

# AGENDA

MEETING OF THE  
**HORSHAM RURAL CITY COUNCIL**

To be held on

**22 April 2024**

**At 5.30pm**

In the

**Council Chamber, Civic Centre**

**18 Roberts Avenue, HORSHAM**



**COUNCILLORS are respectfully requested to attend the Council Meeting  
of the Horsham Rural City Council to be held on 22 April 2024  
in the Council Chamber, Civic Centre, Horsham at 5.30pm**

**Order of Business**

**PRESENT**

**ALSO IN ATTENDANCE**

**1. PRAYER**

Almighty God, we pledge ourselves to work in harmony for, the social, cultural and economic well-being of our Rural City. Help us to be wise in our deliberations and fair in our actions, so that prosperity and happiness shall be the lot of our people. AMEN

**2. ACKNOWLEDGEMENT OF COUNTRY STATEMENT**

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, both 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.

**3. OPENING AND WELCOME**

Chairman, Cr Robyn Gulline formally welcomed those in attendance to the meeting. The Mayor advised that the meeting will be recorded to maintain a video archive, which will be available on the Horsham Rural City Council website as soon as practicable.

**Chairman, Cr Robyn Gulline read the following statement:**

My role as Mayor is to ensure the Council meeting is conducted in accordance with the Council's Governance Rules (sub rule 69.2). Members of the public do not have a right to address Council and may only do so with the consent of the Chair or by prior arrangement (sub rule 69.1). It is important for a successful Council meeting that the members of the gallery respect the setting and do not disrupt the meeting, particularly during the debate and discussion on Council items (sub rule 69.3). If required, as Chair, I may order the removal of any person (other than a Councillor) who disrupts the meeting or fails to comply with sub rule 69.2 (rule 70).

**4. APOLOGIES**

**5. LEAVE OF ABSENCE REQUESTS**

## 6. CONFIRMATION OF MINUTES

### Recommendation

That the minutes emanating from the Council Meeting of the Horsham Rural City Council held in the Council Chamber, Civic Centre, Horsham at 5.30pm on 25 March 2024 be adopted.

## 7. CONFLICTS OF INTEREST

### Declarations of Interest

A Councillor who has declared a conflict of interest, must leave the meeting and remain outside the room while the matter is being considered, or any vote is taken.

### Members of Staff

Under Section 130 of the *Local Government Act 2020*, officers or people engaged under contract to the Council providing a report or advice to Council must disclose any conflicts of interests in the matter, including the type of interest.

**8. PUBLIC QUESTION TIME**

**REPORTS FOR COUNCIL DECISION ..... 6**

**9. OFFICERS REPORTS ..... 6**

9.1 PLANNING SCHEME REVIEW 2024.....6

9.2 HORSHAM AND NATIMUK HOUSING DIVERSITY AND AFFORDABILITY STRATEGY ..... 14

9.3 HORSHAM REGIONAL MUSEUM..... 19

9.4 HORSHAM RURAL CITY URBAN RENEWAL PROJECT ..... 24

9.5 ANNUAL ACTION PLAN YEAR 3: 2024-2025 ..... 30

9.6 RISK MANAGEMENT POLICY AND FRAMEWORK ..... 34

9.7 COUNCIL EXPENSES POLICY ..... 38

**REPORTS FOR INFORMATION ..... 42**

9.8 INVESTMENT ATTRACTION AND GROWTH DEPARTMENT REPORT ..... 42

9.9 CHIEF EXECUTIVE OFFICER’S OPERATIONAL REPORT ..... 50

**10. COUNCILLOR REPORTS AND ACKNOWLEDGEMENTS ..... 53**

**11. URGENT BUSINESS..... 55**

**12. PETITIONS AND JOINT LETTERS ..... 56**

**13. PROCEDURAL BUSINESS..... 57**

13.1 INFORMAL MEETINGS OF COUNCILLORS – RECORD OF MEETINGS..... 57

13.2 SEALING OF DOCUMENTS..... 57

13.3 INWARD CORRESPONDENCE..... 57

13.4 COUNCIL COMMITTEE MINUTES ..... 57

**14. NOTICE OF MOTION..... 58**

**15. CONFIDENTIAL MATTERS ..... 58**

15.1 AUDIT AND RISK COMMITTEE UPDATES.....  
*Defined as confidential information in accordance with Local Government Act 2020 - Section 3(1)(f) –Personal Information*

15.2 COMMINGLED TRANSPORT AND PROCESSING .....  
*Defined as confidential information in accordance with Local Government Act 2020 - Section 3(1)(g) – Private Commercial Information*

15.3 DOOEN LANDFILL FIRE – INSURANCE CLAIM .....  
*Defined as confidential information in accordance with Local Government Act 2020 - Section 3(1)(a) –Council business information*

15.4 CEO EMPLOYMENT AND REMUNERATION COMMITTEE REPORT: APRIL 2024.....  
*Defined as confidential information in accordance with Local Government Act 2020 - Section 3(1)(f) –Personal Information*

**CLOSE**



SUNIL BHALLA  
 Chief Executive Officer

## REPORTS FOR COUNCIL DECISION

### 9. OFFICERS REPORTS

#### 9.1 PLANNING SCHEME REVIEW 2024

<b>Author's Name:</b>	Kirsten Miller	<b>Director:</b>	Kevin O'Brien
<b>Author's Title:</b>	Strategic Planner	<b>Directorate:</b>	Communities and Place
<b>Department:</b>	Investment Attraction and Growth	<b>File Number:</b>	F24/A06/000001

##### Officer Conflict of Interest

Officer disclosure in accordance with *Local Government Act 2020* – Section 130:

Yes  No

**Reason:** Nil

##### Status

Defined as confidential information in accordance with *Local Government Act 2020* – Section 3(1):

Yes  No

**Reason:** Nil

#### Appendix

The Planning Scheme Review 2024 (**Appendix 9.1A**)

#### Purpose

To seek Council adoption of the Horsham Planning Scheme Review 2024 (the review) **Appendix 9.1A** and to resolve to commence a planning scheme amendment (Amendment), by:

1. Preparing the Amendment in accordance with Ministerial Direction 11 on the Form and Content of Planning Schemes.
2. Seeking Authorisation from the Minister for Planning to commence Exhibition under section 17, 18, 19 of *Planning and Environment Act 1987*.

#### Summary

- A review of the local content of the Horsham Planning Scheme has been undertaken. This review ensures Council is meeting its legislative requirements, and that the planning scheme remains relevant, cohesive and aligns with State and Local Government policy directions.
- A key output of the review included a Strategic Planning workplan that will support gaps in our planning scheme and key priorities to address land use planning matters important to our region.
- The review also identified necessary changes throughout the local content which will need to be implemented through a formal planning scheme amendment process.

#### Recommendation

That Council:

1. Adopt the Horsham Planning Scheme Review 2024 and forward to the Minister for Planning as required by section 12B of the *Planning and Environment Act 1987*.
2. Resolve to commence a planning scheme amendment to update and implement the Horsham Planning Scheme in accordance with the findings of the Horsham Planning Scheme Review 2024.

## REPORT

### Background

#### Legislative and policy context

The *Horsham Planning Scheme* is a statutory document under the *Planning and Environment Act 1987*. It sets out objectives, policies and provisions for the use, development, and protection of land within the municipality.

#### Planning and Environment Act 1987

Section 12B of the Planning and Environment Act 1987 requires a planning authority (in this case the Rural City of Horsham) to review its planning scheme no later than one year after each date by which it is required to approve a Council Plan under Section 90 of the *Local Government Act 2020*. The review must therefore be completed and submitted to the Minister for Planning without delay. The purpose of the review is to ensure the continued effectiveness and efficiency of the planning scheme.

#### Council Plan

The current Council Plan was adopted by Council on the 20 October 2021. The plan includes the Community Vision and outlines what Council seeks to achieve in its term of office in line with the vision and that is consistent with the requirements of the Local Government Act 2020.

One of the roles of the planning scheme review process is to ensure alignment between the Council Plan and planning scheme.

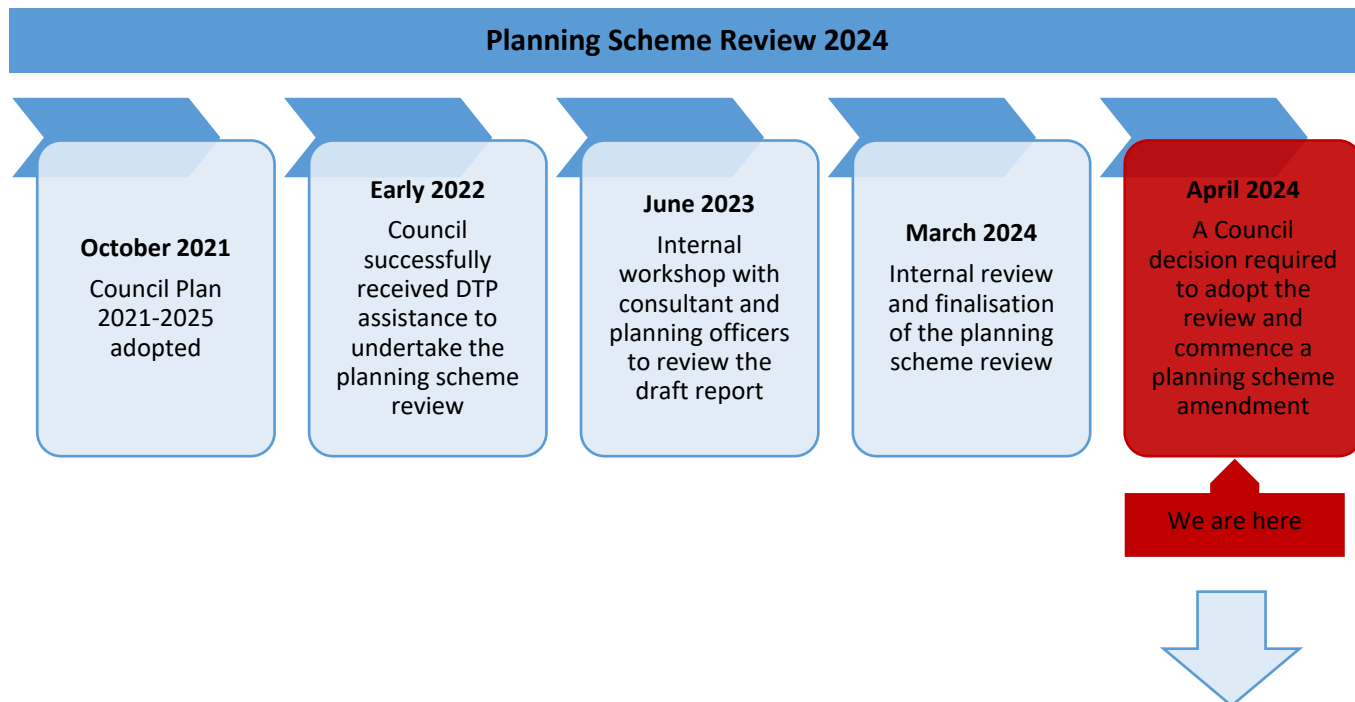
#### How the review has been undertaken

The Council Plan was adopted in October 2021, following this in November 2021, Council sought and was successful in obtaining an application through the Regional Planning Hub to carry out a Planning Scheme Review. The resources received from the Regional Planning Hub provided Council with the assistance needed to:

1. Prepare the Planning Scheme Review report.  
The report looks at state policy directions and local content and identifies the changes needed.

The objective of the review was to ensure that the Horsham Planning Scheme remains relevant, meets community needs, and aligns with State and Local Government policy. Future and current strategic work has been outlined in the review.

Project status



**Planning Scheme Amendment**

**Discussion**

Key Findings

Overall, the review has found that the Horsham Planning Scheme is operating effectively, but there are many opportunities to improve the drafting of individual controls to sharpen them and make them more effective. A lot of this work will not require a high level of resource and will be able to be done through ongoing ‘housekeeping’ amendments.

An independent consultant engaged to undertake the review has identified that “Council has achieved a great deal in the last three years in the strategic planning space, including the completion of the City to River Masterplan, the commencement of the Horsham South Structure Plan, Urban Renewal Project, Corrections Amendment, and Flood Amendment (implementation of six flood studies). Work is also underway to address housing and settlement issues, review the Open Space Strategy and progress the 2014 Heritage Study”.

The review found that work responding to many of the key themes for our region are now complete or are currently underway through Council’s current strategic planning work plan, such as the Horsham and Natimuk Housing Diversity and Affordability Strategy and the Heritage Planning Scheme Amendment.

The review has identified a number of strategies that have been prepared by Council and require review and implementation into the Horsham Planning Scheme, as well as various changes that are required to be made to the Horsham Planning Scheme (Scheme) to meet State and Local Government policies, and to meet the Ministerial Direction on the Form and Content of Planning Schemes. These changes are administrative and do not change the overall intent of the Planning Scheme.



Some of the changes identified in the review include factual changes to the Municipal Planning Strategy (MPS), to conform with recent Australian Bureau of Statistics Data (ABS), economic data and the current Council Plan 2021-2025. The review also identifies an audit of local and regional strategies, policies and plans that have occurred since the last Planning Scheme Review occurred in 2010.

### Review methodology

This review was funded by Regional and Rural Hubs at the Department of Transport and Planning. The Hub has developed “A good practice guide to planning scheme reviews” which sets out a four stage process for reviewing planning schemes and was used for the Horsham Planning Scheme Review. The review process evaluates the scheme to:

- Identify major issues facing the municipality.
- Demonstrate how the planning scheme implements state policy.
- Assess the performance of the planning scheme against the Ministerial Direction on the Form and Content of Planning Schemes.
- Document the work that has been completed or carried out since the last review of the Scheme and any additional work required to strengthen the direction of the Scheme.
- Assess the performance of the planning scheme by reviewing planning permit data, VCAT decisions and planning panel reports.
- Outline the consultation process undertaken and any outcomes of this.
- Make recommendations from the review including:
  - Suggested changes to the local objectives and strategies of the local content
  - Suggested changes to the Victoria Planning Provision (VPP) tools (such as zones, overlays, or local policy) to achieve the strategies and ensure the objectives and outcomes are being met.
  - New strategic work needed for future policy development or changes to the provisions of the Scheme.
  - Suggested changes to improve the schemes operation and planning processes.
  - Identifying any planning application or other data that may need to be collected to inform the next review.

### Review inputs

Extensive background work has been undertaken to inform the review. The key inputs informing the review include:

- Feedback from council officers who implement the Planning Scheme through statutory processes under Council’s delegation.
- An audit (using templates provided in “A good practice guide to planning scheme reviews”) of each local provision in the Horsham Planning Scheme to assess whether it complies with the Ministerial Direction on the Form and Content of Planning Schemes.
- Audit of the previous *Planning Scheme Review from 2010* and identification of tasks that have not yet been completed and are still important.
- Review of policy and legislative reforms, including major planning scheme amendments (State and Local).
- Review of recently completed work by Council, and identification of policy contained in them that should be translated into the planning scheme.
- Audit of all planning scheme provisions including zones, overlays, and particular provisions.
- A review of Planning Panel Reports and VCAT decisions that have policy implications.

### *Review Findings*

The review sets out four types of recommendations:

- 1 Changes that should be made to the planning scheme now to ensure compliance with the Ministerial Direction on the Form and Content of Planning Schemes, alignment with the Council Plan, and introduce recently completed strategic work that has been adopted by Council.
- 2 A list of further strategic work that should be undertaken over the next four years to improve the effectiveness and efficiency of the planning scheme (see next section of this report).
- 3 Suggested process improvements to improve the performance of the planning scheme.
- 4 Advocacy actions that should be taken up with the Victorian Government or statutory authorities to progress planning issues that are outside the scope of what Council can achieve. This includes:
  - a. Request that state government and GWMWater review and update the planning controls for Water Supply Areas and Irrigation Areas.
  - b. Request the State Government update flood mapping in the planning scheme to reflect the most up to date data.
  - c. Request the State Government implement the recommendations of the South West Landscape assessment into the planning scheme.
  - d. Advocate to the State Government to develop fit for purpose development contributions mechanisms for rural and regional councils.

Overall, the review has found that the Scheme is operating well, however there is opportunity for improvement, particularly in relation to settlement planning. Council is addressing this currently with the preparation of the Horsham and Natimuk Housing Diversity and Affordability Strategy.

### Top priorities for Council – further strategic work

The review has identified the following top priorities for Council over the next four years:

- Implementation of existing strategies and projects currently in progress including Horsham South Structure Plan, Urban Renewal Plan, Greening Greater Horsham, Wartook Valley Strategy, and the Heritage Study.
- Preparing the Horsham and Natimuk Housing Diversity and Affordability strategy (Housing Strategy) which addresses character issues and supports a more diverse housing mix, while accommodating the projected growth to HRCC. This should be used to apply the residential zone schedules appropriately.
- Developing a settlement hierarchy and settlement boundaries through a Rural Land Use Strategy, to provide direction on the level of change expected in each settlement and prevent residential development in the Farming Zone by directing it to existing settlements.
- Updating existing heritage place citations, implementing heritage studies that have been completed and undertaking a heritage places gap assessment.
- Improving the drafting of existing schedules in the planning scheme to clarify objectives, strategies, and requirements.

The aim is to create more user friendly and specific ordinance to better guide applicants and decision making.

### Next Steps

1. Request authorisation to undertake exhibition of the amendment from the Minister for Planning
2. Upon authorisation, exhibit the Amendment.
3. Following exhibition, Council will be presented with the submissions and recommendations for how to proceed.
4. Consider the further strategic work program through the budget process.
5. Undertake advocacy actions identified.

### **Options to Consider**

Option 1 (as recommended by this report). That Council adopt the *Horsham Planning Scheme Review 2024* and resolve to commence a Planning Scheme Amendment to update and implement the Horsham Planning Scheme in accordance with the findings of the *Horsham Planning Scheme Review 2024*.

#### Other options

Council could resolve to not adopt the Horsham Planning Scheme Review 2024 or resolve not to commence the planning scheme amendment.

### Implications

Option 1 is recommended by this report.

Adoption of the review is required to provide certainty for the development industry, community, and Council about the future strategic work program.

A resolution to commence the Planning Scheme Amendment process is required so that a formal planning scheme amendment process can be prepared.

Other options are not recommended because these options would:

- Prevent the review from being formalised, all councils are required to undertake a review of their planning schemes as a requirement under Section 12B of the *Planning and Environment Act 1987*
- Without Council support, Council cannot seek authorisation to prepare and exhibit a Planning Scheme Amendment.

There are no other options.

### **Sustainability Implications**

Not applicable.

### **Community Engagement**

Community engagement will be undertaken as part of the formal Planning Scheme Amendment process, where an engagement plan will be developed to ensure the community will have an opportunity to provide feedback on the Planning Scheme Review. Community consultation is part of the public exhibition process for an amendment, which is required under *the Planning and Environment Act 1987*.

The community also have an opportunity to input into the Council budget process which will set the priority for further strategic work that has been identified against other priorities of the Council.

In addition to this, further community engagement will be undertaken as part of the future strategic work identified in the key findings section of this report as the projects are funded and rolled out.

### **Innovation and Continuous Improvement**

The Implementation of the review into the Horsham Planning Scheme, through undertaking an Amendment helps to ensure that Council is performing well and ensures that the Horsham Planning Scheme is operational and complies with current policy and practices.

### **Collaboration**

Council collaborated with the Department of Transport and Planning Rural and Regional Planning Hub and land use planning consultants to prepare the review and prepare for an Amendment. The Rural and Regional Planning Hub is a program which is part of DTP that is available to assist regional planners by providing support and resources.

An internal working group of Council officers was established to oversee the finalisation of the review.

### **Financial Implications**

Any additional costs required to carry out a Planning Scheme Amendment or actions identified through the review will be considered as part of future Council budget processes.

### **Regional, State and National Plans and Policies**

The following regional, state, or national plans or policies are applicable to the project:

- Horsham Planning Scheme
- *Planning and Environment Act 1987*
- Country Plan: Growing what is good (Barengi Gadjin Land Council, 2017)
- Victorian Housing Statement (State Government Victoria, 2023)
- Wimmer Southern Mallee Growth Plan (State Government Victoria, 2014)

### **Council Plans, Strategies and Policies**

The following Council plans, policies and strategies were reviewed as part of the Planning Scheme Review, to determine whether there were necessary updates to the Planning Scheme, or further strategic planning work required. They are:

- Horsham Council Plan, 2021-2025 (HRCC, 2021)
- Destination Horsham Investment Attraction Strategy and Implementation Plan (HRCC, 2022)
- Greening Greater Horsham: A Municipal Tree Strategy 2021-2031 (Urban Forest Consulting, 2021)
- Horsham Rural City Open Space Strategy (SBP, 2019)
- Horsham Urban Transport Plan (HRCC, 2020)
- City to River Vision and Masterplan (Urban Enterprise, 2020)
- Wartook Valley Strategy, (HRCC, 2017)
- Horsham CAD Revitalisation Plan (HRCC, 2022)
- Horsham North Local Area Plan (HRCC, 2023)
- Electronic Gaming Machine Policy (HRCC, 2012)
- Horsham Central Activity District Strategy (Essential Economics, 2013)
- Horsham Municipal Bicycle and Shared Path Plan 2013-16 (Driscoll Engineering Services, 2012)
- Horsham & District Early Years Plan (HRCC, 2019-2023)

### **Risk Implications**

A regular review of the Horsham Planning Scheme is a legislated requirement but also provides an opportunity to ensure that it remains relevant in terms of protecting Council values and responding to risks.

### **Conclusion**

Council is required to review the Horsham Planning Scheme every four years. Monitoring, auditing, and reporting of the Planning Scheme is a mandatory requirement under the *Planning and Environmental Act 1987*. The review has been prepared to meet this mandatory obligation. Once adopted by Council, this report will constitute the formal 'Planning Scheme Review' of the Horsham Planning Scheme as required under Section 12B of the Planning and Environment Act 1987. A planning scheme amendment will be required to implement the findings and recommendations of the review. Further strategic work that has been identified in the review will be subject to Council budgeting processes to prioritise and resource.

## 9.2 HORSHAM AND NATIMUK HOUSING DIVERSITY AND AFFORDABILITY STRATEGY

<b>Author's Name:</b>	Jasmine Butler	<b>Director:</b>	Kevin O'Brien
<b>Author's Title:</b>	Co-ordinator Strategic Planning	<b>Directorate:</b>	Communities and Place
<b>Department:</b>	Investment Attraction and Growth	<b>File Number:</b>	F06/A13/000001

### Officer Conflict of Interest

Officer disclosure in accordance with *Local Government Act 2020* – Section 130:

Yes  No

**Reason:** Nil

### Status

Defined as confidential information in accordance with *Local Government Act 2020* – Section 3(1):

Yes  No

**Reason:** Nil

### Appendix

Horsham and Natimuk Housing Diversity and Affordability Strategy: Background Report, prepared by SGS Economics and Planning, March 2023 (**Appendix 9.2A**)

Horsham and Natimuk Housing Diversity and Affordability Strategy: Discussion Paper, prepared by SGS Economics and Planning, March 2023 (**Appendix 9.2B**)

### Purpose

To present the key findings to date for the *Horsham and Natimuk Housing Diversity and Affordability Strategy*, as well as the next steps for public consultation.

### Summary

- This report describes the key findings of the background work undertaken to date (**Appendix 9.2A**), which provides information about land supply and information about the built form of our various residential areas;
- A Discussion Paper (**Appendix 9.2B**) has been prepared to seek community input into the strategy at an early stage in the project.

### Recommendation

That Council receive and note the contents of the Horsham and Natimuk Housing Diversity and Affordability Strategy Background Report and Discussion Paper and make these documents available for community feedback for a period of 8 weeks from 23 April to 16 June 2024.

REPORT

Background

Why undertake a Housing Strategy?

The current housing crisis affects all Australians and our region is no exception. Council’s role as a Planning Authority incurs a responsibility to ensure that our *Horsham Planning Scheme* provides adequate residential land supply and facilitates development to ensure existing and future residents have access to safe, comfortable, well-located housing. Housing that is well planned, in proximity to services, workplaces and schools will promote liveability, housing affordability, sustainability and future proof accessibility.

To address the challenges of meeting our region’s housing needs, the *Horsham and Natimuk Housing Diversity and Affordability Strategy* (HNHDAS) will be a 15+ year plan to manage demand for housing in a manner that respects our cultural heritage values, as well as established neighbourhood character.

The project will provide:

- Population and housing projections to inform estimates of future residential land requirements.
- An assessment of the existing supply of residential land.
- An assessment of suitable locations for future growth and appropriate locations for infill development.
- Identified opportunities to increase the amount and type of affordable housing, including identifying specific sites and types of development, delivery mechanisms and key stakeholders.
- Guidance on accommodating projected growth, including the establishment of a clear settlement hierarchy specifying township roles and long-term township boundaries.

Project status

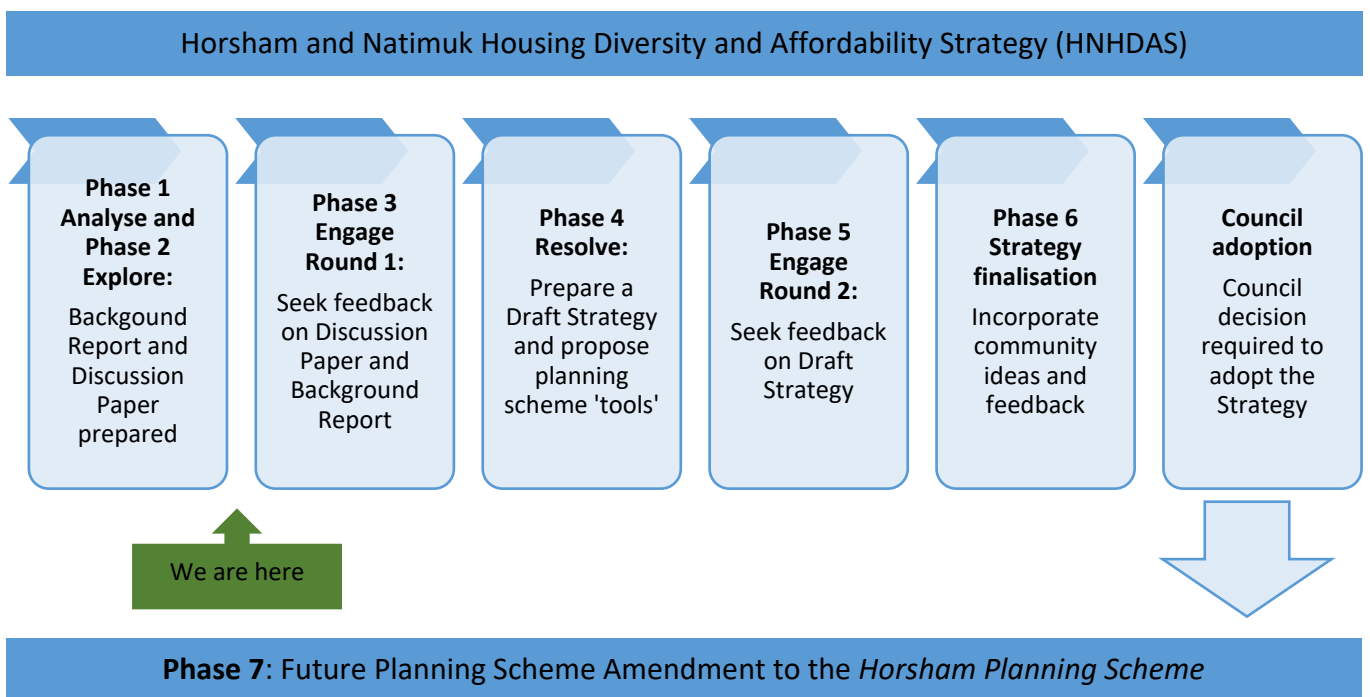


FIGURE 1: DEVELOPMENT OF THE HOUSING STRATEGY

Previous Council resolutions

Date	Council resolution / summary
26 July 2021	<p>Council acknowledged the current planning context, considered grant opportunities and resolved to not rezone land without the necessary strategic work undertaken as outlined in the resolution below. It is important to note that Council does not rezone land, Council undertakes the process subject to approval from the Minister for Planning.</p> <ol style="list-style-type: none"> <li>1. Acknowledge the ongoing purpose and relevance of the 2013 Horsham Framework for Managing Growth in informing current and future decisions on housing subdivision and development.</li> <li>2. Acknowledge that an evidence based approach including data forecasting, assessment of emerging trends and a supply and demand analysis is required to understand the changing housing needs of Horsham as it grows and to inform future residential land supply options.</li> <li>3. Consider the preparation of a Housing Strategy in the 22-23 financial year.</li> <li>4. Seek external grant opportunities to help fund the Housing Strategy.</li> <li>5. Does not rezone any land until the recommended strategic planning work has been undertaken, unless an area has been identified as a strategic site and is supported with background investigations, sufficient evidence and strategic justification.</li> </ol>
October 2023	Council received a Project Update report which outlined the project plan and noted the report.

**Discussion**

Phase 1 Analyse – Background Report

Phase 1 was the *Horsham and Natimuk Housing Diversity and Affordability Strategy: Background Report*, prepared by SGS Economics and Planning, March 2023 (HNHDAS Background Report, **Appendix 9.2A**).

The HNHDAS provides:

- an overview of the policy context and current Council projects, including implications for the project
- Historic populations and housing trends, which demonstrate that Horsham has an ageing population, a higher proportion of lone households and has not experienced higher levels of population growth over recent years as seen in other regional areas as a result of the pandemic.
- A housing profile that indicates a lack of diversity and a decline in housing affordability.
- A housing demand and capacity assessment that includes two scenarios for growth (low and high) that indicates that there is between 30 years (high growth scenario) and 33 years (low growth scenario) of land supply in Horsham (city) alone.
- A description of barriers to housing delivery, such as infrastructure, land withholding, geography and settlement pattern constraints, feasibility and development industry constraints.
- A social and affordable housing needs analysis; and
- A built form analysis of Horsham, Haven and Natimuk.

Phase 2 Explore - Discussion Paper

The purpose of the *Horsham and Natimuk Housing Diversity and Affordability Strategy: Discussion Paper*, prepared by SGS Economics and Planning, March 2023 (HNHDAS Discussion Paper, **Appendix 9.2B**) is to introduce the project, key project findings to date and seek community feedback and ideas about how to address housing issues.

Importantly, the HNHDAS Discussion Paper sets out the role of a housing strategy as follows:



What the HNHDAS will do:

- Set out a vision for future housing in Horsham Rural City.
- Identify the role each town in the municipality will play in accommodating future growth.
- Identify preferred staging of growth to assist with investment prioritisation.
- Provide policy support for the increased supply of diverse and affordable housing and identify appropriate locations.
- Identify opportunities for Council to advocate to and partner with key stakeholders to achieve objectives of the HNHDAS.

What the HNHDAS won't do:

- Overcome all market barriers to the supply of housing. For example, the feasibility of certain types of housing.
- Compel landowners to sell or develop land identified for housing growth.
- Provide detailed guidance regarding built form outcomes.
- A community engagement plan is currently being developed in consultation with Council's Community Relations and Advocacy Team (CRAT) to identify stakeholders and engagement activities.

### Options to Consider

Option 1 (as recommended by this report)

That Council notes the HNHDAS Background Report and Discussion Paper and public release and community consultation.

Implications

There are no negative implications because undertaking community consultation provides an opportunity to seek feedback and ideas, as well as 'test' the findings so far.

### Other Option

Council could consider resolving to not commence, or defer the community consultation, however this would have financial and resource implications for the project. It would also delay this key piece of strategic planning.

### Sustainability Implications.

The *Horsham and Natimuk Housing Diversity and Affordability Strategy* will investigate housing diversity, including infill opportunities. Urban consolidation is a critical land use planning approach to creating more sustainable, walkable communities and will result in significant sustainability benefits.

### Community Engagement

Community engagement will be undertaken between Tuesday 23 April and Sunday 16 June 2024. It will include (but not be limited to):

- 8 week consultation period to allow for enough opportunities for people interested;
- Information readily available on Council's website;
- Online webinar open to all, that will also be recorded and uploaded onto Council's website;
- Key stakeholder interviews;
- Social media;
- Community drop-in sessions in Horsham, Natimuk and Haven; and
- Opportunities to meet with Council officers to ask questions throughout the consultation period.

## Innovation and Continuous Improvement

Not applicable

## Collaboration

### Project Control Group

An internal and multidisciplinary Project Control Group was established to oversee the development of this project and collaborate on key issues, as well as to ensure that other Council strategic projects and operations align with the outcomes of the structure plan. As an example, the Commercial and Industrial land supply project is utilising the population projections and key findings included in the HNHDAS Background Report and if the timing permits, implementation of the two projects could be undertaken as a single planning scheme amendment.

### Community engagement

Collaboration will be critical to ensuring that the project aligns with government policy and legislation. Key agency stakeholders and housing providers will be identified and consulted with as part of this project. A Community Engagement Plan is being developed to manage this.

## Financial Implications

The project has been included in the 2023-2024 Council budget and has received State Government funding of \$70,000.

## Regional, State and National Plans and Policies

The following regional, state or national plans or policies are applicable to the project:

- [Australian Government - National Housing Accord 2022](#)
- [Victorian Government - Victoria's Housing Statement: the decade ahead 2024-2034](#)
- [Wimmera Southern Mallee Regional Growth Plan 2014](#)
- [Planning Institute Australia - Planning for the Housing we need: Ten ways planning can support housing affordability and diversity](#)
- Urban Development Program, 2011, Regional Industrial Report Rural City of Horsham, prepared for Department of Planning and Community Development

## Council Plans, Strategies and Policies

- Council Plan, 2021-2025, prepared by HRCC, 2021
- Destination Horsham Investment Attraction Strategy and Implementation Plan 2022 onwards, prepared by HRCC 2022.
- Horsham Framework for Managing Growth, October 2013, Prepared for HRCC by Meinhardt Infrastructure and Environment Pty Ltd
- Open Space Strategy 2019
- Social Infrastructure Framework 2020
- Urban Transport Plan 2020
- Municipal Bicycle and Shared Path Plan 2012 by Driscoll Engineering
- Community Engagement Policy, C04/095

## Risk Implications

Not applicable

## Conclusion

The Horsham and Natimuk Housing Diversity and Affordability Strategy project will provide Council with a framework for managing growth and our regions housing needs.

### 9.3 HORSHAM REGIONAL MUSEUM

<b>Author's Name:</b>	Fiona Gormann	<b>Director:</b>	Kevin O'Brien
<b>Author's Title:</b>	Manager Investment Attraction and Growth	<b>Directorate:</b>	Communities and Place
<b>Department:</b>	Investment Attraction and Growth	<b>File Number:</b>	F06/A19/000001

#### Officer Conflict of Interest

Officer disclosure in accordance with *Local Government Act 2020* – Section 130:

Yes  No

**Reason:** Nil

#### Status

Defined as confidential information in accordance with *Local Government Act 2020* – Section 3(1):

Yes  No

**Reason:** Nil

#### Appendix

Horsham Regional Museum Feasibility Study Review (Stage 2) 2024 (**Appendix 9.3A**)

#### Purpose

To present the Horsham Regional Museum Feasibility Study review.

#### Summary

The review of the Proposed Horsham Regional Museum Study Stage 1 (the Study) has identified the Horsham Regional Museum profile, three goals, and seven recommendations. An Implementation Plan will complement the review to provide clear direction to achieve the next stage (Stage 2) of the Horsham Regional Museum.

#### Recommendation

That Council:

1. Note the findings of the Horsham Regional Museum Feasibility Study (Stage 1) review.
2. Receive and note the Horsham Regional Museum Feasibility Study review (Stage 2) 2024.

## REPORT

### Background

The Proposed Horsham Regional Museum Feasibility Study, Stage 1 (the Study) was undertaken in 2018 and was funded by Council. The Study has been overseen by the Horsham Home of History Group (Group), comprised of Horsham Historical Society, Horsham RSL (RSL Military History and Heritage Group), Council and community representatives.

The Study identified a number of significant heritage collections that are dispersed throughout the greater Horsham region, held by community organisations and by individual community members. Included amongst this, for example, are over 1500 militaria items (some with known national significance) at the Horsham RSL, and an extensive collection of cultural, civil and military items held by the Horsham Historical Society Inc. Individuals, also with very substantial heritage collections, have expressed a desire for an opportunity to share their displays.

The Study revealed an urgent need for improved storage, care and display of items which was acknowledged by each organisation so interested individuals and representatives from these community groups formed the Horsham's Home of History Group (formerly named Horsham Regional Museum Working Group).

The Horsham Regional Museum Feasibility Study Stage 1 examined a number of outputs. The review of this Study examined the outcomes of the outputs to form the basis of the Horsham Regional Museum (Stage 2) and future recommendations. The outputs are listed below.

- Review existing collections within the municipality.
- Situational analysis - review collections and museums in the wider region i.e. Wimmera and regional Victoria
- Undertake a benchmark analysis of the features of other regional museums in Victoria and Australia
- Undertake a SWOT (strengths, weaknesses, opportunities, threats) analysis for the Museum proposal.
- Develop options for a Horsham Regional Museum that reflect the strength of our regional collections and provide a "point of difference" for the marketplace.
- Develop functional brief for the museum - i.e. this would map out the functional areas required for a museum and floor space.
- Undertake a high-level cost/benefit analysis of the proposal, including analysis of economic benefits to the region in the development of a museum.
- Provide a clear recommendation as to the feasibility of the museum project - and moving forward to Stage 2 (Concept Design and Business Plan).

### Discussion

What has changed since the Horsham Regional Museum Stage 1 was completed?

- The Horsham Historical Society have extended their current premises and not looking to relocate into a standalone Horsham Regional Museum.
- In 2023 a Private Military Museum opened in (Market Street Horsham). This Museum contributes to sites that could be visited and marketed through a Museum Trail.
- The Horsham Regional Museum Feasibility Study (Stage 2) identified the next steps in development of a Horsham Regional Museum, through the creation of a profile, three goals and seven recommendations as listed below.

The Profile suggests the collections are to be dated between 1840 and 1950. 1840 is when Horsham commenced as a destination and 1950 when the Centenary of Horsham was celebrated, representing its first 100 years.

The Horsham Regional Museum will enable visits to be immersed in the stories of our past by bringing them alive with modern technology.

The primary collection theme is to be Water and Agriculture and include items such as irrigation implements, farming equipment manufactured or sold in Horsham and secondary supplies which catered for the needs of the farming community, for instance those sold in the Langlands log store which was built on the corner of Darlot and Hamilton Streets in 1849.

Darlot followed the First Nations people when he chose Horsham to be a village in the 1840s. The river was first used for survival, the basics of water for drinking and growing food. The use of water from the Wimmera River embedded innovation and enabled the village to grow into a borough, town and regional city. (ref: A Story of Horsham pages 1, 61)

**GOALS:**

- Goal One: Wimmera Region Museum Trail (Short-term)
- Goal Two: Review the Feasibility Study (Stage 2) (Medium- term)
- Goal Three: Horsham Regional Museum Operational (Long-term)

**RECOMMENDATIONS:**

*Recommendation 1:* That the Horsham Regional Museum Group (Horsham's Home of History) continue to identify suitable stories to meet the Horsham Regional Museum profile. In Stage 2, these stories' authenticity and appropriateness based on the principles identified in the Horsham Regional Museum profile will be examined. Once authenticity is approved, they will be re-created by the Horsham Regional Museum Group with the assistance of volunteers, choreographer and or a theatre director.

*Recommendation 2:* That the Horsham Regional Museum Group (Horsham's Home of History) continue to identify suitable collections to meet the Horsham Regional Museum profile. These collections are to be catalogued and appraised in Stage 2 by the Horsham Regional Museum Group with the assistance of volunteers and a museum curator to identify authenticity and appropriateness for a collection based on the principles identified in the Horsham Regional Museum profile.

*Recommendation 3:* The May & Millar collection to be catalogued in Stage 2 by a volunteer and appraised by a museum curator to identify authenticity and appropriateness for a collection based on the principles identified in the Horsham Museum profile.

*Recommendation 4:* The Study indicated that if Stage 2 progresses, all locations identified in Stage 1 should be examined. It is suggested that the following sites be thoroughly examined to identify appropriateness and feasibility to establish as a Horsham Regional Museum.

- A greenfield site along the Western Highway
- Leasing an area of farmland and creating a special use zone to enable additional activities such as signage and retail.
- Longerenong College

*Recommendation 5:* That the Horsham Regional Museum Group support the development of a Museum Trail to promote visitation across the regions and shared marketing opportunities as articulated in the Study. This will build on the success of the silo art trail which has provided a tourism product for the rural regions across Victoria and in particular the Wimmera and Mallee.

*Recommendation 6:* That the Horsham Regional Museum Group support the development of the Arapiles Museum and existing precinct, as the first stage in development of a Horsham Regional Museum.

*Recommendation 7:* Develop an implementation plan to support the group to move forward and undertake the necessary steps for the project to progress to fruition.

### **Options to Consider**

1. Council can choose to note the findings of the Horsham Regional Museum Feasibility Study (Stage 1) review and to receive and note the Horsham Regional Museum Feasibility Study (Stage 2).
2. Council can choose not to note the findings of the Horsham Regional Museum Feasibility Study (Stage 1) review and not to receive and note the Horsham Regional Museum Feasibility Study (Stage 2).

### **Sustainability Implications**

Nil

### **Community Engagement**

The Horsham Regional Museum Group have been working in partnership with Council since 2018. There was a period during the COVID pandemic when the group went into remission (2019-2022). The group was re-established and is known as the Horsham's Home of History group with membership also refreshed. It has met regularly over the past year.

### **Innovation and Continuous Improvement**

Not applicable

### **Collaboration**

Not applicable

### **Financial Implications**

Financial costs will depend on the collections identified. This will inform the facilities footprint and design required to house the collection. The site will also impact on the financial cost regarding whether the site is a brownfield or greenfield site or developed with a complementary establishment. A donated site should not be discarded either, as there is always a possibility a site may be donated or shared. The financial costs will be further assessed as part of the implementation plan and as other information comes to light.

### **Regional, State and National Plans and Policies**

Not applicable

**Council Plans, Strategies and Policies**

2021-2025 Council Plan - Theme 3 - Sustainability - Horsham Rural City Council will actively lead in sustainable growth and development of the community and the economy.

Strategy 2: A sustainable economy where local business, agriculture, tourism and other diverse industries thrive.

Destination Horsham Investment Attraction Strategy and Implementation Plan 2022 onwards.

**Risk Implications**

Not applicable

**Conclusion**

The review of the Regional Museum Study Stage 1 (the Study) has identified the Horsham Regional Museum profile, three goals, and seven recommendations. An Implementation Plan will complement the review to provide the Horsham's Home of History Group clear direction to achieve the next stage (Stage 2) of the Horsham Regional Museum.

## 9.4 HORSHAM RURAL CITY URBAN RENEWAL PROJECT

<b>Author's Name:</b>	Joel Hastings	<b>Director:</b>	Kevin O'Brien
<b>Author's Title:</b>	Coordinator Statutory Planning and Building Services	<b>Directorate:</b>	Communities and Place
<b>Department:</b>	Investment Attraction and Growth	<b>File Number:</b>	F15/A10/000001

### Officer Conflict of Interest

Officer disclosure in accordance with *Local Government Act 2020* – Section 130:

Yes  No

**Reason:** Nil

### Status

Defined as confidential information in accordance with *Local Government Act 2020* – Section 3(1):

Yes  No

**Reason:** Nil

## Appendix

Horsham City Urban Renewal Project – Redevelopment Options and Implementation Plan (March 2024)  
**(Appendix 9.4A)**

### Purpose

To present the Horsham City Urban Renewal Project – Redevelopment Options and Implementation Plan and seek Council endorsement to prepare a Planning Scheme Amendment including a request for Ministerial authorisation and public exhibition.

### Summary

The Horsham Rural City Urban Renewal project forms a key element of planning for the future development of the city.

The Horsham City Urban Renewal Project identifies a number of sites and precincts suitable for urban renewal to encourage residential, commercial, mixed-use development and the *Redevelopment Options and Implementation Plan (March 2024)* **(Appendix 9.4A)**, provides a vision for future development and a roadmap for implementation.

The project has been undertaken over the past eighteen months in consultation with landholders, businesses, authorities, and the community with assistance of professional urban design, planning and economic consultants to ensure the redevelopment options respond to site constraints, landowner intentions and economic modeling for redevelopment.

The adoption of the *Horsham City Urban Renewal Project, Redevelopment Plans and an Implementation Plan* will facilitate the development of these precincts through economic modelling, setting a clear vision, planning controls and design guidelines.

### Recommendation

That Council:

1. Adopt the Horsham City Urban Renewal Project – Redevelopment Options and Implementation Plan (March 2024)
2. Request the Minister for Planning to authorise Council to prepare and exhibit a Planning Scheme Amendment to the Horsham Planning Scheme to implement the recommendations of the Horsham City Urban Renewal Project – Redevelopment Options and Implementation Plan (March 2024).



## REPORT

### Background

Council is planning for the long-term future of our regional city being the major provider of retail, community and government services in the Wimmera. Horsham is also undergoing moderate growth associated with a strong agricultural sector and diversification in manufacturing, renewable energy and mining.

A planning response is required to address housing diversity and commercial investment in key strategic sites within the city.

The Horsham City Urban Renewal Project (Project) will build upon the strengths of Horsham as a Regional Centre and facilitate the transformation of the city through:

- Providing a guide for urban renewal of the city to accelerate the delivery of public and private development.
- The provision of housing choice and diversity.
- Ensuring a land supply pipeline to facilitate regional growth.
- Commercial and financial feasibility, as well as master planning to support development outcomes for these strategic sites.
- The development of strategies to overcome commercial and environmental barriers to development.
- The creation of Concept Development Plans.
- Achieving a vibrant mix of commercial and residential activity.
- Developing linkages between the city and the river.
- Providing Urban Design guidance for the precincts.

The Project will assist in facilitating the redevelopment of key sites and provide a model for urban renewal in regional Victoria.

The Urban Renewal Study area encompasses the Council depot site and Selkirk Drive, North of Selkirk Drive and south of Wilson Street and on Firebrace, Madden and Baker Streets. These three investigation areas are depicted in the diagram below.

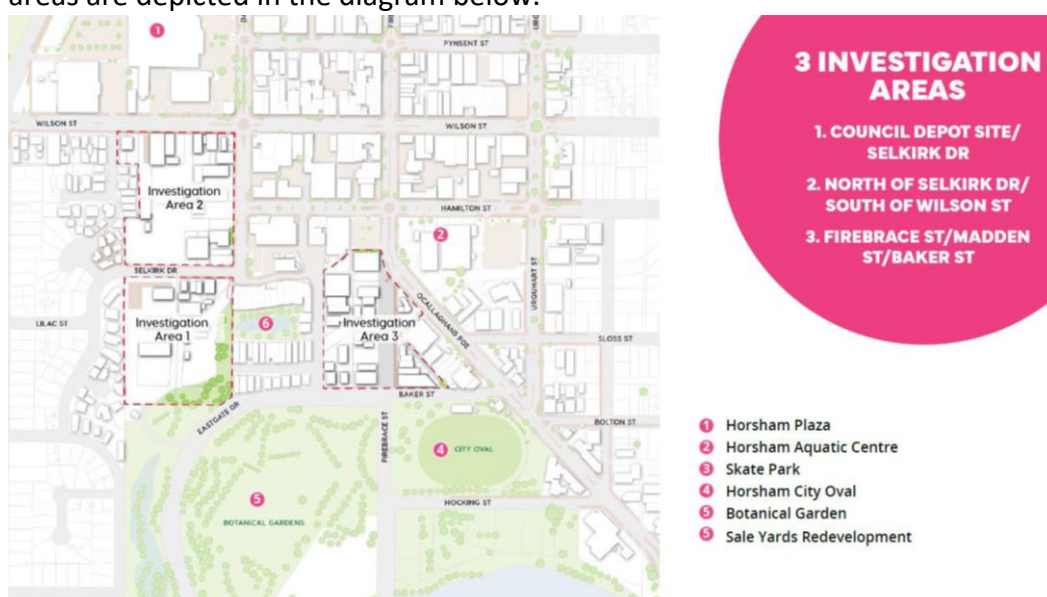


Figure 1 - Study Area

## Project

The Project has been funded by Council and the Victorian Planning Authority and has been delivered by urban planning consultants Urban Fold, Echelon Planning and Urban Enterprise.

As part of the staged project plan of the Horsham City Urban Renewal Project (Project), Council has considered potential development options based on demographic change, commercial and financial assessments, detailed site analysis and stakeholder engagement.

The Project has been delivered in three stages:

1. Planning and Property Report - site investigation and market analysis
2. Options Assessment - consideration of a range of potential development options and scenarios
3. Development Plan – preferred options for future use and development, commercial feasibility, and planning recommendations.

## Consultation

Consultation has occurred over the duration of the Project with key stakeholders including one on one meetings with landholders and businesses, group workshops and market advice from the property development sector.

The following consultation has occurred as part of the Project:

- Landowner and Stakeholder interviews - March 2022
- Property Industry engagement - Planning and Property report (June 2022) - provides a strategic overview of the regional context, investigation areas, planning controls and market analysis.
- Options workshop with landowners and businesses (June 2023)
- Neighbourhood community information sessions (October 2023)
- Draft Redevelopment Options and Implementation Plan – Have your Say (December to February 2024)

The recent consultation resulted in seven submissions from interested parties.

The issues raised include:

### Privacy and overlooking

It is acknowledged that there is potential for overlooking the existing residential neighbourhood to the west with the proposed two-storey development shown on the various redevelopment options.

The current residential zoning allows for up to three storeys and current planning provisions provide protection from overlooking into existing private open space. It should be noted that the current building design is indicative only and the final building form will be dependent upon a future application that will need to consider these impacts.

### Transport connectivity.

A key element of the redevelopment options is the connectivity within the areas to activate the precincts and support active transport connectivity to the footpath network and open space corridors connecting residential neighborhoods and Central Activity District (CAD).

The department of transport submission supports this approach and the preparation of Traffic Impact Assessment as part of future development.

Submission 5 is concerned about the impact connectivity will have on existing businesses and does not support any internal roads. It should be acknowledged that the redevelopment plans or any future planning controls do not compel a landowner to redevelop and that these requirements are only triggered by a planning permit application.

The Urban Renewal Plan is intended to inform the future development of the precinct over the next 2- 15 years as Horsham continues to grow as a regional city and it is important ensure it is well coordinated and meets the needs of the community.

### Sewer Infrastructure

GWMWater have identified a trunk sewer traversing the Council Depot site as a critical asset. It is noted that whilst the sewer is at a great depth the construction over the asset is not supported and may require realignment. There are a number of constraints that apply to the land within the precinct including existing infrastructure, flooding, potential contamination which will all need to be considered in any future development and are highlighted in the Implementation Plan.

### **Redevelopment Options and Implementation Plan (March 2024)**

A number of options have been developed for the investigation area in response to the background work to ensure future development is well integrated into the existing urban neighbourhood.

The options recognise the demand for housing, commercial development, open space and connectivity and seek a design response that is respectful of the character of the precinct that opens the land up for development and public access.



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

Figure 2 – Council Depot Site (Option 1)

The report acknowledges these sites as key for the urban renewal of Horsham providing for housing close to amenities and services, activating commercial development around Wilson and Firebrace Streets and improving access to public open space connection though to the river.

The report also details the site's context and identifies a range of industrial uses including the Council depot that is no longer compatible with the surround commercial and residential uses and it is anticipated the uses will relocate in the coming years.

Medium density housing has also been identified as a key opportunity, adding to the diversity of housing options in Horsham and is well supported by the market assessment.

### Implementation

The report identifies a range of measures for implementation including the planning controls required to achieve this vision for the precinct.

There is no re-zoning proposed but a range of planning overlays are to achieve quality development outcomes and will provide certainty to landholders, developers, residents, and business on future development.

The next steps in the planning process will be the preparation of amendment documentation for submission for Authorisation by the Minister and following further refinement the exhibition of the amendment for public comment.

Accordingly, Council will be presented with any the submissions made to a Planning Scheme Amendment and recommendations for how to proceed to a Panel Hearing or Adoption.

### **Options to Consider**

Council has the following options regarding the report.

1. Adopt the final report and approve the request for authorisation and exhibition
2. Receive the report and request changes prior to adoption
3. Refuse to adopt the final report or approve the request for authorisation and exhibition

Council has identified these sites for redevelopment in the Planning Scheme for many years and the Project forms part of the strategic planning work program. The Project has received funding from the Victorian Planning Authority (VPA) to progress urban renewal in Horsham and option 1 is recommended.

### **Sustainability Implications**

There are no direct sustainability implications as a result of progressing the report, however urban renewal is consistent with sustainability principles of encouraging higher density living closer to services and employment.

### **Community Engagement**

As noted above, businesses, landowners and authorities have all been engagement as part of the project and the decision will allow the implementation stage to commence.

### **Innovation and Continuous Improvement**

The project includes a range of innovative approaches to facilitating development through market analyst and planning controls and may provide a new model for encouraging urban renewal development in regional Victoria.

### **Collaboration**

This project has involved important collaboration between Council, landowners, and businesses, Wimmera Catchment Management Authority (WCMA), Victoria Planning Authority, GWMWater and DEECA (formerly DELWP). It will be important that collaboration with landowners and businesses continues in the preparation of an amendment.

### **Financial Implications**

There are no financial implications for Council as a result of the development of the plan other than standard officer time and project costs which are accounted for in the budget.

### **Regional, State and National Plans and Policies**

The project was funded by the Victorian Planning Authority (VPA) and is consistent with State Government policy to support growth and development in regions. The proposed policy directions are consistent with the Horsham Planning Scheme.

### **Council Plans, Strategies and Policies**

2021-2025 Council Plan – Theme 2 – Liveability and Theme 3 Sustainability

### **Risk Implications**

Council has a responsibility to plan for the future of the municipality in and in undertaking this strategic planning project and implementing its recommendations will meet the requirements of the Planning and Environment Act.

Some landowners may consider that placing planning controls on their property creates a burden for existing development or potential sale of their property, however there is no obligation on existing businesses until a planning application is lodged.

### **Conclusion**

*Horsham City Urban Renewal - Redevelopment Options and Implementation Plan* provides a vision for the redevelopment of a key strategic sites and is based on a thorough analysis of the opportunities and constraints on the sites, market analysis and key stakeholder feedback.

The adoption of the report and preparation of a planning scheme amendment will allow for implementation of key recommendations to guide and facilitate the redevelopment of the precincts for the change and future growth of the Horsham city.

## 9.5 ANNUAL ACTION PLAN YEAR 3: 2024-2025

<b>Author's Name:</b>	Sarah Mclvor	<b>Director:</b>	Kim Hargreaves
<b>Author's Title:</b>	Acting Governance Co-ordinator	<b>Directorate:</b>	Corporate Services
<b>Department:</b>	Governance and Information	<b>File Number:</b>	F14/A03/000003

### Officer Conflict of Interest

Officer disclosure in accordance with *Local Government Act 2020* – Section 130:

Yes  No

Reason: Nil

### Status

Defined as confidential information in accordance with *Local Government Act 2020* – Section 3(1):

Yes  No

Reason: Nil

## Appendix

### Annual Action Plan 2024-2025 (Appendix 9.5A)

#### Purpose

To present the Annual Action Plan – Year 3: 2024-2025 for adoption.

#### Summary

- The Council Plan 2021-2025 was adopted by Council on 25 October 2021 following extensive community engagement and feedback.
- The adopted Council Plan included the requirement for the development of an Annual Action Plan to detail how initiatives and priorities identified in the Council Plan will be implemented.
- The Annual Action Plan 2024-2025 represents the third iteration of the Plan adopted by Council in 2022 and includes initiatives proposed for inclusion in the 2024-2025 budget.
- The Plan, including the initiatives proposed for inclusion in the 2024-2025 budget, was presented for community feedback from 28 February and 26 March 2024 inclusive.
- No submissions were made by members of the community during the engagement period on either the Plan or the proposed initiatives.

#### Recommendation

That Council adopt the Annual Action Plan – Year 3: 2024-2025 (Appendix 9.5A) including confirmation of the priorities identified for inclusion in the 2024-2025 budget.

## REPORT

### Background

Following a comprehensive community engagement process in 2021 both the Council Vision and the Council Plan 2021-2025 were formally adopted. Broad consultation was then undertaken with Councillors, Executive, Managers, Co-ordinators and staff to develop actions that aligned to the priorities and initiatives in the Council Plan, including measures and expected timeframes over the duration of the Plan.

This resulted in the development of an initial Annual Action Plan to identify the key activities that would be implemented to achieve the priorities and initiatives outlined in the Council Plan. That initial Annual Action Plan 2022-2023 was adopted on 23 May 2022 with Annual Action Plan Year 2: 2023-2024 adopted on 24 April 2023.

### Discussion

The 2024-2025 Plan represents the third iteration of the Annual Action Plan and outlines those priorities for delivery in the upcoming financial year, plus those multi-year projects due for completion by June 2025 or December 2025 in line with the conclusion of the Plan.

Within the draft Annual Action Plan provided for community feedback were seven (7) actions marked for consideration. These actions represent initiatives proposed to be undertaken during the financial year to deliver against the Council Plan. Information on these actions was provided to the community in line with the requirements that a budget include a general description of services and initiatives to be funded and to nominate major initiatives identified by the Council as priorities in the Council Plan to be undertaken each financial year as per the requirements under section 94 of the *Local Government Act 2020*.

Given the significant commitments that already account for most of the annual budget, such as endorsed capital projects, operational costs, and associated expenditure, there is only a small percentage of the overall budget that is available for discretionary spending and therefore able to be informed by input from the community. These seven initiatives, representing projects over and above the actions committed to under the Council Plan, fall within that discretionary spending and therefore represented the basis of the community engagement process to inform the development of the 2024-2025 Budget.

Specifically, the seven proposed initiatives were presented in detail online to enable the community to provide feedback and commentary on each while also being able to make recommendations for amendments. While this formed the consultation for the budget it was also supplemented by a related community engagement period seeking feedback on the Annual Action Plan – Year 3: 2024-2025 that replicated the processes adopted for the first and second iterations of the Plan. Both engagements were made available on Council's *Have your Say* page between 28 February and 26 March 2024 as a means to enable the community to provide feedback to further inform the Plan and the development of the annual budget.

No submissions were made by members of the community during the engagement period on either the AAP or the proposed initiatives. The draft has therefore only been updated to reflect the inclusion of all seven initiatives in the AAP and therefore as initiatives to be reflected in the 2024-2025 Budget.

### **Options to Consider**

Council can opt not to adopt the Annual Action Plan however this would be inconsistent with the approach previously adopted. It would also result in a missed opportunity to inform the development of the budget noting the adoption of the AAP confirms the initiatives to be funded in the 2024-2025 Annual Budget.

### **Sustainability Implications**

The Annual Action Plan relates to all elements of Council's operations so will impact all sustainability, environmental, climate, social and economic matters.

### **Community Engagement**

Council developed the Community Vision and Council Plan using deliberative processes with a Community Panel in 2021. Community feedback was sought and considered in the development of the Council Plan which included the Health and Wellbeing plan. The initiatives and priorities listed in the Council Plan fall under the five long-term strategic objectives and themes of Community, Liveability, Sustainability, Accessibility and Leadership.

The Annual Action Plan Year 3: 2024-2025, and associated initiatives, were made available for a community engagement period of four weeks. No public submissions were made during the four-week period on either the AAP or the initiatives.

### **Innovation and Continuous Improvement**

The work undertaken to develop the Council Plan 2021-2025 represented a significant change from previous years and led to better connection between the community priorities and their implementation by the organisation. The addition of an Annual Action Plan to steer the implementation of the Council Plan, and provide regular reporting to the community, represented a new innovation for Council. As anticipated at adoption, the plan will naturally evolve over time as our strategic planning processes become more embedded within the organisation. This iteration represents a change from the first two in that it not only outlines those priorities for delivery in the upcoming financial year, it also articulates those multi-year projects due for completion by June 2025 or December 2025 in line with the conclusion of the Plan.

### **Collaboration**

The Annual Action Plan was developed from the Council Plan and created in collaboration with a range of stakeholders including input from the Council and Council officers.

### **Financial Implications**

The activities within the Annual Action Plan will be financially resourced from various methods including available resources, new initiatives, reserves and grants. The financial resourcing will be considered as part of the annual Budget development process.

### **Regional, State and National Plans and Policies**

Nil

### **Council Plans, Strategies and Policies**

Council Plan 2021-2025 – all strategic objectives



**Risk Implications**

Strong and robust planning allows Council to align its objectives with those of the community and in turn ensures that the operations of Council are also working towards the same goals as the community that it is working for.

**Conclusion**

The Annual Action Plan 2024-2025 outlines how Council officers will implement the final phase of the Council Plan 2021-2025 and will also inform the development of the 2024-2025 Annual Budget.

## 9.6 RISK MANAGEMENT POLICY AND FRAMEWORK

<b>Author's Name:</b>	Andrea Coxon	<b>Director:</b>	Kim Hargreaves
<b>Author's Title:</b>	Governance Officer	<b>Directorate:</b>	Corporate Services
<b>Department:</b>	Governance & Information	<b>File Number:</b>	F19/A10/000001

### Officer Conflict of Interest

Officer disclosure in accordance with *Local Government Act 2020* – Section 130:

Yes  No

**Reason:** Nil

### Status

Defined as confidential information in accordance with *Local Government Act 2020* – Section 3(1):

Yes  No

**Reason:** Nil

### Appendix

Risk Management Policy (**Appendix 9.6A**)

Risk Management Framework (**Appendix 9.6B**)

### Purpose

To present Council with the revised Risk Management Policy and Risk Management Framework as informed by the recommendations from the Risk Management Audit.

### Summary

- Inefficiencies were identified in the Risk Management internal audit undertaken on the current documents.
- The updated Risk Management Policy and Framework aim to address and rectify inefficiencies identified in the audit.
- The Audit and Risk Committee endorsed the Risk Management Policy and Framework at their 21 March 2024 meeting and recommend to Council that it be approved.

### Recommendation

That Council adopt the Risk Management Policy and Risk Management Framework (**Appendix 9.6A & 9.6B**).

## REPORT

### Background

Risk Management is not a standalone function that is separate from the day-to-day activities and processes of Council. It is an integral part of all Council processes, including strategic and operational planning, governance, project, performance and change management processes across Council.

Such an organisation-wide approach to risk management is an integral part of good management practice. It is also a continual process that should involve proactive risk identification, assessment, and actioning, with input from all members of staff. As part of the continual process, the Risk Management Policy and Risk Management Framework were last comprehensively revised in 2021 as part of a scheduled review.

### Discussion

Since the adoption of the revised version of the Risk Management Policy and Risk Management Framework in 2021, RSD Audit has conducted a Risk Management Audit. The overall objective of the audit was to assess and evaluate the effectiveness and efficiency of internal controls embedded within HRCC risk management processes.

The audit findings identified opportunities for improvement in the following areas:

- Risk identification/review
- Risk registers & risk management software
- Risk Management KPI's
- Risk awareness & training
- Council Policy documents, risk culture and ownership

Given the recommendations from the audit the latest iterations of the documents have focused on development of internal controls and integration, as well as roles and responsibilities. The risk management process includes identification, analysis, evaluation, treatment options and plan and monitoring and review along with the reporting cycle. Risk management key performance indicators have also been developed to measure the effectiveness of performance and assist in ensuring that risk management objectives and targets are met.

Council's policy also aligns with the International Standard ISO 31000 which provides principles and guidelines for risk management that outlines an approach to identifying, analysing, evaluating, treating, monitoring and communicating risks across an organisation.

To complement the updated policy and framework Council is implementing a specialised software in risk management which will provide Council with the following benefits:

- Improved visualisation of data through dashboard reporting
- Simplifies regulatory compliance with internal and external standards
- Standardised reporting across different areas of Council business
- Improved automated reporting for presentation in strategic and operational risks

An important element for the success of Council's risk management policy and framework is the provision of training. Council's education and training programs are designed to ensure that risk management awareness is consistent and thorough through training at induction level for all new staff, risk management awareness refresher training and specific training to key personnel and Councillors. Upon adoption training on the framework, process and specialised software will be delivered to key personnel and role specific training will be provided as/when needed. All new staff will receive training via induction sessions based on their risk management responsibilities.

**Options to Consider**

Council approval and adoption of the Policy and Framework will provide guidance to people with risk management responsibilities to understand and confidently respond to risks affecting our business objectives and efficiency.

Council may choose not to adopt but in doing so may create an environment where an inconsistent application of the framework is imbedded across Council by not utilising a clearly defined operating model, risk management process and accountabilities.

**Sustainability Implications**

Nil

**Community Engagement**

Preliminary revised documents were presented to Council's Risk Management Committee on 29 November 2023 and the Audit and Risk Committee meeting 7 December 2023 where it was confirmed that the progress made was in line with the expectations to address the audit recommendations.

Final drafts of the Risk Management Policy and Framework were reviewed by the Risk Management Committee on 1 March 2024 and presented to the Audit and Risk Committee on 21 March 2024. The Audit and Risk Committee endorsed the Risk Management Policy and Framework at that meeting and recommend to Council that it be approved.

**Innovation and Continuous Improvement**

The monitoring and review of the policy and framework are in line with Council's commitment to continuous improvement. The implementation of specialised risk management software will also enhance Council's management, monitoring, reviewing and reporting of risk.

**Collaboration**

Not applicable

**Financial Implications**

All work undertaken within existing financial resourcing.

**Regional, State and National Plans and Policies**

Not applicable

**Council Plans, Strategies and Policies**

2021-2025 Council Plan - Theme 5 – Leadership  
Audit and Risk Committee Charter

**Risk Implications**

Risk management is regarded as integral to everyday Council activities. An ineffective risk management framework would prevent Council from effectively identifying, monitoring and mitigating risk.

**Conclusion**

The updates to the policy and framework aim to establish a consistent and structured approach to risk management. The intent of the policy and framework is to ensure that risk management is embedded in Council's culture and processes, where all employees are responsible for detecting, evaluating and monitoring their risk environments and is presented to Council for adoption.

## 9.7 COUNCIL EXPENSES POLICY

<b>Author's Name:</b>	Andrea Coxon	<b>Director:</b>	Kim Hargreaves
<b>Author's Title:</b>	Governance Officer	<b>Directorate:</b>	Corporate Services
<b>Department:</b>	Governance and Information	<b>File Number:</b>	F19/A10/000001

### Officer Conflict of Interest

Officer disclosure in accordance with *Local Government Act 2020* – Section 130:

Yes  No

**Reason:** Nil

### Status

Defined as confidential information in accordance with *Local Government Act 2020* – Section 3(1):

Yes  No

**Reason:** Nil

### Appendix

Council Expenses Policy (**Appendix 9.7A**)

Councillor/Delegated Committee Member Expense Reimbursement Claim Form (**Appendix 9.7B**)

### Purpose

To present the revised Council Expenses Policy and Reimbursement Claim form.

### Summary

- The aim of the policy is to ensure value for money and transparency in relation to Councillor expenses, being mindful that expenses are met from public funds.
- The policy has been updated to address the RSD Audit recommendations.
- The Council Expenses Policy meets the requirements of the *Local Government Act 2020*.
- The Audit and Risk Committee have endorsed the revised Council Expenses Policy and associated Councillor/Delegated Committee Member Expense Reimbursement Claim Form and recommend to Council that the documents be approved.

### Recommendation

That Council adopt the Council Expenses Policy and Councillor/Delegated Committee Member Expense Reimbursement Claim Form (**Appendix 9.7A & 9.7B**).

## REPORT

### Background

The current Council Expenses Policy was last adopted by Council 26 April 2021. The policy is a legislated requirement that sets out how Councillors and delegated committee members can legitimately claim expenses they incur in the course of discharging their duties. Council must adopt and implement this policy under section 41 of the *Local Government Act 2020*.

A review of Council's policy was conducted by RSD Audit in December 2023 to ensure compliance with the legislative requirements of the *Local Government Act 2020* as well as best practice guidance issued by the Local Government Inspectorate.

### Discussion

One of the objectives of the Council Expenses Policy is to ensure that only legitimate expenses incurred by Councillors and Delegated Committee members during the course of their duties are reimbursed. This ensures reimbursement is aligned with the requirements of the legislation and ensures value for money.

The updated expenses policy has been benchmarked against other council policies across the State and informed by recommendations provided by RSD Audit, Local Government Inspectorate and Local Government Victoria.

The RSD Audit determined that Council is meeting its legislative requirements under section 39 - Allowances for Mayors, Deputy Mayors and Councillors and section 41 - Council expenses policy of the *Local Government Act 2020*. Recommendations from the Local Government Inspectorate and the recent internal audit have identified opportunities for Council to improve the Policy and thereby ensure greater integrity and transparency of Councillor expenses.

Following the presentation of the RSD Audit recommendations to the Audit and Risk Committee in December they requested that a revised policy be developed and returned to the Committee for their consideration in order to make recommendation to Council in line with the recommendations of the Review.

The Policy and associated processes have therefore been updated with the following improvements made:

- Greater clarity in the policy to outline both the process for reimbursements and the type of documentary evidence required.
- Further clarification as to the level of detail required to process claims, including the purpose of the expense, how it relates to the respective role, and an explanation of the benefit to the community
- The roles and responsibilities in the reimbursement process
- How reimbursements will be provided to the claimant
- The date for lodgement of reimbursement claims
- Reimbursement exclusions
- Stationery, facilities and resources provided
- Private vehicle use claims reimbursement rates - noting that this will be at the Australian Taxation Office rate

Further changes include the separation of reimbursement rates for Councillors/Delegated Committee members with these now outlined in the Council Expenses Policy. The Travel Expense Guidelines are now referred to as Staff Travel expense Guidelines to confirm that separation.

The revised Council Expenses Policy and Councillor/Delegated Committee Member Expense Reimbursement Claim Form was presented to the Audit and Risk Committee at their March meeting as per their request at the December 2023 meeting. At that March meeting the Audit and Risk Committee resolved to endorse the revised Council Expenses Policy and associated Councillor/Delegated Committee Member Expense Reimbursement Claim Form and recommend to Council that they be approved once some minor revisions were made. Those revisions have now been made and the Policy and associated Claim Form are presented to Council.

### **Options to Consider**

Section 41 of the *Local Government Act 2020* requires a Council to adopt and maintain an expenses policy in relation to the reimbursement of out-of-pocket expenses for [Councillors](#) and members of [delegated committees](#).

While it is recommended that Council adopt the proposed revised policy, they may opt to retain the current policy. It should be noted however that the revised policy has been informed by recommendations from the RSD Audit, Local Government Inspectorate and Local Government Victoria and also been benchmarked against other council policies across the State.

### **Sustainability Implications**

The reimbursement of legitimate Councillor and Delegated Committee members expenses ensures that our elected members are supported in undertaking their roles which creates social, economic and social benefits for the municipal community.

### **Community Engagement**

Preliminary revised documents were presented to Council's Risk Management Committee on 1 March 2024 and endorsed by the Audit and Risk Committee on 21 March 2024 with a resolution to recommend to Council that the policy and claim form be approved.

### **Innovation and Continuous Improvement**

Amendments have been proposed to the Council Expense Policy in order to pursue continuous improvement. The amendments ensures public transparency in relation to the reimbursement of Councillor and delegated committee members and the resources and facilities that are made available to them in the performance of their duties.

### **Collaboration**

Not applicable

### **Financial Implications**

The annual budget includes provision for the reimbursement of expenses relating to Councillors and Delegated Committee members as defined in this policy.

The establishment of clear, reasonable and equitable rules around the use of public funds by Council is an important means through which to ensure that public money is expended in a way that is compliant with legislation and within Council Budget while also supporting Councillors in their role representing the municipality of Horsham Rural City Council.



**Regional, State and National Plans and Policies**

Not applicable

**Council Plans, Strategies and Policies**

2021-2025 Council Plan - Theme 5 – Leadership

**Risk Implications**

There are risk implications if Council does not have a robust expenses policy that provides transparency and accountability in relation to Councillor expenses. Improvements to the policy will further reduce any such risks and ensure the policy meets the legislative objectives as well as ensure greater transparency in expense claims, while also mitigating the opportunities for fraud and corruption.

**Conclusion**

This policy ensures that the reimbursement of expenses to Councillors/Delegated Committee members is done in accordance with the Act and meets the Act's principles of public transparency, achieving the best outcomes for the municipality, and ensuring the ongoing financial viability of the Council. The policy is now presented for adoption.

## REPORTS FOR INFORMATION

### 9.8 INVESTMENT ATTRACTION AND GROWTH DEPARTMENT REPORT

<b>Author's Name:</b>	Fiona Gormann	<b>Director:</b>	Kevin O'Brien
<b>Author's Title:</b>	Manager Investment Attraction and Growth	<b>Directorate:</b>	Communities and Place
<b>Department:</b>	Communities and Place	<b>File Number:</b>	F15/A06/000001

#### Officer Conflict of Interest

Officer disclosure in accordance with *Local Government Act 2020* – Section 130:

Yes  No

**Reason:** Nil

#### Status

Defined as confidential information in accordance with *Local Government Act 2020* – Section 3(1):

Yes  No

**Reason:** Nil

#### Appendix

Spendmapp Report February 2024 (data is from bank card transactions and may not capture all Ag Industry) (**Appendix 9.8A**)

#### Purpose

To present the Investment Attraction and Growth Department Report for February 2024.

#### Summary

The Investment Attraction and Growth Department Report provides the progress and outcomes achieved through the delivery of the Investment Attraction Strategy and Implementation Plan during the reporting period.

#### Recommendation

That Council receive and note the Investment Attraction and Growth Department Report for February 2024.

## REPORT

### Background

An Investment Attraction and Growth Department Report is tabled monthly at the Ordinary Meeting of Council.

### Discussion

The work undertaken across Investment Attraction and Growth Department includes Strategic Planning, Statutory Planning, Building Services, Business Development and Tourism.

The Investment Attraction Strategy and Implementation Plan progress and key achievements for the month of December are articulated in the information and tables, as follow.

Actions are measured by goals and set timelines. The timelines are indicated by years which relate to financial years.

Year 1 - 2022-2023

Year 2 - 2023-2024

Year 3 - 2024-2025

Year 4 - 2024-2025

Year 5+ 2025+

Ongoing – life of plan

The teams will focus on delivering actions with in the current financial year whilst carrying out the necessary planning to ensure targets are meet in sequential years.

## INVESTMENT ATTRACTION

Council Priorities	Action	Goal Measured by	Progress
1.3.6 (2 year)	Implement priorities from Horsham North Local Area Plan for the Horsham Rail Corridor Project	Finalise Rail Corridor landscape plan.  Finalise concept design of the Pedestrian underpass.	Rail Corridor Landscape Plan finalised and endorsed by Council in January 2024.  Concept design for pedestrian underpass finalised and included in final Rail Corridor Landscape Plan.
2.10 (Ongoing)	Undertake regular meetings between Wimmera Southern Mallee Development and Investment Attraction Department to inform and discuss economic development opportunities	10 forums held per year.	Meetings held on a regular basis. Outcomes relate to business development opportunities that benefit the region overall. 2/10 meetings held to date in 2024.

## BUSINESS DEVELOPMENT AND TOURISM

### Business Visits

Council's Business Team personally visited local operators in the Dadswells Bridge area following the recent Bush Fires. All operators were extremely grateful for the face-to-face visit, knowing that we are here to assist in any way possible moving forward. Additional visits will continue, as we move forward by showing our support.

### Grampians Tourism News

It has been a challenging couple of weeks for Grampians Tourism with communities across the Pomonal and Dadswells Bridge impacted by the recent bushfires. Grampians Tourism have commenced advertising within the Grampians region to support recovery by supporting locals, and businesses via radio, newspapers, and social media.

### Up and Coming Events

Industry Forum will be Thursday 14th March at Maydale Reserve, Horsham Showgrounds. Our guest speakers will include Ryan Smith, The Access Agency, Fiona Sweetman, Victoria Tourism Industry Council, Andrea Cross, Maydale Reserve and Sunil Bhalla at Horsham Council. Marc Sleeman, Grampians Tourism will present the new Visitor Economy Partnerships with Wimmera Mallee Tourism.

Grampians Grape Escape is a highly anticipated event that brings together locals and visitors, showcasing destination strengths, including our award-winning wine region. Event to be held on 3 to 5 May.

### Occupied Businesses:

Street and Number of Businesses	January 2023 Businesses Occupied	February 2024 Businesses Occupied	February 2024 Businesses Vacant	February 2024 Percentage Businesses Occupied
<b>Darlot St – 43</b> car wash and businesses operating from a house included	41	41	2	95%
<b>Firebrace St - 99</b>	90	90	9	91%
<b>Hamilton St - 17</b>	16	16	1	94%
<b>Wilson St – 34</b>	29	29	5	85%
<b>Pynsent St – 28</b> Cinema included	24	24	4	86%
<b>Roberts Ave – 27</b> Coles included	24	24	3	89%
<b>McLachlan St – 24</b> CFA & GWM included	24	24	0	100%
<b>Total 272</b> Post February 2022 there were 262 shops identified in the study area	<b>248/272</b>	<b>248/272</b>	<b>24</b>	<b>91%</b>

*(Businesses are determined by whether they are 1. A premises, 2. Have customers 3. Exchange money; i.e Centre Link and the Cinema are included, and the Public Library is excluded). There are four known shops that are not suitable for occupancy as they require major renovations or are being used as a secondary business not requiring a retail front. These shops are reflected in the vacant shop numbers and unfortunately reduce the percentage of occupied businesses.*

**Monthly Business Visitations for 2024**

Month Visitation	Retail Services	Hospitality & Accommodation	Event contacts	Over all contacts for the month
January	8	6	20	34
February	20	13	18	51
<b>Total</b>	<b>28</b>	<b>19</b>	<b>38</b>	<b>85</b>

**Spendmapp**

Please see below summary of spending for the month of February.

The biggest spending night of the month of February 2024 was Saturday 10 February with Total Local Spend of \$0.3M. This was made up of \$0.2M in Dining and Entertainment spending and \$0.1M spending in all other categories. The CBL Grand Final was on this night which may have contributed to the increase in nighttime spend.

M = Million	February 2024	January 2024	% Change Previous Month	% Change Previous Year
<b>Total Local Spend</b>	\$34.00 M	\$35.00 M	2.9% decrease	4.0% increase
<b>Resident Local Spend</b>	\$22.50 M	\$22.10 M	1.8% increase	2.3% increase
<b>Visitor Local Spend</b>	\$11.60 M	\$12.90 M	10.1% decrease	8.4% increase
<b>Resident Escape Spend</b>	\$9.78 M	\$12.40 M	21.1% decrease	7.7% increase
<b>Resident Online Spend</b>	\$11.90 M	\$12.30 M	3.3% decrease	4.4% increase



<b>Council Priorities</b>	<b>Action</b>	<b>Goal Measured By</b>	<b>Progress</b>
2.7.1 (ongoing)	Identify and seek out commercial opportunities to activate the riverfront	Commercial opportunities reported on in the Investment Attraction and Growth monthly Council Report	The Council is receiving a lot of interest from mobile food traders to trade at the riverfront café site. Two vendors have now got six month permits.
(ongoing)	Ensure constant communication through e-mails and business newsletters with tourism operators and local businesses regarding what is happening in the region	A minimum of 10 business newsletters distributed annually 4 business forums are held annually	The Business newsletter was sent to 1,283 business contacts on 22 February 2024 with 410 opens (38.6%) and 31 clicks.
3.4.2 (ongoing)	Work with local business to activate the Horsham city centre (CAD)	Investment Attraction and Growth monthly Council Report	Design works are underway for the Children's Park and Town Square in Roberts Avenue
(ongoing)	Encourage homebased and start-up businesses to expand through the Wimmera Business Centre	Having two start-up businesses per year gain support through the WBC.	Council is receiving a lot of enquiries for office space and now have a waiting list.

**STRATEGIC PLANNING**

<b>Council Priorities</b>	<b>Action</b>	<b>Goal Measured By</b>	<b>Progress</b>
1.3.3	Develop a subdivision design and open space local planning policy.	Policy adopted by Council and Horsham Planning Scheme amended.	Draft Landscape guidelines have been prepared by Council.
1.3.4	Develop an open space contribution rate(s) and a new local Public Open Space Contribution Policy.	Policy adopted by Council and Horsham Planning Scheme amended.	A consultant has commenced background work required for a mandatory public open space development contribution rate for inclusion in the planning scheme.
1.6.4 (2 years)	Implement the Horsham Heritage Study to protect buildings and places of historic cultural heritage to reinforce a 'sense of place' and celebrate Horsham's character and distinctiveness	Horsham Planning Scheme amended	A report seeking a that Council commence a formal planning scheme amendment was presented to Council in February 2024.
(4 years)	Prepare a Conservation Management Plan for the Horsham Cinema	Management plan endorsed by Council	Plan has been reviewed by Project Control Group and feedback has been provided to consultant.

**STATUTORY PLANNING**

**Planning Applications Determined**

Below are the number of Planning Permits issued for the month of February 2024 and a comparison with the same period last year.

Type	FEBRUARY 2024		FEBRUARY 2023	
	No.	*Value \$	No.	*Value \$
Miscellaneous Domestic	3	1,060,000	4	2,072,839
Industrial/Commercial	2	440,000	3	2,241,000
Subdivisions	2 (6 lots)	482,260	3(112 lots)	600,000
Other	-	-	-	-
<b>Total</b>	<b>7</b>	<b>1,982,260</b>	<b>10</b>	<b>4,913,839</b>

(\*Please note: Not all applications have a \$ figure)

Total number of planning permits issued in the Horsham Rural City Council area from 1 July 2023 to 29 February 2024 is 52 compared to 99 in the same period in 2022-2023.

Planning permits issued for subdivision have permitted 65 new lots from 1 July 2023 to 29 February 2024 compared to 178 in the same period in 2022-2023.

**Building Services**

Below are the number of building permits issued for the month of **February 2024** and a comparison with the same period last year.

**Permits issued by Horsham Rural City Council for this Municipality**

Type	2024		2023	
	No.	Value \$	No.	Value \$
Dwellings	-	-	-	-
Alterations to Dwellings	-	-	-	-
Dwelling resitings	-	-	-	-
Misc Domestic (Carports, Garages etc)	2	108,326	1	30,000
Removal/Demolish	2	56,273	1	19,800
Industrial/Commercial	-	-	-	-
Signs	-	-	-	-
<b>Total</b>	<b>4</b>	<b>164,599</b>	<b>2</b>	<b>49,800</b>

**Permits issued by other Private Building Surveyors for this Municipality or by Government Departments:**

Type	2024		2023	
	No.	Value \$	No.	Value \$
Dwellings	2	1,170,129	1	418,500
Alterations to Dwellings	4	7,295,410	6	800,434
Dwelling resitings	-	-	-	-
Misc Domestic (Carports, Garages etc)	4	173,730	8	277,322
Removal/Demolish	-	-	-	-
Industrial/Commercial	3	700,466	2	1,326,868
Signs				
<b>_Sub Total</b>	<b>13</b>	<b>9,339,735</b>	<b>17</b>	<b>2,823,124</b>

A total of **21** Building Permits have been issued by the Horsham Rural City Council at a total value of **\$3,843,752** from **1 July 2023 to 29 February 2024** compared to **25** Building Permits at a total value of **\$2152501** in 2022-2023.

Private Building Surveyors have issued **128** Building Permits at a total value of **\$62,206,755** from **1 July 2023 to 29 February 2024** compared to **153** at a total value of **\$34,475,213** in 2022-2023.

**Options to Consider**

Not applicable – no decision required

**Sustainability Implications**

Report provides overview of the development and business activity across the region with no direct sustainability implications.

**Community Engagement**

Report has been prepared in consultation with range of agencies and will be made publicly available to Wimmera Southern Mallee Development (WSM), West Vic Business, and Grampians Tourism and on Council’s website.

**Innovation and Continuous Improvement**

Report provides overview of activity and assists with continuous improvement.

**Collaboration**

Report has been prepared in collaboration with Council officers across Planning, Building and Business Development and Tourism Support.

**Financial Implications**

Nil

**Regional, State and National Plans and Policies**

Not applicable – no direct relationship or requirements



**Council Plans, Strategies and Policies**

2021-2025 Council Plan - Theme 3 - Sustainability - Horsham Rural City Council will actively lead in sustainable growth and development of the community and the economy.

Strategy 2: A sustainable economy where local business, agriculture, tourism and other diverse industries thrive.

Destination Horsham Investment Attraction Strategy and Implementation Plan 2022 onwards

**Risk Implications**

Not applicable – no decision required.

**Conclusion**

The monthly Investment Attraction and Growth Department report provides the opportunity to give Council and the community an insight into the projects being undertaken to grow our municipality and Horsham as a regional city.

## 9.9 CHIEF EXECUTIVE OFFICER'S OPERATIONAL REPORT

<b>Author's Name:</b>	Sunil Bhalla	<b>Director:</b>	Not applicable
<b>Author's Title:</b>	Chief Executive Officer	<b>Directorate:</b>	Not applicable
<b>Department:</b>	Chief Executive Office	<b>File Number:</b>	F06/A01/000001

### Officer Conflict of Interest

Officer disclosure in accordance with *Local Government Act 2020* – Section 130:

Yes  No

**Reason:** Nil

### Status

Defined as confidential information in accordance with *Local Government Act 2020* – Section 3(1):

Yes  No

**Reason:** Nil

### Appendix

Nil

### Purpose

To present the Chief Executive Officer's Operational Report for April 2024.

### Summary

The Chief Executive Officer's Operational Report highlights issues and outcomes affecting the organisation's performance and matters which may not be subject of Council reports or briefings.

### Recommendation

That Council receive and note the Chief Executive Officer's Operational Report for April 2024.

## REPORT

### Background

At the 24 June 2019 Ordinary Meeting of Council, it was resolved that the Chief Executive Officer provide an operational report to Council.

### Discussion

Key items of interest for the report period are summarised below.

#### **A. Advocacy/Funding Announcements**

**Joint State/Local Government Monthly CEO Forum:** The CEO attended the forum on 3 April 2024 via Teams. Discussions included VAGO results of 2022-2023 audits and insights from the Ministerial Guidelines on service rates and charges.

**Wimmera Regional CEO Meeting:** The CEOs from Horsham, Yarriambiack, West Wimmera, Buloke, Northern Grampians and Hindmarsh had their monthly meeting on Thursday 11 April. The group discussed recent changes to the Fairwork Act, the proposed transmission line infrastructure and impact of major projects in the region.

**Renewable Energy/Transmission Infrastructure Projects:** The CEO attended a workshop in Warracknabeal on 16 April which included the developers of renewable energy/transmission infrastructure projects and the key state and local agencies in our region. The workshop was the start of conversations with the developers to ensure these projects leave a positive legacy and deliver on community expectations around the benefits.

**Regional Cities Victoria Meeting:** The Mayor and CEO attended the meeting via Teams on 18 April. Guest speakers included the Victoria Police Association Secretary who addressed the meeting on community safety issues and regional policing insights. Executive Director of Property Council of Australia also attended and addressed the group on the proposed special economic zones, LG housing growth and expanding opportunities for affordable housing. Other discussions included inquiry into LG Sustainability and RCV advocacy priorities.

**Grampians Tourism Board Meeting:** The Grampians Tourism Board met in Ararat on 19 April 2024. Discussions included impact of recent bushfires to the visitor economy, grant opportunities and strategic planning for next 12 months.

#### **Funding Opportunities:**

Central Park Community Play Park Stage 1    Regional Community Sports Infrastructure Fund    \$999,369

#### **B. Community Engagement**

##### **Flood Amendment – Horsham Planning Scheme Amendment C81HORS**

The Horsham Planning Scheme has been updated to reflect the best available flood hazard mapping and development controls. The Flood Amendment is the result of extensive research encompassing six flood studies conducted by the Wimmera Catchment Management Authority. These studies serve as the foundation for the policy and planning controls proposed to be integrated into the Horsham Planning Scheme, aimed at effectively managing development on flood-prone land. Following Councils adoption of the Flood Amendment last year, it was sent to the Minister for Planning and has now been approved and gazetted last week, which effectively updates the Horsham Planning Scheme.

### **C. Projects and Events**

**Horsham City Oval Netball Courts:** The City Oval netball courts were officially opened on 26 March 2024 by Jacinta Ermacora, Member for Western Victoria. In 2022, Council signed a funding agreement with Sport and Recreation Victoria for an \$800,000 grant to co-fund the redevelopment of netball facilities at the Horsham City Oval. The total project budget is \$3million and includes two new netball courts and a new netball pavilion. The first stage of the project is now complete with the construction of two compliant netball courts, competition lighting and player amenities (courtside shelters). The final stage of the development will see a new netball pavilion featuring change rooms, accessible amenities, umpires facilities, medical room, multipurpose function room and storage which is to commence construction later in 2024.

**Summer Series Event:** The final Summer Series event was held on Saturday 6 April 2024 in a new evening format. The event was well attended and the lights made the atmosphere even better than our previous events. Live music from Levi Mellington and acoustic duo Chrissy and Rod along with perfect weather made for a hugely successful event.

### **D. Staff Matters**

**Vale Tom Burdett:** Tom Burdett, who recently passed away, was employed in the Waste Management Services Unit with the City of Horsham and then Horsham Rural City Council for 43 years from 1979 to 2022. He was a conscientious and dedicated employee, and was highly regarded by both organisations and all those who worked with him over his long career. His contributions to the operations team will be fondly remembered. Our condolences are extended to Tom's family at this sad time.

#### **Financial Implications**

Not applicable

#### **Links To Council Plans, Strategies, Policies**

2021-2025 Council Plan - Theme 5: Leadership

#### **Consultation/Communication**

Not applicable

#### **Risk Implications**

Not applicable

#### **Environmental Implications**

Not applicable

#### **Human Rights Implications**

This report complies with the rights listed in the *Victorian Charter of Human Rights and Responsibilities Act 2006*.

#### **Conclusion**

That Council receive and note the Chief Executive Officer's Operational Report for April 2024.

## 10. COUNCILLOR REPORTS AND ACKNOWLEDGEMENTS

### Cr Robyn Gulline

<b>Committee Representation</b>	
08/04/2024	Chaired Aboriginal Community Roundtable
16/04/2024	Wimmera Southern Mallee Development committee meeting (virtual)
18/04/2024	Regional Cities Victoria meeting (virtual)
<b>Other Council Activities</b>	
26/03/2024	ABC Wimmera Radio interview
26/03/2024	Met with Jacinta Ermacora MLA, CEO and Rail Freight Alliance delegates at WIFT
26/03/2024	Opening of City Oval netball courts by Jacinta Ermacora MLA
26/03/2024	Discussion with Jacinta Ermacora MLA and CEO re HRCC priorities
26/03/2024	Chaired Wesley fundraising committee meeting
04/04/2024	With CEO met Wesley PACC President and Secretary
05/04/2024	Triple H interview with Di Trotter
07/04/2024	Australian ProMX Championship Round 2 at Dooen
09/04/2024	Chaired Wesley fundraising committee meeting
17/4/2024	Attended the Horsham Neighbourhood Policing Forum
18/4/2024	With CEO met Caroline Johnson, new Horsham Police Inspector

### Cr David Bowe

<b>Committee Representation</b>	
Date	Description
10/04/2024	CEO Employment and Remuneration Committee meeting - online
<b>Other Council Activities</b>	
02/04/2024	Council Briefing meeting – Council Chambers
08/04/2024	Council Briefing meeting – Council Chambers
15/04/2024	Council Briefing meeting – Council Chambers
18/04/2024	ANZAC Appeal –Horsham Post Office – 8am-10am
19/04/2024	Managing Difficult Conversations - Victorian Local Governance Association (VLGA) - Councillor Professional Development Program - online

Cr Penny Flynn

<b>Committee Representation</b>	
Date	Description
Nil	
<b>Other Council Activities</b>	
Date	Description
26/03/2024	City Oval Netball Courts Official Opening by Jacinta Ermacora
10/04/2024	CEO Employment and Remuneration Committee meeting

## 11. URGENT BUSINESS

## 12. PETITIONS AND JOINT LETTERS



## **13. PROCEDURAL BUSINESS**

### **13.1 INFORMAL MEETINGS OF COUNCILLORS – RECORD OF MEETINGS**

- Council Briefing meeting held on Tuesday 2 April 2024 at 5:00pm
- Council Briefing meeting held on Monday 8 April 2024 at 5:00pm
- Council Briefing meeting held on Monday 15 April 2024 at 5:00pm

Refer to **Appendix 13.1A**

### **13.2 SEALING OF DOCUMENTS**

Nil

### **13.3 INWARD CORRESPONDENCE**

Nil

### **13.4 COUNCIL COMMITTEE MINUTES**

Nil

#### **Recommendation**

That Council receive and note agenda items:

- 13.1 Informal Meetings of Councillors – Record of Meetings
- 13.2 Sealing of Documents
- 13.3 Inward Correspondence
- 13.4 Council Committee Minutes.

**14. NOTICE OF MOTION**



# Horsham Planning Scheme Review

Version 2.1

APRIL 2024



Planning and Environment Act 1987

Planning Scheme review pursuant to Section 12B of the Act

Horsham Planning Scheme

Version	Author	Issue date
1.0	CR	June 2022
2.0	CR	June 2023
2.1	CR	April 2024

# Abbreviations

Abbreviation	Meaning
ABS	Australian Bureau of Statistics
BAO	Buffer Area Overlay
CFA	Country Fire Authority
CPG	CPG Consultants
DDO	Design and Development Overlay
DPO	Development Plan Overlay
DTP	Department of Transport and Planning
ESO	Environmental Significance Overlay
GC	Group of Councils
MDFC	Ministerial Direction on the Form and Content of Planning Schemes
MPS	Municipal Planning Strategy
P&E Act	Planning and Environment Act 1987
PG	Practitioner's Guide to Victoria's Planning Schemes
PPF	Planning Policy Framework
PPN	Planning Practice Note
HRCC	Horsham Rural City Council
HPS	Horsham Planning Scheme
PPARS	Planning Permit Activity and Report System
PPF	Planning Policy Framework
SLO	Significant Landscape Overlay
VC	Victorian Councils
VCAT	Victorian Civil and Administrative Tribunal
VIF	Victorian in Future
VPO	Vegetation Protection Overlay

# Contents

<b>1. Executive summary</b>	<b>7</b>
1.1. Why is the planning scheme being reviewed?	7
1.2. Health check and findings	7
1.3. Top priorities for Council	8
1.4. Consolidated recommendations	8
<b>2. Introduction</b>	<b>13</b>
2.1. Purpose	13
2.2. Methodology	14
<b>3. What's driving change</b>	<b>15</b>
3.1. Population, growth, and economy	15
3.2. Climate change and other environmental risks	16
3.3. Victorian government amendments and advice	16
<b>4. Previous planning scheme review</b>	<b>18</b>
4.1. Horsham Planning Scheme Review 2010	18
4.2. Progress since last review	18
4.3. Outstanding work since last review	18
4.4. Obsolete recommendations	19
<b>5. Audit and assessment of current scheme</b>	<b>19</b>
5.1. Methodology	19
5.2. Municipal Planning Strategy (MPS)	19
5.3. Planning Policy Framework (PPF)	19
5.4. Zones	21
5.5. Overlays	21
5.6. Particular provisions	22
5.7. General provisions	23
5.8. Operational provisions	23
5.9. Conclusion	24
5.10. Findings	24
<b>6. Planning scheme performance</b>	<b>25</b>
6.1. Planning permit activity	25
6.2. Planning Panels Victoria	28
6.3. VCAT	28
<b>7. Stakeholder engagement</b>	<b>29</b>
7.1. Planners and internal staff	29
7.2. Councillors and executive team	31
7.3. Referral and notice agencies	31
7.4. Registered Aboriginal Parties	31
<b>8. New strategic work</b>	<b>32</b>
8.1. Regional documents	32
8.2. Council documents	32
<b>9. Work underway</b>	<b>34</b>
9.1. Council led	34

# Contents

9.2. Other	35
<b>10. Key issues</b>	<b>36</b>
10.1. Settlement planning	36
10.2. Strategies to implement	38
10.3. Significant landscapes	40
10.5. Flood mapping	42
10.6. Infrastructure Design Manual	43
10.7. Development Plan Overlays	43
10.8. Open space policy and contribution	44
10.9. Identification and protection of Heritage Places	45
10.10. Removing redundant permit triggers for sheds	46
<b>11. Further strategic work</b>	<b>46</b>
<b>Appendix One</b>	<b>51</b>
Record of planning scheme audit	
<b>Appendix Two</b>	<b>295</b>
Comprehensive list of further strategic work	295
<b>Appendix Three</b>	<b>296</b>
Comprehensive list of changes for implementation	296
<b>Appendix Four</b>	<b>298</b>
State and regional planning scheme amendments and planning practice notes issued since last planning scheme review.	298
<b>Appendix Five</b>	<b>300</b>
Response from the Country Fire Authority (referral authority)	300
<b>Appendix Six</b>	<b>301</b>
Existing mapping anomalies	301

## List of Figures

Figure 1: Planning scheme review methodology .....	14
--	----

## List of Tables

Table 1: Project Timing.....	14
Table 2 Recommended changes to Municipal Planning Strategy .....	19
Table 3: Recommended changes to the PPF.....	20
Table 4: Recommended changes to the zone schedules .....	21
Table 5: Recommended changes to the overlays schedules .....	22
Table 6: Provision schedules.....	23
Table 7: General provisions .....	23
Table 8: Operational provisions.....	24
Table 9: PPARS report for permits issued between the 2017/2018 financial year and the 2022/2023 financial year .....	25
Table 10: Project Timing Service performance for Horsham RCC compared to large rural council average.....	26
Table 11: Decision outcome data from 2018 to 2023 .....	27
Table 12: Areas with more than ten applications between 2018 and 2023 .....	27



# 1. Executive summary

## 1.1. Why is the planning scheme being reviewed?

Council as the planning authority for the Horsham Planning Scheme is required to review its planning scheme every four years under Section 12(B) of the *Planning and Environment Act 1987*.

Council last undertook a comprehensive review of the planning scheme in 2010. The recommendations of this review were not directly translated into the planning scheme at the time.

Recently the planning scheme was restructured to insert a new Municipal Planning Strategy and local Planning Policies to replace the former Local Planning Policy Framework. This was done via amendment C80hors and was a policy neutral amendment undertaken by the Victorian government.

This review will be forwarded to the Minister for Planning as required under section 12(B) of the act once complete.

## 1.2. Health check and findings

Overall, the review has found that the Horsham Planning Scheme is operating effectively, but there are many opportunities to improve the drafting of individual controls to sharpen them and make them more effective. A lot of this work will not require a high level of resource and will be able to be done through ongoing 'housekeeping' amendments. The incremental improvements are listed in Appendix Three.

Council has achieved a great deal in the last three years in the strategic planning space, including the completion of the City to River Masterplan, the commencement of the Horsham South Structure Plan, Urban Renewal Project, Corrections Amendment, and Flood Amendment (implementation of six flood studies). Work is also underway to address housing and settlement issues, review the Open Space Strategy and progress the Horsham Heritage Study 2014.

Some of the strategic gaps in the Horsham Planning Scheme include the lack of an established settlement framework, and the role of towns apart from Horsham City and Natimuk is not explained in the planning scheme. A settlement framework which outlines the overall aspirations for each settlement and, most importantly, establishes a settlement boundary around each township, will provide Council with the tool for the coordinated growth and development of its settlements and the protection of environmental and agriculture land.

Horsham City has a large supply of greenfield residential zoned land, which is contained in five separate development fronts which has delivered standard suburb for housing in line with Horsham's moderate growth. Like most regional and rural areas in Victoria, there is lack of housing choice in Horsham City with most dwellings being family housing (3 bedroom plus) on detached lots. This leads to lack of diversity and fewer affordable housing options. Putting in place a framework to create a more diverse housing mix while maintaining character of areas, and developing a staging plan for Horsham City land development were recurring themes during the review and the highest priority planning issue for HRCC to resolve. Council has identified this and commissioned the Housing Strategy which should address these issues.

Like many Councils, HRCC has gaps in its heritage work. More strategic work is required to identify and implement protection of the heritage places in the municipality. There is also work to be done to ensure that the citations for the existing places in the Heritage Overlay are updated and properly incorporated into the planning scheme.

There are several strategic plans that Council has prepared and adopted that can be implemented now through an amendment based on this report.

There are several strategies that have been prepared by Council over the past five years that require review and implementation into the planning scheme. These are as follows:

- Wartook Valley Strategy (HRCC, 2017),
- Horsham Rural City Council Open Space Strategy (SBP, 2019),
- City to River Masterplan (Urban Enterprise, 2020),
- Greening Greater Horsham: A Municipal Tree Strategy 2021 – 2031 (Urban Forest Consulting, 2021) and,
- Horsham North Local Area Plan (HRCC, 2023).

These are significant pieces of work, and planning scheme amendments will be required to implement these into the planning scheme. Numerous small, policy neutral changes have also been identified to bring the Horsham Planning Scheme in line with the Ministerial Direction on the Form and content of planning schemes.

### **1.3. Top priorities for Council**

The review has identified the following priorities for Council over the next four years:

- Updating the Local Planning Policy Framework and Municipal Planning Strategy of the Horsham Planning Scheme
- Implementation of existing strategies and projects currently in progress including Horsham South Structure Plan, Urban Renewal Plan, Greening Greater Horsham, Wartook Valley Strategy, and the Heritage Study.
- Preparing the Horsham and Natimuk Housing Diversity and Affordability strategy (Housing Strategy) which addresses character issues and supports a more diverse housing mix, while accommodating the projected growth to HRCC. This should be used to apply the residential zone schedules appropriately.
- Developing a settlement hierarchy and settlement boundaries through a Rural Land Use Strategy, to provide direction on the level of change expected in each settlement and prevent residential development in the Farming Zone by directing it to existing settlements.
- Updating existing heritage place citations, implementing heritage studies that have been completed and undertaking a heritage places gap assessment.
- Improving the drafting of existing schedules in the planning scheme to clarify objectives, strategies, and requirements. The aim is to create more user friendly and specific ordinance to better guide applicants and decision making.

### **1.4. Consolidated recommendations**

This section of the report outlines the recommendations and next steps for this planning scheme review. Recommendations are grouped as follows:

- Planning scheme recommendations
- Further strategic work recommendations
- Process improvement recommendations
- Advocacy recommendations

- Minister for Planning recommendations

#### **1.4.1. Planning scheme amendment**

These recommendations relate to the planning scheme amendment that should be progressed to implement the findings of this review relating to administrative matters or to incorporate Council or State adopted strategic planning work into the scheme.

The planning scheme review has identified many policy-neutral changes that should be made to the planning scheme to bring it into alignment with the Ministerial Direction on the Form and Content of Planning Schemes. These are administrative matters and do not change the policy intent of the scheme.

There are several factual changes that should be made to the Municipal Planning Strategy to bring it up to date with the most recent ABS and economic data, and the Council Plan 2021-2025.

An audit of local and regional strategies and policies that have been completed since the last planning scheme review has been done and planning policy from these strategies incorporated into the planning scheme as relevant. The working documents that were used to do the analysis have been included in **Appendix One**.

#### **Recommendation:**

It is recommended that Council:

- 1. Prepare a planning scheme amendment or amendments to:**
  - a) Incorporate the policy neutral changes identified in Chapter 5 to align the ordinance with the Ministerial Direction on the Form and Content of Planning Schemes.**
  - b) Include new policy to implement the:**
    - **Horsham Council Plan 2021-2025 (Horsham Rural City Council, 2021)**
    - **Greening Greater Horsham: A Municipal Tree Strategy 2021- 2031 (Urban Forest Consulting, 2021)**
    - **Horsham Urban Transport Plan (Horsham Rural City Council, January 2022)**
    - **Horsham Rural City Council Open Space Strategy (SBP, 2019)**
    - **Electronic Gaming Machine Policy (Horsham Rural City Council, 2012)**
    - **Destination Horsham Investment Attraction Strategy and Implementation Plan (Horsham Rural City Council, January 2022)**
    - **City to River Masterplan (Urban Enterprise, January 2020)**

- c) **Acknowledge the Traditional Owners of Horsham Rural City in Clause 2.01 of the Municipal Planning Strategy to recognise their connection to the land.**
  - d) **Amend the Vision (02.02) to reflect the current Council Plan (2021-2025).**
  - e) **Amend the Strategic Directions (02.03) to include stronger recognition of the significant landscapes in Horsham, and the important role they play in protecting biodiversity, vegetation, and heritage, and supporting tourism.**
  - f) **Remove the CFA as a determining referral authority for applications under ESO1 in the Schedule to Clause 66.04 and 42.01**
2. **Translate policy from the following adopted Council documents and incorporate into the planning scheme amendment outlined above:**
- a) **Wartook Valley Strategy (Horsham Rural City Council, 2017).**
  - b) **City to River Masterplan (Urban Enterprise, 2020).**

#### **1.4.2. Further strategic work**

**Appendix Two** of this report outlines the strategic planning work that has been identified through this planning scheme review.

Through the review process, the highest priority tasks for Council to undertake over the next four years to improve the planning scheme has been identified and is included in the recommendations below. Numerous other recommendations for further strategic work have been identified through this review and are included in **Appendix Three**. The list below represents the further strategic work that the report authors believe will have the most positive impact for the municipality community and the efficient functioning of the planning service.

Only work that can be completed in the next four years should be included in Clause 74.02 of the planning scheme. This should be considered by Council to ensure that the work is reasonable to complete over the next four years and, if not, what the priority projects that should be included in Clause 74.02 are for Council.

#### **Recommendations:**

It is recommended that Council prioritise the following further strategic work over the next four years:

1. **Prepare settlement and housing strategies for the municipality that:**
  - a) **Establish a settlement hierarchy for the municipality.**
  - b) **Prepare neighbourhood character statements for Horsham and Natimuk, with a view of including these in the schedule to the residential zones.**
  - c) **Prepare high level character statements for all other townships with a view of including these in the Municipal Planning Strategy.**
  - d) **Identify opportunities for infill development in Horsham and potentially Natimuk to support a supply of affordable housing and increase the diversity of housing available. As part of this work consider the findings of the Horsham North Local Area Plan.**
  - e) **Identify urban areas where residential, industrial, and commercial expansion will be directed.**
  - f) **Develop a sequencing plan for land that has been identified for growth in Horsham City, to ensure that infrastructure services can be provided in a timely and efficient manner.**

2. Complete and implement the Horsham South Structure Plan through a planning scheme amendment.
3. Complete and implement the Horsham City Urban Renewal Plan.
4. Review the Wartook Valley Strategy (Horsham Rural City Council, 2017) to implement policy objectives.
5. Implement any recommendations of a Masterplan for the Horsham Aerodrome, including consideration of wind farm impacts.
6. Introduce an open space policy to guide the location and development of open space, and the design of subdivisions on completion of the Open Space Strategy review.
7. Undertake a planning scheme amendment to incorporate the Horsham Heritage Study 2014, introduce planning controls and heritage protections.
8. Identify the heritage gaps including rural and small settlements and prepare a Heritage Gap Study to identify significant heritage places.
9. Investigate applying the CASBE Environmentally Sustainable Development policy to the Horsham Planning Scheme.
10. Review the minimum subdivision sizes in the Farming Zone to ensure that fragmentation of strategically significant agricultural land is not occurring because of the control.
11. Review DPO1 (Low density residential development plan) and DPO2 (Rural living development plan) and determine whether they remain the best tool to manage reticulated sewerage, road access and site layout.
12. Implement the South West Landscape Assessment and update existing Significant Landscape Overlay
13. Amend ESO3 Water Course Protection objectives (currently contains eight objectives, MD only allows one)
14. Convert ESO6 Horsham South Wastewater Treatment Plant Buffer Area and ESO7 Wimmera Intermodal Freight Terminal Precinct Buffer Area to a Buffer Area Overlay (BAO)
15. Redraft permit requirements at 3.0 of SLO3 Grampians and Black Range Environs so they are self-contained to the schedule, and not contingent on other permit triggers in other parts of the Scheme.
16. Redraft schedules to the Special Use Zone to comply with Ministerial Directions including correct construction of table of uses to SUZ3 Dooen Freight Hub, SUZ6 Earth and Energy Resources Industry and SUZ9 Wimmera Intermodal Freight Terminal Precinct.

#### **1.4.3. Process improvements**

These recommendations are drawn from both the analysis of the planning scheme and consultation with Council staff and referral authorities.

The recommendations relate to improvements that could be made to the processes associated with collection and analysis of data (such as planning permits), processing and referral of applications, and communication. Process improvements may apply to Council, the Victorian government or referral agencies.

**Recommendations:**

It is recommended that Council:

1. **Monitor the statutory planning workload to ensure that adequate resources are available to manage the growing number of permit applications and major projects.**
2. **Monitor the workload associated with the introduction of the new planning controls associated with the introduction of the flood amendment, Horsham South Structure Plan and Heritage overlay to ensure adequate statutory planning resources are in place to assess applications in a timely and professional manner.**
3. **Investigate whether additional resources are required to undertake planning enforcement.**
4. **Identify redundant and incorrect planning controls to ensure the Horsham Planning Scheme is efficient and effective.**
5. **Provide feedback and support to State Government regulatory reform.**

**1.4.4. Advocacy**

These recommendations are generally beyond the scope of what Council can achieve in its planning scheme under the current Victoria Planning Provisions or scope of the *Planning and Environment Act 1987*. They are matters that Council may wish to discuss with the Victorian government to highlight the issue and advocate for change.

**Recommendations:**

It is recommended that Council:

1. **Encourage the relevant asset owners to convert Environment Significance Overlay schedule 6 (Horsham South Wastewater Treatment Plant) and Environment Significant Overlay schedule 7 (Wimmera Intermodal Freight Terminal Precinct Buffer Area) to the Buffer Area Overlay.**
2. **Collaborate with Grampians Wimmera Mallee Water to review the extent and controls contained within ESO4 Water Supply Catchment and ESO5 Chanel and Reservoir protection.**
3. **Where updated flood information and mapping is available and provided by floodplain management authorities, apply for assistance from the Flood-related Amendments Standing Advisory Committee, to include up to date flood mapping in the Horsham Planning Scheme.**
4. **Advocate for the State government to fund or undertake a Group Council amendment to support the South West Landscape Assessment, and consider the findings and recommendations as part of a future Rural Land Use Strategy.**
5. **Advocate for the State government to introduce a development contributions and infrastructure provision suitable for use by rural and regional councils.**

**1.4.5. Minister for Planning**

Horsham Rural City Council, with funding from Department of Transport and Planning (DTP) and assistance from Redink Planning has prepared a planning scheme review as required by section 12B(1) of the *Planning and Environment Act 1987* (the Act).

In accordance with section 12B(3) of the Act, this review identifies opportunities, set out in this report, to enhance the effectiveness and efficiency of the planning scheme in achieving the objectives of planning in Victoria and the objectives of the planning framework established in the Act.

In accordance with section 12B(4) of the Act, the review evaluates the planning scheme to ensure that it:

- Is consistent with Ministerial Direction on the Form and Content of Planning Schemes.
- Sets out the policy objectives for the use and development of land.
- Makes effective use of state and local provisions to achieve state and local planning policy objectives.

**Recommendation:**

- 1. That Horsham Rural City Council accept this Planning Scheme Review and forward it to the Minister for Planning as evidence Horsham Rural City Council, as the planning authority for Horsham Planning Scheme, has met its obligations in accordance with Section 12B of the *Planning and Environment Act 1987* to review the planning scheme every four years.**

## 2. Introduction

### 2.1. Purpose

Council as the planning authority for the Horsham Planning Scheme is required to review its planning scheme every four years under Section 12(B) of the *Planning and Environment Act 1987* (The Act).

The scope of a planning scheme review is established under Section 12(B) and planning scheme reviews should focus on:

- The effectiveness and efficiency of the planning scheme in achieving the objectives of planning and the planning framework in Victoria.
- Aligning the planning scheme with the Ministerial Direction on the Form and Content of Planning Schemes.
- Ensuring the planning scheme contains a clear narrative about the way use and development of land will be managed to achieve the planning vision or objectives of the area.

Planning scheme reviews also provide the opportunity to:

- Align Council's policy position with the planning scheme.
- Update information and remove redundant information.
- Educate and inform stakeholders about how the planning scheme works and the process by which to improve it.

Council last undertook a comprehensive review of the planning scheme in 2010. The recommendations of the review were not directly translated into the planning scheme at the time and was implemented in 2017 by C75 to introduce a new Municipal Strategic Statement.

Recently the planning scheme was restructured to insert a new Municipal Planning Strategy and local Planning Policies to replace the former Local Policy Planning Framework. This was done via amendment C80hors and was a policy neutral amendment undertaken by the Victorian government.

This review will be forwarded to the Minister for Planning as required under section 12(B) of the Act once complete.

## 2.2. Methodology

A six-stage methodology has been developed to undertake planning scheme reviews as shown in Figure 1.

The methodology is supported by the 'Good Practice Guide to Planning Scheme Reviews' and templates that have been developed to assist with each stage of the process.

Redink Planning has been engaged by the DTP to conduct Stages One to Four for the Horsham Rural City Council.

Stage Five will include a planning scheme amendment to implement the recommendations of the review, which will include community consultation. The amendment will be advertised, and submissions invited from community members in accordance with the requirements of the *Planning and Environment Act 1987*. If submissions cannot be resolved, Council is obliged to ask the Minister for Planning to appoint an independent Planning Panel to consider submissions and make recommendations to the Minister.

Figure 1: Planning scheme review methodology.



The timing for the project is:

Table 1: Project Timing

Stage	Timing
Initiate	March 2022
Analyse	April / May 2022
Engage	June 2022
Report	June 2023
Consult and implement	June 2024



This planning scheme review has been prepared in consideration to the following directions and guidance provided by DTP.

**Ministerial directions:**

- Ministerial Direction on the Form and Content of Planning Schemes.
- Ministerial Direction No. 11 Strategic Assessment of Amendments.

**Planning practice notes and advice:**

- A Practitioner’s Guide to Victoria’s Planning Schemes.
- PPN – 46 Strategic Assessment Guidelines.
- PPN32 – Review of planning schemes.

## 3. What’s driving change

### 3.1. Population, growth, and economy

In 2016 Horsham Rural City had an estimated resident population of 19,884 (VIF, 2019). This grew to 20,429 in 2021 (ABS, 2021). Population increase is mainly attributed to people moving to the Horsham Regional Centre from surrounding areas, while the rural areas of the municipality are experiencing population decline. The population of the municipality is also ageing, and older residents are looking to retire to a place that better meet their needs.

Horsham Rural City Council is quite unique in that it has one very large settlement (Horsham City) which contains most of the population and will absorb most of the growth in future, surrounded by many very small towns of each no more than 500 people.

The number of dwellings within the municipality is forecast to experience a limited increase, growing from 9,362 dwellings in 2021 to 9,961 dwellings in 2031 (VIF, 2019).

The Urban Development Program prepared by the State Government indicates that there is more than adequate zoned land available to accommodate growth in the Municipality, with Horsham City having between fifty- and eighty-years land supply. Horsham City has numerous development fronts around the edge of the city, and medium density and higher density opportunities have been identified in the city centre. Growth in other settlements in the municipality is expected to be limited and incremental.

Horsham Rural City’s economy is largely driven by agriculture (both dry land broadacre farming and livestock grazing). Manufacturing (specifically food products, metal products and transport equipment and parts), construction, public sector industries (including the prison), retail and services are its next largest contributors to the economy.

The Wimmera Agriculture and Logistics (WAL) Hub Precinct in Dooen is a 470 hectares major intermodal freight and logistics hub for the Wimmera-Mallee region, and its development will facilitate a range of businesses and jobs for the municipality and the wider region relating to freight and logistics.

The municipality includes numerous significant landscapes and tourist attractions including the Grampians Ranges and Mount Arapiles, the Black Ranges, and the Natimuk-Douglas Saline Wetland Depression.

Rivers, creeks, streams, wetlands, and lakes are among the municipality's most valuable natural assets. The Wimmera River is the largest watercourse in the municipality and north of the Polkemmet Bridge is classified as a heritage river under the *Heritage Rivers Act 1992*.

The Natimuk Douglas Saline Wetland Depression is a significant nesting site for migratory birds. The wetlands are a former course of the Murray River and consist of more than 30 natural saline and freshwater lakes. The municipality also features other waterways and wetlands of high environmental value in the Millicent Coast Basin and the Wimmera River Basin.

### **3.2. Climate change and other environmental risks**

Based on data produced by Agriculture Victoria, climate change projections for HRCC predict:

- Increased temperatures, particularly in summer.

- Drier conditions with greater decreases in rainfall expected in spring.

- Increases in the intensity of rainfall but a decrease in the number of rainy days.

- Increased risk of bushfire and a longer fire season.

With increased temperatures and less rainfall, water will be a key issue in the future for the municipality.

Almost all of the HRCC footprint is in a designated Bushfire Prone Area and the Bushfire Management Overlay has been applied to several river corridors and nearby National Parks. Flooding affects large parts of the municipality, including along the Wimmera River which passes through Horsham City, and constrains development particularly to the northeast of the city centre.

### **3.3. Victorian government amendments and advice**

The Victoria Planning Provisions are constantly being reviewed and updated at a state level with numerous VC and GC amendments occurring each year. The State also provides advice to planners in the form of updates to the Practitioner's Guide and new planning practice notes. The full list of Victorian and Regional amendments that have been gazetted, and practice notes that have been released since the last review forms Appendix Four.

The way in which the Horsham Planning Scheme should respond at a local level to these changes to the Victoria Planning Provision and how they should be applied has been considered in this review and includes:

#### **Planning for housing**

The introduction of more sophisticated schedules to the residential zones (through Amendment VC169), including the ability to include place-based objectives (essentially a preferred neighbourhood character statement), provides an opportunity for Council to introduce controls to manage built form in residential areas more effectively. Planning Practice Notes 90 – Planning for Housing and 91 – Using the Residential Zones provide the advice about how this should be done.

Horsham has commenced work on a housing strategy for Horsham City and Natimuk, and the application of PPN90 and 91 will introduce schedules to the residential zones to properly direct growth and manage neighbourhood character. This opportunity is discussed further in Chapter 10 – Key issues.

## Buffers

Amendment VC175 introduced the Buffer Area Overlay (BAO). The BAO is a new amenity buffer that is designed to ensure sensitive land uses, such as schools and residences, are not affected by odour or dust from industries operating nearby. This control may be suitable for application around a range of infrastructure assets in the Shire, including wastewater treatment plants. This work is best led by the owners of the assets.

ESO6 applies to the Horsham South Wastewater Treatment Plant and ESO7 applies to the Wimmera Intermodal Freight Terminal Precinct Buffer Area. Each of these overlays are directed at protecting people outside the asset area from the impacts of the asset on sensitive uses. Both ESOs should be translated to a BAO in due course.

There may be other uses in the municipality where the BAO may be appropriate, such as mining operations, however no obvious ones were identified in this planning scheme review.

## Findings

- 1. Prepare a Housing Strategy to direct growth appropriately (*Horsham and Natimuk Housing Diversity and Affordability Strategy*).**
- 2. Encourage the relevant asset owners to convert Environment Significance Overlay schedule 6 (Horsham South Wastewater Treatment Plant) and Environment Significant Overlay schedule 7 (Wimmera Intermodal Freight Terminal Precinct Buffer Area) to the Buffer Area Overlay.**

## 4. Previous planning scheme review

### 4.1. Horsham Planning Scheme Review 2010

The Horsham Planning Scheme was last reviewed in December 2010 and was endorsed by Council subsequently and submitted to the Minister for Planning.

The review contained a total of twenty-two recommendations and in summary found that:

A comprehensive revision of the Planning Scheme was required to ensure that the Scheme is effectively responding to and addressing the key issues facing the municipality.

Numerous and relatively minor changes were required to planning scheme maps and ordinance to comply with applicable planning practice requirements.

A significant amount of further strategic work needed to be undertaken and implemented to improve the strategic merit and statutory functionality of the Planning Scheme. This included:

- Structure plan and urban design work for Horsham City.
- Land development strategy for Natimuk including a review of the settlement boundary.
- Supply and demand study of Rural Living land, and rural land settlement strategy.
- Settlement strategy for townships to determine growth opportunities and preserve right to farm rights.
- Identify agricultural land of significance in the Strategic Framework Plan.
- Extend ESO2 to cover the Wimmera Salt Valley Linear Depression and wetlands and apply the ESO to all wetlands.
- Flooding issues.
- Identify and protect significant vegetation with a VPO (or other suitable tool).
- Include buffer of 100m in the Farming Zone to National Parks and PCRZ land.
- Heritage work
- Intensive animal industries.

### 4.2. Progress since last review

From the list of work identified in the last review, Council has made progress on four matters. These are:

- Commencing settlement work, with preparation of structure plans for Horsham North and Horsham South (Haven).
- Structure planning and urban design work for Horsham City.
- Prepared and implemented a Flood Amendment.
- Scoped the heritage work that is outstanding.

### 4.3. Outstanding work since last review

There is substantial outstanding work related to settlement and natural resource planning, risk management and environmental protection.

Many of the matters that were identified in the 2010 Planning Scheme Review remain priorities for Council. These are bolded in the list below. Officers should review the non-bolded items and decide if they remain priorities for Council.

Supply and demand study of Rural Living land, and rural land settlement strategy.

Identify agricultural land of significance in the Strategic Framework Plan.

Settlement strategy for townships to determine growth opportunities and preserve right to farm rights.

Extend ESO2 to cover the Wimmera Salt Valley Linear Depression and wetlands and apply the ESO to all wetlands.

Include buffer of 100m in the Farming Zone to National Parks and PCRZ land.

Identify and protect significant vegetation with a VPO (or other suitable tool).

#### 4.4. Obsolete recommendations

The State Government has updated controls related to intensive animal industries, so this work is no longer required.

## 5. Audit and assessment of current scheme

### 5.1. Methodology

An audit of each local provision (policies and schedules) in the planning scheme has been undertaken. This audit has compared the drafting and application of each local provision against the Ministerial Direction on the Form and Content of Planning Schemes, *a Practitioners' Guide to Victorian Planning Schemes* (Version 1.5, April 2022) and relevant planning practice notes.

Each provision has also been assessed with consideration to the work it is doing in achieving the strategic objectives that are set out in the State, regional and local planning provisions.

The detailed outcomes of the audit are in **Appendix One**.

### 5.2. Municipal Planning Strategy (MPS)

As well as the assessment outlined above, the MPS was cross-referenced against all the other local provisions in the scheme to ensure that there is a link to all local policies in the MPS. The recommended changes to the MPS arising from the audit are in the table below.

Table 2 Recommended changes to Municipal Planning Strategy

Clause no. and name	Change	Action
02.01 Context	Include First Nations people recognition	Policy neutral amendment
02.01 Context	Include updated population data and the Vision (02.02) to reflect the current Council Plan (2021-2025).	Policy neutral amendment
02.02 Vision	Update the vision with the current Council Plan vision.	Policy neutral amendment

### 5.3. Planning Policy Framework (PPF)

The recommended changes to the PPF identified in the audit are in the table below.

Table 3: Recommended changes to the PPF

Clause no and name	Change	Action
11.01-1L Settlement – Horsham	Include a new policy increase tree canopy cover, amend strategies to start with an approved verb	Full amendment
11.03-1L Horsham Central Activity District (CAD)	Amended strategies to start with an approved verb	Full amendment
12.01-1L Protection of biodiversity – Horsham	Include new strategies from Open Space and Greening Greater Horsham strategy	Full amendment
14.01-2L-01 Sustainable agricultural land use – Horsham	New clause introduced, new strategies from the Wimmera Southern Mallee Regional Growth Plan. Encouraging land use and development strategy moved from MPS.	Full amendment
14.01-2L-02 Intensive agriculture – Horsham	Existing clause to be moved to 14.01-2L-02 and first strategy removed. Further strategies added from the Wimmera Southern Mallee Regional Growth Plan.	Full amendment
14.03-1L Resource exploration and extraction – Horsham	New clause introduced with strategy from Council Plan.	Full amendment
15.01-1L Urban Design – Horsham	First strategy moved to 18.02-1L. strategy from Greening Greater Horsham added. Clause name to be amended from “Horsham Rural City” to “Horsham”.	Full amendment
17.01.2L Innovation and research in agriculture – Horsham	Rename current clause to comply with MD (needs to include Horsham at the end).	Full amendment
17.03-2L Sustainable Industry – Horsham	Rename current clause to comply with MD. Strategy to commence with an approved verb.	Full amendment
17.04-1L Natimuk and Mount Arapiles Area Tourism – Horsham	Rename current clause to comply with MD.	Full amendment
18.01-2L Transport system – Horsham	New clause from content of current Clause 18.01-3L (cycling and pedestrian networks – Horsham). New strategies introduced from Council Plan and Transport Plan.	Full amendment
18.01-3L Sustainable and safe transport – Horsham	Change name of current clause. New strategies from the health and wellbeing plan introduced.	Full amendment
18.02-1L Walking – Horsham	New Clause introduced with existing strategies from current Clause 18.01-3L (cycling and pedestrian networks – Horsham).	Full amendment
18.02-2L Cycling – Horsham	New clause introduced with existing strategies from current Clause 18.01-3L (cycling and pedestrian networks – Horsham). Open space strategy and Urban Transport plan added to Policy documents.	Full amendment
18.02-4L Roads – Horsham	New clause introduced. New strategies from the Transport Plan.	Full amendment
18.02-5L Wimmera Agriculture and Logistics Hub (WAL Hub) – Horsham	New Clause moved from Clause 17 as this is Freight policy. Clause name to be changed to meet MD and align with Council strategies.	Full amendment
18.02-7L Horsham Airport – Horsham	Name of clause changed to meet MD.	Full amendment
19.02-1L Health Facilities – Horsham	Name of clause changed to meet MD.	Full amendment

19.02-2L Education Facilities – Horsham	Name of clause changed to meet MD. Name of policy document changed to match Clause 72.08 (Horsham & District Early Years Plan (Horsham Rural City Council, 2019-2023).	Full amendment
19.02-6L Open Space – Horsham	New Clause introduced with strategies from Open Space Strategy.	Full amendment
19.03-3L Integrated Water Management - Horsham	New clause introduced through Council Plan.	Full amendment

## 5.4. Zones

The recommended changes to the zone schedules identified in the audit are in the table below.

Table 4: Recommended changes to the zone schedules

Clause no. and name	Changes required (if relevant)	Action
35.03s Rural Living Zone	Create four Rural Living Zone Schedules (one for each minimum subdivision area) to comply with the Ministerial Direction.	Full amendment
35.07s Farming Zone	Create four Farming Zone Schedules (one for each minimum subdivision area) to comply with the Ministerial Direction	Full amendment
36.01s Public Use Zone	Amend sign requirements from 'All land' to 'None Specified'.	Policy neutral amendment
37.01s Special Use Zone 3	<ul style="list-style-type: none"> <li>Remove reference to the MPS and PPF in decision guidelines as it is duplication.</li> <li>Delete "the extent to which the application is consistent with the purpose of the zone" decision guideline as it is duplication of other scheme requirements.</li> <li>Delete comma and question mark in subdivision application requirements.</li> </ul>	Policy neutral amendment
37.01s Special Use Zone 4	<ul style="list-style-type: none"> <li>Amend section 3.0 to include application requirements heading to comply with MD.</li> </ul>	Policy neutral amendment
37.01s Special Use Zone 3, 6 and 9	Redraft to include correction of Table of uses.	Further strategic work
37.01s Special Use Zone 5 – Wimmera Events Centre	<ul style="list-style-type: none"> <li>MD only allows for 5 purposes, 1 purpose moved elsewhere in scheme.</li> <li>Amend section 3.0 to include application requirements heading to comply with MD</li> </ul>	Policy neutral amendment
37.01s Special Use Zone 6 – Earth and Energy Resources Industry	Amend section 4.0 to comply with MD. "No permit is required to construct or carry out works for the following:"	Policy neutral amendment
37.01s Special Use Zone 8 – Horsham Artists in Residence	<ul style="list-style-type: none"> <li>MD only allows for 5 purposes, 2 purposes incorporated into first purpose.</li> <li>Amend Section 3.0 to include application requirements heading to comply with MD.</li> <li>Amend Section 4.0 to include building and works requirement to comply with MD.</li> </ul>	Policy neutral amendment

## 5.5. Overlays

The recommended changes to the overlay's schedules identified in the audit are in the table below.

Table 5: Recommended changes to the overlay's schedules

Clause no. and name	Changes required (if relevant)	Action
Clause 42.01 Environment Significance Overlay Schedule 1.	Remove CFA as a referral authority.	Policy neutral amendment
Clause 42.01 Environment Significance Overlay Schedule 2, 3 and 5	Reduce objectives to 1 as per MD.	Full Amendment
Clause 42.01 Environment Significance Overlay Schedule 1	Reduce objectives from 8 to 1 as per MD.	Further strategic work
Clause 42.01 Environment Significance Overlay Schedule 6 and 7	Convert to the Buffer Area Overlay (BAO)	Further strategic work
Clause 42.03 Significant Landscape Overlay Schedule 3	Redraft permit requirements at 3.0 so they are self-contained to the Schedule, and not contingent on other permit triggers in other parts of the Scheme.	Further strategic work
Clause 43.02 Design and Development Overlay Schedule 2	Amend 2.0 buildings and works and 3.0 subdivision to comply with MD. Decision guidelines amended to comply with MD.	Full Amendment
Clause 43.02 Design and Development Overlay Schedule 3	Amend 2.0 Buildings and works to include or carry out works.	Policy neutral amendment
Clause 43.02 Design and Development Overlay Schedule 5	Amend 5.0 Application requirements to comply with MD	Policy neutral amendment
Clause 43.02 Design and Development Overlay Schedule 6	Amend 2.0 Permit requirement to application requirements to comply with MD.	Policy neutral amendment
Clause 43.02 Design and Development Overlay Schedule 10	Move vegetation application requirement from 2.0 to 4.0 – application requirements.	Policy neutral amendment
Clause 43.02 Design and Development Overlay Schedule 11 – Wimmera Intermodal Freight Terminal Precinct	Amend design objectives from 7 to 5.	Policy neutral amendment
Clause 43.03 Incorporated Plan Overlay – Schedule 1	Amend requirement before a permit is granted to say, “None specified.”	Policy neutral amendment
Clause 43.04 Development Plan Overlay – Schedule 1, 2, 3, 6, 7 & 8	Amend wording of Section 2.0 to comply with MD	Policy neutral amendment
Clause 43.04 Development Plan Overlay – Schedule 4	Move requirements for development plan to requirements before a permit is granted.	Policy neutral amendment
Clause 43.04 Development Plan Overlay – Schedule 6	Delete reference to non-existent policy at Clause 22.10 – Floodplain management as permit requirement cannot be met.	Policy neutral amendment
Clause 43.04 Development Plan Overlay – Schedule 7	Move development plan requirement from 2.0 to 4.0 to comply with MD.	Policy neutral amendment
Clause 43.04 Development Plan Overlay – Schedule 8	Move development plan requirement from 2.0 to 4.0 to comply with MD. Change to None specified.	Policy neutral amendment

## 5.6. Particular provisions

All the particular provision schedules that are available to be applied in the planning scheme are included in the table below, and a notation about whether they comply or require changing because of this review. Changes may be required to align with the Ministerial Direction on the Form and Content of Planning Schemes, or they may be suggested to clarify the policy as identified through the analysis and engage stages of the review.



Table 6: Provision schedules

Clause no. and name	Is it applied? Changes required (if relevant)	Action
51.01s Specific sites and inclusions	Applied, no changes required	Complies
52.02s Easements, restrictions, and reserves	Applied, no changes required	Complies
52.05s Signs	Applied, no changes required	Complies
52.16s Native vegetation precinct plan	Applied, no changes required	Complies
52.17s Native vegetation	Applied, no changes required	Complies
52.27s Licenced premises	Applied, no changes required	Complies
52.28s Gaming	Applied, no changes required	Complies
52.32s Wind energy facility	Applied, no changes required	Complies
52.33 Post boxes and drystone walls	Applied, no changes required	Complies
53.01s Public open space contributions and subdivision	Applied, no changes required	Complies
53.06s Live music entertainment venues	Applied, no changes required	Complies
53.15s Statement of underlying provisions	Applied, no changes required	Complies
59.15s Local VicSmart applications	Applied, no changes required	Complies
59.16 Information requirements and decision guidelines for local VicSmart applications	Applied, no changes required	Complies

## 5.7. General provisions

There are two general provisions that have a schedule available. They are included in the table below with a notation about whether they comply or require changing because of this review. Changes may be required to align with the Ministerial Direction on the Form and Content of Planning Schemes, or they may be suggested to clarify the policy as identified through the analysis and engage stages of the review.

Table 7: General provisions

Clause no. and name	Is it applied? Changes required (if relevant)	Action
66.04s Referral of permit applications under local provisions.	Applied, changes required. <ul style="list-style-type: none"> <li>Removal of referral duplication to CFA from ESO1.</li> <li>Removal of reference to the Clause in Overlay not required.</li> </ul>	Policy Neutral Amendment
66.06s Notice of permit applications under local provisions	Applied, changes required. <ul style="list-style-type: none"> <li>Removal of reference to the Clause in Overlay not required.</li> </ul>	Policy Neutral Amendment

## 5.8. Operational provisions

All the operational provision schedules that are available to be applied in the planning scheme are included in the table below, and a notation about whether they comply or require changing because of this review. Changes may be required to align with the Ministerial Direction on the Form and

Content of Planning Schemes, or they may be suggested to clarify the policy as identified through the analysis and engage stages of the review.

Table 8: Operational provisions

Clause no. and name	Changes required (if relevant)	Action
72.01s Responsible authority for this planning scheme	Applied, no changes required	Complies
72.02s What area is covered by this planning scheme?	Applied, no changes required	Complies
72.03s What does this planning scheme consist of?	Applied, no changes required	Complies
72.04s Documents incorporate into this planning scheme.	Applied, no changes required	Complies
72.05s When did this planning scheme begin?	Applied, no changes required	Complies
72.08s Background documents	Applied, changes required to update obsolete documents and add relevant strategies. Changes shown at Appendix 2.	Full amendment update required.
74.01s Application of zones, overlays, and provisions	Applied, no changes required	Complies
74.02s Further strategic work	Applied, changes required to update further strategic work. New schedule attached at Appendix 3	Complies

## 5.9. Conclusion

The audit of the planning scheme has found that the local provisions are performing well. For the most part, the audit only identified minor compliance issues when assessed against the Ministerial Direction on the Form and Content of Planning Schemes, the Practitioners Guide to Victorian Planning Schemes and relevant Practice Notes.

Some administrative changes identified in the audit cannot be amended without further strategic work (for example, redrafting the permit requirements of the Significant Landscape Schedule 3 and converting existing overlays into new overlays). They have not been identified as priorities to address as they do not appear to be causing issues for the planners, as evidenced through the engagement process.

Like many planning schemes across the State, the table of use in the Special Use Zone has been incorrectly constructed. Rectifying this is beyond the scope of this review as a concentrated remediation is required, due to the manner the uses interact in the nesting tables. Stakeholder consultation may be required to correct the Special Use Zone table of uses.

Where necessary, the ordinance has been edited to remove redundant and overly complex words.

## 5.10. Findings

The majority of the findings of the audit of the planning scheme can be implemented immediately as part of the planning scheme amendment for the planning scheme review.

1. Amend the Horsham Planning Scheme to include changes identified in the audit of the planning scheme review identified in Chapter 5.

The following projects have been identified as further strategic work for Council:

1. Amend ESO3 Water Course Protection objectives (currently contains eight objectives, MD only allows one). (This change requires consultation with WCMA).
2. Convert ESO6 Horsham South Wastewater Treatment Plant Buffer Area and ESO7 Wimmera Intermodal Freight Terminal Precinct Buffer Area to a Buffer Area Overlay (BAO)
3. Redraft permit requirements at 3.0 of SLO3 Grampians and Black Range Environs so they are self-contained to the schedule, and not contingent on other permit triggers in other parts of the Scheme.
4. Redraft schedules to the Special Use Zone to comply with Ministerial Directions including correct construction of table of uses to SUZ3 Dooen Freight Hub, SUZ6 Earth and Energy Resources Industry and SUZ9 Wimmera Intermodal Freight Terminal Precinct (this change requires consultation with relevant stakeholders).

