure to service Horsham's growth including to address areas subject to stormwater flooding.

Horsham Planning Scheme – Local Planning Policy Framework

11.01-1L Settlement - Horsham Rural City applies to land in Horsham Regional City. The key objectives and strategies specifically relevant to the Horsham Investigation Areas are included below:

- Improve connectivity between the Horsham CAD and surrounding urban area.
- Maximise opportunities for growth within Horsham CAD and Horsham's urban area.
- Facilitate the provision of a wide range of housing types and opportunities in areas close to the Horsham CAD.
- Encourage medium density residential development within easy walking distance to the town centre.

- Facilitate the development of strategic infill sites for medium density housing.
- Encourage the development of retirement living and aged care uses within the Horsham urban area.
- Allow bulky goods and manufacturing industries in highway locations where such activities are already established.

11.03-1L Horsham Central Activity District (CAD) applies to land in the Commercial 1 Zone and the Commercial 2 Zone north of the Wimmera River in Horsham. The key objectives and strategies to maintain a compact and integrated CAD specifically relevant to the Investigation Areas are included below:

- **Investigation Area 2:** Encouraging a mix of uses on the land at the south-west corner of the Wilson Street and Darlot Street intersection for office, commercial, accommodation, education or health-related uses, supporting an extension of Hamilton Street to the west with connection through to Wilson Street.
- **Investigation Area 2:** Discouraging large-scale traditional retail development on land south-west of the Wilson Street and Darlot Street intersection.
- **Investigation Area 3:** Support delivery of improvements to the streetscape, amenity and public realm along Firebrace Street, the 'main-street' in Horsham.
- **Investigation Area 3:** Enhance east/west connectivity between the CAD and the surrounding areas including the Horsham Racecourse.
- **Investigation Area 1 and 3:** Enhance north/south connectivity between the CAD and the Wimmera River and Botanical Gardens.
- Encouraging redevelopment of under-utilised sites throughout the CAD, including supporting consolidation of smaller sites.
- Support mixed-use development in the CAD, with accommodation uses above ground floor and an increase in residential density in surrounding areas.

13.03-1L Floodplain management – Horsham applies to all land within the FO, LSIO and DDO9, and contains guidelines for buildings and works, subdivision, fencing, extensions, and other matters. The key objectives and strategies to maintain a compact and integrated CAD specifically relevant to the Investigation Areas are included below:

- Discourage the intensification of land use and development in the floodplain of the Wimmera River and other watercourses.
- Support inclusion of land within the urban area of Horsham that is at high risk from flooding within the PPRZ to form part of the city's open space network.
- Avoid buildings and works, including earthworks and vegetation clearance on land in the FO.
- Discourage landfill in all areas subject to inundation.
- Discourage buildings and works, except where of low flood risk.
- Avoid the construction of levees in areas important for flood storage or environmental values, except to protect existing dwellings and their immediate curtilage.
- Discourage earthworks that obstruct natural flow paths or drainage lines.
- Locate buildings and works on land outside the FO and the LSIO.

18.01-3L Cycling and pedestrian networks – Horsham aims to facilitate the bicycle path network through the collection of developer contributions for bicycle infrastructure.



Key State Planning Documents

Plan Melbourne 2017-2050 (Metropolitan Planning Strategy)

Plan Melbourne identifies Horsham as a Regional City. Plan Melbourne encourages the stimulation of employment and growth in regional cities (Policy 7.1.1) through development strategies that identify urban renewal and infill opportunities to optimise infrastructure investment and surplus government land.

Key Local Planning Documents

Horsham: City to River Vision & Masterplan (including Background Report) (HRCC, 2020)

The City to River Vision & Masterplan outlines the desired long term direction for land within Horsham over a 20 year timeframe.

The Masterplan identifies Investigation Areas 1-3 as ‘Urban Renewal Opportunities’ within a broader ‘Transition Area’ precinct, with future land uses being a mix of housing and business uses. Several actions are included in the Vision and Masterplan. Specifically relevant to the Investigation Areas is the short-term (0-5 years) action of planning for urban renewal within the Transition Area. Then, in the medium term (5-15 years) this include the relocation of Council depot, finalising all urban renewal actions, and delivering Firebrace Street public realm improvements. The realisation of urban renewal outcomes is anticipated over the next 15+ years.

Horsham Urban Transport Plan (HRCC, 2020)

The Horsham Urban Transport Plan outlines the future local transport needs for the Horsham CAD and urban area, drawing from various transport strategies.

The Plan assesses the existing street network using the Movement and Place framework. Strategy 1.3 seeks to improve pedestrian and cycling connectivity along Firebrace Street between the Riverfront and O’Callaghans Parade. Strategy 1.5 seeks to improve pedestrian comfort through tree planting.

Horsham CAD Framework and Streetscape Plan (Draft) (HRCC, February 2022)

The Horsham CAD Framework and Streetscape Plan aims to identify opportunities to revitalise the Horsham CAD. The Council’s focus for the CAD Framework and Streetscape Plan is all aspects of the public realm and streets within the Town Centre.

The plan will assist Council to:

- Identify improvements for priority streets across the CAD.
- Improve safety and both physical and visual connections between the Town Centre and broader Horsham.
- Green the Town Centre and better utilise the streets and public spaces to create a cooler, more climate-ready urban environment

It is noted that O’Callaghan Parade and Firebrace Street (within Investigation Area 3) is partly included within the Horsham CAD study area for streetscape works.

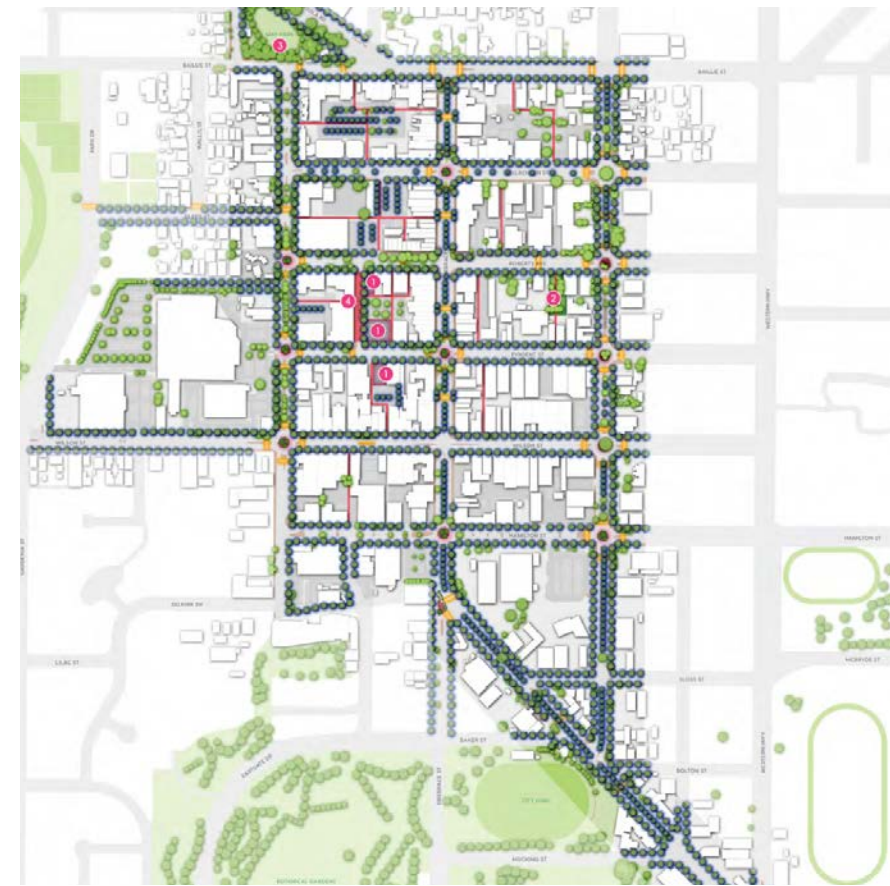


Figure 3 - Excerpt of the Masterplan of the Horsham CAD Revitalisation Streetscape Plan

Horsham and Wartook Valley Flood Investigation (Wimmera CMA, 2019)

The Horsham and Wartook Valley Flood Investigation Report was commissioned by Wimmera CMA to assist in flood risk management and emergency flood response for the region.

The investigation recommends that the LSI0 and FO and associated planning scheme amendment documentation be adopted into the Horsham Planning Scheme.

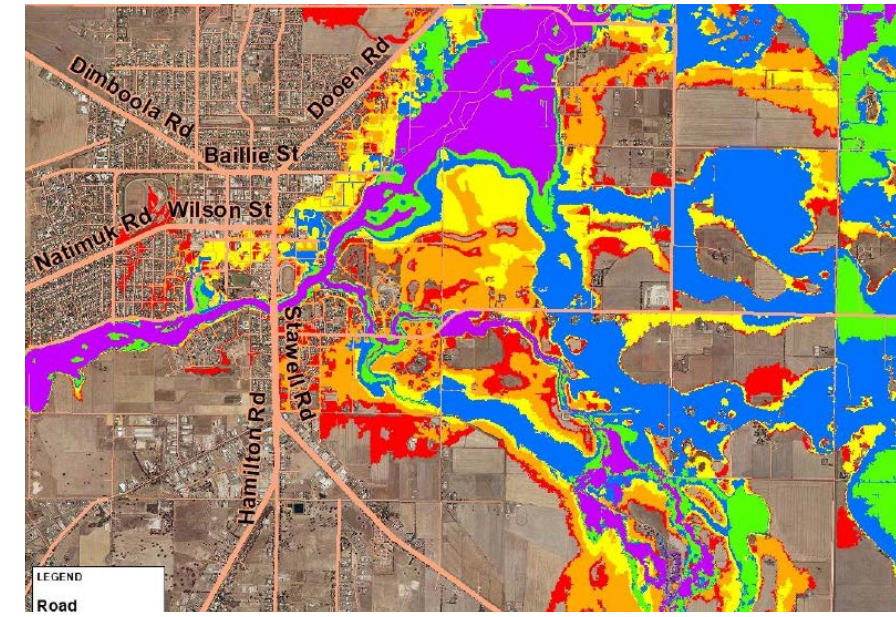


Figure 4 - Excerpt of the 1% AEP Flood Extent from Horsham and Wartook Valley Flood Investigation Report (2019)

Council Plan 2021-2025 (HRCC, 2021)

The Council Plan outlines the strategic objectives for Council and is developed in line with the Horsham 2041 Community Vision. Under Key theme 2 “Liveability”, Council seeks to implement the City to River Masterplan and the CAD Revitalisation project. Under Key Theme 4 “Accessibility”, Council seeks to implement the Urban Transport Plan.

Consultation Summary

Landowner Input

Landowners within the Investigation Areas were invited to attend a series of consultation sessions with Council in July 2022 to discuss their plans for their land and businesses. Also consulted were Council officers from a range of Council departments. Some of the information to emerge from the sessions includes:

- Whilst specific information as to the intentions of each landowner is private, it is clear that most landowners are open to the possibility of redevelopment in the area, although few are ready to redevelop their own land immediately. Most landowners understand the potential uplift of Council identifying these areas for future redevelopment.
- Some owners of commercial or light industrial uses would be open to the possibility of relocation, should a viable alternative site be identified. Some commercial businesses expressed a desire to stay operating in their current location for the foreseeable future, some of whom cited the proximity to the Town Centre as a benefit to their businesses.
- Landowners generally welcomed Council’s efforts to engage and look forward to understanding Council aspirations for the Investigation Areas. The last direct engagement about the future of these areas was during the City to River Masterplanning efforts. Land owners are rightfully interested to understand if and how the recommendation of this project will provide more detail than those outlined in the City to River Masterplan.

Further consultation will occur in late 2022.

Council Input

Council owns the Council Depot site, Investigation Area 1, which they intend to relocate to enable the site to be divested and developed for residential purposes. Council understands that there are contamination issues on the site that will need to be mitigated over the coming years.

Council also owns the parcel that is home to the Wimmera Business Centre along Darlot Street – which is an aging building that will require redevelopment.

The City to River Masterplan remains the guiding document for this part of Horsham, including providing recommendations on future use of the three Investigation Areas. The Plan articulates a clear vision for the area that implies eventual relocation of industrial uses. The most obvious location for relocating industrial uses is the Plumpton Road Industrial Area. The City to River Masterplan also recommends that Firebrace Street should be a boulevard connecting the Town Centre to the River.

Council is not opposed to the idea of rezoning if a clear need becomes apparent throughout the project process. Council officers also identified a need for more social and community housing.

Council officers mentioned a number of desirable outcomes that could be incorporated into the recommendations for this project including:

- More appropriate commercial signage throughout the precinct.
- More active frontages along Wilson Street to make it more accessible and pedestrian-friendly.
- Pedestrian safety improvements along Hamilton Street
- Opportunity to use the Ana Branch Drain as a recreational asset, and further efforts to better connect recreational and open space assets throughout the town (including the river to the new skate park).
- More study to understand flooding risk.
- Council also acknowledges that the Blackwood tree forest, the Jardwadjali Bar-Ring (Traditional People’s Road) and the Scar Tree Memorial south of the Council Depot site are significant features of the Investigation Areas and must be protected.

2. Market Assessment



Summary of Key Findings

The Market Assessment was completed by Urban Enterprise in June 2022 and includes an analysis of property demand and market conditions for housing in Horsham, supplemented by a summary of considerations for the existing land use profile of retail, commercial and industrial uses.

Housing Demand

The Horsham population increased at an average rate of 0.51% per annum from 2011 to 2021, while the population of the rural surrounds remained stable over the period.

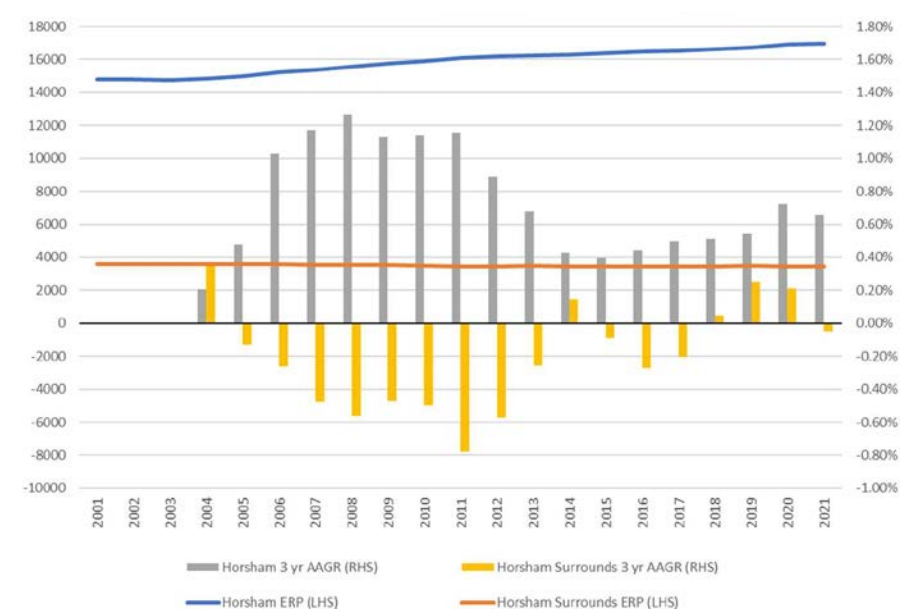


Figure 5 - Population and Growth Rate (Urban Enterprise, 2022)

Official State government population projections (Victoria in Future, 2019) are for the population of the Horsham's urban area to increase from 16,660 residents in 2021 to 17,469 residents in 2036, a total increase of 989 residents (+66 per annum) at an average growth rate of 0.32% per annum. Recent rates of growth between 2019 and 2021 have exceeded this projection and the current population (16,944, 2021) is equivalent to the VIF projection for 2026.

In terms of dwelling growth, Horsham SA2 will require an additional 893 dwellings over the 15 year period to 2036, equating to an annual average increase of 60 dwellings. A key driver of the need for additional dwellings in Horsham is the projected continuation of a reduction in average household size due to demographic factors. This will have implications for housing demand, especially for older age cohorts seeking low maintenance housing and typically smaller dwellings.

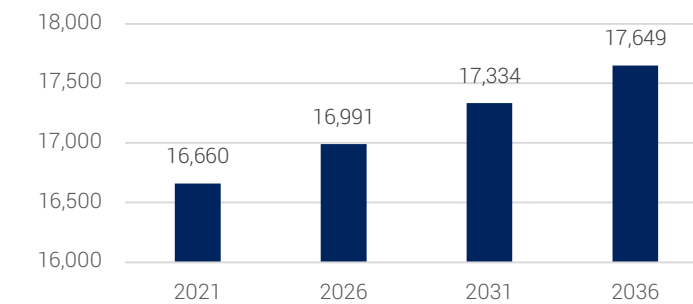


Figure 6 - Projected Residential Population 2021-2036, Horsham SA2 (Urban Enterprise, 2022)

Residential Development Activity

On average, the number of new dwellings approved for construction between 2011- 2022 in the Horsham is 90 dwellings per annum, with 92% of dwellings approved as houses and 8% as 'other residential' (i.e. townhouses, units and apartments).

Smaller Lot Housing Development Activity is characterised by single storey units and townhouses, most of which have 3 bedrooms on 350-400 sqm lots. Overall, a greater diversity of smaller housing types are entering the market in various locations and development settings, although apartment developments remain scarce.

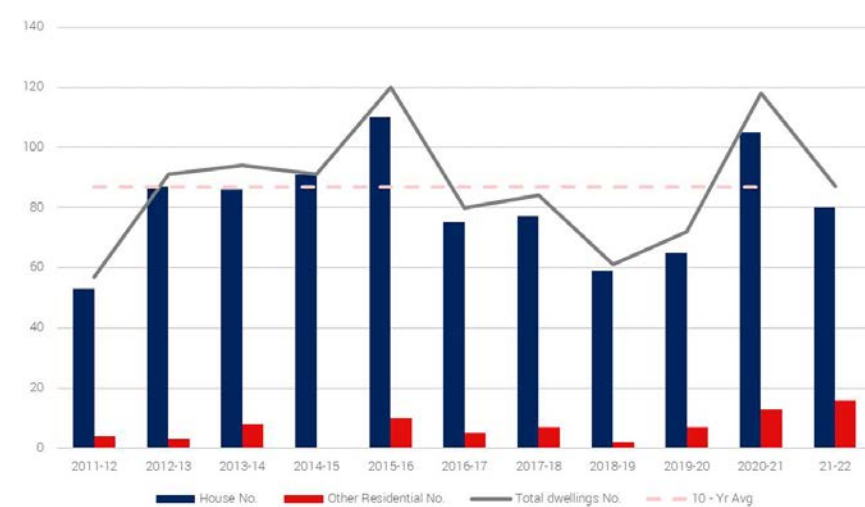


Figure 7 - Dwelling Approvals, Horsham SA2 (Urban Enterprise, 2022)

Property Market Conditions

The current median house price in Horsham is \$393,750, with the median unit price only slightly lower at \$372,500. It is unusual for unit medians to be almost equivalent to house price medians. The median house price in Horsham is influenced by the relatively low value improvements common for much of the older housing stock, and units are becoming an important part of the new housing being delivered. These factors notwithstanding, the high unit median relative to the house median is an indication of demand for smaller dwellings and an indicator that greater diversity of housing is likely to be needed to meet current needs.

There are currently no precedents for apartment sales in Horsham. As a comparison, two major apartment developments are progressing in central Ballarat with sales results of \$520,000 (1 bedroom) and from \$630,000 - \$830,000 for 2-bedroom apartments. The overall Horsham median house price is currently 70% of the Ballarat median, meaning that any apartment sales prices in Horsham would be expected to be materially lower than those achieved in Ballarat.

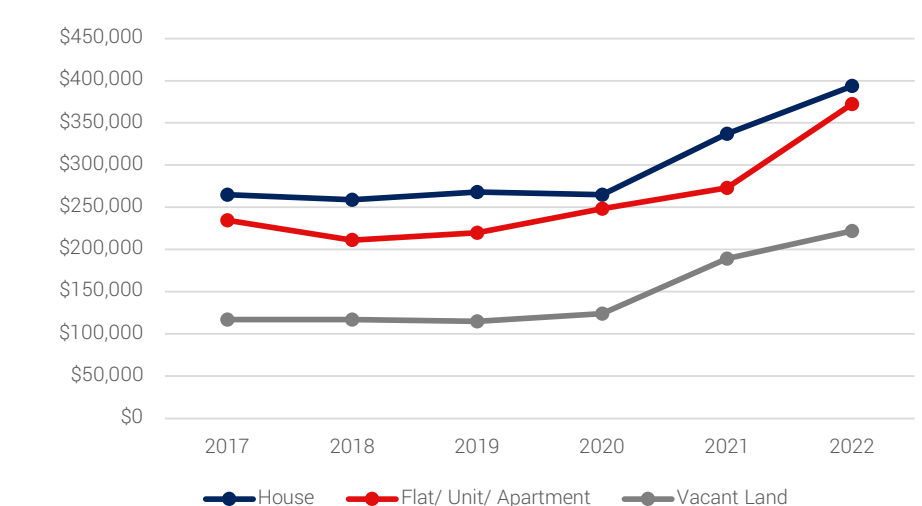


Figure 8 - Median Residential Sale Prices (Urban Enterprise, 2022)

Median rent price growth from 2017 to 2022 was strong, at 9.5% per annum for houses and 10.3% per annum for units.

The Horsham region has a particularly high waiting list for social housing. As at March 2022, there were 539 applications and registrations of interest for public housing which nominated Horsham as a preferred location. 67% of the applications and registrations nominate a 1 bedroom dwelling as the preferred housing size.

Market Commentary

More supply of centrally located housing is needed. There is ongoing demand for housing suitable for retirees, which generally requires smaller housing on single levels, in locations that are within walking distance of shops and health services.

Many of the smaller dwellings located close to the Horsham CAD are east of McPherson Street / Western Highway which is a major barrier to pedestrian movement. The areas being investigated as part of this project would generally be more amenable and more walkable locations.

Across much of regional Victoria and western Victoria, many businesses are experiencing challenges attracting staff to fill vacancies. Commonly referenced examples are health care workers, hospitality, construction and education workers. In many areas, the lack of suitable housing available has been identified as an inhibitor to attracting labour to regional towns, with rental housing in particularly short supply.

Low rise apartment developments in regional Victoria can be difficult to deliver due to feasibility issues. Generally, this favours delivery of townhouse products or larger apartment buildings of 5 storeys and 30-50 apartments more than smaller low rise apartment developments. The scale of an apartment development project is an important consideration given that developers (and builders) would most likely need to travel from Ballarat and/or Melbourne.

Building costs in regional Victoria are generally similar or higher than those in metropolitan Melbourne. In addition, there are few builders in regional areas with Class 2 building licenses required to deliver apartment buildings.

Two level mixed-use developments can be an attractive development proposition where rental income from ground floor commercial space supplements sales income from apartments above. This type of development is likely to be suitable for smaller sites within the Investigation Areas.

Apartment development can be encouraged and facilitated with low land costs, for example where public land is sold at a low cost in order to encourage urban renewal. A partnership between Council as a landowner and a developer to redevelop land could bring forward housing opportunities compared with a pure market-driven development and could catalyse development of other sites if successful.

