

# Hepburn Planning Scheme Review

## Data and Evidence Report (Final)



Prepared for Hepburn Shire Council

12 February 2020

Attachment 1



Shaping *Hepburn's* Future: **planning to 2040**



This report is the Hepburn Planning Scheme Review Data and Evidence Report for Hepburn Shire Council. It has been prepared by the consultant team of Plan2Place Consulting with expertise, advice and inputs from Spatial Vision, Professor Michael Buxton, Peter Boyle Landscape + Urban Design, Movement and Place Consulting, and Wayfarer Consulting.

The report issue date is 12 February 2020.

Every reasonable effort has been to validate information provided by the client, stakeholders and other participants in the preparation of this report throughout the project during July 2019 – February 2020.

The report has been prepared in conjunction with Hepburn Shire Council and is based upon up-to-date information provided at the time of report preparation and finalisation.

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## ABBREVIATIONS AND LEGISLATION

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### *Abbreviations*

ATS	Amendment Tracking System
BIFT	Beveridge Interstate Freight Terminal
BMO	Bushfire Management Overlay
CO2	Carbon Dioxide
DCP	Development Contributions Plan
DDO	Design and Development Overlay
EAO	Environmental Audit Overlay
ESO	Environmental Significance Overlay
FZ	Farming Zone
GRZ	General Residential Zone
HO	Heritage Overlay
HPS	Hepburn Planning Scheme
HPSR	Hepburn Planning Scheme Review
LGA	Local Government Authority
MEMP	Municipal Emergency Management Plan
MPS	Municipal Planning Strategy
MPHWP	Municipal Public Health and Wellbeing Plan
MSS	Municipal Strategic Statement
NCO	Neighbourhood Character Overlay
NVPP	Native Vegetation Precinct Plans
OWTS	Onsite Wastewater Treatment Systems
PCRZ	Public Conservation and Resource Zone
PPF	Planning Policy Framework
PFN	Principal Freight Network
RAZ	Rural Activity Zone
RCZ	Rural Conservation Zone
TZ	Township Zone
UVPS	Urban Design Guidelines for Victoria
VIF	Victoria in Future
VFP	Victorian Freight Plan
VPP	Victoria Planning Provisions
WIFT	Western Interstate Freight Terminal
WMO	Wildfire Management Overlay

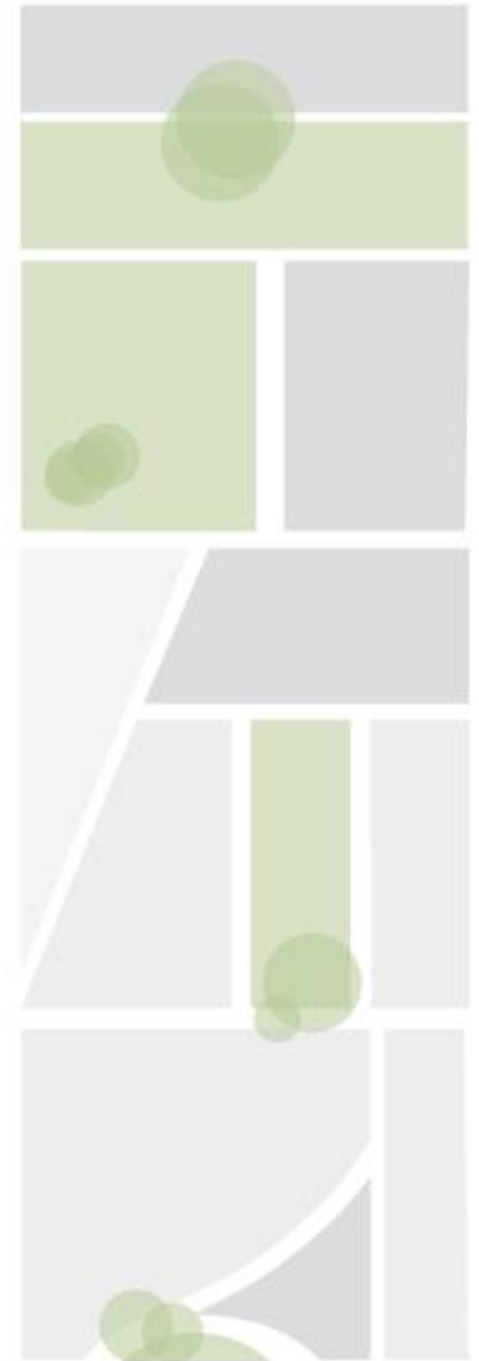
### *Related Legislation*

Emergency Management Act 1986
Environment Protection Act 1970
Local Government Act 1989
Planning and Environment Act 1987
Public Health and Wellbeing Act 2008
Transport Integration Act 2010

### *Numeric Abbreviations*

C	Celsius
ha	hectares
km	kilometres
km <sup>2</sup>	kilometres squared
M	Million
m	metres
M <sup>2</sup>	metres squared
mm	millimetres
sqm	square metres

# EXECUTIVE SUMMARY



# 1. EXECUTIVE SUMMARY

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## 1.1 Overview

The Shire of Hepburn has commissioned Plan2Place Consulting to lead the review of its planning scheme and subsequently prepare a new planning scheme to guide the future of land use and development within the municipality over the coming years.

This *Data and Evidence Report* is one of three reports that form the basis of the Hepburn Planning Scheme Review; the other two reports include the *Stakeholder and Community Engagement Report* and a *Planning Scheme Audit and Review Report*.

The *Data and Evidence Report* provides a synopsis of background data and evidence prepared since the preparation of the Hepburn Planning Scheme. It outlines that there are a range of strategic plans and strategies prepared by the State and the Shire that significantly influence the Hepburn Planning Scheme's review since the planning scheme's adoption in 2000. There are also a range of demographic, population and key planning issues that impact on improved and more anticipatory planning responses for the Hepburn Shire.

## 1.2 State Background Reports and Studies

The State now provides greater guidance on where growth should occur in the municipality with Creswick identified for medium growth, some level of growth for Clunes, Daylesford for contained growth and other townships not anticipated for change. Other State issues of importance include peri-urban planning and agriculture; the protection of biodiversity and water catchments; and the tourism and recreation importance of a municipality such as Hepburn as detailed in the *Central Highlands Regional Growth Plan* and *Plan Melbourne 2017-2050*.

Work undertaken by the State in the *South West Landscape Assessment Study* to identify State significant landscapes provides a strategic basis for improved and enhanced protection of landscapes in the municipality.

The Midland Highway is the most significant freight asset in the municipality and maintaining its standard to enable access to the PFN outlined in the *Victorian*

*Freight Plan* (Calder Freeway and Western Freeway) is essential but this creates some challenges for the management of the road space through major towns.

The Movement and Place Framework will influence future strategic planning work such as township structure plans and the management of roadside vegetation.

## 1.3 Local Background Reports and Studies

The *Council Plan 2017-2021* identifies the need to review the planning scheme and Municipal Strategic Statement (MSS) and implement the strategic planning program including the review of existing zones and overlays.

Council's *Economic Development Strategy* outlines Council's commitment to supporting industry and protecting agriculture. There are a range of initiatives that are outside of the planning scheme and others that may form further strategic work for incorporation into the planning scheme. Economic and employment directions are a key foundation of strategic directions for a municipality and must form part of the revised Municipal Planning Strategy (MPS) to guide the application of policy, zones and overlays.

The *Recreation and Open Space Strategy* identifies the minimum facility provision for townships. The MPS should outline Council's strategic directions for open space facilities and provisions in townships, identifying where more is required.

The *Walking and Cycling Strategy* provides a vision for improved walking and cycling facilities recognising the health, tourism and other flow on benefits for the community and local economy. This should be reflected in the MPS.

A number of other strategies demonstrate Council's commitment to supporting the needs of young people, what the organisation will do within its sphere of influence to contribute to reconciliation and Council's commitment to reducing carbon emissions and showing leadership.

The *Municipal Emergency Management Plan* requires Council to review land use and development policies to ensure that development does not add to identified environment risks and social hardship and disadvantage.

The *Municipal Public Health and Wellbeing Plan* recognises that health and wellbeing is affected by factors across the built, social, economic and natural environment. It must be aligned with the MSS or future MPS and vice-versa.

Managing the risk of domestic wastewater on the environment, health and economy is outlined in the *Domestic Wastewater Management Plan* and should be reflected in any changes in the MPS and the application of Environmental Significance Overlays (ESOs).

Since the preparation of the Hepburn Shire's *Restructure Plan Report*, Bushfire Management Controls through the Bushfire Management Overlay (BMO) and State policy have been strengthened. The risk posed by fire suggests that Council should now consider a much stronger response in these areas to adequately mitigate risk factors and protect human life.

The *Residential and Industrial Land: Strategic Directions Report* was prepared in 2014 to provide direction on residential and industrial land use supply across the townships. No implementation has occurred to date. It is likely that some or all of the recommendations are not appropriate or require further strategic assessment.

The *Climate Cognisant Hepburn: Rural Land Use Review*, provides information on the impacts of climate change on agricultural land of the municipality to 2050 highlighting the continuing high value of this land. The report also tries to link Council's biodiversity goals with the agricultural land story in suggesting different minimum lot sizes for farming land. Clearer and stronger arguments are required to justify proposed changes to the planning scheme and better guidance on the best planning scheme tools to achieve the desired strategic outcomes. Land in the east of the municipality is currently subject to a review by the State Government into the protection of Melbourne's agricultural land with new planning scheme controls proposed in 2020. A similar methodology could be used in the western part of the Shire.

The *Hepburn Biodiversity Strategy* suggested opportunities to enhance biodiversity through the planning scheme to protect biodiversity. The strategy is unclear about the planning response but the State Government has released guidance on the use of the planning scheme to protect biodiversity that could be used (subject to an appropriate local evidence base).

There are a range of reference documents within the current planning scheme that are now redundant or out of date and should be removed.

#### 1.4 Key Issues Facing the Municipality

Peri-urban planning issues such as landscape, amenity, infrastructure, services, agricultural land production, rural land fragmentation, climate change, bushfire, peak oil, heritage, recreation and tourism have significant opportunities for the Shire but also place great constraints and limitations on land use and development.

Improved peri-urban planning responses for Hepburn should better anticipate risks and mitigation by:

- Strengthening township boundaries and growth.
- Supporting the rural economy and agricultural, horticultural and farming land production.
- Improving significant landscape recognition and vegetation protection.
- Reducing threats to people and property from natural hazards such as bushfire, flooding and reduced water quality.
- Preventing rural land fragmentation on productive land.
- Improving heritage protection.
- Strengthening the relationship of all these factors to regional and local tourism and economic development.

The MPS needs to highlight the need to respond to the transport challenges in the municipality such as the lack of public transport and reliance on motor vehicles along with a desire to improve walking and cycling opportunities through the municipality and provide better guidance.



## 1.5 Population and Demographic Issues

The demographic analysis highlights that Hepburn is not anticipating significant population growth over the coming decades. Growth rates are slow, the population continues to age as younger people leave the municipality for work and education and there are pockets of high disadvantage. Anticipated population increases are matched by a commensurate increase in the number of dwellings. This points to both a growth in the ageing of the population which will lead to requirements for more, different and more affordable housing, and a likely growth in new residents from outside of the Shire attracted to the lifestyle who will likely have greater incomes that again will increase affordability challenges for the municipality.

## 1.6 Hepburn Planning Scheme: Snapshot

The current scheme consists of the State Planning Provisions which apply to every planning scheme and four regional planning themes under the headings of Settlement, Landscapes, Diversified Economy and Transport System.

Local planning provisions consist of the MSS and local planning policies. The MSS is organised under the themes of Settlement and Housing, Infrastructure and Transport, Economic Development, Rural Land Use and Agriculture, and Environment and Heritage.

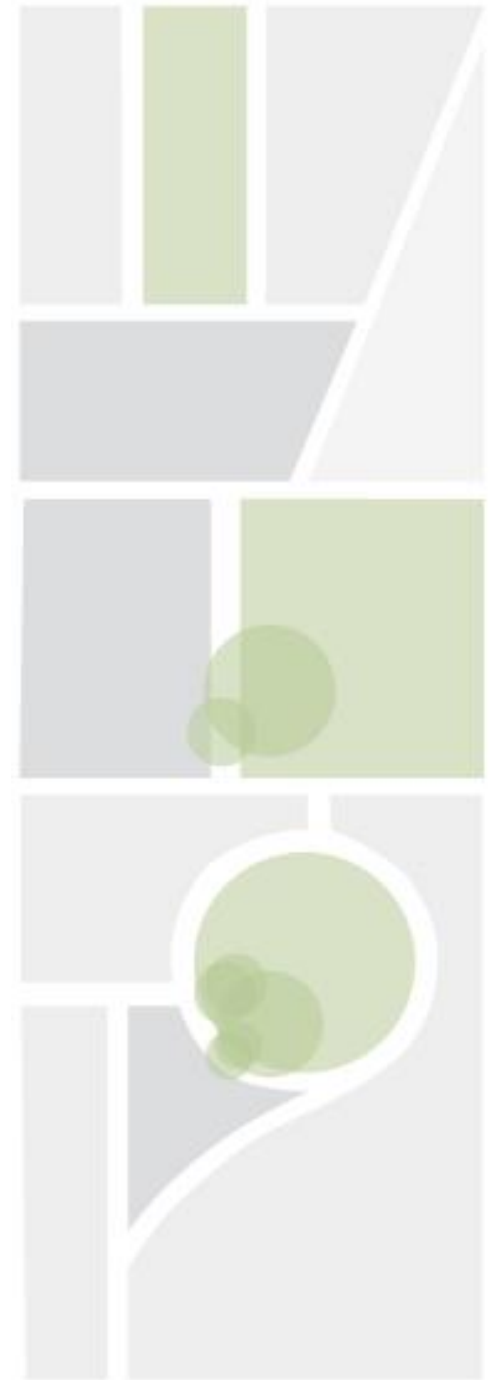
The local provisions consist of 19 local policies of which 11 policies relate to Neighbourhood Character for Daylesford with the remaining 8 policies providing further guidance under the themes of Catchment and Land Protection, Mineral Springs Protection, Dams, Rural Land, Abattoir Interest Area, and Public Infrastructure Areas.

The Hepburn Planning Scheme makes use of 13 zones with 14 schedules and 13 overlays with 21 schedules, the largest application being the Farming Zone. This zone applies to nearly two thirds of the municipality with the Public Conservation and Resource Zone applying to just over a fifth of the municipality. This reflects the rural nature of the municipality and the large tracts of National Parks and State Forest.

## 1.7 Conclusion

The data and evidence presented within this report provides new information that has a range of implications for land use and development within the municipality. This information should be considered in developing recommendations in the final Review Report to influence the future development of the Hepburn Planning Scheme.

# INTRODUCTION



## 2. INTRODUCTION

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### 2.1 Introduction

The Shire of Hepburn has commissioned Plan2Place Consulting and associated sub-consultants to lead the review of its planning scheme and subsequently prepare a new planning scheme to guide the future of land use and development within the municipality over the coming years. Council is required to undertake a review of the performance of their planning scheme every four years under Section 12B of the *Planning and Environment Act 1987*.

This *Data and Evidence Report* will form one of two reports that will inform the final *Planning Scheme Audit and Review Report*. A *Stakeholder and Community Engagement Report* has been prepared based on consultation undertaken in September and October 2019 seeking the community's views and aspirations for the future of land use and development across the municipality. An audit of the current performance of the Hepburn Planning Scheme will be undertaken and combined into the *Planning Scheme Audit and Review Report*. The *Planning Scheme Audit and Review Report* will provide a summary of the two supporting reports and make a series of recommendations for the planning scheme over the short, medium and ongoing term.

This will inform the preparation of a revised Hepburn Planning Scheme in 2020 based on the recommendations of the *Planning Scheme Audit and Review Report*. This revised planning scheme is to be prepared in a new format from the Victorian Government known as the Planning Policy Framework (PPF). This new format will see the Hepburn Planning Scheme transformed and aligned ready for improvements into the future.

### 2.2 Context

The Shire of Hepburn is located in the Central Highlands region of Victoria, about 110 kilometres north-west of Melbourne (90 km by direct measurement) and is 1,470 km in size. It is bounded by Central Goldfields and Mount Alexander Shires in the north, Macedon Ranges Shire in the east, Moorabool Shire in the south, and the City of Ballarat and Pyrenees Shire in the west. The Shire extends 66 km from east to west and 38 km from north to south and incorporates significant high value agricultural and farming land, National Parks and State Forest, mineral springs, extensive vegetation and tourist attractions.

Predominantly rural, the main townships include Daylesford, Hepburn Springs, Creswick, Clunes, Glenlyon and Trentham. Prior to European occupation, the area was home to the Dja Dja Wurrung people.

The Shire is served by the Midland Highway (A300) and the Ballarat/Maryborough railway line in the western part of the Shire which provides both passenger and freight services to the region. Bus services are provided between Ballarat and Creswick and Woodend and Daylesford.

The Loddon River flows through the eastern part of the municipality and other water courses, irrigation districts and water storages are provided for the catchments of the North Central and a small part of Port Phillip and Western Port.

The key features and regional context of the Hepburn Shire are shown in **Figures 1 and 2**.

Figure 1: Key Features – Hepburn Shire

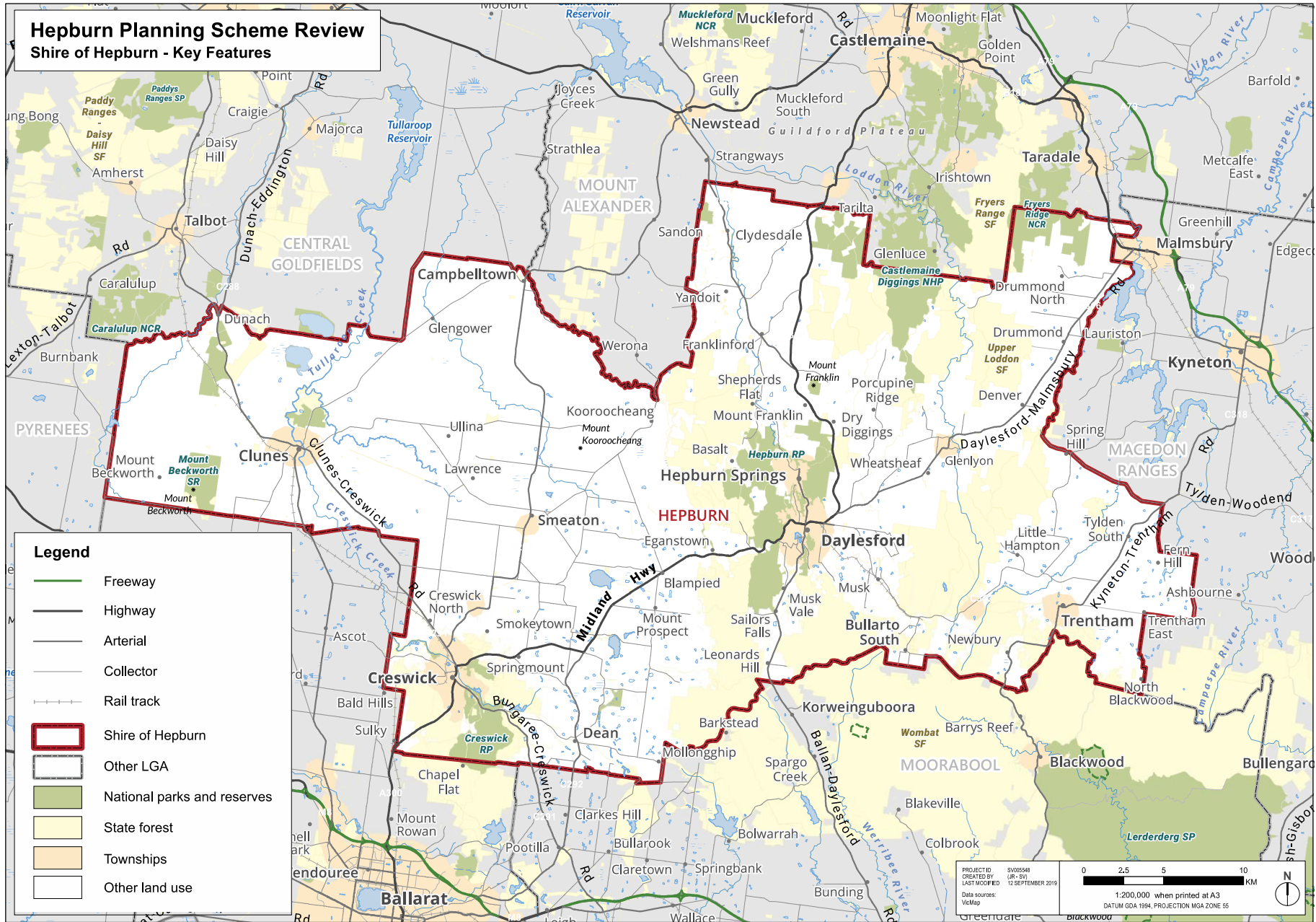
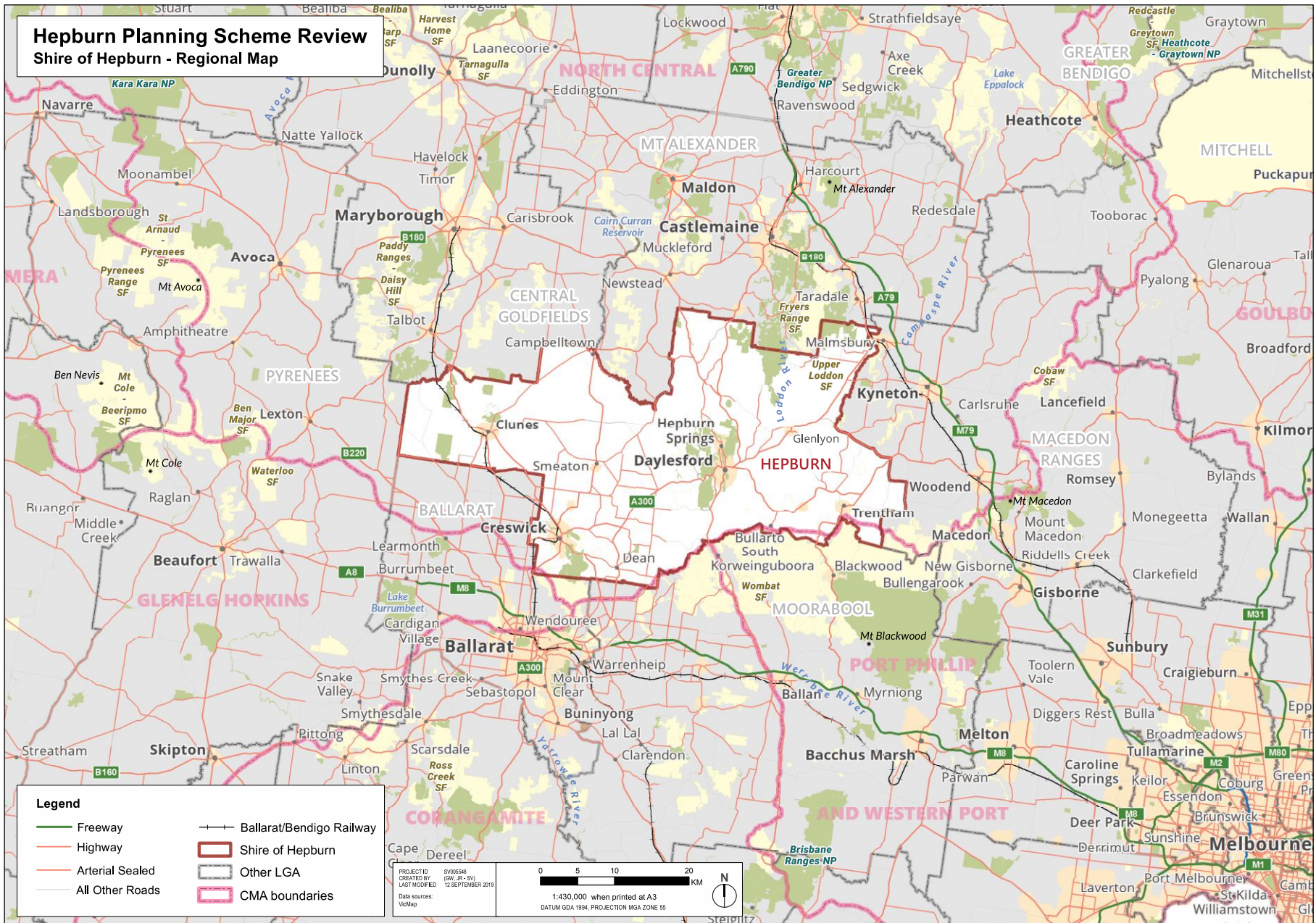


Figure 2: Regional Context – Hepburn Shire



## A SHORT HISTORY OF THE HEPBURN PLANNING SCHEME



## 3. A SHORT HISTORY OF THE HEPBURN PLANNING SCHEME

### 3.1 A Short History of the Hepburn Planning Scheme

The following timeline provides a short history of the development of the Hepburn Planning Scheme and strategic work to support its continuous improvement.