## 6. Planning scheme performance

This section contains an analysis of planning permit activity that has taken place during the last four years. It draws on both publicly available Planning Permit Activity and Reporting System (PPARS) data and data provided by Council.

### 6.1. Planning permit activity

This section contains an analysis of the planning permit activity conducted during the last four years. It draws on both publicly available Planning Permit Activity and Reporting System (PPARs) data and data provided by Council. **Appendix One** includes the raw data that has been used for the analysis.

#### 6.1.1. Number and nature of permits assessed

Table 9, below, shows the number of permit applications received, processed, and issued between the 2017/18 financial year and the 2022/23 financial year. The numbers fluctuated, showing a low of 123 applications processed in 2017/2018 and a peak of 168 in the (2020/2021) financial year; the average permits being processed per year is 141. There has been a general trend across the state in increased permit activity in regional areas which has been attributed to the COVID-19 pandemic and HRRC's receipt and processing of applications reflects this trend also. In 2020/21 Council received and processed more applications than in previous years.

Table 9: PPARS report for permits issued between the 2017/2018 financial year and the 2022/2023 financial year.

Permits (including refusals)	2017/2018	2018/2019	2019/2020	2020/2021	2021/2022	2022/2023
Received	123	119	138	168	158	149
Processed	140	118	127	170	144	148
Issued	137	113	111	152	137	136

The increase in applications is difficult to manage given the small number of planners and represents a workload increase of just over 20 percent. This can cause problems with statutory timeframes and work pressure on staff.

Horsham manages this with overflow planners. Council should remain aware of the fluctuation of planning permits and ensure sufficient resources are allocated, particularly as new housing estates are released around Horsham, and the amount of infill development increases.

**Finding:**

- 1. Monitor the statutory planning workload to ensure that adequate resources are available to manage the growing number of permit applications.**

### 6.1.2. Common types of applications

Based on PPARs data, the most common application types that Council has dealt with in the preceding four years are 'One or more new buildings', 'Single dwellings' and 'Subdivision of land'.

Based upon Council-supplied data, 18.5% of all applications dealt with by Council in the preceding years involved 'sheds' or 'outbuildings' (note: this excludes applications for Dwellings AND sheds / outbuildings), and 9.25% of all applications were for a dwelling within the Farming Zone.

Mineral sands developments are proposed for the municipality which may impact on applications for new dwellings. Population growth is unlikely to increase permit applications, however there are changes to land use that are making applications increasingly complex, including industrialisation of the agricultural sector and a strong push by Council for diversification of housing.

### 6.1.3. Service performance

Table 3 sets out the service performance for Horsham Rural City Council compared to other large rural council's average time (Horsham is in the Regional City grouping, but comparative data for this grouping is not available at this time).

Over the last four years, Horsham has generally comfortably met the sixty-day processing timeframe for planning applications. This can be put down to having two very experienced statutory planners on board who understand the vision of Council and are proficient at decision making.

The cost of processing applications has gradually reduced over the last five years; however, it remains at approximately \$1,200 per application more than the average for larger rural councils.

This is an acceptable balance for Horsham Council. While the cost per application is slightly higher than similar councils, the time taken for decision making is faster more efficient than other similar councils, which has a positive impact on the overall economy and community.

Table 10: Project Timing Service performance for Horsham RCC compared to large rural council average.

Council	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023
<b>Time taken to decide planning applications</b>						
Horsham RCC	40 days	57 days	43 days	63 days	48 days	56
<b>Large rural average</b>	-	<b>70 days</b>	<b>65 days</b>	<b>67 days</b>	<b>78 days</b>	<b>61</b>
<b>Cost of statutory planning service per planning application</b>						
Horsham RCC	\$1,592.52	\$1,091.77	\$1,230	\$1,264	\$1,264	\$1,310
<b>Large rural average</b>	-	<b>\$2,256</b>	<b>\$2,254</b>	<b>\$1,873</b>	<b>\$1,861</b>	<b>\$1,494.60</b>
<b>Council planning decisions upheld at VCAT</b>						
Horsham RCC	NA	66%	NA	50%	NA	50%
<b>Large rural average</b>	-	<b>50%</b>	<b>60%</b>	<b>51%</b>	<b>61%</b>	<b>25%</b>

Source: Know your Council website.

Opportunities for reducing permit applications should be taken and these have been identified by Council officers in Chapter 7. Removing redundant permit triggers has the potential to significantly reduce permit applications received each year.

#### 6.1.4. Decision making

Based upon Council-supplied data the majority of decisions are made under delegation (97.9%), as shown in Table 4.

Table 11: Decision outcome data from 2018 to 2023

Decision maker	Refusal	Planning Permit	Planning Permit (NOD)	Total
Council	2	4	0	6
Delegate	9	783	7	799
VCAT*	0	2	0	2
TOTAL	11	789	7	807
% of total	1.3%	97.9%	0.80%	100%

Source Horsham Rural City Council planning permit data, 2023.

The two refusals made by Council over the last four years related to the proposed variation of a Restrictive covenant. Restrictive covenants are well known as being difficult issues for Council to manage, and there is little Council can do to alleviate this problem due to the way in which Restrictive covenants are applied and operate.

Overall, the planning scheme review finds no concerns in Council decision making. Delegations appear to be working well, and overall, there are a very low number of applications being determined at VCAT.

#### 6.1.5. Geographic spread of applications

Table 5 shows that, during the preceding four years, almost 60% of all applications processed are in Horsham. This is not unexpected given Horsham is the main urban centre for the municipality and policy explicitly directs urban growth and development to this location.

Natimuk is the municipalities' second largest town and, according to Council's current strategic directions (Clause 02.03), demand for housing in this location remains constant. Haven has a lot of land zoned for rural living and residential, and in Laharum and Quantong, most of the land is zoned for Farming.

Table 12: Areas with more than ten applications between 2018 and 2023

Location	Number of applications	% of total
Haven	36	6%
Horsham	331	58%
Laharum	25	4%
Natimuk	11	2%
Quantong	21	4%

Source Horsham Rural City Council planning permit data, 2023.

## 6.2. Planning Panels Victoria

Council has undertaken 21 'C' planning scheme amendments since the last planning scheme review. A detailed analysis of these has been provided to Council officers. The ones that were submitted to Panel are summarised below.

Four of those amendments required a Planning Panel Hearing, and of those the following Amendments identified policy issues relevant to the performance of the planning scheme:

- **Amendment C053hors:** sought to rezone land in Horsham from RLZ and PPRZ to R1Z. The Panel recommended that Council address the most urgent of the recommendations from the 2010 Planning Scheme Review, including providing clearer direction for settlement priorities.
- **Amendment C072hors:** sought to apply the PAO for the re-alignment of the Western Highway around Horsham. The Panel recommended that Council prepare an Integrated Transport Plan for Horsham and a Masterplan for the Horsham Aerodrome. Council adopted the Horsham Urban Transport Plan in 2020 which addresses this recommendation.
- **Amendment C078hors:** sought to rezone land in Pimpinio from PPRZ to TZ. The Panel recommended that Council prepare a Framework Plan for Pimpinio to determine the medium- and long-term need for infrastructure and community assets in Pimpinio, and to establish a zoning framework commensurate with future demand.

### Findings

1. **Develop a settlement hierarchy for Horsham.**
2. **Prepare a Masterplan for the Horsham Aerodrome.**
3. **Investigate alternative transport routes.**
4. **Review the zoning of Pimpinio as part of a Rural Settlement and Land Use Strategy.**

## 6.3. VCAT

### 6.3.1. VCAT cases reviewed

Horsham Rural City attends VCAT irregularly, with four appearances in the last four years (PPARs data). This is well under one percent of the applications that Council has received over the last four years.

Council officers provided the following list of VCAT cases to review.

- Iluka Resources Limited v Horsham Rural CC [2017] VCAT 107
- Priestley v Horsham RCC (Red Dot) [2021] VCAT 639
- Parish v Horsham Rural CC [2021] VCAT 1095
- Director of Housing v Horsham RCC [2021] VCAT 875 6 August 2021
- Wilson v Horsham RCC [2018] VCAT 845

### 6.3.2. Policy issues raised at VCAT

A detailed assessment of specific VCAT decisions of note is included in **Appendix One**.

A policy gap identified in two VCAT decisions ('Parish v Horsham Rural CC [2021] VCAT 1095') (Director of Housing v Horsham RCC [2021] VCAT 875 6 August 2021) relates to the absence of existing and preferred neighbourhood character policies for different precincts within Horsham.

Horsham is identified as having a regional city role as the key population and employment centre for the region and existing strategies support its growth and development. The city comprises several different precincts but despite this, the Horsham Planning Scheme does not include existing and preferred neighbourhood character policies for the city's different precincts.

The tribunal found that conditions relating to the partial construction of an access road to provide access to a new subdivision were onerous. This raises a policy issue associated with expectations for the standard infrastructure that should be delivered with new development and aligns with officer views (outlined in Chapter 7) that the introduction of the Infrastructure Design Manual into the planning scheme is warranted.

#### Finding

1. **Prepare a neighbourhood assessment study for Horsham City that identifies the preferred future character for precincts.**
2. **Use the infrastructure design manual and consider an equitable approach to development contributions.**

## 7. Stakeholder engagement

This section contains an overview and analysis of stakeholder engagement that has informed the Planning Scheme Review. It includes data collected as part of a Council planner survey, responses from key referral agencies and external stakeholders as well as feedback provided by planning staff, key internal staff, and Councillors through a series of workshops.

The intention of this part of the review is to provide context from those who most use the planning scheme and Councillors, as the community representatives. The findings of this engagement help refine the key issues that Council needs to address and prioritise the scope of further strategic work that should be undertaken during the next four years.

### 7.1. Planners and internal staff

Council officers were asked to respond to a survey about the Horsham Planning Scheme, prior to any analysis documents or findings being shared. The Survey included questions to determine, from an officer perspective, how well the Scheme is performing, controls that need refining or could be removed, applications that are taking more time than they should, and policy gaps.

Council officers raised numerous matters influencing the operation of the Planning Scheme, that may be grouped under the following headings:

#### Multi-Unit Development

Applications involving multi-unit developments were identified as one of the most common types of applications received by Council and one of the most common enquiries from the public. Multi-unit

development applications were also identified as taking the longest time to determine (due to the poor standard of applications typically received) and frequently being determined at VCAT.

### **Infill Development**

Respondents identified that the Planning Scheme currently does not provide strong enough direction in relation to preferred areas for infill and medium density development. No strategic infill development sites are currently identified, and it was suggested that further work is required to identify and encourage such development around the CAD, employment areas or community facilities.

### **Heritage**

Respondents identified that there is a current absence of local policy and associated controls that properly identify and protect the Rural City's heritage assets. It was noted that some strategic work has been completed but further work is required to be undertaken and implemented into the Planning Scheme.

### **ESD**

It was identified that existing state provisions for environmental risks and amenity are commonly relied upon for decision making. It was suggested that new local provisions for Environmentally Sustainable Development and climate change would aid decision-making.

### **Workshop**

A workshop with the council planning team and internal stakeholders was held on 23 June 2022 (via teams).

During the workshop, Council's planners and internal stakeholders identified the following key issues:

- Council processes many applications for sheds and that many of these have little to no planning consequence and can be time consuming at the decision-making stage.
- Council has prepared an anomalies amendment to remove some permit triggers, and an opportunity was identified to potentially remove permit triggers under the ESO and DDO9.
- The Infrastructure Design Manual should be included in the planning scheme.
- There is a current absence of local policy and associated controls that properly identify and protect the Rural City's heritage assets. It was acknowledged that the number of planning applications dealt with by Council is likely to increase when the Heritage Overlay is applied.
- Council has a lack of resources to properly undertake planning enforcement. There is no dedicated planning enforcement officer on staff, meaning planners undertake enforcement actions in addition to their normal workload.
- Council Officers noted that four new Development Plan Overlays (DPO's) are to be implemented into the Planning Scheme soon, and these will likely increase the planning teams' workload. At present, secondary consents and counter enquiries in relation to existing DPO areas already create a significant workload for Council.

### **Findings**

- 1. Provide more guidance in the planning scheme to direct medium density development and infill development in Horsham City (*Horsham and Natimuk Housing Diversity and Affordability Strategy*)**
- 2. Monitor the workload associated with the introduction of new planning controls to ensure adequate statutory planning resources are in place to assess applications.**
- 3. Investigate whether additional resources are required to undertake planning enforcement.**



4. Investigate applying the CASBE Environmentally Sustainable Development policy to the Horsham Planning Scheme, recognising this will increase officer workload.
5. Undertaken heritage planning to introduce heritage overlay controls on identified heritage assets, and a local policy to guide decision making by applicants and planners (*Heritage Study Review 2022*).
6. Identify redundant planning controls undertake corrections amendments for the effective and efficient operation of the scheme (*refer to appendix 6*).

## 7.2. Councillors and executive team

A council briefing session was held on Monday 11 July 2022. The councillors were provided with an overview of the project and highlighted some of the key strategic recommendations that had been identified.

Key issues raised by the Councillors including:

- Managing growth of Horsham township effectively.
- Preserving Natimuk and other townships from inappropriate development.
- Leveraging tourism opportunities.
- Supporting the agricultural sector as it adapts to the impacts of climate change and the changing economics of farming.

## 7.3. Referral and notice agencies

Input to the Planning Scheme Review process was sought from the referral authorities that are listed under Schedules to Clauses 66.04 and 66.06 to ensure that any necessary changes to local policy setting for the Horsham Planning Scheme are identified and made. The two relevant authorities are the Country Fire Authority (CFA) and Grampian Wimmera Mallee Water. A response was provided by the CFA and is contained in Attachment 4.

The CFA has requested that the referral to it under Clause 6.0 of Schedule 1 to Clause 42.01 (ESO – ‘Wartook Tourist Area’) be removed. It is unclear of the origin of the control, but it predates the application of the Bushfire Management Overlay (BMO) and the ESO1 and BMO duplicate requirements for referrals to CFA.

### Recommendation

1. Remove the CFA as a determining referral authority for applications under ESO1 in the Schedule to Clause 66.04.

## 7.4. Registered Aboriginal Parties

In Victoria, the *Aboriginal Heritage Act* (2006) recognises Traditional Owners as the primary guardians, custodians, and knowledge holders of Aboriginal cultural heritage. At a local level, Registered Aboriginal Parties are the voice of Aboriginal people in the management and protection of Aboriginal cultural heritage in Victoria.

The Registered Aboriginal Party (Barengi Gadjin Land Council) was invited to participate in the planning scheme review.

The context of the planning scheme (Clause 2.01) should be updated to reflect the traditional ownership of the land.

## Recommendation

1. **Acknowledge the Traditional Owners of Horsham Rural City in Clause 2.01 of the Municipal Planning Strategy to recognise their connection to the land.**

## 8. New strategic work

New strategic work that has been adopted by Council and prepared for the municipality and the Wimmera region was reviewed to identify whether any policy should be incorporated into the planning scheme.

The intention of this part of the review process is to incorporate policy that may have been developed by another part of Council (for example, Economic Development, Sustainability, Community Planning etc.) and that is unlikely to be incorporated into the planning scheme through a stand-alone amendment.

The scope of this does not include significant strategic land use planning projects such as Structure Plans for Activity Centres, or Housing Strategies, which should go through a separate, dedicated planning scheme review process.

Regional documents, such as Catchment Management Plans, are also reviewed, to identify if there are any Council specific proposals that should be reflected in the planning scheme. (For example, the construction of a new wetland).

### 8.1. Regional documents

The following regional documents were reviewed:

- Wimmera Southern Mallee Regional Growth Plan (DELWP, 2014)
- Wimmera Regional Catchment Strategy 2021-2027 (Wimmera CMA, June 2021)
- Country Plan: Growing what is Good (Barengi Gadjin Land Council, 2017)
- Grampians Regional Climate Change Adaptation Strategy (DELWP, 2021)
- South West Landscape Assessment (DELWP, 2012)

A detailed assessment of applicable Regional Documents has been undertaken with the recommendation for the Planning Scheme to include First Nations people recognition as already noted in 5.4.2.

In addition, it is noted the following regional projects have been implemented into the Horsham Planning Scheme.

The application of planning controls to facilitate the development of the Wimmera Intermodal Freight Terminal Precinct in 2017.

Introduction of the Wimmera Industrial Land Capability Study into the planning scheme in 2018.

### 8.2. Council documents

Council provided the project team with the following adopted Council documents for review:

- Horsham Council Plan 2021-2025 (Horsham Rural City Council, 2021)
- Greening Greater Horsham: A Municipal Tree Strategy 2021- 2031 (Horsham Rural City Council, 2021)

- Horsham Urban Transport Plan (Horsham Rural City Council, January 2022)
- Open Space Strategy – Final Report (Horsham Rural City Council, 2019)
- Wartook Valley Strategy (Horsham Rural City Council, 2017)
- Electronic Gaming Machine Policy (Horsham Rural City Council, 2012)
- Destination Horsham Investment Attraction Strategy and Implementation Plan (Horsham Rural City Council, January 2022)
- City to River Masterplan (Horsham Rural City Council, January 2020)
- Horsham North Local Area Plan (Horsham Rural City Council, May 2023).

Various changes to the current planning scheme are recommended to incorporate the policy position outlined in these documents.

Three of the documents will require further work to identify the planning scheme changes as bringing the policy across is outside the budget that has been allowed for this planning review. However, this could be done and carried over into the planning scheme amendment to implement this planning scheme review. These documents are:

- Wartook Valley Strategy (Horsham Rural City Council, 2017)
- City to River Masterplan (Horsham Rural City Council, January 2020)
- Horsham North Local Area Plan (Horsham Rural City Council, May 2023).

These three documents are discussed in more detail in Chapter 10.

### **Findings:**

- 1. Amend the Vision (02.02) to reflect the current Council Plan (2021-2025).**
- 2. Introduce new policies to give effect to Council's adopted:**
  - **Horsham Council Plan 2021-2025 (Horsham Rural City Council, 2021)**
  - **Greening Greater Horsham: A Municipal Tree Strategy 2021- 2031 (Horsham Rural City Council, 2021)**
  - **Horsham Urban Transport Plan (Horsham Rural City Council, January 2022)**
  - **Open Space Strategy – Final Report (Horsham Rural City Council, 2019)**
  - **Wartook Valley Strategy (Horsham Rural City Council, 2017)**
  - **Electronic Gaming Machine Policy (Horsham Rural City Council, 2012)**
  - **Destination Horsham Investment Attraction Strategy and Implementation Plan (Horsham Rural City Council, January 2022)**
  - **Horsham North Local Area Plan (Horsham Rural City Council, 2023)**

## 9. Work underway

### 9.1. Council led

After many years of minimal focus on strategic planning, Council has now established a small team of planners who are managing several significant projects that will develop the Horsham Planning Scheme.

#### **Horsham South Structure Plan**

Horsham South includes the settlement of Haven which is essentially an outlying township of Horsham. There is opportunity for lower density residential development in this to add to the diversity of housing choices close to Horsham City.

#### **Horsham CAD Revitalisation Streetscape Plan**

Council has prepared a streetscape plan for the Horsham CAD. It builds on the City to River strategy and will include opportunities to improve the public realm. It is likely some elements of the final plan will need to be translated into the planning scheme, and the plan may form the basis of development infrastructure projects.

#### **Horsham Open Space Strategy Review**

This project will review the 2019 Open Space Strategy and introduce a policy for open space and subdivision design.

#### **Horsham Heritage Study Review**

A review of the Horsham Heritage Study 2014 has recently been finalised.

When Amendment VC148 was introduced, changes were made to the Clause 43.01 (Heritage Overlay) including mandating a statement of significance for any added heritage place.

The heritage study 2014 required a review to ensure it was adhering to best practice and the current requirements of Clause 43.01. The review also looked at the heritage policy in Council's MPS and introduces a new Heritage Policy to be included in Clause 15.03-1L.

#### **Horsham City Urban Renewal Plan**

The Horsham City Urban Renewal Project identifies three investigation sites and precincts suitable for urban renewal to encourage future development including residential, commercial, and mixed use. The project will facilitate the development of these precincts through economic modeling, urban analysis, setting a clear vision, planning controls and design guidelines.

#### **Horsham and Natimuk Housing Diversity and Affordability Strategy**

This has commenced and will confirm the settlement hierarchy for Horsham, identify how the projected growth in the municipality should be accommodated and – at a high level – what infrastructure is required to support growth, identify neighbourhood character areas, and identify opportunities for the supply of affordable housing to be improved. It will also develop a sequencing plan for the release of land around Horsham City.

**Corrections Amendment (C82hors)**

A corrections amendment has been implemented by the Horsham Rural City to correct 125 places zoning anomalies and map drafting errors. C82 has been submitted to the Minister for approval following community consultation and will ensure a more efficient and effective planning scheme. There remains further mapping and zoning anomalies within the municipality, and these are shown at Appendix six.

**Other****Wimmera Development Association Land Supply Report**

The Wimmera Development Association is preparing a Land Supply Report for the region to assist with investment attraction. This report is aimed at identifying land that may be available for development across the region and what needs to happen to unlock the land for development.

**Southwest Landscape Assessment**

The landscape assessment was completed in 20-12 across south west Victoria and include through assessment of landscape values and review of existing controls. The Grampians/Gariwerd are identified as of international significance and an update of the planning controls have been developed to ensure the protection of the landscape. A GC amendment or funding support for implementation is needed for a future planning scheme amendment.

**Mineral Sands**

The Wimmera is home to substantial deposits of mineral sands, with the demand expected to continue for the foreseeable future, the ongoing establishment of mineral sand mining brings social and economic benefits to the region and is strongly supported by the planning scheme.

The Avonbank project is currently involved in an Environmental Effects Statement, and draft planning scheme amendment has been exhibited to include a Special Control Overlay for the processing of minerals sands and connection to rail within the WAL Hub Precinct. A committee appointed by the state government is currently considering the matter.

## 10. Key issues

This section of the report identifies the key issues that have come up during the preparation of the Planning Scheme Review.

Overall, the planning team at Horsham have a very good handle on the issues that are facing the municipality, but there is a lot of work to be done to ensure the planning scheme is providing the policy and requirements to achieve the Council and community vision on settlement issues, risk management and protecting environmental values.

### 10.1. Settlement planning

#### Settlement planning

The population of HRCC is 20,327, with about 80 percent living in Horsham City, and the rest disbursed in small settlements.

The Horsham Planning Scheme does not contain a settlement hierarchy; however, Horsham City is obviously the most significant settlement, with Natimuk being the second largest settlement with a population of about 550 people.

Land use zoning is the mechanism used to define settlement boundaries, and in the smaller settlements this is not enough, with concerns raised frequently through this review that encroachment on farming land was occurring by dwellings that would be better located in settlements.

Council should develop a settlement hierarchy and establish clear settlement boundaries around the city of Horsham, town of Natimuk and the numerous smaller settlements across the municipality.

#### Managing growth

There is no documented strategy about where Council does and does not want to support growth. Given the large number of very small settlements in Horsham, most of which include some Township Zone and Rural Living land. The growth across the outside of Horsham tends to be very scattered, and the existing townships are unlikely to have the infrastructure to support significant growth. A statement in the planning scheme about the role and function of each of these settlements would assist applicants and planners in determining where growth will be able to be supported by services.

In Horsham City, there is very little policy direction about how growth will be managed. There are multiple development fronts which have been established by planning decisions made many years ago. There has not been moderate growth and an active development industry in Horsham over years, currently development is occurring in an uncoordinated manner on many fronts.

The Victorian Government estimates there is currently (2022 data) 23 to 33 years supply of existing zoned residential land, spread across five development fronts.

There is no sequencing plan for this zoned land, and infrastructure agencies have indicated to Council that they are unable to service multiple fronts concurrently. In the meantime, Council has been approached to rezone another significant parcels of land to allow for residential development (Rasmussen Road). Council is currently working with the developer on this.

There is a significant supply of Low-Density Residential Zone land in Haven, immediately to the south of Horsham City. The South Horsham Structure Plan (Haven) currently in preparation will resolve the issues of Infrastructure provision and coordination.

Council needs policy, coordinated with the infrastructure providers, to identify the preferred sequencing of greenfield and infill development in Horsham City.

### **Employment land**

Officers have identified that further analysis of long-term employment land is required to understand the level of demand for industrial and commercial land to safeguard the land for future purposes and ensure adequate supply of commercial and industrial land.

### **Housing diversity**

Like most regional Council's, most of the housing in the municipality is family sized (3 bedroom plus) dwellings on separate lots. This lack of diversity in housing leads to issues like:

- Lack of housing for people to downsize too as they age which leads to inefficient use of housing stock as large dwellings only house one or two people.

- As house prices increase, greater difficulty in accessing affordable housing.

- Lack of variety for people – not everyone wants to live in a large house with a garden to maintain.

The Housing Strategy that Council is preparing will provide guidance on areas where housing diversity and affordability can be increased by identifying preferred lot sizes for subdivisions in urban areas, areas suitable for infill development, and the form infill development should take.

It will also identify opportunities that Council or other agencies might identify to increase the supply of affordable and social housing.

Facilitating a better mix of housing in rural and regional areas is a significant challenge for councils. The 'market' does not seem to want to provide products in the form of one- and two-bedroom houses, units, apartments and town houses, and strong policy support, and potentially other incentives, will be required to address this.

### **Character**

The Horsham Planning Scheme talks about protecting the unique character of Horsham and townships but does not articulate what the unique character is. There is work to be done on establishing a preferred character statement for residential areas in Horsham and Natimuk in particular, as well as high level character statements for each of the smaller settlements with a Township Zone.

Council has asked that this work be prepared as part of the Housing Strategy for Horsham City and Natimuk, but there would be value in Council planners visiting each of the townships and preparing a brief character statement for each that can also be included in the planning scheme.

Having a clear understanding of the current character, and if necessary, a statement about the preferred future character of change areas as they are identified in the Housing Strategy, will assist applicants and planners in decision making, and ensure that the character the community values can be better protected.

## Findings

1. Prepare settlement and housing strategies for the municipality that:
  - Establish a settlement hierarchy for the municipality.
  - Prepare neighbourhood character statements for Horsham and Natimuk, with a view of including these in the schedule to the residential zones.
  - Prepare high level character statements for all other townships with a view of including these in the Municipal Planning Strategy.
  - Identify opportunities for infill development in Horsham and potentially Natimuk to support a supply of affordable housing and increase the diversity of housing available.
  - Identify urban areas where residential, industrial, and commercial expansion will be directed.
  - Develop a sequencing plan for land that has been identified for growth in Horsham City, to ensure that infrastructure services can be provided in a timely and efficient manner.
  
2. Complete the Horsham South Structure Plan.

## 10.2. Strategies to implement

### Issue

Council has completed several strategies that need to be incorporated into the planning scheme. The budget allocated to prepare this review didn't allow for the translation of these documents into the planning scheme, however this could be done prior to seeking authorisation for the planning scheme amendment to implement the review.

### Wartook Valley Strategy

The current policy and controls in the planning scheme applying to Wartook conflict with the Council and community aspirations for the area which are set out in the Wartook Valley Strategy (HRCC, 2017).

This document was prepared to resolve the conflicts within the Planning Controls which affected the Study Area and was developed by a community working group. The Strategy has not been implemented into the planning scheme.

Council has identified that implementing this recommendation of the Wartook Valley Strategy remains a priority.

Implementing the recommendations as part of this review is beyond the scope as it is not just a matter of tweaking policy. The strategy recommends work be done to protect landscape and environmental values, and that the zoning of the land be considered as the current Farming Zone does not align with the largely rural residential nature of the area.

The strategy also identifies tourism opportunities such as the development of the Grampians Peaks Trail (now completed) and the Wartook to Zumsteins Trail.

These issues are touched on in other parts of this chapter, including item 10.3 Significant landscapes.

Given that the strategy is now six years old, if Council wants to reflect it properly in the planning scheme, any outstanding issues should be resolved, and a planning scheme amendment prepared.



### **Horsham transport network**

Amendment C72 aimed to formalise the acquisition of the Horsham Bypass through the application of Public Acquisition Overlays, however the amendment lapsed and now council is progressing the alternative truck route feasibility study and its findings will be implemented as needed.

### **Horsham North Local Area Plan**

This document was adopted in May 2023 and provides an integrated plan for Horsham North addressing land use issues, character, access, connections, and open spaces.

Key issues facing Horsham North include managing the interface between employment uses and sensitive uses, overcoming the barrier effect of the rail corridor and facilitating housing diversity.

Some elements may be incorporated into the planning scheme to give effect to the plan and the future vision for Horsham North.

### **Findings**

- 1. Review the Wartook Valley Strategy (HRCC, 2017) as part of the Rural Land Use Strategy and implement recommendations into the planning scheme.**
- 2. Consider the Horsham North Local Area Plan as part of the Horsham and Natimuk Housing Diversity and Affordability Strategy for implementation into the planning scheme.**

### 10.3. Significant landscapes

#### Issue

Significant landscapes aren't recognised in the MPS or PPF.

#### Discussion

The Horsham Planning Scheme contains three SLO schedules. These are for the Grampians National Park (SLO1), Mount Arapiles-Tooan State Park (SLO2) and the Grampians and Black Range Environs (SLO3).

Council offices have identified that the current MPS does not strongly enough recognise these significant landscapes and the important role they play in protecting biodiversity, vegetation, and heritage, and supporting tourism. There is also no mention of the unique landscape of the Wimmera Plains, which although not included in the Significant Landscape Overlay, still have important values that should be protected.

The Southwest Landscape Assessment study prepared by the Department of Transport and Planning provides a strategic basis for including this content in the planning scheme.

#### Findings

1. **Amend the MPS or PPF to include stronger recognition of the significant landscapes in Horsham, and the important role they play in protecting biodiversity, vegetation, and heritage, and supporting tourism.**
2. **Encourage the State Government to implement the South West Landscape Assessment as a Group Council amendment or provide funding support to council.**

### 10.4. Rural Land Use Strategy

#### Issue

The Rural Land Use Strategy was identified as a priority in the 2010 planning scheme review and was raised during the preparation of this planning scheme review. It seems that the main issue relating to rural land use for HRCC is:

- Ensuring that settlement (dwellings) do not encroach on agricultural land.
- Facilitating emerging forms of industry such as sand mining and renewable energy facilities.
- Reviewing the Farming Zone schedule to consider whether a 10ha minimum is appropriate.
- Ensuring sufficient supply and orderly development of rural settlements

The previous review of the planning scheme in 2010 identified that strategically significant agricultural land should be identified and shown on a Strategic Framework Plan to assist decision making.

#### Discussion

Clause 14.01-1S Agriculture includes a strategy that strategically significant agricultural land be preserved. Strategically significant agricultural land is not defined or mapped. A Rural Land Use Strategy is probably not required to identify the strategically significant agricultural land in Horsham as Agriculture Victoria already have a great deal of data about the qualities and characteristics of agricultural land across the state. Accessing these resources could provide enough data to prepare a map for this purpose.



## 10.5. Flood mapping

### Issue

Some flood mapping in the municipality is out of date which places the community at risk.

### Discussion

Clause 74.02 Further strategic work in the planning scheme includes an action to complete flood investigations and develop provisions to protect areas from flood hazards and support floodplain function as recommended in:

East Horsham Drainage Recommendation Report (2013).

East Horsham Flood Intelligence Report (2013).

Horsham Flood Study (Wimmera Catchment Management Authority, 2003).

Natimuk Flood Investigation (Water Technology, 2013).

Mount William Creek Flood Investigation (Water Technology, 2014).

*Wimmera Floodplain Management Strategy* (Wimmera Catchment Management Authority, 2012).

Councils are generally responsible for implementing flood mapping prepared by Catchment Management Authorities into planning schemes. The State Government has recognised that this is a significant administrative burden on strategic planning departments. Preparing and administering flood amendments could easily consume all the strategic planning resources that Council has available for twelve to eighteen months.

As part of the response to the devastating floods in Victoria last year, the Victorian Government has made significant funds available to help councils implement flood studies and established a Flood-related Amendments Standing Advisory Committee to take the administrative burden of managing flood amendments from councils.

Council has undertaken a major flood amendment to introduce and update six flood studies with the support from the Department of Transport and Planning and the Wimmera Catchment Management Authority. Amendment C81hors has been recently approved by the Minister for Planning and seeks to implement these studies.

One of the benefits of this amendment is it reduces the permit triggers in Design and Development Overlay - Schedule 9 (Stormwater management area) by 80%.

### Findings

**1. Apply for assistance from the Flood-related Amendments Standing Advisory Committee, as opportunities become available, to include up to date flood mapping in the Horsham Planning Scheme.**

## 10.6. Infrastructure Design Manual

### Issues and discussion

Like many rural and regional councils, the Infrastructure Design Manual produced and maintained by the Local Government Infrastructure Design Association is used by Council planners and engineers to specify standards to be met for infrastructure upgrade and provision in new development.

Planning schemes where the Infrastructure Design Manual is used generally have a local policy that supports a consistent approach to the provision of infrastructure and references the Infrastructure Design Manual. This local policy is proposed to be duplicated at Clause 19.03-2L Infrastructure design and provision, through the planning scheme amendment to implement this review.

Recently, the Sustainable Infrastructure Guidelines have been developed. These include a higher standard of infrastructure than what is included in the Infrastructure Design Manual focused on achieving more sustainable design outcomes. If Council adopt the Sustainable Infrastructure Guidelines, it will be listed as such as in the Infrastructure Design Manual. If Council decides to do this, it will mean that Council's engineers will apply the higher standard Sustainable Infrastructure Guidelines instead of the Infrastructure Design Manual guidelines to new developments.

### Findings

1. **Amend Clause 19.03-2L Infrastructure design and provision to include a strategy, policy guideline and policy document that directs applications and decision makers to consider the Infrastructure Design Manual when approving development.**
2. **Review whether Council should adopt the Sustainable Infrastructure Guidelines.**

## 10.7. Development Plan Overlays

### Issue

There are nine Development Plan Overlay (DPO) schedules applied in the Horsham Planning Scheme. The Development Plan Overlay extinguishes third party notice and appeal rights. In the case of DPO1 (Low density residential development plan) and DPO2 (Rural living development plan) the appropriateness of this tool to address this issue is questioned as it is unlikely that a Development Plan will even be prepared for the whole area due to the fragmentation of the land.

Planners have highlighted that in general the DPOs are outdated and not really providing guidance on the development outcomes Council is seeking.

### Discussion

The purposes of the DPO are:

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

*To identify areas which require the form and conditions of future use and development to be shown on a development plan before a permit can be granted to use or develop the land.*

*To exempt an application from notice and review if a development plan has been prepared to the satisfaction of the responsible authority.*

When New Format Planning Schemes were introduced in the mid to late 1990's some councils applied the schedule to apply lot by lot controls contrary to the intent of the DPO which is to essentially master

plan large development areas to allow for a coordinated delivery of development and associated infrastructure.

Because of the fragmentation of land, it is unlikely a precinct wide Development Plan will ever be developed. Consequently, each applicant needs to prepare a Development Plan to meet the requirements of the DPO. This is an unnecessary administrative step in the process which places a burden on both the applicant and the responsible authority.

The effect of the control is to remove third party appeal and notice rights for community members who may be materially affected by the proposed use and development of the land, and it is not the intention for the DPO to be used like this.

Council should review these two DPOs and determine if this is the preferred tool to manage development. It may be that the issues the DPO covers are now adequately covered in other parts of the planning scheme, or alternatively the use of schedules to the zones, a PPF policy or another tool might be more suitable.

Council should more broadly look at DPOs 3 – 9 and assess the value that each one is providing to decisions making. It may be appropriate to provide more guidance in each DPO for applicants.

### **Findings**

- 1. Review DPO1 (Low density residential development plan) and DPO2 (Rural living development plan) and determine whether they remain the best tool to manage reticulated sewerage, road access and site layout.**
- 2. Review the DPO3 - 9 and assess whether additional information should be included to provide clearer guidance to applicants.**

## **10.8. Open space**

### **Issue**

Council has identified that there is a need to better plan for the open space network. A project is currently underway to review the Open Space Strategy 2019 and make recommendations about mechanisms for better open space planning.

## Findings

1. Introduce an open space policy to guide the location and development of open space, and the design of subdivisions on completion of the Open Space Strategy review.
2. Implement any other findings of the Open Space Strategy review.

## 10.9. Identification and protection of Heritage Places

### Issue

Heritage places in the municipality have not been adequately identified or protected in the planning scheme. There is an issue with completed work that hasn't been translated into the planning scheme, as well as strategic work that has not been undertaken for some areas of the municipality.

### Discussion

It is an existing strategic direction of the Horsham Planning Scheme to *“Conserve the places and sites of cultural heritage value within the Horsham municipality”*.

During the workshop, council officers identified that the extent to which Councils local heritage places are currently identified and protected is a key concern for decision-making.

As far back as 2010, the previous 12B Review recommended that Council complete heritage studies to comprehensively assess heritage places within Horsham and to implement the key findings of such studies into the Planning Scheme.

In 2011 - 2013 Council commissioned Stages 1 & 2 of the Horsham Heritage Study. Stage 1 prepared a thematic environmental history and establish an indicative list of places with potential heritage significance. Stage 2 involved the prioritisation, detailed assessment of significance and documentation of those places and precincts identified in Stage 1.

Council's recently adopted Investment Attraction Strategy and Implementation Plan (2022) sets a 2-year timeframe for Council to complete the following actions:

- Identify and recognise areas and places of cultural and historical significance that maintain connection to places, land and culture and engage early.
- Implement the Horsham Heritage Study to protect buildings and places of historic cultural heritage to reinforce a 'sense of place' and celebrate Horsham's character and distinctiveness.
- Prepare heritage controls and complete amendment to the HRCC Planning Scheme.

The need to identify and protect the municipalities' heritage places has been a known planning issue for over 10 years and in that time, decision-making in relation to potential heritage impacts has been made in a vacuum. Council officers have identified that the absence of any formal identification and protection of local heritage places remains a key planning issue, and recently adopted Council policies establish a short timeframe for the completion of the work that is necessary to appropriately address this issue.

The Horsham Heritage Study 2014 has recently been adopted by Council and a formal heritage amendment is to commence in 2024, with public consultation and feedback.

### Findings

1. Incorporate existing heritage studies into the Horsham Planning Scheme.
1. Update the schedule to the Heritage Overlay to incorporate statements of significant for identified heritage places appropriately in the planning scheme.
2. Identify the heritage gaps across the municipality and prepare a Heritage Study to assess and document heritage places that should be included in the Horsham Planning Scheme.

## 10.10. Removing redundant permit triggers for sheds

## 10.11. Mapping anomalies

Include a brief overview of Appendix 6 to link the anomalies to this report and help with the narrative to DTP / Panels / Community.

# 11. Further strategic work

**Appendix Three** of this report outlines the strategic planning work that has been identified through this planning scheme review.

Through the review process, the highest priority tasks for Council to undertake over the next four years to improve the planning scheme has been identified and is included in the recommendations below. Numerous other recommendations for further strategic work have been identified through this review and are included in **Appendix Three**.

Council should review this list and remove any projects that are no longer required.

The list below represents the further strategic work that the consultants believe will have the most positive impact for the Horsham Rural City community and the efficient functioning of the planning service.

Only work that can be completed in the next four years should be included in Clause 72.04 of the planning scheme. This should be considered by Council to ensure that the work is reasonable to complete over the next four years and, if not, the priority projects that should be included in Clause 74.02.

### Recommendations:

**It is recommended that Council prioritise the following further strategic work over the next four years:**

Translate the Wartook Valley Strategy, City to River Masterplan and Horsham North Local Area Plan into planning scheme policy and plans and incorporate as part of the planning scheme amendment for this review.

Prepare settlement and housing strategies for the municipality that:

- Establish a settlement hierarchy for the urban and rural areas of the municipality.
- Prepare neighbourhood character statements for Horsham and Natimuk, with a view of including these in the schedule to the residential zones.
- Prepare high level character statements for all other townships with a view of including these in the Municipal Planning Strategy.
- Identify opportunities for infill development in Horsham and potentially Natimuk to support a supply of affordable housing and increase the diversity of housing available.



- Identify urban and rural areas where residential, industrial, and commercial expansion will be directed.
- Develop a sequencing plan for land that has been identified for growth in Horsham City, to ensure that infrastructure services can be provided in a timely and efficient manner.

Complete and implement a planning scheme amendment for the Horsham South Structure Plan.

Prepare a Masterplan for the Horsham Aerodrome.

Prepare a planning scheme amendment to incorporate existing heritage studies into the Horsham Planning Scheme.

Identify the heritage gaps across the municipality and prepare a Heritage Study to assess and document heritage places that should be included in the Horsham Planning Scheme.

Include policy and amend 02.04 (Strategic framework plans) to show the transport networks.

Complete and implement the recommendations of the Horsham City Urban Renewal Plan

Complete the Housing Strategy and consider any recommendations.

Investigate applying the CASBE Environmentally Sustainable Development policy to the Horsham Planning Scheme.

Undertake a settlement strategy to manage Rural Living development around Quantong and Riverside and consider the application of the suite of Rural Zones

Review DPO1 (Low density residential development plan) and DPO2 (Rural living development plan) and determine whether they remain the best tool to manage reticulated sewerage, road access and site layout.

Advocate for the State Government to implement the South West Landscape Assessment as (preferentially a GC amendment) or provide funding support to council.

Identify redundant planning controls for the effective and efficient operation of the scheme:

- Correct mapping anomalies detailed in **Appendix Six**.

Further Strategic Work	Source	Future Strategic Planning project to address
<ul style="list-style-type: none"> <li>Protect productive agricultural land and future agricultural opportunities, including a review of the minimum subdivision sizes in the Farming Zone to ensure fragmentation of significant agricultural land does not occur.</li> <li>Address land use planning for rural settlements, rural living opportunities, speculation, and other issues.</li> <li>Support and facilitate agricultural and value-add rural tourism; and</li> <li>Protect rural landscapes and biodiversity.</li> </ul>		
Prepare a Masterplan for the Horsham Aerodrome	Current PS Audit (Panels Analysis)	Horsham Aerodrome Masterplan
Identify the heritage gaps across the municipality and prepare a Heritage Study to assess and document heritage places that should be included in the Horsham Planning Scheme.	Heritage Review 2019 and Current PS Review	Heritage Gaps Analysis
Lead the preparation of future flood and drainage investigations and develop provisions to protect areas from flood hazards.	C81hors flood amendment	Future Drainage and Flood Studies
Revise SUZ3, SUZ6 & SUZ9 table of uses to comply with MD structure.	Current PS Audit (Zone Analysis)	Future Corrections or other Planning Scheme Amendment
Amend ESO3 objectives (currently 8, needs to be 1) to comply with MD drafting requirements.	Current PS Audit (Overlay Analysis)	Future Corrections or other Planning Scheme Amendment
Convert ESO6 & ESO7 into the Buffer Area Overlay (BAO)	Current PS Audit (Overlay Analysis)	Future Corrections or other Planning Scheme Amendment
Redraft permit requirements at 3.0 of SLO3 Grampians and Black Range Environs so they are self-contained to the schedule, and not contingent on other permit triggers in other parts of the Scheme.	Current PS Audit (Finding G)	Future Corrections or other Planning Scheme Amendment
Redraft schedules to the Special Use Zone to comply with Ministerial Directions including correct construction of table of uses to SUZ3 Dooen Freight Hub, SUZ6 Earth and Energy Resources Industry and SUZ9 Wimmera Intermodal Freight Terminal Precinct.	Current PS Audit (Finding I)	Future Corrections or other Planning Scheme Amendment
Review the DPO3 - 9 and assess whether additional information should be included to provide clearer guidance to applicants.	Current PS Audit (Finding KK)	Future Corrections or other Planning Scheme Amendment DPO6 to be addressed by Horsham South Structure Plan
Review DPO1 (Low density residential development plan) and DPO2 (Rural living development plan) and determine whether they remain the best tool to manage reticulated sewerage, road access and site layout.	Current PS Audit (Finding JJ)	Future Corrections or other Planning Scheme Amendment
Extend the coverage of the ESO2, to recognise the significance of the Wimmera Salt Valley Linear Depression land unit and all wetlands. Amend the Statement of Environmental Significance and objectives as required.	Previous 12B Review (2010)	Rural settlement and land use strategy

Further Strategic Work	Source	Future Strategic Planning project to address
Review the minimum subdivision sizes in the Farming Zone to ensure that fragmentation of strategically significant agricultural land is not occurring because of the control.	Current PS Audit (Finding FF)	Rural settlement and land use Strategy Rural
Prepare a planning scheme amendment to implement the detailed strategy, policy, and maps from the City to River Masterplan (HRCC, 2020).	Current PS Audit (Finding BB)	Future Corrections or other Planning Scheme Amendment
Complete flood investigations and develop provisions to protect areas from flood hazards and support floodplain function as recommended in: - <i>East Horsham Drainage Recommendation Report (2013)</i> .	s74.02	Future Drainage and Flood Studies
Expand on the existing community plan to prepare a land use and development strategy for Natimuk to determine areas for consolidation of commercial activity and residential growth.	Previous 12B Review (2010)	To be undertaken as part of settlement strategy
Review the application of the township boundary to bring it in line with growth needs and existing zoning controls for Natimuk and to recognise and appropriately deal with development constraints as a priority.	Previous 12B Review (2010)	To be undertaken as part of settlement strategy
Undertake a strategic assessment of supply and demand for rural living in the municipality and determine a growth strategy for rural living with reference to preferred size of lots and all available information regarding opportunities and constraints prior to further rezoning.	Previous 12B Review (2010)	To be undertaken as part of urban and rural settlement strategy
Undertake a settlement strategy for Horsham's townships to determine future growth opportunities for Horsham's areas. Such a study should take into account interface issues and how to address right to farm issues.	Previous 12B Review (2010)	To be undertaken as part of settlement strategy
Update the Strategic Framework Plan in the MPS to identify agricultural land of Strategic Significance, as identified in the EnPlan report, and include policy to ensure that this land is not encroached upon	Previous 12B Review (2010)	Rural settlement and land use Strategy
Provide greater policy direction for tourism and rural activity development in the planning scheme.	Previous 12B Review (2010)	Rural settlement and land use Strategy
Investigate the application of the VPO (or alternative development controls) to protect significant native vegetation (including culturally significant trees) in conjunction with the DEECA and WCMA.	Previous 12B Review (2010)	Horsham and Natimuk Housing Diversity and Affordability Strategy Rural settlement and land use Strategy Heritage Gaps Analysis
Prepare a significant and canopy trees protection policy [NEW GGH, p55] Prepare a canopy tree provision policy	Greening Greater Horsham 2021, p55	Further strategic work required
Identify planning mechanisms for the protection and retention of existing woodland trees in Haven	Greening Greater Horsham 2021, p56	Horsham South Structure Plan
Provide policy direction on future intensive agriculture activities to guide their location and minimise amenity impacts	Previous 12B Review (2010)	Rural settlement and land use Strategy

Further Strategic Work	Source	Future Strategic Planning project to address
Investigate alternative truck route for removal through truck traffic from Horsham's CBD	Horsham Urban Transport Plan 2022, p33, 34	Currently in progress
Investigate the realignment of the freight rail line between Dooen and the Western Highway to remove freight rail from residential precincts	Horsham Urban Transport Plan 2022, p35	Further strategic work required
Continue to work with the Catchment Management authorities to identify and strategically acquire land along the river corridor for the provision of off-road walking and cycling paths.	Horsham Open Space Strategy 2019, p76	Open Space and Rec responsibility
Prepare and/or update master plans for all existing and new neighbourhood, municipal and regional open spaces in the municipality to guide development.	Horsham Open Space Strategy 2019, p78	Open Space and Rec responsibility
Identify gaps in facilities and amenities at all existing public open spaces to prioritise and guide upgrades to meet the open space principles in line with facilities required for each type/size of open space.	Horsham Open Space Strategy 2019, p78	Open Space and Rec responsibility
Strategically acquire the railway corridor and undertake strategic plans as required.	Horsham Open Space Strategy 2019, p79	Open Space and Rec responsibility
Prepare a Climate Change Strategy.	Horsham Open Space Strategy 2019, p80	Further Strategic Planning Required
Prepare existing and preferred neighbourhood character policies for different precincts within Horsham.	Current PS Audit (VCAT Analysis)	Currently in progress
Investigate applying the CASBE Environmentally Sustainable Development policy to the Horsham Planning Scheme, recognising this will increase officer workload.	Current PS Audit (Finding S)	Future Corrections or other Planning Scheme Amendment
Encourage the State Government to implement the South West Landscape Assessment (as preferentially a GC amendment) or provide funding support to Council.	Current PS Audit (VCAT Analysis)	Rural settlement and land use Strategy

# Appendix One

## Record of planning scheme audit

# Municipal Strategy Plan (MPS) analysis

## Document A.1 Horsham Planning Scheme

1 Clause and name	2 Practitioners Guide to Victorian Planning Schemes requirement	3 Does it comply (Yes or no)	4 Recommended changes (including source if possible)
Word count (Planner)	Is the word count 5000 words or less?	Yes	
02.01 Context (Planner)	Does the Context section include a brief description of the geographic qualities of the municipality?	Yes	
	Does the Context section include a brief description of the economic qualities of the municipality, using the most recently available data, with source and date specified?	Yes	
	Does the Context section include a brief description of the demographic qualities of the municipality, using the most recently available demographic data / projections, with source and date specified? (Specifically ABS and VIF)	No	Include ABS data
	Are the First Nations people of the land recognised in the first paragraph of the Context. (May be multiple).	No	Include First Nations people recognition
	Is there opportunity to reduce the word count for this Clause (aim for 500 words).	Yes	Word count: 618
02.02 Vision (Planner)	Does the Vision section clearly and succinctly describe the type of municipality Council seeks to create? (If unsure use the Council Plan vision, extracting land use matters).	No	Amend to reflect updated Council Plan vision.
	Does the Vision section only include land use and development issues capable of being influenced by the Planning Scheme?	Yes	
02.03 Strategic directions			

# Municipal Strategy Plan (MPS) analysis

1 Clause and name	2 Practitioners Guide to Victorian Planning Schemes requirement	3 Does it comply (Yes or no)	4 Recommended changes (including source if possible) 20(4) in PSR amend Further strategic work (future amendment) in PSR improve
02.03-1 Settlement (Senior)	Are the Strategic Directions consistent with and build upon State Planning Policy?	Yes	
	Do the Strategic Directions articulate how State and Regional Planning Policy will be implemented at a local level?	Yes	
	Do the Strategic Directions articulate how the Vision (Clause 02.02) will be implemented?	Yes	
	Do the Strategic Directions respond to the planning vision in Council's Corporate Plan?	Yes	
	Are the Strategic Directions evidence-based, supported by background strategic work that is adopted by Council?	Yes	
	Do the Strategic Directions articulate what is most important to the municipality from a land use and development perspective?	Yes	
	Do the Strategic Directions provide the policy basis for the application of Zones, Overlays, Particular Provisions and Local Policies?	Yes	
	Are the Strategic Directions grouped by PPF theme and identified by sub-headings?	Yes	
02.03-2 Environmental and landscape values (Senior)	Are the Strategic Directions consistent with and build upon State Planning Policy?	Yes	
	Do the Strategic Directions articulate how State and Regional Planning Policy will be implemented at a local level?	Yes	
	Do the Strategic Directions articulate how the Vision (Clause 02.02) will be implemented?	Yes	
	Do the Strategic Directions respond to the planning vision in Council's Corporate Plan?	Yes	
	Are the Strategic Directions evidence-based, supported by background strategic work that is adopted by Council?	Yes	

# Municipal Strategy Plan (MPS) analysis

1 Clause and name	2 Practitioners Guide to Victorian Planning Schemes requirement	3 Does it comply (Yes or no)	4 Recommended changes (including source if possible) 20(4) in PSR amend Further strategic work (future amendment) in PSR improve
	Do the Strategic Directions articulate what is most important to the municipality from a land use and development perspective?	Yes	
	Do the Strategic Directions provide the policy basis for the application of Zones, Overlays, Particular Provisions and Local Policies?	Yes	
	Are the Strategic Directions grouped by PPF theme and identified by sub-headings?	Yes	
02.03-3 Environmental risks and amenity (Senior)	Are the Strategic Directions consistent with and build upon State Planning Policy?	Yes	
	Do the Strategic Directions articulate how State and Regional Planning Policy will be implemented at a local level?	Yes	
	Do the Strategic Directions articulate how the Vision (Clause 02.02) will be implemented?	Yes	
	Do the Strategic Directions respond to the planning vision in Council's Corporate Plan?	Yes	
	Are the Strategic Directions evidence-based, supported by background strategic work that is adopted by Council?	Yes	
	Do the Strategic Directions articulate what is most important to the municipality from a land use and development perspective?	Yes	
	Do the Strategic Directions provide the policy basis for the application of Zones, Overlays, Particular Provisions and Local Policies?	No	Prepare new policy at 13.01-1S to give effect to strategic direction "Adapt to the impacts of climate change to withstand hotter, drier conditions and severe weather".
	Are the Strategic Directions grouped by PPF theme and identified by sub-headings?	Yes	
	Are the Strategic Directions consistent with and build upon State Planning Policy?	Yes	



# Municipal Strategy Plan (MPS) analysis

1 Clause and name	2 Practitioners Guide to Victorian Planning Schemes requirement	3 Does it comply (Yes or no)	4 Recommended changes (including source if possible)
02.03-4 Natural resource management (Senior)	Do the Strategic Directions articulate how State and Regional Planning Policy will be implemented at a local level?	Yes	
	Do the Strategic Directions articulate how the Vision (Clause 02.02) will be implemented?	Yes	
	Do the Strategic Directions respond to the planning vision in Council's Corporate Plan?	Yes	
	Are the Strategic Directions evidence-based, supported by background strategic work that is adopted by Council?	Yes	
	Do the Strategic Directions articulate what is most important to the municipality from a land use and development perspective?	Yes	
	Do the Strategic Directions provide the policy basis for the application of Zones, Overlays, Particular Provisions and Local Policies?	No	<p>Amend 14.01-2L to incorporate the following agriculture strategic direction as a Strategy</p> <ul style="list-style-type: none"> <li>Encourage land use and development that facilitates value adding, new commodities, specialist services, research and education and improved transport connections to export markets.</li> </ul>
	Are the Strategic Directions grouped by PPF theme and identified by sub-headings?	Yes	
02.03-5 Built environment and heritage (Senior)	Are the Strategic Directions consistent with and build upon State Planning Policy?	Yes	
	Do the Strategic Directions articulate how State and Regional Planning Policy will be implemented at a local level?	Yes	
	Do the Strategic Directions articulate how the Vision (Clause 02.02) will be implemented?	Yes	
	Do the Strategic Directions respond to the planning vision in Council's Corporate Plan?	Yes	

# Municipal Strategy Plan (MPS) analysis

1 Clause and name	2 Practitioners Guide to Victorian Planning Schemes requirement	3 Does it comply (Yes or no)	4 Recommended changes (including source if possible)
	Are the Strategic Directions evidence-based, supported by background strategic work that is adopted by Council?	Yes	
	Do the Strategic Directions articulate what is most important to the municipality from a land use and development perspective?	Yes	
	Do the Strategic Directions provide the policy basis for the application of Zones, Overlays, Particular Provisions and Local Policies?	No	Prepare a new policy at 15.01-4L to give effect to strategic direction "Create a built environment that supports active living and social connectedness".
	Are the Strategic Directions grouped by PPF theme and identified by sub-headings?	Yes	
02.03-6 Housing (Senior)	Are the Strategic Directions consistent with and build upon State Planning Policy?	Yes	
	Do the Strategic Directions articulate how State and Regional Planning Policy will be implemented at a local level?	Yes	
	Do the Strategic Directions articulate how the Vision (Clause 02.02) will be implemented?	Yes	
	Do the Strategic Directions respond to the planning vision in Council's Corporate Plan?	Yes	
	Are the Strategic Directions evidence-based, supported by background strategic work that is adopted by Council?	Yes	
	Do the Strategic Directions articulate what is most important to the municipality from a land use and development perspective?	Yes	
	Do the Strategic Directions provide the policy basis for the application of Zones, Overlays, Particular Provisions and Local Policies?	Yes	
	Are the Strategic Directions grouped by PPF theme and identified by sub-headings?	Yes	

# Municipal Strategy Plan (MPS) analysis

1 Clause and name	2 Practitioners Guide to Victorian Planning Schemes requirement	3 Does it comply (Yes or no)	4 Recommended changes (including source if possible)
02.03-7 Economic development (Senior)	Are the Strategic Directions consistent with and build upon State Planning Policy?	Yes	
	Do the Strategic Directions articulate how State and Regional Planning Policy will be implemented at a local level?	Yes	
	Do the Strategic Directions articulate how the Vision (Clause 02.02) will be implemented?	Yes	
	Do the Strategic Directions respond to the planning vision in Council's Corporate Plan?	Yes	
	Are the Strategic Directions evidence-based, supported by background strategic work that is adopted by Council?	Yes	
	Do the Strategic Directions articulate what is most important to the municipality from a land use and development perspective?	Yes	
	Do the Strategic Directions provide the policy basis for the application of Zones, Overlays, Particular Provisions and Local Policies?	Yes	However, there is an active question regarding the planning tool utilised to give effect to industry strategic direction to "Avoid encroachment of sensitive land uses near land identified for industrial development" (i.e. ESO).
02.03-8 Transport (Senior)	Are the Strategic Directions consistent with and build upon State Planning Policy?	Yes	
	Do the Strategic Directions articulate how State and Regional Planning Policy will be implemented at a local level?	Yes	
	Do the Strategic Directions articulate how the Vision (Clause 02.02) will be implemented?	Yes	
	Do the Strategic Directions respond to the planning vision in Council's Corporate Plan?	Yes	

# Municipal Strategy Plan (MPS) analysis

1 Clause and name	2 Practitioners Guide to Victorian Planning Schemes requirement	3 Does it comply (Yes or no)	4 Recommended changes (including source if possible) 20(4) in PSR amend Further strategic work (future amendment) in PSR improve
	Are the Strategic Directions evidence-based, supported by background strategic work that is adopted by Council?	Yes	
	Do the Strategic Directions articulate what is most important to the municipality from a land use and development perspective?	Yes	
	Do the Strategic Directions provide the policy basis for the application of Zones, Overlays, Particular Provisions and Local Policies?	Yes	
	Are the Strategic Directions grouped by PPF theme and identified by sub-headings?	Yes	
02.03-9 Infrastructure (Senior)	Are the Strategic Directions consistent with and build upon State Planning Policy?	Yes	
	Do the Strategic Directions articulate how State and Regional Planning Policy will be implemented at a local level?	Yes	
	Do the Strategic Directions articulate how the Vision (Clause 02.02) will be implemented?	Yes	
	Do the Strategic Directions respond to the planning vision in Council's Corporate Plan?	Yes	
	Are the Strategic Directions evidence-based, supported by background strategic work that is adopted by Council?	Yes	
	Do the Strategic Directions articulate what is most important to the municipality from a land use and development perspective?	Yes	
	Do the Strategic Directions provide the policy basis for the application of Zones, Overlays, Particular Provisions and Local Policies?	Yes	
	Are the Strategic Directions grouped by PPF theme and identified by sub-headings?	Yes	

# Municipal Strategy Plan (MPS) analysis

1 Clause and name	2 Practitioners Guide to Victorian Planning Schemes requirement	3 Does it comply (Yes or no)	4 Recommended changes (including source if possible)
2.04 Strategic Framework Plans Horsham Rural City Strategic Framework Plan (Senior)	Does the Strategic Framework Plan spatially demonstrate how the municipality is expected to change as a result of the implementation of the Planning Scheme?  Does the Strategic Framework Plan clearly compliment and visually express the Vision (Clause 02.02) and the Strategic Directions (02.03)?	No  No	20(4) in PSR amend Further strategic work (future amendment) in PSR improve  Amend plan to articulate strategic directions  Amend plan to articulate strategic directions
2.04 Strategic Framework Plans Horsham Regional City Framework Plan (Senior)	Does the Strategic Framework Plan spatially demonstrate how the municipality is expected to change as a result of the implementation of the Planning Scheme?  Does the Strategic Framework Plan clearly compliment and visually express the Vision (Clause 02.02) and the Strategic Directions (02.03)?	Yes  Yes	
2.04 Strategic Framework Plans Natimuk Framework Plan (Senior)	Does the Strategic Framework Plan spatially demonstrate how the municipality is expected to change as a result of the implementation of the Planning Scheme?  Does the Strategic Framework Plan clearly compliment and visually express the Vision (Clause 02.02) and the Strategic Directions (02.03)?	No  No	Amend plan to articulate strategic directions  Amend plan to articulate strategic directions

# Planning Policy Framework (PPF) analysis

## Document A.2 Horsham Planning Scheme

1 Clause and name	2 Policy application (if relevant)	3 Observations / comments	4 Recommended changes <b>20(4) in PSR amend</b> <b>Further strategic work (future amendment) in PSR improve</b>
<b>11 Settlement</b>			
11.01-1L Settlement – Horsham Rural City	This policy applies to land in Horsham regional city and in towns / settlements identified in the strategic framework plans at Clause 02.04	<ul style="list-style-type: none"> <li>• Policy name is appropriate</li> <li>• Location of policy is appropriate</li> <li>• Policy application specified</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> <li>• Not all strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• Policy documents are in 72.08</li> </ul>	<p>Amend strategies to start with approved verb:</p> <ul style="list-style-type: none"> <li>• “Maximise opportunities for growth within Horsham CAD and Horsham’s urban area”</li> <li>• “Re-integrate Horsham North with wider Horsham urban area by improving road, pedestrian and cycle connections across the railway line.</li> <li>• Generate economic activity in Horsham North by:”</li> </ul>
11.03-1I Horsham Central Activity District (CAD)	This policy applies to land in the Commercial 1 Zone and the Commercial 2 Zone (to the north-west along Dimboola Road, to the south-east along O’Callaghans Parade and in the vicinity of	<ul style="list-style-type: none"> <li>• Policy name is inappropriate</li> <li>• Location of policy is appropriate</li> <li>• Policy application specified</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> </ul>	Rename policy to comply with MD.

# Planning Policy Framework (PPF) analysis

1 Clause and name	2 Policy application (if relevant)	3 Observations / comments	4 Recommended changes <b>20(4) in PSR amend</b> <b>Further strategic work (future amendment) in PSR improve</b>
	McPherson Street and Urquhart Street) north of the Wimmera River in Horsham.	<ul style="list-style-type: none"> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• Policy documents is in 72.08</li> </ul>	
<b>12 Environment and landscape values</b>			
12.01-1I Protection of biodiversity - Horsham	Not specified	<ul style="list-style-type: none"> <li>• Policy name is inappropriate</li> <li>• Location of policy is not appropriate</li> <li>• Policy application not specified (but appropriate)</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• First strategy contains two ideas</li> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• No policy documents</li> </ul>	<p><b>Rename policy to comply with MD.</b></p> <p><b>Redrafting first strategy (currently expresses two ideas, one of which is covered by State policy)</b></p>
12.03-1I Protection of waterways and wetlands - Horsham	Not specified	<ul style="list-style-type: none"> <li>• Policy name is inappropriate</li> <li>• Location of policy is not appropriate</li> <li>• Policy application not specified (but appropriate)</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> </ul>	<p><b>Rename policy to comply with MD.</b></p>

# Planning Policy Framework (PPF) analysis

1 Clause and name	2 Policy application (if relevant)	3 Observations / comments	4 Recommended changes <b>20(4) in PSR amend</b> <b>Further strategic work (future amendment) in PSR improve</b>
		<ul style="list-style-type: none"> <li>• Strategies drafted to have one idea each strategy</li> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• No policy documents</li> </ul>	
<b>13 Environment risks and amenity</b>			
13.03-1I Floodplain management - Horsham	This policy applies to all land within the Floodway Overlay, Land Subject to Inundation Overlay and Schedule 9 to the Design and Development Overlay.	<ul style="list-style-type: none"> <li>• Policy name is inappropriate</li> <li>• Location of policy is appropriate</li> <li>• Policy application specified</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• Policy document referenced at 72.08</li> <li>• Policy guidelines considered appropriate as drafted</li> </ul>	Rename policy to comply with MD.
<b>14 Natural resource management</b>			
14.01-1I Protection of agricultural land - Horsham	Not specified	<ul style="list-style-type: none"> <li>• Policy name is inappropriate</li> <li>• Location of policy is appropriate</li> </ul>	Rename policy to comply with MD.



# Planning Policy Framework (PPF) analysis

1 Clause and name	2 Policy application (if relevant)	3 Observations / comments	4 Recommended changes <b>20(4) in PSR amend</b> <b>Further strategic work (future amendment) in PSR improve</b>
		<ul style="list-style-type: none"> <li>• Policy application not specified (but appropriate)</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• No policy document</li> <li>• No policy guidelines</li> </ul>	
14.01-2I Intensive agriculture – Horsham	Not specified	<ul style="list-style-type: none"> <li>• Policy name is inappropriate</li> <li>• Location of policy is not appropriate</li> <li>• Policy application not specified (but appropriate)</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• No policy document</li> <li>• No policy guidelines</li> </ul>	<p><b>Rename policy to comply with MD.</b></p> <p><b>First strategy is not a strategy (it does not provide spatial direction for appropriate locations for the establishment of intensive agricultural activities). Amend to the following:</b></p> <p><b>Encourage the establishment of intensive agricultural activities:</b></p> <ul style="list-style-type: none"> <li>- In areas of low population density. [GRPWSM, p23]</li> <li>- In proximity to existing grain production areas. [GRPWSM, p23]</li> <li>- In proximity to established feed mills. [GRPWSM, p23]</li> <li>- In proximity to existing meet processing centres. [GRPWSM, p23]</li> <li>- Where piped natural gas is available, if required by the proposed agricultural activity. [GRPWSM, p23]</li> <li>- In areas with ready access to key transport routes to export markets. [GRPWSM, p23]</li> </ul>

# Planning Policy Framework (PPF) analysis

1 Clause and name	2 Policy application (if relevant)	3 Observations / comments	4 Recommended changes <b>20(4) in PSR amend</b> <b>Further strategic work (future amendment) in PSR improve</b>
			<ul style="list-style-type: none"> <li>- In areas with ready access to water supplies, in particular the Wimmera Malle Pipeline. [GRPWSM, p23]</li> </ul> <p>Add new policies to new Clause 14.01-2L: Support grain-related and associated value-adding industries in proximity to the Wimmera Intermodal Freight Terminal. [GRPWSM, p20]</p> <p>Facilitate rural diversification by supporting uses that:</p> <ul style="list-style-type: none"> <li>- Build on existing infrastructure. [GRPWSM, p21]</li> <li>- Have synergies with nearby uses or assets. [GRPWSM, p21]</li> <li>- Do not compromise the regions agricultural significance. [GRPWSM, p21]</li> <li>- Avoid potential land use conflicts. [GRPWSM, p21]</li> </ul>
<b>15 Built environment and heritage</b>			
15.01-11 Urban Design – Horsham Rural City	Not specified	<ul style="list-style-type: none"> <li>• Policy name is appropriate</li> <li>• Location of policy is appropriate</li> <li>• Policy application not specified (but appropriate)</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> <li>• All strategies drafted with an approved verb to commence the sentence</li> </ul>	Relocate first strategy to 18.02-1L (new)

# Planning Policy Framework (PPF) analysis

1 Clause and name	2 Policy application (if relevant)	3 Observations / comments	4 Recommended changes <b>20(4) in PSR amend</b> <b>Further strategic work (future amendment) in PSR improve</b>
		<ul style="list-style-type: none"> <li>No plan in Clause</li> <li>No policy document</li> <li>No policy guidelines</li> </ul>	
15.03-11 Heritage conservation – Horsham Rural City		<ul style="list-style-type: none"> <li>Policy name is appropriate</li> <li>Location of policy is appropriate</li> <li>Policy application not specified (but appropriate)</li> <li>No objective, but it is clear which State objective the Clause gives local effect to</li> <li>No duplications of State or Regional policy</li> <li>Strategies drafted to have one idea each strategy</li> <li>All strategies drafted with an approved verb to commence the sentence</li> <li>No plan in Clause</li> <li>No policy document</li> <li>No policy guidelines</li> </ul>	
<b>16 Housing</b>			
16.01-31 Rural residential development – Horsham	None specified	<ul style="list-style-type: none"> <li>Policy name should include full Council name</li> <li>Location of policy is appropriate</li> <li>Policy application not specified (but appropriate)</li> <li>No objective, but it is clear which State objective the Clause gives local effect to</li> <li>No duplications of State or Regional policy</li> <li>Strategies drafted to have one idea each strategy</li> </ul>	<b>Rename policy to comply with MD.</b>

# Planning Policy Framework (PPF) analysis

1 Clause and name	2 Policy application (if relevant)	3 Observations / comments	4 Recommended changes <b>20(4) in PSR amend</b> <b>Further strategic work (future amendment) in PSR improve</b>
		<ul style="list-style-type: none"> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• No policy document</li> <li>• No policy guidelines</li> </ul>	
<b>17 Economic development</b>			
17.01-1r Wimmera Intermodal Freight Terminal (WIFT) Precinct	This policy applies to land in Schedule 9 to the Development Plan Overlay (DPO9) and Schedule 7 to the Environmental Significance Overlay (ESO7)	<ul style="list-style-type: none"> <li>• Policy name is inappropriate</li> <li>• Location of policy is not appropriate</li> <li>• Policy application specified</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• Policy document in 72.08</li> <li>• No policy guidelines</li> </ul>	Re-locate policy to 18.02-5S, rename to comply with MD
17.01-2l Innovation and research in agriculture	Not specified	<ul style="list-style-type: none"> <li>• Name of policy is inappropriate</li> <li>• Location of policy is appropriate</li> <li>• Policy application not specified (but appropriate)</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> </ul>	rename to comply with MD

# Planning Policy Framework (PPF) analysis

1 Clause and name	2 Policy application (if relevant)	3 Observations / comments	4 Recommended changes <b>20(4) in PSR amend</b> <b>Further strategic work (future amendment) in PSR improve</b>
		<ul style="list-style-type: none"> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• No policy document</li> <li>• No policy guidelines</li> </ul>	
17.03-2I Sustainable industry – Horsham	Not specified	<ul style="list-style-type: none"> <li>• Name of policy is inappropriate</li> <li>• Location of policy is appropriate</li> <li>• Policy application not specified (but appropriate)</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> <li>• Not all strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• No policy document</li> <li>• No policy guidelines</li> </ul>	<p><b>Rename policy to comply with MD.</b></p> <p><b>Redraft “Cluster industrial activities on land around the Horsham Regional Livestock Exchange, south-east of Horsham on the Western Highway, to minimise potential impacts from inundation from the nearby Burnt Creek” to commence with approved verb.</b></p>
17.04-1I Natimuk and Mount Arapiles area	This policy applies to land surrounding Mount Arapiles-Tooan State Park affected by Schedule 2 to the	<ul style="list-style-type: none"> <li>• Policy name inappropriate</li> <li>• Location of policy is appropriate</li> <li>• Policy application specified</li> </ul>	<p><b>Rename to comply with MD</b></p>

# Planning Policy Framework (PPF) analysis

1 Clause and name	2 Policy application (if relevant)	3 Observations / comments	4 Recommended changes <b>20(4) in PSR amend</b> <b>Further strategic work (future amendment) in PSR improve</b>
	Significant Landscape Overlay and to land within Natimuk township.	<ul style="list-style-type: none"> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• No policy document</li> <li>• Policy guidelines appropriate as drafted</li> </ul>	
<b>18 Transport</b>			
18.01-3I Cycling and pedestrian networks - Horsham	Not specified	<ul style="list-style-type: none"> <li>• Name of policy inappropriate</li> <li>• Location of policy is inappropriate</li> <li>• Policy application not specified (but appropriate)</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• Policy document in 72.08</li> </ul>	<p><b>Rename to comply with MD</b></p> <p><b>Split policy to new 18.021L (walking) and 18.02-2L (cycling)</b></p> <p><b>Is policy document out of date / superseded?</b></p>
18.02-7I Horsham Airport	Not specified	<ul style="list-style-type: none"> <li>• Policy name inappropriate</li> <li>• Location of policy is appropriate</li> </ul>	<b>Rename to comply with MD.</b>

# Planning Policy Framework (PPF) analysis

1 Clause and name	2 Policy application (if relevant)	3 Observations / comments	4 Recommended changes <b>20(4) in PSR amend</b> <b>Further strategic work (future amendment) in PSR improve</b>
		<ul style="list-style-type: none"> <li>• Policy application not specified</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• No policy document</li> <li>• No policy guidelines</li> </ul>	
<b>19 Infrastructure</b>			
19.02-11 Health facilities – Horsham	Not specified	<ul style="list-style-type: none"> <li>• Name of policy inappropriate</li> <li>• Location of policy is appropriate</li> <li>• Policy application not specified</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• No policy document</li> <li>• No policy guidelines</li> </ul>	Rename to comply with MD.

# Planning Policy Framework (PPF) analysis

1 Clause and name	2 Policy application (if relevant)	3 Observations / comments	4 Recommended changes <b>20(4) in PSR amend</b> <b>Further strategic work (future amendment) in PSR improve</b>
19.02-2I Education facilities – Horsham	Not specified	<ul style="list-style-type: none"> <li>• Policy name not appropriate</li> <li>• Location of policy is appropriate</li> <li>• Policy application not specified</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• Policy document at 72.08</li> <li>• No policy guidelines</li> </ul>	<p>Rename to comply with MD.</p> <p>Amend name of policy document to match name in 72.08</p>
19.03-2I Infrastructure design and provision – Horsham	Not specified	<ul style="list-style-type: none"> <li>• Policy name not appropriate</li> <li>• Location of policy is appropriate</li> <li>• Policy application not specified</li> <li>• No objective, but it is clear which State objective the Clause gives local effect to</li> <li>• No duplications of State or Regional policy</li> <li>• Strategies drafted to have one idea each strategy</li> <li>• All strategies drafted with an approved verb to commence the sentence</li> <li>• No plan in Clause</li> <li>• Policy document at 72.08</li> </ul>	<p>Rename to comply with MD.</p>



# Planning Policy Framework (PPF) analysis

1 Clause and name	2 Policy application (if relevant)	3 Observations / comments	4 Recommended changes
		<ul style="list-style-type: none"> <li>Policy guidelines appropriate as drafted</li> </ul>	<p>20(4) in PSR amend</p> <p>Further strategic work (future amendment) in PSR improve</p>

## Document A.3 Horsham Planning Scheme

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
<b>RESIDENTIAL ZONES</b>				
<b>32.03</b> <b>Low Density Residential Zone (LDRZ)</b>		<b>To provide for low-density residential development on lots which, in the absence of reticulated sewerage, can treat and retain all wastewater.</b>		
32.03 s Schedule 1 - LDRZ1	Low Density Residential Zone (LDRZ)	No content	<b>Does not comply:</b>	<ul style="list-style-type: none"> <li>Excludes Clause reference in Schedule heading</li> </ul>
<b>32.04</b> <b>Mixed Use Zone (MUZ)</b>		<b>To provide for a range of residential, commercial, industrial and other uses which complement the mixed-use function of the locality.</b> <b>To provide for housing at higher densities.</b> <b>To encourage development that responds to the existing or preferred neighbourhood character of the area.</b> <b>To facilitate the use, development and redevelopment of land in accordance with the objectives specified in a schedule to this zone.</b>		
32.04 s Schedule 1 - MUZ1)	HORSHAM MIXED USE AREAS	No content	<b>Complies</b>	
32.05 Township Zone (TZ)		<b>To provide for residential development and a range of commercial, industrial and other uses in small towns.</b> <b>To encourage development that respects the neighbourhood character of the area.</b>		

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<b>To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.</b>		
32.05s Schedule 1 - TZ	HORSHAM TOWNSHIPS	No content	Does not comply:	<ul style="list-style-type: none"> <li>• Doesn't include neighbourhood character objectives heading</li> <li>• Does not include 2.0 in accordance with MD format</li> <li>• 1.0 should be 3.0 as per MD format</li> </ul>
32.08 General Residential Zone		<p><b>To encourage development that respects the neighbourhood character of the area.</b></p> <p><b>To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.</b></p> <p><b>To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.</b></p>		
32.08s1 Schedule 1 - GRZ1	HORSHAM GENERAL RESIDENTIAL AREA	No Content	Does not comply:	<ul style="list-style-type: none"> <li>• Doesn't include neighbourhood character objectives heading</li> <li>• Does not include 2.0 &amp; 3.0 headings in</li> </ul>

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
32.08s2 Schedule 2 - GRZ2	HORSHAM GENERAL RESIDENTIAL AREA	<p>Minimum street setback A3 and B6</p> <p>Walls of buildings shall be setback a minimum distance of 2.5m from Baker Street and the Wetlands Park. Porches, pergolas and verandahs that are less than 3.6m high and eaves may encroach not more than 0.5m into this requirement. Walls of buildings shall be setback a minimum distance of 2.5m from the Madden Street frontages of lots 22 to 25 inclusive. Porches, pergolas and verandahs that are less than 3.6m high and eaves may encroach not more than 0.5m into this requirement. The setback requirement for the Madden Street frontages of lots 22 to 25 inclusive does not apply to garages which may be built to the street boundary.</p> <p>Site Coverage A5 and B8</p> <p>The site area covered by buildings shall not exceed 70%.</p> <p>Front fence height A20 and B32</p> <p>Streets in a Transport Zone 2 – None Specified</p> <p>Any fence on or within 2.5 metres of the Baker Street frontages and the Public Open Space frontages shall have a maximum height of 1.2m.</p> <p>Any fence on or within 2.5m of the Madden Street frontages and the western boundaries of lots 9, 10 and 36 shall have a maximum height of 1.2m for at least 40% of the length of the boundary. Any other boundary fences shall not exceed 1.8m in height.</p>	<p>accordance with MD format.</p> <p>Does not comply:</p> <ul style="list-style-type: none"> <li>Doesn't include neighbourhood character objectives heading</li> <li>Does not include 2.0 &amp; 3.0 headings in accordance with MD format</li> <li>Permit requirement for dwelling should be "no" not "none specified"</li> </ul>	
<b>INDUSTRIAL ZONES</b>				
33.01 Industrial 1 Zone (IN1Z)		<p>To provide for manufacturing industry, the storage and distribution of goods and associated uses in a manner which does not affect the safety and amenity of local communities.</p>		

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
33.01 s Schedule 1 - IN1Z	INDUSTRIAL 1 ZONE	No Content		
<b>33.03 Industrial 3 Zone (IN3Z)</b>		<p>To provide for industries and associated uses in specific areas where special consideration of the nature and impacts of industrial uses is required or to avoid inter-industry conflict.</p> <p>To provide a buffer between the Industrial 1 Zone or Industrial 2 Zone and local communities, which allows for industries and associated uses compatible with the nearby community.</p> <p>To allow limited retail opportunities including convenience shops, small scale supermarkets and associated shops in appropriate locations.</p> <p>To ensure that uses do not affect the safety and amenity of adjacent, more sensitive land uses.</p>		
33.03s1 Schedule 1 - IN3Z	INDUSTRIAL 3 ZONE	No content		<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Excludes heading 1.0</li> <li>MLFA should be “none specified” not blank</li> </ul>
<b>COMMERCIAL ZONES</b>				
<b>34.01 Commercial 1 Zone (B1Z, B2Z, B5Z, C1Z)</b>		<p>To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.</p> <p>To provide for residential uses at densities complementary to the role and scale of the commercial centre.</p>		
34.01 s Schedule 1 - B1Z, B2Z, B5Z, C1Z	COMMERCIAL 1 ZONE	No content		<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Excludes heading 1.0</li> </ul>

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
34.02 Commercial 2 Zone (B3Z, B4Z, C2Z)		<p>To encourage commercial areas for offices, appropriate manufacturing and industries, bulky goods retailing, other retail uses, and associated business and commercial services.</p> <p>To ensure that uses do not affect the safety and amenity of adjacent, more sensitive uses.</p>	<ul style="list-style-type: none"> <li>MLFA's should be "none specified" not blank</li> </ul>	
<b>RURAL ZONES</b>				
35.03 Rural Living Zone (RLZ)		<p>To provide for residential use in a rural environment.</p> <p>To provide for agricultural land uses which do not adversely affect the amenity of surrounding land uses.</p> <p>To protect and enhance the natural resources, biodiversity and landscape and heritage values of the area.</p> <p>To encourage use and development of land based on comprehensive and sustainable land management practices and infrastructure provision.</p>		
35.03s Schedule 1 - RLZ	RURAL LIVING ZONE	<p>Land Area/Dimensions/Distance</p> <p>Minimum subdivision area (hectares).</p> <p>All land unless otherwise specified in this table</p> <p>4 hectares</p> <p>Land shown as hatched in Map 2, 3 and 4 to this schedule</p> <p>2 hectares</p> <p>Land shown as hatched in Map 1 to this schedule</p> <p>1 hectare</p> <p>Land shown as hatched in Map 5 to this schedule</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Excludes Clause reference in Schedule heading</li> <li>Excludes heading 1.0</li> <li>A separate schedule is required for each minimum subdivision area.</li> <li>With separate Schedules maps can be deleted</li> </ul>	

1. Clause and name	2. Applies to	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>1 hectare</p> <p>All land unless otherwise specified in this table</p> <p>Minimum area for which no permit is required to use land for a dwelling (hectares).</p> <p>All land unless otherwise specified in this table</p> <p>4 hectares</p> <p>Land shown as hatched in Map 2, 3 and 4 to this schedule</p> <p>2 hectares</p> <p>Land shown as hatched in Map 1 to this schedule</p> <p>1 hectare</p> <p>Land shown as hatched in Map 5 to this schedule</p> <p>1 hectare</p> <p>Permit requirement for earthworks Land Earthworks which change the rate of flow or the discharge point of water across a property boundary.</p> <p>All land</p> <p>Earthworks which increase the discharge of saline groundwater.</p> <p>All land</p>		
<p><b>35.08 Farming Zone (FZ)</b></p>		<p><b>To provide for the use of land for agriculture.</b></p> <p><b>To encourage the retention of productive agricultural land.</b></p> <p><b>To ensure that non-agricultural uses, including dwellings, do not adversely affect the use of land for agriculture.</b></p> <p><b>To encourage the retention of employment and population to support rural communities.</b></p> <p><b>To encourage use and development of land based on comprehensive and sustainable land management practices and infrastructure provision.</b></p>		

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
<b>To provide for the use and development of land for the specific purposes identified in a schedule to this zone.</b>				
35.08s Schedule 1 - FZ	FARMING ZONE	<p>Minimum subdivision area (hectares). Land affected by Environmental Significance Overlay 1 - Wartook Tourist Area</p> <p>16 hectares</p> <p>Land hatched in Map 1 to this schedule</p> <p>10 hectares</p> <p>Land hatched in Map 2 to this schedule</p> <p>16 hectares</p> <p>All other land</p> <p>60 hectares</p> <p>All land if a lot is being subdivided to provide for a specific use, other than Accommodation, which needs to be located in the Rural zone.</p> <p>0.5 hectare</p> <p>Minimum area for which no permit is required to use land for a dwelling (hectares).</p> <p>Land affected by Environmental Significance Overlay 1 - Wartook Tourist Area</p> <p>16 hectares</p> <p>Land hatched in Map 1 to this schedule</p> <p>10 hectares</p> <p>Land hatched in Map 2 to this schedule</p> <p>16 hectares</p> <p>All other land</p> <p>60 hectares</p>	<p><b>Does not comply:</b></p> <ul style="list-style-type: none"> <li>A separate schedule is required for each minimum subdivision area.</li> <li>With separate Schedules maps can be deleted</li> </ul>	



1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
<p>Minimum setback from a road (metres).</p> <p>A Transport Zone 2 or land in a Public Acquisition Overlay if: The Head, Transport for Victoria is the acquiring authority; and the purpose of the acquisition is for a road. 100 metres</p> <p>A Transport Zone 3 or land in a Public Acquisition Overlay if: The Head, Transport for Victoria is not the acquiring authority; and the purpose of the acquisition is for a road. 40 metres</p> <p>Any other road 20 metres</p> <p>Minimum setback from a boundary (metres). Any other boundary 5 metres</p> <p>Minimum setback from a dwelling not in the same ownership (metres). Any dwelling not in the same ownership 100 metres</p>				
<b>PUBLIC LAND ZONES</b>				
<b>36.01 Public Use Zone (PUZ)</b>		<p><b>To recognise public land use for public utility and community services and facilities.</b></p> <p><b>To provide for associated uses that are consistent with the intent of the public land reservation or purpose.</b></p>		
36.01s Schedule 1 - PUZ	PUBLIC USE ZONE	Public land Use or development Conditions	Does not comply:	

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		Land totalling approximately 22.5 hectares located on the north-east corner of Wimmera Highway and Curran Road, Horsham Research and development Must be in accordance with Masterplan, Department of Natural Resources & Environment, Natimuk Road Development, Clarke Hopkins and Clarke architects, February 2000 (number 9954 Sinclair Knight Mertz MP1d)	<ul style="list-style-type: none"> <li>Excludes Clause reference in Schedule heading</li> <li>Excludes heading 1.0 &amp; 2.0</li> <li>Land to which sign requirements apply should be “None specified” not “All land”</li> </ul>	
<b>36.02 Public Park and Recreation Zone (PPRZ)</b>		<b>To recognise areas for public recreation and open space. To protect and conserve areas of significance where appropriate. To provide for commercial uses where appropriate.</b>		
36.02s Schedule 1 - PPRZ	PUBLIC PARK AND RECREATION ZONE (PPRZ)	No content	Does not comply: <ul style="list-style-type: none"> <li>Excludes Clause reference in Schedule heading</li> <li>Excludes headings 1.0 &amp; 2.0</li> </ul>	
<b>36.03 Public Conservation and Resource Zone (PCRZ)</b>		<b>To protect and conserve the natural environment and natural processes for their historic, scientific, landscape, habitat or cultural values.</b>		

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>To provide facilities which assist in public education and interpretation of the natural environment with minimal degradation of the natural environment or natural processes.</p> <p>To provide for appropriate resource based uses.</p>		
36.03s Schedule 1 - PCRZ	PUBLIC CONSERVATION AND RESOURCE ZONE (PCRZ)	No Content	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Excludes Clause reference in Schedule heading</li> <li>Excludes headings 1.0 &amp; 2.0</li> </ul>	
<b>36.04 Transport Zone</b>		<p>To provide for an integrated and sustainable transport system.</p> <p>To identify transport land use and land required for transport services and facilities.</p> <p>To provide for the use and development of land that complements, or is consistent with, the transport system or public land reservation.</p> <p>To ensure the efficient and safe use of transport infrastructure and land comprising the transport system.</p>		
<b>SPECIAL PURPOSE ZONES</b>				
<b>37.01 Special Use Zone (SUZ)</b>		<b>To recognise or provide for the use and development of land for specific purposes as identified in a schedule to this zone.</b>		
37.01 s1 Schedule 1 - SUZ1	HORSHAM GOLF COURSE	To ensure that the use and development of land for the purpose of the Horsham Golf Club does not prejudice the amenity and development of nearby land.	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Excludes Clause reference in Schedule heading</li> <li>Table of uses excludes "Any use listed in</li> </ul>	

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
			<p>Clause 62.01” from Section 1</p> <ul style="list-style-type: none"> <li>• 3.0 Subdivision application requirements don’t comply with MD format</li> <li>• 3.0 Buildings and works application requirements &amp; decision guidelines don’t comply with MD format</li> <li>• Excludes 5.0 heading</li> </ul>	
37.01s2 Schedule 2 - SUZ2	HORSHAM AIRPORT	<p>To provide for the use and development of land as an airport and associated activities.</p> <p>To ensure that any proposed use and development is compatible with the airport and other uses in the vicinity of the airport.</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>• Excludes Clause reference in Schedule heading</li> <li>• Table of uses excludes “Any use listed in Clause 62.01” from Section 1</li> <li>• 2.0, 3.0 &amp; 4.0 application requirements and decisions guidelines don’t comply with MD format</li> <li>• Excludes 5.0 heading</li> </ul>	
37.01s3 Schedule 3 - SUZ3	DOOEN FREIGHT HUB	<p>To provide for the development of the Dooen Freight Hub as a key facility for the Wimmera region for the interchange and distribution of goods.</p>	<p>Does not comply:</p>	

1. Clause and name	2. Applies to	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
37.01s4 Schedule 4 - SUZ4	HORSHAM SHOWGROUNDS	<p>To encourage the use and development of the Horsham Showgrounds for a range of entertainment, recreational, commercial and community events and activities.</p> <p>To provide the physical facilities for the Horsham Agricultural and Pastoral Society to achieve its mission and objectives.</p> <p>To encourage the multiple use of land and buildings within the Horsham Showgrounds in order to facilitate its usage throughout the year for events and other activities.</p>	<ul style="list-style-type: none"> <li>• Excludes Clause reference in Schedule heading</li> <li>• Table of uses excludes “Any use listed in Clause 62.01” from Section 1</li> <li>• Table of uses incorrectly constructed (‘any other use’ in wrong place)</li> <li>• 2.0, 3.0 &amp; 4.0 application requirements and decisions guidelines don’t comply with MD format</li> <li>• 1<sup>st</sup> decision guideline in 2.0, 3.0 &amp; 4.0 is a duplication</li> <li>• Wording of 5.0 does not comply with MD</li> </ul>	
			<p>Does not comply:</p> <ul style="list-style-type: none"> <li>• Excludes Clause reference in Schedule heading</li> <li>• Table of uses excludes “Any use listed in Clause 62.01” from Section 1</li> </ul>	

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>To facilitate office, retail, and other uses within the showgrounds that are commensurate with the overall use of the showgrounds.</p> <p>To ensure that the combination of uses, their operation, and the scale and character of any development do not prejudice the amenity of surrounding areas.</p>	<ul style="list-style-type: none"> <li>2.0 application requirements and decisions guidelines don't comply with MD format</li> <li>3.0 should be written as an application requirement</li> <li>4.0 application requirements and decision guidelines don't comply with MD format</li> <li>5.0 wording does not comply with MD</li> </ul>	
37.01s5 Schedule 5 - SUZ5	WIMMERA EVENTS CENTRE	<p>To recognise that the Wimmera Events Centre is a major educational, recreational and entertainment resource for the Wimmera.</p> <p>To provide for the use of the Wimmera Events Centre for the Wimmera Machinery Field Days and in the non Field Day period for a range of entertainment, recreational, commercial and community activities.</p> <p>To ensure that the multiple usage of land and buildings within the site facilitates usage of the facility throughout the year.</p> <p>To provide the physical facilities for the Wimmera Events Centre to achieve its mission and objectives.</p> <p>To ensure that the combination of uses, their operation, and the scale and character of any development do not prejudice the amenity of surrounding areas.</p> <p>To ensure that the future use and development of the Wimmera Events Centre contributes to a diverse social environment for the municipality, and occurs in a planned and orderly manner.</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Excludes Clause reference in Schedule heading</li> <li>Contains 6 purposes, MD only allows 5</li> <li>Table of uses excludes "Any use listed in Clause 62.01" from Section 1</li> <li>2.0 application requirements and decision guidelines do not comply with MD</li> </ul>	

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
37.01s6 Schedule 6 - SUZ6	EARTH AND ENERGY RESOURCES INDUSTRY	<p>To recognise or provide for the use and development of land for earth and energy resources industry.</p> <p>To encourage interim use of the land compatible with the use and development of nearby land.</p> <p>To encourage land management practice and rehabilitation that minimises adverse impact on the use and development of nearby land.</p>	<ul style="list-style-type: none"> <li>3.0 should be written as an application requirement</li> <li>4.0 application requirements and decision guidelines do not comply with MD</li> <li>5.0 wording does not comply with MD</li> </ul>	
37.01s8 Schedule 8 - SUZ8	HORSHAM ARTIST IN RESIDENCE	<p>To facilitate the development of the Horsham Artist in Residence.</p> <p>To provide for the use and development of the land for the purpose of a range of artistic, educational, entertainment, commercial and community activities.</p> <p>To recognise the Horsham Artist in Residence as a major resource for arts practice and education in the Wimmera Southern Mallee region.</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Excludes Clause reference in Schedule heading</li> <li>Table of uses incorrectly constructed (does not include 'any other use not in Section 1 or 3')</li> <li>Does not include 2.0 use of land, 3.0 subdivision, or 5.0</li> <li>Wording of permit exemption in 2.0 does not comply with MD</li> </ul>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Contains 7 purposes, MD only allows 5</li> <li>2.0 application requirements should be</li> </ul>

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>To provide a living and working environment for practising artists in a natural and agricultural landscape.</p> <p>To ensure that the multiple usage of land and buildings within the site facilitates usage of the facility throughout the year.</p> <p>To ensure that the combination of uses, their operation, and the scale and character of development do not prejudice the amenity of surrounding areas.</p> <p>To allow for the ongoing use of the balance of the site for extensive animal husbandry and crop raising and the protection of areas of Aboriginal cultural sensitivity.</p>	<p>drafted as use requirements</p> <ul style="list-style-type: none"> <li>3.0 needs to separate subdivision and application requirements</li> <li>4.0 is a buildings and works requirement, not an application requirement</li> </ul>	
37.01s9 Schedule 9 - SUZ9	WIMMERA INTERMODAL FREIGHT TERMINAL PRECINCT	<p>Purpose - General</p> <p>To facilitate the development of the Wimmera Intermodal Freight Terminal Precinct (the Precinct) as a major intermodal freight and logistics hub for the Wimmera- Mallee region having regard to Map 1 to Schedule 9 to Clause 37.01.</p> <p>To provide for industry involved in the storage and distribution of primary produce and raw materials and associated industry, warehouse, manufacturing, mineral sands processing and storage handling, office and retail uses in a manner which does not affect the safety and amenity of local communities.</p> <p>To ensure appropriate separation between food related industries and the storage and transfer of mineral sands and other earth resources.</p> <p>To provide a range of lot sizes to the extent appropriate to encourage industry and warehousing of various scales and to provide catalyst developments.</p> <p>To provide for the staged development of the Precinct and orderly provision of infrastructure, services and transport facilities taking into account environmental and hydrological considerations.</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Contains 23 purposes, MD only allows 5</li> <li>Table of uses for all Sub-Precincts incorrectly constructed (does not include 'any other use not in Section 1 or 3)</li> <li>2.0 includes 2x sets of decision guidelines</li> <li>4.0 includes a Maintenance requirement</li> <li>5.0 should be "signs" not Advertising signs"</li> </ul>	



1. Clause and name	2. Applies to	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>To ensure flexibility in the use and development of the Precinct to respond to changing economic circumstances over the long term development of the Precinct.</p> <p>To protect the ongoing operation and development of the Wimmera Intermodal Freight Terminal.</p> <p>To develop a high quality built environment that will attract industry investment and create jobs.</p> <p>Purpose – Sub-precinct 1 Grain and bulk agricultural produce</p> <p>To provide for industry and warehousing involved in the collection, storage and transfer of grain and other bulk agricultural produce on land generally in sub precinct 1 having regard to Map 1 to Schedule 9 to Clause 37.01.</p> <p>To ensure appropriate separation between industry and warehousing involved in the storage and transfer of mineral sands and other earth resources from food related industries and warehousing.</p> <p>Purpose – Sub-precinct 2 Mineral sands</p> <p>To provide for industry and warehousing involved in the storage and transfer of mineral sands and other earth resources on land generally in sub precinct 2 having regard to Map 1 to Schedule 9 to Clause 37.01</p> <p>To ensure appropriate separation between industry and warehousing involved in the storage and transfer of mineral sands and other earth resources from food related industries and warehouses.</p> <p>Purpose – Sub-precinct 3 Warehousing and logistics</p> <p>To provide for large scale warehousing and logistic industries and mineral sands processing and storage handling in close proximity to the Wimmera Intermodal Freight Terminal generally on land in sub precinct 3 having regard to Map 1 to Schedule 9 to Clause 37.01</p> <p>To provide opportunity for industries that benefit from a shared boundary with the Wimmera Intermodal Freight Terminal.</p>		

1. Clause and name	2. Applies to	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>To ensure the primacy of freight movements adjacent to the Wimmera Intermodal Freight Terminal.</p> <p>Mineral sands development shall be discouraged from abutting the northern side of the Wimmera Intermodal Freight Terminal.</p> <p>Purpose – Sub-precinct 4 Large Manufacturing</p> <p>To provide for large scale manufacturing and general industries and mineral sands processing and storage handling with adverse amenity potential that require large separation distances from sensitive land uses (e.g. dwellings) generally on land in sub-precinct 4 having regard to Map 1 to Schedule 9 to Clause 37.01.</p> <p>To provide for export orientated food manufacturing, food packaging and other manufacturing related industries.</p> <p>To encourage manufacturing industries that support the expansion of reticulated gas, potable water and sewerage infrastructure.</p> <p>To discourage small-scale manufacturing in this sub-precinct.</p> <p>Purpose – Sub-precinct 5 Warehousing, logistics and small manufacturing</p> <p>To provide for a mix of small-scale manufacturing, warehousing, logistics and industries generally on land in sub precinct 5 having regard to Map 1 to Schedule 9 to Clause 37.01</p> <p>Purpose – Sub-precinct 6 Highway business</p> <p>To provide for a range of service industries and ancillary uses along the Henty Highway frontage that support the Precinct on land in sub precinct 6 as shown in Map 1 to Schedule 9 to Clause 37.01</p> <p>To provide for convenience retail, service station and rest areas that support the Precinct.</p>		
37.03 Urban Floodway Zone (UFZ)		<p><b>To identify waterways, major floodpaths, drainage depressions and high hazard areas within urban areas which have the greatest risk and frequency of being affected by flooding.</b></p>		

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>To ensure that any development maintains the free passage and temporary storage of floodwater, minimises flood damage and is compatible with flood hazard, local drainage conditions and the minimisation of soil erosion, sedimentation and silting.</p> <p>To reflect any declarations under Division 4 of Part 10 of the Water Act, 1989.</p> <p>To protect water quality and waterways as natural resources by managing urban stormwater, protecting water supply catchment areas and managing saline discharges to minimise the risks to the environmental quality of water and groundwater.</p>		
37.03s Schedule 1 - UFZ	URBAN FLOODWAY ZONE 1 (UFZ1)	No Content	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Excludes Clause reference in Schedule heading</li> <li>Excludes 1.0, 2.0 &amp; 3.0 headings</li> <li>In 3.0 "Advertising Sign Category" should be "Sign Category".</li> </ul>	

## Document A.4 Horsham Planning Scheme

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
<b>ENVIRONMENTAL AND LANDSCAPE OVERLAYS</b>				
42.01 Environmental Significance Overlay (ESO)		<p>To identify areas where the development of land may be affected by environmental constraints.</p> <p>To ensure that development is compatible with identified environmental values.</p>		
42.01s1 - Schedule 1 to ESO (ESO1)	WARTOOK TOURIST AREA	<p>1.0 Statement of environmental significance</p> <p>The Wartook area abuts the western boundary of the Grampians National Park and has high environmental values as well as spectacular vistas across the range. Over a number of years various tourist accommodation facilities and other services have established across the district. The further establishment of tourist services and other development needs to recognise and respect the quality of the natural environment, adjacent national park and tranquil nature of area.</p> <p>2.0 Environmental objective to be achieved</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>Contains 6 objectives, MD only allows 1</li> <li>Application requirements do not comply with MD</li> <li>Decision guidelines do not comply with MD</li> <li>Cannot include referral provisions in Schedule. These should be moved to 66.06</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>To ensure impacts of development upon the Grampians National Park and surrounding environment are minimised.</p> <p>To encourage development that is in harmony with the environment and the community.</p> <p>To encourage tourism development which does not adversely impact upon the environmental and landscape values.</p> <p>To maintain and enhance the quality and quantity of water produced within the catchment, including the protection of water quality and flow in McKenzie Creek and Mt Zero Channel.</p> <p>To conserve soil resources and minimise soil erosion, pollution of water resources and other forms of resource degradation.</p> <p>To ensure the safety of tourists, residents and property from uncontrolled wildfire.</p> <p>3.0 Permit requirement</p> <p>No permit is required for minor additions or alterations to existing uses and/or developments.</p> <p>4.0 Application requirements</p> <p>Applications for planning permits should be accompanied by plans and other information which show:</p> <p>The location of any existing buildings;</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Any existing vegetation, watercourse, drainage lines, dams, fences and other similar features;</p> <p>The topography of the site;</p> <p>The location of the proposed development;</p> <p>The location of all car parks and access ways;</p> <p>Elevations of proposed buildings;</p> <p>External materials and colours of proposed buildings, and</p> <p>The location of adjacent dwellings.</p> <p>A land management plan should accompany all applications for subdivision and/or development and include provision for the following matters:</p> <p>Conservation and enhancement of the area;</p> <p>Preventing development which would lead to conflict with the management of the Grampians National Park;</p> <p>Protection of native vegetation through subdivision design and building siting;</p> <p>Retention of native vegetation:</p> <p>where ground slopes are more than 20%, within 30 metres of a watercourse or wetland,</p> <p>on land subject to or which may contribute to soil erosion or slippage,</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>in areas where removal, destruction or lopping could jeopardise the integrity or long term preservation of any identified site of scientific, natural or cultural significance, if it supports one or more rare species of flora or fauna, and/or where it forms part of a wildlife corridor.</p> <p>Measures to reduce the impact of the development upon adjacent dwellings;</p> <p>Measures to protect and conserve soils on the land during both the subdivision and development stages;</p> <p>Minimisation of storm water flows so as to prevent erosion and flooding of down stream properties, and</p> <p>Measures to reduce or remove noxious weeds and vermin infestation.</p> <p>A fire management plan must accompany applications for subdivision and/or development of any buildings for the purpose of accommodation, and include provision for the following matters: access by way of an all weather, dual lane road, water supply and distribution, evacuation procedures, provision of fire protection equipment, fuel reduction and management, and building design with respect to fire protection.</p> <p>5.0 Decision guidelines</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Before deciding on an application, the responsible authority will consider:</p> <ul style="list-style-type: none"> <li>The need for all buildings to harmonise with the natural environment in regards to materials, colours, design and siting;</li> <li>The desire to prevent buildings from locating in prominent positions such as hill tops or ridge lines, and preference for single storey development;</li> <li>The need to minimise disturbance of the natural environment and removal of indigenous vegetation;</li> <li>The provision of an adequate water supply;</li> <li>The adequacy of the proposed means of disposing of effluent;</li> <li>The adequacy of the proposed fire management plan including the provision of all weather and fire safe vehicle access; and</li> <li>The desire to screen car parks, servicing or other areas of a potentially intrusive nature from adjacent properties, roads and elevated viewing points within the Grampians National Park.</li> </ul> <p>Consideration should be given to placing a condition(s) on planning permits which requires: the retention of native vegetation; planting, replanting or other restorative treatment of any part of the land; the retention of a buffer strip of native</p>		



# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>vegetation within specified distances of water courses, wetlands, roads, the Grampians National Park and property boundaries, and all buildings, septic tanks and associated effluent absorption areas to be located at least 100 metres from a water course.</p> <p>6.0 Referral</p> <p>Applications for Accommodation purposes including dwellings and any subdivisions which create a vacant lot must be referred in accordance with Section 55 of the Act to the referral authority specified in Clause 66.04 or a schedule to that clause.</p>		
42.01s2 - Schedule 2 to ESO (ESO2)	NATIMUK DOUGLAS WETLANDS	<p>1.0 Statement of environmental significance</p> <p>The Natimuk-Douglas Wetlands consist of more than 30 saline and freshwater lakes. The lakes are seasonally visited by substantial numbers of migratory water birds and on this basis have been nominated as wetlands of international significance under the RAMSAR Convention. Grazing and other activities in the vicinity of the lakes have threatened plant species and habitat values.</p> <p>2.0 Environmental objective to be achieved</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>• No Clause number in Schedule Heading</li> <li>• Contains 4 objectives, MD only allows 1</li> <li>• Does not include 3.0 Permit requirements</li> <li>• Does not include 4.0 Application requirements</li> <li>• Decision guidelines do not comply with MD</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>To protect, maintain and enhance the environmental qualities of the Natimuk-Douglas Wetlands</p> <p>To ensure the Natimuk Douglas Wetlands are preserved as a haven for migratory birds</p> <p>To limit the impact of farming and other activities upon the Natimuk Douglas Wetlands, by encouraging the fencing of wetlands from stock</p> <p>To encourage the revegetation of wetlands where appropriate, in consultation with the Department of Sustainability and Environment</p> <p>3.0 Decision guidelines</p> <p>Before deciding on an application, the responsible authority will consider:</p> <ul style="list-style-type: none"> <li>• The effect of any development on botanical, zoological or geological values;</li> <li>• The desirability of maintaining existing remnant vegetation;</li> <li>• The desirability of excluding stock from wetlands to enhance environmental values; and</li> <li>• The need to revegetate the wetland areas with appropriate indigenous plant species.</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>Natural waterflows.</li> </ul>		
42.01s3 - Schedule 3 to ESO (ESO3)	WATER COURSE PROTECTION	<p>1.0 Statement of environmental significance</p> <p>High quality natural or revegetated stream frontages are important in maintaining clean water, soil stability and diversity of flora and fauna. There are virtually no unmodified streams in the municipality and 50% of the Wimmera River frontage is rated as poor to very poor with respect to its environmental condition, as a result of the impact of grazing, weeds, pest animals and salt.</p> <p>2.0 Environmental objective to be achieved</p> <p>To maintain the quality and quantity of water within the watercourse</p> <p>To maintain the ability of streams and watercourses to carry natural flows</p> <p>To prevent erosion of banks, streambeds, adjoining land and the siltation of watercourses, drains and other features</p> <p>To protect and encourage the long-term future of flora and fauna habitats along watercourses</p> <p>To prevent pollution and increased turbidity of water in natural watercourses</p> <p>To prevent increased surface run-off or concentration of surface water run-off</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>Contains 8 objectives, MD only allows 1</li> <li>Does not include 3.0 Permit requirement</li> <li>Does not include 4.0 Application requirements</li> <li>Decision guidelines do not comply with MD</li> <li>Cannot include referral provisions in Schedule. These should be moved to 66.06</li> </ul>	

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>leading to erosion or siltation of watercourses</p> <p>To conserve existing wildlife habitats close to natural watercourses and, where appropriate, to allow for generation and regeneration of habitats</p> <p>To minimise the potential damage caused to human life, buildings and property by flood waters.</p> <p>3.0 Decision guidelines</p> <p>Before deciding on an application, the responsible authority will consider:</p> <ul style="list-style-type: none"> <li>• The possible effect of the development on the quality and quantity of water;</li> <li>• The preservation of and impact on soils and the need to prevent erosion;</li> <li>• The need to prevent or reduce the concentration or diversion of floodwater or stormwater;</li> <li>• The conservation of natural habitats and the preservation of native fauna, fish and other marine life;</li> <li>• The protection of the area for its recreation value;</li> <li>• The potential for flooding to occur;</li> <li>• The effect of any development on the flow of flood waters and flood control measures, and</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>The proper management of the land as a floodplain.</li> </ul> <p>4.0 Referral</p> <p>All applications must be referred in accordance with Section 55 of the Act to the referral authority specified in Clause 66.04 or a schedule to that clause.</p>		
42.01s4 - Schedule 4 to ESO (ESO4)	WATER CATCHMENT PROTECTION	<p>1.0 Statement of environmental significance</p> <p>The Wimmera Systems Proclaimed Catchment (Special Water Supply Catchment Area listed in Schedule 5 to the Catchment and Land Protection Act 1994 ) in the southern area of the municipality supplies water to Horsham and the wider region. Maintaining the quality of water supply in the catchment is an environmental and economic imperative.</p> <p>2.0 Environmental objective to be achieved</p> <p>To ensure the protection and maintenance of water quality and water yield within the Wimmera Systems Proclaimed Catchment.</p> <p>3.0 Referral</p> <p>Applications of the kind listed below must be referred in accordance with Section 55 of the Act to the referral authority specified in Clause 66.04 or a schedule to that clause:</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>Does not include 3.0 Permit requirement</li> <li>Does not include 4.0 Application requirements</li> <li>Does not include 5.0 Decision guidelines</li> <li>Cannot include referral provisions in Schedule. These should be moved to 66.06</li> </ul>	

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>• Subdivision creating a lot less than 40 hectares;</li> <li>• Buildings and works associated with intensive animal husbandry, or any other intensive land use;</li> <li>• Removal of vegetation, and</li> <li>• Any other buildings and works which the responsible authority considers may not satisfy the objective of the overlay.</li> </ul>		
42.01s5 - Schedule 5 to ESO (ESO5)	CHANNEL AND RESERVOIR PROTECTION	<p>1.0 Statement of environmental significance</p> <p>Wimmera Mallee Water supplies domestic and stock water to more than 60,000 people and properties across the supply region. The security of supply and protection of channels and reservoirs from potential sources of pollution is critical to the operation of one of Victoria's largest water supply systems.</p> <p>2.0 Environmental objective to be achieved</p> <p>To maintain and enhance the quality and supply of irrigation and domestic water throughout the Wimmera region.</p> <p>To protect water reservoirs and channels from potential sources of pollution.</p> <p>3.0 Permit requirement</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>• No Clause number in Schedule Heading</li> <li>• Contains 2 objectives, MD only allows 1</li> <li>• Does not include 4.0 Application requirements</li> <li>• Decision guidelines do not comply with MD</li> <li>• Cannot include notice provisions in Schedule.</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>A permit is required for the construction of a fence located within 20 metres of the toe of a channel.</p> <p>4.0 Decision guidelines</p> <p>Before deciding on an application, the responsible authority will consider:</p> <p>The need to prevent the contamination of water supply;</p> <p>The need to protect water supply resources;</p> <p>The desirability of locating any effluent or waste water disposal systems, or other potential sources of pollution at least 50 metres from the exterior toe of a channel;</p> <p>The ability of any proposed effluent or other treatment system to prevent effluent or other waste affecting water quality in the channel or reservoir system, and</p> <p>The desirability of preventing the development of any buildings and works including dams within 20 metres of the exterior toe of a channel.</p> <p>5.0 Notification</p> <p>Notice of all permit applications must be given in accordance with Section 52(1)(c) of the Act to the person or body specified as a person or body to be notified in Clause 66.06 or a schedule to that clause.</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
42.01s6 - Schedule 6 to ESO (ESO6)	HORSHAM SOUTH WASTEWATER TREATMENT PLANT BUFFER AREA	<p>1.0 Statement of environmental significance</p> <p>The Horsham South waste water treatment plant provides sewerage treatment and waste water disposal for the Horsham urban area.</p> <p>The plant's operation is critical to the continued economic and environmental prosperity of Horsham.</p> <p>It is important that the long-term operation of the waste water treatment plant is protected from inappropriate development.</p> <p>2.0 Environmental objective to be achieved</p> <p>To ensure that the establishment of a sensitive use within proximity to the wastewater treatment plant will not have a detrimental impact on the ongoing operation of the plant.</p> <p>To ensure that notice of an application which may have an impact on the ongoing operation of the wastewater treatment plant is given to the relevant agency.</p> <p>3.0 Permit requirement</p> <p>A permit is not required under this schedule.</p> <p>Notice requirements</p> <p>Notice of an application for any development under another part of this scheme must be given in accordance with</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>Contains 2 objectives, MD only allows 1</li> <li>Permit requirement should be 'none specified'</li> <li>Cannot include notice requirements in the Schedule</li> <li>Decision guidelines not in accordance with MD</li> </ul>	<p>ESO is the wrong VPP tool – consider converting to Buffer Area Overlay (BAO)</p>



# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Section 52(1)(c) of the Act to the authority specified in Clause 66.06 or a schedule to that clause.</p> <p>4.0 Decision guidelines</p> <p>Before deciding on the application under another part of this scheme, the responsible authority must consider whether the grant of a permit will adversely affect the ongoing operation of the wastewater treatment plant.</p>		
42.01s7 - Schedule 7 to ESO (ESO7)	WIMMERA INTERMODAL FREIGHT TERMINAL PRECINCT BUFFER AREA	<p>1.0 Statement of environmental significance</p> <p>The Wimmera Intermodal Freight Terminal Precinct (the Precinct) will be developed as a major intermodal freight and logistics hub for the Wimmera-Mallee region. The Precinct will facilitate the agglomeration of freight related land uses on approximately 470 hectares of land around the Wimmera Intermodal Freight Terminal and ensure the continued efficient and effective transfer of goods into and out of the region.</p> <p>The operation of the WIFT Precinct is critical to the economy of the Wimmera region and may be developed with uses with adverse amenity potential.</p> <p>It is important that the long term development and operation of the Precinct for freight, logistics, industrial, manufacturing, and other commercial uses</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Does not include 4.0 application requirements</li> </ul>	<p>ESO is the wrong VPP tool – consider converting to Buffer Area Overlay (BAO)</p>

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>is protected from the encroachment of sensitive uses, specifically dwellings.</p> <p>2.0 Environmental objective to be achieved To prevent new child care centres, pre-school centres or primary schools, and particularly dwellings, locating within the buffer area and protect the development and operation of Sub-precinct 4; Large Manufacturing for uses with adverse amenity potential.</p> <p>3.0 Permit requirement In this Clause, sensitive use means accommodation, childcare centre, pre-school centre or primary school. A permit is not required to:</p> <ul style="list-style-type: none"> <li>Carry out works</li> <li>Construct agricultural buildings</li> <li>Construct extensions to existing dwellings of 100sqm or less</li> <li>Replace existing dwellings generally in the same location</li> <li>Construct outbuildings associated with existing dwellings.</li> </ul> <p>4.0 Decision guidelines The following decision guidelines apply to an application for a permit under Clause 42.01, in addition to those specified in Clause 42.01 and elsewhere in the</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>scheme which must be considered, as appropriate, by the responsible authority:</p> <p>Whether SEPP N1 (Control of Noise from Commerce Industry and Trade) and or the Noise from Industry in Victoria Guidelines (NIRV) applies to proposed development relating to existing uses in Sub-precinct 4: Large manufacturing or the future development of the sub-precinct.</p> <p>EPA Guideline Publication 1518 Recommended Separation Distances for industrial residual air emissions.</p> <p>The potential for the proposed development to prejudicially impact upon existing and permissible uses in Sub-precinct 4: Large Manufacturing of the Precinct.</p>		
<b>42.03 Significant Landscape Overlay (SLO)</b>		<b>To identify significant landscapes. To conserve and enhance the character of significant landscapes.</b>		
42.03s1 Schedule 1 to SLO (SLO1)	GRAMPIANS NATIONAL PARK	1.0 Statement of nature and key elements of landscape The Grampians are a mountainous landscape of national significance consisting of rugged landscape ridges and escarpments formed to a height of up to 1000 metres by uplift 400 million years ago and subsequent erosion. Significant peaks	<b>Does not comply:</b> <ul style="list-style-type: none"> <li>• No Clause number in Schedule Heading</li> <li>• Does not include 3.0 Permit requirement</li> <li>• Does not include 4.0 Application requirements</li> <li>• 3.0 Decision guidelines not as per MD</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>visible from within the Horsham municipality are Mt Zero, Mt Stapleton and the Asses Ears.</p> <p>2.0 Landscape character objective to be achieved</p> <p>To recognise the significance of the landscape values of the Grampians National Park in the local context and as a major natural feature tourist attraction.</p> <p>To minimise the intrusion of development upon the landscape of the Grampians National Park, protecting both the views obtained towards the park, and views obtained from within the park.</p> <p>To minimise the intrusion of development upon access roads leading towards the Grampians National Park.</p> <p>3.0 Decision guidelines</p> <p>Before deciding on an application, the responsible authority will consider:</p> <ul style="list-style-type: none"> <li>• Whether the proposed building or works will be visible from prominent locations within Grampians National Park;</li> <li>• Whether the building or works will detract from views of the Grampians National Park;</li> <li>• Whether the building or works will detract from the landscape values of</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>entry roads to the Grampians National Park;</p> <ul style="list-style-type: none"> <li>• A requirement for all buildings to be clad in non-reflective materials in muted shades of green, brown or grey, unless there are other means of limiting the visibility of buildings upon vistas towards and from the Grampians National Park;</li> <li>• The desirability of discouraging the location of buildings on ridge lines or other prominent locations;</li> <li>• The size and bulk of the proposed building or works;</li> <li>• The desirability of planting indigenous vegetation to screen the proposed building or works, and</li> <li>• The desirability of maintaining existing indigenous vegetation.</li> </ul>		
42.03s2 Schedule 2 to SLO (SLO2)	MOUNT ARAPILES- TOOAN STATE PARK	<p>1.0 Statement of nature and key elements of landscape</p> <p>Mount Arapiles rises abruptly 200 metres above the Wimmera Plains. Mount Arapiles and nearby Mitre Rock are distinctive landscape features visible across wide areas of the municipality. The natural features are formed by an outlier of sandstone surrounded by marine and terrestrial sediments over basement rocks</p>	Complies	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>of the Paleozoic era. The 'Mount' is a renowned rock-climbing venue and attracts more than 70,000 rock climbers each year.</p> <p>2.0 Landscape character objectives to be achieved</p> <p>To maintain the quality of vistas towards and from Mount Arapiles-Tooan State Park.</p> <p>To maintain the visual qualities of land located between Mount Arapiles-Tooan State Park and Mitre Lake.</p> <p>To consider farm buildings and associated structures as an integral element of the rural landscape surrounding Mount Arapiles-Tooan State Park.</p> <p>3.0 Permit requirement</p> <p>A permit is not required to construct a building for use as a dwelling, or construct a building or construct or carry out works related to the use of the land for grazing animal production and crop raising, including silos.</p> <p>4.0 Application requirements</p> <p>The following application requirements apply to an application for a permit under Clause 42.03, in addition to those specified elsewhere in the scheme and must accompany an application, as appropriate,</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>to the satisfaction of the responsible authority:</p> <ul style="list-style-type: none"> <li>• A detailed concept plan showing all plans and elevations of the proposed building, works, landscaping and associated access ways and other facilities.</li> </ul> <p>5.0 Decision guidelines</p> <p>The following decision guidelines apply to an application for a permit under Clause 42.03, in addition to those specified in Clause 42.03 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:</p> <ul style="list-style-type: none"> <li>• Whether the proposed buildings or works will be visible from prominent locations within Mount Arapiles-Tooan State Park.</li> <li>• Whether the proposed buildings or works will detract from views towards Mount Arapiles from key access roads (including the Wimmera Highway, Centenary Park Road and Natimuk-Frances Road) and other vantage points having regard to: <ul style="list-style-type: none"> <li>• The size and bulk of the proposed buildings or works (with a preference for buildings to be of a</li> </ul> </li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>low profile and not exceed one storey).</p> <ul style="list-style-type: none"> <li>The screening potential of existing or proposed vegetation.</li> <li>The desirability of requiring buildings to be clad in non-reflective materials of muted shades of green, brown or grey, unless there are other visual means of limiting the appearance of the building from Mount Arapiles-Tooan State Park or from access roads to the park.</li> </ul>		
42.03s3 Schedule 3 to SLO (SLO3)	GRAMPIANS & BLACK RANGE ENVIRONS	<p>1.0 Statement of nature and key elements of landscape</p> <p>The Grampians are a mountainous landscape of national significance consisting of rugged landscape ridges and escarpments. The surrounding farming country is attractive, containing mature river red gums and other native trees in paddocks and along roads and streams. The farmland is enhanced by the spectacular mountain backdrop. The adjacent and lesser known Black Range also forms an important component of the landscape. The land identified by this overlay has a National Trust of Australia (Victoria) Regional Classification.</p> <p>2.0 Landscape character objective to be achieved</p>	<p><b>Does not comply:</b></p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>Does not include 4.0 Application requirements</li> <li>Decisions Guidelines do not comply with MD format</li> </ul>	<p><b>Amend last landscape character objective to replace the use of “consider”.</b></p> <p>Permit requirements at 3.0 cannot be contingent on other permit triggers in other parts of the Scheme. These should be redrafted so that the permit requirements are self-contained to this Schedule.</p>



# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>To maintain the quality of vistas towards and from Grampians National Park and Black Range State Park.</p> <p>To ensure development does not adversely impact upon the landscape qualities of the Grampians National Park, Black Range State Park and the surrounding rural areas.</p> <p>To consider farm buildings and associated structures as an integral element of the rural landscape.</p> <p><b>3.0 Permit requirement</b></p> <p>No permit is required for the development a dwelling, or buildings and/or works related to the use of the land for extensive animal husbandry and crop raising, including silos, unless the applicable zone control or other clause of this planning scheme specifically requires the issue of such a permit.</p> <p><b>4.0 Decision guidelines</b></p> <p>Before deciding on an application, the responsible authority will consider:</p> <p>Whether the proposed building or works will be visible from prominent locations within Grampians National Park and Black Range State Park;</p> <p>Whether the building or works will detract from views of the Grampians National Park and Black Range State Park;</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>The desirability of discouraging the location of buildings on ridge lines or other prominent locations;</p> <p>The size and bulk of the proposed building;</p> <p>The ability of existing vegetation to screen the proposed buildings and works;</p> <p>The desirability of planting indigenous vegetation to screen the proposed building;</p> <p>The desirability of requiring buildings to be clad in non-reflective materials of muted shades of green, brown or grey, if the building is found to impose on significant views towards or from the Grampians National Park and Black Range;</p> <p>The desirability of maintaining existing indigenous vegetation.</p>		
43.01 Heritage Overlay (HO)		<p><b>To conserve and enhance heritage places of natural or cultural significance.</b></p> <p><b>To conserve and enhance those elements which contribute to the significance of heritage places.</b></p> <p><b>To ensure that development does not adversely affect the significance of heritage places.</b></p> <p><b>To conserve specified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably</b></p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<b>assist with the conservation of the significance of the heritage place.</b>		
43.01s1 Schedule 1 to HO		No application requirements 24 HO's identified.	Complies	
<b>43.02 Design and Development Overlay (DDO)</b>		<b>To identify areas which are affected by specific requirements relating to the design and built form of new development.</b>		
43.02s1 Schedule 1 to DDO (DDO1)	RIFLE BUTTS DANGER AREA	<p>1.0 Design objectives</p> <p>To identify the overshoot area of the Horsham Rifle Range.</p> <p>To protect the Horsham Rifle Range and the overshoot area from the encroachment of incompatible development.</p> <p>2.0 Buildings and works</p> <p>A permit is not required to construct levees approved under the Horsham Flood Plain Management Study.</p> <p>3.0 Decision guidelines</p> <p>Before deciding on an application, the responsible authority will consider:</p> <ul style="list-style-type: none"> <li>The desirability of discouraging development associated with use of the land for accommodation purposes including dwellings, in the interests of public safety, and</li> </ul>	<p><b>Does not comply:</b></p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>Does not include 3.0 subdivision</li> <li>Does not include 4.0 signs</li> <li>Does not include 5.0 application requirements</li> <li>Decision guidelines do not comply with MD format</li> </ul>	

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>The need to prevent inappropriate development in the overshoot area to maintain the long-term use of the rifle range.</li> </ul>		
43.02s2 Schedule 2 to DDO (DDO2)	IMMEDIATE AIRPORT ENVIRONS AREA	<p>1.0 Design objectives</p> <p>To maintain the efficiency and safety of the Horsham airport.</p> <p>To ensure that development in the immediate environs of the airport does not prejudice the existing or future use of the airport.</p> <p>2.0 Decision guidelines</p> <p>Before deciding on an application, the responsible authority will consider:</p> <ul style="list-style-type: none"> <li>The need to prevent buildings or works from being constructed which could interfere with or cause a safety hazard to aircraft operations in the immediate vicinity of the airport, and</li> <li>The existing and likely future use of the airport.</li> </ul> <p>3.0 Vegetation</p> <p>Vegetation must not be allowed to grow to a height exceeding 15.5 metres unless the responsible authority is satisfied that the vegetation will not be a hazard to aircraft operations.</p> <p>4.0 Notification</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>Does not include 2.0 buildings and works</li> <li>Does not include 3.0 subdivision</li> <li>Does not include 4.0 signs</li> <li>Does not include 5.0 application requirements</li> <li>Decision guidelines do not comply with MD format</li> <li>Notification and decision requirements should be redrafted in accordance with MD</li> </ul>	<p>3.0 Vegetation – this is not something that the Planning Scheme can control in the manner specified (i.e., how high vegetation grows). Should be redrafted as a decision guideline.</p>

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Notice of any application must be given to the operator of the Horsham airport. An application is otherwise exempt from the notice requirements of Section 52(1)(a), (b) and (d) of the Act.</p> <p>An application is also exempt from the decision requirements of Section 64(1),(2) and (3) and the appeal rights of Section 82(1) of the Act, except in relation to any objection made by the operator of the Horsham airport or any person responsible for matters related to the operation of aircraft.</p>		
43.02s3 Schedule 3 to DDO (DDO3)	WIDER AIRPORT ENVIRONS AREA	<p>1.0 Design objectives</p> <p>To maintain the efficiency and safety of the Horsham airfield.</p> <p>To ensure the height of development in the wider area surrounding the airport does not prejudice the existing or future use of the airport.</p> <p>2.0 Buildings and works</p> <p>A permit is not required to construct a building or work which has a total height of less than 30 metres above natural ground level.</p> <p>3.0 Decision guidelines</p> <p>Before deciding on an application, the responsible authority will consider:</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>• No Clause number in Schedule Heading</li> <li>• Does not include 3.0 Subdivision</li> <li>• Does not include 4.0 Signs</li> <li>• Does not include 5.0 Application requirements</li> <li>• Decision guidelines not as per MD format</li> </ul>	2.0 Amend wording to 'construct a building or construct or carry out works'.