Streamlined planning approvals processes (or removal of permit requirements) for desirable development types, such as low-rise mixed-use development (e.g. shoptop top housing) would also help encourage the development of apartments.

Housing Priorities and Study Area Opportunities

The Investigation Areas present logical opportunity sites to accommodate additional housing in Horsham. The success of the City Gardens development to the immediate east of Investigation Area 1 is an indicator of the attractiveness of the location to residents and there are few other logical opportunities for substantial housing development within or adjacent to the CAD.



Figure 9 - Current Planning Zones (Urban Enterprise, 2022)

Current zoning, for the bulk of the three investigation areas is General Residential Zone or Commercial 1 Zone. Both zones allow residential development without the need for a permit for the use. Therefore, zoning already enables redevelopment to occur, however there is no overarching plan or vision for how these areas might develop.

An important consideration for this project is the recent introduction of the Windfall Gains Tax (WGT) in Victoria. If land in the Investigation Areas is rezoned, WGT will be payable if and when the land is redeveloped. This additional cost will influence the likelihood and feasibility

of redevelopment of land in this context, a prospect which should be closely considered as part of any planning recommendations.

The priorities for residential development should be 2-3 bedroom townhouses (both one- and two-storey) which could be delivered on sites ranging from 100-300sqm for retirees and workers seeking rental properties and relatively affordable housing. Townhouses should be two-storey townhouses with master-bedrooms at ground level to ensure housing is also suitable for the retirees and pre-retirees market – this product would usually require approximately 100-150sqm per lot.

In the medium term, apartments to consider might include mid-rise apartment buildings with at least 4-5 storeys, and shop-top housing above commercial tenancies at ground floor (i.e. 2 levels total).

Although smaller lot housing in Central Horsham will not appeal to all market segments, it is expected that well planned development could attract demand from a range of segments including downsizers, renters, couples and singles.

The Investigation Areas could meet the demand of 213-313 dwellings over the next 20 years. The potential dwelling yield of the investigation areas is between 210 and 420 at 50-100 dwelling units per hectare.

Commercial and Retail

The Commercial 1 Zone in the Horsham CAD covers a substantial area of more than 50 hectares. Local real estate agents have suggested that there are a large number of vacant shopfront premises currently available in the CAD, most of which are too large and/or unsuitable for contemporary retailer needs. There is likely to be a need for different types of office / retail space given the unsuitability of much of the existing older shops.

There is unlikely to be any substantial demand for additional retail and commercial floorspace in Horsham that cannot be met within the Commercial 1 Zone north of Wilson Street. Revitalisation of the CAD requires consolidation of these types of uses in the central and northern parts of the CAD.

The Commercial 1 Zone is suitable to accommodate a mix of smaller retail and commercial spaces in Investigation Areas 2 and 3 with apartments above and apartments or townhouses behind.

Sites with frontage to Darlot and Firebrace Streets are most

likely to appeal to smaller retail and office businesses, as well as potentially health and recreation uses.

Sections of land within Investigation Area 2 without street frontage are likely to be more suitable to residential uses than commercial uses, warranting consideration of an alternative zoning (cognisant, however, of the Windfall Gains Tax implications of any rezoning). Retention of the C1Z, however, would retain the opportunity for these sites to accommodate mid-size retailers as part of any redevelopment.

Large format retail and commercial space is not necessarily incompatible with urban renewal, however relocation of such uses to more suitable areas should be encouraged to enable urban renewal to occur.

Industrial Uses and Alternative Locations

Several of the existing land uses within the Investigation Areas are industrial in nature. In many cases, these uses conflict with the purpose of the current zones. Although existing business activities can continue, no new industrial activities can commence and several industrial businesses have indicated they are considering alternative locations in Horsham.

It is recommended that the Horsham South Structure Plan process takes into consideration the opportunity and need for industrial businesses within the Investigation Areas to relocate to dedicated industrial precincts, noting that for many of the smaller businesses, proximity to labour, demand and services in Central Horsham is considered an advantage (such as mechanics), while others (such as the concrete batching plant and possibly the Council depot) are more likely to favour a location with separation from sensitive uses.

Actively supporting the transition of industrial businesses to remain within Horsham is important for economic development as well as enabling successful urban renewal within the Investigation Areas.

Development Feasibility

Development feasibility will be considered in the next phase of work once development options have been produced. This will include development cost considerations, and revenue considerations.

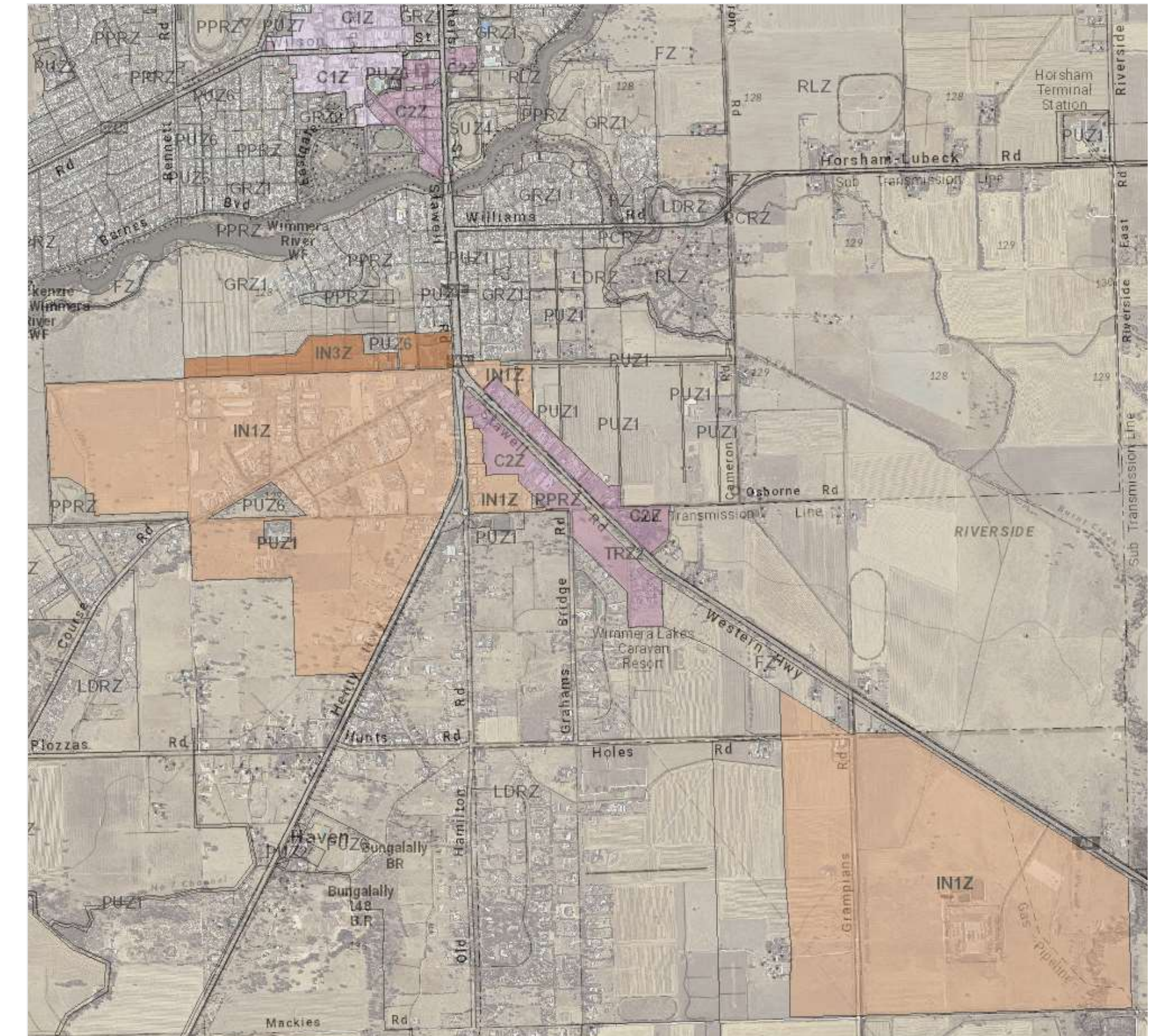


Figure 10 - Current industrial and large format commercial land in central and south Horsham (Urban Enterprise, 2022)

3. Investigation Areas

Vision for the Investigation Areas

The City to River Masterplan identified the three investigation areas as key opportunities for urban renewal. The three sites are strategically located in close proximity to both the Town Centre and the River, making them ideal for more intensive development. The sites are ideally located to provide future housing opportunities much needed within the CAD. Housing diversity will be promoted in the precinct to provide smaller dwellings for a changing demographic, particularly singles and retirees.

While housing is likely to be the dominant use proposed in the Plan, commercial uses (existing and proposed) will still be supported throughout the precincts, particularly on the fringe of the Town Centre.

To enable delivery of this vision existing industrial uses will be de-emphasised, and ultimately there is a desire to relocate these uses to more appropriate parts of the City.

Connecting these precincts into Horsham's open space network will be an important part of the success of future urban renewal.

The following section provides an outline of:

- Zoning,
- Title boundaries,
- Overlays,
- Existing built form, and
- Existing site photos to assist with understanding of the key elements that contribute to local character.



Figure 11 - Investigation Areas

Zoning

Zoning is discussed in more detail in the subsequent pages. Broadly:

- Investigation Area 1 sits wholly in General Residential Zone 2 (GRZ2)
- Investigation Area 2 sits wholly in Commercial 1 Zone (C1Z)
- Investigation Area 3 is comprised Commercial I1 Zone (C1Z), General Residential Zone 2 (GRZ2) Commercial 2 Zone (C2Z) and Public Use Zone 1 (PUZ1)

- C1Z** Commercial 1 Zone
- C2Z** Commercial 2 Zone
- PPRZ** Public Park and Recreation Zone
- PUZ1** Public Use Zone - Service & Utility
- PUZ2** Public Use Zone - Education
- PUZ3** Health & Community
- PUZ6** Public Use Zone - Local Government
- PUZ7** Public Use Zone - Other Public Use
- GRZ1** General Residential Zone 1
- GRZ2** General Residential Zone 2
- TRZ2** Principal Road Network

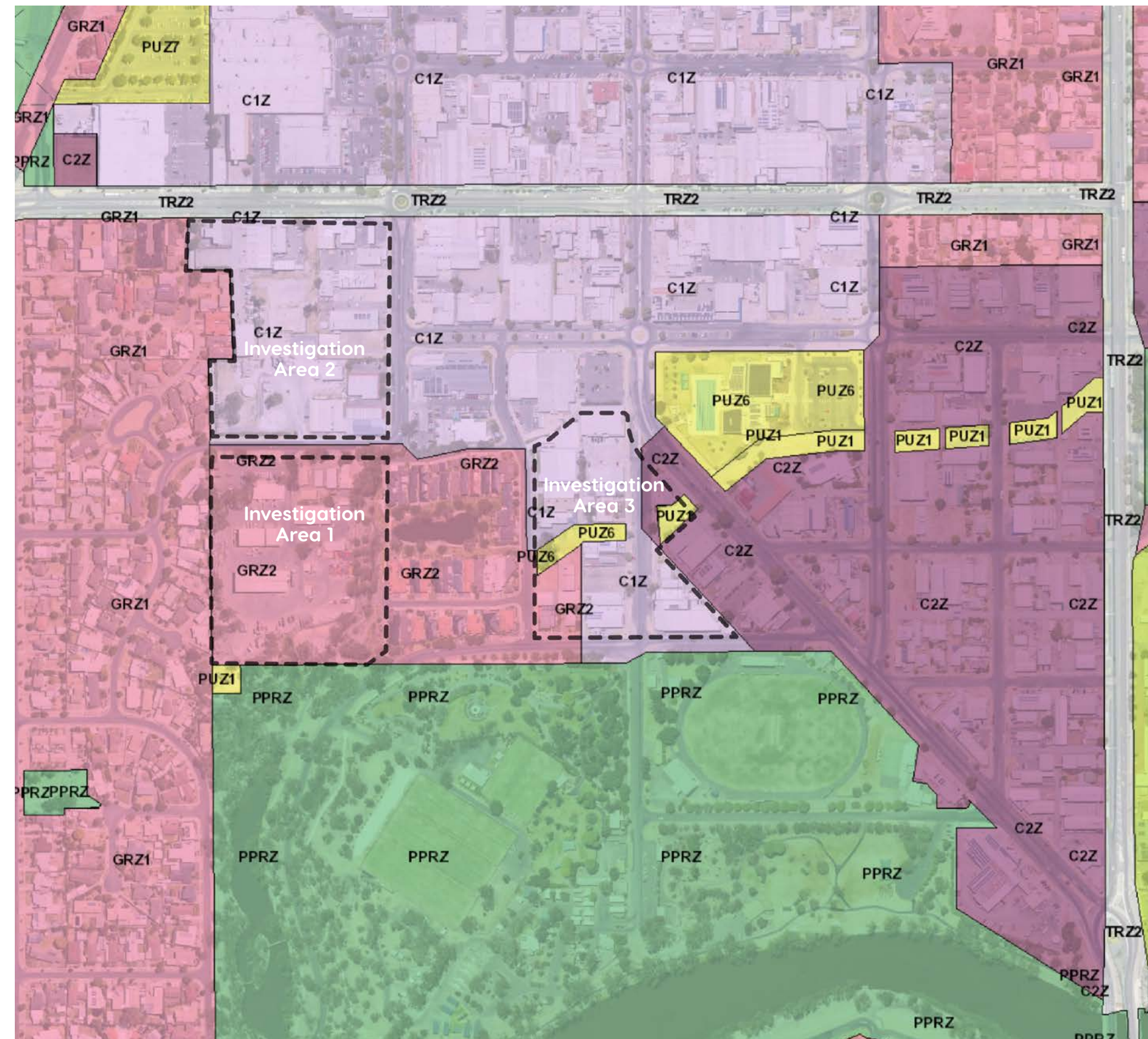


Figure 12 - Zoning

Surrounding Open Space Features

There are a number of key surrounding open space features outlined on the adjacent plan (Figure 7).

A key attribute of the area is the proximity of the three Investigation Areas to both the Wimmera River and the Horsham Town Centre. This was addressed as part of the City to River Masterplan and formed the basis of arguments for redevelopment of the area.

Also important are the other major attractions such as the Botanical Gardens and City Oval.

The lagoon and associated parkland at the former salesyard is also a key feature of the area, and its connection to a potential broader open space network along the Ana Branch Drain.

The Jardwadjali Bar-Ring (Traditional People's Road), the existing Blackwood Tree Forest and the Scar Tree Interpretation site are also important features within the immediate vicinity of the Investigation Areas.

In addition, connections from the river through to the Racecourse and new skatepark will also be important.

- 1 Wimmera River
- 2 Botanical Garden
- 3 Horsham City Oval
- 4 Jardwadjali Bar-Ring (Traditional People's Road)
- 5 Former Saleyards Lagoon + Park Land
- 6 Ana Branch Drain
- 7 Blackwood Tree Forest
- 8 Old Skatepark
- 9 New Skatepark
- 10 Scar Tree Interpretation Site
- 11 Horsham Aquatic Centre
- ↔ Existing Trail Connection
- ↔ Important Future Community Connection

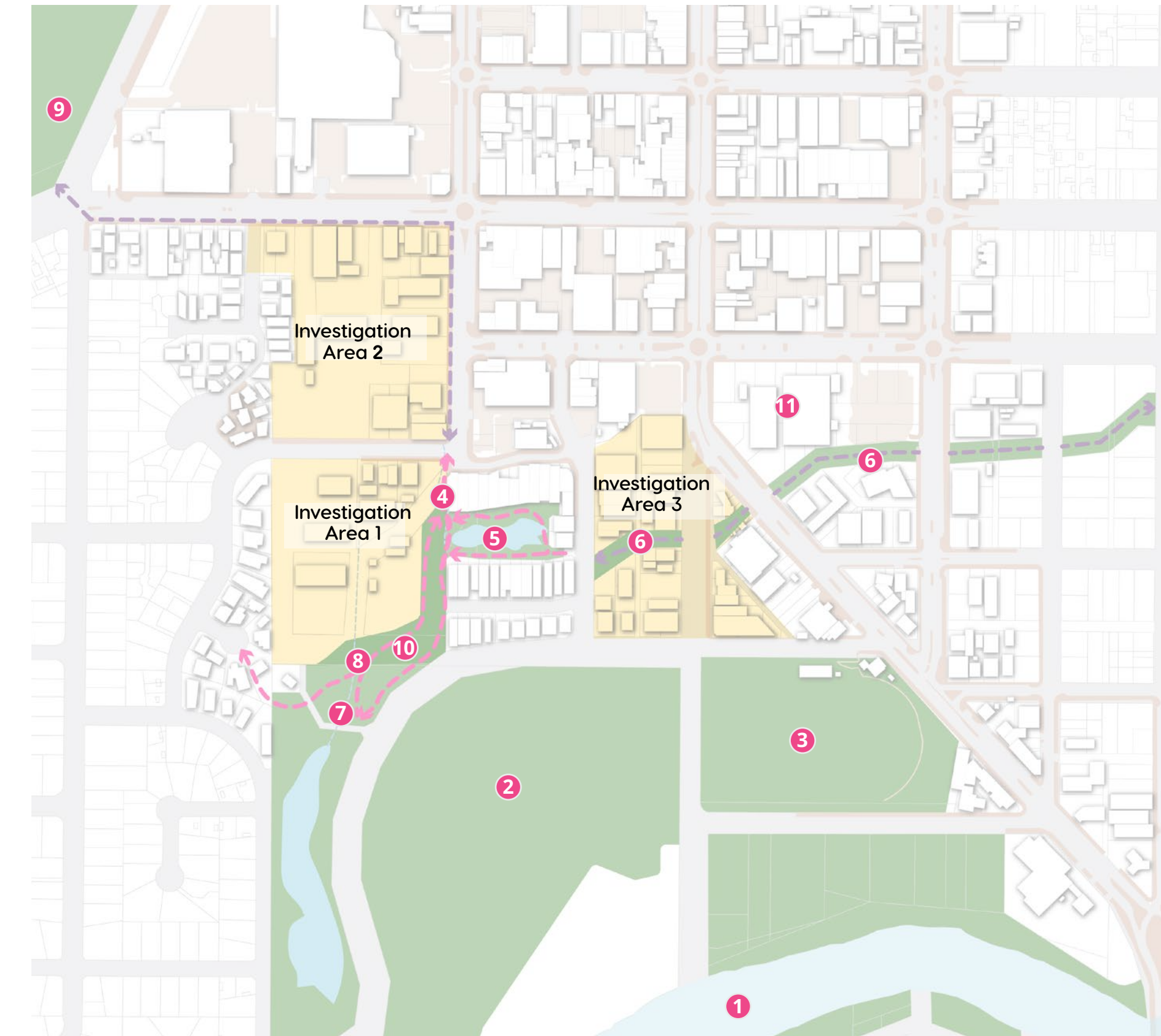


Figure 13 - Surrounding Open Space Features

Investigation Area 1 Council Depot Site



Figure 14 - Investigation Area 1 Existing Conditions

Investigation Area 1

Located between Selkirk Drive and Eastgate Drive - site area is 3.5 ha

- 1 Land currently used as the Council Depot site
- 2 Jarldwajali Bar-Ring (Traditional People's Road) is located on the eastern side of the site and includes a large storm water management drainage area
- 3 To the east of the site is the Former Saleyards Lagoon + Park Land
- 4 One significant tree exists in the Council Depot area
- 5 Blackwood tree forest is located south of the Council Depot area
- 6 Old Skatepark still exists within the Blackwood Tree forest area
- 7 A Scar Tree interpretation site is located at the southern end of the site
- 8 Existing residential neighbourhood is located immediately to the west
- 9 Pedestrian access is possible between the south-western corner of the Council Depot site and Spry Court
- 10 Botanical Gardens is located immediately south of the area



Southern interface of Council Depot with Blackwood Forest



Large storm water management drainage area on the eastern side



Jarldwajali Bar-Ring (Traditional People's Road)



Former Saleyards Lagoon + Park Land adjacent to the eastern interface



High-quality tree clusters on south-east corner

Key Findings

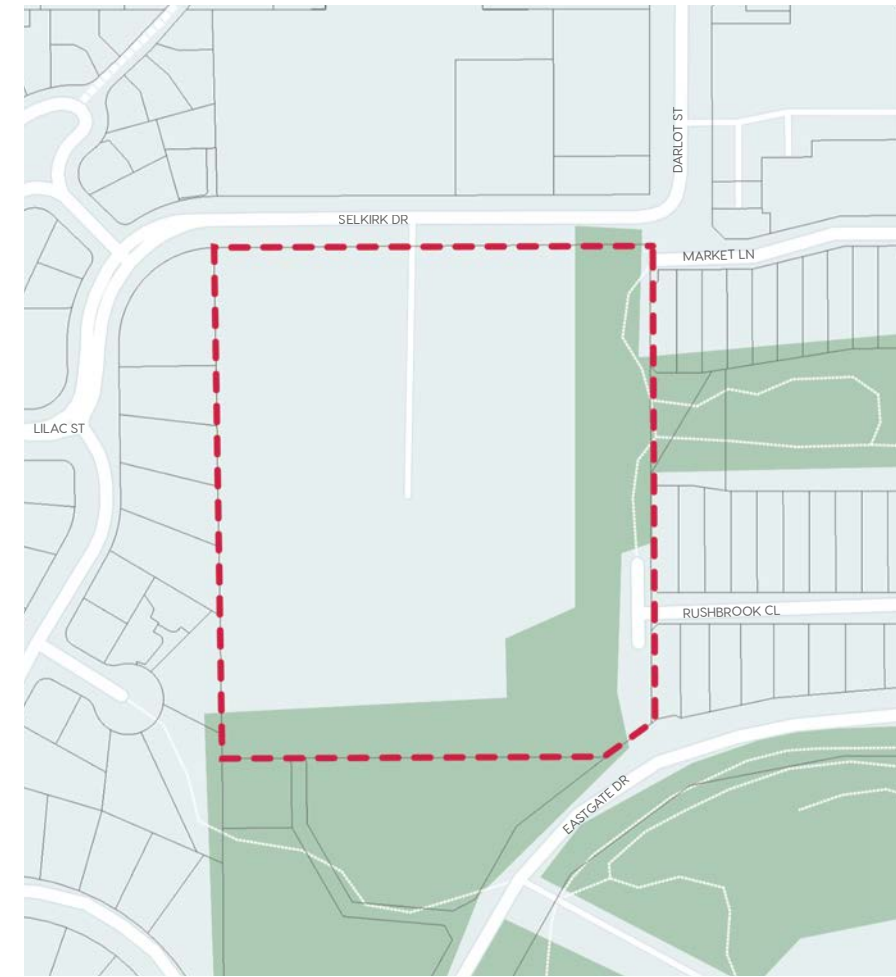


Figure 15 - Title Boundaries

Land Ownership

Investigation Area 1 is owned by Council.



Figure 16 - Built Form

Existing Buildings

A number of Council Depot buildings exist across the Investigation Area. Generally these are large warehouse buildings, one storey in height.