<b>1998</b> - <b>1999</b>	Preparation of the new format Hepburn Planning Scheme based on a range of documents with the most influential being the Hepburn Shire Land Use Strategy Settlement Review 1999.	<b>2012</b>	A Restructure Plan Report assessed the opportunities to restructure land use planning and policy directions for Wheatsheaf, Drummond and Sailors Falls settlements. No new implementation or restructure plans were prepared.
<b>2000</b>	Gazettal of the new format Hepburn Shire Planning Scheme on 8 June 2000 which introduced a new Municipal Strategic Statement (MSS), local policies, municipal wide planning scheme maps and standardised zones and overlays with locally based schedule content.	<b>2013</b>	The Hepburn Structure Plan Review 2007 provided structure plans for Daylesford, Hepburn Springs, Creswick, Clunes and Trentham which were then implemented through Amendment C38.
<b>2002</b>	Council prepared the Daylesford Neighbourhood Character Study which is subsequently implemented through Amendment C19 in May 2005.	<b>2013</b>	In Amendment VC103 the Victorian Government revised permit requirements, use prohibitions and mandatory section 173 agreements on rural zone subdivisions.
<b>2003</b>	The Hepburn Shire Three Year MSS and Planning Scheme Review 2003, identified a number of areas for improvement and strategic work of which some was undertaken.	<b>2013</b> - <b>2014</b>	All residential land in the municipality was replaced with the General Residential Zone. Commercial zones replaced the former business zones in Amendments VC100 and GC11.
<b>2006</b>	Amendment C37 introduced the Farming Zone to replace the Rural Zone and the Rural Conservation Zone to replace the Environmental Rural Zone. This did not change local policy and was initiated by the State Government.	<b>2016</b>	Recommendations of the Hepburn Significant Tree Register Nominations 2011 - Statements of Significance Report were implemented in Amendment C54 by applying a Vegetation Protection Overlay or HO to significant trees or tree planting.
<b>2001</b> - <b>2006</b>	Various Amendments were led by the State government and included correcting mapping, rezoning land (often in public ownership) and adding Victorian Heritage Register properties to the Heritage Overlay (HO).	<b>2017</b>	Mapping and provisions for Hepburn's Bushfire Management Overlay were updated and the former Wildfire Management Overlay (WMO) was deleted by Amendment GC13.
<b>2007</b>	Council undertook a review of agricultural land in the municipality (EnPlan Reports) to determine opportunities and options to implement new rural zones gazetted in 2006 however no planning scheme amendments resulted from this work.	<b>2017</b>	The Victorian Government in Amendment VC140 provided clearer and more directive policy enabling a more resilient response to settlement planning for bushfires and priority to the protection of human life over all other planning matters in considering bushfire risk.
<b>2006</b> - <b>2007</b>	Council undertook reviews of the township structure plans for Hepburn Springs, Daylesford, Creswick, Clunes and Trentham and introduced township boundaries. Amendment C38 was finally gazetted in January 2013.	<b>2018</b>	The integrated Planning Policy Framework (PPF) replaced the SPPF through Amendment VC148. The revised PPF, zones, overlays, signage, car parking and other provisions provide the template for the Hepburn Planning Scheme Review.
<b>2008</b>	The Hepburn Planning Scheme Review 2008 recommended review of planning processes and protocols, the MSS and LPPF "with a view to bolstering the relevance of (the) current Planning Scheme and ensuring that it represents a clear vision for the Shire until 2030."	<b>2019</b>	Administrative, style and technical changes were made to local policy and local schedules of the Hepburn Planning Scheme for the operation of a new state-wide Amendment Tracking System (ATS) through Amendment GC122.
<b>2011</b>	Hepburn Planning Scheme Review 2011 recommended a revision of the LPPF, incorporation of strategic studies and new strategic work, however few recommendations were implemented.	<b>2013</b> - <b>2020</b>	A number of "house-keeping" Amendments support public authorities to implement infrastructure projects, and resolve minor technical and mapping anomalies and errors.

## STATE BACKGROUND REPORTS AND STUDIES





## 4. STATE BACKGROUND REPORTS AND STUDIES

### 4.1 Introduction

There are a number of documents that provide strategic direction at the State or regional level that have been considered. The most relevant of these are summarised below with implications identified for the Hepburn Planning Scheme Review.

#### 4.1.1 Central Highlands Regional Growth Plan

The *Central Highlands Regional Growth Plan* provides a regional approach to land use planning in the Central Highlands. It covers the municipalities of Ararat, Ballarat, Golden Plains, Hepburn, Moorabool and Pyrenees and identifies opportunities to encourage and accommodate growth and manage change over the next 30 years.

The plan identifies:

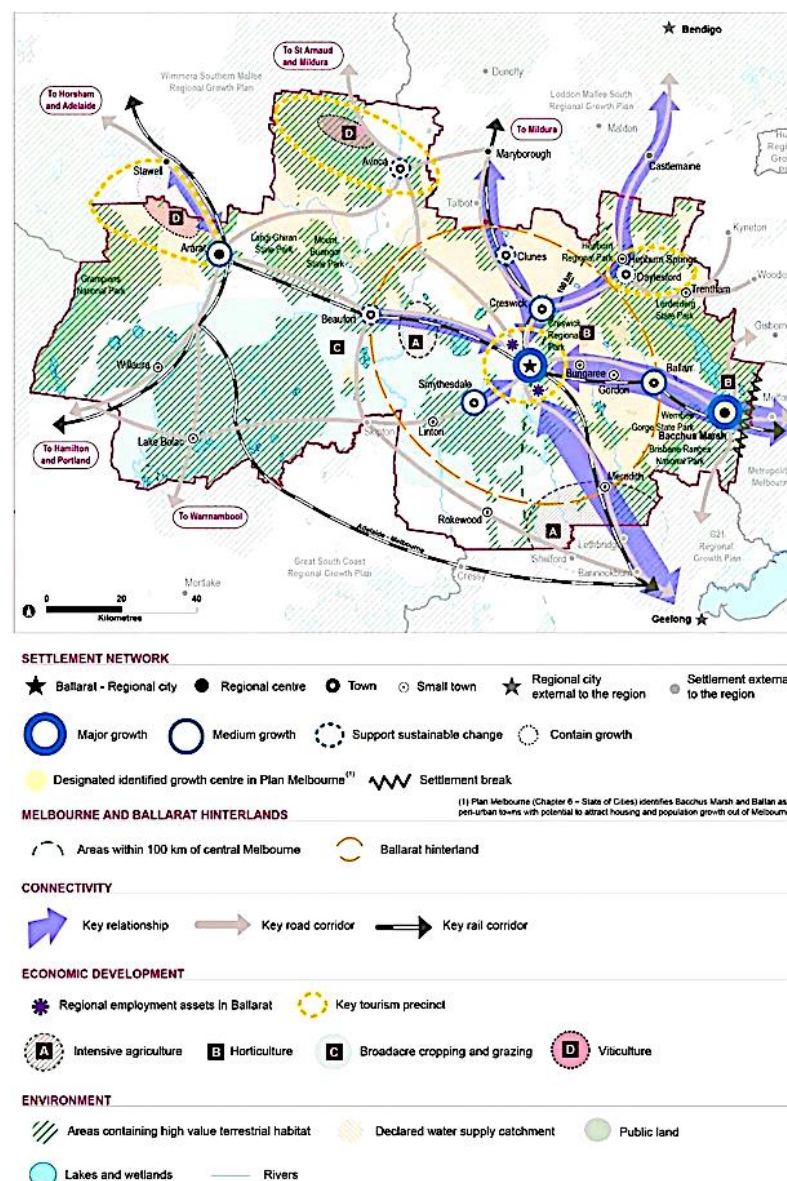
- Where future development will be supported and assessed at a regional scale.
- Environmental, economic, community and cultural assets and resources of regional significance that should be preserved, maintained or developed.
- How the region can respond to opportunities, challenges and long-term drivers of change.
- Key regional priorities for future infrastructure planning and investment to support growth.

The vision for the Central Highlands region is:

“The Central Highlands Regional Growth Plan identifies that the vision for the Central Highlands region towards 2030 and beyond is to provide a productive, sustainable and liveable region for its people. This plan shares the same vision.”

9 Principles and 26 overall key directions to achieve the vision are detailed on the following page.

Figure 3: Central Highlands Regional Growth Plan



**Table 1: Central Highlands Regional Growth Plan – Principles and Overall Key Directions**

Central Highlands Regional Growth Plan, 2014			
Principle	Overall key directions	Principle	Overall key directions
1. Population growth should be planned in sustainable locations throughout the region	<ul style="list-style-type: none"> <li>• Direct growth to existing towns with access to transport, services and employment opportunities</li> <li>• Focus urban development in locations where impacts on the surrounding natural resource base and the environment are minimised</li> <li>• Adopt a risk management approach in planning for population growth in areas subject to natural hazards</li> </ul>	5. Land use patterns, developments and infrastructure should make the region more self-reliant and sustainable	<ul style="list-style-type: none"> <li>• Support the productive use of energy, water, waste materials, agricultural and earth resource assets</li> <li>• Capitalise on opportunities to enhance water supply and increase energy security</li> <li>• Develop communities that provide local jobs and services</li> <li>• Encourage the efficient use of residential land to support sustainable urban forms</li> </ul>
2. The region’s economy should be strengthened so that it is more diversified and resilient	<ul style="list-style-type: none"> <li>• Encourage greater economic self-sufficiency for the region</li> <li>• Pursue economic development opportunities based on the emerging and existing strengths of the region</li> <li>• Support growth through the development of employment opportunities in towns identified for population growth</li> </ul>	6. Planning for growth should be integrated with the provision of infrastructure	<ul style="list-style-type: none"> <li>• Encourage efficient use of existing infrastructure</li> <li>• Encourage infrastructure that has a range of positive benefits or can support directions in the plan</li> <li>• Coordinate infrastructure provision with planned growth</li> </ul>
3. The region should capitalise on its close links with other regions and cities	<ul style="list-style-type: none"> <li>• Locate urban growth in identified settlements along key transport corridors</li> <li>• Build on and enhance links to other centres and regions</li> <li>• Integrate planning for freight and passenger transport with the land use directions and growth opportunities identified in this plan</li> </ul>	7. The region’s land, soil, water and biodiversity should be managed, protected and enhanced	<ul style="list-style-type: none"> <li>• Protect and enhance regionally significant environmental assets</li> <li>• Capitalise on the region’s environmental assets to improve environmental outcomes and support economic development</li> </ul>
4. The development of sustainable and vibrant communities should be supported by enhancing the level of access to key services	<ul style="list-style-type: none"> <li>• Encourage services, facilities and housing that meet the diverse needs of the community</li> <li>• Recognise and plan for managing the variable rates of growth and population change expected across the region</li> <li>• Build on local opportunities to support resilience of small towns</li> </ul>	8. Long-term agricultural productivity should be supported	<ul style="list-style-type: none"> <li>• Promote the growth of the agricultural sector as a regionally important economic activity</li> <li>• Support change and transition to maintain the viability and productivity of agricultural land</li> <li>• Encourage investment in agriculture by providing certainty regarding future land use within rural areas</li> </ul>
		9. The importance of cultural heritage and landscapes as economic and community assets should be recognised	<ul style="list-style-type: none"> <li>• Identify and protect the region’s significant cultural heritage and landscape assets</li> <li>• Recognise the economic development and liveability benefits associated with the region’s cultural heritage and landscapes</li> </ul>

### Implications for the Hepburn Planning Scheme Review

The plan provides a strong direction for the planning of the municipality identifying the principles and key directions that need to be applied at the local level (outlined above). These should inform the basis of any future land use and development planning in order to provide more detailed application of these principles at the local level through any new strategies prepared and the planning scheme.

It provides clear direction on the regional role for the towns and the growth future for each. Creswick is identified as a town for medium growth while some level of growth is anticipated in Clunes within a sustainable change scenario. Daylesford is identified for contained growth with other towns, such as Trentham, not anticipated for change. Management of landscapes, retention of non-urban breaks between towns and maintaining productive agricultural and farming land are other key themes.

#### 4.1.2 Plan Melbourne 2017-2050

*Plan Melbourne 2017-2050* sets the directions and framework for Victoria's overarching strategic land use and development through eight outcomes. It provides the planning strategy for metropolitan Melbourne and high level direction for regional Victoria through Outcome 4 which states that *"Melbourne is a distinctive and liveable city with quality design and amenity"* which relates to the contribution of peri-urban areas to metropolitan Melbourne. Outcome 7 states that *"Regional Victoria is productive, sustainable and supports jobs and economic growth."*

In relation to peri-urban areas the Strategy notes that:

*"Melbourne's green wedges and peri-urban areas support Melbourne through food production, critical infrastructure (such as water supply catchments and airports), sand and stone supply, biodiversity, recreation and tourism. Green wedges and peri-urban areas provide opportunities for the community to connect with nature, improving health outcomes, as well as maintaining the ecosystem services that underpin Victoria's prosperity. Protecting the green wedges and peri-urban areas*

*will make the state's food supply more secure in the face of increasing climate pressures on food production."*<sup>1</sup>

Consistent with Plan Melbourne and the Regional Growth Plans, planning for green wedge and peri-urban areas should:

- Define and protect areas that are strategically important to the metropolitan area and the State, for the environment, biodiversity, landscape, open space, water, agriculture, energy, recreation, tourism, environment, cultural heritage, infrastructure, extractive and other natural resources.
- Protect and manage the value of green wedges consistent with green wedge management plans.
- Avoid development in locations where there is risk to life, property, the natural environment and infrastructure from natural hazards such as bushfire and flooding.
- Accommodate additional housing and employment in established towns that have the capacity for growth.
- Provide for non-urban breaks between urban areas.<sup>2</sup>

Outcome 7 identifies the role regional Victoria will play in accommodating Melbourne's growth with areas such as Ballarat and Bendigo predicted to accommodate much of that growth. Policy 7.1.2 supports planning for growing towns in peri-urban areas recognising the affordable and attractive housing options peri-urban towns can provide. This policy also recognises there are challenges for the timely delivery of state and local infrastructure to support growth and protect amenity.

There are a number of actions identified in the *Plan Melbourne Implementation Plan* that may be of relevance to Hepburn Shire including a review of strategic agriculture land, planning for shared housing, community care units and crisis accommodation, work to achieve pedestrian and cycling networks, and an update of urban design guidelines to support community well-being.

<sup>1</sup> Plan Melbourne, Victorian Government, 2017, p.79

<sup>2</sup> Plan Melbourne, Victorian Government, 2017, p.87

**Figure 4: Plan Melbourne: Green Wedges and Peri-Urban Areas**



**Map 19**

**Melbourne's green wedges and peri-urban areas**

- |                                      |                                   |
|--------------------------------------|-----------------------------------|
| Green wedge land                     | Road network                      |
| Peri-urban area                      | Rail network                      |
| 100-km radius from central Melbourne | Transport gateway – major airport |
| Capital city                         | Transport gateway – airport       |
| Regional city                        | Transport gateway – seaport       |
| Regional centre                      | Urban area                        |
| Peri-urban town                      | Urban growth boundary             |
|                                      | Local government area boundary    |

Source: Department of Environment, Land, Water and Planning

**Implications for the Hepburn Planning Scheme Review**

Plan Melbourne provides clear State direction to Council in its role managing and protecting the municipality's peri-urban region attributes and values. Over 50% of the Hepburn Shire is within 100kms of Melbourne although large parts of this are forested. Getting fresh produce produced in the Shire to markets is critical and may require upgrades to roads such as to the Midland Highway and the Ballan-Daylesford Road.

**4.1.3 South West Landscape Assessment Study, DELWP and Planisphere, 2013**

The *South West Landscape Assessment Study* provides a landscape assessment of South West Victoria prepared on behalf of the State. The purpose is to examine the character and significance of the landscapes of south-west Victoria; to understand how they may be affected by future change; and to protect and manage those values that are most important for future generations. It outlines the most significant landscape character types and the most significant landscapes of the region. There are a number of key recommendations made for protecting and managing these landscapes at a state and regional level. Landscapes are rated based on their aesthetic significance considering if they are exemplary, iconic or scarce and then designated a level of significance.

The Study identifies the Hepburn Gold Mines and Volcanic District and the Island Uplands (Mount Beckworth) as State significant and worthy of protection through the Hepburn Planning Scheme.

**Implications for the Hepburn Planning Scheme Review**

The Study provides the basis for and the tools to introduce a revised Significant Landscape Overlay (SLO) over areas in the west of the Shire to protect the landscape character of each type. The Hepburn Gold Mines and Volcanic District SLO would expand the existing SLO location in the west while the Island Uplands SLO would introduce a new SLO over land around Mt Beckworth. Council should consider the introduction of these SLOs into the planning scheme.

Other significant landscapes within the municipality are identified within the Study however not recommended as State significant but may be worthy of local or regional protection.

#### 4.1.4 Victorian Freight Plan

The *Victorian Freight Plan* (VFP) provides a state-wide freight plan which establishes short, medium and long-term priorities to support the freight and logistics system resulting from strong population growth and the growth in demand for goods and services.

The VFP estimates the value of all goods exported from Victoria is \$26 billion per annum with freight volumes predicted to increase from around 360 million tonnes in 2014 to nearly 900 million tonnes in 2051. With only 3 per cent of Australia's total land mass, Victoria accounts for almost a quarter of Australia's total food and fibre exports. The freight and logistics sector contributes \$21 billion to Victoria's economy and employs approximately 260,000 Victorians.

This VFP includes actions to:

- Review and update the existing Principal Freight Network (PFN) to include significant freight places, shipping channels and over-dimensional routes, strengthening protection of the PFN in planning schemes.
- Assess long term metropolitan industrial land needs and designate appropriate areas for the future.
- Recognise the existing and planned regional intermodal terminals in the PFN.
- Review existing, and identify and reserve sites for new, freight terminals and precincts.
- Support development of additional regional intermodal terminals.
- Reserve land for the locations of Victoria's new interstate intermodal terminals in the PFN – the Western Interstate Freight Terminal (WIFT) at Truganina and the Beveridge Interstate Freight Terminal (BIFT) and their connecting transport corridors.
- Prepare a business case for the development of WIFT and subject to the business case outcome, develop WIFT.

- Further investigate the feasibility of Bay West as a container port, including determining the location of the port site at Bay West and identifying preferred land transport corridors and the required land area.<sup>3</sup>

#### Implications for the Hepburn Planning Scheme Review

The Midland Highway is the most significant freight asset in the municipality and maintaining its standard to enable access to the PFN (Calder Freeway and Western Freeway) is essential. This is particularly important as most of the freight exiting and entering the municipality will be on road. The location of the Midland Highway through major towns creates some challenges for the management of the road space and could be examined further.

#### 4.1.5 Victorian Government – Movement & Place Framework, 2019

The Victorian Government's SmartRoads model has recently evolved from a VicRoads network operating planning tool into a Movement and Place Framework. This approach places much greater emphasis on the place value of road reserves and is particularly important for arterial roads in townships and surrounds.

Township land use and planning should be founded on a movement and place assessment that identifies the aspirations for each road link from a movement and a place perspective. These aspirations can then be compared to an assessment of the current performance to identify the priority actions that help to rebalance the road space allocation and meet the objectives of the Transport Integration Act 2010.

#### Implications for the Hepburn Planning Scheme Review

The Movement and Place Framework will influence future strategic planning work within the municipality in coming years. It will be particularly important for any proposed future work on township structure plans, initiatives for mode shift and improved walkability and health outcomes. It will be important to ensure the adequate balance of movement outcomes and the protection and management of significant roadside vegetation.

<sup>3</sup> Victorian Freight Plan, Victorian Government, 2018, pp. 7, 8, 31, 48

Working Draft



## 5. LOCAL BACKGROUND REPORTS AND STUDIES

### 5.1 Introduction

A number of reports and studies have been prepared by Hepburn Shire since the gazettal of the Hepburn Planning Scheme in 2000. A number of reports are also summarised at the end of the chapter that were prepared prior to the gazettal of the planning scheme. Some of these have since been superseded by further strategic work and recommendations made on their future status. There are some reports such as a number of heritage studies are still relevant regardless of their date of preparation.

#### 5.1.1 Council Plan 2017-2021

Hepburn Shire Council is required to prepare a Council Plan under the Local Government Act 1989. This plan for the period of 2017 – 2021, outlines Council's direction for the four-year period following significant community consultation. The mission statement is as follows: *"Hepburn Shire Council is to maintain, promote, protect and enhance the district's unique social, cultural, environmental and heritage characteristics. This will be achieved through effective, caring management and responsible governance. We will strive to gain maximum advantage for our community by protecting and enhancing our natural and built environment."*

The Plan identifies five strategic objectives supported by 16 key strategic activities which include:

- Quality community infrastructure.
- Active and engaged communities.
- Sustainable environment.
- Vibrant economy.
- High performing organisation.

#### Implications for the Hepburn Planning Scheme Review

The Council Plan identifies a number of actions that are relevant to the review of the Hepburn Planning Scheme.

These include actions to:

- Review the planning scheme and Municipal Strategic Statement.
- Implement the strategic planning program including the review of existing zones and overlays.
- Implement the recommendations of the Rural Land Use Study, the Biodiversity Strategy Action Plan and the Domestic Wastewater Management Plan.
- Incorporate a Drainage Contribution Scheme into the planning scheme.
- Implement an updated planning scheme compliance process for heritage listed streetscapes and buildings.
- Continue to implement streetscape works in townships in line with adopted strategies and protect their heritage significance.

The first two actions form part of this review, while other actions may form part of the recommendations in the review.

Council will prepare a new Council Plan in 2021 to reflect the incoming Councillors' plan for the community.

#### 5.1.2 Fertile Ground: Hepburn Shire Economic Development Strategy 2016-2021

This document outlines Council's economic development strategy for the period 2016-2021. The vision for economic development is to *"Make Hepburn Shire a desirable location for people to produce, trade, live, grow and visit"*. Based on an assessment of the strengths, challenges, opportunities and risks facing the municipality, a range of actions have been identified to be delivered over five years. These are under the themes of:

- Produce.
- Trade.
- Live.

- Grow.
- Visit.

The strategy includes information on current economic data and trends that are important for strategic planning. The strategy recognises:

- The sectors that contribute the most to the economy (in terms of dollar value) include tourism; agriculture; construction; health; education and training; and professional, scientific and technical services. The Strategy identified that these industries must be considered in all major economic decisions so as to ensure they continue to contribute significantly to the Shire's economy.
- Tourism, health, and professional and technical services are becoming increasingly important contributors to employment (numbers) and so any strategy or policy should seek to further strengthen these sectors to encourage more employment opportunities.
- Agriculture, forestry and fishing make up the highest proportion of businesses in the municipality. There are opportunities to grow the outputs of high value agricultural land and for increased primary produce production and "paddock to plate". It recognises that urban sprawl and rural lifestyle blocks are a risk to agriculture.
- Tourism employs the most people in the municipality accounting for 18% of employment in the Shire. The average number of visitors to Hepburn Shire annually is 825,900.
- The retail sector is important to the local economy leveraging local products and produce. Residents feel however, there are not enough retail options geared towards resident needs.
- There are opportunities to boost the linkages between producers and retailers of food and beverage to further promote the tourism offer and the economic viability of these businesses.
- Council has a strong history of interacting with the creative sector and can continue to improve by promoting the cultural foundations of the area, the reputation of the creative output and provision of infrastructure.

- Hepburn Health employs around 500 people from the region and along with the increasing importance of health service providers to lifestyle and amenity factors and the aging population, this sector is expected to continue to influence the local economy.

#### Implications for the Hepburn Planning Scheme Review

There are a range of initiatives highlighted in the Strategy that have implications for the review. The most significant of these include:

- The development of an Agricultural Sector Plan that recognises the importance of this sector to the local economy and to the State that will guide development and decision making for future growth. This could have implications for the protection of agricultural land however will require spatial outcomes in order to be implemented.
- Towards Zero Hepburn - a roadmap that will guide the municipality to become energy self-sufficient and carbon neutral within 15 years.
- Improving access to the Daylesford Industrial Estates by lowering East Street in Daylesford at the railway bridge to allow truck access along this route and re-directing heavy vehicles away from residential streets. This is seen as vital for continuing trade in the light industrial area of Daylesford.
- Signage improvements to contribute to both liveability and the visitor experience in the Shire.
- Implementation of streetscape improvements to support and enhance retail activity, tourism activity, safety and amenity to residents.
- Undertaking a complete public transport analysis throughout the Shire to identify gaps and opportunities for improvement that will improve liveability, tourism and trade.
- Develop a residential growth plan to plan for growth and residential development in a proactive way. This project is to identify the areas where growth is likely to occur and implement planning changes that will encourage development in sustainable ways that fit with desired community outcomes.
- Develop improved and accessible information related to the Hepburn Planning Scheme and how it applies to business growth in Hepburn.