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>The need to prevent buildings or works from being constructed which could interfere with or cause a safety hazard to aircraft operations in the vicinity of the airport, and</p> <p>The existing and likely future use of the airport.</p>		
43.02s4 Schedule 4 to DDO (DDO4)	FLOOD FRINGE DEVELOPMENT	<p>1.0 Design objectives</p> <p>To ensure that dwellings and other development affected by land subject to inundation in identified locations comply with specific criteria to ensure the impact of flooding is minimised</p> <p>2.0 Buildings and works</p> <p>A dwelling must not be constructed on any of the following lots unless the specified requirement is met, unless other appropriate arrangements are made to the satisfaction of the responsible authority:</p> <p>Lots created by the subdivision of Lots 13,14 and 15 on LP 145705 Weldon Power Court must be filled to have a surface level of not less than 127.70 A .H.D.</p> <p>Lots created by the subdivision of CA 9 &amp; 10, Sec 4, Parish of Horsham, Barnes Boulevard, within the Low Density Residential Zone, must be filled to a depth of at least 0.1 metres above the flood level, for a distance of not more than 30 metres</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>• No Clause number in Schedule Heading</li> <li>• Does not include 3.0 Subdivision</li> <li>• Does not include 4.0 Signs</li> <li>• Does not include 5.0 Application requirements</li> <li>• Decision guidelines not as per MD format</li> </ul>	<p>Consider converting DDO to LSIO or SBO given the specific design objectives, to make more appropriate use of the VPP</p>

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>from Barnes Boulevard. Any dwelling or other buildings constructed on the lot must be located on the aforementioned filled area.</p> <p>Lots created by the subdivision of part Lot 3A, Sec 3, Parish of Horsham, Pryors Road must be filled to the designated flood level for a distance of not more than 40 metres from an internal access road. Any dwelling or other buildings constructed on the lot must be located on the aforementioned filled area.</p> <p>3.0 Decision guidelines</p> <p>Before deciding on an application, the responsible authority will consider:</p> <p>The relevant flood levels;</p> <p>The need to fill land to prevent inundation, and</p> <p>The ability to locate the building on high land within the site which is potentially not likely to be affected flood waters.</p>		
43.02s5 Schedule 5 to DDO (DDO5)	URBAN CONSERVATION PRECINCT - HORSHAM CENTRAL AREA	<p>1.0 Design objectives</p> <p>To conserve and enhance buildings, areas and other places which are of scientific, aesthetic, architectural, historic or cultural value and which contribute to the cultural values of the area.</p> <p>To discourage the erection of advertising signs and any alteration to the facade of</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>• No Clause number in Schedule Heading</li> <li>• Does not include 3.0 subdivision</li> <li>• Does not include 4.0 Signs (as per MD format, redraft)</li> <li>• Application requirements not as per MD format</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>buildings which will detract from the historic character of the area.</p> <p>To protect, maintain and enhance the character and appearance of the precinct which is determined especially by the hotels, public buildings, theatres and commercial buildings including outbuildings, which collectively demonstrate periods of growth in the history of the central area of Horsham.</p> <p>To ensure that new developments respect the character and visual prominence of those buildings which contribute to the cultural significance of the area.</p> <p>2.0 Buildings and works</p> <p>No permit is required for alterations to existing buildings which do not alter the facade of the building.</p> <p>No permit is required for buildings and works which do not result in the complete or partial construction of a new building facade.</p> <p>3.0 Application requirements</p> <p>The preparation of an application to develop a new building facade or alter an existing facade should interpret the significant architectural character of the area by taking into account some of the following techniques:</p>	<ul style="list-style-type: none"> <li>Decision guidelines not as per MD format</li> </ul>	



# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>• Using cement finished surfaces or face bricks; and</li> <li>• Using design elements characteristic of the facades of contributory buildings reduced to simple forms.</li> </ul> <p>A permit application should be accompanied by the following information:</p> <ul style="list-style-type: none"> <li>• Detailed elevations of the proposed building and/or works;</li> <li>• The proposed colour and type of all external materials, including doors, windows and all other elements;</li> <li>• Proposed fencing (if any);</li> <li>• A contextual drawing showing the relationship between the proposed building and/or works and its adjacent buildings in terms of elevational treatments; and</li> <li>• Floor plans showing the proposed building and/or works with overall dimensions.</li> </ul> <p>4.0 Advertising signs</p> <p>The area of this overlay is in Category 3 - High amenity areas.</p> <p>5.0 Decision Guidelines</p> <p>Before deciding on an application, the responsible authority will consider:</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>The existing character and appearance of any buildings or works proposed to be removed, altered or decorated, and the contribution the existing building and works make to the cultural values of the precinct;</li> <li>Whether the scale, location or external appearance of any proposed buildings or works will harmonise with the character and appearance of the precinct; and</li> <li>Whether the buildings or works will contribute to the continuity of the streetscape.</li> </ul>		
43.02s6 Schedule 6 to DDO (DDO6)	URBAN CONSERVATION PRECINCTS - HORSHAM RESIDENTIAL AREAS	<p>1.0 Design objectives</p> <p>To conserve and enhance buildings, areas, trees, gardens and other places which are of scientific, aesthetic, architectural, historic or cultural value and which contribute to the cultural values of the area.</p> <p>To discourage the erection of high front fences and paint colour schemes which will detract from the historic character of the area, especially as perceived from public thoroughfares.</p> <p>To protect, maintain and enhance the character and appearance of the precincts which is determined especially by the post Federation and inter war houses and</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>Does not include 3.0 subdivision</li> <li>Does not include 4.0 Signs (redraft as per MD)</li> <li>Application requirements not as per MD format</li> <li>Decision guidelines not as per MD format</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>gardens, collectively demonstrating periods of development in Horsham and the residential lifestyles which accompanied them.</p> <p>To ensure that new developments respect the character and visual prominence of those buildings, gardens and works which contribute to the cultural values of the areas.</p> <p>2.0 Permit requirement</p> <p>No permit is required for buildings and works and alterations to existing buildings which are not visible from public thoroughfares.</p> <p>3.0 Application requirements</p> <p>The preparation of an application for buildings and/or works should respect the significant architectural character of the areas by taking into account the following techniques:</p> <p>New buildings and works should be setback from the street frontage by the same distance as the existing buildings on either side;</p> <p>The side boundary setbacks should be consistent with setbacks common in the area;</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>The scale and bulk of new developments should be in keeping with that of the area in which the development is situated;</p> <p>Building materials should be characteristic of the periods of significance of the area;</p> <p>Architectural forms and massing characteristic should be in harmony with the contributory buildings of the areas;</p> <p>Architectural details should interpret those of the contributory buildings of the areas;</p> <p>Any fences should be compatible with those that contribute to the cultural values of the areas by adopting similar heights and forms or by introducing new forms which are in harmony with contributory fences; and</p> <p>Existing mature trees, especially those expressive of the post Federation and inter war periods, should be preserved.</p> <p>A permit application should be accompanied by the following information:</p> <p>Detailed elevations of the proposed building and/or works;</p> <p>The proposed colour and type of all external materials, including doors, windows and all other elements;</p> <p>Proposed fencing;</p> <p>Contextual drawings showing the relationships between the proposed</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>building or works and the existing building on either side in terms of setbacks and elevational treatments; and</p> <p>Site plans showing the layout of the buildings and works including fences, with overall dimensions, and landscaping details.</p> <p>4.0 Advertising signs</p> <p>The area of this overlay is in Category 3 - High amenity areas.</p> <p>5.0 Decision guidelines</p> <p>Before deciding on an application, the responsible authority will consider:</p> <p>The existing character and appearance of any buildings or works proposed to be removed, altered or decorated, and the contribution the existing building and works make to the cultural values of the precinct;</p> <p>Whether the scale, location or external appearance of any proposed buildings or works will harmonise with the character and appearance of the precinct; and</p> <p>The impact of the landscape plan including front and side fences on the character and appearance of the precinct.</p>		
43.02s8 Schedule 8 to DDO (DDO8)	CITY GARDENS	<p>1.0 Design objectives</p> <p>To redevelop the former Horsham Saleyards site into a high quality, innovative and environmentally sustainable</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>development that takes full advantage of the opportunities offered by this site;</p> <p>To integrate the City Gardens development into the surrounding urban area;</p> <p>To contribute to the vibrancy of the existing commercial area;</p> <p>To provide energy efficient residential development;</p> <p>To contribute to the variety of housing in Horsham.</p> <p>2.0 Buildings and works Commercial Development</p> <p>Commercial development shall be limited to being located along the frontage to Hamilton Street, and the return frontages of Darlot and Madden Streets.</p> <p>Commercial development must provide an appropriate interface with the development on the north side of Hamilton Street and west side of Darlot Street, the proposed Harvey Norman development.</p> <p>Buildings fronting Hamilton Street should compliment the predominant pattern of the town centre.</p> <p>Commercial buildings must abut the Hamilton Street frontage. Parking areas must be located behind these buildings.</p> <p>In the interests of safety and security, the parking area must have simple, well-</p>	<ul style="list-style-type: none"> <li>• 4.0 Advertising Signs should be “Signs” and drafted in accordance with MD</li> <li>• Does not include 5.0 Application requirements</li> <li>• Decision guidelines not as per MD format</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>defined edges, no concealed spaces, a good level of lighting throughout and some of the commercial buildings should have active frontages to the parking area.</p> <p>The façade of the Horse Bazaar building should be incorporated into any new development if possible and practical.</p> <p>Any west facing windows should be provided with protection from the summer sun.</p> <p><b>3.0 Residential Area</b></p> <p>A permit is not required for buildings and works that meet or are consistent with the following requirements.</p> <p>The southern two thirds of the site must be developed for residential purposes and the waterways, generally in accordance with the attached plan.</p> <p>The two east west roads through the site are to be right of ways providing access to the rear of the properties.</p> <p>Any vehicle parking areas on the residential lots, including garages, for the properties fronting the waterways should be located at the rear of the property, that is fronting the rear east west right of ways.</p> <p>Dwellings on the lots around the waterways are to face and have an open active frontage to the waterways.</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Dwellings on the Baker Street lots are to face Baker Street.</p> <p>Any fence on or within 2.5 metres of the Baker Street frontages and the Public Open Space frontages shall have a maximum height of 1.2metres.</p> <p>Any fence on or within 2.5 metres of the Madden Street frontages and the western boundaries of lots 9, 10 and 36 shall have a maximum height of 1.2metres for at least 40% of the length of the boundary.</p> <p>Any other boundary fences shall not exceed 1.8metres in height.</p> <p>An appropriate buffer / screen must be provided between the commercial area carpark and the residential area to soften the change in land use and protect the amenity of the residents of the northern part of the residential area.</p> <p>Developers should take advantage of the greenfield nature of the site and explore innovative forms of building design. Design should incorporate elements of the character of the neighborhood and Horsham as whole.</p> <p>The neighborhood character sought for this area is modern, innovative and unique residential area that fully embraces the principles of environmentally sustainable development.</p>		



# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Residential development should be designed to take advantage of views of the waterways, Botanical Gardens, Wimmera River and /or the Grampians from indoor and outdoor living areas, where possible.</p> <p>Walls of buildings shall be setback a minimum distance of 2.5metre from Baker Street and the Waterways Park. Porches, pergolas and verandahs that are less than 3.6metres high and eaves may encroach not more than 0.5 metres into this requirement.</p> <p>Walls of buildings shall be setback a minimum distance of 2.5metres from the Madden Street frontages of lots 22 to 25 inclusive. Porches, pergolas and verandahs that are less than 3.6metres high and eaves may encroach not more than 0.5 metres into this requirement.</p> <p>The setback requirement for the Madden Street frontages of lots 22 to 25 inclusive does not apply to garages, which may be built to the street boundary.</p> <p>Residential buildings must be oriented and designed to make best use of natural ventilation, daylight and solar energy.</p> <p>The largest proportion of dwelling's windows should face north.</p> <p>Living areas should be provided with north facing windows where possible.</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Outdoor living areas should be provided on the northern side of the lot where appropriate</p> <p>All buildings, including dwellings, garages and outbuildings must be designed and located so as not to excessively overshadow outdoor living areas during winter months.</p> <p>Any east and west facing windows should be provided with good summer shading.</p> <p>All homes must be designed to achieve a four star rating using the Sustainable Energy Authority "FirstRate" system or equivalent.</p> <p>The waterways are to be generally in accordance with the attached plan</p> <p>3.0 Subdivision</p> <p>Subdivision of the property must be generally in accordance with the attached plan.</p> <p>An application for subdivision is exempt from the notice requirements of Section 52(1)(a), (b) and (d), the decision requirements of Section 64(1), (2) and (3) and the review rights of Section 82(1) of the Act.</p> <p>4.0 Advertising signs</p> <p>Advertising sign controls are at Clause 52.05.</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>5.0 Decision guidelines</p> <p>Whether the proposed commercial building is integrated with the surrounding commercial area;</p> <p>Whether the proposed building is energy efficient;</p> <p>Whether the proposed building will contribute to the intended neighbourhood character of modern, innovative and unique environmentally sustainable development;</p> <p>Whether the proposed residential development provides for an active frontage to the waterways, if appropriate;</p> <p>Whether the proposed development pursues the objectives of the Horsham Urban Design Framework.</p>		
43.02s9 Schedule 9 to DDO (DDO9)	STORMWATER MANAGEMENT AREA	<p>1.0 Design objectives</p> <p>To minimise the risk associated with stormwater flooding.</p> <p>2.0 Buildings and works</p> <p>A permit is not required to construct the following buildings and/or works:</p> <ul style="list-style-type: none"> <li>• A pergola.</li> <li>• A veranda.</li> <li>• An open sided carport.</li> <li>• The addition of a second story, or other additional stories, on top of</li> </ul>	Complies	

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>the existing building where there is no increase in building footprint.</p> <ul style="list-style-type: none"> <li>• Swimming pool.</li> <li>• Earthworks in the General Residential Zone.</li> <li>• An open sports ground excluding change rooms, pavilions, shelters, other buildings, and raised viewing areas, provided that the natural surface level is not altered.</li> <li>• An outdoor recreation facility, excluding any buildings or structures that alter water movement across or storage capacity of the floodplain, and works that alter the topography of the land.</li> <li>• Road works or works to any other access way (public or private) that they: <ul style="list-style-type: none"> <li>○ Do not change the finished level of the road surface; or</li> <li>○ Are limited to resurfacing of an existing road.</li> </ul> </li> <li>• Cycle or pedestrian tracks where there is no increase in the natural ground level.</li> </ul> <p>3.0 Subdivision</p>		

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>None specified.</p> <p>4.0 Signs</p> <p>None specified.</p> <p>5.0 Application requirements</p> <p>The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:</p> <ul style="list-style-type: none"> <li>• A site description, which may use a site plan (drawn to scale), photographs or any other relevant technique, that accurately describes: <ul style="list-style-type: none"> <li>○ The boundaries, dimensions, shape, size, orientation, slope and elevation of the site.</li> <li>○ Relevant existing and proposed ground levels of the site, to Australian Height Datum taken by or under the direct supervision of a licensed land surveyor, and the difference in levels between the site and surrounding properties.</li> <li>○ Location, layout, size and use of existing and proposed buildings</li> </ul> </li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>and works on the site and on surrounding properties.</p> <ul style="list-style-type: none"> <li>○ Floor levels of any existing and proposed buildings, to Australian Height Datum, taken by or under the direct supervision of a licensed surveyor.</li> <li>○ The use of surrounding properties and buildings.</li> <li>○ Location of significant environmental values including flora, fauna and wetlands on the site and surrounding properties.</li> <li>○ Adjoining roads, internal driveways, and access tracks.</li> <li>○ Any other notable features or characteristics of the site.</li> </ul> <ul style="list-style-type: none"> <li>● Elevations of all proposed buildings, drawn to scale.</li> <li>● Construction details of all buildings, fences, works and driveways.</li> <li>● In the case of fences, a report that demonstrates that the fence does not significantly obstruct flood flows.</li> </ul> <p>This information may not be required for:</p> <ul style="list-style-type: none"> <li>● A single dwellings on a lot.</li> </ul>		

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>• Minor earthworks.</li> </ul> <p>6.0 Decision guidelines</p> <p>The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:</p> <ul style="list-style-type: none"> <li>• The recommendations of relevant flood study.</li> <li>• Any comments from the floodplain management authority.</li> <li>• The existing use and development of the land.</li> <li>• Whether the proposed use or development could be located on flood free land or land with a lesser flood hazard outside the area affected by flooding.</li> <li>• The susceptibility of the proposal to flooding and flood damage.</li> <li>• The potential flood risk to life, health and safety associated with the development. Flood risk factors to consider include: <ul style="list-style-type: none"> <li>○ The frequency, duration, extent, depth and velocity of</li> </ul> </li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>flooding of the site and accessway.</p> <ul style="list-style-type: none"> <li>○ Flood warning time available.</li> <li>○ The danger to the occupants of the development, other floodplain residents and emergency personnel if the site or accessway is flooded.</li> </ul> <ul style="list-style-type: none"> <li>● The effect of the development on redirecting or obstructing floodwater, stormwater or drainage water and the effect of the development on reducing flood storage and increasing flood levels and flow velocities.</li> <li>● The effect of the development on environmental values such as natural habitat, stream stability, erosion, water quality and sites of scientific significance.</li> </ul>		
43.02s10 Schedule 10 to DDO (DDO10)	STAWELL ROAD/WESTERN HIGHWAY ENTRANCE CORRIDOR	<p>1.0 Design objectives</p> <p>To achieve a distinct urban character that identifies the area as the main entrance to Horsham.</p> <p>To ensure new development contributes to the urban character of the street.</p> <p>To improve the attractiveness of the corridor through the use of innovative, contemporary design and construction.</p>	<p><b>Does not comply:</b></p> <ul style="list-style-type: none"> <li>● No Clause number in Schedule Heading</li> <li>● 4.0 permit requirements in the wrong place (should be in 2.0)</li> <li>● Landscaping plan requirement should be an application requirement</li> <li>● Does not include 3.0 Subdivision</li> <li>● Sign controls not as per MD format.</li> </ul>	



# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>To ensure advertising signs do not dominate the streetscape or create visual clutter.</p> <p>To protect the amenity of adjoining residential areas.</p> <p>2.0 Buildings and works</p> <p>A permit is required to construct a fence. Security fences constructed in association with new developments must be of 'steel-picket' construction.</p> <p>Site design</p> <p>All new developments must:</p> <ul style="list-style-type: none"> <li>• Provide an active frontage to Stawell Road.</li> <li>• Be of a contemporary design that contributes positively to the amenity of the area.</li> <li>• Must be designed to provide acoustic screen fencing and landscaped buffers to existing residential areas. All fencing that abuts adjoining neighbours is to be located inside the property boundary so that landscaped buffer areas are presented to adjoining residential land.</li> <li>• Must ensure landscaping on any side and rear road boundaries</li> </ul>	<ul style="list-style-type: none"> <li>• Does not include 5.0 Application requirements</li> <li>• Decision guidelines not as per MD format</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>provide screening of internal operations of the site.</p> <ul style="list-style-type: none"> <li>• Must be designed to ensure adjoining residential land is not affected by noise or light spill.</li> <li>• Demonstrate how any proposed loading bay, dock, or service area that abuts residential land manages noise, smells, dust, vibration, etc to the satisfaction of the responsible authority.</li> </ul> <p>Site layout</p> <ul style="list-style-type: none"> <li>• New buildings must have a set back that is consistent with existing buildings in the corridor.</li> <li>• Car parking should be located between new buildings and the roadway.</li> <li>• Access to new developments is to be from the Stawell Road frontage only.</li> </ul> <p>Vegetation</p> <ul style="list-style-type: none"> <li>• A landscaping plan is required for new developments, to the satisfaction of the responsible authority. It must consist of species contained within Table 1 to this schedule.</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>• Developments should be designed to include landscaping between the building and the roadway.</li> <li>• Vegetation screen planting is preferred to screen fencing wherever possible.</li> </ul> <p>View table in full screen</p> <p>3.0 Advertising signs</p> <p>In addition to the signage controls contained at Clause 52.05, new developments must not include more than one business identification pole sign.</p> <p>Any signage must not obscure the glazed portions of building facades, dominate the facades of buildings or be attached to front fences.</p> <p>4.0 Permit requirements</p> <p>No permit is required for:</p> <ul style="list-style-type: none"> <li>• Internal alterations</li> <li>• Repairs or routine maintenance that does not change the appearance of the existing buildings and works. The repairs must be undertaken to similar details, specifications and materials.</li> </ul> <p>5.0 Decision guidelines</p> <p>Before deciding on an application, the responsible authority must consider:</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>The consistency of the proposal with the design objectives contained within this schedule.</li> <li>The likelihood that the new building will contribute positively to the streetscape.</li> <li>The siting and massing of proposed buildings and works and the impact on the amenity of adjoining residential areas.</li> <li>The amount, design and location of signage proposed for the site.</li> <li>The effectiveness of landscaping proposed for the site to meet the design objectives contained within this schedule.</li> <li>Access into and from the site, the location of car parking and the likely impact of traffic flow on the amenity and safety of the area.</li> </ul>		
43.02s11 Schedule 11 to DDO (DDO11)	WIMMERA INTERMODAL FREIGHT TERMINAL PRECINCT	<p>1.0 Design objectives</p> <p>To develop a quality industrial precinct that will attract industry investment and create jobs.</p> <p>To achieve an attractive and integrated development that establishes a cohesive built form along key routes with a strong</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Contains 7 objectives, MD only allows 5</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>emphasis on consistent and quality landscaping and setbacks.</p> <p>To ensure identified Gateway sites achieve quality design to complement the vision for the Wimmera Intermodal Freight Terminal Precinct (the Precinct).</p> <p>To encourage landscape planting along streets and within properties to provide shade, enhance visual aesthetics and to minimise local heat-islands.</p> <p>To create an appropriate transition from the rural environment to the Precinct.</p> <p>To encourage ecological sustainable development in subdivision design, building design and building orientation.</p> <p>To locate building facilities to visually enhance the precinct.</p> <p>2.0 Buildings and works</p> <p>The following buildings and works requirements apply to an application to construct a building or construct or carry out works:</p> <ul style="list-style-type: none"> <li>• Create a boulevard along Freight Terminal Road and its extension.</li> <li>• Minimise building setbacks and integrate landscaping along Freight Terminal Road and its extension to create a sense of enclosure along</li> </ul>		

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>the street, whilst allowing for future expansion of the road network.</p> <ul style="list-style-type: none"> <li>• Front façade treatment of a building (including any office component) presents an attractive appearance to the street.</li> <li>• The wall of a building is to be setback:               <ul style="list-style-type: none"> <li>○ A minimum 10 metres from Freight Terminal Road and its extension.</li> <li>○ A minimum setback of 6 metres for walls of buildings to all other roads.</li> </ul> </li> </ul> <p>A reduced building setback may be considered if a higher landscape outcome can be achieved, and may be predicated upon on-going maintenance of the adjacent tree reserves or other such measures.</p> <p>Setbacks may be varied depending on the nature of the site, existing development and the need to ensure safe traffic circulation.</p> <ul style="list-style-type: none"> <li>• Landscaping is to:               <ul style="list-style-type: none"> <li>○ Provide a consistent landscaped environment along all roads in a sub-precinct.</li> <li>○ Be low maintenance.</li> </ul> </li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>○ Screen views from passing traffic along Henty Highway between the rail corridor and Freight Terminal Road</li> <li>○ Be setback 7 metres from edge of the road seal along Henty Highway and Wimmera Highway.</li> <li>○ Provide tree planting located generally in accordance with Map 1 to Schedule 11 to Clause 43.02 or an approved development plan under Schedule 9 to Clause 43.04.</li> <li>● Create landmark feature buildings at the gateway locations as shown in Map 1 to Schedule 11 to Clause 43.02.</li> <li>● Buildings are to be orientated to address public streets and public spaces and provide passive surveillance.</li> <li>● Vehicles directly associated with the use of the site and materials on the site should be stored inside a building or a screened portion of the site.</li> </ul> <p>Exemption from notice and review An application for construction of a building or to construct or carry out works is exempt</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>from the notice requirements of Section 52(1)(a), (b) and (d), the decision requirements of Section 64(1), (2) and (3) and the review rights of Section 82(1) of the Act.</p> <p>3.0 Subdivision None specified</p> <p>4.0 Advertising signs Advertising sign requirements are at Clause 52.05. All land located within the Wimmera Intermodal Freight Terminal Precinct is in Category 2.</p> <p>5.0 Decision guidelines None specified</p>		
43.03 Incorporated Plan Overlay (IPO)		<p><b>To identify areas which require:</b></p> <p><b>The form and conditions of future use and development to be shown on an incorporated plan before a permit can be granted to use or develop the land.</b></p> <p><b>A planning scheme amendment before the incorporated plan can be changed.</b></p> <p><b>To exempt an application from notice and review if it is generally in accordance with an incorporated plan.</b></p>		
43.03s1 Schedule 1 to IPO (IPO1)	2214 WESTERN HIGHWAY, HAVEN	<p>1.0 Requirement before a permit is granted</p> <p>A permit must be generally in accordance with Incorporated Plan 2214 Western</p>	<p><b>Does not comply:</b></p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>1.0 should be "None specified"</li> </ul>	



# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Highway Haven, included in Clause 81.01 of the Horsham Planning Scheme.</p> <p>2.0 Permits not generally in accordance with incorporated plan</p> <p>No permit will be issued for applications that are not generally in accordance with Incorporated Plan 2214 Western Highway Haven, included in Clause 81.01 of the Horsham Planning Scheme.</p> <p>3.0 Conditions and requirements for permits</p> <p>A permit must include conditions that ensure that the approved development is consistent with the Incorporated Plan 2214 Western Highway, Haven included in Clause 81.01 of the Horsham Planning Scheme.</p> <p>4.0 Decision guidelines</p> <p>Before deciding on a whether a permit should be granted, the Responsible Authority must consider if the permit is generally in accordance with Incorporated Plan 2214 Western Highway, Haven included in Clause 81.01 of the Horsham Planning Scheme.</p>	<ul style="list-style-type: none"> <li>• Wording of 3.0 not as per MD format</li> <li>• Wording of 4.0 not as per MD format</li> <li>• Does not include 5.0</li> </ul>	
43.04 Development Plan Overlay (DPO)		<b>To identify areas which require the form and conditions of future use and development to be shown on a</b>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>development plan before a permit can be granted to use or develop the land. To exempt an application from notice and review if a development plan has been prepared to the satisfaction of the responsible authority.</p>		
43.04s1 Schedule 1 to DPO (DPO1)	LOW DENSITY RESIDENTIAL DEVELOPMENT PLAN	<p>1.0 Requirement before a permit is granted A Permit may be granted for development or use on an existing lot prior to the preparation of a Development Plan. A Development Plan is required to be submitted with any planning permit application to subdivide land into two or more lots.</p> <p>2.0 Conditions and requirements for permits</p> <ul style="list-style-type: none"> <li>All residential development must be serviced with reticulated water and sewerage.</li> <li>Where sewerage infrastructure cannot be provided soil and water reports must be submitted demonstrating compliance with State and Local Policies on effluent and stormwater disposal.</li> <li>All roads which provide direct access to proposed lots must be sealed or otherwise treated to the</li> </ul>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>Does not include 1.0 Objectives</li> <li>First requirement before a permit is granted not as per MD wording</li> <li>Conditions and requirements for permits not as per MD format</li> <li>Requirements for development plan not as per MD format</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>satisfaction of the responsible authority. Should such a road be identified as a Transport Zone 2 or a Transport Zone 3 the responsible authority will determine the standard of road construction required.</p> <ul style="list-style-type: none"> <li>Retention and enhancement of remnant vegetation should be pursued.</li> <li>Any dwelling and associated outbuildings proposed to be located on a lot which has been created in accordance with the provisions of this clause, should be located within the area identified as suitable for this purpose at the time of subdivision. If a dwelling is to be located outside the area identified for this purpose, supporting information must be submitted to show that the proposed location of the dwelling will not create a greater adverse impact on the local environment.</li> </ul> <p>3.0 Requirements for development plan The Development Plan will:</p> <ul style="list-style-type: none"> <li>Include a site analysis which illustrates the proposed subdivision and identifies areas within which it</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>will be appropriate to construct a dwellings and outbuildings on each lot. The extent of constraint upon the location of buildings will depend upon environmental factors affecting the land;</p> <ul style="list-style-type: none"> <li>• Identify any sites of conservation, heritage or archaeological significance and the means by which they will be managed;</li> <li>• Provide appropriate arrangements for the provision and funding of necessary physical infrastructure including drainage works which may include the provision of wetland areas to filter storm water;</li> <li>• Identify the staging and anticipated timing of development;</li> <li>• Provide an overall scheme of landscaping and any necessary arrangements for the preservation or regeneration of existing vegetation;</li> <li>• Provide suitable linkages between the site and road, public, bicycle and pedestrian transport facilities to urban areas, if appropriate;</li> <li>• Provide a Soil and Water Report which demonstrates the capacity of</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>the site to dispose of effluent if reticulated sewer is not available;</p> <ul style="list-style-type: none"> <li>Identify proposed water supplies, storages and systems required for fire fighting purposes, and</li> <li>Incorporate any requirements of Wimmera Mallee Water in relation to the provision of dams.</li> </ul>		
43.04s2 Schedule 2 to DPO (DPO2)	RURAL LIVING DEVELOPMENT PLAN	<p>1.0 Requirement before a permit is granted A permit may be granted for development or use on an existing lot prior to the preparation of a Development Plan. A Development Plan is required to be submitted with any application to subdivide land into two or more lots.</p> <p>2.0 Conditions and requirements for permits</p> <ul style="list-style-type: none"> <li>Where sewerage infrastructure cannot be provided, soil and water reports must be submitted demonstrating compliance with State and Local Policies on effluent and stormwater disposal.</li> <li>All roads which provide direct access to proposed lots must be sealed or otherwise treated to the satisfaction of the responsible authority. Should such a road be identified as a Transport Zone 2 or</li> </ul>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>Does not include 1.0 Objectives</li> <li>First requirement before a permit is granted not as per MD wording</li> <li>Conditions and requirements for permits not as per MD format</li> <li>Requirements for development plan not as per MD format</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>a Transport Zone 3 the responsible authority will determine the standard of road construction required.</p> <ul style="list-style-type: none"> <li>Any dwelling and associated outbuildings proposed to be located on a lot which has been created in accordance with the provisions of this clause, should be located within the area identified as suitable for this purpose at the time of subdivision. If a dwelling is to be located outside the area identified for this purpose, supporting information must be submitted to show that the proposed location of the dwelling will not create a greater adverse impact on the local environment.</li> </ul> <p>3.0 Requirements for development plan The Development Plan will:</p> <ul style="list-style-type: none"> <li>Include a site analysis which illustrates the proposed subdivision and identifies areas within which it will be appropriate to construct a dwellings and outbuildings on each lot. The extent of constraint upon the location of buildings will depend upon environmental factors affecting the land;</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>• Identify any sites of conservation, heritage or archaeological significance and the means by which they will be managed;</li> <li>• Provide appropriate arrangements for the provision and funding of necessary physical infrastructure including drainage works which may include the provision of wetland areas to filter storm water;</li> <li>• Identify the staging and anticipated timing of development;</li> <li>• Provide an overall scheme of landscaping and any necessary arrangements for the preservation or regeneration of existing vegetation;</li> <li>• Provide suitable linkages between the site and road, public, bicycle and pedestrian transport facilities to urban areas;</li> <li>• Provide a Soil and Water Report which demonstrates the capacity of the site to dispose of effluent if reticulated sewer is not available;</li> <li>• Identify proposed water supplies, storages and systems required for fire fighting purposes, and</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>Incorporate any requirements of Wimmera Mallee Water in relation to the provision of dams.</li> </ul>		
43.04s3 Schedule 3 to DPO (DPO3)	WIMMERA RIVER SOUTH DEVELOPMENT PLAN	<p>1.0 Requirement before a permit is granted</p> <p>A Permit may be granted for development or use on an existing lot prior to the preparation of a Development Plan.</p> <p>A Development Plan is required to be submitted with any application for subdivision to guide the development of the Wimmera River South Area. An overall Development Plan should be prepared for the entire area affected by DPO3 to ensure a co-ordinated and comprehensive approach to the development of the land.</p> <p>2.0 Conditions and requirements for permits</p> <ul style="list-style-type: none"> <li>Dwellings will be required to be sited outside the area identified as affected by the 1 in 100 year flood level. No dwellings will be permitted within the area identified as affected by the 1 in 100 year flood level.</li> </ul> <p>3.0 Requirements for development plan</p> <p>The Development Plan must include:</p> <ul style="list-style-type: none"> <li>Identification of the 1 in 100 year flood level;</li> </ul>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>Does not include 1.0 Objectives</li> <li>First requirement before a permit is granted not as per MD wording</li> <li>Conditions and requirements for permits not as per MD format</li> <li>Requirements for development plan not as per MD format</li> </ul>	



# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>• A subdivision layout which incorporates public open space adjacent to the Wimmera River. The public open space should have a width of approximately 40 metres from the river bank, and incorporate all land below the 1 in 100 year flood level;</li> <li>• A road must be located adjacent to the public open space along the river, described above. Dwellings will front onto this road to create a 'boulevard effect'. A subdivision layout will not be considered appropriate where lots have the potential to back onto the river reserve. The road should be designed to limit the speed of traffic adjacent to the public open space, which may include a curved pavement design and/or slow points;</li> <li>• A Landscape Concept Plan which addresses the treatment of the public open space adjacent to the river. It should include the location of existing trees to be retained, planting of locally indigenous species, shared footway and recreational facilities such as children's play equipment;</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>• A Drainage Plan which comprehensively addresses the drainage of the DPO3 area and will include drainage basins/wetlands to accommodate storm water emanating from the proposed subdivision, and litter receptors, in addition to any other requirements considered appropriate by the responsible authority;</li> <li>• The subdivision layout may be required to incorporate the provision of land for drainage basins/wetlands to benefit areas outside the area proposed to be subdivided;</li> <li>• The connection of all lots to reticulated water and sewerage services, and</li> <li>• Should the southern area of the land designated DPO3 be determined to be appropriate for an industrial or business zone, a buffer should be established between this area and the proposed residential area to the north. This buffer may incorporate the use of an arterial road to separate the two areas, planting, mounding or other means to limit noise and visual intrusion.</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
43.04s4 Schedule 4 to DPO (DPO4)	MINING POLICY AREA NO.1	<p>Purpose</p> <p>To allow the Demonstration Mine Stage to proceed.</p> <p>To define an area containing known reserves of mineral sands in the Drung South area.</p> <p>To allow mineral prospecting/exploration, mineral processing of mineral sands in an environmentally sensitive manner and with regard for the amenity of adjacent land uses.</p> <p>To enable the establishment of buildings and works necessary for such operations.</p> <p>To ensure that any land disturbed by such operations is appropriately rehabilitated.</p> <p>1.0 Requirement before a permit is granted</p> <p>A Development Plan and Environmental Management Program must be prepared in consultation with and to the satisfaction of the responsible authority, prior to the issue of a planning permit for buildings and/or works generally in accordance with the Concept Plan for Policy Area Mineral Production No.1 which is incorporated into this scheme.</p> <p>A Review Committee must advise the Responsible Authority on such matters that the Responsible Authority may refer to this</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>• No Clause number in Schedule Heading</li> <li>• Purposes should be included as 1.0 Objectives</li> <li>• Numerous requirements for development plan (i.e., road and access, noise, dust and amenity, operational and administrative, fire control, erosion control, rehabilitation) are actually conditions and requirements for permits.</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Committee concerning the Development Plan, Environmental Management Program and/or subsequent planning permit(s), or matters that the members of the Committee may wish to bring to the attention of the Responsible Authority.</p> <p>The Environmental Review Committee shall consist of officers from:</p> <ul style="list-style-type: none"> <li>• Horsham Rural City Council</li> <li>• Department of Natural Resources and Environment</li> <li>• Wimmera Mallee Water</li> <li>• Department of Business and Industry</li> <li>• Department of Infrastructure</li> <li>• Department of Human Services</li> <li>• Environment Protection Authority, and</li> <li>• Any other authority, agency or person the Responsible Authority considers necessary. The mine owner must call meetings of the Committee when directed by the Responsible Authority.</li> </ul> <p>2.0 Conditions and requirements for permits</p> <p>All development must generally be in accordance with the Development Plan</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>except for variations approved by the responsible authority.</p> <p>3.0 Requirements for development plan</p> <p>The Development Plan and Environmental Management Program is to be considered in conjunction with the Working Plan required under the Mining Lease and must show:</p> <ul style="list-style-type: none"> <li>• The general location, size, extent and intended use of all mining, processing and associated facilities, buildings, works and development on the land. All fixed plant must be of an environmentally sensitive colour to the satisfaction of the responsible authority;</li> <li>• Internal access roads, car parking and loading and unloading areas;</li> <li>• The location of storage and disposal areas for over-burden and tailings;</li> <li>• Details of water supply and waste water disposal facilities, water recycling facilities and site drainage;</li> <li>• Details of domestic and non-hazardous waste disposal sites;</li> <li>• Storage and disposal facilities for fuels and other chemicals;</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>• The extent of on-site vegetation clearance and any erosion prevention works;</li> <li>• Work program;</li> <li>• Hours of operation;</li> <li>• Dust suppression methods;</li> <li>• Details of all fencing and landscaping works;</li> <li>• Rehabilitation proposals for the areas affected by the conduct of mining and processing operations. (These proposals to form part of the working plan and proposal as required under the Mining Lease);</li> <li>• A fire control plan;</li> <li>• Monitoring program, and</li> <li>• Any other matters as determined by the responsible authority.</li> </ul> <p>The Development Plan and Environmental Management Program may be modified at any time provided that such modifications are prepared in consultation with and to the satisfaction of the responsible authority.</p> <p>Roads and Access</p> <p>All internal site access roads, car parking, loading and unloading facilities must be located and constructed to the satisfaction of the responsible authority in consultation</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>with the Regional Mining Engineer, Minerals and Petroleum Victoria, Department of Natural Resources and Environment.</p> <p>Access to any State or National Highway or declared road for the haulage of mineral products must be subject to the prior written agreement of the Roads Corporation. This agreement must include all works associated with intersection treatments of the above roads and any local roads used by the mine owner.</p> <p>The use of any road under the control of the responsible authority for the haulage of mineral products must be subject to an Agreement between the responsible authority and the mine owner covering the construction and maintenance of such road or roads to a standard as specified by the responsible authority.</p> <p>Noise, Dust and Amenity</p> <p>Noise and fumes generated by mining operations must not exceed the permissible levels specified or recommended by the Environment Protection Authority.</p> <p>Dust resulting from any mining activity is to be controlled to the satisfaction of the responsible authority.</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>The use and development must not adversely affect the amenity of the locality to an unreasonable extent, as determined by the Responsible Authority, by the emission of vibration, smell, waste-water, waste products, grit, oil or otherwise.</p> <p>Operational and Administrative</p> <p>The storage, use and disposal of any chemicals must be to the satisfaction of the Regional Mining Engineer, and must be notified to the responsible authority and Country Fire Authority (Horsham Region).</p> <p>Disposal of any waste chemicals off site must be referred to the Environment Protection Authority in accordance with the provisions of the Industrial Waste Strategy.</p> <p>The ore must be mined by a dry mining technique in accordance with the works program approved by the Department of Natural Resources and Environment.</p> <p>Tailings, water storage and retention dams must be installed in accordance with the Development Plan.</p> <p>All tailings and all waters used in the processing of materials, must be retained on site unless either removed for re-use elsewhere or deposited in mined-out areas in a manner approved by the responsible authority, or discharged in accordance with</p>		



# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>approvals granted by the Environment Protection Authority.</p> <p>The mine owner must enter into an Agreement with the Responsible Authority under Section 173, and registered under Section 181, of the Planning and Environment Act 1987, to place a notification on the title to the land indicating those areas that have been subject to mining and reclamation activities.</p> <p>Fire Control</p> <p>A fire control vehicle must be provided within the Mineral Production Policy Area No. 1 to the satisfaction of the Regional Officer, Region 17, Country Fire Authority.</p> <p>Erosion Control</p> <p>All earthworks, vegetation clearance, operation workings, roadworks and stockpile areas must be located and carried out to minimise erosion and to the satisfaction of the responsible authority.</p> <p>Rehabilitation</p> <p>Areas within the Mining Policy Area No. 1 must be appropriately rehabilitated to the satisfaction of the Regional Mining Engineer and the responsible authority in accordance with the Development Plan which should aim to achieve a level of effective tree cover (canopy) equivalent to not less than 10% of the disturbed area.</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Guidelines for approval</p> <p>In determining whether the Development Plan and Environmental Management Program or any modification to this plan or the Concept Plan is satisfactory, the responsible authority must have regard to the following:</p> <ul style="list-style-type: none"> <li>• the economic significance of the site;</li> <li>• the existing usage of the site and the likely impact of the proposed operations on the amenity of adjoining and nearby areas;</li> <li>• the topography of the land and the likely on and off-site environmental impacts of the operations;</li> <li>• the proposed means of access to the site and its likely impact on the environment and the amenity of adjoining and nearby areas;</li> <li>• the suitability of the proposed method of operation, including equipment to be used, hours of operation, water, waste and tailings management and the effectiveness of proposed dust, noise and emission controls;</li> <li>• the extent of vegetation clearance required for site works and road</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>access and the effectiveness of any proposed erosion prevention works;</p> <ul style="list-style-type: none"> <li>the effectiveness of proposed rehabilitation works;</li> <li>other approvals required under relevant legislation and comments received from other authorities; and</li> <li>any other matters determined by the responsible authority.</li> </ul>		
43.04s5 Schedule 5 to DPO (DPO5)	MINING POLICY AREA NO. 2	<p>Purpose</p> <p>To allow mining of mineral sands and associated research in an environmentally sensitive manner and with regard for the amenity of adjacent land uses.</p> <p>To enable the establishment of buildings and works necessary for such operations.</p> <p>To ensure that any land disturbed by such operations is appropriately rehabilitated.</p> <p>1.0 Requirement before a permit is granted</p> <p>A Development Plan and Environmental Management Program must be prepared in consultation with and to the satisfaction of the responsible authority prior to the commencement of additional any buildings or works, additional to those shown in the Concept Plan or any change to existing buildings.</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>Purposes should be included as 1.0 Objectives</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>A Review Committee must advise the Responsible Authority on such matters that the Responsible Authority may refer to this Committee concerning the Development Plan, Environmental Management Program and/or subsequent planning permit(s), or matters that the members of the Committee may wish to bring to the attention of the Responsible Authority.</p> <p>The Environmental Review Committee shall consist of officers from:-</p> <ul style="list-style-type: none"> <li>• Horsham Rural City Council,</li> <li>• Department of Natural Resources and Environment,</li> <li>• Wimmera Mallee Water,</li> <li>• Department of Business and Industry,</li> <li>• Department of Infrastructure,</li> <li>• Department of Human Services,</li> <li>• Environment Protection Authority, and</li> <li>• Any other authority, agency or person the Responsible Authority considers necessary. The mine owner must call meetings of the Committee when directed by the Responsible Authority.</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>And any other authority, agency or person the responsible authority considers necessary. The mine owner must call regular quarterly meetings of this committee.</p> <p>2.0 Conditions and requirements for permits</p> <p>All use and development must generally be in accordance with the Concept Plan for Shire of Wimmera Amendment No. L4 incorporated into this scheme, except for variations approved by the responsible authority under the Development Plan and Environmental Management Program.</p> <p>Despite the provisions of Shire of Wimmera Planning Permit No. 289, up to 200,000 tonnes of ore may be processed through the Pilot Plant.</p> <p>3.0 Requirements for development plan</p> <p>The Development Plan and Environmental Management Program is to be considered in conjunction with the Working Plan required under the Mining Lease and must show:-</p> <ul style="list-style-type: none"> <li>the general location, size, extent and intended use of all processing and associated facilities, buildings, works and development on the land. All fixed plant must be of an environmentally sensitive colour to</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>the satisfaction of the responsible authority;</p> <ul style="list-style-type: none"> <li>• internal access roads, car parking and loading and unloading areas;</li> <li>• the location of storage areas for ore and mineral concentrates;</li> <li>• the location of storage and disposal areas for over-burden and tailings;</li> <li>• details of water supply and waste water disposal facilities, water recycling facilities and site drainage;</li> <li>• details of domestic and non-hazardous waste disposal sites;</li> <li>• storage, handling and disposal facilities for fuels, chemicals and other raw materials;</li> <li>• the extent of on-site vegetation clearance and any erosion prevention works;</li> <li>• work program;</li> <li>• hours of operation;</li> <li>• dust suppression methods;</li> <li>• details of all fencing and landscaping works;</li> <li>• rehabilitation proposals for the areas affected by the conduct of</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>processing operations. (These proposals to form part of the Working Plan and proposal as required under the Mining Lease);</p> <ul style="list-style-type: none"> <li>• a fire control plan;</li> <li>• monitoring program; and</li> <li>• any other matters as determined by the responsible authority.</li> </ul> <p>The Development Plan and Environmental Management Program may be modified at any time provided that such modifications are prepared in consultation with and to the satisfaction of the responsible authority.</p> <p>4.0 Guidelines</p> <p>In determining whether the Development Plan and Environmental Management Program required or any modification to this plan or the Concept Plan is satisfactory, the responsible authority must have regard to the following:-</p> <ul style="list-style-type: none"> <li>• the economic significance of Victoria's mineral sands deposits:</li> <li>• the existing usage of the site as a Pilot plant facility and the likely impact of the proposed operations on the amenity of adjoining and nearby areas;</li> </ul>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<ul style="list-style-type: none"> <li>the topography of the land and the likely on and off-site environmental impacts of the operations;</li> <li>the proposed means of access to the site and its likely impact on the environment and the amenity of adjoining and nearby areas;</li> <li>the suitability of the proposed method of operation, including equipment to be used, hours of operation, water, waste and tailings management and the effectiveness of proposed dust, noise and emission controls.</li> </ul>		
43.04s6 Schedule 6 to DPO (DPO6)	GATES ESTATE DEVELOPMENT PLAN	<p>1.0 Requirement before a permit is granted A permit may be granted for development or use on an existing lot prior to the preparation of a Development Plan. A Development Plan is required to be submitted with any application for subdivision to guide the development of the Gates Estate Area. An overall Development Plan should be prepared for the entire area affected by DPO6 to ensure a co-ordinated and comprehensive approach to the development of the land.</p> <p>2.0 Conditions and requirements for permits</p>	<p><b>Does not comply:</b></p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>Does not include 1.0 Objectives</li> <li>Wording of requirement before a permit is granted not as per MD format</li> <li>Conditions and requirements for permits references a Clause (22.10) that no longer exists. Cannot make compliance with another part of the Scheme a requirement for permit.</li> <li>Wording of Requirements for a development plan not as per MD format</li> </ul>	



# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Development within the area covered by DPO6 should be in accordance with the contents of Clause 22.10 Floodplain Management Policy of the Horsham Planning Scheme.</p> <p>3.0 Requirements for development plan</p> <p>The Development Plan must include:</p> <p>Provide an overall development plan of the proposal, including landscaping.</p> <p>Describe the relationship of proposed development to existing and proposed development on adjoining land.</p> <p>Staging of future development</p> <p>Public open space network</p> <p>Density of development</p> <p>Road connectivity and pedestrian and bicycle linkages.</p> <p>Servicing delivery, including developer contributions if appropriate.</p> <p>Stormwater management measures.</p> <p>Floodplain measures, having regard to the Wimmera River – Yarriambiack Creek Flood Study (2009).</p>		
43.04s7 Schedule 7 to DPO (DPO7)	WIMMERA EVENTS CENTRE DEVELOPMENT PLAN	<p>1.0 Requirement before a permit is granted</p> <p>A permit may be granted for development or use of land prior to the preparation of a development plan.</p>	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>No Clause number in Schedule Heading</li> <li>Does not include 1.0 Objectives</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>An overall development plan should be prepared for the entire area affected by DPO7 to ensure a co-ordinated and comprehensive approach to the development of the land.</p> <p>2.0 Conditions and requirements for permits</p> <p>All development must be serviced with a water supply.</p> <p>All development is connected to an approved sewerage collection and disposal system.</p> <p>All roads which provide direct access to the Wimmera Events Centre facility must be sealed or otherwise treated to the satisfaction of the Responsible Authority.</p> <p>Crown Allotment 71 Parish of Longerenong can only be used and developed for car parking.</p> <p>3.0 Requirements for development plan</p> <p>The Development Plan must include:</p> <p>An overall development plan for the Wimmera Events Centre site.</p> <p>Staging of future development</p> <p>Car parking arrangements</p> <p>Connectivity to existing road network</p> <p>Internal vehicle and pedestrian circulation</p>	<ul style="list-style-type: none"> <li>• <b>Second requirement. Before a permit is granted is a requirement for the development plan</b></li> <li>• <b>Wording of Conditions and requirements for permits not as per MD format</b></li> <li>• <b>requirements for permits not as per MD format</b></li> <li>• <b>Wording of Requirements for development plan not as per MD format</b></li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Provide appropriate arrangements for the provision of necessary physical infrastructure including drainage works, retention and management of storm water</p> <p>Provide an overall landscaping plan</p> <p>Identify proposed water supplies, storages and systems required for fire fighting purposes.</p>		
43.04s8 Schedule 8 to DPO (DPO5)	HORSHAM ARTISTS IN RESIDENCE	<p>1.0 Requirement before a permit is granted</p> <p>An overall development plan must be prepared for the entire area affected by DPO8 to ensure a co-ordinated and comprehensive approach to the development of the land.</p> <p>2.0 Conditions and requirements for permits</p> <p>The following conditions apply to permits:</p> <p>All roads which provide direct access to the Horsham Artist in Residence site must be sealed or otherwise treated to the satisfaction of the Responsible Authority.</p> <p>3.0 Requirements for development plan</p> <p>A development plan must include the following requirements:</p> <p>General consistency with the development concept plan as shown in Figure 1.</p> <p>An overall development plan for the Horsham Artist in Residence site, showing</p>	<p><b>Does not comply:</b></p> <ul style="list-style-type: none"> <li>Does not include 1.0 Objectives</li> <li>Requirement before a permit is granted is a requirement for development plan</li> </ul>	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>how the facility and its immediate curtilage are to be developed.</p> <p>A Site Management Plan that addresses;</p> <p>Each use proposed to operate from the site.</p> <p>Operating hours for each use.</p> <p>Carparking requirements for each use.</p> <p>An emergency management response.</p> <p>The ongoing management and maintenance of any unsealed road or accessway.</p> <p>Staging of development.</p> <p>All car parking areas to be located in the vicinity of the Horsham Artist in Residence building.</p> <p>Identification of how cultural heritage matters are to be managed through subdivision.</p> <p>Connectivity to existing road network via internal vehicle access ways constructed to an all weather standard. The access roads and internal accessways are to be constructed to a minimum load limit of 15 tonne with a trafficable width of 4 metres, and to be provided with 20 metre long by 6 metre wide passing bays every 200 metres.</p> <p>Internal vehicle and pedestrian circulation.</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Vehicle entry point to be located at least 60 metres north of the shared boundary with Lot 1 on Plan of Subdivision 308873 on Pearsons Road.</p> <p>Provision of appropriate arrangements for necessary physical infrastructure, including waste water management, drainage works, retention and management of storm water, power and telecommunications.</p> <p>Provision of an overall landscaping plan, including screen planting of vehicle entry points, and screen planting of the common boundary with Lot 1 on PS308873W.</p> <p>Identification of proposed water supplies, storages and systems required for fire fighting purposes.</p> <p>Identification of how environmental risks relevant to the land (fire and flooding) are to be addressed and managed.</p> <p>Identification of how the development responds to other land uses in the area.</p>		
43.04s9 Schedule 9 to DPO (DPO9)	WIMMERA INTERMODAL FREIGHT TERMINAL PRECINCT	<p>1.0 Objectives</p> <p>To develop the precinct having regard to the following six sub-precincts (as shown on Map 1 to this schedule):</p> <p>Sub-precinct 1 Grain: Uses associated with the collection, storage and transfer of grain and other bulk agricultural produce, on</p>	Complies	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>large and super size lots. Uses associated with mineral sands discouraged.</p> <p>Sub-precinct 2 Mineral Sands: Uses associated with mineral sand mining operations, including the collection, storage and transfer of mineral sands and other earth resources that may require separation from food related industries.</p> <p>Sub-precinct 3 Warehousing and Logistics: Uses associated with large scale warehousing and logistics, freight and industries that benefit from a location in close proximity to the Wimmera Intermodal Freight Terminal, on large and super size lots.</p> <p>Sub-precinct 4 Large Manufacturing: Manufacturing and general industries that have potential amenity impacts and require large buffers from sensitive land uses, on super size lots. Manufacturing industries with large footprints encouraged.</p> <p>Sub-precinct 5 Warehousing Logistics and Small Manufacturing: A mix of smaller-scale manufacturing, warehousing and logistics industries that require small buffers to sensitive uses, on small and medium size lots.</p> <p>Sub-precinct 6 Highway Businesses: A range of ancillary uses and service</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>industries that support the precinct and benefit from increased exposure along the highway, such as convenience retail and fuel supply, on small lots. No direct access from either the Henty or Wimmera Highways.</p> <p>To facilitate infrastructure to service the use and development of the precinct.</p> <p>2.0 Requirement before a permit is granted A permit may be granted for use or to subdivide land or to construct a building or to construct or carry out works before a development plan has been prepared if the responsible authority is satisfied that the permit will not prejudice the future integrated use and development of the land as a major intermodal freight and logistics hub for the Wimmera – Mallee region as shown in Map 1 to Schedule 9 to Clause 43.04.</p> <p>3.0 Conditions and requirements for permits None specified.</p> <p>4.0 Requirements for development plan A development plan must include the following requirements: The development plan must have regard to Maps 1, 2, 3 and 4 to this schedule. A Master Plan that includes:</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>The location of all sub-precincts and proposed land uses within the Wimmera Intermodal Freight Terminal Precinct (the Precinct) having regard to Map 1 to the Schedule 9 to Clause 43.04, including roads and drainage reserves.</p> <p>Land uses within close vicinity to the Wimmera Intermodal Freight Terminal must demonstrate a need to use or have access to the terminal.</p> <p>Land uses must demonstrate that they are not incompatible with surrounding land uses so as to prevent environmental problems created by siting incompatible land uses close together.</p> <p>The location of gateway sites.</p> <p>The subdivision layout showing:</p> <p>The location and distribution of lots showing an appropriate range of lots sizes from small (1-5 hectares), medium (5-15 hectares), large (15-40 hectares) and super (40-80 hectares) within the relevant sub-precinct.</p> <p>The presentation of lots to the Wimmera and Henty Highways ensuring that no lot has direct road access from the Henty or Wimmera Highways.</p> <p>An internal loop road to service uses in sub-precinct 6 Highway Business.</p>		



# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Primary access to the Precinct from the corner of Henty Highway and Freight Terminal Road</p> <p>Typical street cross-sections.</p> <p>The provision of utilities and services including: electricity, telecommunications, water supply and waste water treatment.</p> <p>A staging plan showing the timing and staging of the development of the Precinct and the range of lot sizes for future subdivision.</p> <p>A Transport Management Plan complying with any VicRoads requirements that includes:</p> <p>An integrated transport plan including public transport, walking and cycling infrastructure having regard to Map 2 to Schedule 9 to Clause 43.04.</p> <p>A road transport plan having regard to Map 2 to Schedule 9 to Clause 43.04 that must include:</p> <p>A connecting 'link' road from the northern end of the terminal to the Wimmera Highway.</p> <p>A connecting 'loop' road from the northern end of the terminal to Molyneaux Road.</p> <p>Principle access to the Precinct at the corner of Henty Highway and Freight Terminal Road via an appropriately</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>designed intersection treatment (a large priority T-junction intersection).</p> <p>Truck queuing and rest area for the queuing of vehicles waiting to access the terminal.</p> <p>An assessment of the likely traffic impacts of the proposed development and any required works including a safety assessment of the Molyneaux Road rail level crossing using the Australian Level Crossing Assessment Model (ALCAM) for any potential increased use of the crossing.</p> <p>Road layout, road widths and reserves and site access, including internal and external road intersections, performance and treatments, and the design of Freight Terminal Road as a quality, tree-lined boulevard to appropriate safety and relevant utility service requirements.</p> <p>The design of footpaths, bicycle paths, and shared pathway networks, internal and external to the Precinct.</p> <p>Traffic management measures and signalisation.</p> <p>Details of proposed car parking arrangements on street and off street.</p> <p>Access for B triple trucks and related transport and logistics activities associated with the operation of the Precinct and the Wimmera Intermodal Freight Terminal.</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>An Urban Design and Landscape Master Plan for the overall Wimmera Intermodal Freight Terminal Precinct that includes:</p> <p>Environmentally Sustainable Design principles for buildings, landscaping, internal environments, and construction practices.</p> <p>The location of gateway sites and their landscape treatment.</p> <p>A street tree master plan for the overall Precinct.</p> <p>Tree planting having regard to Map 4 to Schedule 9 to Clause 43.04.</p> <p>Landscaping along Henty Highway between the rail corridor and Freight Terminal Road to screen views from passing traffic.</p> <p>A 7 metre setback of planting from the edge of the road seal along Henty Highway and Wimmera Highway.</p> <p>Landscaping and setbacks to provide an appropriate transition from the rural environment to the Precinct and interface treatments.</p> <p>An Integrated Water Management Plan responding to flooding, stormwater and drainage management that includes:</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>A storm water management strategy having regard to Map 3 to Schedule 9 to Clause 43.04.</p> <p>Stormwater management practices that:</p> <p>Maintain existing 1 per cent Annual Exceedance Probability (AEP) peak flow rate is no greater than current flows from the Precinct.</p> <p>Maintain water quality to existing conditions and as agreed with the Wimmera Catchment Management Authority.</p> <p>Ensure there is sufficient storage capacity for 145,800 cubic metres of stormwater in the south-west of the Precinct, or appropriately spaced along the southern corridor between Molyneaux Road and Henty Highway with the greatest amount of storage in the south-west corner.</p> <p>Ensure that stormwater will not overtop the rail corridor.</p> <p>An Infrastructure Plan approved by the responsible authority, which identifies the anticipated staging and timing of the provision of infrastructure. The infrastructure plan should address, as appropriate:</p> <p>The provision, staging and timing of stormwater drainage works.</p> <p>The provision, staging and timing of roadworks (including bus stops and</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>associated works) both internal and external in accordance with the approved traffic management plan.</p> <p>The provision, staging and timing of landscaping works for local parks, stormwater drainage reserves and regional landscaping works.</p> <p>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 .</p> <p>Any other infrastructure related matter reasonably requested by the responsible authority associated with the subdivision of land.</p> <p>Identification of any agency or person responsible for provision of particular items of infrastructure</p> <p>Map 1 to Schedule 9 to Clause 43.04 - Land Use Precinct Plan</p>		
<p><b>44.03 Floodway Overlay (FO, RFO)</b></p>		<p><b>To identify waterways, major floodpaths, drainage depressions and high hazard areas which have the greatest risk and frequency of being affected by flooding.</b></p> <p><b>To ensure that any development maintains the free passage and temporary storage of floodwater, minimises flood damage and is</b></p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>compatible with flood hazard, local drainage conditions and the minimisation of soil erosion, sedimentation and silting.</p> <p>To reflect any declarations under Division 4 of Part 10 of the Water Act, 1989 if a declaration has been made.</p> <p>To protect water quality and waterways as natural resources by managing urban stormwater, protecting water supply catchment areas, and managing saline discharges to minimise the risks to the environmental quality of water and groundwater.</p> <p>To ensure that development maintains or improves river and wetland health, waterway protection and flood plain health.</p>		
44.03s1 Schedule 1 to FO (FO1)	HORSHAM FLOOD RISK AREAS	<p>1.0 Floodway objectives to be achieved None specified.</p> <p>2.0 Statement of risk None specified.</p> <p>3.0 Permit requirement A permit is not required to construct the following buildings and works: Any buildings or works on land that has been filled in accordance with the requirements of a planning permit.</p>	Complies	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Any buildings and works, if appropriately detailed information submitted to the responsible authority show that the natural level of the land on which the buildings and works are proposed is at least 300mm above the Average Recurrence Interval flood level.</p> <p>A pergola.</p> <p>A veranda.</p> <p>An open sided carport.</p> <p>The addition of a second storey, or other additional storeys, on top of the existing building where there is no increase in building footprint.</p> <p>Swimming pool.</p> <p>An open sports ground excluding change rooms, pavilions, shelters, other buildings, and raised viewing areas, provided that the natural surface level is not altered.</p> <p>An outdoor recreation facility, excluding any buildings or structures that alter water movement across or storage capacity of the floodplain, and works that alter the topography of the land.</p> <p>Road works or works to any other access way (public or private) that:</p> <p>Do not change the finished level of the road surface.</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Are limited to resurfacing of an existing road.</p> <p>Cycle or pedestrian tracks where there is no increase in the natural ground level.</p> <p>4.0 Application requirements</p> <p>The following application requirements apply to an application for a permit under Clause 44.03, in addition to those specified in Clause 44.03 and elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:</p> <p>A flood risk report prepared by a suitably qualified person that addresses the following matters:</p> <p>Details of the proposed development, site conditions, and site context plan.</p> <p>The flood extent, flood levels and flow directions relevant to the site.</p> <p>The frequency, duration, depth and velocity of flooding and flood warning time applicable to the development site and access way.</p> <p>The susceptibility of the development to flood damage.</p> <p>The potential flood risk to life health and safety.</p> <p>The effect of the development on reducing flood storage and on redirecting or</p>		



# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>obstructing floodwater, stormwater or drainage water.</p> <p>The effect of the development on environmental values, for example flora, fauna and wetlands.</p> <p>Whether the proposed development could be located on flood-free land or land with a lesser flood hazard.</p> <p>A site description, which may use a site plan (drawn to scale), photographs or any other relevant technique, that accurately describes:</p> <p>The boundaries, dimensions, shape, size, orientation, slope and elevation of the site.</p> <p>Relevant existing and proposed ground levels of the site, to Australian Height Datum taken by or under the direct supervision of a licensed land surveyor, and the difference in levels between the site and surrounding properties.</p> <p>Location, layout, size and use of existing and proposed buildings and works on the site and on surrounding properties.</p> <p>Floor levels of any existing and proposed buildings, to Australian Height Datum, taken by or under the direct supervision of a licensed surveyor.</p> <p>The use of surrounding properties and buildings.</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Location of significant environmental values including flora, fauna and wetlands on the site and surrounding properties.</p> <p>Adjoining roads, internal driveways, and access tracks.</p> <p>Any other notable features or characteristics of the site.</p> <p>Elevations of all proposed buildings, drawn to scale.</p> <p>Construction details of all buildings, fences, works and driveways.</p> <p>In the case of fences, a report that demonstrates that the fence does not significantly obstruct flood flows.</p> <p>This information may not be required for:</p> <ul style="list-style-type: none"> <li>A single dwelling on a lot.</li> <li>Minor earthworks.</li> <li>5.0 Decision guidelines</li> <li>None specified.</li> </ul>		
44.04 Land Subject to Inundation Overlay (LSIO)		<p><b>To identify flood prone land in a riverine or coastal area affected by the 1 in 100 (1 per cent Annual Exceedance Probability) year flood or any other area determined by the floodplain management authority.</b></p> <p><b>To ensure that development maintains the free passage and temporary storage of floodwaters, minimises flood</b></p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>damage, responds to the flood hazard and local drainage conditions and will not cause any significant rise in flood level or flow velocity.</p> <p>To minimise the potential flood risk to life, health and safety associated with development.</p> <p>To reflect a declaration under Division 4 of Part 10 of the Water Act, 1989.</p> <p>To protect water quality and waterways as natural resources by managing urban stormwater, protecting water supply catchment areas, and managing saline discharges to minimise the risks to the environmental quality of water and groundwater.</p> <p>To ensure that development maintains or improves river, marine, coastal and wetland health, waterway protection and floodplain health.</p>		
44.04s1 Schedule 1 to LSIO (LSIO1)	HORSHAM FLOOD STORAGE OR FLOOD FRINGE AREAS	<p>1.0 Land subject to inundation objectives to be achieved None specified.</p> <p>2.0 Statement of risk None specified.</p> <p>3.0 Permit requirement A permit is not required to construct the following buildings and works:</p>	Complies	

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Any buildings or works on land that has been filled in accordance with the requirements of a planning permit.</p> <p>Any buildings and works if appropriately detailed information submitted to the responsible authority show the natural level of the land on which the buildings and works are proposed is at least 300mm above the Average Recurrence Interval flood level.</p> <p>A pergola.</p> <p>A veranda.</p> <p>An open sided carport.</p> <p>The addition of a second storey, or other additional storeys, on top of the existing building where there is no increase in building footprint.</p> <p>Swimming pool.</p> <p>An open sports ground excluding change rooms, pavilions, shelters, other buildings, and raised viewing areas, provided that the natural surface level is not altered.</p> <p>An outdoor recreation facility, excluding any buildings or structures that alter water movement across or storage capacity of the floodplain, and works that alter the topography of the land.</p> <p>Road works or works to any other access way (public or private) that:</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>Do not change the finished level of the road surface.</p> <p>Are limited to resurfacing of an existing road.</p> <p>Cycle or pedestrian tracks where there is no increase in the natural ground level.</p> <p>4.0 Application requirements</p> <p>The following application requirements apply to an application for a permit under Clause 44.04, in addition to those specified in Clause 44.04 and elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:</p> <p>A flood risk report prepared by a suitably qualified person that addresses the following matters:</p> <p>Details of the proposed development, site conditions, and site context plan.</p> <p>The flood extent, flood levels and flow directions relevant to the site.</p> <p>The frequency, duration, depth and velocity of flooding and flood warning time applicable to the development site and access way.</p> <p>The susceptibility of the development to flood damage.</p> <p>The potential flood risk to life health and safety.</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>The effect of the development on reducing flood storage and on redirecting or obstructing floodwater, stormwater or drainage water.</p> <p>The effect of the development on environmental values, for example flora, fauna and wetlands.</p> <p>Whether the proposed development could be located on flood-free land or land with a lesser flood hazard.</p> <p>A site description, which may use a site plan (drawn to scale), photographs or any other relevant technique, that accurately describes:</p> <p>The boundaries, dimensions, shape, size, orientation, slope and elevation of the site.</p> <p>Relevant existing and proposed ground levels of the site, to Australian Height Datum taken by or under the direct supervision of a licensed land surveyor, and the difference in levels between the site and surrounding properties.</p> <p>Location, layout, size and use of existing and proposed buildings and works on the site and on surrounding properties.</p> <p>Floor levels of any existing and proposed buildings, to Australian Height Datum, taken by or under the direct supervision of a licensed surveyor.</p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		<p>The use of surrounding properties and buildings.</p> <p>Location of significant environmental values including flora, fauna and wetlands on the site and surrounding properties.</p> <p>Adjoining roads, internal driveways, and access tracks.</p> <p>Any other notable features or characteristics of the site.</p> <p>Elevations of all proposed buildings, drawn to scale.</p> <p>Construction details of all buildings, fences, works and driveways.</p> <p>In the case of fences, a report that demonstrates that the fence does not significantly obstruct flood flows.</p> <p>This information may not be required for:</p> <p>A single dwelling on a lot.</p> <p>Minor earthworks.</p> <p>5.0 Decision guidelines</p> <p>None specified.</p>		
44.06 Bushfire Management Overlay (BMO)		<p><b>To ensure that the development of land prioritises the protection of human life and strengthens community resilience to bushfire.</b></p> <p><b>To identify areas where the bushfire hazard warrants bushfire protection measures to be implemented.</b></p>		

# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
		To ensure development is only permitted where the risk to life and property from bushfire can be reduced to an acceptable level.		
45.01 Public Acquisition Overlay (PAO)		<p>To identify land which is proposed to be acquired by a Minister, public authority or municipal council.</p> <p>To reserve land for a public purpose and to ensure that changes to the use or development of the land do not prejudice the purpose for which the land is to be acquired.</p> <p>To designate a Minister, public authority or municipal council as an acquiring authority for land reserved for a public purpose.</p>		
45.01s1 Schedule 1 to PAO (PAO1)	SCHEDULE TO CLAUSE 45.01 PUBLIC ACQUISITION OVERLAY	2 PAO entries	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Does not include heading 1.0</li> <li>"PS Map" should be "PS map ref"</li> </ul>	
45.03 Environmental Audit Overlay (EAO)		To ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by any contamination.		



# Overlay analysis

1. Clause and name	2. Applies to (schedules only)	3. Purpose and requirements	4. Adherence with MD	5. Additional improvements suggested
45.04 Road Closure Overlay (RXO)		To identify a road that is closed by an amendment to this planning scheme.		

# Particular Provisions analysis

## Document A.5 Horsham Planning Scheme

1. Clause and name	2. Does the Schedule reference a Background or Incorporated Document?	3. Is the Background or Incorporated Document listed at 72.04s or 72.08s?	4. Adherence with MD	5. Additional improvements suggested
<b>51 PROVISIONS THAT APPLY ONLY TO A SPECIFIED AREA</b>				
<b>51.01 Specific Sites and Exclusions</b>	<b>To recognise specific controls designed to achieve a particular land use and development outcome existing on the approval date. To provide in extraordinary circumstances specific controls designed to achieve a particular land use and development outcome.</b>			
51.01s - Schedule to Clause 51.01	Yes (2x)	Yes (both in 72.04s)	Complies	
<b>52 PROVISIONS THAT REQUIRE, ENABLE OR EXEMPT A PERMIT</b>				
<b>52.02 Easements, Restrictions and Reserves</b>	<b>To enable the removal and variation of an easement or restrictions to enable a use or development that complies with the planning scheme after the interests of affected people are considered.</b>			
52.02s - Schedule to Clause 52.02	No	N/A	Does not comply: <ul style="list-style-type: none"> <li>Clause name not as per MD format</li> </ul>	

# Particular Provisions analysis

1. Clause and name	2. Does the Schedule reference a Background or Incorporated Document?	3. Is the Background or Incorporated Document listed at 72.04s or 72.08s?	4. Adherence with MD	5. Additional improvements suggested
52.05 Signs	<p>To regulate the development of land for signs and associated structures.</p> <p>To ensure signs are compatible with the amenity and visual appearance of an area, including the existing or desired future character.</p> <p>To ensure signs do not contribute to excessive visual clutter or visual disorder.</p> <p>To ensure that signs do not cause loss of amenity or adversely affect the natural or built environment or the safety, appearance or efficiency of a road.</p>			
52.05s - Schedule to Clause 52.05	No	N/A	Complies	
52.16 Native Vegetation Precinct Plan	<p>To provide for the protection, management and removal of native vegetation through the use of a native vegetation precinct plan incorporated into this scheme.</p> <p>To ensure that there is no net loss to biodiversity as a result of the removal, destruction or lopping of native vegetation. This is achieved by applying the following three step approach in accordance with the <i>Guidelines for the removal, destruction or lopping of native</i></p>			

## Particular Provisions analysis

1. Clause and name	2. Does the Schedule reference a Background or Incorporated Document?	3. Is the Background or Incorporated Document listed at 72.04s or 72.08s?	4. Adherence with MD	5. Additional improvements suggested
	<p><i>vegetation</i> (Department of Environment, Land, Water and Planning, 2017). To manage the removal, destruction or lopping of native vegetation to minimise land and water degradation.</p>			
52.16 - Schedule to Clause 52.16	No	N/A	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Clause name not as per MD format</li> </ul>	
<p><b>52.17</b> <b>Native Vegetation</b></p>	<p>To ensure that there is no net loss to biodiversity as a result of the removal, destruction or lopping of native vegetation. This is achieved by applying the following three step approach in accordance with the <i>Guidelines for the removal, destruction or lopping of native vegetation</i> (Department of Environment, Land, Water and Planning, 2017). To manage the removal, destruction or lopping of native vegetation to minimise land and water degradation.</p>			
52.17s - Schedule to Clause 52.17	Yes (1x)	Yes (in 72.04s)	<p>Does not comply:</p> <ul style="list-style-type: none"> <li>Clause name not as per MD format</li> </ul>	
<p><b>52.27 Licensed Premises</b></p>	<p>To ensure that licensed premises are situated in appropriate locations.</p>			

# Particular Provisions analysis

1. Clause and name	2. Does the Schedule reference a Background or Incorporated Document?	3. Is the Background or Incorporated Document listed at 72.04s or 72.08s?	4. Adherence with MD	5. Additional improvements suggested
	To ensure that the impact of the licensed premises on the amenity of the surrounding area is considered.			
52.27s - Schedule to Clause 52.27	No	N/A	Does not comply: <ul style="list-style-type: none"> <li>• Clause name not as per MD format</li> </ul>	
<b>52.28 Gaming</b>	<p>To ensure that gaming machines are situated in appropriate locations and premises.</p> <p>To ensure the social and economic impacts of the location of gaming machines are considered.</p> <p>To prohibit gaming machines in specified shopping complexes and strip shopping centres.</p>			
52.28s - Schedule to Clause 52.28	No	N/A	Does not comply: <ul style="list-style-type: none"> <li>• Does not include Objectives</li> <li>• Missing 4.0 Locations for gaming machines</li> <li>• Missing 5.0 Venues for gaming machines</li> <li>• Missing 6.0 Application requirements</li> <li>• Missing 7.0 Decision guidelines</li> </ul>	
<b>52.32 Wind Energy Facility</b>	To facilitate the establishment and expansion of wind energy facilities, in			

## Particular Provisions analysis

1. Clause and name	2. Does the Schedule reference a Background or Incorporated Document?	3. Is the Background or Incorporated Document listed at 72.04s or 72.08s?	4. Adherence with MD	5. Additional improvements suggested
52.32s - Schedule to Clause 52.32	appropriate locations, with minimal impact on the amenity of the area. No	N/A	Complies	
<b>52.33 Post Boxes and Dry Stone Walls</b>	<b>To conserve historic post boxes and dry stone walls.</b>			
52.33s - Schedule to Clause 52.33	No	N/A	Complies	
<b>53 GENERAL REQUIREMENTS AND PERFORMANCE STANDARDS</b>				
<b>53.01 Public Open Space Contribution And Subdivision</b>	<b>A person who proposes to subdivide land must make a contribution to the council for public open space in an amount specified in the schedule to this clause (being a percentage of the land intended to be used for residential, industrial or commercial purposes, or a percentage of the site value of such land, or a combination of both). If no amount is specified, a contribution for public open space may still be required under section 18 of the Subdivision Act 1988.</b>			
53.01s - Schedule to Clause 53.01	No	N/A	Complies	

## Particular Provisions analysis

1. Clause and name	2. Does the Schedule reference a Background or Incorporated Document?	3. Is the Background or Incorporated Document listed at 72.04s or 72.08s?	4. Adherence with MD	5. Additional improvements suggested
<b>53.06 Live Music Entertainment Venues</b>	<p>To encourage the retention of existing and the development of new live music entertainment venues.</p> <p>To protect live music entertainment venues from the encroachment of noise sensitive residential uses.</p> <p>To ensure that noise sensitive residential uses are satisfactorily protected from unreasonable levels of live music and entertainment noise.</p> <p>To ensure that the primary responsibility for noise attenuation rests with the agent of change.</p>			
53.06s - Schedule to Clause 53.06	No	N/A	Complies	
<b>53.15 Statement of Underlying Provisions</b>	<p>To specify the planning scheme provisions which would have applied to land reserved for a public purpose pursuant to section 6(2)(i) of the Planning and Environment Act 1987 if the land had not been reserved for that purpose.</p>			
53.15s - Schedule to 53.15	No	N/A	Complies	
<b>59 VICSMART APPLICATIONS AND REQUIREMENTS</b>				

## Particular Provisions analysis

1. Clause and name	2. Does the Schedule reference a Background or Incorporated Document?	3. Is the Background or Incorporated Document listed at 72.04s or 72.08s?	4. Adherence with MD	5. Additional improvements suggested
<b>59.15 Local VicSmart Applications</b>	The schedule to this clause may specify classes of application that are VicSmart applications to which Clause 71.06 applies. A class of application specified must not be a class of VicSmart application specified in another provision of this planning scheme.			
59.15s - Schedule to Clause 59.15	No	N/A	Complies	
<b>59.16 Information Requirements and Decision Guidelines for Local VicSmart Applications</b>	A schedule to this clause may set out information requirements and decision guidelines for a class of VicSmart application specified in the Schedule to Clause 59.15.			
Schedule to Clause 59.16 Information Requirements and Decision Guidelines for Local VicSmart Applications	No	N/A	Complies	



# Operational Provisions analysis Checklist for Council

## Document A.7 Horsham Planning Scheme

1. Clause	2. Name	3. Key Questions for Council	4. Council Response
<b>ADMINISTRATION AND ENFORCEMENT OF THIS SCHEME</b>			
72.01s	Schedule to Responsible Authority for this Planning Scheme	Are all relevant responsible authorities specified correctly? If no, please list any inaccuracies.	
72.02s	Schedule to What Area is Covered by this Planning Scheme?	Is the Municipal district named correctly?	
72.03s	Schedule to What Does this Scheme Consist of?	Are all currently applicable Planning Scheme maps listed correctly? If no, please list any inaccuracies.	
72.04s	Schedule to Documents Incorporated in this Planning Scheme	<ol style="list-style-type: none"> <li>1. Is the most up to date version of each Incorporated Document listed?</li> <li>2. Are there any Incorporated Documents no longer required that can be deleted?</li> <li>3. Do all Incorporated Documents link to an Amendment and Planning Scheme provision in the final column of the schedule?</li> <li>4. Would any Incorporated Documents benefit from being mapped as a Special Control Overlay?</li> </ol> <p>Note: any changes to Incorporated Documents are beyond the scope of a 20(4) amendment.</p> <p>Please provide a marked up version of the schedule.</p>	
72.08s	Schedule to Background Documents	<ol style="list-style-type: none"> <li>1. Is the most up to date version of each Background Document listed?</li> <li>2. Are there any Background Documents no longer required that can be deleted?</li> </ol>	

# Operational Provisions analysis Checklist for Council

1. Clause	2. Name	3. Key Questions for Council	4. Council Response
		<p>3. Do all Background Documents link to an Amendment and Planning Scheme provision in the final column of the schedule?</p> <p>Note: any changes to Background Documents are beyond the scope of a 20(4) amendment.</p> <p>Please provide a marked up version of the schedule.</p>	
<b>STRATEGIC IMPLEMENTATION</b>			
74.01s	Schedule to Application of Zones, Overlays and Provisions	Have any Zones or Overlays been introduced or removed since the PPF translation? If yes, please list (including the Amendment Number, the effect of the Amendment & the date of gazettal).	
74.02s	Schedule to further strategic work	<p>Please review the schedule and identify projects that have been completed or are no longer relevant.</p> <p>Please provide a marked up version of the schedule.</p>	

# Document analysis – VCAT decisions

## Document A.8-1 Horsham Planning Scheme

	CA 91(Vol:10234, Fol: 134) Jaspers Lane; CA 94(Vol:10325, Fol:229); CA 95 (Vol:10325, Fol:230); CA 96 (Vol:10325 Fol:231) Elliotts Road
Council Ref:	P1368/2017
Date of VCAT Order:	27 January 2017
VCAT Citation:	Iluka Resources Limited v Horsham Rural CC [2017] VCAT 107
Nature of proceeding:	Application under Section 82 of the Planning and Environment Act 1987 to review the refusal to grant a permit for Use and development of the land for the disposal of waste by-products associated with or sourced through mineral sands processing.
Council Decision:	Refusal
Council Decision Upheld at VCAT:	No VCAT directed that a permit be granted
Applicable policies and provisions:	Clause 35.07-1 – use of land for refuse disposal Clause 35.07-4 – construct or carry out works for a <u>section 2</u> use Clauses 10, 12, 13, 14, 19, 21, 22.01 and 22.02 of the State and Local Planning Policy Frameworks and Clause 65.
Key Issues:	Integrated decision making / net community benefit Consistency with Clause 19.03-5 (Waste and resource recovery)
Description:	The proposal was for the use and development of land to fill a mining void with waste by-products from the production of mineral sands. The subject site was already used for this purpose. A volume limit established in the applicable work plan meant that a further authorisation was required to exceed that limit.
Key paragraphs from decision:	<i>17 The grant of a permit for the disposal of waste by-products from the MSP will have implications not just for land in the municipality of Horsham. It will have significant regional impacts affecting operation of the MSP at Hamilton, most notably being direct and indirect employment and will indirectly affect the effective and efficient use of resources and the disposal of by-products from mining such resources within Victoria and interstate. <u>The decision about this permit application is one where the principles of integrated decision making identified in clause 10.04 are more directly prominent than is often the case in planning decision making.</u></i>

# Document analysis – VCAT decisions

	CA 91(Vol:10234, Fol: 134) Jaspers Lane; CA 94(Vol:10325, Fol:229); CA 95 (Vol:10325, Fol:230); CA 96 (Vol:10325 Fol:231) Elliotts Road
	89. <i>We acknowledge that Clause 19.03-5 and various waste management policies establish a hierarchy that seeks to minimise the disposal of waste to landfill. However, <u>a particular fact about this operation is that the disposal is limited to radioactive materials arising from Iluka's mining and process operations.</u> The Grampians Central West Waste and Resources Recovery Implementation Plan (consultation draft)<sup>[13]</sup> recognises this fact and that <u>this facility lies outside the realm of the any state infrastructure planning and regional waste plans.</u> Any inference to be drawn from the council's submissions that Pit 23 is going to somehow operate as a regional waste centre for the disposal of a wide range of waste materials is therefore rejected.</i>

	<b>1 Rose Street, Horsham</b>
Council Ref:	PA0000093
Date of VCAT Order:	16 June 2021
VCAT Citation:	Priestley v Horsham RCC (Red Dot) [2021] VCAT 639
Nature of proceeding:	Application under Section 82 of the Planning and Environment Act 1987 to review decision to grant a permit for the subdivision of land into 4 lots.
Council Decision:	NOD
Council Decision Upheld at VCAT:	No VCAT remitted the decision back to Council for re-consideration
Applicable policies and provisions:	Clause 32.08-3
Key Issues:	Minimum garden area requirement
Description:	The proposal was for a 4 lot subdivision in the GRZ. Council included a condition in a NOD to the effect that the requirement must be met in the plan of subdivision submitted for certification.
Key paragraphs from decision:	<i>Summary</i> <i>In considering an objector review application, the Tribunal held a practice day hearing to determine if the requirement was met. The Tribunal held it was not met because, in summary:</i>

# Document analysis – VCAT decisions

1 Rose Street, Horsham	
	<ul style="list-style-type: none"> <li>Although clause 32.08-3 was drafted somewhat differently from the minimum garden area requirement for construction of a dwelling in clause 32.08-4, it was similarly mandatory in nature and similarly had to be met in an application.</li> <li>The requirement cannot be met by condition of permit, this being a principle relating to clause 32.08-4 in <i>Clayton Gardens Pty Ltd v Monash CC</i> [2019] VCAT 1138 at [31] that the Tribunal in this proceeding held equally applied to clause 32.08-3.</li> </ul> <p>The Tribunal set aside the decision to grant a permit and remitted the permit application to the responsible authority with a direction that it be amended to comply with clause 32.08-3 before it was reconsidered and a fresh decision made.</p>

56 Alexander Avenue HORSHAM VIC 3400	
Council Ref:	PA2000103
Date of VCAT Order:	21 September 2021
VCAT Citation:	Parish v Horsham Rural CC [2021] VCAT 1095
Nature of proceeding:	Application under Section 82 of the Planning and Environment Act 1987 to review decision to grant a permit for construction of 25 dwellings in the GRZ
Council Decision:	NOD
Council Decision Upheld at VCAT:	Yes (varied) VCAT directed that a permit be issued
Applicable policies and provisions:	Clause 32.08-6 (construction and extension of two or more dwellings on a lot in GRZ1) Clauses 11, 15, 16, 21.07, 22.09, 32.08, 52.06, 55, 65 and 71.02.
Key Issues:	Role of Horsham Absence of existing / preferred neighbourhood character policies.
Description:	The application considered and supported by Council comprised 35 one-bedroom dwellings. The appeal involved substantial consideration of neighbourhood character impacts in the context of an area designated for future housing growth.

# Document analysis – VCAT decisions

56 Alexander Avenue HORSHAM VIC 3400	
Key paragraphs from decision:	<p>24 <i>Horsham is identified in Clause 11.01-1R as having <u>a regional city role as the key population and employment centre for the region</u>. Strategies include providing for an ongoing supply of infill and greenfield residential land, particularly in Horsham, and to support regeneration of Horsham North through improved access, community infrastructure and housing.</i></p> <p>25 <i>Clause 11.01-1L is settlement policy for Horsham and <u>it includes strategies supporting long term urban growth opportunities to the north and west of Horsham's existing urban areas</u>. This in part responds to policies discouraging an intensification of land use and development in the floodplain of the Wimmera River and other watercourses which are to the south and south east of the city centre.</i></p> <p>26 <i>Clause 11.01-1L also contains an extensive list of strategies for Horsham North. In addition to calling for infrastructure improvements such as road, pedestrian, cycling and public transport connections to the wider Horsham urban area, there are also strategies calling for improved community infrastructure and services such as development of health services and recreation facilities. <u>Strategies also call for the facilitation of infill residential development, including on prominent underutilised sites.</u></i></p> <p>31 <i>The review site is zoned GRZ1. <u>Unlike the situation in other municipalities, the Horsham Planning Scheme does not include existing and preferred neighbourhood character policies for different precincts within Horsham</u>. It is therefore necessary to consider the existing neighbourhood character of the area whilst being mindful that one of the GRZ1 purposes is acknowledging that change is to be expected (encourage a diversity of housing types and housing growth). <u>Although housing growth is not defined, I do not accept any suggestion that it simply means a replication of the types and density of housing that already exists in the neighbourhood</u>. I therefore do not agree with any suggestions that fewer dwellings on larger land areas should be provided because that is the predominant type of housing that exists in the area.</i></p>

6 Searle Street, Horsham	
Council Ref:	PA2000021
Date of VCAT Order:	6 August 2021
VCAT Citation:	Director of Housing v Horsham RCC [2021] VCAT 875 6 August 2021
Nature of proceeding:	Application under Section 82 of the Planning and Environment Act 1987 to review the refusal to grant a permit for construction of six, 2-storey dwellings in the GRZ.
Council Decision:	Refusal
Council Decision Upheld at VCAT:	No VCAT directed a permit be issued

# Document analysis – VCAT decisions

6 Searle Street, Horsham	
Applicable policies and provisions:	Clause 32.08-6: to construct two or more dwellings on a lot. Clauses 11, 15, 16, 21.07, 22.09, 52.06, 55, 65, & 71.02
Key Issues:	Role of Horsham Neighbourhood character
Description:	The proposal was for the construction of six two-storey dwellings. Council refused the application on neighbourhood character and amenity grounds. This decision was contrary to the Council officers' recommendation.
Key paragraphs from decision:	<p>26. <i>For these reasons, I am not persuaded by the Council's submission that the proposal fails to respect the neighbourhood's character because no other nearby infill development has two-storey dwellings, and none have as many dwellings on the lot. Rather, I find the design and siting of the proposed dwellings respects the overall sense of space and relatively open neighbourhood character of this area.</i></p> <p>32 <i>I find in the Applicant's favour on these issues. I find the submissions of the Council and Ms Sanders on the general loss of amenity are not justified. The Planning Scheme's policies encourage infill development due to the social and environmental benefits it brings to existing areas.<sup>131</sup></i></p>

14 Walnut Avenue, Horsham	
Council Ref:	2015-171-1
Date of VCAT Order:	1 June 2018
VCAT Citation:	Wilson v Horsham RCC [2018] VCAT 845
Nature of proceeding:	Application under section 79 of the <i>Planning and Environment Act 1987</i> to review the failure to grant an amendment to a permit within the prescribed time
Council Decision:	Refusal
Council Decision Upheld at VCAT:	No VCAT directed an amended permit be issued

# Document analysis – VCAT decisions

14 Walnut Avenue, Horsham	
Applicable policies and provisions:	Clause 32.08-2 – Subdivision
Key Issues:	Clause 18.02-4
Description:	<p>The proposal sought to amend a Condition of permit which required the construction of a road to specified standards.</p> <p>The applicant submitted that the Condition was unfair upon several grounds, however primarily due to the fact the condition required the construction of the road to an urban standard while servicing only one lot.</p>
Key paragraphs from decision:	<p>40 <i>I find that <u>a condition requiring the partial construction of Young Street to facilitate all weather access to the lot is valid</u>. This road needs to be upgraded to accommodate vehicle movements to the lot. However I find that construction of the road to the specifications in the permit are onerous as it provides access to one lot only.</i></p> <p><i>Given the different circumstances associated with the review site, <u>I find that it is unreasonable and unfair for the applicant to bear all the costs associated with construction of the road to the standards specified in Condition 10</u>. Based on existing conditions in this section of Young Street and the works are to service one lot only, I find it unreasonable to require construction of continuation of the road in accordance with the list of specifications in the condition. I find this condition lacks equity given the other properties will benefit from the road construction with features such as footpaths and a turning area.</i></p> <p>59 <i>Whilst I have found that implementation of the full list of specifications listed in Option A and B to be inequitable, <u>I find that the specifications for the design of the road as suggested by the applicant (described as Option D) a suitable compromise</u>. This option requires the road to be sealed with bitumen and provide some road-side drainage. It also provides an opportunity for Council to upgrade construction of the road in the future, when the need arises. I will discuss the various specifications in the condition below.</i></p>



# Planning Scheme Amendments, EEs and ACs

## Document A.8-2 Horsham Planning Scheme

### Part One

Date of last Planning Scheme Review: December 2010

1. Amendment number	2. In operation from	3. Brief description of the amendment	4. What sort of amendment: - Policy related - Site specific - Administrative	5. Status of the amendment - Did not progress - Approved - Underway	6. Was there are Planning Panel Hearing?	7. Does this require assessment in Part Two - Yes - No
C080hors	16 September 2021	Translates the Local Planning Policy Framework of the Horsham Planning Scheme into the new Municipal Planning Strategy at Clause 02 and Planning Policy Framework at Clauses 10-19.	Administrative	Approved	No	No
C072hors	28 October 2020	Applies a Public Acquisition Overlay (PAO3) over land for the future acquisition by VicRoads associated with the realignment of the Western Highway around Horsham and amends Clause 45.01 to make VicRoads the acquiring authority for PAO3.	Site specific	Lapsed	Yes	Yes
C075hors	24 July 2018	Replace the existing Municipal Strategic Statement (MSS) (Clauses 21 to 21.05) with a new MSS (Clauses 21 to 21.10).	Policy related	Approved	Yes	No
C025hors	20 March 2018	Rezone land in various areas of Horsham and to make a number of changes to the Municipal Strategic Statement that address industrial development. The proposed changes are primarily recommendations from the	Policy related Site specific	Split parent	N/A	N/A

# Planning Scheme Amendments, EEs and ACs

1. Amendment number	2. In operation from	3. Brief description of the amendment	4. What sort of amendment: - Policy related - Site specific - Administrative	5. Status of the amendment - Did not progress - Approved - Underway	6. Was there are Planning Panel Hearing?	7. Does this require assessment in Part Two - Yes - No
		Wimmera Industrial Land Capability Study(WILCS). The amendment seeks to rezone various parcels to Business 1 Zone Business 2 Zone Business 4 Zone Residential 1 Zone Residential 2 Zone Industrial 3 Zone and Public Use Zone 6 - Local Government. The amendment also introduces the Special Use Zone 2 - Horsham Airport applies the Environmental Audit Overlay to a specific site introduces the Design and Development Overlay 10 - Stawell Road/Western Highway Entrance Corridor and makes wording changes to the Municipal Strategic Statement.				
Co64hors	14 December 2017	Facilitates the development of the Wimmera Intermodal Freight Terminal Precinct. Rezones land north of Dooen (bounded by the Wimmera Highway, the Henty Highway and the Melbourne-Adelaide Railway) from Farming Zone to Special Use Zone Schedule 9, applies the Development Plan Overlay Schedule 9, the Environmental Significance Overlay Schedule 7 and the Design and Development Overlay Schedule 11 and amends Clause 21.04, Clause 61.03 and the Schedule to Clause 35.07.	Policy related Site specific	Approved	Yes	No
C077hors	3 August 2017	The amendment rezones the subject land from the Farming Zone to the Special Use Zone Schedule 8 Horsham Artist in Residence, and introduces the Development Plan Overlay Schedule 8 Horsham Artist in Residence to the land to facilitate the use and	Site specific	Approved	Yes	No

# Planning Scheme Amendments, EEs and ACs

1. Amendment number	2. In operation from	3. Brief description of the amendment	4. What sort of amendment: <ul style="list-style-type: none"> <li>- Policy related</li> <li>- Site specific</li> <li>- Administrative</li> </ul>	5. Status of the amendment <ul style="list-style-type: none"> <li>- Did not progress</li> <li>- Approved</li> <li>- Underway</li> </ul>	6. Was there are Planning Panel Hearing?	7. Does this require assessment in Part Two <ul style="list-style-type: none"> <li>- Yes</li> <li>- No</li> </ul>
		development of the land for Horsham Artists in Residence.				
C074hors	22 December 2016	The amendment rezones 24 to 28 Kalkee Road and part of 20 Gertrude Street, Horsham from part General Residential Zone Schedule 1 and Public Park and Recreation Zone to Public Use Zone Schedule 6 (Local Government) to facilitate the Kalkee Road Childrens and Community Hub development.	Site specific	Approved	Yes	No
C078hors	28 July 2016	The amendment rezones part of the land at 25 Fisher Street, Pimpinio from Public Park and Recreation Zone to Township Zone.	Site specific	Approved	Yes	<b>Yes</b>
C063hors	12 November 2015	Deletes the Environmental Significance Overlay Schedule 5 in various locations throughout Horsham Rural City Council where Wimmera Irrigation System channels have been decommissioned.	Administrative	Approved	No	N/A
C071hors	7 August 2015	The amendment rezones land in Stockton Drive, Horsham from the Farming Zone (FZ) to Residential 1 Zone (R1Z). The amendment will bring the whole parcel into the Residential 1 Zone as the subject land is currently in two zones, the Residential 1 Zone and Farming Zone.	Site specific	Approved	No	N/A
C057	2 July 2014	Amends the Schedule to the Rural Living Zone for land in Weldon Power Court, Horsham to provide a minimum	Site specific	Approved	No	N/A

# Planning Scheme Amendments, EEs and ACs

1. Amendment number	2. In operation from	3. Brief description of the amendment	4. What sort of amendment: - Policy related - Site specific - Administrative	5. Status of the amendment - Did not progress - Approved - Underway	6. Was there are Planning Panel Hearing?	7. Does this require assessment in Part Two - Yes - No
		area for subdivision and for which no permit is required to use land for a dwelling from 2ha to 1ha.				
C061hors	25 July 2013	Rezones land at 77 Lake Avenue, Natimuk from Farming Zone to Rural Living Zone and makes changes to Map 1 Clause 22.07 Natimuk Township Policy to include land within township boundary. Also changes Schedule to Rural Living Zone to allow for a 1ha minimum lot size.	Site specific	Approved	No	N/A
C055hors	23 May 2013	Corrects numerous zoning anomalies at 3912 Henty Highway, McKenzie Creek, Horsham Airport, Mardon Drive, Horsham and land in Nurrabel.	Administrative	Approved	No	N/A
C053hors	25 October 2012	Rezones land in Hamilton Macbain McBryde and Robinson Streets Horsham from the Rural Living Zone and Public Park and Recreation Zone to Residential 1 Zone.	Site specific	Approved	Yes	<b>Yes</b>
C054hors	28 June 2012	Rezones approximately 28 hectares of land in South Bank Horsham from Farming Zone to Residential 1 Zone and Public Park and Recreation Zone. Also makes changes to Schedule 3 to the Development Plan Overlay to remove reference to now closed Golf Course Road abattoir.	Site specific	Approved	No	N/A
C056	23 May 2012	Implements Section 48 of the Heritage Act 1995 to ensure that places in the Planning Scheme are consistently identified with places in the Victorian Heritage Register.	Administrative	Approved	No	N/A

# Planning Scheme Amendments, EEs and ACs

1. Amendment number	2. In operation from	3. Brief description of the amendment	4. What sort of amendment: - Policy related - Site specific - Administrative	5. Status of the amendment - Did not progress - Approved - Underway	6. Was there are Planning Panel Hearing?	7. Does this require assessment in Part Two - Yes - No
C051hors	25 January 2012	Rezone Horsham-Drung South Road locally known as Williams Road (Horsham) Horsham-Lubeck Road (Riverside and Drug) and Ballyglunin North Road (Drung) from Road Zone-Category 2 to Road Zone-Category   and Rezone small parcels of Horsham-Drung South Road locally known as Horsham-Lubeck Road at Riverside and Drung from Road Zone-Category 2 to Farming Zone .	Site specific	Approved	No	N/A
C025pt4hors	1 September 2011	Rezone land at Selkirk Drive from Industrial 1 Zone to the Business 2 Zone and to introduce the Environmental Audit Overlay to the properties.	Site specific	Approved	No	N/A
C047hors	5 May 2011	Rezone the Wimmera Machinery Field Days Site at Field Days Road Longerenong from the Public Use Zone Schedule 2 (PUZ2) to the Special Use Zone Schedule 5 (SUZ5). The amendment applies to the Wimmera Event Centre Longerenong.	Site specific	Approved	No	N/A
C049hors	17 February 2011	The amendment affects land along the border of Horsham and Southern Grampians municipality in the Rocklands area. The proposed amendment seeks to remove zoning and overlay controls to this land shown below that are within the Southern Grampians municipality. The land is currently covered in the Horsham Planning Scheme which this amendment seeks to remove. In addition the amendment seeks to add zoning controls to this land that are within the Horsham municipality. The amendment will	Administrative	Approved	No	N/A

# Planning Scheme Amendments, EEs and ACs

1. Amendment number	2. In operation from	3. Brief description of the amendment	4. What sort of amendment: - Policy related - Site specific - Administrative	5. Status of the amendment - Did not progress - Approved - Underway	6. Was there are Planning Panel Hearing?	7. Does this require assessment in Part Two - Yes - No
		apply the Farming Zone and Public Conservation and Resource Zone.				
C052hors	27 January 2011	Removes the Environmental Significance Overlay Schedule 5 (ESO5) Channel and Reservoir Protection where it is no longer required by GWMWater.	Administrative	Approved	No	N/A

## Part Two

Matter	Response
Amendment No:	C072hors
In operation from:	28 October 2020
Brief description of the amendment:	Applies a Public Acquisition Overlay (PAO3) over land for the future acquisition by VicRoads associated with the realignment of the Western Highway around Horsham and amends Clause 45.01 to make VicRoads the acquiring authority for PAO3.
Policy matters raised by the Panel that require further consideration or action by Council.	At the time of the Amendment, a revised Horsham Municipal Strategic Statement was seriously entertained and appeared to provide different guidance in terms of the benefits of aerodrome proximity, the location of future residential growth and other criteria. These changes raised questions about the strategic basis for the proposed route choice. In addition, Council identified at the Panel Hearing a need for the preparation of an 'Integrated Transport Plan' and an updated 'Aerodrome Master Plan', which both had implications for route choice.
Recommendations that require further work / implementation in the planning scheme.	3. Horsham Rural City Council support the review of the most appropriate Horsham Bypass alignment by immediately commencing the following work: a) An Integrated Transport Plan for Horsham. b) Master Plan for Horsham Aerodrome.

# Planning Scheme Amendments, EEs and ACs

Matter	Response
Amendment No:	C078hors
In operation from:	28 July 2016
Brief description of the amendment:	The amendment rezones part of the land at 25 Fisher Street, Pimpinio from Public Park and Recreation Zone to Township Zone.
Policy matters raised by the Panel that require further consideration or action by Council.	The Panel notes that Council intends to undertake a framework plan for the town in the future and this will assist the community and Council in determining the medium and long term needs for Pimpinio in relation to infrastructure, community assets and a zoning framework commensurate with future demand.
Recommendations that require further work / implementation in the planning scheme.	Preparation of a Framework plan for Pimpinio

Matter	Response
Amendment No:	C053hors
In operation from:	25 October 2012
Brief description of the amendment:	Rezones land in Hamilton Macbain McBryde and Robinson Streets Horsham from the Rural Living Zone and Public Park and Recreation Zone to Residential 1 Zone.
Policy matters raised by the Panel that require further consideration or action by Council.	The Panel makes the observation that Horsham Council needs to urgently address some of the shortfalls in the Planning Scheme as identified in the Planning Scheme Review 2010. The Panel suggests that Council seek some additional funding or resource support from DPCD or other sources to accelerate the most urgent of the recommendations, including providing clearer direction for settlement priorities.
Recommendations that require further work /	Council needs to address the most urgent of the recommendations from the 2010 Planning Scheme Review, including providing clearer direction for settlement priorities.

# Planning Scheme Amendments, EESs and ACs

implementation in the  
planning scheme.



# Council adopted documents and regional plans



## Document A.8-3 Horsham Planning Scheme

Horsham Council Plan 2021-2025 (Horsham Rural City Council, 2021)	Adopted by Council: 2021	HCP
Describes the community's 20 year aspirational vision for the municipality and outlines Councils' strategic objectives of Council for the next four years.		
Has the Council Plan been appropriately linked into the planning scheme?  No	Appropriate links are not evident	
Recommended policy changes and the basis for this (link to document):	Proposed policy to be inserted into scheme.	Location of policy
<p><i>"This Community Vision of "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" will be foremost in our mind as we plan and deliver services, facilities and infrastructure to meet the community's needs".</i></p>	<p>Amend existing 02.02 (Vision) as follows: Horsham Rural City is a <b>vibrant, liveable hub that thrives on strong economic growth and social connectedness. <del>great place to live—vibrant, inclusive and welcoming</del></b> Council seeks to manage land use and development in a manner that:</p> <ul style="list-style-type: none"> <li>• <b>Develops the municipality as a diverse, inclusive and vibrant community.</b></li> <li>• <b>Creates a healthy and connected community, including through the provision of connected transport networks.</b></li> <li>• <b>Facilitates the sustainable growth and development of the community and the economy.</b></li> <li>• <b>Creates welcoming and accessible places which further develops the municipality as a great place to live, work, invest and explore.</b></li> <li>• <b>Recognises our place and importance as a regional centre.</b></li> <li>• <del>Recognises the significance of our agricultural community.</del></li> </ul>	02.02 Vision

# Council adopted documents and regional plans

<p><i>“Theme 1 Community: Horsham Rural City Council will develop the municipality as a diverse, inclusive and vibrant community”</i></p> <p><i>“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”</i></p> <p><i>“Theme 3 Sustainability: Horsham Rural City Council will actively lead in sustainable growth and development of the community and the economy”</i></p> <p><i>“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”</i></p>	<ul style="list-style-type: none"> <li>• <del>Protects and promotes the municipality as a safe place to live.</del></li> <li>• <del>Respects and protects our natural environment.</del></li> <li>• <del>Considers the impact of climate change.</del></li> <li>• <del>Provides accessible and quality services in a timely and efficient manner.</del></li> <li>• <del>Values our local heritage and history.</del></li> <li>• <del>Recognises the importance of economic growth and development.</del></li> </ul>	
<p><i>“Promote and support the municipality’s key tourism, events and local and cultural offerings”</i></p>	<p>Amend existing 02.03-7 (Economic development – Tourism) as follows: Council’s strategic directions for tourism are to:</p> <ul style="list-style-type: none"> <li>• <b>Support the municipality’s key tourism drivers, including events and cultural attractions</b></li> <li>• Encourage use and development that will enable visitors to stay longer within Horsham.</li> <li>• Support the Grampians Peaks Trail, the Grampians Way and associated tourist development.</li> <li>• Encourage development in the Wartook Valley that protects the National Park and surrounding landscape, allows for greater tourism activity and protects farming land and other agricultural uses.</li> <li>• Support tourist services in Natimuk township, and limited, sustainably developed tourist facilities outside the township area</li> </ul>	02.03-7

# Council adopted documents and regional plans

<p><i>“Promote opportunities for life long social interactions and enjoyment”</i></p> <p><i>“Create engaging spaces and places for social connection and wellbeing to build community resilience”</i></p> <p><i>“Encourage participation, diversity and growth in sports, events, arts and culture”</i></p> <p><i>“Respond to key community needs, ensuring our municipality is child and youth friendly and encourages positive aging”</i></p>	<p>Introduce a new strategy at Clause 15.01-1L (Urban design):</p> <p>Ensure that development contributes to community and cultural life by:</p> <ul style="list-style-type: none"> <li>• Promoting opportunities for life long social interaction.</li> <li>• Creating engaging spaces for social connection and wellbeing.</li> <li>• Building community resilience.</li> <li>• Encouraging participation in sports, events, arts and culture.</li> <li>• Being child and youth friendly.</li> <li>• Encouraging positive aging.</li> </ul>	15.01-1L Urban design
<p><i>“Develop range of recreational opportunities with a focus on our natural environment and recreational waterways”</i></p> <p><i>“Promote recreational opportunities in our natural environment and recreational waterways to increase visitation”</i></p>	<p>Introduce a new 19.02-6L (Open space):</p> <p>Promote recreational opportunities associated with the municipality’s natural environment and recreational waterways to increased visitation.</p>	19.02-6L Open space
<p><i>“Theme 3 Sustainability Horsham Rural City Council will actively lead in sustainable growth and development of the community and the economy”</i></p>	<p>Introduce new strategy at Clause 15.01-1L (Urban design – Horsham Rural City)</p> <p>Encourage sustainable land use and development that:</p> <ul style="list-style-type: none"> <li>• Balances economic, environmental and social considerations.</li> <li>• Addresses the impacts of climate change.</li> <li>• Is innovative and incorporates new technologies.</li> <li>• Builds resilience.</li> <li>• Reduces emissions.</li> <li>• Sustains biodiversity and habitats.</li> </ul>	15.02-1L Energy and resource efficiency

# Council adopted documents and regional plans

<p><i>“Advocate for mining in our region to meet world’s best practice”</i></p>	<p>Introduce a new Clause 14.03-1L (Resource exploration and extraction)</p> <p>Encourage exploration and extraction of natural resource activities to meet world’s best practice.</p>	<p>14.03-1L Resource exploration and extraction</p>
<p><i>Increase the utilisation of alternative water sources (reduced use of potable water)</i></p>	<p>Introduce a new Clause 19.03-3L (Integrated water management)</p> <p>Support a reduction in the use of potable water through the increased utilisation of alternative water sources.</p>	<p>Clause 19.03-3L Integrated water management</p>
<p><i>“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”.</i></p>	<p>Introduce a new Clause 18.01-2L (Transport system)</p> <p>Plan the local transport system to:</p> <ul style="list-style-type: none"> <li>• Provide improved and safe connections across movement networks, including active transport.</li> <li>• Provide connections to key places and services. [</li> </ul>	<p>18.01-2L Transport system</p>
<p><i>“Increase the percentage of Tree canopy in Horsham urban area”</i></p>	<p>Introduce a new strategy at Clause 15.01-1L (Urban design):</p> <p>Increase the extent of tree canopy in the Horsham urban area.</p>	

<p><b>Horsham Health and Wellbeing Plan 2017-2021 (Horsham Rural City Council, 2017)</b></p>	<p><b>Adopted by Council:</b></p>	<p><b>HHWP</b></p>
<p>Identifies health and wellbeing issues and needs of the Horsham community, based on a range of data sources. Sets out a plan of action in response to the identified needs, to be implemented over the next four years.</p>		
<p>Has the Community Health and Wellbeing Plan been appropriately linked into the planning scheme?</p>	<p>Appropriate links are not evident</p>	

# Council adopted documents and regional plans

No		
Recommended policy changes and the basis for this (link to document):	Proposed policy to be inserted into scheme.	Location of policy
<p><i>“Finalise the Open Space Strategy for the municipality (Phase 1 being the implementation of the Wimmera River Corridor Masterplan)”</i></p>	<p>Include at Clause 74.02 (Further strategic work)</p> <p><b>Finalise the Open Space Strategy for the municipality</b></p> <p><b>Implement the Wimmera River Corridor Masterplan</b></p>	74.02 Further strategic work
<p><i>“Develop and maintain footpaths and walking and bike trails with particular focus on key precinct linkages to promote active living options and supporting infrastructure such as seats, signage, water, lighting and shade”.</i></p>	<p>Introduce a new Clause 18.01-3L (sustainable and safe transport)</p> <p><b>Plan the local transport system to promote active living by:</b></p> <ul style="list-style-type: none"> <li>• <b>Developing walking and cycling networks to provide key precinct linkages.</b></li> <li>• <b>Requiring the provision of supporting infrastructure such as seats, signage, water, lighting and shade.</b></li> </ul>	18.01-3L sustainable and safe transport
<p><i>“Implement HRCC Economic Development strategy and ensure health and wellbeing priorities are reflected”</i></p> <p><i>“Prepare a Healthy Design Local Planning Policy for inclusion into Clause 22 of the Horsham Planning Scheme; require new developments to meet healthy design guidelines”.</i></p>	<p>Include at Clause 74.02 (Further strategic work)</p> <p><b>Implement HRCC Economic Development strategy</b></p> <p><b>Prepare a Healthy Design Local Planning Policy for inclusion into of the Horsham Planning Scheme</b></p>	74.02 Further strategic work
<p><b>Greening Greater Horsham</b></p> <p><b>A Municipal Tree Strategy 2021- 2031</b></p> <p><b>(Horsham Rural City Council, 2021)</b></p>	<p><b>Adopted by Council: 2021</b></p>	<b>GGH</b>
<p>Strategy sets out a range of actions to better identify and manage the municipality’s tree assets.</p>		

# Council adopted documents and regional plans

<p>Are there planning scheme implications?</p> <p>Y</p>		
<b>Recommended policy changes and the basis for this (link to document):</b>	<b>Proposed policy to be inserted into scheme.</b>	<b>Location of policy</b>
<p><i>“Explore the creation of a Significant Tree Register that seeks to protect trees of identified significance and consider the most appropriate regulatory protection mechanisms. Utilise tree inventory results to identify significant trees on public land”</i></p> <p><i>“Develop Council landscape/ subdivision guidelines that address subdivision design, trees on private land, street trees and vegetation, lineal paths, public open space and water sensitive urban design in new development in accordance with the Infrastructure Design Manual. Educate staff on its application”</i></p> <p><i>“Develop an appropriate policy to address the protection of significant and canopy trees on private land and explore appropriate regulatory mechanisms to enforce the policy”</i></p> <p><i>“Investigate as part of the Planning Scheme Review the shortfalls of the Planning Scheme in terms of tree provision and protection and undertake the strategic work to inform local planning policy and planning scheme requirements to ensure new developments protect existing large trees and where lacking establish new canopy</i></p>	<p>Include at Clause 74.02 (Further strategic work)</p> <p><b>Prepare a significant tree register, including mapping of culturally significant trees</b></p> <p><b>Prepare landscape and subdivision guidelines including tree removal guidelines</b></p> <p><b>Prepare a significant and canopy trees protection policy</b></p> <p><b>Prepare a canopy tree provision policy</b></p> <p><b>Identify planning mechanisms for the protection and retention of existing woodland trees in Haven</b></p>	<p>74.02 Further strategic work</p>

# Council adopted documents and regional plans

<p><i>trees, strengthening the tree canopy provision in the private realm".</i></p> <p><i>"Consider planning mechanisms best suited for the protection and retention of existing woodland trees in Haven that contribute to the liveability and character of the area"</i></p> <p><i>"Seek to map culturally significant trees on Council owned land for planning and internal purposes. This work would need to be undertaken in consultation with BGLC ensuring cultural sensitivity is respected and maintained and to ensure greater protection and management practices are implemented in Horsham's Planning Scheme, where appropriate"</i></p> <p><i>"Develop clear guidelines for Tree Removal"</i></p>		
<p><i>"Utilise masterplans, streetscape plans, structure plans and/or urban design frameworks to ensure canopy trees are strategically planted to increase shade and amenity along walking routes and identified public spaces"</i></p> <p><i>"Ensure CAD revitalisation prioritises the planting of trees in high pedestrian areas and seeks to increase supplementary irrigation to newly planted trees in streets"</i></p>	<p>Introduce a new strategy at Clause 15.01-1L (Urban design – Horsham)</p> <p><b>Prioritise the planting of canopy trees to increase shade and amenity in high pedestrian areas, along walking routes and in public spaces</b></p>	<p>15.01-1L Urban design – Horsham</p>
<p><i>"Planners to ensure that adequate space is defined for new trees in developments by requiring adequate information to accompany permit applications"</i></p>	<p>Introduce new policy guidelines at Clauses 15.01-1L (Urban design)</p> <p><b>Consider as relevant:</b></p>	<p>15.01-1L urban design</p>

# Council adopted documents and regional plans

<i>(landscape plans that detail tree planting schedules)</i>	<ul style="list-style-type: none"> <li>Whether adequate space has been set aside for new trees.</li> </ul>	
<i>“Encourage private landholders to protect existing trees and plant new ones on their land”</i>	New strategy at Clause 12.01-1L (Protection of biodiversity – Horsham) <a href="#">Encourage the protection of existing trees and the planting of additional trees on private land.</a>	12.01-1L Protection of biodiversity – Horsham
<i>“Ensure Precinct Planning for Horsham North includes objectives for increased tree canopy cover, including around the Dudley Cornell reserve, identified walking and cycling routes, and public realm opportunities close to the rail corridor”</i>	Introduce new strategy at Clause 11.01-1L (Settlement – Horsham Rural City – Strategies Horsham North) <a href="#">Increase tree canopy cover in Horsham north including around the Dudley Cornell Reserve, along walking and cycling routes and within the public realm close to the rail corridor.</a>	Clause 11.01-1L Settlement – Horsham Rural City – Strategies Horsham North

<b>Horsham Urban Transport Plan (Horsham Rural City Council, January 2022)</b>	<b>Adopted by Council: 2022</b>	<b>HUTP</b>
Sets directions and priorities for developing the transport system in a way that supports the goals of our community, our economy and environment.		
Are there planning scheme implications? Y		
<b>Recommended policy changes and the basis for this (link to document):</b>	<b>Proposed policy to be inserted into scheme.</b>	<b>Location of policy</b>
<i>“Upgrade connecting laneways between main roads to provide improved connectivity”</i>	Introduce a new Clause 18.02-1L (Walking) <a href="#">Upgrade connecting laneways between main roads to provide improved pedestrian connectivity</a> <a href="#">Ensure at grade “continuous footpaths” for pedestrians are installed at minor intersecting side roads and driveways</a> <a href="#">Provide mid-block crossing facilities over wide roads throughout the Horsham CAD.</a>	18.02-1L Walking



# Council adopted documents and regional plans

<p><i>Install at grade "continuous footpaths" for pedestrians at minor intersecting side roads and driveways</i></p> <p><i>"Provide mid-block crossing facilities over wide roads throughout the CAD. At strategic crossing points consider the installation of raised pedestrian crossings (wombat) to give priority to pedestrians (refer Wimmera River and CAD Visioning Plan)"</i></p> <p><i>"Provide pedestrian / cycling path along the Western Highway south of Golf Course Road to Wimmera Lakes Caravan Resort (and ultimately Green Lake)"</i></p> <p><i>Provide sheltered areas with seating and water fountains at schools, civic amenities, and activation areas, throughout CAD and around the hospital</i></p> <p><i>Install DDA compliant seats with back and arm supports throughout the CAD and urban areas at regular intervals along identified pedestrian routes</i></p>	<p>Support the installation of raised pedestrian crossings at strategic crossing points to give priority to pedestrians.</p> <p>Provide a shared path along the Western Highway south of Golf Course Road to Wimmera Lakes Caravan Resort and ultimately to Green Lake.</p> <p>Improve pedestrian comfort by providing sheltered areas with seating and water fountains at schools, civic amenities, and activation areas, throughout CAD and around the hospital.</p> <p>Provide DDA compliant seats throughout the CAD and urban areas at regular intervals along identified pedestrian routes</p>	
<p><i>"Provide pedestrian / cycling path along the Western Highway south of Golf Course Road to Wimmera Lakes Caravan Resort (and ultimately Green Lake)"</i></p>	<p>Introduce a new Clause 18.02-2L (Cycling)</p> <p>Provide a shared path along the Western Highway south of Golf Course Road to Wimmera Lakes Caravan Resort and ultimately to Green Lake.</p>	18.02-2L Cycling
<p><i>"Consider the installation of medians as part of street upgrading works to reduce the crossing distances and to provide opportunity for landscaping and to calm the traffic on CAD streets and on major</i></p>	<p>Introduce a new Clause 18.02-4L (Roads)</p> <p>Support the installation of medians on CAD streets and on major roads to calm traffic, provide opportunities for landscaping and to reduce pedestrian crossing distances.</p>	18.02-4L Roads

# Council adopted documents and regional plans

roads including: Wilson Street / Wimmera Hwy / Natimuk Road • Baillie Street (Western Hwy) • Dimboola Rd (Western Hwy) • Dooen Rd (Wimmera Hwy) • Hamilton St • McPherson Street (Western Hwy) • Pynsent St • Roberts Ave • Urquhart St

Any changes to be done on a pilot basis to test community acceptance of these changes”

“Develop Firebrace Street to be a shared street including appropriate bicycle provisions between the Riverfront and O’Callaghans Parade”

Consider the trial installation of “parklets” as a quick win, to provide seating or outdoor dining areas by removing isolated on-street parking spaces (to be considered in the context of the City to River Project)

Develop Roberts Ave for increased place activation with a wide median to accommodate (for example) a secure and fenced play space and ad hoc events and increased traffic calming (to be considered in the context of the City to River Project)

Increase footpath widths to accommodate areas of landscaping, outdoor dining, sheltered seating areas and ad hoc events

Reduce the visual and actual width of streets by widening footpaths, installing medians, narrowing traffic lanes,

Develop Firebrace Street as a shared street including appropriate bicycle provisions between the Riverfront and O’Callaghans Parade

Support the increased activation of streets through:

- The removal of isolated on street parking spaces to create seating or outdoor dining areas on a trial basis
- The provision of increased footpath widths to accommodate landscaping, outdoor dining, sheltered seating areas and ad hoc events
- The provision of a secure and fenced play space, ad hoc events and increased traffic calming within Roberts Avenue


Support a reduction in vehicle speeds in the CAD and in urban areas through:

- The widening of footpaths
- The installation of medians
- The narrowing of traffic lanes
- The widening of bicycle lanes
- Street tree planting
- The installation of raised priority crossings at intersecting side roads

# Council adopted documents and regional plans

<p>widening bicycle lanes and street tree planting</p> <p>Install raised priority crossings at intersecting side roads to slow vehicle turning speeds and to provide a continuous path of travel for pedestrians</p>		
<p>Continue to manage car parking in accordance with Council's endorsed parking strategy</p> <p>Undertake a specific review of the Horsham Cycling strategy with consideration to the options and ideas listed below</p> <p>Advocate to and collaborate with relevant State Government agencies and other stakeholders, including Barengi Gadjin Land Council, to determine the most appropriate route for removal from Horsham's CBD of through truck traffic from the Western, Wimmera and Henty Highways, including consideration of a possible south west link through Horsham's industrial area</p> <p>Investigate feasibility of realigning the freight rail line between Dooen and the Western Highway to remove freight rail from the residential precincts</p>	<p>Include at Clause 74.02 (Further strategic work)</p> <p>Implement Council's endorsed Parking Strategy</p> <p>Review and update the Horsham Cycling Strategy</p> <p>Investigate alternative truck route to removal through truck traffic from Horsham's CBD</p> <p>Investigate the realignment of the freight rail line between Dooen and the Western Highway to remove freight rail from residential precincts</p>	<p>74.02 Further strategic work</p>


# Council adopted documents and regional plans

 Wimmera River Open Space Strategy	Adopted by Council: 2019	OSP
Provides Council with strategic directions to determine priorities for the planning, provision and development of open space across the municipality.		
Are there planning scheme implications? Y		
Recommended policy changes and the basis for this (link to document):	Proposed policy to be inserted into scheme.	Location of policy
<i>Improve connectivity and access to and within open space</i>	Introduce a new Clause 19.02-6L (Open space) Improve connectivity to and within the open space network by: <ul style="list-style-type: none"> <li>• Creating pedestrian and cycle linkages within the existing public open space network.</li> <li>• Improving connectivity between Horsham CAD, existing and new residential developments, community services and key open spaces.</li> <li>• Developing cycling and walking trails outside the urban area of the municipality to provide a superior visitor experience and more recreational opportunities.</li> <li>• Supporting connections to identified tourism assets including Grampians National Park and Mt Arapiles.</li> <li>• Improving trails and connections from education centres to existing and future open space.</li> <li>• Developing a network of connected urban trails incorporating the river corridor.</li> <li>• Providing continuous public access for people of all abilities along both banks of the wider Wimmera River corridor and its tributaries.</li> <li>• Connecting public open space to the surrounding pedestrian and cycle network.</li> <li>• Providing better pedestrian and cycle connections across Wimmera River.</li> <li>• Establishing locations for improved facilities, universal access and associated infrastructure on both sides of the Wimmera River.</li> </ul>	19.02-6L Open space
<i>“Undertake a pedestrian and cycle network analysis to determine gaps in</i>	Include at Clause 74.02 (Further strategic work) Undertake a pedestrian and cycle network gap analysis.	74.02 Further strategic work

# Council adopted documents and regional plans

<p>provision and quality to guide future improvements and connections”</p> <p>“Identify and strategically acquire land along the river corridor required for provision of off-road walking and cycling paths”.</p>	<p>Identify and strategically acquire land along the river corridor for the provision of off-road walking and cycling paths.</p>	
<p>“Develop safe pedestrian and cycle linkages along arterial roads”.</p> <p>“Improve existing pedestrian and cycle connections across the railway network to improve safety and accessibility”</p>	<p>Introduce a new Clause 18.02-1L (Walking)</p> <p>Develop safe pedestrian linkages along arterial roads.</p> <p>Improve existing pedestrian connections across the railway network to improve safety and accessibility.</p>	18.02-1L Walking
<p>“Develop safe pedestrian and cycle linkages along arterial roads”.</p> <p>“Improve existing pedestrian and cycle connections across the railway network to improve safety and accessibility”</p>	<p>Introduce a new Clause 18.02-2L (Cycling)</p> <p>Develop safe cycle linkages along arterial roads.</p> <p>Improve existing cycle connections across the railway network to improve safety and accessibility.</p>	18.02-2L Cycling
<p>“Enhance the river environs to provide for opportunities for increased biodiversity and habitat restoration”</p> <p>“Ensure all open space development contributes to biodiversity, enhances and/or develops natural areas”.</p>	<p>Include new Strategies at Clause 12.01-1L (Protection of biodiversity)</p> <p>Enhance the Wimmera River environs to provide increased biodiversity and habitat restoration.</p> <p>Ensure that all open space development contributes to biodiversity by enhancing existing and/or developing new natural areas.</p>	12.01-1L Protection of biodiversity
<p>“3. Improve open space”</p>	<p>Introduce a new Clause 19.02-6L (Open space)</p> <p>Establish a diverse and integrated network of public open space that meets the needs of the community by:</p> <ul style="list-style-type: none"> <li>• Ensuring open space provision addresses identified local, neighbourhood, municipal and regional gaps in each locality.</li> <li>• Activating the Botanic Gardens to increase permeability and connectivity with its surrounds.</li> <li>• Improving the quality of existing play spaces by ensuring that open space provision addresses identified gaps in provision, quality and variety to ensure the needs of all ages are met.</li> </ul>	19.02-6L (Open space)

# Council adopted documents and regional plans

	<ul style="list-style-type: none"> <li>• Facilitating the re-development of the Railway Corridor into a key community asset that connects the city.</li> <li>• Increasing public open space provision within the Horsham Central Activity District such as pocket parks, town squares, seasonal or temporary parks.</li> <li>• Incorporating streetscapes and linear landscapes into the open space network.</li> <li>• Incorporating a variety of landscaping into open spaces.</li> </ul>	
<p><i>“Develop a list of iconic assets and spaces that must be strongly enhanced – or partnered with for long-term reinvestment”</i></p> <p><i>“Undertake CPTED/safety audit for all existing open space”.</i></p> <p><i>“Prepare and/or update master plans for all existing and new neighbourhood, municipal and regional open spaces in the municipality to guide development. Priority open space include:•Sunnyside Park and Dudley Cornell Park”.</i></p> <p><i>“Identify gaps in facilities and amenities at all existing public open spaces to prioritise and guide upgrades to meet the open space principles in line with facilities required for each type/size of open space. These include, but not limited to, lighting, dog parks, play spaces, seating, safety issues and shade. Identified locations include:•Dudley Cornell Park, Sunnyside Park, May Park, Police Paddock, Langland’s Park, Charisma Park, Horsham City Wimmera River corridor, Green Lake/Dock Lake and the Horsham Racecourse”.</i></p>	<p>Include at Clause 74.02 (Further strategic work)</p> <p><b>Develop a list of iconic assets and spaces that must be strongly enhanced or partnered with for long-term reinvestment.</b></p> <p><b>Undertake CPTED/safety audit for all existing open space.</b></p> <p><b>Prepare and/or update master plans for all existing and new neighbourhood, municipal and regional open spaces in the municipality to guide development.</b></p> <p><b>Identify gaps in facilities and amenities at all existing public open spaces to prioritise and guide upgrades to meet the open space principles in line with facilities required for each type/size of open space.</b></p> <p><b>Strategically acquire the railway corridor for public open space.</b></p> <p><b>Implement Council’s Open Space Contribution Policy.</b></p> <p><b>Develop a municipal-wide Public Open Space Style Guide.</b></p> <p><b>Prepare a Climate Change Strategy.</b></p>	<p>74.02 Further strategic work</p>

# Council adopted documents and regional plans

<p><i>“Work with VicTrack to strategically acquire the railway corridor land for public open space”.</i></p> <p><i>“Implement changes to open space contributions into the planning scheme in line with the draft Open Space Contribution Policy”.</i></p> <p><i>“Increase Open Space Developer Contributions in HRCC to 7-10% to elevate the city as a leader in Victoria”.</i></p> <p><i>“Develop a municipal-wide Style Guide, which guides materials, colours, character and aesthetics for all public open space”.</i></p> <p><i>“Prepare a Climate Change Strategy to assist future development in mitigating and adapting to climate change”.</i></p>		
<p><i>“Enhance and protect natural areas which fall under Council’s ownership/management and develop new natural/bush areas in line with biodiversity and environmental values”.</i></p>	<p>Include new Strategies at Clause 12.01-1L (Protection of biodiversity)</p> <p><a href="#">Enhance natural areas which fall under Council’s ownership/management.</a></p> <p><a href="#">Develop new natural/bush areas in line with biodiversity and environmental values.</a></p>	<p>12.01-1L Protection of biodiversity</p>

<p><b>Electronic Gaming Machine Policy (Horsham Rural City, 2012)</b></p>	<p><b>Adopted by Council 16th April 2012</b></p>	
<p>Sets out Council’s policy for the regulation of EGMs</p>		
<p>Are there planning scheme implications? Y</p>		

# Council adopted documents and regional plans

Recommended policy changes and the basis for this (link to document):	Proposed policy to be inserted into scheme.	Location of policy
<p>HRCC will advocate for the maximum number of EGMs in the municipality to remain at 148.</p> <p>All future applications for operation of EGMs will be considered within the following Council Guidelines. Council's aim is to amend the Planning Scheme to include the following requirements.</p> <ol style="list-style-type: none"> <li>1. Gaming venues are prohibited from locating in shopping complexes or strip shopping.</li> <li>2. Community clubs rather than hotels are the preferred venue for EGMs.</li> <li>3. Gaming venues should not be located in areas:             <ol style="list-style-type: none"> <li>1. of identified socio-economic disadvantage</li> <li>2. within close proximity to uses associated with people's day to day activities such as convenience shops, medical centres, child care, schools and community centres etc.</li> </ol> </li> <li>4. It is more desirable for gaming venues to be located in areas:             <ol style="list-style-type: none"> <li>1. where residents have a number of choices of entertainment and recreation facilities in the local area</li> <li>2. where there are currently limited existing gaming opportunities for residents</li> <li>3. where the redistribution of EGMs results in a net decrease in EGMs from an area of socio-economic disadvantage</li> <li>4. of the Central Business District (CBD) and tourism precincts where they will be accessible to visitors to Horsham.</li> </ol> </li> <li>5. It is preferable for venues to:</li> </ol>	<p><a href="#">Re-draft Schedule to Clause 52.28 to reflect Council's adopted policy.</a></p>	<p>52.28</p>



# Council adopted documents and regional plans

1. restrict EGMs to less than 25% of usable floor space
2. provide other activities in-house that will allow a break from play
3. not make Automatic Teller Machines available in the venue.

### Social and Economic Impact Assessment

HRCC will require all planning permit applications to be accompanied by a social and economic impact assessment, as contained at Appendix A, and available at

<http://www.socialimpactsofpokies.org.au/index.php/framework/downloads>

The Framework outlines social and economic indicators, priority populations and locational factors. Identifying which indicators are relevant and weighing them up is the point of the Social and Economic Impact Assessment, and must be done on a case-by-case basis. People using this Framework will need to use discretion to assess the risk and likeliness of each indicator, and the potential impact it will have on the community.

Locational factors and presence of any priority populations must be balanced to identify if a locations is appropriate or inappropriate for EGMs.

Once the relevant negative and positive impacts have been identified, they must then be balanced and weighed up. A logical conclusion must be drawn to assess the net impact on the community. (p 7 of 9)

--	--	--

**Destination Horsham Investment Attraction Strategy & Implementation Plan (Horsham Rural City 2022)**

Adopted by Council: 2022

DHIASIM

highlight the strengths of the Horsham region as an area to live, work and invest.

--	--	--

# Council adopted documents and regional plans

includes an implementation plan which outlines the actions that will be taken to assist developing outcomes for the key priority areas in the region.		
Are there planning scheme implications? Y		
Recommended policy changes and the basis for this (link to document):	Proposed policy to be inserted into scheme.	Location of policy
<p><i>Prepare and implement the recommendations from the Aerodrome Masterplan (p57)</i></p> <p><b>3.1.3</b> <i>Develop and implement the Natimuk Social and Economic Plan (p59)</i></p> <p><b>1.3.5 &amp; 1.3.6</b> <i>Develop and implement the Horsham North Local Area Plan (p61)</i></p> <p><b>1.5.3</b> <i>Identify and recognise areas and places of cultural and historical significance that maintain connection to places, land and culture and engage early. (p61)</i></p> <p><b>1.54</b> <i>Implement the <b>Horsham Heritage Study</b> to protect buildings and places of historic cultural heritage to reinforce a 'sense of place' and celebrate Horsham's character and distinctiveness (p61)</i></p> <p><b>1.6.6</b> <i>Prepare heritage controls and complete amendment to the HRCC Planning Scheme (p62)</i></p> <p><b>2.10.2</b> <i>Develop and implement a Housing Affordability and Diversity Strategy (p62)</i></p>	<p>Include at Clause 74.02 (Further strategic work):</p> <p><b>Prepare and implement the recommendations from the Aerodrome Masterplan.</b></p> <p><b>Develop and implement the Natimuk Social and Economic Plan</b></p> <p><b>Develop and implement the Horsham North Local Area Plan</b></p> <p><b>Implement the Horsham Heritage Study</b></p> <p><b>Develop and implement a Housing Affordability and Diversity Strategy</b></p> <p><b>Prepare and implement the Horsham South Structure Plan (Stage 2)</b></p> <p><b>Prepare and implement a Commercial &amp; Industrial Land Use and Supply Strategy</b></p> <p><b>Prepare and implement a Rural Land Use and Small Settlements Strategy to plan for small towns and settlements and to ensure productive agricultural land is protected</b></p> <p><b>Peer review and implement the recommendations from the Wartook Valley Strategy</b></p>	

# Council adopted documents and regional plans

<p><b>2.10.3</b> Prepare and implement the Horsham South Structure Plan (Stage 2) (p62)</p> <p><b>3.1.1</b> Prepare and implement a Commercial &amp; Industrial Land Use and Supply Strategy (p62)</p> <p>Prepare and implement a Rural Land Use and Small Settlements Strategy to plan for small towns and settlements and to ensure productive agricultural land is protected (p62)</p> <p><b>3.1.2</b> Peer review and implement the recommendations from the Wartook Valley Strategy (p62)</p>		
<p><b>2.8.1</b> Support the Development of Mt Zero Resort (p57)</p> <p><b>2.8.1</b> Support the delivery of tourism opportunities on the Wimmera River, Mt Arapiles and lakes in our region (p59)</p>	<p>Include new strategic directions for tourism at 02.03-7:</p> <p>Support the development of the Mt Zero Resort.</p> <p>Support the delivery of tourism opportunities on the Wimmera River, at Mt Arapiles and at the regions' lakes. [NEW, DHIASIM, p59]</p>	02.03-7
<p><b>3.6</b> Widely promote the advantages of establishing solar and wind farms in the Horsham region</p> <p>Council support and advocate for renewable energy projects of all scales (p58)</p>	<p>Include new strategic direction for environmental risks and amenity at 02.03-3:</p> <p>Support renewable energy projects of all scales [NEW, DHIASIM, p58]</p>	02.03-3
<p><b>Wartook Valley Strategy (Horsham Rural City Council, 2017)</b></p>	<p><b>Adopted by Council September 2017</b></p>	<p><b>WVS</b></p>
<p>Identifies and articulates a vision for the area and provides direction to resolve</p>		

# Council adopted documents and regional plans

<p>potential, and use conflicts and ensures the ongoing use and development of the area occurs in a way that does not detract from the local environmental and landscape values.</p>		
<p>Are there planning scheme implications? Y</p>		
<p><b>Recommended policy changes and the basis for this (link to document):</b></p>	<p><b>Proposed policy to be inserted into scheme.</b></p>	<p><b>Location of policy</b></p>
<p><i>“Nestled at the western base of the Grampians National Park, the Wartook Valley will continue to provide some of Victoria’s most spectacular, yet unheralded natural landscapes. Due to the environmental custodianship actions of past, present, and future landowners, the Wartook Valley contains spectacular environmental values, which enhance the overall value and experience of “The Valley”. In future, the Wartook Valley will continue to represent the very best of the region, becoming a preferred tourism destination or lifestyle choice for people seeking natural beauty, wildlife, outdoor recreation and local primary production opportunities within a tranquil atmosphere and with easy access to the Grampians National Park and the Grampians Peaks trail.” (p14)</i></p>	<p>Introduce amended Strategic Direction for tourism at 02.03-7:</p> <p>§ Encourage the development of the Wartook Valley area as a preferred tourism / lifestyle choice destination for people seeking natural beauty, wildlife, outdoor recreation and local primary production opportunities, while protecting the National Park and surrounding landscape, allowing for greater tourism activity and protecting farming land and other agricultural uses.</p>	<p>02.03-7</p>
<p><i>It is recommended that updates are made to the Local Policy Framework to reflect the Wartook Valley Strategy. Include the Vision and Principles from the</i></p>	<p>Include at Clause 74.02 (Further strategic work): <b>Implement the adopted Wartook Valley Strategy by:</b></p>	<p>74.02</p>

# Council adopted documents and regional plans

*Wartook Valley within the Local Planning Policy Framework of the Horsham Planning Scheme. (p39)*

*The Wartook Valley Strategy recommends introducing the Rural Conservation Zone, the Rural Activity Zone, and the Rural Living Zone to the area. These zones will replace the Farming Zone in certain areas (see the following implementation table for details). It should be noted that the Farming Zone will continue to operate in certain areas. (p43)*

*The Environmental Significance Overlay Schedule 1 should be extended to include all land within the Study Area and be consolidated with the existing Environmental Significance Overlays. (p54)*

*A new Significant Landscape Overlay should be drafted based on the Landscape work completed to date. It should acknowledge that there are valuable landscapes and views within the Wartook Valley. (p54)*

*Design Guidelines have been developed to inform future development and subdivision. It is envisaged that these will be incorporated into the Planning Scheme and referenced throughout the Local Planning Policy Framework and Significant Landscape Overlay. (p55)*

*Undertake Flood Study for land within the Wartook Valley (p55)*

- Incorporating the Strategies' Vision and Principles into the Local Planning Policy Framework.
- Introducing the Rural Conservation Zone, the Rural Activity Zone, and the Rural Living Zone.
- Extended the extent of ESO1 and consolidating the existing ESO's that apply in the area.
- Introducing a new Significant Landscape Overlay.
- Introducing the Wartook Valley Strategy Design Guidelines as an Incorporated Document at Clause 72.04
- Undertaking a Flood Study for land within the Wartook Valley
- Undertaking a Strategy for land north of the Wartook Valley Strategy Study Area, for the land generally described as Laharum.

# Council adopted documents and regional plans

*Undertake Strategy for land north of the Wartook Valley Strategy Study Area, for the land generally described as Laharum. (p55)*

## Regional documents

<b>Wimmera Regional Catchment Strategy 2021-2027 (Wimmera CMA, June 2021e)</b>	<b>Adopted by Wimmera CMA, 30 June 2021</b>	<b>WRCS</b>
The RCS is the overarching strategy for integrated catchment management in the Wimmera Region.		
Are there planning scheme implications? N	The RCS contains a number of relevant, high level strategic directions which are generally supported by / reflected in the existing objectives and strategies of the Planning Scheme.	
<b>Recommended policy changes and the basis for this (link to document):</b>	<b>Proposed policy to be inserted into scheme.</b>	<b>Location of policy</b>
N/A		
<b>Country Plan: Growing what is Good (Barengi Gadjin Land Council, 2017)</b>	<b>Adopted by Barengi Gadjin Land Council, 2017</b>	
Sets out a strategy to build capacity and to meet the outcomes and priorities set by the Traditional Owners.		
Are there planning scheme implications?	Pending consultation with Traditional owners.	

# Council adopted documents and regional plans

Recommended policy changes and the basis for this (link to document):	Proposed policy to be inserted into scheme.	Location of policy
<p><i>People have been living in the Wimmera for at least 40,000 years, in inter-connected local groups, each of which was associated with a particular tract of the Country</i></p>	<p>Add new line to start of 2.01 Context:  <i>The Barengi Gadjin people are the traditional owners of the Horsham Rural City region.</i></p>	
<p>The strategy details how the Grampians region has been preparing for climate change and sets out priority areas for adaptation action.</p>		
<p>Are there planning scheme implications? Y</p>	<p>Include traditional owner acknowledgement in 02.01 context.</p>	

# Council adopted documents and regional plans

## Most recent planning scheme review

Recommendations from last review	Complete? (Yes or no)	Still required (Yes or no)	Carry over to Clause 74.02 (Yes or no)
1. Update the MSS with the most recent data to recognise all statistics, projections, land supply information and demographic trends.			
2. Update the MSS to highlight the ageing population and the need to facilitate development of aged care facilities, including affordable and accessible housing			
3. Include strategic policy provisions relating to attracting young families to the municipality, including the supply and construction of appropriate housing, community facilities such as education and child care, and a range of entertainment and recreation services and facilities			
4. Recognise the decline of the municipality's regional population and the corresponding growth of the Horsham urban centre, and highlight the change in demand for services.			
5. Ensure that an adequate supply of appropriately located land suitable for development across a range of uses is available.			
6. Update policy provisions to foreshadow potential shifts in agricultural practices as a result of changing climate conditions, farming practices and other macro influences.			
7. Update the MSS to recognise the potential for environmental and economic change within the municipality.			
8. Ensure that the diversification and growth of industry is facilitated through policy.			
9. Ensure that environmental risks and opportunities, including flooding and inundation, wildfire, and the protection of vegetation and biodiversity values are appropriately addressed through policy.			
10. Include priorities for community development as identified through the emerging <i>Community Wellbeing Plan</i> .			
11. Provide support for sustainable transport infrastructure within urban centres and new developments.			



# Council adopted documents and regional plans

12. Facilitate economic development including opportunities to develop and enhance the tourism industry.			
13. Ensure that planning policy reflects the issues in relation to subdivision and land use in rural area, including interface issues and the conflict between 'right to farm' and lifestyle living			
14. Update policy provisions to foreshadow potential shifts in agricultural practices as a result of changing climate conditions, farming practices and other macro influences as highlighted through the Future Farming Strategy.			
15. Ensure that the MSS includes key policies and principles identified in the Regional Victoria Blueprint.			
16. Develop an overarching settlement hierarchy to identify townships suitable for growth and recognise existing constraints including servicing and access to community infrastructure.			
17. Update the MSS to recognise economic development opportunities arising from the Wimmera Mallee Pipeline, relocation of the saleyards, and integrated freight hub at Dooen.			
18. Ensure that remnant vegetation is appropriately protected through planning policy and specific overlay controls.			
19. Update relevant sections of the MSS to reflect the vision and objectives of the <i>Council Plan</i> .			
20. Ensure that ongoing amendments to the planning scheme are undertaken to reflect new and emerging Council priorities.			
21. Reflect the relevant actions, objectives and principles of the adopted Health and Wellbeing Plan within the MSS.			
22. Consider the scope for updating the MSS to reflect the strategic priorities outlined in the reviewed <i>Horsham 2040</i> .			
23. Undertake analysis of existing supply and demand for commercial, industrial and residential land within the regional city.			

# Council adopted documents and regional plans

24. Undertake preparation of a Framework for Managing Growth for Horsham based on firm strategic directions.			
25. Undertake a detailed study of supply and demand in the Central Activities District.			
26. Prepare a Central Activities District Strategy, with reference to the wider city Framework for Managing Growth, to guide future development and growth and update the Urban Design Framework as appropriate.			
27. Work with Regional Development Victoria and surrounding municipalities to ensure the needs of the wider region are considered in planning decisions for the CAD.			
28. Expand on the existing community plan to prepare a land use and development strategy for Natimuk to determine areas for consolidation of commercial activity and residential growth.			
29. Review the application of the township boundary to bring it in line with growth needs and existing zoning controls and to recognise and appropriately deal with development constraints as a priority.			
30. Encourage additional economic development in the town.			
31. Encourage and reflect the town's desire for sustainable development within planning controls.			
32. A strategic assessment of supply and demand for rural living in the municipality should be undertaken and a growth strategy for rural living determined with reference to preferred size of lots and all available information regarding opportunities and constraints prior to further rezoning.			
33. Utilise settlement boundaries to reduce land use conflict and consolidate existing settlement and future growth.			
34. Undertake a settlement strategy for the rural areas.			
35. Consider the provisions of the planning practice note on Rural Residential Development and Ministerial Direction 6 when assessing applications.			

# Council adopted documents and regional plans

36. Encourage growth of those settlements where development can be sustained and accommodated with the appropriate infrastructure provided.			
37. Undertake a settlement strategy for Horsham's townships to determine future growth opportunities for Horsham's areas. Such a study should take into account interface issues and how to address right to farm issues.			
38. Maintain the Farming Zone for the majority of Horsham's rural areas to ensure land is available for agricultural production and maintain a 60ha minimum subdivisions size within this zone.			
39. Within the zone apply clear policy direction resisting the establishment of dwellings in rural areas, unless in identified settlements or essential to the daily operation of the agricultural production or processing.			
40. Establish a Strategic Framework Plan in the MSS to identify agricultural land of Strategic Significance, as identified in the EnPlan report, and include policy to ensure that this land is not encroached upon.			
41. Update the MSS to include an objective to ensure that new development on the urban-rural fringe does not impact existing agricultural activities and that new settlements are protected from amenity impacts.			
42. Encourage rural settlement to locate in areas that have already been cleared to minimise further loss of vegetation.			
43. Restrict further growth from occurring at Clear Lake until a proper strategy is undertaken and to protect surrounding high quality agricultural land and include this recommendation in proposed settlement hierarchy at Clause 21.04.			
44. Draw a tight settlement boundary around the existing development at Clear Lake.			
45. Undertake discussions with land managers to determine if crown land in both the FZ and the PPRZ could be rezoned to the PPRZ only.			
46. Retain current zoning controls for the majority of land in Dooen, amend the schedule to the FZ as per recommendations in the <i>Rural Zones Review</i> .			

# Council adopted documents and regional plans

47. Undertake discussions with land managers to determine how land in two zones should be treated in Dooen.			
48. Place a relatively loose settlement boundary around the Dooen TZ area having regard to the future growth requirements which may arise from the development of the Freight Hub.			
49. Ensure future development of the freight hub is not impacted by or does not impact on residential growth.			
50. Rezone land within two zones at Jung with the intention of rezoning to FZ to protect high quality agricultural land.			
51. Encourage future township development in Jung and consolidation of allotments through the application of a relatively loose settlement boundary around revised Township Zone.			
52. Consider rezoning larger lots within the Township Zone to the northeast of Jung to Farming Zone until future development potential of Jung is identified through preparation of a settlement strategy.			
53. Retain the current Township Zone as a means of reflecting the existing subdivision pattern in Mitre.			
54. Restrict future growth pending the outcomes of a settlement strategy and place a tight settlement boundary around existing development in Mitre.			
55. Review the use of the Noradjuha RLZ area and consider the potential for rezoning to the FZ.			
56. Retain the existing TZ and apply a settlement boundary in line with the zoning control to encourage the consolidation of development in Noradjuha;			
57. Restrict further development of this area pending a settlement strategy due to environmental significance of the Noradjuha land.			
58. Review use of the zoning controls in this area and consider rezoning TZ properties to the PCRZ.			
59. Do not place a settlement boundary around development as Nurrabel acts more as a farming locality than a settlement.			

# Council adopted documents and regional plans

60. Encourage consolidation of FZ lots at the edge of Pimpinio to reduce speculative development potential.			
61. Encourage future township development and consolidation of Pimpinio through application of a tight settlement boundary around the existing TZ and associated uses.			
62. Restrict further development of Wail pending a settlement strategy.			
63. Review lots within both FZ and TZ for rezoning potential in Wonwondah (see later recommendations in Section X).			
64. Draw a tight settlement boundary around existing development in Wail.			
65. Consider rezoning the TZ land to the RLZ and restrict further development at Wonwondah.			
66. Draw a tight settlement boundary around existing rural residential development around Wonwondah.			
67. Draw a tight settlement boundary around existing dwellings and community uses (along Brimpaen-Laharum Road).			
68. Rezone community facilities (including hall and tennis courts) from the PCRZ to other public zones.			
69. Ensure any future tourism development is appropriate and directed to specific locations and does not impact on land of high agricultural quality to the south.			
70. Restrict inappropriate expansion of Dadswells Bridge and consolidate future development within the existing areas of settlement.			
71. Provide policy directions to ensure future development is facilitated whilst not impacting on the environmental significance of the area including the Mt William Creek and biolink.			
72. Subject to review of the future growth and development of the settlement in consultation with the local community, consider rezoning some of the larger areas of RLZ to the FZ to reduce potential for subdivision and new development within the floodplain.			

