



SOUTHERN GRAMPIANS SHIRE COUNCIL

Recreation and Leisure Facilities Management Framework





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Introduction

This *Recreation and Leisure Facilities Management Framework* document has been developed to establish a fair and equitable framework for the overall management of outdoor recreation facilities within the Southern Grampians Shire.

The framework covers a number of aspects of facilities management including:

- Management structures;
- Users;
- Fees and charges;
- Service levels;
- Maintenance; and
- Planning for upgrades and/or renewal.

Facilities have been ranked in accordance with the Sport and Recreation Facilities Hierarchy as identified in Recreation and Leisure Strategic Plan 2019-2029.

The development of this framework has been with consideration of the following legislation, Southern Grampians Shire Council Plan and Strategies:

- Southern Grampians Shire Council Plan 2021 – 2025:
- Southern Grampians Shire Southern Grampians Shire Council Recreation and Leisure Strategic Plan 2019-2029;
- Public Health & Wellbeing Plan 2021 – 2025 Southern Grampians Shire Council
- Southern Grampians Asset Management Policy
- Local Government Act 2020
- Crown Land Reserves Act 1978,

This framework applies to all facilities that are either owned by, or vested in, the Southern Grampians Shire Council, with the exception of Council's swimming pool facilities. The framework also applies to facilities not owned or managed by the Southern Grampians Shire Council, where the Shire contributes financially through an operational grant.

Objectives

The objective of this framework is to communicate to all stakeholders the method by which facilities will be managed by Southern Grampians Shire Council Shire. This includes aspects such as:

- Operations & maintenance;
- Management of user agreements – including seasonal and casual use agreements;
- Fees & charges;
- Planning for upgrades and renewal; and
- How facilities will overall be supported by Southern Grampians Shire Council

These have been developed based on the Southern Grampians Shire Council adopted guiding principles for decision making in relation to recreation and leisure facilities in conjunction with Southern Grampians Shire Council Plan, adopted strategy and relevant legislation.

Southern Grampians Shire Council Vision

Southern Grampians Shire Council's vision is outlined within the Southern Grampians Shire Council Plan 2021-2025 as:

Southern Grampians Shire is a growing, inclusive and connected community that fosters sustainability, diversity and innovation.

This aligns with the Southern Grampians current and future Health and Wellbeing Plan and has been a key consideration when developing the Shires Recreation and Leisure and Strategic Plan 2019- 2029.

The Southern Grampians Shire Council's Recreation and Leisure Strategic Plan 2019-2029 has identified four key themes that are underpinned by Southern Grampians Shire Council's guiding principles for recreation and leisure service provision in the Shire. Together they provide a framework that Southern Grampians Shire Council guides planning, provision and promotion of sport, recreation and leisure. With this consideration, the Southern Grampians Shire Council aims to work collaboratively with various stakeholders to establish fair and equitable management and use arrangements of all facilities and to ensure consistency and equity irrespective of the type of governance structure or previous historic arrangements that are in place.

This framework and any new user agreements will replace any historic use agreements whether they be verbal or written.

Guiding Principles

In addition to the themes identified in the strategic plan, the implementation of the Recreation and Leisure Facilities Management Framework will be underpinned by the Shire's adopted Guiding Principles, which guide decision making and service levels standards, which are:

- Safe
 - The Southern Grampians Shire Council aims to ensure that facilities are, above all, fit for purpose and safe for use.
- Accessible
 - Facilities are to be accessible to all sections of the community, regardless of gender, age, ability level, religious belief, or culture. Southern Grampians Shire Council supports the principle of shared multi-use facilities and will encourage broad community access by being both easy to access and easy to use.
- Activated
 - The overarching objective is to support facility users to increase community participation in sport, recreation and physical activity and to positively influence the health and wellbeing of the community.
- Sustainable
 - Facilities will be developed and maintained with a view to promoting both environmental and financial sustainability. Facilities should have minimal impact on the physical environment and be economically viable.
- Integrated
 - Facilities should, wherever possible, be integrated to support shared purpose so that the most efficient use of resources are made to benefit the greatest number of users.

Strategic Plan Themes

The Recreation and Leisure Strategic Plan 2019 – 2029 identified four key themes, in conjunction with Southern Grampians Shire Council's guiding principles, which are to be considered in any decision-making process and service levels standards around sport, recreation and leisure. These four themes are:

- Health and Wellbeing:
 - To articulate and embed the alignment of sport and recreation for the health and wellbeing of the community.
 - To lead and inspire a large community effort and partnership towards creating an environment that will ensure good health, on equal terms, for all our residents.
- Participation in Physical Activity:
 - To increase participation in physical activity and utilisation of community spaces.
 - To continually improve inclusive participation practices and encourage participation opportunities for all residents regardless of age, gender, cultural background, ability or socioeconomic background.
 - To raise awareness of the current gender gap and open up opportunities to significantly increase female participation levels through fair access and inclusion recommendations.

- To support emerging participation trends including semi-structured recreation.
- Active Infrastructure
 - To provide, encourage and facilitate compliant, accessible and inclusive facilities that are well utilised.
 - To provide strategic direction and prioritisation for future infrastructure upgrade, renewal, changed use, development or decommissioning.
 - To provide, support and advocate for access improvements to sport, recreation and leisure infrastructure.
 - To ensure that any future planning and development of infrastructure incorporates environmentally sustainable design, Universal Design and Healthy by Design.
- Planning for sport, recreation and leisure
 - Planning for sport, recreation, leisure and community facilities, programs and services that supports an active community.
 - Invigoration and activations of sport, recreation and leisure places and spaces.
 - Support the community to plan for development of facilities managed by community organisations, including by State Government appointed Committees of Management.

The Southern Grampians Shire Council Recreation and Leisure Strategic Plan 2019 – 2029 identified a number of key issues and gaps currently in the provision of facilities management. Issues such as single use, ageing, non-female friendly or accessibility friendly infrastructure, poor history of maintaining and resourcing facilities, and reliance on external funding, were identified.

This framework has been developed with the purpose of addressing these issues in a sustainable and integrated manner, to maximise facility utilisation and to promote a healthy, vibrant and inclusive community.

The key stakeholder issues and gaps identified in the Recreation & Leisure Strategic Plan 2019 - 2029 are summarised in Figure 1, below.



Figure 1: Key Stakeholder Issues and Gaps

Facility Hierarchy

The Southern Grampians Shire Southern Grampians Shire Council Recreation and Leisure Strategic Plan 2019 – 2029 outlines a hierarchy for Shire facilities. This facility hierarchy includes three categories which is used to define the service level for maintenance and the funding level to be provided by Southern Grampians Shire Council. In addition, the hierarchy is used to determine the fees and charges structure for the facilities within each category. The categories include *Local*, *Municipal* and *Regional*.

The classification for these are determined by a number of factors, such as: catchment area of users; scale of events held at the facility; capacity to raise funds; demonstrated need for the facility within the Shire; and the quality of the facility.

Generally, regional level facilities have greater use and have higher maintenance costs than municipal and local level facilities. Accordingly, regional facilities require a higher level of financial support. User groups generally pay higher fees at regional facilities, which reflects the higher maintenance costs. The category of each facility is detailed in Appendix 1: Recreation Facilities – Category and Ownership.

Figure 2 (below) illustrates the hierarchy of facility categories and provides a summary description of each facility category.

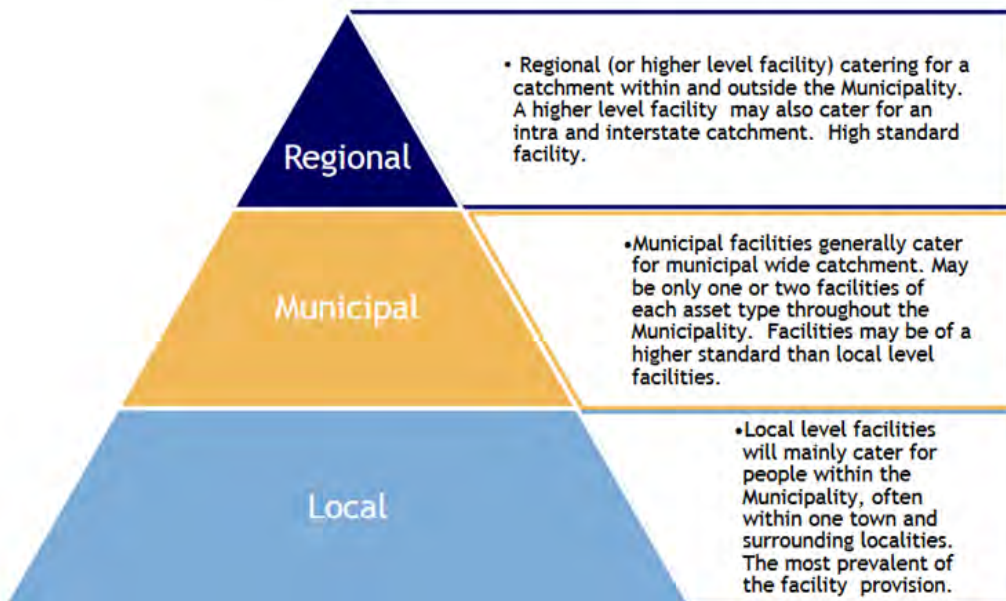


Figure 2: Facility Hierarchy

Local Facilities

Facilities categorised as 'Local' within the facility hierarchy include those facilities that cater for people within the local area only. They are predominately used for local events and are not typically capable of supporting larger scale events. They have a small base of users and are therefore, generally unable to raise significant funds for ongoing operational and maintenance requirements. The category of each facility is detailed in Appendix 1: Recreation Facilities – Category and Ownership.

Municipal Facilities

Facilities categorised as 'Municipal' within the facility hierarchy include those facilities that cater for people within the greater municipal area. They are predominately used for local and district level events and are capable of supporting larger scale events. They have a larger base of users and are usually multi-use facilities and therefore, they are able to raise more funds for ongoing operational and maintenance requirements. These 'Municipal' facilities are larger than 'Local' level facilities and are readily able to support higher level events.

Municipal level facilities require more support from Southern Grampians Shire Council, both financially and from an operational aspect. Planning for the development and maintenance for municipal level facilities is more onerous and requires more planning than local level facilities. The category of each facility is detailed in Appendix 1: Recreation Facilities – Category and Ownership.

Regional Facilities

Facilities categorised as 'Regional' within the facility hierarchy include those facilities that cater for users within a greater Regional area. They are predominately used for district and regional level events however, they may be used for local events as well.

Regional level facilities are capable of supporting large scale events that attract use from a much wider area and can be used to promote the Shire. They have a much larger number of users and are typically multi-use facilities therefore, they are able to raise more substantial levels of funding than local or municipal level facilities for ongoing operational and maintenance requirements. These 'Regional' level facilities are much larger than 'Local' level facilities and generally larger than 'Municipal' level facilities and are readily able to support high-level events.

Regional level facilities require a high-level support from Southern Grampians Shire Council, both financially and from an operational aspect. Planning for the development and maintenance for regional level facilities is much more onerous than other facility categories and should therefore be supported by a facility Master Plan to guide the long-term planning process and to assist in supporting grant applications. The category of each facility is detailed in Appendix 1: Recreation Facilities – Category and Ownership.

Roles and Responsibilities

Consistent with the Recreation and Leisure Strategic Plan 2019-2029, the framework recognises the roles and responsibilities of management agencies and user groups and aims to build strong relationships that benefit Southern Grampians Shire Council, user groups and the wider community.

User Groups

User groups of recreation facilities are established to work collaboratively with Southern Grampians Shire Council and land managers to provide recreation opportunities and to encourage use of those facilities for their members and the wider community. The user groups will contribute to both the management and maintenance of the facilities and they will comply with all relevant legislation in addition to the terms of their user agreement with Southern Grampians Shire Council.

User groups will be consulted with regarding facility maintenance, development including capital projects, funding applications and potential new users to facilities.

Southern Grampians Shire Council expects all User Groups to nominate a primary representative from each User Group who will liaise directly with Southern Grampians Shire Council on behalf of their User Group and that this



representative speaks and acts on behalf of the club. The club can also nominate a secondary representative to act as a proxy in case of unavailability of the primary representative.

Southern Grampians Shire Council

The roles and responsibilities of the Southern Grampians Shire Southern Grampians Shire Council are summarised in four key areas:

Plan

Council will facilitate the planning, development and management process of recreation facilities and services to cater for identified current and future community needs. This will include the development of Master Plans for regionally significant facilities and other facilities as identified by Shire.

Provide

Council will provide and maintain recreation facilities and services where identified through strategic planning documentation, strategic priorities and adopted guiding principles. Provision may take the form of direct funding, shared funding and facilitated arrangements. Southern Grampians Shire Council will actively pursue grant opportunities from state and federal government to achieve the desired outcomes of the strategic planning process.

Support

Council will support community groups and clubs, committees of management, management entities, and other stakeholders for the development, management and maintenance of recreation facilities within agreed service levels and guiding principles.

Partner

Council will consider partnerships with community, education, government and private sectors to ensure that recreation facilities and services result in overall improved community benefit and optimise investment opportunities in line with strategic planning documentation, strategic priorities and adopted guiding principles.

Partnership may include the co-ordination support other agencies to develop consistent management practices that encourage community participation and maximise the utilisation of recreation facilities within the Shire and/or will seek to develop further recreation opportunities through the application of grants to develop recreation facilities both existing and new.

Recreation Facility Maintenance

Southern Grampians Shire Council will contribute to the maintenance and upkeep of recreation and leisure facilities where there has been an identified need through strategic planning documentation, strategic priorities and adopted guiding principles with the with the objective that these facilities are maintained in a safe, accessible condition and are fit-for-purpose so that they meet use requirements.

It is recognised that different usage and activities from different users have varying impacts on recreation facility maintenance requirements. This framework, together with the Recreation and Leisure Facility Operation Funding Policy, sets out a consistent approach for determining the level of financial contribution Southern Grampians Shire Council will provide for the maintenance of recreation and leisure facilities in different locations and with varied levels and types of use.

Council will work with key stakeholders to develop an annual maintenance program for each facility. This annual plan will outline the works required to maintain the facility in accordance with agreed service levels and budget allocations. The aim of the annual plan is to ensure that facilities meet particular user requirements and are maintained in a safe condition in accordance with their intended use.

The level of maintenance works within the annual plan will be commensurate with the facility classification (hierarchy) and demand/level of use outlined in Council's Recreation and Leisure Strategic Plan. At facilities under Council management, Southern Grampians Shire will undertake regular audits (building and open space condition twice per year) to ensure that the service level required and funded is being met.

Agreed Service Levels

Southern Grampians Shire Council's primary objective is to provide facilities maintained in a safe and 'fit-for-purpose' condition and therefore, facilities will be managed and maintained to an agreed service level required to sustain the use of facilities and meet the demand for use. Service levels will be based on the level of use, the number of users, and the category within the facility hierarchy.

Where facilities are managed by others, such as Committees of Management, Southern Grampians Shire Council will encourage those Committees of Management to adopt a similar approach to ensure a consistent approach to reserve and leisure facility management.

Capital Development

Consistent with Southern Grampians Shire Council's Capital Improvement Program process, this framework acknowledges that a long term financial plan exists, which includes proposed capital development works to both Southern Grampians Shire recreation and leisure facilities. It is Council's intent to secure, where possible, external funding and contributions to assist with the implementation of the Capital Improvement Program.

This applies directly to capital works projects to be undertaken at recreation and leisure facilities which meet both state and federal government funding program objectives. Southern Grampians Shire Council is obliged to ensure that resources and finances are used effectively and efficiently and support the implementation of its strategic objectives. It is therefore vital that Southern Grampians Shire Council's financial contributions towards recreation facility maintenance and development are managed responsibly to maximise the benefits and outcomes for the community and ensure accountability for the expenditure of public monies.

The framework establishes the management processes and procedures to appropriately track and account for Southern Grampians Shire Council expenditure without being overly onerous for users and committees. Any capital development will be guided by the Capital Works Contribution Policy which outlines Southern Grampians Shire Council's standard provision for recreation and leisure facilities and potential funding models to drive future development opportunities.

Annual Reporting

At facilities where Southern Grampians Shire Council is the Facility Manager, a summary of activities undertaken throughout the financial year will be provided to user groups to ensure those users remain informed of the financial requirements to manage the facilities to a level that meets demand for use.

At facilities managed by external agencies, or Community Asset Committees, all groups that receive operational funding will be required to provide Council with an annual report of their activities during the preceding 12 month period.

The report should outline the activities of the committee, how they have operated the facilities, what maintenance was undertaken against the service level that was funded in the Annual Management Agreement and what improvements and/or capital development has occurred detailing the outcomes/benefits for the community and users. The annual report should also contain a programme of the planned works for the subsequent 12 month period by outlining the committees' objectives for the coming year.

Committee's that do not provide the required annual reporting, in accordance with the timeline schedule within the Maintenance and Management Agreement, will not receive further Council funding until the annual report is submitted.

Acquittal of Southern Grampians Shire Council Funds

The Annual Reporting process is to include an acquittal process for committees to account for how they have expended Southern Grampians Shire Council funds. Completion of the acquittal process, and associated declaration, will be required to secure Southern Grampians Shire Council funding the following year.

Fees and Charges

Southern Grampians Shire Council has an expectation that users will contribute towards the cost of operating and maintaining facilities. This contribution will be facilitated through the user fees and charges regime. Facility fees and charges are typically calculated on the actual operating cost of the facility.

This is in line with Council's vision, guiding principles and strategic direction to ensure facilities are activated and to promote a healthy, active lifestyle.

At facilities that are not directly managed by Southern Grampians Shire Council, and where Southern Grampians Shire Council does not collect the user fees and charges of user groups, it is vital that a user fees and charges system is in place. Council funding is determined on the assumption that an equitable level of fees and charges are being collected from users to contribute to the costs required to undertake operation and maintenance at that facility.

The Recreation and Leisure Facilities Management Framework supports fees and charges policies for facilities that are underpinned by a clearly defined set of principles, which include:

1. That Southern Grampians Shire Council establish a Fees and Charges Policy for application at all Council owned/managed recreation facilities, and which can be the basis by which the committees at other recreation facilities management agencies set annual user charges.
2. That the policy is consistent with the principles outlined in the Recreation & Leisure Strategy 2019-2029 to underpin the policy.
3. Due consideration is given to the viability and capacity of a user group toward contributing user fees for the management and maintenance of facilities.

Management Structures

There is currently a range of management models in operation at recreation facilities across the shire. Some facilities are owned and managed directly by Southern Grampians Shire Council, some by individual clubs or user groups under lease agreements, and some by Crown Land Committees of Management.

Council acknowledges that the regular user groups, clubs, and organisations involved in the management and operation of the recreation and leisure facilities contribute significantly to the health and wellbeing of the

community through the provision of various sport and recreation activity programmes. It is therefore appropriate for Council to contribute to the maintenance and management of recreation and leisure facilities within the shire to ensure that these facilities are safe, accessible, activated, integrated, and sustainable, in line with Council principles, through the Community Partnership Grants Program or annual budget submission process.

The current management systems and processes at recreation facilities can be perceived as complex for the community. Conditions of use, fees & charges, capital improvement processes, governance structures, and asset management processes can vary between facilities which can lead to the perception of complexity. This framework seeks to provide clarity and consistency around these areas to provide better understanding and to promote greater use of the facilities.

Committee Agreements

Whether facilities are managed by Southern Grampians Shire Council (directly or via s.65 Community Asset Committees) or agencies other than Council, Annual Management Agreements will be developed to clearly articulate the terms and conditions for receiving Southern Grampians Shire Council financial support toward the maintenance of facilities.

These agreements will also outline the management and maintenance responsibilities of the parties, the annual works program, and the level of Southern Grampians Shire Council financial support to be provided.

Southern Grampians Shire Council Funding Conditions

Southern Grampians Shire Council's financial contribution to Community Asset Committees or other Management Committees will be provided based on the following terms and conditions:

- All user groups have an appropriate Tenancy/Occupancy Agreement in place.
- Fees and charges levied by Committees are fair, equitable and consistent at all reserves.
- Committees provide a Report to Southern Grampians Shire Council with financial statements acquitting how the funding / service level contribution from Southern Grampians Shire Council was expended.

Tenancy Agreements

The framework establishes standardised tenancy agreements for users at all facilities. The agreements outline the conditions of use, times of use, fees & charges, and responsibilities of the user groups and responsible management structure. Three types of tenancy agreements are used, depending on the specific circumstances of the user group and the facility in use. As one of Southern Grampians Shire Council's guiding principles is to promote shared access and multi-use of recreation facilities Southern Grampians Shire Council, through this framework, will work with other land managers to ensure that facilities are available and accessible to the wider community.

Lease Agreement

A lease agreement is used to provide sport clubs and/or associations with exclusive use of the facility for an agreed period. The lessee has use of the facility under clearly documented terms and conditions. Lease periods will be subject to negotiation, although are generally in the order of five to ten years in duration.

Under a lease agreement the lessee pays all costs associated with the operation of the leased area, including both minor and major maintenance, utility charges, water costs, rates, and any other costs associated with the normal operation of the facility. Due to the exclusive use nature of the agreement a lease agreement is only issued in exceptional circumstances and is an agreement best suited to single-purpose activities such as bowling greens, golf clubs, equestrian groups, and in some circumstances, tennis clubs.

License Agreements

A license agreement provides a club and/or association with a permit to use a facility for an agreed purpose for an agreed period of time which provides certainty of tenancy. Unlike a lease agreement license agreements do not provide groups with exclusive occupancy rights to a facility. License periods will be subject to negotiation although a maximum term of up to three years is generally recommended.

