

AGENDA

MEETING OF THE **HORSHAM RURAL CITY COUNCIL**

To be held on
22 September 2025

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 September 2025
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 Ian Ross 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.

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 August 2025 and 4 September 2025 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.

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<i>Defined as confidential information in accordance with Local Government Act 2020 - Section 3(1)(g) - Private Commercial Information</i>	

CLOSE


GAIL GATT

Chief Executive Officer

REPORTS FOR COUNCIL DECISION

9. OFFICERS REPORTS

9.1 FINANCIAL AND PERFORMANCE STATEMENTS 2024 - 25

Director:	Kim Hargreaves
Directorate:	Corporate Services
File Number:	F18/A14/000001

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

Draft Financial Report 2024-25 (**Appendix 9.1A**)

Draft Performance Statement 2024-25 (**Appendix 9.1B**)

Purpose

To seek Council's in-principle approval of the Financial and Performance Statements for 2024-25 and authorise their submission to the Victorian Auditor-General's Office (VAGO).

Summary

- The Financial and Performance Statements for 2024-25 have been prepared and presented to the Victorian Auditor General's agent, Crowe Australasia, for review.
- The Annual Financial and Performance Statements for 2024-25 were reviewed by Council's Audit and Risk Committee on Thursday 18 September 2025.
- They are now presented to Council with a recommendation from the Audit and Risk Committee that Council approves in-principle the 2024-25 Financial Statements and Performance Statement for Horsham Rural City Council, subject to any changes that are recommended or agreed by the Auditor in accordance with Section 98(2) of the *Local Government Act 2020*.
- In accordance with section 99(2) of the *Local Government Act 2020*, nominate the Mayor, Councillor Ian Ross and Councillor Angela Munn to certify and approve the 2023-24 Financial Statements and Performance Statement in their final form.
- The Financial and Performance Statements for 2024-25 are now presented to Council to be approved in-principle also as per the requirements of section 99(2) of the *Local Government Act 2020*.

Recommendation

That Council:

1. Provide in-principle approval of the Financial and Performance Statements for 2024-25 and authorise their submission to the Victorian Auditor-General's Office (VAGO).
2. Authorise Mayor Cr Ian Ross (or Acting Mayor if appropriate) and Cr Angela Munn to certify the Statements in their final form after any changes recommended or agreed to by VAGO or their sub-contractors, Crowe Australasia, have been made, pursuant of section 99 of the *Local Government Act 2020*.

REPORT

Background

Section 98(1) of the *Local Government Act 2020* requires Councils to prepare an Annual Report in respect of each financial year. The specific elements required to be included in the Annual Report are outlined s98(2) and the Annual Report is required by legislation to be presented at a Council meeting within 4 months of the end of the financial year. The Annual Report will therefore be presented to Council for adoption at the October Council meeting.

The preparation of an Annual Report also requires that 'Council must cause to be prepared in accordance with section 98, the performance statement and financial statements of the Council for the financial year' as soon as practicable after the end of the financial year (s99). In compliance with this section of the Act, the Annual Financial and Performance Statements for the financial year 2024-25 were prepared and presented to the Council's external auditor, Crowe Australasia, via email on 2 September 2025.

Discussion

To further progress the preparation of the Annual Report, Council must submit the Financial and Performance Statements to the auditor for reporting on the audit. This can only occur after Council has passed a resolution 'giving its approval in principle to the performance statement and financial statements' as per s99(2).

It is anticipated that some minor changes may be required to the Financial Statements relating to the recognition of Council's interest in Wimmera Southern Mallee Development (noting their financial statements have not yet been provided to Council to amend its interest) providing these statements are provided in a timely manner for inclusion. Otherwise, Council will recognise the financial impacts in the following financial year's statements. No other changes (other than those which might be recommended by the Victorian Auditor-General's Office) are anticipated.

The documents provided were reviewed by the Audit and Risk Committee on 18 September 2025. The external auditors, Crowe Australasia (appointed by the Victorian Auditor-General's Office) were also present at that meeting to discuss these Statements and present their audit findings to the Committee. Any items raised at the Audit and Risk Committee meeting will form part of their work plan and be reported to Council through the minutes of the Committee meeting.

The HRCC Audit and Risk Committee Charter 2025, affords the Committee the authority to:

- Endorse key documents and reports that must be approved by Council, including annual financial reports, annual performance statements, new or revised policies and other documents that assist in maintaining a strong internal control environment.
- Approve internal and external audit plans including internal audit plans with an outlook of greater than one year

The Charter also outlines the duties and responsibilities of the Committee including:

- 3.1.1 At least annually review significant accounting and external reporting issues, including complex or unusual transactions, transactions and balances in areas where judgement is required, changes to accounting policies, recent accounting, professional and regulatory pronouncements and legislative changes, and understand their effect on the annual financial report and the audit thereof.

- 3.1.3 Review the annual financial report and annual performance statement and consider whether they are complete, consistent with information known to Committee members, reflect appropriate accounting treatments and adequately disclose Council's financial performance and position.
- 3.1.4 Review with management and the external auditors the results of the audit, including any difficulties encountered by the auditors and how they were resolved.
- 3.1.5 Recommend the adoption of the annual financial report and annual performance statement to Council;
- 3.2.1 Be briefed at least annually by the external auditor and approve the proposed external audit scope and plan.
- 3.2.2 Discuss and review with the External Auditor any audit issues, including all significant Management Letter items and the potential impact of those items on Council's system of internal control.
- 3.2.3 Ensure significant findings and recommendations made by the external auditor and management's responses are received, discussed and appropriately actioned by management in a timely manner.

Following review of the statements by the Audit and Risk Committee, the Committee recommend their adoption in-principle to the Council.

The final approved versions of the Financial and Performance Statements will be included in the Annual Report which will be presented to Council at the October 2025 meeting for adoption.

Where there are any issues identified with the statements, they will be addressed in accordance with the requirements of the Victorian Auditor-General's Office noting they will be referred back to the Audit and Risk Committee for endorsement as part of that process as outlined above.

As part of the authorising process, Council must ensure that the performance statement and financial statements in their final form (after any changes recommended or agreed by the auditor have been made) are certified in accordance with the regulations by two Councillors authorised by the Council; and any other persons prescribed by the regulations (s99(3) of the *Local Government Act 2020*).

It is recommended that the Mayor, Cr Ian Ross (or Acting Mayor if appropriate) and Cr Angela Munn be those Councillors authorised to certify the statements in their final form as the Councillor representative members on the Audit and Risk Committee. In preparation for the final certification, it is also recommended that the principal accounting officer (Chief Financial Officer) be authorised to make any changes that are recommended or agreed to with the Auditor and endorsed by the Audit and Risk Committee in advance of that final certification.

Options to Consider

1. Council provide in-principle approval for the Financial and Performance Statements for 2024-25 and authorise their submission to VAGO - **recommended**
2. Council decide not to provide in-principle approval for the financial statements however this would make Council non-compliant with the requirements of the legislation – **not recommended**

Sustainability Implications

Not Applicable

Community Engagement

Not Applicable

Innovation and Continuous Improvement

Not Applicable

Collaboration

Not Applicable

Financial Implications

The cost of the audit was included in the 2024 - 25 Budget

Regional, State and National Plans and Policies

Not Applicable

Council Plans, Strategies and Policies

2021-2025 Council Plan

Theme 5 – Leadership

Preparation of the Annual Financial and Performance Statements are a statutory requirement.

Risk Implications

There is a requirement for Council to adopt its Annual Financial and Performance Statements in accordance with the *Local Government Act 2020*. To not to do so may result in loss of reputation and concern about Council's financial management capabilities.

Conclusion

The Financial and Performance Statements for 2024-25 have been completed in accordance with the relevant legislation and with the reference to relevant Accounting Standards. They are now presented, to be approved in-principle by Council.

9.2 S5 AND S6- INSTRUMENT OF DELEGATION UPDATE

Director:	Kim Hargreaves
Directorate:	Corporate Services
File Number:	F19/A02/000001

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

S5 Instrument of Delegation to the Chief Executive Officer (**Appendix 9.2A**)

S6 Instrument of Delegation to members of Council staff (**Appendix 9.2B**)

Purpose

To approve the updated S5 Instrument of Delegation to the Chief Executive Officer and S6 Instrument of Delegation to members of Council staff.

Summary

- The S5 Instrument of Delegation, Council to Chief Executive Officer was adopted by Council on 24 March 2025. An administrative change to the instrument to replace the term ‘fire services property levy’ with ‘emergency services and volunteers funding levy’ is proposed noting the introduction of the *Fire Services Property Amendment (Emergency Services and Volunteers Fund) Act 2025*.
- Updates have been made to the S6 Instrument of Delegation (the Instrument) to members of Council staff to reflect several legislative changes.
- The update to the S6 instrument considers legislative changes which were assented to or made between July 2024 to 30 June 2025.

Recommendation

That Council resolves that:

- in the exercise of the power conferred by s 11(1)(b) of the *Local Government Act 2020* -
 - There be delegated to the person holding the position, or acting in or performing the duties, of Chief Executive Officer the powers, duties and functions set out in the attached *S5 Instrument of Delegation to the Chief Executive Officer*, subject to the conditions and limitations specified in that Instrument.
 - The *S5 Instrument of Delegation to the Chief Executive Office* comes into force immediately upon this resolution being made and is to be signed by the Council’s Chief Executive Officer and the Mayor.
 - On the coming into force of the *S5 Instrument of Delegation to the Chief Executive Office* all previous delegations to the Chief Executive Officer are revoked.
- in the exercise of the powers conferred by the respective legislation referred to in the *S6 Instrument of Delegation to members of Council staff* -
 - There be delegated to the members of Council staff holding, acting in or performing the duties of the offices or positions referred to in the attached *S6 Instrument of Delegation to members*

of Council staff, the powers, duties and functions set out in that instrument, subject to the conditions and limitations specified in that Instrument.

- a. The *S6 Instrument of Delegation to members of Council staff* comes into force immediately upon this resolution being made and is to be signed by the Council's Chief Executive Officer.
 - b. On the coming into force of the *S6 Instrument of Delegation to members of Council staff* all previous delegations to members of Council staff (other than the Chief Executive Officer) are revoked.
3. The duties and functions set out in the instruments must be performed, and the powers set out in the instruments must be executed, in accordance with any guidelines or policies of Council that it may from time to time adopt.