Figure 17 - Zoning. The land is zoned GR22

General Residential Zone – Schedule 2 (GR22)

This zone applies to the Horsham General Residential Area. The General Residential Zone encourages a diversity of housing types that respects the neighbourhood character of the area. The building height in this zone must not exceed 11 metres and 3 storeys at any point. Furthermore, buildings must be setback a minimum of 2.5 metres from Baker Street, the Wetlands Park, and part of Madden Street.

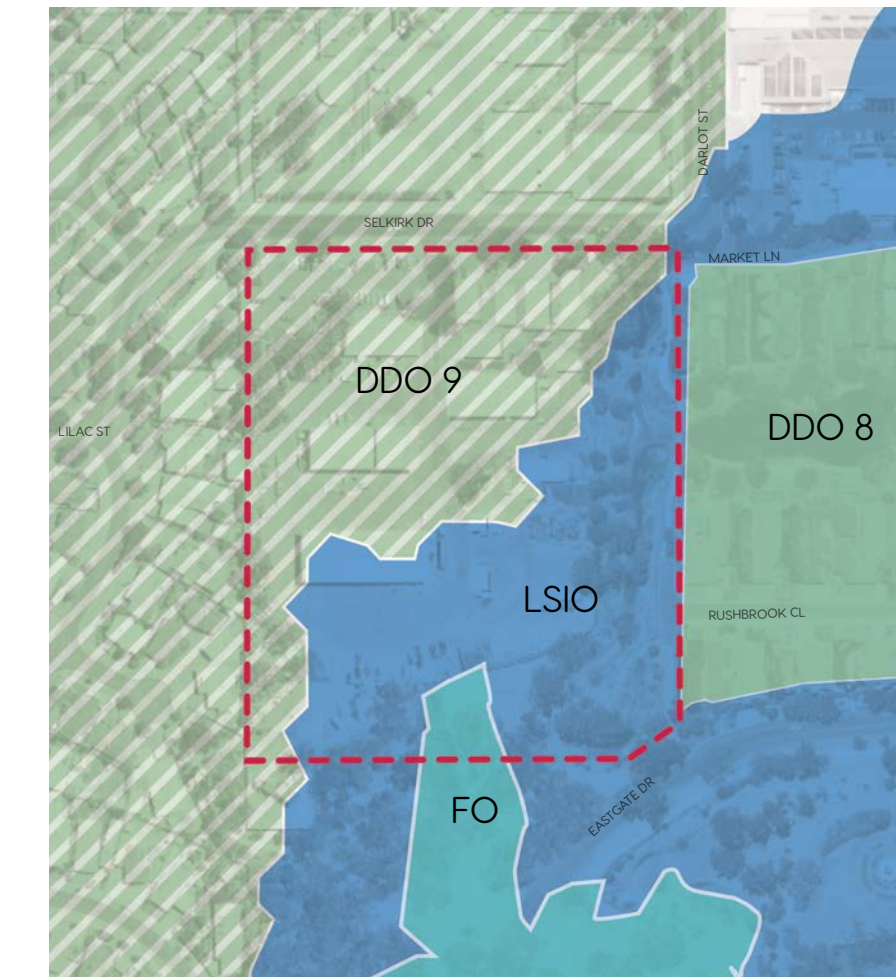


Figure 18 - Overlays

Overlays Summary

Two overlays exist across the site, DD03 Wider Airport Environ and EAO Controls of Contaminated Land. The DDO9 (Stormwater management) applies to the north-western portion. The southern part of the site is covered by the FO and LSIO. It is also immediately adjacent to DD08 City Gardens.

Design and Development Overlay - Schedule 3 (DD03)

This overlay seeks to maintain the efficiency and safety of the Horsham airfield by controlling the height of developments surrounding the airport. The DDO triggers a planning permit for the construction of buildings or works, however, Schedule 3 states a permit is not required to construct a building or works which are less than 30 metres high above natural ground level.

Design and Development Overlay - Schedule 9 (DD09)

The DDO9 aims to minimise the risk associated with stormwater flooding. A planning permit is required for all buildings and works within this overlay, with some exceptions.

Floodway Overlay (FO)

The FO (Horsham Flood Risk Areas) applies to flood prone land affected by the 1 in 100 (1 per cent Annual Exceedance Probability) year flood event of high hazard which have the greatest risk and frequency of being affected by flooding.

A planning permit is required for all buildings and works (with minor exceptions) and subdivision. Any application is required to:

- Submit a flood risk report,
- Consider the local floodplain development plan, and
- Be referred to the relevant floodplain management authority.

Land Subject to Inundation Overlay (LSIO)

The LSIO (Horsham Flood Storage or Flood Fringe Areas) overlay applies to flood prone land affected by the 1 in 100 (1 per cent Annual Exceedance Probability) year flood event.

A planning permit is required for all buildings and works (with minor exceptions) and subdivision.

Any application is required to:

- Submit a flood risk report;
- Consider the local floodplain development plan; and
- Be referred to the relevant floodplain management authority.

Environmental Audit Overlay (EAO)

This overlay seeks to ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by any contamination.

Before a sensitive use (residential use, child care centre, kindergarten, pre-school centre, primary school, even if ancillary to another use), children's playground or secondary school commences or before the construction or carrying out of buildings and works in association with these uses commences:

- A preliminary risk screen assessment statement in accordance with the Environment Protection Act 2017 must be issued stating that an environmental audit is not required for the use or the proposed use; or
- An environmental audit statement under Part 8.3 of the Environment Protection Act 2017 must be issued stating that the land is suitable for the use or proposed use; or
- A certificate of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970; or
- A statement of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970 stating that the environmental conditions of the land are suitable for the use or proposed use.

Relevant Planning Permits

None applicable

Investigation Area 2 Concrete Batching Plant and Surrounding Commercial



Figure 19 - Investigation Area 2 Existing Conditions

Located between Wilson Street, Darlot Street and Selkirk Drive - site area is 3.52 ha

- 1 Existing commercial properties exist along Wilson Street
- 2 A large part of the precinct is home to a concrete batching plant (south-west corner)
- 3 Woolworths supermarket is located immediately across Wilson Street
- 4 Aldi supermarket is located adjacent to the site on Darlot Street
- 5 Wimmera Business Centre
- 6 Commercial tenancies are located along Darlot Street
- 7 Investigation area 1 is located immediately to the south
- 8 Existing residential neighbourhood is located immediately to the west



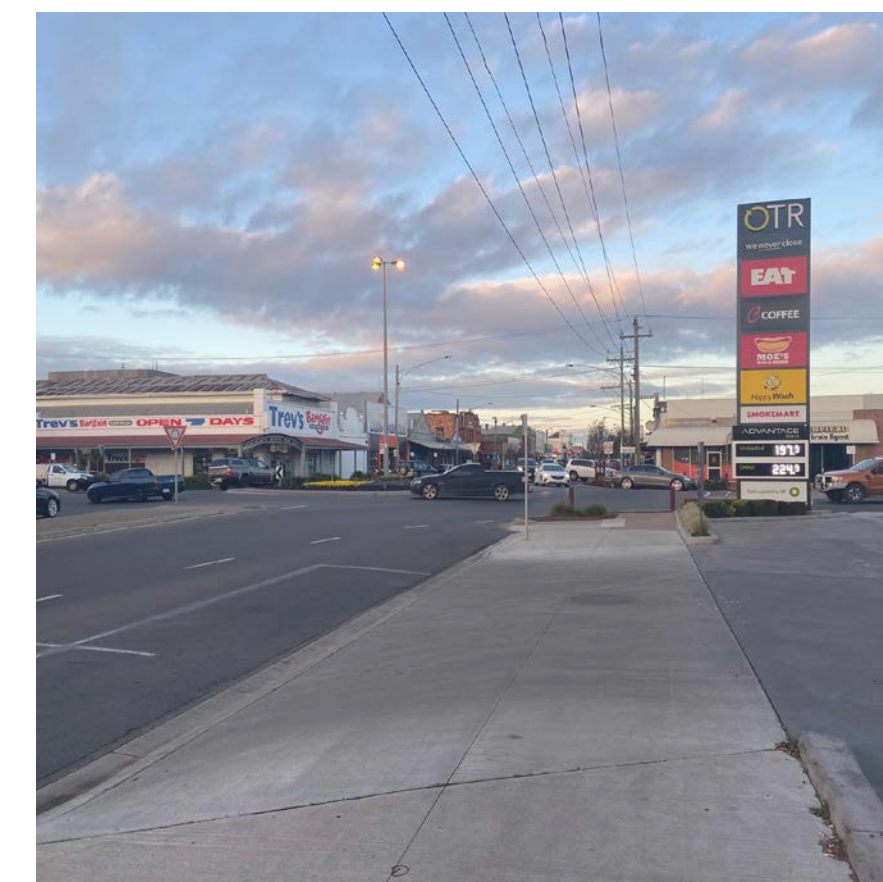
Wilson Street Interface, and Woolworths opposite



Concrete Batching Plant



Wimmera Business Centre



Intersection of Darlot & Wilson St and a petrol station on the corner



Commercial frontages on the intersection of Darlet & Hamilton Street

Key Findings

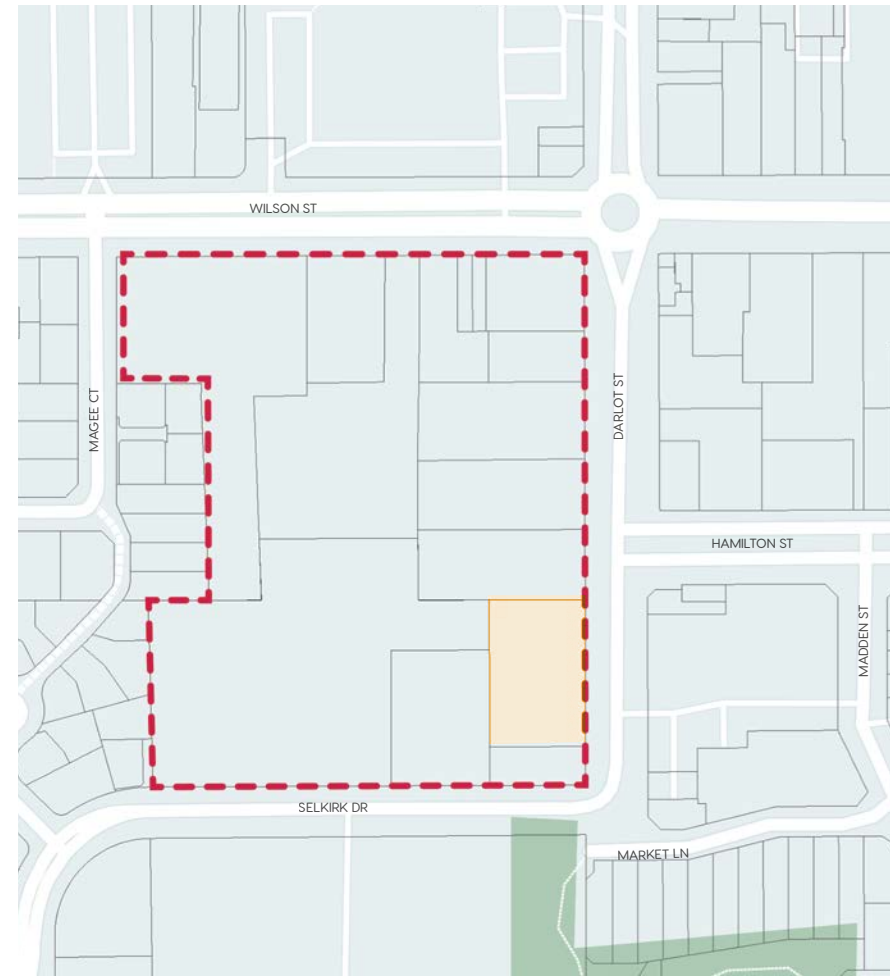


Figure 20 - Title Boundaries

Land Ownership

The majority of the investigation area 2 is owned by private land owners, and Council owns the southeastern parcel of Wimmera Business Centre.



Figure 21 - Built Form

Existing Buildings

A number of commercial properties exist along Darlot Street and Wilson Street including petrol stations, bulky goods stores and other restricted retail offering.

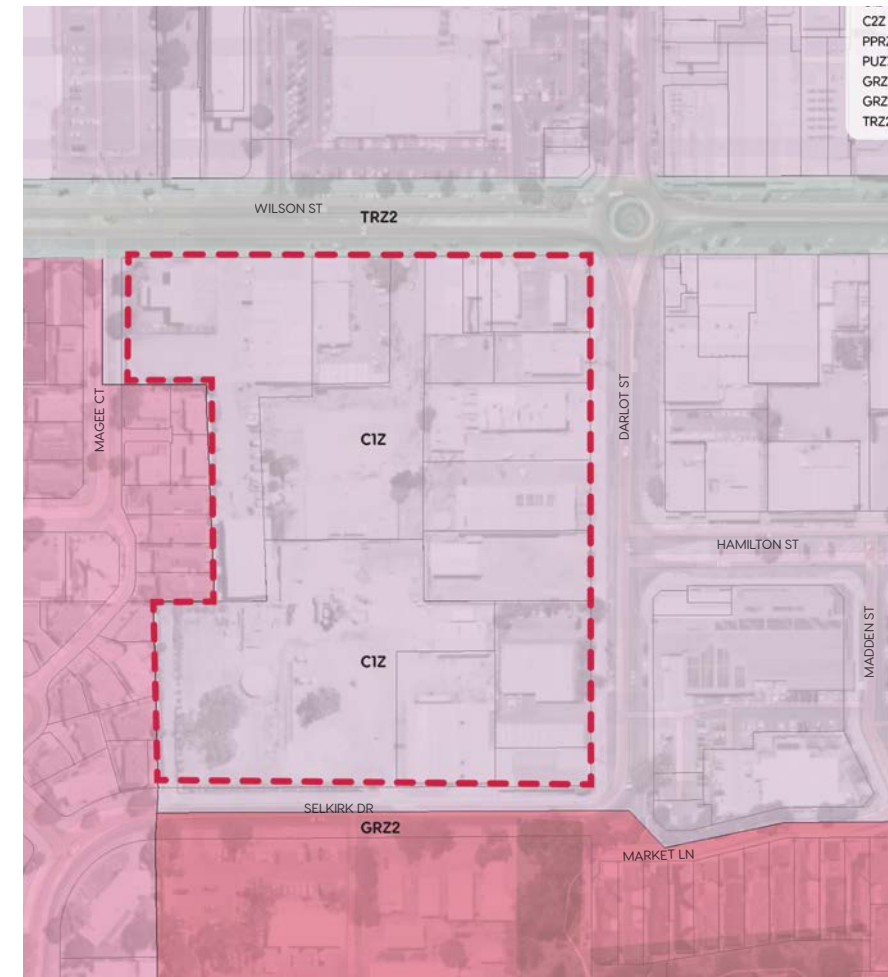


Figure 22 - Zoning. The land is zoned C1Z

Commercial 1 Zone (C1Z)

This zone provides for a mix of uses including retail, office, business, entertainment and community uses. The C1Z encourages residential uses at densities complementary to the role and scale of the commercial centre. It is noted that the use of the land as a “shop” can occur in this zone without the need for a planning permit.



Figure 23 - Overlays

Overlays Summary

Three overlays exist across the site, DD03 Wider Airport Environ, DDO9 Stormwater management and EAO Controls of Contaminated Land.

Design and Development Overlay - Schedule 3 (DD03)

This overlay seeks to maintain the efficiency and safety of the Horsham airfield by controlling the height of developments surrounding the airport. The DDO triggers a planning permit for the construction of buildings or works, however, Schedule 3 states a permit is not required to construct a building or works which are less than 30 metres high above natural ground level.

Design and Development Overlay - Schedule 9 (DD09)

The DDO9 aims to minimise the risk associated with stormwater flooding. A planning permit is required for all buildings and works within this overlay, with some exceptions.

Environmental Audit Overlay (EAO)

This overlay seeks to ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by any contamination.

Before a sensitive use (residential use, child care centre, kindergarten, pre-school centre, primary school, even if ancillary to another use), children’s playground or secondary school commences or before the construction or carrying out of buildings and works in association with these uses commences:

- A preliminary risk screen assessment statement in accordance with the Environment Protection Act 2017 must be issued stating that an environmental audit is not required for the use or the proposed use; or
- An environmental audit statement under Part 8.3 of the Environment Protection Act 2017 must be issued stating that the land is suitable for the use or proposed use; or
- A certificate of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970; or

- A statement of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970 stating that the environmental conditions of the land are suitable for the use or proposed use.

Relevant Planning Permits

- 99-101 Wilson Street, Horsham – Planning Application for shops, dwellings, car parking and access, and subdivision of buildings (at the time of preparing this document no planning permit has been granted).

Investigation Area 3 Commercial/Residential Landholdings North of Baker Street



Figure 24 - Investigation Area 3 Existing Conditions

Located between O'Callaghans Parade, Firebrace Street and Baker Street - site area is 2.85 ha

- 1 Commercial properties exist along Firebrace Street near the intersection with O'Callaghans Street
- 2 Public drainage reserve runs east-west between Madden Street and Firebrace Street
- 3 Prominent commercial site on corner of O'Callaghans Parade and Firebrace Street
- 4 Horsham Aquatic Centre
- 5 Harvey Norman is located immediately north of the precinct
- 6 Government Services Building
- 7 The Botanical Garden is located immediately to the south of the precinct
- 8 The City Oval is located to the south of the precinct
- 9 Prominent intersection connecting area to the Botanic Gardens and the Oval



Drainage Reserve



Arrival into the Town Centre along O'Callaghans Parade



Government Services Building



Intersection at Firebrace & Baker Street

Key Findings

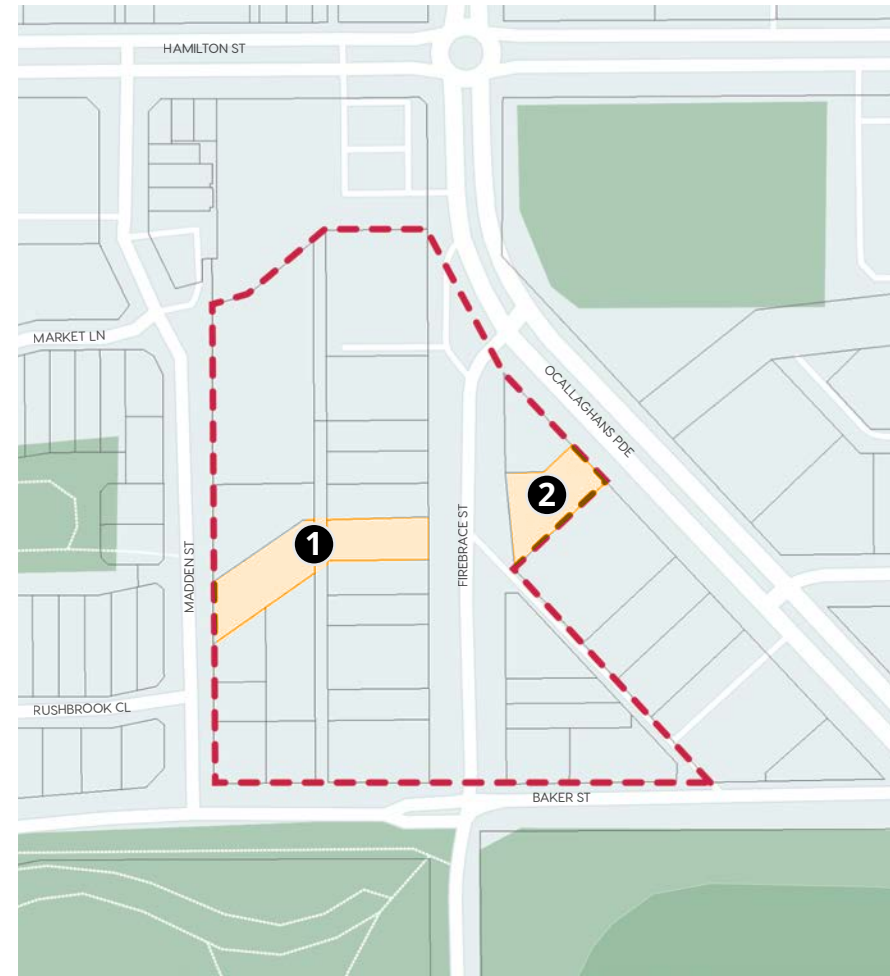


Figure 25 - Title Boundaries

Land Ownership

The majority of the Investigation Area 3 is owned by private land owners. Council owns the public use zoned land between Madden Street and Firebrace Street (1) and between Firebrace Street and O'Callaghans Parade (2).



Figure 26 - Built Form

Existing Buildings

There are a number of large buildings with commercial uses (mainly machinery and automotive repair industries) located along Firebrace Street. A new building housing government services is located on Madden Street.

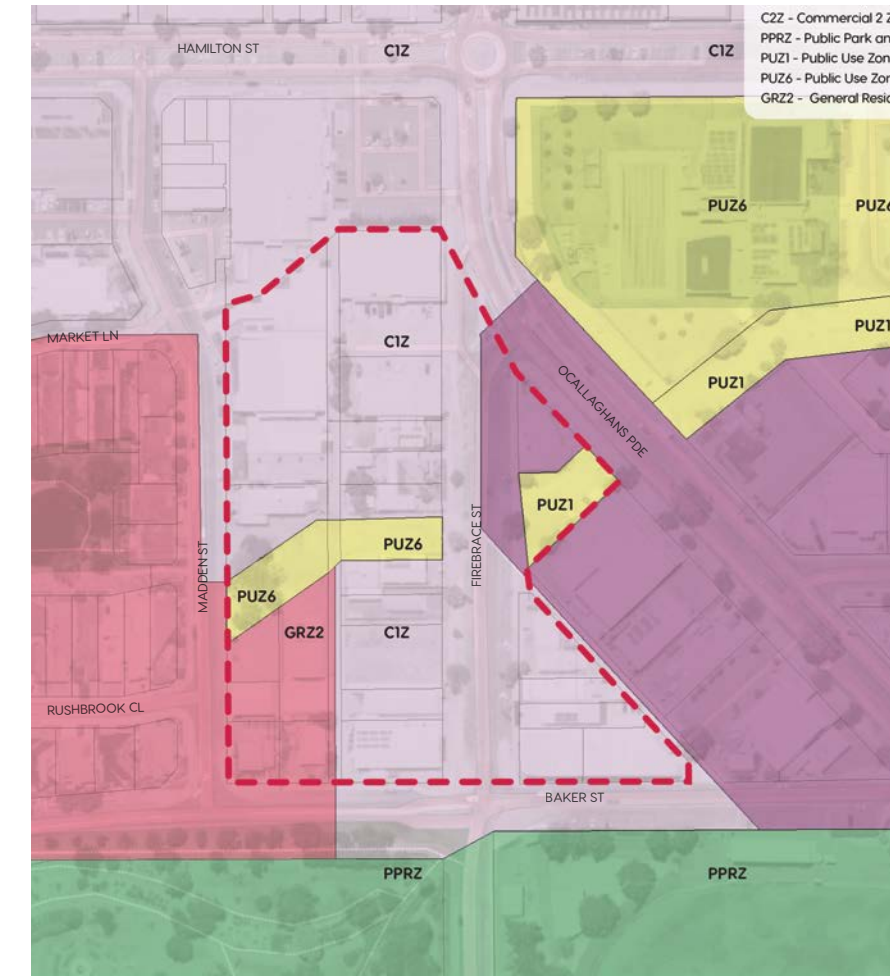


Figure 27 - Zoning

Zoning Summary

Commercial 1 Zone (C1Z)

This zone provides for a mix of uses including retail, office, business, entertainment and community uses. The C1Z encourages residential uses at densities complementary to the role and scale of the commercial centre. It is noted that the use of the land as a “shop” can occur in this zone without the need for a planning permit.