Some of these initiatives may be suitable for incorporation into the planning scheme as future strategic work or if completed then form the basis for further changes or enhancements to the scheme. Council's economic development goals should be reflected in the new MPS and potentially the application of zones and overlays.

### 5.1.3 Hepburn Recreation and Open Space Strategy 2017-2021

The Recreation and Open Space Strategy 2017-2021 has been developed to inform Council's strategic planning, development and delivery of recreation infrastructure and services. The plan provides a range of actions to be delivered over the short, medium and long term. Recreation is defined as all indoor and outdoor active sporting activities undertaken in the Shire, as well as passive or informal recreational activities. Open space includes places and spaces that support and encourage participation in formal or informal active and passive sport and recreational activities and programs. This includes sports grounds, parks, and playgrounds but not conservation and heritage areas (where recreation is not supported), open space set aside for utilities and services and undeveloped land.

Demographic changes in the municipality highlight that over 50% of the population will be over 50 years of age by 2031 and that population increases predicted may result in more families in the Shire. This will result in changed activity and recreation needs in the future.

The Strategy undertakes a review of open space provision against the objectives of Clause 56.05-2, Standard C13 of the *Victoria Planning Provisions* and concludes that within all Shire towns the majority of people have access to open space within 400 metres of their homes. Trentham is the exception where some residents in the low density areas to the south are greater than 400m from open space.

The community survey undertaken for the strategy development, revealed that the most popular activities are currently walking, going to the lake or river, visiting parks and playgrounds, swimming, cycling and running. Trentham residents sought a new soccer field and netball court. A range of playgrounds and new walking and cycling trails were proposed.

The Strategy includes township minimum facility provisions which aims to guide future provision based on the township's population. An assessment of the

implications for each town is not provided. This highlights a gap between policy and the development of a strategy that could be used to justify any increase in the Open Space Contribution through a Schedule to Clause 53.01 in the planning scheme. It does recognise the need to undertake further work on an Open Space Levy Policy to identify the process for allocating development contributions funds collected (this should refer to Public Open Space and Subdivision Contributions as Council does not have a DCP in place), and identifying the process for managing and monitoring the expenditure of contributions and a process for reporting on expenditure. Given the low population projections for Hepburn, it would be difficult to justify development contributions in the planning scheme for low growth scenarios in most circumstances.

#### Implications for the Hepburn Planning Scheme Review

The township minimum facility provision will have implications for any town proposed to grow over the coming decades. The provisions should be overlaid with population predictions for each town and an assessment made of any requirements for additional land for recreation and open space facilities.

The MPS could outline strategic directions for open space facilities and provision in townships, identifying where more open space is required. This should flow through to the Schedule to Clause 53.01 for Open Space Contributions in the planning scheme.

It is unlikely that there would be sufficient justification for a Development Contributions Plan Overlay and Plan in most of Hepburn's townships given the low growth scenarios for the municipality. However, there may be specific examples of precinct-based proposals where a nexus could be established between development and upgrades to local infrastructure that should be funded by the proponent.

It is recommended that further work be undertaken that provides a clear linkage between population growth, recreation and open space need and open space facility provision that better supports an increase to the open space contribution through revisions to the Schedule to Clause 53.01.

#### 5.1.4 Walking and Cycling Strategy 2011

The Hepburn Walking and Cycling Strategy was endorsed by Council in 2011 and an update to actions was prepared and endorsed in 2017. The strategy sets out a vision for the development of opportunities to improve walking and bicycle riding throughout the municipality to capitalise on the economic, health and environmental benefits of these modes of transport. The strategy sets out a pathway to improve the opportunity for residents to move around their local community, exercise and reduce their carbon footprint. It also highlights the opportunity to capitalise on the benefits of tourism and its flow on benefits for the local economy. It sets out a strategic approach with a series of projects identified to be staged over the coming decade.

The report highlights some key community desires including:

- Slower car speeds.
- Prioritising pedestrians and cyclists particularly in town centres and opportunities to use these modes to travel from homes to shops or schools and for 20-30 minute loops.
- Improved bike lanes on main streets.
- Improvements to the footpath network including maintenance and reduction in gaps and links, and the need for continuously accessible paths.
- Creek spines forming an improved network with significant opportunities to market and enhance trail assets for tourism and economic benefits.

Building on the Council Plan, the plan provides a series of strategies under three Council Plan commitments of community health and safety, economic prosperity and environmental sustainability.

The key strategy of relevance to the planning process was the recommendation that all future development recognise, and, where practical, applies principles of active design. Active by design principles were developed by the Australian Heart Foundation and aim to remove barriers to walking and cycling for the health benefits they provide. The principles have particular regard to walking and cycling opportunities as alternative forms of transport, focussing on the environmental

sustainability of communities and the prioritising of walking and cycling over cars as a preferred form of short distance transport.

The development of a planning checklist for future developments was to be undertaken with the aim to simplify and identify a simple checklist of factors that encourage or detract from an active design. The Strategy also proposed to introduce active by design principles into the MSS and improve their influence on statutory and strategic planning processes.

#### Implications for the Hepburn Planning Scheme Review

The overarching principles of Active by Design are enshrined in the *Urban Design Guidelines for Victoria* (UVPS) which is a background document in the Victoria Planning Provisions. Active by design principles are incorporated into clauses such as 15.01-1S Urban design, 15.01-3S Subdivision design and 15.01-4S Healthy neighbourhoods which reference the UVPS. Clause 18.02-1S Sustainable Personal Transport also provides guidance on the planning of walking and cycling.

The principles of Active by Design should be weaved into the new MPS as they reflect the community's priority for a safe walking and cycling environment in the Shire.

Checklists in relation to active design do not appear to have been prepared by Council for developers. This would be worth undertaking to inform pre-application or rezoning discussions and improve development and subdivision outcomes.

#### 5.1.5 Hepburn Shire Youth Strategy 2016-2021

The Hepburn Youth Strategy provides a strategy to guide service delivery for young people in Hepburn Shire between 2016-2021. Youth is defined in the Strategy as people of 12-24 years of age.

The Strategy identifies a number of challenges for young people including that there is only one high school in the municipality resulting in many students travelling outside of the municipality to go to school. Young people in many areas of the municipality have trouble accessing school and there is low school attendance, while those who do leave school before Year 12 usually do not go on to access further education.

The Strategy includes a number of actions to improve transport options for young people including advocating for improved public transport and increased service levels, along with opportunities for the State to provide school transport.

#### Implications for the Hepburn Planning Scheme Review

The key implications for the Hepburn Planning Scheme Review are the commitment by Council to consult with young people and the way the planning scheme can put in place the right foundations to support economic development and transport outcomes to support the needs of young people. This can be reflected in the new MPS.

#### 5.1.6 Municipal Emergency Management Plan 2018

Councils are required to prepare a Municipal Emergency Management Plan (MEMP) under the Emergency Management Act 1986 and to review these annually or after an emergency. The plan establishes emergency management arrangements which enable Council to identify hazards and risk, implement measures to prevent or reduce the impact, manage arrangements for utilisation of municipal resources in emergency response and then to assist in community recovery. Arrangements about local, regional and state planning for emergency are also outlined.

The Plan recognises that the ability of a community to respond to an emergency situation and in turn recover from the effects of an emergency will depend on the capacity or the resilience of the people affected. Bushfire, flood and heat health are identified as the highest risk rating as part of the Plan's emergency risk profile.

The MSS and the Hepburn Planning Scheme are recognised as sub-plans that contribute to the MEMP.

#### Implications for the Hepburn Planning Scheme Review

The key implications for the Review include the need for Council to continually review land use and development policies to ensure that development does not add to the risk of emergency. This could include managing the risk of flooding, groundwater contamination, fire and other environmental threats, through to minimising financial hardship due to a lack of affordable housing or lack of transport.

#### 5.1.7 Municipal Public Health and Wellbeing Plan 2017-2021

The Municipal Public Health and Wellbeing Plan (MPHWP) sets out a four year plan to address priority areas in public health within the municipality. Council has a requirement to be responsible for public health and wellbeing and to develop and implement these actions in conjunction with other partners. It recognises that health and wellbeing is affected by factors originating across the built, social, economic and natural environments. It recognises that: healthy and sustainable environments are critical to the health and wellbeing of future generations; that climate change presents serious challenges; recognises that strategy development should be undertaken through a 'a whole of life lens'; and, that different issues are important to people at different times in their life.

The Plan identifies four key priority areas for action over the four year period:

- Healthy eating and active living.
- Healthy and safe environments.
- Social inclusion and community resilience.
- Preventing family violence.

#### Implications for the Hepburn Planning Scheme Review

Under Section 26(2)(e) of the Public Health and Wellbeing Act 2008, Council must ensure that the MPHWP is aligned with the MSS. Any changes to the MSS as a result of this Review should ensure there is alignment with the current MPHWP.

#### 5.1.8 Domestic Wastewater Management Plan 2014

The Domestic Wastewater Management Plan sets out a plan to reduce the environmental, health and economic risks to Council and the community posed by domestic wastewater. This is a critical issue, as the Shire is located in several water supply catchments, including the Loddon and Campaspe River catchments which supply drinking and irrigation water, and is in the upper catchment of other catchments that supply potable storage reservoirs for several towns and settlements. The Shire's mineral spring reserves are important geological and hydrological features that underpin the tourism industry and rural land uses are also heavily reliant on water.

The Plan identifies actions that can be undertaken to:

- Comply with current on-site domestic wastewater legislation.
- Minimise the impacts of domestic wastewater on human health and the environment.
- Direct the management of current Onsite Wastewater Treatment Systems (OWTS).

The plan uses a risk management approach in order to identify properties at highest risk of contaminating water supplies and sets out a process for managing that risk through audit, education and legislation. At the time of writing, there were an estimated 4544 septic systems throughout the Shire with around 1500 of these to be further investigated by Council.

#### Implications for the Hepburn Planning Scheme Review

The issuing of permits for OWTS is handled under the *Public Health and Wellbeing Act 2008* and the *Environment Protection Act 1970* not the *Planning and Environment Act 1987*. However there is a role for planning to determine the risk factors for poor containment of wastewater and ensure these areas are not zoned for residential uses.

Managing the risk of domestic wastewater on the environment, health and economy should continue as themes in the review and be reflected in any changes to the Hepburn Planning Scheme including the MPS and the application of Environmental Significance Overlays (ESOs). The current ESO1 applies across the whole municipality triggering permits for some types of development. The current ESO2 applies to those areas that contribute to the recharge of the mineral springs. The relevant water authority (usually the catchment management authority) is determining referral authority for applications in the ESO1 and can refuse or approve an application.

#### 5.1.9 Towards Zero Emissions Roadmap 2017-2021

The Towards Zero Emissions Roadmap document outlines how Council will continue to reduce its greenhouse gas emissions in its operations over the coming four years in order to become a carbon neutral organisation.

#### Implications for the Hepburn Planning Scheme Review

The roadmap does not have any direct implications on the Planning Scheme Review, however it does highlight Council's commitment to reducing carbon emissions and showing leadership for the municipality. This could be reflected in the new MPS and may indicate an interest in further strategic work to encourage private development to do the same.

#### 5.1.10 Hepburn Shire Restructure Plan Report, 2012

This report provides an assessment of the opportunities to restructure the land use planning and policy directions for the W heatsheaf, Drummond and Sailors Falls settlements. These settlements present older and inappropriate subdivisions due to the bushfire risk, access difficulties and their ability to treat waste on site due to lot sizes.

A review of the fire risk, land capability constraints, consultation and relevant policy and legislation is undertaken to determine appropriate recommendations.

The report concludes that W heatsheaf provides the best opportunity to restructure lots through a Restructure Overlay and Plan and facilitate a precinct based infrastructure solution. In Drummond and Sailors Falls, the number of existing dwellings limits the opportunity to restructure these settlements and the report recommends that efforts should concentrate on improving community safety and improving environmental outcomes within each settlement.

#### Implications for the Hepburn Planning Scheme Review

Since this report, Bushfire Management Controls through the Bushfire Management Overlay (BMO) and State policy have been strengthened and it is likely that the recommendations of this report would not have sufficiently addressed the bushfire threat and risk to human life in making their recommendations. The risk posed by fire, would suggest that Council should now consider either rezoning these lots to a PCRZ, RCZ or FZ or advocating to the State Government to purchase these lots and compensate owners and place the land in public ownership as part of the State Forest. Neither of these options are likely to be supported by landowners.

The lack of a Restructure Plan to support the current Restructure Overlays in Drummond and Sailors Falls is not compliant with the requirements for the use of a Restructure Overlay. This will be further explored in the Planning Scheme Audit.

### 5.1.11 Hepburn Shire Council Residential and Industrial Land: Strategic Directions (Final Report), SED Advisory, 2014

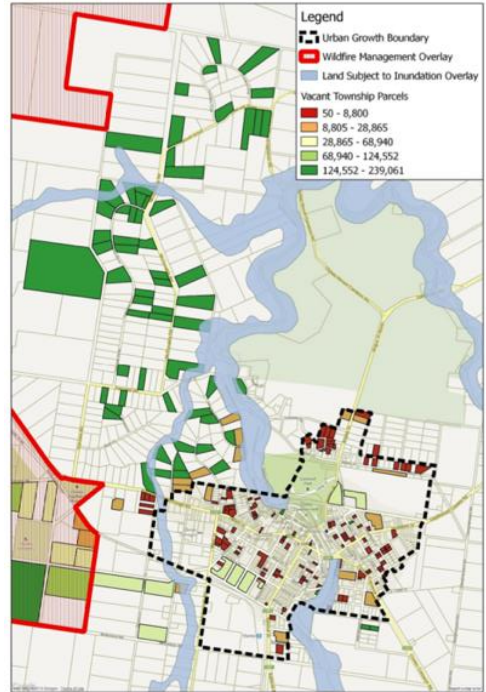
This report was prepared to provide strategic direction for the residential and industrial land use supply across the municipality in the Shire’s largest five townships of Clunes, Creswick, Daylesford, Hepburn and Trentham. This builds on the township structure plans (2007) introduced as part of Amendment C38 which provided clearer guidance on township boundaries and allocation of land uses within each township. The report identifies that there is generally adequate residential supply but there is a need to encourage a greater diversity of housing

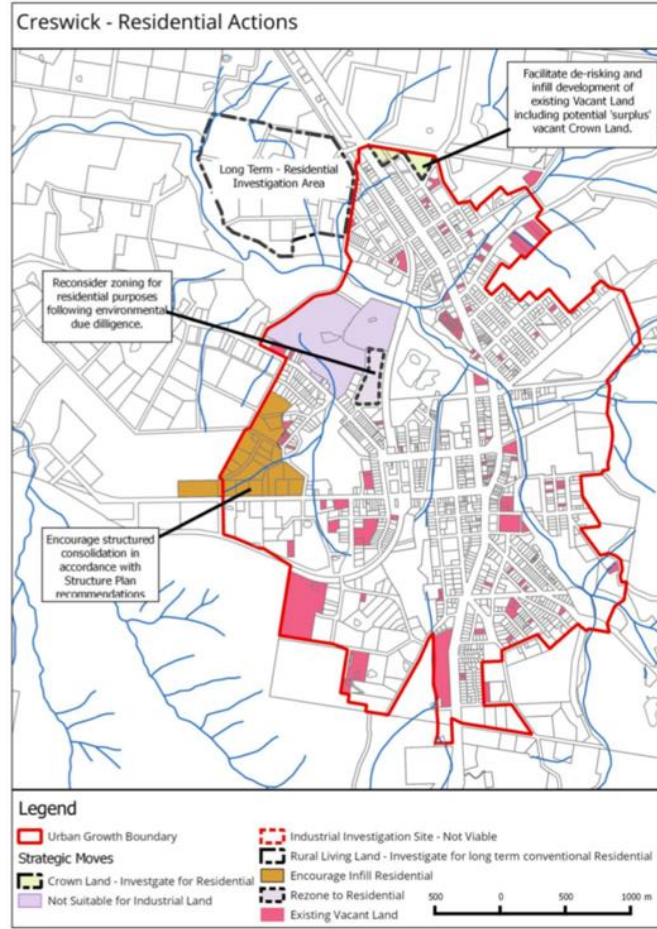
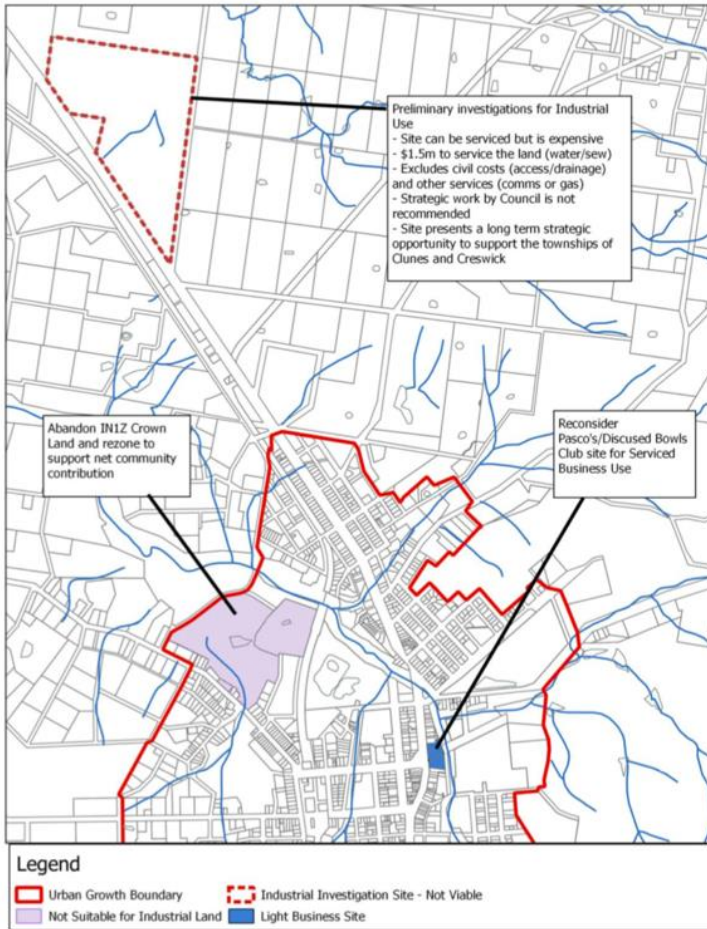
forms and infill development. Demand for industrial land is low with only an additional 6.1 ha of land identified to meet projected employment growth.

Based on background research and targeted stakeholder interviews, the report provides an assessment of the factors influencing each township. This includes a summary and commentary of population and other key community factors, data on residential property and land transactions, along with residential demand and available supply. An assessment of available industrial land is made within each township, industrial supply, and opportunity sites. Recommendations for both residential and industrial land use are then provided for each township along with a series of maps providing commentary on issues affecting industrial and residential land in each township.

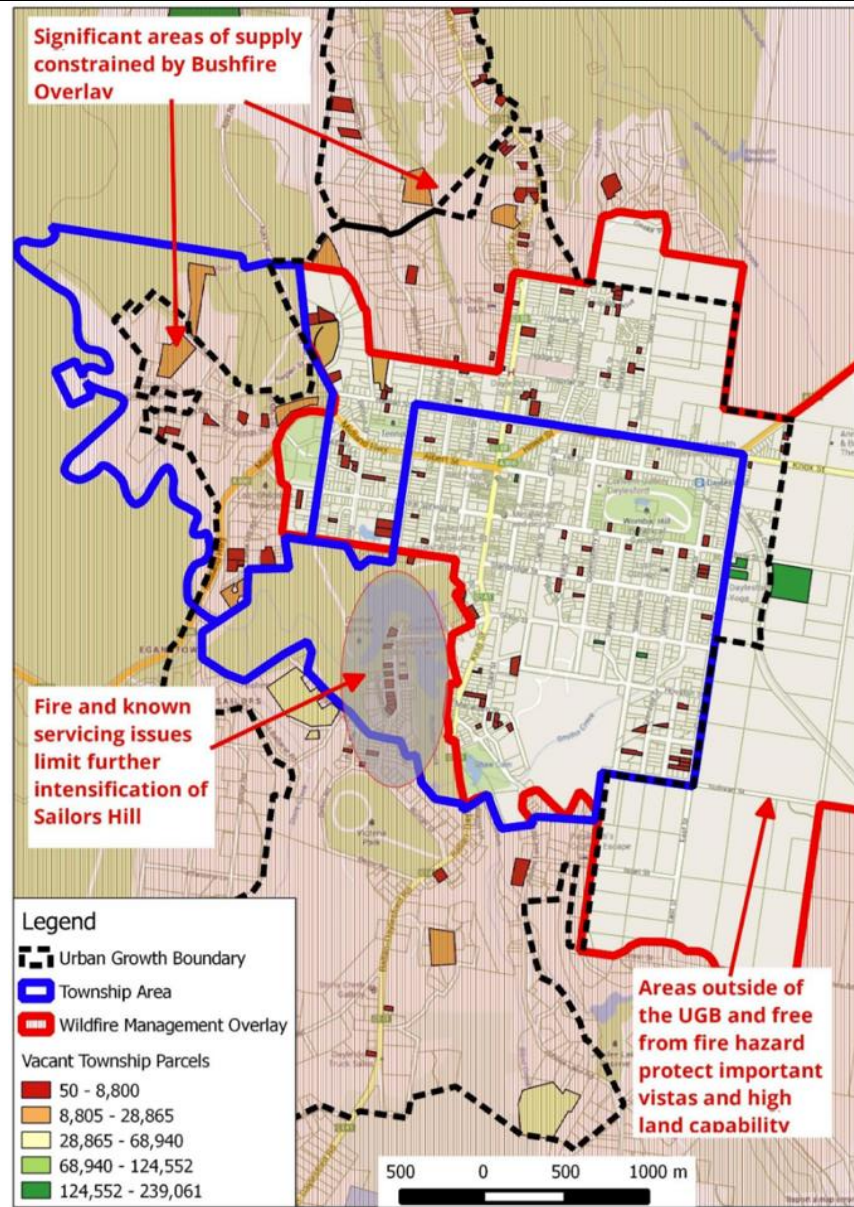
The maps and recommendations for each township are outlined in **Table 2**.