# Council adopted documents and regional plans

73. Place Haven/McKenzie Creek within an investigation area to specifically look at whether the area could be further developed pending infrastructure and servicing constraints and demand for greater intensity in the area;			
74. Restrict development from impacting on land of agricultural strategic significance (Horsham Plain Unit) to the south east of Haven.			
75. Place a tight settlement boundary around existing development in Kalkee and prevent further expansion of the settlement into surrounding high quality agricultural land.			
76. Review application of the PCRZ and rezone any community facilities in the area to the PUZ or PPRZ.			
77. Realign existing RLZ boundaries with lot boundaries where possible.			
78. Rezone parcels of land in Laharum to the PUZ/PPRZ to reflect their existing use as school, community and recreation uses.			
79. Consider applying the RLZ to land at Geue Town to the south of Laharum proper to reflect existing settlement patterns.			
80. Rezone the land presently zoned FZ and RLZ on Northern Grampians Road (utilised as a recreation reserve and sporting facility) to PPRZ or PUZ in line with existing use and settlement recommendations.			
81. Place a settlement boundary around existing development which also allows for future growth in line with the Laharum area's capacity.			
82. Encourage the consolidation of community and other infrastructure within Laharum proper.			
83. Recognise the importance of the college and field day site uses at Longerenong within the economic development strategies in the MSS and provide strategies to facilitate and support future development in connection with these uses.			
84. Apply a settlement boundary around the land identified in Map 1 of the Schedule to the Farming Zone.			

# Council adopted documents and regional plans

85. Remove the 10 hectare minimum subdivision provision in the Schedule to the Farming Zone.			
86. Consider the future of Lower Norton in the discussions around the Haven Growth Investigation Area.			
87. Draw a settlement boundary around the existing settlement areas.			
88. Square up the boundary of the RLZ and the DPO2 in Quantong to relate to lot boundaries and each other.			
89. Retain all RLZ land in Quantong and Vectis south and reiterate in policy the need to protect surrounding high quality agricultural land.			
90. Consider the rezoning of area south of Creasy Court in Vectis South if flooding issues do not limit future development for rural living.			
91. Retain large expanse of rural living zone land to the east of Cameron Road and amend schedule to ensure minimum lot size is larger than the standard to minimise further development.			
92. Apply an investigation area for rural residential development and pending review of flooding issues in the area, consider rezoning area of FZ to the west of Cameron Road to the RLZ.			
93. Consider the implications of greater intensity of rural residential development in the Burnt Creek area in the context of a review of Horsham's future growth needs and directions.			
94. Consider removing the RLZ from land to the east of the Toolondo Reservoir.			
95. Retain RLZ on land fronting Hamilton-Natimuk Road in Toolondo and expand to encompass existing dwelling and small lot development along Wonwondah-Toolondo Road.			
96. Undertake a rezoning of small land parcels along Rose Gap and Smiths Road to the RCZ in line with its environmental values and limited capacity for agriculture and investigate other areas where this may be appropriate.			

# Council adopted documents and regional plans

97. Draw a settlement boundary around existing development with Wartook.			
98. Review the FZ and ESO1 for the Wartook Valley pending completion of strategic work on the future direction for this region and as the most effective means of protecting the national park.			
99. Provide greater policy direction for tourism and rural activity development in the planning scheme.			
100. Undertake development of a strategy for the area in consultation with authorities and the local community and consider the application of the rural zones in the area, further development potential and the use of the 16ha minimum subdivision size under the ESO1.			
101. Update the MSS to include reference to developing the alternative energy sector.			
102. Update the MSS to identify land to be set aside for specific commercial and industrial activities including the Wimmera Intermodal Freight Terminal and land surrounding the aerodrome, with reference to a supply and demand analysis.			
103. Update the MSS to reflect and foreshadow the potential diversification and intensification of agricultural activities.			
104. Update the MSS to reflect the opportunities associated with the Wimmera Mallee Pipeline.			
105. Include objectives and strategies in relation to encouraging small scale and appropriate economic development and tourism activities.			
106. Review the <i>Wartook/Grampians Area Tourism Planning Study</i> in conjunction with the relevant authorities to determine whether the recommendations are still valid and update associated policy in response.			
107. Consider application of the RAZ in specific locations based on a detailed review of tourism needs in the municipality. This should be strongly supported by policy			
108. In conjunction with GWM Water, investigate the potential for the water authority to have increased input into strategic planning for new development.			



# Council adopted documents and regional plans

109. Include objectives and strategies in relation to the management of development in unserviced areas.			
110. Update the MSS to recognise the limitations of energy supply in Horsham and the impact on development.			
111. Update the MSS to incorporate principles of social planning and community development, including recognition of accessibility, social inclusion, and community wellbeing.			
112. Amend the MSS to incorporate key aspects of the adopted <i>Horsham Community Wellbeing Plan</i> once completed.			
113. Include an objective in the MSS to promote land use and transport integration which facilitates physical activity through the delivery of sustainable and walkable communities			
114. Update the MSS to identify the land required to support the operation of the Wimmera Intermodal Freight Terminal, including the provision of industrial sites, and undertake an amendment to rezone the relevant land.			
115. Update the MSS to foreshadow the likely location of the proposed Western Highway realignment to the north and east of Horsham and the need to protect land for this purpose.			
116. Apply the PAO to land to be set aside for the bypass in conjunction with VicRoads and the DoT (as necessary).			
117. Provide strategic support in the MSS to facilitate sustainable transport infrastructure within towns, including objectives and strategies in relation to the following:			
118. Achieve compact urban forms that utilise existing infrastructure.			
119. Provide infrastructure to support sustainable transport modes within towns, including public transport facilities, end of trip facilities and infrastructure to support cycling and walking.			
120. Encourage urban design outcomes that promote physical activity and accessibility to public open spaces.			

# Council adopted documents and regional plans

121.Promote integrated planning that delivers community facilities, open space and recreational opportunities.			
122.Update the MSS to recognise that promoting healthy waterways is critical to maintaining agricultural productivity and the viability of tourism enterprises.			
123.Ensure that future strategic planning and directions for growth are informed by an understanding of floodplains and flood modelling.			
124.Ensure that the planning scheme is flexible and adaptive to the introduction of updated floodplain mapping data.			
125.Recognise and facilitate the opportunities arising from the Wimmera Mallee Pipeline for rural land and activities.			
126.Recognise in the planning scheme the significance of wetlands and watercourses.			
127.Review the application of the ESO in conjunction with the WCMA, DSE and DPI to ensure that all wetlands are identified and protected in the planning scheme as follows:			
128.Update the planning scheme to identify all wetlands in the municipality utilising information available through the Biodiversity Interactive Maps and Index of Wetland Condition.			
129.Extend the coverage of the ESO2, to recognise the significance of the Wimmera Salt Valley Linear Depression land unit and all wetlands. Amend the Statement of Environmental Significance and objectives as required.			
130.In conjunction with the WCMA create a new schedule to the ESO to apply to Wetland catchment areas for their protection.			
131.Update the relevant overlay(s) to include permit requirements for all buildings and works within wetland areas. Include application requirements to ensure that applications demonstrate that the proposed buildings and works will not adversely impact the botanical, archaeological, zoological or geological significance of wetlands.			
132.Update the MSS to recognise the economic and environmental impacts of salinity.			

# Council adopted documents and regional plans

133. In conjunction with the WCMA and DPI, continue to monitor salinity affected land and its implications on the area.			
134. Update the MSS to promote a conservative and precautionary response in relation to the increased environmental risk of drought, bushfires and flooding.			
135. Ensure that bushfire risk is considered in the assessment of use and development in high risk areas.			
136. Undertake an amendment to update the extent of application of the FO and LSIO in conjunction with the WCMA. This should be actioned as a priority.			
137. Investigate the possible extension of the Urban Floodway Zone to areas subject to significant flooding and inundation in conjunction with the WCMA.			
138. Develop and implement an ESO for Horsham's wetlands, in conjunction with the DPI, DSE and WCMA			
139. Update Clause 21.04 to acknowledge the inter-municipal issue of drainage, and include a strategy which seeks to coordinate drainage activities with the WCMA and surrounding municipalities.			
140. Update the MSS to identify Horsham's biolinks and flagship areas as outlined in Securing Our Natural Future, and highlight their importance to the ongoing management of natural assets at both a regional and State level.			
141. Consider opportunities for the rationalisation and consolidation of settlement boundaries, with consideration given to areas of biological significance, to improve conservation values.			
142. Council should continue to coordinate with relevant authorities in relation to the management of native vegetation.			
143. Investigate the application of the VPO to protect significant native vegetation in conjunction with the DSE and WCMA.			

# Council adopted documents and regional plans

144. Investigate amending the FZ Schedule in conjunction with the DSE and WCMA to ensure that buildings and works are setback at least 100 metres from boundaries to National Parks and PRRZ land.			
145. Update the MSS to include objectives to promote the retention and restoration of heritage assets within Horsham.			
146. Complete additional heritage investigations once funding is obtained, and implement any key findings via a planning scheme amendment.			
147. Update the MSS to recognise the Barengi Gadjin Land Council as the local Registered Aboriginal Party (RAP).			
148. Retain the current emphasis of the importance of agriculture for Horsham's economic and social development within the Planning Scheme.			
149. Update the production figures for agriculture within the Horsham MSS.			
150. Retain the Farming Zone in Horsham's rural areas unless there is strong strategic justification for alternative use.			
151. Utilise the provisions of Clause 17.05 when considering development of land in high quality agricultural areas.			
152. Encourage the diversification of agriculture including value adding industries.			
153. Provide policy direction on future intensive agriculture activities to guide their location and minimise amenity impacts.			
154. Review and restructure Horsham's MSS broadly in line with the final structure of the new SPPF			
155. Ensure that strategies are directly linked to and located under an objective in each clause			
156. Undertake to condense the length of Horsham's MSS where possible.			
157. Update all population and demographic data with the most recent census results.			

# Council adopted documents and regional plans

158. Update the Municipal Profile to reflect Horsham's strong agriculture and primary industry sector, as well as its significance as a regional centre.			
159. Include a statement to reflect the importance of Horsham's environmental assets.			
160. Undertake to significantly reduce the length of Clause 21.02, including relocating content to other areas of the MSS where appropriate.			
161. Update the headings listed under Clause 21.02 to match the proposed new MSS clauses.			
162. Move the Strategic Framework Plans for the Horsham Rural City and Horsham Regional Centre to Clause 21.03.			
163. Ensure that all primary and emerging issues identified at Section 7.2.4 are reflected in the list of key influences.			
164. Replace Clause 21.03 with the vision statement contained in the 2009- 2013 Council Plan.			
165. Move the Strategic Framework Plans for the Horsham Rural City and Horsham Regional Centre from Clause 21.02 to Clause 21.03.			
166. Update the Horsham Rural City Strategic Framework Plan to reflect the municipality's primary physical characteristics and key strategic planning directions, and improve the overall design and layout.			
167. Update the Horsham Regional Centre Strategic Framework Plan to clearly identify areas designated for future growth.			
168. An overarching settlement hierarchy for the Horsham Rural City should be the central pillar of the Settlement policy framework.			
169. Include individual township/settlement policies within a new MSS clause to translate the settlement hierarchy into specific policy objectives and strategies. These policies should apply a consistent approach to layout and content, and provide each town/settlement with a vision, objectives and strategies, and map including a settlement boundary.			

# Council adopted documents and regional plans

170. Provide policy direction to ensure future rural residential development is consolidated within settlement boundaries.			
171. Include provisions to identify how development in un-serviced areas is to be managed.			
172. Include an objective to ensure that development on the urban-rural fringe does not impact existing agricultural activities and that new settlements are protected from amenity impacts associated with agriculture. Relevant strategies could include: <ul style="list-style-type: none"> <li>○ Ensure that new estates are master planned and demonstrate an appropriate interface between urban and existing agricultural uses;</li> <li>○ Avoid panel fencing as an interface treatment between agricultural land and new residential development; and</li> <li>○ Promote roads or open space as interface treatments between agriculture and new residential development.</li> </ul>			
173. Support long term planning for infrastructure and ensure that infrastructure is appropriately provided before development commences.			
174. Support physical accessibility through provision of cycling and walking infrastructure.			
175. Provide support for sustainable transport infrastructure within urban centres and new developments.			
176. Include an objective to support ESD principles in new developments.			
177. Update the MSS with the most recent data to recognise all statistics, projections, land supply information and demographic trends.			
178. Provide an objective promoting health and well-being for the Horsham community and land use and development strategies to achieve this, including through the provision and location of appropriate community services and facilities. This objective should refer to the actions, principles and objectives of Council's adopted Health and Wellbeing Plan.			
179. Include provisions encouraging affordable and accessible housing.			
180. Support development planning for new growth.			

# Council adopted documents and regional plans

181. Recognise the oversupply of some types of residential land.			
182. Strengthen the role and function of Horsham's CAD.			
183. Include an objective to support equitable land use outcomes for river frontages.			
184. Promote recreation opportunities along the river open space corridor.			
185. Provide for a 10-15 year land supply consistent with State Government planning requirements.			
186. Strategic policy provisions should be included in relation to attracting and retaining young people, including the supply and construction of appropriate housing, community facilities and a range of entertainment and recreation services and facilities.			
187. Undertake a structure planning process for Horsham City itself, including a review of the implementation and extent of the Urban Growth Boundary.			
188. Develop and implement an overarching settlement hierarchy strategy to assist the future development of Horsham and incorporate it into the planning scheme.			
189. Include an objective to clearly articulate Council policy in relation to development in areas prone to flooding and inundation.			
190. Provide support for the promotion, protection and enhancement of biodiversity.			
191. Identify Horsham's biolinks and wetlands.			
192. Include an objective to support the retention of cultural heritage assets and values.			
193. Support the integration of catchment management strategies with Council actions in managing Horsham's environment.			
194. Include policy to recognise the issue of drainage and promote the integrated management of drainage activities with the WCMA.			
195. Develop a policy objective seeking the sustainable management of land and resources.			
196. Develop a policy objective in relation to managing wildfire.			

# Council adopted documents and regional plans

197. Recognise the value of the Wimmera River and the impact of development on the river and its waterways.			
198. Develop an objective to encourage active frontages in the Horsham CAD.			
199. Strategic policy revisions should be included to direct commercial development to appropriate and accessible locations and include design principles.			
200. Include an objective to focus tourism development to appropriate locations.			
201. Office development in bulky goods areas should be restricted.			
202. Include or update priorities for car parking as identified through the emerging Horsham CBD Parking Strategy.			
203. Emphasise the importance of and identify the location of strategically important agricultural land.			
204. Include a policy objective in relation to development of the alternative and renewable energy sector.			
205. Encourage the development of agriculture-based industries at the livestock exchange.			
206. Include an objective in relation to the opportunities provided by the Wimmera Mallee Pipeline and foreshadow the potential intensification of some agricultural activities.			
207. Recognise the growth in industry.			
208. Identify the location of the Wimmera Intermodal Freight Terminal and include policy to encourage the development of this facility and surrounding associated land.			
209. Recognise the likely location of the Western Highway realignment.			
210. Include an objective to flag the expansion of the Horsham Aerodrome.			
211. The MSS to include that the potential for the relocation of the rail line from Horsham be investigated as further strategic work.			



# Council adopted documents and regional plans

212. Include policy to clearly identify the responsibility for infrastructure provision and development contributions.			
213. Include priorities for the development of community infrastructure as identified through the emerging Horsham Community Wellbeing Plan.			
214. Ensure that the MSS is updated to recognise the Drainage Headworks Levy once adopted by Council.			
215. Delete Clause 21.05 and do not include a Monitoring and Review section in the Horsham MSS.			
216. Prepare and undertake an annual internal planning scheme monitoring program with established indicators and targets.			
217. Broaden the coverage of the policy (Clause 22.01) to apply to all commercial development in Horsham and provide more specific built form controls for individual areas.			
218. Undertake a study of commercial development needs to inform this policy.			
219. Remove the application of this policy to industrial zones and create a specific industrial areas strategy that directs the location and built form of industrial activities.			
220. Broaden the scope of the policy to include implementation of actions contained in the full range of adopted Council policies and strategies.			
221. Strengthen the MSS to include recognition of the value of protecting the area's natural resources and include the clause objective.			
222. Include a strategy in the MSS requiring an integrated management assessment approach for applications to ensure all relevant areas of Council and key agencies are involved in making decisions.			
223. Consider entering agreements with authorities regarding relevant referrals.			
224. Remove Clause 22.02 from the Horsham Planning Scheme.			
225. Ensure that the MSS reflects the objectives of Clause 22.03.			

# Council adopted documents and regional plans

226.Delete the current Clause 22.03 and relocate the key provisions of this policy into a single Rural Areas Policy, and ensure that the provisions of this new Clause do not duplicate existing requirements.			
227.Revise Clause 22.04 to address the WCMA's concerns and remove unnecessary content relating to carrying out the works.			
228.Once a clear policy direction for tourism development in the Wartook Valley has been established in consultation with the community, include the provisions of Clause 22.05 (Wartook Tourist Area Policy) into a municipal wide Tourism Policy and provide a greater direction regarding appropriate tourism development within the area.			
229.Once a clear policy direction for tourism development in the Natimuk and Mt Arapiles area has been established in consultation with the community, include the provisions of Clause 22.05 Natimuk and Mt Arapiles Area Tourism Policy into a municipal wide Tourism Policy and provide greater direction regarding appropriate tourism development within the area.			
230.Review the provisions in reference to the Mt Arapiles Block Tourism Feasibility Study.			
231.Place key provisions within the settlement component of the MSS.			
232.Consider increasing the township boundary to allow for growth.			
233.Provide greater guidance for the direction of commercial development in Natimuk.			
234.Review the existing content in conjunction with GWM Water.			
235.Reflect the key objectives within the Settlement component of the MSS and expand these to include the Rural Living Zone and reference to the supply and sequencing of infrastructure and development and developer contributions.			
236.Remove clause 22.08 and detail its provision in a single Rural Areas Policy.			
237.Remove Clause 22.09 in its entirety from the Horsham Planning Scheme.			

# Council adopted documents and regional plans

238. Amend Clause 22.10 Floodplain Management Policy to include the 2009 Wimmera River Flow Study as a reference document at the conclusion of the policy.			
239. Revise the structure of Clause 22 to contain the following policies: Clause 22.01 Commercial Development Policy Clause 22.02 Industrial Areas Policy Clause 22.03 Dam Policy Clause 22.04 Tourism Policy Clause 22.05 Rural Areas Policy Clause 22.06 Floodplain Management Policy			
240. No changes are recommended to the R2Z.			
241. Undertake a structure planning process to determine if other areas should be rezoned to the R2Z to facilitate more intensive development.			
242. Remove the reference to land shown as A in Map 1 to the RLZ.			
243. Consider reducing the subdivision size for land shown hatched on the maps, particularly land on the eastern part of Map 1.			
244. Undertake a review of existing supply and demand for Rural Living Zone development and rezone land in line with those findings.			
245. Seek to retain the minimum subdivision size of 60 hectares within the municipality where possible.			
246. Undertake a municipal wide Settlement Strategy to direct future rural settlement.			
247. Remove Map 3 and associated minimum subdivision sizes.			
248. Retain the minimum area for the freight terminal in the immediate term and consider removal once development is in place. Provide policy direction for the Wimmera Intermodal Freight Terminal area and prepare a structure plan for land around the facility to ensure it is used for new businesses and commercial operations that require direct access to the Freight Hub, The			

# Council adopted documents and regional plans

Schedule should be removed once the Wimmera Intermodal Freight Terminal area is more established.			
249.Remove the 0.5 hectare subdivision minimum for specific uses.			
250.Remove Maps 1 and 2 and associated minimum subdivision sizes.			
251.Retain the minimum subdivision size of 16 hectares for land affected by the ESO1 – Wartook Tourist Area			
252.No changes are recommended to the PUZ.			
253.No changes are recommended to the SUZ1.			
254.Create a new Schedule to the SUZ and undertake an amendment to apply it to the quarry site currently affected by SUZ1.			
255.No changes are recommended to the SUZ2.			
256.No changes are recommended to the SUZ3.			
257.Update the Schedule to the LDRZ to ensure that decision making considers Council policy and encourages proposed subdivisions to have access to reticulated services. Further amend the Schedule to specify a minimum lot size of 0.4 hectares where serviced, and one hectare where servicing is not available.			
258.Council undertake investigations into the strategic direction for Wartook and the possible extension of the ESO1.			
259.Revise the provisions of the ESO1 to be more explicit regarding the key values to be protected.			
260.Consider also applying the VPO to protect vegetation in the area in conjunction with the WCMA.			
261.Consider extending coverage of the ESO2 to recognise the significance of the Wimmera Salt Valley Linear Depression land unit and all wetlands. Amend the Statement of Environmental Significance and objectives as required.			

# Council adopted documents and regional plans

262. Update the relevant overlay(s) to include permit requirements for all buildings and works within wetland areas. Include application requirements to ensure that applications demonstrate that the proposed buildings and works will not adversely impact the botanical, archaeological, zoological or geological significance of wetlands.			
263. Undertake to make the WCMA a referral authority for the amended ESO2 and any new schedules development in relation to wetlands or catchment areas.			
264. In conjunction with the WCMA, consider the introduction of a new schedule to the ESO to apply to wetland catchment areas and watersheds, with reference to WCMA data.			
265. No changes are recommended for the ESO; however the extent of application of the ESO3 should be reviewed by the WCMA in conjunction with Council and DSE.			
266. The ESO4 should be retained in order to adequately protect existing proclaimed catchment areas.			
267. Retain the ESO6 in its current form.			
268. Retain Schedules 1, 2 and 3 to the SLO in their current form.			
269. Complete a further heritage study to comprehensively assess heritage places within Horsham.			
270. Undertake an amendment to the Heritage Overlay to ensure all identified places of heritage significance are recognised in the planning scheme.			
271. Retain the DDO1 to provide adequate protection of the Rifle Range and its activities.			
272. Retain the DDO2 and DDO3 and investigate whether alternative controls are appropriate.			
273. Ensure the overlays adequately cater for the future growth of the airport.			
274. Review the DDO4 in conjunction with the WCMA and recent flood mapping to ensure it is appropriate.			
275. Retain DDO5 and DDO6.			

# Council adopted documents and regional plans

276. Review overlays in line with Heritage Study (once undertaken).			
277. Retain DDO8 in its current form.			
278. Retain the DDO9 in its current location to deal with drainage insufficiency.			
279. Review the application of this overlay or create an alternative overlay to control the impacts of untreated stormwater on the Wimmera River in conjunction with the WCMA and stormwater investigations.			
280. Retain the DDO10 in its current form.			
281. Investigate the appropriateness of applying a similar overlay for other commercial areas in Horsham.			
282. Retain the IPO in its present form.			
283. Retain DPO1 over specific areas of Low Density Residential Development.			
284. Retain DPO2 for specific areas of Rural Living Development.			
285. Retain DPO3 and revise the provisions to remove references to the abattoir.			
286. Consider rezoning the FZ area associated with the buffer and rezoning it to R1Z and applying the revised DPO3.			
287.			
288. Retain DPO4 while the mining operation is still active.			
289. Remove DPO4 once appropriate rehabilitation has occurred.			
290. Retain DPO5 while the mining operation is still active.			
291. Remove DPO5 once appropriate rehabilitation has occurred.			
292. In conjunction with the DPCD, consider removing DPO6 as it is an unnecessary duplication of existing local policy provisions.			

# Council adopted documents and regional plans

293. In conjunction with the WCMA, undertake an amendment to update the extent of application of the FO and LSIO in line with current flood mapping data.			
294. The extent of the WMO should be regularly reviewed in conjunction with the WCMA and the CFA and updated as required.			
295. Apply the EAO to all sites where potential contamination has been identified			
296. VicRoads and the DoT to determine the extent of land required for the bypass, noting that this may be a long term project.			
297. Apply the PAO to land to be set aside for the Horsham Bypass in conjunction with VicRoads and the DoT (as necessary).			
298. Council should continue to coordinate with the WCMA, DSE and DPI in relation to the management of native vegetation.			
299. Investigate the application of the VPO to protect significant native vegetation in conjunction with the DSE, DPI and WCMA.			
300. Do not introduce the RO to consolidate inappropriate subdivisions.			
301. Continue to utilise the provisions of the FZ and develop an overall settlement strategy to guide the location of growth within the municipality.			
302. In conjunction with the WCMA and DPI continue to monitor salinity affected areas and periodically review the impacts of salinity and the potential for introduction of the SMO.			
303. Consider removing the exemptions associated with the Wimmera Mallee Pipeline Project detailed in the schedules to Clauses 52.03 and 52.17 once the project is officially completed.			
304. Amend the schedule to Clause 52.17 to exempt weeds from requiring a permit for removal.			
305. Retain the identification of Horsham Plaza in Clause 52.28-3.			
306. Consider identifying the extent of key strip shopping centres to further control the location of electronic gaming machines in the schedule to Clause 52.28-4.			

# Council adopted documents and regional plans

307. Consider if particular growth areas of Horsham require greater POS contributions and the potential use of Clause 52.01 in a Structure Plan for the city.			
308. Utilise the Schedule to Clause 52.01 to ensure a minimum of 5% public open space or cash in lieu payment is made for new subdivision developments;			
309. Consider utilising a Parking Precinct Plan (identified in the schedule to Clause 52.06) for the Horsham CAD in the development of a Structure Plan for the city or Urban Design Framework for the area.			
310. Investigate areas where a native vegetation precinct plan could be utilised in conjunction with other areas of Council, DSE and the WCMA.			



# Previous 12B / Clause 74.02 Further strategic work

## Document A.11 Horsham Planning Scheme

### Existing Clause 74.02 projects

1. Project listed in Clause 74.02	2. Work complete and incorporated in scheme.	3. Work not started or not complete but should remain.	4. Remove from 74.02 - work complete or no longer required.	5. Comments / explanations, especially for column 4.
Prepare detailed plans to guide redevelopment of strategic infill sites.				
Prepare a structure plan for Horsham South and Haven.				
Enhance the showgrounds as an additional community recreation area along the river.				
Revise controls affecting land within and adjacent to the Horsham CAD and:				
Relocate light industrial activity presently located adjacent to the Horsham CAD and redevelop area for medium density housing.				
Prepare an urban design framework for the Horsham CAD.				
Support redevelopment of Horsham North:				
Review and implement the <i>Horsham North Urban Design Framework</i> (SJB Urban, 2013).				

# Previous 12B / Clause 74.02 Further strategic work

1. Project listed in Clause 74.02	2. Work complete and incorporated in scheme.	3. Work not started or not complete but should remain.	4. Remove from 74.02 - work complete or no longer required.	5. Comments / explanations, especially for column 4.
Rezone land identified for residential development.				
Support redevelopment of Horsham Rail Corridor:				
Prepare a master plan.				
Apply the Environmental Audit Overlay to land with a known history of potentially contaminating activities.				
Prepare framework plans for small towns and settlements.				
Undertake further investigation of the Wimmera River floodplain in Quantong to provide direction to future development.				
Support protection of biodiversity and water catchments through the development of environment and land management provisions.				
Complete flood investigations and develop provisions to protect areas from flood hazards and support floodplain function as recommended in:				
<i>East Horsham Drainage Recommendation Report (2013).</i>				
<i>East Horsham Flood Intelligence Report (2013).</i>				
<i>Horsham Flood Study (Wimmera Catchment Management Authority, 2003).</i>				
<i>Natimuk Flood Investigation (Water Technology, 2013).</i>				

# Previous 12B / Clause 74.02 Further strategic work

1. Project listed in Clause 74.02	2. Work complete and incorporated in scheme.	3. Work not started or not complete but should remain.	4. Remove from 74.02 - work complete or no longer required.	5. Comments / explanations, especially for column 4.
<i>Mount William Creek Flood Investigation</i> (Water Technology, 2014).				
<i>Wimmera Floodplain Management Strategy</i> (Wimmera Catchment Management Authority, 2012).				
Identify the full extent of areas where overland flooding and stormwater management issues occur to inform application of the Special Building Overlay.				
Prepare a Rural Strategy for the municipality.				
Develop an Open Space Strategy for the municipality that provides for passive and active sports and recreation opportunities.				
Implement recommendations from the <i>Horsham Heritage Study Stage 2</i> (Brieve Gillet, 2014).				
Develop a Housing Strategy for the municipality that considers housing diversity, affordability and accessibility.				
Prepare an Industrial Strategy for the municipality which considers infrastructure requirements and resolves interface issues with residential areas.				
Implement the recommendations from the Wartook Valley Strategy.				
Prepare a transport plan that identifies priorities for development of transport corridors compatible with new				

# Previous 12B / Clause 74.02 Further strategic work

1. Project listed in Clause 74.02	2. Work complete and incorporated in scheme.	3. Work not started or not complete but should remain.	4. Remove from 74.02 - work complete or no longer required.	5. Comments / explanations, especially for column 4.
developments, and ensure appropriate links between relevant areas of the municipality.				

## Further work identified in most recent planning scheme review

Date of last review: December 2010.

Recommendations from last review	Complete? (Yes or no)	Still required (Yes or no)	Carry over to Clause 74.02 (Yes or no)
Undertake a strategic assessment of supply and demand for rural living.			
Utilise settlement boundaries to reduce land use conflict and consolidate existing settlement and future growth.			
Consider the provisions of the planning practice note on Rural Residential Development and Ministerial Direction 6 when assessing applications.			
Encourage growth of those settlements where development can be sustained and accommodated with the appropriate infrastructure provided.			
A settlement strategy should be undertaken and should review the future growth potential of existing key settlements, provide a detailed settlement hierarchy and provide direction for future development.			
The structure of the MSS should be reviewed in line with the final structure of the new SPPF, with the addition of a separate section for township-specific policies and combining housing and settlement, transport and infrastructure, and resource and economic activity policies.			
The MSS also requires a substantial structural review, including the creation of a number of additional new clauses and deletion of several existing clauses. This will involve reorganising and 'tidying up'			

# Previous 12B / Clause 74.02 Further strategic work

Recommendations from last review	Complete? (Yes or no)	Still required (Yes or no)	Carry over to Clause 74.02 (Yes or no)
content presently located across a number of clauses, and consolidating related objectives and strategies based on key thematic groupings.			
Clause 22.01 (Commercial Development Policy) be expanded to apply to all commercial development, and a new Industrial Areas Policy created to apply to industrial zoned land.			
Clause 22.02 (Resource Protection Policy) be deleted and the relevant objectives be merged into the MSS.			
Clause 22.03 (Small Lot Subdivision in the Farming Zone Policy) be deleted, and a new Rural Areas Policy be created. The relevant objectives of this new policy should be reflected in the MSS.			
Clause 22.04 (Dam Policy) be further refined to address the concerns of the WCMA.			
Clauses 22.05 (Wartook Tourist Area Policy) and 22.06 (Natimuk and Mt Arapiles Area Tourism Policy) be deleted, and the provisions of these included within a new Tourism Policy.			
Clause 22.07 (Natimuk Township Policy) be deleted, and the provisions of this policy located within the new Townships clause of the MSS.			
Clause 22.08 (Controlling Low Density and Rural Living Development) be deleted, and the provisions of this policy located within a new Rural Areas Policy.			
Clause 22.09 (Grampians Region Water Authority Policy) be deleted entirely from the planning scheme.			
Clause 21.10 (Floodplain Management Policy) be retained but updated to reflect new data and mapping.			
Correct zoning anomalies identified in this review;			
Implement the findings of the Rural Zones Review once adopted by Council;			
Update the coverage or provisions of the following zones (discussed in detail within this report): RLZ, FZ, SUZ (create a new schedule to the SUZ to apply to quarry site), and LDRZ.			

# Previous 12B / Clause 74.02 Further strategic work

Recommendations from last review	Complete? (Yes or no)	Still required (Yes or no)	Carry over to Clause 74.02 (Yes or no)
Revise a number of Environmental Significance Overlays (ESO1, ESO2, ESO5);			
Review the coverage and application of the Heritage Overlay (HO) after the completion of a further heritage study, and ensure that all places of heritage significance are identified;			
Revise several Design and Development Overlays (DDO4 and DDO9);			
Update the extent of application of the Floodway Overlay (FO/RFO) and Land Subject to Inundation Overlay (LSIO);			
Apply the Environmental Audit Overlay (EAO) to all sites where potential contamination has been identified;			
Apply the Public Acquisition Overlay (PAO) to land to be set aside for the Horsham bypass of the Western Highway;			
Consider applying the Salinity Management Overlay (SMO) to land affected by salinity.			
Remove the exemptions associated with the Wimmera Mallee Pipeline Project in the schedules to Clauses 52.03 and 52.17 after completion of the project.			
Identify the extent of strip shopping centres in the schedule to Clause 52.28- 4.			
Consider applying schedule to Clause 52.01, 52.06 and 52.16.			
<p><b>Further Strategic Work</b></p> <p>An overall settlement hierarchy and associated settlement strategy, and development of individual township/settlement policies;</p> <p>Detailed heritage analysis of all early European and Aboriginal heritage assets worthy of protection in the planning scheme;</p> <p>Horsham CBD strategy;</p>			

# Previous 12B / Clause 74.02 Further strategic work

Recommendations from last review	Complete? (Yes or no)	Still required (Yes or no)	Carry over to Clause 74.02 (Yes or no)
Structure planning process for Horsham and Natimuk; Policy development for tourism areas, and potential application of the RAZ; Supply and demand analysis of rural residential land (RLZ and LDRZ); Economic development strategy; and Investigating the extent, risk and need to manage salinity in the planning scheme.			

## Proposed Clause 74.02 projects

New projects for inclusion in Clause 74.02. Provide enough detail to assist in understanding what changes it might make to the planning scheme. (For example, introduce built form controls..., prepare a housing strategy to support more diverse housing choices..., apply appropriate flood management tools).	Why the inclusion of this project is warranted (include any Council resolutions, adopted strategic work etc).	Is there a commitment to funding this project in the next four years yet?

# Council Survey Results

## Document A.12-1 Horsham Planning Scheme

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes
Q1: What are the most common types of applications received?	Multi-unit development	Permit data shows that sheds & outbuildings are the most common application type.		20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve
	Subdivision	Permit data shows that sheds & outbuildings are the most common application type.		
	Sheds	Permit data shows that sheds & outbuildings are the most common application type.		
Q2: What is the most common planning permit trigger for applications you deal with?	Native vegetation removal	No		
	Land subject to inundation	No		
	DDO9 stormwater management area	No		
	ESO4	No		
Q3: Are there any planning permit triggers that do not appear to	DDO 9 storm water management area - is blanket trigger across large urban	No		



# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes
<p>serve a useful purpose? What are they?</p>	<p>area, Current flood amendment is seeking refine mapping from recent modelling and reduce permit triggers by 80%.</p>			<p>20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve</p>
<p><b>Q4: Is there any type of applications you consider have no or very limited planning consequences? What are they?</b></p>	<p>ESO4 Declared water catchment picks up building and works for sheds, native vegetation and subdivision as schedule does not exclude them.</p>	<p>Yes – permit data shows that sheds &amp; outbuildings are the most common application type.</p>		<p>Remove redundant permit triggers in rural-residential and rural zones (e.g. sheds and outbuildings).</p>
<p><b>Q5: Are there any planning permit triggers that cause unnecessary delays to decision making?</b></p>	<p>TRZ2 require referral to DOT and responses are rarely received within the 28 day referral period if at all.</p>	<p>No</p>		

# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes 20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve
	Declared catchment under ES04 is referral to GWMwater but response are often late or not provided (referral in schedule and 66)	No		
Q6: What planning applications take the longest time to determine? Please explain why you think this is.	Multi-unit development due to poor application standards	No		
	large subdivisions due limited pre application meetings	No		
	Applications with more than one objection due to limited delegation - internal process can mean months.	No		Outside scope – consider revising delegations. One objection is a very low trigger.
Q7: Are there any specific planning permit triggers appearing regularly before VCAT? Can be multiple triggers.	Multi-unit development	Not really represented in the data.		
Q8: Would any planning permit triggers be better as VicSmart applications?	N/A			

# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes 20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve
Q9: What planning applications are the easiest to process? Please explain why you think this is.	Applications not requiring notification			
Q10: What are the three most common counter, email or phone queries you receive from the public?	<ul style="list-style-type: none"> <li>• Subdivision</li> <li>• Potential multi unit development</li> <li>• Pre purchase queries</li> <li>• Sheds and outbuildings</li> </ul>			

# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes 20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve
<p><b>Q11: Which local policies or schedules you rely on the most? If you could change the current drafting of these, what would you change?</b></p>	<ul style="list-style-type: none"> <li>• MPS to provide context to areas of municipality including Wartook, Qunatong, Natimuk and Horsham's</li> <li>• 11.01-1R Wimmera Southern Mallee to provide context of Horsham as a Regional Centre</li> <li>• 11.01-1L - Settlement Horsham City - gives limited direction beyond framework for growth and infill development. <b>No strategic infill development sites are identified</b> and broader definition is required to encourage around CAD, Employment areas or Community Facilities. <b>Strategy specifically targeting Horsham North</b></li> </ul>	<p>Analysis has identified the need for Council to address the most urgent of the recommendations from the 2010 Planning Scheme Review, <b>including the provision of clearer direction for settlement priorities.</b></p>		

# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes 20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve
	<p>is over represented as limited development occurs in area. Horsham South and Haven is where significant development is occurring and strategic directions report completed should be recognized and policy regarding need to manage growth of low density residential, coordinate infrastructure provision included and recognized Haven community precinct</p> <ul style="list-style-type: none"> <li>I refer to the <b>Horsham Regional City Framework Plan (although its old and not in the detail we would like it to be, it isn't irrelevant and still highlights future growth areas, preferred direction for growth).</b></li> </ul>			

# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes 20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve
	<ul style="list-style-type: none"> <li>• I also refer to the SD (Settlement) on facilitating development in a integrated / coordinated for Haven.</li> <li>• SD (Settlement) on protecting our unique character, <b>not sure what our unique character is and where</b>. No background work available to support this. I tend to use this SD more internally as a key consideration for rezoning requests and the importance in doing a Housing Strategy. WDA is also advocating for demolition of old housing stock and rebuilding new 'quality' housing. I have cautioned them on this and pointed to this SD.</li> </ul>			

# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes
	<ul style="list-style-type: none"> <li>SD (Housing): diversity of housing, capitalising off existing infra.</li> <li>Strategies for Horsham Regional City (11.01-1L - Settlement). Great to support the argument for housing diversity and promoting infill. We constantly get told there isn't enough greenfield land / resi land supply shortage and we push back with this. <b>But would be good to have a firm urban growth boundary / settlement limits and evidence showing the demand for different household sizes.</b></li> <li>Strategies for Horsham North (11.01-1L - Settlement). We are using this to support our Horsham North Local Area Plan and</li> </ul>			<p>20(4) in PSR amend</p> <p>Full amendment PSR advertise</p> <p>Further strategic work (future amendment) in PSR improve</p>

# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes 20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve
	<p>potential zoning changes to improve land use conflict, amenity and inappropriately located industrial land.</p> <ul style="list-style-type: none"> <li>SD (Environmental risks and amenity) - I used this to argue for stronger actions in our Municipal Tree Strategy. But <b>I think it is time Horsham does something on ESD and WSUD</b> - provisions in the scheme, for example, that require subdivision / new development to achieve best practice in enviro sustainability.</li> </ul>			
<p><b>Q12: Which local policies or schedules are poorly drafted, not useful for decision making or redundant?</b></p>	<p>Managing growth: need more local content / policy.</p> <p><b>We do not have strong enough direction for infill / med density areas, nothing on preferred lot size, where</b></p>	<p>Analysis has identified the need for Council to address the most urgent of the recommendations from the 2010 Planning Scheme Review, <b>including the provision of clearer direction for settlement priorities.</b></p>		



# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes 20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve
	<p><b>we should retain and protect areas with character.</b></p> <p><b>We don't have precise strategic infill sites to target.</b> City to River identified a few and so has the Horsham North Local Area Plan - but it is piecemeal.</p> <p>Small settlements / rural land use - There is a SD (Settlement) for Natimuk and other small settlements to encourage residential development and other land uses - <b>we do not have any strategic work to support this.</b> A hollow statement.</p> <p>- LDRZ: SD (settlement) Direct low density residential and rural living developments to locations adjoining existing settlements. <b>We have an over provision of LDRZ in Haven.</b> Avoid sprawl / pressure on local infra e.g.</p>			

# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes 20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve
	sewer, roads, community facilities. - DPOs: not so useful. <b>Outdated and not really providing guidance on the development outcomes we want.</b> - Strategies for Natimuk (11.01-1L - Settlement) - <b>no background work to support tourism in this area and no framework plan work to support continued development.</b>			
<b>Q13: Are there any local policies or schedules in the scheme that conflict with State policy, regional policy or other local policy? Please provide clause numbers and the reason why they conflict.</b>	Farming schedule for 10ha and small lot subdivision for specific uses appears contrary to state policy	No – lesser lot size is supportable if it has been strategically justified.		

# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes
<p><b>Q14: What local policies and schedules should be added to the scheme to make your decision making easier?</b></p>	<ul style="list-style-type: none"> <li>SLO- Council has three SLO and <b>none are mentioned in the LP sections</b>. They should be recognized and the unique landscape of mountains and Wimmera plains should be acknowledge. The south west landscape assessment should may provide some guidance.</li> <li>Open Space - <b>support the inclusion of policy from open space strategy as discussed</b>. Would like to include policy that picks up on need across all urban areas including Low Density Residential</li> <li>Heritage - Horsham Heritage Study was completed some time ago and identifies <b>precincts in Horsham and Natimuk</b></li> </ul>	<p>Yes</p>		<p>20(4) in PSR amend Full amendment PSR advertise</p> <p>Further strategic work (future amendment) in PSR improve</p> <p>Further strategic work to introduce Local Policy addressing landscape protection.</p> <p>Further strategic work to implement Horsham Heritage Study.</p> <p>Further strategic work (heritage gap studies)</p> <p><b>Implement any relevant tourism policy directions from adopted Eco Dev strategy.</b></p> <p>Further strategic work to implement land use and development directions for the Wartook Valley.</p> <p>Implement Council's Open Space Contribution Policy.</p> <p>Further strategic work to define a settlement boundary for Horsham(?).</p> <p>Further strategic work to identify and protect mineral sand, solar and wind power generation resources.</p> <p>Further strategic work to identify demand for industrial and commercial land</p> <p>Further. Strategic work to identify trees on private land worthy of protection.</p> <p>Further strategic work to identify neighbourhood character precincts in Horsham.</p>

# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes
	<p>and there should be general recognition of these areas in policy.</p> <ul style="list-style-type: none"> <li>• <b>Tourism</b> - Tourism should capture Grampians, Arapiles, Wimmera Silo Art Trail and Horsham City and is outlined in the recently approved <b>Economic Development Strategy</b> but also the following strategies</li> <li>• Heritage: an absence of local policy that addresses heritage precincts, the commercial heritage precinct, conservation, additions and new works, infill, removal of features, painting, use etc. Also <b>we need gap studies</b> - rural and mid century modern heritage for example. We have a time and typology gap.</li> </ul>			<p>20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve</p> <p>Further strategic work to identify growth and development directions for small settlements. Further strategic work to develop climate change / ESD policies.</p>

# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes 20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve
	<ul style="list-style-type: none"> <li>• Tourism: <b>current policy and controls conflict with aspirations for Wartook. We need policy on land use in Wartook Valley.</b> Protecting the Gramps, applying more conservation focused planning controls, allowing for greater tourism activity associated with the area and protecting and retaining farm land and other agri uses in the area.</li> <li>• <b>Open space contributions and policy</b></li> <li>• Protection of the Farming Zone from residential encroachment. Ideally a <b>settlement boundary.</b></li> </ul> <p><b>Emerging industries</b> such as mineral sands, solar and wind power generation. Economic potential through mineral</p>			

# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes 20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve
	<p>sands, solar and wind power generation.</p> <ul style="list-style-type: none"> <li>• <b>Future management of water</b> in a sustainable manner</li> <li>• <b>Protection of trees on private land</b>, provision of new trees on private land / new subdivisions</li> <li>• Outcomes of the <b>Urban Transport Plan</b> need to be incorporated</li> <li>• Industrial and commercial land use: <b>further analysis is required to understand the level of demand for industrial and commercial land</b> in order to safeguard the land for future purposes.</li> </ul>			

# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes 20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve
	<ul style="list-style-type: none"> <li>Residential zones (currently all GRZ), <b>neighbourhood character</b></li> <li><b>Acknowledgement and protection of significant landscapes</b> - local policy (e.g. Mt Arapiles, Wimmera River, Gramps) - and the link to biodiversity, vegetation and heritage. Protection of these values for tourism - recognition that they are intrinsically linked.</li> <li>Rural land use / <b>small settlements</b></li> <li><b>Vegetation and habitat protection</b> - retention and enhancement, trees and canopy cover (VPO?), remnant veg (mapping)</li> </ul>			

# Council Survey Results

1. Survey Question	2. Summary of raw data (from A12-2). One line per issue.	3. Is it supported by data or linked to issues identified in broader local content analysis?	4. Discussion at planners workshop	5. Recommended changes 20(4) in PSR amend Full amendment PSR advertise Further strategic work (future amendment) in PSR improve
	<ul style="list-style-type: none"> <li>• <b>ESD / Climate change mitigation</b> / SWUS</li> <li>• Recognition of traditional owners - cultural landscapes, culturally modified trees</li> <li>• <b>Infra - over reliance on private vehicles</b>, strong guidance on transport requirements in new developments</li> </ul>			
<p><b>Q15: Is there anything that we missed? Anything that you feel needs to be recorded?</b></p>	<p>N/A</p>			



# Council planner workshop

## Document A.14 Horsham Planning Scheme

### Date of meeting:

26th April 2022. 10:00am-12:00pm via Teams

### Who is at this meeting:

Council: Steph Harder, Evan Burnam, Nicholas Carey, Kirsten Miller, Fiona Gormann, Joel Hastings.  
Cazz Redding (RedInk), Bonnie Crowe (DELWP), Sarah Collie (DELWP), Elke Cummings (RedInk).

### Agenda items

1. Introductions
2. Analysis methodology
3. Summary of analysis phase findings
  - a. Global / thematic matters (e.g. lack of settlement strategy, contradictory built form outcomes between PPF and DDOs, lack of Plain English drafting in schedules).
  - b. Administrative improvements (e.g. delegations should be reviewed for number of objections)
  - c. Clause related matters.
4. Discussion planner survey and permit data
5. Discussion of council feedback on operational provision analysis and further strategic work
6. Implementation pathway options
7. Next steps: consultation phase – Councillor workshop / Council staff workshop
8. Next steps: reporting phase – preparation of Analysis Phase Final Report

# Council planner workshop

## Document A.14 Horsham Planning Scheme

### Item 3a and b: Global / thematic and administrative matters

Issue	Suggested change	Source	Council / workshop notes	Actions
<b>Identification of broader thematic or global matters</b>				
Drafting of Zone, Overlay, and Particular Provisions Local Schedules	Many Local Schedules do not comply with MD drafting requirements.	<ul style="list-style-type: none"> <li>• Zone analysis</li> <li>• Overlay analysis</li> <li>• Particular Provisions analysis</li> </ul>		
Sheds / outbuildings	Permit triggers for sheds should be reviewed to determine if any can be removed.	<ul style="list-style-type: none"> <li>• Analysis of Planning Permit Data</li> </ul>	<p>Council agree.</p> <p>Advocacy action – shed trigger of 100sqm is too small and should be an option to make it larger. Advocacy issue. Permit triggers for sheds in FZ.</p> <p>Also ESO (4 and 5) that is a catchment area. Picks up sheds. Is that the intent of the ESO? Needs to be discussed with the CMA</p> <p>Farming Zone needs to be split into 5 schedules.</p> <p>10ha schedule in the FZ difficult (basically a quasi RLZ) – Review minimum size and whether this should be changed to another zone.</p> <p>16ha as well – being addressed through other process. Site to be reviewed for intent and what might need to be done.</p>	

# Council planner workshop

Issue	Suggested change	Source	Council / workshop notes	Actions
Implementation of previous 12B Review	Extent to which Council has addressed the most urgent of the recommendations from the 2010 Planning Scheme Review.	<ul style="list-style-type: none"> <li>Amendment analysis</li> </ul>		
Small settlements			<p>Small settlements – priority for council.</p> <p>Laharum tourism policy.</p> <p>2.03-1 more in smaller towns.</p> <p>Laharum / Wartook – tourist area.</p> <p>Quantong needs prominence.</p>	
<b>Administrative improvements</b>				
Restrictive covenants		Council feedback	Advocacy: State control to review the covenants and interaction with the planning scheme.	

## Item 3c: Summary of analysis phase findings

Clause	Suggested change	Source	Council / workshop notes	Actions
<b>MPS</b>				
02.03-3 Environmental risks and amenity	<p>Introduce new policy at Clause 13.01-1L to give effect to strategic direction “<i>Adapt to the impacts of climate change</i>”.</p> <p><i>For example add something along lines of the red text ‘Adapt to the impacts of climate change to withstand hotter, drier conditions and severe weather’</i></p>	<ul style="list-style-type: none"> <li>MPS analysis</li> </ul>	Support this change.	
02.04 Strategic Framework Plans	Amend Framework Plans to better articulate strategic directions	<ul style="list-style-type: none"> <li>MPS analysis</li> </ul>	Might be doing a full housing strategy which could pick this work up. GIS layer recommendation.	

Clause	Suggested change	Source	Council / workshop notes	Actions
			All to be done via Housing Strategy.	
<b>PPF</b>				
14.01-2L Intensive agriculture – Horsham	Amend first strategy (below) so this Clause provide clear direction for the preferred locations for intensive agricultural activities.  <i>“Provide direction on appropriate locations for the establishment of intensive agricultural activities”</i>	<ul style="list-style-type: none"> <li>• PPF analysis</li> </ul>	Larger land holdings. Keeping it away from the people.	Steph to circulate the PPF translation notes.
15.01-1L Urban design	Include strategies that articulate existing & preferred neighbourhood character outcomes in Horsham.	<ul style="list-style-type: none"> <li>• VCAT analysis</li> </ul>	Urban design gaps being considered through heritage work and Horsham Revitalisation (currently underway) and future housing strategy.	
15.02-1L Energy and resource efficiency	Introduce a new Clause 15.02-1L (Energy and resource efficiency)  <b>Strategies</b> <b>Encourage sustainable land use and development that:</b> <ul style="list-style-type: none"> <li>• Balances economic, environmental and social considerations. [HCP, p27]</li> <li>• Addresses the impacts of climate change. [HCP, p27]</li> <li>• Is innovative and incorporates new technologies. [HCP, p27]</li> <li>• Builds resilience. [HCP, p27]</li> <li>• Reduces emissions. [HCP, p27]</li> <li>• Sustains biodiversity and habitats. [HCP, p27]</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Horsham Council Plan 2021-2025</i> (Horsham Rural City Council, 2021)</li> </ul>	New policy. Exhibition. Wouldn't be considered under a 20(4).  Economic Development Strategy is a more strongly worded policy – for consideration. Possibly not an amendment but good to have a look.	Chris to review the Economic Development Strategy. Probably an advocacy doc.

# Council planner workshop

Clause	Suggested change	Source	Council / workshop notes	Actions
18.02-4L Roads	<p>Introduce a new Clause 18.02-4L (Roads) Strategies</p> <p>Develop Firebrace Street as a shared street including appropriate bicycle provisions between the Riverfront and O'Callaghans Parade [HUTP, p9]</p> <p>Support the increased activation of streets through:</p> <ul style="list-style-type: none"> <li>• The removal of isolated on street parking spaces to create seating or outdoor dining areas on a trial basis [HUTP, p11]</li> <li>• The provision of increased footpath widths to accommodate landscaping, outdoor dining, sheltered seating areas and ad hoc events [HUTP, p11]</li> <li>• The provision of a secure and fenced play space, ad hoc events and increased traffic calming within Roberts Avenue [HUTP, p11]</li> </ul> <p>Support a reduction in vehicle speeds in the CAD and in urban areas through:</p> <ul style="list-style-type: none"> <li>• The widening of footpaths [HUTP, p11]</li> <li>• The installation of medians [HUTP, p11]</li> <li>• The narrowing of traffic lanes [HUTP, p11]</li> <li>• The widening of bicycle lanes [HUTP, p11]</li> <li>• Street tree planting [HUTP, p11]</li> <li>• The installation of raised priority crossings at intersecting side roads [HUTP, p11]</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Horsham Urban Transport Plan</i> (Horsham Rural City Council, January 2022)</li> </ul>	<p>Not policy neutral but strong policy.</p> <p>Consider a bypass for Horsham – needs to be reflected in the scheme somewhere.</p>	<p>Review transport plan, council plan, include policy about bypass if not already there.</p>
19.02-6L Open space	<p>Introduce a new Clause 19.02-6L (Open space)</p>	<ul style="list-style-type: none"> <li>• <i>Open Space Strategy – Final Report</i> (Horsham Rural City Council, 2019)</li> </ul>	<p>Place based policy. Not policy neutral.</p>	

Clause	Suggested change	Source	Council / workshop notes	Actions
	<p>Establish a diverse and integrated network of public open space that meets the needs of the community by:</p> <ul style="list-style-type: none"> <li>• Ensuring open space provision addresses identified local, neighbourhood, municipal and regional gaps in each locality. [OSP, p78]</li> <li>• Activating the Botanic Gardens to increase permeability and connectivity with its surrounds. [OSP, p78]</li> <li>• Improving the quality of existing play spaces by ensuring that open space provision addresses identified gaps in provision, quality and variety to ensure the needs of all ages are met. [OSP, p78]</li> <li>• Facilitating the re-development of the Railway Corridor into a key community asset that connects the city. [OSP, p78]</li> <li>• Increasing public open space provision within the Horsham Central Activity District such as pocket parks, town squares, seasonal or temporary parks. [OSP, p78] [OSP, p81]</li> <li>• Incorporating streetscapes and linear landscapes into the open space network. [OSP, p78]</li> <li>• Incorporating a variety of landscaping into open spaces. [OSP, p81]</li> </ul>		<p>Further strategic work required:  Further work for POS contributions.  Quality of existing open space.  Contribution rate.</p>	
<b>Zones</b>				
37.01s3 Schedule 3 - SUZ3	Table of uses is incorrectly constructed and needs to be redrafted in accordance with MD requirements (location of 'any other use')	<ul style="list-style-type: none"> <li>• Zone Analysis</li> </ul>		
37.01s6 Schedule 6 - SUZ6	Table of uses is incorrectly constructed and needs to be redrafted in accordance with MD requirements (location of 'any other use')	<ul style="list-style-type: none"> <li>• Zone Analysis</li> </ul>		

# Council planner workshop

Clause	Suggested change	Source	Council / workshop notes	Actions
37.01s9 Schedule 9 - SUZ9	Table of uses is incorrectly constructed and needs to be redrafted in accordance with MD requirements (location of 'any other use')	<ul style="list-style-type: none"> <li>Zone Analysis</li> </ul>		
37.01s8 SUZ8 Artist in residence.		<ul style="list-style-type: none"> <li></li> </ul>	Transfer part of land to BGLC. Can't happen under FZ but can under SUZ. Has happened?	Council to confirm status.
<b>Overlays</b>				
42.01s6 - Schedule 6 to ESO (ESO6)	<p>ESO not the correct planning tool to achieved specified objectives:</p> <ul style="list-style-type: none"> <li><i>To ensure that the establishment of a sensitive use within proximity to the wastewater treatment plant will not have a detrimental impact on the ongoing operation of the plant.</i></li> <li><i>To ensure that notice of an application which may have an impact on the ongoing operation of the wastewater treatment plant is given to the relevant agency.</i></li> </ul> <p>Consider application of the BAO.</p>	<ul style="list-style-type: none"> <li>Overlay analysis</li> </ul>	<p>Can control use through a BAO. Regional Waste Group have done some of this work. Have proposed BAO – for the landfill. Work in the background.</p>	Council to send buffer work across.
ESO4		<ul style="list-style-type: none"> <li>Council feedback</li> </ul>	Native veg triggers. Any veg removal triggers a permit. For review.	
42.01s7 - Schedule 7 to ESO (ESO7)	<p>ESO not the correct planning tool to achieved specified objectives:</p> <ul style="list-style-type: none"> <li><i>To prevent new child care centres, pre-school centres or primary schools, and particularly dwellings, locating within the buffer area and protect the development and operation of Sub-precinct 4; Large Manufacturing for uses with adverse amenity potential.</i></li> </ul>	<ul style="list-style-type: none"> <li>Overlay analysis</li> </ul>		

Clause	Suggested change	Source	Council / workshop notes	Actions
	Consider application of the BAO.			
<b>Particular Provisions</b>				
N/A				
<b>General Provisions</b>				
TBC				
<b>Operational Provisions</b>				
TBC				



## Appendix Two

### Comprehensive list of further strategic work

The following list of work is a comprehensive list of all the further strategic work that has been identified through this planning scheme review.

The highest priorities have been identified and included in both Chapter 11 of the report and Clause 72.04 – Further Strategic Work. The remaining projects on this list need to be prioritised by Council and provide further detail on specifics for further strategic work.

Further Strategic Work	Source	Future Strategic Planning project to address
Prepare a structure plan for Horsham South and Haven and undertake a planning scheme amendment to implement the recommendations.	s74.02 (underway)	Horsham South Structure Plan
Complete and implement the recommendations of the Horsham City Urban Renewal Plan.	S74.02 (underway)	Horsham City Urban Renewal Planning Scheme Amendment
Complete a Heritage Study Review and undertake a planning scheme amendment to implement recommendations from the <i>Horsham Heritage Study Stage 2</i> (Grieve Gillett, 2014).	S74.02 (underway)	Heritage Planning Scheme Amendment
Prepare an Industrial and Commercial Strategy for the municipality which considers infrastructure requirements and resolves interface issues with residential areas.	S74.02 and City to River project	Commercial and Industrial Land Use Strategy
Review and prepare a planning scheme amendment to incorporate the recommendations of the Wartook Valley Strategy (HRCC, 2017).	S74.02	Rural settlement and land use strategy
Prepare a Housing Diversity and affordability strategy for the municipality that: <ul style="list-style-type: none"> <li>Establishes a settlement hierarchy for the municipality.</li> <li>Prepares high level neighbourhood character statements for Horsham and Natimuk, with a view of including these in the schedule to the residential zones.</li> <li>Identifies opportunities for infill development in Horsham and Natimuk to support a supply of affordable housing and increase the diversity of housing availability.</li> <li>Identifies urban and rural areas where residential, industrial, and commercial expansion will be directed.</li> <li>Develops a sequencing plan for land that has been identified for growth in Horsham City, to ensure that infrastructure services can be provided in a timely and efficient manner.</li> </ul>	Current PS Audit (Finding Y)	Horsham and Natimuk Housing Diversity and Affordability Strategy
Complete a review of the Open Space Strategy (SBP, 2019) and introduce an Open Space Contribution Rate at Clause 53.01 (Subdivision and open space contributions).	Open Space Strategy 2019	Horsham and Natimuk Housing Diversity and Affordability Strategy
Prepare a Rural Settlement and Land Use Strategy for the municipality to: <ul style="list-style-type: none"> <li>Include and update rural settlements in a settlement hierarchy for the municipality.</li> <li>Prepare high level character statements for all rural settlements for inclusion in the Municipal Planning Strategy.</li> </ul>	s74.02	Rural settlement and land use strategy

# Appendix Three

## Comprehensive list of changes for implementation

18.02-5L Wimmera Agriculture and Logistics Hub (WAL Hub) – Horsham	<ul style="list-style-type: none"> <li>• New Clause moved from Clause 17 as this is Freight policy.</li> <li>• Clause name to be changed to meet MD and align with Council strategies.</li> </ul>
18.02-7L Horsham Airport – Horsham	<ul style="list-style-type: none"> <li>• Name of clause changed to meet MD (- Horsham added at end of clause).</li> </ul>
19.02-2L Education Facilities – Horsham	<ul style="list-style-type: none"> <li>• Name of clause changed to meet MD. Name of policy document changed to match Clause 72.08 (Horsham &amp; District Early Years Plan (Horsham Rural City Council, 2019-2023)).</li> </ul>
19.02-6L Open Space – Horsham	<ul style="list-style-type: none"> <li>• New Clause introduced with strategies and objective from Open Space Strategy.</li> </ul>
19.03-3L Integrated Water Management - Horsham	<ul style="list-style-type: none"> <li>• New clause introduced through Council Plan.</li> </ul>
35.03s Rural Living Zone	<ul style="list-style-type: none"> <li>• Create three (3) Rural Living Zone Schedules (one for each minimum subdivision area 4ha, 2ha and 1ha) to comply with the Ministerial Direction.</li> <li>• Schedule 1 – Rural Living Zone (RLZ1) Map attached as (RLZ1 Map Polygon Zip File)</li> <li>• Schedule 2 – Rural Living Zone (RLZ2) Map attached as (RLZ2 Map Polygon Zip File)</li> <li>• Schedule 3 – Rural Living Zone (RLZ3) Map attached as (RLZ3 Map Polygon Zip File)</li> </ul>
35.07s Farming Zone	<ul style="list-style-type: none"> <li>• Create 3 Farming Zone Schedules (one for each minimum subdivision area 10ha, 16ha and 60ha) to comply with the Ministerial Direction.</li> <li>• Schedule 1 – Farming Zone (FZ1) Map files are attached as (FZ1 Map Polygon.zip).</li> <li>• Schedule 2 – Farming Zone (FZ2) Map files are attached as (FZ2 Map Polygon.zip).</li> <li>• Schedule 3 – Farming Zone (FZ3) Map should be all other remaining properties in the FZ.</li> </ul>
36.01s Public Use Zone	<ul style="list-style-type: none"> <li>• Amend sign requirements from 'All land' to 'None Specified'.</li> </ul>
37.01s Special Use Zone 3	<ul style="list-style-type: none"> <li>• Change name of schedule to "WIMMERA AGRICULTURE AND LOGISTICS HUB (WAL HUB)</li> <li>• Remove reference to the MPS and PPF in decision guidelines as it is duplication.</li> <li>• Delete "the extent to which the application is consistent with the purpose of the zone" decision guideline as it is duplication of other scheme requirements.</li> <li>• Delete comma and question mark in subdivision application requirements.</li> <li>• Sign requirements to be changed to align with MD.</li> </ul>
37.01s Special Use Zone 4	<ul style="list-style-type: none"> <li>• Amend section 3.0 "subdivision" to include application requirements sub-heading to comply with MD.</li> <li>• Update the sign requirements to comply with MD.</li> </ul>
37.01s Special Use Zone 5 – Wimmera Events Centre	<ul style="list-style-type: none"> <li>• MD only allows for 5 purposes, 1 purpose moved elsewhere in scheme.</li> <li>• Amend section 3.0 "subdivision" to include application requirements sub-heading to comply with MD.</li> </ul>
37.01s Special Use Zone 6 – Earth and Energy Resources Industry	<ul style="list-style-type: none"> <li>• Amend section 4.0 to comply with MD. "No permit is required to construct or carry out works for the following:"</li> </ul>
37.01s Special Use Zone 8 – Horsham Artists in Residence	<ul style="list-style-type: none"> <li>• MD only allows for 5 purposes, 2 purposes incorporated into first purpose.</li> <li>• Amend Section 4.0 to include building and works requirement to comply with MD.</li> </ul>
37.01s Special Use Zone 9 – Wimmera Intermodal Freight Terminal Precinct	<ul style="list-style-type: none"> <li>• Change name of schedule?</li> <li>• Amend 4.0 to remove reference to Maintenance and statement about buildings and works to be maintained to satisfaction of responsible authority.</li> </ul>
Clause 42.01 Environment Significance Overlay Schedule 1.	<ul style="list-style-type: none"> <li>• Amend objectives and put them into 1 objective to comply with MD.</li> <li>• Remove 6.0 Referral as it duplicates BMO requirements</li> </ul>
Clause 42.01 Environment Significance Overlay Schedule 2	<ul style="list-style-type: none"> <li>• Reduce objectives to 1 as per MD.</li> </ul>
Clause 42.01 Environment Significance Overlay Schedule 3	<ul style="list-style-type: none"> <li>• 6.0 referral to be deleted from schedule.</li> </ul>

Clause 42.01 Environment Significance Overlay Schedule 4	<ul style="list-style-type: none"> <li>Remove 6.0 referral section from schedule as it replicates clause 66.04.</li> </ul>
Clause 42.01 Environment Significance Overlay Schedule 5	<ul style="list-style-type: none"> <li>Reduce objectives from 2 to 1.</li> <li>Remove 6.0 Notification from schedule.</li> </ul>
Clause 42.01 Environment Significance Overlay Schedule 6	<ul style="list-style-type: none"> <li>Reduce objectives from 2 to 1.</li> <li>Remove notice requirements under 3.0 Permit requirement.</li> <li>Include introduction sentence in Decision Guidelines.</li> </ul>
Clause 42.01 Environment Significance Overlay Schedule 7	<ul style="list-style-type: none"> <li>Fix spelling mistake in 2.0 (pre-school not school)</li> </ul>
Clause 42.03 Significant Landscape Overlay Schedule 3	<ul style="list-style-type: none"> <li>Change “consider” to “define” within 2.0 landscape character objectives.</li> </ul>
Clause 43.02 Design and Development Overlay Schedule 2	<ul style="list-style-type: none"> <li>Amend 2.0 buildings and works and</li> <li>Amend 3.0 subdivision to comply with MD.</li> <li>Decision guidelines amended to comply with MD.</li> <li>Remove Vegetation and notification aspects of schedule.</li> </ul>
Clause 43.02 Design and Development Overlay Schedule 10	<ul style="list-style-type: none"> <li>Move everything down from subheading “Site Design” to “Application requirements”</li> </ul>
Clause 43.02 Design and Development Overlay Schedule 11 – Wimmera Intermodal Freight Terminal Precinct	<ul style="list-style-type: none"> <li>Amend design objectives from 7 to 5.</li> </ul>
Clause 43.03 Incorporated Plan Overlay – Schedule 1	<ul style="list-style-type: none"> <li>Amend requirement before a permit is granted to say “None specified” as this is duplication from the original Clause.</li> </ul>
Clause 43.04 Development Plan Overlay – Schedule 4	<ul style="list-style-type: none"> <li>Move requirements from 4.0 “requirements for development plan” to 3.0 – ‘conditions and requirements for permits.’</li> </ul>
Clause 43.04 Development Plan Overlay – Schedule 6	<ul style="list-style-type: none"> <li>Delete 3.0 conditions and requirements for permits as it references a non-existent clause.</li> </ul>
Clause 43.04 Development Plan Overlay – Schedule 7	<ul style="list-style-type: none"> <li>Move development plan requirement from 2.0 to 4.0 to comply with MD. Change 2.0 to None specified.</li> </ul>
Clause 43.04 Development Plan Overlay – Schedule 8	<ul style="list-style-type: none"> <li>Move development plan requirement from 2.0 to 4.0 to comply with MD. Change 2.0 to None specified.</li> </ul>
Clause 43.04 Development Plan Overlay – Schedule 9	<ul style="list-style-type: none"> <li>Change name of schedule to Wimmera Agriculture and Logistics Hub (WAL Hub) Precinct</li> </ul>
Clause 52.28 - Gaming	<ul style="list-style-type: none"> <li>Add policy for 4.0 locations for gaming machines</li> <li>Add policy for 6.0 application requirements</li> <li>Add decision guidelines</li> </ul>
Clause 66.04 – Referral of permit applications under local provisions	<ul style="list-style-type: none"> <li>Delete CFA referral to ESO1</li> <li>Rewrite each to refer to schedule rather than to clause in overlay.</li> </ul>
Clause 66.06 – Notice of permit applications under local provisions	<ul style="list-style-type: none"> <li>Rewrite each to refer to schedule rather than to clause in overlay.</li> </ul>
Clause 72.08 – Background Documents	<ul style="list-style-type: none"> <li>Add in new strategies into background documents with amendment number.</li> </ul>
Clause 74.02 – Further Strategic Work	<ul style="list-style-type: none"> <li>Replace Clause with text written in Appendix 2.</li> </ul>

# Appendix Four

## State and regional planning scheme amendments and planning practice notes issued since last planning scheme review.

### VC (Victorian) and GC (group of council) amendments.

Since the last planning scheme review in 2010, several VC and GC amendments have introduced new policy into the Horsham Planning Scheme and are directly relevant to this review:

- VC083: Introduced a raft of changes to bushfire policy and provisions to implement the recommendations of the 2009 Victorian Bushfires Royal Commission.
- VC103: Introduced the reformed rural zones.
- VC105: Implemented reforms to Victoria's native vegetation and biodiversity provisions.
- VC134: Introduced the Municipal Planning Strategy (MPS).
- VC138: Updates to the Native Vegetation Framework
- VC140: Provisions for the Planning Policy Framework transition
- VC142: Update to the Ministerial Direction on Form and Content and clean-up of permit triggers.
- VC144: Introduced VicSmart provisions.
- VC147: Enabled the online publishing of planning schemes through the DTP Amendment Tracking System (ATS).
- VC148: Planning Policy Framework introduction
- VC150: Implemented actions outlined in the Victorian Government's Planning for Sing strategy sustainable Animal Industries Report.
- VC154: Implemented of the integrated water management reforms.
- VC169: Updated State policy to direct balanced outcomes for housing growth and built form, while also clarifying and consolidating housing policy.
- VC175: Buffer Area Overlay introduction
- VC200, VC 204 and VC205: Transport planning reforms
- VC203: Introduced the new environment protection framework into the Victoria Planning Provisions
- VC216: Changed the Planning Policy Framework (PPF) to support Environmentally Sustainable Development (ESD).

### New Planning Practice Notes

Since the last planning scheme review in 2010, Several Planning Practice Notes (PPNs) have been introduced which may impact on the future development of the Horsham Planning Scheme.


- PPN03 - Applying the Special Use Zone
- PPN23 - Applying the Incorporate Plan and Development Plan Overlays
- PPN24 - Shipping Container Storage
- PPN30 - Potentially Contaminated Land
- PPN58 - Structure Planning for Activity Centres
- PPN59 - The Role of Mandatory Provisions in Planning Schemes
- PPN60 - Height and Setback Controls for Activity Centres
- PPN61 - Licensed Premises – Assessing Cumulative Impact
- PPN63 - Applying for a Planning Permit to Farm Chickens
- PPN74 - Making Planning Documents Available to the Public
- PPN81 - Live Music and Entertainment Noise
- PPN84 - Applying the Minimum Garden Area Requirement

- PPN85 - Applying the Commercial 3 Zone
- PPN86 - Applying for a Planning Permit for a Pig Farm
- PPN87 - Preparing a Planning Permit Application for Animal Production
- PPN88 - Planning for Domestic Rooftop Solar Energy Systems
- PPN89 - Extractive Industry and Resources
- PPN90 - Planning for Housing
- PPN91 - Using the Residential Zones
- PPN92 - Managing Buffers and Land Use Compatibility
- PPN94 - Land Use and Transport Integration
- PPN95 - Local Heritage Protection Provisions
- PPN96 – Glint and reflectivity

# Appendix Five

## Response from the Country Fire Authority (referral authority)

Peak Planning Services - Christopher Mason - NIE: Y8190238K Ma...Horsham Planning Scheme Review | Att: Stojanka Todorovic, CFA 20/6/2022, 9:50 am

 Gmail Christopher Mason <chris@peakplanning.org>

---

**OFFICIAL: Horsham Planning Scheme Review | Att: Stojanka Todorovic, CFA**

Luci Johnston <Luci.Johnston@cfa.vic.gov.au> 9 June 2022 at 06:57  
 To: Regional Planning Hub <regional.planning.hub@delwp.vic.gov.au>  
 Cc: "chris@peakplanning.org" <chris@peakplanning.org>

Hi Suzy

Sorry for our delay in getting comments back to you.

I have reviewed Clause 6.0 of Schedule 1 to Clause 42.01 (ESO) and can offer the following comments:

- This Clause seeks applications for accommodation purposes including dwellings and any subdivision which create a vacant lot to be referred in accordance with Section 55 of the Act to the referral authority specified in 66.04 or a schedule to that clause.
- I was unable to determine the origin of this control, however it is likely that it was developed as the Bushfire Management Overlay was not in place at the time.
- The Wartook Tourist Area is currently located within the Bushfire Management Overlay (BMO). The BMO seeks referral of applications under Section 55 of the Act to the referral authority in Clause 66.03.
- With our current practice, CFA wouldn't typically seek to be a referral authority under an ESO.

It does appear that the ESO1 and BMO duplicate requirements for referrals to CFA. Should ESO1 be amended to remove referral requirements to CFA at Section 6.0, CFA would offer no objection in doing that. Having said that, should further information be provided to CFA that provides clarification to the origin of this ordinance we would be happy to provide further input.

In the meantime, if you have any further questions or follow up work in relation to the review of the Horsham Planning Scheme, please contact me directly.

Regards

Luci



**Luci Johnston** Land Use Planning Coordinator

Fire Risk, Research & Community Preparedness

CFA HQ - 8 Lakeside Drive, Burwood East VIC 3151

T: 03 9262 8672 E: [luci.johnston@cfa.vic.gov.au](mailto:luci.johnston@cfa.vic.gov.au)

Protecting lives and property



[cfa.vic.gov.au](http://cfa.vic.gov.au)

## Appendix Six

Existing mapping anomalies currently within the Horsham Planning Scheme that need correcting.

Property Address	Property Number & Link to Mapping	Current Zone or anomaly	Comments
48 Jory Street, Natimuk	<a href="#">10337</a>	TZ & PPRZ	Has been discussed to be included in a Special Use Zone and the draft SUZ schedule was completed by the Flying Squad. The showgrounds committee were consulted on the change but never occurred.
Jung Tip Road, Jung	<a href="#">8354</a>	TZ & FZ	Land in two zones.
2-6 Natimuk East Road, Natimuk	<a href="#">10475</a>	TZ & FZ	Land in two zones. To be resolved through Housing Strategy.
17 Florence Street, Horsham	<a href="#">6550</a>	LDRZ & GRZ1	Harvest Church within LDRZ with accessway in GRZ1.
Dimboola Road, Horsham	<a href="#">1360</a>	FZ & GRZ1	Subject site has both the GRZ1 and FZ applied.
47-53 Kalkee Road, Horsham	<a href="#">5627</a>	PUZ1 & GRZ1	Subject site has both PUZ1 and GRZ1 applied.
Cecil Street, Horsham	<a href="#">NCPR</a>	GRZ1 & PPRZ	Council Owned public land reserve with 2 zones applied.
2 Baillie Street, Horsham	<a href="#">362</a>	GRZ1, RLZ & PPRZ	Land in Three Zones. Is not within the Horsham South Structure Plan boundary so should be addressed through Housing Strategy.
325 Cameron Road, Horsham	<a href="#">847</a>	FZ & PPRZ	Land in Two Zones. Is not within the Horsham South

Clause no. and name	Change
02.01 to 02.04	Changes as required to the strategic framework maps.
11.01-1L Settlement – Horsham	<ul style="list-style-type: none"> <li>Remove strategy about supporting home-based businesses in Natimuk as PS already has policy support for this and provision is redundant. Was also in the wrong location as it referred to Natimuk.</li> <li>Include a new policy to increase tree canopy cover.</li> <li>Amend strategies to start with an approved verb.</li> <li>Move Policy documents to the bottom of the clause and delete Horsham North</li> </ul>
11.03-1L Horsham Central Activity District (CAD)	<ul style="list-style-type: none"> <li>Amended strategies to start with an approved verb</li> <li>Add strategy about improving amenity of the CAD (from City to River Masterplan)</li> </ul>
12.01-1L Protection of biodiversity – Horsham	<ul style="list-style-type: none"> <li>Include new strategies from Open Space and Greening Greater Horsham strategy</li> </ul>
14.01-2L-01 Sustainable agricultural land use – Horsham	<ul style="list-style-type: none"> <li>New clause introduced</li> <li>New strategies from the Wimmera Southern Mallee Regional Growth Plan.</li> <li>Encouraging land use and development strategy moved from MPS.</li> </ul>
14.01-2L-02 Intensive agriculture – Horsham	<ul style="list-style-type: none"> <li>Existing clause to be moved to 14.01-2L-02 and first strategy removed.</li> <li>Further strategies added from the Wimmera Southern Mallee Regional Growth Plan.</li> </ul>
14.03-1L Resource exploration and extraction – Horsham	<ul style="list-style-type: none"> <li>New clause introduced with strategy from Council Plan.</li> </ul>
15.01-1L Urban Design – Horsham	<ul style="list-style-type: none"> <li>General strategy from Greening Greater Horsham added.</li> <li>First strategy moved to 18.02-1L.</li> <li>Strategy from Council Plan added.</li> <li>Clause name to be amended from “Horsham Rural City” to “Horsham” to comply with MD.</li> </ul>
17.01.2L Innovation and research in agriculture – Horsham	<ul style="list-style-type: none"> <li>Rename current clause to comply with MD (needs to include - Horsham at the end).</li> </ul>
17.03-2L Sustainable Industry – Horsham	<ul style="list-style-type: none"> <li>Rename current clause to comply with MD (needs to include – Horsham at the end).</li> <li>Strategy to commence with an approved verb.</li> </ul>
17.04-1L Natimuk and Mount Arapiles Area Tourism – Horsham	<ul style="list-style-type: none"> <li>Rename current clause to comply with MD (needs to include – Horsham at the end).</li> <li>Delete Policy Guideline.</li> </ul>
18.01-2L Transport system – Horsham	<ul style="list-style-type: none"> <li>New clause from content of current Clause 18.01-3L (cycling and pedestrian networks – Horsham).</li> <li>New strategies introduced from Council Plan and Transport Plan.</li> </ul>
18.01-3L Sustainable and safe transport – Horsham	<ul style="list-style-type: none"> <li>Change name of current clause.</li> <li>New strategies from the health and wellbeing plan introduced.</li> </ul>
18.02-1L Walking – Horsham	<ul style="list-style-type: none"> <li>New Clause introduced with existing strategies from current Clause 18.01-3L (cycling and pedestrian networks – Horsham).</li> <li>Transport Plan and Horsham Open Space Strategy added as policy documents</li> </ul>
18.02-2L Cycling – Horsham	<ul style="list-style-type: none"> <li>New clause introduced with existing strategies from current Clause 18.01-3L (cycling and pedestrian networks – Horsham).</li> <li>Open space strategy and Urban Transport plan added to Policy documents.</li> </ul>



# Horsham and Natimuk Housing Diversity and Affordability Strategy: Background Report

Horsham Rural City Council

MARCH | 2024



**SGS**  
Economics  
& Planning



## Acknowledgement of Country

SGS Economics and Planning acknowledges the First Nations Peoples of Australia and on whose Country we live and work.

SGS Economics and Planning acknowledges that the Aboriginal and Torres Strait Islander peoples of Australia are one of the oldest continuing living cultures on Earth, have one of the oldest continuing land tenure systems in the World, and have one of the oldest continuing land use planning and management systems in the World.

We pay our respects to the First Nations Peoples, past and present, and acknowledge their stewardship of Country over thousands of years.





© SGS Economics and Planning Pty Ltd 2024

This report has been prepared for Horsham Rural City Council. SGS Economics and Planning has taken all due care in the preparation of this report. However, SGS and its associated consultants are not liable to any person or entity for any damage or loss that has occurred, or may occur, in relation to that person or entity taking or not taking action in respect of any representation, statement, opinion or advice referred to herein.

SGS Economics and Planning Pty Ltd  
ACN 007 437 729  
[www.sgsep.com.au](http://www.sgsep.com.au)

OFFICES IN CANBERRA, HOBART, MELBOURNE, AND SYDNEY ON THE COUNTRY OF THE NGAMBRI/NGUNNAWAL/NGARIGO, MUWININA, WURUNDJERI, AND GADIGAL PEOPLES.

# Contents

1.	Introduction.....	6
	1. Project background and purpose.....	9
	2. Study area.....	9
	3. Structure and purpose of this report.....	9
2.	Strategic context.....	11
	1. Implications for the HDAS.....	12
3.	Policy context .....	14
	1. Planning for housing.....	14
	2. Local plans and strategies.....	23
	3. Implications for the HDAS.....	37
4.	Historic population and housing trends.....	39
	1. Population profile .....	39
	2. Housing profile .....	41
	3. Implications for HDAS.....	49
5.	Housing demand and capacity assessment .....	50
	1. Population forecast scenarios.....	50
	2. Forecast dwelling demand.....	51
	3. Housing capacity method .....	56
	4. Net capacity.....	60
	5. Supply gap analysis .....	61
	6. Additional barriers to housing delivery.....	62
	8. Implications for the HDAS.....	64
6.	Social and affordable needs analysis .....	65
	1. What is social and affordable housing? .....	65
	2. Defining levels of housing stress.....	65
	3. Different types of affordable housing.....	67
	4. Need for social and affordable housing in Horsham.....	68
	5. Implications for the HDAS.....	70
7.	Built form analysis .....	71

1.	Purpose and method .....	71
2.	Summary of findings.....	75
8.	Summary and implications .....	78
1.	Planning Scheme Overview .....	81
2.	State and Regional Policy.....	84
3.	Local Policy .....	85

## APPENDICES

Appendix A: Planning Framework .....	81
Appendix B: Detailed housing capacity methodology .....	117
Appendix C: Detailed built form analysis findings .....	121
Appendix D: Housing capacity yield maps .....	158

# Executive summary

The evidence presented in this Background Report will underpin the development of the Horsham Housing Diversity and Affordability Strategy and associated policies. Drawing on policy, population and housing trends, and forecasts the Report will inform future urban growth in the area.

## Introduction

This Background Report provides analysis that will underpin the development of the Horsham and Housing Diversity and Affordability Strategy (HDAS). The purpose of the HDAS is to develop a Municipal-wide land use planning framework to direct and manage future urban growth, with a focus on the role and growth potential of the two main urban centres: Horsham (including Haven) and Natimuk.

The project will deliver:

- Population and housing projections to inform estimates of future residential land requirements.
- Assessment of the existing supply of residential land.
- Assessment of suitable locations for future growth and appropriate locations for infill development.
- Identify opportunities to increase the amount and type of affordable housing, including identifying specific sites and types of development, delivery mechanisms and key stakeholders.
- Guidance on accommodating projected growth, including the establishment of a clear settlement hierarchy specifying township roles and long-term township boundaries.

The HDAS has a 2041 horizon and will form the basis of a major amendment to the Horsham Planning Scheme.

## Strategic and policy context

Horsham Rural City has, and continues, to be impacted by state, national and global trends, including:

- Population growth and demographic changes
- Rising housing unaffordability
- Economic shifts and growth in extractive and renewable industries
- Climate change

Housing in Horsham Rural City will need to adapt to provide for the changing needs of the local community and build resilience to environmental, social and economic challenges.

Horsham, as identified in the *Wimmera Southern Malle Regional Growth Plan (2014)*, is the regional centre of Wimmera Southern Malle with the highest level of population, services and employment in the region. The Rural City has a significant role in the provision of housing for the region, particularly

considering major projects which are expected to increase economic opportunities and boost the local population, including, but not limited to, the Avonbank Mineral Sand Mine and the Horsham Solar Farm.

State-wide policies aim to promote economic growth in regional Victoria, supported by the roll out of supporting infrastructure and housing. A key objective of the Victorian Government's Planning Policy Framework includes planning for 15 years of residential land supply on a municipal basis and providing clear direction on where growth should go.

*Victoria's Housing Statement 2024-2034* establishes a coordinated approach to tackle housing supply and affordability, including a target to build 425,600 in regional Victoria. The policy includes the introduction of a \$1 billion Regional Housing Fund, a \$150 million Regional Worker Accommodation Fund and continuation of the \$1.25 billion Big Housing Build for social and affordable housing in regional areas.

At the local level, plans and strategies identify key opportunities and challenges for the Municipality that could be addressed in some way via the Housing Diversity and Affordability Strategy:

- Housing availability and affordability, particularly in areas such as Horsham North – a lower socio-economic area in the region – and Natimuk, where residential land is constrained by the Natimuk Creek Floodplain.
- Protecting and enhancing the heritage of the area and neighbourhood character.
- Supporting economic development in Horsham through infill and mixed-use development.

### Population and housing trends

Since 2006, the Rural City has seen relatively low growth, with an average annual growth rate of 0.5 per cent compared to 1.34 per cent in Regional Victoria over the same period. Unlike many regional municipalities in Victoria, Horsham has not experienced higher levels of population growth over recent years, signifying that it was not viewed as a site for city workers to move to with the capabilities of remote work.

However, other national and regional population trends are reflected in the municipality. For example, Horsham has an ageing population. From 2016 to 2021 the number of people aged 65+ years has increased by 1,195 people. This accounted for 62 per cent of the population growth over this period. The Rural City also has a higher proportion of lone person households compared to Regional Victoria.

These population trends don't align with Horsham's housing stock, which consists predominantly of separate houses. There is an overall lack of diversity in the types of dwellings available in the Municipality, which will be an increasing issue as the population ages and trends towards smaller, or lone person households, seeking smaller dwellings.

### Housing demand and capacity

An upside housing demand scenario has been developed, based on recent dwelling development activity reported between 2016 and 2021 in which an average of 82 dwellings per year were added to the total housing stock in Horsham. If this trend were to continue to 2041, an additional **1,476 dwellings** could be expected.

Assessment of the capacity under current land use planning settings was undertaken to determine if the existing residential land supply is sufficient to accommodate projected demand for housing. This

analysis found that there is currently the equivalent of 38 years of land supply available for residential development across the Rural City, with some variation in years of supply between townships. In all cases, there is enough land to meet the state government's 15-year land supply benchmark.

### **The need for social and affordable housing**

Rapidly rising rents are contributing to a growing number of renter households and families in Horsham that are experiencing rental stress. Households are said to be in housing stress if they have moderate, low or very low incomes, and spend 30 per cent or more of their income on housing.

An assessment of social and affordable housing need in Horsham Rural City found that there are approximately 1,000 households rental housing stress, representing 11 per cent of households. The prevalence of rental stress is likely to increase as Horsham's population grows. Without any intervention, the number of households in rental stress could rise to 1,200 by 2041.

In 2021, the estimated total need for housing assistance (social or affordable housing) in Horsham was 900 dwellings. For 2041, SGS's estimate of the total need for assistance, is 1,000 dwellings. To meet projected need for social and affordable housing, just under half of the additional 1,476 forecast dwelling demand in Horsham to 2041 would be required to be delivered as social and affordable housing.

### **Implications for the Horsham Housing Diversity and Affordability Strategy**

While the findings indicate that there is theoretical capacity for dwellings equal to 38 years of residential supply across the LGA, well above the State target of 15 years, other barriers may impede the supply of housing. This includes costs of delivery of catalyst infrastructure and land withholding. Council should seek to work closely with owners of large landholdings, the local developers and state government infrastructure agencies to identify where action is needed to overcome any barriers to development, particularly for areas designated for short to medium term (5 to 10 years) supply.

The evidence presented in this Background Report will underpin the Horsham Diversity and Affordability Housing Strategy and associated policies that will direct the development priorities and manage future urban growth in Horsham Rural City.



# 1. Introduction

The *Horsham and Natimuk Housing Diversity and Affordability Strategy* (HDAS) sets out land use and development priorities for the Rural City, in the context of forecast population growth and change to 2041. It provides a framework for accommodating future demand for residential land. This report presents the evidence base underpinning preparation of the HDAS and associated policies to be incorporated into the Planning Scheme.

## 1.1 Project background and purpose

The purpose of the HDAS is to develop a Municipal-wide land use planning framework to direct and manage future urban growth, with a focus on the role and growth potential of the two main urban centres: Horsham and Natimuk.

The project will deliver:

- Population and housing projections to inform estimates of future residential land requirements.
- Assessment of the existing supply of residential land.
- Assessment of suitable locations for future growth and appropriate locations for infill development.
- Identify opportunities to increase the amount and type of affordable housing, including identifying specific sites and types of development, delivery mechanisms and key stakeholders.
- Guidance on accommodating projected growth, including the establishment of a clear settlement hierarchy specifying township roles and long-term township boundaries.

The HDAS has a 2041 horizon and will form the basis of a major amendment to the Horsham Planning Scheme.

## 1.2 Study area

The project applies to the Horsham Rural City local government area (LGA), with a focus on residential zoned land. Horsham Rural City Council contains three main townships which are considered in the analysis in this report: Horsham, Haven and Natimuk.

## 1.3 Structure and purpose of this report

This report presents the detailed methodology and findings of research undertaken to inform the development of the HDAS.

Following this introduction, this report contains the following sections:

- **Section 2** overviews the strategic context of the Rural City, covering the macroeconomic drivers of change in Horsham.

- **Section 3** outlines state, regional and local policy relevant to planning for housing, with further detail regarding the local content of the Horsham Planning Scheme provided in Appendix A.
- **Section 4** overviews the existing population and housing profile of Horsham Rural City.
- **Section 5** presents possible future population and housing growth scenarios and assesses the capacity for future growth to be accommodated in existing residential zoned areas.
- **Section 6** identifies current and projected need for social and affordable housing in Horsham Rural City.
- **Section 7** outlines the method and key findings of analysis of the built form characteristics of the Rural City's three main towns.
- **Section 8** summarises the implications for the Housing Diversity and Affordability Strategy.

## 2. Strategic context

This section provides an overview of national trends and macroeconomic drivers influencing population and housing outcomes in Horsham Rural City Council.

### Population growth



Population growth in the municipality of Horsham is influenced by broader state and national population trends. The COVID-19 pandemic disrupted long running population trends, with capital cities experiencing a downturn in population while regional areas continued to grow. The main driver of growth in regional Victoria is movement of people from Melbourne. It is projected that population ageing and the increasing numbers of deaths in regional Victoria will result in lower levels of natural increase in regional Victoria.

### Housing affordability



Housing affordability is recognised as a state-wide issue that requires increasing choice in housing type, tenure, and cost to support diverse communities. Horsham Rural City Council recognises issues of housing availability and affordability within Horsham.

### Homelessness



Due to the affordability crisis, housing and crisis accommodation agencies are experiencing an increase in people seeking their services, as well as a shift to 'working families' that are seeking support. Local agencies have expressed experiences in providing tents to people in our community when crisis accommodation is unable to meet demand.

### Ageing population



Australia's population is ageing, and the proportion of people aged over 65 is increasing. In Horsham, the median age is 41, which is high compared to the Victorian average of 38, and retirees made up 16 per cent of the population in 2021.

## Household structure



In recent years, the composition of households in Australia has shifted. While one family households remain the most dominant household structure, there has been a significant increase in lone person households. In Horsham, lone person households made up 31.6 per cent of households in 2021 compared to 25.9 per cent of households in Victoria.

## Economic shifts



Global economic trends are driving shifts in the structure of the national and state economies. In particular, the economy is continuing to move towards creative and population-led sectors and away from traditional industries, such as manufacturing.

## Extractive and renewable energy industries



Demand for extractive resources in Victoria is expected to be more than double the levels of 2015 by 2050. Likewise, adoption of emissions reduction targets by the Victorian and Federal Governments is resulting in increasing investment in renewable energy projects, including solar. The Wimmera has considerable natural resources supporting growth in both the extractive and renewable energy sectors, including a high solar exposure and substantial deposits of mineral sands. Expansion of these sectors will attract workers and families seeking job opportunities.

## Climate change



Climate change is one of humanity's greatest challenges. Globally, temperatures are rising, and extreme weather events are becoming more frequent and severe. Climate change will result in increased fire danger, increased number of extreme heat days, long term drought, increased energy access variability, and increased incidence of flooding.

## Sustainable development



Sustainable Development is about ensuring that development does not unnecessarily diminish resources, is able to be efficiently serviced, and promotes socially, economically, and environmentally friendly lifestyles.

### 2.1 Implications for the HDAS

Horsham Rural City has, and continues, to be impacted by global and national trends such as the COVID-19 pandemic and the compounding effects of climate change. Housing in Horsham Rural City will need to adapt to provide for the changing needs of the local community and build resilience to environmental, social and economic challenges. Implications include:

Trend	Implications for housing in Horsham
Population growth, an ageing population and shifting household structure	Housing diversity needs to increase to meet the needs of the changing population, such as the provision of aged care and homes suitable for ageing-in-place, and smaller dwellings to suite the increasing lone person households
Housing affordability and homelessness	Housing supply and affordability is critical to meet the needs of the growing population, especially in rural areas, such as Horsham where a high number of households are experiencing rental stress.
Economic shifts and emerging industries	Changes in the local economy will result in changing housing needs, including increasing demand for housing from key workers involved in both the construction and ongoing operation of new industries (such as mineral sands mines and solar farms).
Climate change and sustainable development	Sustainability in housing is critical to adapt to the impacts of climate change, which include increasing extreme weather events and exposure to natural hazards. This includes the implementation of Environmentally Sustainable Development (ESD) principles in design but also locating housing in well-connected areas, close to transport and services.

## 3. Policy context

This section reviews state, regional and local planning policy that informs the development potential and settlement patterns across Horsham.

### 3.1 Planning for housing

#### State and regional context

##### *Planning Policy Framework (State and Regional Policy)*

The Planning Policy Framework (PPF) outlines state strategy and policy directions for land use planning. The PPF establishes direction for local government to prepare plans at the local level, that are implemented in the *Horsham Planning Scheme*. Key objectives include promoting sustainable growth and development, protecting and conserving biodiversity, minimising the impacts of natural hazards and climate change, protecting natural resources, and facilitating housing to meet community needs.

The PPF requires planning authorities to plan to accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur. Policy states that Residential land supply must be considered on a municipal basis, rather than a town-by-town basis. Clause 11.01-1S identifies Horsham as a major regional city for focused investment and growth.

Key PPF housing and settlement policies (Clause 11.01-1S, 11.02-2S, 15.01-5S, 16.01-1S, 16.01-2S, 16.01-3S) generally seek to support planning for urban growth by considering:

- Opportunities for the consolidation, redevelopment and intensification of existing urban areas.
- Neighbourhood character and landscape considerations.
- The limits of land capability and natural hazards and environmental quality.
- Service limitations and the costs of providing infrastructure.

The PPF requires planning authorities to consider relevant region-specific strategies (Wimmera Southern Mallee Regional Growth Plan, 2014). Further detail on relevant State and Regional PPF policies are outlined in Appendix A.

For PPF content that relates specifically to Horsham, see the discussion of the Planning Scheme in Section 3.2. Key strategic documents and policies to planning for in Horsham Rural City are explored below, some of which are incorporated into the Horsham Planning Scheme while others are relevant background documents. This distinction is outlined in the table below.

**TABLE 1: STATUS OF DOCUMENTS IN THE PLANNING SCHEME**

Document	Incorporated	Background
Plan Melbourne 2017-2050		

## Wimmera Southern Mallee Regional Growth Plan (2019)

Source: Horsham Planning Scheme, 2023.

### *Plan Melbourne 2017-2050*

This strategic plan provides long-term guidance to accommodate Victoria's future population and employment growth, as well as high-level direction for social and affordable housing. Outcome 07 of the plan, 'Continuing to invest in regional Victoria' supports housing and economic growth, social and economic participation and creation of strong, healthy communities in regional and rural areas of Victoria. Under this outcome the plan promotes diversification of local economies, creation of high quality freight and passenger transport connections between Melbourne and regional Victoria, and interstate and overseas, and promotes new development that respects local character while balancing protection of productive land, economic resources and biodiversity assets that are critical to the state's economic and environmental sustainability.

Likewise, Plan Melbourne acknowledges several planning-related barriers to affordable housing provision including the lack of clarity within legislation as to what constitutes affordable housing, as well as the absence of clear planning tools and mechanisms. Plan Melbourne highlights a number of areas in which affordable housing is to be addressed by the planning system.

### *Wimmera Southern Mallee Regional Growth Plan 2014*

The *Wimmera Southern Mallee Regional Growth Plan (2014)* is one of eight Growth Plans developed by the Victorian Government to provide direction for land use and development across regional Victoria. The *Wimmera Southern Mallee Regional Growth Plan* identifies where development will be supported at a regional scale, guided by nine key principles:

1. Growth should be encouraged throughout the region to create a network of integrated and prosperous settlements.
2. Key centres should be a focus to manage population change and access to services.
3. Ecological health and rural landscape should be enhanced.
4. Key agricultural resources should be protected, productivity maintained, and the development of industry supported.
5. The region's assets should be used to facilitate the diversification of the economy and build a resilient community.
6. Planning should support adaptation to changes in climate.
7. The development of distinct settlements should be supported to create healthy, attractive and liveable communities.
8. Opportunities for growth should be identified to facilitate appropriate local development.
9. Infrastructure required to support growth should be identified.

Horsham is the regional centre of Wimmera Southern Mallee. At twice the size of any other centre in the region, Horsham is the dominant settlement area. The Plan outlines the regional settlement network to establish the hierarchy and characteristics of towns in relation to Horsham (Table 2).

In addition, there are towns outside of the region that provide complementary functions. Towns in Buloke Shire, such as Donald and Charlton, have a relationship with Horsham and should be considered in the provision of housing, services and employment opportunities.

**TABLE 2: WIMMERA SOUTHERN MALLEE SETTLEMENT NETWORK**

<b>Regional city</b>	
Horsham	<ul style="list-style-type: none"> <li>- Highest levels of population, services and employment in the region</li> <li>- Variety of residential opportunities</li> <li>- Clear commercial centre</li> <li>- May include the head offices of major regionally-based firms, institutions, or agencies</li> <li>- Services a regional network of settlements and can influence the role of smaller settlements surrounding them</li> <li>- Major destination for freight and passenger transport</li> </ul>
<b>District towns (sub-regional hubs)</b>	
Edenhope Hopetoun Nhill St Arnaud Stawell Warracknabeal	<ul style="list-style-type: none"> <li>- Provide an important sub-regional goods and service role, meeting smaller town and rural district needs including local government, policing and ambulance services to a surrounding rural hinterland</li> <li>- Moderately diverse population and housing base</li> <li>- Good access to services and retail</li> <li>- May include some higher order services such as medical/hospital services and a variety of education facilities – larger towns may have post-secondary education facilities</li> <li>- All utility services are provided, with some larger towns having access to reticulated gas</li> </ul>
<b>Towns</b>	
Dimboola Kaniva Murtoa Halls Gap	<ul style="list-style-type: none"> <li>- Similar to district towns but generally service a more localised catchment</li> <li>- Greater reliance on other centres for services and employment</li> <li>- Specialist tourism role for Halls Gap</li> </ul>
<b>Small settlements</b>	
Examples include: <b>Natimuk</b>	<ul style="list-style-type: none"> <li>- Low population levels</li> </ul>



Harrow	<ul style="list-style-type: none"> <li>- Access to services such as a small primary school and general store with postal facilities may be found in a small retail area</li> <li>- Connection to reticulated water is generally available but access to sewer connection varies</li> <li>- In popular tourism localities, role may include a low level supply of visitor accommodation and holiday homes with seasonal variation in population</li> </ul>
Jeparit	
Minyip	
Great Western	

Source: Wimmera Southern Mallee Regional Growth Plan (2014, p.43)

### *Infrastructure Victoria's 30-year infrastructure strategy (2021-2051)*

Provides a long-term view of Victoria's infrastructure needs over the next 30 years, remembering that infrastructure lasts many decades and must meet both immediate needs and those in the future and provides regional priorities for Horsham. The strategy addresses social housing challenges within Horsham and provides recommendation to:

- Renew old and ageing public housing
- Fund Youth Foyers (including accommodation services for vulnerable young people)
- Expand social housing in areas with good accessibility
- Provide fit for purpose social housing which is climate resilient

The strategy seeks to enhance economic growth within the regions through:

- Better freight networks and reliable access to services such as power, water, waste, and transport. Improving information and communications technology is key to economic and community development. It recommends long-term funding for road and rail maintenance and upgrades.
- Support the growth of regional tourism
- The strategy identifies Western Victoria as a potential Renewable Energy Zone (REZ).

Climate change will have a range of impacts. Water management is a key focus of the strategy, with irrigation, which is key in areas like Horsham, needing to be modernised. There will be less water in storages and higher risks of bushfires.

### *Victoria's Housing Statement 2024-2034*

*Victoria's Housing Statement 2024-2034* is the principal state-level strategic document that establishes a coordinated approach to tackle housing supply and affordability. It aims to deliver 80,000 new homes each year across the state, equal to 800,000 over the next decade and 2.24 million homes by 2051.

The Statement includes a target to build 425,600 of the 2.24 million homes in regional Victoria. Actions to achieve this target include:

- A Regional Housing Fund worth \$1 billion to deliver 1,300 regional homes, including social and affordable housing.
- A further \$150 million will be invested into regional communities through the Regional Worker Accommodation Fund.

- Continuation of the Big Housing Build, a \$1.25 billion investment into social and affordable homes in regional areas.
- Expansion of the Development Facilitation Program to streamline the planning process for regional housing developments which are worth at least \$15 million and at least 10 per cent affordable housing.
- Introduction of a Short Stay Levy, revenue of which will go to Homes Victorias and 25 per cent of which will be invested into regional areas.

### Relevant strategies of servicing authorities

#### *Horsham and Wartook Valley Flood Investigation*

Wimmera CMA commissioned Water Technology to undertake the *Horsham Wartook Valley Flood Investigation* in 2019 with the aim of producing design flood mapping over a range of events of different magnitude and provide intelligence to assist in flood risk management and emergency flood response. The design flood mapping showed there were 182 buildings flooded above floor across the study area during a 1% AEP flood event.

As a result of the investigation, the Wimmera CAM and Water Technology recommended that the Land Subject to Inundation Overlay (LSIO) and Flood Overlay (FO) and associated planning scheme amendment documentation produced as part of the investigation be adopted in the Horsham Rural City Council Planning Scheme. Horsham Rural City Council has prepared Amendment C81hors (Flood Amendment) to the Horsham Planning Scheme and it is due for review by Planning Panel in October 2023.

### Planning Practice notes and guidance documents

#### *Planning Practice Note 90: Planning for housing*

PPN90 provides information and guidance about how to plan for housing growth and protect neighbourhood character to ensure a balanced approach to managing residential development in planning schemes.

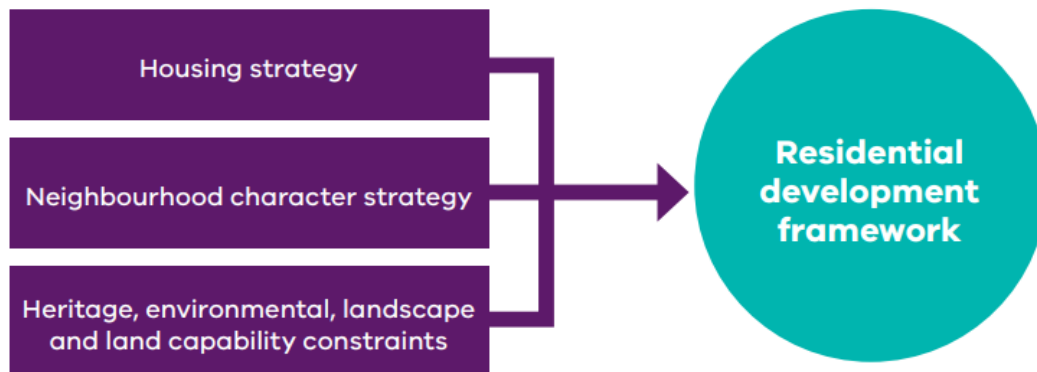
It acknowledges that many of the changes occurring to the Victorian housing market are due to population changes, for example, whether the population is ageing, having fewer children, forming smaller households and preferring different lifestyles. These are the drivers that impact housing demand, type and location.

The Practice Note states that one of the key actions associated with developing a residential development framework is the identification of housing change areas of minimal, incremental and substantial change. Identifying housing change areas provides a means for prioritising competing housing and neighbourhood character objectives arising out of local strategic work. It also provides the basis for the application of requirements through zones and overlays to give effect to desired planning outcomes.

Planning authorities should use Victorian Government population projections and land supply estimates when planning for population growth and managing housing change.

This report provides the evidence base for the Housing Diversity and Affordability Strategy, which will inform the residential development framework that will in turn determine future change areas to accommodate housing and population growth.

**FIGURE 1: INPUTS FOR A RESIDENTIAL DEVELOPMENT FRAMEWORK**



Source: Victorian Government (2019) Planning Practice Note 90 'Planning for housing'

*Planning Practice Note 91: Applying the residential zones*

Responding to reforms of residential zones, PPN91 provides information and guidance about how to:

- use the residential zones to implement strategic work
- use local policies and overlays with the residential zones
- make use of the key features of the residential zones.

Importantly PPN91 outlines the following Principles underpinning the application of the suite of residential zones:

- Housing and neighbourhood character plans need to be consistent and align with one another when specifying preferred future housing and neighbourhood character outcomes for an area.
- All residential zones support and allow increased housing, unless special neighbourhood character, heritage, environmental or landscape attributes, or other constraints and hazards exist.
- The Residential Growth Zone promotes housing intensification in locations close to jobs, services and facilities serviced by public transport including activity centres.
- The General Residential Zone is a three-storey zone with a maximum building height of 11 metres.
- The density or number of dwellings on a lot cannot be restricted in the Neighbourhood Residential Zone unless special neighbourhood character, heritage, environmental or landscape attributes, or other constraints and hazards exist.

A general guide for applying residential zones based on level of future housing change is shown in Figure 2. A guide for matching preferred or mandatory building heights with the appropriate residential zone is shown in Figure 3.

FIGURE 2: ALIGNING THE HOUSING CHANGE AREAS AND THE RESIDENTIAL ZONES

Zone	Special or constrained	Minimal	Incremental	Substantial
Low Density Residential Zone	✓	✓		
Mixed Use Zone			✓	✓
Township Zone		✓	✓	
Residential Growth Zone			✓	✓
General Residential Zone			✓	✓
Neighbourhood Residential Zone	✓	✓	✓	

Source: Victorian Government (2019) Planning Practice Note 91 'Using the residential zones'

FIGURE 3: MAXIMUM BUILDING HEIGHT MATRIX AND RECOMMENDED RESIDENTIAL ZONES

Table 3: Maximum building height matrix

Maximum building height	Best zone	Best height tool	Rationale
Less than 9m or 2 storeys	NRZ	Overlay	A maximum building height lower than the NRZ cannot be specified in a zone schedule. An overlay is required to recognise the special characteristics.
9m (2 storeys)	NRZ	NRZ	The zone mandates this maximum building height and storey control.
Greater than 9m (retain 2 storeys)	NRZ	NRZ schedule	The schedule to the zone enables a greater maximum building height to be specified while maintaining the 2-storey requirement.
11m (3 storeys)	GRZ	GRZ	The zone mandates this maximum building height and storey control.
Greater than 11m (retain 3 storeys)	GRZ	GRZ schedule	The schedule to the zone enables a greater maximum building height to be specified while maintaining the 3-storey requirement.
13.5m (4 storeys)	RGZ	RGZ schedule	The schedule to the zone forces the discretionary maximum building height to be mandatory.
Greater than 13.5m and greater than 4 storeys	RGZ	Overlay	Maximum building height requirements along with other specific design and built form requirements should be included in an overlay so all built form requirements are included in the one provision.

Source: Victorian Government (2019) Planning Practice Note 91 'Using the residential zones'

### *Planning Practice Note 37: Rural Residential Development*

PPN37 provides guidance on planning for rural residential development – land in a rural setting that is used and developed for dwellings that are not primarily associated with agriculture.

PPN37 outlines the zones usually applied to rural residential land but acknowledges that limited residential development can occur in other rural zones. The primary zones are the Low Density Residential Zone (LDRZ), Rural Living Zone (RLZ) and Green Wedge A Zone (GWAZ).

While rural residential development is important to facilitate diversity and choice in housing, it can also have environmental, social and economic costs. PPN37 provides the following objectives for rural residential development to follow:

- minimise land use conflicts between agricultural activities and the amenity expectations of rural residential dwellers
- avoid significant impacts to primary production or to the environmental or cultural values of a rural area
- preserve finite and valuable natural resources present on the land
- avoid generating demand for costly or inefficient social or physical infrastructure
- ensure growth and development is directed to locations with a low risk of natural hazards and will not increase the risk of natural hazards.

In addition, the PPN37 provides broad questions to help plan for rural residential development. A summary of this guidance is provided in the table below.

**TABLE 3: PPN37 RURAL RESIDENTIAL DEVELOPMENT GUIDANCE QUESTIONS**

Guidance question	Guidance notes
<b>Strategy</b> - Does rural residential development fit into the overall strategic directions and planning of the municipality?	A proposal for rural residential development should be considered as part of the broader strategic context. This includes relevant state, regional and local planning policies such as PPF, MPS and adopted land use strategies.
<b>Housing need</b> - How much rural residential development is required to provide appropriate housing diversity and choice?	A planning authority must be able to demonstrate that a rural residential rezoning is part of its strategy to provide appropriate housing for forecast population increases and changes in household structure and composition.
<b>Location</b> – Where should rural residential development take place?	The appropriateness of a site or sites for rural residential development must be assessed against location-specific criteria. Criteria to consider include: <ul style="list-style-type: none"> <li>– integration with existing urban areas</li> <li>– protection of natural resources</li> <li>– protection of environmental areas and biodiversity</li> <li>– landscape and heritage values</li> <li>– provision of social and physical infrastructure</li> </ul>

	<ul style="list-style-type: none"> <li>- land use compatibility</li> <li>- land servicing capability.</li> </ul>
<p><b>Natural hazards</b> – How do we protect life and property from natural hazards?</p>	<p>Rural residential development must be planned in locations that avoid or are at low risk of natural hazards. Rural residential development should be planned to avoid:</p> <ul style="list-style-type: none"> <li>- bushfire radiant heat exposure that exceeds 12.5 kilowatt/square metre in bushfire prone areas (including the bushfire management overlay), where subject to a planning scheme amendment</li> <li>- intensifying the impact of flood</li> <li>- coastal inundation and sea level rise by planning for no less than 0.8 metres by the year 2100.</li> </ul>
<p><b>Subdivision</b> – Has subdivision layout been designed to provide an attractive setting, high amenity efficient infrastructure and natural hazard mitigation measures?</p>	<p>Subdivision layouts should respond to environmental, landscape and infrastructure features and constraints of the land.</p>

Source: Department of Transport and Planning (2023) Planning Practice Note 37

#### *Planning Practice Note 64: Local planning for bushfire protection*

PPN64 (2015)<sup>1</sup> provides guidance about local planning for bushfire protection, including the preparation of schedules to the Bushfire Management Overlay (BMO) and tailoring Local Planning Policy Framework to respond to bushfire matters.

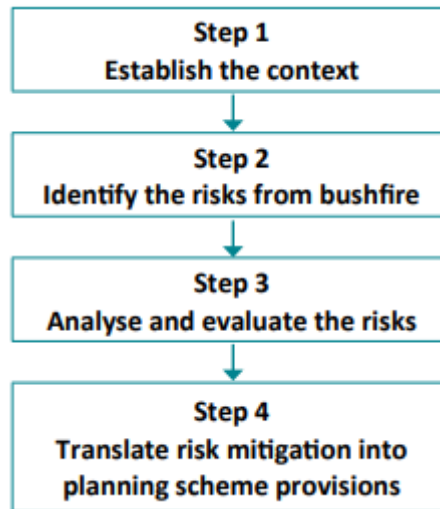
Bushfire should be considered wherever there is a bushfire hazard that may impact on planning objectives, including when preparing strategic plans and policies for settlements such as the Horsham Housing Diversity and Affordability Strategy.

PPN64 clarifies that BMO should not be used as a sole indicator of where bushfire matters need to be considered. Instead planning authorities should draw on a range of information and apply a four-step approach to understand the bushfire risk (Figure 4).

---

<sup>1</sup> PPN64 is currently (Sep, 2023) under review.

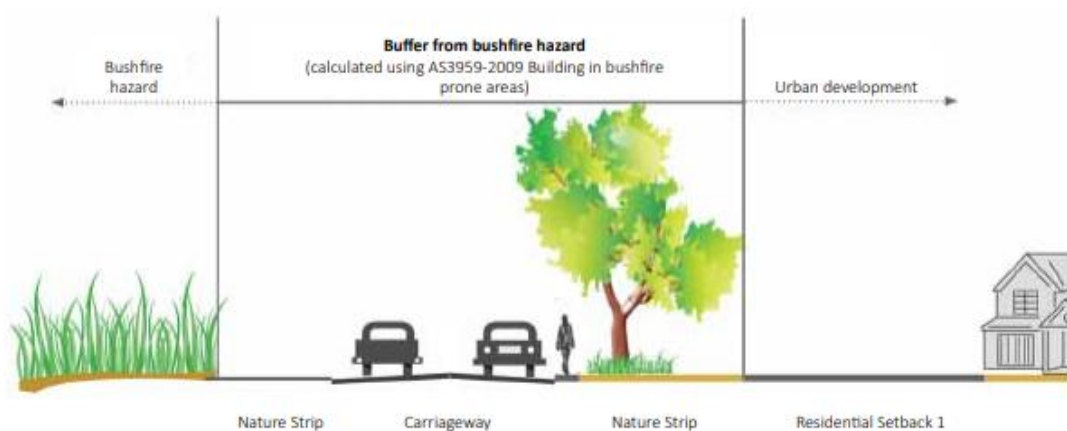
FIGURE 4: FOUR STEP APPROACH TO CONSIDERING BUSHFIRE



Source: Department of Transport and Planning (2015) Planning Practice Note 64

Directing development to the lowest risk locations is the most effective way to prioritise the protection of human life. PPN64 provides guidance for mitigating bushfire risk outside of the BMO through subdivision design, including the use of perimeter roads (Figure 5).

FIGURE 5: USE OF PERIMETER ROADS TO DELIVER BUSHFIRE PROTECTION IN NEW SUBDIVISIONS



Note 1: Where the required buffer is greater than the road reserve, the buffer may comprise the front setback in conjunction with vegetation management.

Source: Department of Transport and Planning (2015) Planning Practice Note 64

### 3.2 Local plans and strategies

Local plans and strategies have been reviewed to understand the planning approaches applied to Horsham's urban areas, relating to residential supply and demand.

## Planning scheme

### *Municipal Planning Strategy*

The Municipal Planning Strategy (MPS) outlines the context, vision and strategic planning directions for Horsham. The MPS contains the following clauses relevant to residential land uses in Horsham Rural City:

#### 02.03-1 Settlement

This clause sets policy objectives for planning residential settlements and identifies a settlement hierarchy which sees Horsham as the major urban centre and Natimuk as the secondary city. The clause identifies key issues impacting settlement in Horsham, such as the shortage of services, economic activity and education opportunities in Horsham North, a significantly disadvantaged area which is separated from the rest of the town by a railway line. Further issues include limited land availability for residential development in Natimuk due to its location on the Natimuk Creek floodplain.

Strategic directions for settlement include:

- To encourage urban development in Horsham while protecting its unique character.
- Focus urban growth opportunities in the Town Centre (Horsham Central Activity District (CAD)); Existing Urban Areas (outside of CAD); strategic infill sites; and regeneration and growth areas to the north and west of Horsham.
- Facilitate the redevelopment of the Horsham Rail Corridor.
- Support an integrated approach to development in Haven.
- Encourage residential development (and other land uses) in Natimuk and other small settlements.
- Direct low density residential and rural living developments to locations adjoining existing settlements.

#### 02.03-6 Housing

This clause acknowledges that estimated population growth indicate that additional housing will be needed in Horsham. Council supports medium density housing in central locations, such as the CAD, and notes that surplus council land, adjacent to the CAD in Selkirk Drive, presents an opportunity to increase the supply of medium density housing close to existing services.

Council also recognises the popularity of low-density housing and rural living in Horsham but acknowledges the conflicts that can arise between dwelling development, agricultural uses, and service provision.

Council's strategic directions for housing are to:

- Encourage increased densities in areas that can capitalise on existing physical and social infrastructure.
- Improve the diversity of housing options available within Horsham.
- Facilitate lower density residential or rural living development, where infrastructure and services can be provided at locations adjoining existing settlements.



- Determine the suitability of land for rural living based on the ongoing use of land for agriculture, right to farm and avoidance of land use conflict.

#### 02.03-4 Natural resource management

Clause 02.03-4 sets out strategic directions for natural resource management across agriculture, water and earth and energy resources. Strategic directions seek to protect resources by directing urban growth and development away from agricultural areas, water catchments, and resource extraction areas.

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

Local policies in the PPF aim to provide further guidance for urban growth and development in Horsham and surrounding areas. The following clauses are key to residential development in Horsham Rural City:

#### 11.01-1L Settlement – Horsham Rural City

This clause supports long term urban growth opportunities to the north and west of Horsham regional city's existing urban area, including increased residential development in the municipality's smaller towns. The clause includes strategies that focuses on strategic infill development and medium density residential development in central locations in Horsham CAD and Horsham North.

#### 11.03-1L Horsham Central Activity District (CAD)

Clause 11.03-1L applies to the Horsham Central Activity District (CAD) and supports mixed-use development with accommodation uses above the ground floor in the centre of the CAD and an increase in residential density in surrounding areas.

#### 16.01-3L – Rural residential development – Horsham

Clause 16.01-3L aims to facilitate rural residential development in Horsham in adjoining existing settlements or where there is an existing identifiable community as well as existing rural living areas. The clause explicitly identifies Haven and aims to support coordinated and stages residential development in the township.

Further detail about the local policies in the PPF can be found in Appendix A.

#### *Planning scheme amendments*

The following relevant planning scheme amendments have been implemented to the Horsham Planning Scheme, or are under review:

- **C82hors** (approved November 2023) corrected errors and anomalies in the Horsham Planning Scheme, which included rezonings and changes to overlay maps.
- **C81hors** (adopted in December 2023) updates flood controls based on detailed hydrologic and hydraulic modelling from six flood studies prepared on the behalf of the Wimmera Catchment Management Authority (WCMA). The amendment affects large areas of flood prone land throughout the municipality.
- **Heritage** (pre-amendment) has been drafted and will commence in early 2024. Heritage Citations have been sent to landowners as pre-amendment consultation.

### *Planning provisions*

Zones and overlays contain built form parameters that may limit the extent of residential supply in a given area, through density and height controls that are enforced through the planning permit application process. The application of these zones and overlays will determine housing capacity across the Municipality.

The application of **residential zones** must be derived from the municipal-wide strategic framework plan or residential development framework plan contained in a MPS.

**Overlays** control a broad range of development matters such as the protection of vegetation or heritage values, the design of built form or mitigating flood risk. They play an important role to give effect to preferred built form outcomes when a zone will not fully achieve the identified housing or neighbourhood character objectives for an area. For instance, lowering the maximum building height specified in a residential zone can only be implemented by using an overlay to recognise a special neighbourhood, heritage, environmental, and landscape value or constraint.

Detail about the purpose of the relevant zones and overlays that currently apply in the Horsham Planning Scheme is outlined in **Appendix A**.

### **Local strategies and studies**

#### *Natimuk Economic and Social Plan*

The *Natimuk Economic and Social Plan (2022)* is a community-owned and driven document with the aim of improving the financial security of the town and surrounding areas. Priority areas objectives include establishing Natimuk as a tourist destination, supporting sustainable power generation, improving transport connections and recreation facilities, and improving local collaboration within Horsham Rural City Council.

#### *Horsham CAD Revitalisation Streetscape Plan*

The *Horsham Central Activities District (CAD) Revitalisation Streetscape Plan (2022)* was developed by Horsham Rural City Council with the aim of identifying opportunities to revitalise Horsham CAD to attract new business activity and visitors to the town centre. The Plan provides guidance to Council to prioritise public realm improvement works in the CAD and anticipate future renewal works. The Plan outlines seven broad improvement strategies to improve the streetscape, protect the heritage and character of the area and connectivity of the area.

Improvement strategy 3 is significant to the development of the Horsham and Natimuk Housing Diversity and Affordability Strategy as it includes conserving and enhancing the heritage buildings in the town centre. Improvement strategy 5 is also significant as it highlights the need to create connections between the broader Horsham area and the town centre, with an emphasis on creating safe active transport routes into the city. The Masterplan is illustrated in Figure 6 overleaf.

#### *Horsham CAD Revitalisation Streetscape Plan Urban Design Analysis*

Urban design analysis was undertaken in 2021 in preparation for the Horsham CAD Streetscape Plan. The Analysis identified that while most of the CAD is zoned for commercial use, there are smaller areas of General Residential Sone to the east and west of the study area. This mix of commercial and residential uses in the CAD supports opportunities for infill and mixed-use development – aims that are reflected in the Horsham Planning Scheme (11.03-1L).

The Analysis also highlights the significance of heritage in the CAD, with three Design and Development Overlays in place to conserve and enhance the Town Centre Core as well as minimise the risk associated with stormwater flooding in the south of the study area.

FIGURE 6: HORSHAM CAD STREETScape MASTERPLAN

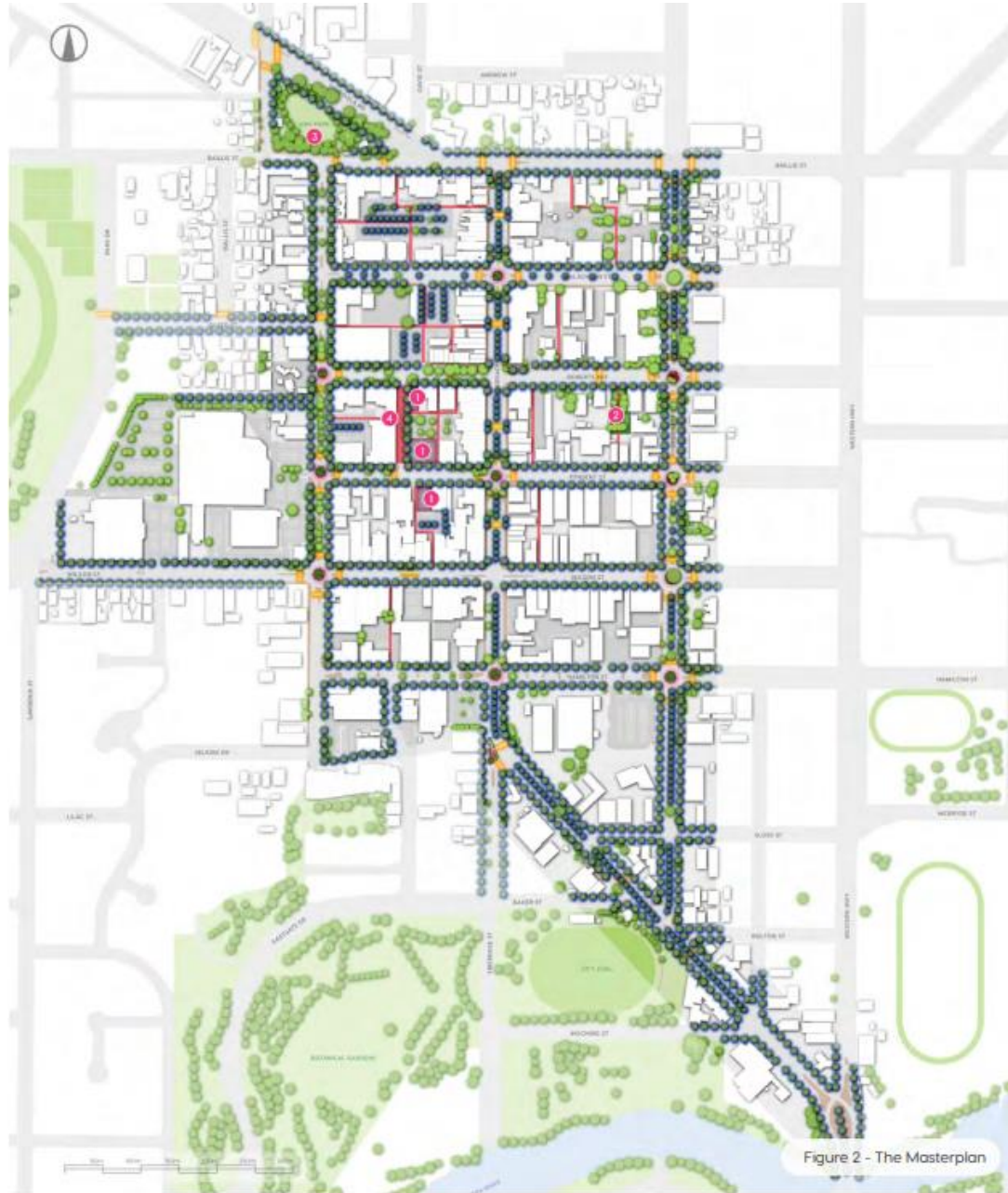










Figure 2 - The Masterplan

-  Existing Trees
-  Proposed Street Trees and Streetscape Improvements
-  Laneway Improvements
-  Pedestrian Safety Improvements (Mid-Block and at Intersections)
-  Potential Town Square Locations
-  Children's Park
-  May Park Improvements
-  Ward Street Shared Street Improvements

Source: HRCC, 2022.

### *Horsham North Draft Issues and Opportunities Paper*

In 2022, HRCC developed a Draft Issues and Opportunities Paper based on a review of the Horsham North Urban Design Framework (2013). The Paper, which was used to inform the development of the Horsham North Local Area Plan, identified key issues and opportunities across three areas (planning and land use, access and connection, public spaces). The issues and opportunities relevant to housing are summarised in Table 4 below.

**TABLE 4: HORSHAM NORTH KEY ISSUES AND OPPORTUNITIES**

Issues	Opportunities
<p><b>Planning and land use</b></p> <ul style="list-style-type: none"> <li>– Accommodating population growth is an issue and an opportunity.</li> <li>– Horsham North is a lower socio-economic area in the region, a key issue is the provision of affordable housing and social housing.</li> <li>– Access to aged care facilities.</li> <li>– A legacy of poorly designed subdivisions with cul-de-sacs and disconnected street networks and poor provision of open space.</li> <li>– Conflict between current industrial and commercial land uses and liveable residential areas.</li> <li>– Underutilised industrial sites.</li> <li>– Inconsistent streetscape character in some areas.</li> <li>– Potentially contaminated land is likely present across the rail corridor and any site previously used for an industrial or commercial purpose.</li> </ul>	<p><b>Planning and land use</b></p> <ul style="list-style-type: none"> <li>– Future housing should be diverse and be designed with environmental sustainability and accessibility in mind.</li> <li>– Work with DFFS to understand social housing needs.</li> <li>– Facilitate new residential development opportunities that regenerate existing residential areas.</li> <li>– Encourage infill development and the redevelopment of housing stock that is no longer fit for purpose.</li> <li>– Apply the Sustainable Subdivisions principles and collaborate/participate with CASBE.</li> <li>– The land currently zoned for farming at the north-western edge of the study area (fronting Rasmussen Rd.) presents an opportunity to establish new areas of open space and a north-south connection for pedestrians and cyclists, continuing through the current Foundry Park and to a broader network.</li> </ul>

Source: HRCC, 2022.

### *Horsham North Local Area Plan*

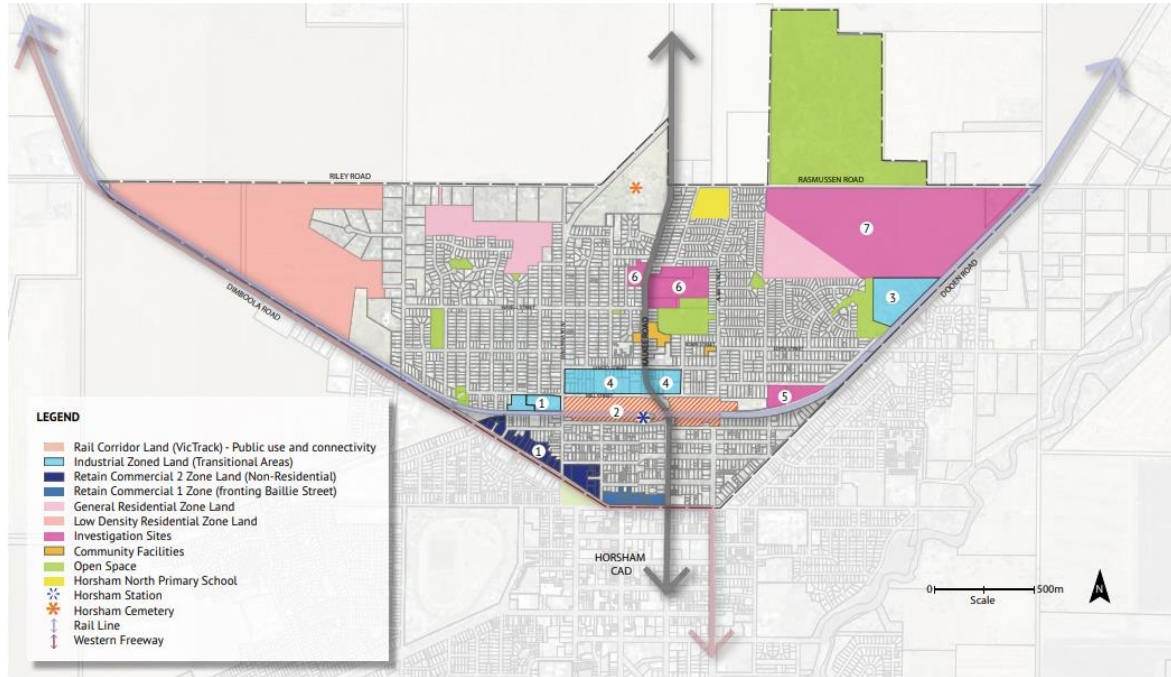
The *Horsham North Local Area Plan* (2023) establishes strategic directions for future development in Horsham North across three themes: Land use and Future Character, Access and Connections, and Public and Open Spaces. The strategic directions relevant to the development of housing in Horsham Rural City are summarised below.

**Strategic direction 10.1-7** identifies a potential site to accommodate urban growth in Horsham North: an undeveloped area that is currently zoned for both General Residential and Farming Zones

(represented by number 7 on Figure 7). The Plan states that the future Housing Strategy will need to test the viability of this site to accommodate housing.

However, the site is not included in the analysis of available residential land in Horsham (explored in Chapter 5) as it is not *currently* zoned for residential purposes.

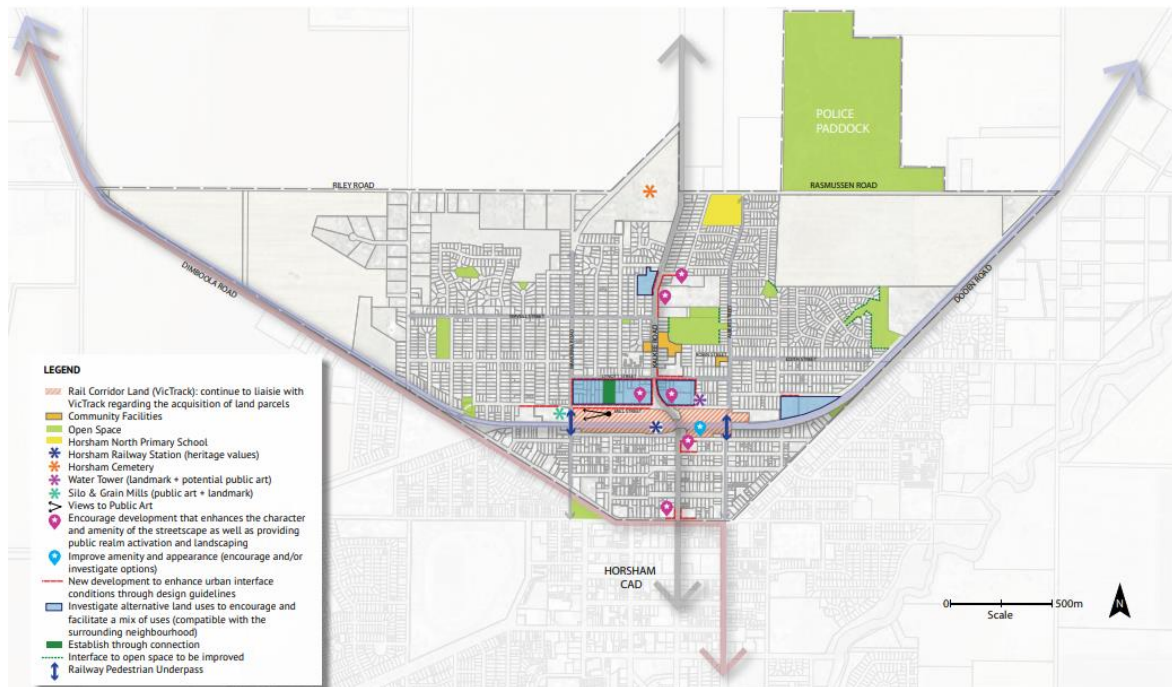
**FIGURE 7: HORSHAM NORTH LAND USE**



Source: HRCC, 2023.

**Strategic direction 10.3** recommends planning provisions relating to heritage and character be implemented into the Horsham Planning Scheme to reinforce the existing residential character, contribute to the residential and emerging mixed-use character of the mixed-use area and encourage planting of canopy trees in front setbacks and nature strips. Proposed sites for mixed use development are indicated in Figure 8.

FIGURE 8: NORTH HORSHAM URBAN DESIGN AND LOCAL CHARACTER



Source: HRCC, 2023.

### *Horsham South Emerging Option Discussion Paper and draft Future Urban Structure*

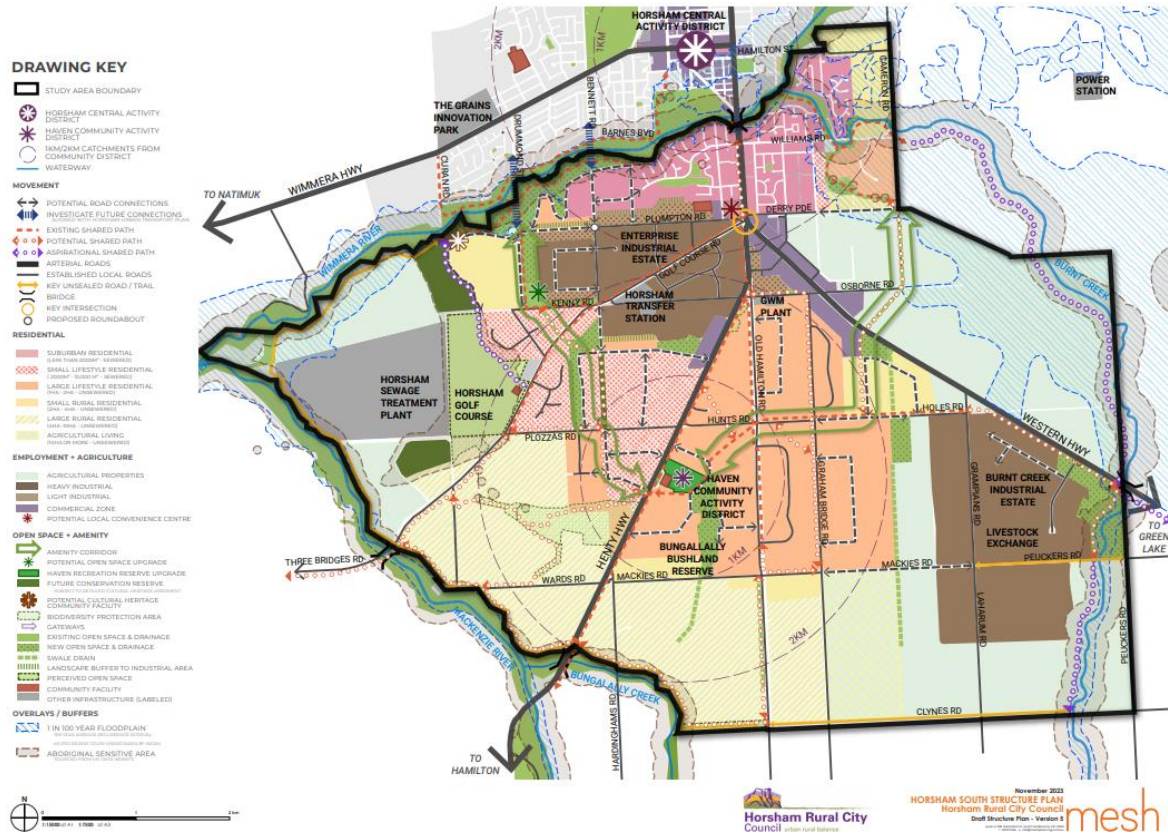
The *Horsham South Emerging Option Discussion Paper* (2020) was developed as a precursor to preparation of a formal Structure Plan for Horsham South. The Paper identifies key issues and broad directions for growth in Horsham South. The Paper outlines five strategic directions and correlating actions to guide what the Horsham South Structure Plan should seek to achieve:

1. Coordinated growth that respects the existing character of the area.
2. Appropriated interfaces between land uses.
3. Interconnected transport network that is continuous, safe and efficient.
4. Accessible social and community facilities.
5. Efficient use of existing and new services (water, sewerage and drainage).