Under a license agreement the licensee pays scheduled fees and charges for the facility, and may be required to pay some maintenance costs, where appropriate. As the terms of the license agreement are negotiable, many users will be allocated use of facilities on a seasonal basis. Seasonal sports ground allocation will be made on a six-monthly, or sport season, basis. A seasonal allocation does not provide clubs with exclusive use of facilities for the season and recognises the shared nature of the facility. Clubs will not be permitted to sublet or hire out facilities that are Council owned/managed. Seasonal allocation applies to the following dates each year:

- Winter Season – 1 April to 30 September
- Summer Season – 1 October to 31 March

Unless a longer term is agreed under the license agreement seasonal allocation of a facility will not be guaranteed from year to year and will be subject to the seasonal application process or terms of the license agreement. Seasonal allocations are subject to facility fees & charges as scheduled. Utility charges and costs relating to supporting infrastructure specific to their activity.

Casual Hire Agreements

Casual user agreements are generally issued to schools, user groups, or events to confirm a particular facility for a specified activity and time. These casual user agreements are best used for one off, or a series of one off uses that are not permanent in nature. Fees and charges for various facilities are developed annually and published by Southern Grampians Shire Council for casual hire arrangements.

Occupancy Conditions

The tenancy agreement, irrespective of type, will specify the conditions of occupancy and use and will outline the roles and responsibilities of the user group and management agency. The term of the agreement as well as the fees and charges will also be detailed in the agreement.

Crown Land Management

Many of the facilities covered by this management framework are located on Crown Land, managed by DEECA committees constituted under the *Crown Land Reserves Act 1979*. These committees have a responsibility to manage reserves in accordance with the act, which contains specific requirements regarding use, fees and charges, development and improvements and leases/licences for permanent users.

The Recreation and Leisure Facilities Management Framework will use standardised documentation that is compatible with both Southern Grampians Shire Council requirements and the requirements of the Crown Land Reserves Act. This will provide consistency and certainty for users regardless of the management structure in place at the reserve they use.

Crown and Southern Grampians Shire Council Reserves require a specific lease / licence agreement approved for the use of Crown Land reserves. Southern Grampians Shire Council can issue a CHA for use on Southern Grampians Shire Council managed Crown Land, however any permanent tenancy must use the Crown Land lease and licence template.

Reference Documents

Other Policies and Strategies that support the implementation of the Recreation Framework:

- Sport and Recreation Reserve and Facilities User Fees and Charges Policy (new)
- Reserves and Halls Operational Funding Policy (new)
- Recreation Reserves Capital Works Contributions Policy (new)

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Appendix 1: Recreation Facilities – Category and Ownership

Town / Location	Facility	Address	Sport / Activity	Description	Facility Hierarchy	Land Owner	Land Manager	User Groups
Balmoral	Balmoral Recreation Reserve	Harrow-Balmoral Rd, Balmoral	AFL	Oval; Clubrooms.	Local	Crown (DEECA)	DEECA CoM	Harrow Balmoral Football Netball Club Balmoral Tennis Club
			Cricket	Synthetic Pitch (1); Clubrooms.				
			Netball	Asphalt indoor court (1); multi-use; Clubrooms.				
			Tennis	Asphalt courts (6); Clubrooms.				
Branxholme	Branxholme Recreation Reserve	Henty Hwy, Branxholme	AFL	Oval; Clubrooms Asphalt courts (2); Clubrooms.	Local	Crown (DEECA)	DEECA CoM	Branxholme-Wallacedale Football Netball Club Branxholme Cricket Club
			Cricket	Synthetic Pitch (1); practice nets (1); Clubrooms.				
Branxholme	Branxholme Bowls Club	Best St, Branxholme	Bowls	Grass Rink (1); Clubrooms	Local	SGSC	Club	Branxholme Bowls Club
Byaduk	Byaduk Recreation Reserve	Hamilton-Port Fairy Rd, Byaduk	Cricket	Ovals (1); Turf - 5 wicket table; practice nets (1); Pavilion	Local	Crown (DEECA)	DEECA CoM	Byaduk Cricket Club Byaduk Tennis Club
			Tennis	Asphalt courts (4); Clubroom				
Cavendish	Cavendish Recreation Reserve	Henty Hwy, Cavendish	AFL	Oval; clubrooms.	Local	Crown (DEECA)	DEECA CoM	Cavendish Football Netball Club Cavendish & District Tennis Association
			Netball	Synthetic courts (2); Clubrooms.				
Coleraine	Coleraine (Silvester Oval) Recreation Reserve	Winter St, Coleraine	AFL	Oval; clubrooms. Turf Pitch (4 wicket table).	Local	Crown (DEECA)	SGSC (S86)	Coleraine Football Netball Club Coleraine Cricket Club Coleraine Hockey Club Coleraine Tennis Association
			Cricket	Asphalt courts (2 - multi-use) Playground				
			Hockey	Asphalt courts (2 - multi-use) Synthetic for training				
Dunkeld	Dunkeld Recreation Reserve	Skene St, Dunkeld	AFL	Oval; clubrooms	Local	Crown (DEECA)	DEECA CoM	Glenthompson-Dunkeld Football Netball Club
			Netball	Asphalt courts (2); Clubrooms.				
Dunkeld	Dunkeld Bowling Club	Willis St, Dunkeld	Bowls	Synthetic Turf Rink (1); Clubrooms	Local	Crown (DEECA)	Club	Dunkeld Bowling Club



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Town / Location	Facility	Address	Sport / Activity	Description	Facility Hierarchy	Land Owner	Land Manager	User Groups
Dunkeld	Dunkeld Consolidated School	Victoria Valley Rd, Dunkeld	Cricket	Ovals (2); Turf – 5 wicket table; Pavilion	Local	DET	DET	Grampians Cricket Club
Dunkeld	Dunkeld Tennis Courts	Willis St, Dunkeld	Tennis	Asphalt Courts (3); Clubrooms	Local	Crown (DEECA)	DEECA CoM	
Glenthompson	Glenthompson Recreation Reserve	Brady St, Glenthompson	AFL Netball Tennis	Oval; Clubrooms Asphalt courts (2) - multi-use; Clubrooms	Local	Crown (DEECA)	DEECA CoM	Glenthompson-Dunkeld Football Netball Club
Hamilton	Hamilton & District Gymnastics Club	266 Mt Bainbridge Rd, Hamilton	Gymnastics	Large Building (Shed); Gymnastics equipment	Municipal	DET	DET	Hamilton & District Gymnastics Club
Hamilton	Hamilton Cycling Track	King St, Hamilton	Cycling	Velodrome; Clubrooms	Municipal	Crown (DEECA)	DEECA CoM	Hamilton Cycling Club
Hamilton	Hamilton Recreation Reserve	King St, Hamilton	AFL Cricket	Oval Synthetic Pitch, 2 practice nets	Local	Crown (DEECA)	DEECA CoM	Hamilton North Cricket Club
Hamilton	Hamilton Showgrounds	Shakespeare St, Hamilton	Agricultural Show Archery Admin Brass Band	Sheds; Open Space Indoor Targets (Sheds) Exhibition Area Office	Municipal	Crown (DEECA)	SGSC	Hamilton Pastoral & Agricultural Society Greater Hamilton Archery Club Western District Umpires Association Hamilton Brass Band
Hamilton	Hamilton Lawn Tennis Club	Rippon Rd, Hamilton	Tennis	Artificial Turf Courts (6); Grass Courts (8); Clubrooms	Municipal	SGSC	Club	Hamilton Lawn Tennis Club
Hamilton	Kennedy Oval	Palmer St, Hamilton	Cricket	Ovals (2); Turf Pitch (4 wickets); Synthetic Pitch (1); Practice nets (2); Clubrooms.	Local	Crown (DEECA)	DEECA CoM	Hamilton Cricket Club
Hamilton	Lake Hamilton	Mill Rd, Hamilton	Angling Rowing Water Skiing	Lake; Boat Ramp; Clubrooms Lake; Boat Ramp; Clubrooms Lake; Boat Ramp; Clubrooms	Local Regional Local	SGSC	SGSC	Hamilton Anglers Club Hamilton Rowing Club, Monivae, THAC Hamilton Aquatic Club
Hamilton	Lake Hamilton	Mill Rd, Hamilton	Running	Open Space; Walking/Cycling Track	Local	SGSC	SGSC	Hamilton Running Club



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Town / Location	Facility	Address	Sport / Activity	Description	Facility Hierarchy	Land Owner	Land Manager	User Groups
Hamilton	Melville Oval	Market Place, Hamilton	AFL	Oval; clubrooms; Grandstand.	Regional	Crown (DEECA)	SGSC	Hamilton Kangaroos Football Netball Club
Hamilton	Melville Oval	Market Place, Hamilton	Cricket	Turf Pitch (4 wicket table); Clubrooms; Grandstand.	Regional	Crown (DEECA)	SGSC	Hamilton & District Cricket Association
Hamilton	Melville Oval	Market Place, Hamilton	Netball	Asphalt courts (2); amenities with storage.	Local	Crown (DEECA)	SGSC	Hamilton Kangaroos Football Netball Club
Hamilton	Mitchell Park	Mt Napier Rd, Hamilton	Athletics	Grass Running Track; Clubrooms.	Local	Crown (DEECA)	SGSC	Hamilton Little Athletics Centre, Hamilton Running Club
Hamilton	Mitchell Park	Mt Napier Rd, Hamilton	Cricket	Oval; Synthetic Pitch (1); Practice nets (3); Clubrooms.	Local	Crown (DEECA)	SGSC	Hamilton & District Cricket Association
Hamilton	Parklands Golf Club	North Boundary Rd, Hamilton	Golf	18 Hole Golf Course (Sand Scrape greens); Club house	Local	Crown (DEECA)	Club	Parklands Golf Club
Hamilton	Patterson Park	King St, Hamilton	Indoor Bowls Dance Tennis	Hall & amenities; Hall & amenities; Asphalt Courts (3)	Local	Crown (DEECA)	SGSC	Patterson Park Indoor Bowls Hamilton Rock 'n Roll
Hamilton	Pedrina Park	North Boundary Rd, Hamilton	AFL	Ovals (2); Clubrooms	Local	Crown (DEECA)	SGSC	Hamilton Kangaroos Junior Football League Hamilton Auskick
Hamilton	Pedrina Park	North Boundary Rd, Hamilton	Cricket	Ovals (3) Turf Pitch (1 - 4 wicket table); synthetic (2); Practice Nets (2); Clubrooms.	Local	Crown (DEECA)	SGSC	St Andrews Cricket Club
Hamilton	Pedrina Park	North Boundary Rd, Hamilton	Hockey	Artificial Turf pitch (1)	Regional	Crown (DEECA)	SGSC	Glenelg Regional Hockey Association, Hamilton College Hockey Club, Hockey Monivae, Coleraine Hockey Club, Demons Hockey Club, Dunkeld Hockey Club, Bulls Hockey Club
Hamilton	Pedrina Park	North Boundary Rd, Hamilton	Netball	Asphalt courts (6); Clubrooms	Municipal	Crown (DEECA)	SGSC	Hamilton Netball Association
Hamilton	Pedrina Park	North Boundary Rd, Hamilton	Soccer	Grass pitch (1)	Municipal	Crown (DEECA)	SGSC	Hamilton Soccer Club
Mirranatwa	Mirranatwa Tennis Courts	Mirranatwa-School Rd, Mirranatwa	Tennis	Asphalt Courts (3)	Local	Crown (DEECA)	DEECA CoM	

Recreation and Leisure Facilities Management Framework



Town / Location	Facility	Address	Sport / Activity	Description	Facility Hierarchy	Land Owner	Land Manager	User Groups
Mooralla	Mooralla Golf Club	Henty Hwy, Mooralla	Golf	9 Hole Golf Course; Clubhouse	Local	Crown (DEECA)	Golf Club	Mooralla Golf Club
Penshurst	Penshurst Recreation Reserve	Hamilton Hwy, Penshurst	AFL Netball	Oval; Clubrooms Asphalt courts (2) - multi-use;	Local	Crown (DEECA)	DEECA CoM	Penshurst Football Netball Club
Pigeon Ponds	Pigeon Ponds Recreation Reserve	Edenhope- Coleraine Rd, Pigeon Ponds	Cricket Tennis	Synthetic Pitch (1); Practice nets (2); Clubrooms. Asphalt courts (3)	Local	Crown (DEECA)	DEECA CoM	Pigeon Ponds Cricket Club Pigeon Ponds Tennis Club
Tarrington	Tarrington Recreation Reserve	Oval Ave, Tarrington	Cricket	Turf Pitch (1 - 4 wicket table); Practice nets (2); Clubrooms.	Local	Crown (DEECA)	DEECA CoM	Tarrington Cricket Club
Yulecart	Yulecart Recreation Reserve	Digby Rd, Yulecart	Equestrian	Arena	Local	Crown (DEECA)	DEECA CoM	Hamilton Pony Club



Council Policy

<h3>Recreation Reserves Capital Works Contribution Policy</h3>	Date Adopted:	
	Adopted By:	Choose an item.
	Review Due:	
	Responsible Officer:	
	RM8 No:	

INTRODUCTION

The Southern Grampians Shire Recreation and Leisure Strategy 2019-2029 identifies a range of capital projects at Council managed Recreation reserves to be implemented over the 10 year period. The Shire faces some significant challenges to identify suitable funding options to enable the identified projects to proceed. Partnerships with community groups, Council and funding agencies such as the State and Federal Governments will enable additional development and renovation of existing community assets.

State Government facilities operated by Community Committees and schools are also facing significant pressures with respect to aging infrastructure and are looking to Local Government to contribute to urgent maintenance and renewal. Sporting and community groups are also looking to provide or expect regional standard facilities to maintain or build participation, rather than the local facility level required.

This policy provides the principles of determining funding options and responsibilities, with contributions to be provided by Council and users for the agreed development of associated infrastructure at Recreation Reserves and sporting facilities within Southern Grampians Shire.

PURPOSE

The purpose of this policy is to provide guidance for Council and community groups when considering external grant applications and internal capital work applications for sport and recreation projects across the municipality.

OBJECTIVES

The key objectives of this policy are to:

- clearly outline and communicate to the community Councils standard provision for core sport and recreation infrastructure at recreation reserves; and
- provide guidelines regarding funding models for future capital works and upgrades on key sporting infrastructure

The policy will also:

- Provide Council with a clear process for determining priorities when allocating capital works funding for the development and upgrading of sports reserve infrastructure.

- Establish effective partnerships with sporting and community groups to provide suitable facilities for the community;
- Ensure equity for groups to develop new and/or upgrade existing sports ground infrastructure on Council owned or managed land;
- Provide transparency and clarity for sporting clubs and community groups concerning expectations and responsibilities in respect to capital works development and funding requirements.

APPLICATION AND SCOPE

This policy directly applies to all future recreation related infrastructure development projects that are proposed to be undertaken within the Southern Grampians Shire Council that will be considered by Council.

Where existing Council owned/managed sports ground infrastructure does not currently meet the proposed standard provision, remedial projects will be referred to Councils capital works development program for consideration in future budget processes for upgrading.

GENERAL PROVISIONS

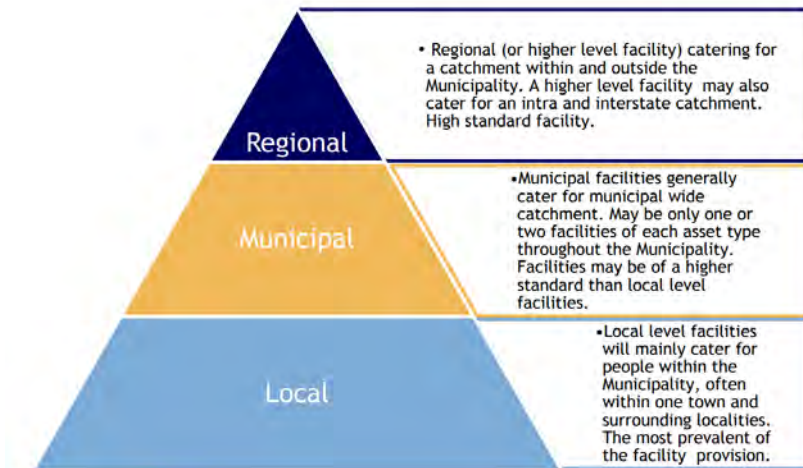
Sporting and recreation facilities will have a basic provision of infrastructure suitable for a sport to be played at the level consistent with the sport facility's hierarchical classification of Local, District or Regional, as determined by Councils Recreation and Leisure Strategy 2019 – 2029.

Fair Access

Council is committed to the implementation of the Victorian Government's Fair Access Policy which aims to improve the access to, and use of, community sports infrastructure for women and girls, which was introduced in August 2022. All capital works proposals must be assessed to ensure that they are compliant with the Gender Equality Act 2020, and support the Fair Access Policy.

Facility Hierarchies

The Recreation and Leisure Strategy 2019-2029 establishes a hierarchy for sports facility provision that recognises that various sports and reserves will be required to provide for different requirements for infrastructure provision. The hierarchy will assist to delineate between the different standards of facility provision for each of the nominated sports at each reserve. A three-tier hierarchy (regional, municipal and local) for sports facilities will guide the future provision and development sporting facilities so the appropriate level of provision can be provided at the appropriate facility.



Proposed Infrastructure Standards

Council’s role in encouraging active participation is in the provision of facilities to a level which is suitable for training and / or active competition. In order to provide clarity to clubs on Council’s standard infrastructure provision, guidance will be taken from State Sporting Associations (SSA) and peak bodies.

Principles

Many projects across the municipality are required to continue to support recreation and sporting infrastructure. The number of opportunities for funding are limited each year, and each of these funding programs is a competitive process with no guarantee of funding.

To ensure that each application has the best chance of success, projects that are ready to commence will be given priority. This is demonstrated by the following:

1. Land Manager/Owner Consent;
2. Detailed Plans suitable for tender development;
3. Budget developed by Quantity Surveyor or written independent contractor quotes;
4. Written SSA or Peak Body support;
5. Confirmed funding contributions from partner organisations evidenced by bank statements.

Projects will be assessed against the Recreation Investment Principles to determine priority for funding.

RECREATION INVESTMENT PRINCIPLES	CRITERIA FOR PRIORITISING CAPITAL WORKS	WEIGHTING
1. Increasing participation	<ul style="list-style-type: none"> - Will attract more participation in recreational activities - Addresses a gap in demand - Contributes to a better pathway for the sport 	25%
2. Equal Opportunity	<ul style="list-style-type: none"> - Aligns with State Government’s Fair Access principles 	25%

and Fair Access	- Supports a social connection need, initiative, or non-player involvement	
3. Strategic justification	- Is in line with Council plans or localised masterplans - Aligns with Environmentally Sustainable Design principles	25%
4. Multi-use	- Development increases community use or provides for multiple users	10%
5. Asset Management	- Is in line with Asset management principles - Identifies value and financial viability	15%

TABLE 1: Recreation Investment Principles

Contribution

Where the Council is requested to make a financial contribution to the project and the project design meets the SSA or Peak Body Facility guidelines the following funding contribution breakdown will apply:

- Total Project Cost less the external funding contribution
- The remaining balance of the project will be funded on a 1:1 funding ratio (Council 1 : Community Group 1)

Council contributions will be determined through the annual budget process.

For Council owned improvements, the contribution from user groups may be provided as an upfront contribution, or an annual contribution over a period of up to 10 years by agreement. Council will not support capital development project partnerships with clubs that are in arrears on any user fees and charges or unpaid contributions to previous projects.

Where user groups require works to exceed SSA or peak body guidelines, the requesting users will be required to contribute the additional facility costs. Examples include reserve perimeter fences (for the purpose of charging a ground admittance), extensions to canteens, larger than standard coaching boxes, additional practice facilities and development of and improvements to social club areas.

Depending on the project budget and scope of works, there may be instances where external funding is not suitable. In this instance alternative funding strategies will be explored by Council subject to other relevant Council Policies and processes (e.g. Capital Works process, Community Grant).

Sports Lighting

Sports lighting will be considered (subject to Town Planning approval) where an increase in sports participation is likely to result and/or to minimise risk of injury through improved management of the use of playing fields. The focus for Sports Lighting will be on provision of lighting that meets the relevant Australian Standards to training level only for specific sports. Clubs will be required to fully fund lighting beyond the Standard Provision Standard.

COUNCIL PLAN REFERENCE

Key priority

- 1: Support our Community

Objective

2: A Healthy and vibrant community

Strategies

- 1.2.1 Provide appropriate, accessible and equitable Council services, facilities and activities
- 1.2.2 Support and encourage participation in quality arts and cultural, Education, leisure, recreation and sporting opportunities
- 1.2.3 Partner with services and agencies to increase the health and wellbeing of our community
- 1.2.4 Provide, promote and support appropriate and accessible services, facilities and activities for the community.

RELATED DOCUMENTS

- Southern Grampians Shire Recreation and Leisure Strategic Plan 2019- 2029
- Southern Grampians Shire Recreation Framework
- Reserves and Halls Operational Funding Policy
- Sport and Recreation Reserve and Facilities User Fees and Charges Policy
-

CHARTER OF HUMAN RIGHTS COMPLIANCE

It is considered that this policy is compatible with the relevant human rights identified in the *Charter of Human Rights and Responsibilities Act 2006 (Vic)*.

GENDER EQUALITY COMPLIANCE

It is considered that this policy is compatible with the relevant gender equality principles identified in the *Gender Equality Act 2020*.

Is a Gender Impact Assessment required?

- Yes (*legally required for all policies that have a direct and significant impact on the public*)
- No (*please provide an explanation why a Gender Impact Assessment is not required*)

REVIEW

The Sport and Recreation Reserve and Facilities User Fees and Charges Policy will be reviewed in conjunction with the Recreation Reserve Management Framework. The policy will be reviewed every four years.