**Table 2: Residential and Industrial Land Use Recommendations for Major Townships**

Clunes	Summary of Recommendations
	<ul style="list-style-type: none"> <li>• Provide certainty for residential servicing needs, particularly on-site solutions for land to the north-west outside the Urban Growth Boundary with the relevant Catchment Management Authority.</li> <li>• Outline capacity of available land within both the Township Zone and Rural Zones to accommodate commercial uses in conjunction with local residents and business interests.</li> <li>• Undertake assessment of affordable housing needs and supply of rental properties to ensure availability of adequate housing.</li> </ul>

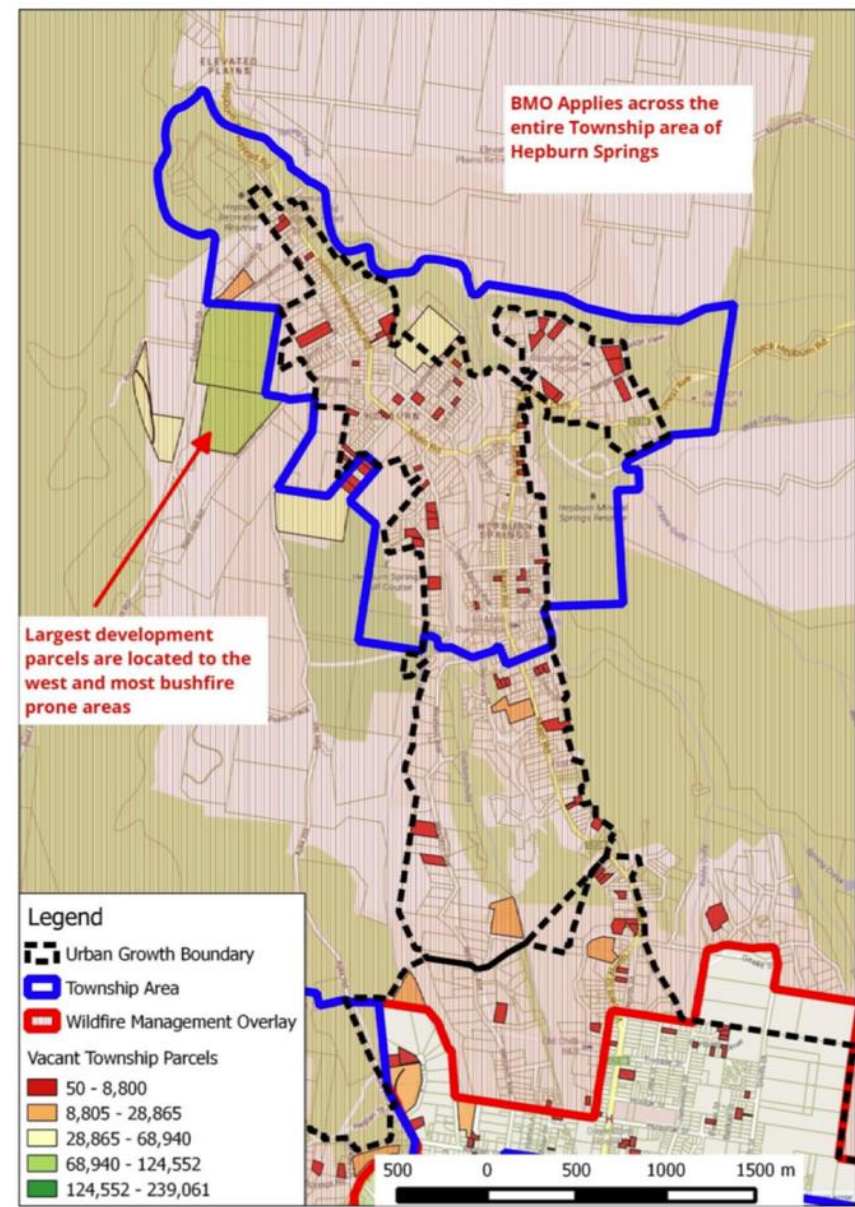


- Apply place making principles and align main street design approaches and activation measures such as public realm improvements to trigger private investment.
- Provide a Council facilitation role to de-risk key sites throughout the township to activate development.
- Facilitate well planned and orderly release of General Residential Zone land to the southwest of the township based on a small structure plan exercise or master planning approach.
- Focus on infill residential development to meet local housing needs over the next 15 years.
- If residential demand surpasses 5 year trends, review rural living zoned land to the north-west of the Urban Growth Boundary (UGB) for increased development intensity and revision to township boundaries for long term residential supply.
- Rezone all existing industrial land in the township to a General Residential Zone with an Environmental Audit Overlay.
- Provide future industrial/commercial land supply to support a growing residential population on sites such as Pascos and the disused bowls facility.
- Consider land to the north if viable for long term industrial land use.



- Encourage greater housing diversity and more compact forms of housing with identification of strategic development sites, and adaptive reuse of buildings.
- Support investment in Vincent Street and place making initiatives.
- Investigate the former abattoir site on Leitches Creek Road for local industrial needs which could include transitioning of 'heavier' industrial uses such as buses, garden supplies and similar uses.
- Facilitating/enabling creative based industries and complimentary uses such as live/work enterprises along East Street.
- Improve and retain the township gateway on Daylesford/Trentham Road.
- Investigate the northern area of industrial land bounded by Central Highlands Water, East Street and Knox Street for a commercial zone with design controls.

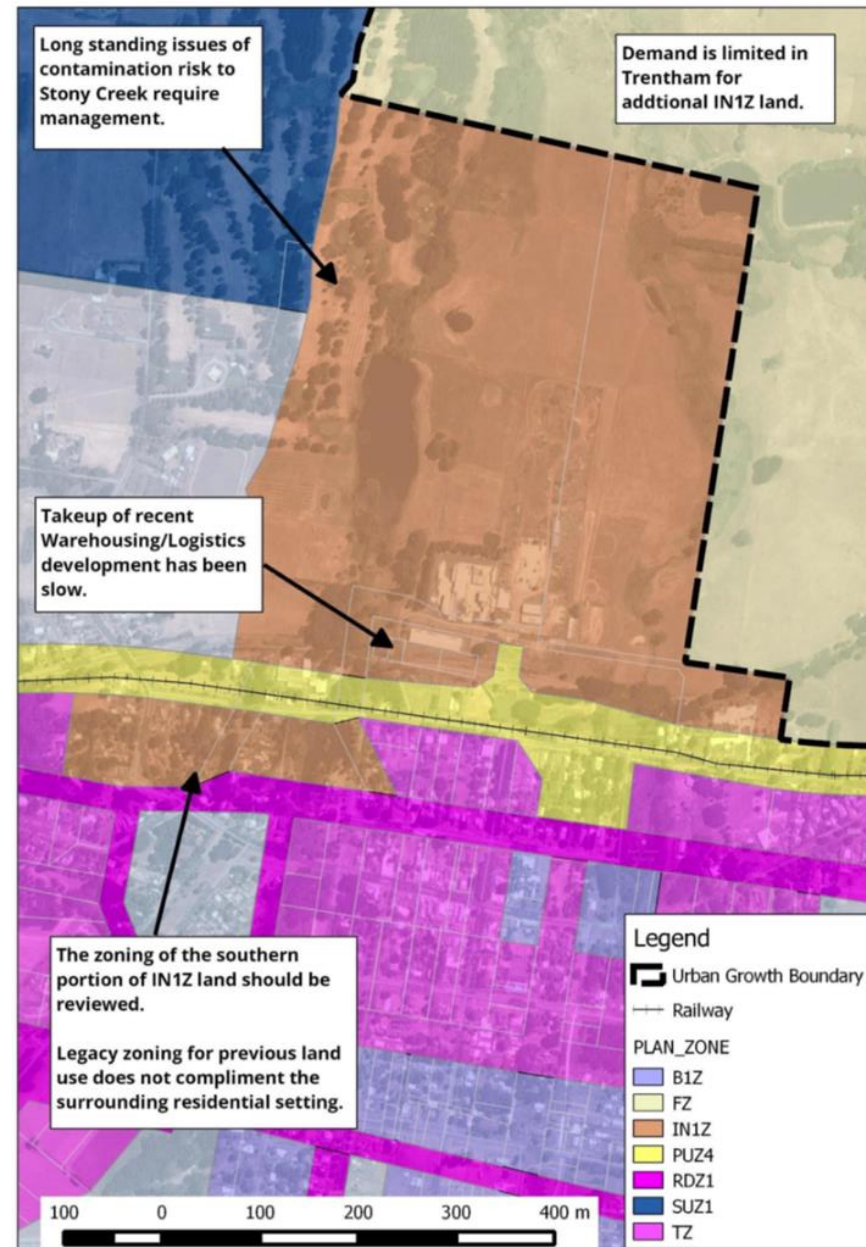




- No further expansion or intensification of the township due to bushfire hazard, surrounding topography and extensive forested public land.
- Activate the street and program non-statutory measures, working with landowners and businesses.
- Address issues of commercial vacancies in the main street.

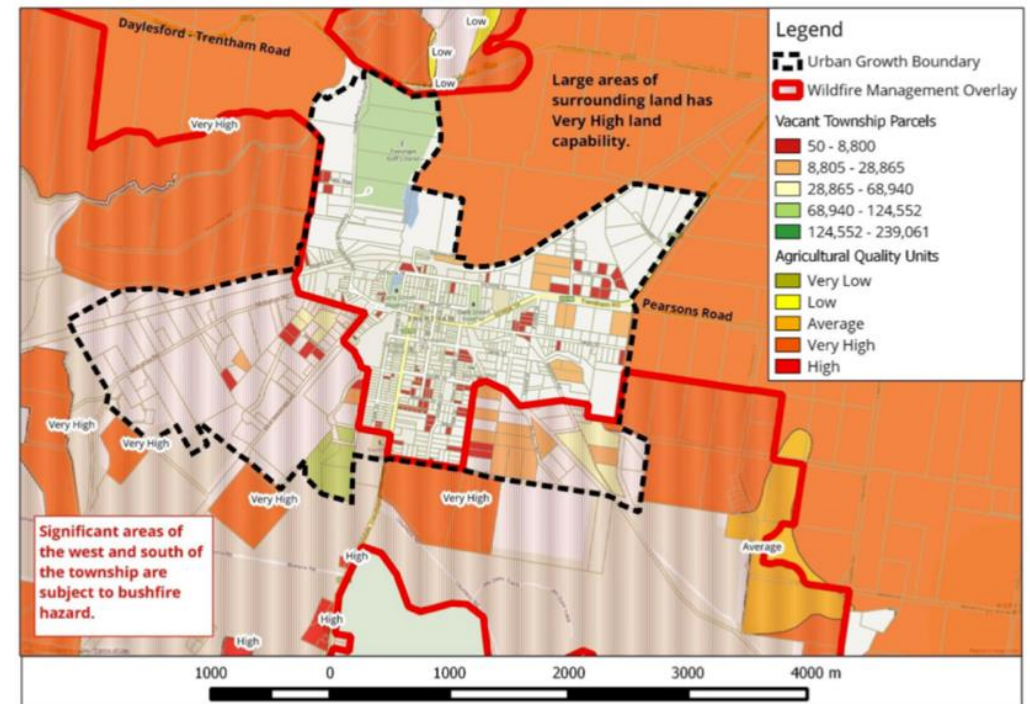


## Trentham



## Summary of Recommendations

- Rezone the southern area fronting Victoria Street to a Township Zone with an Environmental Audit Overlay.
- Encourage lot consolidation of key land areas to the south-west from conventional lots of 800 m<sup>2</sup> to larger rural living allotments averaging 6000 m<sup>2</sup> given that not all land is available for further residential development.
- Service residential areas highlighted for additional supply by expansion of the existing water supply network through augmentation of a separate pumped supply to provide adequate pressure based on any water supply strategy with Coliban Water.
- No additional industrial land is required for the long term.



All Townships	Summary of Recommendations
	<ul style="list-style-type: none"> <li>• Non-statutory initiatives that complement existing strategies become a focus involving development facilitation and engagement and site master planning/concept development.</li> <li>• Align these initiatives to township structure Plans by: <ul style="list-style-type: none"> <li>– Encouraging greater housing diversity and more compact forms of dwellings; and</li> <li>– Facilitating greater utilisation of available land supplies.</li> </ul> </li> </ul>

### Implications for the Hepburn Planning Scheme Review

There are a range of implications for the Hepburn Planning Scheme Review arising from this report that are likely to require further strategic review following community consultation and Council direction. Some or all of the recommendations may not be appropriate if policy settings are changed particularly in relation to expansion of residential land beyond the existing township boundaries. A number of small rezonings to remedy anomalies may be suitable to include in the new planning scheme as part of any future planning scheme amendment.

The report could be assessed against the current township maps in the MSS, and a series of recommendations tested with the community as part of the amendment exhibition process. This would enable a strategic land use framework to be set out including any future work identified.

#### 5.1.12 Climate Cognisant Hepburn: Rural Land Use Review, Centre for Regional and Rural Futures, 2016

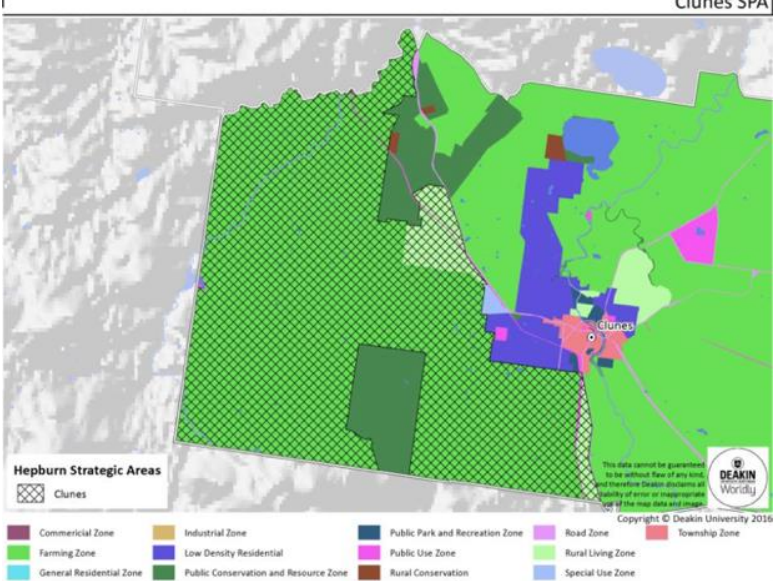
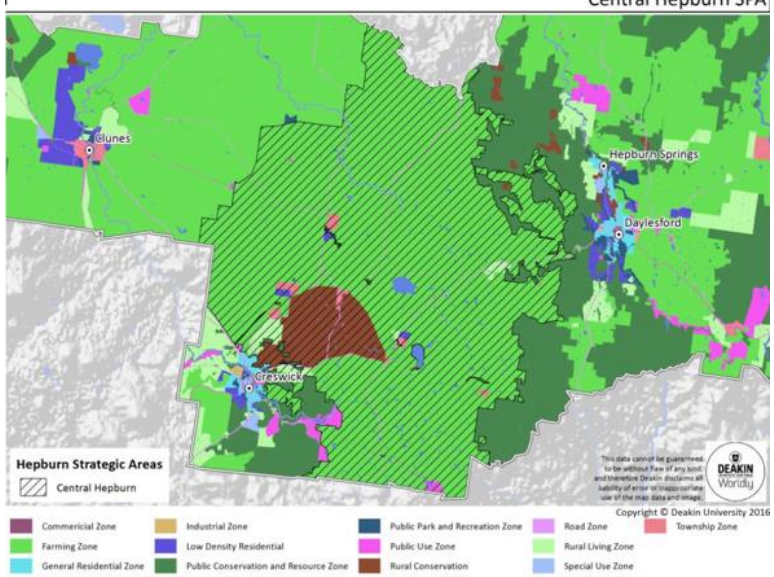
The report provides a “revised climate cognisant Rural Land Use Plan that builds knowledge to guide land use planning decisions” in the Hepburn Shire. The report identifies that the average annual mean temperature is projected to increase by 2.3° Celsius (C) from 12.2°C historically (1961 – 1990) to 14.5°C in 2050. Rainfall in Hepburn could decrease from the baseline period by approximately 20 mm in 2050, (from ~712 mm total annual rainfall) with a shift in seasonal variance evident by 2050 also, from February to March being the driest months.

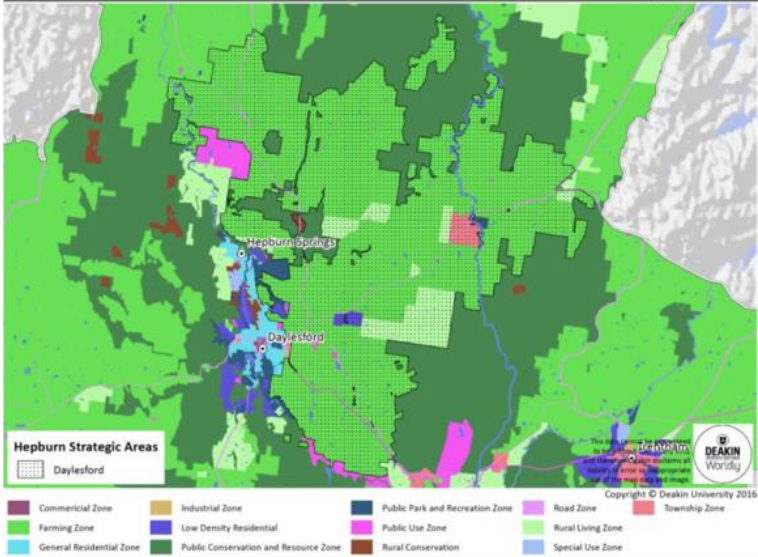
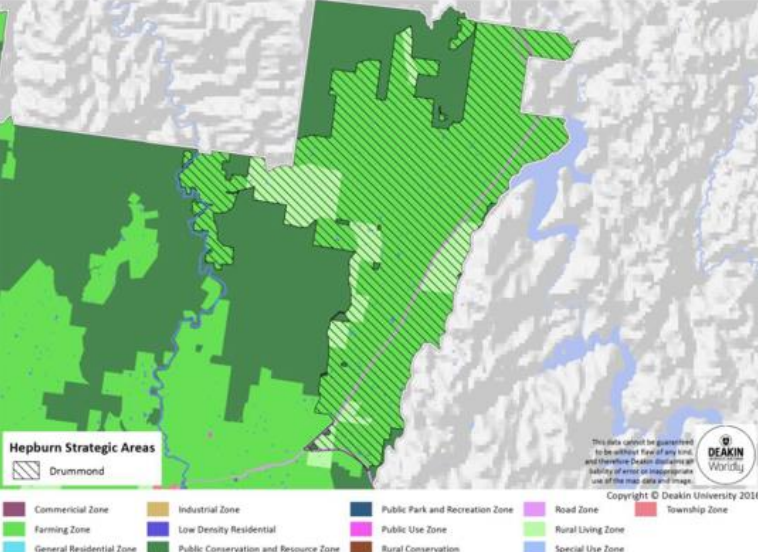
It concludes that overall, Hepburn has a biophysical environment (climate, soil and topography) that is highly suited to sustaining a productive agricultural sector (now and into the future).

Following a review of climate change projections and protection of potential for agricultural productivity into the future, existing land use patterns and projected climate impact, biodiversity assets and priority areas for protection, the report reviews current rural planning controls and recommends changes.

The application of four rural zones is then considered to ensure that both the agricultural productivity and projected expansion of the major towns are appropriately managed. Five strategic areas were identified being Clunes, Central Hepburn, Daylesford, Drummond and Trentham. The zones considered were the Rural Living Zone (RLZ), Rural Conservation Zone (RCZ), Farming Zone (FZ) and Rural Activity Zone (RAZ). The following recommendations were made for each strategic area as shown in **Table 3**.

**Table 3: Strategic Areas Summary of Recommendations - Climate**

Clunes Strategic Planning Area	Summary of outcomes and recommendations for hatched area
 <p>Clunes SPA</p> <p>Hepburn Strategic Areas</p> <ul style="list-style-type: none"> <li>Commercial Zone</li> <li>Farming Zone</li> <li>General Residential Zone</li> <li>Industrial Zone</li> <li>Low Density Residential</li> <li>Public Conservation and Resource Zone</li> <li>Public Park and Recreation Zone</li> <li>Public Use Zone</li> <li>Rural Conservation</li> <li>Road Zone</li> <li>Rural Living Zone</li> <li>Special Use Zone</li> <li>Township Zone</li> </ul> <p>This data cannot be guaranteed to be without fault of any kind, and therefore Deakin disclaims all liability of error or misrepresentation of the map data and images.</p> <p>Copyright © Deakin University 2016</p>	<ul style="list-style-type: none"> <li>• Agricultural land versatility remains high in this zone with some decrease from 90% to 80% by 2050.</li> <li>• Maintain the existing FZ, increase the minimum subdivision area (lot size) to 80 hectares (ha) and require an 80 ha minimum lot size for a dwelling.</li> </ul>
Central Hepburn Strategic Planning Area	Summary of outcomes and recommendations for hatched area
 <p>Central Hepburn SPA</p> <p>Hepburn Strategic Areas</p> <ul style="list-style-type: none"> <li>Commercial Zone</li> <li>Farming Zone</li> <li>General Residential Zone</li> <li>Industrial Zone</li> <li>Low Density Residential</li> <li>Public Conservation and Resource Zone</li> <li>Public Park and Recreation Zone</li> <li>Public Use Zone</li> <li>Rural Conservation</li> <li>Road Zone</li> <li>Rural Living Zone</li> <li>Special Use Zone</li> <li>Township Zone</li> </ul> <p>This data cannot be guaranteed to be without fault of any kind, and therefore Deakin disclaims all liability of error or misrepresentation of the map data and images.</p> <p>Copyright © Deakin University 2016</p>	<ul style="list-style-type: none"> <li>• Agricultural versatility remains between 80 – 90% with areas in the south becoming suitable and increasing to 90%.</li> <li>• Maintain the existing FZ, increase the minimum lot size to 80 ha and require an 80 ha minimum lot size for a dwelling.</li> <li>• Prohibit uses that could lead to the loss or fragmentation of the productive agricultural land, or which could be affected by agricultural activities.</li> <li>• In the SW corner, apply the RAZ or the RLZ.</li> </ul>

Daylesford Strategic Planning Area	Summary of outcomes and recommendations for hatched area															
<div style="border: 1px solid black; padding: 5px;"> <p><b>Strategic Planning Areas</b> <span style="float: right;">Daylesford SPA</span></p>  <p><b>Hepburn Strategic Areas</b> Daylesford</p> <table border="0"> <tr> <td>Commercial Zone</td> <td>Industrial Zone</td> <td>Public Park and Recreation Zone</td> <td>Road Zone</td> <td>Township Zone</td> </tr> <tr> <td>Farming Zone</td> <td>Low Density Residential</td> <td>Public Use Zone</td> <td>Rural Living Zone</td> <td></td> </tr> <tr> <td>General Residential Zone</td> <td>Public Conservation and Resource Zone</td> <td>Rural Conservation</td> <td>Special Use Zone</td> <td></td> </tr> </table> <p>Copyright © Deakin University 2016</p> </div>	Commercial Zone	Industrial Zone	Public Park and Recreation Zone	Road Zone	Township Zone	Farming Zone	Low Density Residential	Public Use Zone	Rural Living Zone		General Residential Zone	Public Conservation and Resource Zone	Rural Conservation	Special Use Zone		<ul style="list-style-type: none"> <li>• Agricultural versatility remains high by 2050, with 10% increase in the southern section and 10% decrease in suitability in the northern from 90% to 80%.</li> <li>• Rezone Farming Zone land to the Rural Activity Zone (RAZ) and include a minimum lot size of at least 20 ha to maintain a range of agricultural enterprises and rural landscape values.</li> </ul>
Commercial Zone	Industrial Zone	Public Park and Recreation Zone	Road Zone	Township Zone												
Farming Zone	Low Density Residential	Public Use Zone	Rural Living Zone													
General Residential Zone	Public Conservation and Resource Zone	Rural Conservation	Special Use Zone													
Drummond Strategic Planning Area	Summary of outcomes and recommendations for hatched area															
<div style="border: 1px solid black; padding: 5px;"> <p><b>Strategic Planning Areas</b> <span style="float: right;">Drummond SPA</span></p>  <p><b>Hepburn Strategic Areas</b> Drummond</p> <table border="0"> <tr> <td>Commercial Zone</td> <td>Industrial Zone</td> <td>Public Park and Recreation Zone</td> <td>Road Zone</td> <td>Township Zone</td> </tr> <tr> <td>Farming Zone</td> <td>Low Density Residential</td> <td>Public Use Zone</td> <td>Rural Living Zone</td> <td></td> </tr> <tr> <td>General Residential Zone</td> <td>Public Conservation and Resource Zone</td> <td>Rural Conservation</td> <td>Special Use Zone</td> <td></td> </tr> </table> <p>Copyright © Deakin University 2016</p> </div>	Commercial Zone	Industrial Zone	Public Park and Recreation Zone	Road Zone	Township Zone	Farming Zone	Low Density Residential	Public Use Zone	Rural Living Zone		General Residential Zone	Public Conservation and Resource Zone	Rural Conservation	Special Use Zone		<ul style="list-style-type: none"> <li>• Agricultural land versatility of 80% by 2050 with some areas falling by up to 10%.</li> <li>• Maintain the existing FZ, increase the lot size to 40 ha and require a 40 ha lot size for a dwelling to avoid further fragmentation of valuable agricultural land.</li> </ul>
Commercial Zone	Industrial Zone	Public Park and Recreation Zone	Road Zone	Township Zone												
Farming Zone	Low Density Residential	Public Use Zone	Rural Living Zone													
General Residential Zone	Public Conservation and Resource Zone	Rural Conservation	Special Use Zone													