These strategic directions have been used to develop the draft Future Urban Structure, a plan that sets out the key directions for land use. The draft Horsham South Future Urban Structure (FUS), was released by HRCC in November 2023 (Figure 9). The draft FUS guides increased residential density around Horsham Central Activity District and Haven Community Activity District. The proposed changes aim to deliver more housing in locations with existing community facilities and infrastructure, in

particular, to logically extend the reticulated sewer network. Areas further away from the existing urban extent are intended to maintain the low-density rural residential character of Horsham South.<sup>2</sup>

FIGURE 9: HORSHAM SOUTH STRUCTURE PLAN (DRAFT)



Source: HRCC, 2023.

**Horsham Urban Transport Plan**

The *Horsham Urban Transport Plan* (2020) sets directions for an integrated transport system in Horsham under six key themes: 1. Streets for people; 2. Local Access Movement; 3. Public Transport; 4. Parking; 5. Cycling; 6. Regional links. Throughout the themes, the Plan includes strategic directions to support new and existing residential areas. These include:

- Strategy 3.2 Bus network to grow with the growing urban areas
- Strategy 5.1 Create a Bicycle Corridor Network throughout the urban areas
- Strategy 5.3 Develop cross town [bicycle] corridors
- Strategy 5.5 Future Growth Areas to be sustainable movement flagships

<sup>2</sup> HRCC (2023) *Horsham South Structure Plan: Introducing the Draft Future Urban Structure*. Community Consultation Brochure.

- Strategy 6.1 Manage the existing heavy vehicle route network until an alternative truck route is provided [including the south-western B-double route that goes through a residential area]

In developing the Horsham and Natimuk Housing Diversity and Affordability Strategy it will be critical to consider the accessibility of transport connections for potential residential areas.

#### *Horsham Rural City Council Open Space Strategy*

The *Horsham Open Space Strategy (2020)* provides strategic direction for open space planning across the Municipality. The Strategy included an audit of existing open space which found that there is 287 hectares (ha) of open space across Horsham, equating to approximately 14.6 ha of open space per 1,000 people. While this is considered a relatively high amount of open space, key issues with the network include low quality of space, inequitable access, declining amenity facilities, and poor connectivity.

The Strategy identifies Horsham Inner North, Horsham North and Horsham South West as localities with a low provision of open space. In contrast, Central Horsham, Pimpinio and Vectis have a very high provision of open space per 1,000 people.

#### *Greening Greater Horsham - A Municipal Tree Strategy 2021-2031*

*Greening Greater Horsham (2022)* is a ten-year municipal-wide strategy with the objective of protecting existing public trees and increasing tree canopy. In urban areas of Horsham (inclusive of private land), HRCC has committed to a target of 15.3 to 20 per cent tree canopy cover. In 2021, the municipal area of Horsham Rural City currently has a total tree canopy cover of 12.8 per cent.

#### *Horsham: City to River Vision & Masterplan*

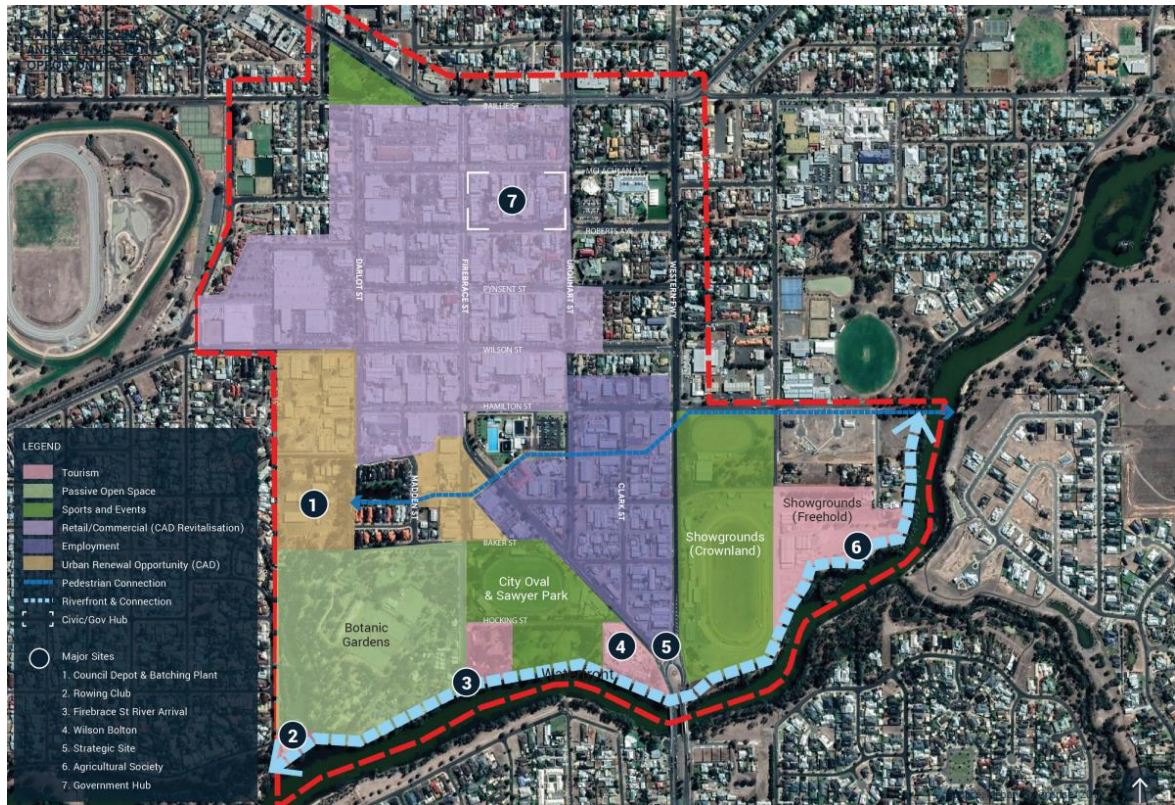
The *Horsham: City to River Vision and Masterplan (2020)* aims to connect Horsham's CAD and the Wimmera River Precinct. The Vision and Masterplan is focused around four key objectives:

1. Activating the Wimmera River Precinct
2. Improve the amenity and diversity of land uses in Horsham's CAD
3. Improve transport and connectivity between the CAD and the Riverfront
4. Develop sporting infrastructure that integrates with urban and river areas

Figure 10 illustrated the indicative City to River Masterplan.



FIGURE 10: HORSHAM CITY TO RIVER MASTERPLAN



Source: Urban Enterprise, Tract, Twin Prism, and HRCC, 2020.

### *Horsham City Urban Renewal Project*

HRCC developed the *Horsham City Urban Renewal Redevelopment Options and Implementation Plan (2023)* to revitalise and transform the city. A number of sites and precincts are identified for urban renewal to encourage future development (residential, commercial and mixed use).

The study area extends from Wimmera River to the south to Baillie Street to the north and encompasses the Horsham CAD. Three investigation sites have been identified for urban renewal (Figure 11):

1. Council Depot site and adjoining community use areas.
2. Concrete batching site and surrounding commercial landholdings
3. Commercial/residential landholdings north of Baker Street

These investigation areas are identified as being ideally located to provide future housing opportunities within the CAD and greater housing diversity. The Plan identifies the need for some of the existing industrial land uses within these investigation areas (concrete batching plant and possibly the Council depot) to potentially move to dedicated industrial precincts.

The Plan includes a Market Assessment undertaken by Urban Enterprise in 2022, which estimated that the Horsham SA2 will require an additional 893 dwellings over the 15 year period to 2036. The Market Assessment found that more centrally located and smaller dwellings are needed in the area.

FIGURE 11: HORSHAM CITY URBAN RENEWAL INVESTIGATION AREAS



Source: HRCC, Urban Fold, Echelon Planning, and Urban Enterprise, 2023.

### Currently underway

- **Horsham Heritage Study** – HRCC has recently reviewed the 2014 Horsham Heritage Study and developed planning scheme amendment documentation in preparation for an amendment to commence in early 2024.
- **Horsham South Structure Plan** – HRCC is currently developing a Structure Plan for Horsham South to set a long-term vision for the area and provide guidance to that development in the area is coordinated. Following consultation on the draft Future Urban Structure (described above) the Structure Plan will be developed.

### Current and future major projects in Horsham

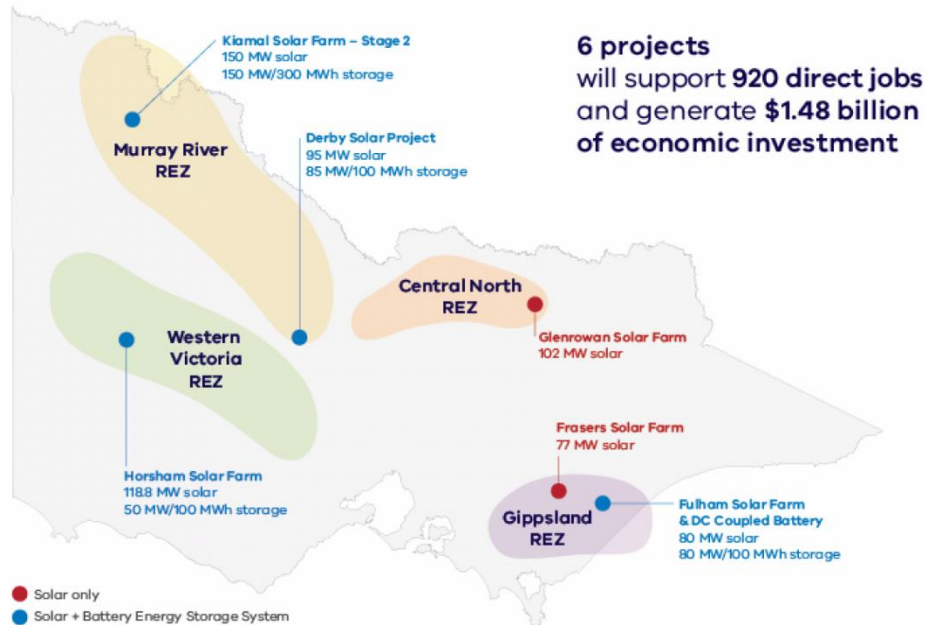
#### Solar farms

In 2018, HRCC approved the planning permit applications for two major solar farming enterprises in the municipality: Horsham Solar Farm (196ha) and Murra Warra Solar Farm (370ha).<sup>3</sup> The Horsham Solar Farm is one of six projects under the second round of the Victorian Renewable Energy Target auctions

<sup>3</sup>HRCC (2018), 'Solar farms to go ahead', available at: <https://www.hrcc.vic.gov.au/Our-Council/News-and-Media/Latest-News/Solar-farms-to-go-ahead>

(VRET2) which funds projects to support the Victorian Government’s renewable energy commitments (Figure 12).

FIGURE 12: VRET2 PROJECTS



Source: Department of Energy Environment and Climate Action, <https://www.energy.vic.gov.au/renewable-energy/victorian-renewable-energy-and-storage-targets/victorian-renewable-energy-target-auction-vret2>

### *Avonbank Mineral Sands Mine*

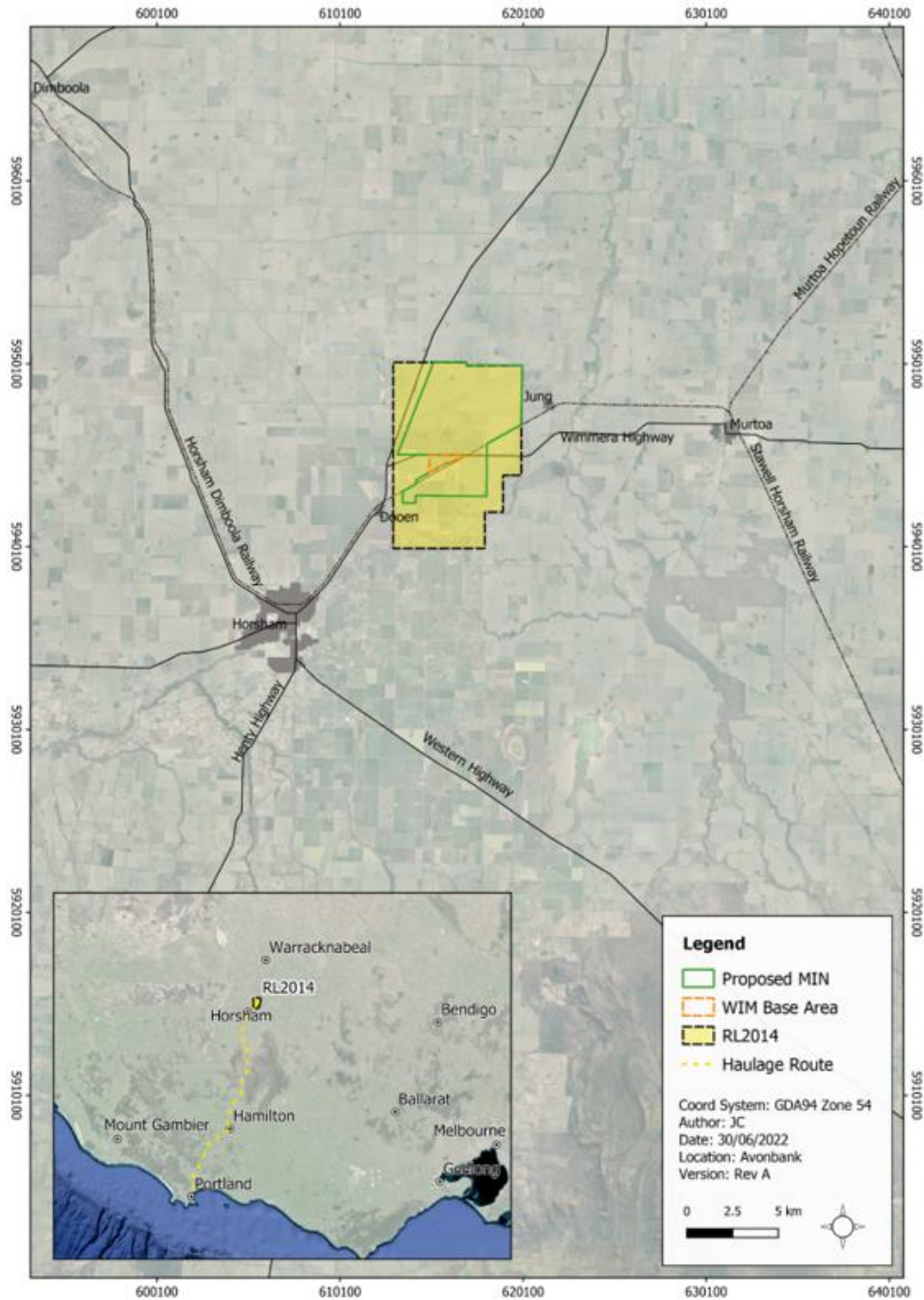
A new mine 15 kilometres northeast of Horsham has been proposed by WIM Resource Pty Ltd (WIM) (Figure 13). The Avonbank Mineral Sands Mine has a development extent of 3,546 hectares in an area that contains approximately 300 million tonnes of ore. The proposal includes the development of a mineral sands mine, mining unit plant, wet concentrator plant, slurry pipelines, power and water supply infrastructure and additional site facilities.<sup>4</sup>

In 2022, HRCC signed a Memorandum of Understanding (MoU) with WIM to collaborate on the project, in which mining operations are expected to start in 2024. The mine is expected to generate 650 direct and indirect jobs per annum for Horsham.<sup>5</sup>

<sup>4</sup> Department of Transport and Planning (2023)

<sup>5</sup> HRCC (2022)

FIGURE 13: AVONBANK MINE LOCATION



Source: WIM, 2023

*Iluka Wimmera Mine*

The Iluka Wimmera Mine project is proposed mineral sand mine in the Victorian Murray Basin, approximately 30km north-east of Horsham township. The project is estimated to directly employ approximately 300–350 people full time equivalent (FTE) during the 2-year construction phase and a further 280–350 people FTE during the 25-year operation phase. It is anticipated that a significant

proportion of the construction workforce and the majority of the operations workforce will be drawn from the region.<sup>6</sup>

The project is currently in definitive feasibility study (DFS) phase and the Environmental Effects Statement is pending review from the Minister before construction can commence. Without further information, the impact of the mine in the HDAS cannot be determined.

### *Astron Donald Rare Earth & Mineral Sands Project*

The Astron Donald Rare Earth & Mineral Sands Project is approximately 70kms north-east of Horsham township. Phase one of the project is scheduled to start production in the second half of 2025. Phase 1 of the Donald Project is estimated to provide 150 full time equivalent (FTE) direct employee and contractor opportunities and lead to an increase of 536 FTE employment opportunities in the region on average over project life.<sup>7</sup>

## **3.3 Implications for the HDAS**

- The *Wimmera Southern Malle Regional Growth Plan* (2014) identifies Horsham as the regional centre of Wimmera Southern Malle with the highest level of population, services and employment in the region. The Plan establishes a settlement network which identifies Natimuk as a ‘small settlement’ which can accommodate low population levels. In addition, the Plan identifies towns outside of the region that provide complementary functions. Towns in Buloke Shire, such as Donald and Charlton, have a relationship with Horsham and should be considered in the provision of housing, services and employment opportunities.
- Local plans and strategies identify key opportunities and challenges for the Municipality that could be addressed in some way via the *Housing Diversity and Affordability Strategy*:
  - Housing availability and affordability, particularly in areas such as Horsham North – a lower socio-economic area in the region – and Natimuk, where residential land is constrained by the Natimuk Creek Floodplain.
  - Protecting and enhancing the heritage of the area and neighbourhood character.
  - Supporting economic development in Horsham through infill and mixed-use development.
  - Minimising the risk associated with stormwater flooding.
  - Conflicting land uses (residential, industrial and agricultural).
  - Potential land contamination along the Horsham rail corridor which could hinder its use for urban development.
- The Horsham North Local Area Plan (2023) identifies an investigation site, currently zoned Farming Zone, for residential use. Given its current zone and the supply of residential land in the Municipality (explored further in Chapter 5), this site has not formed part of the analysis of this Housing Strategy.

---

<sup>6</sup> Iluka (2020) Social, Land use and Infrastructure Sheet, [https://iluka.com/media/bkwhxl1a/s180481\\_sheet-5-social-land-use-and-infrastructure-v1.pdf](https://iluka.com/media/bkwhxl1a/s180481_sheet-5-social-land-use-and-infrastructure-v1.pdf)

<sup>7</sup> Astron (2023) Definitive Feasibility Study, <https://www.astronlimited.com.au/wp-content/uploads/2023/04/20230426-Definitive-Feasibility-Study.pdf>

- The MPS in the Horsham Planning Scheme identifies several issues across the themes settlement, housing and natural resource management, which are managed with local policies in the scheme. The key issues identified will be important considerations if there are land supply gaps and the need for additional land to be rezoned for housing in the next phase of this project.
- Clause 02.03-1 Settlement identifies a settlement hierarchy that sees the Municipality's main urban centre as Horsham, with Horsham North and Haven presenting as key opportunities for residential development. Natimuk is identified as the municipality's second largest town though development is constrained by the Natimuk Creek floodplain. The next phase of this project will consider the implication of this settlement hierarchy when considering appropriate places where future growth may be directed (if required).
- Clause 02.03-6 Housing highlights the need for additional housing to accommodate forecast population growth. Increased housing density in central areas is encouraged to capitalize on existing physical and social infrastructure. However, low-density housing and rural living is popular in the Municipality, which is often constrained by agricultural land uses and service provision. This will be an important consideration in the next phase of the project.
- Clause 02.03-4 Natural resource management highlights the need to direct urban growth and development away from agricultural areas, water catchments, and resource extraction areas.

## 4. Historic population and housing trends

This section sets out population and housing and employment profile of Horsham Rural City, forming the basis of the housing and employment projections (supply, demand, and capacity analysis) presented in the subsequent sections.

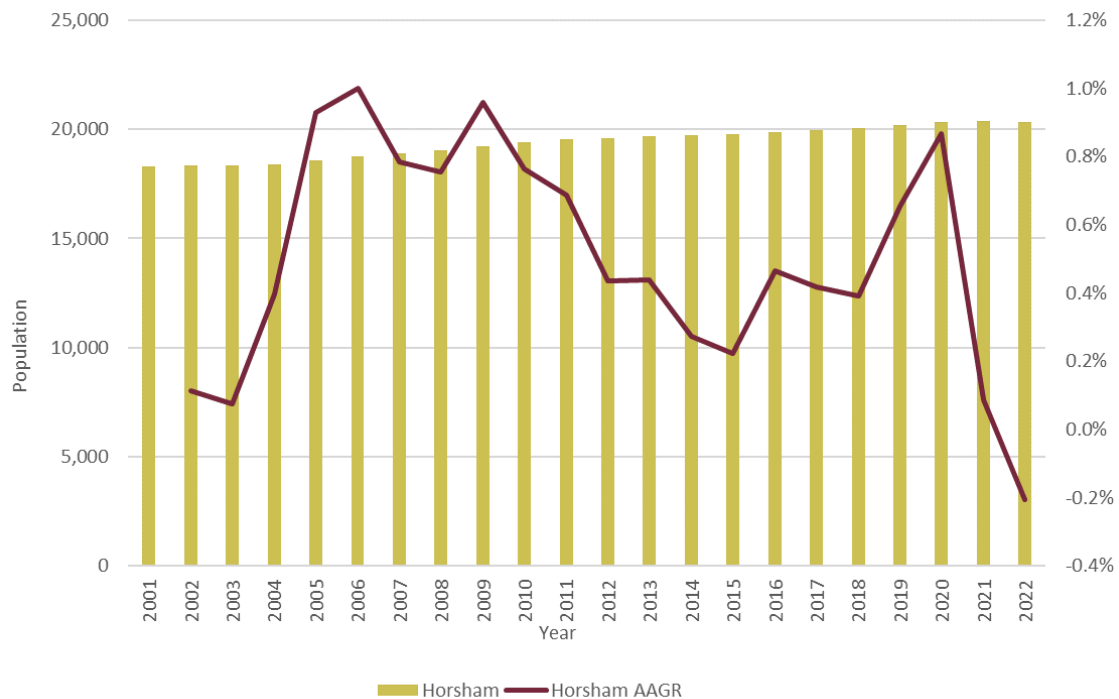
### 4.1 Population profile

#### Historic population change

The population of Horsham Rural City over the past 20 years is shown in Figure 14. Since 2006, the City has seen relatively low growth, with an average annual growth rate of 0.5 per cent.

The average annual growth rate (AAGR) for the whole of Regional Victoria over the same timeframe was 1.34 per cent. The municipality's population in 2022 was 20,327.

**FIGURE 14: HISTORICAL POPULATION CHANGE, HORSHAM RURAL CITY, 2001 TO 2022**



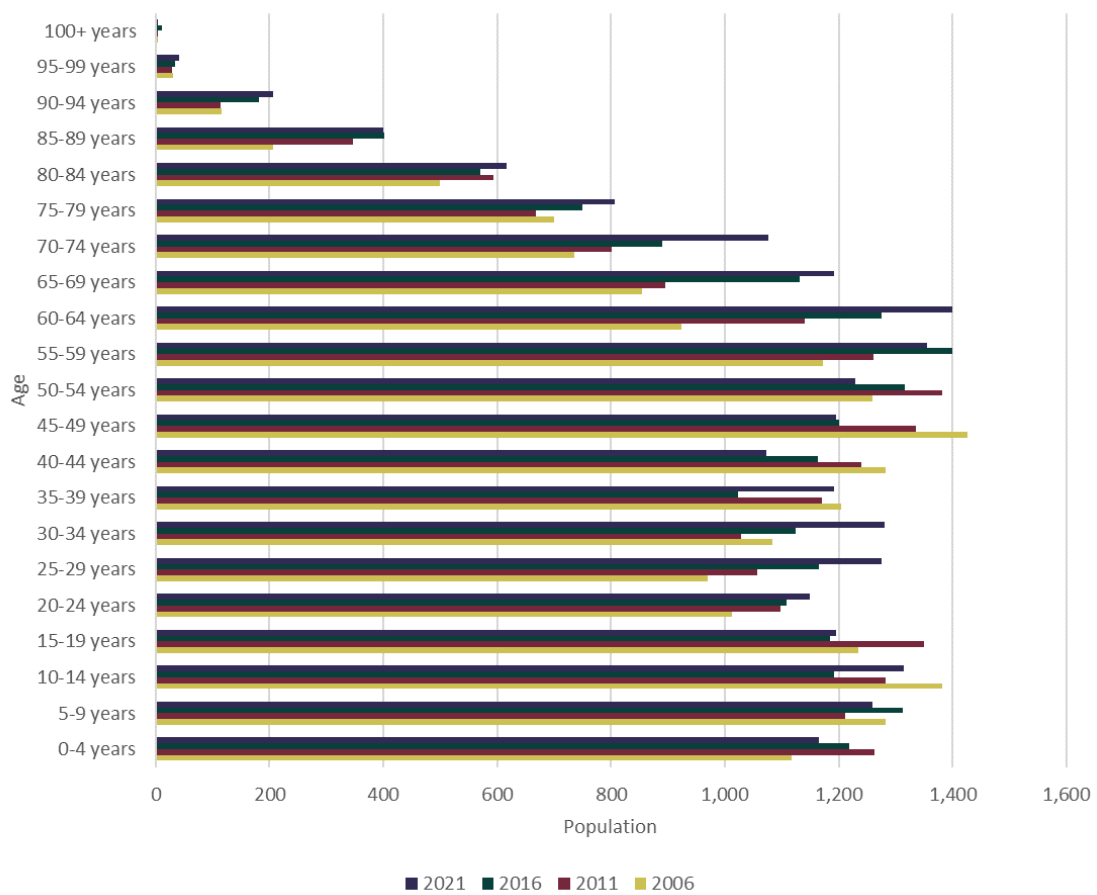
Source: Australian Bureau of Statistics, Regional Population 2001-2022

**Age profile**

From 2006 to 2021, Regional Victoria saw a rise in its 65+ year old age group, a 6.3 per cent increase from 16.0 per cent up to 22.3 per cent over this decade and a half. Horsham has also seen this trend in its population over the past 15 years. Figure 15 below shows a shift in the population toward older age groups in the LGA. In 2006, the 65+ age group accounted for approximately 17 per cent of the population. This share has grown to 21.3 per cent in 2021, a 4.3 per cent increase over the 15-year period.

In total, the 65+ age group accounted for over 61.9 per cent of total population growth between 2006 and 2021. This aging of the population suggests that Horsham could be seen as a retirement location for Victorian’s, although importantly here, it is to a lesser extent than the rest of Regional Victoria.

**FIGURE 15: HISTORIC POPULATION GROWTH BY AGE GROUP, 2006 TO 2021**



Source: Australian Bureau of Statistics, Regional Population 2001-2022



## Migration

Horsham has had less internal migration over the past five years than most of Regional Victoria. According to the 2021 ABS Census, around 14 per cent of the Horsham population did not live in Horsham five years ago, while around nineteen per cent of Regional Victorians lived in a different LGA five years ago.

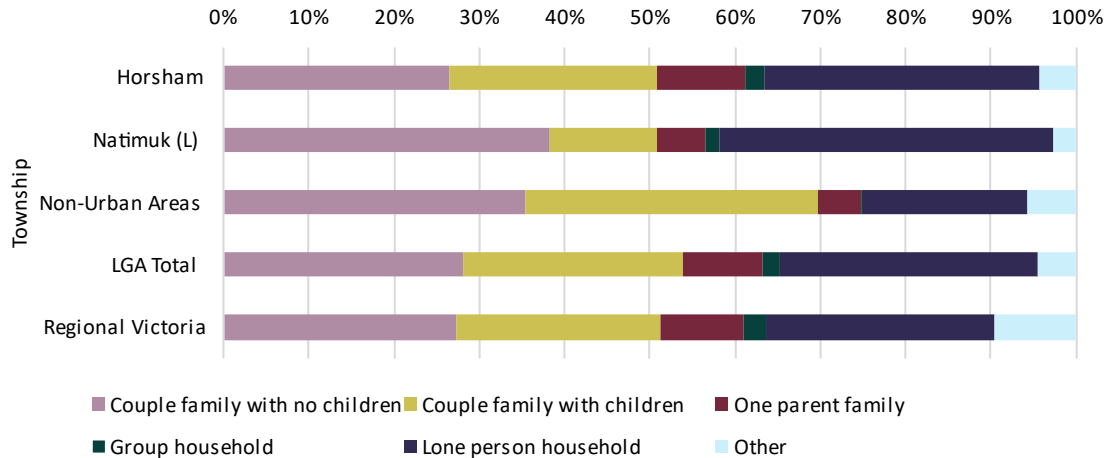
Within the Horsham municipality, the city of Horsham received the largest number of migrants. The COVID-19 pandemic caused a surge in remote working and allowed professionally mobile workers to move away from cities to regional areas, and while the effects of this were seen in Horsham, it did not see the same level of growth as some other Regional LGAs, such as Geelong.

## Family composition

Figure 16 shows the family composition across Horsham's two main towns, the LGA total, and Regional Victoria as a whole. Lone Person households (30 per cent) and couple families without children (28 per cent) are the most common household types across the LGA, similar to the Regional Victorian average.

While many of the towns follow a similar pattern of couple families with no children and lone person households being the most prominent family compositions, there is some variation across towns. The non-urban areas of Horsham have the highest proportion of couple families with children (34 per cent) and significantly less lone person households (19 per cent) when compared with the towns. Lone person households are most common in Natimuk (39 per cent).

**FIGURE 16: HOUSEHOLD COMPOSITIONS BY TOWNSHIP, 2021**



Source: Australian Bureau of Statistics, Census Data 2021

## 4.2 Housing profile

This section examines the range of dwelling and tenure types within Horsham and recent trends in these figures.

## Dwelling count by area

Table 5 shows the number of dwellings present in Horsham and Natimuk between 2011 and 2021. The largest dwellings growth in Horsham was in Horsham City, which accounted for 94 per cent of the total growth in the LGA and had an AAGR of 1 per cent.

**TABLE 5: HISTORIC DWELLING COUNT BY TOWNSHIP, 2011 TO 2021**

	2011		2016		2021		% of Change (2011-2021)
	Total	% of total	Total	% of total	Total	% of total	
Horsham	7,035	79%	6,862	80%	7,771	81%	94%
Natimuk	217	3%	218	2%	229	2%	1%
Non-urban areas	1,629	18%	1,524	18%	1,665	17%	5%
Horsham LGA total	8,881	100%	8,604	100%	9,665	100%	100%

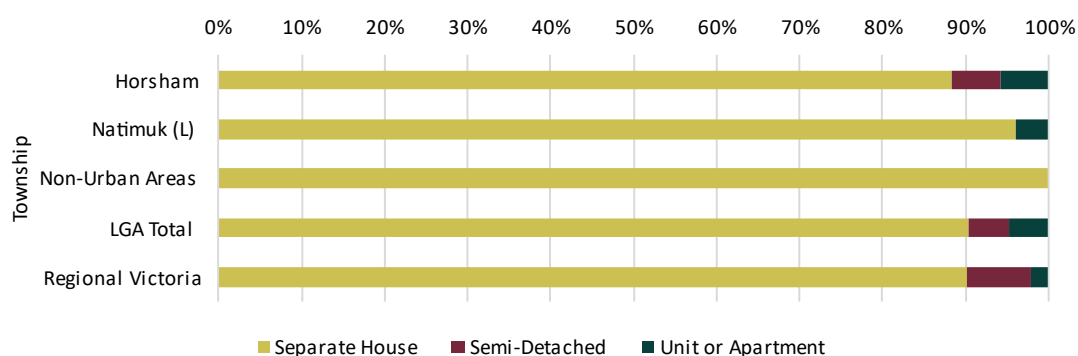
Source: Australian Bureau of Statistics, Census Data 2011 – 2021

## Dwelling structure

Horsham sees a roughly equal number of semi-detached dwellings, and units/flats, though they together make up less than 10 per cent of the LGA housing stock. The different townships see variation in the divide between semi-detached and flats/apartments, with some extreme cases in the non-urban areas of the LGA, where it is 100 per cent separate housing.

The breakdown of dwelling structures across the LGA are not significantly different in 2021 and 2006, with around 90% of dwellings in the separate category across this time span.

**FIGURE 17: DWELLING STRUCTURE BY TOWNSHIP, 2021**



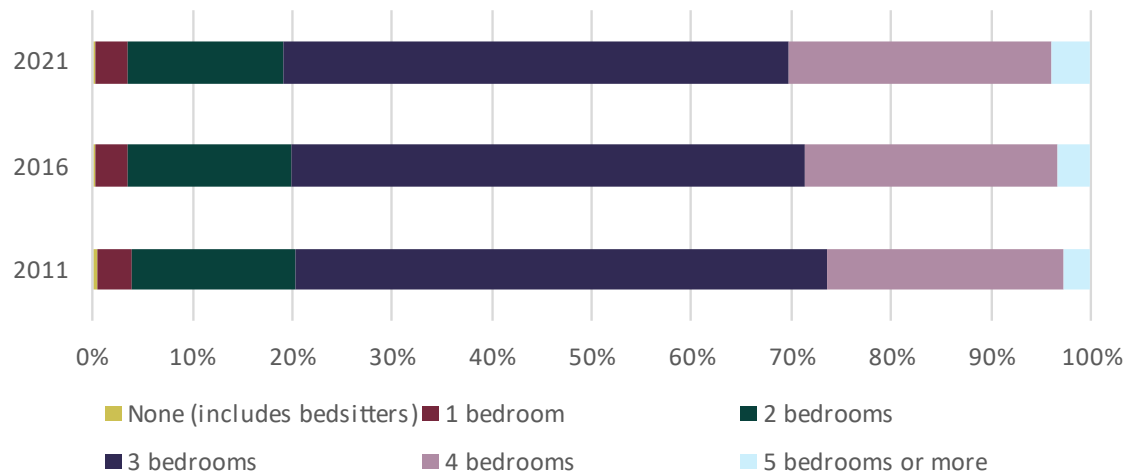
Source: Australian Bureau of Statistics, Census Data 2021

## Dwelling size

The size of dwellings in Horsham can be considered through the proxy measure of how many bedrooms they contain. Figure 18 shows the change in dwelling size in the LGA across Census years.

Despite three-bedroom dwellings accounting for the largest share of the housing stock, this share has decreased from 53 per cent in 2006 to 50 per cent in 2021. This decrease in the relative popularity of three-bedroom homes has been matched by an increase in homes of four or more bedrooms.

**FIGURE 18: HISTORIC DWELLING SIZE (2011 – 2021)**



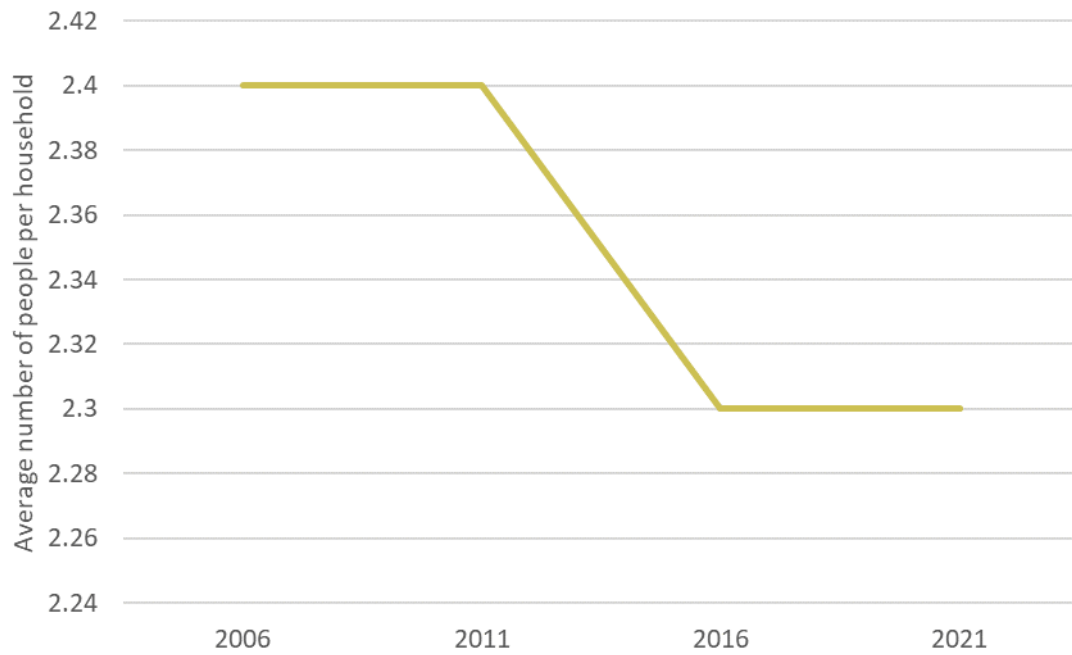
Source: Australian Bureau of Statistics, Census Data 2021

### Household size

Household size – the average number of people per household – in Horsham LGA has decreased over the census years. Figure 19 illustrates that in the 2006 and 2011 census, the average household size was 2.4 and by 2016 it decreased to 2.3.

This trend aligns with the increasing number of lone households in Horsham, and highlights the disparity between dwelling size and household size.

FIGURE 19: HOUSEHOLD SIZE, HORSHAM LGA (2006-2021)



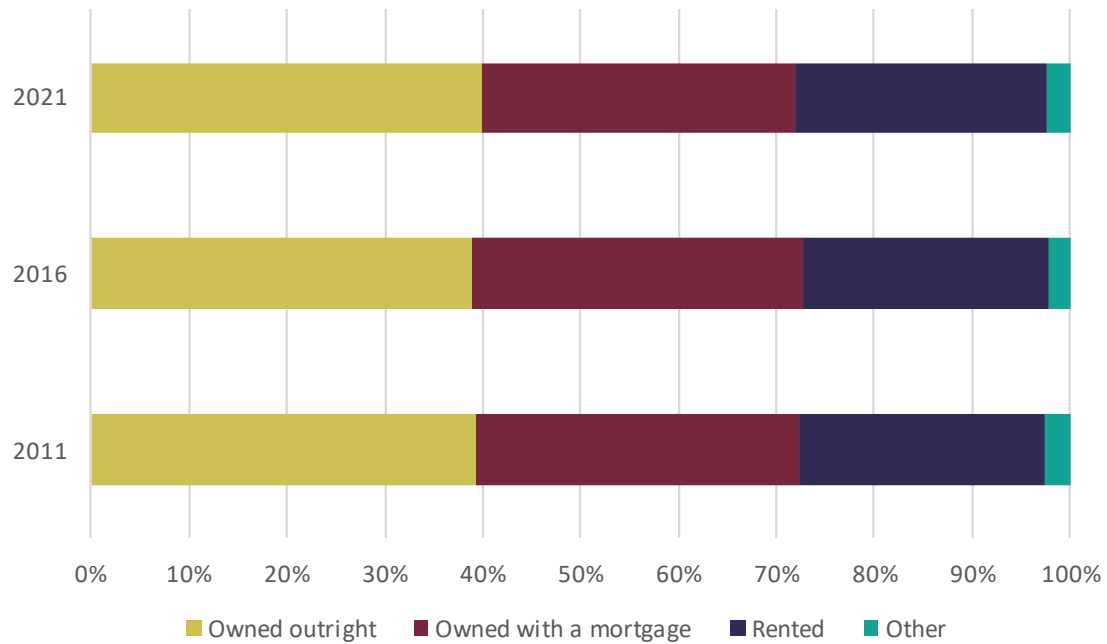
Source: Australian Bureau of Statistics, Census Data 2006-2021

### Tenure

As shown in Figure 20, outright home ownership is the most common tenure type across Horsham. The change of these relative tenure percentages over this period are minimal, with no category changing by more than a single per cent of the total over 15 years.

This stability is likely linked with the low growth of the LGA.

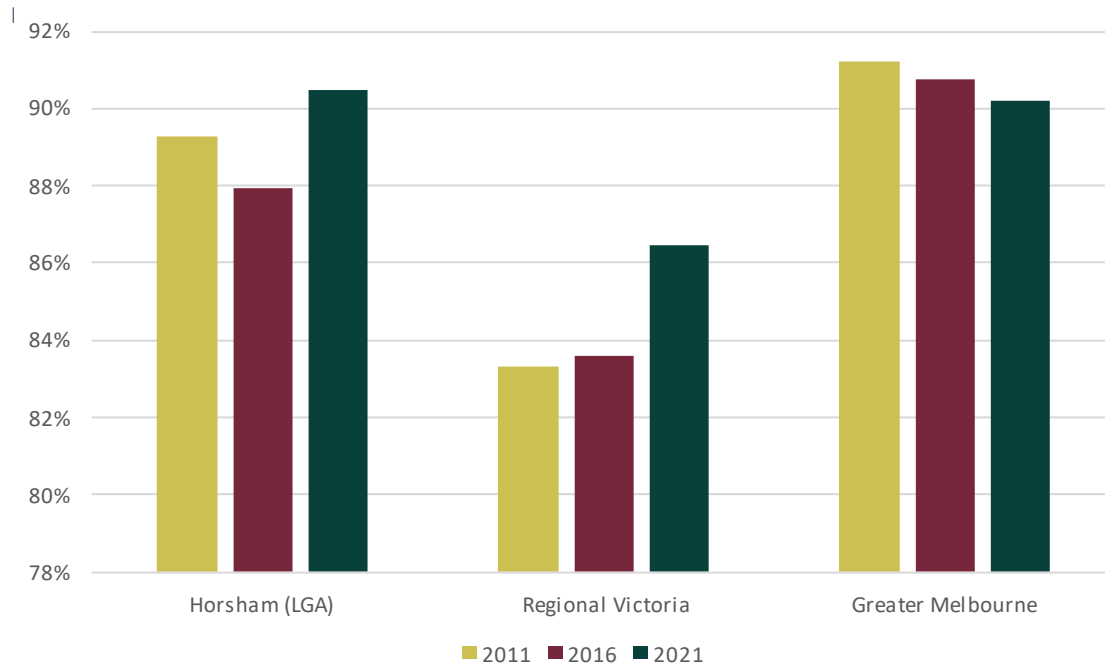
FIGURE 20: HISTORIC TENURESHIP TYPE (2011 – 2021)



Source: Australian Bureau of Statistics, Census Data 2021

**Occupancy**

Horsham has a significantly higher percentage of occupied private dwellings in comparison to other regional LGAs and is roughly equal in this metric to Metropolitan Melbourne, as shown below in Figure 21. The number of unoccupied private dwellings in an area can potentially indicate short-term lettings and holiday homes, however this appears to not be a concern within Horsham. While not all unoccupied private dwellings will be holiday homes (for example, some may be vacant for sale or lease, newly built, or a habitable dwelling being renovated), a large proportion of these would be holiday houses.

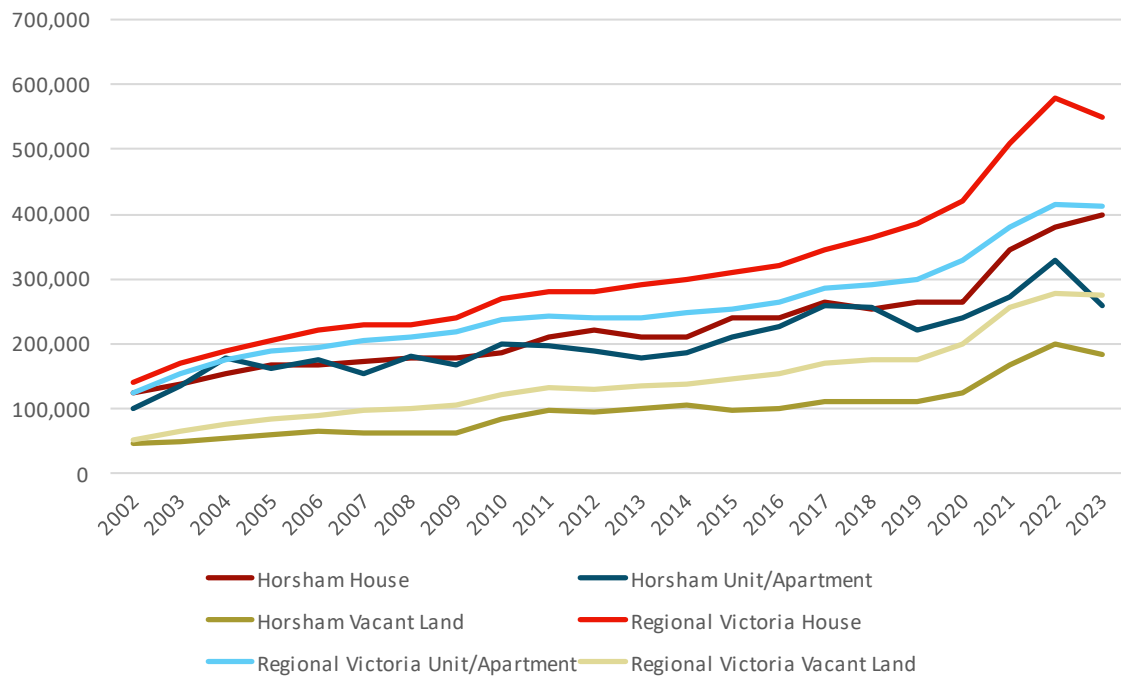


Source: Australian Bureau of Statistics, Census Data 2011 – 2021

### Housing and rental prices

Dwelling prices in Horsham Rural City compared to regional Victoria are shown in Figure 22. House and unit prices have increased significantly over this time period, particularly over 2020-2022, during and due to, the COVID-19 pandemic. Following this however, 2023 has seen a notable decline in prices across Regional Victoria. All dwelling types in Horsham have been on an overall downwards trend over the past 20 years, when compared with Regional Victoria. Horsham's units and apartments in particular have fallen from around 80 per cent of the Regional average to just under 63 per cent.

FIGURE 22: HISTORIC DWELLING PRICES BY REGION (2002 – 2023)



Source: Land Use Victoria, Year Summary 2022<sup>8</sup>

The changes in median weekly rents in Horsham since 2002 is shown in Figure 23. Rents have grown substantially over this time period. Horsham's median weekly rent in 2023 (\$360) remains lower than the regional Victorian median (\$415), a difference of around 13 per cent. In line with housing trends across Australia, Horsham has experienced a large spike in rental prices in since 2020 as a result of the COVID-19 pandemic, although the prices have noticeably flattened in 2023.

<sup>8</sup> [https://www.land.vic.gov.au/\\_data/assets/excel\\_doc/0017/660131/Copy-of-Year\\_SummaryV2022z.xlsx](https://www.land.vic.gov.au/_data/assets/excel_doc/0017/660131/Copy-of-Year_SummaryV2022z.xlsx)

**FIGURE 23: HISTORIC WEEKLY RENT PRICES BY REGION (1999 – 2023)**

Source: Land Use Victoria, Year Summary 2022

As shown in Table 6, both rent and house prices have been increasing at a greater rate than income in Horsham. This shows a deterioration in the affordability of dwellings to purchase in real terms. While household income increases have outpaced increases in median unit/apartment prices between 2011 to 2021, the steep decrease in unit/apartment prices between 2021-2023 is not reflected in Table 7 due to unavailability of 2022/2023 household income data. Increases to income are therefore significantly outpacing the increases to units and apartments, even beyond what is shown in Table 6.

**TABLE 6: HORSHAM HISTORIC INCOME, RENT, AND HOUSE PRICES (2011 – 2021)**

	Weekly Household Income (\$)	House Price (\$)	Unit Price (\$)	Weekly Rent (\$)
2011	946	210,000	197,500	220
2016	1,110	240,000	227,625	250
2021	1,381	273,000	273,000	330
Per cent increase 2011-2021	46%	64%	38%	50%

Source: SGS Economics and Planning, Based on data from Land Use Victoria, Year Summary 2022, and ABS Census Data, 2011 – 2021



### 4.3 Implications for HDAS

#### Population profile

- Horsham has an ageing population. From 2016 to 2021 the number of people aged 65+ years has increased by 1,195 people. This accounted for **62 per cent** of the population growth over this period.
- Horsham has a higher proportion of lone households in comparison to Regional Victoria which also reflects the Rural City's ageing population.
- Unlike many regional municipalities in Victoria, Horsham has not experienced higher levels of population growth over recent years, signifying that it was not viewed as a site for city workers to move to with the capabilities of remote work.

#### Housing profile

- Horsham's housing stock consists predominantly of separate houses and there is an overall lack of diversity in the types of dwellings available.
- Horsham city has maintained the largest share of dwellings within the LGA across census years and together account for around 80 per cent of dwellings in Horsham.
- Housing affordability, while worsening in Horsham, has not been as severe in the LGA as many regions of Victoria. Both changes in house prices and rental prices across the LGA have slightly outpaced household incomes creating a decline in both housing and rental affordability.

## 5. Housing demand and capacity assessment

This section forecasts demand for dwellings across Horsham and presents alternative population and dwelling demand scenarios. An assessment has been undertaken of the potential to accommodate future dwelling demand within areas currently zoned for residential uses.

### 5.1 Population forecast scenarios

The key driver of housing demand in Horsham is population growth. The following section presents two population growth scenarios: a low scenario utilising official state government population projections, as well as an alternative population scenario which assumes a pre-COVID 19 rate of growth.

#### Low population forecast

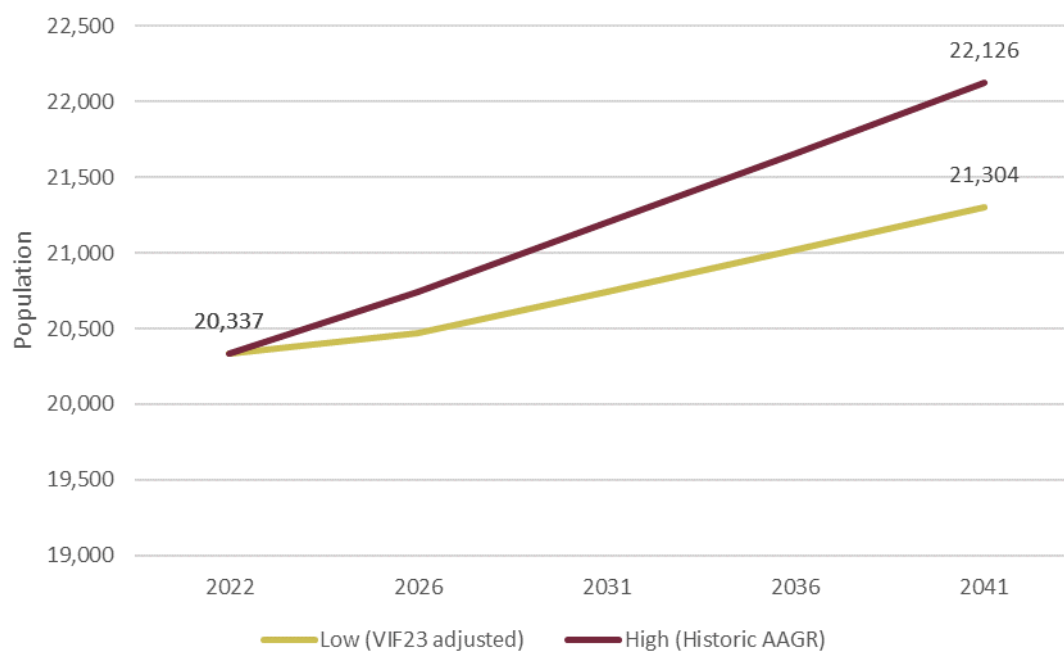
The Victoria in Future (VIF) forecast is produced by the Victorian Government and provides planning assumptions with a common approach across the State to the year 2036. VIF23 projects the total estimated residential population (ERP) in the LGA. ERP is a population estimate created by the ABS, and historical ERP is the best available estimate of the overall population. In creating ERP estimates, the ABS corrects for undercounts in the ABS census, residents temporarily overseas and other small corrections, and so ERP figures are higher than census counts.

The Low population scenario has been prepared utilising the VIF23 projections as the basis. Adjustments have been made to align the VIF23 population projection for 2022 with the actual estimated population for 2022 based on the ERP. To produce a forecast to 2041, the re-benchmarked VIF23 projection was extended by applying the average annual growth rate (AAGR) between 2031 and 2036 reported in VIF23 to the five years between 2036 and 2041. The low population scenario sees a population of 21,304 in 2041.

#### Alternative population scenario: High scenario

A high population scenario has also been prepared to provide an optimistic scenario for planning. The high growth scenario projects forward the AAGR between 2016-2021 of 0.49 per cent for five years and the AAGR between 2011-2021 of 0.43 per cent for the remaining 14 years to 2041. This scenario represents population growth prior to the COVID-19 pandemic. The high scenario sees a population of 22,126 in 2041.

Figure 24 and Table 7 compare the base and high population projection scenarios.

**FIGURE 24: COMPARISON OF LOW AND HIGH POPULATION PROJECTION SCENARIOS, 2021-2041**

Source: SGS Economics & Planning based on Victoria in Future 23 Forecasts and ABS ERP.

**TABLE 7: COMPARISON OF LOW AND HIGH POPULATION PROJECTION SCENARIOS, 2021-2041**

	2022	2026	2031	2036	2041	Change 2021-2041	Av. Per year	AAGR
<b>Low scenario</b>	20,337	20,473	20,742	21,021	21,304	+967	+51	0.2%
<b>High scenario</b>	20,337	20,739	21,200	21,658	22,126	+1,789	+94	0.4%

Source: SGS Economics & Planning based on Victoria in Future 23 Forecasts and ABS ERP.

## 5.2 Forecast dwelling demand

SGS's Housing Demand Model (HDM) forecasts the number of dwellings needed by type and size for the future projected population in a given area. The model synthesises population projections, local demographic trends and local trends in the revealed housing preferences for different household types (i.e. what proportion of households live in each kind of dwelling).

Forecast population by age groups is translated into family members using trends observed in the 1996 to 2021 ABS Census. This captures gradual changes in the formation of families (for example, an increase in lone person households and more complex family structures in general) and shifts in population demographics (such as an ageing population).

Family members are then translated into households by family type. Finally, households by family type are translated into underlying demand for dwellings by structure type based on trends evident in the

1996 to 2021 ABS Census. This approach captures changes in implied consumer preferences such as a shift in preference towards higher density housing as household's trade-off dwelling size for higher accessibility and amenity based on past housing consumption patterns.

It is cautioned that the SGS forecast model takes the *observed trend* in household type by dwelling type data and forecasts this into the future (within bounded limits to ensure that trends do not continue unrealistically). The observed trends are the result of housing supply (as produced by developers) and market regulation through the planning system.

### Housing diversity and choice

There is strong evidence (from past SGS research and anecdotal evidence) in some contexts that supply is mismatched against actual (latent) demand through the under-provision of attached dwellings and apartments.

Despite the potential capacity of areas such as Horsham to accommodate higher density housing, there is often a lack of market appetite. In Horsham, the dominant dwelling type are three-to-four-bedroom separate houses. Research by Infrastructure Victoria, *Our home choices* (2023), found that many people across Victoria share a similar preference for a large, detached home. This preference is increasingly pushing households into new growth areas or greenfield suburbs where this dwelling type is more affordable.

The housing demand estimates presented below represent a base case for consideration of housing need across Horsham. The split of demand across housing type must be considered in addition to this overall demand.

### Low dwelling demand scenario

The low dwelling demand scenario has been prepared using the HDM and draws on the adopted low population growth scenario discussed in the previous section. Overall, the low dwelling demand scenario indicates that there would need to be an additional 665 dwellings to 2041.

**TABLE 8: LOW SCENARIO HOUSING DEMAND RESULTS**

	2021	2026	2031	2036	2041	Change 2021- 2041	AAGR
<b>Total dwelling demand</b>	9,611	9,813	9,961	10,150	10,276	+665	0.3%

Source: SGS Economics & Planning, 2023

### High dwelling demand scenario

The high dwelling demand scenario has been forecast using the HDM and draws on the adopted high population growth scenario discussed in the previous section. This provides a high dwelling demand scenario that is more optimistic and results in Horsham requiring an additional 1,601 dwellings by 2041.

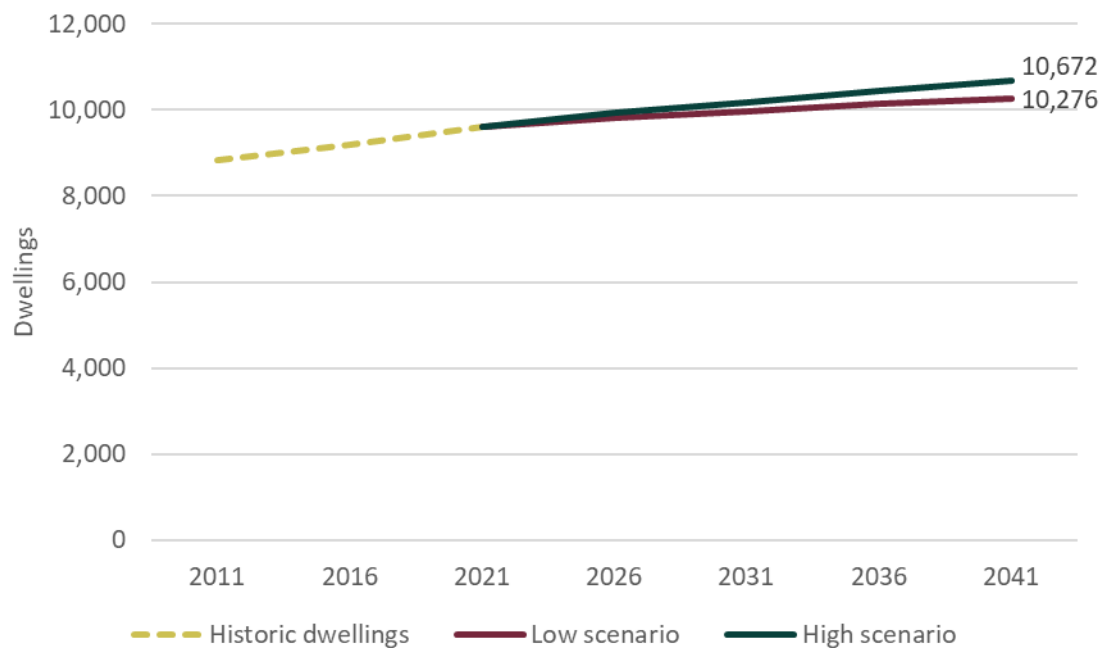
**TABLE 9: HIGH SCENARIO HOUSING DEMAND RESULTS**

	2021	2026	2031	2036	2041	Change 2021- 2041	AAGR
<b>Total dwelling demand</b>	9,611	9,940	10,182	10,458	10,672	+1,061	0.5%

Source: SGS Economics & Planning, 2023

A comparison between the total number of dwellings projected for Horsham between 2021 to 2041 is shown in Figure 25.

**FIGURE 25: COMPARISON OF LOW AND HIGH DWELLING SCENARIOS, 2021-2041**



Source: SGS Economics & Planning, 2023

### Recent dwelling demand scenario

A third dwelling demand scenario has been generated using historical ABS dwelling count data from 2011, 2016 and 2021, as shown in the table below. This scenario allows for comparison of the population-driven scenarios described above with development trends to establish an appropriate range for dwelling demand estimates.

**TABLE 10: RECENT DWELLING DEMAND 2011, 2016 AND 2021**

	2011	2021	Change 2011-2021	Change per year	2016	2021	Change 2016-2021	Change per year
<b>Dwellings</b>	8,843	9,611	768	79	9,200	9,611	411	82

Source: ABS, 2011, 2016 and 2021.

Projecting forward the per year dwelling estimate for the 2016 to 2021 (82 dwellings) for 18 years (2023 to 2041) results in an estimated demand for an additional 1,476 dwellings in Horsham by 2041.

**TABLE 11: RECENT DWELLING DEMAND PROJECTED, 2021-2041**

	2021	2041	Change 2021-2041
<b>Recent development trends projected</b>	9,611	11,087	1,476

Source: ABS and SGS Economics and Planning, 2023.

### Adopting a preferred demand scenario

The recent dwelling demand scenario has been adopted as the preferred demand scenario. Adopting this scenario – the highest scenario of the three - provides a greater level of certainty that if higher growth rates of dwellings continued into the future, Horsham will be able to accommodate the higher level of dwelling demand. This will see demand for an additional 1,476 dwellings in Horsham between 2021 and 2041.

#### Accounting for the housing impacts of major projects, including the mines

As noted in Section 3, there are several major projects in the pipeline in the region. Namely, the introduction of several mines in the region.

The mines are likely to have some impact on housing demand in the Horsham LGA, however quantifying this impact is difficult given uncertainties regarding the number of jobs that are likely to be filled by existing residents in Horsham.

Taking a proactive approach to planning for housing in Horsham will assist in ensuring additional housing demand generated by the mine is met, including:

- Ensuring there is ample residential land supply capacity to meet a high housing demand scenario (refer Section 5.5).
- Overcoming any barriers to supply that might impede short term realisation of housing (refer Section 5.6).
- Adopting a collaborative approach between council and the operators of Avonbank, Astron, and Iluka to ensure new worker-residents are appropriately housed.
- Ensuring that strategic planning for land supply is undertaken in a manner that accounts for the time-lags associated with implementation of rezoning, or other planning scheme amendments to support rezoning in particular locations.

### Township housing demand scenarios

Past development activity can be used as the basis for estimating how future demand for new dwellings might be distributed amongst each of the townships in the LGA.

Table 12 shows the total change in dwellings across four different inter-Censal periods between 2006 and 2021, as well as the percentage share of total change by town. This table shows that the distribution of total development activity across the LGA varies, depending on the period examined.

Two dwelling demand distribution scenarios are shown in Table 13. These are intended to show, past on past development activity, how future demand could be realised across the LGA to 2041 utilising the adopted dwelling demand scenario.

**TABLE 12: DWELLING CHANGE, 2006 TO 2011, 2011 TO 2016, 2016 TO 2021 AND 2011 TO 2021**

Location	2006-2011		2011-2016		2016-2021		2011-2021	
	Total change	Share of change	Total change	Share of change	Total change	Share of change	Total change	Share of change
Horsham	544	88%	348	98%	269	64%	617	81%
Haven	66	10%	-10	0%	91	22%	81	11%
Natimuk	6	1%	5	1%	7	2%	12	2%
Rest of LGA	4	1%	-8	0%	48	12%	40	5%
<b>Total</b>	<b>620</b>	<b>100%</b>	<b>335</b>	<b>100%</b>	<b>415</b>	<b>100%</b>	<b>750</b>	<b>100%</b>

Source: ABD Census, 2006, 2011, 2016 and 2021

**TABLE 13: DEMAND DISTRIBUTION SCENARIOS**

Location	Scenario 1		Scenario 2	
	Share of demand to 2041	Total demand to 2041	Share of demand to 2041	Total demand to 2041
Horsham	82%	1,210	74%	1,092
Haven	10%	148	20%	295
Natimuk	2%	30	2%	30
Rest of LGA	6%	89	4%	59
<b>Total</b>	<b>100%</b>	<b>1,476</b>	<b>100%</b>	<b>1,476</b>

Source: SGS Economics and Planning, 2023

## 5.3 Housing capacity method

### Housing capacity assessment method

Housing capacity is an estimate of the quantum of housing that could be accommodated in an area. It is based on existing planning controls, recent housing supply trends and planned future land-release precincts. It is a theoretical assessment of the maximum number of dwellings that could be developed. It follows from a high-level analysis and is intended to be indicative rather than absolute.

Figure 26 Figure 35 charts the four-step process for determining dwelling capacity. The logical flow is to firstly identify land where residential development is permitted before filtering out all the lots which are unlikely to be developed/redeveloped, and then calculating the potential development yield of each lot. Detail regarding each step as it relates to Horsham is provided further below.

**FIGURE 26: HOUSING CAPACITY METHOD OVERVIEW**



Source: SGS Economics and Planning, 2023.

#### Step 1: Net land area identification:

Net land refers to total land where residential development is permitted, minus the land that cannot be developed for residential purposes, such as roads and footpaths. The capacity calculation is conducted on a lot-by-lot basis, with only lots where residential development is permissible considered, and so parts of the public domain are automatically excluded.

#### Step 2: Available land assessment



Available land represents any land that is likely to be able to accommodate additional housing in Horsham Rural City Council. It is derived from the net land, from which lots unlikely to be developed are excluded (see list of exclusions below).

Designation of a lot as available land does not mean that development is necessarily feasible or that property owners are ready or willing to develop these sites. Typically, only a small portion of available lots are likely to be developed in any one year. There are also likely to be site-specific attributes which may affect the development potential of some sites, but which cannot be included in an LGA-wide capacity analysis.

The following list outlines specific exclusions used in the housing capacity assessment for the LGA:

- **Land use exclusions:** Properties were excluded if they contain social infrastructure or other land uses which are likely to be in place over the next 20 years. These land uses include infrastructure, social infrastructure and community uses which either should not be redeveloped given the valuable role they play for the community, or which are unlikely to be redeveloped on a reasonable timeframe. The following land uses have been excluded from redevelopment:
  - Schools
  - Other major educational facilities
  - Retirement villages
  - Hospitals and major medical centres
  - Gardens, parks and sports grounds
  - Power sub-stations
  - Community centres.
- **Multi-unit development and subdivision:** Locations where there are multiple property owners (i.e. strata title) or where the original subdivision pattern has been further subdivided (i.e. shared lots) are likely to significantly limit the development potential of these sites.

Sites which contain multiple residential dwellings have also been excluded even if they are under single ownership as having multiple dwellings is likely to inflate land prices making redevelopment less feasible or likely than on other sites.

- **Recent development:** Properties which have been recently developed are less likely to be redeveloped in the short-medium term given the recent investment in them.
- **Irregular blocks and manual checks:** Blocks with a highly irregular shape are not likely to be real properties available for development and so were excluded.

Available properties with high yields were also manually checked to ensure that irregular blocks and blocks deemed to be unlikely to be developed were not included.

- **Areas subject to natural hazards (bushfire and flooding):** Areas subject to flooding, bushfire or within environmental buffers were excluded.

### Step 3: Potential yield assessment

Potential yields were calculated for the available land using a series of yield assumptions depending upon each lot's zone, size, frontage, location, infrastructure servicing and constraints. This assessment took into consideration the following:

- **Land use zone and lot size:** Different residential zones have differing requirements regarding minimum lot sizes and servicing requirements etc.
- **Existing development patterns:** Existing development and lot size patterns (i.e median and average lot size).
- **Reticulated services:** Lot size assumptions in some areas were dependent on the presence or otherwise of reticulated water and sewerage services, in alignment with relevant provisions of the Horsham Planning Scheme.

Yield assessment results are presented for each town by zone using the following categories:

- **Large lot subdivision:** Large lots zoned for residential use that have potential for further subdivision in existing residential zoned areas. Table 14 summarises assumptions regarding
- **Vacant lots:** Vacant lots zoned for residential use that can accommodate one additional dwelling but are not large enough to present potential for subdivision.
- Where yields have been predetermined for specific lots, such as sites designated within the **Urban Development Program**, these have been incorporated as manual adjustments to the modelling.

**TABLE 14: YIELD ASSUMPTIONS FOR LARGE LOT SUBDIVISION BY TOWN AND ZONE**

Location	Zone	Minimum lot size for subdivision	Source
Horsham	GRZ1 and GRZ2	10 dw/ha	Based on densities of recent subdivision.
	GRZ (UDP)	Yield based on UDP data. No further subdivision assumed.	Urban Development Program
	LDRZ (sewered)	4,000 sqm/ dw*	Horsham Planning Scheme
	RLZ Map 1	1 ha / dw*	
	RLZ Map 2	2 ha / dw*	
	RLZ Map 4	2 ha / dw*	
	Other RLZ	4 ha / dw*	
Haven	LDRZ (sewered)	4,000 sqm / dw*	Horsham Planning Scheme
	LDRZ (unsewered)	1 ha / dw*	
	RLZ Map 3	2 ha / dw*	
	Other RLZ	4 ha / dw *	
Natimuk	TZ	1,000 sqm / dw	Horsham Planning Scheme
	RLZ Map 5	1 ha / dw*	

	Other RLZ	4 d ha / dw *	
Other	LDRZ	1 ha / dw*	
	RLZ	4 ha / dw *	
	TZ	4,000 sqm / dw*	

Source: SGS Economics and Planning, 2023

\*Plus 10% additional land needed on large lots (subdivision to 4+ dwellings)

### Key data sources

The following key data sources have been used to build a cadastral base layer for the housing capacity analysis:

- The base property layer is formed from Vicmap Property for the Horsham LGA.
- Department of Transport and Planning, Urban Development Program data relating to planned yield of specific lots in Horsham city.
- The Geoscape Dataset is developed by PSMA Australia and records the footprint and height of every building in Australia, matched against addresses. This dataset has been used to identify the site coverage and approximate gross floor area on each property.

The Geoscape Dataset also contains information on the number of addresses associated with each property and in some cases which of them are residential. This has been combined with the geocoded national address file (GNAF) dataset and land zoning to identify how many addresses are on each property, and then to estimate how many of them are residential.

- Existing land uses have been profiled based on feature of interest data released by the Victorian Government.
- Data from the Google Maps API has also been integrated into existing land use data.

### Limitations of the analysis

The housing demand and capacity model is fit for purpose in a strategic planning context. There are, however, some limitations to this analysis – and therefore this should not be applied in other contexts.

The steps in the housing capacity model, such as available land identification, is based on broad-based assumptions on built form and as such should not be considered on a site-by-site level. Net capacity is derived using building information available through spatial layers and will not always be accurate with all developments.

Realised capacity is trend-based using information provided by Horsham Rural City Council. It does not account for what time it could be realised, if the development is feasible given current or future market conditions, if a landowner is willing to develop the site, or the likelihood of a planning permit being issued.

## 5.4 Net capacity

Table 15 shows a summary of net housing capacity across the Horsham LGA, broken down by town and broad zoning category.

The results show that there is existing theoretical capacity for approximately 2,839 dwellings across the LGA, including:

- 1,786 dwellings in Horsham
- 489 dwellings in Haven
- 280 dwellings in Natimuk, and
- 284 dwellings across other areas of the LGA.

**TABLE 15: NET CAPACITY, BY TOWN AND ZONE, 2023**

Location	Zone	Large lot subdivision	Vacant lots	Total
Horsham	GRZ (UDP)	1,322	-	1,322
	GRZ	228	80	308
	LDRZ	136	7	143
	RLZ	12	1	13
<b>Total</b>		1,698	88	1,786
Haven	LDRZ	290	26	316
	RLZ	160	13	173
<b>Total</b>		450	39	489
Natimuk	TZ	270	9	279
	RLZ	1	-	1
<b>Total</b>		271	9	280
Other	TZ	-	58	58
	LDRZ	47	-	47
	RLZ	168	11	179
<b>Total</b>		215	69	284
<b>LGA total</b>		<b>2,634</b>	<b>205</b>	<b>2,839</b>

Source: SGS Economics and Planning, 2023

## 5.5 Supply gap analysis

Table 16 compares assessed capacity for new housing under current planning scheme settings with forecast demand for housing to 2041. Importantly, it provides an estimate of years of land supply for housing utilising the two demand share scenarios defined in Section 5.2 above. These scenarios account for the inherent uncertainty regarding future distribution of demand. Table shows that:

- There is approximately 38 years of supply of residentially zoned land across the LGA, exceeding the state government's 15-year supply benchmark.
- While the state government requires supply to be considered at the LGA scale, a breakdown by location is useful to understand any particular capacity 'pinch points'. Table 16 shows that there is ample capacity to meet expected demand across both demand share scenarios to 2041 in all towns.
- The largest quantum of available capacity (1,322 dwellings) is available in sites identified in the state government's Urban Development Program.

It is noted that this analysis represents a conservative estimate of supply, as the potential for infill development (i.e medium and higher density development/ redevelopment in established areas – particularly Horsham) has not been assessed, as is noted above. Although difficult to quantify, infill development represents further theoretical capacity potential which would effectively add to total years of supply if realised.

**TABLE 16: CAPACITY VERSUS DEMAND BY SCENARIO**

Location	Zone	Total capacity	Demand split scenario 1			Demand split scenario 2		
			Share of demand to 2041	Demand per year	Years of supply	Share of demand to 2041	Demand per year	Years of supply
Horsham	GRZ (UDP)	1,322			22			24
	GRZ	308			5			6
	LDRZ	143			2			3
	RLZ	13			0			0
<b>Total</b>		1,786	82%	61	30	74%	55	33
Haven	LDRZ	316			43			21
	RLZ	173			23			12
<b>Total</b>		489	10%	7	66	20%	15	33
Natimuk	TZ	279	2%	2	186	2%	1	189

	RLZ	1			1			1
<b>Total</b>		280			187			190
Other	TZ	58			13			20
	LDRZ	47			11			16
	RLZ	179			41			61
<b>Total</b>		284	6%	4	64	4%	3	96

Source: SGS Economics and Planning, 2023

## 5.6 Additional barriers to housing delivery

The analysis above reveals that there is enough residentially zoned land under a conservative capacity scenario to meet expected dwelling demand to 2041. Ensuring sufficient, residentially zoned land is essential to enabling sufficient housing supply and supporting the proper functioning of housing markets. This capacity represents the ‘reserve’ of housing opportunities. Realisation (or otherwise) of these opportunities, however, may be subject to a range of other factors beyond zoned land potential, many of which are beyond the direct purview of local government.

Stimulating housing supply in regional areas is a complex problem that is currently subject to extensive investigation by several state and regional agencies. While much of this work is ongoing, the following have been identified as barriers to housing across regional Victoria:

- **Provision of servicing infrastructure:** It can be prohibitively expensive to service housing lots with water or sewerage infrastructure. There is often a mismatch between the planned infrastructure delivery, population growth rates and the cost/revenue structure of the water authorities. This mismatch limits the ability of water authorities to bring forward or expand their capital expenditure to meet demand, noting that the timelines associated with significant infrastructure projects is itself a challenge in meeting unanticipated demand.
- **Land withholding in greenfield areas:** In some locations, land is not developed as there is no compelling reason for landowners to sell. Landowners may have particular price expectations and if this is not being offered, then they can continue to use the land productively, and hold it in the expectation that prices will rise in future. Land being held back from development can also be influenced by the upfront costs of infrastructure provision.

At a more fundamental level some landowners might not necessarily know what to do with their land (in terms of development potential) and need direction. Others may hold onto their land because they do not want to see change.

- **Local geography and settlement patterns:** The location, geography and settlement patterns of many rural towns and settlements creates a range of barriers to development, including:
  - **Onsite wastewater management** is required as some smaller towns in which aren’t connected to trunk wastewater infrastructure. In some instances, smaller lots (particularly those zoned LDRZ or RLZ) can be left vacant because the lots are too small to meet EPA guidelines and codes

of practice. The alternative (expansion of reticulated services to these small towns) is prohibitively costly, and it is generally accepted that it is not possible (or desirable) to service all small towns.

- **The timely provision of other development infrastructure**, such as roads, drainage infrastructure, bicycle and footpaths, public transport and open space is also a barrier to development in some locations.
- **A lack of staffing and labour resources** can impact delivery timeframes for the construction of infrastructure and is a major issue as there not enough builders or contractors.
- **Development feasibility:** in some areas, the costs of developing a dwelling are greater than the potential sale price the developer or builder would receive, rendering development unfeasible. The sometimes marginal feasibility of developing medium and higher density housing is a particular problem for adding to and diversifying the housing stock in regional Victoria. There is current demand for this type of housing, from ageing and downsizing households and seasonal and essential workers, but development costs, and risks associated with approvals, site constraints, apparently limited market depth and ultimate sale values, constrains the market provision of this needed stock.
- **Size and structure of the development industry:** The modest size of housing markets in small towns and rural areas is a barrier to responsive and more innovative development. In these situations, the size of the market cannot support a sufficient body of competitive suppliers, setting up actual or near 'natural monopoly' amongst very few active developers.
- **Skills and awareness of development industry:** as well as the scale of the development industry, there is also a challenge regarding the diversification into new products. The expertise required to deliver medium and higher density is rarely present, and it is more straightforward to continue developing the same products, despite there being demand for alternative products.

As well as identifying suitable areas and patterns for housing growth, the Horsham Diverse and Affordable Housing Strategy will consider how council, in partnership with other relevant stakeholders and agencies, can support housing delivery.

## 5.8 Implications for the HDAS

- By 2041 the population of Horsham is expected to be between 21,304 (low scenario) and 22,126 (high scenario), an increase 967 and 1,789 from the 2021 population respectively. Based on trends in aging, household composition, and housing preferences this population growth is expected to result in demand for between 665 (low population scenario) and 1,061 (high population scenario) additional dwellings.
- In addition to the population-driven housing demand scenarios referenced above, an upside housing demand scenario has been developed with reference to recent dwelling development activity reported between the two most recent Census'. Between 2016 and 2021, an average of 82 dwellings per year were added to the total housing stock in Horsham. If this trend were to continue to 2041, an additional 1,476 dwellings could be expected.
- Assessment of the capacity under current land use planning settings was undertaken to determine if the existing residential land supply is sufficient to accommodate projected demand for housing. This analysis found that there is currently the equivalent of 38 years of land supply available for residential development across the LGA, with some variation in years of supply between townships. In all cases, there is enough land to meet the state government's 15-year land supply benchmark.
- An estimate of capacity for medium and higher density housing in established areas of Horsham (infill housing) was not undertaken due to uncertainties regarding the market conditions (i.e. feasibility) of these housing forms in this context, and the significant scope for increased densities afforded by the provisions of the General Residential Zone. There is likely substantial *theoretical* capacity for additional infill development in Horsham, however take-up is likely to be modest given market conditions. The exclusion of infill potential therefore renders the housing capacity assessment conservative.
- Ensuring there is enough residential zoned land to meet projected need is essential, however there are a range of other factors that can enable or impede housing delivery. Council should seek to work closely with owners of large landholdings, the local developers and state government infrastructure agencies to identify where action is needed to overcome any barriers to development, particularly for areas designated for short to medium term (5 to 10 years) supply.



## 6. Social and affordable needs analysis

This section defines key terms (including affordable housing, housing affordability and housing stress), introduces the “affordable housing spectrum”, identifies current and projected need for housing assistance in Horsham, and articulates the benefits to individuals and the broader community from addressing need.

### 6.1 What is social and affordable housing?

The term *affordable housing* generally refers to rental housing that is available to lower income households which is affordable for their level of income. When housing costs are too high, relative to income, a household can find themselves in housing stress. Housing stress is a situation in which a household’s rental payments are so high that they must sacrifice on food, health care, education and other necessities.

A household that spends more than 30 per cent of their income on housing can be in moderate housing stress. A household that spends more than 50 per cent of their income on housing can be in severe housing stress.

*Social housing* is a subset of affordable housing. The Department of Health and Human Services (DHSS) defines social housing as "housing that is provided to eligible households, with rents subsidised to ensure that households pay an affordable rent" and is owned and managed by either the Director of Housing (public housing) or Registered Housing Agencies (community housing).

### 6.2 Defining levels of housing stress

Rapidly rising rents are contributing to a growing number of renter households and families in Horsham that are experiencing rental stress.

The impact of rising housing costs on households can be measured in different ways. One of these is **housing stress**, which quantifies whether households are spending a high proportion of their income on housing. **Households are said to be in housing stress if they have moderate, low or very low incomes, and spend 30 per cent or more of their income on housing.**

The number of households in housing stress is measured to provide an estimate of how much social and affordable housing is needed. Most households in housing stress would require housing assistance to access housing at an affordable rate.

- Lower income households are more likely to require housing assistance.
- People in social housing or who are experiencing homelessness all require housing assistance.
- Only some people at moderate incomes in housing stress may need affordable housing.

### Mortgage stress

High house prices and rising monthly mortgage repayments are likely contributing to an increasing number of households experiencing mortgage stress. However, addressing mortgage stress requires policy solutions that are typically outside of the control of local government. As a result, this report is primarily focused on rental stress in Horsham, and as such it does not quantify the total extent of housing stress (rental and mortgage) across the municipality.

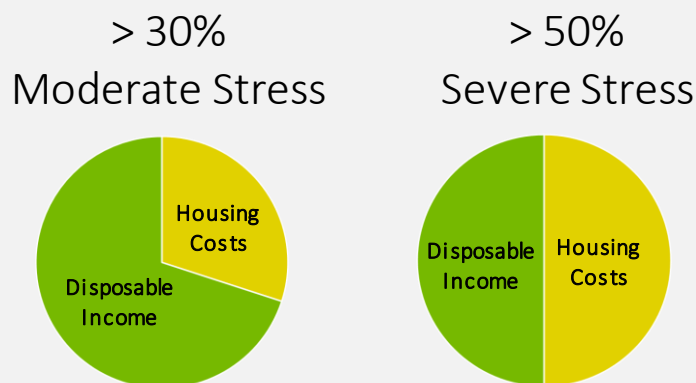
#### WHAT IS RENTAL STRESS?

Rental stress is the situation where a moderate (or lower) income household's rental payments are so high that they must sacrifice on life's necessities such as food, health care, or education.

**Moderate** housing stress is when a household must spend more than **30 per cent** of their income on rent.

**Severe** housing stress is when a household must spend more than **50 per cent** of their income on rent.

Social and affordable housing is appropriate for **very low, low and moderate-income households** in rental stress. It is not appropriate for high-income households because higher housing costs are unlikely to impact their ability to pay for necessities.



The Victorian Government has introduced a definition of affordable housing to the Planning and Environment Act 1987 being "housing that is appropriate to the needs of very low, low, and moderate-income households" (see text box below). This report adopts the benchmark of housing costs being below 30 per cent of income as appropriate to the needs of these households as it implies that they would not be experiencing housing stress. Section 6.4 applies the benchmark to estimate the number of households in housing stress and identify the need for affordable housing.

## TECHNICAL DEFINITION UNDER THE PLANNING AND ENVIRONMENT ACT

A definition of **affordable housing** was introduced into Section 3AA of the *Planning and Environment Act 1987* in June 2018. Affordable housing is defined as housing (including social housing) that is appropriate to the needs of very low, low, and moderate-income households.

Income ranges for the three income 'quintiles' are provided for three different household types: single adults, couples without dependents and families with dependents. These are updated periodically, and the current ranges for 'Rest of Victoria' are shown in Table 17 below. The analysis in this report assumes that the income is gross income before tax.

**Social housing** is a subset of affordable housing. The Department of Health and Human Services (DHSS) defines social housing as "housing that is provided to eligible households, with rents subsidised to ensure that households pay an affordable rent" and is owned and managed by either the Director of Housing (public housing) or Registered Housing Agencies (community housing).

**TABLE 17: ANNUAL INCOME RANGE OF HOUSEHOLDS ELIGIBLE FOR AFFORDABLE HOUSING (2023)**

Household	Very low (Bottom 20 per cent)	Low (Bottom 20% - 40%)	Moderate (Middle 40% to 60%)
Single adult	Up to \$21,700	\$21,701 to \$34,730	\$34,731 to \$52,090
Couple, no dependents	Up to \$32,550	\$32,551 to \$52,090	\$52,091 to \$78,140
Family with dependents (one or two parents)	Up to \$45,570	\$45,571 to \$72,930	\$72,931 to \$109,400

Source: Planning and Environment Act 1987, Section 3AB – Specification of Income ranges (Order in Council), 30 June 2023

### 6.3 Different types of affordable housing

Our communities require a range of housing types to cater for the needs of all households. It is useful to think of the various types of housing as forming a housing supply continuum where the level of assistance or subsidy required is highest at one end of the continuum, and progressively decreases at the other. This concept is illustrated in Figure 27.

**Home ownership and private market affordable rental housing** are the categories furthest to the right of the spectrum. This is housing provided on the open market without any government subsidy. This makes up the largest portion of affordable housing because most households can generally find themselves a dwelling that they can afford when searching the rental market. However, the share of 'market affordable' housing is declining. Hence, the need for policies and interventions to increase the supply of other types of affordable housing.

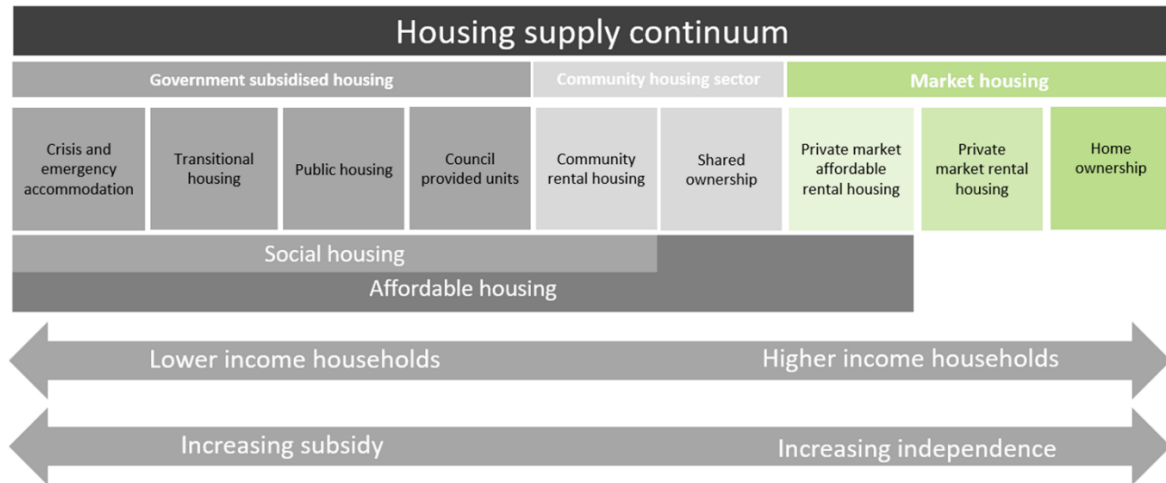
**Social housing** is a subset of affordable housing and refers to either public housing (government owned) or community housing (owned by a not-for-profit organisation).

**Public housing** owned by the Victorian Government is generally made available to the lowest income groups and households with the highest needs who are homeless, escaping or have escaped family violence, have a disability or significant support needs or with special housing needs. Crisis and emergency accommodation and transitional housing are also funded by government.

**Community rental housing** – that is, housing owned and operated by Registered Housing Agencies – accommodates a broader range of households. They accommodate both high needs households that have very little or no income as well as some households that can afford to pay higher rents that may, in some instances, be much closer to market rents.

Some models are designed to help people purchase a home in the affordable housing spectrum, such as **shared ownership** in the spectrum below. However, these models and their associated policies should be kept separate from affordable housing because they have different objectives and impacts.

**FIGURE 27: HOUSING SUPPLY CONTINUUM**

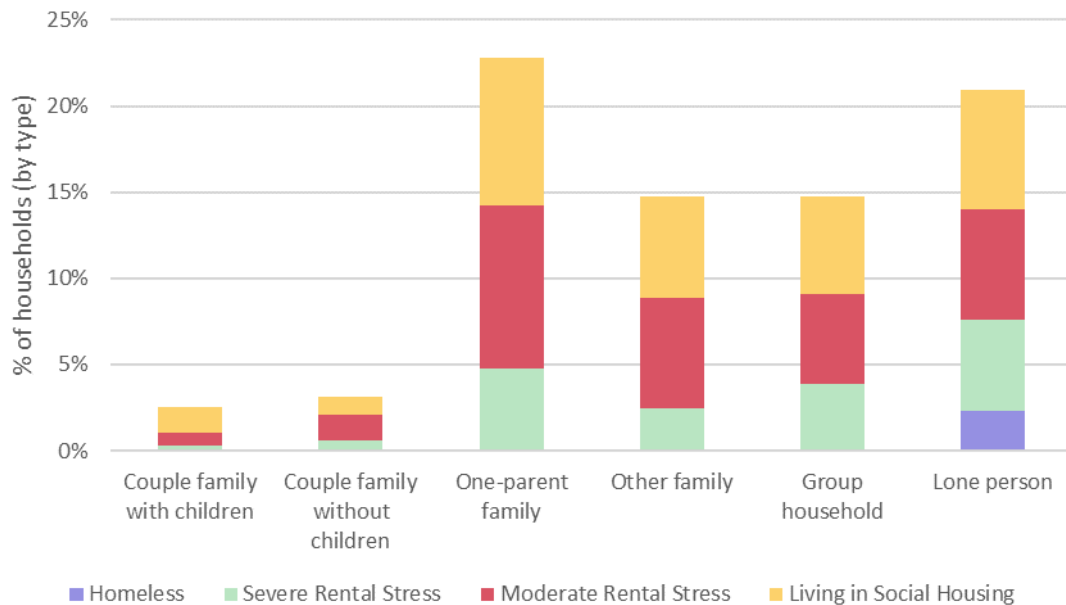


Source: SGS Economics and Planning (2021)

### 6.4 Need for social and affordable housing in Horsham

There are 950 households in Horsham experiencing rental housing stress, representing 10 per cent of households. Figure 28 shows the number of households in housing stress or living in social and affordable housing, broken down by household type. It shows that 23 per cent of all one-parent families in Horsham are experiencing housing stress, followed by almost 21 per cent of lone person households and 15 per cent of group households. Owing to this susceptibility to severe housing stress, these household types (one parent, lone person and group households) are also more likely to be in social housing than other household types.

FIGURE 28: HOUSEHOLDS EXPERIENCING RENTAL STRESS BY HOUSEHOLD TYPE, 2021



Source: SGS Economics & Planning 2023

There was an estimated 60 people experiencing homelessness in Horsham in 2021. The number of people experiencing homelessness is expected to rise to 70 persons by 2041. Homeless persons include people living in improvised dwellings, tents or sleeping out, as well as those in supported accommodation; temporarily staying with other households; living in boarding houses; persons in temporary lodgings; and persons living in severely crowded dwellings. It is worth noting that the ABS survey typically undercounts the prevalence of homelessness so the number may be higher than shown.

The prevalence of rental stress is likely to increase as Horsham's population grows. Without any intervention, the number of households in rental stress could rise to 1,090 by 2041, including 600 lone person households and 200 one parent families in rental stress.

The number of households experiencing housing stress is used as a base to measure the level of need for social and affordable housing, with some adjustments.

There are some instances when households might be temporarily in stress (for example, following the birth of a child, when experiencing short term unemployment, or adjusting to the breakdown of a relationship) or when households might pay higher housing costs by choice (to live in a better house, better neighbourhood, locations where transport costs are lower).

'Unformed' households that are priced out of the market are also likely to be in evidence. These unformed households might include younger family members that would prefer to leave the parental home but cannot afford to, elderly family members that must live with other family members to have affordable accommodation, or multiple families occupying a single dwelling.

**In 2021, the estimated total need for housing assistance (social or affordable housing) in Horsham was 850 households. For 2041, SGS's estimate of the total need for assistance, is 1,040 dwellings.**

Those households most in need of assistance are eligible for placement in public housing. In Horsham, there were 340 social housing dwellings available in 2021, approximately 3.5 per cent of all households.

Social housing stock is expected to increase to 390 dwellings by 2041. Another 2,222 households are on the priority access and register of interest waiting to move and transfer to a social housing property in the Wimmera South West region.<sup>9</sup>

There remains a significant shortfall between the number of households requiring assistance and the number of available dwellings, a gap estimated currently at approximately 510.

If a relatively passive approach to investment in social housing is maintained, and the number of social housing dwellings in Horsham increases marginally as expected, it can be expected that this gap in provision will increase to 650 by 2041.

**To meet projected need for social and affordable housing, just under half of the additional 1,476 forecast dwelling demand in Horsham to 2041 would be required to be delivered as social and affordable housing.**

## 6.5 Implications for the HDAS

Provision of housing along the housing spectrum is essential for safeguarding and enhancing Horsham as an attractive place to live and work. The HDAS seeks to address broader concerns for housing affordability by ensuring sufficient supply of suitable zoned residential land to ensure the smooth operation of the housing market and providing policy support for alternative housing forms (such as medium density housing in well-serviced locations). The HDAS also presents regulatory, partnership, and advocacy actions to promote increased supply of social housing.

---

<sup>9</sup> Homes Victoria (2022), Victorian Housing Register preferred waiting list areas – 30 June 2022.

## 7. Built form analysis

Analysis of the Horsham's two main towns (and Haven) has been undertaken to understand, at a high-level, the current built form characteristics of each place. The findings of this analysis will inform descriptions of preferred change in the HDAS. A summary of the method and key findings is provided below with further detail provided in Appendix C.

### 7.1 Purpose and method

The purpose of the built form analysis is to define the existing neighbourhood characteristics of urban areas, focussing on the three main centres (Horsham, Natimuk, and Haven). This assessment will inform development of the draft HDAS by:

- Outlining existing patterns of established and infill housing.
- Providing a basis for drafting preferred character statements for key precincts in each of the six main towns.
- Informing the identifications of minimal, incremental and substantial change areas as required by PPN90, including areas most conducive to infill development.
- Support drafting of planning scheme provisions at the planning scheme amendment stage.

This assessment documents established characteristics in terms of prevailing housing characteristics including street patterns, lot sizes, siting patterns (typical setbacks, location of open space, concentration of built form), and housing mode (such as established detached housing or infill housing). Broad characteristics of architectural form are also considered at a high-level, as have areas containing significant constraints to development.

Broad precincts in each of the key towns have been identified to allow for more nuanced description of each place. The assessment has been desktop-led, using aerial photography and StreetView imagery.

Further detail regarding the method and considerations are outlined below:

#### 1. Define precinct boundaries

Precinct boundaries were defined within each township using GIS by identifying areas with consistent factors such as:

- **Land use zone:** Each precinct is defined by a single zoning category. Occasionally precincts contain two similar residential zones. Rural Living and Low Density Residential zones are typically excluded. Where they are included, analysis is kept simple and they usually contain large lots with diversely sited and designed houses.
- **Subdivision patterns:** Precincts contain consistent subdivision patterns based on lot size and street patterns.
- **Physical boundaries:** Built and natural features forming natural barriers between areas informed precinct boundaries. These were:

- Major transport corridors
- Waterways
- Topography

## 2. Precinct-based built form analysis

A desktop analysis of each precinct was undertaken using GIS, satellite imagery, and Vic Plan. The analysis describes the following features:

- Proximity to the nearest commercial centre, transport, parks, and other services
- Constraints, both physical and planning, such as topography and overlays (BMO, LISO, FLO) that may constrain development
- Subdivision pattern, consisting of mean and median lot sizes derived from GIS, lot uniformity, street pattern and street treatment (e.g., characteristics such as footpaths or verges)
- An overview of development, consisting of an estimated number of lots, the percentage of developed lots.
- The typical envelope, including rear, side, and front setbacks as well as car parking and tree canopy.
- Housing style, including height, roof style, and building materials

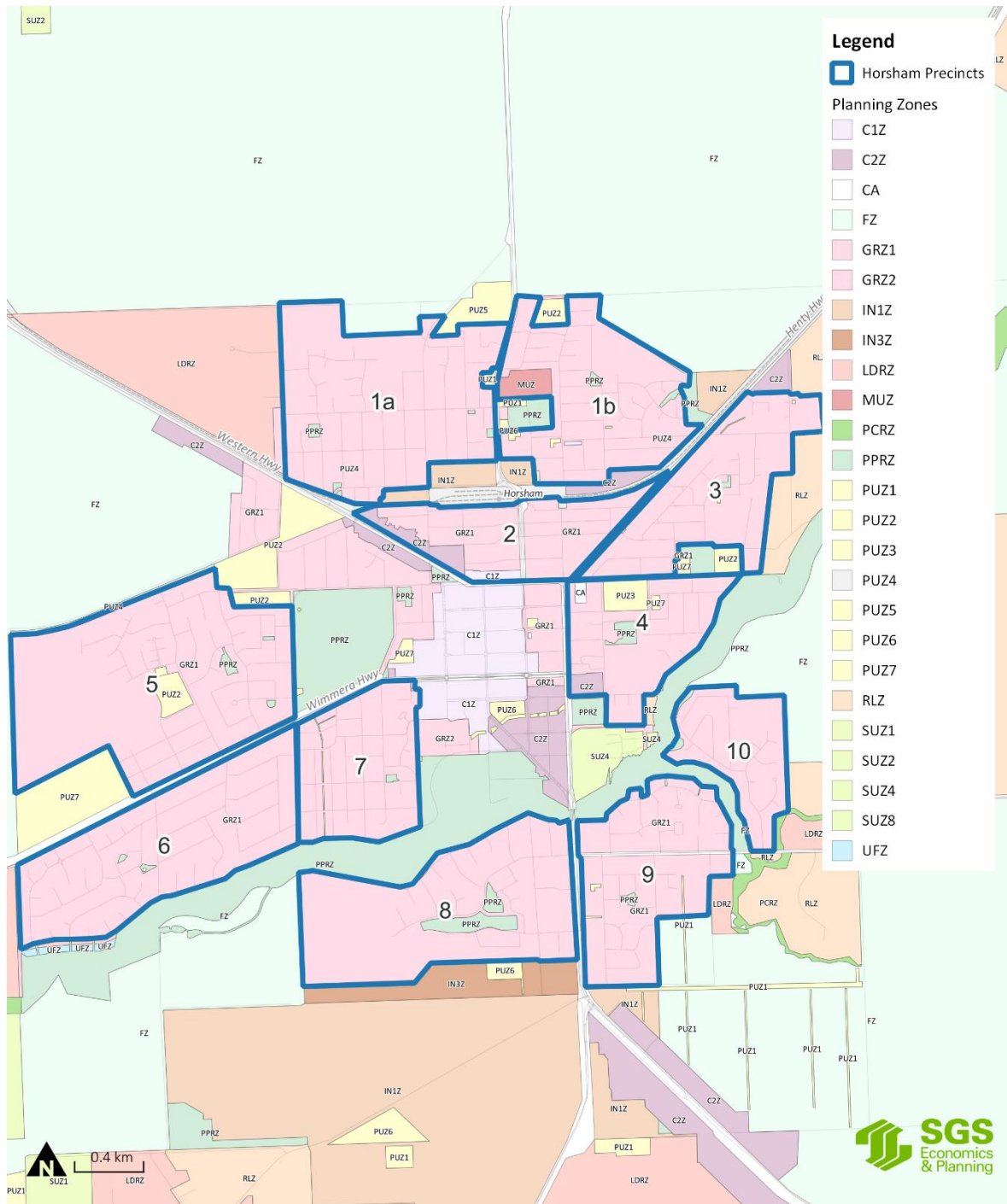
## 3. Infill analysis

- An estimate of existing infill in each precinct was determined by identifying the number of strata lots and the number of lots below 300sqm in size. These two factors were used as a proxy for infill development.
- Typical infill configurations (duplex, single storey units, formation) was determined.
- The potential capacity for further infill development was assessed based on the amount of existing infill, the percentage of vacant lots, accessibility to services and amenities, and the eras of development present e.g. recently built precincts indicated a low potential for infill compared to older, established precincts.
- High potential for infill is indicated by high lot vacancy, low constraints, high existing infill, established older housing that could potentially be replaced, and high accessibility to services and amenities.

Data derived from GIS was checked manually using satellite imagery and Vic Plan to help verify findings.

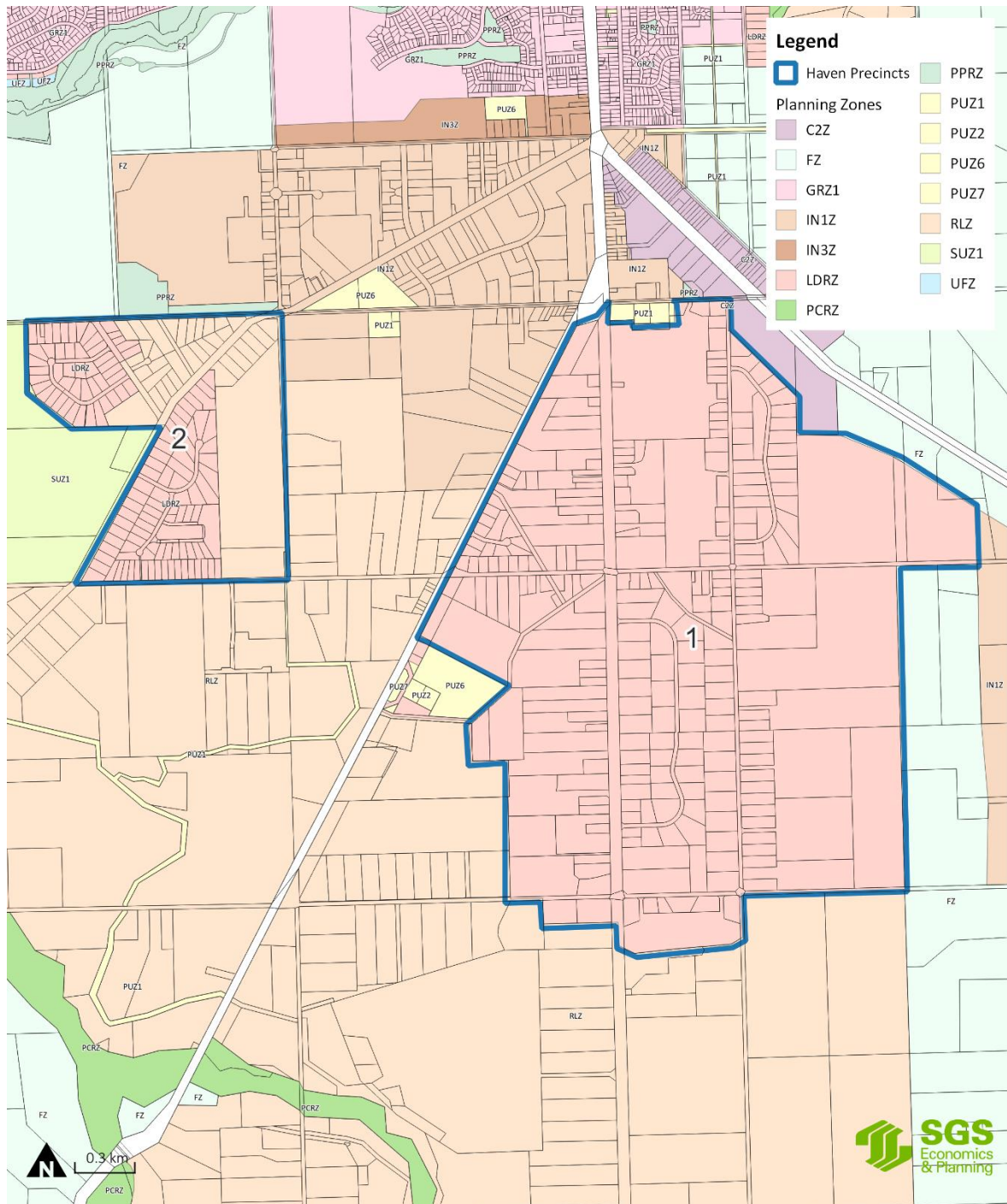


FIGURE 29: HORSHAM PRECINCTS



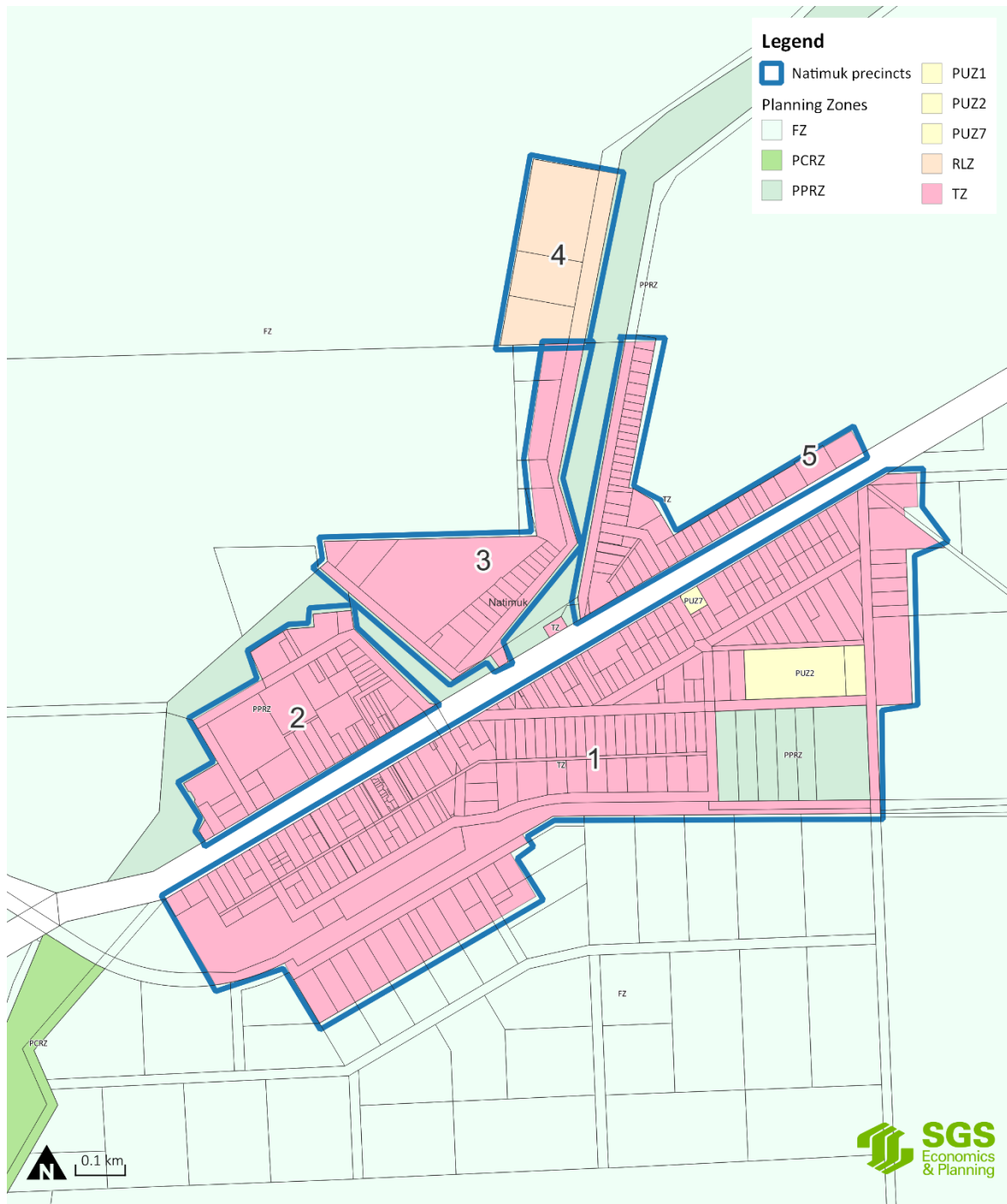
Source: SGS Economics and Planning, 2023

FIGURE 30: HAVEN PRECINCTS



Source: SGS Economics and Planning, 2023

FIGURE 31: NATIMUK PRECINCTS



Source: SGS Economics and Planning, 2023

## 7.2 Summary of findings

Built form analysis for each township provided an overview of the typical housing styles, era of development, constraints, existing infill and potential for further infill development. A summary of the findings is presented in the table below. The datasheets for each precinct can be found in Appendix C.

TABLE 18: BUILT FORM ANALYSIS PRECINCT SUMMARY

#	Town	Precinct summary
1	Horsham	<p>Horsham is the largest township with over 10 precincts. Precincts are primarily zoned GRZ, although several also contain areas zoned MUZ or CZ.</p> <p>There is a significant variation in precincts, with infill capacity limited in many by several factors (recently established homes, lack of vacant lots and physical constraints). Most precincts have high accessibility to services, the commercial centre and Horsham train station.</p> <ul style="list-style-type: none"> <li>- Precinct 1a and 1b: largely established precincts, consisting of mostly older 20<sup>th</sup> century housing and a mix of recently built dwellings in 1a. There is a low presence of infill, however, with good accessibility to services, there is potential for infill development but would likely need to replace existing housing. Precinct 1b includes a section of undeveloped GRZ land in the north east.</li> <li>- Precinct 2 and 3: established precincts consisting predominately of older 20<sup>th</sup> century housing, with a pocket of older 19<sup>th</sup> century housing which is protected by a DDO. The precincts have good accessibility to Horsham train station and commercial and retail services. There is a high proportion of infill development and potential for more infill development in the precincts, however, there are only a few vacant lots to accommodate this.</li> <li>- Precinct 4: an established precinct consisting predominately of older 20<sup>th</sup> century housing, with some more modern or newly established housing scattered in the north and south of the precinct. The precinct has good accessibility to services and a high proportion of infill development. Any new infill development would likely need to replace existing dwellings. The precinct is also constrained by a LSIO which applies to a significant proportion of the precinct to the east.</li> <li>- Precinct 5 and 6: varied precincts, with both established older 20<sup>th</sup> century housing and newly established housing and areas still undergoing development. The precincts has good accessibility to education facilities and open space. There is a small proportion of infill development present, and potential for more infill is low due to a lack of vacant lots and the recently established – or establishing – housing in the precinct.</li> <li>- Precinct 7: an established precinct with predominately older 20<sup>th</sup> century housing. The precinct has good accessibility to open space and the commercial centre. There is around 15% of infill development, but there is limited potential for more infill due to a lack of vacant lots. Any new infill development would likely need to replace existing dwellings.</li> <li>- Precinct 8: a varied precinct, made up predominately of newly established dwellings and areas still under development. Areas to the east and south of the precinct contain established older 20<sup>th</sup> century housing. A DPO applies to the majority of the precinct, with consequences for new buildings and works in order to minimise the</li> </ul>

		<p>impacts of flooding. The precinct has good accessibility to open space but limited access to transport and other services.</p> <ul style="list-style-type: none"> <li>- Precinct 9: a varied precinct, made up predominately of newly established dwellings in the north and older, established 20<sup>th</sup> century dwellings elsewhere. Several lots in the north east contain dwellings with large lots more consistent with lots in the neighbouring LDRZ or RLZ to the east.</li> <li>- Precinct 10: a newly establishing precinct with many new single storey dwellings and areas still under development. New developments in around half the precinct are subject to a development plan (DPO6) and many lots are subject to a LSIO. The precinct has limited access to transport and other services.</li> </ul>
2	Haven	<p>Haven has two precincts, both primarily zoned LDRZ, though Precinct 2 also contains RLZ. The precincts are similar, both maintaining development styles typical of rural living: typically large lots with low, to no infill and low accessibility to services.</p> <ul style="list-style-type: none"> <li>- Precinct 1: a large, sparsely populated area with a range of dwellings on typically large lots. The precinct is subject to a DPO that limits the potential for subdivision of lots.</li> <li>- Precinct 2: contains a range of dwellings on typically large lots. The precinct is subject to a DPO that limits the potential for subdivision of lots.</li> </ul>
3	Natimuk	<p>Natimuk has five precincts, all zoned TZ apart from Precinct 4 which is RLZ. There is low variation between the precincts and given the small size of the township, all precincts have relatively high level of access to services in the town’s centre. However, these services are limited and there is no transport hub.</p> <p>There is moderate potential for infill development in vacant lots in several precincts.</p> <ul style="list-style-type: none"> <li>- Precinct 1 and 2: established precincts with typically older 20<sup>th</sup> century housing styles. The precincts are well connected to the retail and services in Natimuk, as well as open space. There could be potential for infill development on the vacant lots.</li> <li>- Precinct 3: an established precinct with typically older 20<sup>th</sup> century housing styles. The style of development present is typical of rural living – large lots and varied dwellings.</li> <li>- Precinct 4: contains three lots typical of a rural living zone with large lots and varied dwellings.</li> <li>- Precinct 5: an established area with typically older 20<sup>th</sup> century dwellings. The precinct is adjacent to the retail and services in Natimuk’s commercial centre in Precinct 1.</li> </ul>

## 8. Summary and implications

This section sets out the key findings of the analysis in earlier chapters and the implications for the HDAS. Critically, the findings indicate that there is theoretical capacity for dwellings equal to 38 years of residential supply across the LGA, well above the State target of 15 years.

### Policy context

- A key objective of the Victorian Government's Planning Policy Framework includes planning for 15 years of residential land supply on a municipal basis and providing clear direction on where growth should go.
- Other relevant objectives include promoting sustainable growth and development, protecting and conserving biodiversity, minimising the impacts of natural hazards and climate change, protecting natural resources, and facilitating housing to meet community needs.
- The application of planning zones and overlays across Horsham Rural City regulate housing capacity and development form.
- Local strategies and plan provide detailed guidance for development in existing growth areas.

### Population and housing profile

- Horsham Rural City has an ageing population. From 2016 to 2021 the number of people aged 65+ years has increased by 1,195 people. This accounted for 62 per cent of the population growth over this period. The ageing population in Horsham reflects that the area is a popular location for retirement living.
- Horsham has a higher proportion of lone households in comparison to Regional Victoria which also reflects the Rural City's ageing population.
- Unlike many regional municipalities in Victoria, Horsham has not experienced higher levels of population growth over recent years, signifying that it was not viewed as a site for city workers to move to with the capabilities of remote work.
- Horsham's housing stock consists predominantly of separate houses and there is an overall lack of diversity in the types of dwellings available in the Municipality.
- Horsham (including Haven) have maintained the largest share of dwellings within the Municipality across census years and account for around 81 per cent of dwellings in Horsham Rural City.
- Housing affordability is a significant issue within Horsham Rural City. Both changes in house prices and rental prices across Horsham have significantly outpaced household incomes creating a decline in both housing and rental affordability.
- Unlike other regional municipalities in Victoria, Horsham Rural City does not have a high level of unoccupied private dwellings, which typically indicates higher levels of holiday homes.

### Housing demand and capacity

- Adopting a high population growth scenario, Horsham’s population is expected to grow to a total of 22,126 in 2041. This will see an additional 1,789 people between 2021 and 2041.
- Based on trends in aging, household composition, and housing preferences this population growth is expected to result in demand for 1,061 additional dwellings.
- However, to reflect an optimistic growth scenario for Horsham, an upside housing demand scenario has been developed with reference to recent dwelling development activity reported between the two most recent Census’. Between 2016 and 2021, an average of 82 dwellings per year were added to the total housing stock in Horsham. If this trend were to continue to 2041, an additional 1,476 dwellings could be expected.
- Horsham is expected to accommodate between 74 and 82 per cent of future dwelling demand, followed by Haven with 10 to 20 per cent.
- Housing capacity modelling results show that there is existing theoretical capacity for approximately 2,839 dwellings across the LGA. Approximately half of the existing theoretical capacity is within sites identified in the state government’s Urban Development Program.
- This quantum of capacity translates to over 38 years of residential supply across Horsham Rural City, with some variation in years of supply between townships. In all cases, there is enough land to meet the state government’s 15-year land supply benchmark.
- While there exists sufficient capacity within existing zoned residential areas, other barriers may impede the supply of housing, such as costs of delivery of catalyst infrastructure and land withholding. Council should seek to work closely with owners of large landholdings, the local developers and state government infrastructure agencies to identify where action is needed to overcome any barriers to development, particularly for areas designated for short to medium term (5 to 10 years) supply.

### Social and affordable housing

- In 2021, the estimated total need for housing assistance (social or affordable housing) in Horsham Rural City was 900 dwellings. For 2041, SGS’s estimate of the total need for assistance, is 1,000 dwellings.
- To meet projected need for social and affordable housing, approximately half of the 1,476 total forecast dwelling demand (or 700 homes) in Horsham Rural City to 2041 would be required to be delivered as social and affordable housing.
- Provision of housing diversity is essential for safeguarding and enhancing Horsham Rural City as an attractive and inclusive place to live and work.

### Built form

- Built form varies between the precincts in the Municipality’s three main townships (Horsham, Haven and Natimuk). This variation is seen most significantly in Horsham, where there are both established precincts and newly developing areas.

- Infill development is primarily apparent in Horsham township and is likely to be the focus for future change areas as precincts typically have high connectivity to the train station and the commercial services in the central district.



# Appendix A: Planning Framework

This section sets out the planning policy framework at a State and local government level as it applies to planning for urban land in Horsham.

## 8.1 Planning Scheme Overview

The planning scheme's policy foundation is outlined in the Planning Policy Framework (PPF), which includes state, regional and local policies. These outline principles that underpin the application of planning controls such as zones and overlays, as well as decision-making under the planning scheme.

The PPF contains planning objectives and strategies structured within several themes:

- Clause 11 - Settlement
- Clause 12 - Environment and landscape values
- Clause 13 - Environmental risks and amenity
- Clause 14 - Natural resource management
- Clause 15 - Built environment and heritage
- Clause 16 - Housing
- Clause 17 - Economic development
- Clause 18 - Transport
- Clause 19 - Infrastructure.

Within the clauses listed above, there are further sub-clauses. Table 19 summarises the most relevant PPF clauses and indicates whether regional or local policy clauses are added to the state policy clauses.

More detail about critical state policy clauses is outlined at Section 0, and key local policy clauses are discussed at Section 8.3.

**TABLE 19: SUMMARY OF KEY PLANNING POLICY CLAUSES**

Relevant State Policy Clause	Regional Policy Clauses	Local Policy Clauses
<b>Clause 11 – Settlement</b>		
11.01 Victoria	11.01-1R – Settlement – Wimmera Southern Mallee	11.01-1L – Settlement – Horsham Rural City
11.02 – Managing Growth		
11.03 – Planning for Places		11.03-1L – Horsham Central Activities District (CAD)
<b>Clause 12 – Environmental and Landscape Values</b>		

Relevant State Policy Clause	Regional Policy Clauses	Local Policy Clauses
12.01 – Biodiversity	12.01-R – Protection of Biodiversity – Wimmera Southern Mallee	12.01-1L – Protection of Biodiversity – Horsham
12.02 – Marine and Coastal Environment		
12.03 – Water Bodies and Wetlands		12.03-1L – Protection of waterways and wetlands – Horsham
12.04 – Alpine Areas		
12.05 – Significant Environments and Landscapes		
<b>Clause 13 – Environmental Risks and Amenity</b>		
13.01 – Climate Change Impacts		
13.02 – Bushfire Planning		
13.03 - Floodplains		13.03-1L – Floodplain management – Horsham
13.04 – Soil Degradation		
13.05 – Noise		
13.06 – Air Quality		
13.07 – Amenity, Human Health and Safety		
<b>Clause 14 – Natural Resource Management</b>		
14.01 – Agriculture	14.01-2R – Agricultural productivity – Wimmera South	14.01-1L – Protection of agricultural land – Horsham 14.01-2L – Intensive agriculture – Horsham
14.02 – Water		
14.03 – Earth and Energy Resources		
<b>Clause 15 – Built Environment and Heritage</b>		
15.01 – Built Environment		15.01-1L – Urban design – Horsham Rural City

Relevant State Policy Clause	Regional Policy Clauses	Local Policy Clauses
15.03 – Heritage		15.03-1L – Heritage conservation – Horsham Rural City
<b>Clause 16 – Housing</b>		
16.01 – Residential Development		16.01-3L – Rural residential development – Horsham
<b>Clause 17 – Economic Development</b>		
17.01 – Employment	17.01-1R – Diversified economy – Wimmera Southern Mallee	17.01-1L – Wimmera Intermodal Freight Terminal (WIFT) Precinct 17.01-2L – Innovation and research in agriculture
17.02 – Commercial		
17.03 – Industry	17.03-1R – Industrial land supply - Wimmera Southern Mallee	17.03-2L – Sustainable Industry – Horsham
17.04 – Tourism	17.04-1R – Tourism - Wimmera Southern Mallee	17.04-1L – Tourism – Natimuk and Mount Arapiles area
<b>Clause 18 - Transport</b>		
18.01 – Land Use and Transport		18.01-3L – Cycling and pedestrian networks - Horsham
18.02 – Movement Networks	18.02-5R – Freight links - Wimmera Southern Mallee	18.02-7L – Horsham Airport
<b>Clause 19 – Infrastructure</b>		
19.01 - Energy	19.01-2R – Renewable energy - Wimmera Southern Mallee	
19.02 – Community Infrastructure	19.02-4R – Social and cultural infrastructure - Wimmera Southern Mallee	19.02-1L – Health facilities – Horsham 19.02-2L – Education facilities - Horsham
19.03 – Development Infrastructure		19.03-2L – Infrastructure design and provision – Horsham

Source: Horsham Planning Scheme, 2023.

## 8.2 State and Regional Policy

### Planning Policy Framework (State and Regional Policy)

The Planning Policy Framework (PPF) outlines state strategy and policy directions for land use planning. The PPF establishes direction for local government to prepare plans at the local level, that are implemented in the *Horsham Planning Scheme*. Key objectives include promoting sustainable growth and development, protecting and conserving biodiversity, minimising the impacts of natural hazards and climate change, protecting natural resources, and facilitating housing to meet community needs.

The PPF requires planning authorities to plan to accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur. Policy states that Residential land supply must be considered on a municipal basis, rather than a town-by-town basis.

State and Regional policy, relevant to residential development, set out in the PPF include:

#### *11.01-1-1S – Settlement*

Clause 11.01-1S aims to facilitate sustainable growth and development across Victoria and identifies Horsham as a major regional city for focused investment and growth. The Clause requires planning authorities to consider relevant region-specific strategies (Wimmera Southern Mallee Regional Growth Plan, 2014).

#### *11.01-1-1R – Settlement Wimmera Southern Mallee*

Clause 11.01-1R aims to support the regional city role of Horsham as a key population centre for the region. Strategies include providing an ongoing supply of infill and greenfield residential land, particularly in Horsham and district towns and supporting regeneration of Horsham North through improved access, community infrastructure and housing.

#### *11.01-2-1S – Supply of Urban Land*

Clause 11.01-2-1S aims to ensure a sufficient supply of land is available for residential development, as well as other uses. A key strategy under this clause is to plan to accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur. The clause also stipulates that residential land supply should be considered on a municipal basis, rather than a town-by-town basis.

#### *11.01-2-2S – Structure Planning*

Clause 11.02-2-2S aims to facilitate fair, orderly and sustainable development of urban areas by ensuring undertaking the preparation of a hierarchy of structure plans or precinct structure plans.

#### *11.03-6S – Regional and local places*

Clause 11.03-6S aims to facilitate integrated place-based planning in regional areas. Strategies include considering the distinctive character and cultural heritage in land use and development.

**16.01-1S – Housing supply**

Clause 16.01-1S aims to facilitate well-located, integrated and diverse housing that meets community needs. Strategies include:

- Increase the proportion of housing in designated locations in established urban areas (including under-utilised urban land) and reduce the share of new dwellings in greenfield, fringe and dispersed development areas.
- Encourage higher density housing development on sites that are well located in relation to jobs, services and public transport.
- Identify opportunities for increased residential densities to help consolidate urban areas.
- Facilitate diverse housing that offers choice and meets changing household needs by widening housing diversity through a mix of housing types.
- Encourage the development of well-designed housing.
- Support opportunities for a range of income groups to choose housing in well-serviced locations.

**16.01-2S – Housing affordability**

Clause 16.01-2S aims to facilitate more affordable housing closer to jobs, transport and services. Strategies to improve housing affordability include ensuring there is sufficient land supply to meet demand, increasing choice in housing, type, tenure and cost, and encouraging a proportion of new developments to include affordable housing.

**16.01-3S – Rural residential development**

Clause 16.01-3S aims to identify land suitable for rural residential development. To protect agricultural areas, and avoid inappropriate rural residential development, the clause encourages the consolidation of housing in existing settlements. The clause stipulates that need and identify locations for rural residential development must be identified through a housing and settlement strategy.

**8.3 Local Policy**

The Horsham Planning Scheme is made up of State, regional and local policies, which set high-level directions for land use, development, and environmental management, and highlight opportunities and challenges facing the Municipality, that can be managed through planning controls (zones and overlays).

**Municipal Planning Strategy**

The Municipal Planning Strategy (MPS) outlines the context, vision and strategic planning directions for Horsham. The MPS contains the following clauses:

**Clause 02.03-1 Settlement**

This clause sets policy objectives for planning residential settlements in Horsham. The clause identifies key issues impacting settlement in Horsham, such as the shortage of services, economic activity and education opportunities in Horsham North, a significantly disadvantaged area which is separated from

the rest of the town by a railway line. Further issues include limited land availability for residential development in Natimuk.

Strategic directions for settlement include:

- To encourage urban development in Horsham while protecting its unique character.
- Focus urban growth opportunities in the Town Centre (Horsham Central Activity District (CAD)); Existing Urban Areas (outside of CAD); strategic infill sites; and regeneration and growth areas to the north and west of Horsham.
- Facilitate the redevelopment of the Horsham Rail Corridor.
- Support an integrated approach to development in Haven.
- Encourage residential development (and other land uses) in Natimuk and other small settlements.
- Direct low density residential and rural living developments to locations adjoining existing settlements.

#### Clause 02.03-2 Environmental and landscape values

Clause 02.03-2 recognises the unique environmental and landscape values across Horsham, which has been extensively cleared due to its agricultural heritage but contains valuable remnant vegetation. The clause sets out strategic directions to protect environmental and landscape values by applying sound environmental management and re-establishing native vegetation within identified locations.

#### Clause 02.03-3 Environmental risks and amenity

This clause identifies the projected climate change risks to the municipality, including increased temperatures, drier conditions and decreased rainfall, increases in the intensity of rainfall (over fewer days), increased risk of bushfire and a longer fire season. Due to these risks, the following key impacts are identified:

- Water security.
- Bushfire threat (varying across landscapes).
- Flooding, especially along the Wimmera River and other waterways.

Strategic directions for environmental risks and amenity include adaptation to climate change, design development to respond to bushfire risk, ensuring development does not expose the community to increased risk from bushfires, and minimising flood risk and maintain the capacity of the floodplain.

#### Clause 02.03-4 Natural resource management

Clause 02.03-4 sets out strategic directions for natural resource management across agriculture, water and earth and energy resources.

#### Agriculture

According to the clause, Horsham's soils, landforms and climate provide a rural environment that is inherently suitable to broad acre agricultural production. Further expansion and diversification of the sector in Horsham is recommended but fragmentation of rural land by inappropriate subdivision (a particular concern in the Wartook area adjacent to the Grampians National Park) can detrimentally affect the productive capacity of the land.

Strategic directions for agriculture seek to protect agricultural land and production by avoiding fragmentation and small lot subdivisions in productive agricultural areas and increasing the diversity and intensity of the sector.

### Water

Council's strategic directions for water are to protect water resources - including supply catchments (Wimmera and Glenelg Hopkins), reservoirs, floodplains and channels - from the impacts from development. This includes discouraging subdivision within potable water supply catchment areas.

### Earth and energy resources

There is an abundance of mineral sand resources across Horsham and mining of sands is a significant source of employment in the municipality. Council's strategic directions aim to encourage the earth and energy resources industry by directing urban growth and development away from resource extraction areas and supporting the development of infrastructure and services for the sector.

### Clause 02.03-5 Built environment and heritage

Protecting and enhancing Horsham's cultural heritage in the built environment is guided by Council's strategic directions. Strategic directions include:

- Create a built environment that supports active living and social connectedness.
- Conserve the places and sites of cultural heritage value within the Horsham municipality.
- Protect notable historic sites within the CAD and support proposed modifications that enhance the character of the precinct.

### Clause 02.03-6 Housing

This clause acknowledges that estimated population growth indicate that additional housing will be needed in Horsham. Council supports medium density housing in central locations, such as the CAD, and notes that Surplus council land, adjacent to the CAD in Selkirk Drive, presents an opportunity to increase the supply of medium density housing close to existing services.

Council also recognises the popularity of low-density housing and rural living in Horsham but acknowledges the conflicts that can arise between dwelling development, agricultural uses, and service provision.

The largest areas of rural living are close to the Horsham regional centre, including areas of Farming Zone land, such as Haven, Riverside and Quantong. Where small agricultural holdings have been developed for rural living, yet remain in the Farming Zone, there is now a need to protect residential uses from the impacts of incompatible farming activities. Infrastructure requirements also need to be addressed for these areas.

Council's strategic directions for housing are to:

- Encourage increased densities in areas that can capitalise on existing physical and social infrastructure.
- Improve the diversity of housing options available within Horsham.

- Facilitate lower density residential or rural living development, where infrastructure and services can be provided at locations adjoining existing settlements.
- Determine the suitability of land for rural living based on the ongoing use of land for agriculture, right to farm and avoidance of land use conflict.

#### Clause 02.03-7 Economic Development

Clause 02.03-7 sets out strategic directions for economic development in Horsham Rural City across industry and tourism.

##### Industry

In relation to residential uses, Council recognises that residential uses encroaching on industrial land create impediments to the establishment of industrial business that require buffer distances to sensitive uses. Council's strategic directions include avoiding encroachment of sensitive land uses near land identified for industrial development.

#### Clause 02.03-8 Transport

Council aims to improve transport connections in Horsham and to make Horsham and surrounding communities more pedestrian and cycling friendly. Council's strategic directions relevant to residential development include encouraging road corridors and improved connections to link developing areas to established areas.

#### Clause 02.03-9 Infrastructure

Clause 02.03-9 sets out strategic directions for infrastructure in Horsham Rural City across community infrastructure and development infrastructure.

Council recognises that the *efficient delivery of infrastructure is fundamental to providing affordable and diverse housing, generating economic growth and facilitating sustainable development that meets the needs of communities*. Council's strategic directions include facilitating agreements with developers for contributions towards the cost of infrastructure.

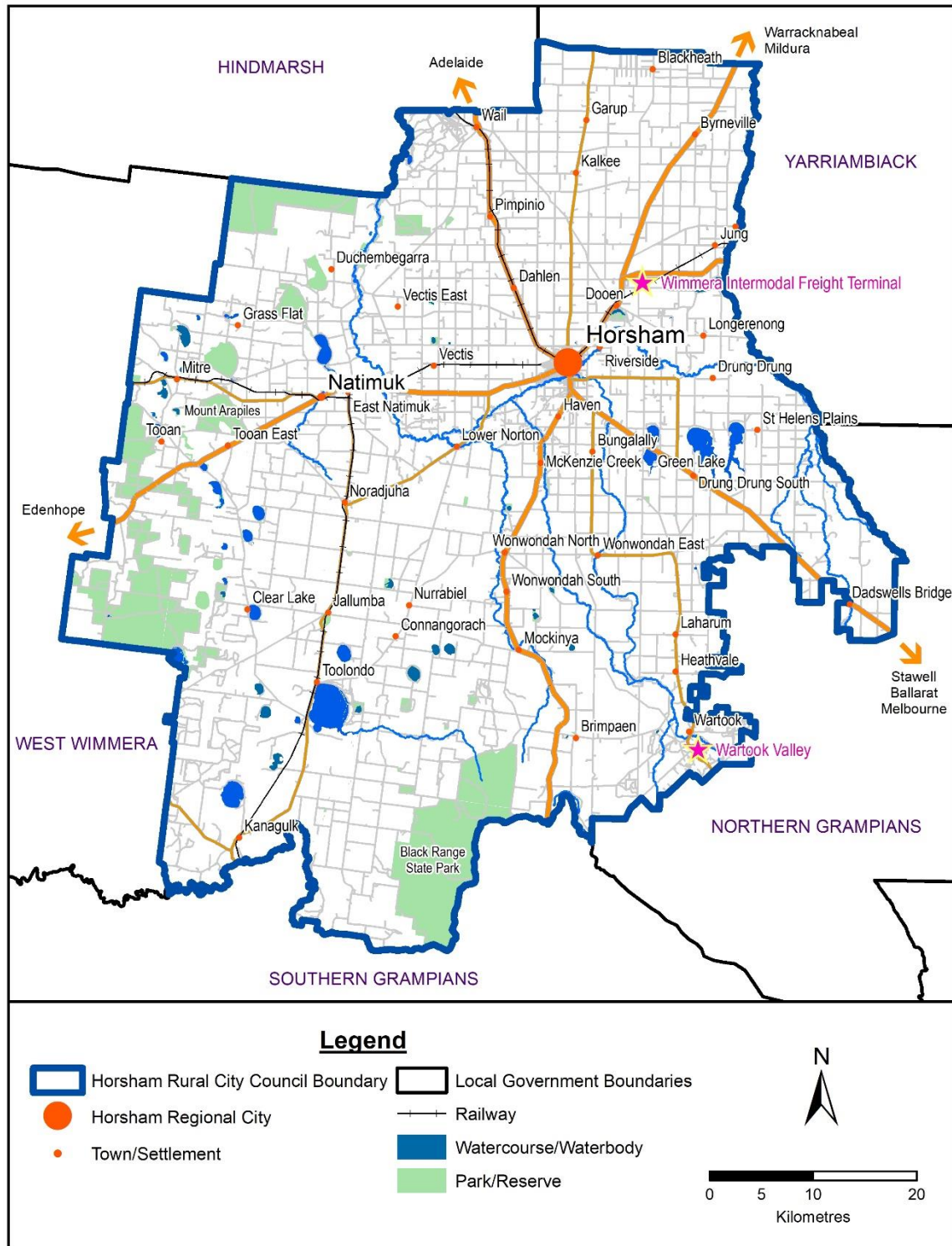
#### Strategic framework plans

Clause 02.04 of the Municipal Planning Strategy provides the following strategic framework plans:



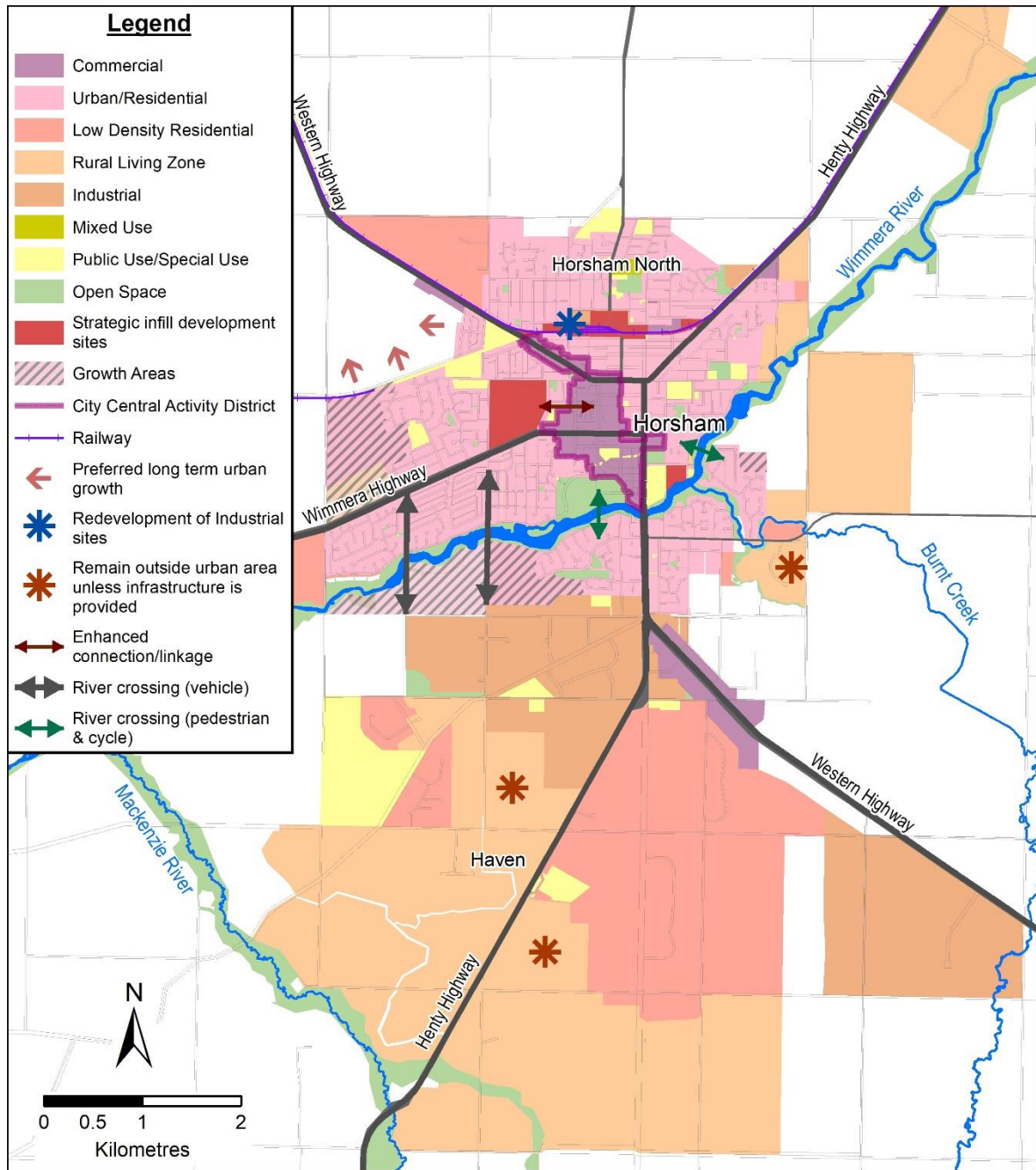
Horsham Rural City Strategic Framework Plan

FIGURE 32: HORSHAM RURAL CITY STRATEGIC FRAMEWORK PLAN



Horsham Regional City Framework Plan

FIGURE 33: HORSHAM REGIONAL CITY FRAMEWORK PLAN



Natimuk Framework Plan

FIGURE 34: NATIMUK FRAMEWORK PLAN



## Key local policies

### *11.01-1L Settlement – Horsham Rural City*

Clause 11.01-1L supports long term urban growth opportunities to the north and west of Horsham regional city's existing urban area, including increased residential development in the municipality's smaller towns.