REPORT

Background

A Council is a statutory entity and as such it is only able to do those things which it is authorised by statute to do. The sources of Council authority can be summarised as:

- Power to do things which a “natural person” can do – in particular, the power to enter contracts
- Powers conferred by provisions of Acts and regulations, such as the *Local Government Act 2020* and the *Planning and Environment Act 1987*
- Powers conferred by other forms of statutory instrument

Formal delegation of legislated powers, duties, and functions through instruments of delegation and consistent policies allows Council staff to perform day-to-day duties and make decisions that would otherwise require Council resolution. An instrument of delegation specifies what powers and functions are delegated and to which positions within the Council. This empowers employees to make binding decisions on behalf of Council.

Discussion

Council is required to undertake a formal review of all instruments of delegation made under s11(7) of the *Local Government Act 2020*. This review is required to occur within 12 months of a general election so all updates therefore need to be adopted by 26 October 2025. Details of the proposed changes to the S5 and S6 delegations are outlined in more detail below.

S5 Instrument of Delegation to the Chief Executive Officer

Council reviewed and adopted the S5 Instrument of Delegation to the Chief Executive Officer on 24 March 2025. The proposed change reflected in the updated document is administrative in nature and arises due to the introduction of the *Fire Services Property Amendment (Emergency Services and Volunteers Fund) Act 2025*. The precise nature of the administrative change is to replace the term ‘fire services property levy’ with ‘emergency services and volunteers funding levy’. Noting a change in CEO since the adoption of the instrument in March 2025, it has been determined that a formal update of the document will be undertaken.

S6 Instrument of Delegation to members of Council staff

This instrument was last adopted by resolution of Council at the meeting on 26 August 2024. Noting the requirement for a legislative review of the instrument plus the biannual delegation updates provided through the Maddocks Lawyers delegation service, a revised and updated instrument is now presented for formal adoption.

The specific changes to the S6 Instrument of Delegation are outlined below along with the rationale for those changes.

1. New provisions under various legislations have been incorporated into the S6 Instrument of Delegation to members of Council staff.

Road Management Act 2004

- 1.1. Inserted section 12(2)(b) of the *Road Management Act 2004* to provide for Council to provide consent to the Head, Transport for Victoria to discontinue a road or part of a road; (p115)

Comment: The power to discontinue a road under Schedule 10, Clause 3 of the Local Government Act 1989 is established and currently delegated to the Director Infrastructure through the S7 Instrument of Sub-Delegation from the CEO. Following consultation with the

Director Infrastructure, and to ensure consistency with existing delegations, it is recommended that this provision also be formally assigned to the Director Infrastructure.

Cemeteries and Crematoria Regulations 2025

- 1.2. Replaced the *Cemeteries and Crematoria Regulations 2015* with the *Cemeteries and Crematoria Regulations 2025* which came into operation on 15 June 2025 and contains thirteen new provisions (pp131-138)

Comment: Following consultation with the Acting Manager People and Safety, delegation of the thirteen new provisions has been assigned to the HR Lead. The delegate will be notified of the changes.

2. Legislative changes to the S6 Instrument of Delegation to members of Council staff (S6)

Residential Tenancies (Caravan Parks and Moveable Dwellings Registration and Standards) Regulations 2024

- 2.1. Amended a typographical error in s 12(1) of the *Residential Tenancies (Caravan Parks and Moveable Dwellings Registration and Standards) Regulations 2024*. (p1)

Comment: Change of wording from renew to grant with no action required beyond noting the information and notifying the current delegates, the Director Communities and Place, Coordinator Environmental Health and Environmental Health Officer.

Food Act 1984

- 2.2. Removal of the limitation for the powers in sections 19FA (1) and 19FA(3)(a)-(c) of the *Food Act 1984* being delegated “only in relation to temporary food premises or mobile food premises” (p30)

Comment: No additional action is required beyond noting the information and notifying the current delegates, the Coordinator Environmental Health and Environmental Health Officer.

Cemeteries and Crematoria Regulations 2025

- 2.3. New regulation numbers, no change to the function/power (pp131 – 133)
2.4. sch 2 cl 4 inclusion of additional rules (p136)

Comment: No additional action is required beyond noting the information and notifying the current delegate, HR Lead.

3. Operational changes affecting the S6 Instrument of Delegation to members of Council staff (S6)

Various legislation

- 3.1. The Position ‘Senior Statutory Planner’ and all associated provisions have been removed from the Instrument of Delegation. The position formerly titled Strategic Planner has now been replaced with Team Leader Statutory Planning (interim position title). This affects the *Heritage Act 2017*, *Planning and Environment Act 1987*, *Planning and Environment Regulation 2015* (changes made throughout Instrument)

Comment: Following consultation with Director Communities and Place and Planning and Development Lead (interim position title), it has been confirmed that the Senior Statutory Planner position has been removed from the workforce structure. To ensure adequate delegation, responsibilities have been reallocated to the Team Leader Statutory Planning (interim position title), formerly known as the Strategic Planner. As a result, the Team Leader Statutory Planning (interim

position title) now holds the relevant provisions previously delegated to both the Strategic Planner and Senior Statutory Planner roles.

- 3.2. The Position Coordinator Statutory Planning & Building is now known as Planning and Development Lead (interim position title) (changes made throughout Instrument)

Comment: Following consultation with Director Communities and Place, and Planning and Development Lead, all responsibilities previously assigned to the Coordinator Statutory Planning & Building have now been reassigned to the Planning and Development Lead (interim position title).

Cemeteries and Crematoria Act 2003

- 3.3. The delegations for s12A(1) and s12A(2) have been removed as they relate to Class A Cemetery Trusts whereas Class B Cemetery Trusts are managed by HRCC. No further action required other than noting the provisions are Not Applicable (N/A) (p6)

Road Management Act 2004

- 3.4. Role changes within the Infrastructure Directorate were reflected in the March 2024 review, with the following changes resulting from the 2025 review:

3.4.1 Manager Assets and Engineering (Mgr A&E) has been assigned to the provisions

- s15(2) Duty to include details of arrangement in public roads register (p117)
- s18(3) Duty to record designation in public roads register (p118)
- Sch 7A cl 2 Power to cause street lights to be installed (p130)

3.4.2 Manager of Waste and Environment (Mgr W&E) has been assigned to the provision

- s63(2)(e) Power to conduct or to authorise the conduct of works in, on, under or over a road in an emergency (p122)

3.4.3 Manager Waste and Environment (Mgr W&E) has been removed from

- Sch 7 cl16(1) through to sch 7 cl 19(2)&(3) (pp128-130)

3.4.4 Director Infrastructure (Dir Infra) has been removed from

- S 54(6) Power to amend road management plan (p121)

Comment: Any changes to the Road Management Plan are made through a formal resolution of Council.

4. Deleted Provisions

The following provisions have been removed from their respective legislation. No further action is required other than notifying the respective delegate (HR Lead) of these changes.

- *Cemeteries and Crematoria Regulations 2015*, replaced by *Cemeteries and Crematoria Regulations 2025*
 - o r32 – r36 (p133)
 - o r40 – r45(1) (pp 134-135)
 - o Sch 2 cl 5(1) – sch 2 cl 18(1) (pp136-138)

All updates are shown in the Instrument (Appendix 9.6A) as ‘track changes’. Once the Instrument has been approved, a ‘clean’ version will be signed by the CEO and published on Council’s website in accordance with Council’s obligations under the Act and the Public Transparency Policy.

Options to Consider

Council may reject the recommendations and resolve not to delegate the powers, duties, and functions as recommended. This would be contrary to advice from Maddocks and the officers' recommendations. Not adopting the S6 Instrument would require all decisions related to the provisions in the instrument to be made by Council resolution.

Sustainability Implications

Nil

Community Engagement

The attached delegations have been updated using the Maddocks Lawyers delegation service and in consultation with relevant Council Officers.

Innovation and Continuous Improvement

Council uses the subscribed service by Maddocks Lawyers as part of our commitment to continuous improvement as a cost effective and efficient means to ensure our delegations continue to align with legislative and other regulatory changes.

Collaboration

Maddocks Lawyers delegation service and consultation with the relevant internal department to ensure that appropriate officers are appointed to exercise the powers granted.

Financial Implications

The financial impact of the review of delegations is limited to staff time, the cost of Maddocks Lawyers delegation service which includes access to all materials relating to delegations and authorisations and biannual updates and Council's subscription to the RelianSys Delegations+ system. These costs are budgeted within the respective adopted budgets. No additional resourcing is required to give effect to these functions.

Regional, State and National Plans and Policies

Nil

Council Plans, Strategies and Policies

2021-2025 Council Plan

Theme 1 – Community

Theme 5 – Leadership

Risk Implications

Ensuring that instruments of delegation remain current is essential to empower staff appropriately and maintain legislative compliance for Horsham Rural City Council.

Conclusion

Delegations facilitate the success of good governance for the community by empowering appropriate members of staff to make decisions on behalf of Council.

9.3 ADOPTION OF MODEL COUNCILLOR POLICY AND PROCEDURE (VLGA)

Director:	Kim Hargreaves
Directorate:	Corporate Services
File Number:	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

Councillor Internal Resolution Procedure (**Appendix 9.3A**)

Councillor Professional Development Policy (**Appendix 9.3B**)

Purpose

To present for adoption a Councillor Professional Development Policy and Councillor Internal Resolution Procedure developed by VLGA to support the Model Councillor Code of Conduct.

Summary

- The Model Councillor Code of Conduct applies to Councillors in the performance of their role and includes standards of conduct to be observed by Councillors.
- To support Councillors to respond to the Code, the Victorian Local Governance Association (VLGA) have developed two new model documents.
- The Councillor Internal Resolution Procedure outlines the approach to managing alleged breaches of the Councillor Code of Conduct.
- The Councillor Professional Development Policy sets out the arrangements for supporting councillor professional development and compliance with the induction and professional development obligations of the *Local Government Act 2020*

Recommendation

That Council:

1. Adopt the Councillor Internal Resolution Procedure
2. Adopt the Councillor Professional Development Policy

REPORT

Background

From 26 October 2024, all Councillors were required to observe the Model Councillor Code of Conduct prescribed in Schedule 1 to the *Local Government (Governance and Integrity) Regulations 2020* as per the requirements of s139 of the *Local Government Act 2020*. The introduction of the Model Code of Conduct replaced the previous statutory requirement for each Council to develop its own Councillor Code of Conduct and therefore superseded Council's adopted policy.