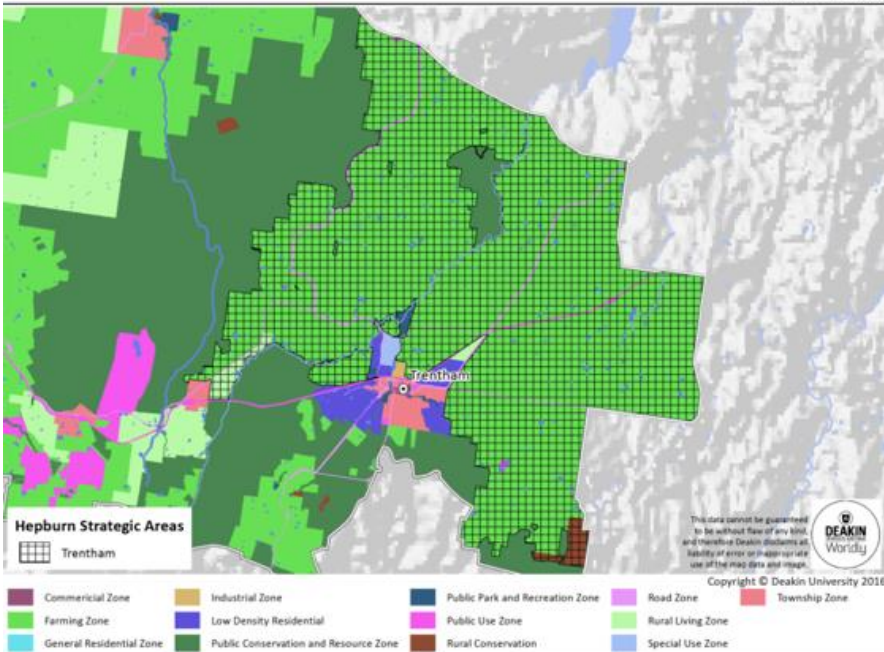
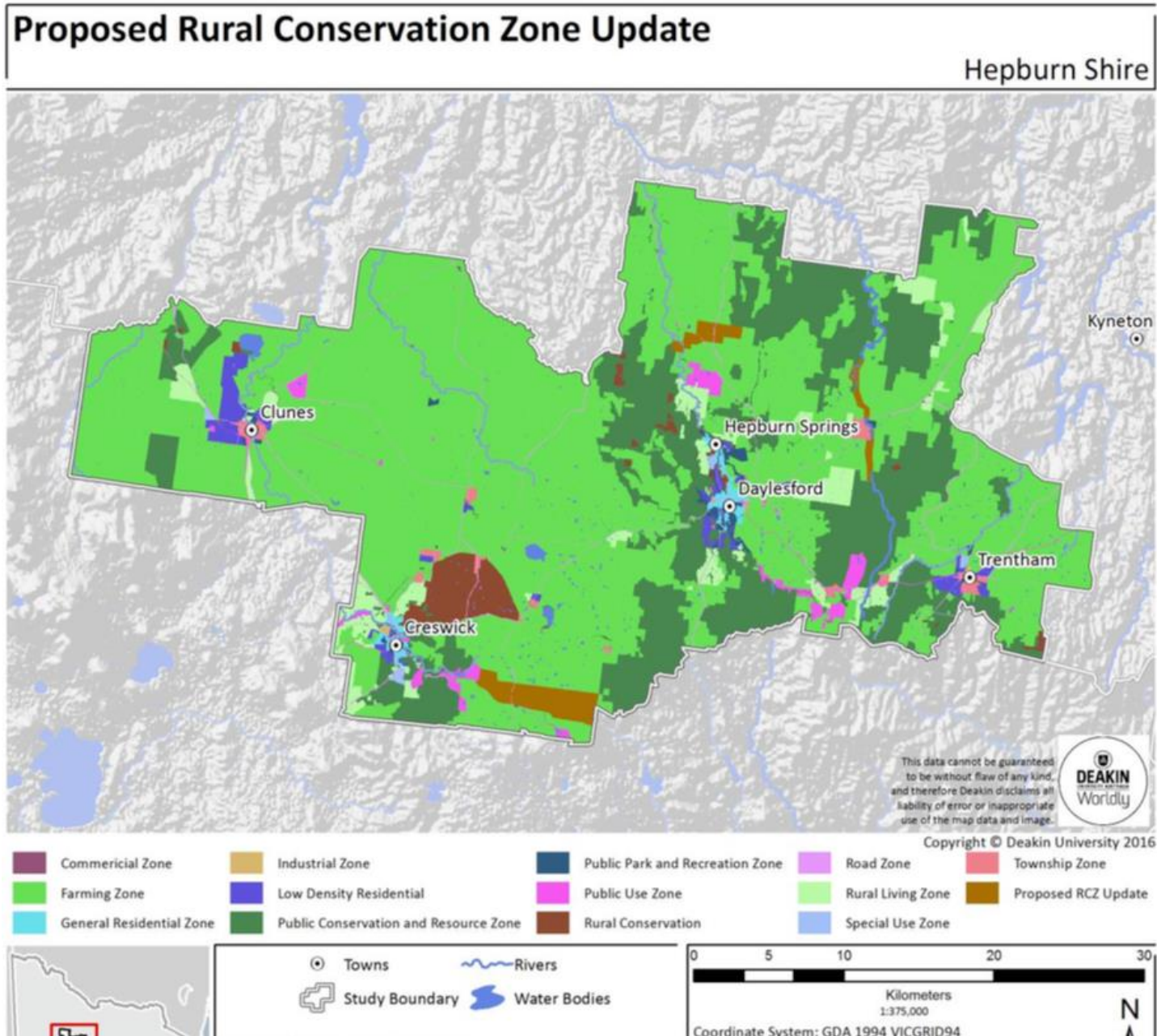
Trentham Strategic Planning Area	Summary of outcomes and recommendations for hatched area
<p><b>Strategic Planning Areas</b></p> <p style="text-align: right;">Trentham SPA</p>  <p><b>Hepburn Strategic Areas</b></p> <p>Trentham</p> <p>Copyright © Deakin University 2016</p>	<ul style="list-style-type: none"> <li>• Agricultural land suitability will increase by 10% to between 80-90%.</li> <li>• Maintain the existing FZ, increase the minimum lot size from 20 ha to 40 ha and require a 40 ha lot size for a dwelling to ensure that high quality productive agricultural land is not compromised.</li> </ul>
Balance of the Hepburn Shire	Summary of outcomes and recommendations for hatched area
	<ul style="list-style-type: none"> <li>• Little change in agricultural land versatility by 2050 with most areas staying high at 80%. Some portions north of Clunes and south of Daylesford will be 70% suitable.</li> <li>• Maintain the existing FZ, increase the minimum lot size from 20 ha to 40 ha and require a 40 ha lot size for a dwelling to ensure that high quality productive agricultural land is not compromised.</li> </ul>

Figure 5: Proposed Rural Conservation Zone Changes to the Hepburn Planning Scheme



**Figure 5** identifies a number of sites across the municipality where the Rural Conservation Zone (RCZ) is proposed to be applied in order to implement and protect biological values across the municipality. The approach uses habitat corridors to link large areas of focal and strategic native ecosystems where conservation efforts should be focused. The use of an Environmental Significance Overlay (ESO) is also explored to both protect significant native vegetation as well as improve habitat linkages between priority areas for biodiversity conservation.

The use of Native Vegetation Precinct Plans (NVPP), or Native Vegetation Plans, to ensure the protection of the existing native vegetation within RCZs is also explored. The Review recommends the development of a Sustainable Development Strategy for the Shire.

#### Implications for the Hepburn Planning Scheme Review

This report provides valuable information on the impacts of climate change on the agricultural land of the municipality to 2050 highlighting the continuing high value of this land. The report also tries to link Council's biodiversity goals with the agricultural land story. These should be reflected in the new MPS.

Clearer and stronger arguments are required to justify proposed changes to the planning scheme and better guidance on the best planning scheme tools to achieve the desired strategic outcomes.

Land in the east of the municipality is currently subject to a review by the State Government into the protection of Melbourne's peri-urban area agricultural land. New planning scheme controls are being proposed as part of the suite of implementation measures being considered at:

<https://engage.vic.gov.au/protecting-melbournes-ag-land>.

Land in the western part of the municipality is outside of the State's agricultural land review but a similar methodology could be applied from the eastern part of the municipality to the western side based on agricultural land attributes and capabilities which have been well documented through the EnPlan report.

#### 5.1.13 Hepburn Biodiversity Strategy and Action Plan 2018- 2021

The Hepburn Biodiversity Strategy and Action Plan 2018-2021 outlines Council's commitment to enhance and restore biodiversity across the municipality. The strategy identifies that the Shire retains a relatively high proportion of native vegetation at approximately 46% and that biodiversity is valued by the community and important to attracting new residents and visitors. Over half of the native vegetation occurs on private property. There are 41 plant and 37 animal species that are classed as rare or threatened. Biodiversity has been mapped for the municipality based on data available from the State Government.

The Strategy aims to:

- Protect and enhance biodiversity.
- Increase Council's capacity to protect and enhance biodiversity.
- Support community action and awareness.

The Strategy identifies a range of measures that Council could implement to increase their capacity to protect and enhance biodiversity including through strategic planning. These are outlined in the Plan with actions 7 and 8 outlining a review of the Hepburn Planning Scheme (including the need to budget for a strategic planner to undertake this work) and the incorporation of a flood overlay for Clunes and Creswick (currently underway in Amendment C77).

#### Implications for the Hepburn Planning Scheme Review

The Strategy identifies that changes could be made through the planning scheme to further enhance the protection of biodiversity. The report highlights that there will be opportunities to strengthen these through the review of the Hepburn Planning Scheme and that depending on the outcomes of that review, further protections could be introduced. There is little guidance provided on the best tools to implement increased biodiversity controls.

The State Government has released guidance on the use of the planning scheme to protect biodiversity and nature print mapping that could be used as the basis for a planning scheme amendment which can be viewed at:

[https://www.environment.vic.gov.au/\\_data/assets/pdf\\_file/0014/91220/Planning-for-biodiversity-Guidance.pdf](https://www.environment.vic.gov.au/_data/assets/pdf_file/0014/91220/Planning-for-biodiversity-Guidance.pdf)

#### **5.1.14 Reconciliation Action Plan 2019**

Hepburn Shire's Reconciliation Action Plan is a 12 month business plan outlining what the organisation will do within its sphere of influence to contribute to reconciliation. The plan is based around three key areas of action:

- Relationships.
- Respect.
- Opportunities.

##### **Implications for the Hepburn Planning Scheme Review**

The key action of relevance to the planning scheme is ensuring Council officers have the knowledge and resources to meet Council's obligations for maintaining and managing Aboriginal and Torres Strait Islander heritage locally. Planners would deal with this regularly. There are a number of significant sites across the municipality that may require strengthened protection through the planning scheme.

#### **5.1.15 Waste Management and Resource Recovery Strategy 2014**

The Waste Management and Resource Recovery Strategy sets out Council's approach to the management of waste and resource recovery in the municipality. It aims to reduce greenhouse gases associated with Council's waste management activities, minimise costs to Council and the community through reductions in waste to landfill and efficiencies in waste management practices, and create new business opportunities by converting waste to resources or energy.

##### **Implications for the Hepburn Planning Scheme Review**

The Strategy highlights a number of proposals for the management of Council's Transfer Stations that may have planning scheme implications however none are specifically identified.

#### **5.1.16 Active Women and Girls Strategy 2019-2029**

The Hepburn Shire Active Women and Girls Strategy aims to promote a healthy lifestyle, reduce social isolation, and increase female participation in structured and unstructured physical activity.

##### **Implications for the Hepburn Planning Scheme Review**

The Strategy highlights a number of proposals to increase women and girls' participation in the activity. The investment and development of these proposals may have implications for the planning scheme in the future in the development of the public realm in subdivision and the development of community and recreation facilities.

#### **5.1.17 Jubilee Lake Reserve Management Plan, CPG, 2009**

The Jubilee Lake Reserve Management Plan sets out a vision and future management plan for the crown and council owned reserve. This reserve is an important local and tourist attraction within a bushland setting that also provides for a caravan park. The plan sets out a vision, principles and actions to guide the land's management over the short, medium and long term.

##### **Implications for the Hepburn Planning Scheme Review**

The Plan provides direction on the importance and management of Jubilee Lake and its environs. This could have implications for the planning scheme in relation to site specific controls to manage this important community asset.

#### **5.1.18 Central Springs Masterplan, Land Design Partnership, 2012**

The Central Springs Masterplan sets out a masterplan for the Central Springs area of the Lake Daylesford/Central Springs Reserve. Central Springs Reserve has a long history of the mineral springs as tourist/visitor destinations and plays an important role as a local passive recreation facility and community focus. The masterplan outlines a future vision for the reserve with guidance provided on a range of elements including landscape character, heritage and circulation with an action plan of short, medium and long term actions.

##### **Implications for the Hepburn Planning Scheme Review**

The Masterplan provides direction on the importance and management of Central Lake Springs and its adjoining mineral springs. This could have implications for the



planning scheme in relation to site specific controls to manage this important community asset.

#### **5.1.19 Hepburn Springs Reserve Management Plan, CPG, 2009**

The Hepburn Springs Reserve Management Plan sets out a vision and future management plan for the reserve. The reserve is of state and national significance due to the rich history surrounding the area and the unique nature of the natural mineral water springs located at the reserve. The reserve is a premier resident and visitor destination for the Hepburn Shire and is renowned for its quality facilities and historical buildings and landscape. The area has a rich indigenous history (Dja Dja Wurrung Community) as well as an important European history given the early settlement of the area by Swiss and Italian immigrants. The plan sets out a vision, principles and actions to guide the land's management over the short, medium and long term.

#### **Implications for the Hepburn Planning Scheme Review**

The Plan provides direction on the importance and management of Hepburn Springs Reserve and its environs. This could have implications for the planning scheme in relation to site specific controls to manage this important community asset.

#### **5.1.20 Lake Daylesford Reserve Management Plan, CPG, 2009**

The Lake Daylesford Reserve Management Plan sets out a vision and future management plan for the crown reserve. The Reserve is an area of land made up mainly of Mineral Springs and the Ornamental Lake Reserve and Recreation Reserve. It is one of the Shire's peak tourism assets and is important for passive recreation pursuits and enjoyment of the natural and modified landscape. The plan sets out a vision, principles and actions to guide the land's management over the short, medium and long term.

#### **Implications for the Hepburn Planning Scheme Review**

The Plan provides direction on the importance and management of Lake Daylesford Reserve and its environs. This could have implications for the planning scheme in relation to site specific controls to manage this important community asset.

## 5.2 Summary of Reference Documents

The following table provides a summary of reports that contributed to the development of the Hepburn Planning Scheme and are currently reference documents within the scheme. Commentary is also provided on their usefulness as reference or background documents in any future new Hepburn Planning Scheme.

**Table 4: Reports Providing a Basis to the Hepburn Planning Scheme**

Report Title	Summary of the report	Implications for the Planning Scheme Review 2019-20
Hepburn Shire Land Use Strategy – Strategic Directions Paper, 1999, TBA Planners P/L	This Strategy was prepared to provide a strategic foundation for the introduction of the new format Hepburn Planning Scheme in 1999. The paper addresses the key land use issues facing the municipality and covers areas under the common themes of Settlement and Housing, Infrastructure, Economic Development, Rural Land, Agriculture and Environment.	This Study and its background studies represented the strategic basis for the introduction of new zones, overlays and policies. While many of these have been superseded by further strategic work and changes to zones, overlays and policies since this time, it still provides the basis for much of the current planning scheme.  The report should be removed as a reference or background document in the Hepburn Shire Planning Scheme.
Hepburn Shire Land Use Strategy Settlement Review, 1999, TBA Planners	This Study provided an important background and context for relevant objectives /strategies in the MSS, the Settlement Local Policy (22.07) and the township and smaller town structure plans.  As a result of the Study, new zones were applied to the five main townships in 2000, mostly translating previous zones from the former planning system.	This report was superseded by structure plans prepared for the five main towns in 2006/2007 (Hepburn Structure Plan Review 2007) and introduced through Amendment C38 in January 2013.  The report should be removed as a reference or background document in the Hepburn Shire Planning Scheme.
Hepburn Small Towns Planning Review, 2001, RPD Group	The Small Towns Review assessed the planning and development issues in fourteen small settlements and towns in Hepburn Shire. The towns included were: Allendale, Broomfield, Bullarto, Glenlyon, Kingston, Coomoora/Wheatsheaf, Leonards Hill, Lyonville, Newlyn/Newlyn North, Rocklyn, Sailors Falls and Smeaton.  Its general findings were that the Township Zone’s application was an appropriate response to the range of planning issues in the townships. It also found in a number of areas that strong consideration of the landscape and the environmental impacts of development was an issue especially in the Shire’s east where development pressure is higher.	This review provides good background information on the issues facing the smaller townships in the municipality, many of which are still relevant.  The review provided a set of recommendations and proposed draft planning scheme provisions many of which do not appear to have been implemented.  The document however is very old and if the planning scheme review process identifies issues with these small towns, then additional work may be required to justify any changes.

Report Title	Summary of the report	Implications for the Planning Scheme Review 2019-20
	The review provided a set of recommendations and proposed draft planning scheme provisions.	At this point, the report should be retained as a reference or background document in the Hepburn Shire Planning Scheme.
Daylesford Neighbourhood Character Study, 2002, Planisphere.	<p>The Neighbourhood Character Study was developed to provide guidelines to maintain, enhance and improve the residential character in Daylesford on residentially zoned land (Residential 1 Zone and Low-Density Residential Zone). The Study identifies an urban character vision for the township and preferred future character statements for 22 precincts.</p> <p>This Study was implemented into the planning scheme through Amendment C19 in May 2005. The Amendment made changes to the MSS, introduced the Neighbourhood Character Overlay (NCO) with two schedules, and made changes to four schedules of the Design and Development Overlay (DDO).</p>	<p>This document forms the strategic basis for the current NCO and local policy within the Hepburn Planning Scheme. It is now over 15 years old and could be reviewed.</p> <p>The validity and currency of this work should be tested through the community consultation. The <i>Planning Scheme Audit and Review Report</i> will test the appropriateness of planning scheme tools to apply it.</p> <p>At this point, the report should be retained as a reference or background document in the Hepburn Shire Planning Scheme.</p>
Hepburn Township Structure Plans Review, 2006, PLANIT	<p>This report undertook a revision of the existing structure plans for Daylesford, Hepburn Springs, Creswick, Clunes and Trentham and provided guidance on their implementation through the MSS and local policies. A series of community workshops were held to provide input into the report.</p> <p>Two major studies are recommended including a Clunes land use strategy and a review of township and low-density residential zoning in Trentham. An extensive list of future strategic work was identified including streetscape improvements, traffic and transport, industrial land, heritage and landscape and vegetation assessment.</p>	<p>This document forms the strategic basis for the current structure plans in the Hepburn Planning Scheme including the township or urban growth boundary for each township. This report resulted in Amendment C38 which was gazetted on 17 January 2013.</p> <p>The validity and currency of this work should be tested through the community consultation and assessment of the performance of the planning scheme.</p> <p>At this point, the report should be retained as a reference or background document in the Hepburn Shire Planning Scheme.</p>
Strategic Assessment of Agricultural Quality of the Rural Lands in Hepburn Shire, 2007, Enplan Partners	This report provides an assessment of agricultural land quality for the rural areas of Hepburn and aims to provide a strategic tool to assist with future land use change. This is based on a consideration of sustainable land use and the agricultural quality of land. The report produced a map of Geomorphic Land Units, which identified units within which the land exhibits common natural characteristics across geology, soil types and topography. A map of Agricultural Quality Land Units was also prepared which grouped land	<p>This report has now been superseded by the <i>Climate Cognisant Hepburn: Rural Land Use Review, Regional Agricultural and Biodiversity Climate Adaptation and Opportunities Plan</i> (see above). The new report into rural and agricultural land utilises a range of data and information from the EnPlan report.</p> <p>Land in the east of the municipality is subject to a review by the State Government into the protection of Melbourne's peri-urban</p>

Report Title	Summary of the report	Implications for the Planning Scheme Review 2019-20
	<p>together with similar agricultural qualities and ranges them against an agricultural land quality rating system.</p> <p>The maps were developed to assist with land use zoning and planning decisions within the Shire. The assessments were brought together using land resource data from previous studies, together with land interpretation by the project team to ground truth the land with common attributes.</p>	<p>agricultural land. New planning scheme controls are being proposed as part of the suite of implementation measures being considered at: <a href="https://engage.vic.gov.au/protecting-melbournes-ag-land">https://engage.vic.gov.au/protecting-melbournes-ag-land</a></p> <p>Land in the western part of the municipality is outside of this land use review but a similar methodology could be applied from the eastern part of the municipality to the western side based on agricultural land attributes and capabilities.</p> <p>At this point, the report should be retained as a reference or background document in the Hepburn Shire Planning Scheme.</p>
<p>Review of Agricultural Land and Rural Land Use in Hepburn Shire, Final Report, 2007, EnPlan Partners</p>	<p>This report was prepared to provide strategic justification for the application of new rural zones introduced into the scheme in 2006. This followed a direct translation by the Minister to the new zones on behalf of the municipality. It used the information prepared in the Strategic Assessment of Agricultural Quality of the Rural Lands in the Hepburn Shire. It recommended the continued use of the Farming Zone across the municipality with minimum lot size recommendations. It identified a small number of locations such as adjacent to public forests and township areas where other zones may be appropriate.</p>	<p>There have been further reviews to the rural zones since this report was completed rendering the recommendations of this report largely redundant now.</p> <p>The report should be removed as a reference or background document in the Hepburn Shire Planning Scheme.</p>

# KEY PLANNING ISSUES FACING THE MUNICIPALITY



## 6. KEY PLANNING ISSUES FACING THE MUNICIPALITY

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### 6.1 Overview

This section provides a broad overview of issues impacting urban planning and transport in peri-urban areas such as the Hepburn Shire. It is intended to assist in thinking about the future land use and planning directions for the Shire that could be reflected in the planning scheme review.

#### 6.1.1 Peri-Urban Areas

Hepburn's location in a peri-urban area presents a number of challenges unique to this environment. Peri (peripheral) urban areas (peri – around, about or beyond) are those non-urban areas adjacent to or surrounding metropolitan settlements. Proximity to cities, sought after amenity features, and infrastructure and services, are critical factors affecting the development of peri-urban land. Cities provide visitors and new residents to peri-urban areas but also attract peri-urban residents to employment, cultural and recreational activities, and personal connections.

#### 6.1.2 Impacts From Proximity

The proximity of Melbourne to municipalities such as Hepburn has led to a migration of new residents to the Shire over the last three to four decades. Residents have been attracted by the residential and rural-residential subdivisions and lifestyle opportunities. This in turn has created pressure for land uses catering for the urban population, particularly tourism and recreation facilities, and commercialised and lifestyle activities such as the equine industry. These influences, in turn, increase demand for land, raise land prices, and increase pressure on agriculture, biological diversity, habitat, water use and landscapes. Peri-urban residents often commute to access urban services and facilities. This puts peri-urban residents in touch with urban employment and recreational and cultural activities. Such access then leads to further interest in peri-urban living by urban residents, leading to further change in peri-urban areas.

#### 6.1.3 Landscapes and Amenity

Amenity is a major attractor of population to peri-urban areas. Areas such as the Hepburn Shire with high amenity factors such as landscape, heritage architecture, large forested areas and access to metropolitan centres are particularly attractive

to urban dwellers who desire the countryside ideal and lifestyle benefits. The Shire's mix of attractive landscapes, public land, remnant habitat, rural uses and some of Australia's most important cultural heritage, are nationally significant and together constitute a vital part of Australia's natural and cultural heritage. The Shire's traditional agricultural and rural-related land uses make important contributions to local and state economies. The urban interest in the Shire's high amenity and natural resources needs to be carefully managed to ensure the very features which attract such interest are not destroyed.

#### 6.1.4 Infrastructure and Services

Accessibility to urban services, quality of local services (particularly health, education and employment), infrastructure such as transport and road systems, and land prices are also key influences on the growth of peri-urban and broader rural areas. The Shire is not identified as a major growth area through State or regional growth plans and has limited local services, poor public transport and community amenities in need of update. Further pressure from population growth is expected along the two main transport corridors to Ballarat and Bendigo and along the borders of the Shire closest to Melbourne. Other infrastructure and service challenges from population increase are to identify means of concentrating further development within township boundaries and providing a varied mix of housing types and sizes while protecting township heritage and amenity.

#### 6.1.5 Threats to Agriculture and Loss of Productive Land

Peri-urban agriculture around Melbourne is comparatively advantaged with quality soils, adequate rainfall and ready access to markets. Its retention is a key factor in Melbourne's resilience and capacity to adapt to global and national pressures this century. There is a decline of broadscale grazing and cropping in peri-urban areas around Melbourne. This is due to a number of factors including new residents who value the amenity of lifestyle and are attracted by the rural landscape and/or have no or little interest in farming in traditional broadscale ways. The demand for land and the consequent high relative price in peri-urban areas is determined by

environmental attributes and proximity to urban centres, resulting in land value exceeding its value for agriculture.

Planning controls are a key factor in determining land value. Small lot subdivision, for example, dramatically increases the per hectare value of land if a dwelling can be built on it. The agricultural value of peri-urban areas internationally is consistently high. It is estimated that Australia's peri-urban regions comprise three per cent of land area but account for at least 25 and up to one half of the agricultural production value<sup>4</sup>.