ATTACHMENTS

END



Council Policy

<h3>Sport and Recreation Reserves, Facilities and Halls Operational Funding Policy</h3>	Date Adopted:	
	Adopted By:	Council
	Review Due:	
	Responsible Officer:	
	RM8 No:	

INTRODUCTION

The Southern Grampians Shire Council is committed to supporting the management and operation of community facilities across the Shire, including recreation reserves, community halls and other facilities that support community members. The principles and rationale for the development of the Sport and Recreation Reserves, Facilities and Halls Operational Funding Policy is derived from the *Southern Grampians Shire Council Plan 2021-2025*, *Recreation & Leisure Strategy 2019-2029*, and the *Recreation Reserves Management Framework 2023*.

PURPOSE

The purpose of the Policy is to provide Council, and community organisations with clarity regarding the operational funding to support the management and maintenance of use of some community facilities within the Shire.

DEFINITIONS

Term	Definition
Council	Southern Grampians Shire Council
Crown Land	Land controlled by the State Government for the benefit of the Victorian community. Council operates as the Committee of Management under the Crown Land (Reserves) Act 1978 (Vic) for the leasing and licencing of some Crown Land.

APPLICATION AND SCOPE

This Policy applies directly to all Sporting, Recreational and Community Facilities receiving operational facility funding from Southern Grampians Shire Council.

OBJECTIVES

The objectives of this policy are to:

- Support the management of community facilities,
- Ensure that community facilities are maintained appropriately to meet community needs,
- Support Committees of Management to manage facilities,
- Improve community facilities,
- Allocate operational funding to support achievement of desired service level for key activities.

STRATEGIC PRINCIPLES

Council recognises the value of community facilities within the Shire and how community facilities provide opportunities for recreation, community activities, heritage recognition and support for the community and local residents. This policy acknowledges the invaluable contribution that volunteers have provided to Council in managing and maintaining community facilities and encourages this support to continue where volunteer capacity exists.

- Funding for community facilities is determined/allocated according to 'defined' service standards and levels required to maintain a facility in a safe condition appropriate to meet its demand for use (usage hours)
- Funding for recreation reserves that maintain significant public facilities for passive community use will be considered as part of the operational funding model.
- Council financial contributions, in line with this policy, are made based on the provision of an annual report to Council with financial statements outlining how the contribution has been expended, and compliance with legislative requirements.
- Council acknowledges that the funding levels required for future management and maintenance of facilities may need to be increased during the life of this policy. All operational contributions will be reviewed annually and referred to the annual budget process for consideration of an increase consistent with Council Fees and Charges. Initial allocations are set at \$12,240 for Recreation Reserves.

GENERAL PROVISIONS OF THE ANNUAL OPERATIONAL FUNDING

Recreation Reserves

Council is committed to financially contributing toward the essential management and maintenance requirements for sport and recreation facilities to ensure facilities are accessible for all within the community. Recreation Reserves identified in Schedule 1 will receive operational funding to the value of \$12,240 to assist with these requirements, including:

- Sportsground maintenance including but not limited to mowing, aeration, top dressing, scarifying, spraying, maintenance of core infrastructure such as irrigation systems, over sowing of different turf species for each winter and summer season.
- Annual court maintenance
- General park (passive) maintenance
- Public utilities and lighting
- Fencing, furniture and signage
- Tree maintenance
- Public toilet cleaning and maintenance
- Irrigation costs

- Public litter bin clearances
- Playground inspections and maintenance
- Building maintenance

Community Hall and Buildings

Community buildings identified in Schedule 2 will be provided with an operational grant annually of \$2,220 to assist with the following expenses:

- Utilities (electricity, water, gas)
- Cleaning
- Consumables
- Committee expenses
- Minor breakages and equipment replacement
- Minor maintenance expenses

COUNCIL PLAN REFERENCE

Key priority

1: Support our Community

Objective

2: A Healthy and vibrant community

Strategies

- 1.2.2 Support and encourage participation in quality arts and cultural, Education, leisure, recreation and sporting opportunities
- 1.2.3 Partner with services and agencies to increase the health and wellbeing of our community
- 1.2.4 Provide, promote and support appropriate and accessible services, facilities and activities for the community.

CHARTER OF HUMAN RIGHTS COMPLIANCE

It is considered that this policy is compatible with the relevant human rights identified in the *Charter of Human Rights and Responsibilities Act 2006 (Vic)*.

GENDER EQUALITY COMPLIANCE

It is considered that this policy is compatible with the relevant gender equality principles identified in the *Gender Equality Act 2020*.

Is a Gender Impact Assessment required?

- Yes (*legally required for all policies that have a direct and significant impact on the public*)
- No (*please provide an explanation why a Gender Impact Assessment is not required*)

REVIEW

The Sport and Recreation Reserve and Facilities User Fees and Charges Policy will be reviewed in conjunction with the Recreation Reserve Management Framework. The policy will be reviewed every four years.

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ATTACHMENTS

Schedule 1: Recreation Reserves

Town / Location	Facility
Balmoral	Balmoral Recreation Reserve
Branxholme	Branxholme Recreation Reserve
Byaduk	Byaduk Recreation Reserve
Cavendish	Cavendish Recreation Reserve
Dunkeld	Dunkeld Recreation Reserve
Glenthompson	Glenthompson Recreation Reserve
Hamilton	Hamilton Recreation Reserve
Hamilton	Kennedy Oval Reserve
Penshurst	Penshurst Recreation Reserve
Pigeon Ponds	Pigeon Ponds Recreation Reserve
Tarrington	Tarrington Recreation Reserve

Schedule 2: Community Hall and Buildings

Town / Location	Facility
Balmoral	Balmoral Mechanics Hall
Branxholme	Carapook Community Hall
Byaduk	Byaduk Mechanics Institute Hall
Carapook	Carapook Hall
Cavendish	Cavendish Soldiers Memorial Hall
Coleraine	Coleraine Mechanics Hall
Dunkeld	Dunkeld Community Centre
Glenthompson	Glenthompson War Memorial Hall
Konongwootong	Konongwootong Hall
Nareen	Nareen Hall
Penshurst	Penshurst Memorial Hall
Woodhouse	Woodhouse Nareeb Reserve

END



Council Policy

<h3>Sport and Recreation Reserve and Facilities User Fees and Charges Policy</h3>	Date Adopted:	
	Adopted By:	Council
	Review Due:	
	Responsible Officer:	
	RM8 No:	

INTRODUCTION

The Sport and Recreation Reserve and Facilities User Fees and Charges Policy has been developed to provide clarity regarding the fees and charges applied for the use of Recreation Facilities within the Shire. The policy enables flexibility through the annual budget process to respond to facility improvements and provide updated fee schedules as part of the development process of improvements. In line with the *Recreation & Leisure Strategy 2019-2029*, and the *Recreation Framework 2023*, the policy provides equity for users based on the hierarchy of each facility.

PURPOSE

The purpose of the Policy is to provide Recreation Reserve and Facility Users with clarity regarding the fees and charges applied for the use of the Recreation Facilities within the Shire.

OBJECTIVES

The objective of this policy is to provide a fees and charges model for the Council maintained recreation reserves and facilities across the Southern Grampians Shire consistent with the key principles and objectives of the Southern Grampians Shire Reserve Management Framework. The policy aims to:

- Provide a consistent equitable approach to the apportionment of fees and charges to the users of reserve facilities, and
- Outline the basis upon which fees and charges will be levied.

STRATEGIC PRINCIPLES

Council has an expectation that users of facilities will contribute towards the cost of maintaining and operating facilities via user fees.

The following principles, used in best practice policy implemented by other local governments and endorsed through the Recreation and Leisure Strategy 2019-2029 underpin the user fees and charges policy for the Southern Grampians Shire Council.

- Council should manage all costs associated with the maintenance and renovation of sportsgrounds and pavilions to agreed standards for which it is responsible.
- Council should manage the setting and collection of fees and charges at Council managed reserves, and they should be reviewed annually via Council's budget process.
- All user groups on Council-owned or Council-managed reserves should be levied appropriate fees and charges.
- Seasonal fees and charges levied for use of a sportsground and pavilion should be levied consistently and equitably between users.
- Casual user fees at Council owned reserves will be developed within the Council budget process and should ensure cost recovery of any impact of the nature of the facility hire.
- Commercial organisations, semi-commercial clubs, or user groups generating revenue from Council-owned or Council-managed sportsgrounds and pavilions should be required to pay a negotiated rate for use of the facilities.

Key criteria for a pricing model to achieve the objectives include:

- Equity – fees are fairly applied across the range of user groups
- Efficiency – simple to administer
- Transparency – clear rationale, simple to understand (not subjective)
- Standard/Quality – recognise the size, standard and/or quality of facilities

GENERAL PROVISIONS

Council Managed Reserves

User fees and charges for Council managed Reserves and Facilities will consider the following:

- Maintenance requirements for Council at the Reserves and Facilities to provide a Reserve or Facility that meets its demand for usage;
- Reserve and Facility Hierarchy and maintenance classification;
- Level and type of use including what infrastructure is included in the usage

User group fees consist of the following components:

1: Reserve use fee

The user fee contributes directly toward sportsground specific maintenance, general maintenance, water supply and management, court/ practice area maintenance.

2: Facility use fee

The pavilion fee is calculated based of the annual operating costs to Council. Facilities are categorised reflective of their classification in the facility hierarchy, and demand for use. The facility user fee contributes to essential services, proactive and reactive building maintenance.

Where a user group has exclusive use and/or sub-letting capacity of a facility, the user group will enter into a lease agreement for the facility including an annual rental, and utility costs.

Fee Structure

Appendix I - Usage Fees Structure provides a simplified format for determining charges for user groups and casual users to access Council facilities. Facilities are identified as Regional or Local level facilities and charged evenly to all users accordingly. The annual budget process will determine the fee amounts each year.

Seasonal Users – Licence Agreement

Regular seasonal users such as cricket, football, running are required to enter a seasonal licence agreement outlining the rights and responsibilities for the group. Seasonal licence agreements do not provide exclusive use occupancy rights to a facility and allow user groups to hold a recurrent booking for the days and times required. Seasonal users are charged 10 weeks hire charges in recognition of the responsibilities they share in the operation of the facilities they utilise.

Exclusive Use – Lease Agreement

A lease agreement is used to provide sport clubs and/or associations with exclusive use of some or all of a facility for an agreed period. The lessee has use of the facility under clearly documented terms and conditions.

Under a lease agreement the lessee pays all costs associated with the operation of the leased area, including both minor and major maintenance, utility charges, water costs, rates, and any other costs associated with the normal operation of the facility.

Additional Charges

Additional service requests by user groups for elements such as additional line marking, and maintenance beyond normal operational requirements will be charged at a cost recovery model for the requesting user.

While Council will undertake normal maintenance and renovation of sports facilities, additional works required due to the negligence of the user will be charged at full cost recovery to the user.

APPLICATION AND SCOPE

This policy applies to sporting and recreational reserves and facilities operated by Southern Grampians Shire Council. Reserves or facilities which are under lease, or not operated by Council staff, such as the Hamilton Tennis Club, or Coleraine Sporting Grounds, are not covered by this policy.

COUNCIL PLAN REFERENCE

Key priority

1: Support our Community

Objective

2: A Healthy and vibrant community

Strategies

- 1.2.1 Provide appropriate, accessible and equitable Council services, facilities and activities
- 1.2.2 Support and encourage participation in quality arts and cultural, Education, leisure, recreation and sporting opportunities
- 1.2.3 Partner with services and agencies to increase the health and wellbeing of our community
- 1.2.4 Provide, promote and support appropriate and accessible services, facilities and activities for the community.

RELATED DOCUMENTS

- Southern Grampians Shire Recreation Framework
- Reserves and Halls Operational Funding Policy
- Southern Grampians Shire Recreation and Leisure Strategic Plan 2019-2029
- Recreation Reserves Capital Works Contributions Policy

CHARTER OF HUMAN RIGHTS COMPLIANCE

It is considered that this policy is compatible with the relevant human rights identified in the *Charter of Human Rights and Responsibilities Act 2006 (Vic)*.

GENDER EQUALITY COMPLIANCE

It is considered that this policy is compatible with the relevant gender equality principles identified in the *Gender Equality Act 2020*.

Is a Gender Impact Assessment required?

- Yes (*legally required for all policies that have a direct and significant impact on the public*)
- No (*please provide an explanation why a Gender Impact Assessment is not required*)

REVIEW

The Sport and Recreation Reserve and Facilities User Fees and Charges Policy will be reviewed in conjunction with the Recreation Reserve Management Framework. The policy will be reviewed every four years.

Appendix I – Usage Fees Structure

Seasonal User

Calculation for seasonal users is casual cost per week for 10 weeks. Seasonal users are provided access for six months either over summer or winter and will have a formal agreement.

Annual User

Calculation for annual users is casual cost per week for 20 weeks. Annual users are provided access for longer than six months and up to 12 months and will have a formal user agreement.

Casual User

Calculation for annual user is calculated on required use.

Fee Schedule – Casual User	Regional Level Facility Melville Oval*, Hockey, Soccer		Local Facility Rest of Pedrina Park, Mitchell Park, CFA Running Track	
	Day	Night**	Day	Night**
Facility Fee (Clubrooms and Oval & Tennis/Netball Courts) – Full Day (up to 8 hours)	\$300	N/A	\$75	N/A
Facility Fee (Clubrooms and Oval) –Full Day (up to 8 hours)	\$250	N/A	\$50	N/A
Facility Fee (Clubrooms and Tennis/Netball Courts) – Full Day (up to 8 hours)	\$250	N/A	\$50	N/A
Facility Fee (Clubrooms and Oval & Tennis/Netball Courts) – Half Day (Up To 4 Hours)	\$150	\$310	\$50	\$130
Facility Fee (Clubrooms and Oval) –Half Day (up to 4 hours)	\$125	\$285	\$30	\$110
Facility Fee (Clubrooms and Tennis/Netball Courts) – Half Day (up to 4 hours)	\$125	\$285	\$30	\$110
Facility Fee (Clubrooms and Oval & Tennis/Netball Courts) – Per Hour	\$50	\$90	\$20	\$40
Facility Fee (Clubrooms and Oval) –Per Hour	\$40	\$80	\$15	\$35
Facility Fee (Clubrooms and Tennis/Netball Courts) – Per Hour	\$40	\$80	\$15	\$35
Oval or Tennis/Netball Court only – Per Hour	\$30	\$70	\$10	\$30

* Clubrooms at Melville Oval is for change rooms only. Clubrooms may be provided to multiple groups at the same time.

** Day hire is 7am-8pm during daylight saving hours. Night hire is 8pm-11pm during daylight saving hours.

** Day hire is 7am-6pm during non-daylight saving hours. Night hire is 6pm-11pm during non-daylight saving hours.

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NEIGHBOURHOOD SAFER PLACE –
BUSHFIRE PLACE OF LAST RESORT

ASSESSMENT GUIDELINE

July 2020

CFA Neighbourhood Safer Place – Bushfire Place of Last Resort Assessment Guideline

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CFA Neighbourhood Safer Place – Bushfire Place of Last Resort Assessment Guideline

1. Introduction

Reducing the impact of bushfires is a shared responsibility between government, emergency service organisations and the community. The community plays an integral role in taking the necessary steps to prepare their property for bushfire, to understand their risk, to develop and be ready to implement their bushfire plan.

It is also critical for those living in high bushfire risk areas to have a backup plan if their primary plan fails, or their planned options are unable to be implemented (such as leaving the area early). A backup plan should identify shelter and last resort options available to them, including those that individuals have personally assessed as being a safer option relative to their particular situation if caught in a fire event.

A Neighbourhood Safer Place - also known as a Bushfire Place of Last Resort (**NSP-BPLR**) in the near vicinity (neighbourhood) may, as a last resort, provide a specified level of protection (a safer place) from the immediate life-threatening effects of a bushfire. NSP-BPLRs are not part of leave early, shelter in place or evacuation strategies. They are places of last resort where a person's prospects of survival may be better than other places, but they do not guarantee safety.

An NSP-BPLR is an area or premises that provides separation distance from the bushfire hazard and protection from direct flame contact and excessive (life threatening) levels of radiant heat. It is an existing location and not a purpose-built, fire-proof structure. An NSP-BPLR may be an open space such as a local sports field, foreshore or park, or it may be located within a community facility such as a hall or sports pavilion.

Municipal councils (and relevant Alpine Resort Management Boards¹), the municipal district of which is wholly or partly in the country area of Victoria, identify potential suitable locations, designate, establish and maintain NSP-BPLRs within their municipal district, pursuant to provisions within Part IIIA, Division 3 of the *Country Fire Authority Act 1958 (CFA Act)*. The Country Fire Authority (**CFA**) supports municipal councils in the establishment of NSP-BPLRs as a last resort option for communities living in high-risk areas (and people visiting, working in or traveling through high-risk areas).

This CFA NSP-BPLR Assessment Guideline (**Guideline**) has been prepared and approved by the CFA, published in the Government Gazette and on the CFA website, pursuant to s.50E of the CFA Act. The Guideline sets out the criteria and other considerations by which an appropriately trained CFA officer, assesses the suitability of an NSP-BPLR in terms of protection from the immediate life-threatening effects of radiant heat from bushfire. This is one critical step within a broader municipal council process and is not intended for use by the public.

The Guideline has been subject to regular reviews since its adoption in 2010. There has been no change to critical criteria, but this July 2020 update reflects language and learnings over time, providing revised content for clarification and technical substance.

¹ All reference to council within this guidance document also refers to an Alpine Resort Management Board(s) within the country area of Victoria. Section 5 of *Alpine Resorts (Management) Act 1997* mandates that Alpine Resort Management Board(s) are deemed to be municipal councils for the purposes of the *Emergency Management Act 1986*.

CFA Neighbourhood Safer Place – Bushfire Place of Last Resort Assessment Guideline

2. Background

The 2009 Victorian Bushfires Royal Commission (VBRC) Final Report stated that “The people who left their homes sheltered in a variety of locations - other houses or buildings, bunkers, reserves and ovals, pubs, in-ground swimming pools, cars, dams, and so on. Some people reported that these were pre-planned alternatives and that they helped people survive.” The VBRC also heard examples of fatalities in very similar locations, which serves to highlight that these locations do not guarantee safety.²

The VBRC stated that “[...] many people did not have a well-thought-out plan and were left to make their own decisions without the benefit of assistance from the authorities [...] For these people, the lack of alternatives - the provision of shelters, refuges or evacuation - can become critical because they have no fall back option.”³ “The Commission considers that a revised bushfire safety policy should provide information about places in which to shelter and support for individuals in identifying such places.”⁴

The Victorian Government established ‘Neighbourhood Safer Places’ in response to the recommendations from the VBRC regarding the need for a range of community shelter and relocation options in the event of a bushfire threat. The *Bushfire Safety Policy Framework* (updated November 2018) (**Framework**) was revised and updated to include bushfire safety options as a priority area for protection and shelter during a bushfire.

2.1 Bushfire safety options

The Framework affirms that leaving bushfire prone areas on days of heightened risk is the safest option. Leaving early means leaving a bushfire prone area before a fire has started.

The Framework also recognises plans have the potential to fail, and it is impossible to predict all potential scenarios. It is vital that people are aware of and understand the full range of options available to them. This includes a range of personal and communal options, where people may seek shelter from a bushfire, such as:

- A well-prepared home
- Community Fire Refuges
- Private shelters (or bunkers)
- Private places of shelter
- Evacuation
- Last resort shelter options - Neighbourhood Safer Place and other last resort options, such as a nearby structure, an area of low vegetation, a body of water or a parked vehicle.

Not all options will afford the same degree of protection from a bushfire and not all options will be available in all circumstances.

Personal circumstances and local conditions in a fire event will affect the extent to which any of these options provide relative safety.

It is critical that people understand the need to do everything possible to avoid having to use last resort options.

² VBRC Final Report; Volume 2; Chapter 1; Victoria’s Bushfire Safety Policy; pg. 19.

³ VBRC Final Report; Volume 2; Chapter 1; Victoria’s Bushfire Safety Policy; pg. 32.

⁴ VBRC Final Report; Volume 2; Chapter 1; Victoria’s Bushfire Safety Policy; pg. 21.

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3. Concept

An NSP-BPLR location:

- is a place of last resort in the near vicinity for individuals to access during a fire event affecting their neighbourhood, without the need to take a high-risk journey beyond their neighbourhood;
- eliminates direct exposure to flames from a fire front and manages radiant heat to survivable levels; and
- should only be accessed when personal bushfire plans (for individual properties) cannot be implemented or have failed.

An NSP-BPLR does not guarantee the survival of those who assemble there. An NSP-BPLR may offer improved protection if caught in a fire but cannot be considered as 'safe'.

Those who gather at an NSP-BPLR must remain vigilant and monitor the fire. Active defence against the effects of bushfire (heat and embers) and possible consequential spot fires may be necessary.

Not all communities will have an NSP-BPLR in the local area, as potential sites may not meet specific criteria identified in the Guideline and/or further risk assessment criteria held within a council's Municipal Neighbourhood Safer Places Plan (**MNSPP**) or identified during municipal emergency management planning processes.

Some communities may not have the fire risk profile to indicate a need for an NSP-BPLR.

Accessing an NSP-BPLR or any other last resort option should not be part of a primary bushfire survival plan. All last resort options are inherently dangerous.

An NSP-BPLR should not be confused with Community Fire Refuges,⁵ Relief Centres,⁶ Recovery Centres,⁷ Assembly Areas, or informal places of shelter.

3.1 Limitations and risks

NSP-BPLRs have limitations and do not guarantee safety:

- Sheltering at an NSP-BPLR may result in physical and/or psychological trauma
- There are risks to people travelling through a fire affected environment on foot or in a vehicle to an NSP-BPLR
- There are risks to people accessing, sheltering and leaving an NSP-BPLR during the passage of the fire front
- Limited capacity

⁵ Community Fire Refuges are purpose built or modified buildings that are endorsed by the Emergency Management Commissioner and prescribed in the *Country Fire Authority (Community Fire Refuges) Regulations 2014*, that can provide short-term shelter from the immediate life-threatening effects of a bushfire, but do not guarantee safety. The *Emergency Management Victoria (EMV) Community Fire Refuge Policy (June 2015)* outlines the purpose, attributes and other arrangements related to establishment of refuges.