The *Local Government Amendment (Governance and Integrity) Act 2024* also made various amendments to the *Local Government Act 2020* (the Act) that aim to enhance standards of governance and behaviour across the local government sector.

Key reforms included that are relevant to this report include:

- The introduction of a Model Councillor Code of Conduct (Model Code)
- Annual mandatory professional development training for councillors, and
- Council procedures for dealing with alleged breaches of the Model Code.

The Regulations support these key reforms and prescribe the content that must be covered in the delivery of the new mandatory training. The Regulations also prescribe the procedures for dealing with alleged breaches of the Model Code (Internal Resolution Procedure).

To support Councils to comply with these Regulations, the Victorian Local Governance Association (VLGA) released an Internal Resolution Procedure to manage alleged breaches of the Model Councillor Code of Conduct. VLGA also developed a Councillor Professional Development Policy that sets out the arrangements for supporting councillor professional development and compliance with the induction and professional development obligations of the *Local Government Act 2020*.

Discussion

Both documents are outlined below including reference to existing policies where relevant:

Internal Resolution Procedure

Section 12A of the Regulations mandates that Councils must implement and adopt an internal resolution procedure for dealing with alleged breaches of the Model Councillor Code of Conduct. HRCC's 2023 Councillor Code of Conduct included extensive detail in relation to the Standards of Conduct set out in those Regulations. It also contained a comprehensive framework to be followed by Councillors where a conflict or dispute within the Councillor group arose, including where it was alleged that a Councillor has breached their obligations under that Code.

Noting the adoption of the Model Councillor Code of Conduct, these processes now need to be incorporated into a new, separate, internal resolution procedure as informed by the VLGA model document.

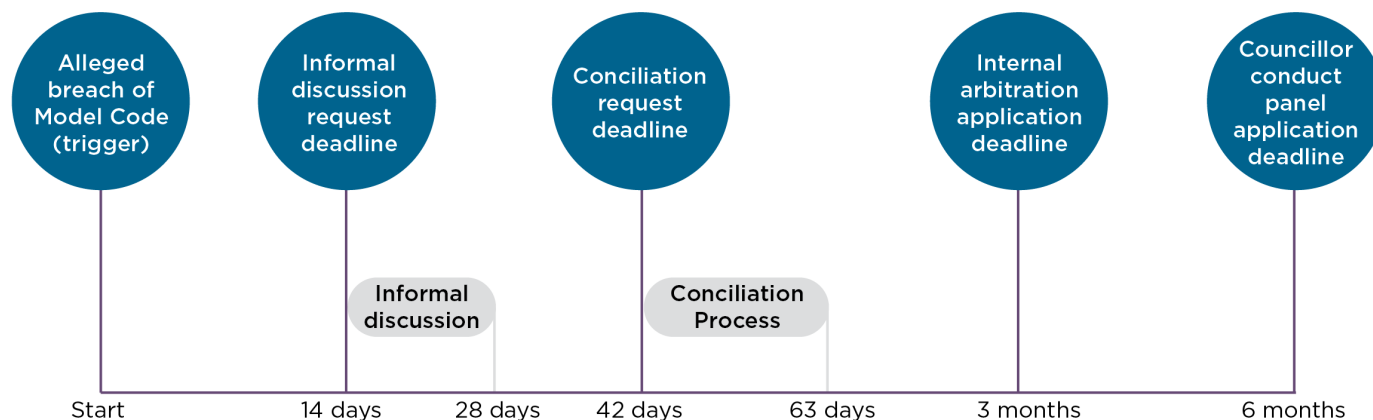
The proposed (VLGA) Councillor Internal Resolution Policy serves to address concerns related to councillor behaviour by offering a three-step resolution framework: informal discussion, conciliation, and internal arbitration.

The primary differences between the 2023 and 2025 processes are as follows:

2023 process

DISPUTE ARISES	DISPUTE NOTICE	STEP 1 Self-resolution	STEP 2 Internal mediation	STEP 3 External mediation	STEP 4 Internal arbitration
Dispute arises	Dispute Notice is issued by the relevant Councillor to the relevant Councillor	Self-Resolution to occur within 10 days of service of Dispute Notice	Formal written request to Mayor for internal mediation within 20 days of dispute arising.	Formal request to Councillor Conduct Officer for external mediation: later of 30 days after dispute arises or 5 days after completion of Step 2.	Application to Councillor Conduct Officer, who in turn delivers the application to the Principal Councillor Conduct Registrar. Application must be in the form specified by the Principal Councillor Conduct Registrar.
			Mayor to endeavour to ensure internal mediation occurs within 10 days of request being received.	Mediation to be conducted within 45 days of application for mediation being received.	Application must be made within 3 months of the alleged breach of Standards of Conduct (in accordance with Section 143(3) of the Act).
		If not resolved go to Step 2.	If not resolved go to Step 3.	If not resolved go to Step 4.	Application will provide a conclusion to the matter.
Managed by		HRCC	HRCC	HRCC (with external provider)	Principal Councillor Conduct Registrar with administrative assistance from the Councillor Conduct Officer.
How managed?		<i>Informally resolved between Councillors upon notification via a dispute notice.</i>	<i>Managed via internal mediation (request made to Mayor) with Mayor to facilitate formal discussions.</i>	<i>Before progressing to Internal Arbitration the relevant parties to any dispute should refer the dispute to external mediation.</i>	<i>Appointed by and managed under the Councillor Conduct Framework provided for in the Act.</i>

2025 process



Councillor Professional Development Policy

This policy sets out the arrangements for supporting Councillor professional development and compliance with the induction and professional development obligations of the *Local Government Act 2020*. It is intended to strengthen good governance across councils through high quality learning and development programs for councillor and encourage the professional leadership development of Councillors and improve individual knowledge and skills

Implementation process for the documents

- Information has been provided to Councillors in advance of the adoption of these documents.
- The documents will be available on the Councillor Portal for reference.
- Further support will be provided to Councillors to ensure their understanding of these documents, including refresher training over time.
- The Councillor Conduct Officer will assist Councillors where the internal resolution procedure is required.

Options to Consider*Councillor Internal Resolution Procedure*

1. Adopt the *Internal Resolution Procedure* to provide greater alignment with s12A of the Regulations – **recommended**.
2. Retain the internal resolution process outlined in the 2023 HRCC Councillor Code of Conduct – **not recommended**.

Councillor Professional Development Policy

3. Adopt the *Councillor Professional Development Policy* – **recommended**.
4. Retain current practices noting there is no current HRCC policy expressly for the management of Councillors professional development – **not recommended**.

Sustainability Implications

Nil

Community Engagement

Broader community engagement was not undertaken as the documents relate to internal governance processes relating to the Councillor Model Code of Conduct.

Innovation and Continuous Improvement

The policies are designed to assist Councillors in their interpretation and application of responsibilities under the Model Councillor Code of Conduct and represent part of a broader suite of documents. The adoption of these documents represents continuous improvement as informed by the State Government and supporting entities to facilitate greater understanding for Councillors in adhering to that Code.

Collaboration

The documents align with the Model Code of Conduct prescribed in Schedule 1 to the *Local Government (Governance and Integrity) Regulations 2020* and are recommended by the VLGA who work with the sector and statutory bodies to inform their work. These documents were developed by VLGA in consultation with sector stakeholders.

Financial Implications

The costs associated with Councillor professional development are incorporated into the annual adopted budget.

Regional, State and National Plans and Policies

Aligns with the *Local Government Act 2020*, *Local Government (Governance and Integrity) Regulations 2020* and Model Councillor Code of Conduct to support overarching transparency and governance principles.

Council Plans, Strategies and Policies

This policy supports the 2021-2025 Council Plan: Theme 5 – Leadership, ensuring robust governance practices.

Risk Implications

Adopting the documents ensures compliance with legislative obligations and supports Councillors to fulfil their obligations under the Code of Conduct thereby mitigating the risk of legislative or regulatory breaches.

Conclusion

The proposed documents have been developed by the VLGA to support Councillors to meet the standards of conduct for performing the role of a Councillor as outlined in the Model Code of Conduct. One provides the process for Councillors to manage any alleged breaches of the Code while the other establishes the arrangements to support the professional development of Councillors. Both are intended to strengthen good governance and encourage the professional leadership development of Councillors.

9.4 DOMESTIC ANIMAL MANAGEMENT PLAN 2026-2029

Director:	Kevin O'Brien
Directorate:	Communities & Place
File Number:	F25/A15/000001

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

Draft Domestic Animal Management Plan 2026-2029 (**Appendix 9.4A**)

Community Engagement Summary Report (**Appendix 9.4B**)

Purpose

To provide a copy of the draft Domestic Animal Management Plan (DAMP) 2026-2029 (**Appendix 9.4A**) and recommend that this document be made available for community feedback for a period of 4 weeks.

Summary

- Under Section 68A of the Domestic Animals Act 1994(Act), every Council must prepare a Domestic Animal Management Plan (DAMP) every 4 years.
- Phase one consultation with the community has been completed with 139 survey responses, 7 in person engagement sessions, 1 DAMP reference group meeting.
- The draft DAMP 2026-2029 (**Appendix 9.4A**) has been developed as a result of community and stakeholder input and in accordance with the necessary regulatory and legislative requirements.
- The DAMP outlines the Council's services, programs and policies established to address the administration of the administration of the Act and what management strategies are in place to address dog and cat issues within the community.
- Phase two consultation with the community and stakeholders on the draft DAMP 2026-2029 will occur post approval of the draft plan to be released to the community for feedback.

Recommendation

That Council:

1. Note the contents of the draft Domestic Animal Management Plan (DAMP) 2026-2029 (**Appendix 9.4A**)
- and
2. Endorse its release for community feedback for a period of 4 weeks.

REPORT

Background

The Domestic Animal Management Plan is a statutory document and is due every four years, the amended document is due for submission on 4 December 2025. This plan has been developed in accordance with the Domestic Animals Act 1994. The plan has a series of regulatory and legislative requirements that need to be incorporated into the plan along with evidence of community input and consultation. Phase one of the community consultation process has involved 139 participants.