#### 6.1.6 Land Fragmentation and Loss of Productive Land

Land fragmentation in peri-urban regions has significant implications for natural resource use, food production, environmental quality, and important social and economic costs. Large areas of rural land near Australian cities have already been subdivided into lots varying in size below 40 hectares. The size of many of these lots is less than the minimum subdivision size for the relevant zone. These lots are often held in a pattern of single ownership of multiple adjoining lots but are not subject to tenement controls<sup>5</sup>. Some zones allow the construction of more than one house per lot while in some cases rural zones have been inappropriately applied to land and environmental controls rarely applied. Commercial and residential uses can introduce incompatible uses to agricultural and rural areas. This can add to servicing costs, place more pressure on remaining agricultural uses and increase the likelihood of the progressive further fragmentation of land.

In addition to exerting a limiting influence on land prices, larger minimum lot sizes and land use controls can: maintain rural landscapes; protect environmental and natural resource assets such as remnant vegetation; protect environmental water flows by controlling the proliferation of small dams on fragmented land holdings; and limit infrastructure and servicing costs to small lots.

Small lot subdivision drives up rural land prices and makes it difficult for farmers to increase the size of their holdings. Higher land prices reduce the return on investment in agricultural enterprises. This reduced return encourages landowners to sell and leads to further development pressure which can fuel land speculation,

raise land prices still further and increase interest in development. Strong and stable direction on subdivision and development limits land speculation and stabilises land values. Achieving the right balance of lot sizes to meet the needs of farmers and their enterprises without impacting the amenity of the landscape or future agricultural production is a key challenge for the municipality.

As shown in **Figure 6**, on rural land outside of the Shire's townships, there are approximately 1,054 lots between 20 and 40 hectares, 466 lots of between 40 and 80 hectares and 80 lots greater than 80 hectares. There are approximately 8,552 lots of between 1 and 20 hectares which shows substantial existing rural land lot fragmentation in the Shire's rural areas. This does not include lots partly affected by a rural zone (i.e. land in two or more zones) and does not necessarily represent land ownership patterns.

#### 6.1.7 Peri-Urban Mosaic

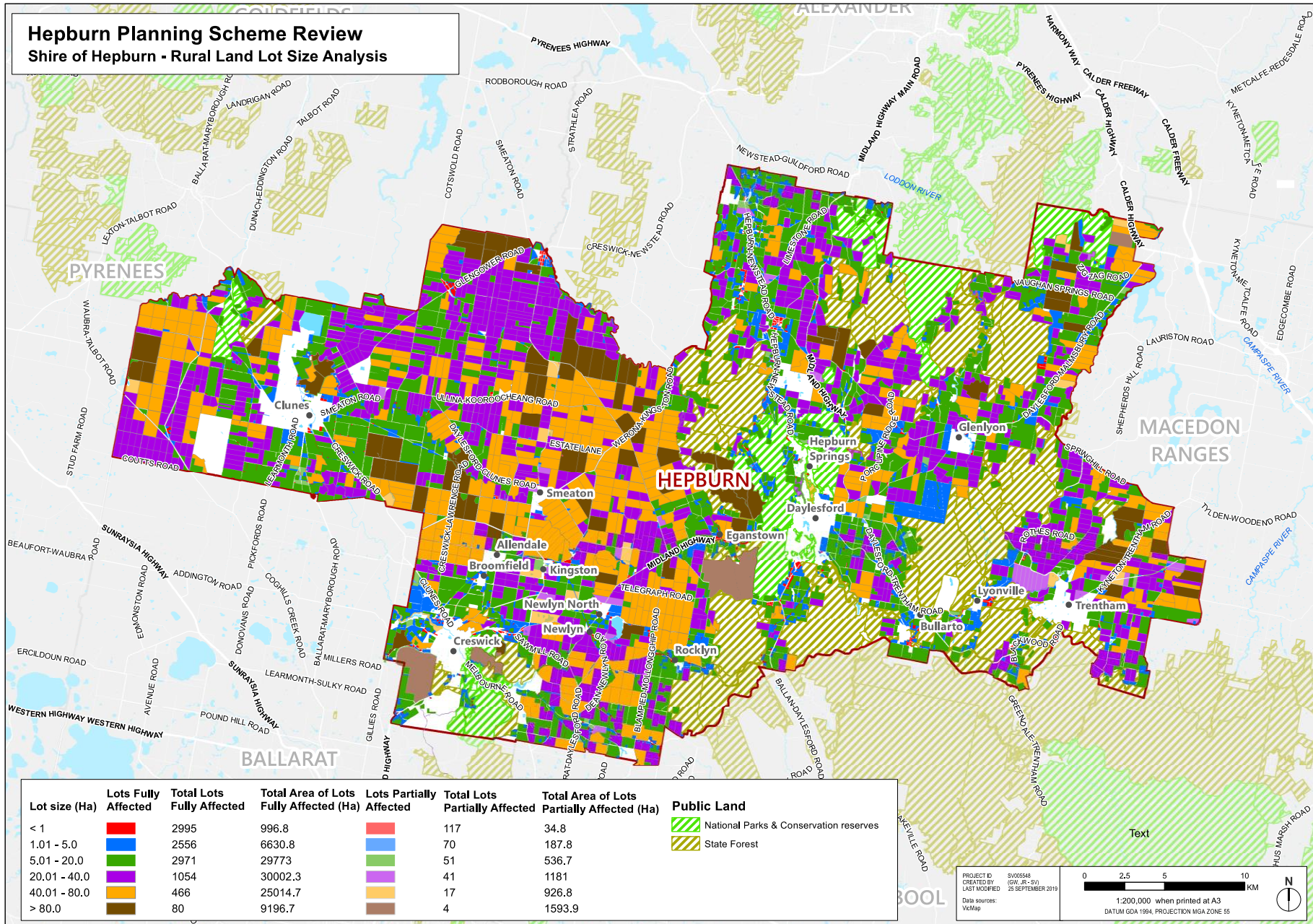
Peri-urban landscapes are often explained as a mosaic of rural-related uses which co-exist in traditional rural landscapes. These typically include broad scale agriculture on large lots containing remnant vegetation both contributing to the significant landscape. In such rural landscapes, farming production also supplies non-commodity goods to be enjoyed by local people and visitors.

However, it is not inevitable that the rural landscapes in the Shire transition to a mosaic of urban related and commercial uses. Hepburn is typical of those peri-urban areas which are separated clearly from adjacent metropolitan areas and distinguish urban from rural land uses. Extensive rural areas in the Shire contain communities and landscapes based around traditional agricultural land uses and values. These uses and characteristics often have not been greatly altered by their location within the general peri-urban area because development has occurred in other areas. The challenge for Hepburn is to maintain a distinct boundary with metropolitan Melbourne and to larger regional centres such as Ballarat, Bendigo, Castlemaine and Woodend.

<sup>4</sup> Houston (2005)

<sup>5</sup> A tenement control limits the number of dwellings permitted on lots held in the same ownership.

Figure 6: Rural Land Lot Size Analysis





### 6.1.8 Bushfire

Victoria is the most fire vulnerable part of the most fire vulnerable continent. Even though Victoria comprises only 3 per cent of the country's land mass, it has sustained around 50 per cent of the economic damage from bushfires.

Anthropogenic (human-induced) climate change has increased the risk from increasingly frequent and severe bushfire events. The MacArthur Forest Fire Danger Index (FFDI) is increasingly being exceeded during summer. A reading of 50 or more is considered 'extreme'. During the 2009 Victorian peri-urban bushfires, the reading in some parts of Victoria exceeded 300. It is predicted that in south-east Australia, the frequency of very high and extreme fire danger days is likely to rise 4-25% by 2020 and 15-70% by 2050<sup>6</sup>. This is not incremental change, but the manifestation of a fundamental climate shift most likely due to anthropogenic global warming.

Nevertheless, individual locational decisions under business-as-usual land use policies are placing increasing numbers of people in increasingly vulnerable positions. There are clear lessons for all peri-urban councils, to limit the numbers of people living in rural areas by preventing further small lot rural subdivision, and to concentrate populations in more defensible townships which are less subject to environmental risks.

### 6.1.9 Climate Change and Uncertainty

Addressing habitat and biodiversity at global and city scales has become a central theme in sustainable development, linking climate change, human health and the intrinsic values of habitat for liveable cities. The twin spectres of climate change and energy constraint add to the significance of the Hepburn peri-urban region in times of uncertainty about food security, and the supply and costs of energy and natural resources.

Climate models predict hotter, longer, dryer periods, greater climate variability and more extreme events. Continuing settlement of land on the urban fringe, which climate change is making more dangerous, is exponentially increasing risk and leading to catastrophic consequences.

<sup>6</sup> Karoly, 2009

Some recent national and international reports point to climate change at or beyond the upper levels of predicted trends. The US Fourth National Climate Assessment (USGCRP, 2018) report concluded that the evidence of human-caused climate change is overwhelming, and the assumption that current and future climate conditions will resemble the recent past is no longer valid.

In 2018, the Intergovernmental Panel on Climate Change (IPCC) stated that current pledges to cut carbon dioxide (CO<sub>2</sub>) emissions will push global warming to 3°C by 2100. To limit the global temperature rise to 1.5°C would require reducing global net human-caused emissions of CO<sub>2</sub> by ~45% from 2010 levels by 2030, reaching net zero around 2050, converting 1–7 million km<sup>2</sup> to growing bio-energy crops and adding 10 million km<sup>2</sup> of forests by 2050<sup>7</sup>. The 2018 State of the Climate report stated that Australia's climate has warmed by 1°C since 1910 and pointed to the decline in rainfall and stream flow in the south-east and south-west, the increases in parts of northern Australia, and the increased extreme fire weather and length of fire season over large areas of Australia.

Adaptation is the process of adjustment by socio-ecological systems to meet the challenges of change. Adaptation may involve substitution of threatened assets, structural defences to increased threats, greater support to threatened communities, and even abandonment, an increasingly likely response to sea level rise, bushfires and extreme events.

Planning for uncertainty should involve anticipatory planning for risk from factors such as climate change at the upper levels of scenarios, a precautionary approach to decision-making, and the introduction of regional cross-sectoral policies designed to sustain peri-urban values. Yet policy making is largely reactive for peri-urban regions, oriented to current market preferences and presumed future performance. In a context of increased uncertainty, these approaches are inadequate responses to new levels of risk.

### 6.1.10 Peak Oil

The consequences for peri-urban regions such as Hepburn of 'peak oil' are likely to be profound. The term 'oil peak' describes the time when global demand for crude oil exceeds supply. Predictions about oil price's peaking range up to 2030, the year

<sup>7</sup> Rogeli et al, 2018

proposed by the International Energy Agency. Estimates of recoverable supply are affected by stated OPEC reserve figures, new refining capacity, success in new exploration and cost of oil recovery. It is likely that OPEC country oil reserves have been overstated.

The impact of peak oil is difficult to predict but could result in people being more likely to shop locally and 'food miles' (the distance from farm to plate) may decline. More regionally and locally based economies and communities are likely, increasing the importance of peri-urban agricultural and other resources close to major population centres. Uncertainty about the future increases the need for prudence in retaining peri-urban regions.

Other sources of energy will provide alternatives to oil in the future. This will help maintain road transport systems that support living in peri-urban regions. However, development of these is slow, processes are unproven and results uncertain. Many alternative forms still require the expenditure of energy. Peri-urban areas offer opportunities for new environmental forms of energy production however their impacts need to be carefully managed.

#### **6.1.11 Heritage, Recreation and Tourism**

Hepburn Shire holds a rare combination of some of Australia's most attractive and intact towns from the nineteenth century gold era, mineral springs heritage, forested public land, and natural and human constructed landscapes. These attractions will increasingly draw visitors, because of the Shire's location close to Melbourne. Visitor activities range from high density recreation activities intensively managed for mass use; general outdoor recreation areas; natural environment areas; and historic and cultural sites. There is an opportunity to capitalise more on these heritage assets and leverage them as part of the tourism and economic development future for the municipality. Ensuring these sites are identified, protected through the planning scheme and incentives provided for their upkeep and maintenance of these assets must be considered.

Recreation and tourism can increase local employment and income particularly in hospitality and retail industries. However, jobs tend to be relatively unskilled and low income unless linked to educational, design or other skilled activities. A high proportion of income from accommodation can leave the Shire, particularly to absentee landlords or investors. Short term visitor accommodation through rental

activities such as Airbnb can increase land values and reduce housing supply for permanent residents. Families can be squeezed out and this in turn impacts demand for and viability of investment in community facilities. Some countries and cities have taken steps to tax or control visitor numbers including restrictions on Airbnb and similar enterprises.

Large scale tourism complexes involving conference centres, accommodation, restaurants and other commercial activities seek to capture visitor spending, often providing little benefit to townships. For example, the RACV centre in Creswick, provides some local employment but its self-contained nature often results in many visitors not entering the town or contributing to other parts of the local economy. If located in rural areas they can detrimentally affect landscape values and traditional rural activities. They are best located in townships so that rural values are not compromised and township businesses receive income from visitor activities. However, this requires careful location to minimise impacts on existing residents and heritage values.

#### **6.1.12 Transport**

Hepburn Shire's transport network is focused on road-based transport being located between two major transport corridors of the Calder Freeway and Western Freeways. The Midland Highway runs directly through the middle of the Shire from the north to the south-west. A number of State managed and local roads connect the numerous towns and settlements across the Shire.

Freight networks in the Shire are focussed on the freeway network (Western and Calder Freeways) and access to this network is critical for the movement of goods to various markets. There is a small amount of freight that uses the Maryborough-Ballarat railway corridor, and the State has proposed to add dual gauge to this track in order to link into the standard gauge freight network.

There is limited availability of public transport services within the municipality. Since the last planning scheme review the railway line to Maryborough has been reopened with two train services per day operating between Ballarat and Maryborough via Clunes and Creswick. However, public transport options across the Shire are still lacking in terms of service availability and regularity as stated recently by Infrastructure Victoria.

*“Hepburn LGA’s lack of connection to significant public transport infrastructure – most notably that running from Melbourne and out to Ballarat and beyond – may be limiting access to employment outside the region. (Central Highlands Regional Profile: An analysis of regional strengths and challenges, Infrastructure Victoria, March 2019)”*

The public transport service to Creswick has been improved the most over the last decade with the reintroduction of train services and introduction of Route 30 to Ballarat’s urban bus network (operating between Creswick and Ballarat).

For travellers between Daylesford or Hepburn and Melbourne there are three options all of which require a transfer at either Ballan (one service per day), Woodend (two services per day) or Castlemaine (one service per day). This is confusing and leads to a minimum travel time between Daylesford and Melbourne of 90 minutes and a maximum travel time that is over an hour longer (160 minutes). This results in many residents choosing to drive to Ballan or Woodend.

A public bus route operates four services per day between Daylesford and Hepburn. There is no service after 4:40pm meaning that the service is not capable of meeting regular full time employee needs. An additional route from Hepburn to Ballan provides a single service in each direction around 6am in the morning to Ballan and 7:20pm to Hepburn.

A single bus per day (between Ballan and Hepburn via Daylesford) connects with a commuter train between Ballan and Melbourne. The Ballarat Line Upgrade will provide an opportunity for this service to connect with trains in both directions. A key weakness of this service is the timetable that does not show the connections to trains at Ballan or the times that services would connect through to Southern Cross. Nor is the single service shown on the Daylesford to Hepburn bus timetable.

The walking and cycling infrastructure is of mixed quality across the municipality. Although main streets in many townships are quite wide and have some lines marked, there is a lack of well signed and designated bike lanes developed to provide for safe and convenient bike commuting activity. Shoulders on main roads (VicRoads managed) would assist in commuting between towns. Council strategies provide significant detail of the bicycle networks for local travel and tourist riding.

The footpath network is quite good (noting the often steep local roads) but needs higher levels of maintenance and some gaps and links completed, particularly as the population ages and the requirement for continuously accessible paths becomes increasingly important. Creek lines should be utilised to develop more formalised trails that create a ‘spine’ for cycling and walking activity.

There is substantial, documented evidence supporting the environmental, physical and economic benefits of walking and cycling. Bicycle riding in particular could have a significant beneficial impact on the Hepburn Shire economy, by saving on transport costs for residents, increasing local retail expenditure (72% of transport cost savings gets spent in the local economy) and improving health outcomes.

Over 95% of households in the Shire own at least one car. In 2016 the Shire had a population of 11,374 cars. Each of these cars is estimated to cost over \$10,000 to operate per annum. This amounts to \$113 Million per annum. This expenditure is greater than the annual economic contribution of the agriculture, fishery and forestry sector. A key problem is that much of this \$113M is leaking outside the Shire, region, state and even national economy – because the vast majority of costs associated with a car are items imported from overseas. Reducing the need for reliance on the car through the appropriate location of land uses, containing growth to townships, reducing township sprawl, and provision of appropriate active transport infrastructure can all assist in reducing the requirements for car ownership. This can be further supported by reducing parking requirements that force additional expenditure on developments whether it is required or not.

The train stations at both Clunes and Creswick are located 0.5-1km from the centre of each town. The planning scheme could focus new development within these towns into the corridor between the station and the town centre, thus intensifying the activity that is located close to the train station and improving the attractiveness of the walk from the station to the town centre.

The Daylesford Spa Country Railway has been a key feature of Daylesford’s tourism economy since 1990 having restored the track over the previous decade. A recent innovation on the line is the Passing Clouds Station which opened in July 2018. This has opened up new markets for the railway and broadened the tourism offer in the region with a range of packages that entice visitors to stay longer and visit more

often. Over the much longer term there is potential to connect the southern and central parts of the Shire along heritage railway corridors.

Rail trails provide particular economic potential to the region and its towns. Council strategies report strong evidence that recreational cyclists are a high yield, high spending market and provide numerous economic and social opportunities for regions.

However, in many cases the original rail corridors have been closed and in some cases they have been disposed of (typically to nearby land owners). Where the rail corridor has been disposed of, the tourism experience is interrupted with a need for walkers and bicycle riders to abruptly change course and revert to public roads to continue their journey. This reduces the quality of the experience and creates other infrastructure and safety problems for Council. The planning scheme could support such tourism innovations including the potential for more track kilometres to be constructed – linking more tourism opportunities to the line.

#### Implications for the Planning Scheme Review

There are many implications for the planning scheme review related to peri-urban planning. These include issues such as landscape, amenity, infrastructure, services, agricultural land production, rural land fragmentation, climate change, bushfire, peak oil, heritage, recreation and tourism. These issues have significant opportunities for the Shire but also place great constraints and limitations on land use and development.

Future planning approaches should involve anticipatory planning responses for risk from factors such as climate change at the upper levels of scenarios, a precautionary approach to decision-making, and the introduction of regional cross-sectoral policies designed to sustain peri-urban values. Improved peri-urban planning responses for Hepburn should better anticipate risks and mitigation by:

- Strengthening township boundaries and growth.
- Supporting the rural economy and agricultural, horticultural and farming land production.

- Improving significant landscape recognition and vegetation protection.
- Reducing threats to people and property from natural hazards such as bushfire, flooding and reduced water quality.
- Preventing rural land fragmentation on productive land.
- Improving heritage protection.
- Strengthening the relationship of all these factors to regional and local tourism and economic development.

There are a range of implications for the planning scheme review that could improve the transport needs of the municipality. These include a number of transport challenges that could be highlighted in the MPS such as the lack of public transport and reliance on motor vehicles along with a desire to improve walking and cycling opportunities through the municipality.

The planning scheme could provide greater guidance on transport requirements for new development and subdivision. The tourism potential of railway corridors could also be highlighted and future work to preserve heritage railway tourism and rail trail opportunities identified. Further work around parking requirements could also be highlighted including whether rural properties and the historic main streets of Hepburn's towns require a parking precinct plan to reduce requirements.

The MPS should highlight the need to protect freight corridors in terms of efficiency and safety of movement by restricting access to highways and arterial roads and providing physically separated paths along highway corridors for pedestrians and bicycle riders. The MPS can be updated to make reference to passenger train services at Clunes and Creswick. Best practice would therefore focus future residential development in these townships particularly around the new station locations and the corridor that links the station to the town centre.

# POPULATION AND DEMOGRAPHIC SNAPSHOT



## 7. POPULATION AND DEMOGRAPHIC SNAPSHOT

### 7.1 Introduction

Demographic data to inform the development of the existing Hepburn Planning Scheme was based on data collected in the 1996 Census. This section provides a brief overview of current demographic data with some comparison to previous census periods, the latest predictions from *Victoria in Future, 2019* in relation to population and dwelling growth and some benchmarking against other Councils.

#### 7.1.1 Demographics

Hepburn Shire had just over 15,810 residents in 2018. Projections for the next 15 years suggest that Hepburn Shire will grow to almost 17,700 people which represents an increase of 1890 persons. This growth represents a less than 1.0% average annual increase and lower than the Victorian average projected growth rate.

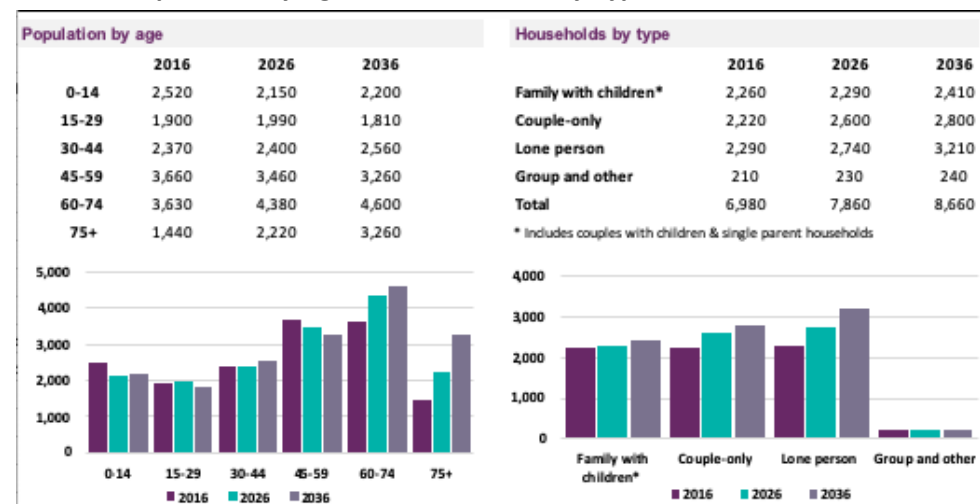
Households are predicted to rise from 6,980 in 2016 to 8,660 in 2036 while household sizes are predicted to continue to fall to an average of just under 2 persons per household. Dwelling numbers are predicted to grow by an additional 2080 dwellings from 8,610 to 10,690 in 2036 (VIF, 2019).

Like many regional and rural areas, Hepburn Shire is facing a continued ageing population. The median age of people in 2016 was 50 years compared to just 43 in 2006 and 37 in 1996. Children aged 0-14 years made up 15.6% of the population, while people over 65 years and over made up 24.5% of the population. By 2036 there is projected to be an additional 2,790 persons aged above 60 years living in the Shire.

Population predictions by age group and by household type are shown below. It highlights the ageing population and a rise in lone person households. It also highlights a predicted loss in population in the 15-29 year old cohort who may be leaving the municipality for education or employment opportunities.

The median weekly household income in Hepburn Shire is \$996 which is significantly lower than the median Victorian average of \$1,419 and ranks Hepburn Shire 62<sup>nd</sup> out of the 79 LGAs in Victoria on this indicator.

**Table 5: Population by Age and Households by Type**



Source: VIF, 2019, sourced via <https://www.planning.vic.gov.au/land-use-and-population-research/victoria-in-future>.

In Hepburn, 28.5% of households had a weekly household income of less than \$650 and 6.4% of households had a weekly income of more than \$3000.

The most common occupations in Hepburn include: Professionals (19.1%), Managers (17.0%), Technicians and Trades Workers (15.8%), Community and Personal Service Workers (12.2%), and Labourers (11.8%). The percentages of Professionals and Managers are just higher than the Victorian average.

Within Hepburn Shire 19.8% of residents 15 years and over hold a higher education qualification, compared to a Victorian average of 24.3%. A further 26.2% have gained a further diploma or certificate qualification post Year 12. The top responses for industry of employment are hospitals, accommodation, cafes and restaurants, aged residential care and local government administration.