⁶ A relief centre is a building or place established by a municipal council (in response to an emergency) to provide immediate and basic services to people affected by an emergency; *State Emergency Relief and Recovery Plan; Part 4, Emergency Management Manual Victoria (EMMV); pg. 23.*

⁷ Recovery centres provide a single point of entry for affected persons for an 'all agency, all stakeholders' integrated recovery process. In some cases, a municipal council may transition a relief centre into a recovery centre or establish a standalone recovery centre; *State Emergency Relief and Recovery Plan; Part 4, EMMV; pg. 33.*

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- Limited parking
- May not cater for animals
- Emergency services will not necessarily be present
- Do not provide amenities or services (e.g. food, drink, toilets, medical services)
- May not cater for special needs (e.g. infants, elderly, ill or disabled)
- They are not an appropriate destination when leaving the area early
- They are not assessed to be a place of shelter from other types of emergencies (e.g. to escape rising floodwaters or as a shelter from severe weather events)
- May be in the open and therefore provide no protection from the elements, such as high temperatures from the sun, high wind, or smoke, ash and embers from the fire.

4. CFA site assessment

After identifying a potential NSP-BPLR a municipal council must ask CFA to assess the place in accordance with the Guideline criteria. On receiving a request, CFA must assess the place and if the place meets the criteria set out in the Guideline, certify in writing that the place meets those criteria. A municipal council must not designate a place as an NSP-BPLR unless the place has been certified by the CFA as compliant with the Guideline criteria (pursuant to s.50G of the CFA Act).

CFA's NSP-BPLR bushfire hazard assessment (**site assessment**) is the first critical step in ascertaining the suitability of an NSP-BPLR. The site assessment determines if potential locations identified by municipal councils meet criteria within the Guideline. The critical criteria, established through fire industry and agency partner collaboration, mandate maximum allowable potential radiant heat from a fire event directly impacting the site for open spaces and buildings. There may be other factors affecting acceptance of a site as an NSP-BPLR but satisfying the criteria is the precondition to consideration of acceptance.

The site assessment provides information on the bushfire hazard - the vegetation type identified according to the *Australian Standard AS3959-2018 (AS3959)*, vegetation height and distance from the boundary of the NSP-BPLR, fuel loads and site (effective) slope. Vegetation exclusions apply where the site presents non-vegetated areas (e.g. waterways, exposed beaches, roads, rocky outcrops) or low threat vegetation (e.g. cultivated gardens).

The potential radiant heat load is determined based on data captured at the time of assessment, considering the requirement for council to maintain all designated NSP-BPLRs in its municipal district and review each designated NSP-BPLR by 31 August each year (pursuant to s.50I and s.50J of the CFA Act).

The site assessment is evidence and risk based, on site specific attributes. Compliance may be readily determined where there is a clear delineation between the edge of unmodified vegetation and the managed area that enables the proposed or existing NSP-BPLR site to meet the acceptable separation distance from the hazard (based upon worst-case scenario assumptions). Where the acceptable separation distance is not met, the potential radiant heat load (expressed in kilowatts per square metre) is calculated using bushfire attack assessment methodology and computerisation based on a generalised view

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factor⁸ model. Isolated flammable elements (such as shrubs, grass, isolated trees, etc.) may be present within the separation space so long as such elements do not add to a fire's rate of spread, or significantly contribute to the potential radiant heat impacting on the NSP-BPLR.

Where the vegetation adjoining a proposed or existing NSP-BPLR site is significantly modified and/or fragmented (e.g. urban development), a fire may pass through the landscape via multiple ignitions of isolated flammable elements rather than as a defined fire front. In this scenario the fragmented vegetation may be considered excludable under the AS3959; or where there is uncertainty, the CFA officer may procure further fire behaviour analysis through appropriately qualified practitioners. This further analysis is to determine combined impact of localised flaming sources of heat and inform assessment according to maximum radiant heat criteria. Further analysis may also be applied (but not limited to) where initial site assessment outputs indicate non-compliance within negligible variation to radiant heat criteria parameters. The CFA delegated officer may develop a position of compliance based on review of evidence and informed professional judgement.

Any variations in procedures, alternative assessment approaches, analysis and/or alternative solutions to meet radiant heat criteria must be accompanied by sufficient evidence.

4.1 Radiant heat criteria

An NSP-BPLR should provide protection to people from lethal levels of radiant heat through an appropriate separation distance between the bushfire hazard (vegetation) and the outer edge of the NSP-BPLR. The determination of acceptable distances from the hazardous vegetation producing the radiant heat is based on a specific fire design.

Considering the primary purpose of an NSP-BPLR is to provide for the protection of human life from a bushfire event, the assessment methodology applied is based on a worst-case scenario. Compliance with the radiant heat criteria is established on a design fire occurring under Code Red (Fire Danger Rating) conditions, without active fire fighter protection, as set out below:

Fire weather and flame characteristics*:

Forest Fire Danger Index	120 (Code Red)
Flame width	100m
Flame temperature	1200K

*Design fire modelling also includes other inputs such as; wind speed, ambient temperature, relative humidity, flame emissivity, slope and fuel characteristics.

An NSP-BPLR must meet the following maximum radiant heat criteria.

NSP-BPLR type	Maximum radiant heat	Separation distance
Building	10kW/m²	> 140m
Open space	2kW/m²	> 310m

⁸ View factor or configuration factor is a geometrical factor required by calculating the radiant heat flux to which a site might be exposed, which is a function of flame geometry, location of radiant heat flux receiving element, that is, radiation receiver and relative orientation between the flame and the receiver; AS3959-2018, pg. 101.

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The separation distance in metres (m), in the above table, is from the outer edge of the NSP-BPLR to a **forest fuel hazard** and represents an acceptable evidence-based measure to comply with the maximum allowable radiant heat criteria.

Where NSP-BPLRs are abutting less than extreme fuel hazards the separation distance may be reduced so long as the criteria for maximum radiant heat are met.

An NSP-BPLR may be impacted by other bushfire attack mechanisms such as low level radiant heat, embers and hot convective winds. This reinforces the point made earlier that although these places may provide a specified level of protection they are not devoid of risk.

4.2 Grassland management

Grasslands have a distinct place in the CFA site assessment process, due to:

- the potential for rapid growth in conditions of adequate warmth and moisture
- the requirement under s.50J of the CFA Act for councils to review designated NSP-BPLR within the municipal district by 31 August each year.

Councils may identify a suitable NSP-BPLR site in a grassland area that can only meet the radiant heat criteria with active management of the site and/or the land abutting the site, over the Fire Danger Period (**FDP**), with treatments including slashing, mowing or grazing.

In these circumstances CFA may certify the site as meeting the radiant heat criteria provided that appropriate, specified and prescribed treatments are in place throughout the FDP. This must include prescriptions for management of the grassland in a minimal fuel condition,⁹ secured by agreed terms entered by the landholder(s). The landholder may be the council, a public authority, an agency or a private person.

Evidence of grassland management agreement noting the specific treatments and prescriptions must be provided to CFA with notification of designation or continued designation as part of review. The identified treatment of the grassland must be included within the Municipal Emergency Management Plan (**MEMP**) or relevant subplan of the MEMP.

Council has the role of facilitation and, if required, enforcement of the treatment(s) during the FDP. Fire prevention notices are not ordinarily an appropriate method for achievement of prescriptions for management at an NSP-BPLR. The objection and appeal provisions associated with fire prevention notices could result in significant delays in achieving compliance. This method should only be used as a last resort by councils where a private landholder has reneged on the grassland management agreement and the grassland condition constitutes, or may constitute, a danger to life or property from the threat of fire (pursuant to s.41(1) of the CFA Act).

Where compliance according to agreed terms during the FDP cannot be met within an immediate time frame, council must follow due process to decommission the NSP-BPLR.

⁹ Minimal fuel condition means there is insufficient fuel available to significantly increase the severity of the bushfire attack (recognisable as short-cropped grass for example, to a nominal height of 100 mm); AS3959-2018 section 2.2.3.2, pg. 15.

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4.3 Assessment exclusions

The Guideline criteria do not consider other potential bushfire attack mechanisms (e.g. ember attack), non-vegetation hazards or structural aspects of a building. These matters may, where applicable, be considered within council's further risk assessment which may be initiated through the Municipal Emergency Management Planning Committee (**MEMPC**) or relevant sub-committee of the MEMPC.

This broader risk assessment considers criteria outlined in the MNSPP or municipal emergency management planning processes which may include: the environment surrounding the potential NSP-BPLR site, access and egress, other uses of the site and whether those uses could be inconsistent with its designation as an NSP-BPLR, building accessibility (if applicable), traffic management, etc. Council may seek advice from appropriately qualified CFA personnel and other relevant parties.

CFA's delegated officer may independently identify other non-vegetation hazards or risk concerns in the immediate or broader landscape and provide recommendations to council through the MEMPC or relevant sub-committee due process.

Council must also secure consents and rights of access from the landholder(s) where land is not council owned or managed; and agreed terms where compliance with the radiant heat criteria is based on grassland management of the site and/or land abutting the site during the FDP. If a landholder does not consent to the place being designated and used as an NSP-BPLR or a grassland management agreement cannot be secured, the site must not be designated.

5. Annual review

A municipal council must, by 31 August in each year, conduct a review of each designated NSP-BPLR in its municipal district to determine if it is still suitable to be designated as an NSP-BPLR. This council annual review, or review on a designated site at any time of year, must include a request on CFA for reassessment (pursuant to s.50J of the CFA Act).

On receiving a request, CFA must assess the NSP-BPLR in accordance with the Guideline criteria. As part of a review reassessment, the appropriate CFA officer may determine from local knowledge and evidence gathered that a site status is unchanged from previous assessment and therefore continues to satisfy the assessment criteria.

In these circumstances, CFA may certify that the NSP-BPLR continues to meet the assessment criteria in the Guideline and provide any advice pertaining to grassland management (where applicable).

If CFA's assessment determines that a designated NSP-BPLR no longer complies with the assessment criteria, council must follow due process to decommission the NSP-BPLR.

Southern Grampians Shire Council

Planning Scheme Review Report

October 2023



Unofficial

Planning and Environment Act 1987 (PE Act)

Planning scheme review pursuant to Section 12B of the PE Act

Southern Grampians Planning Scheme

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Acronyms

Abbreviation	Meaning
ABS	Australian Bureau of Statistics
DEECA	Department of Energy, Environment and Climate Action
DoH	Department of Health
DTP	Department of Transport and Planning
GHCMA	Glenside Hopkins Catchment Management Authority
MDFC	Ministerial Direction on the Form and Content of Planning Schemes
MPS	Municipal Planning Strategy
PE Act	Planning and Environment Act 1987
PPV	Planning Panels Victoria
PPARS	Planning Permit Activity and Report System
PG	Practitioner’s Guide to Victoria’s Planning Schemes
PPF	Planning Policy Framework
RPH	Regional Planning Hub
RPP	Regional Planning Partnerships
SGSC	Southern Grampians Shire Council
VCAT	Victorian Civil and Administrative Tribunal
VIF	Victoria in Future



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1 Executive summary

1.1 Why is the planning scheme being reviewed?

The Southern Grampians Planning Scheme Review Report (2023) has been prepared in partnership with the Southern Grampians Shire Council (the council) and the Regional Planning Partnerships (RPP) team at the Department of Transport and Planning (DTP), at the request of the council.

The RPP Regional Planning Hub program was established to support rural and regional councils with peak workloads, build land use planning capacity and capability, and assist councils with key strategic planning projects.

The council, as the planning authority for the Southern Grampians Planning Scheme (the scheme), is required to review its scheme every four years under Section 12(B) of the Planning and Environment Act 1987 (the PE Act).

Once adopted by the council, this review will be forwarded to the Minister for Planning as required under section 12(B) of the PE Act.

A planning scheme amendment or amendments to implement the findings of the review will be required. The marked-up ordinance to support two amendment pathways forms Appendix Two of this report.

1.2 Health check and findings

Overall, the Southern Grampians Planning Scheme is operating effectively.

In 2020 the scheme was restructured to insert a new Municipal Planning Strategy (MPS), reformat local planning policies to replace the former Local Policy Planning Framework (LPPF), and update local schedules. These changes were policy neutral and did not result in the introduction of new content.

This planning scheme review has identified a number of opportunities to update and improve the local content of the scheme to ensure the council's vision for land use and development, as expressed in the Council Plan and other relevant adopted strategic documents, is reflected by the policy and planning controls of the scheme.

The council has recently adopted the Rural Land Use Strategy and its implementation into the scheme will provide certainty for council and permit applicants regarding rural housing, small lot subdivision, workers accommodation and tourism development in the rural zones.

The planning unit is finalising the Small Towns Strategy and commencing a suite of small-town structure plans to guide land use, development, environmental management, community infrastructure and service provision.

Numerous small updates and corrections have been identified to bring the planning scheme in line with the Ministerial Direction on the Form and Content of Planning Schemes (MDFC).

It is recommended that the council focus on developing policy and implementing updates to the scheme that will bring the most community benefit, such as settlement planning and improving the drafting of existing planning controls and schedules to reduce the administrative burden on the planning unit and permit applicants.



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These matters are further addressed in the following sections.

1.3 Top priorities for Southern Grampians Shire Council

The review has identified the following key land use planning priorities for the council:

- Implementation of the Rural Land Use Strategy to enhance agricultural and rural land use strategic directions in the MPS and local policy in the PPF.
- Prepare small town structure plan for Cavendish, Coleriane and Peshurst based on the issues and opportunities identified in the Small Towns Strategy.
- Improving the drafting of overlay and zone schedules to clarify objectives and strategies, increase permit exemptions, reduce unnecessary permit triggers, correct mapping errors, and align permit and applications requirements with DTP planning directives.
- Finalise the draft Grampians Landscape Assessment and South West Landscape Assessment studies and implement into the scheme as updated SLOs and VPOs (as relevant) to identify and protect significant landscape features and habitat values across the Shire.
- Identify and protect environmental assets, finalise previous strategic work to map wetlands and expand existing controls to include significant linear waterways.
- Develop internal policies and procedures for managing Development Plans and developer and open space contributions.

1.4 Consolidated recommendations

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

- Planning scheme recommendations
- Further strategic work recommendations
- Process improvement recommendations
- Advocacy recommendations
- Minister for Planning recommendation

1.4.1 Planning scheme amendment

It is recommended that a planning scheme amendment is carried out by the council to implement the findings of this review that relate to administrative matters or to incorporate recent council or State adopted strategic planning work into the planning scheme.

The review has identified a small number of policy neutral changes that should be made to the scheme to bring it into alignment with the Ministerial Direction on the Form and Content of Planning Schemes (MDFC) and the Practitioner's Guide to Victoria's Planning Schemes (PG).

These include administrative matters such as corrections to ABS data and removal of individual township population data, and do not change the policy intent of the scheme.



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It is also recommended that the MPS refer to the Traditional Owners of the land in which Southern Grampians Shire Council sits – the people and lands of the Bunganditj, Gunditjmara and Tjap Wurrung.

The planning permit activity data audit (Appendix One) and consultation with council staff, referral agencies and external stakeholders identified that local overlay schedules should be reviewed and updated to remove or reduce permit requirements for minor works.

An audit of local and regional strategies and policies that have been completed since the last planning scheme review (Appendix One) has identified new policy that has the strategic justification to be incorporated into the scheme.

These recommended changes are marked up on the supporting draft Ordinance (Appendix Two). The council should liaise with DTP Barwon South West Regional Planning Services team to determine the appropriate amendment pathway to progress the findings of this report.

Recommendation:

To implement the findings of the Southern Grampians Planning Scheme Review Report 2023, it is recommended that the council:

1. Prepare a planning scheme amendment or amendments using the marked-up ordinance at Appendix Two to:

- a) Incorporate the policy neutral changes identified in Chapter 5 to align the ordinance with the Ministerial Direction on the Form and Content of Planning Schemes.
- b) Incorporate elements from the 2021 – 2025 Council Plan and make other updates to factual data.
- c) Amend the Municipal Planning Strategy at Clause 02.01 to include appropriate reference to Traditional Owners and Country.
- d) Include new policy to implement the:

- *Southern Grampians Council Plan 2021-2025 (Southern Grampians Shire Council, 2021)*
- *Southern Grampians Shire Council Community Public Health and Wellbeing Plan 2021-2025*
- *Southern Grampians Shire Council Recreation and Leisure Strategic Plan 2019-2029 (Otium Planning Group, 2019)*
- *Southern Grampians Shire Council Heritage Strategy 2018-2022 (Southern Grampians Shire Council, 2018)*
- *Southern Grampians Shire Council Economic Development Strategy 2011-2021 (Southern Grampians, 2011)*
- *Glenelg Hopkins Regional Catchment Strategy, 2021-2027 (Glenelg Hopkins, 2023)*
- *Hamilton Integrated Water Management Plan (2022).*



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- e) Update Clause 74.02 Further Strategic Work to include the prioritised strategic work program, based on the findings of this review and the prioritisation of the strategic work identified in Appendix Three.
- f) Adequately resource the proposed strategic work program to enable the delivery of the highest priority strategic planning projects identified in Appendix Three of the report.

1.4.2 Further strategic work

Section 8 of this report outlines future strategic planning work that has been identified through an audit of planning permit activity data, feedback from council staff, referral agencies and external consultants, and a review of scheme ordinance.

The list represents a work program that, if implemented, will deliver a positive impact for the community and efficiencies for the council's planning function and users of the scheme.

Only the work that can be completed in the next four years should be listed in Clause 74.02 of the planning scheme. A recommended Clause 74.02 is included in the marked-up ordinance at Appendix Two that contains ten items from the below list.

Appendix Three: Further Strategic Work Prioritisation and the '*A Good Practice Guide to Planning Scheme Reviews*' includes instructions for preparing a prioritised further strategic work list for Clause 74.02 Further Strategic Work.

Recommendations:

2. Commence the implementation of the Rural Land Use Strategy.
3. Commence the implementation of the Small Towns Strategy and prepare structure plans for Penshurst, Cavendish and Coleraine.
4. Update, consolidate and finalise the draft Grampians Landscape Assessment and South West Landscape Assessment Study to identify, qualify and quantify (the extent of) the significant landscapes that have been referred to in the Municipal Planning Strategy but are not yet included in a Significant Landscape Overlay.
5. Utilise strategic work in carriage (Plan for Nature) to identify, qualify and quantify (the extent of) the environmental assets and values that have been referred to in the Municipal Planning Strategy but not yet included in a Planning Scheme control and previously mapped as part of the 2006 wetland study (such as the Environmental Significance Overlay or Vegetation Protection Overlay).
6. Undertake a permit trigger review to:
 - a) Examine the local Design and Development Overlay schedules to clarify objectives, strategies and requirements.
 - b) Examine land in schedules to the Development Plan Overlay to determine whether use and development has been undertaken in accordance with the endorsed plan and whether the overlay could be removed from any parcels of land.
 - c) Review Environment Significance Overlay (ESO1) – Eastern Barred Bandicoot Area in consultation with the Department of Energy, Environment and Climate Action (DEECA)

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- to remove permit application referral requirement as conservation values of the Eastern Barred Bandicoot addressed in other legislation (via EPBC and FFG Act)
- d) Expand the application of the Environmental Significance Overlay Schedule 2 – Protection of Waterways over linear waterways that cross into Southern Grampians from Ararat and Glenelg Shires to ensure consistent cross-border protection in respective planning schemes.
 - e) Review the application and any potential overlap of the Environmental Significance Overlay Schedule 2 – Protection of Waterways (ESO2) and the Environmental Significance Overlay Schedule 3 – Wannon River Escarpment Protection (ESO3)
 - f) Review Low Density Residential Zone Schedule 2 and update to increase the minimum floor area for exempted outbuildings.
 - g) Following the disbursement of collected funds, prepare a strategic justification background report and commence a Planning Scheme Amendment to remove the local schedule of the Parking Overlay, based on the findings of the Hamilton Central Business Area Activation Master Plan.
 - h) Review Heritage Overlay mapping to ensure appropriate curtilage for significant buildings and precincts identified in the HO are mapped correctly.
 - i) Review the Rural Activity Zone Schedule 2 mapping to ensure curtilage of properties are mapped correctly.
7. Prepare a Southern Grampians Public Open Space Policy to identify existing open space resources and future open space requirements, including procedures for collecting, recording and allocating funds.
 8. Develop Water Sensitive Urban Design directions and policy to improve stormwater quality entering the Grange Burn (in consultation with Wannon Water, the Glenelg Hopkins Catchment Management Authority (GHCMA), Southern Rural Water (SRW)) and insert as a new Clause 19.03-3L (Integrated Water Management) in accordance with the Hamilton Integrated Water Management Plan (2021).
 9. Prepare a correction and anomalies amendment to address mapping, zoning and typographical errors for places and ordinance identified in the correction register contained in the 2018 Planning Scheme Review (as relevant) and any other list maintained by the planning unit.
 10. Identify priority places of potential local heritage significance via a gap analysis to inform a future Hamilton Gap Heritage Study.
 11. Enhance local heritage policy at Clause 15.03-1L to include policy for remote heritage places and groups of heritage buildings in a rural setting.
 12. Investigate increased protection of Aboriginal cultural heritage sites in collaboration with Aboriginal Victoria and Gunditj Mirring Registered Aboriginal Party with regard to *'Acknowledgment of Places with Shared Values' (Context, 2015)* guidance document.
 13. Investigate the application of the Buffer Area Overlay to identify and protect buffer areas around the Hamilton Regional Livestock Exchange (saleyards), Hamilton Landfill and Waste Transfer Station, declared water storages and water supply and treatment infrastructure.

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1.4.3 Process improvements

Process improvement recommendations are drawn from analysis of the planning scheme, permit activity data, consultation with council staff and referral authorities.