Commercial 2 Zone (C2Z)

The C2Z encourages commercial areas for offices, appropriate manufacturing and industries, bulky goods retailing and associated commercial services. Accommodation uses (except for residential hotel) are prohibited in this zone.

General Residential Zone – Schedule 2 (GRZ2)

This zone applies to the Horsham General Residential Area. The GRZ2 encourages a diversity of housing types that respects the neighbourhood character of the area. The building height in this zone must not exceed 11 metres and 3 storeys at any point. Furthermore, buildings must be setback a minimum of 2.5 metres from Baker Street, the Wetlands Park, and part of Madden Street.

Public Use Zone (PUZ)

The purpose of this zone is to recognise public land use for public utility and community services and facilities, and to provide for associated uses that are consistent with the intent of the public land reservation or purpose, as follows:

- Public Use Zone 1 – Service and Utility
- Public Use Zone 6 – Local Government

Environmental Audit Overlay (EAO)

This overlay seeks to ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by any contamination.

Before a sensitive use (residential use, child care centre, kindergarten, pre-school centre, primary school, even if ancillary to another use), children's playground or secondary school commences or before the construction or carrying out of buildings and works in association with these uses commences:

- A preliminary risk screen assessment statement in accordance with the Environment Protection Act 2017 must be issued stating that an environmental audit is not required for the use or the proposed use; or
- An environmental audit statement under Part 8.3 of the Environment Protection Act 2017 must be issued stating that the land is suitable for the use or proposed use; or
- A certificate of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970; or
- A statement of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970 stating that the environmental conditions of the land are suitable for the use or proposed use.

Land Subject to Inundation Overlay (LSIO)

The LSIO (Horsham Flood Storage or Flood Fringe Areas) applies to flood prone land affected by the 1 in 100 (1 per cent Annual Exceedance Probability) year flood event.

A planning permit is required for all buildings and works (with minor exceptions) and subdivision.

Any application is required to:

- Submit a flood risk report,
- Consider the local floodplain development plan, and
- Be referred to the relevant floodplain management authority.

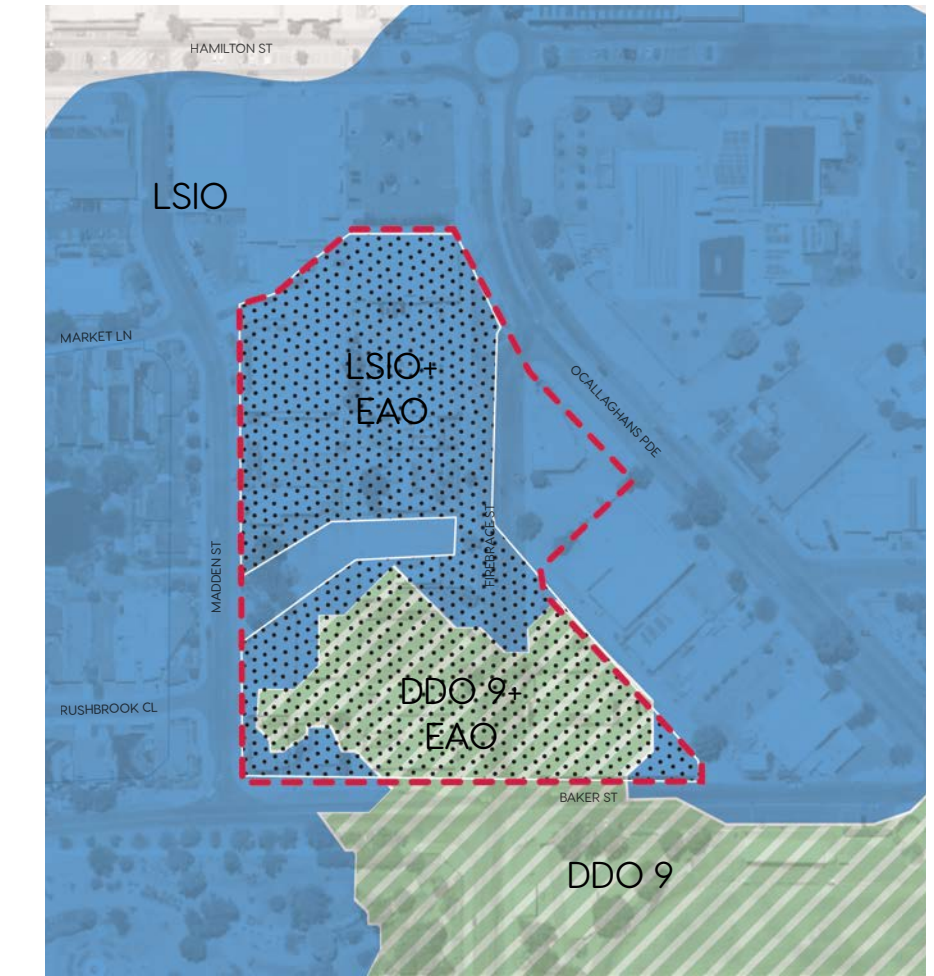


Figure 28 - Overlays

authority.

Relevant Planning Permits

- 3-7 Madden Street, Horsham – Planning Permit issued for Offices and associated parking and inundation retention basin.
- 174-176 Firebrace Street, Horsham – Planning Permit issued for Dance Studio, Apartments and associated

1. PURPOSE

The Fair Access Policy (the Policy) seeks to address known barriers experienced by women and girls in accessing and using community infrastructure.

The Policy aims to progressively build capacity and capabilities of Horsham Rural City Council in the identification, and elimination of systemic causes of gender inequality in policy, programs, communications, and delivery of services in relation to Community infrastructure and public spaces.

2. INTRODUCTION

Sport and recreation is a highly visible and valued feature of Horsham Rural City Council's culture and identity. The sport and active recreation sector provides opportunities for enriching our communities through the promotion of respect and fair mindedness for all people, while also supporting the physical and mental wellbeing of all Victorians. Horsham Rural City Council is well positioned to design and implement place-based, integrated action plans that progress gender equality in community sport and activities.

The Victorian Government is committed to developing an environment for all Victorians to live in a safe and equal society, have access to equal power, resources, and opportunities, and are treated with dignity, respect, and fairness. A reform agenda has been developed to change the systems that have perpetuated gender inequality by designing an enduring structure that requires implementation and tracking of progress over time.

This reform agenda includes addressing the traditional structures and way community sport and recreation organisations operate through the implementation of all 9 recommendations from the 2015 Inquiry into Women and Girls in Sport and Active Recreation. This includes recommendation 6:

“...encourage facility owners and managers to review access and usage policies to ensure women and girls have a fair share of access to the highest quality facilities at the best and most popular times”

and

“facilitating a universal adoption of [policies, strategies and audit tools] will drive change further”

As a defined entity under the Gender Equality Act 2020, Horsham Rural City Council is required to conduct Gender Impact Assessments (GIAs) on all new policies, programs, communications, and services, including those up for review, which directly and significantly impact the public. The access and use of community infrastructure is an example of policy that has a direct and significant impact on the public.

3. SCOPE

The scope of the Policy is to support Horsham Rural City Council to take positive action towards achieving gender equity in the access and usage of community infrastructure. This complies with the Gender Equality Act 2020 and aligns with HRCC’s Council Plan and Council Strategies.

Reform Agenda	Objectives
To support Horsham Rural City Council to take positive action towards achieving gender equity in the access and use of community sports infrastructure	<p>Build capacity and capabilities of Horsham Rural City Council in the identification and elimination of systemic causes of gender inequality in policy, programs, communications, and delivery of services in relation to community sport and recreation.</p> <p>Ensure an effective place-based response for the gender equitable use and access of community sports infrastructure.</p> <p>Promote gender equality in policies, programs, communications, and services as they relate to community sports infrastructure.</p>

This Policy applies to all Horsham Rural City Council owned and/or managed community facilities and recreation reserves.

4. PRINCIPLES

The Policy and action plan are based on six (6) principles of inclusivity, full participation, equal representation, encouraging and supporting user groups, and prioritising user groups committed to equality.

i. Horsham Rural City Council recognises that gender equality is the attainment of equal rights, responsibilities, and opportunities of women, men, trans and gender diverse people. Equality does not mean that women, men, trans and gender diverse people will become the same but that their rights, responsibilities, and opportunities will not depend on their gender.

ii. Horsham Rural City Council recognises that gender equity is the provision of fairness and justice in the distribution of benefits and responsibilities based on gender. The concept recognises that people may have different needs and power related to their gender and these differences should be identified and addressed in a manner that rectifies gender related imbalances.

The Fair Access Principles have been developed by the Office for Women in Sport and Recreation, Sport and Recreation Victoria and VicHealth, in consultation with representatives from local government and the state sport and recreation sector.

Horsham Rural City Council considers that these principles provide clear direction, while also enabling adaption to the specific environment of the Horsham Rural City Council's municipality.

This Policy establishes the expectation that gender equality is considered and prioritised in all current and future Horsham Rural City Council's planning, policy, service delivery and practice as they relate to community infrastructure.

1
Community sports infrastructure and environments are genuinely welcoming, safe, and inclusive

2
Women and girls can fully participate in all aspects of community sport and active recreation, including as a player, coach, administrator, official, volunteer and spectator

3
Women and girls will have equitable access to and use of community sport infrastructure:

- a. of the highest quality available and most convenient
- b. at the best and most popular competition and training times and locations
- c. to support existing and new participation opportunities, and a variety of sports

4
Women and girls should be equitably represented in leadership and governance roles

5
Encourage and support all user groups who access and use community sport infrastructure to understand, adopt and implement gender equitable access and use practices

6
Prioritise access, use and support to all user groups who demonstrate an ongoing commitment to gender equitable access and use of allocated community sport infrastructure

Actions

Horsham Rural City Council commits to undertake a GIA on all current community infrastructure access and use policies and processes, and to consider opportunities to strengthen gender equitable access and use of community facilities in alignment with the Fair Access Principles.

If the process of assessing current policies and processes identifies opportunities to develop or strengthen gender equitable access and use of community facilities in alignment with the Fair Access Principles, Horsham Rural City Council commits to developing and adopting a locally relevant gender equitable access and use policy and action plan no later than 1 October 2024.

Horsham Rural City Council acknowledges that the requirement to have a gender equitable access and use policy and action plan (or equivalent) in place, and the ability to demonstrate progress against that policy and action plan (or equivalent), will form part of the eligibility criteria for Victorian Government funding programs relating to community infrastructure from 1 July 2024.

Horsham Rural City Council has also identified specific actions to progress gender equitable access and use of community infrastructure in its Fair Access Action Plan. (Refer Appendix A)

Responsibility

The Coordinator Recreation & Open Space is responsible for implementing Horsham Rural City Council's Fair Access Policy. Management personnel, staff, volunteers at Horsham Rural City Council and stakeholders (for example State Sporting Associations and Regional Sports Assemblies) have a shared responsibility to support the policy, as outlined in the table below.

Role	Responsibility
Local Government - Executive Management Team	<ul style="list-style-type: none"> • Promote a gender-aware and gender-responsive culture and community championing the Fair Access Policy. • Promote, encourage and facilitate the achievement of gender equality and improvement in the status of women and girls in sport and active recreation.
Local Government - Coordinator Recreation & Open Space	<ul style="list-style-type: none"> • Lead the review of sport and recreation policies and process • Develop and adopt gender equitable access and use policies • Communicate policy updates to all staff and members • Monitor compliance and issues • Promote, encourage and facilitate the achievement of gender equality and improvement in the status of women and girls • Support the undertaking of Gender Impact Assessments and submission of progress reports as per the <i>Gender Equality Act 2020</i> obligations
Local Government – accountable Officer	<ul style="list-style-type: none"> • Support the review of sport and recreation policies and processes

<p>for the Gender Equality Act or similar</p>	<ul style="list-style-type: none"> • Support the formal adoption process of a new or revised gender equitable policies • Undertake Gender Impact Assessment and submission of progress reports as per the <i>Gender Equality Act 2020</i> obligations
<p>Local Government - Recreation & Open Space Planning Officers</p>	<ul style="list-style-type: none"> • Communicate to and educate sport and recreation infrastructure user groups and users.
<p>Local Government – all staff</p>	<ul style="list-style-type: none"> • Adhere to and communicate the policy when required. • Attend training / awareness programs. • Undertake Gender Impact Assessments where required

5. COMMUNICATION

Policy to be shared on the Council website and intranet and at relevant staff and team meetings.

Policy to be distributed to community groups and sporting clubs accessing HRCC owned and/or managed facilities.

6. RESPONSIBILITY

Policy Owner Coordinator Recreation & Open Space

This Policy will be reviewed every 5 years or earlier as required by changed circumstances including changes to legislation and plans, strategies or policies of HRCC.

The Action Plan will be reviewed annually.

7. DEFINITIONS

Term	Meaning
Community Infrastructure	Publicly owned local, rural, municipal, regional, or state level infrastructure operated and maintained primarily for the purpose of facilitating community activities, including sporting grounds, surfaces, facilities, and pavilions.
Gender	How you understand who you are and how you interact with other people. Many people understand their gender as being a man or woman. Some people understand their gender as a mix of these or neither. A person's gender and their expression of their gender can be shown in different ways, such as through behaviour or physical appearance.
Gender diverse	An umbrella term for a range of genders expressed in different ways. Gender diverse people use many terms to describe themselves. Language in this area is dynamic, particularly among young people, who are more likely to describe themselves as non-binary.

Gender equality	The equal rights, responsibilities and opportunities of women, men and trans and gender-diverse people. Equality does not mean that women, men and trans and gender diverse people will become the same but that their rights, responsibilities, and opportunities will not depend on their gender.
Gender equity	The provision of fairness and justice in the distribution of benefits and responsibilities based on gender. The concept recognises that people may have different needs and power related to their gender and these differences should be identified and addressed in a manner that rectifies gender related imbalances.
Gender Impact Assessment (GIA)	A requirement under the <i>Gender Equality Act 2020</i> to be carried out on policies, programs and services that have a direct and significant impact on the public. The assessment must evaluate the effects that a policy, program or service may have on people of different genders.
Public land management groups	For the purposes of this document, are the Committees of Management appointed under the <i>Crown Land (Reserves) Act 1978</i> and responsible for the management of recreation reserves where community sport training and games are held.
Transgender or trans	Someone whose gender does not only align with the one assigned a birth. Not all trans people will use this term to describe themselves.

8. SUPPORTING DOCUMENTS

Document	Location
Gender Impact Assessment template	Intranet
Fair Access Action Plan	Intranet
Equal opportunity discrimination and harassment policy	Intranet
Act@Work Action Plan	Intranet

9. DOCUMENT CONTROL

Version Number	Approval Date	Approval By	Amendment	Review Date
01	TBD	Council	<ul style="list-style-type: none"> New Policy 	Review date to be added by Governance Unit once adopted

HRCC Fair Access Action Plan

Time Frame: S –Short term - Within 1-2 years; M – Medium term – within 3-5 years.

ACR – Arts, Culture and Recreation

CPTED – Crime Prevention Through Environmental Design

CRAT – Community Relations and Advocacy team

EMT – Executive Management team (HRCC)

OWSR – Office of Women in Sport and Recreation

ROSP – Recreation and Open Space Planning

WRSA – Wimmera Regional Sports Assembly

Principle 1: Community sports infrastructure and environments are genuinely welcoming, safe, and inclusive.

Actions to achieve progress	Timeframe	Responsibility	Indicator of Success
Audit existing community facilities to determine current provision of gendered facilities (change rooms, storage, toilets)	M	ROSP	Facilities audited: 2 HRCC owned/managed facilities per year
Implement actions resulting from audit to ensure minimum standards are met.	M	ROSP	Targets established with annual reporting to EMT
Undertake a safety assessment (CPTED) of HRCC owned or managed recreation facilities.	M	ROSP	1 CPTED completed per year
Complete a GIA for all new and existing community infrastructure as identified	S	ROSP	GIAs completed as required

Principle 2: Women and girls can fully participate in all aspects of community sport and active recreation, including as a player, coach, administrator, official, volunteer and spectator.

Actions to achieve progress	Timeframe	Responsibility	Indicator of Success
Support and promote the Wimmera Regional Sports Assembly in their delivery of women's leadership programs	M	ROSP	Programs and workshops delivered by WRSA with HRCC support/partnership
Promote training opportunities for girls and women to undertake leadership programs.	On-going	ROSP	Training opportunities included in Active newsletters.
Share training opportunities with OWSR for state wide promotion	On-going	ROSP	Training opportunities shared with OWSR

Principle 3: Women and girls will have equitable access to and use of community sport infrastructure:

- a. of the highest quality available and most convenient
- b. at the best and most popular competition and training times and locations
- c. to support existing and new participation opportunities, and a variety of sports.

Actions to achieve progress	Timeframe	Responsibility	Indicator of Success
Collect, analyse and report local data re: gender usage of community facilities.	S	ROSP	Baseline data obtained and reporting to EMT provided
Review sport and recreation policies	M	ROSP	Policy and procedures reviewed
Develop gender equity access and use policies	M	ROSP	Policies developed and adopted
Partner with sporting peak bodies to showcase female sport	M	ROSP	Programming opportunities identified for female sport in high visibility facilities and timeslots
Girls and women encouraged to use facilities at Horsham Recreation Reserve (City Oval)	M	ROSP	Sustained and increased female participation at Horsham Recreation Reserve.

Principle 4: Women and girls should be equitably represented in leadership and governance roles.

Actions to achieve progress	Timeframe	Responsibility	Indicator of Success
Review HRCC Community grants to support initiatives that empower and upskill women and girls. (i.e. Covid Active program, Western Bulldogs Daughters of the West program).	S	ROSP CRAT	Grants reviewed Funding stream identified Criteria established A weighting (5-10%) to clubs that apply and demonstrate commitment to gender equity.
All events and programs in community spaces encouraged to have gender balance in public facing roles and commit to showcasing diversity through all promotional activities.	S	CRAT Events Officer Investment, Attraction & Growth ACR	Increased female representation in public facing roles and images

Principle 5: Encourage and support all user groups who access and use community sport infrastructure to understand, adopt and implement gender equitable access and use practices.

Actions to achieve progress	Timeframe	Responsibility	Indicator of Success
Encourage community groups to undertake a gender health check	S	ROSP	(Vic Health) Gender health check template provided via the <i>Active</i> newsletter
Support organisations such as WRSA to provide gender awareness training and development opportunities to local clubs and groups.	S	ROSP	Programs supported via <i>Active</i> newsletter
Support clubs to identify participation benefits of increasing female membership.	S	ROSP	Information provided in <i>Active</i> newsletters
Non-specific gender language (seniors and juniors, rather than boys and girls) used in HRCC media channels	S	CRAT	Annual audit of HRCC media

Principle 6: Prioritise access, use and support to all user groups who demonstrate an on-going commitment to gender equitable access and use of allocated community sport infrastructure.

Actions to achieve progress	Timeframe	Responsibility	Indicator of Success
Encourage sporting and community groups holding events on HRCC owned or managed land to provide equal prizemoney for both males and females.	S	Events Officer Investment, Attraction & Growth	Equal prize money allocated
Pricing structures reviewed to support clubs and community groups with female specific programs	S	ROSP / Governance	Fee structures reviewed
Review the HRCC Community grants program. Support community groups that identify options to improve active recreation and sporting participation outcomes for girls and women	S	Grants Officer	Grants reviewed Funding stream identified Criteria established Weighting applied

KERBSIDE WASTE COLLECTION POLICY C04/267

(Updated draft)

1. PURPOSE

The aim of this policy is to regulate the kerbside waste collection to service properties across Horsham Rural City Council.

Council is committed to maximising the diversion of kerbside collected waste from landfill. Council aims to make available kerbside waste collection services to as many residences within the municipality as practically possible, so that waste can be segregated and diverted at its source. This policy will assist in defining services, supporting service contracts, maximising landfill diversion and reducing contamination from the waste streams.

2. INTRODUCTION

The Victorian Government released its new Recycling Policy in 2020, requiring that Councils introduce a four-stream waste collection system (4-Bin service), this includes separate streams for glass, food organics and garden organics (FOGO), commingled recycling and general waste. The Government policy was then formalised in the Circular Economy (Waste Reduction and Recycling) Act 2021.

3. SCOPE

The policy applies to all properties within Horsham Rural City Council as defined by the Solid Waste Code.

4. SOLID WASTE CODE

Section 5 of this policy is principles-based, providing a high-level framework for Council's kerbside collection. Detailed information on the implementation of the kerbside waste collection policy is included in the Solid Waste Code document, which is referenced in the Community Local Law 2021.

5. POLICY PRINCIPLES

Extent of Service

Council provides waste services under the provisions of the Local Government Act 2020 and the Circular Economy (Waste Reduction and Recycling) Act 2021 and applies charges to all Service Eligible Properties. The Standard Kerbside Waste Collection Service is compulsory for all properties rated as urban residential and rural residential located within the kerbside collection area regardless of the size or type of the property, with the exception of vacant allotments.

Urban areas include Horsham, Natimuk, Pimpinio, Jung and most of Haven. Urban residents will receive a general waste bin (red lid), commingled recycling bin (yellow lid), food organics and garden organics (FOGO) bin (lime green lid) and glass recycling bin (purple lid). Rural areas include all properties outside the defined urban boundaries. Rural residences will have access to a general waste bin (red lid), commingled recycling bin (yellow lid) bin and glass drop off points. Extension of a 3-bin or 4-bin system to parts of rural area will be determined from time to time and reflected in an update solid waste code document accordingly.

Multi-Unit Developments (MUDS)

Where space is an issue, sharing of Glass Recycling and FOGO bins will be allowed only to multi-unit developments and retirement villages.

Fees and Charges

The standard 240 L general waste and FOGO bins may be downsized to 120 L bins on request, however the standard kerbside waste collection service charge will not be reduced, as the charges have been determined based on a cost recovery basis. Upsizing and downsizing general waste and FOGO bins will be allowed only once each financial year. Annual charges for the service will be set each year in the budget. Separate charges will also be set where additional bins are required in the Council's budget.

Ownership of Bins

Bins supplied by Council are property of Horsham Rural City Council and collection will only occur with bins stamped with the Council's name and branding.

Commercial

The standard service model currently includes a 240 L general waste bin collected weekly and a 240 L commingled recycling bin collected fortnightly. Kerbside food organics and garden organics (FOGO) and glass service will be available as optional services. Transition of commercial services to a service more closely aligned with the residential service will occur over time.

Temporary Refusal of Services

Council reserves the right to cease a collection service where there is repeated misuse of the waste collection service, or where used of the service is against Council's waste collection policy and established solid waste code. Cessation of service will be considered a last resort, and only considered after other reasonable actions have been taken to achieve compliance with the requirements of the service.