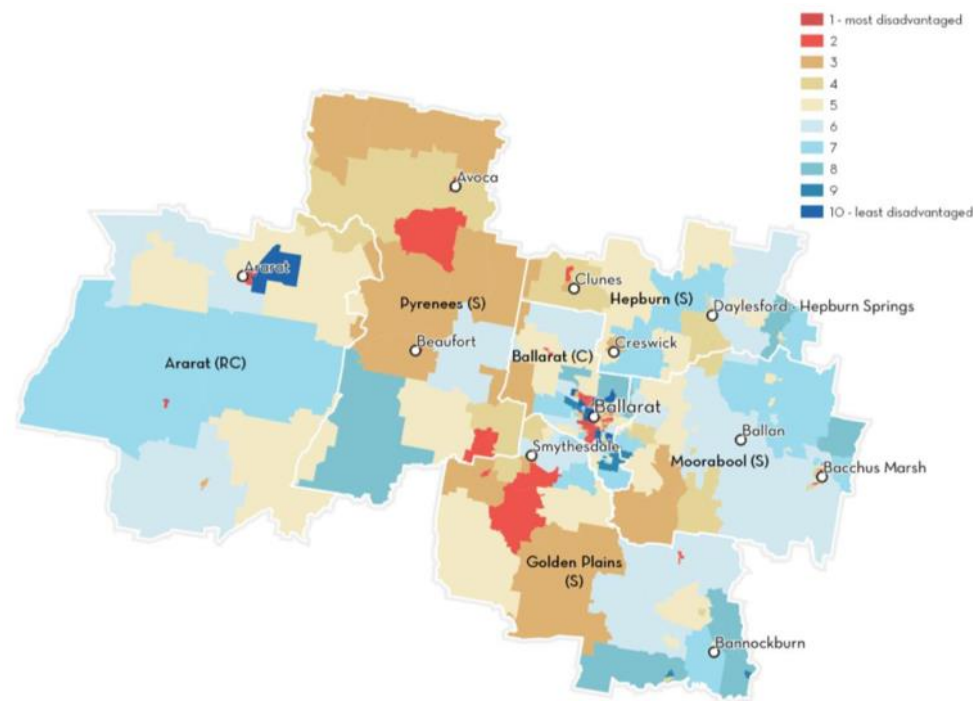
The majority of people travelled to work via car as driver (61.8%) with the second most common being worked at home (11.1%). Over 4% walked to work (higher than the Victorian average). Only 3.2% of people travelled to work by public transport compared to 12.6% across Victoria.

The majority of private dwellings in the Shire are separate houses (5,413) with houses attached to a flat or shop/office making up the next highest category (304). The majority of houses had 3 or 4 bedrooms (48.3% and 28.8% respectively) with just over a quarter of the dwelling stock containing one or two bedrooms (4.9% and 21.4% respectively). An additional 700 separate house dwellings have been constructed in the municipality since 1996 (up from 4,693 in 1996).

Just over 2,000 dwellings were unoccupied on census night reflecting the high number of weekender and rental properties.

Hepburn has a score of 979 on the SEIFA index ranking it 43<sup>rd</sup> in Victoria. The SEIFA Relative Index of Social Disadvantage highlights that disadvantage is not even across the municipality as shown in **Figure 7** and **Table 6**. Areas in the west are the most disadvantaged in the municipality and across the Central Highlands Region.

**Figure 7: ABS SEIFA - Index of Relative Disadvantage by SA1 for the Central Highlands Region**



*Source: Central Highlands Regional Profile: An Analysis of regional strengths and challenges, Infrastructure Victoria, March 2019.*

**Table 6** below provides a high level selection of data for Hepburn’s largest towns. The data highlights there are disparities between the east and the west of the municipality with Clunes and Creswick having a slightly younger median age compared to the east of Daylesford-Hepburn Springs and Trentham. Incomes are higher in the eastern towns and there is a corresponding greater higher median rent. Household sizes are slightly higher in the western towns.

Council has advised that comparable municipalities for benchmarking include Murrumbidgee, Benalla, Southern Grampians and Mt Alexander Shire. **Table 7** provides a snapshot of key demographic data for each of these municipalities.

**Table 6: Township Median and Averages From the 2016 Census**

	Clunes	Creswick	Daylesford- Hepburn Springs	Trentham
Median age of persons	51	49	51	55
Median total personal income (\$/weekly)	\$455	\$502	\$568	\$527
Median total family income (\$/weekly)	\$1,053	\$1,235	1,237	1,347
Median total household income (\$/weekly)	\$819	920	959	996
Median mortgage repayment (\$/monthly)	1083	1198	1300	11237
Median rent (\$/weekly)	200	220	285	280
Average number of persons per bedroom	0.7	0.7	0.8	0.7
Average household size	2.1	2.2	2.0	2.0

The data highlights that Hepburn is experiencing growth rates similar to Murrumbidgee and Mount Alexander which are also peri-urban Councils located on the fringes of Melbourne. Hepburn's median age in 2016 was the highest of the municipalities at 50, however this highlights that like these areas, the population is ageing as younger people leave the municipalities for work and education. Hepburn's median weekly household income is the lowest except for Benalla Regional Council, however, compared to Victoria at \$1,491, all the Councils have lower than the Victorian average. Car ownership is also slightly higher than the Victorian average of 1.8 vehicles per person. Murrumbidgee, Mount Alexander and Hepburn are all expecting to have an additional 2000 dwellings constructed in their municipalities over the coming 20 years to 2036.



**Table 7: Benchmarking of Key Statistics, Selected Municipalities <sup>8</sup>**

Council	Population 2018 (VIF, 2019)	Population predicted 2036	Annual average rate of population change (av 2016-36)	Median Age 2016	Median Weekly Household Income	Occupied private dwellings	Unoccupied private dwellings	Dwelling growth 2016-2036	Average motor vehicle per person	SEIFA Index rating in Victoria (Index of Socio-Economic Advantage and Disadvantage)
Hepburn	15,810	17,700	0.7%	50	\$996	6,024 (74.8%)	2,032 (25.2%)	2,080	2	43
Murrindindi	14,480	17,020	0.9%	48	\$1071	5,264 (74.9%)	1,762 (25.1%)	2,080	2.1	38
Benalla	14,020	14,660	0.25%	49	\$946	5,082 (87.8%)	776 (12.2%)	820	1.9	15
Southern Grampians	16,120	15,030	-0.4%	46	\$1043	6,327 (80%)	1,293 (17.0%)	70	2	34
Mt Alexander	19,510	21,810	0.7%	49	\$1,002	7,376 (84.5%)	1,352 (15.5%)	2,020	1.9	42

### Implications for the Planning Scheme Review

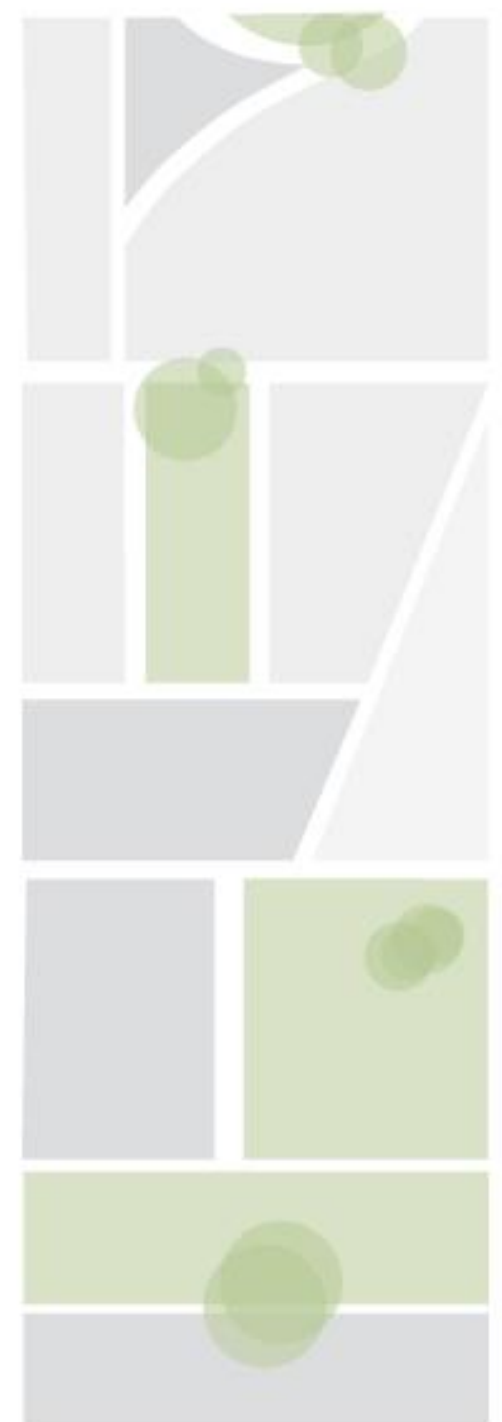
The demographic analysis highlights that Hepburn is not anticipating significant population growth over the coming decades. Growth rates are slow, the population continues to age as younger people leave the municipality for work and education and there are pockets of high disadvantage. Anticipated population increases are matched by a commensurate increase in the number of dwellings. This points to both a growth in the aging of the population which will lead to requirements for more, different and more affordable housing, and a likely growth in new residents from outside of the Shire attracted to the lifestyle who will likely have greater incomes that again will increase affordability challenges for the municipality. These

issues can be influenced by the framework set out in the new MPS and the application of zones and overlays across the municipality.

This data should be used to assist in writing the new MPS. The current data in the MSS is very out of date and should not be used to inform planning. This will be further discussed in the *Planning Scheme Audit and Review Report*. Council has recently purchased available demographic services which will ensure that Council's strategic planning work is guided by a consolidated set of contemporary data and analysis.

<sup>8</sup> Data Sources: [https://quickstats.censusdata.abs.gov.au/census\\_services/getproduct/census/2016/quickstat/LGA22910?opendocument](https://quickstats.censusdata.abs.gov.au/census_services/getproduct/census/2016/quickstat/LGA22910?opendocument), [http://stat.data.abs.gov.au/Index.aspx?DataSetCode=ABS\\_SEIFA\\_LGA#](http://stat.data.abs.gov.au/Index.aspx?DataSetCode=ABS_SEIFA_LGA#)

# HEPBURN PLANNING SCHEME: CURRENT SNAPSHOT



## 8. HEPBURN PLANNING SCHEME: CURRENT SNAPSHOT

### 8.1 Introduction

This section provides a brief snapshot of the current Hepburn Planning Scheme. It does not assess the performance of the scheme. This will be assessed in the *Planning Scheme Audit and Review Report*.

The Hepburn Planning Scheme consists of the State planning provisions which apply to every planning scheme. There are also four regional planning themes which provide clearer guidance for the Central Highlands Region. These are under the headings of Settlement, Landscapes, Diversified Economy and Transport System.

The local planning provisions consist of the MSS and local planning policies. The MSS is organised under the themes of Settlement and Housing, Infrastructure and Transport, Economic Development, Rural Land Use and Agriculture, and Environment and Heritage. Over the past 19 years, there have been some amendments that have resulted in small changes being made to the themes to introduce the Neighbourhood Character Study, the structure plans for settlements, and the rural zones into the planning scheme. The MSS has not had a significant review or rewrite since it was prepared in 2000.

The local provisions consist of 19 local policies of which one has been removed, and 11 policies relate to Neighbourhood Character for Daylesford including more detailed guidance for 10 precincts in Daylesford. The remaining 8 policies provide further guidance under the themes of Catchment and Land Protection, Mineral Springs Protection, Dams, Rural Land, Abattoir Interest Area, and Public Infrastructure Areas.

The Hepburn Planning Scheme makes use of 13 zones with 14 schedules and 13 overlays with 21 schedules. The largest application to land is the Farming Zone. This zone applies to nearly two thirds of the municipality with the Public Conservation and Resource Zone applying to just over a fifth of the municipality (See **Table 8**). This reflects the rural nature of the municipality and the large tracts of National and State Parks.

**Table 8: Shire Wide Area of Zones in Hectares**

Planning Zone	Total Area (ha)
COMMERCIAL 1 ZONE	38.03
FARMING ZONE	99,436.96
GENERAL RESIDENTIAL ZONE	747.96
INDUSTRIAL 1 ZONE	70.51
LOW DENSITY RESIDENTIAL ZONE	1879.85
PUBLIC CONSERVATION AND RESOURCE ZONE	31,701.40
PUBLIC PARK AND RECREATION ZONE	761.28
PUBLIC USE ZONE	1,933.56
RURAL CONSERVATION ZONE	2822.43
ROAD ZONE	1,374.52
RURAL LIVING ZONE	5,640.09
SPECIAL USE ZONE	194.99
TOWNSHIP ZONE	825.48
<b>TOTAL</b>	<b>147,427.08</b>

In the townships, **Table 9** outlines the area of land that applies to each zone. The table reveals that a range of zones have been used across each township and all townships have some level of the application of rural zones within their boundary. There is industrial zoned land within Daylesford, Creswick and Trentham, however none in Hepburn Springs or Clunes. Trentham has more land within its urban growth boundary than Creswick and is two thirds of the size of Daylesford. Daylesford has large tracts of public land within the township boundary zoned PPRZ and PCRZ.

**Table 9: Township Area of Zones by Hectare**

Planning Zone	Daylesford township (ha)	Hepburn Springs township (ha)	Creswick township (ha)	Clunes township (ha)	Trentham township (a)
COMMERCIAL 1 ZONE	10.00	1.38	11.08	3.84	7.09
FARMING ZONE	26.70	0.01	0.96	1.30	4.07
GENERAL RESIDENTIAL ZONE	316.01	120.93	273.41	0	0
INDUSTRIAL 1 ZONE	16.99	0	35.06	0	17.72
LOW DENSITY RESIDENTIAL ZONE	170.02	57.90	76.48	131.49	321.12
PUBLIC CONSERVATION AND RESOURCE ZONE	76.50	0.679	7.97	0	3.85
PUBLIC PARK AND RECREATION ZONE	194.25	13.68	90.08	43.23	19.44
PUBLIC USE ZONE	28.81	2.18	39.54	14.11	24.13
RURAL CONSERVATION ZONE	13.83	25.69	0.58	0	0
ROAD ZONE - CATEGORY 1	43.35	13.14	36.97	26.68	26.64
RURAL LIVING ZONE	0.76	0.09	3.94	1.60	0.03
SPECIAL USE ZONE	0.92	0.84	0	0	37.63
TOWNSHIP ZONE	0	0	0	169.76	147.77
<b>TOTAL</b>	<b>898.14</b>	<b>236.52</b>	<b>576.07</b>	<b>392.01</b>	<b>609.49</b>

The current zoning map for the Hepburn Shire is shown in **Figure 8** below.

**Table 10** indicates the number of vacant lots in townships within the municipality and **Figure 9** shows the vacant lots across the municipality based on data from the Victorian Land Use Information System (VLUIS) dataset 2014/15. **Table 10** highlights the vacant land within the urban growth boundary of main townships. While this data is several years old, it does paint a picture of the amount of vacant land across the municipality which was approximately 2175 lots. The amount of vacant lots varies in the five main townships but was approximately 631 vacant lots.

Overlay maps can be found in **Appendix 1** along with zoning maps and maps of vacant lots for each main township.

**Table 10: Township Vacant Lots**

Township	Total Vacant lots	Total Area of Vacant Lots within townships (ha)
Daylesford	163	58.86
Hepburn Springs	77	13.46
Creswick	107	39.76
Clunes	173	82.27
Trentham	111	73.14
<b>TOTAL</b>	<b>631</b>	<b>267.49</b>

Figure 8: Hepburn Shire Planning Zones

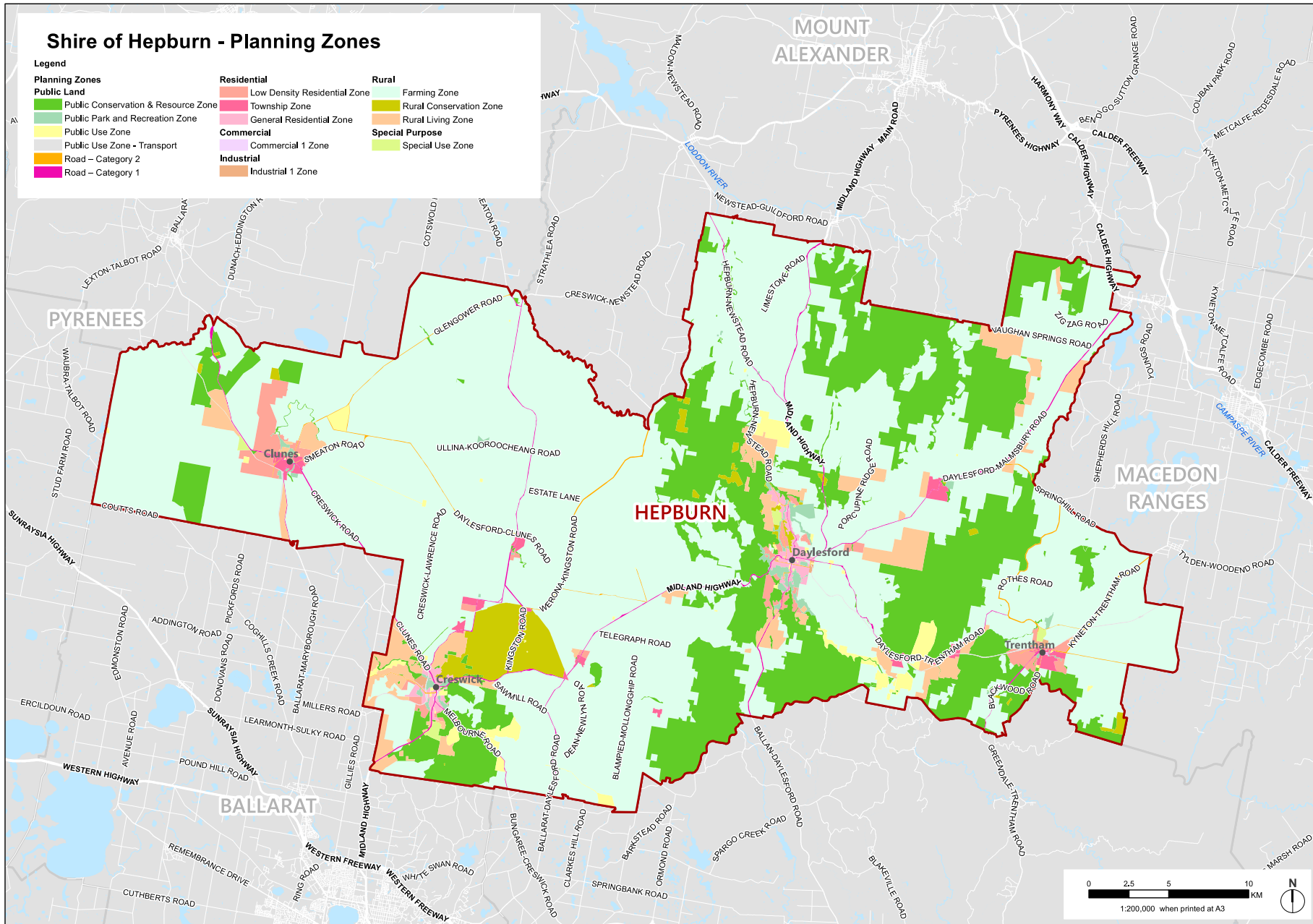
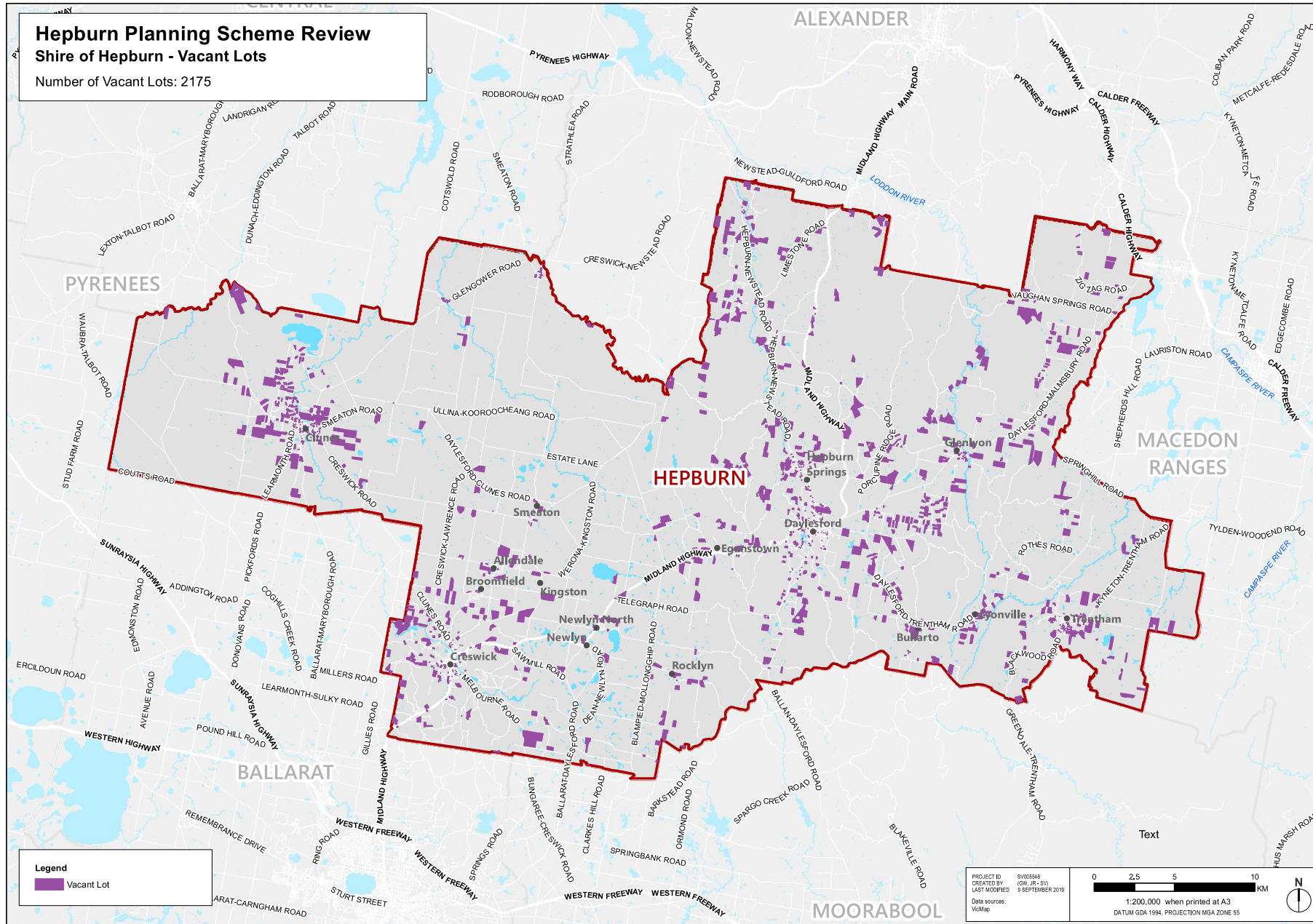
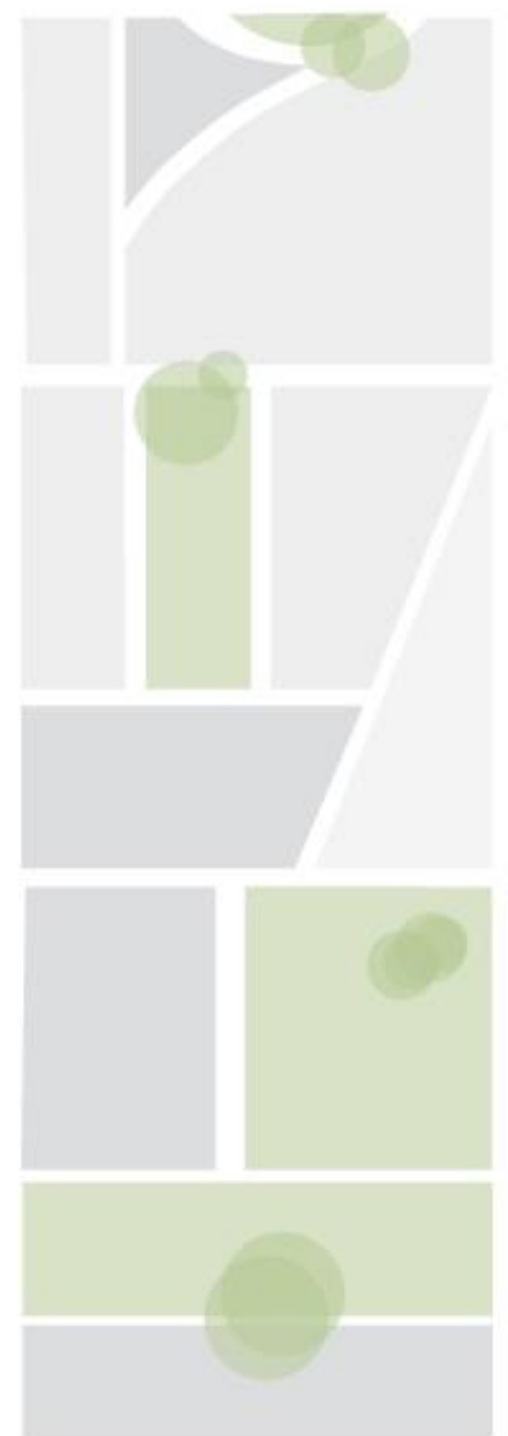


Figure 9: Vacant Lots Across Hepburn Shire



# CONCLUSION



## 9. CONCLUSION

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This *Data and Evidence Report* is one of three reports that form the basis of the Hepburn Planning Scheme Review; the other two reports include the *Stakeholder and Community Engagement Report* and a *Planning Scheme Audit and Review Report*.