The Clause outlines strategies for Horsham Regional City including:

- 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.
- Encourage opportunities for mixed use development on strategic infill sites.
- Ensure residential development on the south side of the Wimmera River is not located on the floodplain, does not compromise the buffer to the waste water treatment facility, is appropriately drained and contributes to open space and public access along the waterway.

The Clause outlines strategies for Horsham North including:

- Facilitate infill development on prominent, underutilised sites.
- Facilitate development of a mixed use commercial and residential area north of Dudley Cornell Reserve.
- Facilitate infill residential development.

The Clause also outlines strategies for Natimuk including encouraging the continued development of Natimuk within the township where there is good access to physical infrastructure and services.

### *11.03-1L Horsham Central Activity District (CAD)*

Clause 11.03-1L applies to the Horsham Central Activity District (CAD) and aims to encourage retail and businesses activities. Strategies including supporting mixed-use development with accommodation uses above the ground floor in the centre of the CAD and an increase in residential density in surrounding areas.

### *16.01-3L – Rural residential development – Horsham*

Clause 16.01-3L aims to facilitate rural residential development in Horsham in adjoining existing settlements or where there is an existing identifiable community as well as existing rural living areas. The clause explicitly identifies Haven and aims to support coordinated and stages residential development in the township. Low density residential development should be directed to areas where it will:

- Benefit existing settlements by attracting new residents.

- Complement existing land use and subdivision patterns.
- Minimise environmental risk and protect environmental assets.
- Not compromise long-term growth of settlements.
- Limit the impact on agricultural uses and industry.
- Not compromise residential infill policy in existing settlements.

## Zones

Zones are the primary tool for guiding the fair and orderly use and development of land. A zone sets expectations about what land use and development activity is or may be acceptable in the location to which it applies. Each zone broadly deals with a particular predominant land use theme, such as residential, commercial, industrial or public land uses.

Zones are applied spatially, and all land must be included in a zone, except Commonwealth land. The zone selected for any land is determined by the historic land use and the planning strategies set out in the planning scheme.

Each zone contains purposes that describe the planning outcome sought by the zone. These purposes are achieved through the application of the controls on use and development in the zone.

The use of land is controlled by a 'Table of uses' in the zone. This table places particular land uses in one of three categories:

- Section 1 – Permit not required.
- Section 2 – Permit required.
- Section 3 – Prohibited.

The table may include a condition next to a land use that must be met. If the condition is not met, a more restrictive land use category will apply to the use.

The zone also controls development by requiring a planning permit for specified types of development. Some zones seek to promote a specific outcome by exempting a preferred form of development from the need for a permit. Some zones may include mandatory requirements, such as a maximum building height.

Table 20 sets out the range of zones that currently apply in Horsham Rural City's urban areas and can contain residential land uses. It examines key parameters that would affect capacity for residential land use and development of relevance to the Horsham and Natimuk Housing Diversity and Affordability Strategy.

TABLE 20: ZONES IN HORSHAM'S URBAN AREAS

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
<b>Residential Zones</b>				
32.03 Low Density Residential Zone (LDRZ)	To provide for low-density residential development on lots which, in the absence of reticulated sewerage, can treat and retain all wastewater.	Horsham	<p>The schedule to the LDRZ does not vary the standard subdivision and outbuilding permit requirements.</p> <p>The LDRZ sets a minimum subdivision size as follows:</p> <ul style="list-style-type: none"> <li>– 0.4 hectare for each lot where reticulated sewerage is not connected. If no area is specified each lot must be at least 0.4 hectare.</li> <li>– 0.2 hectare for each lot with connected reticulated sewerage. If no area is specified each lot must be at least 0.2 hectare.</li> </ul> <p>A permit may be granted to create lots smaller than 0.4 hectare if the subdivision:</p> <ul style="list-style-type: none"> <li>– Excises land which is required for a road or a utility installation.</li> <li>– Provides for the re-subdivision of existing lots and the number of lots is not increased.</li> </ul>	<p>The zone schedule does not specify any additional requirements.</p> <p>The minimum subdivision size limits the number of lots that can be created as ensures lots remain a large size and the number of lots does not increase.</p>
32.04 Mixed Use Zone (MUZ)	To provide for a range of residential, commercial, industrial and other uses which complement the	Horsham	<p>The schedule to the MUZ does not vary the standard building height, subdivision or design requirements of Clause 54, 55 and 56.</p> <p>The MUZ does not set a maximum building height. If the land is in a Special Building Overlay, Land Subject to Inundation Overlay or land liable to inundation the maximum building</p>	<p>The zone schedule does not specify any additional requirements.</p> <p>There are some controls around gross floor area requirements in the permit not required uses, which limits development potential.</p> <p>There is some flexibility around building height for different lands.</p>

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
	mixed-use function of the locality.		height specified is the vertical distance from the minimum floor level determined by the relevant drainage authority or floodplain management authority to the roof or parapet at any point.  A permit is required to construct or extend one dwelling on a lot of less than 300 square metres	
32.05 Township Zone (TZ)	To provide for residential development and a range of community serving uses in small towns.	Natimuk, Dooen, Jung, Pimpinio, Wail, Mitre, Noradjuha, Clear Lake, Wonwondah North, North of Nurrabiel (Darragan Swamp Wildlife Reserve)	The schedule to the TZ does not vary the standard building height of Clause 54 or 55, and subdivision of Clause 56.  However, if the land is in a Special Building Overlay, Land Subject to Inundation Overlay or is land liable to inundation the maximum building height is the vertical distance from the minimum floor level determined by the relevant drainage authority or floodplain management authority to the roof or parapet at any point.  A permit is required to construct or extend one dwelling on a lot of less than 300 square metres.	The zone schedule does not specify any additional requirements.  There are some controls around gross floor area requirements in the permit not required uses, which limits development potential.  There is some flexibility around building height for different lands.
32.08 General Residential Zone (GRZ)	To provide housing diversity that respects the neighbourhood character of an	Horsham	The GRZ sets a maximum building height for a dwelling or residential building of 11 metres and 3 storeys at any point.	The constraints in this zone limit the development capacity of the lots. Maximum building height and garden area requirements

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
	<p>area, particularly in locations with good access to services and transport as well as supporting specified community serving uses.</p>		<p>If the land is in a Special Building Overlay, Land Subject to Inundation Overlay or is land liable to inundation the maximum building height is the vertical distance from the minimum floor level determined by the relevant drainage authority or floodplain management authority to the roof or parapet at any point.</p> <p>The GRZ sets a minimum subdivision size as follows:</p> <ul style="list-style-type: none"> <li>- A vacant subdivided lot less than 400 square metres capable of development for a dwelling or residential building, must contain at least 25 percent as garden area. This does not apply to a lot created by an application to subdivide land where that lot is created in accordance with an approved precinct structure plan or an incorporated plan or approved development plan</li> <li>- An application to subdivide land, other than an application to subdivide land into lots each containing an existing dwelling or car parking space, must meet the requirements of Clause 56</li> </ul> <p>Minimum garden area requirement:</p> <ul style="list-style-type: none"> <li>- Lot size 400-500 sqm- 25%</li> <li>- Above 500-650 sqm- 30%</li> <li>- Above 650 sqm- 35%</li> </ul> <p>This does not apply if the lot is designated as a medium density housing site in an approved precinct structure plan or an approved</p>	<p>ensure that the lot is not heavily occupied by a dwelling.</p>



Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
			<p>equivalent strategic plan, or if the lot is designated as a medium density housing site in an incorporated plan or approved development plan.</p> <p>The zone schedule 2 specifies additional requirements of Clause 54 and 55 for the GRZ2 zone:</p> <ul style="list-style-type: none"> <li>– Site area covered by buildings shall not exceed 70%.</li> <li>– Walls of buildings shall be setback a minimum distance of 2.5m from Baker Street and the Wetlands Park.</li> <li>– Walls of buildings shall be setback a minimum distance of 2.5m from the Madden Street frontages of lots 22 to 25 inclusive.</li> <li>– The setback requirement for the Madden Street frontages of lots 22 to 25 inclusive does not apply to garages which may be built to the street boundary.</li> </ul>	
<b>Commercial Zones</b>				
34.01 Commercial 1 Zone (C1Z)	Commercial Zone 1 seeks to create vibrant mixed-use commercial centres for retail, office, business, entertainment and community uses, with	Horsham	The zone specifies some restrictions on gross floor area and frontages. The use of land must not detrimentally affect the amenity of the neighbourhood including its appearance.	Permitted uses in the C1Z include accommodation, mixed businesses and retail, which enables a wide variety of employment opportunities. The zone also provides flexibility around residential uses.

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
	residential uses at complementary densities.			
<b>Rural Zones</b>				
35.03 Rural Living Zone	To provide for residential use in a rural environment.	Horsham, Natimuk, Vectis South, Toolondo, Laharum, Dadswell Bridge, Dooen (south)	<p>The zone specifies that dwellings:</p> <ul style="list-style-type: none"> <li>– Must be on lots at a minimum of 2ha</li> <li>– Must meet requirements of Clause 35.03.2</li> <li>– Must be located more than 500 metres from the nearest title boundary of land on which a work authority has been applied for or granted under the Mineral Resources (Sustainable Development) Act 1990.</li> </ul> <p>A lot used for a dwelling must meet the following requirements:</p> <ul style="list-style-type: none"> <li>– Access to the dwelling must be provided via an all-weather road with dimensions adequate to accommodate emergency vehicles.</li> <li>– Each dwelling must be connected to reticulated sewerage, if available. If reticulated sewerage is not available, all wastewater from each dwelling must be treated and retained within the lot in accordance with the requirements of the Environment Protection Regulations under the Environment Protection Act 2017 for an on-site wastewater management system.</li> <li>– The dwelling must be connected to a reticulated potable water supply or have an</li> </ul>	<p>The constraints in this zone limit the development capacity of the lots. Minimum lot sizes and minimum area requirements for subdivision ensure that the lot is not heavily occupied by a dwelling.</p> <p>The schedule specifies exceptions to these restrictions on five identified lots in Horsham Natimuk, and Mckenzie Creek.</p>

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
			<p>alternative potable water supply with adequate storage for domestic use as well as for firefighting purposes.</p> <ul style="list-style-type: none"> <li>- The dwelling must be connected to a reticulated electricity supply or have an alternative energy source.</li> </ul> <p>A permit is required to subdivide land. The schedule specifies minimum subdivision areas.</p> <ul style="list-style-type: none"> <li>- 4ha minimum for all land unless specified.</li> <li>- 2ha minimum for 3 specific sites in Horsham and Mckenzie Creek.</li> <li>- 1ha minimum for 2 specific sites in Horsham and Natimuk.</li> </ul> <p>The schedule states that no permit is required to use land for a dwelling if it has a minimum area of:</p> <ul style="list-style-type: none"> <li>- 4ha minimum for all land unless specified.</li> <li>- 2ha minimum for 3 specific sites in Horsham and Mckenzie Creek.</li> <li>- 1ha minimum for 2 specific sites in Horsham and Natimuk.</li> </ul>	

## Overlays

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

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

Each overlay contains purposes that specify the planning outcome sought by the overlay. These purposes are achieved through the application of the controls in the overlay. For example, to develop land in an overlay that identifies flood prone areas, a planning permit application may require special information about the expected height and incidence of flood, to demonstrate that life and property will not be unreasonably at risk because of developing in that location.

Table 21 sets out the range of overlays that currently apply in Horsham's urban areas. It examines key parameters that would affect capacity for residential land use and development of relevance to the HDAS.

TABLE 21: OVERLAYS IN ALPINE'S URBAN AREAS

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
<b>Environmental and Landscape Overlays</b>				
42.01 Environmental Significance Overlay (ESO)	The ESO identifies areas where the development of land may be affected by environmental constraints.	Horsham, Green Lake, Drung Drung South, Natimuk, Tooan, Clear Lake, Toolondo, Dadswells Bridge	A permit is required to construct a building or carry out works, construct a fence if specified in the schedule to the overlay, subdivide land, and remove, destroy or lop any vegetation unless specified in a schedule or Clause 42.01-3 or Clause 52.16.  Exemptions apply to uses such as emergency works, extractive industry, fire protection, noxious weeds and traditional owners.	
	Schedule 1: Wartook Tourist Area		The Wartook area abuts the western boundary of the Grampians National Park and has high environmental values as well as spectacular vistas across the range. The further establishment of tourist services and other development needs to recognise and respect the quality of the natural environment, adjacent national park and tranquil nature of area.	No permit is required for minor additions or alterations to existing uses and/or developments.  Objectives to be achieved include: <ul style="list-style-type: none"> <li>- To ensure impacts of development upon the Grampians National Park and surrounding environment are minimised.</li> <li>- To encourage development that is in harmony with the environment and the community.</li> <li>- To encourage tourism development which does not adversely impact upon the environmental and landscape values.</li> <li>- To maintain and enhance the quality and quantity of water produced within the catchment, including the protection of</li> </ul>

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
				<p>water quality and flow in McKenzie Creek and Mt Zero Channel.</p> <ul style="list-style-type: none"> <li>- To conserve soil resources and minimise soil erosion, pollution of water resources and other forms of resource degradation.</li> <li>- To ensure the safety of tourists, residents and property from uncontrolled wildfire.</li> </ul>
	Schedule 2: Natimuk Douglas Wetlands		<p>The Natimuk-Douglas Wetlands consist of more than 30 saline and freshwater lakes. The lakes are seasonally visited by substantial numbers of migratory water birds and on this basis have been nominated as wetlands of international significance under the RAMSAR Convention. Grazing and other activities in the vicinity of the lakes have threatened plant species and habitat values.</p>	<p>Objectives to be achieved include:</p> <ul style="list-style-type: none"> <li>- To protect, maintain and enhance the environmental qualities of the Natimuk-Douglas Wetlands.</li> <li>- To ensure the Natimuk Douglas Wetlands are preserved as a haven for migratory birds.</li> <li>- To limit the impact of farming and other activities upon the Natimuk Douglas Wetlands, by encouraging the fencing of wetlands from stock.</li> <li>- To encourage the revegetation of wetlands where appropriate, in consultation with the Department of Sustainability and Environment.</li> </ul>
	Schedule 3: Water Course Protection		<p>High quality natural or revegetated stream frontages are important in maintaining clean water, soil stability and diversity of flora and fauna. There are virtually no unmodified streams in the municipality and 50% of the Wimmera River frontage is rated as poor to very poor with respect to its environmental</p>	<p>Objectives to be achieved include:</p> <ul style="list-style-type: none"> <li>- To maintain the quality and quantity of water within the watercourse.</li> <li>- To maintain the ability of streams and watercourses to carry natural flows.</li> </ul>

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
			condition, as a result of the impact of grazing, weeds, pest animals and salt.	<ul style="list-style-type: none"> <li>- To prevent erosion of banks, streambeds, adjoining land and the siltation of watercourses, drains and other features.</li> <li>- To protect and encourage the long term future of flora and fauna habitats along watercourses.</li> <li>- To prevent pollution and increased turbidity of water in natural watercourses.</li> <li>- To prevent increased surface run-off or concentration of surface water run-off leading to erosion or siltation of watercourses.</li> <li>- To conserve existing wildlife habitats close to natural watercourses and, where appropriate, to allow for generation and regeneration of habitats.</li> <li>- To minimise the potential damage caused to human life, buildings and property by flood waters.</li> </ul>
	Schedule 4: Water Catchment Protection		The Wimmera Systems Proclaimed Catchment (Special Water Supply Catchment Area listed in Schedule 5 to the Catchment and Land Protection Act 1994) in the southern area of the municipality supplies water to Horsham and the wider region. Maintaining the quality of water supply in the catchment is an environmental and economic imperative.	Aims to ensure the protection and maintenance of water quality and water yield within the Wimmera Systems Proclaimed Catchment.

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
	Schedule 5: Channel and Reservoir Protection		Wimmera Mallee Water supplies domestic and stock water to more than 60,000 people and properties across the supply region. The security of supply and protection of channels and reservoirs from potential sources of pollution is critical to the operation of one of Victoria's largest water supply systems.	A permit is required for the construction of a fence located within 20 metres of the toe of a channel.
	Schedule 6: Horsham South Wastewater Treatment Plant		The Horsham South waste water treatment plant provides sewerage treatment and waste water disposal for the Horsham urban area. The plant's operation is critical to the continued economic and environmental prosperity of Horsham. It is important that the long term operation of the waste water treatment plant is protected from inappropriate development.	Aims to ensure that the establishment of a sensitive use within proximity to the wastewater treatment plant will not have a detrimental impact on the ongoing operation of the plant. Also aims to ensure that notice of an application which may have an impact on the ongoing operation of the wastewater treatment plant is given to the relevant agency.
	Schedule 7: Wimmera Intermodal Freight Terminal Precinct Buffer Area		<p>The Wimmera Intermodal Freight Terminal Precinct (the Precinct) will be developed as a major intermodal freight and logistics hub for the Wimmera-Mallee region. The Precinct will facilitate the agglomeration of freight related land uses on approximately 470 hectares of land around the Wimmera Intermodal Freight Terminal and ensure the continued efficient and effective transfer of goods into and out of the region.</p> <p>The operation of the WIFT Precinct is critical to the economy of the Wimmera region and may be developed with uses with adverse amenity potential.</p>	<p>A permit is required to:</p> <ul style="list-style-type: none"> <li>- Construct extensions to existing dwellings of 100 square metres or less.</li> <li>- Replace existing dwellings generally in the same location.</li> <li>- Construct outbuildings associated with existing dwellings.</li> </ul>



Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
			It is important that the long term development and operation of the Precinct for freight, logistics, industrial, manufacturing, and other commercial uses is protected from the encroachment of sensitive uses, specifically dwellings.	
42.03 Significant Landscape Overlay (SLO)	The SLO identifies, conserves and enhances the character of significant landscapes.	Natimuk (non-residential area)	<p>A permit is required to construct a building or carry out works, construct a fence if specified in the schedule to the overlay, and remove, destroy or lop any vegetation specified in a schedule to this overlay. Exemptions apply to uses such as emergency works, extractive industry, fire protection, noxious weeds and traditional owners.</p> <p>Schedule 2 to the SLO applies to Mount Arapiles-Tooan State Park and applies to an area south of the Natimuk township.</p>	Aims to maintain the character, nature and key elements of significant landscapes. There are several uses which do require a permit including residential and most employment lands excluding some heavy industrial.
<b>Heritage and built form overlays</b>				
43.01 Heritage Overlay (HO)	The HO identifies areas with natural or cultural significance, in order to preserve and enhance the elements which contribute to the places of heritage significance. This includes Victorian Heritage Registered	Horsham, Natimuk, Dooen	<p>A permit is required under this overlay to subdivide a heritage place which is included in the Victorian Heritage Register. This includes the subdivision or consolidation of land including any building or airspace.</p> <p>Schedule to the HO specifies heritage places with external paint controls (design guidelines), internal alternation controls, tree controls and solar energy system controls.</p>	Heritage items constrain development as design guidelines and controls apply which limit the capacity of development that can occur. Heritage listed items may not be able to be removed or altered which limits where development can occur.

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
	elements, and places of local significance			
43.02 Design and Development Overlay (DDO)	The DDO identifies areas which are affected by specific requirements relating to the design and built form of new development.	Horsham, Dooen	A permit is required under this overlay to construct a building or carry out works and to subdivide land (unless a schedule specifies that a permit is not required).	
	Schedule 2: Immediate Airport Environs Area		Schedule 2 to the DDO identifies the immediate airport area.	Development is restricted in this area to ensure that development in the immediate environs of the airport does not prejudice the existing or future use of the airport. The overlay abuts land zoned for residential uses across the Obrees Road.
	Schedule 3: Wider Airport Environs Area		Schedule 3 to the DDO identifies the wider airport area and restricts building height. A permit is not required to construct a building or work which has a total height of less than 30 metres above natural ground level.	The Schedule restricts height development in Horsham and Dooen.
	Schedule 4: Flood Fringe Development		Schedule 4 to the DDO aims to ensure that dwellings and other development affected by land subject to inundation in identified locations comply with specific criteria to ensure the impact of flooding is minimised.  A dwelling must not be constructed on any of the following lots unless the specified requirement is met, unless other appropriate	Development is restricted on several lots in Horsham.

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
			<p>arrangements are made to the satisfaction of the responsible authority:</p> <ul style="list-style-type: none"> <li>- Lots created by the subdivision of Lots 13,14 and 15 on LP 145705 Weldon Power Court must be filled to have a surface level of not less than 127.70 A.H.D.</li> <li>- Lots created by the subdivision of CA 9 &amp; 10, Sec 4, Parish of Horsham, Barnes Boulevard, within the Low Density Residential Zone, must be filled to a depth of at least 0.1 metres above the flood level, for a distance of not more than 30 metres from Barnes Boulevard. Any dwelling or other buildings constructed on the lot must be located on the aforementioned filled area.</li> <li>- Lots created by the subdivision of part Lot 3A, Sec 3, Parish of Horsham, Pryors Road must be filled to the designated flood level for a distance of not more than 40 metres from an internal access road. Any dwelling or other buildings constructed on the lot must be located on the aforementioned filled area.</li> </ul>	
	Schedule 5: Urban Conservation Precinct – Horsham Central Area		Schedule 5 to the DDO aims to conserve and enhance buildings, areas and other places which are of scientific, aesthetic, architectural, historic or cultural value and which contribute to the cultural values of the area.	The Schedule applies to Horsham Central Area, which is zoned C1Z, to conserve the historic and cultural value of the area.

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
			<p>No permit is required for alterations to existing buildings which do not alter the facade of the building.</p> <p>No permit is required for buildings and works which do not result in the complete or partial construction of a new building facade.</p>	
	Schedule 6: Urban Conservation Precincts – Horsham Residential Areas		<p>Schedule 6 to the DDO aims to conserve and enhance buildings, areas, trees, gardens and other places which are of scientific, aesthetic, architectural, historic or cultural value and which contribute to the cultural values of the area.</p> <p>No permit is required for buildings and works and alterations to existing buildings which are not visible from public thoroughfares.</p> <p>There are application requirements for a permit under Clause 43.02:</p> <ul style="list-style-type: none"> <li>– Detailed elevations of the proposed building and/or works.</li> <li>– The proposed colour and type of all external materials, including doors, windows and all other elements.</li> <li>– Proposed fencing.</li> <li>– Contextual drawings showing the relationships between the proposed building or works and the existing building on either side in terms of setbacks and elevational treatments.</li> </ul>	The Schedule applies to several areas in Horsham and requires greater permit application requirements for development.

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
	Schedule 9: Stormwater Management Area		<ul style="list-style-type: none"> <li>- Site plans showing the layout of the buildings and works including fences, with overall dimensions, and landscaping details.</li> </ul> <p>Schedule 9 to the DDO aims minimise the risk associated with stormwater flooding.</p> <p>A permit is not required to construct the following buildings and/or works:</p> <ul style="list-style-type: none"> <li>- A pergola.</li> <li>- A veranda.</li> <li>- An open sided carport.</li> <li>- The addition of a second story, or other additional stories, on top of the existing building where there is no increase in building footprint.</li> <li>- Swimming pool.</li> <li>- Earthworks in the General Residential Zone.</li> <li>- An open sports ground excluding change rooms, pavilions, shelters, other buildings, and raised viewing areas, provided that the natural surface level is not altered.</li> <li>- An outdoor recreation facility, excluding any buildings or structures that alter water movement across or storage capacity of the floodplain, and works that alter the topography of the land.</li> <li>- Road works or works to any other access way (public or private) that they:               <ul style="list-style-type: none"> <li>o Do not change the finished level of the road surface; or</li> </ul> </li> </ul>	The Schedule applies to a significant area of Horsham, requiring permits for additional stories to existing buildings.

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
			<ul style="list-style-type: none"> <li>○ Are limited to resurfacing of an existing road.</li> <li>– Cycle or pedestrian tracks where there is no increase in the natural ground level.</li> </ul>	
43.04 Development Plan Overlay (DPO)	The DPO identifies areas which require the form and conditions of future use and development to be shown on a development plan before a permit can be granted to use or develop the land. It also exempts an application from notice and review if a development plan has been prepared to the satisfaction of the responsible authority.	Horsham, Haven, Dooen, Noradjuha	<p>A permit must not be granted to use or subdivide land, construct a building or construct or carry out works until a development plan has been prepared to the satisfaction of the responsible authority. This does not apply if a schedule to this overlay specifically states that a permit may be granted before a development plan has been prepared.</p> <p>The development plan may consist of plans or other documents. A development plan that provides for residential subdivision in the Neighbourhood Residential Zone, General Residential Zone, Residential Growth Zone, Mixed Use Zone, Township Zone, Comprehensive Development Zone and Priority Development Zone must meet the requirements of Clause 56 as specified in the zone.</p>	
	Schedule 1: Low Density Residential Development Plan		<p>A permit may be granted for development or use on an existing lot prior to the preparation of a Development Plan. The following conditions and requirements for permits apply:</p> <ul style="list-style-type: none"> <li>– All residential development must be serviced with reticulated water and sewerage.</li> </ul>	Schedule 1 to the DPO restricts development in LDRZ in Horsham.

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
			<ul style="list-style-type: none"> <li>- Where sewerage infrastructure cannot be provided soil and water reports must be submitted demonstrating compliance with State and Local Policies on effluent and stormwater disposal.</li> <li>- All roads which provide direct access to proposed lots must be sealed or otherwise treated to the satisfaction of the responsible authority. Should such a road be identified as a Road Zone Category 1 or 2 the responsible authority will determine the standard of road construction required.</li> <li>- Retention and enhancement of remnant vegetation should be pursued.</li> <li>- Any dwelling and associated outbuildings proposed to be located on a lot which has been created in accordance with the provisions of this clause, should be located within the area identified as suitable for this purpose at the time of subdivision. If a dwelling is to be located outside the area identified for this purpose, supporting information must be submitted to show that the proposed location of the dwelling will not create a greater adverse impact on the local environment.</li> </ul> <p>A Development Plan is required to be submitted with any planning permit application to subdivide land into two or more lots.</p>	

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
	Schedule 2: Rural Living Development Plan		<p>A permit may be granted for development or use on an existing lot prior to the preparation of a Development Plan. The following conditions and/or requirements apply to permits:</p> <ul style="list-style-type: none"> <li>- Where sewerage infrastructure cannot be provided, soil and water reports must be submitted demonstrating compliance with State and Local Policies on effluent and stormwater disposal.</li> <li>- All roads which provide direct access to proposed lots must be sealed or otherwise treated to the satisfaction of the responsible authority. Should such a road be identified as a Road Zone Category 1 or 2 the responsible authority will determine the standard of road construction required.</li> <li>- Any dwelling and associated outbuildings proposed to be located on a lot which has been created in accordance with the provisions of this clause, should be located within the area identified as suitable for this purpose at the time of subdivision. If a dwelling is to be located outside the area identified for this purpose, supporting information must be submitted to show that the proposed location of the dwelling will not create a greater adverse impact on the local environment.</li> </ul>	Schedule 2 to the DPO restricts development in Rural Living Zone.



Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
			A Development Plan is also required to be submitted with any application to subdivide land into two or more lots.	
	Schedule 3: Wimmera River South Development Plan		<p>A Permit may be granted for development or use on an existing lot prior to the preparation of a Development Plan. The following conditions and/or requirements apply to permits:</p> <ul style="list-style-type: none"> <li>– Dwellings will be required to be sited outside the area identified as affected by the 1 in 100 year flood level. No dwellings will be permitted within the area identified as affected by the 1 in 100 year flood level.</li> </ul> <p>A Development Plan is required to be submitted with any application for subdivision to guide the development of the Wimmera River South Area. An overall Development Plan should be prepared for the entire area affected by DPO3 to ensure a co-ordinated and comprehensive approach to the development of the land.</p>	The Schedule restricts development within the area identified as affected by the 1 in 100 year flood level.
	Schedule 6: Gates Estate Development Plan		A permit may be granted for development or use on an existing lot prior to the preparation of a Development Plan. Development within the area covered by DPO6 should be in accordance with the contents of Clause 22.10 Floodplain Management Policy of the Horsham Planning Scheme.	The Schedule restricts development within the Gates Estate in Horsham.

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
			<p>A Development Plan is required to be submitted with any application for subdivision to guide the development of the Gates Estate Area. An overall Development Plan should be prepared for the entire area affected by DPO6 to ensure a co-ordinated and comprehensive approach to the development of the land.</p>	
<b>Land management overlays</b>				
44.03 Floodway Overlay (FO)	The FO identifies waterways, major floodpaths, drainage depressions and high hazard areas which have the greatest risk and frequency of being affected by flooding.	Horsham	<p>A permit is required to subdivide land. A permit may only be granted to subdivide land if the following apply:</p> <ul style="list-style-type: none"> <li>- The subdivision does not create any new lots, which are entirely within this overlay. This does not apply if the subdivision creates a lot, which by agreement between the owner and the relevant floodplain management authority, is to be transferred to an authority for a public purpose.</li> <li>- The subdivision is the resubdivision of existing lots and the number of lots is not increased, unless a local floodplain development plan incorporated into this scheme specifically provides otherwise.</li> </ul> <p>Schedule 1 to the FO states that a permit is <b>not</b> required to construct the following buildings and works to several types of buildings and works, including:</p> <ul style="list-style-type: none"> <li>- Any buildings or works on land that has been filled in accordance with the requirements of a planning permit.</li> </ul>	Subdivision of lots in areas subject to the FO in Horsham is restricted.

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
			<ul style="list-style-type: none"> <li>- Any buildings and works, if appropriately detailed information submitted to the responsible authority show that the natural level of the land on which the buildings and works are proposed is at least 300mm above the Average Recurrence Interval flood level.</li> </ul>	
44.04 Land Subject to Inundation Overlay (LSIO)	The LSIO identifies land areas affected by the 1 in 100 year flood and ensures that development maintains the free passage and temporary storage of floodwaters.	Horsham, Dooen, Drung, Drung, Dadswells Bridge, Natimuk	<p>A permit is required for several building and construction works including roadworks, fences, bike paths, verandas and to subdivide land.</p> <p>A permit is required for subdivision.</p> <p>Schedule 1 to the LSIO states that a permit is <b>not</b> required to construct the following buildings and works to several types of buildings and works, including:</p> <ul style="list-style-type: none"> <li>- Any buildings or works on land that has been filled in accordance with the requirements of a planning permit.</li> <li>- Any buildings and works if appropriately detailed information submitted to the responsible authority show the natural level of the land on which the buildings and works are proposed is at least 300mm above the Average Recurrence Interval flood level.</li> </ul> <p>If a local floodplain development plan has been developed for the area and has been</p>	LSIO limits development potential where it applies as development may not be permissible in highly flood prone areas (such as near wetlands and rivers) or may be impacted by development constraints.

Clause	Purpose	Location	Capacity/development considerations	Implications for the HDAS
			incorporated into this scheme, an application must be consistent with the plan.	
44.06 Bushfire Management Overlay (BMO)	The BMO ensures that the development of land prioritises the protection of human life and strengthens community resilience to bushfire. It ensures that development is only permitted where the risk to life and property from bushfire can be reduced to an acceptable level.	Scattered throughout the Municipality, with significant areas south of Haven and Horsham. No BMO in residential areas.	<p>A permit is required to subdivide the land and for buildings and works with several uses (including accommodation).</p> <p>Have to provide several bushfire assessments for an application.</p> <p>An application must meet the requirements of Clause 53.02 unless the application meets all of the requirements specified in the schedule.</p> <p>A permit which creates a lot for a single dwelling on land zoned for residential or rural residential purposes must include a condition. This also applies to construct a building or construct or carry out work.</p>	Several uses including accommodation and office requires a permit. The conditions which apply for subdivision are constraining as they contain protection measures such as defensible space and a bushfire shelter. This limits the capacity of development on a lot.
<b>Other overlays</b>				
45.03 Environmental Audit Overlay (EAO)	The EAO ensures that potentially contaminated land is suitable for a use which could be significantly adversely affected by any contamination.	Horsham	<p>Before a sensitive use (e.g., residential use, or childcare centre) commences either:</p> <ul style="list-style-type: none"> <li>- A certificate of environmental audit must be issued for the land,</li> <li>- An environmental auditor appointed under the Environment Protection Act 1970 must make a statement that environmental conditions of the land are suitable for the sensitive use.</li> </ul>	Limits development potential of a site as contaminated land cannot be developed for residential, or employment lands uses.

# Appendix B: Detailed housing capacity methodology

This section sets out further detail on the housing capacity method analysis and results.

## **Housing capacity assessment method**

Housing capacity is an estimate of the quantum of housing that could be accommodated in an area. It is based on existing planning controls, recent housing supply trends and planned future land-release precincts. It is a theoretical assessment of the maximum number of dwellings that could be developed under current planning controls and development conditions and in future precincts. It follows from a high-level analysis and is intended to be indicative rather than absolute.

Figure 35 charts the four-step process for determining dwelling capacity. The logical flow is to firstly identify land where residential development is permitted before filtering out all the lots which are unlikely to be developed/redeveloped, and then calculating the potential development yield of each lot.

Only a small portion of available lots are likely to be developed in any one year and some lots are likely to be withheld from development. For these reasons, greater capacity than (expected) demand is required to ensure that future development is not constrained.

**There are likely to be site-specific attributes which may affect the development potential of some sites, but which cannot be included in an LGA-wide capacity analysis.**

FIGURE 35: HOUSING CAPACITY METHOD



Source: SGS Economics and Planning, 2023.

### Step 1: Net land area identification:

Net land refers to total land where residential development is permitted, minus the land that cannot be developed for residential purposes, such as roads and footpaths. The capacity calculation is conducted on a lot by lot basis, with only lots where residential development is permissible considered, and so parts of the public domain are automatically excluded.

### Step 2: Available land assessment

Available land represents any land that is likely to be able to accommodate additional housing in Horsham. It is derived from the net land, from which lots unlikely to be developed are excluded.

Designation of a lot as available land does not mean that development is necessarily feasible or that property owners are ready or willing to develop these sites. Typically, only a small portion of available lots are likely to be developed in any one year. There are also likely to be site-specific attributes which may affect the development potential of some sites, but which cannot be included in an LGA-wide capacity analysis.

### Land exclusions

- **Land use exclusions:** Properties were excluded if they contain social infrastructure or other land uses which are likely to be in place over the next 20 years. These land uses include infrastructure, social infrastructure and community uses which either should not be redeveloped given the valuable role they play for the community, or which are unlikely to be redeveloped on a reasonable timeframe. The following land uses have been excluded from redevelopment:

- Schools
- Other major educational facilities
- Retirement villages
- Hospitals and major medical centres
- Gardens, parks and sports grounds
- Power sub-stations
- Community centres.

- **Multi-unit development and subdivision:** Locations where there are multiple property owners (i.e. strata title) or where the original subdivision pattern has been further subdivided (i.e. shared lots) are likely to significantly limit the development potential of these sites.

Sites which contain multiple residential dwellings have also been excluded even if they are under single ownership as having multiple dwellings is likely to inflate land prices making redevelopment less feasible or likely than on other sites. These properties are unlikely to be redeveloped unless very high densities are proposed, and until other development sites are exhausted.

- **Recent development:** Properties which have been recently developed are less likely to be redeveloped in the short-medium term given the recent investment in them.

- **Irregular blocks and manual checks:** Blocks with a highly irregular shape are not likely to be real properties available for development and so were excluded.

Available properties with high yields were also manually checked to ensure that irregular blocks and blocks deemed to be unlikely to be developed were not included.

- **Areas subject to natural hazards (bushfire, flooding, excessive slope):** Clause 13 of the Horsham's Planning Scheme Planning Policy Framework addresses Environmental Risk. Areas subject to flooding and bushfire risk, steep slopes (as a proxy for landslip), and within environmental buffers were removed from the analysis.

### Step 3: Potential yield assessment

Potential yields were calculated for the available land using a series of yield assumptions depending upon each lot's zone, size, frontage, location, development standards and constraints. This assessment was conducted for all lots within the 107 precincts across the Municipality, and took into consideration the following:

- **Land use zone and lot size:** Different residential zones have differing requirements regarding minimum lot sizes and servicing requirements etc.

- **Existing development patterns:** Existing development and lot size patterns (i.e median and average lot size) were examined on a precinct scale to determine likely potential future development outcomes.
- **Land use exclusions:** Properties were excluded if they contain social infrastructure or other land uses which are likely to be in place over the next 20 years. These include schools, community centres, aged care facilities, private hospitals, large places of public worship and clubs.
- **Infill development:** Lots in established areas with potential to be developed at higher densities (for example, villa units, town houses etc.). Recent development trends of dwelling densities were observed to determine appropriate infill densities in established residential areas of Bairnsdale.

Beyond the use of capacity assumptions across precincts, there was also significant input from Horsham Rural City Council. This input included the identification of parcel lot yield on a site-by-site basis based on the current development pipeline, unsuitable sites and vacant sites. Horsham Rural City Council was also involved over a 6+ month period a quality assurance process reviewing the output of the capacity model and refining yields across the LGA. This process has resulted in a housing capacity with a high level of confidence in its accuracy.

#### **Detailed housing capacity assessment results**



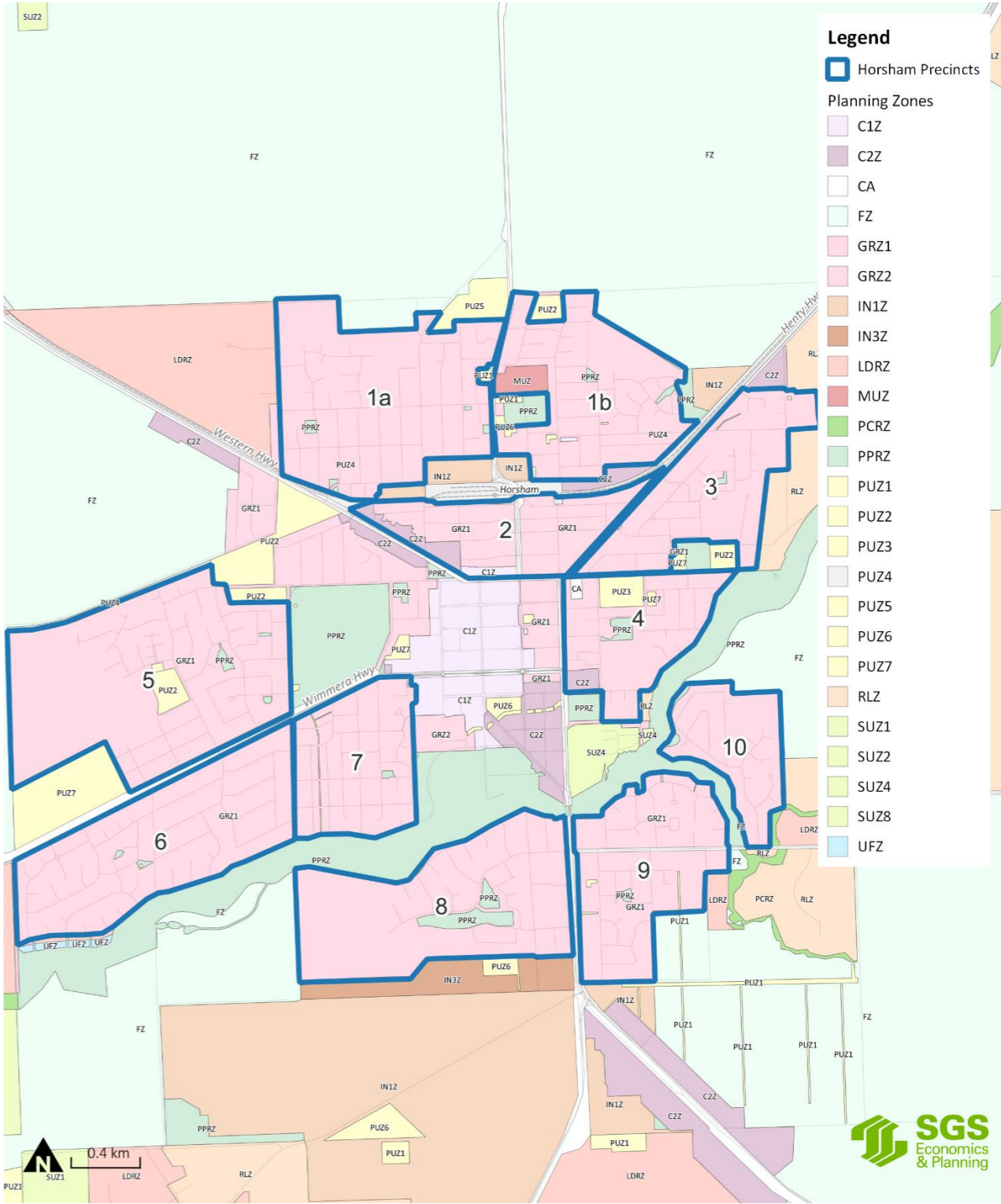
## Appendix C: Detailed built form analysis findings

This section sets out further detail on built form analysis for each of the precincts.

Note – distances are “as the crow flies” from the nearest edge of a precinct unless otherwise noted; these distances may therefore understate actual travel distances.

**Precinct: Horsham 1a**

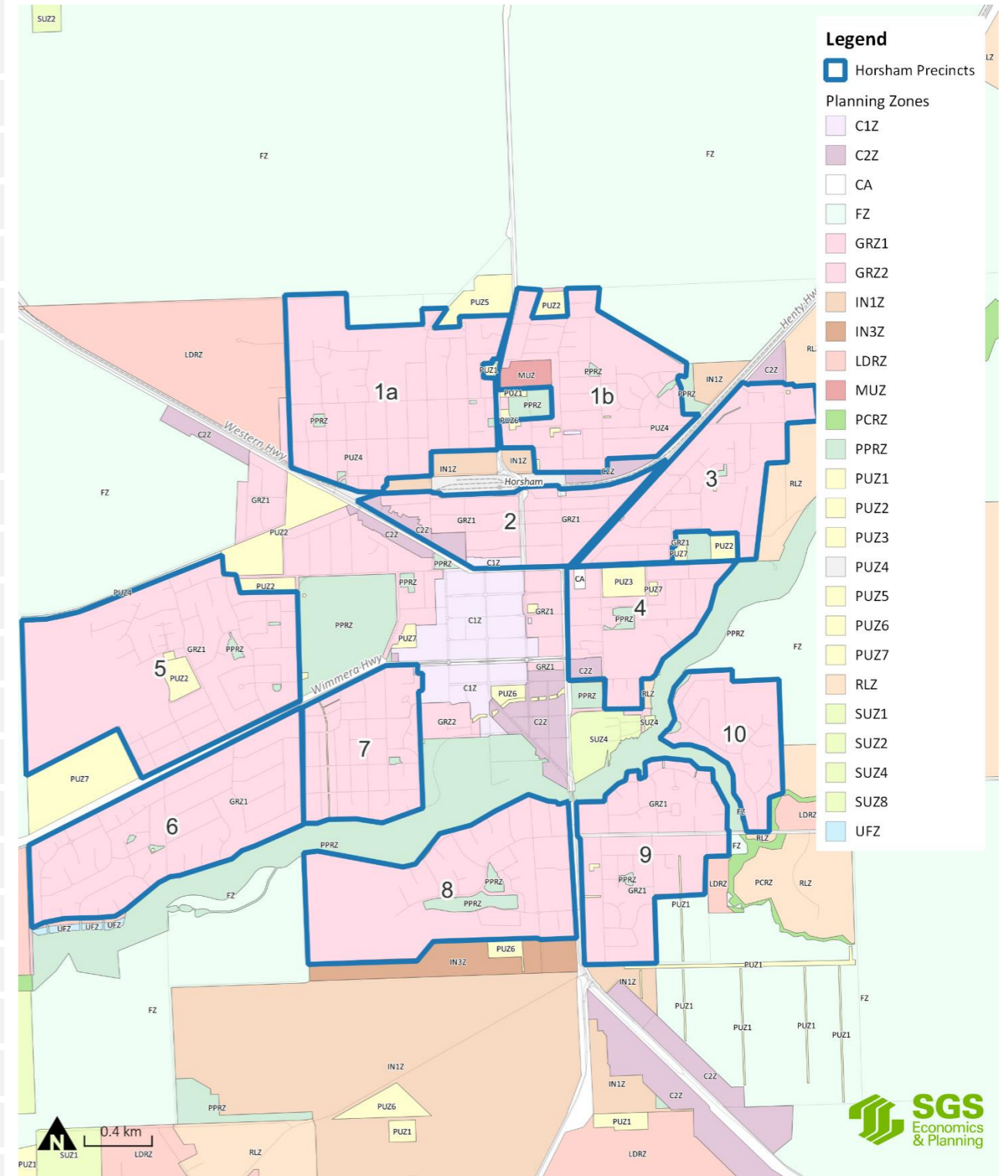
Proximity and facilities	
Nearest commercial centre	550m (closest) or 1.8km (furthest) from Commercial Zone 1. Adjacent (south) to Commercial Zone 2
Transport	Adjacent (south) to Horsham train station; 1.5km from furthest point.
Parks	Langlands Park within the precinct, adjacent to Horsham Cemetery Reserve (north) and Dudley Cornell Park (east).
Other services	None within the precinct. Adjacent to Horsham Secondary School and Horsham Special School (south).
Constraints	
Physical	None apparent.
Planning	DDO3 (Wider Airport Environs Area) applies to the precinct and requires a permit for any building 30m in height.
Subdivision pattern	
Mean lot size	1,200sqm
Median lot size	1,000sqm
Lot uniformity	Some variation, but mostly consistent.
Street pattern	Predominately curvilinear with cul de sacs, particularly in the north, with some areas in a grid formation. Low pedestrian permeability.
Street treatment	Wide verges with a footpath typically on one side of the road.
Development overview	
Number of lots	900
Lots Developed	Around 90% - there is a large parcel of undeveloped land in the north and a few undeveloped lots in the east.
Lots less than 300sqm	43
Strata Lots	47
Typical envelope	
Front setbacks	Highly consistent, typically 5-10m.
Side setbacks	Some variation but typically a single side setback with a garage.
Rear setbacks	Some variation, typically between 10-30m. Outbuildings are common.



Car parking	Some variation, single and double garages are common in the newer dwellings, driveway parking or carports are common in older dwellings.
Garden space	Some variation, typically between 10-30m. Outbuildings are common – no clear green spines.
Tree canopy	Moderate established tree canopy in rear of dwellings and sparse tree canopy along roads.
<b>Housing styles</b>	
Height	Single storey, highly consistent.
Roof form	Some variation, predominately hipped or gable.
Typical materials	Some variation, newer dwellings (predominately in the cul de sac areas) and typically brick whereas older dwellings are a mix of brick and weatherboard.
Additional comments	There is some variation in the eras of development present. There are pockets (predominately in cul de sac areas) where dwellings are newly – or recently- established. In other areas, dwellings are a mix of older styles, though seem to be built in the 20 <sup>th</sup> century onwards.
<b>Infill development styles</b>	
Typical infill configurations	Typically single storey units in a spine formation.
<b>Additional comments</b>	
Precinct 1a is largely established precinct, consisting of mostly older 20 <sup>th</sup> century housing and a mix of recently built dwellings—mostly within the cul de sac areas. Infill development is low (around 5 per cent). The precinct is well located next to the Horsham train station and in close proximity to a commercial centre and green open spaces. The accessibility of the precinct would make it suitable for further infill development, however, due to a low proportion of vacant lots, infill development would most likely need to replace existing, older dwellings.	

Precinct: Horsham 1b

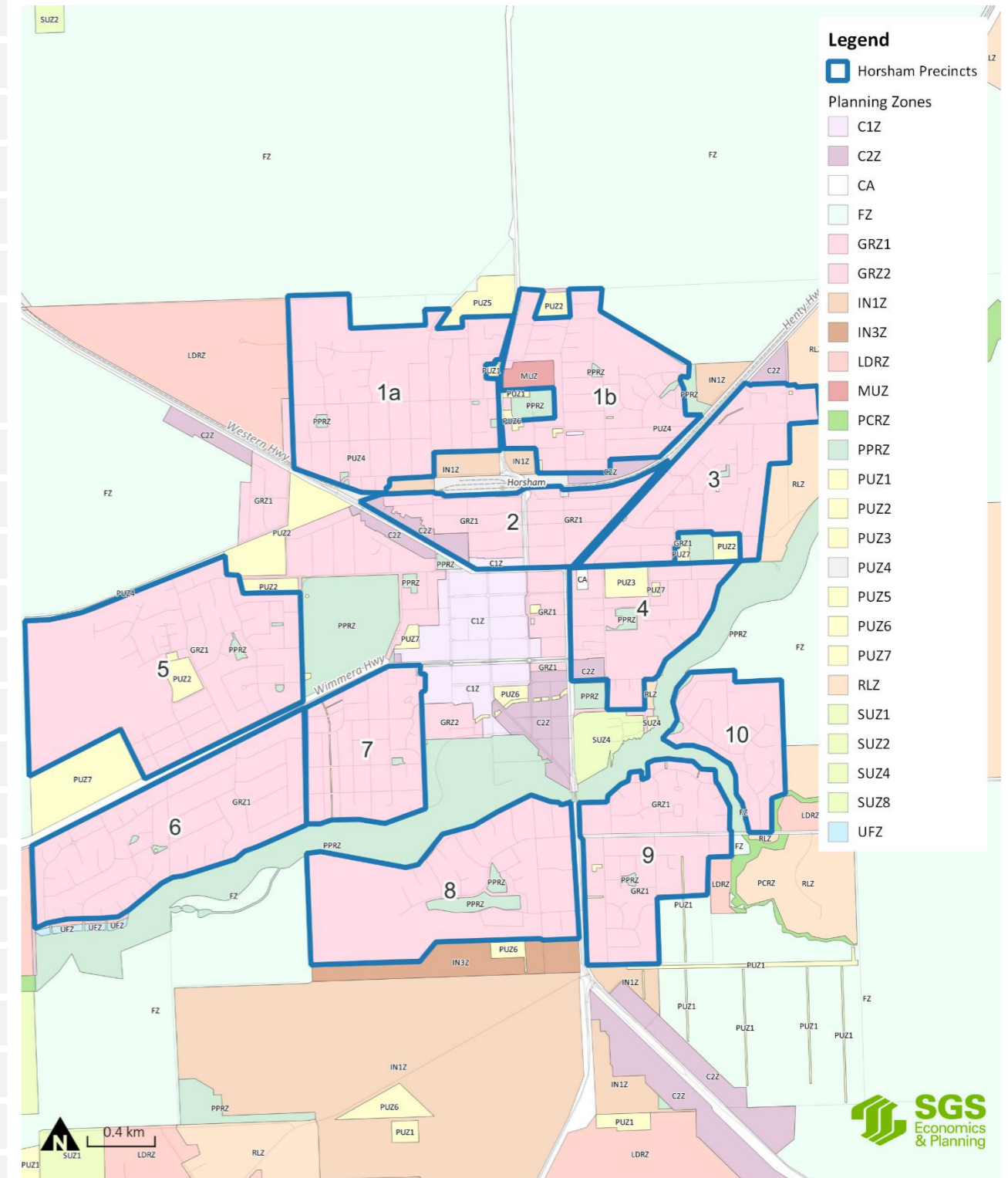
Proximity and facilities	
Nearest commercial centre	Small Commercial Zone 1 within the precinct. Adjacent (south) to Commercial Zone 2.
Transport	Adjacent (south) to Horsham train station; 1.3km from furthest point.
Parks	Dudley Cornell Park within the precinct.
Other services	Horsham Primary School within the precinct.
Constraints	
Physical	None apparent.
Planning	DDO3 (Wider Airport Environs Area) applies to the precinct and requires a permit for any building 30m in height. EAO applies to the MUZ in the west of the precinct, requiring a risk assessment and audit before a sensitive use (including residential) or construction commences.
Subdivision pattern	
Mean lot size	880sqm
Median lot size	800sqm
Lot uniformity	Extremely consistent.
Street pattern	Curvilinear with cul de sacs with low pedestrian permeability.
Street treatment	Typically small verges with a footpath on one side of the road.
Development overview	
Number of lots	744
Lots Developed	Close to 100% - a few vacant lots apparent (based on limited satellite imagery).
Lots less than 300sqm	24
Strata Lots	28
Typical envelope	
Front setbacks	Highly consistent, typically 5-10m.
Side setbacks	Some variation but typically a single side setback with a garage.
Rear setbacks	Some variation, typically 10m. Outbuildings are common.



Car parking	Typically single garages are or carports/ driveway parking.
Garden space	Some variation, typically 10m. Outbuildings are common – no clear green spines.
Tree canopy	Moderate established tree canopy in rear of dwellings and sparse tree canopy along roads.
<b>Housing styles</b>	
Height	Single storey, highly consistent.
Roof form	Some variation, typically hipped or gable.
Typical materials	Some variation, mix of brick and weatherboard.
Additional comments	Some variation in housing styles, typically all older 20 <sup>th</sup> century buildings.
<b>Infill development styles</b>	
Typical infill configurations	Typically single storey dwellings in a spine formation.
<b>Additional comments</b>	
<p>Precinct 1b is an established precinct consisting predominately of older 20<sup>th</sup> century housing. The MUZ zone in the west of the precinct is occupied by warehouses and industrial uses. The precinct has good accessibility to Horsham train station in the south, open space and a primary school. There is a low proportion of infill development (less than 5%) and few opportunities for new infill development due to limited vacant lots. Any new infill development would like result in the demolition of the existing housing.</p>	

Precinct: Horsham 2

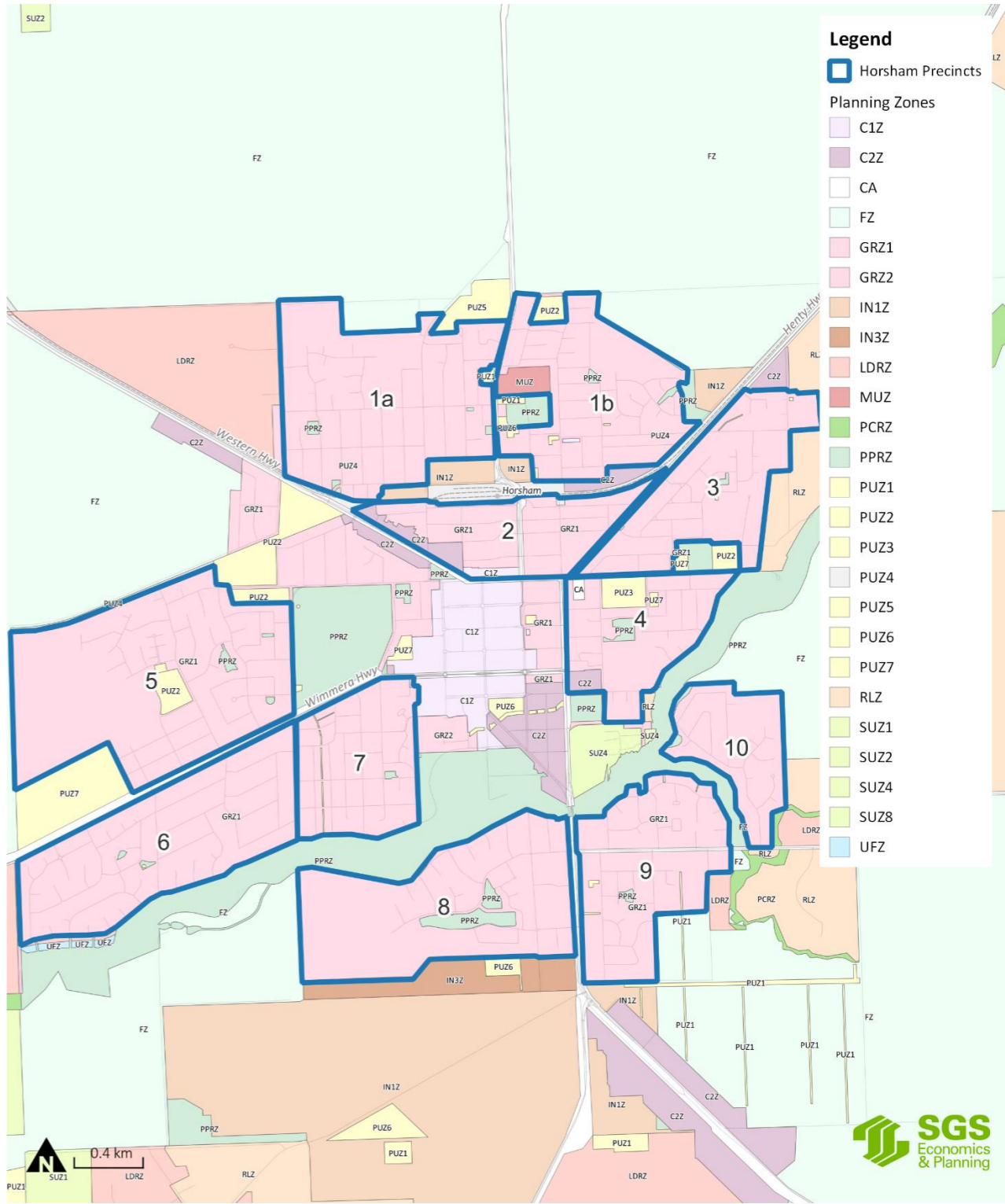
Proximity and facilities	
Nearest commercial centre	Commercial Zone 2 within the precinct.
Transport	Adjacent (north) to Horsham train station.
Parks	None within the precinct. Adjacent to May Park (southwest).
Other services	None apparent.
Constraints	
Physical	None apparent.
Planning	DDO3 (Wider Airport Environs Area) applies to the precinct and requires a permit for any building 30m in height. DDO6 (Urban Conservation Precincts) applies to around 50 lots in the east of the precinct. The Overlay seeks to protect the architectural character of the area. A permit is required for building and works in the area. HO1 applies to one lot in the east precinct.
Subdivision pattern	
Mean lot size	720sqm
Median lot size	580sqm
Lot uniformity	Some variation.
Street pattern	Grid.
Street treatment	Typically small verges with a footpath on one or both sides of the road.
Development overview	
Number of lots	637
Lots Developed	Close to 100% - a few vacant lots apparent (based on limited satellite imagery).
Lots less than 300sqm	180
Strata Lots	175
Typical envelope	
Front setbacks	Highly consistent, typically 5-10m.
Side setbacks	Some variation, either a single side setback with a garage or boundary-to-boundary.
Rear setbacks	Some variation, typically 5-10m.
Car parking	Typically single garages are or carports/ driveway parking.



Garden space	Some variation, typically 5-10m. Some lots have little to no garden space. No clear green spines.
Tree canopy	Moderate established tree canopy in rear of dwellings, particularly in the east of the precinct, sparse tree canopy elsewhere.
<b>Housing styles</b>	
Height	Single storey, highly consistent.
Roof form	Some variation, typically hipped or gable.
Typical materials	Some variation, mix of brick and weatherboard.
Additional comments	Some variation in housing styles, typically all older 20 <sup>th</sup> century buildings. In the east of the precinct (in the area covered by the DDO6) there are some older, 19 <sup>th</sup> century dwellings.
<b>Infill development styles</b>	
Typical infill configurations	Typically single storey dwellings in a spine formation.
<b>Additional comments</b>	
Precinct 2 is an established precinct consisting predominately of older 20 <sup>th</sup> century housing, with a pocket of older 19 <sup>th</sup> century housing in the east, which is protected by a DDO. The precinct has good accessibility to Horsham train station in the north and commercial and retail services within the precinct and adjacent to the south. There is a high proportion of infill development (around 27%). There is potential for more infill development in the precinct, however, there are only a few vacant lots to accommodate this.	

Precinct: Horsham 3

Proximity and facilities	
Nearest commercial centre	Adjacent to Commercial Zone 2 to the north. 500m (closest); 2km (furthest) to Commercial Zone 1.
Transport	1km (closest); 2km (furthest) to Horsham train station.
Parks	Sunnyside Park within the precinct. Adjacent to May Park (southwest).
Other services	Holy Trinity Lutheran College, Sunnyside Lutheran Retirement Village, Sunnyside Bowling Club, Horsham Primary School. Adjacent to Wimmera Base Hospital in Precinct 4.
Constraints	
Physical	None apparent.
Planning	DDO3 (Wider Airport Environs Area) applies to the precinct and requires a permit for any building 30m in height. DDO6 (Urban Conservation Precincts) applies to around 30 lots in the west of the precinct. The Overlay seeks to protect the architectural character of the area. A permit is required for building and works in the area. LSIO applies to a significant area in the north and east of the precinct. The overlay requires a permit for most new buildings and works in the area unless information is submitted to the responsible authority show the natural level of the land on which the buildings and works are proposed is at least 300mm above the Average Recurrence Interval flood level.
Subdivision pattern	
Mean lot size	1,170sqm
Median lot size	955sqm
Lot uniformity	Some variation.
Street pattern	Curvilinear with cul de sacs with low pedestrian permeability.
Street treatment	Typically small verges with a footpath on one or both sides of the road.
Development overview	
Number of lots	510
Lots Developed	Close to 100% - a few vacant lots apparent (based on limited satellite imagery).
Lots less than 300sqm	57
Strata Lots	59
Typical envelope	
Front setbacks	Highly consistent, typically 5-10m.
Side setbacks	Some variation, typically a single side setback with a garage.

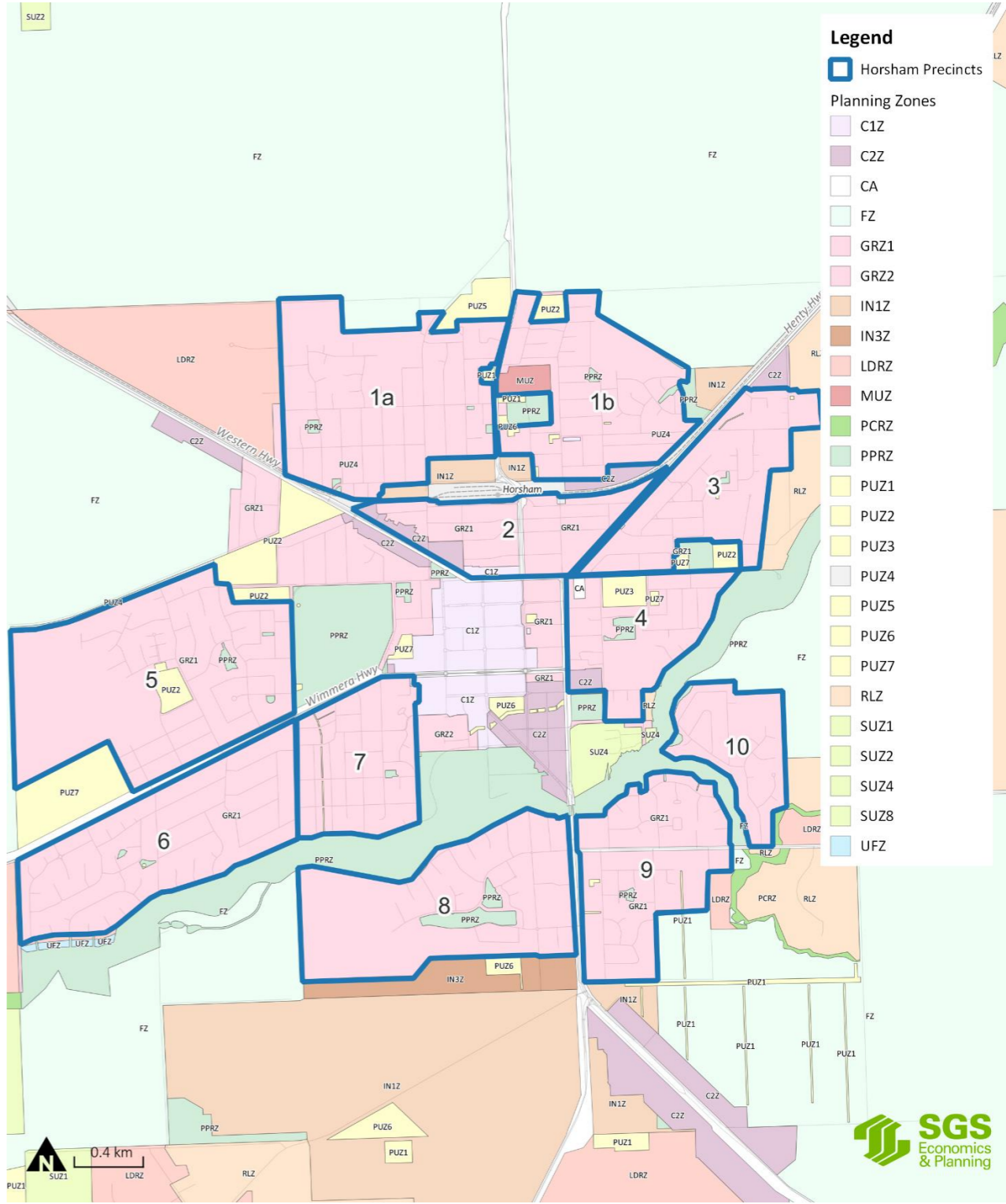




Rear setbacks	Some variation, typically 10-20m.
Car parking	Typically single garages are or carports/ driveway parking.
Garden space	Some variation, typically 10-20m rear garden space and sometimes 5-10m of front garden space. Outbuildings are common - no clear green spines.
Tree canopy	Moderate established tree canopy in rear of dwellings, particularly in the west of the precinct, sparse tree canopy elsewhere.
<b>Housing styles</b>	
Height	Single storey, highly consistent.
Roof form	Some variation, typically hipped or gable.
Typical materials	Some variation, mix of brick and weatherboard.
Additional comments	Some variation in housing styles, typically all older 20 <sup>th</sup> century buildings. In the west of the precinct (in the area covered by the DDO6) there are some older, 19 <sup>th</sup> century dwellings.
<b>Infill development styles</b>	
Typical infill configurations	Typically single storey dwellings in a spine formation.
<b>Additional comments</b>	
Precinct 3 is an established precinct consisting predominately of older 20 <sup>th</sup> century housing, with a pocket of older 19 <sup>th</sup> century housing in the west, which is protected by a DDO. The precinct has good accessibility to services, including two schools, open space, and the local hospital. There is around 10% infill development present, but potential for more infill is low due to a lack of vacant lots. Any new infill development would likely need to replace existing dwellings. The precinct is also constrained by a LISO which applies to areas in the east.	

Precinct: Horsham 4

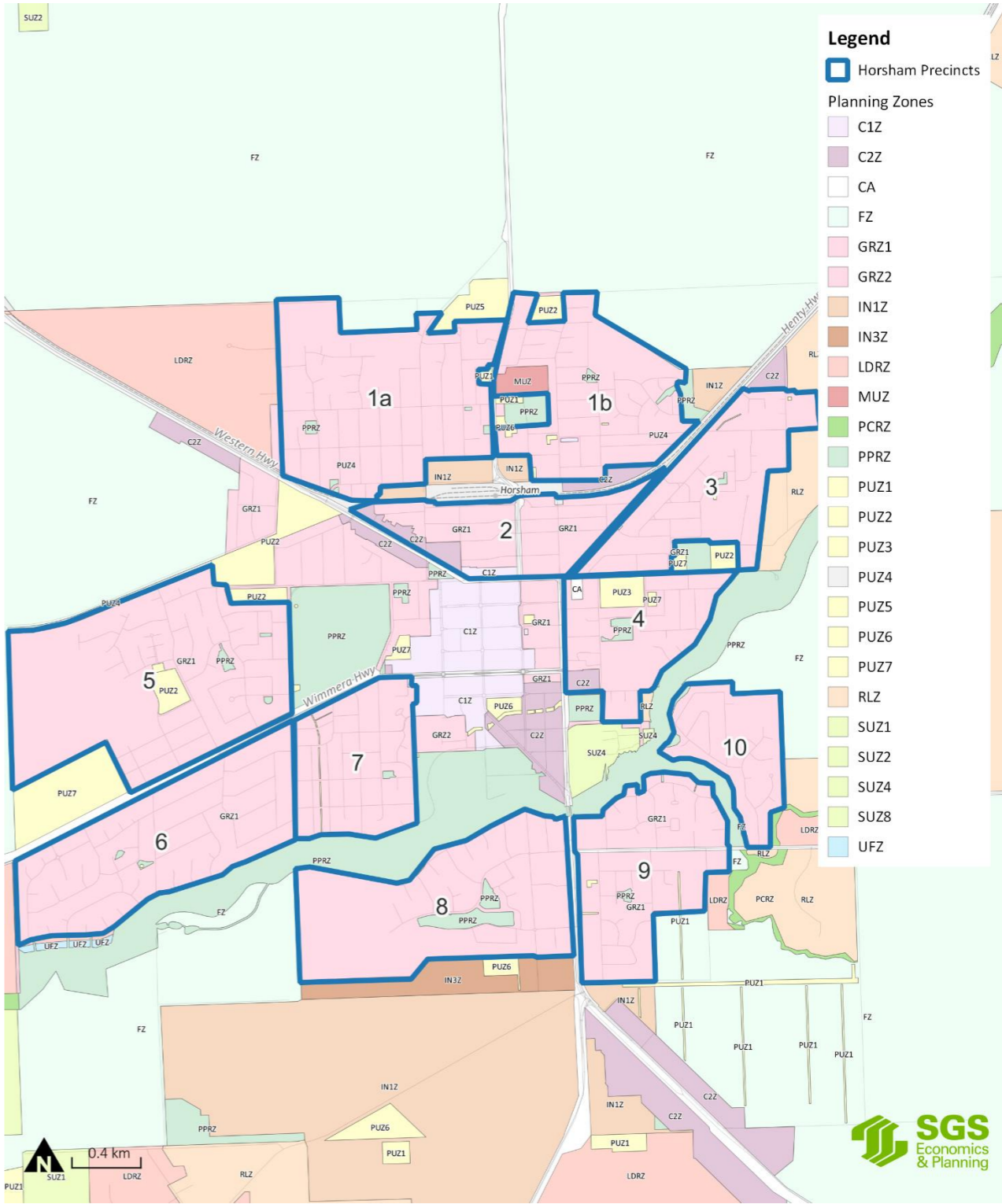
Proximity and facilities	
Nearest commercial centre	Commercial Zone 2 within the precinct. 200m (closest); 1.2km (furthest) to Commercial Zone 1.
Transport	650m (closest); 1.5km (furthest) to Horsham train station.
Parks	Large park within the precinct. Adjacent (east) to Wimmera River frontage.
Other services	Wimmera Base Hospital, Alan Wolff Medical Centre, Tennis Club and Bowls Club, St Brigid's College. Adjacent (south) to Horsham Greyhound Racing track.
Constraints	
Physical	Adjacent (east) to Wimmera River.
Planning	DDO3 (Wider Airport Environs Area) applies to the precinct and requires a permit for any building 30m in height. LSIO applies to a significant area in the south and east of the precinct. The overlay requires a permit for most new buildings and works in the area unless information is submitted to the responsible authority show the natural level of the land on which the buildings and works are proposed is at least 300mm above the Average Recurrence Interval flood level.
Subdivision pattern	
Mean lot size	1,170sqm
Median lot size	857sqm
Lot uniformity	Some variation.
Street pattern	Curvilinear with cul de sacs with low pedestrian permeability.
Street treatment	Typically large verges with a footpath on one or both sides of the road.
Development overview	
Number of lots	435
Lots Developed	Close to 100% - a few vacant lots apparent (based on limited satellite imagery), including lots in the south in a newly establishing area of the precinct.
Lots less than 300sqm	80
Strata Lots	103
Typical envelope	
Front setbacks	Some variation, typically 5-10m.
Side setbacks	Some variation, typically a single side setback with a garage or boundary-to-boundary.
Rear setbacks	Some variation, typically 10-20m.



Car parking	Typically single garages are or carports/ driveway parking. Some areas with street parking.
Garden space	Some variation, typically 10-20m rear garden space and sometimes 5-10m of front garden space. Outbuildings are common - no clear green spines.
Tree canopy	Sparse tree canopy in rear of dwellings. Greater density of tree canopy cover in the west.
<b>Housing styles</b>	
Height	Single storey, highly consistent.
Roof form	Some variation, typically hipped or gable.
Typical materials	Some variation, mix of brick and weatherboard.
Additional comments	Some variation in housing styles, typically all older 20 <sup>th</sup> century buildings. Some areas have more modern builds, such as in the north east of the precinct and an area in the south which has newly built and establishing houses.
<b>Infill development styles</b>	
Typical infill configurations	Typically single storey dwellings in a spine formation.
<b>Additional comments</b>	
Precinct 4 is an established precinct consisting predominately of older 20 <sup>th</sup> century housing, with some more modern or newly established housing scattered in the north and south of the precinct. The precinct has good accessibility to services, including a college, medical centre and hospital, and open space. There is a high proportion of infill development (around 23%) present, but potential for more infill is low due to a lack of vacant lots. Any new infill development would likely need to replace existing dwellings. The precinct is also constrained by a LISO which applies to a significant proportion of the precinct to the east.	

**Precinct: Horsham 5**

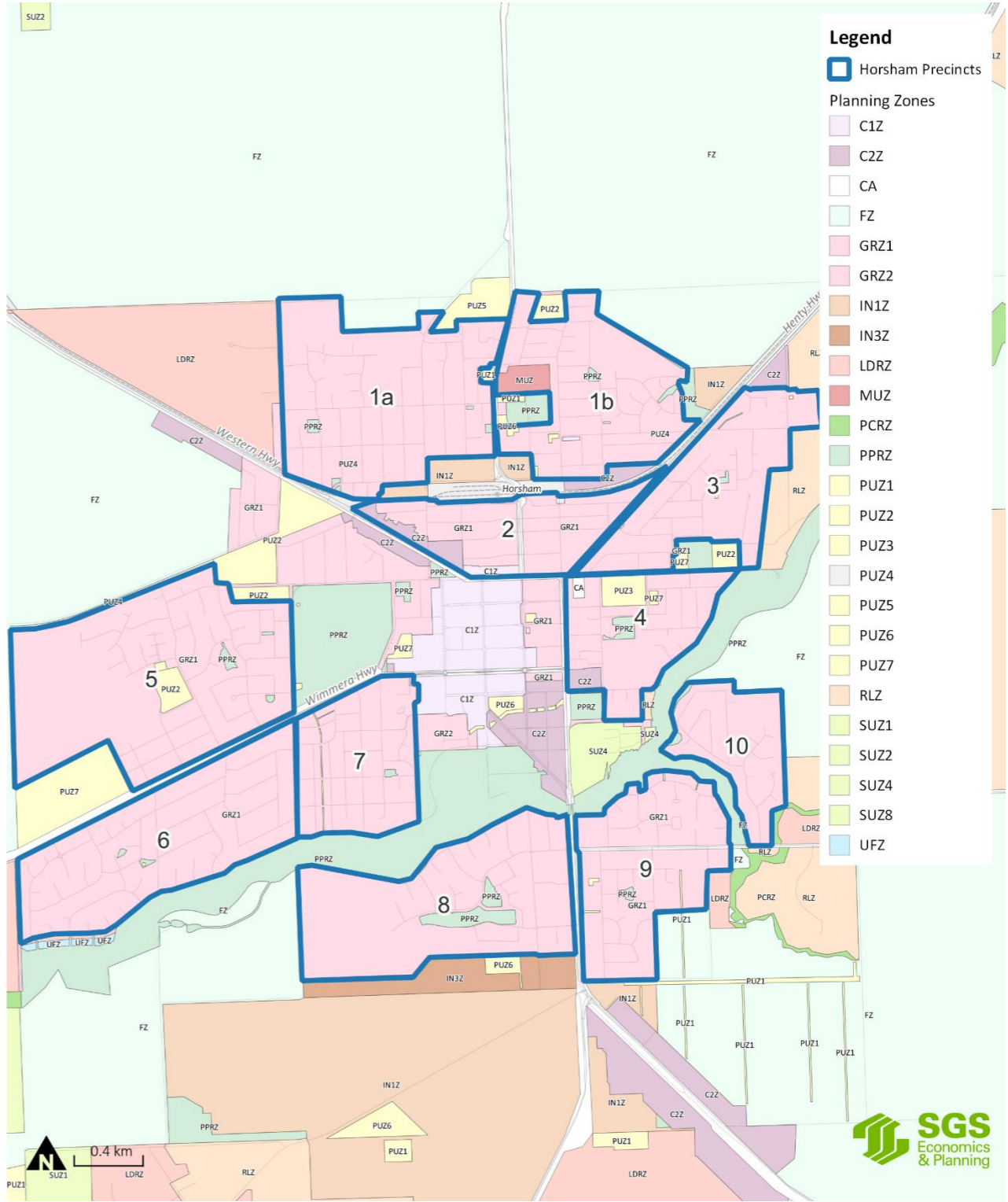
Proximity and facilities	
Nearest commercial centre	700m (closest); 2km (furthest) to Commercial Zone 1.
Transport	1.5km (closest); 3.4km (furthest) to Horsham train station.
Parks	Several small parks within the precinct. Adjacent (east) to Horsham Racecourse and Recreation Reserve.
Other services	Horsham West and Haven Primary School, Green Leaves Early Learning Horsham, Horsham College, Federation University Australia.
Constraints	
Physical	None apparent.
Planning	DDO3 (Wider Airport Environs Area) applies to the precinct and requires a permit for any building 30m in height.
Subdivision pattern	
Mean lot size	1,820sqm
Median lot size	940sqm
Lot uniformity	Highly consistent.
Street pattern	Curvilinear with cul de sacs with low pedestrian permeability.
Street treatment	Typically small verges with footpaths.
Development overview	
Number of lots	830
Lots Developed	Around 90% - there is a lot of significant size in the west which is undeveloped, and this is next to a newly establishing area which is still under development.
Lots less than 300sqm	34
Strata Lots	41
Typical envelope	
Front setbacks	Some variation, typically 5-10m.
Side setbacks	Some variation, typically a single side setback with a garage or boundary-to-boundary.
Rear setbacks	Some variation, typically 10-20m.
Car parking	Typically single garages are or carports/ driveway parking. Some areas with street parking.



Garden space	Some variation, typically 10-20m rear garden space. Outbuildings are common - no clear green spines.
Tree canopy	Sparse tree canopy in along roads.
<b>Housing styles</b>	
Height	Single storey, highly consistent.
Roof form	Some variation, typically hipped or gable.
Typical materials	Some variation, mix of brick and weatherboard.
Additional comments	Some variation in housing styles, with new and/or establishing dwellings in the north west of the precinct and typically older 20 <sup>th</sup> century buildings in the south and east of the precinct.
<b>Infill development styles</b>	
Typical infill configurations	Typically single storey dwellings in a spine formation.
<b>Additional comments</b>	
Precinct 5 is a varied precinct, with both established older 20 <sup>th</sup> century housing and newly established housing and areas still undergoing development. The precinct has good accessibility to education facilities and open space. There is a small proportion of infill development (around 5%) present, and potential for more infill is low due to a lack of vacant lots and the recently established – or establishing – housing in the precinct. Any new infill development would likely need to replace existing dwellings.	

Precinct: Horsham 6

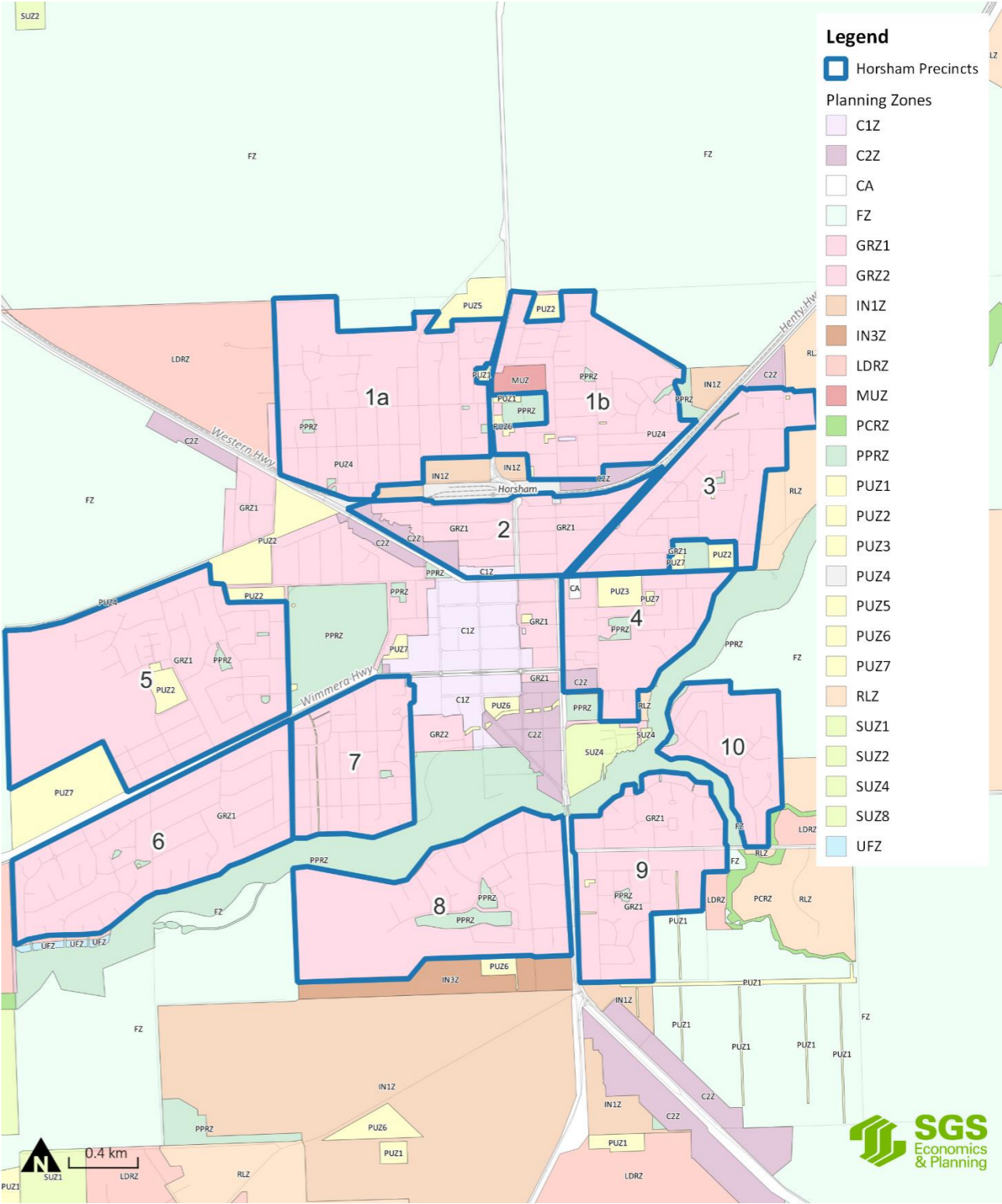
Proximity and facilities	
Nearest commercial centre	700m (closest); 2.7km (furthest) to Commercial Zone 1.
Transport	1.8km (closest); 3.8km (furthest) to Horsham train station.
Parks	Several small parks within the precinct. Adjacent (south) to the Wimmera River frontage and Weir Park.
Other services	Adjacent to Horsham West and Haven Primary School in Precinct 5 and a small supermarket in Precinct 7.
Constraints	
Physical	Adjacent to the Wimmera River.
Planning	DDO3 (Wider Airport Environs Area) applies to the precinct and requires a permit for any building 30m in height. HO applies to one lot in the north east of the precinct.
Additional comments	Despite proximity to the Wimmera River, a LSIO only applies to a marginal area of the precinct in the south, only impacting one or two lots.
Subdivision pattern	
Mean lot size	1,040sqm
Median lot size	1,100sqm
Lot uniformity	Highly consistent.
Street pattern	Curvilinear with cul de sacs with low pedestrian permeability. Grid in some areas.
Street treatment	Typically small verges with footpaths on one or both sides of the road.
Development overview	
Number of lots	950
Lots Developed	Close to 100%. Some vacant lots in the west where the precinct appears to be still under development (based on limited imagery).
Lots less than 300sqm	55
Strata Lots	90
Typical envelope	
Front setbacks	Some variation, typically 5-10m.
Side setbacks	Some variation, typically a single side setback with a garage.



Rear setbacks	Some variation, typically 10-20m.
Car parking	Typically double garages in the west of the precinct and single garages or carports/ driveway parking in the east.
Garden space	Some variation, typically 10-20m rear garden space. Outbuildings are common - no clear green spines.
Tree canopy	Moderate tree canopy in rear of dwellings and along roads.
<b>Housing styles</b>	
Height	Single storey, highly consistent.
Roof form	Some variation, typically hipped or gable.
Typical materials	Some variation, mix of brick and weatherboard.
Additional comments	Some variation in housing styles, with new and/or establishing dwellings in the west of the precinct and typically older 20 <sup>th</sup> century buildings in the east of the precinct.
<b>Infill development styles</b>	
Typical infill configurations	Typically single storey dwellings side by side or in a spine formation.
<b>Additional comments</b>	
Precinct 6 is a varied precinct, with both established older 20 <sup>th</sup> century housing and newly established housing and areas still undergoing development – typically in the west of the precinct. The precinct has good accessibility to open space but lower accessibility to services, retail and transport. There is a small proportion of infill development (around 10%) present, and potential for more infill is low due to a lack of vacant lots and the recently established – or establishing – housing in the precinct. Any new infill development would likely need to replace existing dwellings in the established areas of the precinct.	

**Precinct: Horsham 7**

<b>Proximity and facilities</b>	
Nearest commercial centre	Adjacent to Commercial Zone 1, 1km from furthest point.
Transport	1.2km (closest); 2.3km (furthest) to Horsham train station.
Parks	One small park within the precinct. Adjacent (south) to the Wimmera River frontage, Horsham Botanical Garden (east) and Horsham Racecourse Reserve (north).
Other services	Small supermarket within the precinct.
<b>Constraints</b>	
Physical	Adjacent to the Wimmera River.
Planning	DDO3 (Wider Airport Environs Area) applies to the precinct and requires a permit for any building 30m in height. DDO9 (Stormwater Management Area) applies to the majority of the precincts and requires a permit for most new buildings and works. HO applies to one lot in the north of the precinct.
Additional comments	Despite proximity to the Wimmera River, the LSIO does not apply to any lots in the precinct.
<b>Subdivision pattern</b>	
Mean lot size	810sqm
Median lot size	900sqm
Lot uniformity	Some variation.
Street pattern	Mix of grid and curvilinear with cul de sacs in the south and east.
Street treatment	Typically small verges with footpaths on one or both sides of the road.
<b>Development overview</b>	
Number of lots	660
Lots Developed	Close to 100%.
Lots less than 300sqm	44
Strata Lots	94
<b>Typical envelope</b>	
Front setbacks	Some variation, typically 5-10m.
Side setbacks	Some variation, typically a single side setback with a garage.
Rear setbacks	Some variation, typically 10-20m.

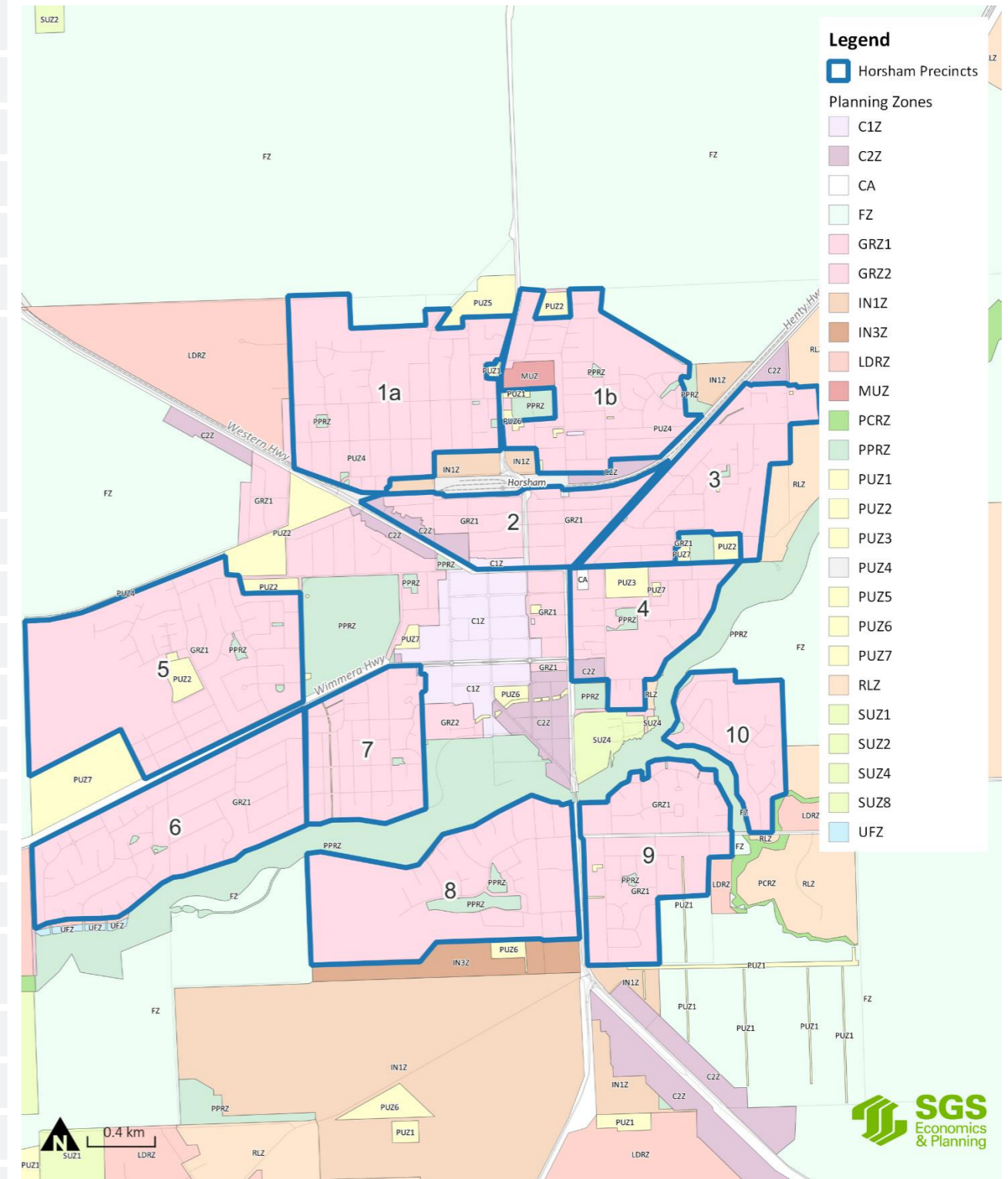




Car parking	Typically single garages or carports/ driveway parking.
Garden space	Some variation, typically 10-20m rear garden space. Outbuildings are common - no clear green spines.
Tree canopy	Moderate tree canopy in rear of dwellings and along roads.
<b>Housing styles</b>	
Height	Single storey, highly consistent.
Roof form	Some variation, typically hipped or gable.
Typical materials	Some variation, mix of brick and weatherboard.
Additional comments	Some variation in housing styles, typically older 20 <sup>th</sup> century dwellings.
<b>Infill development styles</b>	
Typical infill configurations	Typically single storey dwellings in a spine formation.
<b>Additional comments</b>	
Precinct 7 is an established precinct with predominately older 20 <sup>th</sup> century housing. The precinct has good accessibility to open space and the commercial centre. There is around 15% of infill development, but potential for more infill is low due to a lack of vacant lots. Any new infill development would likely need to replace existing dwellings.	

**Precinct: Horsham 8**

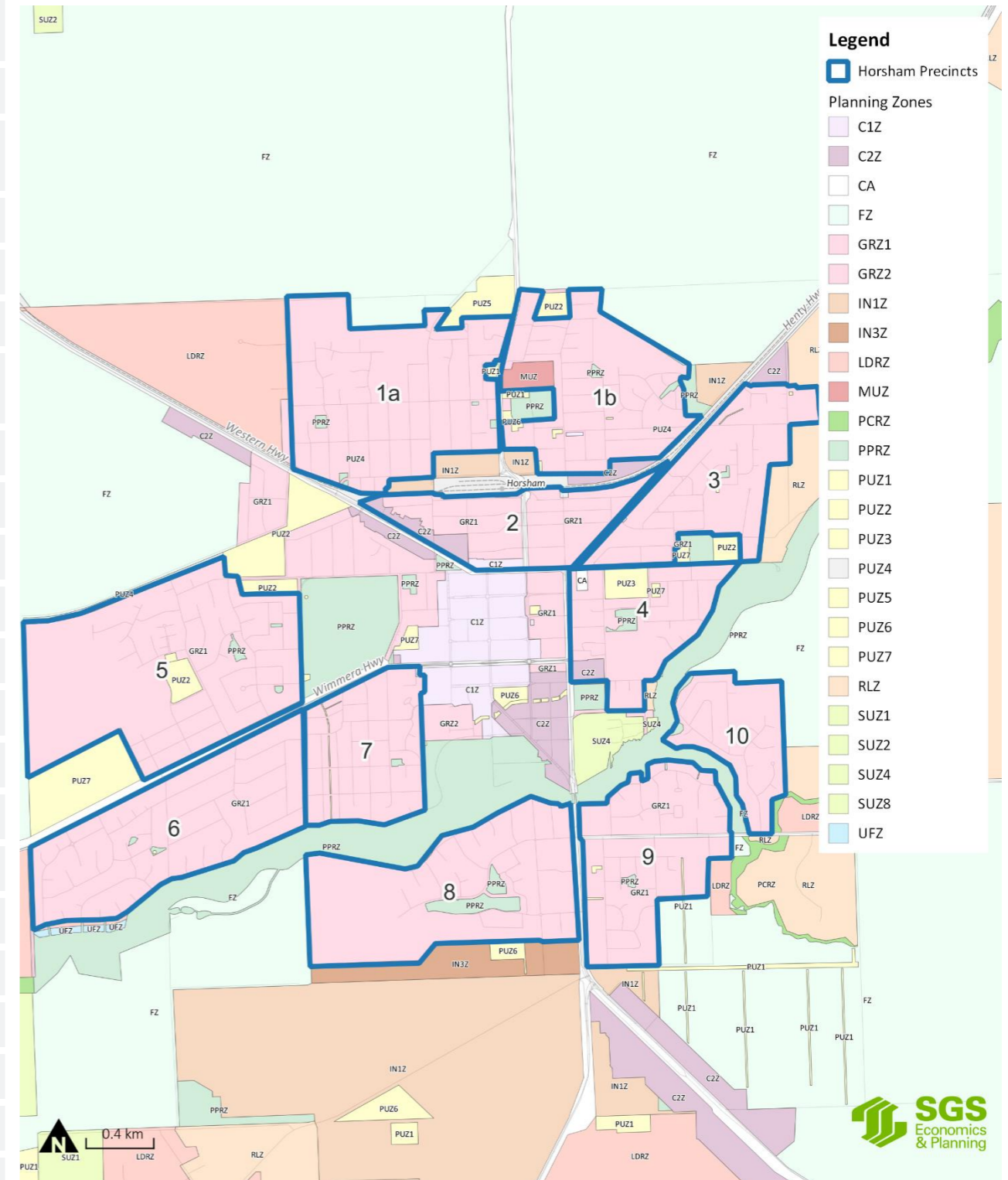
Proximity and facilities	
Nearest commercial centre	1km(closest); 2.5km (furthest) to Commercial Zone 1. 300m(closest); 2km (furthest) to Commercial Zone 2. Adjacent (south) to Industrial Zone 3 and 1.
Transport	2km (closest); 3.5km (furthest) to Horsham train station.
Parks	One large park within the precinct. Adjacent (north) to the Wimmera River frontage.
Other services	Eureka Retirement Village.
Constraints	
Physical	Adjacent to the Wimmera River.
Planning	DPO3 (Wimmera River South Development Plan) applies to the majority of the precinct, excluding lots east of River Road. The DPO requires a development plan for new development and subdivisions. Dwellings will be required to be sited outside the area identified as affected by the 1 in 100 year flood level. No dwellings will be permitted within the area identified as affected by the 1 in 100 year flood level. The DPO also stipulates landscaping requirements. LSIO impacts several lots in the north but has a marginal impact on the precinct as a whole.
Subdivision pattern	
Mean lot size	1,120sqm
Median lot size	1,060sqm
Lot uniformity	Some variation.
Street pattern	Curvilinear with cul de sacs.
Street treatment	Large verges with footpaths on one or both sides of the road.
Development overview	
Number of lots	500
Lots Developed	Around 60% - much of this precinct is still establishing, including a large area in the west which is undeveloped.
Lots less than 300sqm	12
Strata Lots	20
Typical envelope	
Front setbacks	Some variation, typically 5-10m.
Side setbacks	Some variation, typically a single side setback with a garage.



Rear setbacks	Some variation, typically 10-20m.
Car parking	Typically single or double garages, some carports/ driveway parking in older dwellings in the south of the precinct.
Garden space	Some variation, typically 10-20m rear garden space. Outbuildings are common - no clear green spines.
Tree canopy	Sparse tree canopy.
<b>Housing styles</b>	
Height	Some variation, typically single storey.
Roof form	Some variation, typically hipped or gable.
Typical materials	Some variation, typically brick.
Additional comments	Some variation in housing styles, mostly new or recently built single storey brick houses. Some older 20 <sup>th</sup> century dwellings in the south and east of the precinct.
<b>Infill development styles</b>	
Typical infill configurations	Typically single storey dwellings in a spine formation or one behind another.
<b>Additional comments</b>	
<p>Precinct 8 is a varied precinct, made up predominately of newly established dwellings and areas still under development. Areas to the east and south of the precinct contain established older 20<sup>th</sup> century housing. A DPO applies to the majority of the precinct, with consequences for new buildings and works in order to minimise the impacts of flooding. The precinct has good accessibility to open space but limited access to transport and other services. There is a small proportion of infill development (around 5%) present, and potential for more infill is low due to the newly establishing nature of the precinct. Any new infill development would likely need to replace existing dwellings in the established areas in the south and east.</p>	

**Precinct: Horsham 9**

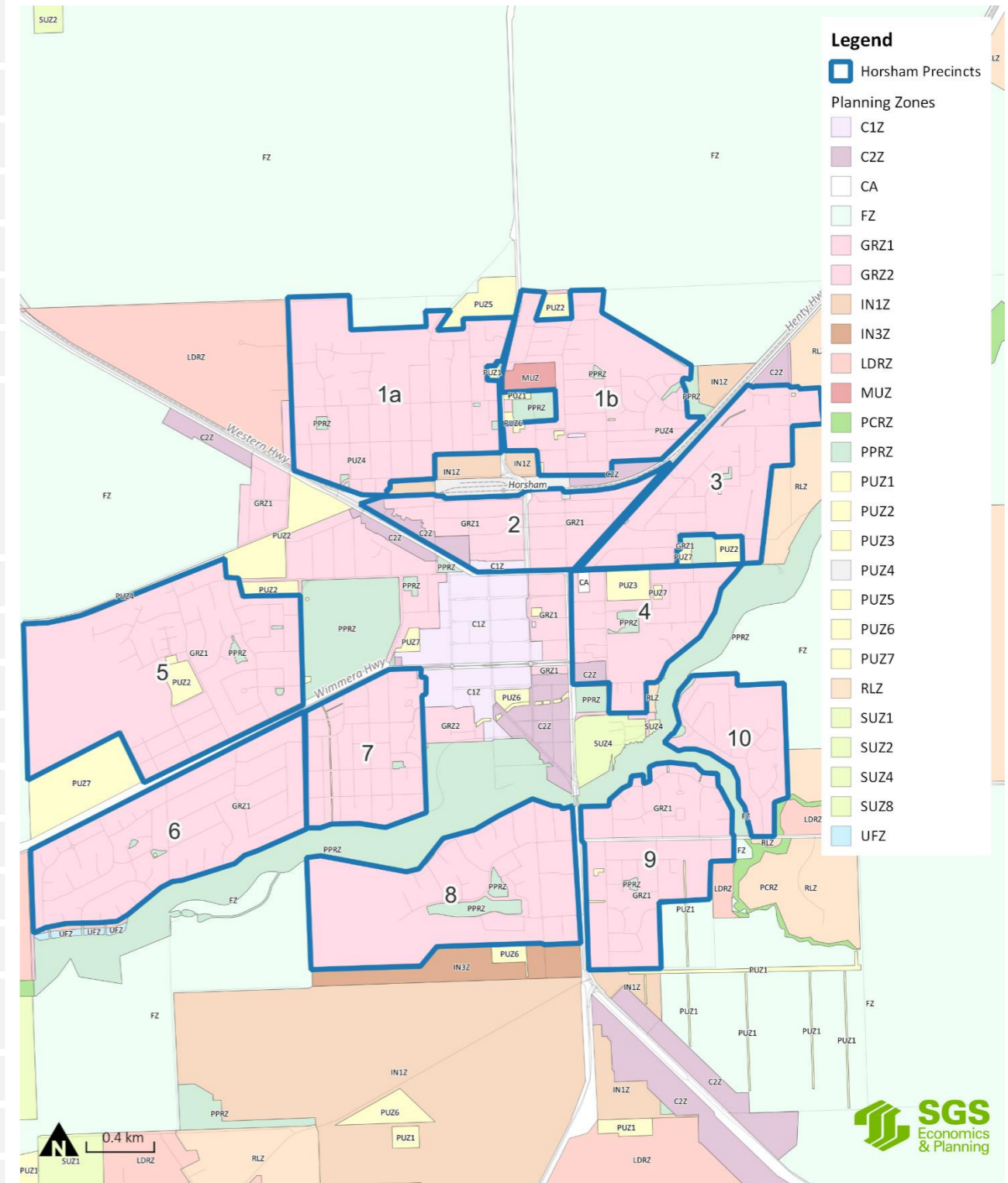
Proximity and facilities	
Nearest commercial centre	1km(closest); 2km (furthest) to Commercial Zone 1. 300m(closest); 1.2km (furthest) to Commercial Zone 2. Adjacent (south) to Industrial Zone 1 and 3 (west).
Transport	2km (closest); 3km (furthest) to Horsham train station.
Parks	One large park within the precinct. Adjacent (north) to the Wimmera River frontage and Lions Park.
Other services	Green Park Kindergarten
Constraints	
Physical	Adjacent to the Wimmera River.
Planning	LSIO impacts several lots in the north and east but has a marginal impact on the precinct as a whole.
Subdivision pattern	
Mean lot size	1,100sqm
Median lot size	1,040sqm
Lot uniformity	Some variation.
Street pattern	Curvilinear with cul de sacs with pedestrian permeability.
Street treatment	Small verges with footpaths.
Development overview	
Number of lots	660
Lots Developed	Close to 100% - several vacant lots apparent.
Lots less than 300sqm	40
Strata Lots	69
Typical envelope	
Front setbacks	Some variation, typically 5-10m.
Side setbacks	Some variation, typically a single side setback with a garage.
Rear setbacks	Some variation, typically 10-20m.
Car parking	Typically single or double garages.



Garden space	Some variation, typically 10-20m rear garden space. Outbuildings are common - no clear green spines.
Tree canopy	Sparse tree canopy.
<b>Housing styles</b>	
Height	Single storey, highly consistent.
Roof form	Some variation, typically hipped or gable.
Typical materials	Some variation, typically brick.
Additional comments	Some variation in housing styles, mostly new or recently built single storey brick houses in the north of the precinct and older 20 <sup>th</sup> century dwellings in the south.
<b>Infill development styles</b>	
Typical infill configurations	Typically single storey dwellings in a spine formation or one behind another.
<b>Additional comments</b>	
Precinct 9 is a varied precinct, made up predominately of newly established dwellings in the north and older, established 20 <sup>th</sup> century dwellings elsewhere. Several lots in the north east contain dwellings with large lots more consistent with lots in the neighbouring LDRZ or RLZ to the east. The precinct has good accessibility to open space but limited access to transport and other services. There is a small proportion of infill development (around 10%) present, and potential for more infill is low due to the newly established nature of the precinct. Any new infill development would likely need to replace existing dwellings in the established areas in the south.	

**Precinct: Horsham 10**

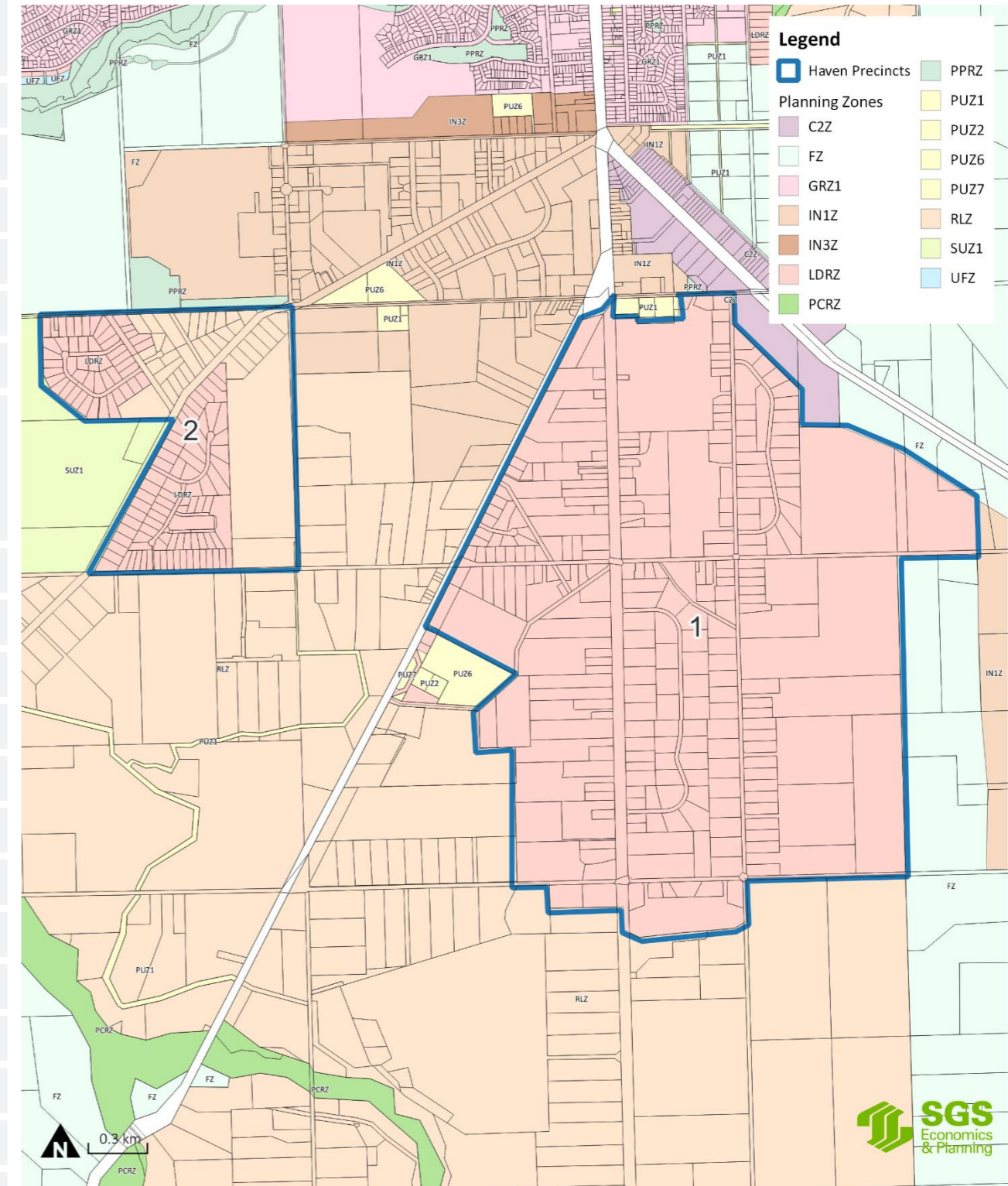
Proximity and facilities	
Nearest commercial centre	2km(closest); 3km (furthest) to Commercial Zone 1. 1km(closest); 2.5km (furthest) to Commercial Zone 2.
Transport	3km (closest); 4km (furthest) to Horsham train station.
Parks	Adjacent (west) to the Burnt Creek frontage and Jack Schier Reserve.
Other services	
Additional comments	Low accessibility to services.
Constraints	
Physical	Adjacent to the Wimmera River (north) and Burnt Creek (west).
Planning	DPO6 (Gates Estate Development Plan) applies to half of the precinct. Any development or subdivision requires a permit and must follow the development plan. LSIO impacts several lots in the north, west and east, requiring a permit for most building and works and/or detailed information submitted to the responsible authority show the natural level of the land on which the buildings and works are proposed is at least 300mm above the Average Recurrence Interval flood level.
Subdivision pattern	
Mean lot size	1,500sqm
Median lot size	1,080sqm
Lot uniformity	Some variation.
Street pattern	Curvilinear with cul de sacs.
Street treatment	Large verges with footpaths.
Development overview	
Number of lots	250
Lots Developed	Around 70% - the precinct is newly established with many areas still under development, particularly a large lot in the northeast.
Lots less than 300sqm	4
Strata Lots	138
Typical envelope	
Front setbacks	Some variation, typically 5-10m.



Side setbacks	Some variation, typically a single side setback with a garage.
Rear setbacks	Some variation, typically 10-20m.
Car parking	Typically single or double garages.
Garden space	Some variation, typically 10-20m rear garden space. Outbuildings are common - no clear green spines.
Tree canopy	Sparse, establishing tree canopy.
<b>Housing styles</b>	
Height	Single storey, highly consistent.
Roof form	Hipped, highly consistent.
Typical materials	Brick, highly consistent.
Additional comments	Recently built or still establishing development with typically uniform single storey brick dwellings.
<b>Infill development styles</b>	
Typical infill configurations	Not legible from satellite imagery.
<b>Additional comments</b>	
Precinct 10 is a newly establishing precinct with many new single storey dwellings and areas still under development. New developments in around half the precinct are subject to a development plan (DPO6) and many lots are subject to a LSIO. The precinct has limited access to transport and other services. There is low potential for infill development due to the newly established nature of the precinct.	

**Precinct: Haven 1**

Proximity and facilities	
Nearest commercial centre	3km(closest); 6km (furthest) to Commercial Zone 1 – the main commercial centre in Horsham. Adjacent to Commercial Zone 2; 2.9km from furthest point. Adjacent to Industrial Zone 1.
Transport	4km (closest); 8km (furthest) to Horsham train station.
Parks	Adjacent (south) to Bungalally Bushland Reserve.
Other services	Adjacent to Haven General Store.
Additional comments	Low accessibility to services.
Constraints	
Physical	None apparent.
Planning	DPO1 (Low Density Residential Development Plan) applies to the precinct. Requires a development plan for new buildings and a permit to subdivide land into two or more lots. Requirements for permits stipulate that all residential development must be serviced by reticulated water and sewerage., provide direct road access, and retain vegetation.
Subdivision pattern	
Mean lot size	22,400sqm
Median lot size	12,500sqm
Lot uniformity	High variation – a mix of uniform lots and large, undeveloped lots.
Street pattern	Curvilinear.
Street treatment	Large verges, no footpaths.
Development overview	
Number of lots	250
Lots Developed	Close to 100% - several lots appear vacant.
Lots less than 300sqm	0
Strata Lots	7
Typical envelope	
Front setbacks	High variation, typically large (20-50m).
Side setbacks	Some variation, typically double side setbacks.

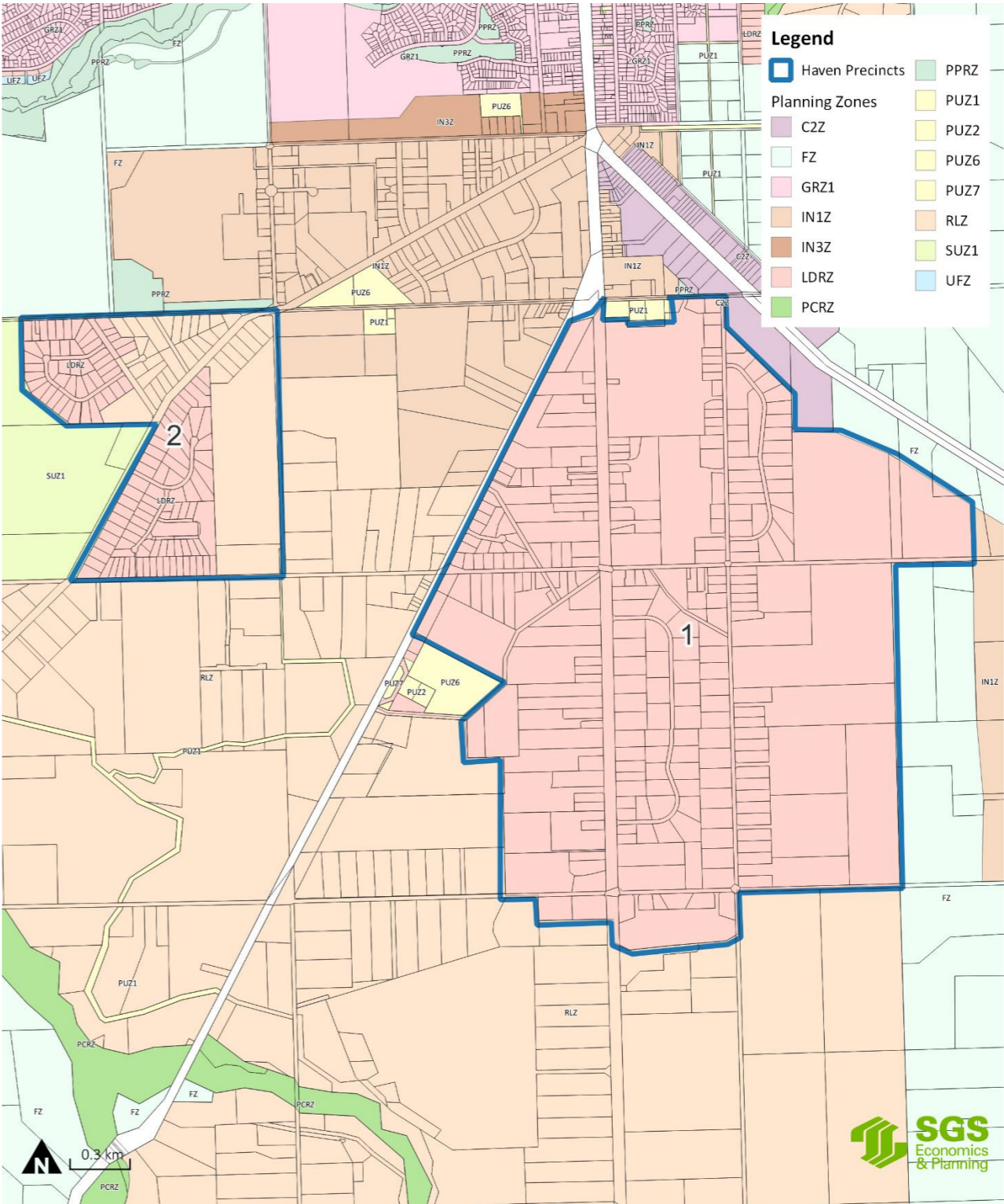




Rear setbacks	High variation, typically large 20-100m.
Car parking	Typically double garages.
Garden space	High variation, typically large rear gardens 20-100m. Front gardens and side gardens also common.
Tree canopy	Dense tree canopy in rear and side of dwellings.
<b>Housing styles</b>	
Height	Some variation, typically single storey but some two storey present.
Roof form	Some variation, typically hipped.
Typical materials	Some variation, typically brick.
Additional comments	Varied styles of houses on large lots, typical of rural living.
<b>Infill development styles</b>	
Typical infill configurations	N/A
<b>Additional comments</b>	
Precinct 1 is a large, sparsely populated area with a range of dwellings on typically large lots. The precinct is subject to a DPO that limits the potential for subdivision of lots.	

**Precinct: Haven 2**

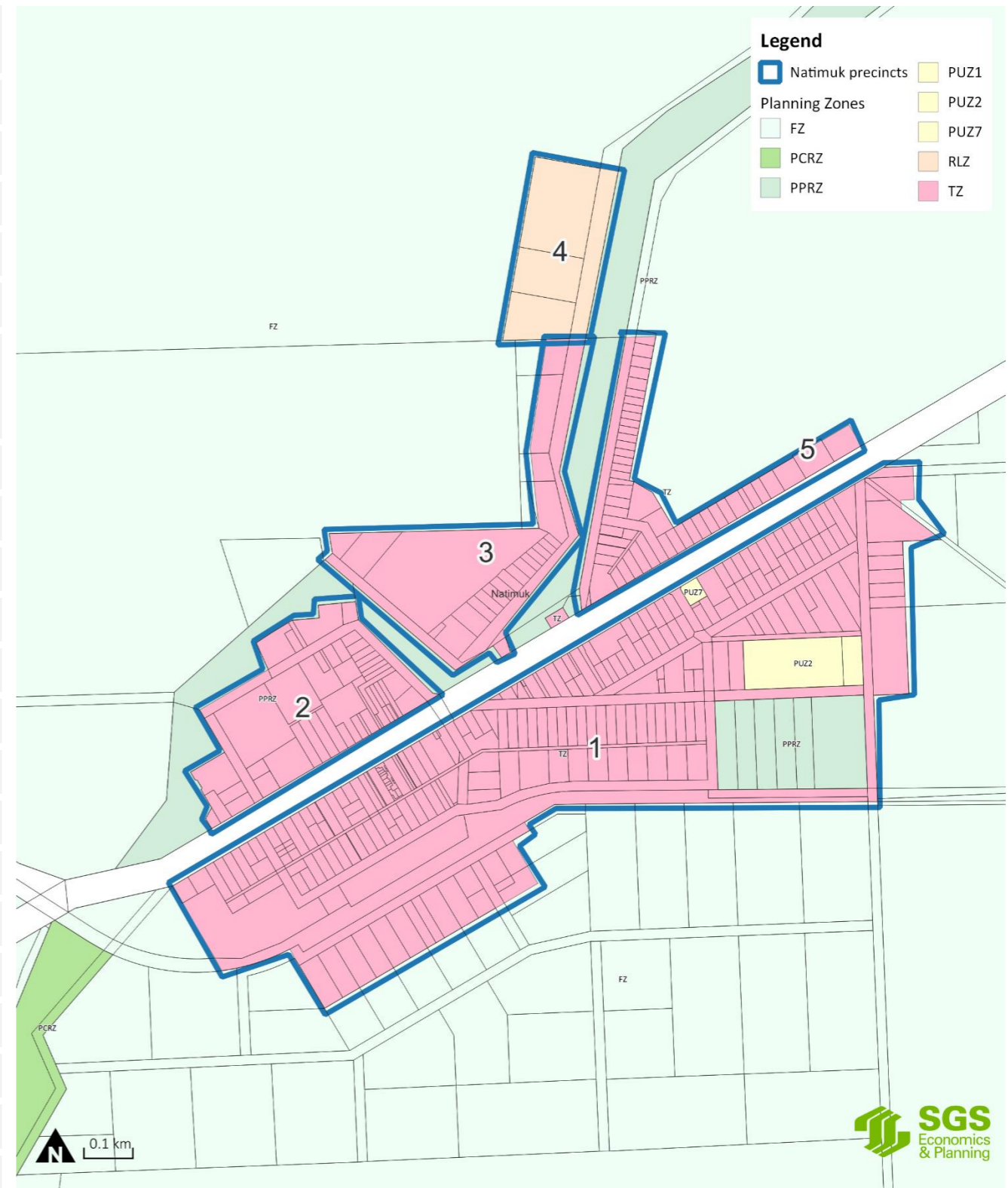
Proximity and facilities	
Nearest commercial centre	2km(closest); 3.5km (furthest) to Commercial Zone 1 – the main commercial centre in Horsham.
Transport	5km (closest); 6.3km (furthest) to Horsham train station.
Parks	Park within the precinct and one adjacent (north).
Other services	Adjacent to Horsham Golf Club.
Additional comments	Low accessibility to services.
Constraints	
Physical	None apparent.
Planning	DDO3 (Wider Airport Environs Area) applies to the precinct and requires a permit for any building 30m in height. DPO2 (Rural Living Development Plan) applies to the precinct. Requires a development plan for new buildings and a permit to subdivide land into two or more lots.
Subdivision pattern	
Mean lot size	10,300sqm
Median lot size	5,500sqm
Lot uniformity	Some variation but typically consistent.
Street pattern	Curvilinear with cul de sacs.
Street treatment	Large verges, no footpaths.
Development overview	
Number of lots	153
Lots Developed	Around 80% - vacant lots are apparent throughout. Areas of the precinct are still establishing.
Lots less than 300sqm	3
Strata Lots	0
Typical envelope	
Front setbacks	Some variation, typically large (20-40m).
Side setbacks	Some variation, typically double side setbacks.



Rear setbacks	High variation, typically large 20-60m.
Car parking	Typically double garages.
Garden space	High variation, typically large rear gardens 20-60m. Front gardens and side gardens also common.
Tree canopy	Dense tree canopy in rear and side of dwellings in established areas.
<b>Housing styles</b>	
Height	Typically single storey, highly consistent.
Roof form	Some variation, typically hipped.
Typical materials	Some variation, typically brick.
Additional comments	Varied styles of houses on large lots, typical of rural living.
<b>Infill development styles</b>	
Typical infill configurations	N/A
<b>Additional comments</b>	
Precinct 2 contains a range of dwellings on typically large lots. The precinct is subject to a DPO that limits the potential for subdivision of lots.	

**Precinct: Natimuk 1**

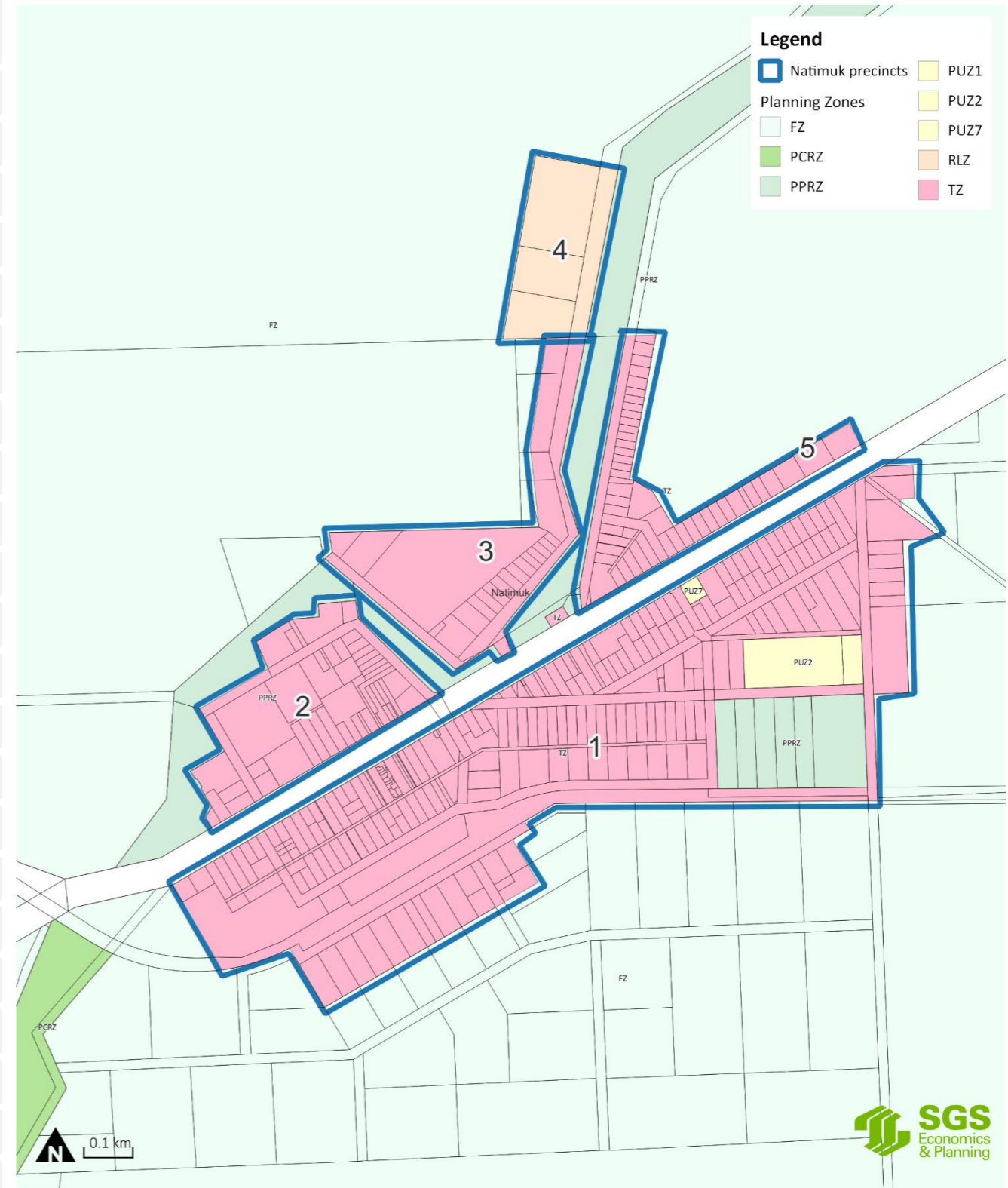
Proximity and facilities	
Nearest commercial centre	The precinct is zoned as a Township Zone and contains the town’s retail services, including a general store and post office.
Transport	None
Parks	Natimuk Showgrounds Recreation Reserve within the precinct.
Other services	Natimuk Primary School, police station, fire station.
Constraints	
Physical	None apparent.
Planning	HO applies to three lots within the precinct. LSIO applies to the areas surrounding the Little Natimuk Creek, with minimal impact on the precinct.
Subdivision pattern	
Mean lot size	1,900sqm
Median lot size	1,400sqm
Lot uniformity	Some variation.
Street pattern	Curvilinear.
Street treatment	Large verges, provision of footpaths is inconsistent.
Development overview	
Number of lots	240
Lots Developed	Close to 100% - several vacant lots are apparent.
Lots less than 300sqm	30
Strata Lots	14
Typical envelope	
Front setbacks	Some variation, typically 5-10m.
Side setbacks	Some variation, typically single side setback with a garage.
Rear setbacks	Some variation, typically 20-30m.
Car parking	Typically single garages or carports.



Garden space	Some variation, typically 20-30m. Outbuildings are common.
Tree canopy	Dense tree canopy in rear and side of dwellings.
<b>Housing styles</b>	
Height	Typically single storey, highly consistent.
Roof form	Some variation, typically hipped or gable.
Typical materials	Some variation, mix of brick and weatherboard.
Additional comments	Typically older 20 <sup>th</sup> century houses.
<b>Infill development styles</b>	
Typical infill configurations	Single storey dwellings, spine formation.
<b>Additional comments</b>	
Precinct 1 is an established precinct with typically older 20 <sup>th</sup> century housing styles. The precinct is well connected to the retail and services in Natimuk, as well as open space. There could be potential for infill development on the vacant lots.	

**Precinct: Natimuk 2**

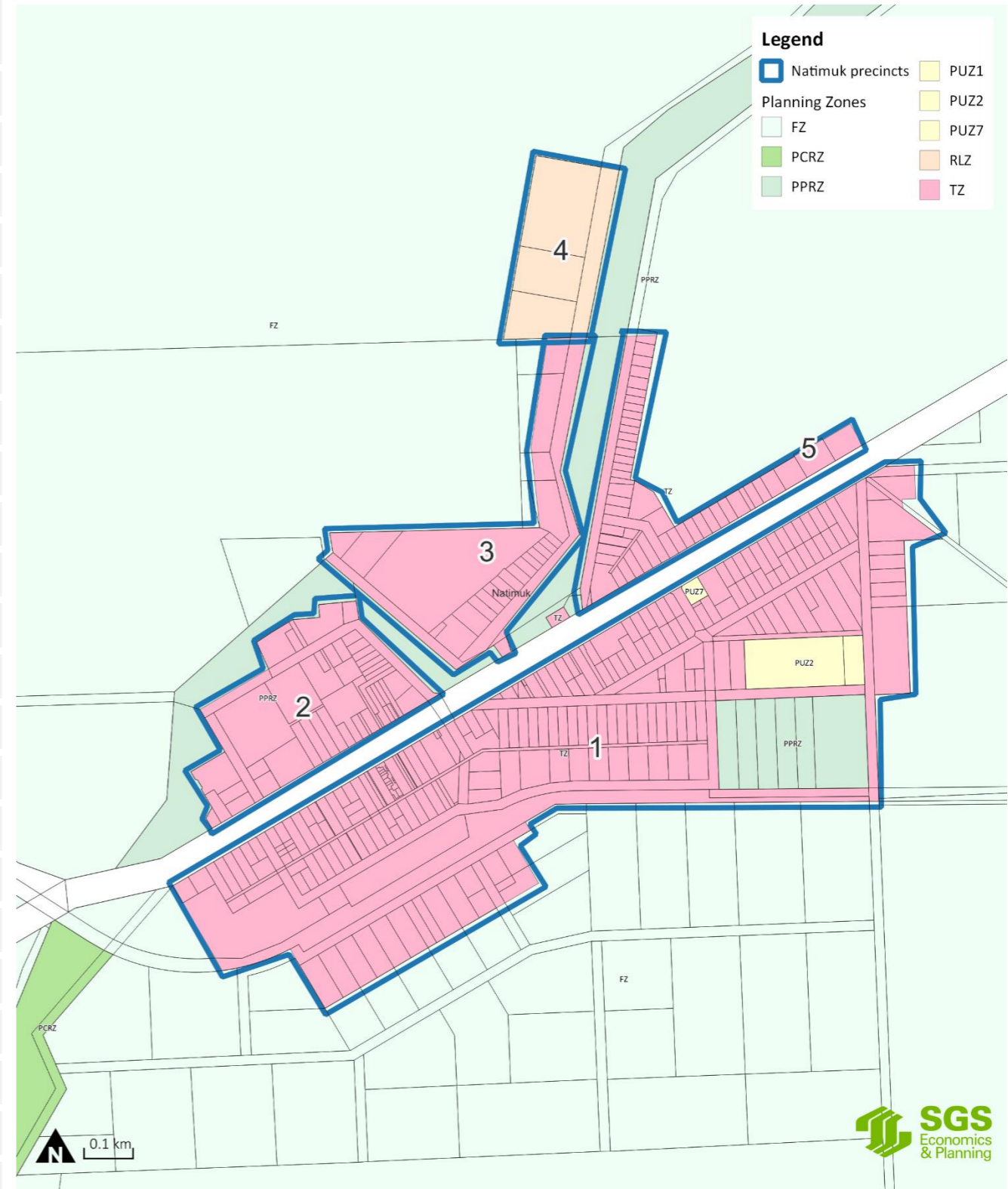
Proximity and facilities	
Nearest commercial centre	The precinct is zoned as a Township Zone is adjacent to Precinct 1 which contains the town's retail services, including a general store and post office.
Transport	None
Parks	Natimuk Soldiers Park Reserve and frontage to Natimuk Creek.
Other services	Natimuk Bowling Club and Tennis Courts.
Constraints	
Physical	The precinct is bordered by the Natimuk Creek.
Planning	LSIO applies to the areas surrounding the Little Natimuk Creek, with minimal impact on the precinct.
Subdivision pattern	
Mean lot size	2,500sqm
Median lot size	1,200sqm
Lot uniformity	High variation.
Street pattern	N/A - Single road that joins the main street.
Street treatment	Verges, no footpaths.
Development overview	
Number of lots	47
Lots Developed	Close to 100% - several vacant lots are apparent.
Lots less than 300sqm	1
Strata Lots	0
Typical envelope	
Front setbacks	Some variation, typically 5-10m.
Side setbacks	Some variation, typically single side setback with a garage.
Rear setbacks	Some variation, typically 20-30m.
Car parking	Typically carports or drive way parking.
Garden space	Some variation, typically 20-30m. Outbuildings are common.



Tree canopy	Dense tree canopy in rear and side of dwellings.
<b>Housing styles</b>	
Height	Typically single storey, highly consistent.
Roof form	Some variation, typically hipped or gable.
Typical materials	Some variation, mix of brick and weatherboard.
Additional comments	Typically older 20 <sup>th</sup> century houses.
<b>Infill development styles</b>	
Typical infill configurations	N/A
<b>Additional comments</b>	
Precinct 2 is an established precinct with typically older 20 <sup>th</sup> century housing styles. The precinct is well connected to the retail and services in Natimuk in the adjacent precinct, as well as open space. There could be potential for infill development on the vacant lots.	

**Precinct: Natimuk 3**

Proximity and facilities	
Nearest commercial centre	The precinct is zoned as a Township Zone and is adjacent to Precinct 1 which contains the town's retail services, including a general store and post office.
Transport	None
Parks	Natimuk Soldiers Park Reserve and frontage to Natimuk Creek.
Other services	
Constraints	
Physical	The precinct is bordered by the Natimuk Creek to the south and east.
Planning	LSIO applies to the areas surrounding the Little Natimuk Creek, with minimal impact on the precinct.
Subdivision pattern	
Mean lot size	4,600sqm
Median lot size	1,400sqm
Lot uniformity	High variation.
Street pattern	Curvilinear.
Street treatment	Verges, no footpaths.
Development overview	
Number of lots	20
Lots Developed	Close to 100%.
Lots less than 300sqm	1
Strata Lots	0
Typical envelope	
Front setbacks	Some variation, typically 5-10m. One dwelling has a 50m set back.
Side setbacks	Some variation, typically single side setback with a garage.
Rear setbacks	Some variation, typically 20-30m.
Car parking	Typically drive way parking.
Garden space	Some variation, typically 20-30m. Outbuildings are common.

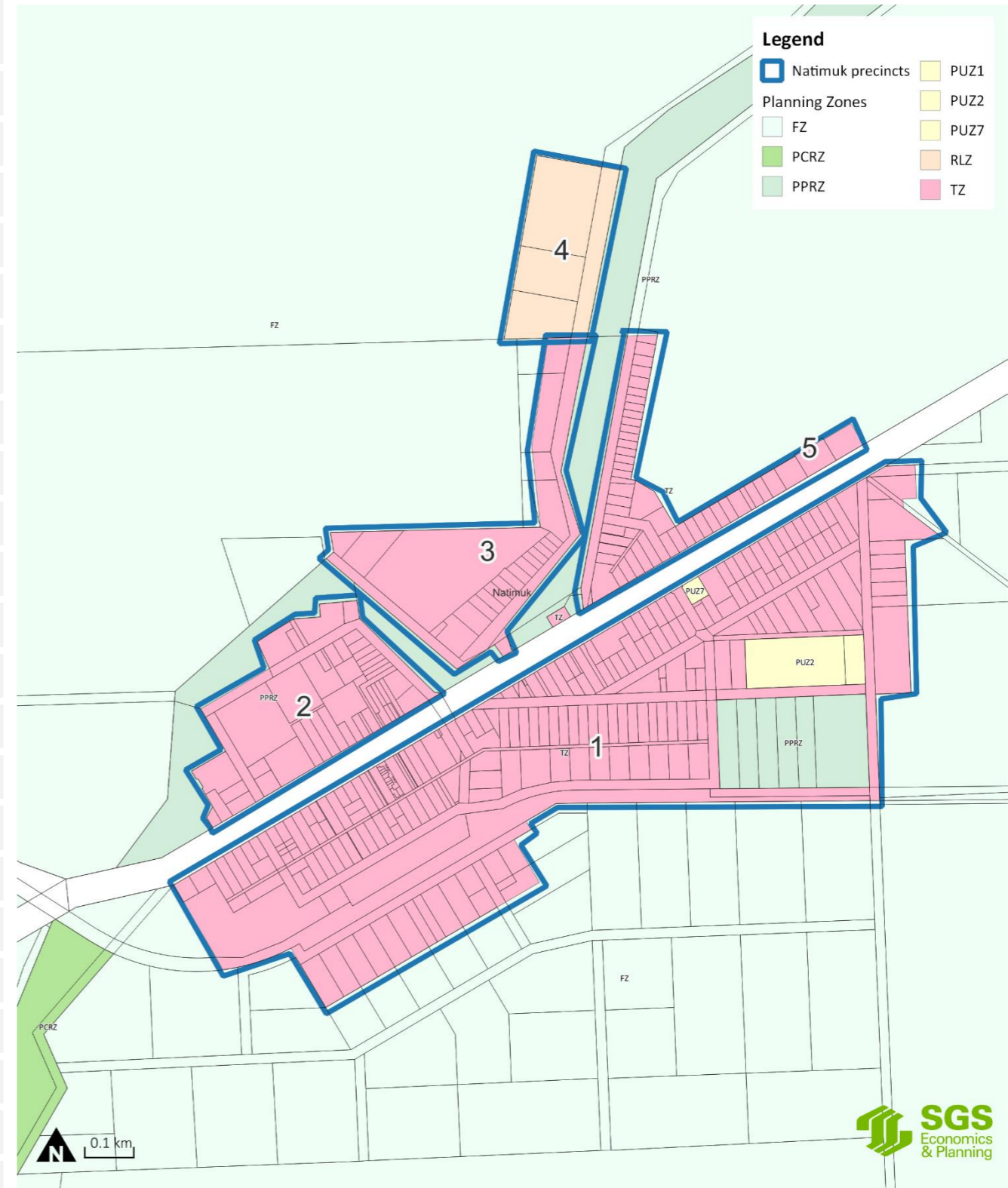




Tree canopy	Dense tree canopy in rear and side of dwellings.
<b>Housing styles</b>	
Height	Typically single storey.
Roof form	Some variation, typically hipped.
Typical materials	Some variation, mix of brick and weatherboard.
Additional comments	Typically older 20 <sup>th</sup> century houses.
<b>Infill development styles</b>	
Typical infill configurations	N/A
<b>Additional comments</b>	
Precinct 3 is an established precinct with typically older 20 <sup>th</sup> century housing styles. The style of development present is typical of rural living – large lots and varied dwellings.	