Contamination Control

A three-strike system will be introduced from the commencement of the service, involving the following steps:

- First time – sticker/tag warning and letter notification
- Second time – letter notification
- Third time – letter notification and potential fine and temporary refusal of the collection service.

6. COMMUNICATION

Council will communicate this policy extensively to customers. In particular, this will include:

- A supportive / educative program to assist in compliance with the requirements to avoid contamination and maximise waste diversion
- General communications, including local media, Council's website and social media channels

7. RESPONSIBILITY

Policy Owner: Director Infrastructure

8. SUPPORTING DOCUMENTS

Document	Location
Victorian Government Recycling Policy 2020 "Recycling Victoria, A new economy"	Vic Govt Website
Circular Economy (Waste Reduction and Recycling) Act 2021	Vic Govt Website
Horsham Rural City Council Solid Waste Code 2023	HRCC Website

9. DOCUMENT CONTROL

Version Number	Approval Date	Approval By	Amendment	Review Date
01		Council (not yet approved)	<ul style="list-style-type: none"> New policy 	Review date to be added by Governance Unit



SOLID WASTE CODE



1. PURPOSE

This document, the Solid Waste Code, is to be read in conjunction with Council's Kerbside Waste Collection policy .

Council's Kerbside Waste Collection Policy outlines *what* Council aims to achieve with the kerbside collection of waste.

Council's Solid Waste Code defines *how* Council will provide kerbside collection services for waste and recycling, to meet the principles of Council's Kerbside Waste Collection Policy C04/267.

Through this Code, Council aims to provide waste and recycling services that are equitable, reasonable, transparent and funded solely through the waste management charge.

Council will measure the effectiveness of this Code towards achieving the above objectives using the follow key performance indicators:

- Reduction in the volume of waste disposed to landfill.
- Reduction in the level of contamination in the recyclables stream.
- Reduction in the level of contamination in the organics stream.
- Complete separation of glass from the kerbside mixed recycling steam.

This Code will be regularly reviewed to consider and address community feedback.

2. EXTENT OF SERVICE


Under the provisions of the Circular Economy (Waste Reduction and Recycling) Act 2021 (Vic), Council must provide services to manage four streams of waste and recycling, being General Waste, Mixed Recycling, Food and Garden Organics (FOGO), and Glass.

Horsham Rural City Council has two standard residential kerbside collection services, and a number of supporting services at transfer stations and drop-off points.

The Urban Standard Collection Service and Rural Standard Service are compulsory for all residential properties within the defined service areas (outlined below).

Vacant allotments and non-residential properties are exempt from the compulsory service.

2.1 URBAN STANDARD COLLECTION SERVICE

SERVICE:	GENERAL WASTE	MIXED RECYCLING	FOOD & GARDEN ORGANICS (FOGO)	GLASS
BIN STYLE:				
BIN SIZE:	240 L	240 L	240 L	120 L
LID COLOUR	Red*	Yellow	Lime green	Purple
COLLECTION FREQUENCY:	Fortnightly (Every 2 nd week)	Fortnightly (Every 2 nd week)	Fortnightly (Every 2 nd week)	Monthly (Every 4 th week)
NOTE:	Additional 120 L or 240 L bins are available upon request. Additional fees apply. *Some existing general waste bins in the municipality have dark green lids, the same colour as the body of the bin. These will be replaced with red-lidded bins at the end of their service life.	Additional 240 L bins are available upon request. Additional fees apply.	Additional 120 L or 240 L bins are available upon request. Additional fees apply.	Additional 120 L bins are available upon request. Additional fees apply.

2.2 URBAN SERVICE AREAS

Urban service areas include Horsham, Natimuk, Pimpinio and Jung.

The boundary between the urban and rural service around the Horsham township, for the purposes of this code, is defined as:

- West boundary – Curran Road, Pearsons Road and a straight line being the continuation of Pearsons Rd through to Golf Course Road.
- South boundary – Plozzas Road, Hunts Road, and Holes Road.

- East boundary – Cameron Rd North, Cameron Rd, Kokoda Drive, and a straight line being the continuation of Cameron Rd through to the Western Highway, and Petrie Lane.
- North boundary – Riley Rd, Davis Drive, Rasmussen Rd and the west section of Riverside Road through to the Wimmera River.
- Residences fronting both sides of these boundary roads are included in the defined urban area.

A map illustrating this urban area is available on Horsham Rural City Council’s website. These boundaries may be varied from time to time, reflecting residential expansion.

2.3 RURAL STANDARD COLLECTION SERVICE

SERVICE:	GENERAL WASTE	MIXED RECYCLING
BIN STYLE:		
BIN SIZE:	240 L	240 L
COLLECTION FREQUENCY:	Fortnightly (Every 2 nd week)	Fortnightly (Every 2 nd week)
NOTE:	Additional 120 L or 240 L bins are available upon request. Additional fees apply. *Some existing general waste bins in the municipality have dark green lids, the same as colour as the body of the bin. These will be replaced with red-lidded bins at the end of their service life.	Additional 240 L bins are available upon request. Additional fees apply.

Rural residents will not receive the FOGO bin (lime green lid bin). Residents are encouraged to compost food and garden waste on their properties.

Rural residents will not receive glass (purple lid) bins, however, Council will provide drop-off points where rural residents can dispose of their recyclable glass.

Glass can be deposited at all Council Transfer Stations during their respective opening hours, and the following designated drop-off point at all times:

- Brimpaen (157 Brimpaen Laharum Road)
- Dadswells Bridge (Briggs Track Dadswells Bridge)
- Jung (Jung Tip road)
- Laharum (1586 Northern Grampians Road)
- Natimuk (Lake avenue)
- Pimpinio (Pimpinio Tip road)

Additional drop-off points may be added by Council over time, residents will be notified of these additions.

2.4 RURAL SERVICE AREAS

Rural Service Areas include all residential properties outside the defined urban boundaries but located along the Approved Collection Routes.

A map illustrating the rural area and Approved Collection Routes is available on Horsham Rural City Council's website.

2.5 COMMERCIAL AND NON-RESIDENTIAL OPTIONAL BASE SERVICE

The Commercial and Non-Residential Optional Base Service is as implied by the name, an optional service.

The service is considered a legacy service, for the time being, as some aspects of the service have not yet transitioned to align with the Residential services. These aspects will be reviewed over time as implementation of the overall 4-bin service develops.

The Commercial and Non-Residential Optional Base Service includes a 240 L General Waste bin collected weekly and a 240 L Commingled Recycling bin collected fortnightly.

Glass is not accepted in the Commingled Recycling bin and will need to be disposed of separately. Refer to the section below for details of the additional kerbside glass service option.

All new commercial and non-residential rate payers will be offered only one general waste bin per standard service, no additional general waste bins will be offered with a standard service. This has been implemented taking into consideration the fact that Council does not seek to compete with local commercial waste businesses.

SERVICE:	GENERAL WASTE	MIXED RECYCLING
BIN STYLE:		
BIN SIZE:	240 L	240 L
COLLECTION FREQUENCY:	Weekly (Every week)	Fortnightly (Every 2 nd week)
NOTE:	<p>Some commercial properties may have 2x 120 L bins in place of the 240 L bin.</p> <p>*Some existing general waste bins in the municipality have dark green lids, the same as colour as the body of the bin. These will be replaced with red-lidded bins at the end of their service life.</p>	Additional 240 L bins are available upon request. Additional fees will apply.

An optional 240 L fortnightly FOGO collection and 120 L four-weekly Glass Recycling collection service will be available to all commercial and non-residential customers, but is not compulsory.

Customers can opt in and opt out for either of the additional services with additional cost as determined in the annual Council budget.

Customers can only opt in for the additional services (Glass and FOGO) if they have an ongoing base waste service with Council, as defined in section 2.5 above. Multiples of each bin type are available on a “per bin” cost basis.

SERVICE:	FOOD & GARDEN ORGANICS (FOGO)	GLASS
BIN STYLE:		
BIN SIZE:	240 L	120 L
LID COLOUR	Lime green	Purple
COLLECTION FREQUENCY:	Fortnightly (Every 2 nd week)	Monthly (Every 4 th week)
NOTE:	Additional 120L or 240L bins are available upon request. Additional fees will apply.	Additional 120L bins are available upon request. Additional fees will apply.

2.7 BIN SIZES AND ADDITIONAL BINS

The standard 240 L General Waste and FOGO bins may be downsized to 120 L bins on request, subject to the following conditions:

- The Standard Kerbside Waste Collection Service Charge will not be reduced, as the charges have been determined on a cost recovery basis.
- Upsizing and downsizing your General Waste and FOGO bin will be allowed only once each financial year.
- An application is to be submitted to Council in writing for changing the bin size.

Residents may subsequently opt back to the standard bin size at no additional charge.

Additional bins can be provided on request. These will attract an extra annual charge as determined in Council’s annual budget.

3. APPROVED COLLECTION ROUTES

Given the constraints of the large geographic size of the municipality it is not economically feasible to support a collection service in all areas with a low density of settlement. On this basis collection routes have evolved to include:

- Most townships within the municipality
- Rural areas where the ratio of homes to the distance involved makes provision of a service economically feasible, and;
- Roads travelled that link collection routes together.

Council may, from time to time, consider altering the day of collection and / or extending or altering the Collection Routes. These changes will be communicated to the affected properties prior to the change being implemented.

Rural properties wishing to receive the Rural Standard Kerbside Waste Collection service that are outside the Rural Service Areas can submit an application to Council requesting an extension to the designated collection area or route. Council will consider whether or not it is feasible to support a collection service to the property.

Requests from residents to extend Collection Routes in rural areas will be considered where:

- A majority of potential service users are in favour of the extension; and
- An economically viable extension to the collection routes can be determined.

Council will only provide services via roads listed on Council's Register of Public Roads, waste collection vehicles will not enter private roads for the provision of this service.

Council and appointed waste contractors will follow best practice when reversing in accordance with appropriate risk assessments. This may lead to limitations on service areas in some circumstances.

4. COLLECTION ARRANGEMENTS

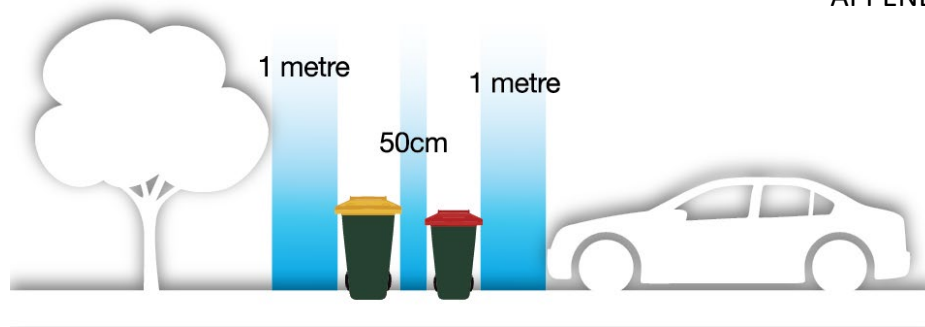
Kerbside collections are provided from Monday to Friday, exclusive of Christmas Day, and Good Friday. Where a collection day falls on the excluded days the waste will be collected on the previous weekday.

The Kerbside Waste Collection Service is generally undertaken from 6:00 am to 3:00 pm. However, operational requirements may lead to variances of collection timing, and so residents should refer to the Bin Presentation section of this document to ensure their bin is collected.

5. BIN PRESENTATION

Waste and recycling bins must be placed and managed in a way that they can be collected by the service trucks. In order for waste and recycling to be collected, residents must:

- Place their bin out for collection the night before the scheduled collection day.
- Ensure that there is one metre of clearance between each bin if possible.
- Ensure the bin is close to and facing the kerb, with the bin's wheels away from the road.
- Ensure that the bin is not placed under a tree or other overhead obstructions and is at least one metre away from power poles, street signs or other objects that may hinder pick up.
- Ensure that there is at least one metre between the bin and any parked cars as the mechanical arm will not be able to pick up bins that are too close to parked cars, or from the far side of parked cars.
- Ensure that there is at least half a metre (50 cm) between bins, so the mechanical arm can pick up the bin.



- Ensure that bin lid is closed and that the bin is not overfull.
- Ensure no extra items are placed next to the bin. Items outside of the bin cannot be collected as drivers are not able to exit the vehicle during kerbside collections for safety reasons.
- Ensure that the contents of each bin are not compressed (such as stomping it down to get more in). Compressed waste in the bin may lead to the bin not emptying properly, if at all.

6. EDUCATION

A comprehensive and ongoing education program will be delivered to support correct and effective use of Council's kerbside services.

A booklet and annual calendar for collections will be provided to all service users to clarify collection days.

A waste and recycling app may be developed to assist our community to reduce waste to landfill and recycle right.

Any waste related issues or information can be communicated to Council through Council's Customer Services team.

7. BIN INSPECTIONS AND AUDITS

Council will operate a bin inspection program to reduce incorrect items (contaminants) being placed in mixed recycling, glass recycling and food organics and garden organics - FOGO bins.

Placing contaminants in the recycling/ glass or organic bins cause health and safety issues at the sorting facility, slows down the sorting process and can cause entire truckloads of recyclables or organics to be rejected and sent to landfill at Council's expense.

Council staff will provide a targeted education to residents to minimise waste generation.

8. CONTAMINATION CONTROL

Council will monitor the level of contamination in bins. A contaminated bin may be "stickered" and a letter sent to inform the resident that incorrect material was placed in the bin. Council has implemented technology to ensure that contamination is more accurately attributed to the correct residence.

A three-strike system will be introduced from the commencement of a recycling service, including glass, commingled recycling and FOGO, and will involve the following steps:

- First time – A letter will be sent to the resident noting contamination in their bin(s) and reaffirming the importance of recycling
- Second time – A letter will be sent to the resident noting contamination followed by a visit or call from a Council officer to have a discussion about the contamination in their wheelie bin. They will also provide assistance to the resident on their recycling journey and outline the potential consequences of a third strike, as below.
- Third time – A letter will be sent to the resident outlining that the contamination represents an infringement under the provisions of Council's Community Local Law 2021 and may issue an infringement penalty under that Law and temporarily refuse to collect the bin(s) under the provisions of Section 9 of this Code.

If contamination of bins continues to occur Council may consider suspension of service(s) for an indefinite time. Resumption of a bin service to such a property would be subject to a written undertaking by the resident to accept Council's condition of the service, and a specific education / awareness program with the customer.

During the period of suspension of the service, residents may take their bins to the nearest transfer station for disposal – charges apply.

Council reserves the right to pass on costs associated with contamination of a bin back to the property owner/resident. As an example, where a highly contaminated bin causes rejection by the organics processor, associated costs may be passed back to the property owner.

9. TEMPORARY REFUSAL OF SERVICES

Council reserves the right to not collect kerbside bins where the resident has, or is responsible for:

- failing to use the approved bin supplied by Council;
- placement of a bin which is overflowing (the lid of the bin should close properly);
- placing prohibited waste out for collection;
- part of a load is jammed within the bin and will not release
- placing a bin that weighs more than 70 kg out for collection;
- failing to place the bin in a location that can be reached by the collection vehicle; and
- failing to use the bins correctly, leading to contamination.

Council reserves the right to suspend a collection service where there is repeated misuse of the waste collection service. Resumption of a bin service to such a property would be subject to a written undertaking by the resident to accept Council's condition of the service, and a specific education / awareness program with the customer.

10. FEES AND CHARGES

Annual charges for Standard Kerbside Waste Collection Service will be set each year in the Council budget. Separate charges will also be set in Council's budget for any additional bins provided, payable in addition to the Standard Kerbside Waste Collection charge. No reduced charge is available for sharing or downsizing of the bins.

11. OWNERSHIP OF BINS

Bins supplied by Council are owned by Horsham Rural City Council and collection will occur only with bins stamped with the Council name.

Council will arrange for ongoing bin repair and replacement of bins if required.

Residents must not relocate bins if they move properties as the bins are registered to the property address. When moving properties, residents must notify Council of their change of address and Council will arrange transfers/retrievals of any and all additional bins as required.

12. EQUITY PROVISIONS

Council actively supports residents and service users who have special circumstances that require specific arrangements to be implemented to enhance their kerbside waste collection service.

Additional 240 L bins are available to all residential properties, especially those whose residents have exceptional circumstances. Additional annual fees will apply in accordance with Section 10 of this document.

Council will provide all ratepayers who receive the Standard Kerbside Waste Collection Service Charge listed on their rate notice a voucher for one free load of waste each year in a 6'x 4' trailer or a car boot delivered to any of Council's transfer stations. This voucher will be subject to restrictions on some types of materials, and any such restrictions will be advised on the voucher itself.

13. MULTI-UNIT DWELLINGS

Developments of five or fewer units will be subject to the Standard Kerbside Waste Collection Service, however it may not always be practical or economical for Council to service multi-unit dwellings larger than five units.

In such cases, exemptions from the Urban Standard Collection Service may be possible, subject to the development of a Waste Management Plan for the site in accordance with Council requirements.

Further information on Council's requirements relating to Waste Management Plans for multi-unit developments is available in Council's *Multi-Unit Developments – Waste Management Plan Guidelines* publication (due for release shortly).

14. BIN SHARING

In the absence of a site Waste Management Plan, the sharing of Glass and FOGO bins will be allowed only at existing multi-unit developments and complexes such as retirement villages via private agreements between residents.

By default, bins will be provided to every dwelling where there are multiple dwellings such as strata complexes and multi-unit developments.

To address the issue of insufficient room for physical storage of bins, residents may share bins by mutual agreement or downsize their bins.

Any and all issues arising from the sharing of bins will need to be resolved by the residents themselves.

The same fees will apply as for the Urban Standard Collection Service, no discount will be offered based on reduced number of bins.

Residents will be able to download application forms from Horsham Rural City Council's website, to commence the process of returning any bins that are not required by residents due to a bin-sharing arrangement. Alternatively hard copies of the application forms will be available at the Council office.

15. CONTAINER DEPOSIT SCHEME

The State Government has introduced a Container Deposit Scheme in Victoria from November 2023. Council supports this scheme and encourages residents to use it.

The scheme is not operated by Council, it is operated by Tomra / Cleanaway.

Groups wanting to get involved in the scheme need to register their interest with Tomra / Cleanaway.

For further information about the scheme, head to the CDS website (www.vic.gov.au/container-deposit-scheme). For other enquiries, please contact Tomra / Cleanaway at this email address: enquiries@tomracleanaway.com.au.

16. REFERENCES

- Local Government Act (Vic 2020)
- Circular Economy (Waste Reduction and Recycling) Act 2021
- Kerbside Waste Collection Policy C04/267



CONTACT US

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Civic Centre, 18 Roberts Avenue

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HORSHAM VIC 3402

Ph: 03 5382 9777

F: 03 5382 1111

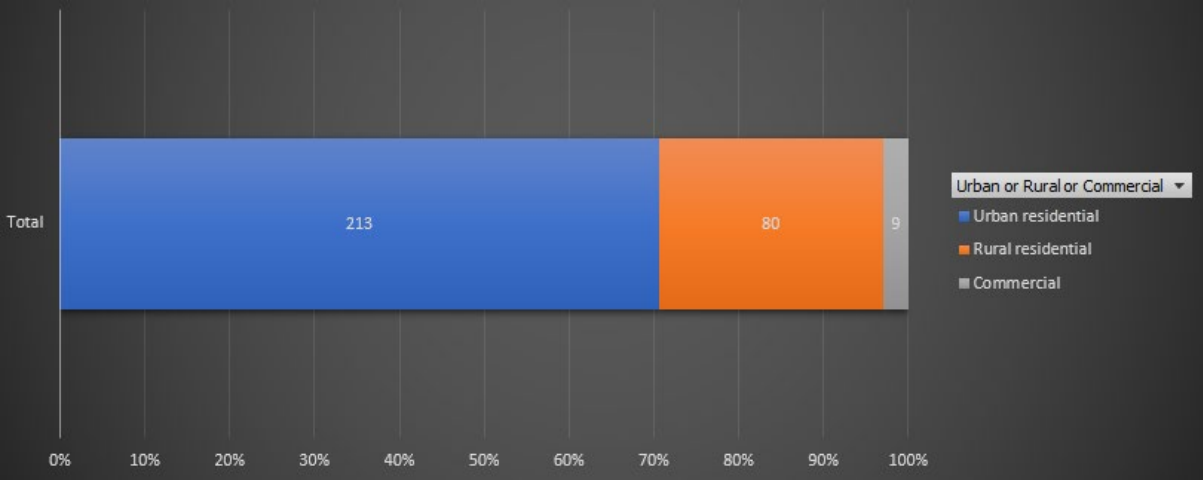
TTY: 133677 ask for 03 53829777

KERBSIDE SERVICES REVIEW

SURVEY SUMMARY

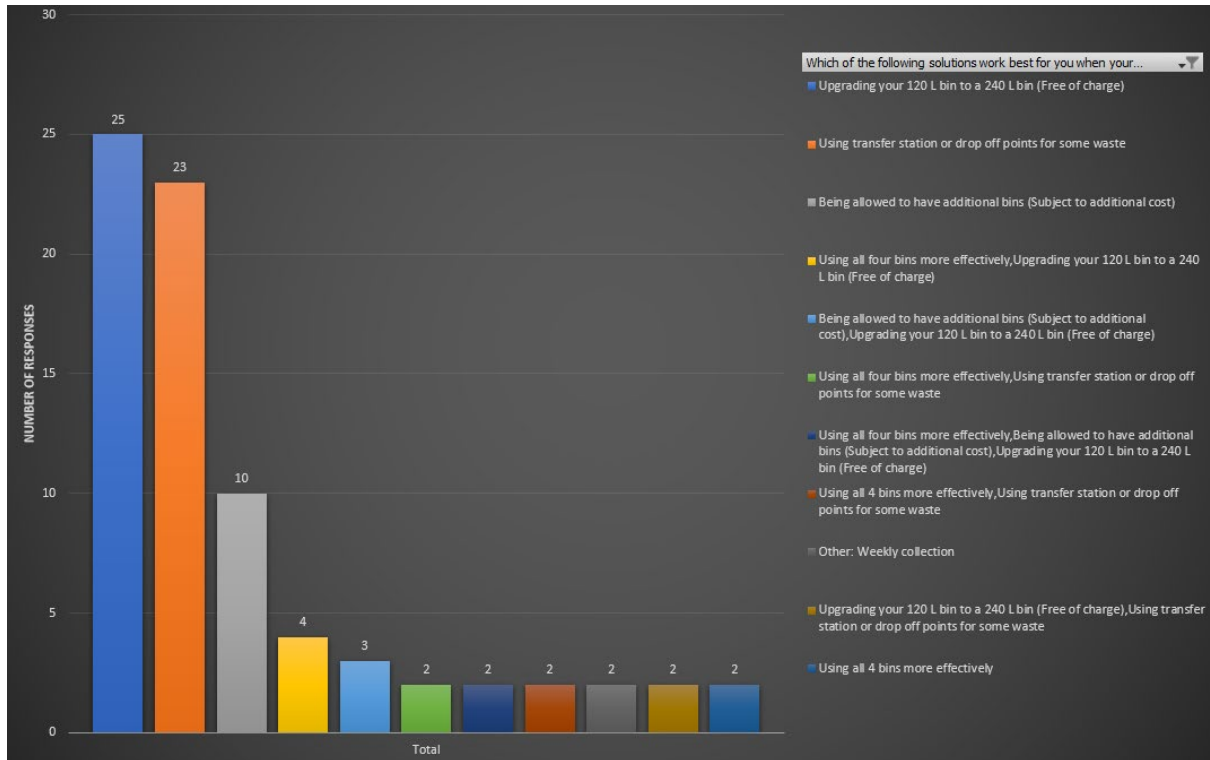
1. SURVEY SUMMARY

There were 302 responses to the survey. The breakdown of responses by service type is below.