Recommendations:

It is recommended that the council:

14. Develop a procedure to endorsing, registering and managing development plans and collecting, recording and allocating public open space funds in a Development Plan and Contributions Register. Map the location of endorsed DPs as a layer on the council's internal mapping system.
15. In collaboration with the Environmental Health team, prepare an application requirements fact sheet available on the council's webpage that outlines Minimum Standard for Wastewater Management Reports.
16. Investigate whether additional resources are required to undertake planning enforcement and whether a resource may be shared across local regional councils.
17. Finalise and make available the suite of resource material developed as part of the DTP Better Planning Approvals co-design project.

1.4.4 Advocacy

The following recommendations are generally beyond the scope of what the council can achieve in its planning scheme under the current Victoria Planning Provisions or scope of the PE Act. They are matters that the council may wish to discuss with the Victorian government or regional agencies to highlight the issue and advocate for change.

A key advocacy issue that was identified in the 2018 planning scheme review and has been raised in stakeholder feedback is the strategic planning and coordination of future wastewater provision in growth areas. The council is progressing engagement with Wannon Water to discuss reticulated sewerage provision and it is recommended that consultation continues as part of the proposed small town structure planning program.

Recommendations:

It is recommended that the council:

18. Work in collaboration with Wannon Water when planning for subdivisions in townships to ensure water authority and municipal strategic planning aligns to ensure anticipated growth is accessible to water and sewerage infrastructure
19. Seek Department of Energy, Environment and Climate Action support for the review of significant landscapes and vegetation to identify, map and protect nationally significant biodiversity and landscape values in the scheme.



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1.4.5 Minister for Planning

The council, with assistance from the RPP team at DTP, has prepared a planning scheme review as required by section 12B(1) of the PE Act.

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

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

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

Recommendation:

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

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2 Introduction

2.1 Purpose

The council, as the planning authority for the scheme, is required to review its scheme every four years under Section 12(B) of the PE Act.

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

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

Planning scheme reviews also provide the opportunity to:

- Align the council's policy position with the planning scheme.
- Update out of date or redundant information.
- Educate and inform stakeholders about how the planning scheme works and the process by which to improve it.

The council last prepared a comprehensive review of its planning scheme in 2018.

Recently the scheme was restructured to insert a new MPS and local planning policies to replace the former Local Policy Planning Framework (LPPF). This was done by planning scheme amendment C59sgra as a policy neutral amendment led by the Victorian government in consultation with council. A second project reviewed and updated local schedules as part of the Smart Planning Local Schedules Update. This was done by planning scheme amendment C57sgra as a policy neutral amendment led by the Victorian government.

This review will be forwarded to the Minister for Planning as required under section 12(B) of the PE Act once complete. A planning scheme amendment or amendments to implement the findings of the planning scheme review is recommended.

2.2 Methodology

The Southern Grampians Planning Scheme Review Report 2023 has been prepared in partnership with the council and the RPP team at DTP, at the request of the council.

The RPP Regional Planning Hub (RPH) program was established to support rural and regional councils with peak workloads, build land use planning capacity and capability, and assist councils with key strategic planning projects.

Many rural and regional councils have requested assistance under the RPH program to prepare planning scheme reviews.

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To support this, the RPP team partnered with Redink Planning to develop a six-stage methodology to guide the preparation of planning scheme reviews, as shown in **Error! Reference source not found.** below.

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

Figure 1: Planning scheme review methodology

1 Initiate	2 Analyse	3 Engage	4 Report	5 Consult	6 Implement
Establish timelines	Audit the planning scheme	Statutory and strategic planners	Planning scheme review report	Test findings with community	Develop a shortlist of priority further strategic work
Collate materials	Review strategic documents and new policy	Internal referrals	Further strategic work plan	Test further strategic work with community	Planning scheme review to Minister for Planning
Survey planners and key staff	VCAT decisions	Councillors and Executive	Marked – up ordinance		Planning Scheme Amendment
Contact referral authorities	Planning panel recommendations	External referrals			Budgeting for further strategic work
Inform DTP	Previous planning scheme review	Registered Aboriginal Parties			Process improvements & advocacy
	Planning permit activity	Other identified stakeholders			
	Survey results				

The planning scheme review project followed this six-step methodology with the following timeline:

Stage	Timing
Initiate	February 2023
Analyse	March – June 2023
Engage	June 2023
Report	August 2023
Consult	TBC by council



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Implement

TBC by council

This planning scheme review project has been prepared in accordance with the following directions and guidance provided by DTP:

Ministerial directions:

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

Planning practice notes and advice:

- A Practitioner's Guide to Victoria's Planning Schemes.
- PPN 32 Review of planning schemes.
- PPN 46 Strategic Assessment Guidelines.

3 What's driving change

3.1 Population, growth, and economy

The Australian Bureau of Statistics (ABS) Estimated Resident Population (ERP) for the Southern Grampians Shire LGA estimates that in 2021, 16,588 people resided in the municipality, which decreased to 16,374 in 2022. Victoria in Future (VIF), the official State government projection of population and households, predicts a further loss in population, estimating that by 2036 the population will reduce to approximately 15,029.

In 2021, VIF estimated that the Southern Grampians Shire LGA comprised 7,969 individual households, with approximately 2,267 households occupied by a 'couple without children' and 2,413 occupied by a lone person. Comparatively, 1,766 households were occupied by a 'couple with children' or 608 as a 'one parent family'. The dwelling structure in 2021 is recorded as 6,400 separate houses, 304 semi-detached houses, 96 flats or apartments, and 38 other dwellings.

The median age of residents in the Shire is increasing, from 42 years old in 2006 to 47 years old in 2021. The average household size reduced slightly between the 2006 and 2021 Census periods from 2.4 to 2.2 people per household. The high proportion of lone or child-free households is not unique to Southern Grampians, with nearby rural shires recording similar household occupancy and demographic trends.

The *Southern Grampians Economic Development Strategy 2011-2021* identifies that stagnating population growth compounded with an ageing population will become a complex challenge for the Shire in the future. It points to expansion of propulsive industries such as agriculture and tourism, major project development and public investment to achieve 'above trend' amenity driven population growth. This contrasts with the 0.5 percent decline rate p.a between 2016 and 2036 as predicted by VIF data.

Although Southern Grampians Shire has multiple initiatives and projects underway to bolster population growth and attraction, demographic projections are unlikely to change and the need to plan for an ageing population remains a priority.



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From a land use planning perspective, a challenge for Southern Grampians is ensuring its ageing population and key workers can access suitable and affordable housing options, including compact housing. In 2021, 79.8 percent of all dwellings in the shire comprised of 3 or 4 bedrooms.

The *2021 – 2025 Council Plan* includes objectives to increase housing diversity, including social and affordable housing, worker housing, and more sustainable housing through pathways such as a Southern Grampians Housing Strategy and a Key Worker Housing Strategy. At present, the scheme lacks sections on housing policy.

Hamilton is the major urban centre in the Shire, accommodating 9,577 residents in 2021. It is supported by a network of smaller towns and settlements, including Balmoral, Branxholme, Byaduk, Cavendish, Coleraine, Dunkeld, Glenthompson, Peshurst and Tarrington.

Agriculture is the key economic driver for the municipality. Broad acre cropping is the predominant land use, with horticulture, wool production and some extractive and rural industries. Growth is expected to continue in agro-forestry, mining and renewable energy. Most industrial land is located in and around the main urban and rural service centres.

In the Southern Grampians Shire LGA agriculture is the largest employer, followed by health care and social assistance, local government administration, and retail (ABS, 2021 Census). The Southern Grampians Shire LGA has an annual economic output of approximately \$1.015 billion.

Tourism is a growing sector and the municipality's natural and recreational features include significant landscapes, waterfalls, trails, National Parks, leisure facilities and heritage attractions draw visitors for recreation, events, and cultural tourism.

3.2 Climate change and other environmental risks

Southern Grampians is situated in the Barwon South West region of Victoria and contains significant natural landscapes such as the Victorian Volcanic Plains, the Dundas Tablelands and Gariwerd / Grampians. Key water systems include the Glenelg River and the Wannon River. Fertile agricultural plains have heavily modified areas of the shire and provide an environmental challenge to protect land from soil decline, dryland salinity and water quality decline.

The *Council Plan 2021 – 2025* and *Community Vision 2041* include several objectives that seek to address climate impacts. From a land use planning perspective, these plans include the following relevant actions:

- Strengthen planning policy and requirements for a more diversified agricultural sector, renewable energy sector and vegetation conservation.
- Investigate a regenerative approach to land management with a focus on enhancing biodiversity via government support and market mechanisms.
- Identify low carbon transportation options, including bicycle infrastructure, flexible local transport options, road and rail adaptation for passenger services and electric vehicle fleets.

It is predicted that Southern Grampians Shire will be subject to increased and extreme temperatures, reduced annual rainfall, and an increase in heavy and damaging rainfall events from the effects of climate change.

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Most of the Shire exists in bushfire prone areas and has a history of major bushfire damage, with the towns of Balmoral and Dunkeld having the most significant interfaces with areas at risk. The Grampians represent a significant natural environment particularly prone to bushfire risk due to its vegetation cover and steep slopes. Other natural disasters and environmental hazards include flooding and storms, which are likely to become more severe.

3.3 Victorian government amendments and advice

The Victoria Planning Provisions are constantly being reviewed and updated with numerous VC and GC amendments occurring each year. DTP also provides advice to planners in the form of updates to the Practitioner's Guide to Victoria's Planning Schemes (PG) and new planning practice notes. The full list amendments to the Victoria Planning Provisions that have been gazetted and practice notes that have been released since the last review form Appendix Four.

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

Applying the Buffer Area Overlay

Amendment VC175 introduced the Buffer Area Overlay (BAO). The BAO is a new amenity buffer that is designed to ensure sensitive land uses like schools, hospitals, and residences, are not affected by off-site impacts such as noise, dust, odour, and hazardous air pollutants from industries operating nearby.

This control may be suitable for application to a range of infrastructure assets located on public land including declared water storages, water supply and treatment infrastructure, transfer stations, landfill sites.

The 2018 Planning Scheme Review also identified the need to establish and protect buffer areas around the Hamilton Regional Livestock Exchange (saleyards), and the Hamilton Landfill and Waste Transfer Station.

It is recommended that the council investigate the application of the BAO over council owned assets and those operated by relevant agencies (such as the water authority) within proximity to townships.

It is also recommended that the council develop local policy for insertion into Clause 13.07-1L-01 Land Use Compatibility to guide siting and interface requirements between sensitive land uses (such as residential, schools and health care) and industry in its small townships as part of future structure planning.

Reduced permit requirements in the Rural Living, Farming and Rural Activity Zones

Amendment VC231 amended planning permit exemption thresholds for dwelling extensions, out-buildings, and buildings used for agriculture in the Rural Living Zone (RLZ), Farming Zone (FZ) and Rural Activity Zone (RAZ). It did so by increasing the floor area for which a planning permit was not required for the following building and work categories; alterations or extensions to existing dwellings, out-buildings associated with a dwelling and alterations or extensions to an existing building used for agriculture. It also introduced the ability to vary the distance by which a planning permit is required for buildings within a setback of a waterway, wetland or designated floodplain through a schedule to a zone.



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The new exemption thresholds are designed to reduce unnecessary planning permit triggers, delays, and workloads at rural and regional councils, to make it easier for rural and regional households to make extensions to their households, and to make it easier for farmers to construct low impact buildings that contribute to agricultural productivity.

While the council does not currently utilise schedules to the RLZ, FZ or RAZ to specify localised permit exemptions for dwelling extensions, out-buildings or buildings used for agriculture, it is recommended that permit activity continue to be monitored and opportunities for a reduction in permit requirements for low impact buildings in rural areas be explored where possible.

Flood mapping assistance for local government

On 30 May 2023, the Victorian government announced \$22.2 million in funding to fast-track more flood studies so that communities are best prepared for future floods.

This funding will help accelerate flood mapping data studies which will be used to update their planning schemes to identify suitable locations for new development and avoid high flood-risk areas.

The Minister has appointed a Flood-related Amendments Standing Advisory Committee to provide advice on the implementation of flood studies and associated proposed planning scheme amendments.

It is recommended that the council take advantage of any opportunity to secure funding and resource support to continue to update its flood mapping in partnership with the relevant catchment management authority.

3.3.1.1 Findings:

A. Investigate the application of the Buffer Area Overlay to identify and protect buffer areas around the Hamilton Regional Livestock Exchange (saleyards), Hamilton Landfill and Waste Transfer Station, declared water storages and water supply and treatment infrastructure.

4 Previous planning scheme review

4.1 Previous planning scheme review

The planning scheme was last reviewed by The Planning Connection in 2018 and was adopted in 2019.

The review contained the following recommendations for improvements to the scheme:

- Prepare township plans for Balmoral, Cavendish, Coleraine, Peshurst and Glenthompson.
- Prepare settlement policy for settlements in bushfire prone areas.
- Implement the Hamilton Flood Study 2012.
- Amend Low Density Residential Zone Schedule 2 'Dunkeld' Areas' to increase the minimum floor area for exempted outbuildings.

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- Review Design and Development Overlays and update to introduce permit exemptions for outbuildings associated with single dwellings and to increase the minimum floor area for exempted outbuildings.
- Development Plans and Development Plan Overlay:
 - review the Outline Development Plans in outer Hamilton and insert into planning scheme
 - establish a register of approved Development Plans
 - update DPOs to require infrastructure provision.
- Work with Wannon Water and landowners to progress the provision of formal reticulated sewerage within the areas identified for conventional residential growth in DPOs.
- Review the Domestic Waste Water Management Plan and develop a protocol to require Land Capability Assessments to be submitted with Planning Permit applications.
- Progress the preparation of the *South West Landscape Assessment and Grampians Landscape Assessment*.
- Complete biodiversity significance mapping and implement the Vegetation Protection Overlay or Environmental Significance Overlay to protect significant flora and fauna.
- Prepare and apply the Environmental Significance Overlay to protect buffer areas around critical infrastructure including declared water storages, water supply and treatment infrastructure, the Hamilton Regional Livestock Exchange (saleyards), and the Hamilton Landfill and Waste Transfer Station.
- Undertake a Heritage Strategy and review the extent of the Heritage Overlay within Hamilton CBD and development heritage design guidelines.
- Review and amend the schedule to the Parking Overlay.
- Introduce the Infrastructure Design Manual to the scheme, including local conditions and requirements in consultation with the Engineering and Assets Department.
- Undertake a corrections and anomalies planning scheme amendment to correct land zoning and mapping errors identified in the register maintained by the planning unit and in a list supplied as an attachment to the 2018 review.

4.2 Progress since last review

4.2.1 Completed projects

Since the adoption of the 2018 planning scheme review, the most significant change to the scheme was in 2020 to insert a new MPS and local planning policies to replace the former LPPF. This was done by planning scheme amendment C59sgra as a policy neutral amendment led by the Victorian government in consultation with the council.



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A second project reviewed and updated local schedules as part of the Smart Planning Local Schedules Update. This was done by planning scheme amendment C57sgra as a policy neutral amendment led by the Victorian government.

The council has also completed the following further strategic work and scheme amendments based on the recommendations of the 2018 planning scheme review:

- Heritage Strategy (2018)
- Domestic Wastewater Management Plan (2019)
- Hamilton Central Business Area Activation Master Plan (Jensen Plus, 2020)
- Hamilton Integrated Water Management Plan (2021)
- Adaptive Wastewater Solutions for Small Towns (2020)
- Southern Grampians Rural Land Use Strategy (2022)
- C54 to implement the Hamilton Flood Study (2012) and apply the Land Subject to Inundation Overlay, Floodway Overlay and insert the Hamilton and Coleraine Local Floodplain Development Plan (2020) into the scheme.
- C56 to map and transfer existing incorporated documents specified in the schedule to 'Specific Sites and Exclusions' (Clause 51.01) into the new Specific Controls Overlay (Clause 45.12).

Other strategic work and scheme amendments prepared by the council in the review period include:

- C55 to apply the Public Acquisition Overlay (PAO) to part 178 Victoria Valley Road, Dunkeld to facilitate the construction of a pedestrian link from the Dunkeld Visitor Information Centre to the Mount Sturgeon car park.
- C51 rezones parts of the Hamilton Golf Course, 170 Rippon Road, Hamilton from Special Use Zone Schedule 2 to General Residential Zone Schedule 1 to facilitate the residential subdivision of land that is surplus to the Golf Club's requirements.
- C036 applies a permanent Significant Landscape Overlay (SLO) Schedule 6 to Harmans Valley to replace an interim SLO introduced by the Minister for Planning by Amendment C50 in October 2016, to recognise the landscape significance of the feature, as identified by the South West Landscape Assessment Study 2013.

4.2.2 Projects underway

The planning unit has commenced a strategic work program to update the policy settings for settlement, housing, and rural land use in the scheme.

The *Rural Land Use Strategy (2022)* was adopted by the council in May 2023. The preparation of a planning scheme amendment is in progress to implement the following study actions:

- Introduce local policy to the MPS and PPS to support the assessment of use and development permits for subdivision, housing excision, small lot subdivision, rural workers accommodation and tourism development in the rural zones.

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- Introduce and apply the Restructure Overlay to small allotments in the Farming Zone (located at the edge of township boundaries) to encourage the consolidation of land that cannot be developed due to size constraints for managing wastewater on site.
- Delete the Bushfire Management Overlay Schedule 1 to Clause 44.06 Bushfire Management Overlay.

The planning unit is also finalising the *Small Towns Strategy (2023)*, which is discussed in Section 9 and 10.

At a broader, organisation level, the council is preparing the *Plan for Nature* (Environmental Asset Strategy) and has recently completed a Community Infrastructure Framework. These documents are likely to include policy or actions for translation into the scheme.

The council is also progressing engagement with Wannon Water to discuss reticulated sewerage provision in growth areas identified in the Development Plan Overlay and new strategic work, including the *Small Towns Strategy (2023)*.

5 Audit and assessment of current scheme

5.1 Methodology

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

Findings on improvements that could be made are listed below. Some of these can occur as part of a planning scheme amendment based on the findings in this report and are included in the marked-up ordinance at Appendix Two. Others require further strategic work to justify the change and are instead listed as findings.

5.2 Municipal Planning Strategy

As well as the assessment outlined above, the MPS was cross referenced against all the other local provisions in the scheme to ensure that there is a link to all local policies in the MPS.

Clause no. and name	Changes required	Action
02.01 Context	Amend to update language used for recognition of traditional owners, update population statistics and context for Shire's transport linkages.	PSR policy neutral amendment
02.02 Vision	Update to implement and give effect to: Southern Grampians Council Plan 2021-2025 (Southern Grampians Shire Council, 2021).	PSR policy neutral amendment
02.03-1 Settlement	Remove population statistics as data becomes outdated quickly	PSR policy neutral amendment
	Recommendation to undertake an overarching settlement strategy and updated economic development strategy that	PSR further strategic work

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	defines how growth should be managed in an updated hierarchy of settlements.	
02.03-2 Environmental values and landscapes	Opportunity to review the VPO, ESO and SLO to ensure all natural features are considered within the planning scheme and consistent with environmental and landscape values identified in the MPS.	PSR further strategic work
02.03-3 Environmental risks and amenity	Opportunity to undertake further strategic work to focus on strategic directions relating to climate change, soil degradation and to a lesser extent noise, air quality and amenity.	PSR further strategic work
02.03-4 Natural resource management		PSR complies
02.03-5 Built environment and heritage		PSR complies
02.03 Housing	The MPS does not contain a section on Housing. Recommendation to prepare a series of structure plans (as identified in the Small Towns Strategy) to implement strategic directions relating to housing.	PSR further strategic work
02.03-6 Economic development		PSR complies
02.03-7 Transport		PSR complies
02.03-8 Infrastructure	Amend title of background document to be consistent with Clause 72.08.	PSR policy neutral amendment
	Opportunity to undertake further strategic work to investigate strategic directions relating to community infrastructure (i.e., health, education and cultural).	PSR further strategic work
02.04 Strategic framework plans	Opportunity to update strategic framework plan to provide strategic direction with information from the maps in the Southern Grampians Economic Development Strategy, the Rural Land Use Strategy and the Small Towns Strategy.	PSR further strategic work

5.3 Planning Policy Framework

All the Local PPF policies that are included in the scheme are included in the table below. Changes may be required to align with the MDFC, or they may be suggested to clarify the policy as identified through the analysis and engage stages of the review.