**Precinct: Natimuk 4**

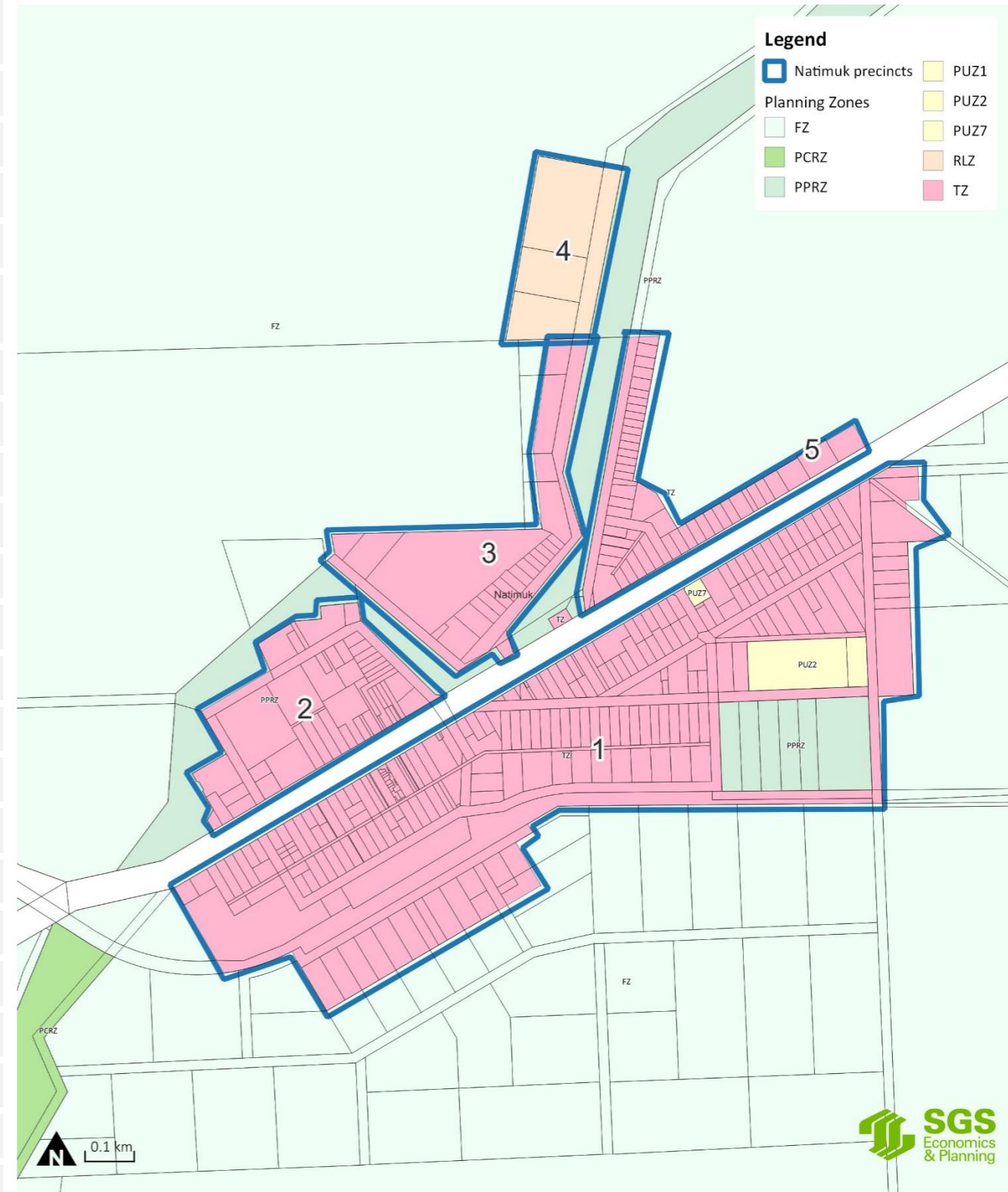
Proximity and facilities	
Nearest commercial centre	600m (closest) or 1km (furthest) to Precinct 1 which contains the town’s retail services, including a general store and post office.
Transport	None
Parks	Adjacent to Natimuk Creek frontage.
Other services	
Constraints	
Physical	The precinct is bordered by the Natimuk Creek to the east.
Planning	LSIO applies to the areas surrounding the Little Natimuk Creek, with minimal impact on the precinct.
Subdivision pattern	
Mean lot size	20,600sqm
Median lot size	15,500sqm
Lot uniformity	Consistent.
Street pattern	N/A lots are on a single road.
Street treatment	None.
Development overview	
Number of lots	3
Lots Developed	100%.
Lots less than 300sqm	0
Strata Lots	0
Typical envelope	
Front setbacks	50-80m
Side setbacks	Large single or double side set back, typical of rural development.
Rear setbacks	Some variation, 10-30m.
Car parking	Garages and drive way parking.
Garden space	Some variation, 10-30m with outbuildings.



Tree canopy	Dense tree canopy in rear and side of dwellings.
<b>Housing styles</b>	
Height	Typically single storey.
Roof form	Some variation, typically hipped.
Typical materials	N/A – not visible from satellite imagery.
Additional comments	N/A – not visible from satellite imagery.
<b>Infill development styles</b>	
Typical infill configurations	N/A
<b>Additional comments</b>	
Precinct 4 contains three lots typical of a rural living zone with large lots and varied dwellings.	

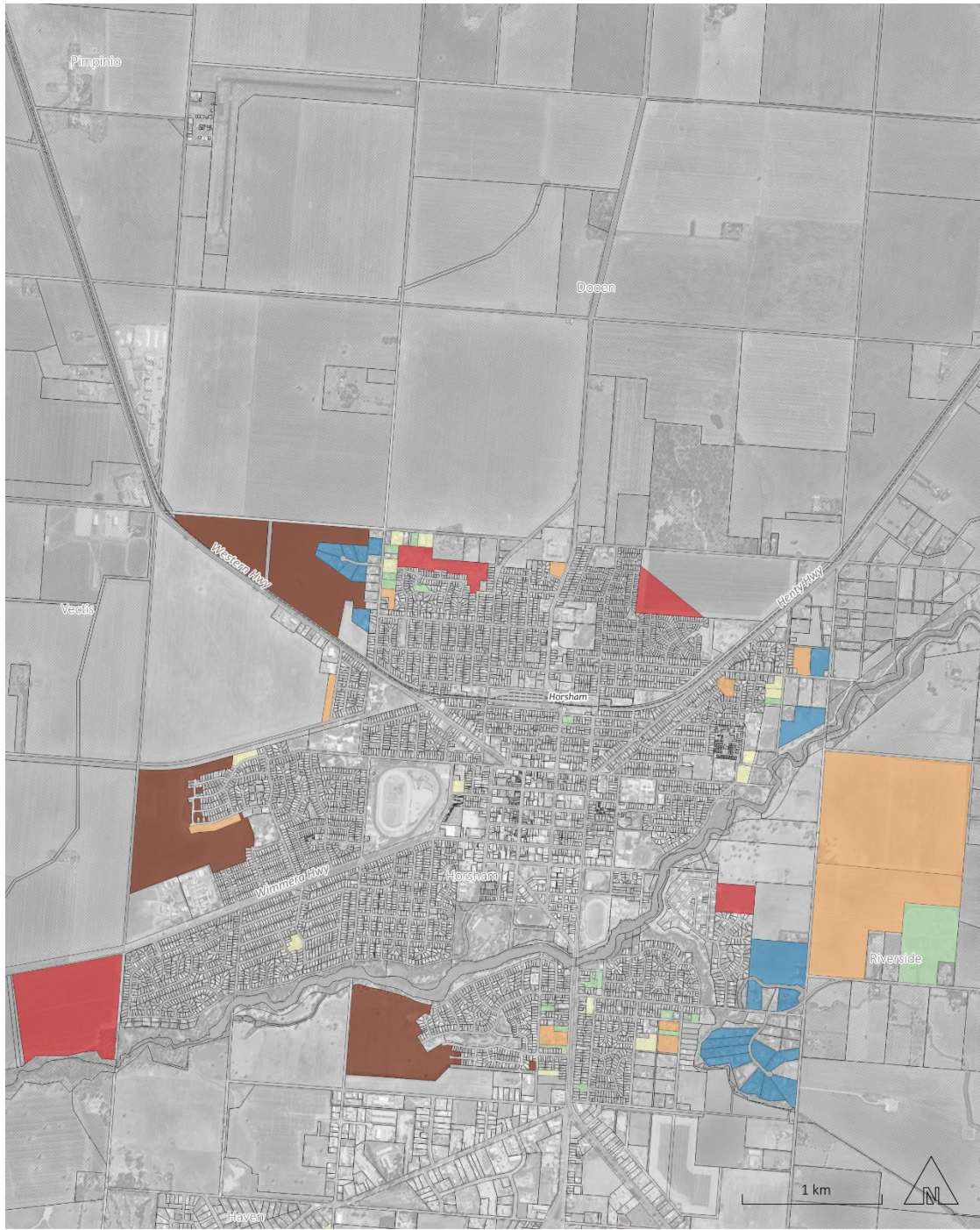
**Precinct: Natimuk 5**

Proximity and facilities	
Nearest commercial centre	Adjacent to Precinct 1 which contains the town’s retail services, including a general store and post office.
Transport	None
Parks	Adjacent to Natimuk Creek frontage.
Constraints	
Physical	The precinct is bordered by the Natimuk Creek to the east.
Planning	LSIO applies to the areas surrounding the Natimuk Creek, with minimal impact on the precinct.
Subdivision pattern	
Mean lot size	1,400sqm
Median lot size	1,250sqm
Lot uniformity	Some variation.
Street pattern	N/A lots are on two roads.
Street treatment	Small verges with footpaths.
Development overview	
Number of lots	49
Lots Developed	Close to 100%.
Lots less than 300sqm	1
Strata Lots	0
Typical envelope	
Front setbacks	Typically 5-10m.
Side setbacks	Typically a single side set back with a garage.
Rear setbacks	Some variation, 10-20m.
Car parking	Garages and drive way parking.
Garden space	Some variation, 10-20m and outbuildings common.
Tree canopy	Moderate tree canopy in rear and side of dwellings.



<b>Housing styles</b>	
Height	Typically single storey.
Roof form	Some variation, typically hipped.
Typical materials	Mix of brick and weatherboard.
Additional comments	Typically older 20 <sup>th</sup> century housing.
<b>Infill development styles</b>	
Typical infill configurations	N/A
<b>Additional comments</b>	
Precinct 5 is an established area with typically older 20th century dwellings. The precinct is adjacent to the retail and services in Natimuk's commercial centre in Precinct 1.	

# Appendix D: Housing capacity yield maps

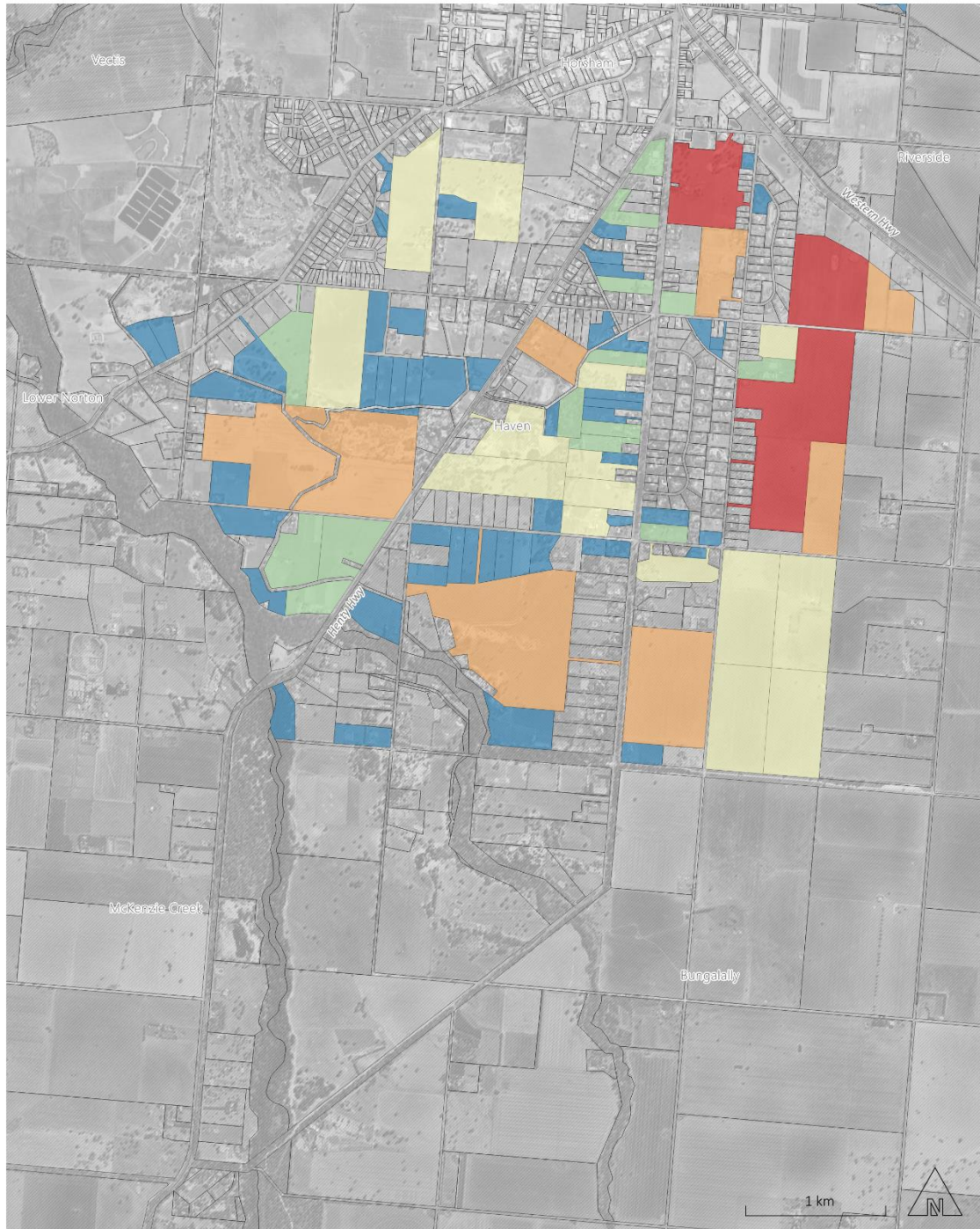


Horsham City

**Legend**

Housing Capacity Results	<span style="color: green;">■</span> 2 - 5	<span style="color: orange;">■</span> 10 - 25	<span style="color: brown;">■</span> 100 - 546
	<span style="color: blue;">■</span> 1 - 2	<span style="color: red;">■</span> 25 - 100	
	<span style="color: yellow;">■</span> 5 - 10		





Haven

**Legend**

Housing Capacity Results	<span style="color: green;">■</span> 2 - 5	<span style="color: orange;">■</span> 10 - 25	<span style="color: brown;">■</span> 100 - 546
	<span style="color: blue;">■</span> 1 - 2	<span style="color: yellow;">■</span> 5 - 10	<span style="color: red;">■</span> 25 - 100







Natimuk

**Legend**

Housing Capacity Results	<span style="color: green;">■</span> 2 - 5	<span style="color: orange;">■</span> 10 - 25	<span style="color: brown;">■</span> 100 - 546
	<span style="color: blue;">■</span> 1 - 2	<span style="color: yellow;">■</span> 5 - 10	<span style="color: red;">■</span> 25 - 100





Dooen

**Legend**

Housing Capacity Results	<span style="color: green;">■</span> 2 - 5	<span style="color: orange;">■</span> 10 - 25	<span style="color: brown;">■</span> 100 - 546
	<span style="color: blue;">■</span> 1 - 2	<span style="color: yellow;">■</span> 5 - 10	<span style="color: red;">■</span> 25 - 100





**CANBERRA / NGAMBRI /  
NGUNNAWAL / NGARIGO**

Level 2, 28-36 Ainslie Avenue  
Canberra ACT 2601  
+61 2 6257 4525  
sgsact@sgsep.com.au

**HOBART / NIPALUNA**

PO Box 123  
Franklin TAS 7113  
+61 421 372 940  
sgstas@sgsep.com.au

**MELBOURNE / NAARM**

Level 14, 222 Exhibition Street  
Melbourne VIC 3000  
+61 3 8616 0331  
sgsvic@sgsep.com.au

**SYDNEY / WARRANG**

Suite 2.01/50 Holt Street  
Surry Hills NSW 2010  
+61 2 8307 0121  
sgsnsw@sgsep.com.au

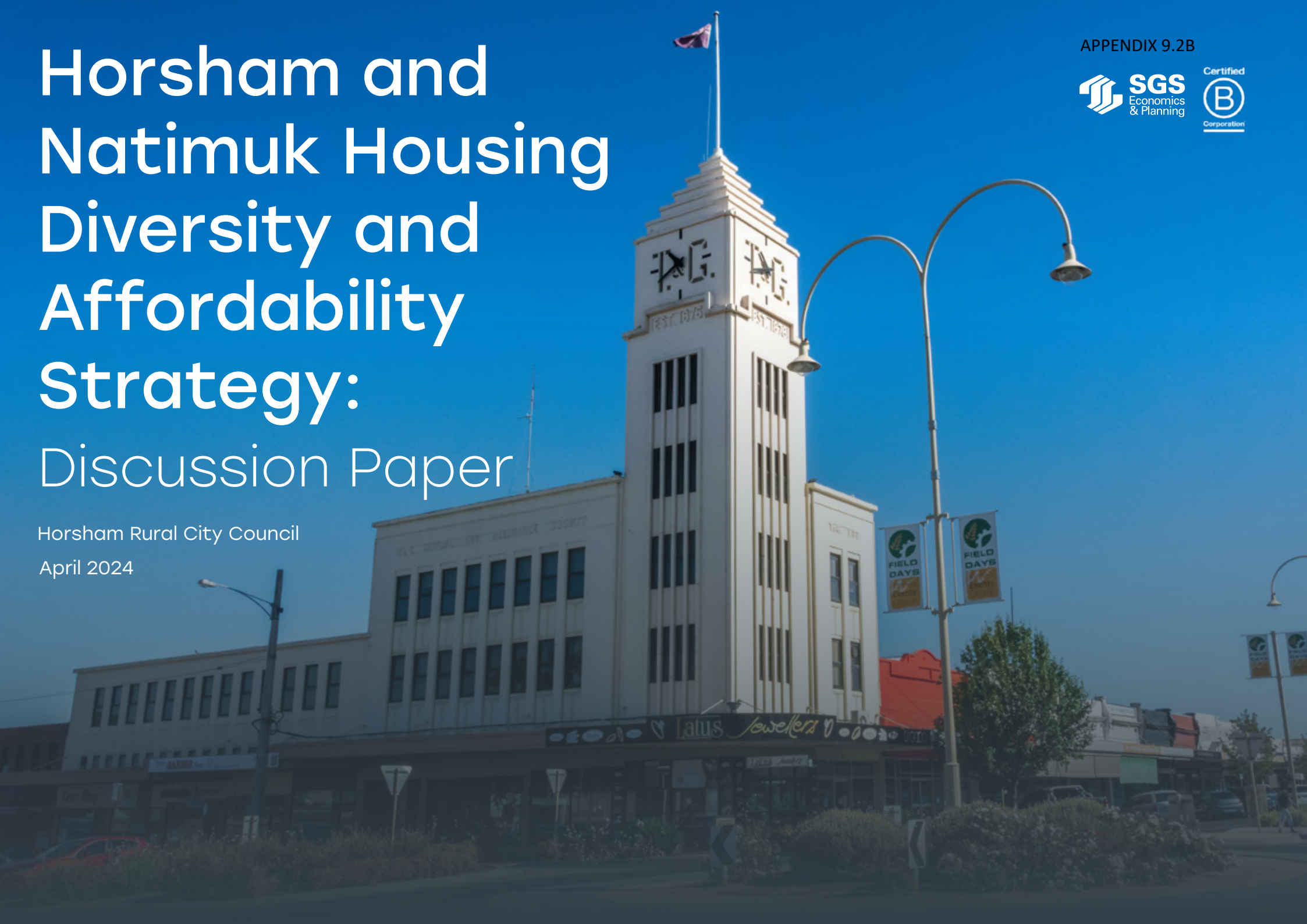


# Horsham and Natimuk Housing Diversity and Affordability Strategy: Discussion Paper

Horsham Rural City Council

April 2024

APPENDIX 9.2B



# Acknowledgment of Country

The Horsham Rural City Council acknowledges the five traditional owner groups of this land; the Wotjobobaluk, Jaadwa, Jadawadjali, Wergaia and Jupagulk people. We recognise the important and ongoing place that all Indigenous people hold in our community.

SGS Economics and Planning acknowledges that the Aboriginal and Torres Strait Islander peoples of Australia are one of the oldest continuing living cultures on Earth, have one of the oldest continuing land tenure systems in the World, and have one of the oldest continuing land use planning and management systems in the World.

We pay our respects to the First Nations Peoples, past and present, and acknowledge their stewardship of Country over thousands of years.



©SGS Economics and Planning Pty Ltd 2024

This report has been prepared with collaboration with Schemology for Horsham Rural Council. SGS Economics and Planning has taken all due care in the preparation of this report. However, SGS and its associated consultants are not liable to any person or entity for any damage or loss that has occurred, or may occur, in relation to that person or entity taking or not taking action in respect of any representation, statement, opinion or advice referred to herein.

SGS Economics and Planning Pty Ltd  
ACN 007 437 729  
[www.sgsep.com.au](http://www.sgsep.com.au)

OFFICES IN CANBERRA, HOBART, MELBOURNE, AND SYDNEY ON THE COUNTRY OF THE NGAMBRI/NGUNNAWAL/NGARIGO, MUWININA/PALAWA, WURUNDJERI, AND GADIGAL PEOPLES.



# Contents

<b>Executive Summary</b>	<b>4</b>
<b>1. Introduction</b>	<b>6</b>
<b>2. Profile of Horsham</b>	<b>8</b>
<b>3. The broader context</b>	<b>12</b>
<b>4. Future housing needs 2041</b>	<b>13</b>
<b>5. Key findings and next steps</b>	<b>19</b>
<b>6. Providing feedback</b>	<b>24</b>
<b>Appendix: Policy context</b>	<b>25</b>

# Executive Summary

Council is preparing the Horsham and Natimuk Housing Diversity and Affordability Strategy (HDAS) to manage housing growth and enhance livability and affordability across the municipality to 2041.

The purpose of this Discussion Paper is to introduce the project, present key findings to date and seek community feedback early in the project process.

Your lived experiences and local knowledge are needed to help us identify solutions to the municipality's current and future housing challenges.

To 2041, the population of Horsham Rural City Council (HRCC) is projected to increase. This growth, together with trends in population ageing and increasing unaffordability, calls for a proactive approach to ensure that future residents can access the housing they need throughout all stages of life.

It is recognised that housing markets are complex and that achieving the community's vision for housing to 2041 will involve joint effort by many stakeholders, in addition to Council. These stakeholders include residents, landowners, developers, the Victorian Government and other state government agencies, builders, real estate agents, and many more.

The HDAS is being prepared by Council and will have a focus on identifying actions relating to housing that fall within the responsibilities of local government. However, the Strategy will look to ways Council can collaborate and be innovative in its approach to planning for housing.



**+1,480 houses to 2041**



**650 additional social and affordable housing units needed by 2041**



**70 households experiencing homelessness in 2041**



**+1,800 residents to 2041**



**1,040 households in rental stress by 2041**



**What the DAHS will do:**

- Set out a vision for future housing in Horsham Rural City.
- Identify the role each town in the municipality will play in accommodating future growth.
- Identify preferred staging of growth to assist with investment prioritisation.
- Set out actions to increase supply of diverse and affordable housing and identify appropriate locations.
- Identify opportunities for Council to advocate to and partner with key stakeholders to achieve objectives of the DAHS.

**What the DAHS won't do:**

- Overcome all market barriers to the supply of housing. For example, the market viability of certain types of housing.
- Compel landowners to sell or develop land identified for housing growth.
- Provide detailed guidance regarding built form outcomes.

The HDAS will focus on the role of the two main urban centres: Horsham and Natimuk, however, will also consider change in other towns and settlements across the municipality.

**Providing feedback**

Council is keen for the community to share ideas on the HDAS as it is being prepared. The project will be completed over six stages, which includes **two touch points for community input**: the *Discussion Paper* (this document), and the *Draft Horsham and Natimuk Housing Diversity and Affordability Strategy*.

Once the HDAS is finalised, it will be implemented via an amendment to the Horsham Planning Scheme. The planning scheme amendment process will provide a third opportunity for comment.

There are 'Questions for the Community' contained throughout the paper. Responses to the questions, or general feedback on the paper can be provided by post, online or in person.

Council is currently seeking community feedback on this Discussion Paper.

You can print this document and respond to questions in the spaces provided then return to Council by:

- **Post:** PO Box 511 Horsham 3402
- **Online at:** <https://haveyoursay.hrcc.vic.gov.au/horsham-and-natimuk-housing-strategy>
- **In person at:** 18 Roberts Avenue Horsham 3400

# 1. Introduction

The population of Horsham Rural City Council is growing and the housing needs of the community are changing. This Discussion Paper is the starting point for a conversation with the community about future housing in Horsham Rural City Council in the process of preparing the Horsham and Natimuk Diverse and Affordable Housing Strategy.

## 1.1 Project purpose

The future housing needs of the Horsham Rural City Council community will be influenced by many factors, including population growth and ageing, changing lifestyles and housing preferences, investment in major projects (for example mining and renewable energy), and broader shifts in the economy (see Section 4).

This project aims to understand the current and projected housing needs in the municipality to inform preparation of the *Horsham and Natimuk Housing Diversity and Affordability Strategy* (the Strategy or HDAS).

The purpose of the HDAS is to help manage housing growth to enhance liveability and prosperity across the municipality to 2041.

## The Strategy will:

- Provide a clear plan for where and how housing growth will occur.
- Promote greater housing diversity and choice.
- Increase the supply of affordable housing.
- Ensure housing growth makes the most of existing services and infrastructure.

The HDAS will focus on the role of the two main urban centres: Horsham and Natimuk, however, will also consider change in other towns and settlements across the municipality.

## 1.2 Project process

This project is a significant undertaking for Council and will be completed over several stages, as shown in Figure 1.

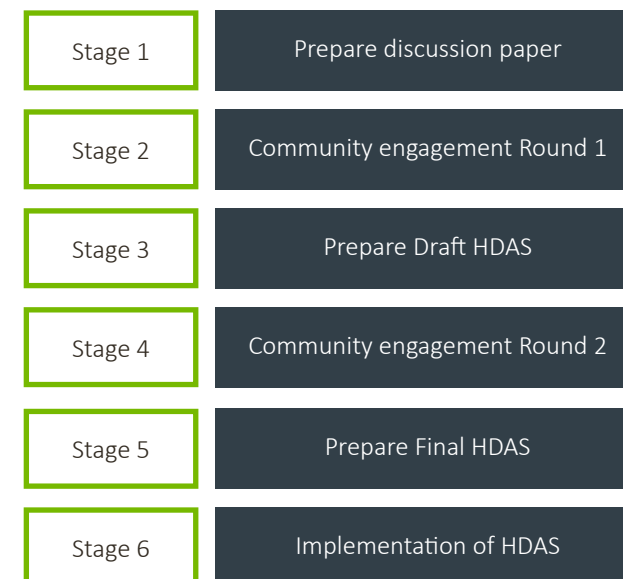
The project commenced in August 2023 and detailed background research has been undertaken including:

- Strategic and policy context review
- Local population and housing trends analysis
- Housing (including social and affordable housing) needs analysis
- Housing capacity (land supply) and gaps assessment
- Land suitability and constraints assessment

The detailed findings of this analysis can be found in the *Horsham and Natimuk Housing Diversity and Affordability: Background Report*.

Informed by community feedback on this Discussion Paper, the Draft HDAS will be prepared in 2024. Once adopted by Council, the HDAS will inform policy and other updates to the Horsham Planning Scheme and guide a range of other actions needed to implement the actions contained in the Strategy.

FIGURE 1: PROJECT PROCESS



### 1.3 Community consultation process

Council is committed to having a genuine conversation with the community about the future of housing in the municipality and is seeking the community's ideas and feedback on the HDAS as it is being prepared.

Council has staged the project to allow several opportunities for people with an interest in housing in Horsham Rural City to learn about the project and provide feedback and input.

As shown in Figure 1, these consultation touch points are:

- Stage 2: Community consultation on the Discussion Paper (this document)
- Stage 4: Consultation on the Draft Horsham and Natimuk Housing Diversity and Affordability Strategy.

The planning scheme amendment process (Stage 6) will include a period of public exhibition, providing an additional opportunity for comment and submissions.

### 1.4 Purpose of this Discussion Paper

The purpose of this Discussion Paper is to provide an overview of findings so far and seek input from the community at an early stage.

This Discussion Paper:

- Introduces the purpose and scope of the project.
- Outline how Council can play a role in responding to future housing needs and challenges.
- Present the findings of background research.
- Presents draft strategic directions to guide preparation of the HDAS.
- Outline the ways you can get involved in the project.



## 2. Profile of Horsham

Horsham Rural City is located in Victoria's west in the Wimmera Southern Mallee region, covering more than 4,000 square kilometres and including the major centres of Horsham and Natimuk.

### 2.1 Overview

Horsham Rural City is a large and vibrant region with a rich history, strong community and economy. Located in the Wimmera Southern Mallee region, Horsham Rural City is characterised by its rural landscape and strong agricultural focus. With the city of Horsham as its hub, the region thrives on diverse agricultural activities, including grain farming, livestock grazing, and horticulture. The fertile soils support the production of wheat, barley, canola, and pulses, contributing significantly to the local economy. Beyond agriculture, the Grampians region nearby attracts tourists, enhancing the area's economic prospects through outdoor activities and nature-based tourism.

The community in Horsham Rural City is known for its strong sense of unity and engagement in various local events. The rural lifestyle, complemented by a range of essential services in Horsham, offers residents a peaceful and close-knit environment. The region's natural beauty, exemplified by the Wimmera River, Mount Arapiles (widely regarded as Australia's best rock climbing area) and nearby Grampians, provides opportunities for outdoor recreation, making Horsham Rural City an appealing destination.

The municipality also has a rich indigenous history. Horsham Rural City is situated on Wotjobaluk, Wergaia, Jupagulk, Jaadwa and Jadawadjali Country.



## 2.2 Local area profile

### Who are we?



**20,327**

Total population in 2022

**21.3%**

Aged 65+ Horsham Rural  
City 2021

**41 years**

Median age

**5.5%**

of people in Horsham  
need assistance with  
core activities

### Where do we come from?



**1.8%**

of residents identify as Aboriginal and/or  
Torres Strait Islander

**14%**

of residents moved to Horsham in  
the last 5 years.

### Future projections



**+1,800**

Additional people by 2041

**+1,476**

Additional dwelling demand by 2041

### How do we live?



**9,611**

Total dwellings in 2021

**78.5%**

Separate houses in 2021

**30%**

Lone person households

**2.3**

Average number of  
people per household

**3.1**

Average number of  
bedrooms Horsham Rural  
City 2021

## 2.3 Population summary

In 2022, the population of Horsham Rural City was 20,327. Growth has been slow; since 2006 the average annual growth rate has averaged 0.5 per cent per year, compared to 1.3 per cent in Regional Victoria.

While population growth has been modest, the demographic has shifted in line with national trends.

From 2006 to 2021, Regional Victoria saw a rise in its 65+ year old age group. This trend can likewise be seen in Horsham City over the past 15 years. In 2006, the 65+ age group accounted for 17 per cent of the population. This share grew to 21 per cent in 2021, a 4.3 per cent increase. In total, the 65+ age group accounted for over 61.9 per cent of total population growth between 2006 and 2021.

This aging of the population suggests that Horsham could be seen as a retirement location for Victorians, although to a lesser extent than the rest of Regional Victoria.

Horsham also has a higher proportion of lone households (30%) compared to Regional Victoria (27.5%) which reflects the Rural City's ageing population.

## 2.4 Housing summary

Horsham Rural City has seen growth in the number of dwellings across over the past decade, from 8,843 in 2011 to 9,611 in 2021. This pace of growth is equivalent to 79 dwellings per year.

The housing context for the three main townships in Horsham Rural City (Horsham City, Haven and Natimuk) varies. Horsham City contains most of the housing stock; 76 per cent in 2021 compared to Haven (6%) and Natimuk (2.5%). However, between 2016 and 2021, Haven had a greater share of dwelling growth (22%) compared to previous years, indicating increasing development in the suburb.

Across all towns, there is a lack of diversity in housing stock. The Rural City consists predominantly of separate houses, which made up 90 per cent of dwellings in 2021.

This lack of diversity extends to the size of dwellings; three-bedroom houses make up the majority of housing stock (51%) in 2021, followed by four-bedroom houses (26%). There is an apparent mismatch between the average house size and the average household size and composition. The current housing stock does not provide small dwellings for small households, including accommodating an increasing number of lone person households.

Housing affordability, while worsening in Horsham, has not been as severe as many regions of Victoria. Both changes in house prices and rental prices across the Rural City have slightly outpaced household incomes creating a decline in both housing and rental affordability.



# 3. The broader context

Planning for housing in Horsham Rural City is influenced by broader population and economic trends, and state government policy.

## 3.1 Drivers of change



### Population change

Population growth in the municipality of Horsham is influenced by broader state and national population trends.



### Ageing population

Australia's population is ageing, and the proportion of people aged over 65 is increasing. More diverse housing options will be needed to support people as they age.



### Economic shifts

The global economy is continuing to move towards creative and population-led sectors and away from traditional industries, such as manufacturing.



### Housing affordability

Housing affordability is recognised as a state-wide issue at crisis point that requires increasing choice in housing type, tenure, and cost to support diverse communities.



### Household structure

The structure of households in Australia has shifted. While one family households comprise the largest share of households overall, there has been a significant increase in lone person households.



### Climate change

Climate change is one of humanity's greatest challenges. Homes will need to be more resilient to the changing climate conditions.



### Homelessness

Due to the affordability crisis, housing and crisis accommodation agencies are experiencing an increase in people seeking their services.



### Extractive and renewable energy industries

Demand for extractive resources in Victoria is expected to increase rapidly, as is investment in renewable projects. Expansion of these sectors will create new jobs and increase demand for housing in certain locations during project construction and operation.



### Sustainable and liveable development

It is essential that new development is environmentally, socially, and economically sustainable. This means that development does not unnecessarily diminish resources, can be efficiently serviced, and promotes urban consolidation and healthy lifestyles.



# 4. Future housing needs 2041

The population of Horsham Rural City will continue to grow to 2041. More housing will be needed to accommodate this growth.

## 4.1 Population and housing forecast

Population growth and demand for housing is influenced by a range of drivers (see Section 3), and because of this, projections of the future are inherently uncertain. Several scenarios have been prepared to identify a 'range' for possible growth in the Horsham municipality to 2041.

These scenarios are:

- **Low scenario:** Utilises the Victorian Government's Victoria in Future 2023 (VIF23) projections with some adjustments to estimate population and housing demand to 2041.
- **Moderate scenario:** Projects forward the higher population growth trends experienced prior to the onset of the COVID-19 pandemic to estimate population and housing demand to 2041.
- **High scenario:** Projects forward recent higher rates in dwelling development activity to 2041 (82 dwelling per year for 18 years).

A comparison of the outcomes of each of these scenarios is shown in Table 1.

**TABLE 1: FUTURE POPULATION AND HOUSING DEMAND COMPARISON**

	Population		Housing	
	Change 2021-41	AAGR	Change 2021-41	AAGR
<b>Low</b>	+967	0.2%	+665	0.3%
<b>Moderate</b>	+1,789	0.4%	+1,061	0.5%
<b>High</b>	N/A	N/A	+1,476	0.8%

Source: SGS Economics and Planning

Further detailed explanation of each scenario can be found in the *Horsham and Natimuk Housing Diversity and Affordability Strategy: Background Report*.

The high scenario has been adopted as the preferred demand scenario. While Victorian Government policy specifies that local governments should plan for housing utilising the VIF forecasts, adopting the high scenario provides a greater level of certainty that faster rates of growth will be able to be accommodated. This is particularly relevant given that the current population of Horsham Rural City already exceeds state government forecasts for the year 2026, and that the introduction of several major extractive and renewable energy projects are likely to have further impacts on population growth and demand for housing.

**This scenario will see demand for an additional 1,476 dwellings in Horsham between 2021 and 2041.**

## 4.2 Forecast housing need by location

Past development activity can also be used as the basis for estimating how future demand for new dwellings might be distributed amongst each of the townships in the municipality. Two dwelling demand distribution scenarios are shown in Table 2. These are intended to show how future demand could be realised across the LGA to 2041.

In both scenarios, Horsham township is forecast to have the greatest share of housing demand at 82 or 74 per cent of total demand in the Municipality. This is followed by Haven, which is forecast to have between 10-20 per cent of total demand.

TABLE 2: FORECAST HOUSING NEED BY TOWNSHIP, 2041

Location	Scenario 1		Scenario 2	
	Share of demand to 2041	Total demand to 2041	Share of demand to 2041	Total demand to 2041
Horsham	82%	1,210	74%	1,092
Haven	10%	148	20%	295
Natimuk	2%	30	2%	30
Rest of LGA	6%	89	4%	59
<b>Total</b>	100%	1,476	100%	1,476

Source: SGS Economics and Planning

## 4.3 Land supply for housing

There is an estimated 38 years of land supply available for housing development across the municipality, equivalent to over 2,800 dwellings, including:

- 1,786 dwellings in Horsham (including 1,322 available lots in areas identified under the Urban Development Program).
- 489 dwellings in Haven
- 280 dwellings in Natimuk, and
- 284 dwellings across other areas of the LGA.

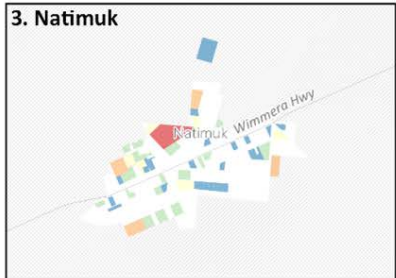
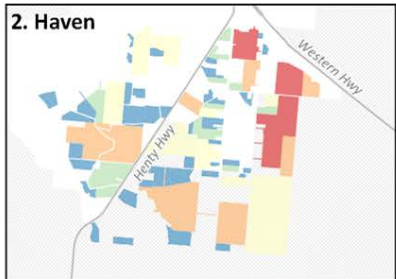
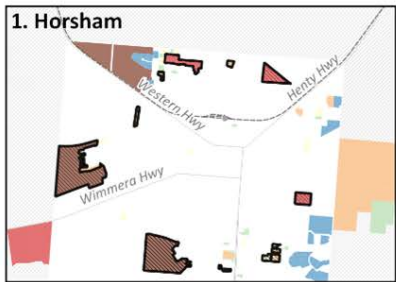
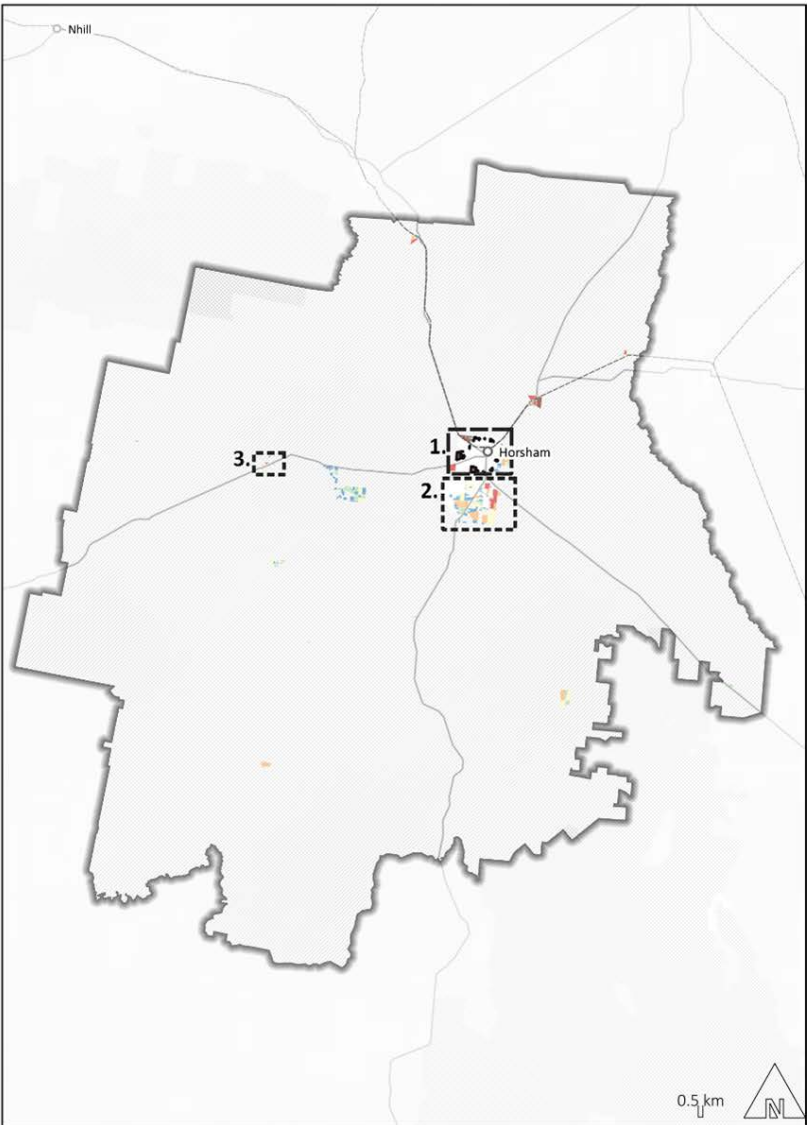
In all cases, there is enough land to meet the State Government's 15-year land supply benchmark.

Ensuring there is enough residential zoned land to meet projected need is essential, however there are a range of other factors that can enable or impede housing delivery. These include:

- Suitable zoned land not being made available for development.
- Lack of co-ordinated planning of development infrastructure to align with the preferred staging of development.
- Prohibitive up-front costs of development infrastructure and unclear infrastructure delivery and funding responsibilities.
- Insufficient capacity within the development industry to deliver a diversity of housing options.

Council should seek to work closely with owners of large landholdings, the local developers and State Government infrastructure agencies to identify where action is needed to overcome any barriers to development, particularly for areas designated for short to medium term (5 to 10 years) supply.

FIGURE 2: LAND SUPPLY FOR HOUSING, 2023



**Horsham Housing Capacity Overview**

**Legend**

- Urban Development Program Site

Theoretical dwelling yield

- 1 - 2
- 2 - 5
- 5 - 10
- 10 - 25
- 25 - 100
- 100 - 546





## 4.5 Need for social and affordable housing

Rapidly rising rents are contributing to a growing number of renter households and families in Horsham municipality that are experiencing rental stress.

The impact of rising housing costs on households can be measured in different ways. One of these is housing stress, which quantifies whether households are spending a large proportion of their income on housing. Households are said to be in housing stress if they have moderate, low or very low incomes, and spend 30 per cent or more of their income on housing. The number of households in housing stress is measured to provide an estimate of how much social and affordable housing is needed.<sup>1</sup>

### What is social housing?

Social housing is long-term rental housing that offers subsidised rent costing not more than 30 per cent of a total household's income. It comprises public housing managed by government and community housing managed by registered not-for-profit organisations.

Households who require access to social housing are often on very-low incomes and experience severe rental stress or homelessness.

### What is affordable housing?

Affordable housing refers to all other rental housing which is made available to households at below market rent according to eligibility criteria set out in the *Planning and Environment Act 1987*. Eligibility is based on income ranges for very-low-, low-, and moderate-income households, and is reviewed yearly and published in the Victorian Government Gazette.

Affordable housing reduces rental stress for low- and moderate-income households.

Provision of housing for all households, regardless of income, is essential for safeguarding and enhancing Horsham as an attractive place to live and work.

### What is happening in Horsham?

Horsham Rural City has a large proportion of households within very low to moderate income brackets who are experiencing rental stress, and the prevalence of rental stress is likely to increase as the population grows. Without any intervention, the number of households in need of housing assistance could rise by 190 to 1,040.

To meet growing need for housing assistance 650 additional social and affordable housing units will be required by 2041, representing 44 per cent of total future housing.



<sup>1</sup> High house prices and rising monthly mortgage repayments are likely contributing to an increasing number of households experiencing mortgage stress. However, addressing mortgage stress requires policy solutions that are typically outside of the control of local government. As a result, this report is primarily focused on rental stress in Horsham, and as such it does not quantify the total extent of housing stress (rental and mortgage) across the municipality.



# 5. Key findings and next steps

It is important that future population and housing growth are accommodated in a way that supports the social, economic, and environmental sustainability of Horsham Rural City.

## 5.1 Key findings

- Victorian Government policy requires local governments to plan for 15 years of residential land supply on a municipal basis.
- Horsham Rural City has an ageing population and an increasing proportion of lone person households.
- Horsham's housing stock consists predominantly of separate houses and there is an overall lack of diversity in the types of dwellings available in the Municipality.
- Adopting a high population growth scenario, Horsham's population is expected to grow to a total of 22,126 in 2041.
- Between 2016 and 2021, an average of 82 dwellings per year were added to the total housing stock in Horsham. If this trend were to continue to 2041, an additional 1,476 dwellings could be expected.
- Horsham is expected to accommodate between 74 and 82 per cent of future dwelling demand, followed by Haven with 10 to 20 per cent.
- Housing capacity modelling results show that there is existing capacity for approximately 2,839 dwellings across the LGA (38 years of supply).
- Approximately half of the existing theoretical capacity is within sites identified in the state government's Urban Development Program.
- Other barriers may impede the supply of housing, such as costs of delivery of catalyst infrastructure and land withholding.
- In 2021, the estimated total need for housing assistance (social or affordable housing) in Horsham Rural City was 900 dwellings. For 2041, SGS's estimate of the total need for assistance, is 1,000 dwellings.
- To meet projected need for social and affordable housing, approximately half of the 1,476 total forecast dwelling demand (or 700 homes) in Horsham Rural City to 2041 would be required to be delivered as social and affordable housing.

## 5.2 The role of a housing strategy

It is recognised that housing markets are complex, and that achieving the community's vision for housing to 2041 involves a host of stakeholders, in addition to Council. These stakeholders include local residents, landowners, developers, government and government agencies, builders, real estate agents, and many more.

The HDAS is being prepared by Council and will have a focus on outlining actions relating to housing that fall within the responsibilities of local government. However, the Strategy will look to ways Council can be innovative in its approach to address the housing needs of current and future residents.



### What the HDAS will do:

- Set out a vision for future housing in Horsham Rural City.
- Identify the role each town in the municipality will play in accommodating future growth.
- Identify preferred staging of growth to assist with investment prioritisation.
- Provide policy support for the increased supply of diverse and affordable housing and identify appropriate locations.
- Identify opportunities for Council to advocate to and partner with key stakeholders to achieve objectives of the HDAS.

### What the HDAS won't do:

- Overcome all market barriers to the supply of housing. For example, the feasibility of certain types of housing.
- Compel landowners to sell or develop land identified for housing growth.
- Provide detailed guidance regarding built form outcomes.

## 5.3 Draft Strategic Directions

The draft Strategic Directions on the following page are intended to provide a framework and focus for the HDAS as it is being prepared.

These directions look to align with existing state and local policy and inform the suite of more detailed strategies and actions that will be contained in the HDAS.



**Draft Strategic Directions**

1

Identifying the existing and future role of towns and settlements to support preferred patterns of growth across the Municipality, including in smaller settlements.

2

Supporting more diverse housing types such as compact and smaller dwellings for new and aging households, through infill development.

3

Better using existing greenfield land by understanding the status (zoning and availability), infrastructure requirements, and supporting staging to encourage sustainable residential development.

4

Encouraging the development of social and affordable housing through the available policy levers.

### 5.4 What is Council’s role?

**Researcher and advocate** – provide research and data around key issues and representing community needs and interests to Government and the private sector.

**Educator** – provide best-practice advice and information to local and prospective investors, residents, stakeholders, and interest groups.

**Policy director** – provide clear, evidence-based policy direction.

**Planning regulator** – ensure that infrastructure provision, land use and development occur in line with town planning, building, environmental management, health and other relevant regulations and expectations.

**Planner** – in relation to its urban, social, economic and environmental planning responsibilities, facilitate pathways that enable land use and development outcomes to be achieved in a manner that best suits the community demand and need across Horsham.

**Promoter** – provide or assist organisations to access grants, incentives or bonuses schemes to encourage positive outcomes in terms of infrastructure, quality-built form and land use activity, etc.

**Enabler** – provide supportive infrastructure and services, including maintain and/or enhance Council’s role in service/ infrastructure provision.

**Partner** – continue to work closely with related organisations, government agencies and decision-makers. Provider/developer – Council’s active involvement as an investor, developer, landlord and service provider.

### 5.5 Partner organisations

While it is Council’s role to develop the strategy, it’s implementation and the emerging actions will likely involve participation and collaboration with state, regional and local organisations to enable the Strategy’s realisation. These include but are not limited to the agencies listed below:

- Barengi Gadjin Land Council (BGLC)
- Department of Energy, Environment and Climate Action (DEECA)
- Regional Development Victoria (RDV)
- Environmental Protection Authority Victoria (EPA)
- Department of Transport and Planning (DTP)
- Regional Roads Victoria
- Department of Health (DHS)
- Department of Families, Fairness and Housing
- Wimmera Catchment Management Authority (CMA)
- Grampians Wimmera Mallee Water
- Country Fire Authority
- Community housing organisations

### Questions for the community

What is your vision for housing in Horsham in 2041?

---



---



---



---



---



---



---



---



---



---



---



---



---



---



---



---



---



---



---



---



---



---

PASSIVE

ACTIVE



# 6. Providing feedback

Council is undertaking a community engagement program to test and refine the outputs of this project as it progresses.

Council is keen for the community to share ideas and provide feedback on the Horsham HDAS as it is being prepared. The project has been staged to allow two opportunities for people with an interest in the future development of the municipality to learn about the project and to provide feedback and input.

- The first round of community consultation is to review this Discussion Paper.
- The second round will ask the community to share their thoughts on the future draft Horsham and Natimuk Diverse and Affordable Housing Strategy.

Once the HDAS is finalised and adopted by Council, it will be implemented via an amendment to the Horsham Planning Scheme. The planning scheme amendment process includes a period of public exhibition, providing an additional opportunity for comment and submissions.

Submissions received on this Discussion Paper will inform development of the draft *Horsham and Natimuk Diverse and Affordable Housing Strategy*.

Submissions and input may be provided via the following:

- By post: PO Box 511 Horsham 3402
- Online at: <https://haveyoursay.hrcc.vic.gov.au/horsham-and-natimuk-housing-strategy>
- In person at: 18 Roberts Avenue Horsham, 3400

**An online webinar will also be held to provide opportunity to hear from the project team about the HDAS directly. Further information about the webinar can be found on Council's project website:**

Project website: <https://www.hrcc.vic.gov.au/Planning-and-Building/Strategic-Planning/Planning-Projects/Horsham-and-Natimuk-Housing-Strategy>

If you have further questions regarding this project or the community consultation process, please contact [strategic.planning@hrcc.vic.gov.au](mailto:strategic.planning@hrcc.vic.gov.au).

# Appendix: Policy context

## Policy context

### *State and regional policy*

State and regional planning policy set the direction for local government to prepare plans at the local level, in Horsham Rural City this includes:

- **The Planning Policy Framework (PPF)** outlines state strategy and policy directions for land use planning. The PPF establishes direction for local government to prepare plans at the local level, that are implemented in the Horsham Planning Scheme. Key objectives include promoting sustainable growth and development, protecting and conserving biodiversity, minimising the impacts of natural hazards and climate change, protecting natural resources, and facilitating housing to meet community needs.
- **Plan Melbourne 2017-2050** provides long-term guidance to accommodate Victoria's future population and employment growth, as well as high-level direction for social and affordable housing. Outcome 07 of the plan, 'Continuing to invest in regional Victoria' supports housing and economic growth, social and economic participation and creation of strong, healthy communities in regional and rural areas of Victoria.
- **Wimmera South Mallee Regional Growth Plan 2014** is one of eight Growth Plans developed by the Victorian Government to provide direction for land use and development across regional Victoria. Horsham is the regional centre of Wimmera Southern Mallee. At twice

the size of any other centre in the region, Horsham is the dominant settlement area. The Plan outlines the regional settlement network to establish the hierarchy and characteristics of towns in relation to Horsham

- **Infrastructure Victoria's 30 Year Infrastructure Strategy (2021-2051)** provides a long-term view of Victoria's infrastructure needs over the next 30 years, remembering that infrastructure lasts many decades and must meet both immediate needs and those in the future and provides regional priorities for Horsham. The Strategy addresses social housing challenges within Horsham and provides recommendation to:
  - Renew old and ageing public housing
  - Fund Youth Foyers (including accommodation services for vulnerable young people)
  - Expand social housing in areas with good accessibility
  - Provide fit for purpose social housing which is climate resilient
- **Homes for Victorians (2017)** is the principal state-level strategic document that establishing a coordinated approach to making housing more affordable and accessible. The plan is targeted to addressing the housing crisis in Victoria. Its purpose is to increase the supply of affordable and stable housing options for people from all walks of life. The primary goal of the strategy is to ensure that all Victorians have a safe and secure place to call home.

### *Local plans and strategies*

Local plans and strategies have been reviewed to understand key elements of Horsham Rural City's settlement roles and other key planning directions that are relevant to planning for residential growth, including:

- The Planning Policy Framework (local policy)
- Natimuk Economic and Social Plan (2022)
- Horsham CAD Revitalisation Streetscape Plan (2022)
- Horsham CAD Revitalisation Streetscape Plan Urban Design Analysis (2021)
- Horsham North Local Area Plan (2023)
- Horsham South Structure Plan – Future Urban Structure (draft) (2023)
- Horsham: City to River Vision & Masterplan (2020)
- Horsham City Urban Renewal Redevelopment Options and Implementation Plan (2023)
- Horsham Urban Transport Plan (2020)
- Horsham Rural City Council Open Space Strategy (2020)
- Greening Greater Horsham – A Municipal Tree Strategy 2021-2031 (2022)

The State and local plans summarised above establish a policy framework under which the Housing Diversity and Affordability Strategy will sit. A full policy review can be found in the *Housing Diversity and Affordability Strategy Background Report*.

**CANBERRA / NGAMBRI /  
NGUNNAWAL**

Level 2, 28-36 Ainslie Avenue  
Canberra ACT 2601  
+61 2 6257 4525  
sgsact@sgsep.com.au

**HOBART / NIPALUNA**

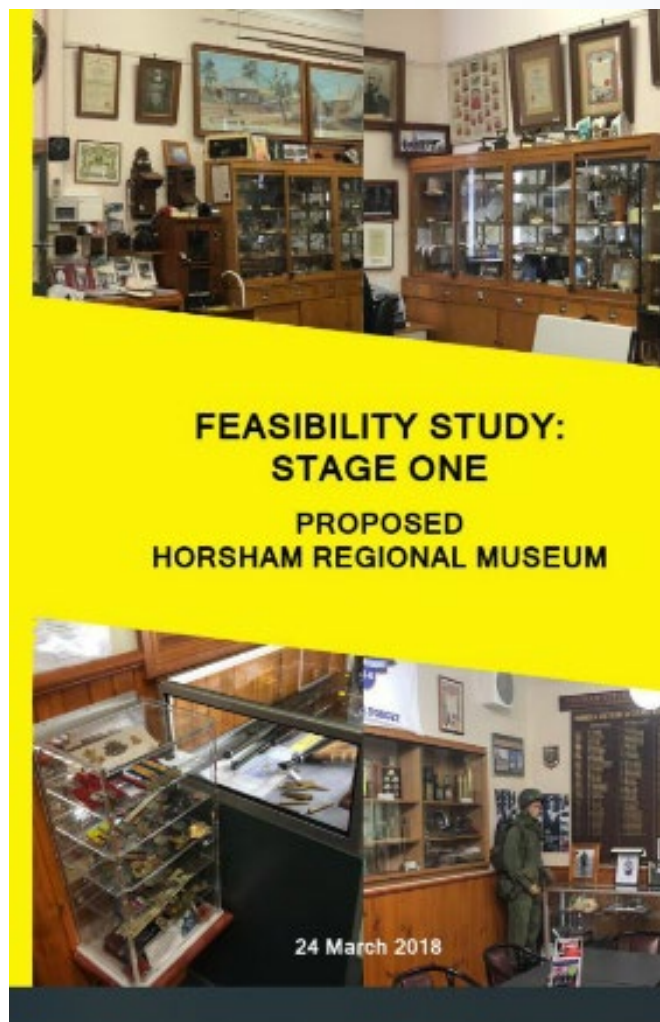
PO Box 123  
Franklin TAS 7113  
+61 421 372 940  
sgstas@sgsep.com.au

**MELBOURNE / NAARM**

Level 14, 222 Exhibition Street  
Melbourne VIC 3000  
+61 3 8616 0331  
sgsvic@sgsep.com.au

**SYDNEY / WARRANG**

Suite 2.01/50 Holt Street  
Surry Hills NSW 2010  
+61 2 8307 0121  
sgsnsw@sgsep.com.au



# Horsham Regional Museum Stage 2

## Feasibility Study Review

- 1 EXECUTIVE SUMMARY
- 2 INTRODUCTION
- 3 ACTING ON THE SWOT ANALYSIS
- 4 REVIEW EXISTING COLLECTIONS IN THE MUNICIPALITY
- 5 MUSEUMS IN THE WIDER REGION
- 6 MUSEUMS IN HORSHAM
- 7 WHAT'S CHANGED (STAGE 1)
- 8 OPTIONS FOR A REGIONAL MUSEUM
- 9 FINANCIAL COSTS
- 10 RECOMMENDATIONS
- 11 FINANCIAL FORECASTS



## 1 EXECUTIVE SUMMARY

The review of the Proposed Regional Museum Study Stage 1 (the Study) has identified the Horsham Regional Museum profile, three goals, and seven recommendations. An Implementation Plan will complement the review to provide the Horsham Home of History Group (the Group) (Formerly called the Horsham Regional Museum Group) clear direction to achieve the next stage (Stage 2) of the Horsham Regional Museum.

### THE PROFILE:

The Profile suggests the collections are to be dated between 1840 and 1950. 1840 is when Horsham commenced as a destination and 1950 when the Centenary of Horsham was celebrated, representing its first 100 years.

The Horsham Regional Museum will enable visitors to be immersed in the stories of our past by bringing them alive with modern technology.

The primary collection theme is to be *Water and Agriculture* and include items such as irrigation implements, farming equipment manufactured or sold in Horsham and secondary supplies which catered for the needs of the farming community, for instance those sold in the Langlands log store which was built on the corner of Darlot and Hamilton Streets in 1849.

Darlot followed the First Nations people when he chose Horsham to be a village in the 1840s. The river was first used for survival, the basics of water for drinking and growing food. The use of water from the Wimmera River embedded innovation and enable the village to growing into a borough, town and regional city. (*ref: A Story of Horsham pages 1, 61*)

### GOALS:

- Goal One: Wimmera Region Museum Trail (Short-term)
- Goal Two: Review the Feasibility Study (Stage 2) (Medium- term)
- Goal Three: Horsham Regional Museum Operational (Long-term)

RECOMMENDATIONS:

**Recommendation 1:** That the Group continue to identify suitable stories to meet the Horsham Regional Museum profile. In Stage 2, these stories' authenticity and appropriateness based on the principles identified in the Horsham Regional Museum profile will be examined. Once authenticity is approved, they will be recreated by the Group with the assistance of volunteers, choreographer and or a theatre director.

**Recommendation 2:** That the Group continue to identify suitable collections to meet the Horsham Regional Museum profile. These collections are to be catalogued and appraised in Stage 2 by the Group with the assistance of volunteers and a museum curator to identify authenticity and appropriateness for a collection based on the principle identified in the Horsham Regional Museum profile.

**Recommendation 3:** The May & Millar collection to be catalogued in Stage 2 by a volunteer and appraised by a museum curator to identify authenticity and appropriateness for a collection based on the principle identified in the Horsham Museum profile.

**Recommendation 4:** The Study indicated that if Stage 2 progresses, all locations identified in Stage 1 should be examined. It is suggested that the following sites be thoroughly examined to identify appropriateness and feasibility to establish as a Horsham Regional Museum.

1. A greenfield site along the Western Highway
2. Leasing an area of farmland and creating a special use zone to enable additional activities such as signage and retail.
3. Longerenong College

**Recommendation 5:** That the Group support the development of a Museum Trail to promote visitation across the regions and shared marketing opportunities as articulated in the Study. This will build on the success of the silo art trail which has provided a tourism product for the rural regions across Victoria and in particular the Wimmera and Mallee.

**Recommendation 6:** That the Group support the development of the Arapiles Museum and existing precinct, as the first stage in development of a Horsham Regional Museum.

**Recommendation 7:** Develop an implementation plan to support the group to move forward and undertake the necessary steps for the project to progress to fruition.

## 2 INTRODUCTION

The Horsham Regional Museum Feasibility Study Stage 1 (the Study) was undertaken in 2018 and was funded by the Horsham Rural City Council. The Study has been managed by the Group, comprised of Horsham Historical Society, Horsham RSL (RSL Military History and Heritage Group), Council and community representatives.

The Study identified a number of significant heritage collections that are dispersed throughout the greater Horsham region, held by community organisations and by individual community members. Included amongst this, for example, are over 1500 militaria items (some with known national significance) at the Horsham RSL, and an extensive collection of cultural, civil and military items held by the Horsham Historical Society Inc. Individuals, also with very substantial heritage collections, have expressed a desire for an opportunity to share their displays.

The Study revealed an urgent need for improved storage, care and display of items which was acknowledged by each organisation so interested individuals and representatives from these community groups formed the Horsham Regional Museum Working Group (Working Group) in 2016.

The Proposed Regional Museum in Horsham Feasibility Study Stage 1 examined a number of outputs. This review of the Study will examine the outcomes of the outputs to form the basis of the Horsham Regional Museum (Stage 2) and future recommendations. The outputs are listed below.

- 2.1 Review existing collections within the municipality.
- 2.2 Situational analysis - review collections and museums in the wider region i.e. Wimmera and regional Victoria
- 2.3 Undertake a benchmark analysis of the features of other regional museums in Victoria and Australia
- 2.4 Undertake a SWOT (strengths, weaknesses, opportunities, threats) analysis for the Museum proposal.
- 2.5 Develop options for a Horsham Regional Museum that reflect the strength of our regional collections and provide a “point of difference” for the marketplace.
- 2.6 Develop functional brief for the museum - i.e. this would map out the functional areas required for a museum and floor space.
- 2.7 Undertake a high-level cost/benefit analysis of the proposal, including analysis of economic benefits to the region in the development of a museum. Provide a clear recommendation as to the feasibility of the museum project - and moving forward to Stage 2 (Concept Design and Business Plan).

### 3. ACTING ON THE SWOT ANALYSIS

In examining strengths and weaknesses, the term ‘points of difference’ was used. This related to historical themes that are particularly strongly developed in Horsham and the region but may be weak or absent in other areas. The term is useful in considering the content of displays in any future Horsham Regional Museum, where visitors may be able to see things they cannot see elsewhere. In terms of a Regional Museum display, a point of difference obviously needs to be interesting to the wider public and backed up by suitable collection items. The Study identified particular strengths being, Agricultural given the large amounts of historical agriculture machinery relating to wheat and cereal farming in the Wimmera and evident across the region. Militaria as there are several large and small military collections that exist in the region. Taken as a whole, the military collections are not a particularly strong in points of difference. The Municipal, civic and business items, these relate to local councils, community organisations and local businesses, however these sorts of collections are very significant locally but are duplicated in towns and cities across Australia. Household items are another possible strong theme with crockery, glassware, kitchenalia, antique tools and appliances, these would need to strongly communicate a past way of life in the establishment of the Wimmera, otherwise they would be universal and not a point of difference.

Many historical activities in Horsham and the Wimmera have not generated artefacts and objects to the extent, say, of late nineteenth and early mid twentieth century wheat and cereal farming, and the collections rely largely on documents to evidence those activities and eras. For visitors to the museums, the object-based displays tend to communicate a lop-sided view of history.

Earliest European settlement and the squatting era activities generated few lasting artefacts, and this is reflected in the collections. The wool industry has been historically important to the Wimmera and appears under-represented in local collections. Some examples exist, for instance the Wheatlands Warracknabeal Agricultural Machinery Museum has a wool press and a portable shearing rig on display. Many museums in the region contain small collections of Aboriginal artefacts (stone tools, spearheads, grinding stones, boomerangs, spears etc) but without the context of culture and landscape they inevitably assume the mantle of curiosities. There is little to show of the post-contact era and the breastplate in the Horsham Historical Society Museum is a rare and valuable survivor. The Ebenezer Mission has artefacts relating to the post-contact era but is currently closed to the public. The timber industry has been important historically in the Wimmera-Mallee and diverse activities included sawmilling, firewood collecting and charcoal burning. As with the wool industry, artefacts relating to the timber industry appear under-represented. Examples of timber industry artefacts include a reconstructed sawpit with original double-handled saw blades and two Mallee-scrub rollers (land clearance) at the Wimmera-Mallee Pioneer Museum at Jeparit.

#### 4. REVIEW EXISTING COLLECTIONS WITHIN THE MUNICIPALITY.

4.1 Situational analysis - review collections and museums in the wider region i.e. Wimmera and regional Victoria  
The Working Group put a call out through the Council [‘Have Your Say’](#) in November 2023 seeking people to contact council by email if they have a collection which could be displayed in the proposed Horsham Regional Museum, this resulted in discussions with

1. The Arapiles Historical Society presented to the group in October 2023.

Arapiles Historical Society representatives suggested that a regional museum would be ideally located within the current existing precinct. They have enough land but need assistance with upgrading and expanding buildings. They also made the following points.

- They do not have finance and need assistance.
- They need somewhere to house the Lou Lange collection.
- Arapiles group are more established than the Horsham Home of History Group.
- Opportunity to create a trail of smaller existing museums.
- Could work together to apply for funding and create a Horsham and Natimuk Museum across two sites.
- Groups need to meet and come up with a directional paper to seek endorsement from Council.
- Arapiles would need approx. 300-400k for building works.

**Recommendation:** That the Group support the development of the Arapiles Museum and existing precinct as the first stage in development of a Horsham Regional Museum.

2. Peter Millar who has a May & Millar Wagon and Farm Equipment collection. Peter is currently located in Kerang and indicated that he would donate his collection to the Horsham Regional Museum if it was established.

**Recommendation:** This collection would need to be catalogued in Stage 2 by the HRM, volunteers and a museum curator to identify authenticity and appropriateness for a collection based on the principle identified in the Horsham Regional Museum profile.

4.2 Undertake a benchmark analysis of the features of other regional museums in Victoria and Australia

4.2.1 The Study identified that other regional museums in Victoria and Australia are open 7 days, have exhibition space and host events.

In order to attain and maintain a level of profitability that justifies their capital cost, the benchmarks for modern Regional Museums are summarised below:

- Relate to eras or historic themes or events that are of wider interest than that generated by civic or community collections (can accommodate the latter though)
- Tell stories backed by collection items and enhanced with audio-visual and interactive displays, rather than simply displaying their collection. Display items are carefully selected from the collections to illustrate the stories with the remainder kept in storage

- Rotate displays and have regular exhibitions to offer new experiences for return visitors
- Cater to a wide range of ages, interests and demographics
- Are open 7 days
- Have paid and voluntary staff
- Offer activities or tours
- Have café and/or gift shop
- Can accommodate large groups and are capable of holding events and special exhibitions
- Many have conference & catering facilities.

Orange Regional Museum NSW presented to the group in September 2023 - This group was established in 2016, the museum's collection is small but diverse. Highlights include a silver epergne awarded to David and Amelia Campbell in 1863 for their roles in fending off a bushranger attack, a memento commemorating the switching on of Orange's first traffic lights in 1967, a stone grinding dish used by generations of Wiradjuri people, and local family photographs. Orange is a city in the Central Tablelands region of NSW with a population of over 40,000 people. The museum services a broader area covering other regional towns with an extended population of around another 20,000 people.

This presentation provided the group with an insight into the resources and volunteer commitment that would be required not only to establish a museum but in the maintaining and operations of such a facility.

4.3 Undertake a SWOT (strengths, weaknesses, opportunities, threats) analysis for the Museum proposal.

Through the Study there were two SWOT analysis prepared: one for the existing Horsham Historical Society Museum and one for a new Regional Museum in Horsham. The Study determined that on balance, the SWOT analysis show considerable benefits for the Horsham Historical Society, the Horsham RSL collection and Horsham Rural City in the construction of a new Regional Museum.

4.4 Develop options for a Horsham Regional Museum that reflect the strength of our regional collections and provide a “point of difference” for the marketplace.

Horsham’s stand-out theme and point-of-difference is agriculture, and the Wimmera is famous for wheat-growing. Whether this theme can be worked to capture the public imagination in the same way that gold rushes, shipwrecks and outback stockmen have is open to question. The best option for Horsham may be a Discovery Centre type of museum. The story of Wimmera agriculture and wheat-growing can still be told within the broader history of Horsham and the Wimmera but there is flexibility to tell many stories. There is also the flexibility to form additional partnerships with organisations such as Parks Victoria, DELWP and Longerenong Agricultural College in mounting small displays that communicate more than just the history of Horsham and the region.

4.5 Develop functional brief for the museum - ie. this would map out the functional areas required for a museum and floor space.

Options for the building will be examined in more detail if planning progresses. Most modern Regional Museums benefit from some degree of architectural expression for aesthetic and branding purposes at least and it would be expected that Horsham would create a unique and recognisable building for its museum. However, it would also be expected that a reasonably tight rein would be kept on architecture so that expenses do not spiral and lead to designs that require very costly engineering solutions, well beyond the costings allowed for in the Study. The Cost/Benefit analysis allows for a relatively modest, single-storey building.

4.6 Undertake a high-level cost/benefit analysis of the proposal, including analysis of economic benefits to the region in the development of a museum. Provide a clear recommendation as to the feasibility of the museum project - and moving forward to Stage 2 (Concept Design and Business Plan).

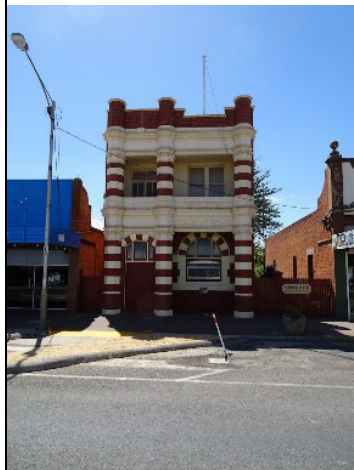

The Study identified 4 options

1. Status quo – existing museum space retained;
2. Allotting more room in the present premises;
3. Moving to a suitable, larger existing premises; or
4. Construction of new premises at an appropriate location. (This option would need to be considerably less costly than the proposed Horsham Regional Museum).



Option 2 was favoured in the Study and given that there would be a long lead-up time to the construction and operation of the proposed Regional Museum in any case, it is recommended that this option be exercised if possible. Expert curatorial advice from a museum professional may be necessary in any re-configuration. Both the Horsham Historical Society and the Arapiles Historical Society at Natimuk have expressed a need for such curatorial advice in their present operations.

## 5. MUSEUMS IN THE WIDER REGION

 <p><b>Warracknabeal Historical Centre / Warracknabeal and District Historical Society</b> 81 Scott Street, Warracknabeal</p>	 <p><b>Birchip History Museum</b> 7 Cumming Avenue, Birchip</p>
--	---



**Murtoa and District Historical Society and Museum**  
1 Comyn Street,  
Murtoa



**Rainbow Archive and Historical Society**

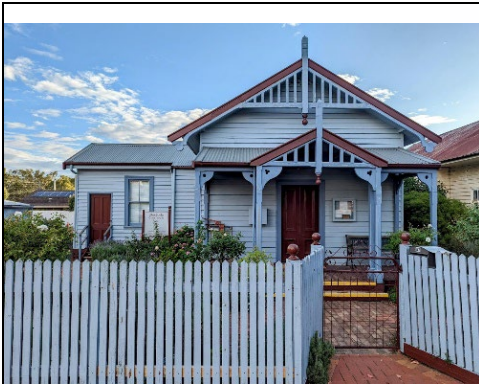
Old Masonic Lodge Hall,  
King Street,  
Rainbow



**Dunmunkle Sumpoilers Engines Museum**  
1468 Wimmera Highway,  
Murtoa



**Donald History and natural History Group**  
56 Woods Street,  
Donald



**Dimboola and District  
Historical Society INC**  
67 Lloyd Street,  
Dimboola



**Old Police Station  
Donald**  
Woods Street,  
Donald



**Nhill and District  
Historical Society INC**  
102 Macpherson Street,  
Nhill



**Charlton Golden Grains  
Museum INC**  
1 High Street,  
Charlton



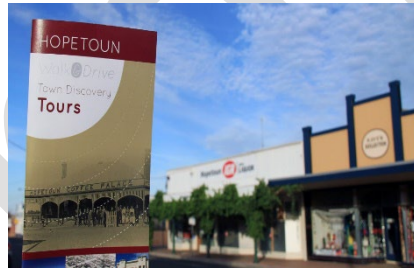
**Australia Pinball Museum,  
Nhill**  
21/22 Dimboola Road,  
Nhill



**Harrow Auto  
Museum**  
Main Street,  
Harrow



**Nhill Aviation heritage centre**  
Aerodrome Road,  
Nhill



**Hopetoun and District  
Historical Society  
Museum**  
Old Scout Hall  
Hopetoun



**Kaniva Historical Museum**

111 Commercial St East,  
Kaniva



**Wimmera Mallee Pioneer  
Museum Jeparit**

5371 Dimboola Rainbow  
Road  
Jeparit

Draft

### 5.1 Locations of Museums in the Region



Ref Pozi (Museums Trails)

## 6. MUSEUM IN HORSHAM

1. Horsham Historical Society – 33 Pynsent St
2. Horsham RSL – 36 McLachlan St
3. Horsham Military Collection – 15 Madden St
4. Horsham Silo – 35 – 39 Wawunna Rd
5. Red Rock Books and Gallery – 67 Firebrace St
6. Makers Gallery and Studio – 28 McLachlan St
7. Horsham Art Gallery – 71 Pynsent St
8. Arapiles Historical Society – 59 Main St Natimuk
9. Old Rosemont Quilts – 138 McTavish Rd Laharum
10. Wartook Views – 3036 Northern Grampians Rd Wartook

## 7. WHAT'S CHANGED (STAGE 1)

### 7.1 Horsham Regional Museum profile.

A Horsham Regional Museum Profile has been developed. The Profile suggests the collections are to be dated between 1840 and 1950. 1840 is when Horsham commenced as a destination and 1950 when the Centenary of Horsham was celebrated, representing its first 100 years.

The Horsham Regional Museum will enable visitors to be immersed in the stories of our past by bringing them alive with modern technology.

The primary collection theme is to be *Water and Agriculture* and include items such as irrigation implements, farming equipment manufactured or sold in Horsham and secondary supplies which catered for the needs of the farming community, for instance those sold in the Langlands log store which was built on the corner of Darlot and Hamilton Streets in 1849.

Darlot followed the First Nations people when he chose Horsham to be a village in the 1840s. The river was first used for survival, the basics of water for drinking and growing food. The use of water from the Wimmera River embedded innovation and enabled the village to grow into a borough, town and regional city. (*ref: A Story of Horsham pages 1, 61*)

### 7.2 The Horsham Historical Society

The Horsham Historical Society have extended their current premises and not looking to relocate into a standalone Horsham Regional Museum.

### 7.3 Private Military Museum

In 2023 a Private Military Museum opened in (Market Street Horsham). This Museum contributes to the sites that could be visited and marketed through a Museum Trail.

## 8. OPTIONS FOR A REGIONAL MUSEUM

The Study identified four options as discussed in Section 4 of this document. This section recaptures that information

1. Status quo – existing museum space retained;
2. Allotting more room in the present premises;
3. Moving to a suitable, larger existing premises; or
4. Construction of new premises at an appropriate location. (This option would need to be considerably less costly than the proposed Horsham Regional Museum).

Option 2 was favoured in the Study and given that there would be a long lead-up time to the construction and operation of the proposed Regional Museum in any case, it is recommended that this option be exercised if possible. Expert curatorial advice from a museum professional may be necessary in any re-configuration. Both the Horsham Historical Society and the Arapiles Historical Society at Natimuk have expressed a need for such curatorial advice in their present operations.

Stage 2, this document, has identified the next steps in development of a Horsham Regional Museum.



## 9. FINANCIAL COSTS

Financial costs will depend on the collections identified. This will inform the facilities footprint and design required to house the collection. The site will also impact on the financial cost in regard to whether the site is a brownfield or greenfield site or developed with a complementary establishment. A donated site should not be discarded either, as there is always a possibility a site may be donated or shared. The financial costs will be further assessed as part of the implementation plan and as other information comes to light.

## 10. RECOMMENDATIONS

**Recommendation 1:** That the Group continue to identify suitable stories to meet the Horsham Regional Museum profile. In Stage 2, these stories' authenticity and appropriateness based on the principles identified in the Horsham Regional Museum profile will be examined. Once authenticity is approved, they will be recreated by the Group with the assistance of volunteers, choreographer and or a theatre director.

**Recommendation 2:** That the Group continue to identify suitable collections to meet the Horsham Regional Museum profile. These collections are to be catalogued and appraised in Stage 2 by the Group with the assistance of volunteers and a museum curator to identify authenticity and appropriateness for a collection based on the principle identified in the Horsham Regional Museum profile.

**Recommendation 3:** The May & Millar collection to be catalogued in Stage 2 by a volunteer and appraised by a museum curator to identify authenticity and appropriateness for a collection based on the principle identified in the Horsham Museum profile.

**Recommendation 4:** The Study indicated that if Stage 2 progresses, all locations identified in Stage 1 should be examined. It is suggested that the following sites be thoroughly examined to identify appropriateness and feasibility to establish as a Horsham Regional Museum.

- A greenfield site along the Western Highway
- Leasing an area of farmland and creating a special use zone to enable additional activities such as signage and retail
- Longerenong College

**Recommendation 5:** That the Group support the development of a Museum Trail to promote visitation across the regions and shared marketing opportunities as articulated in the Study. This will build on the success of the silo art trail which has provided a tourism product for the rural regions across Victoria and in particular the Wimmera and Mallee.

**Recommendation 6:** That the Group support the development of the Arapiles Museum and existing precinct, as the first stage in development of a Horsham Regional Museum.

**Recommendation 7:** Develop an implementation plan to support the group to move forward and undertake the necessary steps for the project to progress to fruition.

## 11. FINANCIAL FORECASTS

### *Design and construction costs*

It is premature to develop designs and construction costs prior to understanding the Horsham Regional Museum Profile and prior to the collections being appraised by the Group and a museum curator. The footprint and design of the facility will evolve in Stage 3 when the size of the collection is understood.

# Horsham City Urban Renewal Project

REDEVELOPMENT OPTIONS & IMPLEMENTATION PLAN

Final

3 April 2024



UrbanFold

éche|on  
planning

urban  
enterprise  
planning economics tourism

# Contents

- 1 Introduction.....3
- 2 Context .....8
- 3 Market Assessment .....14
- 4 Investigation Area 1 .....18
- 5 Investigation Area 2 .....27
- 6 Investigation Area 3 .....37
- 7 Desired Typologies .....44
- 8 Planning Pathways .....47
- 9 Economic Feasibility .....52
- 10 Implementation .....56



# 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 Botanic 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.

### 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).

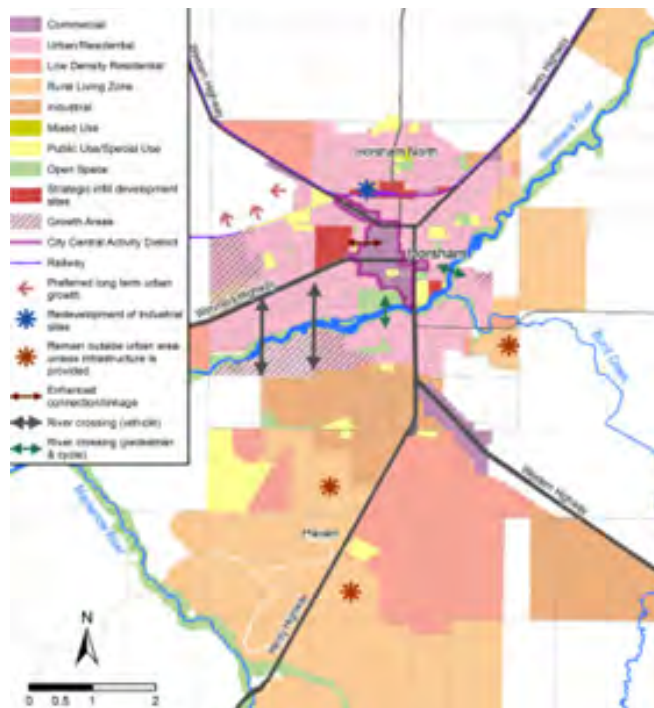


Figure 3 - Excerpt of the Horsham Regional City Framework Plan (Clause 02.04)

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

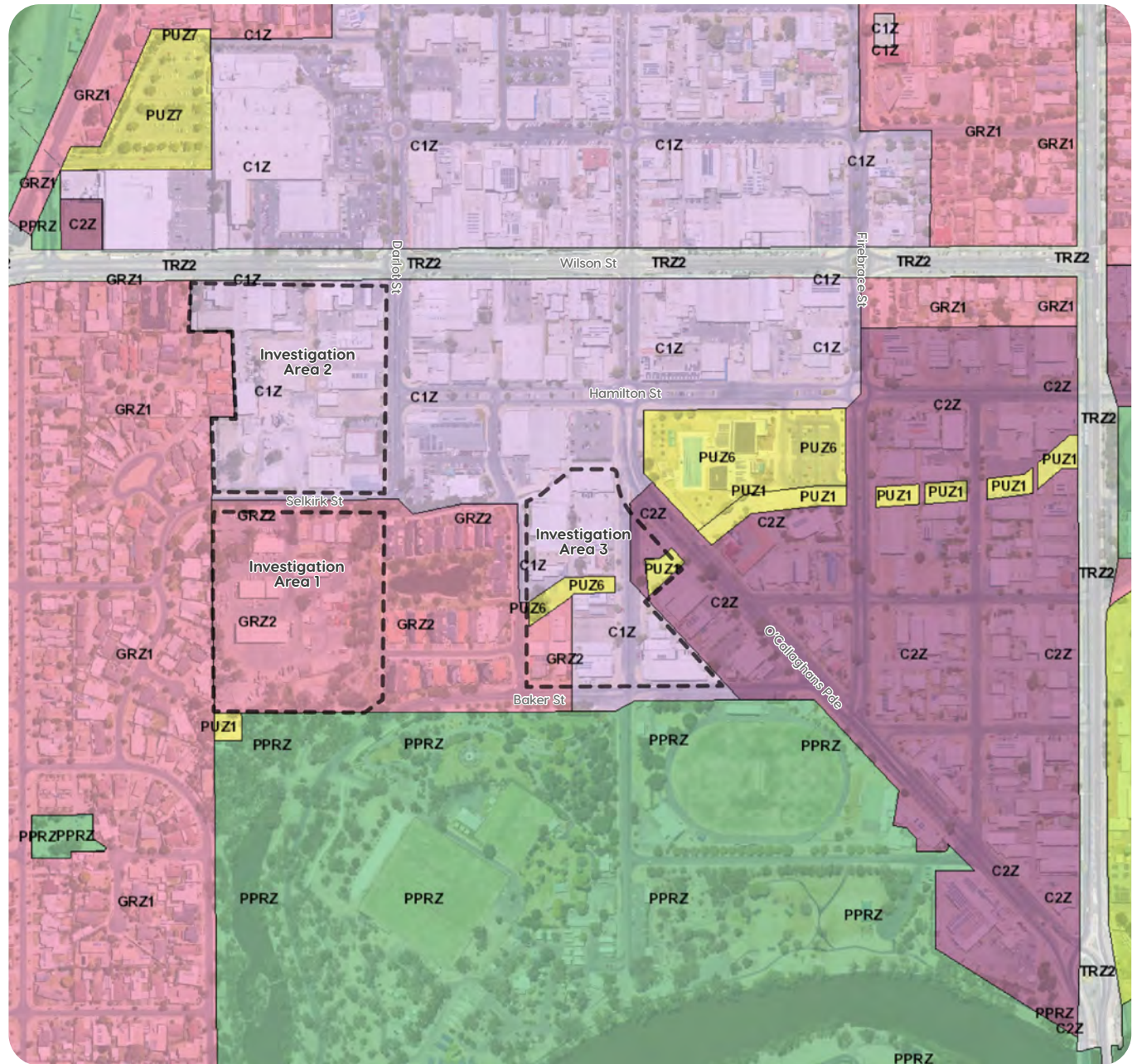
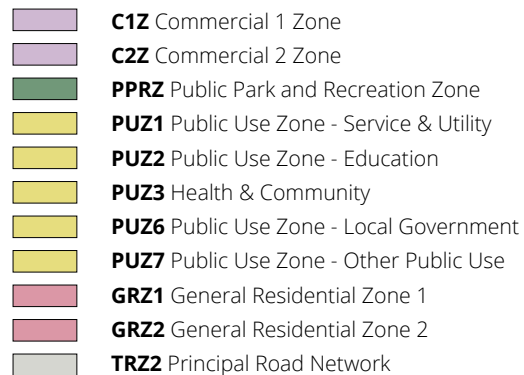


Figure 4 - Zoning

## 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.

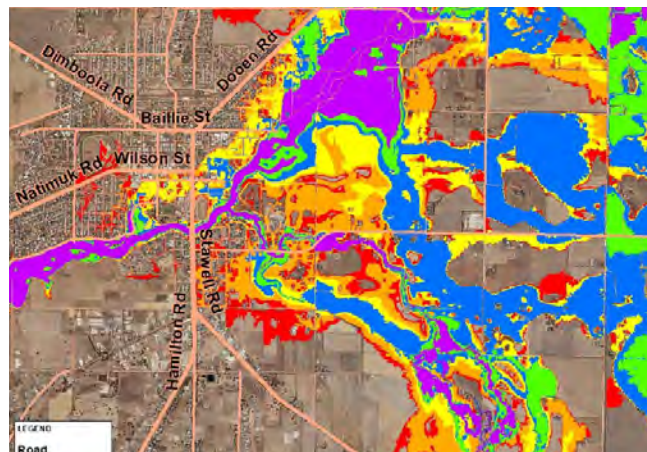


Figure 5 - Excerpt of the 1% AEP Flood Extent from Horsham and Wartook Valley Flood Investigation Report (2019)

### 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.

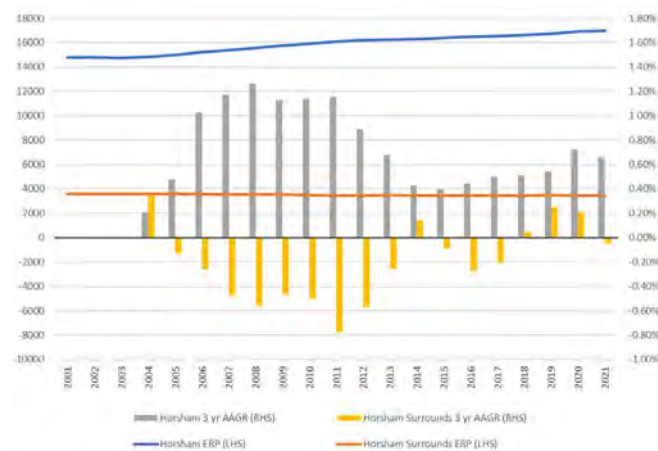


Figure 8 - Population and Growth Rate (Urban Enterprise, 2022)

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.

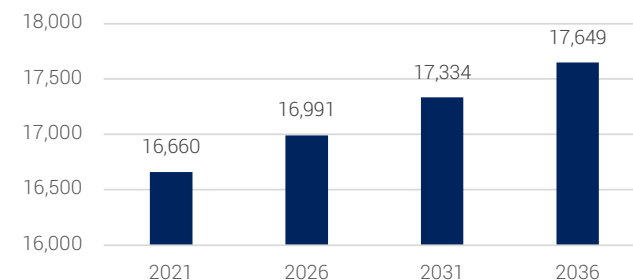


Figure 9 - Projected Residential Population 2021-2036, Horsham SA2 (Urban Enterprise, 2022)

### 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.

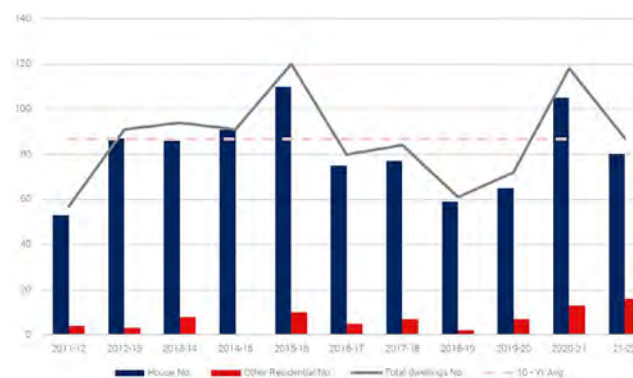


Figure 10 - Dwelling Approvals, Horsham SA2 (Urban Enterprise, 2022)

### 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.

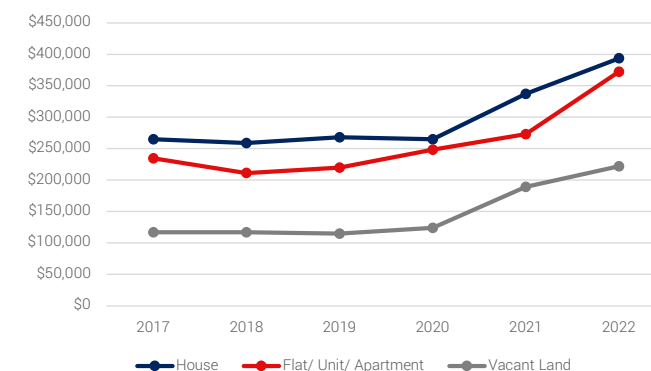


Figure 11 - Median Residential Sale Process (Urban Enterprise, 2022)

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.

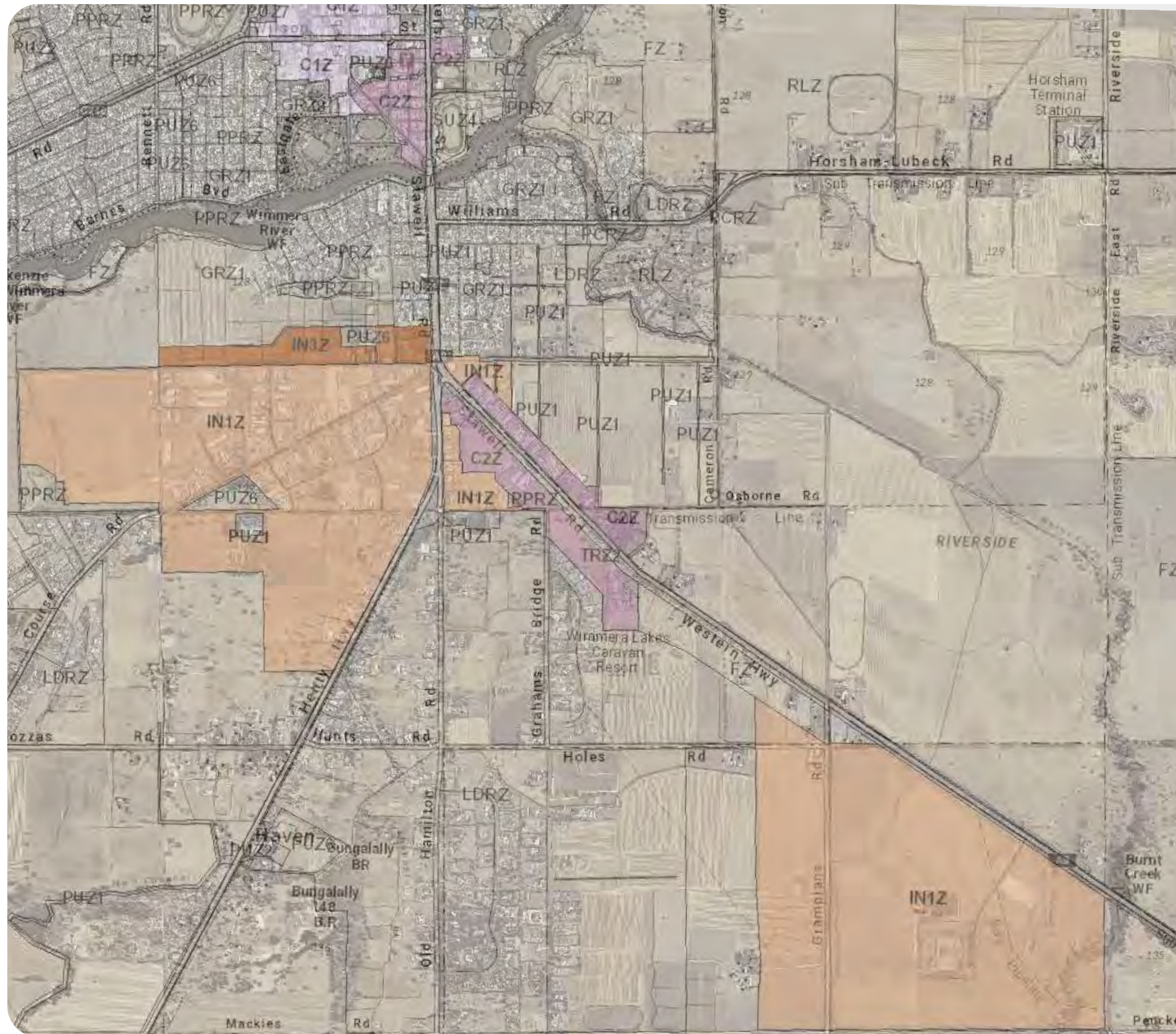


Figure 13 - Current industrial and large format commercial land in central and south Horsham (Urban Enterprise, 2022)

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.

### 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.

### 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 the 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.

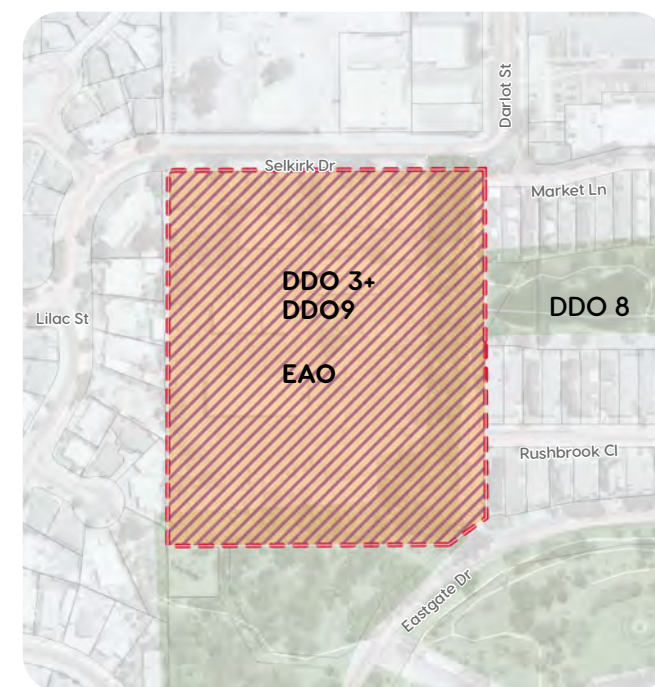
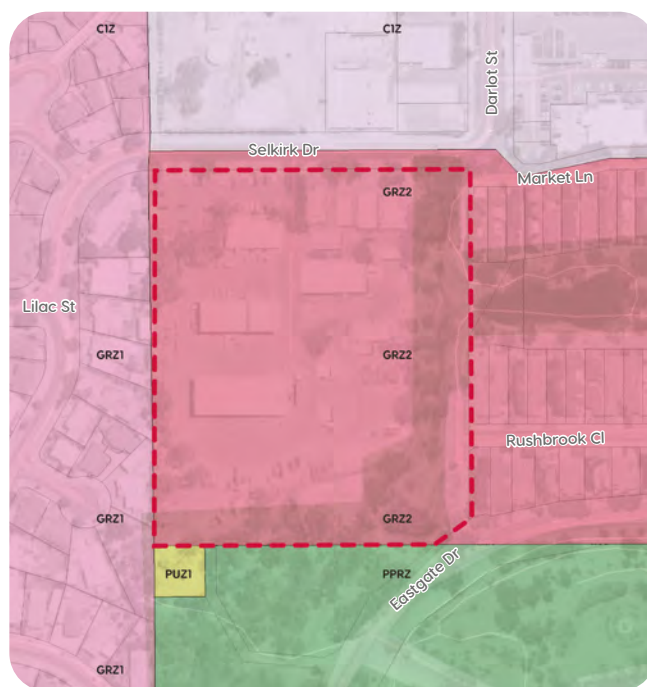


Figure 15 - Built Form

Figure 16 - Zoning. The land is zoned GRZ2

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.

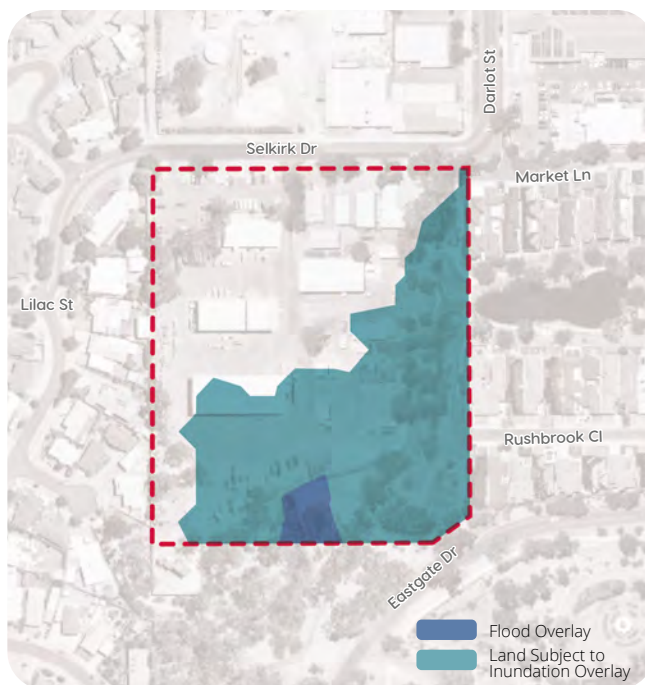


Figure 18 - Current Flood Management Overlays

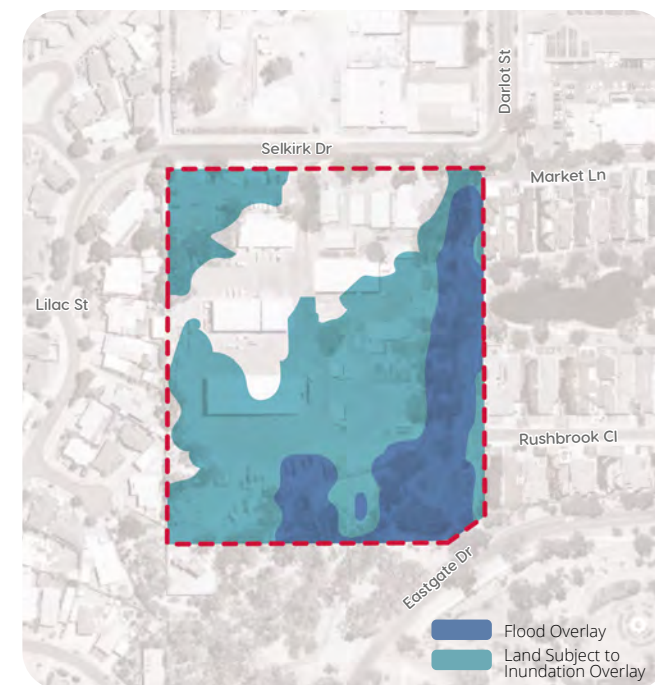


Figure 19 - Proposed C81 Overlays

**Utilities**

Figures 20 & 21 show existing underground water and sewer mains, as provided by GWM Water.

They include:

- a 100mm diameter reticulated water main with multiple internal meters.
- a 375mm diameter trunk sewer main (over 9m deep) at maintenance holes.

GWM Water have advised that they will require ongoing access to both mains for operational and maintenance purposes and that it is unlikely that structures can be constructed over.

Ultimately both utility lines may require realignment and consideration of how to best incorporate into future development. Ongoing consultation with GWM will be essential.

Further hydraulic modelling would be required to determine sufficient capacity to accommodate proposed density.

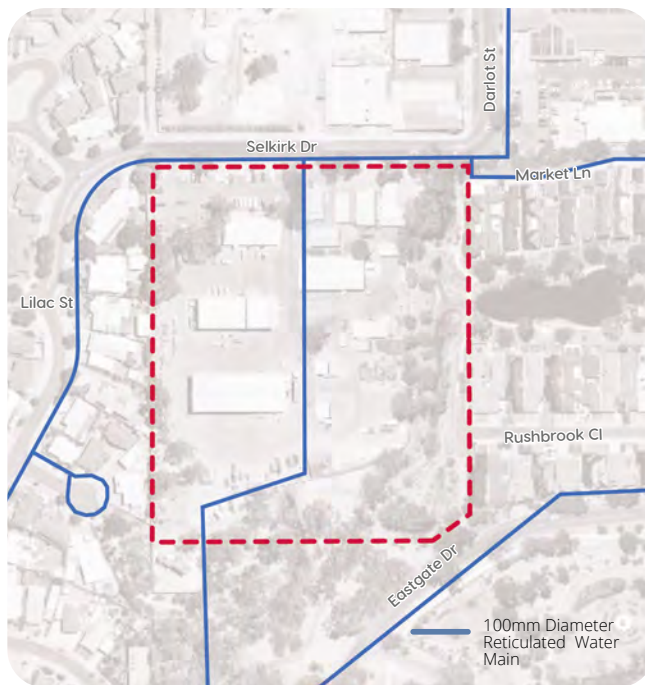


Figure 20 - Utilities - Water Main



Figure 21 - Utilities - Sewer



## 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.

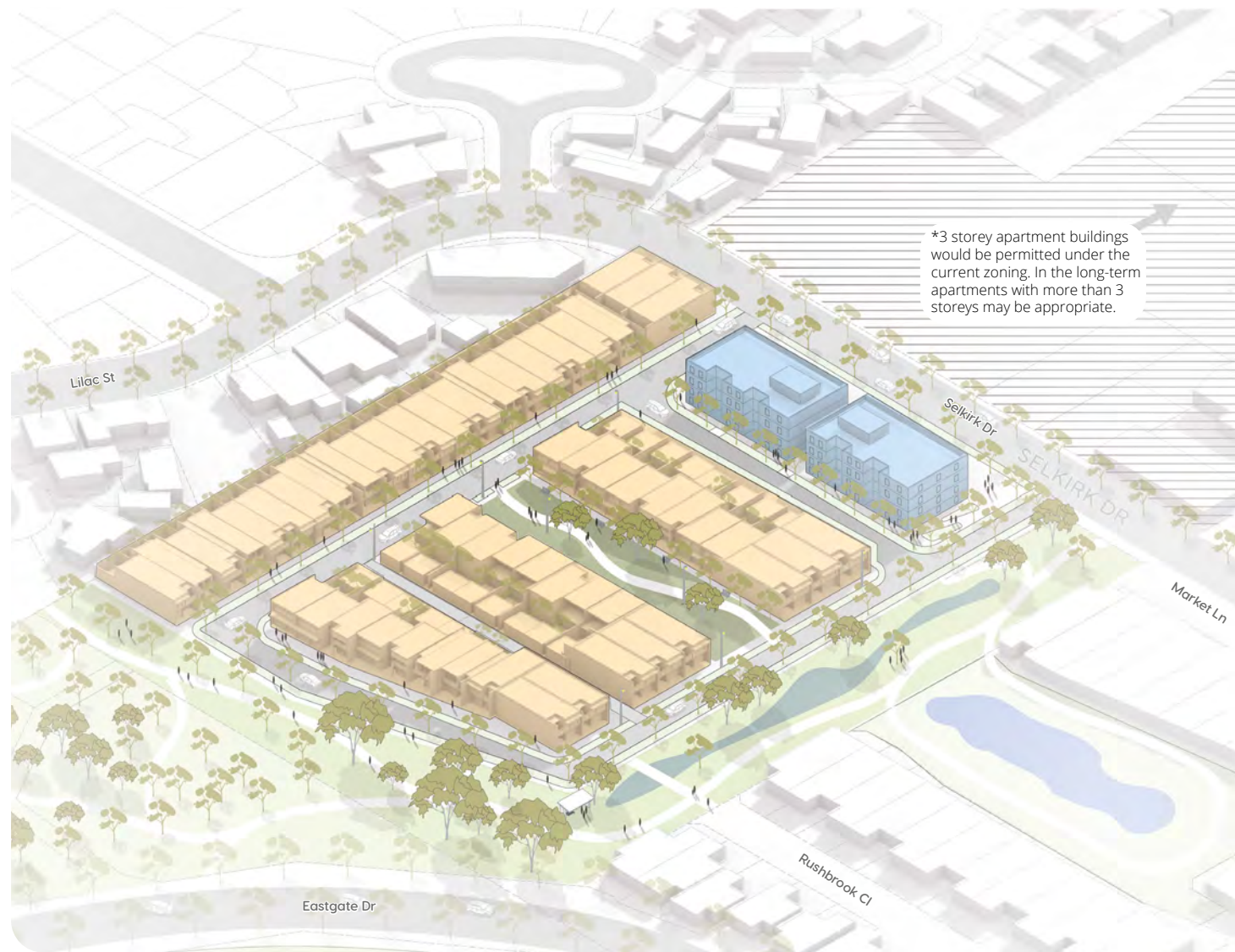


Figure 22 - Investigation Area 1 Option 1 Birds-eye view looking north west

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 23 - Investigation Area 1 - Option 1

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

## 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.

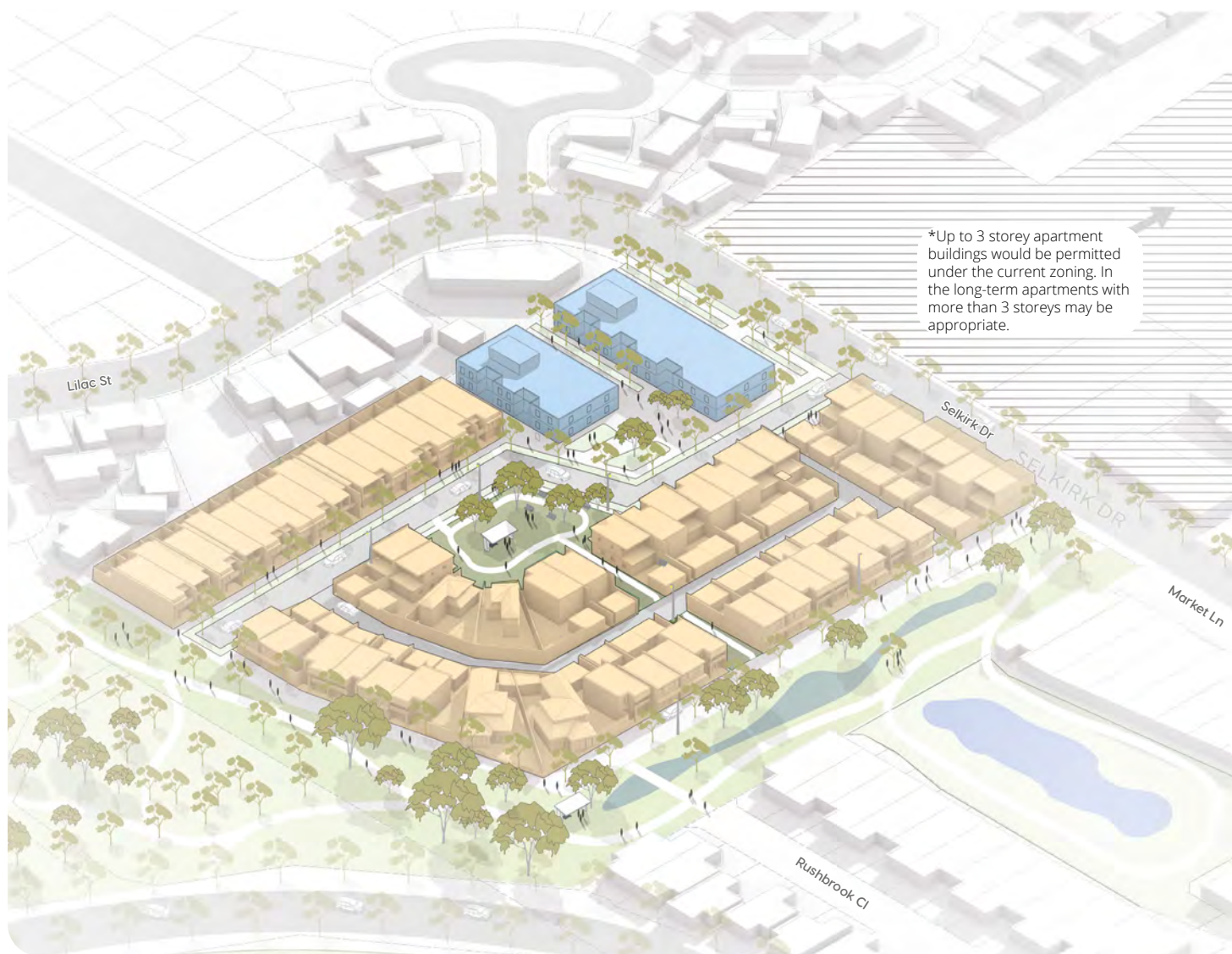


Figure 24 - Investigation Area 1 Option 2 Birds-eye view looking north west

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 25 - Investigation Area 1 - Option 2

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

5.

# Redevelopment Options Investigation Area 2



## Investigation Area 2 Concrete Batching Plant and Surrounding Commercial



Figure 26 - 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.

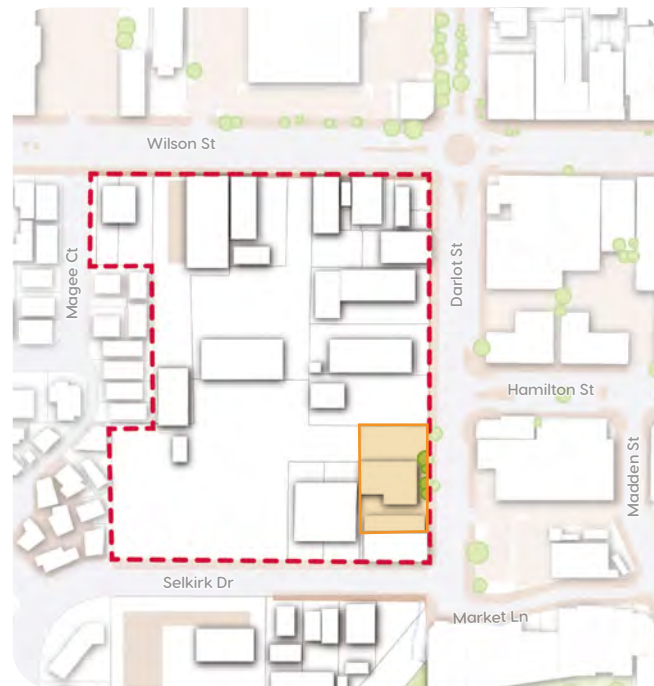


Figure 27 - Built Form

### 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.

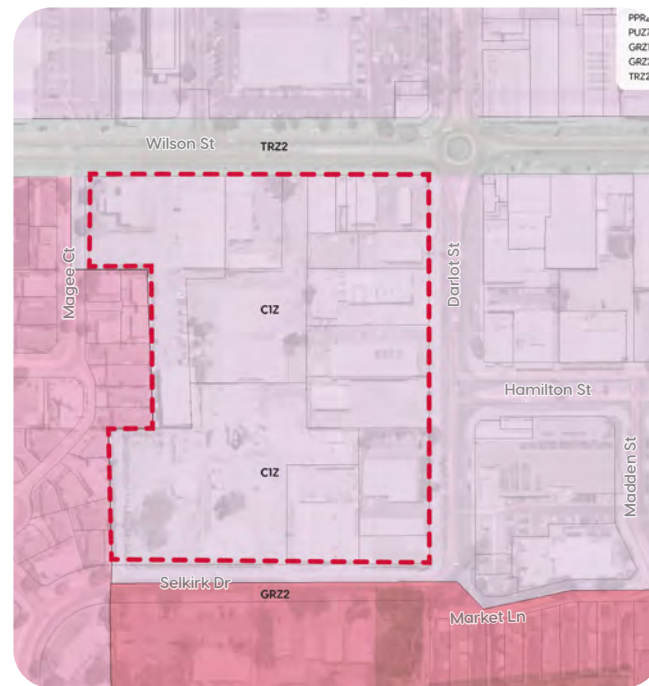


Figure 28 - Zoning. The land is zoned Commercial 1 Zone

### Overlays Summary

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

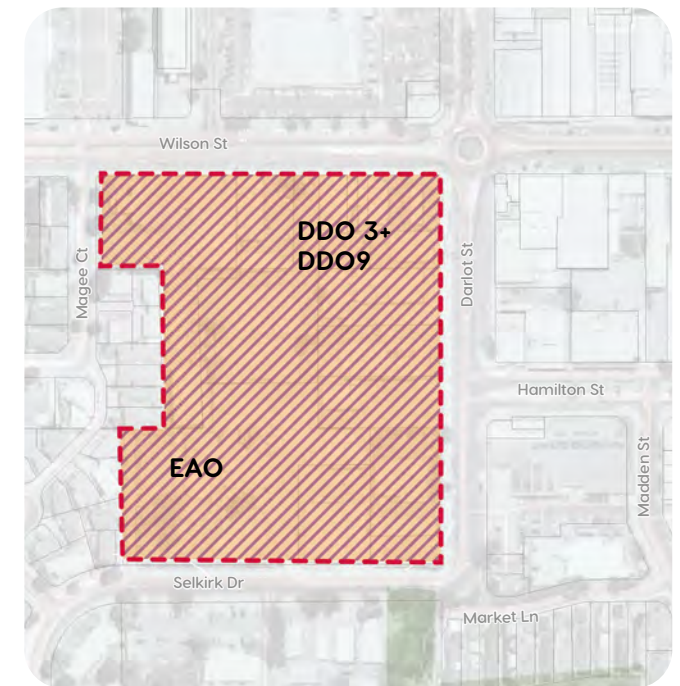


Figure 29 - Overlays

**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.

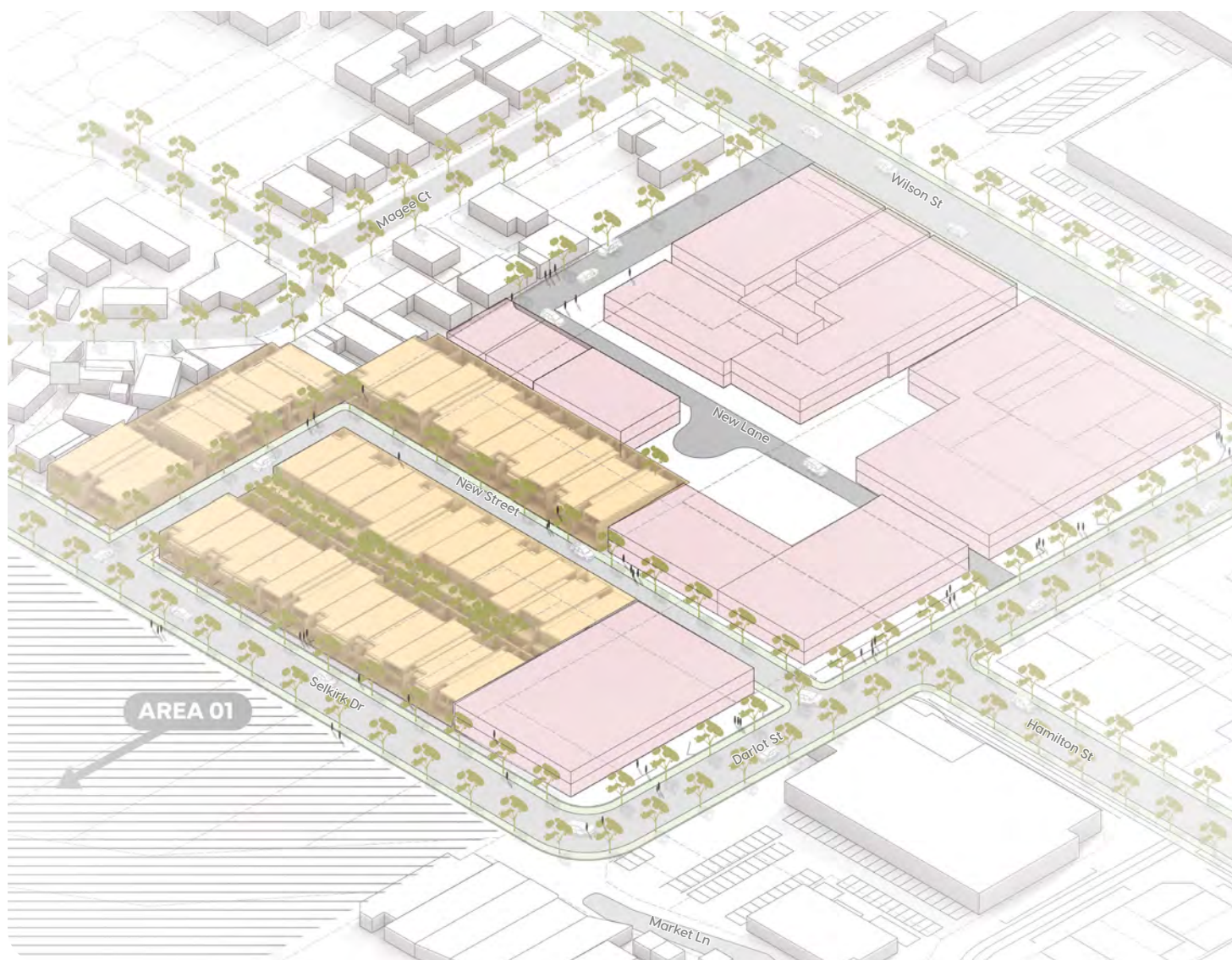


Figure 30 - Investigation Area 2 Option 1

### 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.

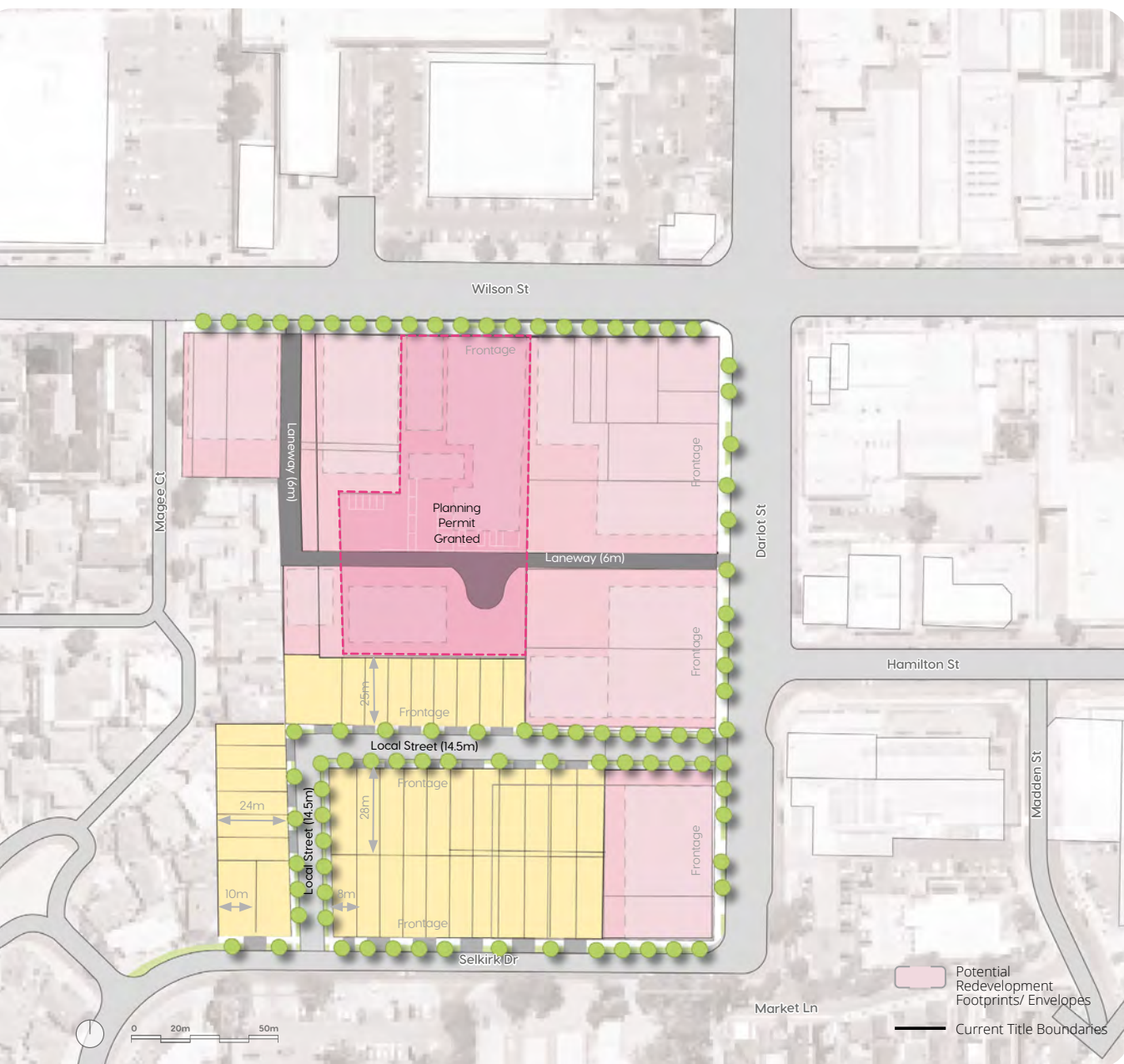


Figure 31 - Investigation Area 2 - Option 1

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

## 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.

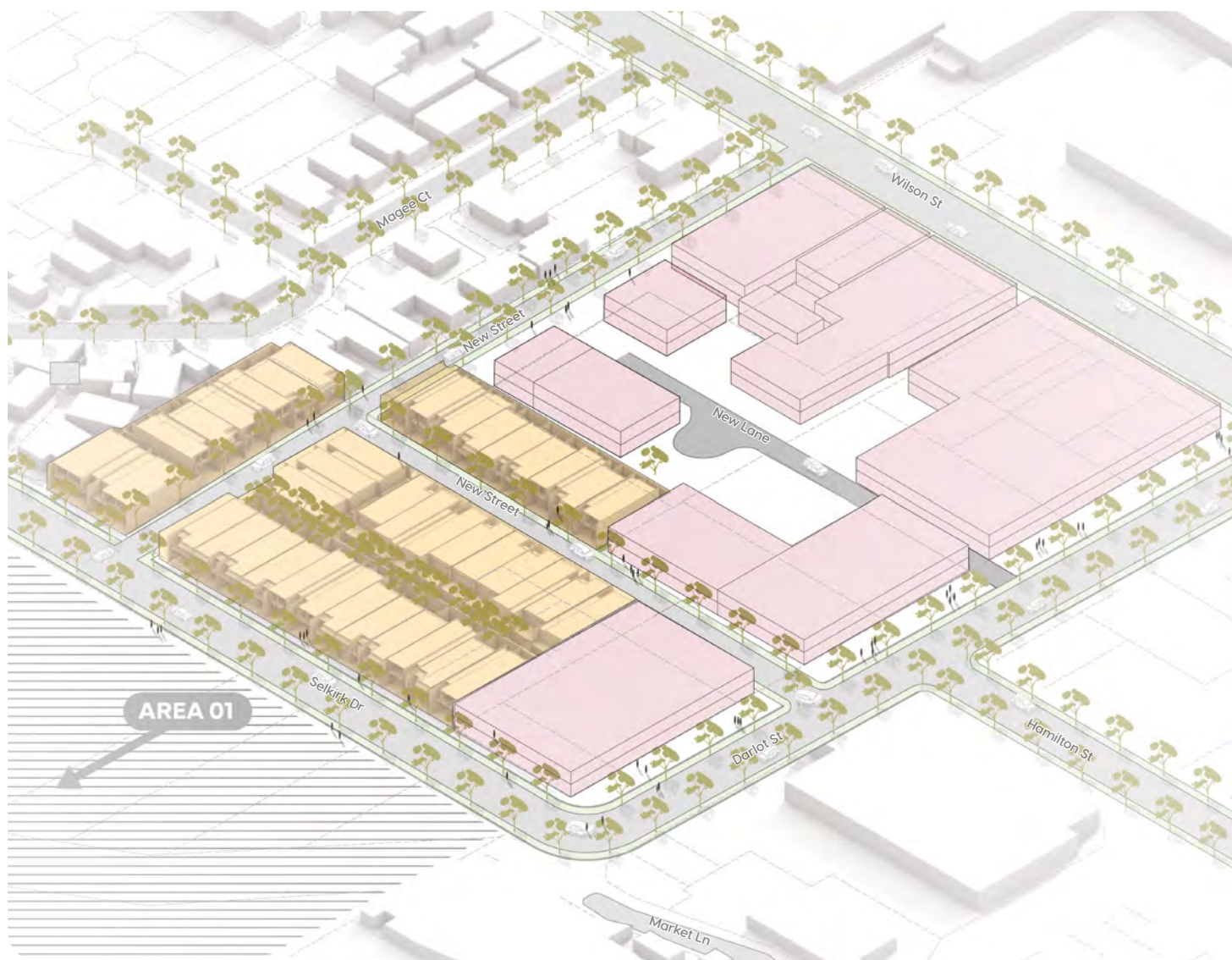


Figure 32 - Investigation Area 2 - Option 2

### 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.

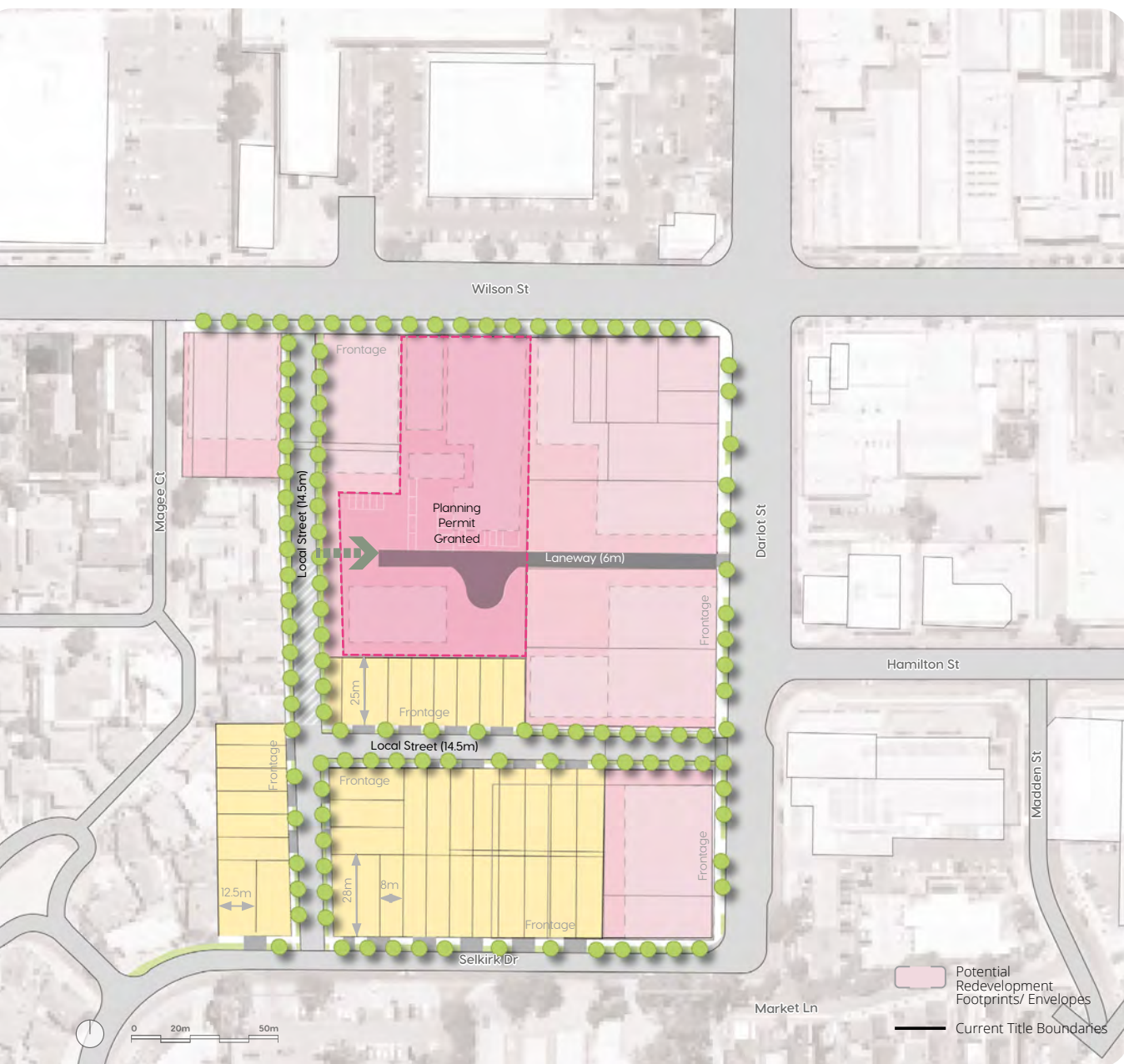


Figure 33 - Investigation Area 2 - Option 2

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

## 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.

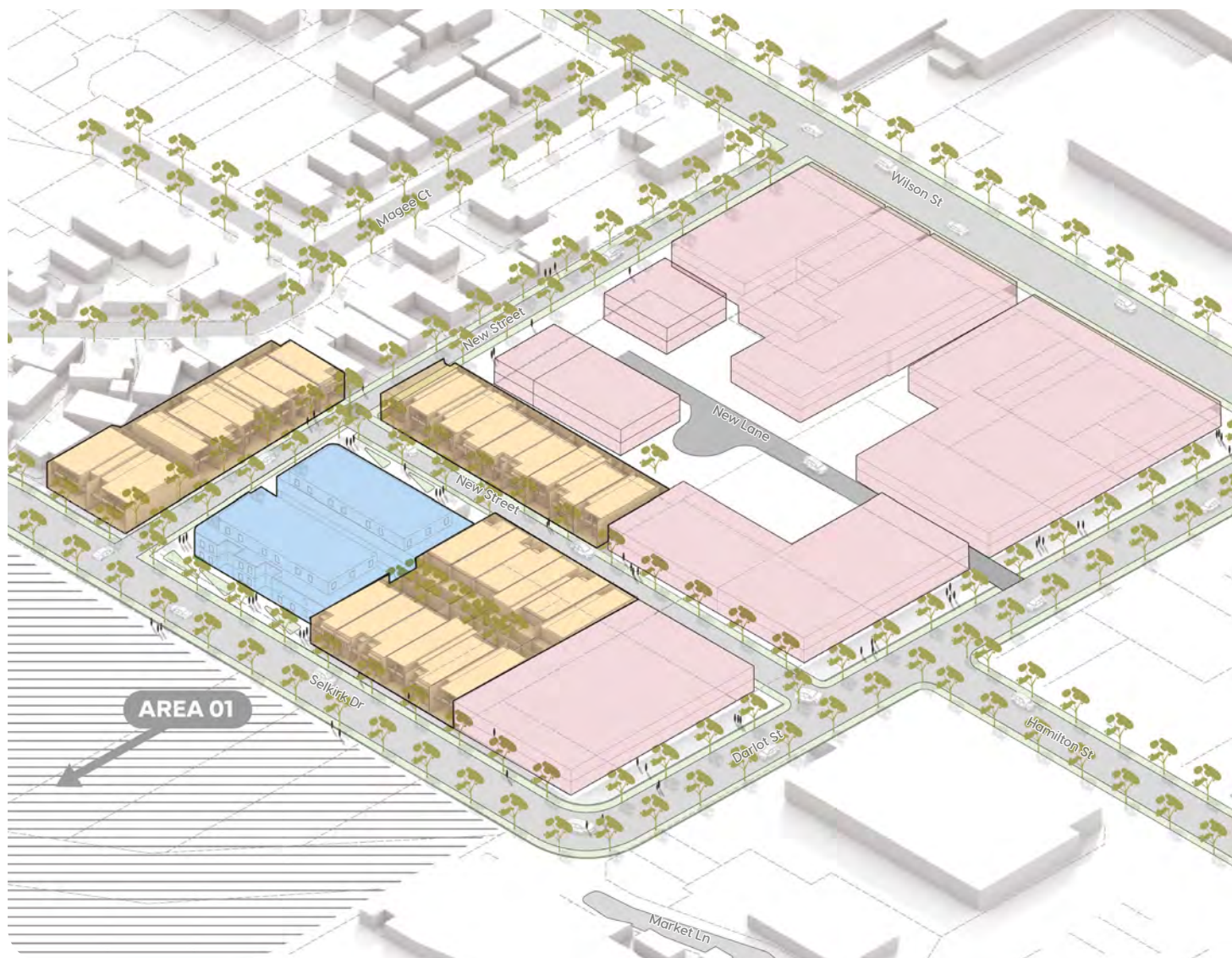


Figure 34 - Investigation Area 2 Option 3

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.