Discussion

There are 10 key issues that need to be addressed as part of the Domestic Animal Management Plan 2026-2029. These issues have a series of actions for Council to undertake over the next four-year period as follows:

1. Training of Authorised Officers
2. Programs to promote and encourage responsible pet ownership and compliance with legislation
3. Programs to address over population rates and euthanasia rates
4. Registration and identification
5. Nuisance
6. Dog attacks
7. Dangerous, menacing, and restricted breed dogs
8. Domestic animal businesses
9. Other matters
10. Annual review of the plan and annual reporting

Options to Consider

Council is mandated to produce a Domestic Animal Management Plan (DAMP) every four years. This plan has considered relevant legislation, best practice, community expectations and councils' resources, along with ensuring the actions documented are customer focused, measurable and achievable. The new Plan is due 4 December 2025.

Sustainability Implications

Nil

Community Engagement

A detailed community engagement program was delivered to encourage the community to have their say on domestic animal management issues. The engagement gathered feedback from a wide cross section of the diverse areas across Horsham. Approximately 139 people provided feedback. The consultation methods included:

- Intercept surveys conducted at – Weir Park, Langlands Park, Lions Park and Central Dog Park.
- Online surveys with promotion through council's website and social media campaigns.
- Consultation / engagement at key community locations.
- Council sought input from special interest groups along with key stakeholders to help inform actions and priorities to be included in the draft plan.

Summary of community feedback and how it has been considered is provided in **Appendix 9.4B**.

If the draft is endorsed for community feedback for a period of 4 weeks, it is proposed that there will be an opportunity for community feedback through the *Have Your Say* engagement platform.

Innovation and Continuous Improvement

Not applicable

Collaboration

Not applicable

Financial Implications

Within the existing resource allocations.

Within the plan we hope to see an increase of dog and cat registrations over the next four years.

Regional, State and National Plans and Policies

Domestic Animals Act 1994

Council Plans, Strategies and Policies

- This plan is consistent with the Horsham Rural City Council Strategic Plan 2021-2025
<https://www.hrcc.vic.gov.au/our-council/about-us/council-plan>
- This plan is linked to the Municipal Emergency Management Plan
- This plan is linked to the Animal Emergency Sub-Plan

Risk Implications

Not applicable

Conclusion

Approval to release the draft Domestic Animal Management Plan 2026-2029 to the community is sought to further progress refinement of the plan before it is considered by Council for adoption.

9.5 HALLS COMMUNITY ASSET COMMITTEE

Director:	Kevin O'Brien
Directorate:	Communities and Place
File Number:	F19/A02/000001

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

Terms of Reference: Halls Community Asset Committee (**Appendix 9.5A**)

C7 Instrument of Delegation by CEO to Community Asset Committee (**Appendix 9.5B**)

Purpose

To seek Council's endorsement of the ongoing establishment of the Halls Community Asset Committee and Terms of Reference enabling the ongoing management and oversight of designated community halls within the municipality.

Summary

- The Halls Community Asset Committee is a Community Asset Committee established under section 65 of the *Local Government Act 2020*.
- An Expression of Interest for the Halls Community Asset Committee was open from 6–17 August, with all existing members formally invited to apply.
- This resolution enables the Committee to be established and manage and coordinate activities for 10 Council-owned halls
- Upon the execution of this resolution a new C7 - Instrument of Delegation to Community Asset Committee will be put in place from the CEO which must be reviewed within 12 months of a general election.

Recommendation

That Council:

1. In exercise of the power conferred by s 65 of the *Local Government Act 2020* (**the Act**), Council resolves that:
 - 1.1 From the date of this resolution, there be established as a Community Asset Committee - the Halls Community Asset Committee (**Committee**).
 - 1.2 The purpose of the Committee is set out in the Schedule to this resolution.
 - 1.3 Review commercial arrangements that may impact on the Instrument, Terms of Reference or Community Asset Committee.
 - 1.4 The members of the Committee are:
 - I. Daryl Deutscher
 - II. Susan Hogan
 - III. Terry O'Donnell
 - IV. Judith Berendsen
 - V. Clare Dunn

- VI. Kieran Loughran
- VII. Tracey Skinner
- VIII. Wendy Byrne
- IX. Mark Uebergang
- X. Luke Rees

1.4 The Chairperson of the Committee is Judith Berendsen.

1.5 A quorum of the Committee is six (6), a whole number that is an absolute majority, which is greater than half the total number of members of the Committee.

1.6 All members of the Committee have voting rights on the Committee.

2. Adopt the Terms of Reference: Halls Community Asset Committee (**Appendix 9.5A**)

3. Note the C7 Instrument of Delegation by CEO to Community Asset Committee (**Appendix 9.5B**)

SCHEDULE

Halls Community Asset Committee

Purpose

To manage the following community assets:

- | | |
|---|---|
| 1. Dadswells Bridge Hall | 5820 Western Highway, Dadswells Bridge VIC 3385 |
| 2. Hamilton Lamb Memorial Hall | 13 Kalkee Rd, Horsham VIC 3400 |
| 3. Jung Hall | 51 Baker Street, Jung VIC 3399 |
| 4. Laharum Hall | 1586 Northern Grampians Rd, Laharum VIC 3401 |
| 5. Mitre Hall | 1429 Natimuk Frances Rd, Mitre VIC 3409 |
| 6. Natimuk Community Centre (NC2) | 60 Main Street, Natimuk VIC 3409 |
| 7. Natimuk and District Soldier's Memorial Hall | 101 Main St, Natimuk VIC 3409 |
| 8. Sailors Home Hall | 2472 Blue Ribbon Rd, Murra Warra VIC 3401 |
| 9. Taylors Lake Hall | 2032 Horsham-Lubeck Rd, St Helens Plains VIC 3401 |
| 10. Telangatuk East Hall | 278 Dunstan's Rd, Telangatuk East VIC 3401 |

REPORT

Background

LOCAL GOVERNMENT ACT 2020 - SECT 65

Community Asset Committee

- (1) A Council may establish a Community Asset Committee and appoint as many members to the Community Asset Committee as the Council considers necessary to enable the Community Asset Committee to achieve the purpose specified in subsection (2).
- (2) A Council may only establish a Community Asset Committee for the purpose of managing a community asset in the municipal district.

Note: See section 47 for delegation to members of a Community Asset Committee by the Chief Executive Officer.

On 24 August 2020, Council resolved to establish the Community Halls Asset Committee as a Community Asset Committee in accordance with section 65 of the *Local Government Act 2020*. The CEO subsequently executed an Instrument of Delegation on 29 September 2021 under section 47(1)(b) of the Act. This report outlines the role and responsibilities delegated to the Committee including governance framework under which it operates.

Discussion

Community Asset Committees – Legislative Framework

Under section 65 of the *Local Government Act 2020*, a Community Asset Committee:

1. Is a delegated committee of Council, but unlike other delegated committees, it can include community members who are not councillors or council officers.
2. Must be delegated powers, duties or functions by the Chief Executive Officer (CEO) of the Council (not the Council itself), in accordance with section 47(1)(b) of the Act.
3. Operates under an Instrument of Delegation, which sets out:
 - The specific powers and functions being delegated
 - Any limitations or conditions
 - Governance and reporting requirements
4. Is accountable to the CEO, who remains responsible for ensuring the proper performance of the delegated functions and activities.

Purpose and Governance

Community Asset Committees are established to:

- Facilitate localised management of specific Council-owned facilities
- Encourage community participation and shared stewardship of public assets
- Support efficient and cost-effective maintenance and operations
- Build local capacity and ownership

They are especially common in rural and regional councils where facilities such as local halls, sports pavilions, or recreation grounds benefit from hands-on community involvement.

While community-driven and flexible, these committees must still:

- Act within their delegated authority
- Comply with Council policies (e.g. procurement, health and safety)
- Report to the CEO (e.g. financial and operational reporting)
- Ensure appropriate risk and insurance requirements are met

Role of the Halls Community Asset Committee

The Halls Community Asset Committee oversees ten (10) community halls (refer to Schedule), supporting local access to important community facilities. Its delegation empowers the Committee to:

- Form administrative sub-committees
- Manage hall bookings and inform priorities for maintenance
- Develop improvement plans
- Recommend usage charges

These powers are limited by expenditure thresholds (\$10,000), requirements for Council approval on alterations, and prohibitions on borrowing or employing staff without prior approval. This structure promotes community engagement and stewardship while ensuring alignment with Council policies and oversight mechanisms. Annual reporting, financial audits and operational limits reinforce accountability and compliance with Council's strategic priorities.

Committee Membership and Leadership

An Expression of Interest (EOI) process for the Halls Community Asset Committee was conducted from 6–17 August, with all existing members formally invited to apply. All halls received an equal number of Expressions of Interest to the available open positions for each hall, ensuring balanced representation. As a result, no voting process was required.

1. Dadswells Bridge Hall	Daryl Deutscher
2. Hamilton Lamb Memorial Hall	Susan Hogan
3. Jung Hall	Terry O'Donnell
4. Laharum Hall	Judith Berendsen
5. Mitre Hall	Clare Dunn
6. Natimuk Community Centre (NC2)	Kieran Loughran
7. Natimuk and District Soldier's Memorial Hall	Tracey Skinner
8. Sailors Home Hall	Wendy Byrne
9. Taylors lake Hall	Mark Uebergang
10. Telangatuk East Hall	Luke Rees

Following the conclusion of the EOI process, a nomination for Chairperson was received. The nominee is a long-serving member of the committee who has consistently demonstrated dedication through exemplary meeting attendance, active participation, and ongoing support of the committee's work. They will now lead and coordinate the committee's activities, providing clear leadership and a strong, unified voice for the community moving forward.

Options to Consider

1. **Endorse the recommendation and Terms of Reference** – maintains consistent community hall management and engagement
2. **Request amendments to the Terms of Reference** – could provide greater oversight or modify the terms, though may reduce operational flexibility

- 3. Revoke the Halls Community Asset Committee** – requires direct Council management of all halls, potentially increasing operational burden

Sustainability Implications

Nil

Community Engagement

Establishing a Halls Community Asset Committee supports section 9(d) of the *Local Government Act 2020* by embedding community participation in strategic planning and decision-making. The committee provides a formal mechanism for local community members to contribute to the management, development and activation of Council-owned halls. This structure ensures decisions are informed by local insight, enhances transparency and accountability, and fosters stronger community engagement in the strategic use of public assets.