Clause no. and name	Changes required	Action
11.02-1L Supply of urban land		PSR complies
11.03-6L Hamilton	Amend 1 strategy for clarity. Amend 1 policy guideline to commence with a PG approved verb.	PSR policy neutral amendment:
11.03-6L Dunkeld	Amend 1 policy document to be consistent with Clause 72.08. Relocate 1 strategy from Settlement to Access and infrastructure.	PSR policy neutral amendment:

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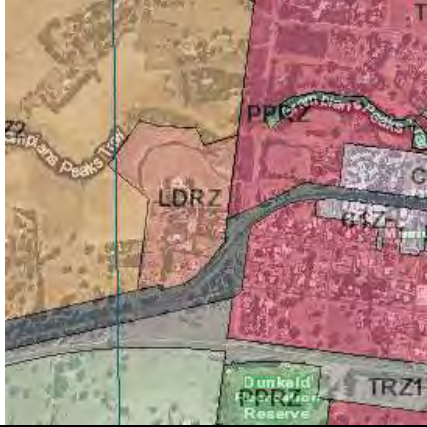
	Amend 2 strategies for clarity and to ensure they commence with an approved verb. Update Clause number to be different from above.	
12.05-2L Southern Grampian's significant landscapes	Introduce SLO's to ensure that the Victorian Volcanic Plains, the Dundas Tablelands and the Grampians can be adequately protected through planning scheme controls. Introduce new directions from the RLUS relating to Environment and Landscape.	PSR further strategic work.
13.07-1L Land surrounding industrial zones		PSR complies
14.01-1L Small lot subdivisions, house lot excisions and dwellings	Amend 2 strategies to commence with a PG approved verb. Amend policy to ensure it applies an application for both use and development of accommodation.	PSR policy neutral amendment
14.01-1L Industrial uses in the Farming Zone	Amend policy to ensure it applies an application for both use and development of industry. Update Clause number to be different from above.	PSR policy neutral amendment
14.01-1L Protection of agricultural land	Opportunity to Introduce new Local Policy Clause with directions from the RLUS relating to Food and Fibre. Update Clause number to be different from above.	PSR further strategic work.
14.01-2L Sustainable agricultural land use	Complies. Could introduce new directions from the RLUS relating to Rural Industry.	PSR complies PSR further strategic work
14.01-3L Forestry, timber production and processing	Amend policy to ensure it applies a specific type of use or development.	PSR policy neutral amendment
15.01-1L Sign design	Amend the policy application in accordance with the PG.	PSR policy neutral amendment
15.01-1L Industrial design	Amend the policy application in accordance with the PG. Amend 2 strategies to commence with a PG approved verb. Amend 1 direction for clarity.	PSR policy neutral amendment
15.01-3L Subdivision design in Coleraine	Amend the policy application in accordance with the PG. Amend 2 strategies to commence with a PG approved verb. Amend 1 strategy for clarity. Consider relocating 1 strategy.	PSR policy neutral amendment
15.03-1L Heritage conservation		PSR complies
15.03-1L Shopfronts and verandahs	Amend policy to ensure it applies a specific type of development. Amend 2 strategies to commence with a PG approved verb. Update Clause number to be different from above.	PSR policy neutral amendment
17.02-1L Business in small and large towns		PSR complies
17.02-2L Out-of-centre development	Revise strategy (further to recommendations in 02.03-1) to clearly define activity centre typologies.	PSR further strategic work
17.03-2L Industrial development and servicing		PSR complies
17.04-1L Facilitating tourism	Introduce new directions from the RLUS relating to Rural Tourism.	PSR further strategic work
18.02-5L Heavy vehicle routes		PSR complies
18.02-7L Hamilton airport	Amend policy to ensure it applies a specific type of development.	PSR policy neutral amendment

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	Include map of the Land Use Precincts Plan from the Hamilton Airport Master Plan (background document) and amend references accordingly.	
19.02-6L Location and design of open space	Amend 1 policy document to be consistent with Clause 72.08. Amend policy to delete expiry date of background document.	PSR policy neutral amendment
19.03-2L Infrastructure design and provision		PSR complies
19.03-3L Sewage treatment		PSR complies

5.4 Zones

All the zone schedules that are included in the scheme are in the table below, alongside a notation about whether they comply or require changing due to recommendations of this review. Changes may be required to align with the MDFC, or they may be suggested to clarify the policy as identified through the analysis and engage stages of the review.

Clause no. and name	Changes required	Action
32.03s1 Low Density Residential Zone	Separate map into 3 new schedules in accordance with PG. Keep remaining LDRZ/LDRZ1 schedule for land in LDRZ that does not have specific subdivision requirements.	PSR policy neutral amendment
32.03s2 Low Density Residential Zone	Apply Schedule 2 of the LDRZ to the land identified as LDRZ below. Land affected by schedule 2 is "all land in Dunkeld", however, one parcel of land on the western side of the settlement has not been included. 	PSR further strategic work.
32.04s Mixed Use Zone		PSR complies
32.05s Township Zone		PSR complies



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32.07s1 Residential Growth Zone	The schedule to this zone must contain up to 5 design objectives to be achieved for the area, as directed in PPN91 – none have been specified. Explore possibility to use existing Urban Design Framework, Urban Design Guidelines or Masterplans.	PSR further strategic work.
32.08s1 General Residential Zone		PSR complies
32.09s1 Neighbourhood Residential Zone	The schedule to this zone must contain up to 5 neighbourhood, heritage, environment or landscape character objectives to be achieved for the area, as directed in PPN91 – none have been specified.	PSR further strategic work.
33.01s1 Industrial 1 Zone		PSR complies
33.02s1 Industrial 2 Zone		PSR complies
33.03s1 Industrial 3 Zone		PSR complies
34.01s1 Commercial 1 Zone	Improve description and ensure it is consistent with the application of the zone.	PSR further strategic work
35.03s1 Rural Living Zone	Update Table 1 to meet MDFC.	PSR policy neutral amendment.
35.03s2 Rural Living Zone	Update Table 1 to meet MDFC.	PSR policy neutral amendment.
	Improve description and ensure it is consistent with the application of the zone.	PSR further strategic work
35.06s1 Rural Conservation Zone	Update Table 1 to meet MDFC Amend objectives to meet MDFC	PSR policy neutral amendment.
35.07s1 Farming Zone	Update Table 1 to meet MDFC.	PSR policy neutral amendment.
35.08s1 Rural Activity Zone	Update Table 1 to meet MDFC.	PSR policy neutral amendment.
	Separate map into 3 new schedules in accordance with PG (A, C, B/D).	PSR policy neutral amendment.
35.08s2 Rural Activity Zone	Update Table 1 to meet MDFC.	PSR policy neutral amendment.
	Separate map into 2 new schedules in accordance with PG (A, B)	PSR further strategic work
36.01s1 Public Use Zone		PSR complies
36.02s1 Public Park and Recreation Zone		PSR complies
36.03 Public Conservation and Resource Zone		PSR complies
37.01s1 Special Use Zone		PSR complies
37.01s2 Special Use Zone		PSR complies
37.01s3 Special Use Zone		PSR complies
37.01s4 Special Use Zone		PSR complies
37.01s5 Special Use Zone		PSR complies
37.01s6 Special Use Zone	Amend title of background document to be consistent with Clause 72.08. Amend application requirements over 3 sections for clarity.	PSR policy neutral amendment
37.01s7 Special Use Zone	Amend 1 application requirements for clarity.	PSR policy neutral amendment
37.03s1 Urban Floodway Zone		PSR complies

5.5 Overlays



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All the overlay schedules that are included in the scheme are in the table below, alongside a notation about whether they comply or require changing due to recommendations of this review. Changes may be required to align with the MDfC, or they may be suggested to clarify the policy as identified through the analysis and engage stages of the review.

Clause no. and name	Changes required	Action
42.01s1 Environment Significance Overlay	Rationalise 2 objectives into 1 to comply with MD. Remove repeated permit requirement that is covered in Clause 66.04s. Amend 1 decision guideline to be neutral.	PSR policy neutral amendment
42.01s2 Environment Significance Overlay	Rationalise 9 objectives into 1 to comply with MD.	PSR further strategic work
	Remove repeated referral requirement that is covered in Clause 66.04s.	PSR policy neutral amendment
42.01s3 Environment Significance Overlay	Review the application and any potential overlap of the ESO3 and ESO2.	PSR further strategic work
42.02s1 Vegetation Protection Overlay	Amend 1 application requirement for clarity. Move 1 decision guideline to application requirements. Amend 5 decision guidelines to be neutral. Review the application and potential expansion of the VPO1 as part of the Plan for Nature work to address the loss or death of mature trees.	PSR policy neutral amendment Further strategic work
42.03s1 Significant Landscape Overlay	Amend 3 decision guidelines to remove repetition and improve clarity.	PSR policy neutral amendment
	Review the application and potential expansion of the SLO1 as part of future landscape assessment work to consider surrounding features such as Points Reserve, Bryan Creek and Northern Escarpment.	Further strategic work
42.03s2 Significant Landscape Overlay	Update permit requirement.	PSR policy neutral amendment
	Update 3 decision guidelines to remove repetition and improve clarity. Remove background document to comply with MD. Review the application and requirements of the schedule to ensure that development does not impact the landscape qualities of surrounding reserves and take into consideration the recommendations of the South West Landscape Assessment Study and previous panel reports relating to landscape character.	Further strategic work
42.03s3 Significant Landscape Overlay	Update permit requirements.	PSR policy neutral amendment
	Update 3 decision guidelines to remove repetition and improve clarity. Remove background document to comply with MD. Review the application and requirements of the schedule to ensure that development does not impact the landscape qualities of surrounding reserves and take into consideration the recommendations of the South West Landscape Assessment Study and previous panel reports relating to landscape character.	Further strategic work
42.03s4 Significant Landscape Overlay	Update permit requirements.	PSR policy neutral amendment
	Update 3 decision guidelines to remove repetition and improve clarity. Remove background document to comply with MD.	Further strategic work

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	Review the application and requirements of the schedule to ensure that development does not impact the landscape qualities of surrounding reserves and take into consideration the recommendations of the South West Landscape Assessment Study and previous panel reports relating to landscape character.	
42.03s5 Significant Landscape Overlay	Update permit requirements. Update 3 decision guidelines to remove repetition and improve clarity. Remove background document to comply with MD. Review the application and requirements of the schedule to ensure that development does not impact the landscape qualities of surrounding reserves and take into consideration the recommendations of the South West Landscape Assessment Study and previous panel reports relating to landscape character.	PSR policy neutral amendment Further strategic work
42.03s6 Significant Landscape Overlay	Review the application and requirements of the schedule to ensure that development does not impact the landscape qualities of surrounding reserves and take into consideration the recommendations of the South West Landscape Assessment Study and previous panel reports relating to landscape character.	Further strategic work
43.01s1 Heritage Overlay	Amend 4 application requirements for clarity. Remove italicised notes below heritage places table.	PSR policy neutral amendment
43.02s1 Design and Development Overlay	Amend Design and Development Overlay Schedule 1 'Industrial Areas Fronting Key Entry Roads into Hamilton' to require a permit for all buildings and works.	PSR further strategic work
43.02s2 Design and Development Overlay	Further strategic work is required to review and update DDO2 to improve clarity, permit requirements and decision guidelines.	PSR further strategic work
	Rationalise 9 objectives into 5 to comply with MD. Remove background documents to comply with MD. Remove diagrams to comply with MD	PSR policy neutral amendment
43.02s3 Design and Development Overlay	Further strategic work is required to review and update DDO3 to improve clarity, permit requirements and decision guidelines.	PSR further strategic work
	Rationalise 8 objectives into 5 to comply with MD. Remove background documents to comply with MD. Remove diagrams to comply with MD	PSR policy neutral amendment
43.02s4 Design and Development Overlay		PSR complies
43.02s5 Design and Development Overlay	Implement 2018 planning scheme review recommendations to increase minimum floor area's and reduce permit triggers that are overly burdensome to the council.	PSR further strategic work
	Rationalise 8 objectives into 5 to comply with MD. Remove background documents to comply with MD. Remove diagrams to comply with MD	PSR policy neutral amendment
43.02s6 Design and Development Overlay	Implement 2018 planning scheme review recommendations to amend permit requirements.	PSR further strategic work
	Rationalise 7 objectives into 5 to comply with MD. Remove background documents to comply with MD. Remove diagrams to comply with MD	PSR policy neutral amendment



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43.02s7 Design and Development Overlay	Further strategic work is required to review and update DDO7 to improve clarity, permit requirements and decision guidelines.	PSR further strategic work
	Rationalise 9 objectives into 5 to comply with MD. Remove background documents to comply with MD. Remove diagrams to comply with MD	PSR policy neutral amendment
43.02s8 Design and Development Overlay	Further strategic work is required to review and update DDO8 to improve clarity, permit requirements and decision guidelines.	PSR further strategic work
	Remove background documents to comply with MD. Remove diagrams to comply with MD	PSR policy neutral amendment
43.02s9 Design and Development Overlay	Further strategic work is required to review and update DDO9 to improve clarity, permit requirements and decision guidelines.	PSR further strategic work
	Rationalise 7 objectives into 5 to comply with MD. Remove background document to comply with MD.	PSR policy neutral amendment
43.02s10 Design and Development Overlay	Further strategic work is required to review and update DDO10 to improve clarity, permit requirements and decision guidelines.	PSR Further Strategic Work
	Rationalise 6 objectives into 5 to comply with MD. Remove background document to comply with MD.	PSR policy neutral amendment
43.02s11 Design and Development Overlay	Further strategic work is required to review and update DDO11 to improve clarity, permit requirements and decision guidelines.	PSR further strategic work
	Remove background document to comply with MD.	PSR policy neutral amendment
43.04s1 Development Plan Overlay	Implement 2018 planning scheme review recommendations.	PSR further strategic work
43.04s2 Development Plan Overlay	Implement 2018 planning scheme review recommendations.	PSR further strategic work
43.04s3 Development Plan Overlay	Implement 2018 planning scheme review recommendations. Amend Clause 1.0 to identify Coleriane LDZ1 land. Alternatively, create a new schedule to the DPO specifically for Coleraine as part of the Coleraine Structure Plan project.	PSR further strategic work
43.04s4 Development Plan Overlay	Implement 2018 planning scheme review recommendations.	PSR further strategic work
43.04s5 Development Plan Overlay	Implement 2018 planning scheme review recommendations. Increase the minimum floor area for exempted outbuildings from 10 square metres to 40 square metres and require exempted outbuildings to be located at minimum setback in-line with the dwelling or to the rear.	PSR further strategic work
43.04s6 Development Plan Overlay	Implement 2018 planning scheme review recommendations. Exempt all buildings and works associated with single dwellings, with the exception of buildings and works associated with large outbuildings, houses over 6 metres in height and high fence (fence height TBC).	PSR further strategic work
43.04s7 Development Plan Overlay	Further strategic work is required to review and update to improve clarity, permit requirements and decision guidelines.	PSR further strategic work
	Remove map to schedule 7	PSR policy neutral amendment
43.04s8 Development Plan Overlay	Further strategic work is required to review and update to improve clarity, permit requirements and decision guidelines.	PSR further strategic work
	Remove map to schedule 8.	PSR policy neutral amendment

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43.04s9 Development Plan Overlay	Further strategic work is required to review and update to improve clarity, permit requirements and decision guidelines.	PSR further strategic work
	Remove map to schedule 9.	PSR policy neutral amendment
43.04s10 Development Plan Overlay	Further strategic work is required to review and update to improve clarity, permit requirements and decision guidelines.	PSR further strategic work
	Remove map to schedule 10.	PSR policy neutral amendment
43.04s11 Development Plan Overlay	Further strategic work is required to review and update to improve clarity, permit requirements and decision guidelines.	PSR further strategic work
43.04s12 Development Plan Overlay	Further strategic work is required to review and update to improve clarity, permit requirements and decision guidelines.	PSR further strategic work
43.04s13 Development Plan Overlay	Further strategic work is required to review and update to improve clarity, permit requirements and decision guidelines.	PSR further strategic work
	Remove maps to schedule 13.	PSR policy neutral amendment
44.03s Floodway Overlay	Update mapping to reference schedule number.	PSR policy neutral amendment
44.04s1 Land Subject to Inundation Overlay		PSR complies
44.04s2 Land Subject to Inundation Overlay		PSR complies
44.06s1 Bushfire Management Overlay		PSR complies
45.01s1 Public Acquisition Overlay		PSR complies
45.02s1 Airport Environs Overlay		PSR complies
45.02s2 Airport Environs Overlay		PSR complies
45.09s1 Parking Overlay	Prepare a strategic justification background report to remove PO1, based on the findings of the Hamilton Central Business Area Activation Master Plan.	PSR further strategic work
45.12s1 Specific Controls Overlay		PSR complies

5.6 Particular provisions

All the particular provision schedules that are available to be applied in the scheme are included in the table below, alongside a notation about whether they comply or require changing due to recommendations of this review. Changes may be required to align with the MDFC, or they may be suggested to clarify the policy as identified through the analysis and engage stages of the review.

Clause no. and name	Is it applied? Changes required (if relevant)	Action
51.01s Specific sites and inclusions	No content – however, an amendment will be required in the future to transfer and map these sites into the schedule of Clause 45.12 <i>Specific Controls Overlay</i> .	PSR policy neutral amendment.

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52.02s Easements, restrictions, and reserves		PSR complies
52.05s Signs		PSR complies
52.16s Native vegetation precinct plan		PSR complies
52.17s Native vegetation		PSR complies
52.27s Licenced premises		PSR complies
52.28s Gaming	Update Table 1 to comply with MD	PSR policy neutral amendment.
52.32s Wind energy facility	Update Table 1 to comply with MD	PSR policy neutral amendment.
52.33 Post boxes and drystone walls		PSR complies
53.06s Live music entertainment venues		PSR complies
53.15s Statement of underlying provisions		PSR complies
59.15s Local VicSmart applications		PSR complies
Clause 59.16s1 Information requirements and decision guidelines for local VicSmart applications		PSR complies

5.7 General provisions

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

Clause no. and name	Is it applied? Changes required (if relevant)	Action
66.04s Referral of permit applications under local provisions.	Update with new details	PSR policy neutral amendment
66.06s Notice of permit applications under local provisions	No content	PSR complies

5.8 Operational provisions

All the operational provision schedules that are available to be applied in the scheme are included in the table below, alongside a notation about whether they comply or require changing due to recommendations of this review. Changes may be required to align with MDFC, or they may be suggested to clarify the policy as identified through the analysis and engage stages of the review.

Clause no.	Name	Considerations Changes required (if relevant)	Action
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72.01s	Schedule to Responsible Authority for this Planning Scheme		PSR complies
72.02s	Schedule to What Area is Covered by this Planning Scheme?	Update Municipal District name.	PSR policy neutral amendment
72.03s	Schedule to What Does this Scheme Consist of?	Update the Environmental Audit Overlay with 2 maps.	PSR policy neutral amendment
72.04s	Schedule to Documents Incorporated in this Planning Scheme	Update title of 1 incorporated document.	PSR policy neutral amendment
72.08s	Schedule to Background Documents	Update Table 1 with 5 changes.	PSR policy neutral amendment
74.01s	Schedule to Application of Zones, Overlays and Provisions	Update to insert missing provisions.	PSR policy neutral amendment
74.02s	Schedule to further strategic work	Update with recommendations from this review	PSR policy neutral amendment

Summary

The review of local provisions has identified minor updates to ensure the local content of the scheme is consistent with the MDFC, the PC (Version 1.5, April 2022) and relevant planning practice notes.

The main areas of focus for further strategic work include:

- Review and update of overlay schedules.
- Implementation of the *Rural Land Use Strategy* to enhance agricultural and rural land use strategic directions in the MPS and local policy in the PPF.
- Review and update zone schedules including the Rural Activity Zone and Rural Living Zone.
- Finalisation of the draft *Grampians Landscape Assessment* and *South West Landscape Assessment* studies and implementation into the scheme as updated Significant Landscape Overlays and Vegetation Protection Overlays (as relevant) to identify and protection of significant landscape features and habitat values across the Shire.

The review and update to overlay schedules is considered a priority task as this work was identified in the 2018 review. It was also raised in discussions with the council staff and identified in feedback from external agencies and stakeholders.

5.8.1.1 Findings:

B. Amend the MPS, local PPF policies and schedules to include changes identified in the audit of the planning scheme review and shown on the marked up ordinance at Appendix Two.

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6 Planning scheme performance

This section contains an analysis of planning permit activity data obtained from DTP’s Planning Permit Activity and Reporting System (PPARs) and data provided by the council over the 2018 – 2022 review period has been undertaken.

This has considered the number of permits received and processed each financial year, the average number of days to assess and process applications, and most the common permit trigger types.

A review of outcomes from recent VCAT hearings and Planning Panel recommendations has also been undertaken to consider and document any policy or planning control issues that have emerged from a third-party decision-making process that could addressed through updates to local content.

6.1 Planning permit activity

6.1.1 Number of permits assessed

6.1.1.1 Evidence

Table 1 below indicates the number of permit applications received between the 2018/2019 financial year and the 2021/2022 financial year. A total of 589 permit applications were received, comprising 541 new permit applications, 12 combined applications and 36 amended permit applications in this period.

Permits (including refusals)	2018 – 2019	2019 – 2020	2020 – 2021	2021 – 2022
Received	136	119	163	171
Processed	141	126	155	172
Issued	122	114	148	160
Refused	0	2	1	0
Withdrawn, lapsed, not required	19	10	6	12

Table 1: PPARs report for permits issued between the 2018 / 2019 and 2021 / 2022 financial years. Source: www.public.tableau.com/app/profile/planning.victoria/viz/PlanningPermitActivityReport/Activityoutcomes

6.1.1.2 Discussion

Permit activity was generally steady from mid-2016 to mid-2020, with an average of 128.5 permit applications received per year.

PPARS data for the 2019 – 2022 calendar years shows that 396 standard permit applications and 179 Vicsmart applications were received in this period. In 2021/2022 160 permits were issued, which reflects the general trend across the State of increased development activity in regional areas, attributed to the COVID-19 pandemic.

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During the review period, there were 594 permits processed, 544 were issued, 3 permits were refused and 10 permits were recorded as either withdrawn, lapsed or no permit issued.

Planning staff have indicated that they have participated in the DTP Better Planning Approvals program and co-designed a suite of resource material to provide greater certainty to applicants regarding planning controls and application requirements. Making this material publicly available on the council’s webpage or in hard copy should result in greater certainty about statutory processes and permit requirements.

1.1.1. Service performance

Data shows that the planning unit has consistently decided planning permit applications within the required statutory timeframes for standard permit applications.

The data shows that the council has consistently decided planning permit applications within the required statutory timeframes for standard permit applications.

PPARS data supports this and over the review period the average processing days to determine a permit was 60.15 days, with 95.79 percent of ‘Vicsmart’ and 88.86 percent of ‘standard’ permit applications meeting the statutory assessment timeframe of 10 and 60 days respectively.