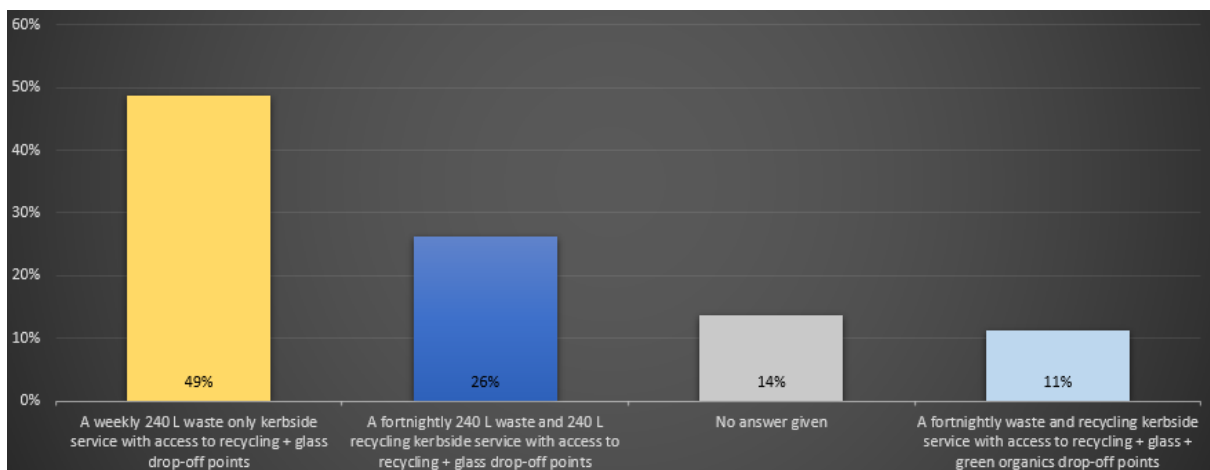
2. SURVEY RESPONSES

2.1 Which one of the following solutions works for you when your waste bin fills too quickly, which may be because you have a large family?

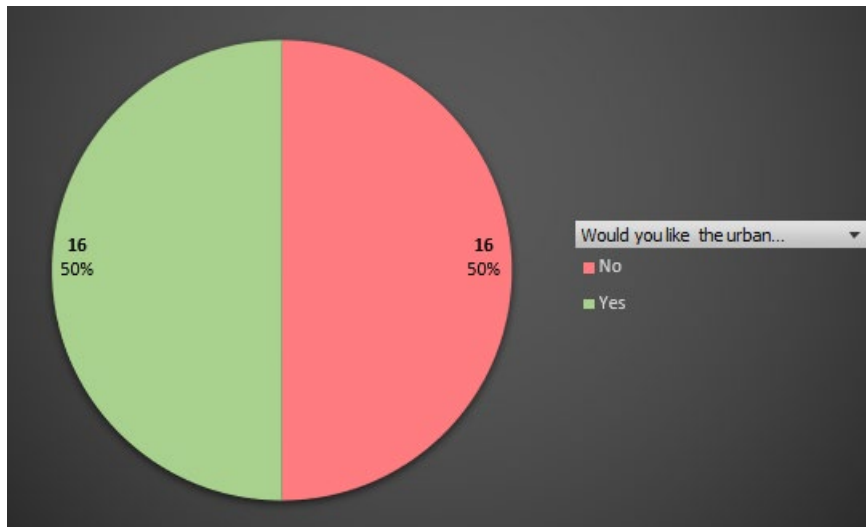


Note: Free-text responses have been removed from the above graph. These free-text responses require further analysis via key word grouping.

2.2 Which one of the following in your opinion is the most suitable kerbside service model for rural Horsham



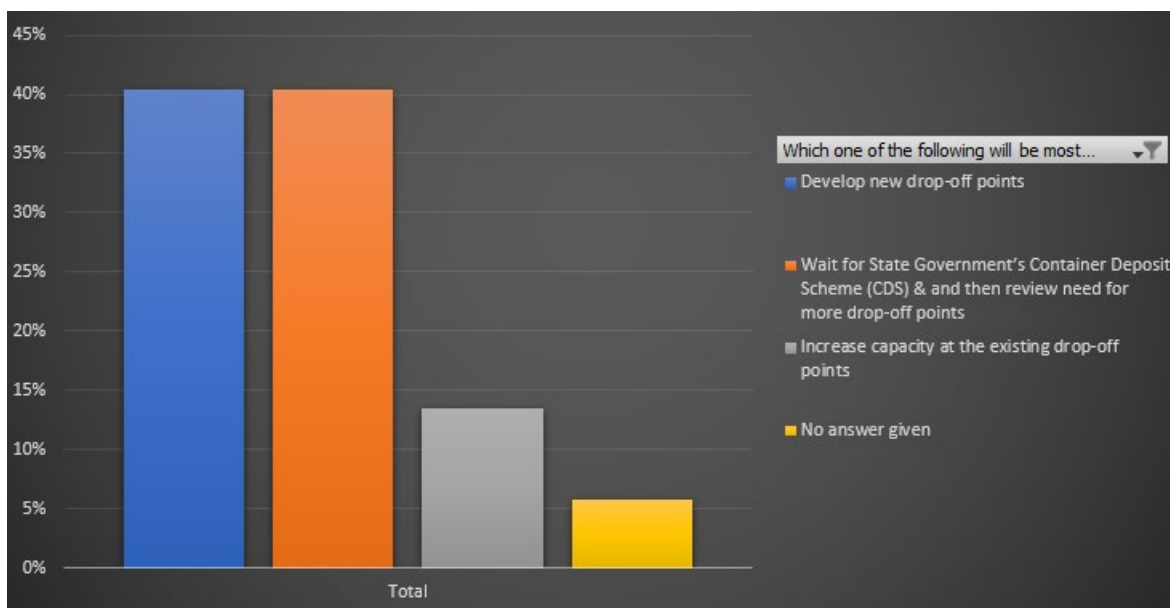
2.3 Would you like the urban kerbside service boundary to be extended south to Plozzas Rd / Hunts Rd along as shown in the diagram below?



2.4 Which of the following solutions works best for you if your FOGO bin has bad odour?

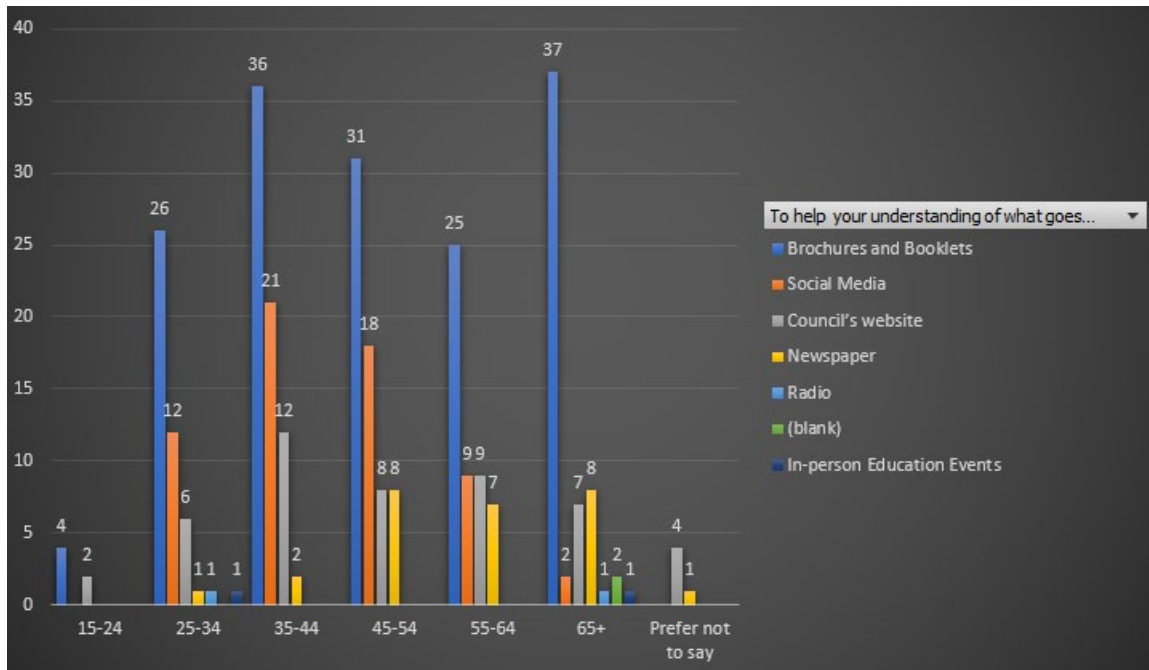
Survey results still being compiled for this question

2.5 Which one of the following will be most suitable for glass collection in rural parts of Horsham municipality?

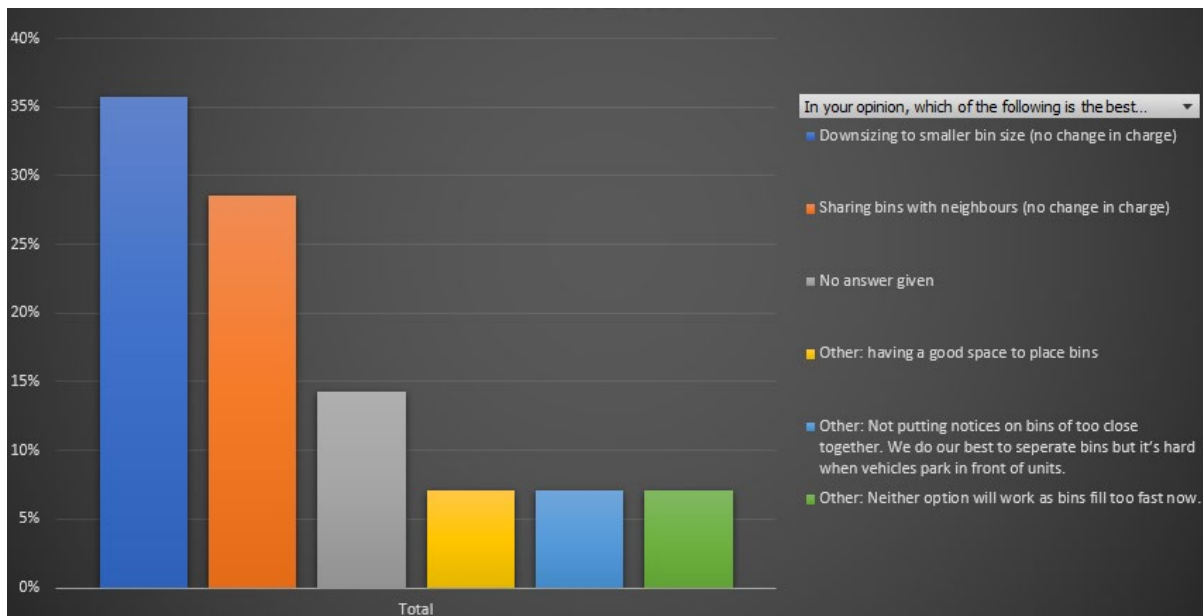


Note: Answers of "Other" have been excluded from this graph.

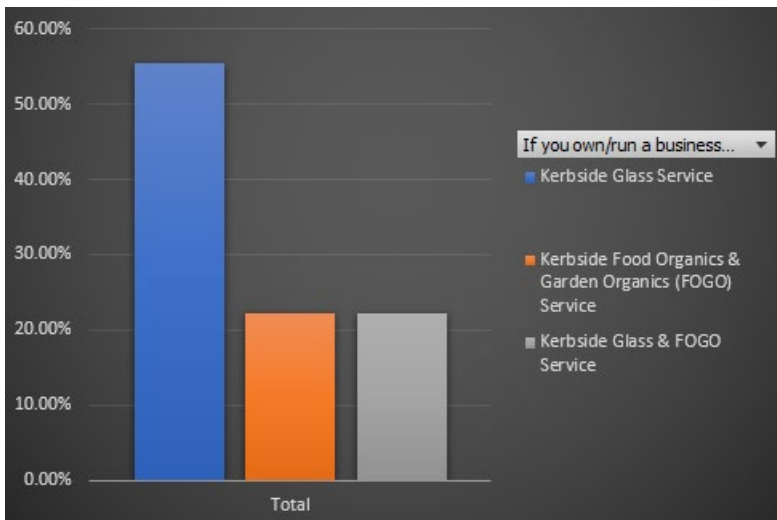
2.6 To help your understanding of what goes into each bin, which of the following education channels/materials works best for you?



2.7 In your opinion, which of the following is the best solution for bin storage at multi-unit dwellings?

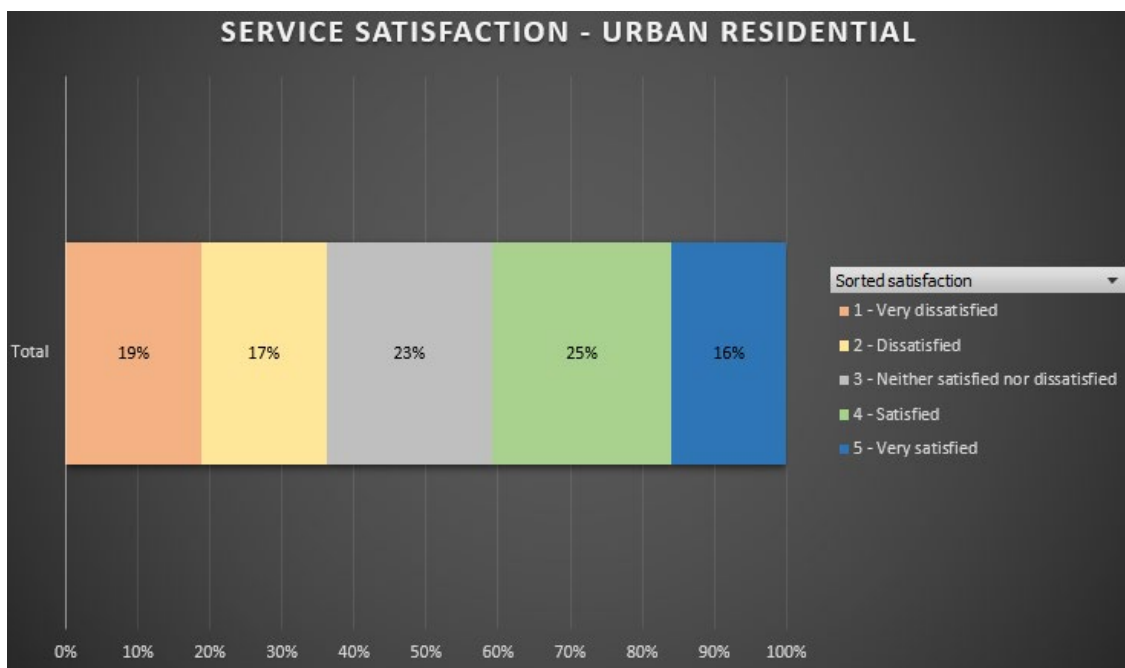


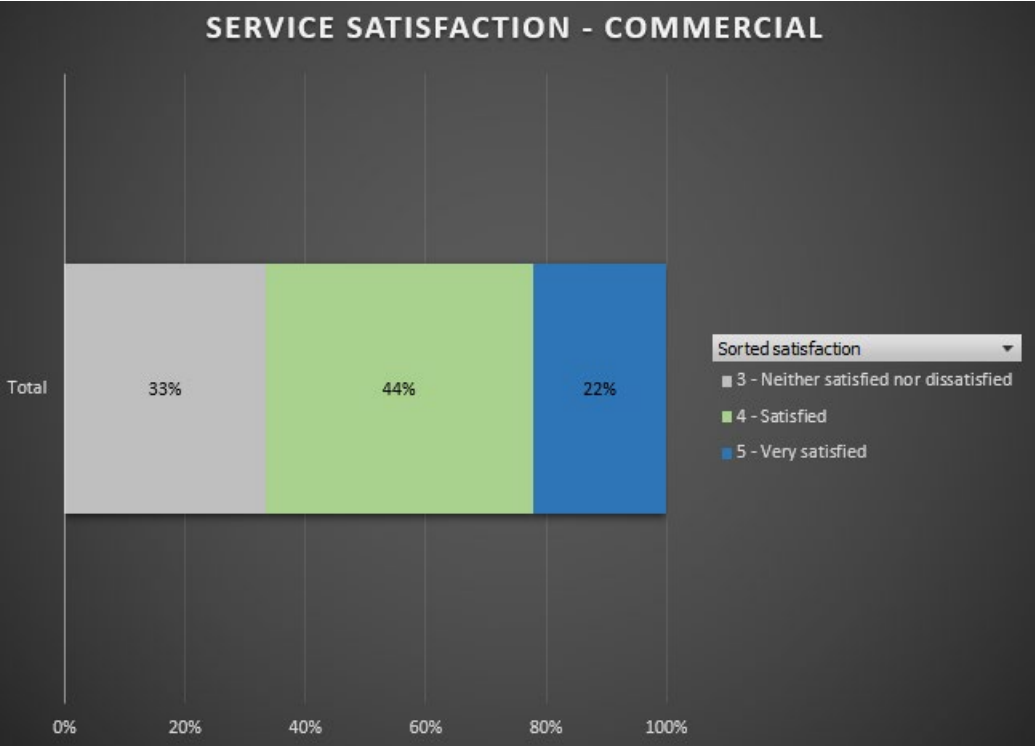
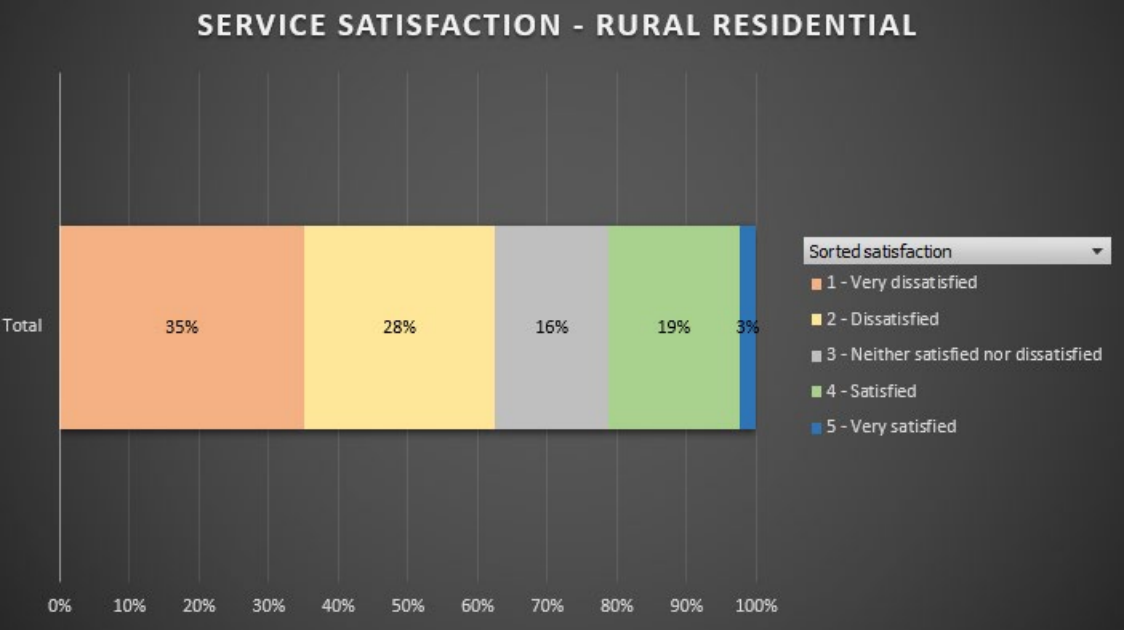
2.8 If you own/run a business which one of the new kerbside services will you need?



2.9 The new 4-bin kerbside service for urban and 2-bin kerbside service for rural Horsham was commissioned in April 2023, and has helped divert approximately 820 tonnes of waste from landfill in the first 3 months, this equates to approximately 50% of waste generate by Horsham. Considering this information, how satisfied are you with performance of the new kerbside service?

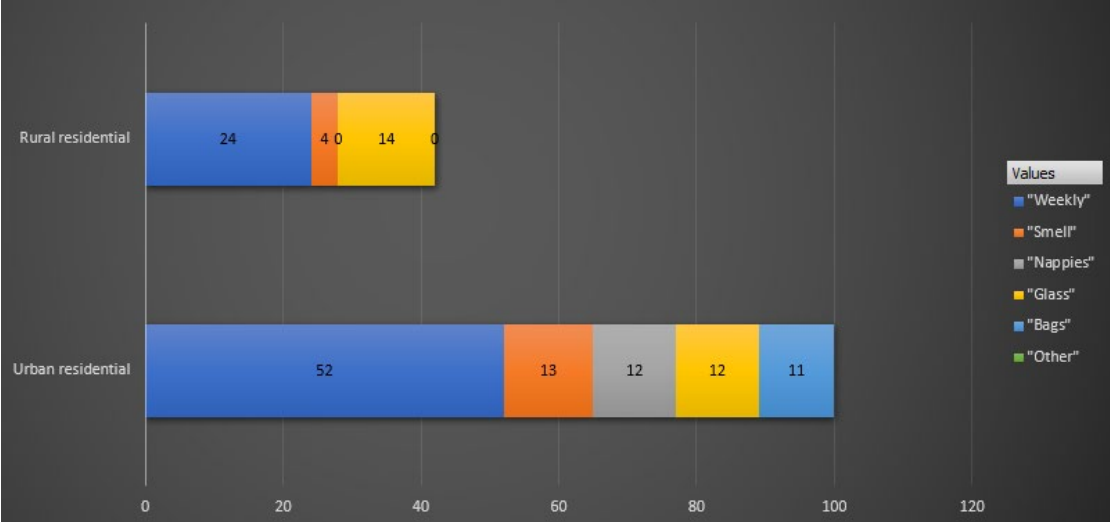
Note: The responses have been sorted by Rural, Urban or Commercial services, given the differences in services offered to each.





2.10 Would you like to provide us with further feedback, that can help us improve the service?

The following graph represents the key words used in responses to this question, specifically by by “dissatisfied” and “very dissatisfied” residents. The value of this graph is limited, in that it does not detail whether the word was used in a positive or negative context.



Spendmapp Monthly Report

Local Government Area: Horsham Rural City Council

Spendmapp cleans and analyses bank transaction data by time, geography, Expenditure Category and Type allowing continuous monitoring and analysis of local economic activity.