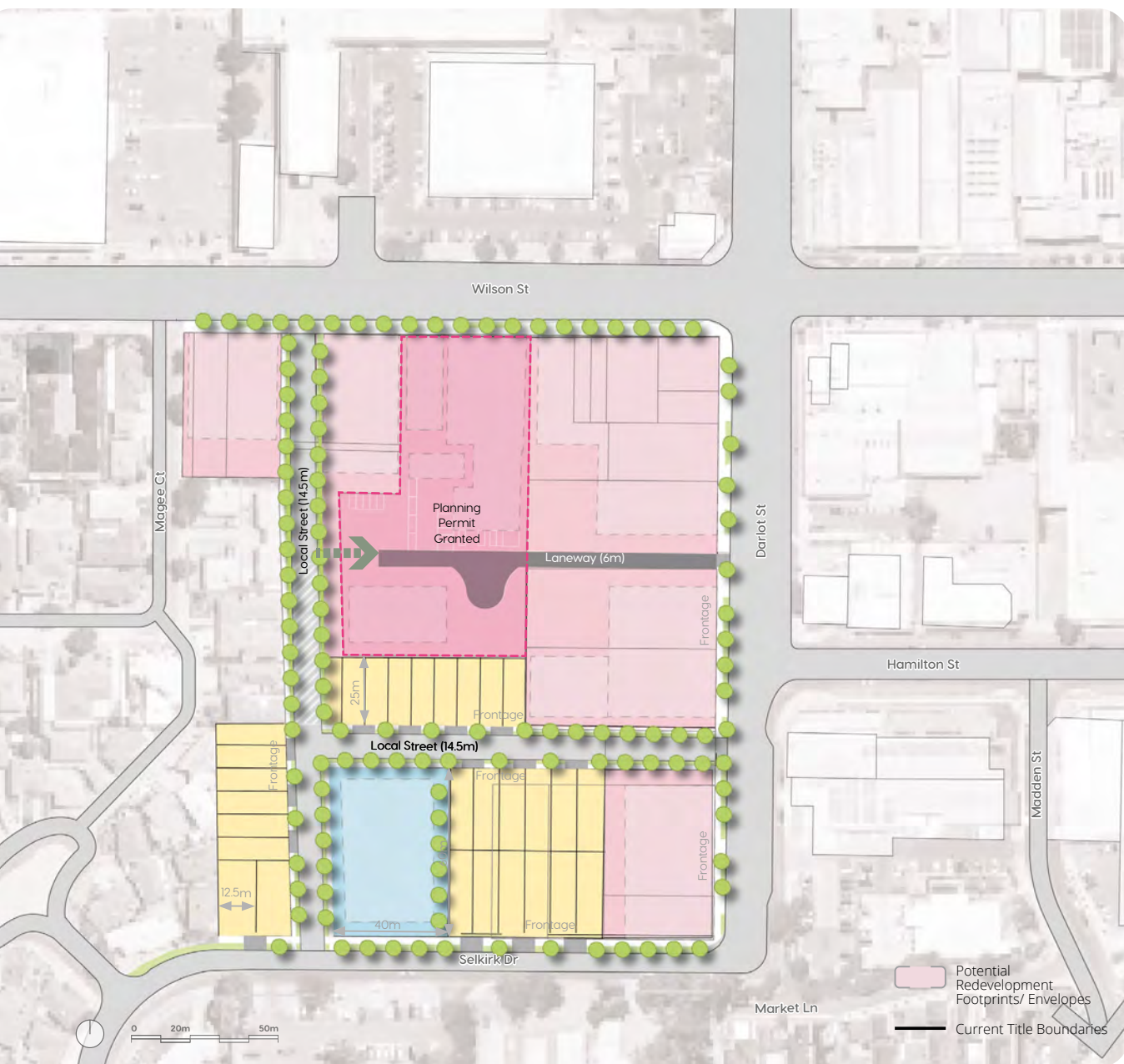


Figure 35 - Investigation Area 2 - Option 3

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



# Redevelopment Options Investigation Area 3



## Investigation Area 3 Commercial/Residential Landholdings North of Baker Street

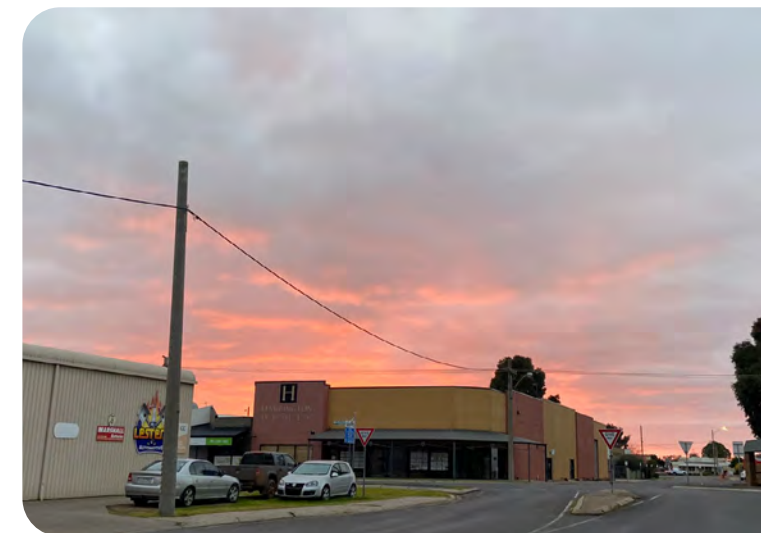


Figure 36 - Investigation Area 3 Existing Conditions

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.

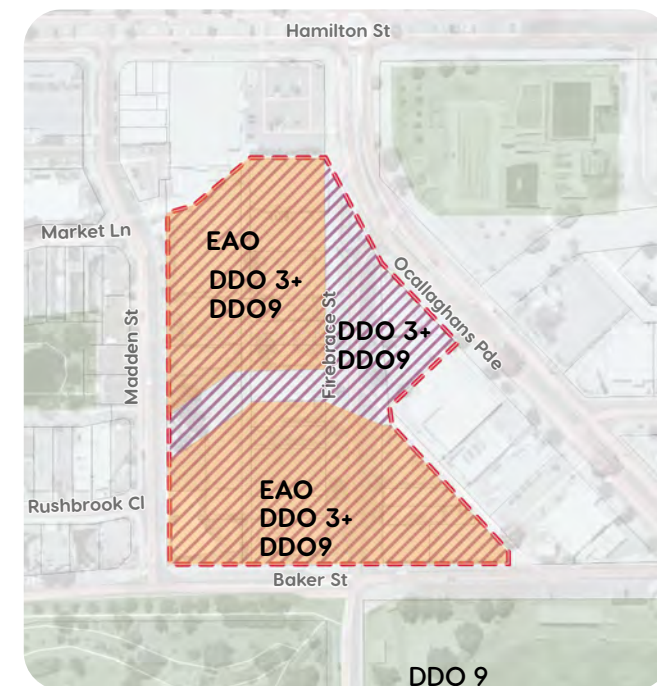
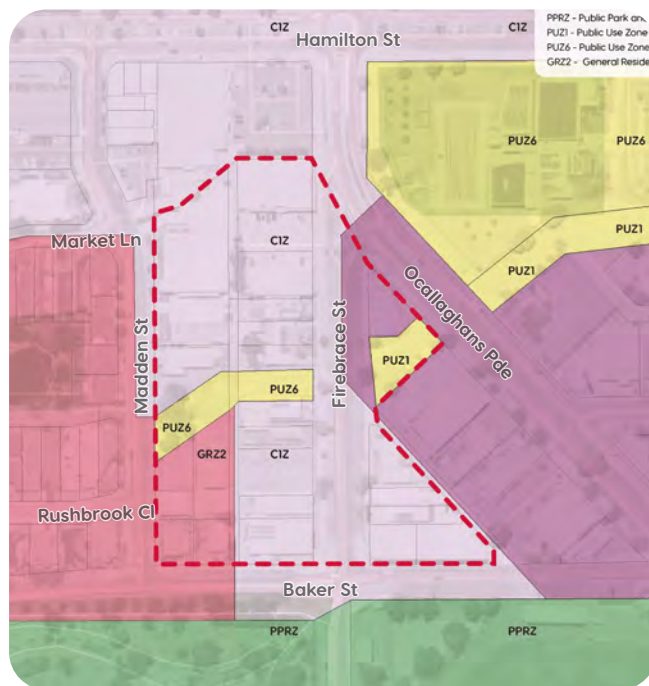


Figure 37 - Built Form

Figure 38 - Zoning

Figure 39 - 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.

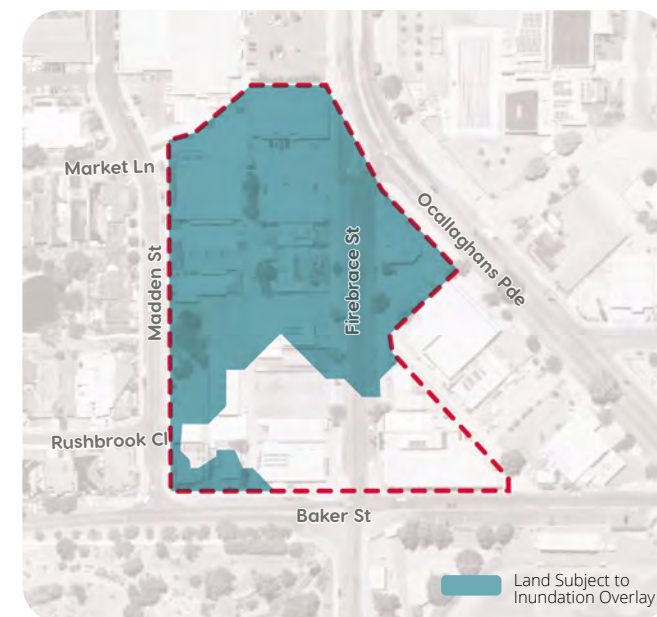


Figure 40 - Current Flood Management Overlays

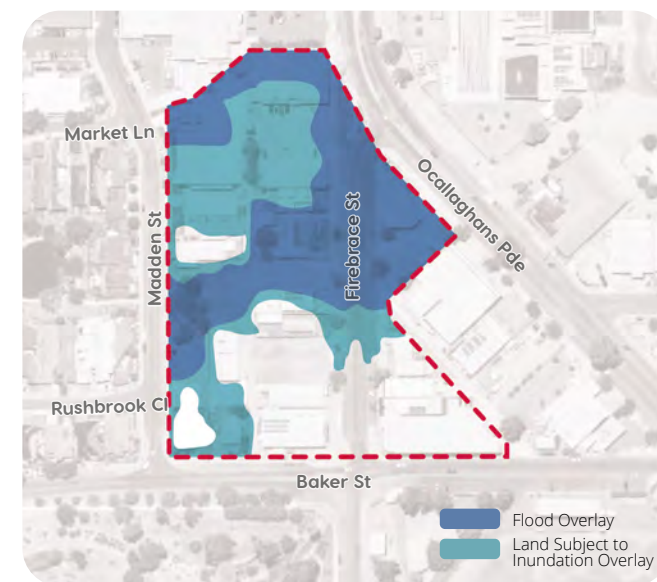


Figure 41 - Proposed C81 Overlays

## 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 42 - Investigation Area 3 Option 1



Figure 43 - 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 44 - Investigation Area 3 - Option 1

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



# 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?
General Residential Zone	<p><b>Environmental Audit Overlay:</b></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><b>Proposed new Development Plan Overlay:</b></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"> <li>• General consistency with the development concept plan.</li> <li>• A Site Management Plan</li> <li>• Connectivity to existing road network via internal vehicle access ways with minimum standards provided.</li> <li>• Internal vehicle and pedestrian circulation.</li> <li>• Vehicle entry point location.</li> <li>• Provision of appropriate arrangements for necessary physical infrastructure, including waste water management, drainage works, retention and management of storm water, power and telecommunications.</li> <li>• Provision of an overall landscaping plan.</li> <li>• Identification of how flooding risks relevant to the land are to be addressed and managed.</li> <li>• Identification of how the development responds to other land uses in the area.</li> <li>• Opportunities to encourage affordable housing as defined by the Planning and Environment Act 1987 via S173 agreements.</li> <li>• Requirement for Housing Design Guidelines.</li> </ul> <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><b>Conclusion:</b></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><b>Rezoning required to facilitate options?</b></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><b>Conclusion:</b></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><b>Current Overlays</b></p> <ul style="list-style-type: none"> <li>• Design and Development Overlay - Schedule 3</li> <li>• Design and Development Overlay - Schedule 9 (note that DD09 is proposed to be removed via Amendment C81)</li> <li>• Floodway Overlay (note existing Overlay proposed to be removed and replaced with a new Overlay via Amendment C81)</li> <li>• Land Subject to Inundation Overlay (note LSIO proposed to be amended via Amendment C81)</li> <li>• Environmental Audit Overlay</li> </ul>	

## 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><b>Environmental Audit Overlay:</b></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><b>Proposed new Design and Development Overlay:</b></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"> <li>• Dwelling Frontages</li> <li>• Fencing</li> <li>• Neighbourhood character</li> <li>• Setbacks</li> <li>• Innovative forms of building design</li> <li>• Sustainability etc.</li> </ul> <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"> <li>• Interfaces</li> <li>• Frontages</li> <li>• Pattern and character of the town centre</li> <li>• Parking locations</li> <li>• Innovative forms of building design</li> </ul> <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><b>Conclusion:</b></p> <p>Apply a new DDO (or DPO) schedule to the site as part of a planning scheme amendment.</p>	<p><b>Windfall Gains Tax:</b></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><b>Rezoning required to facilitate options?</b></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><b>Conclusion:</b></p> <p>No rezoning required to facilitate development options.</p>		
<p><b>Current Overlays</b></p>		
<ul style="list-style-type: none"> <li>• Design and Development Overlay - Schedule 3</li> <li>• Design and Development Overlay - Schedule 9 (note that DD09 is proposed to be removed via Amendment C81)</li> <li>• Environmental Audit Overlay</li> </ul>		

## 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"> <li>Commercial 1 Zone</li> <li>Commercial 2 Zone</li> <li>General Residential Zone</li> <li>Public Use Zone 6</li> </ul>	<p><b>Environmental Audit Overlay</b></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><b>Proposed Amendment C81:</b></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><b>Rezoning required to facilitate options?</b></p> <p>The uses identified in the option for Investigation Area 3 are consistent with the existing zoning controls affecting the area.</p> <p><b>Conclusion:</b></p> <p>No rezoning required to facilitate development options.</p>	<p><b>Proposed new Design and Development Overlay</b></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"> <li>Dwelling Frontages</li> <li>Fencing</li> <li>Neighbourhood character</li> <li>Setbacks</li> <li>Innovative forms of building design</li> <li>Sustainability etc.</li> </ul>	<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><b>Current Overlays</b></p> <ul style="list-style-type: none"> <li>Design and Development Overlay - Schedule 3</li> <li>Design and Development Overlay - Schedule 9 (note that DD09 is proposed to be removed via Amendment C81)</li> <li>Land Subject to Inundation Overlay (note LSIO proposed to be amended via Amendment C81)</li> <li>Environmental Audit Overlay</li> <li>New Floodway Overlay proposed over a number of properties via Amendment C81.</li> </ul>	<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"> <li>Interfaces</li> <li>Frontages</li> <li>Pattern and character of the town centre</li> <li>Parking locations</li> <li>Innovative forms of building design (including the creation of landmark feature buildings on the identified key sites)</li> </ul> <p><b>Conclusion:</b></p> <ul style="list-style-type: none"> <li>Apply a new DDO schedule to the site as part of a planning scheme amendment.</li> <li>Investigate the opportunity for Council to satisfy the requirements of the Environmental Audit Overlay to remove this barrier to future development.</li> </ul>	<p><b>Windfall Gains Tax:</b></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

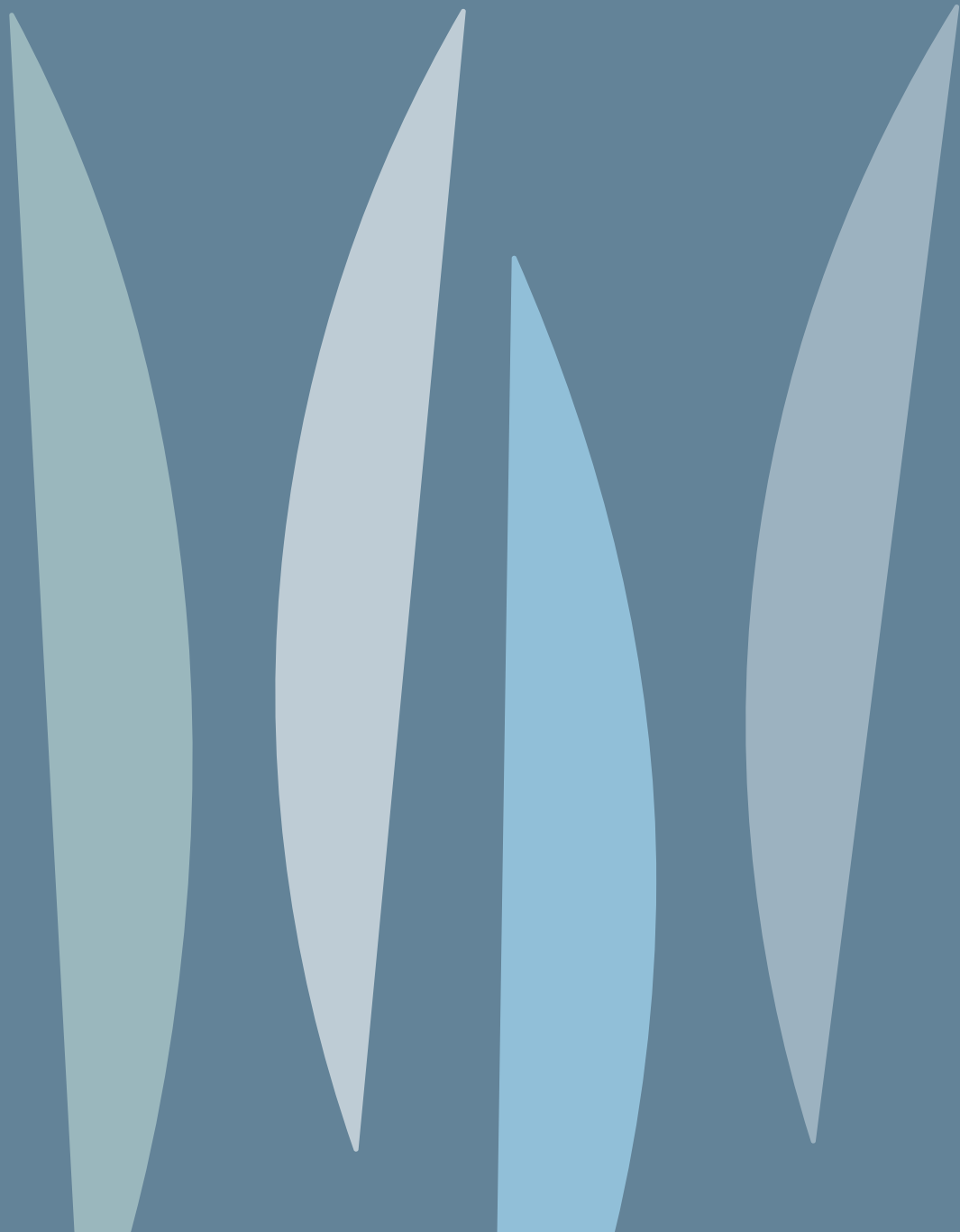
The responsibilities column identifies the key parties that will deliver the action.

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
<b>Operational</b>		
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
<b>Partnerships &amp; Advocacy</b>		
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"> <li>• 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.</li> <li>• Reaching out to key players/developers not currently active in Horsham to encourage them to understand the ambitions of the area.</li> </ul>	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
Continue ongoing collaboration with GWM Water to review implications of development on existing water and sewer mains.	Council in collaboration with GWM Water	Ongoing
<b>Planning &amp; Policy</b>		
Prepare a planning scheme amendment which includes: <ul style="list-style-type: none"> <li>• Application of a Development Plan Overlay to Investigation Area 1 (and potentially Investigation Area 2)</li> <li>• Application of two separate Design and Development Overlays to Investigation Areas 2 &amp; 3</li> </ul>	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"> <li>• Clear visitor and employee parking zones.</li> <li>• Opportunities for onsite car parking dispensations when considering central off site car parks.</li> </ul>	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)
<b>Capital Works</b>		
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



# Annual Action Plan 2024-2025



# Strategic Objectives

## Theme 1 Community

*"... develop the municipality as a diverse, inclusive and vibrant community."*

## Theme 2 Liveability

*"... 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."*

## Theme 3 Sustainability

*"... actively lead in sustainable growth and development of the community and the economy."*

## Theme 4 Accessibility

*"... meet community needs through connected transport networks and the provision of accessible and welcoming places and spaces."*

## Theme 5 Leadership

*"... build trust and connections with the community through good governance, community consultation, accountability, transparent decision making and financial stability."*

The below represent the actions scheduled for completion between 1 July 2024 and 30 June 2025 to ensure that the priorities and initiatives in the Council Plan 2021-2025 are achieved.

**Key:**  
♥ Health Wellbeing Plan Priorities & Initiatives

Theme 1 – Community: Horsham Rural City Council will develop the municipality as diverse, inclusive and vibrant community		
Priorities & Initiatives	Action	Outcome
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	Annually updated HRCC Advocacy Priorities Resource and Report
1.2 Support and empower localised community groups in their goals and plan ♥	1.2.1 Increased reach and diversity of allocation of Annual Community Grants program	Report to Council on % increase of new successful applications
	1.2.2 Provide support and educate community groups on grant applications to external funding bodies	Report to Council on applications and assistance provided
1.3 Enhance the inclusivity, accessibility and safety of our places and spaces ♥	1.3.6 Implement priorities of the Horsham North Local Area Plan - Finalise Rail Corridor landscape plan - Finalise concept design of the Pedestrian underpass.	Progress report on implementation plan
	1.3.8 Infrastructure Plan for Horsham South Structure Plan	Plan to be adopted
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 ♥	1.5.3 Engage early with traditional owners in identifying and recognising places of cultural heritage significance.	Investment, Attraction and Growth monthly report
1.6 Promote and support the municipality's key tourism, events and local and cultural offerings ♥	1.6.3 Encourage, promote and celebrate events enriching cultural diversity	Report on the number of cultural events at Horsham Town Hall that outlines trends in the number of events enriching cultural diversity with recommendations from that report to inform targeted promotion where required

**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**

Priorities & Initiatives	Action	Outcome
2.1 Promote opportunities for life long social interactions and enjoyment ♥	2.1.1 Design and promote activities in collaboration with the Older Persons Advisory Committee	Activities reported in the Annual Report
	2.1.2 Design, promote, participate and support municipal activities and events as scheduled including Volunteers, International Women's Day & Seniors week	Events reported in the Quarterly Report
2.4 Encourage participation, diversity and growth in sports, events, arts and culture	2.4.1 Seek funding opportunities through sport and recreation grants	Grants secured reported in the quarterly financial and annual reporting
	2.4.2 Produce, publish & promote an annual program of Horsham Town Hall performances	Report to Council on participation at Horsham Town Hall events
	2.4.3 Produce, publish & promote an annual program of visual art	Report to Council on participation at Horsham Town Hall events
	2.4.4 Develop and deliver an annual program of public art commissions, installations & promotion	Report to Council on Public art outcomes
	2.4.8 Contract a music promoter to provide a large-scale event at the Horsham Events Stage at the City Oval in early 2025	A large-scale event held at the City Oval Events Stage after its completion
	2.4.9 Development of an Active Recreation and Sport Strategy for the municipality	Active Recreation and Sport Strategy funded, developed and adopted by Council
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	Investment, Attraction & Growth monthly report
2.7 Develop a range of recreational opportunities with a focus on our natural environment and recreational waterways	2.7.1 Identify and seek out commercial opportunities to activate the riverfront	Investment, Attraction & Growth monthly report
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	Investment, Attraction & Growth monthly report
2.9 Advocate and support the establishment and growth of integrated health services and facilities that meet the needs of all community members ♥	2.9.1 In partnership with our Health & Wellbeing partners, advocate for local mental health service provision (refer to Royal Commission into Mental Health)	Quarterly Report
	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	Quarterly Report
2.10 Plan for sustainable and affordable housing needs of our community ♥	2.10.1 Implement the Horsham Planning Scheme and monitor land supply and demand	Investment, Attraction & Growth monthly report



Theme 3 – Sustainability: Council will actively lead in sustainable growth and development of the community and the economy		
Priorities & Initiatives	Action	Outcome
3.1 Plan for sustainable development which balances economic, environmental and social considerations ♥	3.1.3 Implement the recommendations from the Natimuk Social and Economic Plan and Dadswell Bridge Community Action Plan	Plan completed
	3.1.4 Boosting business, tourism and the economy in line with the objectives of the Natimuk Economic and Social Plan	Progress report to Council
	3.1.5 Develop a framework for businesses wanting to increase tourist visitation to the Horsham Rural City Council area	Framework adopted by Council
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	Industrial land developed and ready for sale. Progress report to Council.
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	A yearly submission to the Regional Connectivity program
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)	Investment, Attraction & Growth monthly report
3.6 Support our community and region in adapting to reduce emissions, build resilience to climate change and respond to environmental challenges ♥	3.6.1 Promote the benefits of reducing carbon emissions using Council's actions as a model (Zero Net Emissions Carbon Action Plan)	Progress report to Council's Executive Management Team
	3.6.2 Implement Actions from Zero Net Emissions Carbon Action Plan	Progress report to Council
	3.6.4 Implement the actions from the electric vehicle transition plan	Plan adopted by Council's Executive Management Team
	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	Compliance reporting to Government
	3.6.6 Upgrade water supply to parks and reserves where possible from the GWMWater reclaimed water project	Report to Council
	3.6.7 Update of the zero-carbon plan focussing on climate change adaptation to help the council achieve its zero-carbon goal and make the local community more resilient to climate change	Updated plan adopted by Council
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	Increase in registrations and/or utilisation of the HRCC Grant Finder tool

**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**

Priorities & Initiatives	Action	Outcome
4.1 Ensure a safe and connected transport network including active transport ♥	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	Delivery of Road Management Plan priorities
	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	Delivery of Urban Transport Plan 2020, Rural Road Network Plan and Bicycle and Shared Path Plan 2012-2016 priorities
	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	Reduction in preventable accidents due to road conditions (Zero fatality on Councils local roads; 50% reduction in road related complaints)
	4.1.5 Maintain assets in accordance with Councils Asset Plan 2021-2031 adopted service levels	Council Asset Plan service levels met and reported
	4.1.6 Investigate and implement new methods and materials to improve the efficiency of Council's road maintenance program	Report to Council on efficiencies achieved
	4.1.7 Investigate the capacity of all bridges, and upgrade where required	Report to EMT including a prioritised program of upgrades
	4.1.8 Develop and implement a networked Horsham Bike and Walking Plan 2021-24 for Horsham	Progress Report to Council
	4.3 Planning for places and spaces to provide connectedness and social inclusion ♥	4.3.4 Develop schematic plans for priority toilets listed in the Public Toilet Plan
4.3.6 Implement the actions from the Greening Greater Horsham Municipal		Progress report to Council
4.3.7 Develop Landscape Guidelines for use by individual and commercial property developers		Guidelines adopted by Council
4.4 Support lifelong learning opportunities for all people ♥	4.4.1 In collaboration with the Primary Care Partnership, support the delivery of the Sons and Daughters of the West wellness program	Delivery of the program
	4.4.2 Deliver the Schools Education Program at the Horsham Town Hall.	Report to Council

**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**

<b>Priorities &amp; Initiatives</b>	<b>Action</b>	<b>Outcome</b>
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	Quarterly Engagement Report to Council
	5.1.2 Budget developed and adopted in line with statutory obligations	Annual Budget adopted by Council
	5.1.3 Seek community input and feedback on services at Horsham Town Hall	Horsham Town Hall Community Feedback Forum held annually
	5.1.4 Establish a transparent procedure for prioritising projects in the Capex plan	Procedure developed and Asset Plan reviewed annually
5.2 Engage with community early on in projects and throughout to promote efficiencies and awareness of external funding opportunities	5.2.1 Develop a calendar of planned community engagements and proposed dates publicly available on our website	List of planned community engagements accessible on Council's website
	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	Project Management Framework reviewed and adopted by Council's Executive Management Team
	5.2.3 Manage performance and finances in line with income and regulation	Quarterly finance reporting to Council and Audit and Risk Committee
	5.2.4 Promote grant funding options, resources and information available to community groups	Increase in registrations or utilisation of the HRCC Grant Finder tool and/or increase in subscriptions to e-newsletter
5.3 Enable a customer/stakeholder focused approach that delivers efficient and responsive services	5.3.1 Develop Organisational non-financial reporting measures	Organisational performance measures reported in the Quarterly Performance Report
	5.3.3 Be responsive to all asset related service requests, queries and complaints.	Monthly customer request report to Council's Executive Management Team
5.4 Attract, retain, respect, value and invest in quality staff	5.4.1 Implement the actions from the Gender Equality Action Plan	Progress Report to Council's Executive Management Team
	5.4.2 Implement the actions from the Workforce Plan	Progress Report to Council
	5.4.5 Implement actions from all internal audits	Quarterly Report to the Audit & Risk Committee
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	RCCC implementation plan is delivered on time and on budget. Progress reports provided to the RCC Project Board.
	5.5.6 Implement recommendations from the Operations Improvement Project	Progress Report to Council's Executive Management Team
5.6 Work in partnership with key agencies and other levels of government to provide leadership and support in emergency preparedness, response and recover processes	5.6.1 Review and update Emergency Management Plans and Processes	Plans and processes are up to date, endorsed by the Municipal Emergency Management Committee and publicly available
	5.6.2 Inform and educate the Community on emergency preparedness	Information available and disseminated via multiple channels and events

The below represent the multi-year projects that are scheduled for completion by 30 June 2025 to ensure that the priorities and initiatives in the Council Plan 2021-2025 are achieved.

<b>Theme 1 – Community: Horsham Rural City Council will develop the municipality as diverse, inclusive and vibrant community</b>		
<b>Priorities &amp; Initiatives</b>	<b>Action</b>	<b>Outcome</b>
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 ♥	1.5.1 In consultation with Barengi Gadjin Land Council develop a partnership agreement	Partnership agreement developed and adopted by Council
	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	Process established to record and utilise suitable names
<b>Theme 2 – Liveability: 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</b>		
2.4 Encourage participation, diversity and growth in sports, events, arts and culture	2.4.6 Implement the Horsham Aquatic Centre Masterplan - Hydrotherapy pool, spa, steam and sauna rooms	Progress report to Council.
2.10 Plan for sustainable and affordable housing needs of our community ♥	2.10.2 Develop a Housing Affordability and Diversity Strategy and complete an amendment to the Planning Scheme	Strategy adopted by Council
<b>Theme 3 – Sustainability: Council will actively lead in sustainable growth and development of the community and the economy</b>		
3.1 Plan for sustainable development which balances economic, environmental and social considerations ♥	3.1.1 Prepare a Commercial & Industrial Land Strategy and include in Council's Planning Scheme	Strategy adopted by Council
	3.1.2 Undertake a review of the Wartook Valley Strategy.	Strategy adopted by Council and Horsham Planning Scheme amended, progress reports to Council.

The below represent the multi-year projects that are scheduled for completion by 31 December 2025 to ensure that the priorities and initiatives in the Council Plan 2021-2025 are achieved.

<b>Theme 1 – Community: Horsham Rural City Council will develop the municipality as diverse, inclusive and vibrant community</b>		
<b>Priorities &amp; Initiatives</b>	<b>Action</b>	<b>Outcome</b>
1.6 Promote and support the municipality's key tourism, events and local and cultural offerings ♥	1.6.5 Prepare a conservation management plan for Horsham Botanic Gardens	Horsham Botanic Gardens Conservation Management Plan endorsed by Council

## 1. PURPOSE

Risks are an everyday occurrence that could potentially impact on Horsham Rural City Council's ability to meet its objectives to stakeholders, residents and the community. This policy and the related Risk Management Framework aim to provide the guidance and documentation to enable all staff to adopt this approach.

Council is an organisation where the risks are many and diverse, and recognises that while many risks cannot be eliminated, they can be identified, controlled and managed to an acceptable level, or shared to a third party. In meeting its objectives, Council recognises that risk management is an integral part of good management practice and, through an enterprise-wide risk management (ERM) approach, is committed to establishing an organisational culture that ensures effective risk management is embedded in all activities and business processes. ERM will promote a systematic, structured and comprehensive approach using both consistent methodology and terminology in relation to risk management, enabling Council to identify, prioritise and manage critical risks in accordance with Council's risk appetite.

## 2. INTRODUCTION

Risk Management is not a standalone function that is separate from the day-to-day activities and processes of Council. It is an integral part of all Council processes, including strategic and operational planning, governance, project, performance and change management processes across Council.

Council is actively committed to the prevention and control of risks throughout the municipality in order to maintain and enhance quality of living for its employees, residents and visitors. Ensuring risk management activities are systematic, timely and structured, and based on the best information available.

Council also ensures that risk is communicated, consulted and relevant to Council's current operating environment. Council behaves in a transparent and inclusive manner and its management of risk is dynamic and responsive to change.

## 3. SCOPE

This policy applies to all activities of Council, its employees, contractors and external stakeholders. This policy is to be read in conjunction with Council's Risk Management Framework and Risk Appetite Statement.

In support of this policy Council will maintain a risk management framework that provides a consistent and systematic approach to risk management.

## 4. PRINCIPLES

Council's policy is to identify and manage risk in accordance with industry standards and continually improving practices.

Council is committed to the identification, measurement, monitoring and mitigation of risks wherever they present a threat or an opportunity to Council's objectives. The goal is not necessarily to eliminate risk, rather to manage risks to maximise opportunities and minimise negative outcomes.

Council's approach to risk management is underpinned by the following principles:

- 4.1 Council will create and maintain a risk management environment that enables Council to deliver high quality services and meet performance objectives.
- 4.2 Risk management is the responsibility of all employees.
- 4.3 Risk Management is an essential element of the corporate governance of Council including strategic, financial and operational planning and should be applied on a consistent and systematic basis in all business units, departments and with management of all projects.

- 4.4 Council will ensure that employees and managers have the necessary risk management training, skills and assistance to undertake effective risk management on a consistent basis across the organisation.
- 4.5 Risk management undertaken at Council will be in accordance with the International Standard, AS/NZ ISO 31000:2018: Risk Management Principles and Guidelines.
- 4.6 Risk management will be embedded in Council's business processes wherever possible and practicable.
- 4.7 Council will facilitate continual improvement in Council's risk management maturity to ensure successful execution of strategic and operational objectives.
- 4.8 Council will integrate risk management with existing planning and operational processes in line with Council's business planning and reporting framework.
- 4.9 Monitoring of risk management practices of the organisation will be undertaken to ensure continued effectiveness, consistency and efficiency.
- 4.10 Council will review, evaluate and amend controls to mitigate risks and build organisational capacity to leverage newly identified opportunities.
- 4.11 Council's approach to risk management will be guided by an appropriate risk management framework.

## 5. COMMUNICATION

This policy will be communicated to Council's employees through the Risk Management Committee, Council's intranet and information in the staff newsletter.

## 6. RESPONSIBILITY

**Policy Owner:** Director Corporate Services

This Policy will be reviewed every 3 years or earlier as required by changed circumstances including changes to legislation and plans, strategies or policies of HRCC.

This procedure is also included in a suite of policies, procedures and frameworks that is incorporated into the Audit and Risk Committee review.

## 7. DEFINITIONS

Definition	Meaning
AS/NZS ISO 31000:2018	International Standard for Risk Management Principles and Guidelines which describes the essential principles, processes and guidelines of risk management.
Risk	The effect of uncertainty on objectives
Risk Management	The culture, processes and structures that are directed towards realising potential opportunities whilst managing adverse effects (AS/NZS ISO31000:2018)
Risk Management Framework	Set of components that provide the foundations and organisational arrangements for designing, implementing, monitoring, reviewing and continually improving risks management throughout the organisation.
Risk Management Policy	Statement of the overall intentions and direction of the organisation related to risk management.

## 8. SUPPORTING DOCUMENTS

Document	Location
HRCC Risk Management Framework	Intranet
Occupational Health & Safety Act 2004	Internet
Local Government Act 2020	Internet
Victorian Managed Insurance Authority Act 1996	Internet
Public Administration Act 2004	Internet
AS/NZS ISO 31000:2018 – Risk Management - Principles and Guidelines	Internet

## 9. DOCUMENT CONTROL

Version Number	Approval Date	Approval By	Amendment	Review Date
01	7 February 2005	Council		
02	8 July 2013	EMG	Reviewed in accordance with new AS/NZS ISO 31000:2009 Standards and Framework	
03	14 March 2017	EMG	Scheduled Review	14 March 2021
04	1 June 2021	Risk Management Committee	Scheduled Review	1 June 2024
4.1	March 2023	n/a	New logo	1 June 2024
05	April 2024	Council	Updates in accordance with Risk Management audit recommendations. Endorsed by Audit & Risk Committee 21 Mar 2024	April 2027

*It is recognised that from time-to-time circumstances may change leading to the need for minor administrative changes to Council and Administrative Policies. Where an update does not materially alter a Policy, such a change may be made administratively, without the need for formal adoption by EMT or Council. Examples include a change to the name of a Council Department/Position Title, a change to the name of a Federal or State Government Department, and a minor update to legislation which does not have a material impact. However, all changes will be noted in the document control section and version number updated.*

DRAFT

# RISK MANAGEMENT FRAMEWORK

This Framework aims to establish a consistent and structured approach to risk management at Horsham Rural City Council.



## Document Control

This document is to be reviewed by the Risk Management Committee every 3 years from date of adoption by Council, with each review to be endorsed by the Audit and Risk Committee.

This review may take place earlier as required by changed circumstances including changes to legislation and plans, strategies or policies of HRCC.<sup>1</sup>

<b>Owner</b>	Director Corporate Services
<b>Reviewed by</b>	Risk Management Committee
<b>Endorsed by</b>	Audit and Risk Committee
<b>Adopted by</b>	Council
<b>Date Created</b>	1 June 2021
<b>Last Updated</b>	March 2024
<b>Version</b>	3
<b>Related resources, documents, policies, or procedures</b>	Risk Management Policy Risk Appetite Statement Fraud and Corruption Control Policy Fraud and Corruption Control Framework AS ISO 31000:2018 Risk management — Guidelines

*Council is aware that ISO 31000:2018 was reviewed and confirmed in 2023. The Framework will be updated as and when any revisions are made to the Standard.*

This framework will be available on the Horsham Rural City Council Staff Intranet and Councillor Portal.

To ensure the successful implementation of risk management throughout the organisation, it is planned that appropriate training in risk management will be provided to all Councillors and staff. Training should encompass the risk management process, application of risk management tools, assistance with identification and analysis of Council's risk exposures, risk profiling and reporting. Further training details can be found in section 6.1 of this framework.

<sup>1</sup> It is recognised that from time-to-time circumstances may change leading to the need for minor administrative changes to this framework. Where an update does not materially alter the framework, such a change may be made administratively, without the need for formal adoption by Council. Examples include a change to the name of a Council Department/Position Title, a change to the name of a Federal or State Government Department, and a minor update to legislation which does not have a material impact. However, all changes will be noted in the document control section and version number updated.

## CONTENTS

<b>1. PURPOSE</b> .....	3
<b>2. INTRODUCTION</b> .....	3
<b>3. SCOPE</b> .....	3
<b>4. FRAMEWORK</b> .....	4
4.1 ISO31000:2018 RISK MANAGEMENT GUIDELINES .....	4
4.2 PRINCIPLES .....	5
4.3 RISK MANAGEMENT COMMITMENT .....	6
4.4 INTEGRATION .....	6
4.4.1 CONSULTATION AND COMMUNICATION .....	6
4.4.2 INTERNAL CONTROLS .....	7
4.4.3 RISK APPETITE .....	7
4.5 TYPES OF RISK .....	8
<b>5. PROCESS</b> .....	9
5.1 RISK ASSESSMENT PROCESS .....	9
5.1.1 RISK IDENTIFICATION .....	9
5.1.2 RISK ANALYSIS .....	10
5.1.3 RISK EVALUATION .....	10
5.2 RISK TREATMENT .....	11
5.2.1 RISK TREATMENT OPTIONS .....	11
5.2.2 TREATMENT PLANS .....	11
5.3 MONITORING AND REVIEW .....	11
5.3.1 RECORDING AND REPORTING .....	12
5.3.2 REPORTING RISK REGISTERS .....	13
<b>6. ROLES AND RESPONSIBILITY</b> .....	15
6.1 TRAINING .....	17
<b>7. KEY PERFORMANCE INDICATORS (KPI'S)</b> .....	18
<b>8. RISK MANAGEMENT LINKAGES</b> .....	19
8.1 Fraud and Corruption Control .....	19
8.2 Business Continuity .....	19
8.3 Emergency Management .....	19
8.4 Compliance .....	19
<b>APPENDIX A: Risk Matrix</b> .....	20
<b>APPENDIX B: Risk level &amp; Descriptions</b> .....	21
<b>APPENDIX C Likelihood of Occuurence</b> .....	22
<b>APPENDIX D: Consequence Impact Ratings</b> .....	23

## 1. PURPOSE

The purpose of this framework is to provide details of the requirement and processes supporting Council's Risk Management Policy. The framework documents:

- The principles of Horsham Rural City Council's risk management system, commitment to risk management and how that operates internally.
- The reporting structures that provide Council with the appropriate oversight of risk management within the organisation.
- The roles and responsibilities of risk management within Council.
- The risk management process.

This framework also provides the foundation and organisational tools for designing, implementing, monitoring, reviewing and continually improving risk management throughout the organisation.

## 2. INTRODUCTION

Risk is an inherent part of service delivery. While it is impossible to operate in an environment devoid of risk, risks can be managed. Risk is something that needs to be considered and addressed by everyone.

The Council is committed to an integrated approach to risk management in performing its role in accordance with section 9 of the Local Government Act 2020. Risk management practices are embedded across Council to inform its decision making and delivery in the key functions of:

- Community Vision
- Council Plan
- Service Delivery
- Project management and delivery
- Financial management and budgeting
- Policy development
- Change management processes

Managing risk is based on the principles, framework and process outlined in this document, which are aligned with the AS ISO 31000:2018 Risk Management – Guidelines Standard.

## 3. SCOPE

The framework applies to all risk faced by Council in achieving its objectives during normal operations. They are categorised as strategic, operational and project risks.

Strategic risk	Associated with high level goals that align to Councils strategic objectives of the Council Plan.
Operational risk	Associated with departmental function and daily operations in the delivery of services and programs.
Project risks	Associated with project management influencing project outcomes.

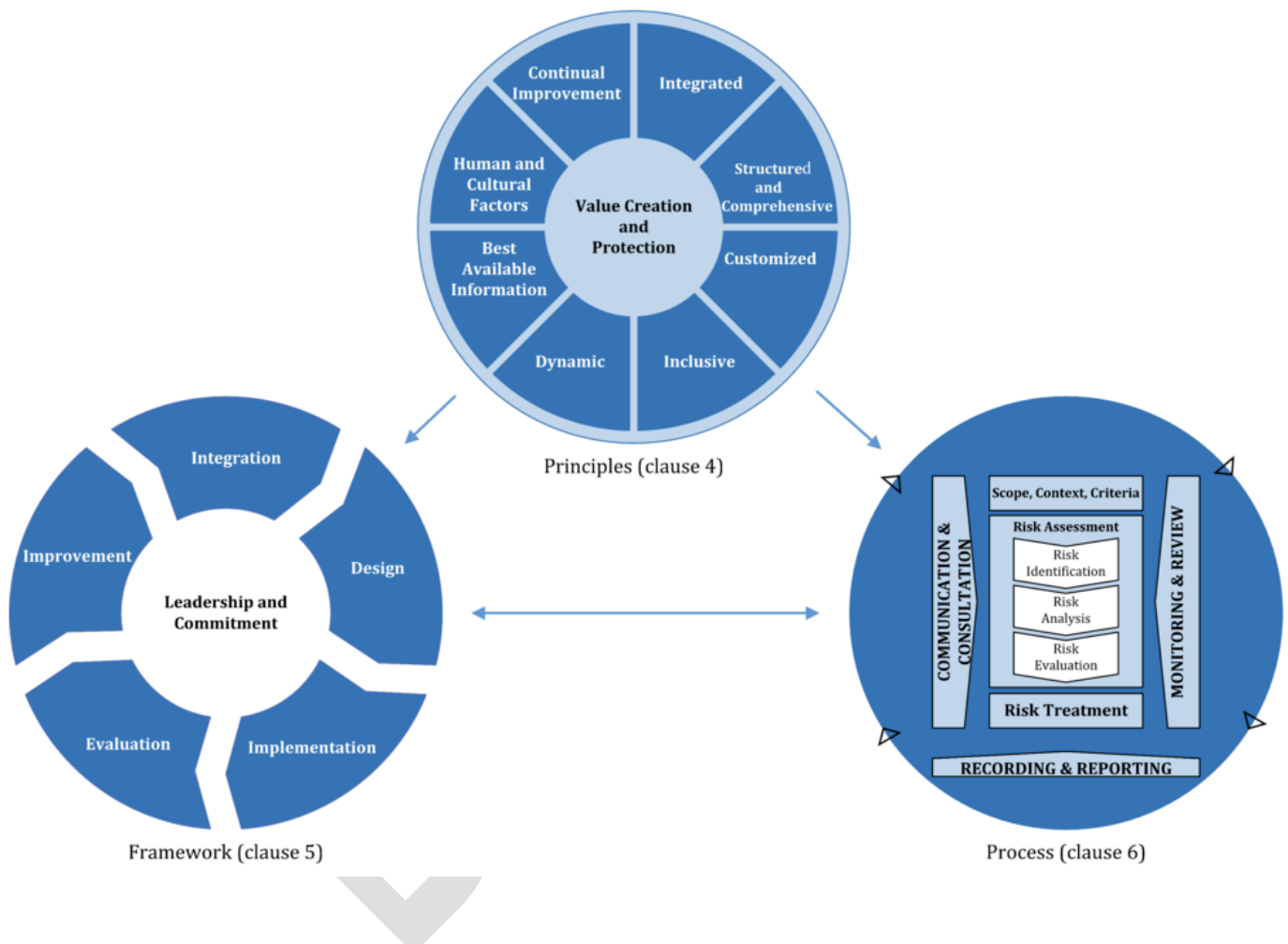
## 4. FRAMEWORK

### 4.1 ISO31000:2018 RISK MANAGEMENT GUIDELINES

Council's Risk Management Policy and Risk Management Framework are the underpinning documents that shape Council's commitment to risk management. The policy and framework are aligned to the ISO 31000:2018 principles, framework and processes<sup>2</sup> as shown in the figure below for achieving best practice in risk management.

The Standards are considered best practice documents and used widely to provide a consistent guide on a particular topic.

Figure 1 — Principles, framework and process



<sup>2</sup> Figure 1 ISO 31000:2018 Risk Management - Guidelines

## 4.2 PRINCIPLES

One of Council's organisational Goals within the Council Plan is Governance and Business Excellence, which includes a key direction to "manage risk to the organisation".

Council believes that some residual risk may be acceptable, having first sought to identify and treat it and given consideration to the objectives and priorities in the Council Plan and other organisational strategies. Actions are only to be undertaken having either first eliminated any risks, or with an appropriate level of residual risk following proper consideration and based on the best available information.

Council has mandated and is committed to risk management and in doing so agrees that risk management is an integral part of all organisational processes and that it will be embedded into the policy development, operational and project planning, business and strategic planning and review and change management processes.

<b>ISO 3100:2018 Principles</b>	<b>Council Approach</b>
<b>Value creation and protection</b>	By enhancing performance, inspiring innovation, we aim to create and protect the value of achievements and their objectives in delivering Council's strategic, operational and project intentions.
<b>Integrated</b>	Risk management is an integral part of all Council activities and is representative of its key functions
<b>Structured and comprehensive</b>	The Framework and Risk Management Policy define a coordinated and consistent approach to risk management
<b>Customised</b>	This framework and supporting policy are customised to Council's operating environment
<b>Inclusive</b>	Council's risk management practices are transparent, inclusive, and input is received from various and diverse sources such as Council staff, Councillors, Audit and Risk Committee, Internal and External Auditors.
<b>Dynamic</b>	Council's formal monitoring and review processes enable Council staff to respond to changes in Council's internal and external context, as required. The Risk Management Policy and Framework along with other documents and systems are consistently reviewed to ensure they are adequate and current
<b>Best available information</b>	By consistently reviewing the Framework and Council's operation and operating environment, Council ensures that its approach to risk management continues to be based on the best available information.
<b>Human and cultural factors</b>	Roles, functions, and responsibilities have been allocated accordingly to account for and mitigate the uncertainty associated with human behaviour and culture within and external to the organisation. Council and the Executive Management Team drive a positive risk management culture.
<b>Continual improvement</b>	The lines of oversight and reporting ensure that Council's methodology to risk management is informed by learning and experience in its operation and administration.

### 4.3 RISK MANAGEMENT COMMITMENT

Council's commitment to risk management is underpinned by roles and responsibilities, internal controls and reporting schedule outlined in this framework and Council's Risk Management Policy.

Council will embed its risk management practices to inform its decision making and delivery in the key functions of:

- Community Vision
- Council Plan
- Annual Action Plan
- Service delivery
- Project delivery
- Financial management
- Policy development

### 4.4 INTEGRATION

The meeting and reporting structure for risk management ensures that information emanates from ground roots of Council all the way to Councillors.

This approach allows for an integrated model for risk management, Council has the highest level of responsibility through the layers of the organisation to individual teams who operate in a risk focused environment.

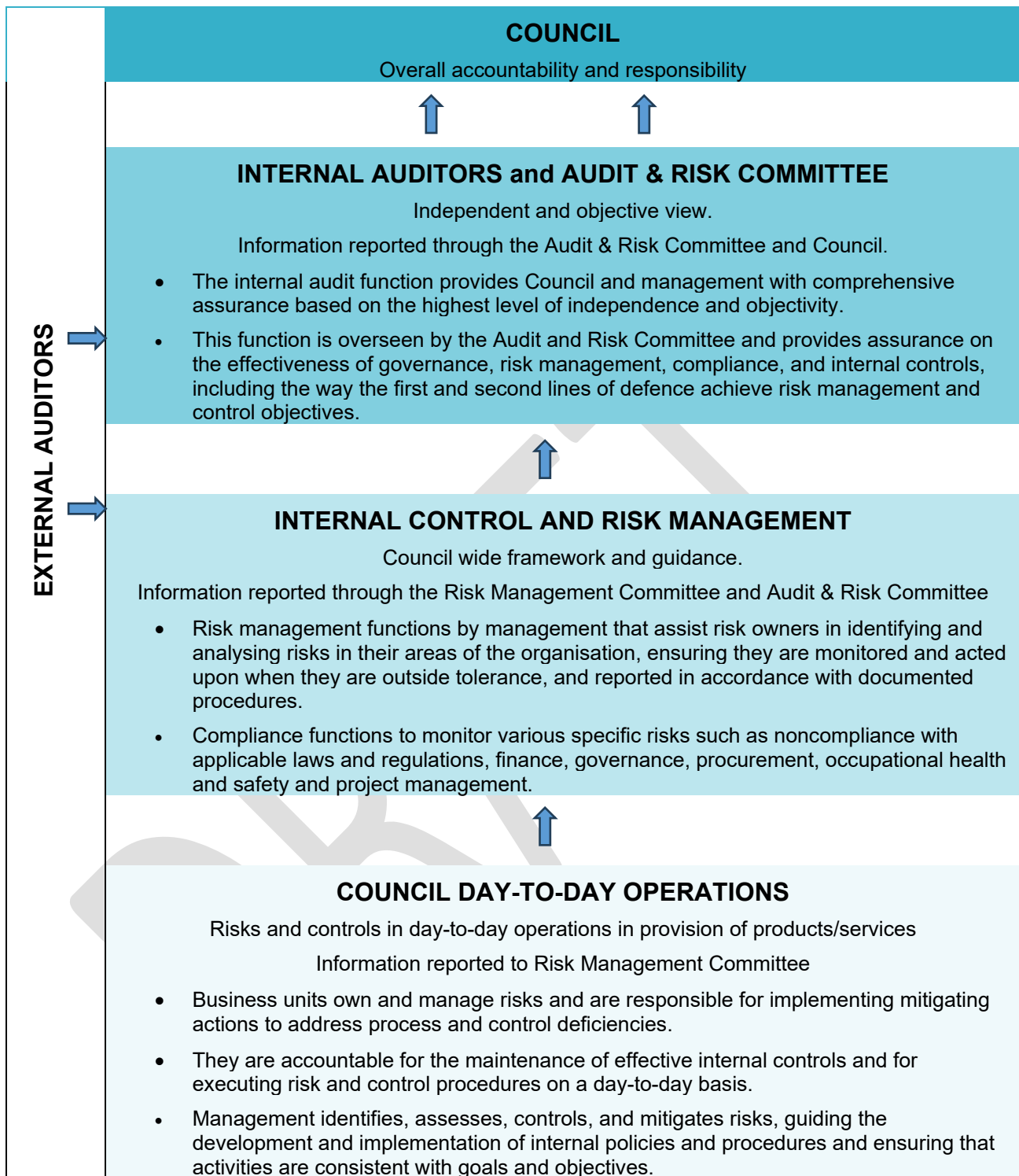


#### 4.4.1 CONSULTATION AND COMMUNICATION

Council will establish an approach to consultation and communication that supports the framework and assists the operational application and integration of risk management. This is achieved through:

- Sharing information with targeted stakeholders.
- Stakeholder engagement providing feedback that will contribute to and shape decisions.
- Learning and development modules targeted at specific risk areas.
- Dedicated Risk Management intranet page to support staff.

## 4.4.2 INTERNAL CONTROLS



## 4.4.3 RISK APPETITE

Risk appetite is the overall amount of risk Council is prepared to accept or pursue at any point in time. Council's risk appetite drives its risk management strategy and processes.

A Risk Appetite Statement has been developed as a standalone document and includes the risk groupings, risk appetite levels and Council's indicative criteria for evaluating risk.

Council's risk appetite is reviewed by the Risk Management Committee and Audit and Risk Committee annually and by Council every four years.

#### 4.5 TYPES OF RISK

This framework identifies Strategic Risk, Operational Risk and Project Risk as the three key groups of risks. The risk management approach for each risk group is identified in this framework.

<b>Strategic Risks</b>	<ul style="list-style-type: none"> <li>• Can have a long-term impact or be ongoing</li> <li>• Risks that can cause a shift in Council's strategic objectives</li> <li>• Impacted mostly by external events</li> </ul>
<b>Operational Risks</b>	<ul style="list-style-type: none"> <li>• Can have short-term or long-term impact or be ongoing</li> <li>• Relate to the delivery of services and programs</li> <li>• Impacted by external and internal events</li> </ul>
<b>Project Risks</b>	<ul style="list-style-type: none"> <li>• Impacts the project and the life of the risk is limited to project delivery</li> <li>• Relate to the delivery of specific projects, and are the risk of an uncertain event or condition influencing project outcomes</li> <li>• Impacted by external and internal events</li> </ul>



## 5. PROCESS

The Risk Management Framework is supported by risk management software which conforms to the international standard for Risk Management AS/NZ ISO 31000:2018.

### 5.1 RISK ASSESSMENT PROCESS

An organisation-wide approach to risk management is an integral part of good management practice. Risk management is a continual process and should involve proactive risk identification, assessment, and actioning, with input from all members of staff.



#### 5.1.1 RISK IDENTIFICATION

The purpose of risk identification is to recognise, find and describe risks that may prevent Council or a business unit achieving its objectives.

Risks reflect what we are trying to stop from occurring and not the causes that could lead to it occurring or the consequences if it does occur.

The following categories of risk can be used as a trigger for identifying risk.

Risk categories	Identifying risks through
<ul style="list-style-type: none"> <li>• Business/service disruption</li> <li>• Data protection/technology</li> <li>• People               <ul style="list-style-type: none"> <li>○ Injury to staff/public</li> </ul> </li> <li>• Reputational</li> <li>• Financial</li> <li>• Legal/regulatory/compliance</li> <li>• Asset protection/management</li> <li>• Contract management</li> <li>• Environmental</li> </ul>	SWOT analysis or other structured techniques
	Stakeholder collaboration <ul style="list-style-type: none"> <li>○ What events could prevent achievement of objectives and how impactful they are.</li> <li>○ Vulnerabilities in systems and processes.</li> <li>○ Changes in the external and internal context that may be creating emerging risks.</li> </ul>
	Analysis of risk register <ul style="list-style-type: none"> <li>○ What happened?</li> <li>○ Why did it happen?</li> <li>○ Could it have been prevented?</li> <li>○ Was it dealt with in an appropriate manner?</li> <li>○ Is there anything we can do to prevent the incident occurring again?</li> </ul>
	External factors introducing new risks e.g., legislative change.
	Are existing risks still relevant or satisfactorily controlled?

Risks identified can be reported through a range of methods including:

METHOD	DETAILS
Communication and awareness	Staff to Managers, Business Partner, Risk and HR, OHS and Risk Management Committees,
	Community members to Council of a potential or actual risk which may result in an incident report
Meetings	OHS Committee
	Risk Management Committee
	Audit and Risk Committee
	Executive Management Team
	Leadership Team
	Business Unit Meetings
	All staff meetings
Audits	External Auditors
	Internal Audit Program (identified on an annual basis with scope to change priorities if needed and within budget)
Registers	Strategic Risks
	Operational Risks

### 5.1.2 RISK ANALYSIS

The purpose of risk analysis is to comprehend the nature of a risk and its characteristic including the level of risk (risk rating). Risk analysis involves detailed consideration of uncertainties, risk resources, possible consequences, likelihood of risks occurring, events, scenarios, controls and their effectiveness.

Risk analysis will consider factors such as:

- **Identify the likelihood** of the risk occurring.
- **Identify the potential consequence or impact** that would result if the risk was to occur.
- **Identify controls** currently in place to manage the risk, by either reducing the consequence or likelihood of the risk.
- **Assess** the effectiveness of current control/s.

Risk analysis provides input to risk evaluation, whether risks need to be treated and how, the most appropriate risk treatment strategy and methods.

Risk assessment matrix (Appendix A) is used in risk analysis and includes likelihood and consequence criteria (Appendix C & D) for consideration which when analysis outcomes are put together using the risk rating matrix provide an inherent risk rating of minimal, low, medium, high, or extreme (Appendix B).

### 5.1.3 RISK EVALUATION

The purpose of the risk evaluation is to support decisions. Risk analysis results are compared against Council's risk appetite statement to determine where additional action may be required.

All risks with a 'high' or 'extreme' risk rating should be reported to the Business Partner, Risk and HR, relevant Director, and CEO for discussion at the Risk Management Committee meeting to determine the risk treatment.

## 5.2 RISK TREATMENT

The purpose of risk treatments is to minimise the risk. Treatment actions are required where any current controls are not managing the risk within Council's defined tolerance levels.

### 5.2.1 RISK TREATMENT OPTIONS

Treatment options may include:

<b>Risk Treatment</b>	<b>Application of the risk treatment</b>
Retain the risk	Risk falls within Council's risk appetite
Take the risk	Pursue an opportunity that falls within Council's risk appetite
Avoid the risk	Activity that gives rise to the risk is not commenced or continued
Share the risk	Transfer all or part of the risk
Remove the risk	Remove whatever is creating the risk for Council.
Actions to reduce cause and impact of the risk	Test policies and procedure to ensure they are sound
	Train staff (staff induction, refresher training)
	Regularly review instruments of delegation and authorisations
	Internal Audit Program
	Implement Business Continuity Plan
	Implement IT Disaster Recovery Plan

### 5.2.2 TREATMENT PLANS

The purpose of treatment plans is to provide documentation of actions and controls in place to minimise the impact of the identified risk. The plan will also contain information of who is responsible for implementing the actions and controls, time frames of monitoring and review of risks and where required any consequences to budgetary requirements.

The detailed treatment plan will ensure a clear and unified strategy when dealing with identified risks.

## 5.3 MONITORING AND REVIEW

Monitoring and review of the risk registers ensures that risk assessments and risk treatments are current and supports continuous improvement activities.

Risk management reporting cycles:

- Council will monitor strategic risks every six months.
- The Audit and Risk Committee will monitor strategic and operational risks every quarter, with strategic risks provided in quarter 1 and 3 and operational risks provided in quarter 2 and 4.
- The Risk Management Committee will monitor strategic risks.
- Business unit managers will monitor organisational risks.
- The Occupational Health and Safety Committee will monitor safety risks, which includes assessment of near misses, hazards, and safety incidents.
- The Executive Management Team, Project Managers and Officers will monitor project risks throughout the life of a project.
- All risk owners will monitor their specific risks and escalate them through the appropriate channels when they are outside of risk appetite.

Risks should be monitored between reporting cycles and must be escalated where a risk rating is increased through the review.

---

### 5.3.1 RECORDING AND REPORTING

The risk management process and its outcomes are recorded in strategic, operational and project risk registers at the appropriate level proportional to the level of risk for a project or activity.

The purpose of recording and reporting risks is to:

- Provide an organisational wide risk profile to the Executive Management Team, Audit and Risk Committee and Council.
- Determine if the risk profile is within Council's risk appetite.
- Provide good information to inform the decision-making process.
- Drive best practice in risk management which will improve risk management outcomes.

This framework ensures that reporting is provided to Council through the committee structure referred to in Section 4.4. Section 5.3.2 outlines the reporting cycle for risk management.

DRAFT

### 5.3.2 REPORTING RISK REGISTERS

Council's Strategic and Operational Risk Registers underpin the risk management framework and are essentially a wide-ranging record of risks. They provide clear information on the current risk profile by documenting risks, current controls and future management strategies. They also allow Council to monitor and review the timeliness and effectiveness of controls with the aim of reducing risks as far as reasonably practicable.

<b>Strategic Risk Register</b>			
<b>Report to</b>	<b>Review frequency</b>	<b>Reported by</b>	<b>Authorising and reporting mechanism</b>
<b>Council</b>	Bi-annual, as per Local Government Act 2020 and Local Government Performance Reporting Framework	Audit and Risk Committee (through the Director Corporate Services)	<i>For approval:</i> Detailed report of "strategic risks to Council's operations, their likelihood and consequences of occurring and risk minimisation strategies"
	As required if Council's strategic direction changes	Audit and Risk Committee (through the Director Corporate Services)	<i>For approval:</i> Detailed report around change in strategic direction and the impact on the current Strategic Risk Register
<b>Audit &amp; Risk Committee</b>	Biannual, as per Local Government Act 2020 and Local Government Performance Reporting Framework, in the quarters that Operational Risk is not provided to the committee	Risk Management Committee (through the) Director Corporate Services	<i>For endorsing:</i> Detailed report of "strategic risks to Council's operations, their likelihood and consequences of occurring and risk minimisation strategies"
	As required if Council's strategic direction changes	Risk Management Committee (through the) Director Corporate Services	<i>For endorsing:</i> Detailed report around change in strategic direction and the impact on the current Strategic Risk Register
<b>Operational Risk Register</b>			
<b>Report to</b>	<b>Review frequency</b>	<b>Reported by</b>	<b>Authorising and reporting mechanism</b>
<b>Council</b>	Biannual as per LGA 2020	Audit and Risk Committee (through the Director Corporate Services)	<i>For approval</i> Audit & Risk Committee Biannual Report of Activities of the Committee
	As required if internal/external context significantly or if Council changes services/programs	Audit and Risk Committee (through the Director Corporate Services)	<i>For approval</i> Detailed report around change in context/services/programs and the impact on the current Operational Risk Register
<b>Audit &amp; Risk Committee</b>	Biannual (in the quarters that Strategic Risk is not provided to the Committee)	Risk Management Committee (through the) Director Corporate Services	<i>For endorsing:</i> <ul style="list-style-type: none"> <li>• Overall risk profile</li> </ul>

			<ul style="list-style-type: none"> <li>• Detail of very high and high risks and any risk treatment plans in place</li> <li>• New and emerging risks</li> <li>• Detailed report of operational risks</li> <li>• Summary of Risk Management Committee Meeting</li> </ul>
	As required if internal/external context significantly or if Council changes services/programs	Risk Management Committee (through the) Director Corporate Services	<p><i>For endorsing:</i></p> <p>Detailed report around change in context or services or programs and the impact on the current Operational Risk Register</p>
<b>Risk Management Committee</b>	Quarterly Report	Business Partner, Risk & HR	<p><i>For monitoring:</i></p> <ul style="list-style-type: none"> <li>• New and emerging risks</li> <li>• Detail of very high and high risks and any risk treatment plans in place</li> <li>• Risk profile and changes to the profile from the previous quarter</li> <li>• Sample assessment of risks across directorates</li> <li>• Summary of OH&amp;S Committee Meeting</li> </ul>
<b>OHS Committee</b>	Quarterly Report	OH&S Officer/Business Partner, Risk & HR	<p><i>For monitoring and action:</i></p> <ul style="list-style-type: none"> <li>• Details of hazards, near misses, and incidents</li> <li>• Details of risk mitigation activities</li> </ul>
<b>Project Risk Register</b>			
<b>Report to</b>	<b>Review frequency</b>	<b>Reported by</b>	<b>Authorising and reporting mechanism</b>
EMT	Following completion of each project phase	Project Managers	<p><i>For monitoring:</i></p> <p>Detailed report about key projects and their risk status: financial, time, stakeholder, etc.</p>

## 6. ROLES AND RESPONSIBILITY

<b>Council</b>	Council has the ultimate responsibility for risk management. Council delegates via the Act oversight responsibility for risk management to the Audit & Risk Committee. The reporting structure ensures that Council is provided with regular reports on risk management via Quarterly ARC Reports including meeting minutes, biannual report on Committee activities and any audit reports presented.
<b>Audit and Risk Committee</b>	<p>This is an independent advisory committee to Council. One of the committee's responsibilities is risk management. The Committee provides oversight and guidance on the following matters:</p> <ul style="list-style-type: none"> <li>• Ensure the framework is in operation and provides a consistent approach to risk management.</li> <li>• Review annual financial statements, adequacy of internal controls, accounting, and reporting.</li> <li>• Review audit and management reports.</li> <li>• Liaise with internal and external auditors and monitor that effective risk and opportunity management controls are implemented.</li> </ul>
<b>Internal Auditor</b>	<ul style="list-style-type: none"> <li>• Operates independently from Council in considering strategic and operational risks in the development and implementation of the Internal Audit Plan and recommend improvements</li> <li>• Risk controls and treatment plans are considered as part of each internal audit review</li> </ul>
<b>Risk Management Committee</b>	<ul style="list-style-type: none"> <li>• Comprising the CEO and three Directors; are advocates of best practice risk management for Council.</li> <li>• Lead the risk management function.</li> <li>• Monitor and ensure the accuracy of the strategic risk register</li> <li>• Monitor strategies for reducing risk in identified areas</li> <li>• Monitor business continuity planning across Council</li> <li>• Monitor Council's compliance with recommendations made by Council's internal and external auditors</li> <li>• Assist in the determination of issues referred to the Committee for consideration</li> <li>• Ensure that Risk Owners and managers establish a risk aware culture which reflects the intent of Council's RMF and Risk Management Policy and that staff are adequately trained in risk management</li> </ul>
<b>OHS Committee</b>	<ul style="list-style-type: none"> <li>• Provides OHS minutes and reports to the Risk Management Committee on a quarterly basis</li> <li>• Identifies, monitors and reports on OHS risks</li> </ul>
<b>CEO</b>	<ul style="list-style-type: none"> <li>• Ensures a consistent approach to risk management with an operational framework</li> <li>• Promotes a strong risk management culture by raising awareness and providing solid and evident support for risk management.</li> <li>• Ensures management have the necessary knowledge and skills to effectively fulfil their risk management responsibilities and are accountable for risks arising from the activities of their departments.</li> </ul>
<b>Director Corporate Services</b>	<ul style="list-style-type: none"> <li>• Ensure relevant risk information is reported and escalated to EMT/CEO and/or Audit and Risk Committee.</li> </ul>

	<ul style="list-style-type: none"> <li>• The overarching coordination of risk management for Council lies with the Director Corporate Services, who has a key role in developing and reviewing risk management documentation, facilitating the Audit and Risk Committee</li> </ul>
<b>Directors</b>	<ul style="list-style-type: none"> <li>• Accountable for ownership and management of risks in their respective directorates</li> <li>• Role model the tone, culture, and expectations for risk management activities</li> <li>• Manage and monitor strategic risks</li> <li>• Ensure risks are considered and integrated into corporate and business planning processes</li> </ul>
<b>Managers</b>	<ul style="list-style-type: none"> <li>• As well as having risk management responsibilities, managers have the added responsibility of ensuring that their staff are aware of their risk management responsibilities, that they act in a safe and responsible manner, and are reporting new and emerging risks in their area of the organisation.</li> <li>• Accountable for implementing the risk management practices in their area of responsibility. This includes ensuring that risks are identified, managed, reviewed and updated regularly.</li> </ul>
<b>Business Partner, Risk and HR</b>	<ul style="list-style-type: none"> <li>• Support the activities and provide reports and analysis to the Risk Management Committee and Audit and Risk Committee on the adequacy and effectiveness of the Framework and other risk management systems and controls as required.</li> <li>• Provide guidance and assistance to staff in relation to the application of this framework and reporting within the Risk Register.</li> <li>• Monitoring the effectiveness of Council's risk management software.</li> <li>• Ensure risk management training is undertaken</li> </ul>
<b>OHS Officer</b>	<ul style="list-style-type: none"> <li>• The OHS Officer has responsibility for providing guidance on workplace safety issues including working with employees to ensure that safety hazards, near misses and incidents are managed.</li> </ul>
<b>Employees</b>	<ul style="list-style-type: none"> <li>• Understand the risk management processes which are integrated into all Council activities.</li> <li>• Ensure that risk management practices are applied in their day-to-day activities.</li> <li>• Maintain an awareness of current and potential risk that relate to their area of responsibility.</li> <li>• Ensure compliance with Council's Risk Management Policy and Framework.</li> <li>• Timely escalation of risk matters.</li> </ul>
<b>Volunteers</b>	<p>Council engages volunteers for the delivery of a range of services to the community. Training and ongoing support is provided to all volunteers after successful registration.</p> <ul style="list-style-type: none"> <li>• Understand associated risks and processes that apply to their area of volunteer work</li> <li>• Volunteer induction &amp; training must be completed prior to commencing volunteer work</li> <li>• Participate in ongoing refresher training</li> </ul>
<b>Contractors</b>	<ul style="list-style-type: none"> <li>• Contractual and legal obligations are met in accordance with Council's risk management framework and policy and OHS Policy</li> </ul>



	<ul style="list-style-type: none"><li>• Required Risk Management documentation is completed and provided to Councils nominated contract/project manager</li><li>• Ensure identified risks are adequately assessed and reported to Council's nominated contract/project manager</li></ul>
--	--

## 6.1 TRAINING

Council's Business Partner, Risk and HR will coordinate with People, Culture and Performance and all Business Units to work towards ensuring:

- Risk Management training will be provided to all Councillors and staff upon induction and biennial refresher training.
- Key staff receive regular Risk Management awareness and Fraud and Corruption awareness update training. At a minimum annually.
- Any updates and changes to the Risk Management Policy, Framework, Fraud and Corruption related policies, procedures; Codes of Conduct, ethics etc. are circulated to all Councillors and employees via the Intranet or email where deemed necessary, announcements via Yammer and staff meetings.

Questions on the Risk Management Framework and Policy or risk management in general should be directed to Business Partner, Risk and HR.

## 7. KEY PERFORMANCE INDICATORS (KPI'S)

Key Performance Indicators have been developed for the risk management framework and measures against these are used to focus on necessary improvement and/or to recognise good performance and progress.

<b>Key Performance Indicator</b>	<b>Target (2024-2027)</b>	<b>Due/Measure</b>
Strategic risk register	Biannual review presented to ARC	Report to ARC Quarters 1 & 3
Operational risk register	Biannual review presented to ARC	Report to Quarters 2 & 4
Develop and deliver training program for Councillors at induction	Risk management training for all Councillors provided as part of the Councillor induction process following Council Election	Following each Council Election
Deliver refresher training program for Councillors	Refresher Risk Management training is provided to all Councillors within the four- year term	Training register completions report
Develop and deliver training program for all staff at induction	Risk management training provided for all new starters is	Training register completions report
Fraud and Corruption awareness update training.	All staff to receive training	Training register completions report
Risk Appetite Statement reviewed	Review completed each Council term and presented to ARC	Agenda item for ARC
Fraud and Corruption Control Policy and Framework	Review completed within established timeframe as per document control section of Fraud and Corruption Control Policy	As per policy
Review of risks are implemented within established timelines	80% of risk reviews are implemented within established timeframes	Risk review reporting
Audit Action Recommendations	80% of recommendations are addressed within established timeframe	Quarterly reporting to ARC
Financial Delegations Training	As per Financial Delegations Policy	Training register completions report

## 8. RISK MANAGEMENT LINKAGES

### 8.1 FRAUD AND CORRUPTION CONTROL

Fraud and Corruption Control is a specific organisational wide risk and requires its own Fraud and Corruption Control Policy and Framework both which are overseen by the Council and Audit and Risk Committee.

These documents are located on Council's website and staff Intranet.

### 8.2 BUSINESS CONTINUITY

The Horsham Rural City Council Business Continuity Management System will detail Council's procedural requirements to ensure compliance with this Policy and best practice BCM principles. It is based on AS ISO 22301:2020 – Security and resilience – Business continuity management systems – Requirements.

The objective of the standard is 'to specify requirements to implement, maintain and improve a management system to protect against, reduce the likelihood of the occurrence of, prepare for, respond to and recover from disruptions when they arise'.

### 8.3 EMERGENCY MANAGEMENT

Emergency management contributes to community safety through the reduction of the impact of emergency related events that can cause death, injury, loss of property and community disruption.

Horsham Rural City Council, together with Hindmarsh, West Wimmera and Yarriambiack Shire Councils have signed a resource sharing partnership agreement to provide their communities with safer response and co-ordinated relief and recovery to all emergencies.

Details of relevant process are found in the Municipal Emergency Management Plan (MEMP) located on Council's website under Emergency Management resources.

### 8.4 COMPLIANCE

As a Council that provides a broad range of services to the community, there is a substantial volume of legislative and regulatory obligations which are required to be complied with, in addition to internal compliance requirements. Having the appropriate policies, processes and systems in place is fundamental for ensuring that council can prioritise and manage compliance obligations in a systematic, planned, and timely manner.

## APPENDIX A: RISK MATRIX

The following risk matrix is used to determine the risk rating of a risk.

	Consequence / Likelihood	Minimal	Minor	Moderate	Major	Severe
Expected to occur in most circumstances Guide: Is expected to occur multiple times within a year or incident is clearly imminent	Almost Certain	Low	Medium	High	Extreme	Extreme
Probably occur in most circumstances Guide: Is expected to occur approximately once per year	Likely	Low	Medium	High	High	Extreme
Could occur at sometime Guide: Likely to occur approximately once every 5 years	Possible	Minimal	Low	Medium	High	High
Not expected to occur Guide: Likely to occur approximately once every 5-10 years	Unlikely	Minimal	Low	Low	Medium	Medium
Exceptional circumstances only Guide: Likely to occur with less frequency than once every 10 years	Rare	Minimal	Minimal	Minimal	Low	Low

## APPENDIX B: RISK LEVEL &amp; DESCRIPTIONS

Level	Description
<b>Minimal</b>	Manage by routine procedures at local management level
<b>Low</b>	Low rated risks are tolerated by the HRCC and managed by routine procedures
<b>Medium</b>	Management responsibility must be specified and response procedures monitored
<b>High</b>	Senior management attention needed and management responsibility specified
<b>Extreme</b>	Immediate action required and must be managed by senior management with a detailed plan

## APPENDIX C LIKELIHOOD OF OCCURENCE

Risk likelihood is the chance of something happening (ISO:31000). The following table is used to assess the likelihood of a risk occurring:

Description	Likelihood of Occurrence
Almost Certain	Expected to occur in most circumstances Guide: Is expected to occur multiple times within a year or incident is clearly imminent
Likely	Probably occur in most circumstances Guide: Is expected to occur approximately once per year
Possible	Could occur at sometime Guide: Likely to occur approximately once every 5 years
Unlikely	Not expected to occur Guide: Likely to occur approximately once every 5-10 years
Rare	Exceptional circumstances only Guide: Likely to occur with less frequency than once every 10 years

**APPENDIX D: CONSEQUENCE IMPACT RATINGS**

Risk consequence is the outcome of an event affecting objectives (ISO: 31000).

The following table is used to assess the consequence of risk materialising.

Rating	Description
1	Minimal
2	Minor
3	Moderate
4	Major
5	Severe

## 1. PURPOSE

To provide Councillors and Delegated Committee members with a framework and guidance for the reimbursement of expenses to enable them to undertake their role in the community without disadvantage.

## 2. INTRODUCTION

Under Section 40 of the *Local Government Act 2020*, Councillors and members of Delegated Committees are entitled to reimbursement of expenses reasonably incurred in the performance of their duties.

Councillor duties are those performed by a Councillor as a necessary part of their role in achieving the objectives of Council. These duties may include, but are not limited to:

- (a) Attendance at meetings of Council and its committees
- (b) Attendance at Council briefing meetings, workshops, civic events or functions convened by Council
- (c) Attendance at conferences, workshops and training programs relating to the role of Councillor or Mayor
- (d) Attendance at meetings, events or functions representing Council
- (e) Duties in relation to constituents concerning Council business.

Members of Delegated Committees exercise the powers of Councillors under delegation.

This policy ensures that reimbursement of expenses for Councillors and Delegated Committee members is in accordance with the *Local Government Act 2020* and meets the principles of public transparency, achieving the best outcomes for the municipal community, and ensuring the ongoing financial viability of Council.

## 3. SCOPE

This policy applies to Councillors and members of Delegated Committees of Horsham Rural City Council.

## 4. PRINCIPLES

### 4.1 General Matters

- 4.1.1 Councillors and members of Delegated Committees will be reimbursed for out-of-pocket expenses that:
  - (a) Are bona fide expenses and
  - (b) Have been reasonably incurred in the performance of their role and
  - (c) Are reasonably necessary to perform their role.
- 4.1.2 Councillors and members of Delegated Committees will be provided with the necessary resources and facilities so that they can serve, engage and act in the community's best interests. Wherever possible, all associated expenses and arrangements (travel, accommodation, registration fees, etc) should be confirmed, finalised and authorised by the Chief Executive Officer or relevant Director (for Delegated Committee members) beforehand.
- 4.1.3 Council facilities and services will not be made available for use by members of a Councillor or Delegated Committee member's family, unless:
  - (a) The use directly relates to attendance at a civic function or another aspect of the Councillor or Delegated Committee member's civic duties;
  - (b) The use results in no additional expense for Council (for example, a partner/family member accompanies a Councillor or Delegated Committee member in a vehicle or accommodation provided for their use;
  - (c) The Chief Executive Officer authorises the arrangements.
- 4.1.4 Councillors must ensure that the benefits outlined in this policy are not used as part of any election



campaign.

4.1.5 If a Councillor or member of a Delegated Committee does not claim a particular expense or use a particular facility, it cannot be offset against a claim for an additional amount of another expense or facility.

4.1.6 Claims for facilities and expenses by a Councillor or member of a Delegated Committee other than those expressly listed in this policy must be subject to a Council resolution.

#### **4.2 Claims for reimbursement**

All claims for reimbursement of bona fide out of pocket expenses incurred by a Councillor or member of a Delegated Committee must be submitted to the CEO (Councillors) or relevant Director (member of Delegated Committee) within 14 days of the end of the month in which the expense was incurred. Following the end of the financial year, all expenses incurred in the month of June must be submitted within 7 days (i.e. by COB 7 July).

Claims not lodged within the specified timeframes will not be considered for reimbursement unless there are circumstances which are accepted and approved by the CEO.

To enable Council to process a reimbursement a Councillor or Delegated Committee member must:

- Complete the approved Councillor/Delegated Committee Member Expense Reimbursement Claim Form F04/112.
- Complete the approved Councillor/Delegated Committee Member Travel Reimbursement Claim Form F04/111 for travel expenses.
- Attach itemised tax invoice/itemised tax receipt to support the claim along with any other relevant supporting documentation, for example travel log, record of Carer expenses.
  - Where an itemised tax receipt cannot be obtained a declaration must be completed describing the expense incurred.
- On the relevant claim form, the claimant must detail the purpose of the expense, how it relates to the duties of a Councillor and an explanation of how it is a benefit to the community.
- Claim forms are available on the Councillor Portal, Councillor Room, or from the EA to CEO and Councillors for Councillors or via the respective Director where the claim relates to a Delegated Committee member.
- An expense claim which complies with this Policy and the Local Government Act 2020 is submitted to the CEO (Councillors) or relevant Director (Delegated Committee member) for processing.
- An expense claim that does not comply with this policy or the Local Government Act 2020 will be returned to the Councillor or Delegated Committee member with an explanation of why the request is not compliant in order for further information/explanation to be provided.
- Where a claim is lodged and the necessary documentation or detail of explanation is still not provided, or the amount of reimbursement is considered to be unreasonable, the CEO may refuse the claim.
- If a claim is refused, the claimant will be informed in writing that the claim has been refused and the reason for the refusal.
- Expenses incurred from the purchase and consumption of any alcoholic product will not be paid. Any reimbursement for claims containing expenses for alcoholic products will be reduced by the amount incurred in relation to the alcoholic product.

#### **4.3 Tax Invoices and receipts**

Reimbursement of eligible out-of-pocket expenses will be provided where tax invoices and original receipts are submitted along with any other relevant supporting documentation and a completed reimbursement form. Credit card receipts will not be accepted.

Costs associated with travel are recorded and are available for public inspection in accordance with *Local Government Act 2020* and Council's Public Transparency Policy.

#### **4.4 Payment of reimbursements**

Approved claims will be forwarded to the Finance Department who will deposit reimbursements into a nominated bank account by Electronic Funds Transfer (EFT) at the next fortnightly pay run. EFT Payment details must be provided on the relevant claim form.

#### **4.5 Carer and Dependent-Related Expenses**

Council will provide reimbursement of costs where the provision of childcare is reasonably required for a Councillor or member of a Delegated Committee to perform their role [*Local Government Act 2020* s41(2)(c)].

This applies to the care of a dependent, while the Councillor or Delegated Committee member is undertaking their official duties and may include expenses such as hourly fees and booking fees, if applicable.

Council will provide reimbursement of costs where the provision of carer services is reasonably required when a Councillor or Delegated Committee member who is a carer (*Carers Recognition Act 2012*, s4) incurs reasonable expenses in the performance of their duties [*Local Government Act 2020* s41(2)(d)].

Payments for carer and childcare services will not be made to a person:

- (a) Who resides with the Councillor or Delegated Committee member
- (b) Has any financial or pecuniary interest with the Councillor or Delegated Committee member
- (c) Has a relationship with the Councillor, Delegated Committee member or their partner.

Councillors and Delegated Committee members seeking reimbursement for carer and dependent-related costs, should complete and submit the Councillor/Delegated Committee Member Expense Reimbursement Claim Form, together with all receipts/tax invoices, including documentation showing the dates and times care was provided to the Chief Executive Officer (Councillors) or relevant Director (Delegated Committee member) for processing.

#### **4.6 Private Vehicle Usage**

Councillors and members of Delegated Committees should seek to utilise a Council-owned vehicle before use of a private vehicle for Council purposes, particularly for travel outside the municipal district. This should be arranged through the Executive Assistant to the Chief Executive Officer and Councillors.

Councillors and members of Delegated Committees are entitled to reimbursement for expenses incurred in the use of their own private vehicle for Council purposes for travel outside the Horsham urban area, and for travel to Council meetings from outside the urban area. The allowance payable for reimbursement of private vehicle use will be in accordance with the rates determined by the Australian Taxation Office (ATO) 'Cents per kilometre' method calculation.

Council will not reimburse or fund any expense arising from a breach of road, traffic, parking or other regulations or laws, or for damage or loss of a private vehicle.

Reimbursement will not be provided in circumstances where a Councillor or Delegated Committee member chooses to attend a function or event, but they are not the nominated Council representative.

Where more than one Councillor or Delegated Committee member attends the same event outside the municipal boundary a vehicle should be shared.

Any proportion of the travel expenses that relate to activities other than the Councillors or Delegated Committee members official duties and functions will be excluded from the calculation of expenses to be paid.

Acceptable private vehicle travel reimbursements:

- Attendance at Ordinary or Special Meetings of Council and Briefing sessions.
- Attendance at Council Committee Meetings, as a member of a Delegated Committee or where the Councillor has been appointed as the Council representative or has been requested by the Council representative to attend on their behalf.
- Attendance at official Council Functions.
- Attendance at conferences and seminars where such attendance and usage of a private vehicle by a Councillor has been pre-approved by the CEO
- Attendance at Ordinary, Committee or subcommittee meetings of State or Regional Organisations where the Councillor has by Council resolution been elected as a Council delegate or been requested by said delegate to attend on Councils behalf.
- Attendance at Council approved professional development programs.
- Or for any other travel approved by the CEO.

Reimbursement of car mileage expenses will only be approved if claims are submitted using the Councillor/Delegated Committee Member Travel Reimbursement Claim Form F04/111 and provide adequate detail of:

- Purpose of the trip,
- Date and location of meeting/event/function/training,
- Odometer readings for the start and end of the trip, and
- Total kilometres travelled.

Expenses not fitting into one of the classifications above will not be approved for reimbursement.

Note: all travel should be undertaken utilising the safest direct route and the most practical and economical mode of transport.

#### **4.7 Remote Area Travel Allowance**

Council is required to pay a remote area travel allowance if a Councillor or Delegated Committee member resides more than 50 kilometres, by the safest road route, from the Council Chamber. Reimbursement is at the rate specified in the Victorian Independent Remuneration Tribunal for each day of which one or more meetings or authorised functions were attended by the Councillor/Delegated Committee member up to a maximum level set per annum.

Councillors and Delegated Committee members seeking the Remote Area Travel Allowance should complete and submit the Councillor/Delegated Committee Member Travel Reimbursement Claim Form to the Chief Executive Officer (Councillors) or relevant Director (Delegated Committee member) for processing on each occasion of travel.

#### **4.8 Meetings, Seminars, Conferences and Training**

Councillors and Delegated Committee members are entitled to reimbursement for relevant expenses incurred in attending pre-approved meetings, seminars, conferences and training that are directly relevant to their role on Council outside the municipality. This may include public transport, taxi/rideshare, meals (excluding alcohol), conference, seminar or training costs, parking and reasonable minor incidentals (as determined by the Chief Executive Officer), up to the maximum rates stated at 4.9.

All arrangements for attendance at meetings, seminars, conferences and training by Councillors and Delegated Committee members should be made through the Executive Assistant to the Chief Executive Officer and Councillors.

Any expenditure on seminars, conferences or professional development must provide for maximum net community benefit when weighed up against expenditure incurred by Council.

Councillors and Delegated Committee members seeking reimbursement for expenses associated with their attendance at meetings, seminars, conferences and training, should complete and submit the Councillor/Delegated Committee Member Expense Reimbursement Claim Form, together with all receipts/tax invoices, to the Chief Executive Officer (Councillors) or relevant Director (Delegated Committee member) for processing.

#### 4.8.1 Council Initiated Training/Professional Development

Upon commencement of each councillor term, Councillors must comply with section 32 of the *Local Government Act 2020*, including completing induction training within six months after the day the Councillor take the Oath or Affirmation of office, this includes Councillors that have been re-elected or been a Councillor before.

In addition to the Councillor Induction Program, in house governance training facilitated by officers or external presenters will be arranged from time to time that Councillors are expected to attend. Council will also provide access to professional development programs on matters such as meeting procedures, governance training, financial training and team building throughout their term on Council.

The Executive Assistant to the CEO and Councillors will maintain attendance records to evidence Councillor participation.

#### 4.8.2 External Training/Professional Development

The attending Councillor or member of a Delegated Committee will be required to provide a report back to Council at the next available Council briefing following attendance at external Professional Development outlining the benefits to their role and the Community.

The Executive Assistant to the CEO and Councillors will maintain attendance records to verify Councillor participation.

Council will not pay any fees or associated costs of retaking any part of a development activity that a Councillor has failed to successfully complete or attend unless there are circumstances which are accepted and approved by the CEO.

The allocation to a Councillor ends when the Councillor's term of office ends, and any balance does not roll over if the Councillor is re-elected.

### 4.9 Meals and Accommodation maximum rates

Council will reimburse costs for accommodation and meals while Councillors and Delegated Committee Members are undertaking prior approved travel and/or professional development outside the municipality.

Expense Type	Max Melbourne Metropolitan and Interstate	Max Regional and Rural
Breakfast (if not included in room rate)	\$25.00	\$20.00
Lunch	\$25.00/\$30.00	\$20.00
Dinner	\$50.00	\$40.00
Reasonable Minor Incidentals (does not include	\$15.00	\$15.00

alcohol)		
Accommodation	\$200.00	\$150.00
Parking	Actual cost	Actual cost

#### 4.10 Functions and Events

Where a Councillor or Delegated Committee member is the designated Council representative to perform an official duty at a function or event, Council will meet costs associated with their attendance. This may include public transport, meals (excluding alcohol), conference or seminar costs, parking and reasonable minor incidentals (as determined by the Chief Executive Officer), up to the maximum rates outlined in section 4.9. If their partner is invited, Council will meet the cost of their attendance also.

Where a Councillor or Delegated Committee member and their partner are invited to a function or event and no official duties are required, the Chief Executive Officer has the discretion to determine whether Council will meet the cost of their attendance. Approval must be sought prior to the function or event.

For formal local functions and events supported by Council, the Chief Executive Officer has the discretion to determine whether Council will meet the cost of attendance for Councillors or Delegated Committee members and their partners. Approval must be sought prior to the function or event.

Councillors and Delegated Committee members seeking reimbursement for expenses associated with performing an official duty at a function or event should complete and submit the Councillor/Delegated Committee Member Expense Reimbursement Claim Form, together with all receipts/tax invoices, to the Chief Executive Officer (Councillors) or relevant Director (Delegated Committee member) for processing.

#### 4.11 Communication Tools

Each Councillor will be provided with a fully maintained mobile phone, computer, relevant software, email and access to the internet for use during their Council term. The Mayor will also be provided with a landline office phone. Councillors will not be reimbursed for call costs from personal phones or any additional costs associated with personal electronic devices as these costs are considered to be covered by the Councillor Allowance.

Delegated Committee members may be reimbursed for reasonably incurred phone calls where it has been necessary to use these tools to perform their role. Delegated Committee members seeking reimbursement for these costs should complete and submit the Councillor/Delegated Committee Member Expense Reimbursement Claim Form and associated receipts to the Chief Executive Officer (Councillors) or relevant Director (Delegated Committee member) for processing.

#### 4.12 Stationery and Facilities

Council will provide Councillors with standard stationery including:

- Corporate name badge (for use while on Council business)
- Business card
- Basic stationery supplies
- Civic Centre (Access card provided)
  - Printing
  - Councillor Office with desktop PC
  - Meeting rooms (booked through EA)
  - Confidential material destruction bin

Councillors also have access to administrative support through the Executive Assistant to the CEO and Councillors. If Councillors choose to purchase the equivalent of any resources or facilities made available to them Councillors will not be entitled to claim reimbursement for their own purchase of those same resources and facilities.

#### 4.13 Councillor Portal

Councillors have a dedicated Councillor Portal (Via HRCC intranet) which provides access to:

- Forms relevant for Councillors
- Council meeting agenda, minutes, appendices
- Council briefing papers
- Governance Rules
- Policies and Procedures, Guidelines and Frameworks, Plans, Strategies, Reports and Charters
  - Councillor declarations including Conflict of Interest, Gifts Benefits & Hospitality, Personal Interest Returns
- Web links, including *Local Government Act 2020*, Know Your Council, MAV, VLGA, HRCC Website
- Councillor Induction
- Council Service Request (online request form)
- Contact details for Councillors and executive team

#### **4.14 Memberships or Subscriptions to Professional Associations**

Council will not meet the costs of any memberships or subscriptions to professional associations (i.e. those required by virtue of professional qualifications such as finance, engineering, law etc) by a Councillor or Delegated Committee member unless there is a specific resolution of Council, or it is in accordance with a Council policy. For other professional development refer to 4.8.

#### **4.15 Legal Expenses**

Council will not meet the costs of any legal expenses incurred by a Councillor or Delegated Committee member unless there is a specific resolution of Council, or it is in accordance with a Council policy.

#### **4.16 Mayor and Councillor Allowances**

Section 39 of the *Local Government Act 2020* entitles a Mayor, Deputy Mayor and Councillors to receive an allowance in accordance with a determination of the Victorian Independent Remuneration Tribunal. If a Councillor retires or has their position as a Councillor terminated, they will be required to reimburse Council any allowance paid in advance.

Allowances will be withheld in the event that a Councillor is suspended or ordered to stand down in accordance with the *Local Government Act 2020*.

#### **4.17 Mayoral Resources and Support**

To assist the Mayor to undertake their role, Council will provide the following during their Mayoral term:

- a) A fully equipped office exclusively for their use, along with access to meeting space, printers and phones at the Civic Centre
- b) Administrative support via the Executive Assistant to the CEO and Councillors
- c) A Council mobile phone
- d) Vehicle for the Mayor of a type similar to that of the Chief Executive Officer
- e) A Council vehicle for their full private use in accordance with Council's Vehicle Usage Policy
- f) A procurement (credit) card with a \$5,000 limit to facilitate purchase of goods and services whilst on Council business, in accordance with Council's Procurement Card Use Policy.

#### **4.18 Reimbursement Exclusions**

The following expenses cannot be funded or reimbursed by Council:

- Stationery, facilities or equipment as already provided for in this policy.
- Damage to or loss of personal possessions.
- Any expense arising from a breach of road, traffic, parking or other regulations or laws:
  - Where infringements are incurred by a Councillor or member of a Delegated Committee while driving a Council pool vehicle, the cost of the infringement must be paid by the Councillor or Delegated Committee member.

- Expenses associated with the election campaign of any Councillor.
- Expenses claimed by a Councillor or Delegated Committee member as a tax deduction.
- Hotel mini bar, room movies, room service and similar.
- Tickets and entry fees to events that are in addition to that provided for in this policy.
- Expenses for a Councillor or Delegated Committee's partner which are not expressly provided for in this policy.
- Expenses incurred by Councillors when acting in a private capacity.

#### **4.19 Monitoring, Evaluation and Review**

Quarterly reports of all Councillor and Delegated Committee member expenses will be provided as part of the Quarterly Performance Report to Council and the Audit and Risk Committee. Details will also be published in the Annual Report.

These reports will include:

- (a) Expenses incurred by Councillors and Delegated Committee members during the quarter.
- (b) Reimbursement claims made by Councillor and Delegated Committee members during the quarter.
- (c) Reimbursements made by Councillors and Delegated Committee members during the quarter.

Expenses paid or reimbursed under this policy are also subject to regular review by Council's internal auditors.

#### **4.20 Accountability and Responsibility**

##### **4.20.1 Council**

- Responsible for the decision to approve this Policy by Council Resolution
- Responsible to ensure this policy adheres to the *Local Government Act 2020* and consistent with other Council Policies

##### **4.20.2 Councillors and members of Delegated Committees**

- Responsible for ensuring they are each familiar with the requirements of this policy
- Accountable for managing own compliance with this policy
- Responsible for submitting reimbursement forms in accordance with this policy
- Maintain a record of own expenses incurred

##### **4.20.3 Chief Executive Officer**

- Overall responsibility for compliance with this policy
- Overall responsibility for enforcing accountability
- Monitor the implementation of this policy and conduct periodic reviews to drive continuous improvement
- Check legitimacy of claims
- Authorise expenses (Councillors)

##### **4.20.4 Directors**

- Overall responsibility for compliance with this policy
- Overall responsibility for enforcing accountability
- Overall responsibility for monitoring this policy
- Check legitimacy of claims
- Authorise expenses (Delegated Committee members)

##### **4.20.5 Executive Assistant to CEO and Councillors**

- Identifying suitable and affordable pricing options for accommodation, travel
- Ensure adequate funds for the claimant are available for professional development/training

- Ensure claim forms are appropriately reviewed and signed as per this policy before financial processing
- Maintain attendance records for Council organised professional development and training sessions

#### **4.20.6 Finance**

- Administration of the financial process including review of claim forms
- Extraction of quarterly expenses for reporting purposes

#### **4.20.7 Governance**

- Provision of a quarterly report to Council and the Audit and Risk Committee, and publish endorsed reports to Councils website.
- Participate where required in the review and development of this policy, frameworks and procedures in compliance with this policy.

## **5. COMMUNICATION**

This policy will be available on the Horsham Rural City Council website, Councillor Portal and intranet. It will also be discussed at Council Briefing meetings and Delegated Committee meetings and will form part of the induction training for new Councillors and Delegated Committee members and refresher training provided mid-term.

## **6. RESPONSIBILITY**

**Policy Owner:** Director Corporate Services

This Policy will be reviewed at least once every Council term or earlier as required by changed circumstances including changes to legislation and plans, strategies or policies of HRCC.

This policy is also included in a suite of policies, procedures and frameworks that is incorporated into the Audit and Risk Committee review.

## **7. DEFINITIONS**

<b>Definition</b>	<b>Meaning</b>
Carer	A person who provides care for another person who has a disability, is younger, has a mental illness or an ongoing medical condition (including a terminal or chronic illness or dementia) ( <i>Carers Recognition Act 2012, section 4</i> )
Civic duties	Duties or activities in relation to the municipality undertaken on behalf of Council
Civic Functions	Functions in the municipality undertaken by Council
Councillor Portal	Access to information, services and support that assist Councillors to perform their role
Delegated committee	A committee established by Council which must include at least two Councillors and may include any other persons appointed to the Delegated Committee by the Council who are entitled to vote ( <i>Local Government Act 2020, section 63</i> )

## **8. SUPPORTING DOCUMENTS**

<b>Document</b>	<b>Location</b>
<i>Carers Recognition Act 2012</i> (section 4)	Internet
<i>Gender Equity Act 2020</i>	Internet
<i>Victorian Independent Remuneration Tribunal and Improving Parliamentary Standards Act 2019</i>	Internet
<i>Local Government Act 2020</i> (sections 40 and 41)	Website
Horsham Rural City Council – Councillor Code of Conduct	Website, intranet, Councillor Portal
Horsham Rural City Council – Council Procurement Card Use Policy (A04/034)	Intranet
Horsham Rural City Council – Information Privacy Policy (A04/039)	Website, intranet, Councillor Portal



Horsham Rural City Council – Public Transparency Policy	Website, intranet, Councillor Portal
Horsham Rural City Council – Terms of Reference (for each individual delegated committee)	Website, intranet
Horsham Rural City Council – Vehicle Usage Policy (A04/011)	Intranet, Councillor Portal
Councillor/Delegated Committee Member Expense Reimbursement Claim Form (F04/112)	Intranet, Councillor Portal, Councillors Room, EA to CEO and Councillors
Councillor/Delegated Committee Member Travel Reimbursement Claim Form (F04/111)	Intranet, Councillor Portal, Councillors Room, EA to CEO and Councillors

## 9. DOCUMENT CONTROL

Version	Approval Date	Approval By	Amendment	Review Date
01	21 October 2013	Council	<ul style="list-style-type: none"> <li>Replaces Councillors reimbursement of Expenses Policy</li> </ul>	
02	19 December 2016	Council	<ul style="list-style-type: none"> <li>Reviewed and updated</li> </ul>	
03	27 August 2018	Council	<ul style="list-style-type: none"> <li>Reviewed and updated</li> </ul>	27 August 2022
04	24 August 2020	Council	<ul style="list-style-type: none"> <li>Replaces Councillor Allowances, Reimbursement and Support Policy to reflect requirements of the new <i>Local Government Act 2020</i></li> </ul>	April 2021
05	26 April 2021	Council	<ul style="list-style-type: none"> <li>Minor formatting changes</li> </ul>	26 April 2024
5.1	March 2023	n/a	<ul style="list-style-type: none"> <li>New logo</li> </ul>	26 April 2024
06	TBD	Council	<ul style="list-style-type: none"> <li>Major update in accordance with audit recommendations and LG Inspectorate.</li> <li>Reviewed by Audit &amp; Risk Committee on 21 Mar 2024</li> </ul>	TBD

*It is recognised that from time-to-time circumstances may change leading to the need for minor administrative changes to Council and Administrative Policies. Where an update does not materially alter a Policy, such a change may be made administratively, without the need for formal adoption by EMT or Council. Examples include a change to the name of a Council Department/Position Title, a change to the name of a Federal or State Government Department, and a minor update to legislation which does not have a material impact. However, all changes will be noted in the document control section and version number updated.*

# Councillor/Delegated Committee Member Expense Reimbursement Claim Form



All sections of the claim form must be completed in accordance with the Council Expenses Policy and itemised tax invoice/receipt attached to receive payment. For further support please refer to the Council Expenses Policy.

**Name:**

**Date of Submission:**

**Expense Category:**

Carer & Dependent Related

Meetings/Seminars/Conferences

Functions & Events

Meals & Refreshments

Phone calls (delegated committee members only)

Other (please specify)

**Details of out-of-pocket expenses:**

Please explain the purpose of the expense and how it relates to the role of a Councillor/Delegated Committee Member:

**Bank Details:**

**Amount to Claim:**

Account Name:

BSB:

Account Number:

**Councillor/Delegated Committee Member Declaration:**

*I certify that these expenses were incurred in the course of performing my role as a Councillor/Delegated Committee Member in accordance with the Horsham Rural City Council, Council Expenses Policy.*

Signature:

Date:

Ensure itemised tax receipt/invoice and any other documentary evidence are attached prior to sending to CEO (Councillors)/Director (Delegated Committee Member) for processing.

**CEO/Director Approval:**

*I believe that the expenses claimed by the Councillor/Delegated Committee Member are bona fide expenses, have been reasonably incurred in the performance of their role and are reasonably necessary to perform their role.*

Signature:

Date:

Ensure all sections are reviewed and signed by both claimant and CEO/Director before sending to Finance for processing.

**Finance Office Use Only:** Date Processed

Creditor #	Inv #	Gross Value
Acc Name	Acc #	GST Code

# 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 February 2024:

- Resident Local Spend was \$22.5M. This is a 2.32% increase from the same time last year.
- Visitor Local Spend was \$11.6M. This is a 8.17% increase from the same time last year.
- Total Local Spend was \$34.0M. This is a 4.23% increase from the same time last year.
- Resident Escape Spend was \$9.8M. This is a 7.73% increase from the same time last year.
- Resident Online Spend was \$11.9M. This is a 3.56% increase from the same time last year.

The 8.17 % increase in Visitor Local Spend suggests a relatively healthy growth in visitor economy activity.

### 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.

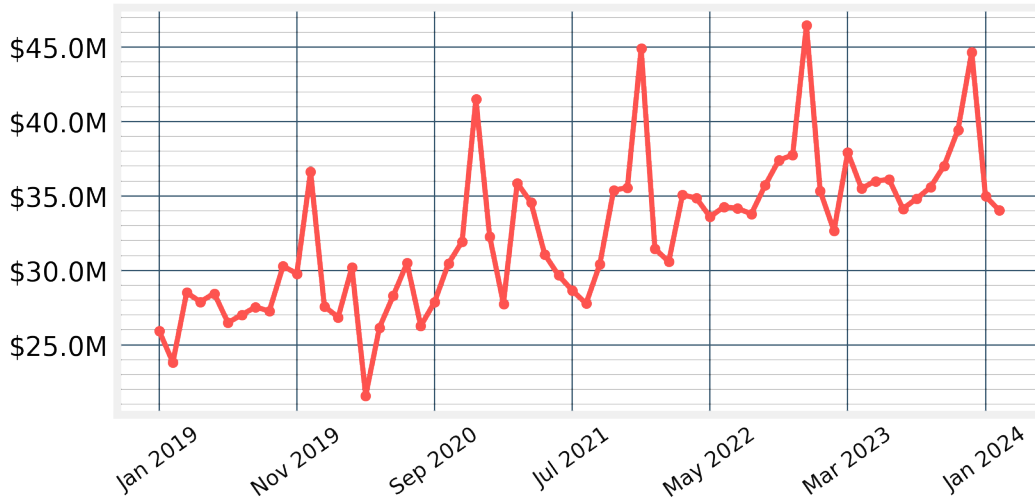
By way of a benchmark, the mean ratio of Resident Online Spend to all resident spending is 0.22. That is, for every dollar spent by resident cardholders anywhere, 22c goes online. Another 34c is in Escape Expenditure and the rest is spent locally.

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

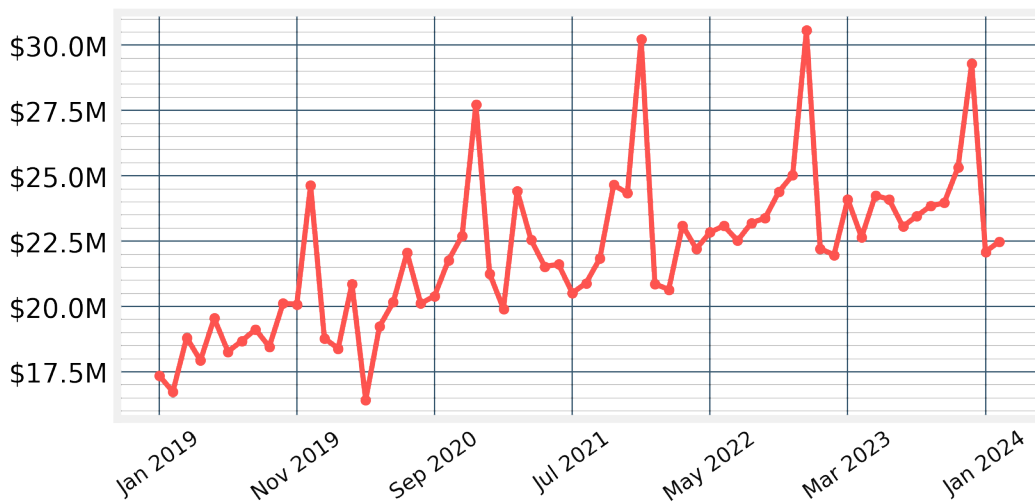
The total amount spent with merchants within the Horsham Rural City Council LGA.



Over the last 62 months, the spending trend (as shown by the trendline in the Spendmapp app) for Total Local Spend has been upwards.

## Resident Local Spend

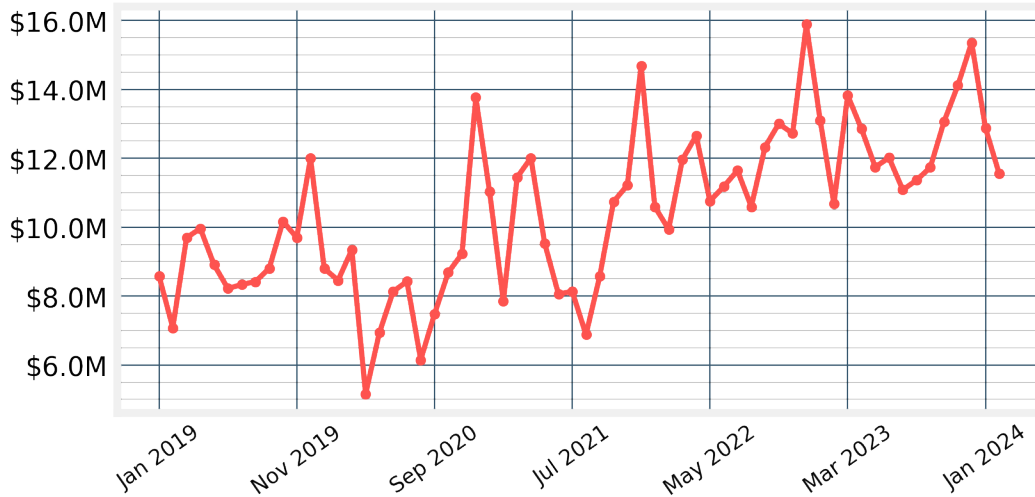
The amount spent by residents and local businesses with merchants inside the Horsham Rural City Council LGA.



Over the last 62 months, the spending trend (as shown by the trendline in the Spendmapp app) for Resident Local Spend has been upwards.

## Visitor Local Spend

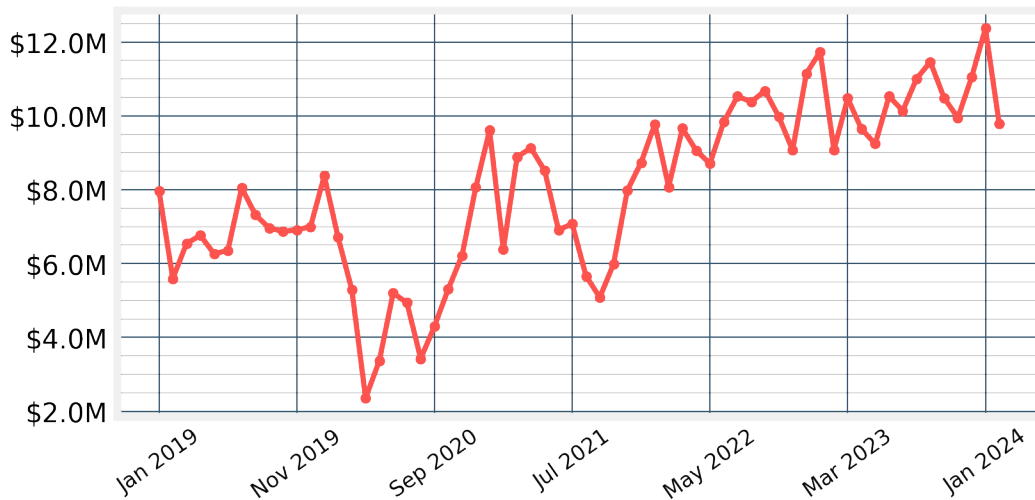
The amount spent by non-residents and non-local businesses with merchants inside the Horsham Rural City Council LGA.



Over the last 62 months, the spending trend (as shown by the trendline in the Spendmapp app) for Visitor Local Spend has been upwards.

## Resident Escape Spend

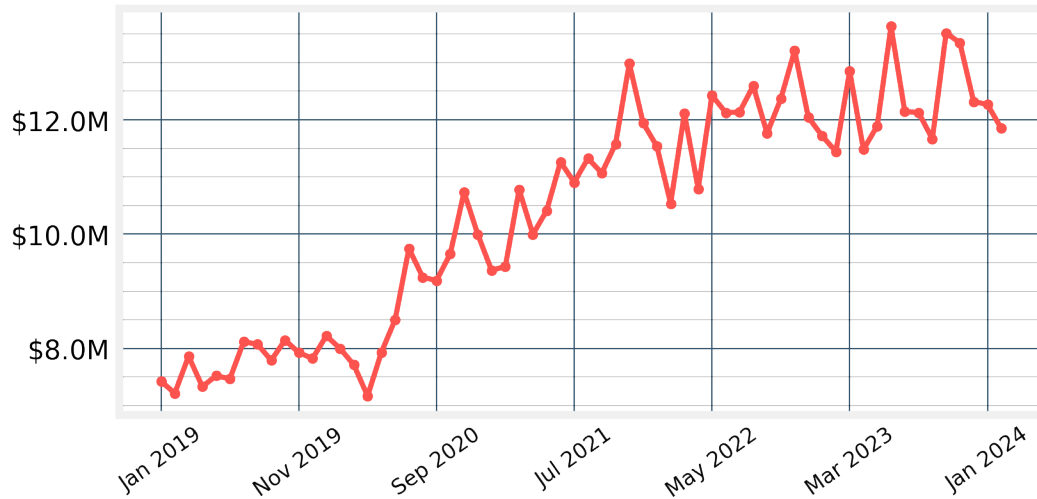
The amount spent by residents and local businesses outside the Horsham Rural City Council LGA.



Over the last 62 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.

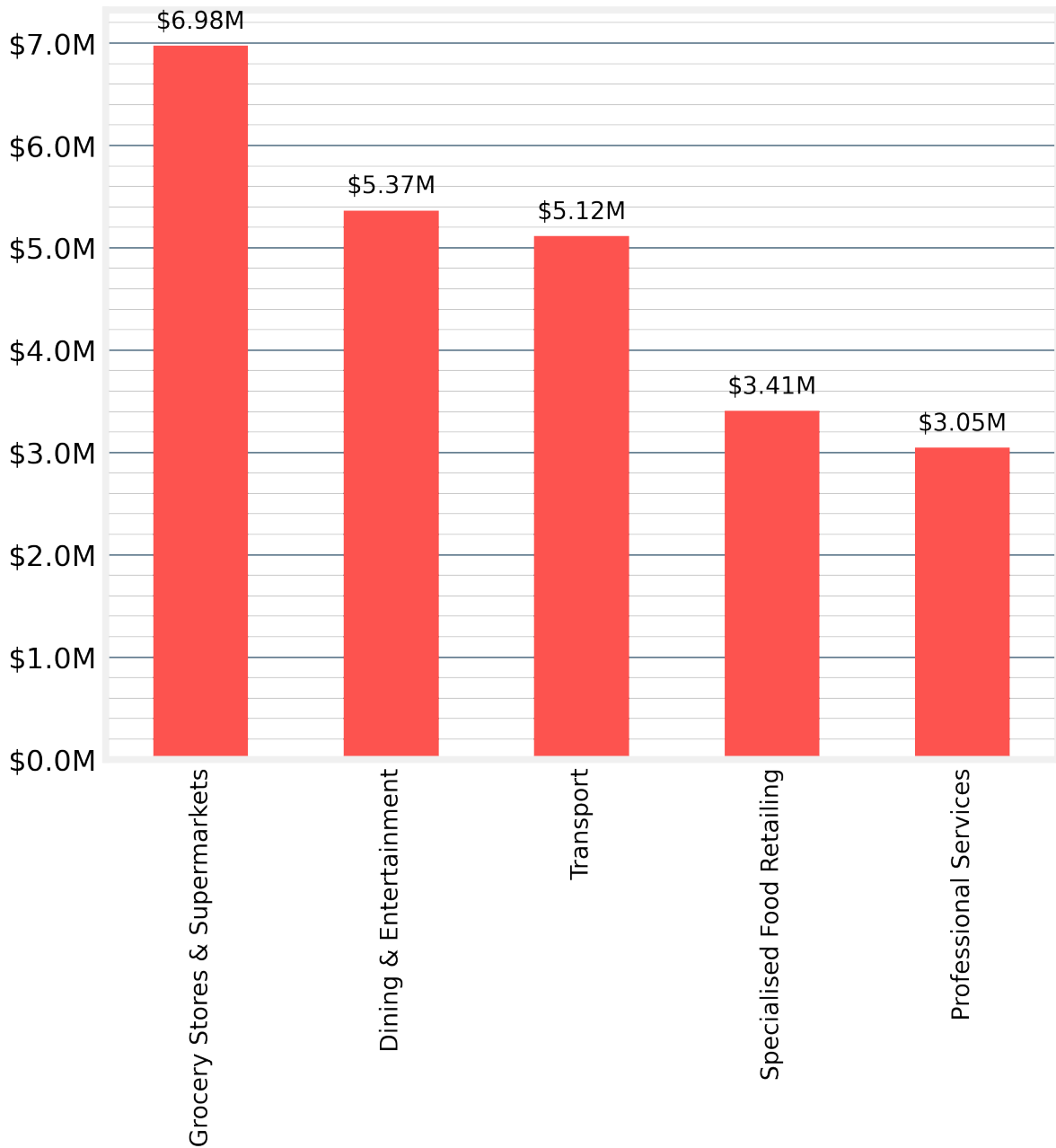


Over the last 62 months, the spending trend (as shown by the trendline in the Spendmapp app) for Resident Online Spend has been upwards.

## Expenditure by Expenditure Category

### The Top 5 Spending Categories for February 2024

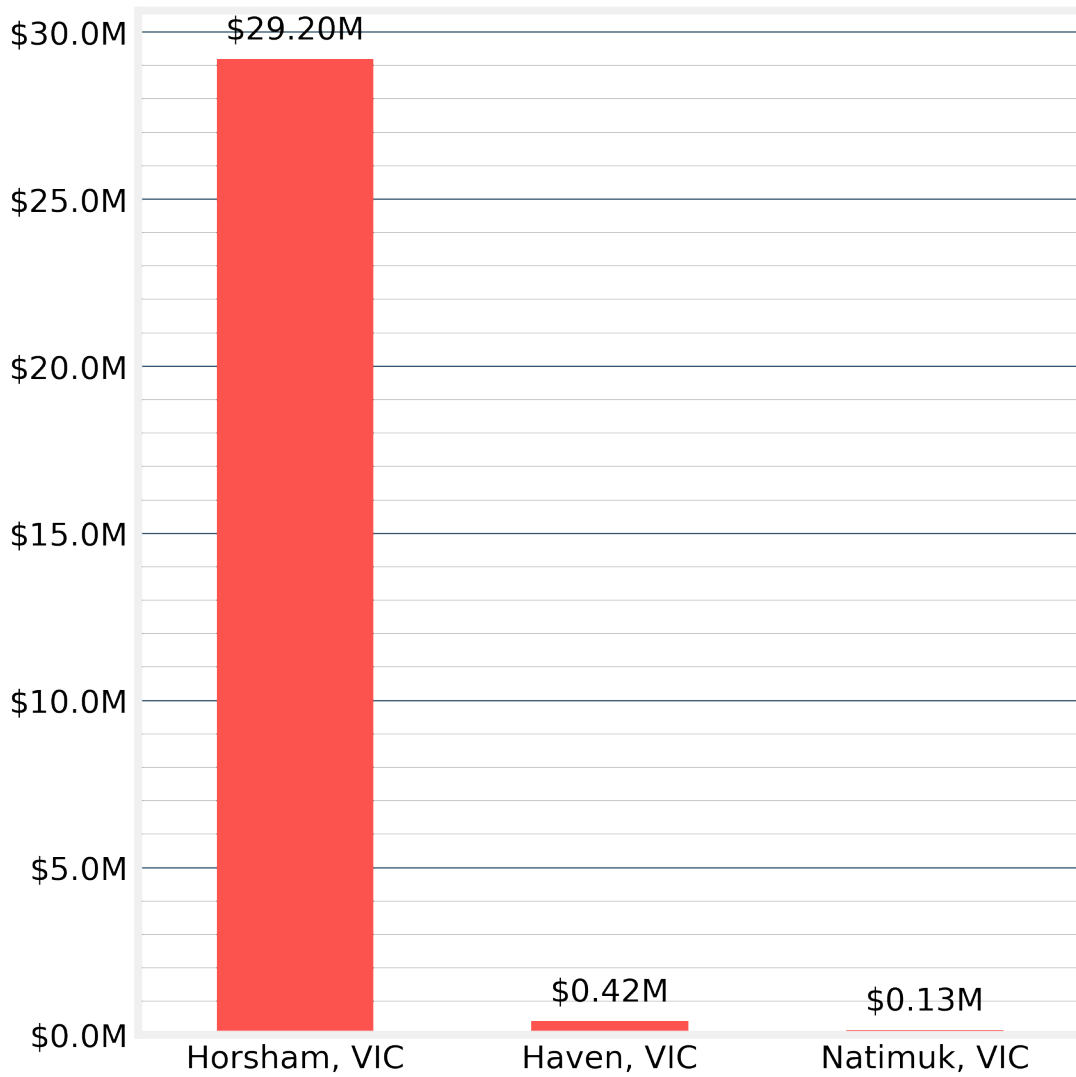
Total Local Spend split by the top 5 Expenditure Categories.



## Spend by Origin and Destination

### The Top 3 Suburbs by Total Local Spend for February 2024

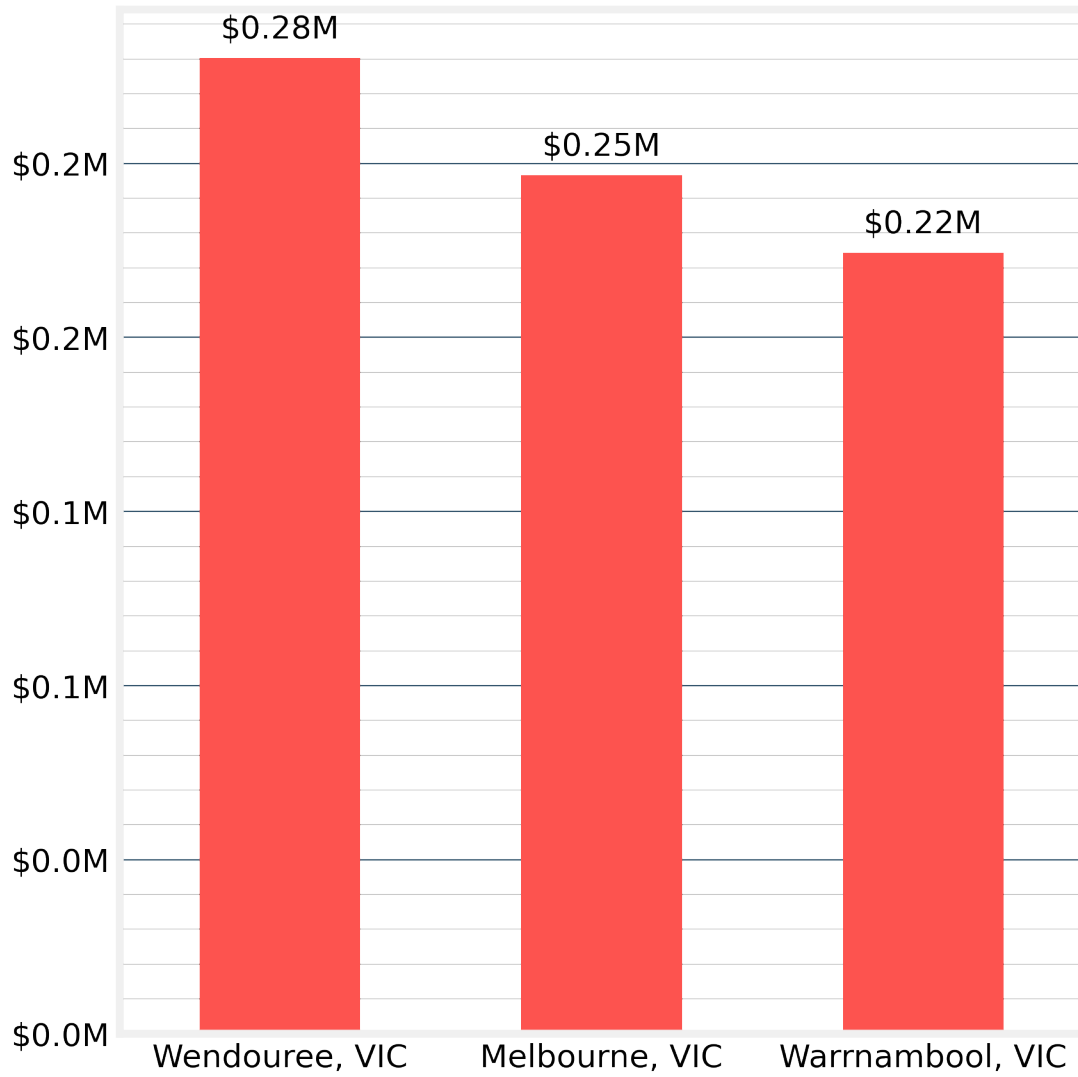
Total Local Spend by Suburbs of destination (i.e. where the spending occurs)





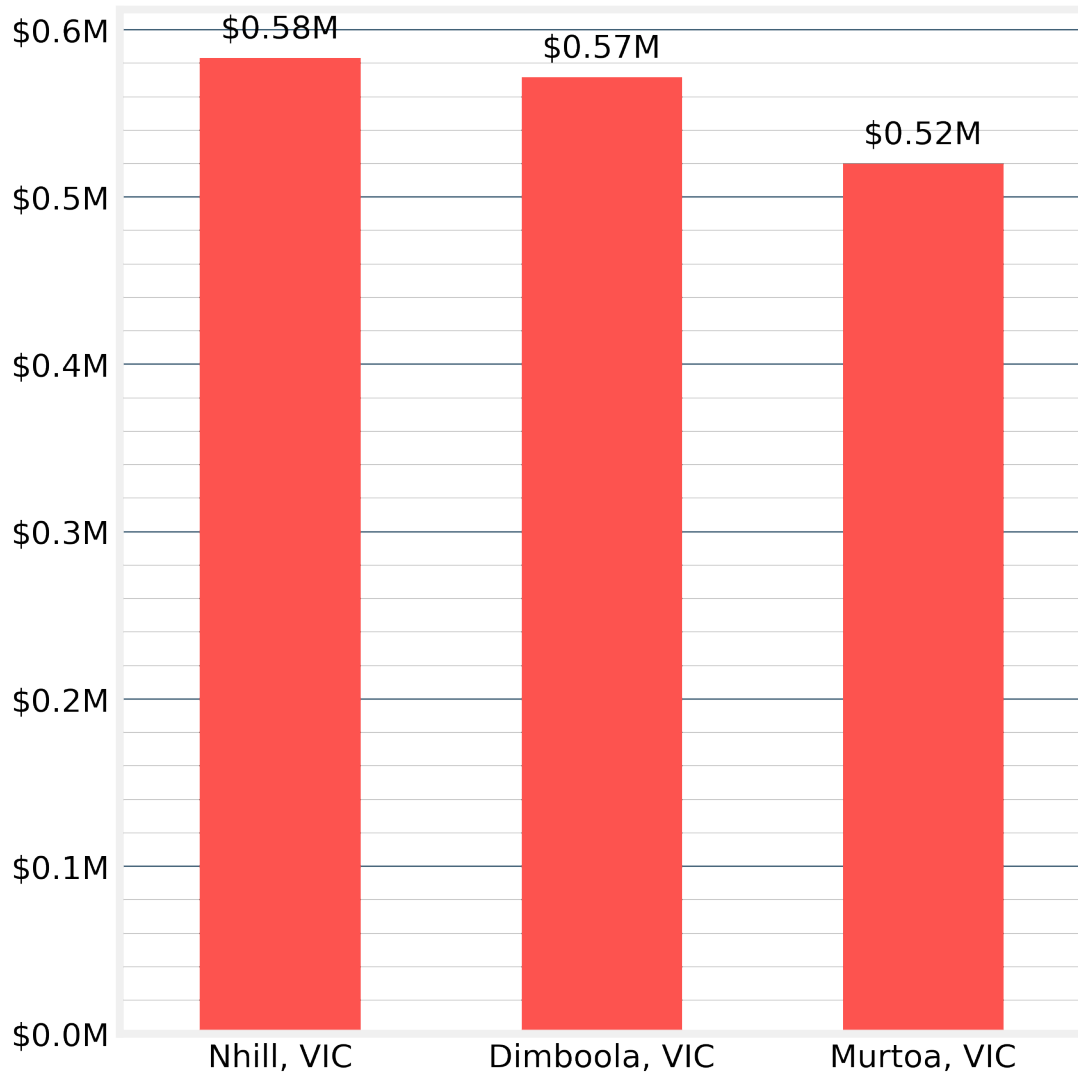
## The Top 3 Suburbs by Resident Escape Spend for February 2024

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



## The Top 3 Suburbs by Visitor Local Spend for February 2024

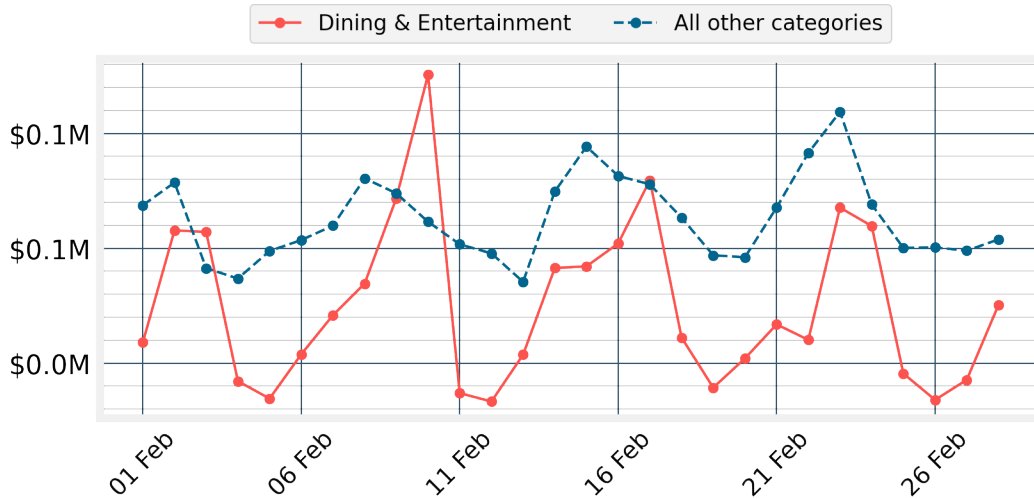
Visitor Local Spend by Suburbs of origin (i.e. where the visitors originate).



## Night Time Economy

### Night Time Economy for February 2024

The biggest spending night of the month of February 2024 was Saturday 10 February with Total Local Spend of \$0.3M. This was made up of \$0.2M in Dining and Entertainment spending and \$0.1M spending in all other categories.



#### Disclaimer

This document has been prepared by Geografia Pty Ltd for Horsham Rural City Council and is intended for its use only. Any use of material from the report should be appropriately cited (i.e. source:Spendmapp by Geografia). While every effort is made to provide accurate and complete information, Geografia does not warrant or represent that the information contained is free from errors or omissions and accepts no responsibility for any loss, damage, cost or expense (whether direct or indirect) incurred as a result of a person taking action in respect to any representation, statement, or advice referred to in this report.





**MINUTES OF INFORMAL MEETINGS OF COUNCILLORS  
COUNCIL BRIEFING HELD IN THE COUNCIL CHAMBERS  
TUESDAY 2 APRIL 2024 AT 5:00PM**

**TO ATTEND:** Cr Robyn Gulline, Mayor; Cr David Bowe, Cr Penny Flynn, Cr Claudia Haenel, Cr Les Power, Cr Ian Ross, Sunil Bhalla, Chief Executive Officer; Kim Hargreaves, Director Corporate Services; Kevin O'Brien, Director Communities and Place; John Martin, Director Infrastructure

**ATTENDED BY:** Cr Robyn Gulline, Mayor; Cr David Bowe, Cr Penny Flynn, Cr Ian Ross, Cr Les Power (arrived at 5:07pm), Sunil Bhalla, Chief Executive Officer; Kim Hargreaves, Director Corporate Services; Kevin O'Brien, Director Communities and Place; John Martin, Director Infrastructure

**APOLOGIES:** Cr Bob Redden

**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 Grampians Community Health Update **5:00pm – 5:40pm**

**Attending:** Faith Hardman, Kate Astbury & Greg Little

3.2 Gas Firming Plant **5:40pm – 6:10pm**

**Attending:** Tim Vesey

**4. COUNCIL MEETING REPORTS FOR DISCUSSION**

4.1 Councillor Expenses Policy (Kim) **Appendix 4.1** **6:10pm – 6:30pm**

4.2 Risk Management Policy & Framework (Kim) **Appendix 4.2** **6:30pm – 6:45pm**

4.3 Grampians Tourism Destination Management Plan (and LAAP) (Kevin) **Appendix 4.3** **6:45pm – 7:05pm**

**Attending:** Fiona Gormann and Annie Mintern

**5. REPORTS FOR INFORMATION ONLY**

5.1 Investment Attraction & Growth Report (Kevin) **Appendix 5.1** **7:05pm – 7:20pm**

**Attending:** Fiona Gormann

**6. GENERAL DISCUSSION (Sunil Bhalla)**

**7:20pm – 7:40pm**

- Dadswell Bridge Community BBQ
- Dadswell Bridge asset damage
- SRV Grant application for Skate Park

**7. CLOSE**

The meeting closed at 7:37pm

**DINNER**

**SUNIL BHALLA**  
**Chief Executive Officer**



**MINUTES OF INFORMAL MEETINGS OF COUNCILLORS  
COUNCIL BRIEFING HELD IN THE COUNCIL CHAMBERS  
MONDAY 8 APRIL 2024 AT 5:00PM**

**TO ATTEND:** Cr Robyn Gulline, Mayor; Cr David Bowe, Cr Penny Flynn, Cr Claudia Haenel, Cr Les Power, Cr Ian Ross, Sunil Bhalla, Chief Executive Officer; Kim Hargreaves, Director Corporate Services; Kevin O'Brien, Director Communities and Place; John Martin, Director Infrastructure

**ATTENDED BY:** Cr Robyn Gulline, Mayor; Cr David Bowe, Cr Penny Flynn, Cr Les Power, Cr Ian Ross, Sunil Bhalla, Chief Executive Officer; Kim Hargreaves, Director Corporate Services; Kevin O'Brien, Director Communities and Place; John Martin, Director Infrastructure

**APOLOGIES:** Cr Bob Redden

**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**

Cr Penny Flynn referred to Items 3.1 and 3.3 which have references to GWMWater and noted that she doesn't have any conflict of interest in relation to the two items.

**3. PRESENTATIONS**

3.1 Planning Scheme Review 2024 (**Appendix 3.1**) **5:00pm – 5:30pm**

**Attending:** Caz Redding (Redink Planning) *virtual*, Fiona Gormann and Joel Hastings (*in person*), Jasmine Butler & Kirsten Miller (*virtual*)

3.2 Horsham & Natimuk Housing Diversity & Affordability Strategy **5:30pm – 6:00pm**

**Attending:** Emily Hobbs (SGS Economics & Planning) Jasmine Butler & Kirsten Miller (*all virtual*) Fiona Gormann (*in person*) (**Appendix 3.2**)

3.3 Horsham City Urban Renewal Plan (Kevin) (**Appendix 3.3**) **6:00pm – 6:30pm**

**Attending:** Fiona Gormann & Joel Hastings (*in person*)

3.4 BGLC re Recognition & Settlement Agreement **6:30pm – 7:00pm**

**Attending:** Charee Smith (BGLC) & Glenn McDonald (BGLC) (*both in person*)

**4. COUNCIL MEETING REPORTS FOR DISCUSSION**

4.1 Recycling Tender (John) **Appendix 4.1** **7:00pm – 7:15pm**

**5. REPORTS FOR INFORMATION ONLY**

5.1 VCAT/Planning/Building Update (Kevin) **Appendix 5.1**

**6. GENERAL DISCUSSION (Sunil Bhalla)**

**7. CLOSE**

The meeting closed at 8:05pm

**DINNER**

**SUNIL BHALLA**  
**Chief Executive Officer**

**MINUTES OF INFORMAL MEETINGS OF COUNCILLORS  
COUNCIL BRIEFING HELD IN THE COUNCIL CHAMBERS  
MONDAY 15 APRIL 2024 AT 5:00PM**

**TO ATTEND:** Cr Robyn Gulline, Mayor; Cr David Bowe, Cr Penny Flynn, Cr Claudia Haenel, Cr Les Power, Cr Ian Ross, Sunil Bhalla, Chief Executive Officer; Kim Hargreaves, Director Corporate Services; Kevin O'Brien, Director Communities and Place; John Martin, Director Infrastructure

**ATTENDED BY:** Cr Robyn Gulline, Mayor; Cr David Bowe, Cr Penny Flynn, Cr Les Power, Cr Ian Ross, Sunil Bhalla, Chief Executive Officer; Kim Hargreaves, Director Corporate Services; Kevin O'Brien, Director Communities and Place; John Martin, Director Infrastructure

**APOLOGIES:** Cr Bob Redden

**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 2024 Valuations Presentation **5:00pm – 6:00pm**

**Attending:** Ben Sawyer (*in person*), Belinda Johnson (*in person*)

3.2 Budget Development Presentation **6:00pm – 6:30pm**

**Attending:** Belinda Johnson (*in person*)

**4. COUNCIL MEETING REPORTS FOR DISCUSSION**

4.1 Community Grants and Donations 2024 (Kim) **Appendix 4.1** **6:30pm – 7:00pm**

4.2 Annual Action Plan – Year 3 (Kim) **Appendix 4.2** **7:00pm – 7:15pm**

**5. CONFIDENTIAL REPORTS**

5.1 Doon Landfill Fire Insurance Claim (John) **Appendix 5.1** **7:15pm – 7:30pm**

**6. GENERAL DISCUSSION (Sunil Bhalla)** **7:30pm – 7:45pm**

- Temporary fencing adjacent to the Post Office building
- Asbestos contamination issues in Melbourne reserves
- BGLC Briefing

**7. CLOSE**

The meeting closed at 7:52pm

**SUNIL BHALLA**  
**Chief Executive Officer**