Innovation and Continuous Improvement

Not applicable

Collaboration

Not applicable

Financial Implications

Committees can enter into contracts and expend funds up to \$10,000, the usual practice is to closely involve the Facilities team. All financial transactions are subject to audit and must be reported at annual meetings. The arrangement avoids additional resourcing cost for Council.

Regional, State and National Plans and Policies

Not applicable

Council Plans, Strategies and Policies

2021-2025 Council Plan

Theme 1 – Community

Theme 2 – Liveability

Theme 5 - Leadership

Risk Implications

The *Terms of Reference Halls Community Asset Committee* and *C7 Instrument of Delegation by CEO to Community Asset Committee* include clear boundaries for authority, insurance requirements and reporting obligations that mitigate legal and financial risks.

Conclusion

The Terms of Reference and Instrument of Delegation for the Halls Community Asset Committee provides a sound framework for the localised, effective and accountable management of Council-owned community halls. Its endorsement ensures continuity of service and community leadership.

9.6 PLANNING SCHEME AMENDMENT – FLOOD MAPPING CORRECTIONS

Director:	Kevin O'Brien
Directorate:	Communities & Place
File Number:	F24/A05/000015

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

Planning Scheme Map 11LSIO-FO (**Appendix 9.6A**)

Planning Scheme Map 13LSIO-FO (**Appendix 9.6B**)

Purpose

To seek adoption of Planning Scheme Amendment C88hors (the Amendment) in accordance with Section 29 of the Planning and Environment Act 1987.

Summary

The Amendment seeks to correct flood mapping errors introduced during the approval of Amendment C81hors. Specifically, the Land Subject to Inundation Overlay (LSIO) was inadvertently removed from some areas across 13 properties. The Amendment proposes to reinstate the LSIO where it should have been applied.

The Amendment received Authorisation from the Minister for Planning on 1 May 2025, to prepare and Exhibit (advertise) the Amendment with reduced notice (landowners and occupiers and Ministers) in accordance with Section 19 (1c) and 19 (1d) of the *Planning and Environment 1987*.

The Amendment was Exhibited for six weeks from 16 June 2025 to 28 July 2025, and no submissions have been received to the Amendment.

Council has the responsibility for and to administer and enforce the planning scheme and it is incumbent on Council to resolve these errors so that its planning scheme is accurate, up-to-date, relevant and meets the requirements of the state government.

The amendment will:

- Update maps 11LSIO-FO and 13LSIO-FO to include the correct application of the Land Subject to Inundation Overlay Schedule 1 to affected properties.

The amendment process has been:

- Authorised by the Minister for Planning, subject to conditions on 1 May 2025.
- The Minister for Planning approved Exhibition with reduced notice (where exemptions cannot be granted) pursuant to Section 19 (1c) and 19 (1d) of the Act on 16 May 2025.
- Public exhibition of Amendment C88hors between Monday 16 June 2025 until Monday 28 July 2025.
- During the exhibition period of the amendment, no formal submissions were received.

The next step in the Amendment process is to submit the Amendment to the Minister for Planning for approval.

Upon the Minister's approval of the Amendment, the planning scheme maps will be updated to incorporate the changes to maps 11LSIO-FO and 13LSIO-FO, to show the correct application of the LSIO.

Recommendation

That Council:

1. In accordance with Section 29 of the Planning and Environment Act 1987 adopts Amendment C88hors to the Horsham Planning Scheme and;
2. Submits the adopted Amendment together with the prescribed information to the Minister for Planning requesting final approval.

REPORT

Background

Minor errors in the flood mapping occurred during the adoption and approval of Planning Scheme Amendment C81hors (Flood Amendment). Amendment C88 has been prepared to correct errors by updating maps 11LSIO-FO and 13LSIO-FO to ensure the flood mapping is correctly applied to these properties in accordance with the most up to date flood modelling as outlined below

1) Map 11LSIO-FO - Application of the Land Subject to Inundation Overlay Schedule 1 as per **Figure 1** below to the following properties:

- 53, 55, 57 Baillie Street; and
- 11, 13, 15 Rennison Street.

These corrections ensure that the Land Subject to Inundation Overlay Schedule 1 is correctly applied to these properties as shown in Map 11 (Appendix)



Figure 1 Map 11LSIO-FO– Current (incorrect) mapping of Floodway Overlay and Land Subject to Inundation Overlay as it appears in the Horsham Planning Scheme (Flood Overlay – blue, Land Subject to Inundation Overlay – light blue, area highlighted – mapping error)

2) Map 13LSIO-FO – Application of the Land Subject to Inundation Overlay Schedule 1 as per **Figure 2** below to the following properties:

- 2B Clarke Street;
- 3, 5 and 7 Sloss Street;
- and 49-51 Urquhart Street, Horsham.

These corrections ensure that the Land Subject to Inundation Overlay Schedule 1 is correctly applied to these properties as shown in Map 13 (Appendix 9. ?B)



Figure 2 Map 13LSIO-FO– Current (incorrect) mapping of Floodway Overlay and Land Subject to Inundation Overlay as it appears in the Horsham Planning Scheme (Flood Overlay – blue, Land Subject to Inundation Overlay – light blue, area highlighted – mapping error)

Authorisation of the Amendment

Ministerial exemption from public exhibition under 20(2) of the Planning and Environment Act was sought under officer delegation and was partially granted due to the procedural nature of the amendment and exhibition was confined to subject direct stakeholders.

Exhibition of the Amendment

The Amendment was exhibited for six weeks from Monday 16 June 2025 until Monday 28 July 2025 using the following combination of statutory and non-statutory notifications:

- Direct notification (letters) to affected landowners and occupiers (15 letters), prescribed Ministers and authorities and key stakeholder agencies.
- The Amendment documents were made available for viewing and download (HRCC website, office and DTP website).
- A number of enquiries resulted in further information being provided in response to landowner queries after receiving the letter, either by email or telephone.

Following the exhibition period no submissions were received and accordingly no planning panel was required.

Discussion

The Amendment was necessary to correct inaccuracies in flood mapping and to support the correct implementation of mapping for effective operation of the Horsham Planning Scheme.

The amendment process has included authorisation and public exhibition. The next step is for Council to adopt the Amendment and submit it to the Minister for Planning for approval.

Options to Consider

That Council:

1. Adopts the Amendment C88hors to the Horsham Planning Scheme and submits the adopted Amendment together with the prescribed information to the Minister for Planning requesting final approval. (Recommended)

2. Abandon the Amendment (Not recommended as does not provide for appropriate flood risk assessment)

Option 1 is recommended as it ensures that the Land Subject to Inundation Overlay Schedule 1 is correctly applied to land impacted by flooding and future development appropriately responds to the flood risk for the sites.

Sustainability Implications

The Amendment will assist with the management of environmental hazards posed by riverine and stormwater flooding.

Community Engagement

Affected landowners and occupiers were notified through the Exhibition process for the Amendment, and their views are known. The Council website also provides key information about the Amendment including all relevant amendment documentation, reports and maps.

Innovation and Continuous Improvement

The amendment ensures that the Land Subject to Inundation Overlay Schedule 1 is correctly applied to land impacted by flooding.

Collaboration

This project has involved collaboration between Council, the Wimmera Catchment Management Authority and Department of Transport and Planning.

Financial Implications

There are no significant financial implications for Council as a result of this Amendment other than planning officer time and lodgement fees.

Regional, State and National Plans and Policies

Clause 13.03-1S of the State section of the Planning Policy Framework includes a number of objectives and strategies on floodplain management. This clause refers to Victorian Floodplain Management Strategy (2016)

Council Plans, Strategies and Policies

Council Plan (2021-2025)

Theme 3 - Sustainability

1. Achieve a sustainable and sound environmental future
3. A region where climate change impacts are addressed and remediated

Clause 13.03-1L of the Local section of the PPF includes a section of flood management in Horsham. This policy was introduced following the completion of the Horsham Flood Study (Water Technology, February 2003).

Risk Implications

There is a risk if Council as the Planning Authority does not act on correcting the flood mapping errors. It could be made liable if flooding occurs in the future and damages property developed subsequent to the flood studies.

Conclusion

The amendment proposes to correct flood mapping errors to ensure the Horsham Planning Scheme is in accordance with the most up to date flood modelling and best available science in accordance with the recent implementation of Planning Scheme Amendment C81hors (Flood Amendment).

It is recommended that Council adopt Amendment C88hors and proceed to submit the adopted amendment to the Minister for Planning requesting final approval.

9.7 NATIONAL FOOD SECURITY STRATEGY SUBMISSION

Director:	Kevin O'Brien
Directorate:	Communities & Place
File Number:	F10/A01/000004

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 Rural City Council Submission to Australian Government's *National Food Security Strategy*: Discussion paper (**Appendix 9.7A**)

Purpose

To:

- update Council on the preparation of the Australian Government's National Food Security Strategy; and
- seek Council endorsement of a Horsham Rural City Council submission, for lodgement by close of business, 24 September 2025.

Summary

The purpose of this discussion paper is to seek initial views on priority areas that will shape the scope of Feeding Australia: National Food Security Strategy which will be developed with input from farmers and fishers, industry and the community to boost the productivity, resilience and security of our food system

Feedback is being sought on the discussion paper by COB 24 September 2025.

A draft submission has been prepared that acknowledges the plan and calls for the strategy to:

- Prioritise regional empowerment (including setting strategic priorities, decision making) and tailored investment.
- Protect productive agricultural land through a nationally consistent framework.
- Coordinate across government portfolios to avoid land use conflicts.
- Invest in the infrastructure, services, and liveability that underpin a resilient agricultural workforce and economy.

Recommendation

That Council:

1. Acknowledge the preparation of the Australian Government's *National Food Security Strategy*: discussion paper; and
2. Endorse the Horsham Rural City Council's submission at **Appendix 9.7A** and submit to the *Department of Agriculture and Fisheries and Forestry*, by close of business, 24 September 2025.

REPORT

Background

The Australian Government has developed the *Feeding Australia: National Food Security Strategy*. The strategy will be developed with input from farmers and fishers, industry, and the community to boost the productivity, resilience, and security of our food system. The discussion paper is publicly available: <https://haveyoursay.agriculture.gov.au/food-security-strategy>

The discussion paper recognises that food is essential to life and central to Australia's culture and the economy and we participate in the food system as producers, processors, sellers, and consumers and states:

'Australia has a global reputation as a producer of safe, nutritious, and high-quality food. A recent [ABARES](#) report indicates we export about 70% of our agricultural production, contributing to global food security.