For the month of September 2023:

- Resident Local Spend was \$23.8M. This is a 1.96% increase from the same time last year.
- Visitor Local Spend was \$11.7M. This is a -4.8% decrease from the same time last year.
- Total Local Spend was \$35.6M. This is a -0.38% decrease from the same time last year.
- Resident Escape Spend was \$11.5M. This is a 7.31% increase from the same time last year.
- Resident Online Spend was \$11.7M. This is a -0.82% decrease from the same time last year.

The 7.31 % increase in Resident Escape Spend means local goods and service providers are losing market share to non-local businesses.

Expenditure by Expenditure Type

These expenditure charts show the long-term pattern of expenditure activity by Expenditure Type across the Horsham Rural City Council LGA. Typically, we see spending spikes at Easter and Christmas; dips in the post-Christmas period; and a steady climb through winter.

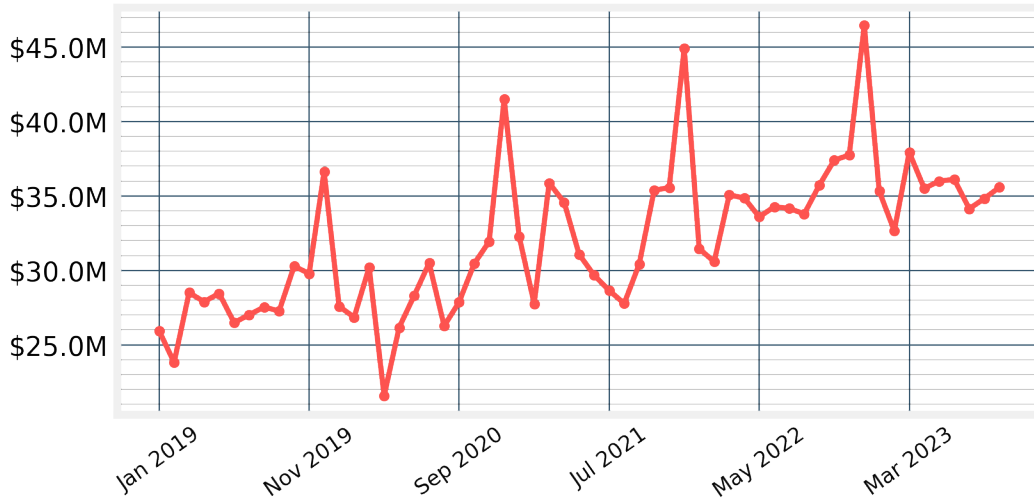
By way of a benchmark, the mean ratio of Resident Online Spend to all resident spending is 0.22. That is, for every dollar spent by resident cardholders anywhere, 22c goes online. Another 34c is in Escape Expenditure and the rest is spent locally.

Over the last few years across most of Australia, total expenditure has been relatively flat, even in fast growing municipalities. The exception to this has often been in Resident Online Spend, which continues to grow relative to Total Local Spend.



Total Local Spend

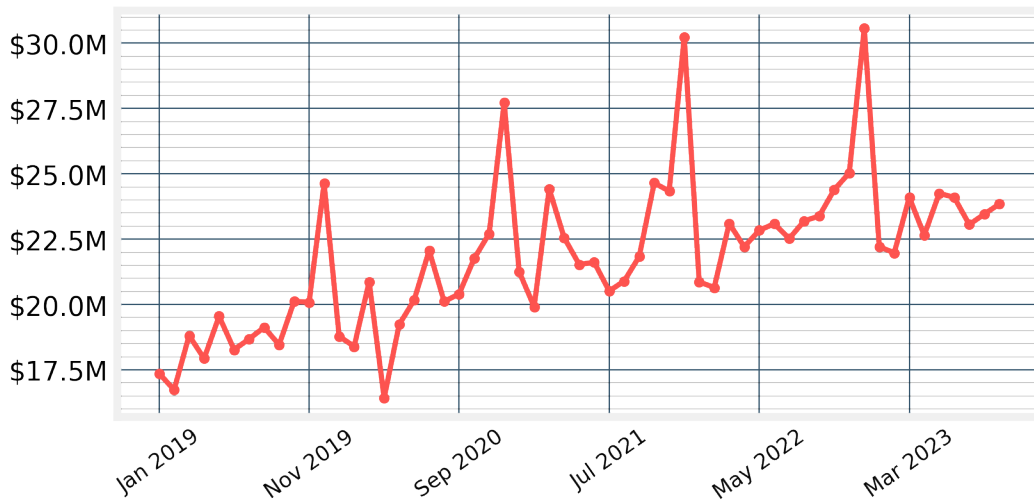
The total amount spent with merchants within the Horsham Rural City Council LGA.



Over the last 57 months, the spending trend (as shown by the trendline in the Spendmapp app) for Total Local Spend has been upwards.

Resident Local Spend

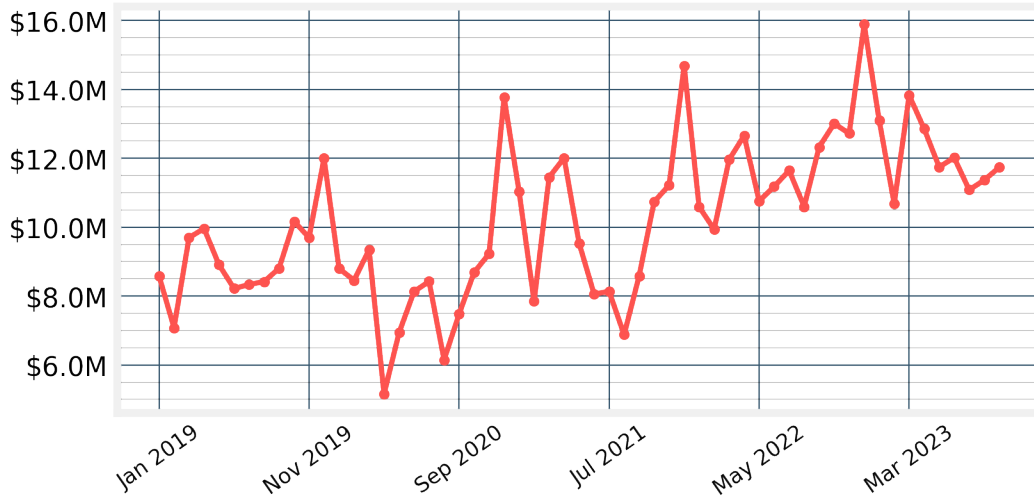
The amount spent by residents and local businesses with merchants inside the Horsham Rural City Council LGA.



Over the last 57 months, the spending trend (as shown by the trendline in the Spendmapp app) for Resident Local Spend has been upwards.

Visitor Local Spend

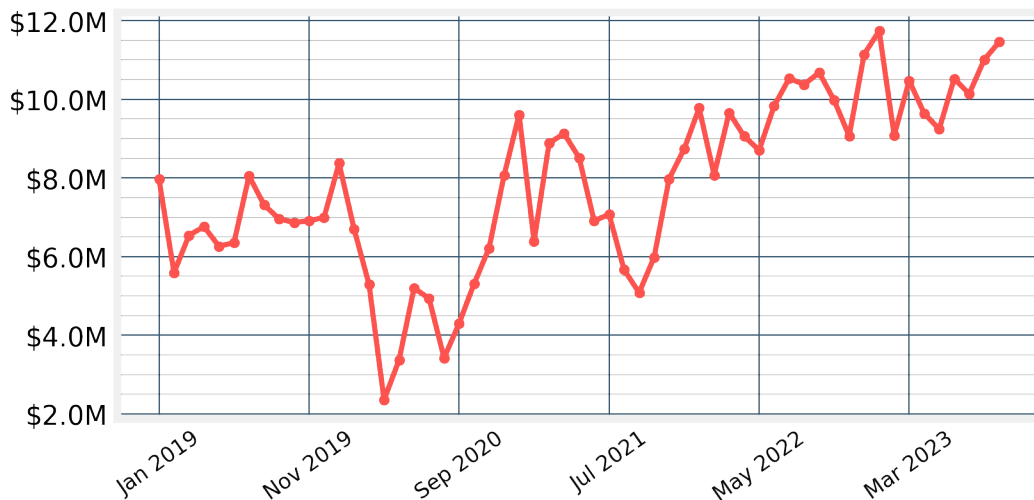
The amount spent by non-residents and non-local businesses with merchants inside the Horsham Rural City Council LGA.



Over the last 57 months, the spending trend (as shown by the trendline in the Spendmapp app) for Visitor Local Spend has been upwards.

Resident Escape Spend

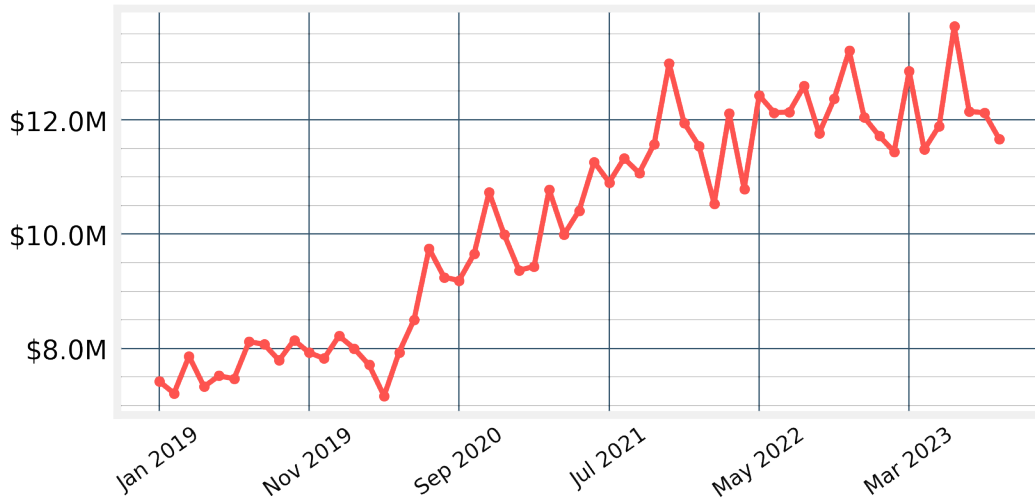
The amount spent by residents and local businesses outside the Horsham Rural City Council LGA.



Over the last 57 months, the spending trend (as shown by the trendline in the Spendmapp app) for Resident Escape Spend has been upwards.

Resident Online Spend

The amount spent by Horsham Rural City Council LGA residents and local businesses with online merchants.

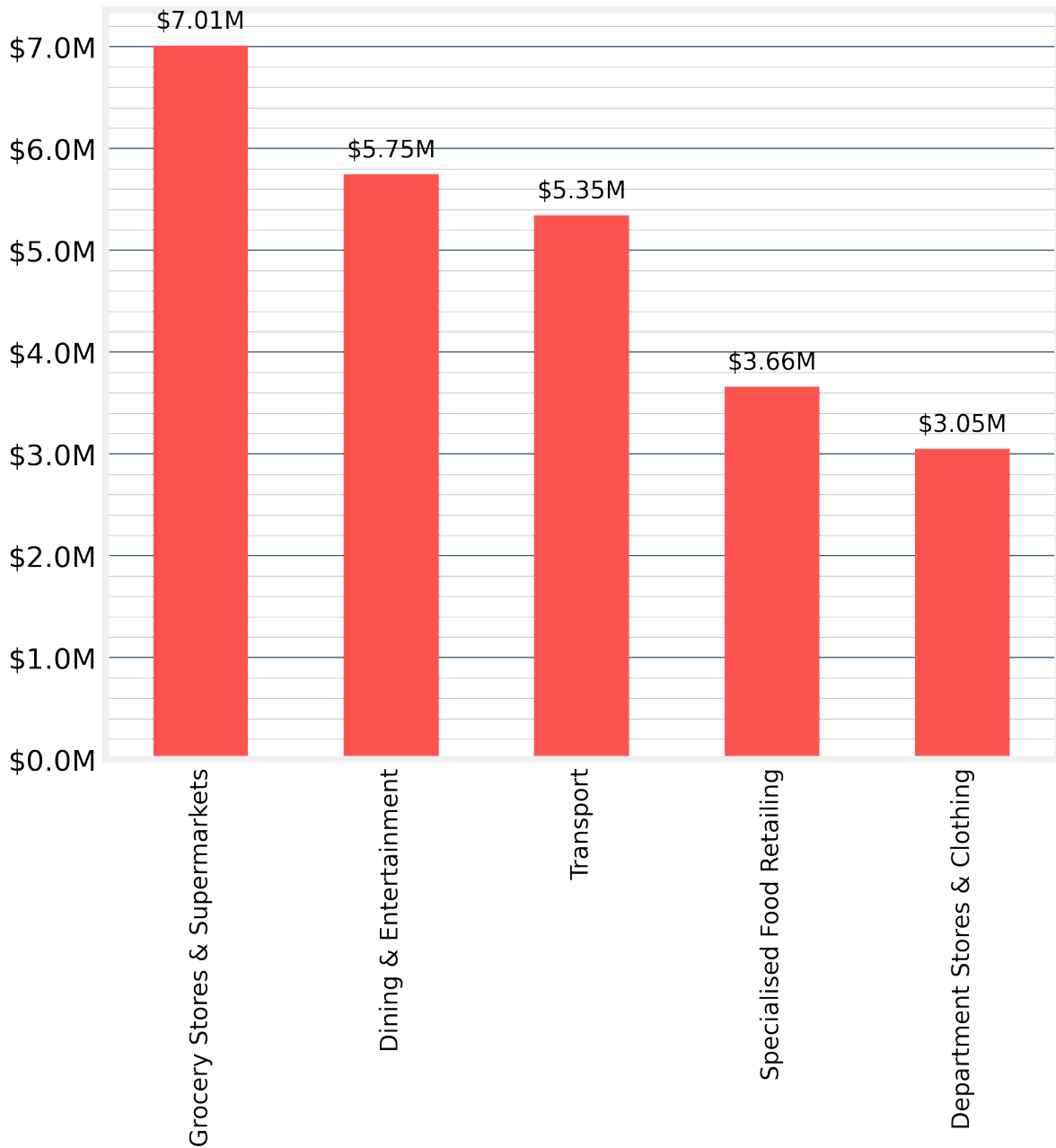


Over the last 57 months, the spending trend (as shown by the trendline in the Spendmapp app) for Resident Online Spend has been upwards.

Expenditure by Expenditure Category

The Top 5 Spending Categories for September 2023

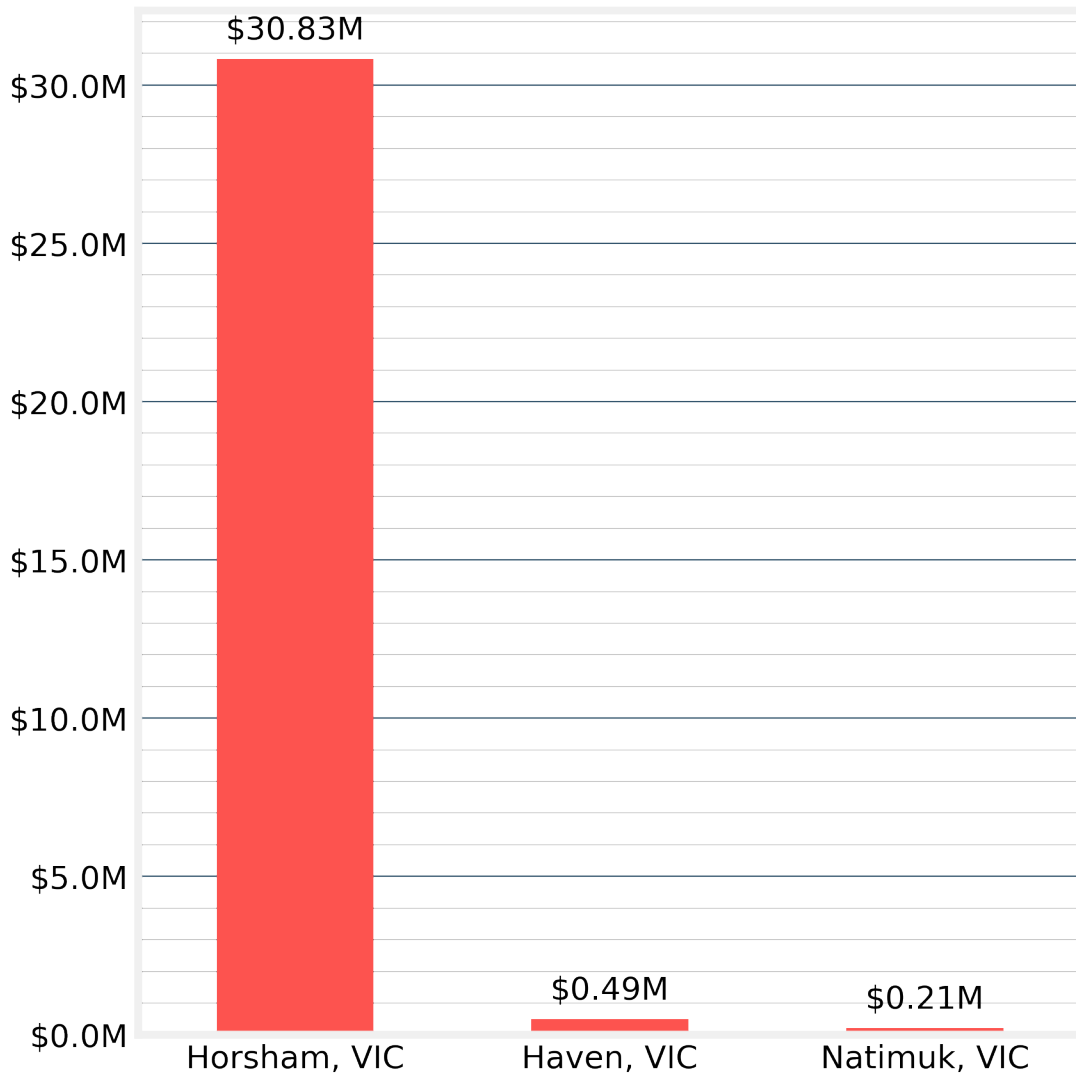
Total Local Spend split by the top 5 Expenditure Categories.



Spend by Origin and Destination

The Top 3 Suburbs by Total Local Spend for September 2023

Total Local Spend by Suburbs of destination (i.e. where the spending occurs)



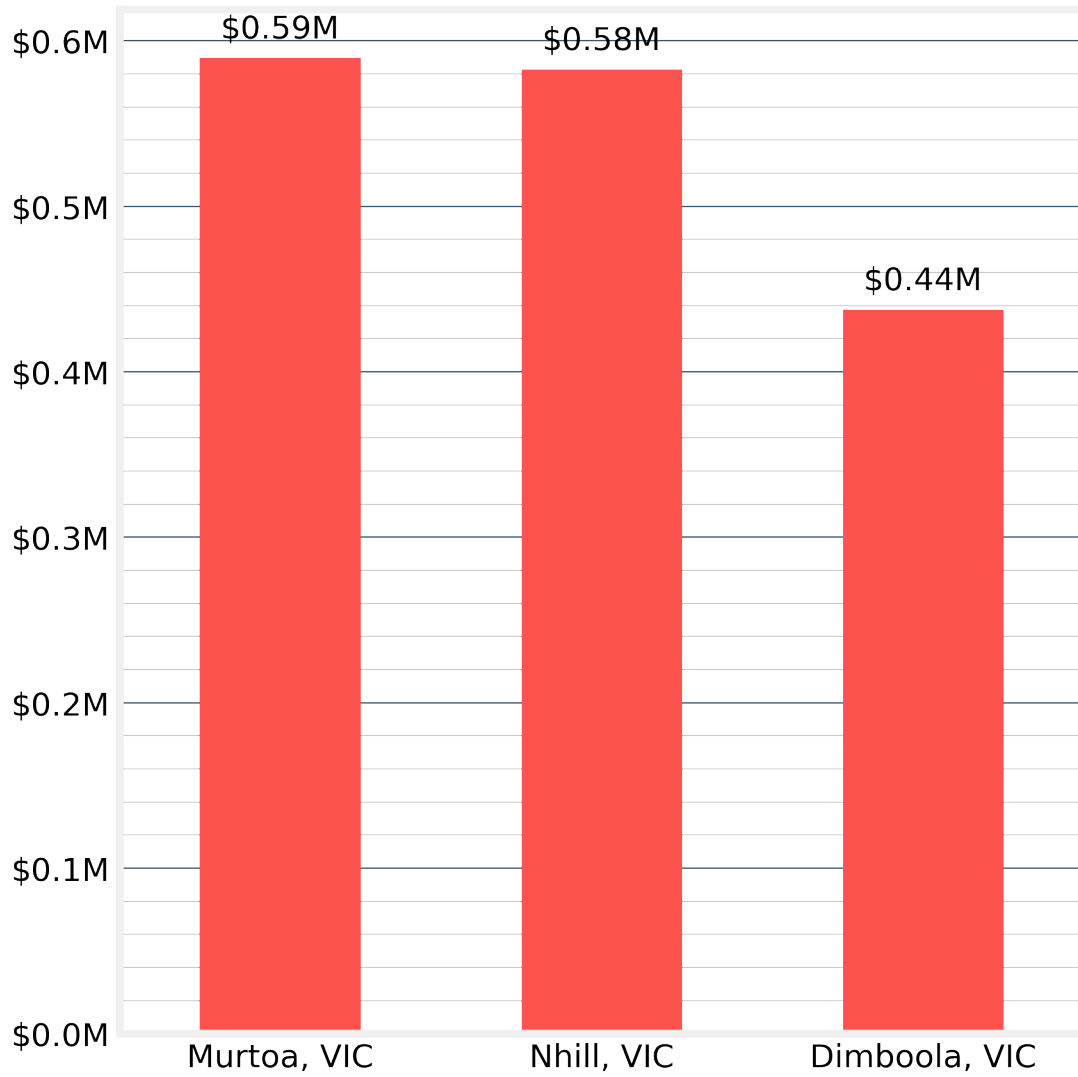
The Top 3 Suburbs by Resident Escape Spend for September 2023

Resident Escape Spend by destination Suburbs (i.e. where the spending goes to).



The Top 3 Suburbs by Visitor Local Spend for September 2023

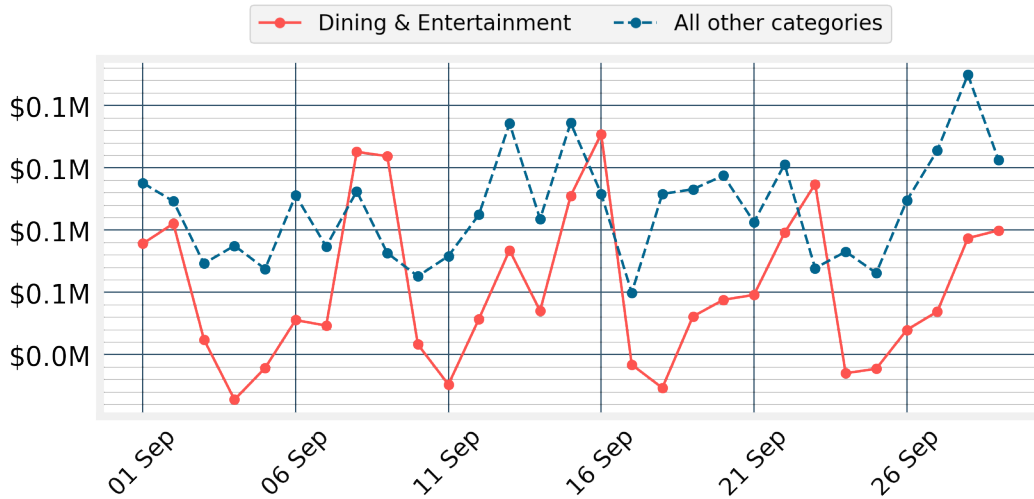
Visitor Local Spend by Suburbs of origin (i.e. where the visitors originate).