Measure description	Council	2018-2019	2019-2020	2020-2021	2021-2022
Time taken to decide planning applications	Southern Grampians	35 days	33.5 days	38 days	43 days
	Horsham	55 days	42 days	63 days	47 days
	Pyrenees	50 days	77 days	100 days	129 days
Standard applications decided within required time frames (%)	Southern Grampians	71.74%	97.73%	92.52%	92.31%
	Horsham	76.27%	82.64%	80.50%	94.85%
	Pyrenees	97.12%	84.16%	95%	92.25%
Cost of statutory planning service per application	Southern Grampians	\$1805	\$1514	\$482	\$588
	Horsham	\$2770	\$2898	\$2328	\$2378
	Pyrenees	\$3143	\$3123	\$2601	\$2293
Council planning	Southern Grampians	N/A	N/A	.5%	100%



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decisions upheld at VCAT	Horsham	.5%	N/A	N/A	N/A
	Pyrenees	N/A	N/A	N/A	N/A

Table 2 Comparison of performance against comparable councils and PPARS data. Source: DTP Local Government Performance Reporting

6.1.2 Nature of permits assessed

Until the 2021/2022 financial year, the most common permit application lodged with the council was for 'other buildings and works' which accounted for 83 permits in 2018/2019, 72 in 2019/2020 and 65 in 2020/2021, but dropped to 23 in 2021/2022.

Permit data supplied by the council indicates that this class of permit was typically for:

- Agricultural sheds, shelters and outbuildings within rural zones
- Warehouses, sheds and stores located in industrial and commercial zones
- Extractive industries such as stone and gravel quarries
- Service stations

The second highest number of permits issued was for 'change or extension of use', accounting for a total of 94 permits in the review period.

From 2020/2021 there has been an increase in the diversity of permit classes, with a notable increase in one or more new buildings, single dwellings, signage, subdivision.

Planning unit staff have indicated that applications for alterations, extensions, additions to buildings in the Heritage Overlay remain high.

Application type	2018 – 2019	2019 – 2020	2020 – 2021	2021 – 2022
Other buildings and works (including septic tanks, dams, earthworks)	83	72	65	23
One or more new buildings	2	4	9	42
Change or extension of use	20	18	27	29
Subdivision of land	9	15	15	21
Single dwelling	4	1	4	18
Other	12	3	8	16
Signage	1	2	9	13
Extension to an existing dwelling or structure associated with a dwelling	3	1	6	9
Extension to an existing building of structure (other than a dwelling)	0	7	6	4

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Demolition	1	3	4	6
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Table 3: PPARs report for application type issued between the 2018/2019 financial year and the 2021/2022 financial years.

6.1.3 Geographic spread of applications

Planning permit activity is not distributed evenly across the municipality. Table 5 below shows that Hamilton has experienced the highest number of permit applications, accounting for 51.04% of all applications received in the review period.

This is expected, as Hamilton is the municipality's major urban centre and provides a broader regional focus of for housing, retail, commercial, health and education and industrial activities.

Dunkeld is nominated to accommodate medium growth and received the second highest percentage of permit applications in the review period.

As previous discussed, Schedules 5 and 6 to the DDO applies to a large portion of residential land in Dunkeld and numerous sources and analysis has identified the need to update these controls to clarify permit requirements and introduce exemptions for low value works, such as outbuildings.

Locality	Number of applications between 2019 and 2022	Percentage (%)
Hamilton	294	51.04%
Dunkeld	86	14.93
Penshurst	32	5.56%
Coleraine	30	5.21%
Cavendish	20	3.47%
Yulecart	8	1.39%
Tarrington	8	1.39%
Branxholme	7	1.22%
Glenthompson	7	1.22%
Balmoral	6	1.04%

Table 4 Geographic distribution of permits received between the 2019 to 2022 calendar years. Source: PPARS data

6.1.4 Decision Making

6.1.4.1 By the council



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The council's Section 6 Instrument of Delegation and 2023 Planning Committee Terms of Reference requires that an application that receives between three – five objections must be considered and determined by the Planning Committee. For application that attract more than five objections, the application must be considered and determined at a full Council Meeting.

Consultation with council staff also indicated that applications where an officer is recommending refusal, with a value of \$1 million or for use prohibited by the scheme are required to be considered and determined by its Planning Committee.

6.1.4.2 By VCAT

Eight permit applications were subject to a review by the Victorian Civil and Administrative Tribunal (VCAT) in the 2018-2021 review period.

As 171 permit applications were lodged in the review period, it is a positive outcome that only 8 (of 13 percent) were challenged through VCAT.

Upheld	Varied	Set aside	Withdrawn	Enforcement of conditions
3	2	1	1	1

Table 5 – VCAT Outcome from 2018-2021 calendar years

6.2 Planning Panels Victoria

6.2.1 Summary of planning scheme amendments

The council has undertaken eight 'C' planning scheme amendments since the last planning scheme review. A detailed analysis of these has been provided to the planning unit.

Of these amendments, two attracted submissions that were reviewed by Planning Panels Victoria:

- Amendment C58 - Coleraine Flood Investigation - implements the findings of the Coleraine Flood Investigation 2018, modifies the Floodway Overlay (FO) and Land Subject to Inundation Overlay (LSIO), inserts new schedules to the FO and LSIO and incorporates the Hamilton and Coleraine Local Floodplain Development Plan 2020 into the planning scheme.

Three submissions were received during the exhibition of Amendment C58, one identified the negative impacts on land value for a private property. The council proposed deleting this property from the FO which the Panel agreed with. No other areas for further strategic work were identified.

- Amendment C36 - Significant Landscape Overlay (SLO) to the Harmans Valley area - applies a permanent Significant Landscape Overlay (SLO) Schedule 6 to the Harmans Valley lava flow landscape feature to replace the interim SLO introduced by the Minister for Planning by Amendment C50 in October 2016.

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Seventy-five (75) submissions were received during the exhibition of Amendment C36, with many in favour of the proposed changes to protect the Harmans Valley lava flow landscape. Submissions received against the amendment argued that the area covered by the SLO included an extensive area of farmland that is distant from the lava flow and that the permit requirements were an unnecessary impediment to farming in the area. The Panel supported the SLO but also shared the view that it was applied too widely and recommended contracting the SLO. The recommended changes were accepted by the council. While the Panel raised no other recommendations for further strategic work, they did recommend that the council create a planning permit application guide within the SLO area for further guidance, which has yet to be completed.

6.3 Victorian Civil and Administrative Tribunal

6.3.1 VCAT cases reviewed

The following list of VCAT cases were reviewed:

- Myers v Southern Grampians SC (Red Dot) [2022] VCAT 695
- BB Family Pty Ltd v Southern Grampians SC [2021] VCAT 252
- Wilson v Southern Grampians SC [2021] VCAT 149
- Gooden v Southern Grampians SC [2021] VCAT 877 [2021] VCAT 877
- Southern Grampians SC v Superior Selection Pty Ltd [2020] VCAT 1208
- Monika Perks and others v Southern Grampians SC [2020] VCAT P425/2020

6.3.2 Policy issues raised at VCAT

No issues were raised with regards to policy implications for the above referenced VCAT cases.

7 Stakeholder engagement

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

7.1 Planners' feedback

Statutory and strategic planners from the council's planning unit were asked to respond to a survey about the use and performance of the scheme. Survey questions ranged from common permit triggers and timelines for assessing applications, to the role and relevance of policy, controls and the identification of policy gaps.

Survey feedback provided the basis for a workshop with the planning unit held on 27 April 2023. The workshop expanded on the issues raised in the planners' survey and analysed planning scheme performance more broadly.



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Key issues discussed at the meeting included:

Rural Land Use Strategy and agricultural zones

- Planning Unit in process of implementing the findings of Rural Land Use Strategy (2022) to insert new policy into the MPS, PPF and introduce the Restructure Overlay.

Small town settlement planning

- Small Towns Strategy (STS) is being finalised. The strategy identifies issues and opportunities for coordinating the future land use and development of Dunkeld, Tarrington, Peshurst, Cavendish, Coleraine, Byaduk and Branxholme. The strategy provides the basis for future structure planning and housing framework plans.
- The preparation of structure plans for Peshurst, Coleraine and Cavendish is due to commence in late 2023.

Development Plan Overlay

- DPO schedules require review to confirm if the permit requirements are relevant, location of DPO mapping is accurate and content of associated plans are relevant and appropriate to guide future development.
- Council lacks internal policy to guide the assessment, approval and amendment of development plans required under the Development Plan Overlay, and the general management and review of existing plans.

Design and Development Overlay

- Local schedules require updating to clarify permit requirements, introduce exemptions for 'low value' or 'low risk' works such as outbuildings to streamline permit triggers.

Infrastructure provision

- Ongoing discussion between the council and Wannon Water to align future infrastructure provision (reticulated services) with growth area planning.

Open Space Strategy and development contribution

- Internal policy and procedures required for collecting, managing and allocating public open space contributions as a 'whole of organisation' process.

Significant landscapes and biodiversity protection

- Draft Grampians Landscape Assessment and South West Landscape Assessment Study has not been finalised and there is an opportunity to consolidate this work as part of the Plan for Nature (environmental assets strategy).

Resource material to support applicants

- Planning unit has worked with the Better Planning Approvals team from DTP to co-design permit application resource material to support applicants and planning scheme users. The council is currently upgrading its website and once complete will host this resource material.

Enforcement of works without a permit – signage



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- Over the review period there has been an increase in signage applications, but also an increase in the installation and display of signage without permit approval.

Permit decisions and delegations

- Permit applications that receive between three – five objections, where an officer is recommending refusal, with a value of \$1 million or for use prohibited by the scheme are required to be considered and determined by the council's Planning Committee.
- Permit applications that attract more than five objections must be considered and determined at a full Council Meeting.

7.2 Referral and notice agencies

Input to the Planning Scheme Review process was sought from the referral authorities listed under the Schedule to Clause 66.04 to ensure that any necessary changes to the local policy setting for the scheme are identified.

The substantive issues raised by agency or authorities are summarised below:

7.2.1.1 DEECA

- Amend Clause 66.04 to remove 'Secretary to Department of Environment, Land, Water and Planning' as a Determining Referral Authority under Clause 3.0 of schedule 1 to 42.01 (ESO1) based on the advice of DEECA that the *Flora and Fauna Guarantee (FFG) Act 1988* and *Environment Protection and Biodiversity Conservation (EPBC) Act 1999* provide sufficient protections for the conservation of the Eastern Barred Bandicoot within the ESO1 area.

7.2.1.2 Glenelg Hopkins Catchment Management Authority

- Expand ESO2 to ensure a consistent level of protection for linear waterways that cross into Southern Grampians from Ararat and Glenelg Shires (which are afforded protection in these scheme via ESO2).
- Apply the ESO to linear waterways mapped in the councils Hy Watercourse layer or Hydro 25 layer GIS mapping layers to protect significant water catchments.
- Review mapping prepared in 2006 to identify local, regional and nationally significant wetlands in the municipality and progress a planning scheme amendment to apply the ESO to protect these features, in consultation with the GHCMA.

7.2.1.3 Wannon Water

- At the time of writing Wannon Water did not provide a formal response to the review process, however it is understood that discussions are underway between the council and Wannon Water.

Refer to Appendix Five for a copy of Referral Agency feedback.

7.3 External stakeholders



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Input into the planning scheme review process was sought from external planning consultants identified as frequent users of the scheme. Stakeholders were asked a range of questions to seek feedback on the content and format of the current scheme and opportunities to improve policy, controls or supporting information that sits outside of the scheme.

Key issues and opportunities raised by external consultants include:

- Revision of schedules to the DDO
- Revision of schedules and mapping to the DPO and audit of existing development plans.
- Small lot land titles (legacy lots) located on township boundaries require restructure, as existing small lot sizes are too small to accommodate contemporary effluent treatment systems.
- Rural Living or LDRZ land required to increase housing diversity.
- Opportunity to improve heritage policy in scheme to provide direction for broader heritage place types (eg. rural homestead complex, heritage streetscapes and precincts, and individual places of local heritage).
- Correction of discrepancy between HO mapping and extent of registration of places listed in schedule.
- Opportunity to update tourism policy in scheme to identify appropriate rural locations / areas for accommodation, activities and services to support emerging tourism sector.

7.3.1 Summary of issues raised through engagement

Issue	Planners	External stakeholders	Referral Agencies
Review and update schedules to Design and Development Overlay	☑	☑	
Audit existing Development Plans and remove from schedule to Development Plan Overlay if approved works complete.	☑	☑	
Review and update schedules to Development Plan Overlay and confirm accuracy of mapping.		☑	
Update Heritage Overlay mapping, prepare new local policy that distinguishes between urban places and rural farming complexes.		☑	
Review and update the ESOs and investigate applying SLOs and VPOs to identify and protect significant natural and environmental assets	☑		☑

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Issue	Planners	External stakeholders	Referral Agencies
Policy required to guide use and development of tourism accommodation and activities in rural zones	☑	☑	
Apply the Restructure Overlay to small legacy lots that require consolidation due to their inability to manage wastewater on site.	☑	☑	
Identify and protect significant landscapes and environmental assets	☑		☑
Prepare structure plans for Peshurst, Cavendish and Coleraine and update existing settlement planning for Dunkeld and Tarrington.	☑	☑	
Strategic planning for infrastructure and service provision	☑		

7.3.1.1 Findings:

C. Review Environment Significance Overlay (ESO1) – Eastern Barred Bandicoot Area in consultation with the Department of Energy, Environment and Climate Action (DEECA) to remove permit application referral requirement as conservation values of the Eastern Barred Bandicoot addressed in other legislation (via EPBC and FFG Act)

D. Expand the application of Schedule 2 to the Environmental Significance Overlay over linear waterways that cross into Southern Grampians from Ararat and Glenelg Shires to ensure consistent cross-border protection in respective planning schemes.

E. Review Heritage Overlay mapping to ensure appropriate curtilage for significant buildings and precincts identified in the HO are mapped correctly.

F. Enhance local heritage policy at Clause 15.03-1L to include policy for remote heritage places and groups of heritage buildings in a rural setting.

8 New strategic work

New strategic work that has been adopted by the council and prepared for the Southern Grampians Region was reviewed to identify whether any policy should be incorporated into the planning scheme.

The intention of this part of the review process is to incorporate policy that may have been developed by another part of the council (for example, Economic Development, Sustainability, Community

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Planning etc.) and that is unlikely to be incorporated into the scheme through a stand-alone amendment.

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

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

8.1 Council projects and documents

The planning unit provided fifteen (15) documents that have been developed and adopted since the last planning scheme review. A detailed assessment of documents and strategies adopted since the last review is included in Appendix One.

There is strategic justification for the objectives and policies outlined in the Council Plan and Health and Wellbeing Plan to be translated and inserted in the planning scheme.

Further strategic work is required to prepare strategic justification assessment work to implement the strategic directions or to draft applicable local policy for insertion into the scheme for other documents set out in the list below.

8.1.1 Documents reviewed

- *Southern Grampians Council Plan 2021-2025 (Southern Grampians Shire Council, 2021)*
- *Southern Grampians Shire Council Community Public Health and Wellbeing Plan 2021-2025*
- *Southern Grampians 2041 Community Vision Framework (Southern Grampians Shire Council, 2021)*
- *Southern Grampians Shire Council Community Investment Plan (Southern Grampians, 2022)*
- *Hamilton Central Business Area Activation Master Plan (Jensen Plus, 2020)*
- *Southern Grampians Shire Council Communications and Engagement Strategy 2019-2024 (Southern Grampians, 2019)*
- *Volcanic Trail Masterplan (Cooper Scaife Architects and Look Ear, 2022)*
- *Southern Grampians Shire Council Recreation and Leisure Strategic Plan 2019-2029 (Otium Planning Group, 2019)*
- *Southern Grampians Shire Council Heritage Strategy 2018-2022 (Southern Grampians Shire Council, 2018)*
- *Southern Grampians Shire Council Economic Development Strategy 2011-2021 (Southern Grampians, 2011)*
- *Hamilton Integrated Water Management Plan (2021)*
- *Adaptive Wastewater Solutions for Small Towns (2020)*
- *Domestic Wastewater Management Plan (2019)*



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- *Small Towns Strategy (Niche Planning Studio (2023)*
- *Southern Grampians Rural Land Use Strategy (July, 2022)*

8.2 Regional projects and documents

The following regional documents were reviewed:

- *Glenelg Hopkins Regional Catchment Strategy, 2021-2027 (Glenelg Hopkins, 2023)*
- *Growing what is Good Country Plan (Barengi Gajin Land Council, 2017)*
- *Eastern Maar Meerreengeeye Ngakeepoorryeeyt (Eastern Maar Aboriginal Corporation, July 2015)*

8.2.1.1 Findings

G. Prepare a planning scheme amendment or amendments using the marked-up ordinance at Appendix Two to:

- a) Incorporate elements from the 2021 – 2025 Council Plan and make other updates to factual data.**
- b) Amend the Municipal Strategic Statement at Clause 02.01 to include appropriate reference to Traditional Owners and Country.**
- c) Include new policy to implement the:**
 - *Southern Grampians Council Plan 2021-2025 (Southern Grampians Shire Council, 2021)*
 - *Southern Grampians Shire Council Community Public Health and Wellbeing Plan 2021-2025*
 - *Southern Grampians Shire Council Recreation and Leisure Strategic Plan 2019-2029 (Otium Planning Group, 2019)*
 - *Southern Grampians Shire Council Heritage Strategy 2018-2022 (Southern Grampians Shire Council, 2018)*
 - *Southern Grampians Shire Council Economic Development Strategy 2011-2021 (Southern Grampians, 2011)*
 - *Glenelg Hopkins Regional Catchment Strategy, 2021-2027 (Glenelg Hopkins, 2023)*
 - *Hamilton Integrated Water Management Plan (2022).*

9 Work underway

The council is currently preparing the following strategic planning projects:



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9.1 Implementation of the Small Towns Strategy

The Small Towns Strategy commenced in 2022 and is due to be finalised in late 2023. The strategy brings together extensive strategic planning work focusing on the Shire’s network of small towns: Balmoral, Byaduk, Branxholme, Cavendish, Coleraine, Dunkeld, Glenthompson, Peshurst and Tarrington.

The strategy establishes a settlement hierarchy and strategic directions for housing and settlement planning, as well as the identification of key issues and opportunities to be further explored in individual township structure plans. The strategy recommendations are underpinned by technical analysis documents including a Rural Housing Assessment, Environmental Assessment and extensive community consultation.

A review of the draft strategy is provided in Appendix One, including recommendations for implementing the strategy finding into the scheme. These include, updating settlement policy in the MPS and including a settlement hierarchy at Clause 02.03-1 to reflect the hierarchy established in the Small Towns Strategy and updating housing policy in the PPF.

10 Key issues

This section expands on the key issues that have emerged from the Planning Scheme Review, as well as other less significant matters that have emerged and require discussion.

10.1 Settlement Planning

10.1.1 Issue

While the council has undertaken extensive strategic planning work to guide the growth of each of its local towns, there is no overarching strategy or policy directions for settlement planning in the Southern Grampians Planning Scheme.

10.1.2 Discussion

The scheme provides the council with an opportunity to appropriately manage urban growth. While Clause 02.03-1 and Clause 02.04 of the scheme set out a hierarchy of towns and settlements, there is no corresponding policy for how those identified are to be managed in a settlement planning sense. This is largely due to the fact that the hierarchy was established based on the *Southern Grampians Retail Development Strategy 2011-2021* which identified the retail role of each activity centre in the municipality rather than their growth role.

The recent preparation of the Small Towns Strategy provides an opportunity to include a settlement hierarchy in the MPS to identify growth capacity for each local town.

This document should also provide an impetus for further settlement planning work (ie. structure plans) to be undertaken for five of the priority towns (being Peshurst, Cavendish and Coleraine and an update to the existing plans for Dunkeld and Tarrington) to identify preferred locations for housing intensification and/or change.

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10.1.3 Recommendation

H. Commence the implementation of the Small Towns Strategy and prepare structure plans for Peshurst, Cavendish and Coleraine.

10.2 Landscape Character

10.2.1 Issue

While significant strategic planning work has occurred in the past to identify significant landscapes and investigate appropriate protection of them through the scheme, these have never fully eventuated into local planning scheme policies or controls.

10.2.2 Discussion

The scheme currently contains six schedules to the Significant Landscape Overlay that identify significant landscapes and seek to conserve and enhance their character.

Schedule 1 of the Significant Landscape Overlay applies to the Coleraine Landscape Area and was applied prior to the introduction of new format planning schemes.

Schedules 2-5 of the Significant Landscape Overlay apply to Mount Rouse and Crater Reserve, Nigretta Falls Reserve, Wannan Falls Reserve, Koroite Homestead, Buvelot Tree and Waterpool and were introduced via Amendment C6 to implement the recommendations of the Southern Grampians Heritage Study (Heritage Study). For the most part, this amendment applied the Heritage Overlay to places identified in the Heritage Study as being of heritage or cultural significance. There were, however, four places where built fabric and demolition were not of principal concern and where the Significant Landscape Overlay was instead the preferred statutory planning tool to be applied.

Schedule 6 of the Significant Landscape Overlay applies to Harmans Valley, it was introduced into the scheme on an interim basis via Amendment C50 and permanently via Amendment C36 to implement part of the recommendations of the South West Landscape Assessment Study 2013. The Schedule protects a geologically and visually significant lava flow associated with the eruption of Mount Napier which was under threat due to rock crushing in the Harman's Valley that resulted in destruction of a section of the State significant lava flow.

Further landscapes have been identified as being significant through the South West Landscape Assessment Study 2013 and a draft Grampians Landscape Assessment, however, following the introduction of Schedule 6 to the Significant Landscape Overlay, no further progress has been made on implementing planning scheme controls for the remaining landscapes.

The scheme recognises through its MPS that the municipality is characterised by three significant natural landscapes; the Victorian Volcanic Plains, the Dundas Tablelands and the Grampians, however, these are not recognised through any planning scheme control and hence there are no mechanisms in place to ensure that development is not impacting the character of significant landscapes or surround reserves.

With growing development pressures, it has been recognised across a number of adopted council strategies that finalisation and implementation of the existing draft Grampians Landscape Assessment and South West Landscape Assessment Study should occur as a priority.