Australia is a food secure nation, with a robust food system, underpinned by strong food safety and biosecurity measures. It nourishes our own population and meets the needs of international trade partners.

While Australia has a productive and resilient food system, we cannot become complacent. Our food system will continue to face a range of challenges, including but not limited to:

- *climate change*
- *economic shocks*
- *biosecurity threats*
- *geopolitical factors*
- *supply chain disruptions.*

Australia must ensure that it has the right settings in place to maintain its role as a consistent provider of safe, quality, and nutritious food in an evolving global environment.'

It also proposes four guiding principles.

- Whole of food system: Consider all parts of the food system and their interconnections.
- Collaborative: Involve all stakeholders across government, industry, and community.
- Ambitious and forward-looking: Anticipate future challenges and build resilience.
- Outcomes-based and practical: Focus on real-world impacts and shared responsibility.

This discussion paper will gather insights and ideas from submissions to assist in the development of a food security strategy for the Australian Government.

Discussion

The discussion paper goes on to identify a range of questions including:

What other principles should government, industry and community prioritise to support the development of the strategy and why are these important?

What actions could the strategy take to address challenges under each key priority area?

HRCC considers the principles outlined in the Discussion Paper to be sufficiently broad and flexible, while appropriately recognising the inherent complexities, connections, and interdependencies across disciplinary boundaries. The principle of **Collaboration** rightly acknowledges that food system stakeholders, including primary industries, community, business, research providers, and investment partners, all have important roles to play.

HRCC cautions against developing the Strategy solely through a ‘food system’ lens. Food security is influenced by a wide range of competing Federal and State Government strategies and plans, many of which sit outside the food sector but have direct implications for land use, infrastructure, and regional development. These must be identified, mapped, and reconciled to ensure that nationally significant resources (e.g. agricultural land, minerals, timber, and biodiversity habitat) are clearly understood, prioritised, and coordinated.

Australia’s regional food-producing areas each have distinct identities, opportunities, and challenges and the Strategy must prioritise regional empowerment that ensures tailored support, investment, and holistic decision-making capacity for each region and its rural communities and economies.

To provide an important foundation for the Strategy, HRCC recommends the inclusion of the following additional principles:

- **National land prioritisation framework** – Establish a nationally agreed hierarchy of land use priorities to reduce conflict between competing sectors and permanently identify and safeguard productive agricultural land.
- **Regional empowerment** – Ensure tailored support, investment, and decision-making authority for major food-producing regions, based on local knowledge, practices, and community-led planning.
- **Integrated governance** – Embed mechanisms to coordinate across portfolios and jurisdictions, ensuring food security is not compromised by, for example, competing infrastructure, energy, or housing agendas.
- **Place-based liveability** – Recognise that to create and maintain vibrant food producing regions across Australia means attracting and retaining skilled agricultural workers and this will depend on creating vibrant, liveable regional communities—not just job or investment opportunities.

Options to Consider

A submission is optional. Council can decide it does not want to make a submission to this process. It is recommended that a submission is made to ensure Council continues to have its views considered by this process.

Sustainability Implications

The discussion paper highlights the need to ensure the sustainability of Agriculture and Food Security forms a key pillar in achieving this.

Community Engagement

The Strategy is being prepared by Department of Agriculture, Fisheries and Forestry on behalf of the Australian Government. It is undertaking community engagement during the period 16 August to 24 September 2025 on the discussion paper and will undertake further consultation during 2026 on the draft strategy.

Innovation and Continuous Improvement

Not applicable

Collaboration

Not applicable

Financial Implications

Depending on the future impacts of Australian Government decisions, the preparation and implementation of the Strategy might have future resourcing implications on Council to participate and engage in future consultation.

Regional, State and National Plans and Policies

The report relates specifically to the preparation of a National Food Security strategy and will build upon other policies and plans across regional, state, and national areas.

Council Plans, Strategies and Policies

This report aligns with the following Council Plan theme and all its strategies:

- 2021-2025 Council Plan: Theme 3 Sustainability

Risk Implications

Council's submission highlights the importance of agriculture to Horsham Rural City Council and the broader Wimmera Area. As prime Agricultural region and importance and supply chains, biosecurity and land protection are critical to our social, economic, and environmental prosperity and a submission will ensure these risks are recognised.

Conclusion

A National Food Security Strategy that supports a long-term approach that recognises the unique strengths and challenges of Australia's food-producing regions is strongly supported.

To be effective, the Strategy must:

- Prioritise regional empowerment (including setting strategic priorities, decision making) and tailored investment.
- Protect productive agricultural land through a nationally consistent framework.
- Coordinate across government portfolios to avoid land use conflicts.
- Invest in the infrastructure, services, and liveability that underpin a resilient agricultural workforce and economy.

9.8 COMMUNITY PETITION MARDON DRIVE

Director:	John Martin
Directorate:	Infrastructure
File Number:	F14/A09/000001

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

Petition as received – personal details redacted (**Appendix 9.8A**)

Proposed tree planting locations (**Appendix 9.8B**)

Purpose

To provide an update to Council on meetings held with residents of Mardon Drive concerning a petition received from them regarding planting trees in nature strips, and a detailed response to the concerns raised by them to enable Council to make an informed decision on this matter.

Summary

As part of the Greening Greater Horsham Strategy, Council has a program of planting trees on vacant nature strips.

- Mardon Drive is one of a number of streets where gaps in nature strip trees have been identified and was planned to be planted this year.
- A petition was received from 50 residents of Major Mitchell Drive dated 12 June 2025. This petition was received by Council at its meeting on 28 July 2025.
- An initial meeting was held with residents on 2 July 2025 to discuss their concerns.
- The residents raised a number of issues which required closer consideration.
- Residents were made aware that planting would not proceed until further consideration had been given to the issues raised in the petition.
- An initial report was prepared for the 25 August 2025 Council meeting, however that report was deferred, as Councillors requested that further engagement be conducted with the community.
- A subsequent meeting with residents was held on 16 September 2025.
- This report details the outcome of the review of the concerns raised, and proposes that planting of 17 street trees proceed in Mardon Drive proceed with some conditions, primarily around closer

Recommendation

That Council:

1. Approve the planting of 17 street trees along Mardon Drive in the locations identified in **Appendix 9.8B**.
2. Agree to consult with the residents to identify a preferred species for these plantings.
3. Agree to further consult with each resident to identify the preferred location of each tree in the nature strip adjoining their property.

REPORT

Background

Council's Parks and Gardens staff undertake street tree planting in winter/spring each year. As a result of the Greening Greater Horsham Strategy, adopted by Council on 28 March 2022, the street tree planting program initially focuses on in-filling vacant nature strips, working towards the objective of no vacant nature strips by 2031.

A petition from residents of Mardon Drive was submitted to Council on 12 June 2025 detailing their objections to the planting of new street trees on vacant nature strips along Mardon Drive. The petition is included as **Appendix 9.8A**.

An initial meeting with the residents was held on 2 July 2025 to enable them to raise their concerns and in an effort to reach an agreement with the residents at that meeting, if possible. An agreement was not reached.

At its ordinary meeting on 28 July 2025 Council formally received the petition from residents of Mardon Drive and requested a further report on the matter for its consideration, which is this report.

This petition is similar in nature to a previous petition received by Council from residents of Major Mitchell Drive, which resulted in Council deciding not to plant street trees on vacant nature strips, consistent with subdivision plans for the area.

However, this street differs from Major Mitchell Drive in that street trees have already been planted along Mardon Drive in most of the nature strips. Of the 73 house nature strips along Mardon Drive, Council is proposing to plant only 17 vacant nature strips, with the remaining either already having a street tree or infrastructure preventing the planting of a street tree.

Discussion

In the petition received by Council and subsequent discussions, the residents raised a number of concerns (as shown numbered and in bold below). Council staff have reviewed these concerns and provide comments for each:

- 1. Existing and ongoing safety concerns with Mardon Drive being a winding road. Many residents struggle to exit their driveways safely. Additional trees will further impact on their safe car access to the road.**

It is acknowledged that roads with bends can make it challenging for residents to exit their properties in some circumstances. Council staff inspected the road view from driveways either side of each proposed street tree along Mardon Drive. **Appendix 9.8B** shows the location of the 17 trees proposed to be planted.

The result of these inspections indicated that the addition of a street tree would not noticeably impact on residents being able to view the street when exiting their property via motor vehicle.

In a number of instances, landscaping from neighbouring properties impacted on the view of the street from driveways with a number of trees, bushes and hedges impeding the line of sight.

The matter of speeding vehicles travelling along Mardon Drive was also raised during discussions with the residents. Council is of the view that all motor vehicle drivers are responsible for their own conduct on a public road and should drive to the conditions, this includes when travelling along Mardon Drive and when

entering and exiting a property. One resident briefly raised the idea of traffic calming at the 2 July 2025 meeting, however that did not seem to be favoured by the group.

2. Due to the established services and structure, planting of trees now will be on an ad hoc basis impacting the streetscape character the Council is trying to achieve.

It is acknowledged that planting of street trees retrospectively means that some sites are unable to be planted due to minimum buffer distances to existing infrastructure.

The perfect time for planning and planting street trees is during the development process when a new residential area is being constructed. However, the same limitations and buffer distances would apply at the development stage and a uniform planting of trees will not always be possible.

An example of this is the Waterlink Estate where street trees were planted during the development stage. The street trees are not uniform, however, this has not impacted on the character of the street.

Council is confident that the planting of street trees in Mardon Drive, whether uniform or not, will enhance the character of the street and achieve the objectives of the Strategy

3. Danger due to the proximity of services.

The planting of street trees is conducted in accordance with the current Tree Management Policy which identifies the need to keep a suitable distance from local infrastructure.

A 'dial before you dig' assessment to locate services in the area is completed prior to street trees being planted.

4. Estate was designed and developed 25+ years ago with no footpath planned along north side of Mardon Drive, therefore no need for canopy cover as there is no path

The Greening Greater Horsham Strategy refers to vacant nature strips in Horsham being planted with street trees and aims to reduce the number of vacant nature strips to zero by 2031. The strategy does not limit the planting of trees only to vacant sites adjacent to footpaths and walking paths.