Night Time Economy

Night Time Economy for September 2023

The biggest spending night of the month of September 2023 was Thursday 28 September with Total Local Spend of \$0.3M. This was made up of \$0.1M in Dining and Entertainment spending and \$0.2M spending in all other categories.



Disclaimer

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**MINUTES OF INFORMAL MEETINGS OF COUNCILLORS
COUNCIL BRIEFING HELD IN THE COUNCIL CHAMBERS
WEDNESDAY 8 NOVEMBER 2023 AT 5:00PM**

TO ATTEND: Cr Robyn Gulline, Mayor; Cr P Flynn, Deputy Mayor; Cr D Bowe, Cr C Haenel, Cr L Power, Cr B Redden, Cr I Ross, Sunil Bhalla, Chief Executive Officer; Kevin O'Brien, Director Communities and Place; John Martin, Director Infrastructure

APOLOGIES: Kim Hargreaves, Director Corporate Services

ATTENDED BY: Cr Robyn Gulline, Mayor; Cr P Flynn, Deputy Mayor; Cr D Bowe, Cr C Haenel, Cr L Power, Cr B Redden (joined at 5:10pm), Cr I Ross, Sunil Bhalla, Chief Executive Officer; Kevin O'Brien, Director Communities and Place; John Martin, Director Infrastructure

1. WELCOME AND INTRODUCTION

2. DISCLOSURE OF CONFLICT OF INTEREST SEC 130 and 131, LOCAL GOVERNMENT ACT 2020 AND HORSHAM RURAL CITY COUNCIL GOVERNANCE RULES

Nil

3. PRESENTATIONS

3.1 Horsham Flight Hub Feasibility Study (Kevin) **Appendix 3.1** 5:00pm – 5:45pm
Attending: Stafford Consulting (Albert Stafford *virtual attendance*), Fiona Gormann

4. COUNCIL MEETING REPORTS FOR DISCUSSION

4.1 Fair Access Policy & Action Plan (Kevin) **Appendix 4.1** 5:45pm – 6:00pm

Attending: Mandy Kirsopp (*in person*)

4.2 4 Bin Review Policy Update (John) **Appendix 4.2** 6:00pm – 6:15pm

Attending: Rehan Majeed (*in person*)

4.3 Term of the Mayor (Sunil) **Appendix 4.3** 6:15pm

4.4 Election of the Mayor (Sunil) **Appendix 4.4**

4.5 Term of the Deputy Mayor (Sunil) **Appendix 4.5**

4.6 Election of the Deputy Mayor (Sunil) **Appendix 4.6**

4.7 Speech by Incoming Mayor (Sunil) **Appendix 4.7** 6:45pm

5. REPORTS FOR INFORMATION ONLY

5.1 Investment Attraction & Growth Report (Kevin) **Appendix 5.1**

5.2 VCAT/Planning/Building Update (Kevin) **Appendix 5.2**

6. GENERAL DISCUSSION (Sunil Bhalla)

7. CLOSE

The meeting closed at 7:00pm

DINNER

SUNIL BHALLA

Chief Executive Officer

**MINUTES OF INFORMAL MEETINGS OF COUNCILLORS
COUNCIL BRIEFING HELD IN THE COUNCIL CHAMBERS
MONDAY 13 NOVEMBER 2023 AT 5:00PM**

TO ATTEND: Cr Robyn Gulline, Mayor; Cr P Flynn, Deputy Mayor; Cr D Bowe, Cr C Haenel, Cr L Power, Cr B Redden, Cr I Ross, Sunil Bhalla, Chief Executive Officer; Kevin O'Brien, Director Communities and Place; John Martin, Director Infrastructure

APOLOGIES: Cr P Flynn, Deputy Mayor; Kim Hargreaves, Director Corporate Services

ATTENDED BY: Cr Robyn Gulline, Mayor; Cr D Bowe, Cr C Haenel, Cr L Power, Cr B Redden, Cr I Ross, Sunil Bhalla, Chief Executive Officer; Kevin O'Brien, Director Communities and Place; John Martin, Director Infrastructure

1. WELCOME AND INTRODUCTION

2. DISCLOSURE OF CONFLICT OF INTEREST SEC 130 and 131, LOCAL GOVERNMENT ACT 2020 AND HORSHAM RURAL CITY COUNCIL GOVERNANCE RULES

3. PRESENTATIONS

3.1 Wimmera Southern Mallee Development **5:00pm – 5:30pm**

Re: Programs and Activities Delivered

Attending: Chris Sounness (*in person*), Paul Geyer (*online*) & Fiona Gormann (*in person*)

3.2 Destination Management Plan **Appendix 3.2** **5:30pm – 6:00pm**

Attending: Marc Sleeman, Grampians Tourism & Fiona Gormann (*in person*)

3.3 Horsham South Structure Plan (Future Urban Structure) **Appendix 3.3** **6:00pm – 6:30pm**

Attending: Emily Killin Mesh Planning (*online*), Jasmine Butler (*online*)

& Fiona Gormann (*in person*)

3.4 Horsham Urban Renewal Project (Kevin) **Appendix 3.4** **6:30pm – 7:00pm**

Attending: Rebecca Finn (UrbanFold), Fiona Gormann & Joel Hastings (*in person*)

4. COUNCIL MEETING REPORTS FOR DISCUSSION

4.1 Quarterly Report against the Annual Action Plan **Appendix 4.1** **7:00pm – 7:15pm**

4.2 Plant Hire Tender (John) **Appendix 4.2** **7:15pm - 7:20pm**

5. GENERAL DISCUSSION (Sunil Bhalla)

- Community leadership program
- Vandalism of public toilets
- Nominating/seconding for Mayor/Deputy Mayor
- Moving amendments

6. CLOSE

8:10pm

DINNER

SUNIL BHALLA

Chief Executive Officer

MINUTES OF INFORMAL MEETINGS OF COUNCILLORS
COMMUNITY CONVERSATIONS HELD IN THE HAVEN HALL
ON MONDAY 20 NOVEMBER 2023 AT 5:48PM

TO ATTEND: Cr Robyn Gulline, Mayor; Cr P Flynn, Cr D Bowe, Cr C Haenel, Cr L Power, Cr B Redden, Cr I Ross, Sunil Bhalla, CEO; Kim Hargreaves, Director Corporate Services; John Martin, Director Infrastructure, Kevin O'Brien, Director Communities & Place

ATTENDED: Cr Robyn Gulline, Mayor; Cr D Bowe, Cr L Power, Cr B Redden, Cr I Ross, Sunil Bhalla, CEO; Kim Hargreaves, Director Corporate Services; John Martin, Director Infrastructure; Kevin O'Brien, Director Communities & Place; Melanie Janetzki, Co-ordinator Customer Service; Daniel Rees, Project Officer Community Inclusion

OTHER ATTENDEES: Royce Crawford, Rhonda Coffey, Wayne Adams, Sue Boddi, Robyn Adams, Allison Adams, Stuart Hall, Mary-Ellen Lamont, Elaine Milbourne, John Brack, Sue Ahern, Sue Exell

APOLOGIES: Cr Penny Flynn

1. WELCOME AND INTRODUCTION

The Mayor welcomed everyone to the meeting.

2. DISCLOSURE OF CONFLICT OF INTEREST SEC 130 and 131, LOCAL GOVERNMENT ACT 2020 AND HORSHAM RURAL CITY COUNCIL GOVERNANCE RULES

Nil

3. GENERAL QUESTIONS/ISSUES

Sunil Bhalla – provided an overview of the redevelopment of the resort adjacent to the Horsham Golf Course, the planning taking place for the Horsham bypass and that there will be a Council election next year.

John Martin – provided an overview of the waste review results, State Government Container Deposit scheme, Transfer Station Green Waste, Roads – Stawell Road intersection.

Kevin O'Brien – provided an overview of the Regional Sports Precincts Update, Early Years Plan Review – early childhood services, Play Spaces Study, Horsham South Structure Plan and the Housing Study.

Questions from the community added to the discussion throughout. These questions related to timeline for new sports precinct, timeline for funding on ANZAC Park, new and extended bicycle/walking tracks, turning lanes at Haven store and school, Children's Hub/Kindergarten, hall hire fees, improved playground equipment and state of council roads.

4. TEA/COFFEE/SUPPER AND INFORMATION DISCUSSIONS

The meeting closed at 7.14 pm

**ARBITRATION PURSUANT TO DIVISION 5 OF PART 6 OF THE
LOCAL GOVERNMENT ACT 2020**

**Internal Arbitration Process
HORSHAM RURAL CITY COUNCIL
(IAP 2023 - 9)**

Applicant: Councillor Ian Ross

Respondent: Councillor Robyn Gulline

Arbiter: Noel Harvey OAM

DETERMINATION.

The Arbiter determined that Cr. Robyn Gulline did not breach the prescribed standards of conduct, and therefore no findings of misconduct have been made.

As there have been no breaches of the prescribed standards of conduct, the Arbiter has dismissed the Application.

The "standards of conduct" are set out in Schedule I to the Local Government (Governance and Integrity) Regulations 2020. A copy is attached as Appendix A.

Hearings

The Internal Arbitration Process comprised of a Directions Hearing on 24th August 2023 held at the Horsham Rural City Council office.

The Full Hearing was held at Horsham Rural City Council office on 10th October 2023.

DECISION AND STATEMENT OF REASONS

BACKGROUND and EVIDENCE

1. The applicant in this matter is Cr. Ian Ross.
2. The respondent is Cr. Robyn Gulline.
3. On 11 June 2023 Cr Ross made an application under s 143 of the *Local Government Act 2020* (the Act) for an internal arbitration process to make a finding of misconduct against Cr. Robyn Gulline in relation to an exchange between Cr. Gulline in her role as Mayor of Horsham Rural City Council, and Horsham resident Mr. Bart Turgoose.
4. A second claim was made in relation to Cr. Gulline's attendance at a City Band function held on 23rd April 2023.
5. Cr Ross made the application following the receipt of a letter from Mr. Bart Turgoose regarding a conversation with Cr. Gulline at the Horsham College Debutant Ball on 31st March 2023 and at a subsequent encounter on 23 April 2023.
6. Based on the letter from Mr Turgoose, Cr. Ross alleged that Cr. Gulline had engaged in conduct that was abusive, threatening and intimidating towards a member of the public. Cr. Ross did not witness the alleged conduct.
7. The letter of complaint from Mr Turgoose alleged that "*Cr. Gulline approached me and proceeded to intimidate and chastise me regarding my Facebook posts.....*" and "*accused me of spreading misinformation about council.....*"
8. Mr Turgoose further claimed in his letter that "*Cr. Gulline's behaviour during this interaction was condescending and disrespectful...*".
9. Mr Turgoose claimed that at a later community function held on 23rd April 2023, "*Cr. Gulline stood behind me in what I perceived was a deliberate attempt to intimidate me*".
10. Cr. Ross acknowledged he had not witnessed these events.

11. Based on the letter from Mr. Turgoose, Cr. Ross alleged that Cr. Gulline's behaviour breached the standards of conduct set out in schedule 1 of the Local Government (Governance and Integrity) Regulations 2020 (the Standards of Conduct) and therefore constituted misconduct under the Act.
12. Cr. Ross acknowledged that as the applicant, he had not witnessed the events which were the subject of the application but had received a letter of complaint from Mr. Turgoose and felt duty bound lodge the application.
13. The letter of complaint from Mr. Turgoose was submitted as part of application IAP 2023-9.
14. The alleged breach occurred at the Horsham College Debutant Ball on 31st March 2023. The ball was attended by a large crowd of people.
15. Mr Turgoose claims that during a private conversation between himself and Cr. Gulline after the official event had concluded, Cr Gulline behaved in a manner that was *".....condescending and disrespectful."* Mr. Turgoose claimed that several people who witnessed the conversation expressed their concern for him following the conversation.
16. Mr Turgoose claimed he felt *"intimidated and was chastised"* during the conversation.
17. Mr. Turgoose further claimed that at a later incident during an outdoor performance of the Horsham City Band on 23rd April 2023, Cr. Gulline made deliberate attempts to intimidate and bully him. This complaint was withdrawn during the hearing.
18. Cr. Ross tabled several Statutory declarations from individuals who witnessed the conversation. None of the witnesses actually heard the conversation but it was generally observed to be animated.
19. Cr. Ross claimed that he understood the conversation was *"very close contact and the finger was very much pointing"*. Cr. Ross tabled to a 0.02sec video as evidence of this interaction.
20. Cr. Gulline indicated the video was less than 1 second, edited and out of context.
21. Cr. Ross acknowledged that the evidence is only based on body language as no one heard the conversation other than Mr. Turgoose.
22. It was clear that Cr. Gulline was attending the ball in her role as Mayor of Horsham Rural City Council and was acting in an official capacity. Cr. Gulline agreed.

23. Cr. Ross acknowledged there is a history of infighting and ongoing cultural issues within the Horsham Rural City Council resulting in a lack of respect for different ideas.
24. During his remarks Cr. Ross claimed the community was unhappy with the performance of the Council and this complaint was further evidence of the dissatisfaction demonstrated in the recent Council Satisfaction Survey.
25. This was disputed by Cr. Gulline.
26. Cr. Ross tendered the CV of Mr Turgoose.
27. Cr. Ross described Mr Turgoose as an energetic, likable young man who is active in the community and has announced his intention to stand for council in the 2024 elections. Mr Turgoose has strong views on many local issues and can reasonably be described as a community activist.
28. Prior to hearing from Mr. Turgoose, Cr. Gulline acknowledged the conversation was *"a bit heated on both sides"* and that *"we hold very different views"*.
29. Cr. Ross spoke to the tabled Statutory Declarations. He acknowledged they were interpretations based on observations which may not be fully accurate.
30. Cr. Ross called Mr. Turgoose as a witness who had a prepared statement.
31. Cr. Ross had submitted a CV of Mr. Turgoose and Mr. Turgoose spoke to his background and community activities. He spoke about a number of matters where he disagreed with Council decisions, and his attendance at the Debutant Ball.
32. Regarding his conversation with Cr. Gulline he said, *"... I'm a pretty good reader of body language, and I could tell that she was quite frustrated at me, and I don't know whether it was that I had upset her or what had happened, but that was how I took it"*.
33. Mr. Turgoose said *"This incident left me feeling embarrassed, intimidated, as it occurred in a wholly inappropriate context and way. What was supposed to be a night of celebration turned sour with my family and friends and past teachers expressing their concern for my well-being"*.
34. On being questioned by Cr. Ross, Mr Turgoose said he *"felt intimidated in a way because I didn't know what to do because I was in front of so many people and it was like just happening. Like what - - I didn't know what to do, and I would say that the way that Robyn presents herself with her body language, it was quite - I found it quite aggressive, yes. I felt intimidated was definitely the word I would use"*.
35. While discussing a range of issues he has with council Mr. Turgoose claimed he believed the council was very dysfunctional in the way they behave.

36. Cr. Ross explained that it's not necessarily words that are spoken, but also the way in which they are spoken, the methodology. He believed this is reflected in the Local Government Act and regulations.
37. Cr. Ross acknowledged that councillors develop a "*thick skin*" which Mr. Turgoose may not have at his stage of life experience.
38. Mr Turgoose spoke of his personal experiences which may have influenced his reaction to the conversation and the perceived lack of respect.
39. Cr. Gulline proceeded to ask several questions regarding the conversation and the context.
40. When asked, Mr. Turgoose was unable to recall much of what was discussed until he was reminded/questioned by Cr. Gulline of several matters they spoke about.
41. Cr. Gulline indicated that she had pointed out a number of factual errors and claims made by Mr Turgoose on Facebook and in statements to the local paper.
42. Cr. Gulline claimed to have complimented Mr. Turgoose on his knowledge and didn't recall ever getting heated or upset.
43. Cr. Gulline claimed to have said it was a good idea to check the facts before putting out posts or statements. Mr. Turgoose agreed that this was said.
44. Mr Turgoose claimed the conversation was very much one way, however Cr. Gulline clearly had a different view.
45. When questioned in detail about the conversation and the various topics covered Mr. Turgoose acknowledged his recollections may not be entirely accurate. Cr. Ross stated this was because Mr. Turgoose was under considerable stress.
46. Cr. Gulline expressed her disappointment at the reaction of Mr. Turgoose citing her many offers of support to Mr. Turgoose in the past, some of which she outlined.
47. Cr. Gulline described many past conversations with Mr. Turgoose on a wide range of matters. These were acknowledged by Mr. Turgoose.
48. Cr. Ross called a further witness. A long-standing and active member of the community who has acted as a mentor to Mr. Turgoose.
49. The witness spoke to the character of Mr. Turgoose and her many areas of community activity, some of which brought her into conflict with Council.

50. Whilst she attended the ball, the witness did not observe the conversation which is the subject of this application.
51. The witness spoke about past conversations and interactions with Cr. Gulline and a later conversation with Mr. Turgoose regarding the conversation at the Debutant Ball. The witness believed that Mr Turgoose was upset by the conversation.
52. In her response to the application, Cr. Gulline described her personality and provided evidence of her integrity she described herself as genuine and honest. Citing recent conversations with acquaintances that said, *"You are forthright, which some people find very confronting."*
53. Cr. Gulline said *"that in no way means I'm disrespectful. I'm just very honest and blunt in my delivery. That is not in any way to infer that I am disrespectful"*.
54. Cr. Gulline rejected outright many of the claims made by Mr. Turgoose and detailed her recollection of the conversation with Mr. Turgoose.
55. Cr. Gulline claimed *"My sole motivation in pursuing this conversation and offering well-intentioned advice to Mr Turgoose was to help him get elected. I was concerned with some of the posts that he put up that he was going to tarnish his reputation if he continued down that path for the next 18 months, particularly when not all of his statements on Facebook were factually correct"*.
56. Cr. Gulline responded to the allegation of bullying in the application at a later event by the Horsham City Band.
57. The applicant withdrew this alleged breach claiming it was just intended as context.
58. In her presentation Cr Gulline referred to three bodies of work by Laney & Loftus, (2023). Wixted et al (2018). and Kopietz et al (2009). These works relate to personal bias, perception, and memory bias. These documents were not tendered and have not been read or considered as part of this hearing.
59. Cr. Gulline believes she politely and respectfully offered well intentioned and constructive feedback in a private conversation with Mr. Turgoose.
60. Cr. Gulline stated that none of the evidence presented to the hearing substantiates that she had breached any of the Standards of Conduct.
61. In closing, Cr. Ross stated that during the lunch break he had Googled "Body Language" which he found *"enlightening"*.
62. Cr. Ross stated he should have done some more research before the hearing because *"it's a very important point how that body language is perceived, and that's the basis of the evidence of the other five statutory declarations and the impact that it had on Mr Turgoose"*.

63. Concluding, Cr. Gulline said *“I genuinely wanted to help him, and my offers of help were genuine. And they're still standing. I don't know what's going to happen in the next term of Council, but if Mr Turgoose and I end up on Council together, I absolutely would be happy to work with him and helping get in that role. Maybe finds my manner a bit confronting when I say things that he doesn't like or agree with, and that's okay. You know, we are entitled to different opinions, and just because I say something he didn't like, or I didn't agree with doesn't mean I was disrespectful”*.

CONCLUSION.

On the material provided to me I accept that the conversation between Mr. Turgoose and Cr. Gulline may have been robust, but the evidence provided does not support Cr. Ross' allegations that the behaviour of Cr Gulline was abusive, threatening or intimidating. It is important to note that nothing in the Standards of Conduct is intended to limit, restrict, or detract from robust public debate in a democracy.

I accept that no one other than the two participants heard the private conversation between Cr. Gulline and Mr. Turgoose.

I find both Mr. Turgoose and Cr. Gulline to be equally credible witnesses in this matter and based on the balance of probability I am unable to find that a breach of the Standards of Conduct has occurred.

I note the matter relating to the Horsham City Band function on 23rd April 2023 was withdrawn by the applicant.

Based on the evidence provided by the applicant in relation to body language, I am unable to find it constitutes a breach of the Standards of Conduct

Given the lack of any evidence to the contrary, I accept the respondent's evidence that she did not raise her voice during the conversation and that any perceived threat or aggression was unintended.

Noel Harvey OAM

Arbiter

Dated: 15 November 2023.

APPENDIX A

Local Government (Governance and Integrity) Regulations 2020
S.R. No. 116/2020

Schedule 1—Standards of conduct

Regulation 12

1. Treatment of others

A Councillor must, in performing the role of a Councillor, treat other Councillors, members of Council staff, the municipal community and members of the public with dignity, fairness, objectivity, courtesy and respect, including by ensuring that the Councillor—

- (a) takes positive action to eliminate discrimination, sexual harassment and victimisation in accordance with the **Equal Opportunity Act 2010**; and
- (b) supports the Council in fulfilling its obligation to achieve and promote gender equality; and
- (c) does not engage in abusive, obscene or threatening behaviour in their dealings with members of the public, Council staff and Councillors; and
- (d) in considering the diversity of interests and needs of the municipal community, treats all persons with respect and has due regard for their opinions, beliefs, rights and responsibilities.

2. Performing the role of Councillor.

A Councillor must, in performing the role of a Councillor, do everything reasonably necessary to ensure that the Councillor performs the role of a Councillor effectively and responsibly, including by ensuring that the Councillor.

- a) undertakes any training or professional development activities the Council decides it is necessary for all Councillors to undertake in order to effectively perform the role of a Councillor; and
- (b) diligently uses Council processes to become informed about matters which are subject to Council decisions; and
- (c) is fit to conscientiously perform the role of a Councillor when acting in that capacity or purporting to act in that capacity; and
- (d) represents the interests of the municipal community in performing the role of a Councillor by considering and being responsive to the diversity of interests and needs of the municipal community.

3. Compliance with good governance measures.

A Councillor, in performing the role of a Councillor, to ensure the good governance of the Council, must diligently and properly comply with the following.

- (a) any policy, practice or protocol developed and implemented by the Chief Executive Officer in accordance with section 46 of the Act for managing interactions between members of Council staff and Councillors;
- (b) the Council expenses policy adopted and maintained by the Council under section 41 of the Act;
- (c) the Governance Rules developed, adopted, and kept in force by the Council under

section 60 of the Act;

(d) any directions of the Minister issued under section 175 of the Act.

4. Councillor must not discredit or mislead Council or public.

(1) In performing the role of a Councillor, a Councillor must ensure that their behaviour does not bring discredit upon the Council.

(2) In performing the role of a Councillor, a Councillor must not deliberately mislead the Council or the public about any matter related to the performance of their public duties.

5. Standards do not limit robust political debate.

Nothing in these standards is intended to limit, restrict or detract from robust public debate in a democracy.