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Given the time that has lapsed since the preparation of these assessments, it is recommended that a holistic review is undertaken of the existing draft Grampians Landscape Assessment and South West Landscape Assessment Study to ensure that best practice has been applied to identify and protect significant landscapes and that priority be given to the preparation of relevant planning scheme policy and planning scheme controls to assist in the implementation of this work once complete.

10.2.3 Recommendation

I. **Undertake further strategic work to review, consolidate and finalise the draft Grampians Landscape Assessment and South West Landscape Assessment Study to identify, qualify and quantify (the extent of) the significant landscapes that have been referred to in the Municipal Planning Strategy but are not yet included in a Significant Landscape Overlay.**

10.3 Environmental Values

10.3.1 Issue

The scheme recognises through its MPS that the municipality contains outstanding natural assets, however, these are not all recognised through planning scheme controls and hence there are limited mechanisms in place to ensure that development is not impacting on environmental values.

10.3.2 Discussion

The scheme currently contains three schedules to the Environmental Significance Overlay that identify where development of land may be affected by environmental constraints and where development needs to be compatible with identified environmental values, and one schedule to the Vegetation Protection Overlay that identifies areas of significant vegetation that need to be protected, areas where development needs to minimise the loss of vegetation and areas where habitat and habitat corridors need to be maintained.

Schedule 1 of the Environmental Significance Overlay applies to the Eastern Barred Bandicoot Area (Hamilton) and was applied prior to the introduction of new format planning schemes.

Schedule 2 of the Environmental Significance Overlay applies for the protection of waterways (specifically the Wannon River and Salt Creek corridors) and was introduced via Amendment C29 to implement the recommendations of the Dunkeld Structure Plan.

Schedule 3 of the Environmental Significance Overlay applies for Wannon River Escarpment Protection and was introduced via Amendment C29 to implement the recommendations of the Dunkeld Structure Plan.

Schedule 1 of the Vegetation Protection Overlay applies for the Dunkeld River Red Gums and was introduced via Amendment C29 to implement the recommendations of the Dunkeld Structure Plan.

These planning scheme controls are limited to protecting environmental values in the localities of Hamilton and Dunkeld. The scheme recognises through its MPS that the municipality more broadly contains outstanding natural features, remnant vegetation, woodlands and grasslands requiring protection and a number of threatened species including the Eastern Barred Bandicoot, Brolga, Red-

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tailed Black Cockatoo, Southern Bent-wing Bat and striped Legless Lizard. Without planning scheme controls in place across more of the municipality, there are limited mechanisms to ensure that development is not impacting on environmental values and not contributing to loss of vegetation.

There is an opportunity to undertake a review of the existing Environmental Significant Overlay schedules and Vegetation Protection Overlay schedules through strategic work that is currently in carriage (Plan for Nature Strategy) to ensure that all natural assets are appropriately protected.

The Glenelg Hopkins Catchment Management Strategy also identifies an opportunity to investigate the introduction of new Environmental Significance Overlays for habitat and wetlands.

This is supported by a submission to the planning scheme review by the CMA that recommends further work to identify and protect wetlands and linear waterways. Including:

- Expand ESO2 to ensure a consistent level of protection for linear waterways that cross into Southern Grampians from Ararat and Glenelg Shires (which are afforded protection in these scheme via ESO2).
- Apply the ESO to linear waterways mapped in the councils Hy Watercourse layer or Hydro 25 layer GIS mapping layers to protect significant water catchments.
- Review mapping prepared in 2006 to identify local, regional and nationally significant wetlands in the municipality and progress a planning scheme amendment to apply the ESO to protect these features, in consultation with the GHCMA.

The planning unit has also identified that Schedule 3 to the ESO should be removed as it duplicates ESO2.

10.3.3 Recommendations:

J. Utilise strategic work in carriage (Plan for Nature) to identify, qualify and quantify (the extent of) the environmental assets and values that have been referred to in the Municipal Planning Strategy but not yet included in a Planning Scheme control and previously mapped as part of the 2006 wetland study (such as the Environmental Significance Overlay or Vegetation Protection Overlay).

K. Review the application and any potential overlap of the Environment Significance Overlay Schedule 2 – Protection of Waterways (ESO2) and the Environmental Significance Overlay Schedule 3 – Wannon River Escarpment Protection (ESO3)

10.4 Public Open Space contributions

10.4.1 Issue

Public open space contributions collected under either the *Subdivision Act 1988* or a schedule to Clause 53.01 in the scheme must be spent on either the purchase or improvement of land for open space purposes. While the council has utilised the schedule to Clause 53.01 to facilitate the collection of contributions for public open space, it is unclear what key projects these contributions are being



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put towards. Expenditure of these contributions should ideally occur in line with a local policy and/or public open space strategy.

10.4.2 Discussion

A draft *Southern Grampians Public Open Space Policy* has recently been prepared that provides for a governance framework for managing the collection and spending of public open space contributions and to ensure adequate provision of high standard public open spaces that contribute to the Southern Grampians municipality. While this sets a high level procedure for the collection of contributions, for the purposes of transparency (and to identified projects of priority), it is important that a Public Open Space Strategy be prepared to support the policy, that details and quantifies the following:

- Existing open space resources and future open space requirements that funds collected under Clause 53.01 of the Planning Scheme and section 18 of the *Subdivision Act 1988* could be allocated to.
- Whether any additional land would benefit from inclusion in the local Schedule to Clause 53.01 and reasons why.

The preparation of the strategy should follow the structure and guidance provided in Planning Practice Note 70: Open Space Strategies. For example, it should:

- Provide an overview of existing open space resources and future needs
- Provide a basis for decision making about future open space provision and development
- Assist financial and resource planning and asset management
- Identify areas of under-provision of open space and articulate strategies for how land could be acquired or disposed of for the purpose of open space
- Facilitate a co-ordinated approach to open space planning
- Articulate community and local government aspirations in relation to open space provision and development

This project could be led by an internal working group, with officers across the assets, rates/finance, planning and recreation teams.

10.4.3 Recommendation

- L. Undertake further strategic work to prepare a Public Open Space Strategy.

10.5 Review of Design and Development Overlays (DDO) and Development Plan Overlays (DPO)

10.5.1 Issue

Analysis work, feedback from the planning unit and external stakeholders, and the 2018 planning scheme review all identify the need to update the local schedules to the DDO and DPO. This work is



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required to ensure the schedules contain relevant objectives, decision guidelines and up-to-date requirements to guide the design and built form of new development.

10.5.2 Discussion

Design and Development Overlays Schedules 1, 2, 5 - 11 were introduced into the scheme to guide design and built form outcomes for residential, commercial and industrial development in Hamilton, Dunkeld and Tarrington. The schedules are based on a suite of urban design guidelines prepared in 2014 and masterplans prepared in 2011.

DDO3 has been applied to a recreation and sporting precinct to implement the *Melville Oval / Lonsdale Street Precinct Masterplan, 2011* in Hamilton and DDO4 applies to the Obstacle Surface Limitation area around the Hamilton Airport.

It is recommended that a review of all DDO schedules is carried out to determine if the content of the objectives, strategies and requirements is up-to-date, if the area affected by the DDO is mapped appropriately and if any permit requirements can be reduced, such as buildings and works associated with the construction of outbuildings.

A review of permit activity data and feedback from external stakeholders identify a high number of permits triggered under existing DDOs for permits that have little or no planning consequence due to the minor nature of the work and compatibility with the existing use of the land. These include permits for outbuildings and garages triggers by Schedule 5 Dunkeld Township Residential Areas and Schedule 6 Dunkeld Larger Lot Residential Areas.

The Development Plan Overlays map the location and coordinate development outcomes for future growth areas and/or strategically significant sites. There are 13 schedules to the DPO in the scheme and many of the schedules have approved Development Plans.

Both the 2018 planning scheme review and the analysis undertaken for this review identified the need to examine the existing schedules to the DPO to determine whether the overlay could be removed from any parcels of land due to the completion of works in accordance with the endorsed plans. In particular this review is to focus on Schedule 7 of the DPO 'Southeast Residential Precinct, Hamilton' and Schedule 3 of the DPO 'Rural Living', (including the opportunity to update Clause 1 to include in Coleraine). A planning scheme amendment would be required to make any changes to the schedules and/or to remove redundant DPOs.

It is also recommended that an internal procedure is developed to endorse, register, and manage outstanding requirements associated with development plans, and map the location of development plans (both adopted and outstanding) as a layer on the council's internal mapping system.

The 2018 review report also recommends the updating of the schedules to the DPO to require the shared infrastructure contributions to be considered as part of future development plans. It is recommended that this work be conducted as part of the preparation of the Public Open Space Strategy (see recommendation L above).

Recommendation

M. Examine the local Design and Development Overlay schedules to clarify objectives, strategies and requirements.

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N. Examine land in schedules to the Development Plan Overlay to determine whether use and development has been undertaken in accordance with the endorsed plan and whether the overlay could be removed from any parcels of land.

11 Further strategic work

Appendix Three of this report outlines the strategic planning work that has been identified through this planning scheme review based on:

- Council planning strategies that have been recently adopted.
- The previous planning scheme review in 2018.
- Further work already listed within the planning scheme.
- The audit of the planning scheme outlined in Section 5 of this report and included in Appendix One.
- Key stakeholder engagement.

Through the review process, the highest priority tasks for the council to undertake over the next four years to improve the planning scheme has been identified and is included in the recommendations below.

Only work that can be completed in the next four years should be included in Clause 72.04 of the planning scheme. A recommended Clause 72.04 is included in the marked-up ordinance at Appendix Two. This should be considered by the council to ensure that the work is reasonable to complete over the next four years and, if not, the priority projects that should be included in Clause 74.02.

Recommendations:

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

Recommendations:

1. **Commence the implementation of the Rural Land Use Strategy.**
2. **Commence the implementation of the Small Towns Strategy and prepare structure plans for Peshurst, Cavendish and Coleraine.**
3. **Update, consolidate and finalise the draft Grampians Landscape Assessment and South West Landscape Assessment Study to identify, qualify and quantify (the extent of) the significant landscapes that have been referred to in the Municipal Planning Strategy but are not yet included in a Significant Landscape Overlay.**
4. **Utilise strategic work in carriage (Plan for Nature) to identify, qualify and quantify (the extent of) the environmental assets and values that have been referred to in the Municipal Planning Strategy but not yet included in a Planning Scheme control and previously mapped as part of the 2006 wetland study (such as the Environmental Significance Overlay or Vegetation Protection Overlay).**

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5. Undertake a permit trigger review to:
 - a) Examine the local Design and Development Overlay schedules to clarify objectives, strategies and requirements.
 - b) Examine land in schedules to the Development Plan Overlay to determine whether use and development has been undertaken in accordance with the endorsed plan and whether the overlay could be removed from any parcels of land.
 - c) Review Environment Significance Overlay (ESO1) – Eastern Barred Bandicoot Area in consultation with the Department of Energy, Environment and Climate Action (DEECA) to remove permit application referral requirement as conservation values of the Eastern Barred Bandicoot addressed in other legislation (via EPBC and FFG Act
 - d) Expand the application of Schedule 2 to the Environmental Significance Overlay over linear waterways that cross into Southern Grampians from Ararat and Glenelg Shires to ensure consistent cross-border protection in respective planning schemes.
 - e) Review the application and any potential overlap of the Environment Significance Overlay Schedule 2 – Protection of Waterways (ESO2) and the Environmental Significance Overlay Schedule 3 – Wannon River Escarpment Protection (ESO3)
 - f) Review Low Density Residential Zone Schedule 2 and update to increase the minimum floor area for exempted outbuildings.
 - g) Following the disbursement of collected funds, prepare a strategic justification background report and commence a Planning Scheme Amendment to remove the local schedule of the Parking Overlay, based on the findings of the Hamilton Central Business Area Activation Master Plan.
 - h) Review Heritage Overlay mapping to ensure appropriate curtilage for significant buildings and precincts identified in the HO are mapped correctly.
 - i) Review the Rural Activity Zone Schedule 2 mapping to ensure curtilage of properties are mapped correctly.
6. Prepare a Southern Grampians Public Open Space Policy to identify existing open space resources and future open space requirements, including procedures for collecting, recording and allocating funds.
7. Develop Water Sensitive Urban Design directions and policy to improve stormwater quality entering the Grange Burn (in consultation with Wannon Water, the Glenelg Hopkins Catchment Management Authority (GHCMA), Southern Rural Water (SRW)) and insert as a new Clause 19.03-3L (Integrated Water Management) in accordance with the Hamilton Integrated Water Management Plan (2021).
8. Prepare a correction and anomalies amendment to address mapping, zoning and typographical errors for places and ordinance identified in the correction register contained in the 2018 Planning Scheme Review (as relevant) and any other list maintained by the planning unit.
9. Identify priority places of potential local heritage significance via a gap analysis to inform a future Hamilton Gap Heritage Study.

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10. Enhance local heritage policy at Clause 15.03-1L to include policy for remote heritage places and groups of heritage buildings in a rural setting.
11. Investigate increased protection of Aboriginal cultural heritage sites in collaboration with Aboriginal Victoria and Guditj Mirring Registered Aboriginal Party with regard to 'Acknowledgment of Places with Shared Values' (Context, 2015) guidance document.
12. Investigate the application of the Buffer Area Overlay to identify and protect buffer areas around the Hamilton Regional Livestock Exchange (saleyards), Hamilton Landfill and Waste Transfer Station, declared water storages and water supply and treatment infrastructure.

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Appendix One

A1 – A5 analysis documents



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Appendix Two

Marked up ordinance with policy neutral and strategically justified changes to the planning scheme.



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Appendix Three

Comprehensive list of further strategic work

The following list of work is a comprehensive list of all the further strategic work that has been identified through this planning scheme review.

The highest priorities have been identified and included in Chapter 9 and 10 of the report. The remaining projects on this list need to be prioritised by council.

Refer to project documents **R3: Further Strategic Work Prioritisation** and the **'A Good Practice Guide to Planning Scheme Reviews, August 2022'** for instructions for preparing a prioritised further strategic work list for Clause 74.02 Further Strategic Work schedule.

	Project Name	Project Source
1	Commence the implementation of the Rural Land Use Strategy.	Clause 74.02 RLUSS 2018 PSR 2023 PSR
2	Commence the implementation of the Small Towns Strategy and prepare structure plans for Peshurst, Cavendish and Coleraine, followed by updated plans for Dunkeld and Tarrington.	Clause 74.02 2018 PSR 2023 PSR
3	Update, consolidate and finalise the draft Grampians Landscape Assessment and South West Landscape Assessment Study to identify, qualify and quantify (the extent of) the significant landscapes that have been referred to in the Municipal Planning Strategy but are not yet included in a Significant Landscape Overlay.	Clause 74.02 2018 PSR 2023 PSR
4	Utilise strategic work in carriage (Plan for Nature) to identify, qualify and quantify (the extent of) the environmental assets and values that have been referred to in the Municipal Planning Strategy but not yet included in a Planning Scheme control and previously mapped as part of the 2006 wetland study (such as the Environmental Significance Overlay or Vegetation Protection Overlay).	Referral feedback 2018 PSR 2023 PSR
5	Undertake a permit trigger review to:	Referral feedback

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	<p>Examine the local Design and Development Overlay schedules to clarify objectives, strategies and requirements.</p> <p>Examine land in schedules to the Development Plan Overlay to determine whether use and development has been undertaken in accordance with the endorsed plan and whether the overlay could be removed from any parcels of land through a Planning Scheme Amendment process.</p> <p>Review Environment Significance Overlay (ESO1) – Eastern Barred Bandicoot Area in consultation with the Department of Energy, Environment and Climate Action (DEECA) to remove permit application referral requirement as conservation values of the Eastern Barred Bandicoot addressed in other legislation (via EPBC and FFG Act).</p> <p>Expand the application of Schedule 2 to the Environmental Significance Overlay over linear waterways that cross into Southern Grampians from Ararat and Glenelg Shires to ensure consistent cross-border protection in respective planning schemes.</p> <p>Review the application and any potential overlap of the Environment Significance Overlay Schedule 2 – Protection of Waterways (ESO2) and the Environmental Significance Overlay Schedule 3 – Wannon River Escarpment Protection (ESO3)</p> <p>Review Low Density Residential Zone Schedule 2 and update to increase the minimum floor area for exempted outbuildings.</p> <p>Following the disbursement of collected funds, prepare a strategic justification background report and commence a Planning Scheme Amendment to remove the local schedule of the Parking Overlay, based on the findings of the Hamilton Central Business Area Activation Master Plan.</p> <p>Review Heritage Overlay mapping to ensure appropriate curtilage for significant buildings and precincts identified in the HO are mapped correctly.</p> <p>Review the Rural Activity Zone Schedule 2 mapping to ensure curtilage of properties are mapped correctly.</p>	<p>External feedback</p> <p>Clause 74.02</p> <p>2018 PSR</p> <p>2023 PSR</p>
6	<p>Prepare a Southern Grampians Public Open Space Policy to identify existing open space resources and future open space requirements, including procedures for collecting, recording and allocating funds.</p>	<p>2023 PSR</p> <p>Clause 74.02</p>



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7	Using the mapping prepared as part of the Domestic Wastewater Management Plan, identify allotments that would benefit from consolidation due to their inability to manage wastewater on site, prepare a restructure plan and apply the Restructure Overlay.	2023 PSR 2018 PSR Clause 74.02
8	Develop Water Sensitive Urban Design directions and policy to improve stormwater quality entering the Grange Burn (in consultation with Wannon Water, the Glenelg Hopkins Catchment Management Authority (GHCMA), Southern Rural Water (SRW)) and insert as a new Clause 19.03-3L (Integrated Water Management) in accordance with the Hamilton Integrated Water Management Plan (2021).	2023 PSR
9	Prepare a correction and anomalies amendment to address mapping, zoning and typographical errors for places and ordinance identified in the correction register contained in the 2018 Planning Scheme Review (as relevant) and any other list maintained by the planning unit	2023 PSR 2018 PSR
10	Identify priority places of potential local heritage significance via a gap analysis to inform a future Hamilton Gap Heritage Study.	2023 PSR
	Enhance local heritage policy at Clause 15.03-1L to include policy for remote heritage places and groups of heritage buildings in a rural setting.	External feedback
11	Investigate increased protection of Aboriginal cultural heritage sites in collaboration with Aboriginal Victoria and Gunditj Mirring Registered Aboriginal Party with regard to 'Acknowledgment of Places with Shared Values' (Context, 2015) guidance document.	2023 PSR
12	Investigate the application of the Buffer Area Overlay to identify and protect buffer areas around the Hamilton Regional Livestock Exchange (saleyards), Hamilton Landfill and Waste Transfer Station, declared water storages and water supply and treatment infrastructure.	2023 PSR

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Appendix Four

State and regional planning scheme amendments and planning practice notes issued since last planning scheme review

VC (Victorian) and GC (group of council) amendments.

Since the last planning scheme review in 2010, several VC and GC amendments have introduced new policy into the Buloke Planning Scheme and are directly relevant to this review:

- VC083: Introduced a raft of changes to bushfire policy and provisions to implement the recommendations of the 2009 Victorian Bushfires Royal Commission.
- VC103: Introduced the reformed rural zones.
- VC105: Implemented reforms to Victoria's native vegetation and biodiversity provisions.
- VC134: Introduced the Municipal Planning Strategy (MPS).
- VC138: Updates to the Native Vegetation Framework
- VC140: Provisions for the Planning Policy Framework transition
- VC142: Update to the Ministerial Direction on Form and Content and clean-up of permit triggers.
- VC144: Introduced VicSmart provisions.
- VC147: Enabled the online publishing of planning schemes through the DTP Amendment Tracking System (ATS).
- VC148: Planning Policy Framework introduction
- VC150: Implemented actions outlined in the Victorian Government's Planning for Sustainable Animal Industries Report.
- VC154: Implemented of the integrated water management reforms.
- VC169: Updated State policy to direct balanced outcomes for housing growth and built form, while also clarifying and consolidating housing policy.
- VC175: Buffer Area Overlay introduction
- VC200, VC 204 and VC205: Transport planning reforms
- VC203: Introduced the new environment protection framework into the Victoria Planning Provisions
- VC216: Changed the Planning Policy Framework (PPF) to support Environmentally Sustainable Development (ESD).
- VC231: Reduced permit requirements in the Rural Living, Farming and Rural Activity Zones in rural and regional municipalities.

New Planning Practice Notes

Since the last planning scheme review in 2010, Several Planning Practice Notes (PPNs) have been introduced which may impact on the future development of the Buloke Planning Scheme.

- PPN03 - Applying the Special Use Zone
- PPN23 - Applying the Incorporate Plan and Development Plan Overlays
- PPN24 - Shipping Container Storage
- PPN30 - Potentially Contaminated Land
- PPN58 - Structure Planning for Activity Centres
- PPN59 - The Role of Mandatory Provisions in Planning Schemes



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- PPN60 - Height and Setback Controls for Activity Centres
- PPN61 - Licensed Premises – Assessing Cumulative Impact
- PPN63 - Applying for a Planning Permit to Farm Chickens
- PPN74 - Making Planning Documents Available to the Public
- PPN81 - Live Music and Entertainment Noise
- PPN84 - Applying the Minimum Garden Area Requirement
- PPN85 - Applying the Commercial 3 Zone
- PPN86 - Applying for a Planning Permit for a Pig Farm
- PPN87 - Preparing a Planning Permit Application for Animal Production
- PPN88 - Planning for Domestic Rooftop Solar Energy Systems
- PPN89 - Extractive Industry and Resources
- PPN90 - Planning for Housing
- PPN91 - Using the Residential Zones
- PPN92 - Managing Buffers and Land Use Compatibility
- PPN94 - Land Use and Transport Integration
- PPN95 - Local Heritage Provisions
- PPN96- Glint and reflectivity

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Appendix Five

Responses from referral authorities and other stakeholders



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