Providing shade and sun protection is not the sole objective of the Strategy which details a variety of benefits of planting street trees, including:

- Providing clean air and filtering pollution
- Reducing stormwater run off
- Carbon sequestration
- Improving amenity and aesthetics
- Reducing the urban heat island effect within the city
- Providing shade and sun protection

Staff also reviewed the two previous zones planted with street trees under the Strategy in 2023 and found that there are a number of street trees have been planted in streets without a footpath (typically on one side), including:

- Hazel Street
- Stewart Street
- Matthews Court
- Edward Street
- Wavell Street
- Errett Street
- Frederick Street
- Wawunna Road
- Francis Street
- Alexander Street
- Queen Street

5. Residents have spent thousands of dollars on architectural designed buildings and gardens to capture views. Planting of trees after the event will impact existing landscaping and potentially buildings.

The purpose of a nature strip, historically, has been to create a buffer between the road and private property, to house infrastructure and utilities and to provide an opportunity to improve the aesthetic and character of urban streets.

Council is continually mindful of the impact on residents, particularly when planting street trees. Planting a street tree is only the first step in our street tree program. A team of staff continue to maintain these street trees, watering regularly, and pruning and shaping trees to create a single trunk and uplifting trees at key stages, removing lower branches and creating a higher canopy.

Once appropriately established and maintained, it is not anticipated that the planting of street trees will noticeably impact on views from the properties along Mardon Drive.

The pride and sense of ownership that residents take in maintaining their nature strips is recognised, but these pieces of land are Council owned, and permission is required under Council's Local Law 2021 for any works undertaken by a resident on a nature strip.

Additional Issues

During the onsite meeting on the 2 July 2025, residents raised additional issues, not included in the petition.

Residents raised concerns about additional trees being planted that would contribute to litter at certain times of the year. In particular, the dropping of leaves from ornamental pears, proposed for planting along Mardon Drive.

The species selection for this area was also raised in conjunction with the organic matter and residents requested input into the type of tree species being selected.

Ornamental pears were chosen for consistency with trees already planted along Mardon Drive. While ornamental pears are deciduous and drop their leaves in autumn, native tree species are known for dropping leaves and gum nuts year-round.

Regardless of the tree species, there will be organic matter that results from these trees being planted. Council has a street sweeping program to regularly clean urban streets, approximately once every quarter, to remove the build up of organic matter, dust and mud from urban streets.

Council is open to reviewing the schedule of visits in particular areas to ensure that organic matter is cleaned up more frequently.

Council is also open to discussing the particular species for planting along Mardon Drive providing that it is suitable as a street tree and consistent with the species regularly planted around the Horsham Urban area.

Options to Consider

Options that are available for Council to Consider:

1. Street tree planting with ornamental pears continues as planned.
2. Street Tree planting continues with resident input into type of species being planted
3. No street trees are planted in vacant nature strips along Mardon Drive.

A further option is for Councillors to formally review the Tree Management Policy to ensure residents have a stronger say in selection of tree species. This is not a specific recommendation of this report, as the scope of the Policy does provide for community engagement, and this could readily be extended to include selection of a preferred species, without requiring a change in the Policy. The selection of tree species needs to be guided by an understanding of the suitability of different species for nature strips and our climate, and the desired effect within a street, e.g. with respect to uniformity or variability, and proximity to power lines. For these reasons, it is considered appropriate that:

- A stronger emphasis be placed on community engagement when undertaking nature strip planting, and
- Council's Arborist retain the final decision making for species selection, having regard to community preferences.

Risk Implications

Council needs to be mindful of any decision that may set a precedent which could significantly affect the future of the street tree planting program. Four of eight sectors of Horsham identified in the Greening Greater Horsham Strategy are still to have nature strip planting completed.

While staff have made changes to our process to improve consultation prior to planting, the decision on Mardon Drive needs to consider the impact on the entire city and the possibility of future petitions and requests from the community regarding street tree planting.

A decision in this regard also needs to be mindful that the decision is equitable and that certain areas of the city aren't given preferential treatment.

Sustainability Implications

The Greening Greater Horsham Strategy aims to achieve a number of outcomes which include improving character and aesthetics of the city as well as addressing a number of sustainability and climate change issues.

The Strategy discusses the benefits to the immediate environment from planting trees including:

- Providing clean air and filtering pollution
- Carbon sequestration
- Reducing Urban heat within the city
- Providing shade and sun protection
- Providing biodiversity and attracting a variety of wildlife species

It should be considered that planting trees now is an investment in the future, the benefits from these street trees to our local environment will ensure that Council is taking all necessary steps to respond to the effects of climate change and create a sustainable and liveable environment for our community, now and into the future.

Community Engagement

An initial meeting with residents was held on 2 July 2025 with the aim of achieving an early agreement. An agreement was not reached at that meeting.

The initial report was presented to Council at its 25 August 2025 meeting. Council did not consider the report, but requested further engagement with the community prior to Council making a decision.

This further meeting with residents was held on 16 September 2025 which presented the preliminary outcome of the assessment and related information. Discussion at the meeting led to the following key issues being raised and commitments given:

- Concerns about the location of trees in nature strips blocking views would be addressed through individual consultation with each landowner prior to each tree being planted.
- Consideration would also be given to the best location for trees with regard to cars reversing from driveways at the same time as the above step.
- Concerns about potential damage to infrastructure would be offset by the use of root directors.

Innovation and Continuous Improvement

Not applicable

Collaboration

Not Applicable

Financial Implications

The trees planned for planting along Mardon Drive have already been purchased. Parks and Gardens staff will need to consider alternate areas for the planting of these trees.

Following consultation with residents on a preferred species, Council may need to purchase additional trees if these differ from ornamental pears originally planned for planting, however given the low number, these additional trees will not have a significant impact on the budget.

Regional, State and National Plans and Policies

The DELWP (now DEECA) publication “Trees for Cooler and Greener Streetscapes – Guidelines for Streetscape Planning and Design” identifies a series of key policy drivers for cooler and greener streetscapes consistent with the principles developed in Council’s Greening Greater Horsham Strategy.

More recently, the Government’s Plan for Victoria policy, released this month, has introduced a 30% tree canopy cover target in urban areas across Victoria to help make urban areas greener, cooler and more environmentally resilient. Street tree planting will assist in achieving this target. The Greening Greater Horsham Strategy identified that Horsham’s urban area canopy cover was 13% when last measured in 2022.

Council Plans, Strategies and Policies

As part of the development of the Greening Greater Horsham Strategy, a supporting policy was also prepared which was adopted at the same time as the Strategy.

The Tree Management Policy includes the following principles derived from the Strategy:

4.1 Tree Planting and Establishment

HRCC will proactively carry out annual tree planting in nature strips, parks and reserves and other Council managed land to meet the following objectives:

- To improve shade cover over our townships and contribute to the canopy cover targets set within
- Greening Greater Horsham
- To preserve and enhance the local character of the distinct areas within our townships
- To reinforce plantings along entrance ways and main streets into our townships
- To reinforce habitat links and improve biodiversity outcomes across the Shire
- To ensure that every urban residence has at least one healthy street tree on the nature strip.

This policy indicates that all nature strips should have a tree.

Conclusion

Consideration has been given to the concerns raised by the residents of Mardon Drive.

While it is understandable that the community has concerns about the planting of trees and the safety of their street, this is a program that has been conducted by Council for some time in similar types of streets.

Council's street tree program provides regular maintenance of street trees and clearly understands its responsibility for the placement of trees in nature strips.

9.9 HORSHAM WEST PRIMARY SCHOOL – KIRWOOD ST TRAFFIC – COMMUNITY MEETING

Director:	John Martin
Directorate:	Infrastructure
File Number:	F19/A05/000001

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

Public question containing motion from community meeting (**Appendix 9.9A**)

Report on safety improvements in the Horsham West Primary School / Kirwood St vicinity (**Appendix 9.9B**)

Purpose

To report on consideration of a community motion raising a series of matters relating to school children pedestrian safety in the vicinity of Kirwood St, which adjoins the Horsham West Primary School.

Summary

- A public meeting was held at the Horsham West Primary School on 6 May 2025 to discuss traffic, parking and safety issues in the vicinity of the Horsham West Primary School, in particular Kirwood St
- A series of motions were carried at this meeting, and these were put to Council in a public question at Council's 28 July 2025 meeting.
- The public questions and response are provided in Appendix 1 of this report.
- The key focus of this report is a proposal for some measures to improve pedestrian safety in the vicinity of the school, as some of the other aspects are beyond the domain of just Council.
- It is proposed to engage with the community and the School to seek their views about the proposed actions.

Recommendation

That Council:

1. Consult with the local community and the Horsham West Primary School in relation to the pedestrian safety and traffic measures proposed in this report.
2. Seek a further proposal on the outcome of this consultation be presented for consideration in development of Council's next budget.
3. Provide advocacy support to the Horsham West Primary School should the school seek to acquire the parcel of land on the west boundary of the school, up to the planned extension of Kooyong street.

REPORT

Background

The diagram below shows the location of the Horsham West Primary School (in red), on Hillary St, and the adjoining Kirwood St (in green) on the south side of the school. The blue area is described further below.



Traffic flow in Kirwood St is quite unusual, with timed 45 minute one-way traffic (in an easterly direction) at school dropoff and pickup times each day. This arrangement is understood to have been in place for perhaps 20 years. The writer is not familiar with this traffic treatment being used in other locations.

Concerns about the general amenity in the area arise due to the following issues:

- Cars parking for school dropoff and pickup are impacting on local residents, in particular when they are parked for a prolonged period prior to pickup.
- Limited spaces for; staff parking is resulting in some staff parking in the street rather than the school's car park.
- Residents (or others) who seek to park in front of their house during the dropoff/pickup times may have to park their cars on the wrong side of the street.

From a safety perspective, the key issue is that school children, often un-escorted, are having to navigate these traffic movements, which include two lanes of eastbound traffic in Kirwood St in peak times, and when some of the defined parking areas and limits are ignored, despite the area being periodically patrolled. Key problem areas are crossing Kirwood St at the Hillary St intersection, and at the Kooyong St end. Some relevant photos are included in **Appendix 9.9B** to this report.

A public meeting held on 6 May 2025 was attended by about 20 members of the public. The meeting passed a motion as shown in **Appendix 9.9A**, and re-sequenced as follows:

1. Land Acquisition: Purchase the 8 Blocks on the western boundary of the Horsham West Primary School, with HRCC decision by Term 3 2025.
2. Construct a car park and bus hub facility on the acquired land.
3. Develop a meeting place and playground for young families on the land purchased.
4. Expedite the development and implementation of a comprehensive traffic and pedestrian management plan before the start of the 2026 school year'

The re-sequencing relates to items 1-3 being linked and associated with the proposed land purchase in item 1. Note that the area of land proposed to be purchased is outlined in blue in the diagram above.

Earlier subdivision plans for the Jenkinson Estate, of which this area is part, show that this blue area was intended to be reserved for the Education Department, i.e. for expansion of the Horsham West Primary School site. However, for unclear reasons, potentially including funding limitations, that did not proceed, and 10 or more years ago, the staging plan for this area was changed to show instead that 8 lots would be established on this site for private sale. The area is not planned to be developed in the next few stages of the Jenkinson Estate development, and has been occasionally used as an informal parking area, but is boggy when wet, and is normally fenced off to exclude traffic in this area.

Discussion

The proposed acquisition of the parcel of 8 lots, being the area outlined in blue in the earlier diagram, has merit. A possible concept for use of this area would be:

- School traffic would be encouraged to circulate in an anti-clockwise direction, so that cars would park adjacent to the school block no matter where in the block they are.
- Dedicated bus parking bays could be established in this adjoining parcel.
- The need for children to cross the road in the vicinity of the school would be significantly reduced.
- Impacts on adjoining residential areas would be minimised.
- Potentially, the need for timed, one-way traffic in Kirwood St would be removed.

Anecdotally, it was understood that the Education Department was not prepared to fund the purchase of this parcel, and subsequently, the developer changed their plans for this area to become eight residential lots. The concept of this land being acquired for the School has not been pursued in recent years.

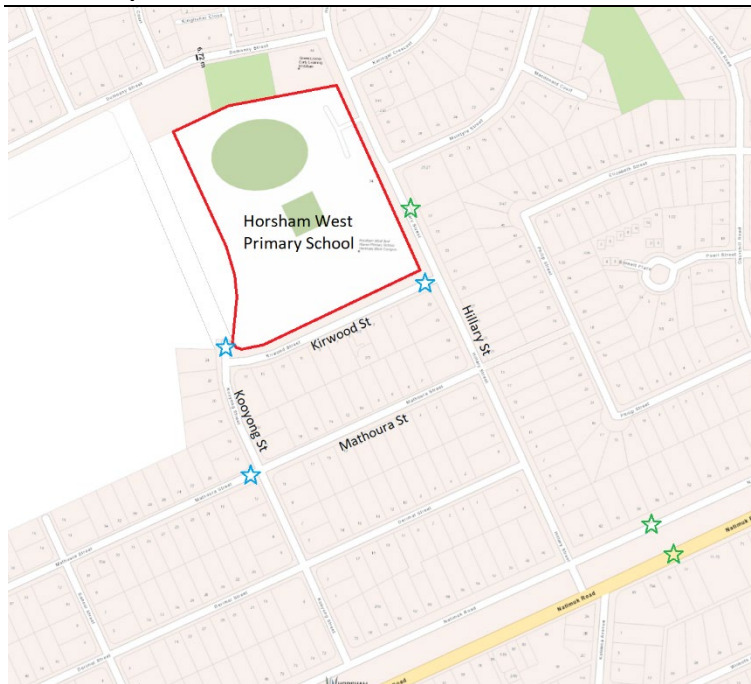
With at least 200 lots remaining for development in the Jenkinson Estate area, it is anticipated that there will be increasing demands for school access in the area. Hence, it would seem that there is merit in the Education Department acquiring this parcel and developing it as outlined above.

Developing this parcel of land, in the manner described, is a role for the Education Department, not Council. Council could, however, provide advocacy support for this expansion, if this is sought by the School and its community.

Appendix 9.9B is an Engineer's report outlining some options to address the pedestrian safety and traffic issues in the area. The proposal includes the following measures:

- A wombat crossing at the Kirwood St – Hillary St T-intersection.
- Changing the parking on the north side of Kirwood St to angle parking
- Providing an improved layout of the school's internal car park
- Considering an option to make Kirwood St one-way at all times.

Based on this initial work, the following measures are now proposed for consideration, with reference to the diagram below, in which:



- Green stars are existing supervised school crossings
- Blue stars are proposed crossings.

Three additional crossings are proposed at the intersections of:

- Kirwood and Hillary Sts
- Kirwood and Kooyong Sts (adjacent to a school exit gate)
- Mathoura and Kooyong Sts (on the Mathoura west leg).

While traffic does not yet pass north of Kirwood St along Kooyong St, there is a road stub in this location, and many children cross at this point.

The two crossings at Hillary / Kirwood and Kooyong / Mathoura are proposed to be crossings with speed humps ahead of them, so that the crossing is flat, but cars are slowed down. The Kooyong / Kirwood crossing would not need the speed humps at this stage.

In the last week of August 2025, new speed zoning guidelines have been released by the State Government. These provide for reduced speed zones near schools, including 30 km/h speed limits. This limit would be proposed for Hillary St and Kirwood St.

Longer term options of 45 degree angle parking on the north side of Kirwood St, and a permanent one-way traffic flow are also recommended to be presented to the community for their input, as discussed in **Appendix 9.9B**.

It is also proposed that the alternative car parking layout for the School's internal car park be offered to the School, but these works would not be funded by Council.

Options to Consider

The report presents some optional measures to address safety concerns in the vicinity of Horsham West Primary School.

Sustainability Implications

Nil

Community Engagement

The report arises from a public meeting. Further engagement will be undertaken pending Council's consideration of these proposals.

Innovation and Continuous Improvement

Nil

Collaboration

Council may seek to support the Primary School should it seek to acquire the parcel on the west side of the School.

Financial Implications

A detailed cost estimate will be prepared following assessment of community feedback. The measures proposed, simple pedestrian crossings with pin-down speed humps, could be accommodated within existing budget this financial year, as some pin-down components are able to be reused.

Regional, State and National Plans and Policies

The State Government's new speed zoning policy was released at the end of August 2025. This will be reviewed to consider its applicability to this area.

Council Plans, Strategies and Policies

The Horsham Urban Transport Plan identifies the merit of reviewing safety arrangements near schools.

Risk Implications

The report addresses safety and amenity risks as identified by the community.

Conclusion

The report proposes some options to address safety issues raised at a public meeting at Horsham West Primary School.

10. COUNCILLOR REPORTS AND ACKNOWLEDGEMENTS

Cr Ian Ross, Mayor

Committee Representation	
Date	Description
	Nil
Other Council Activities	
27/8/25	The Outback Mind Foundation, documentary screening
1/9/25	ABC interview
2/9/25	Resources Victoria
2/9/25	DEECA – Iluka Douglas Mine visit
9/9/25	Dr Anne Webster, Member for Mallee
9/9/25	Native Title and Aboriginal Training
11/9/25	Wimmera Alliance Workshop

Cr Brian Klowss, Acting Mayor

Committee Representation	
Date	Description
11/9/25	Wimmera Alliance Workshop
17/9/25	Natimuk Social and Economic Committee
Other Council Activities	
1/9/25	Briefing
4/9/25	Unscheduled Council Meeting
8/9/25	Briefing
9/9/25	Anne Webster meeting
9/9/25	Native title training
10/9/25	Suicide and Mental Health walk
12/9/25	EMT & Councillor urban bus tour
15/9/25	Briefing (Acting Mayor)
16/9/25	CEO ERC meeting
17/9/25	The Mayors Institute – State Election Roundtable (Acting Mayor)
17/9/25	Citizenship Ceremony (Acting Mayor)

Cr Dean O'Loughlin

Committee Representation	
Date	Description
	Nil
Other Council Activities	
1/9/2025	Council Briefing Meeting
4/9/2025	Unscheduled Council Meeting
4/9/2025	Council Briefing Meeting
8/9/2025	Council Briefing Meeting
9/9/2025	Native Title and Aboriginal Heritage Training
10/9/2025	Suicide and Mental Health Awareness Walk
12/9/2025	EMT & Councillor Urban Tour
15/9/2025	Council Briefing Meeting
16/9/2025	Mardon Street trees – on street mtg
16/9/2025	CEO Employment and Remuneration Committee Meeting

Cr Cam McDonald

Committee Representation	
Date	Description
6/8/25	WSMDA Board meeting online
26/8/25	Final WSMDA Special General meeting to remove Councils from the board
Other Council Activities	
4/8/2025	Council Briefing
5/8/2025	Represented council at the Homeless month display outside post office.
6/8/2025	Attended disaster resilience presentation at council chambers.
11/8/2025	Council Briefing
18/8/2025	Council Briefing
25/8/2025	Council Meeting
31/8/2025	Attended 80 yr celebration of KORUS at Church of Christ Horsham with Mayor Ian Ross

Cr Bec Sluggett

Committee Representation	
Date	Description
22/8/25	Meeting of CEO Employment and Remuneration Committee
Other Council Activities	
1/9/25	Council Briefing
8/9/25	Council Briefing

Councillor Reports and Acknowledgements

9/9/25	4pm - Meeting with Dr Anne Webster 5.30pm - Native Title and Aboriginal Heritage Training
11/9/25	Wimmera Southern Mallee Councils Alliance Workshop
12/9/25	All Day Urban Tour around some of the sites there are proposed projects for Horsham, as well as a tour of the SEC Solar Farm
15/9/25	Council Briefing
16/9/25	5pm – Meeting with residence of Marden Drive about Street Tree Petition 6pm – CEO Employment and Remuneration Meeting

11. URGENT BUSINESS

12. PETITIONS AND JOINT LETTERS

13. PROCEDURAL BUSINESS

13.1 INFORMAL MEETINGS OF COUNCILLORS – RECORD OF MEETINGS

- Council Briefing Meetings held on 1, 4, 8 and 15 September 2025.

Refer to **Appendix 13.1A**

13.2 COUNCIL COMMITTEE MINUTES

Nil

Recommendation

That Council receive and note agenda items:

- 13.1 Informal Meetings of Councillors – Record of Meetings
- 13.2 Council Committee Minutes

14. NOTICE OF MOTION