The *Data and Evidence Report* provides a synopsis of background data and evidence prepared since the adoption of the Hepburn Planning Scheme in 2000.

The *Data and Evidence Report* outlines that there are a range of strategic plans and strategies prepared by the State and Shire that significantly influence the Hepburn Planning Scheme's review. There are also a range of demographic, population and key planning issues that impact on improved and more anticipatory planning responses for the Hepburn Shire.

The data and evidence presented within this report provides new information that has a range of implications for land use and development within the municipality. This information should be considered in developing recommendations in the final *Planning Scheme Audit and Review Report* to influence the future development of the Hepburn Planning Scheme.



## 10. APPENDIX 1 CURRENT OVERLAY, TOWNSHIP ZONING AND VACANT LOT MAPS

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Figure 10: Hepburn Shire – Environmental Overlays

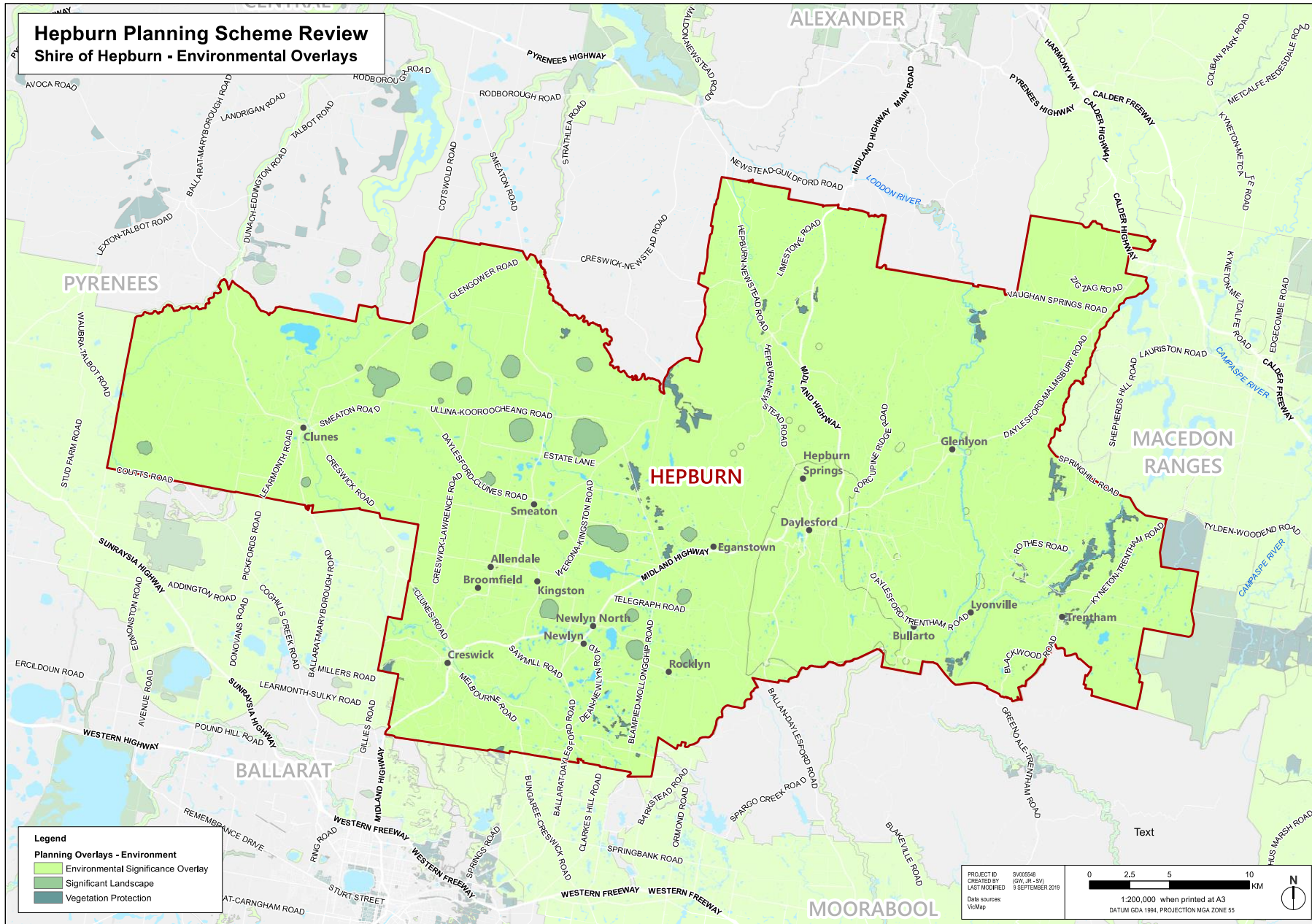


Figure 11: Hepburn Shire – Environmental Overlays, National Parks and State Forest

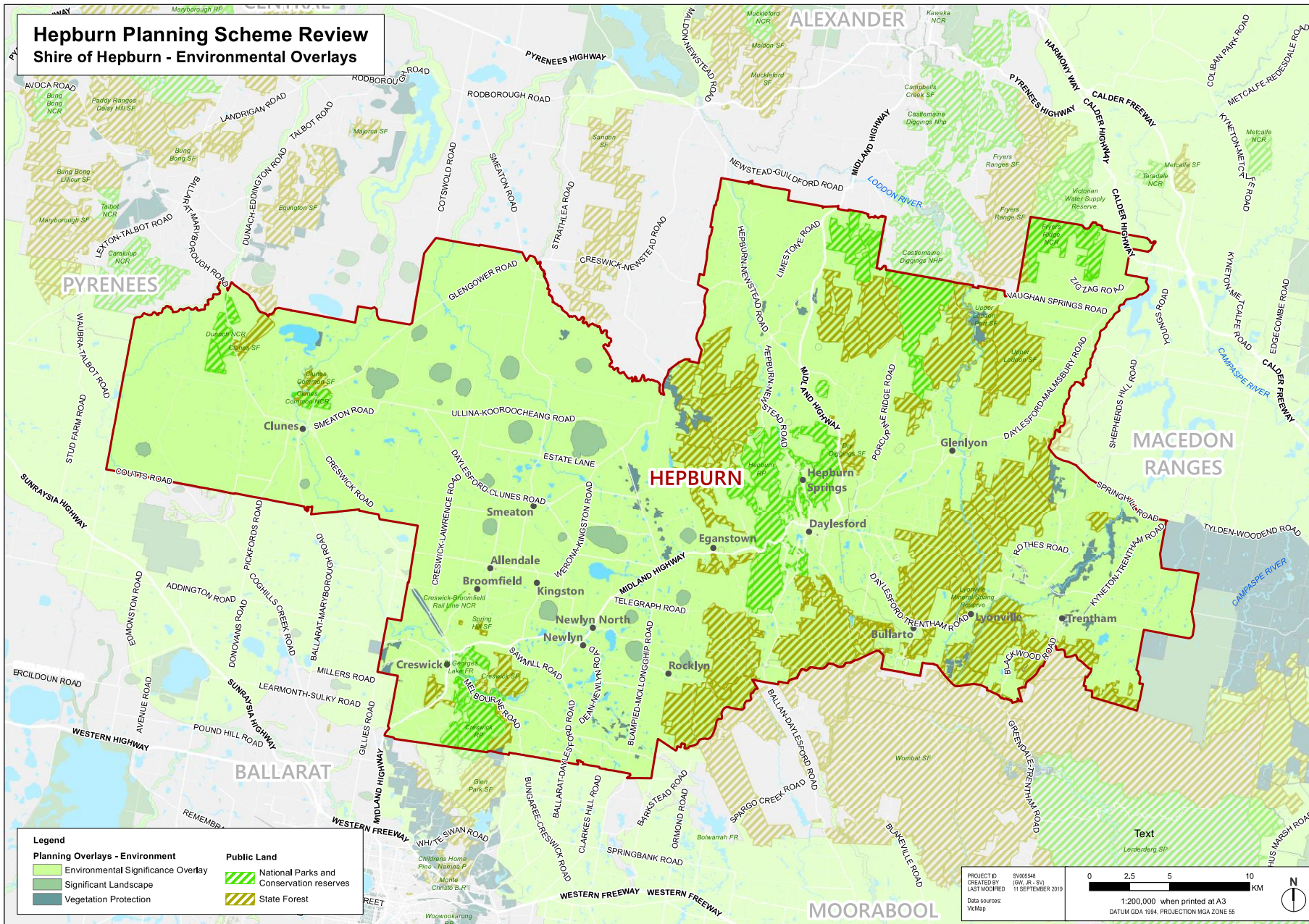


Figure 12: Hepburn Shire – Environmental Overlays and Biodiversity

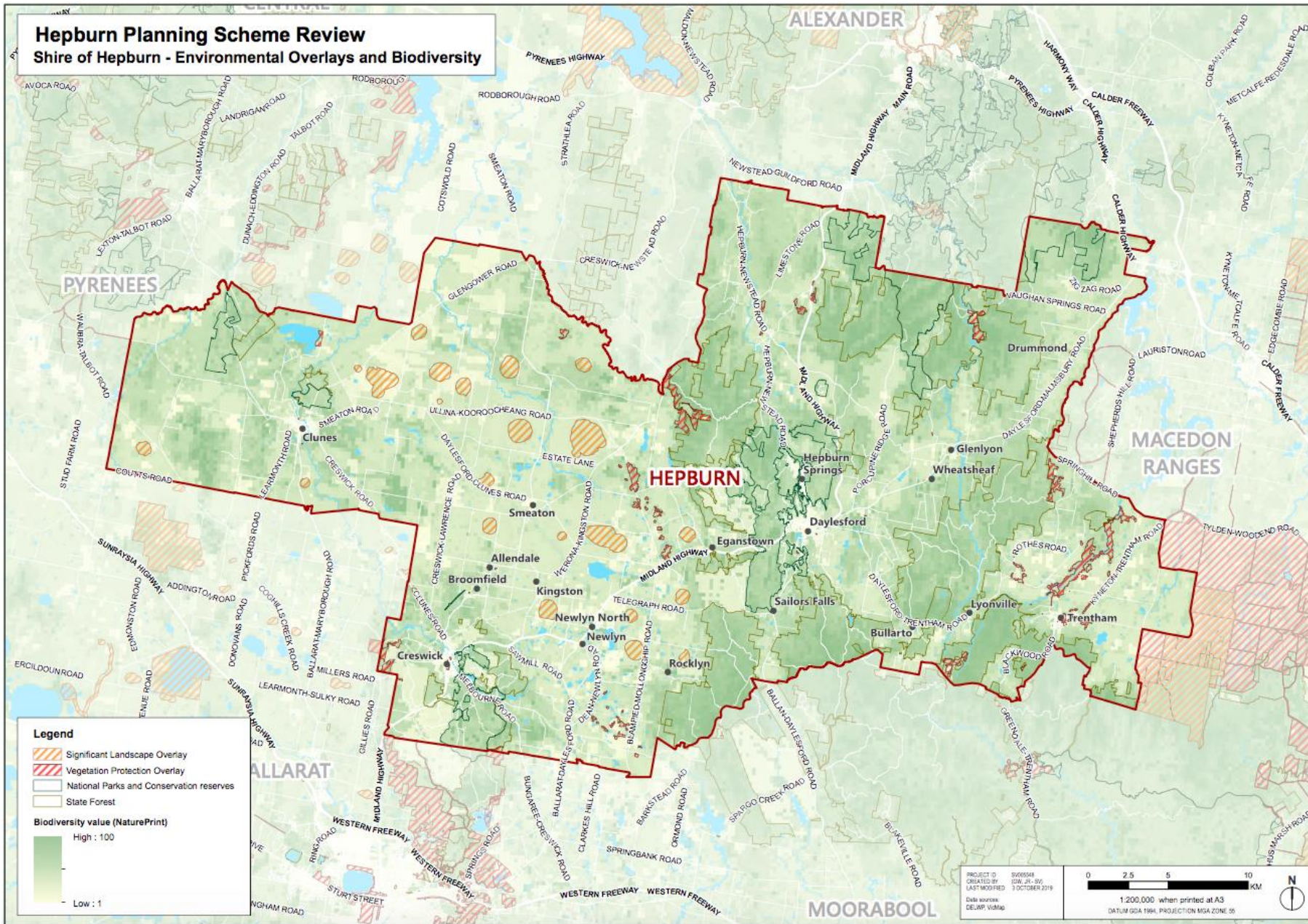


Figure 13: Hepburn Shire – Bushfire Management Overlay

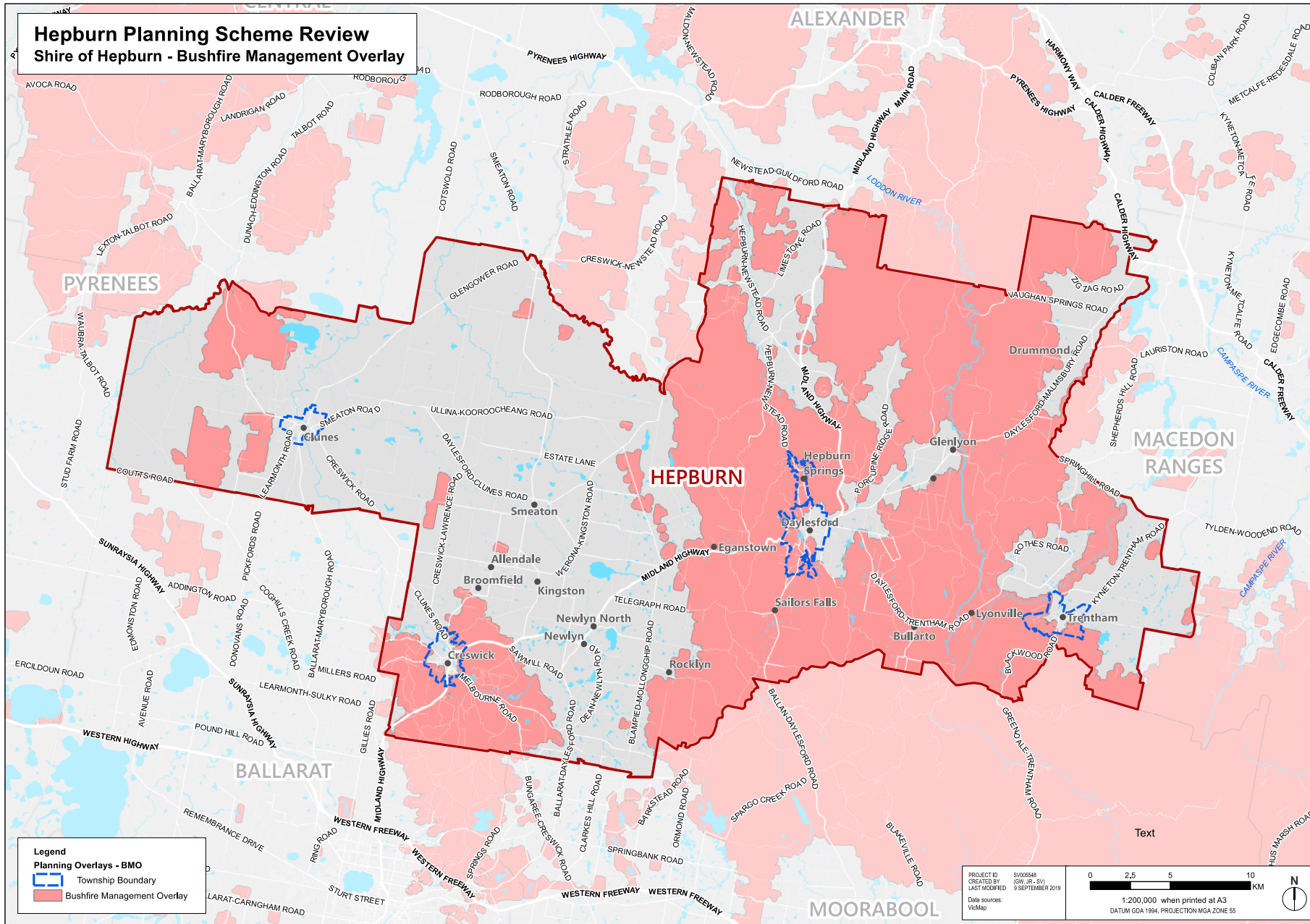


Figure 14: Hepburn Shire – Heritage and Development Overlays

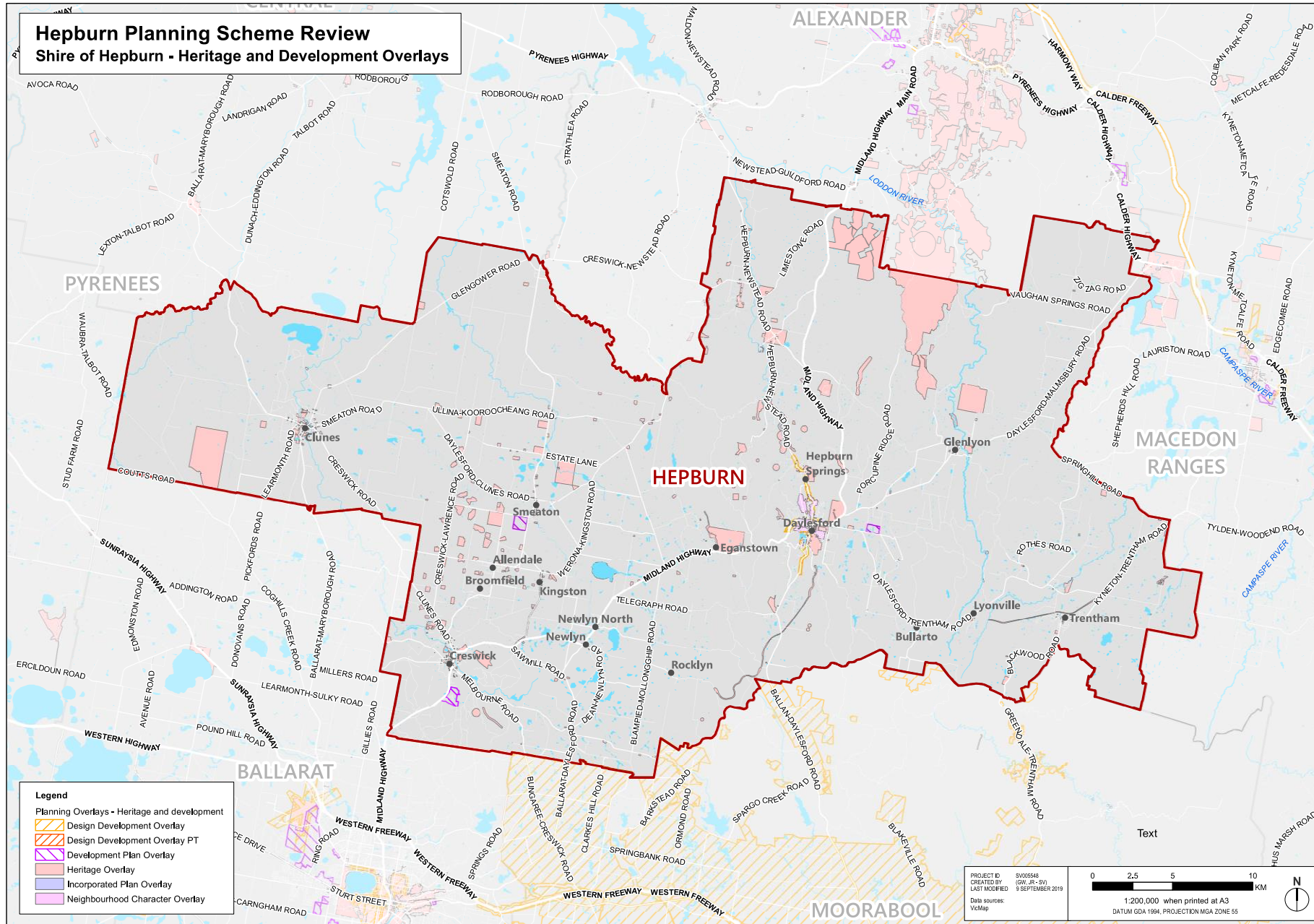


Figure 15: Hepburn Shire – Flooding Overlays

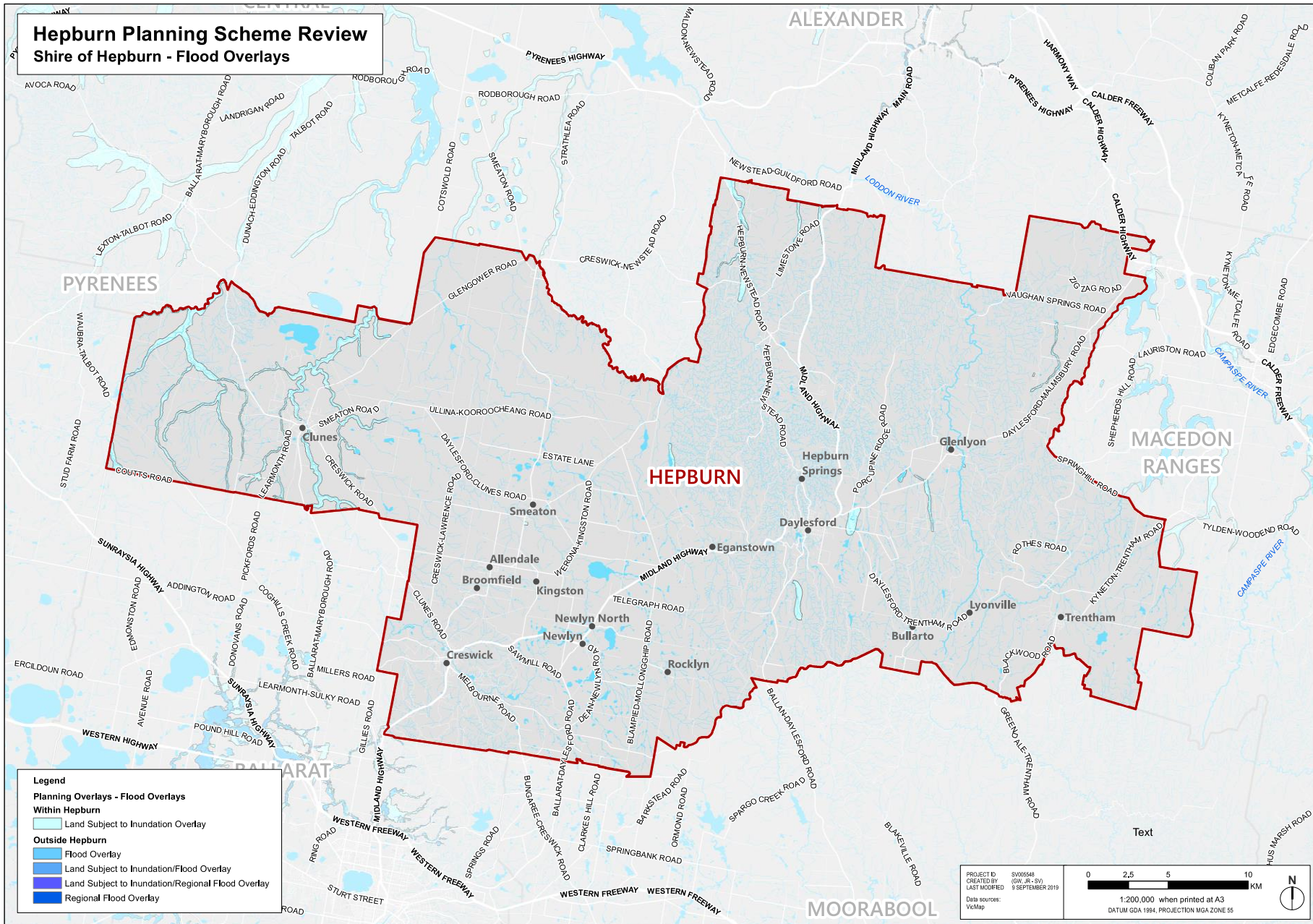


Figure 16: Hepburn Shire – Erosion Management Overlay

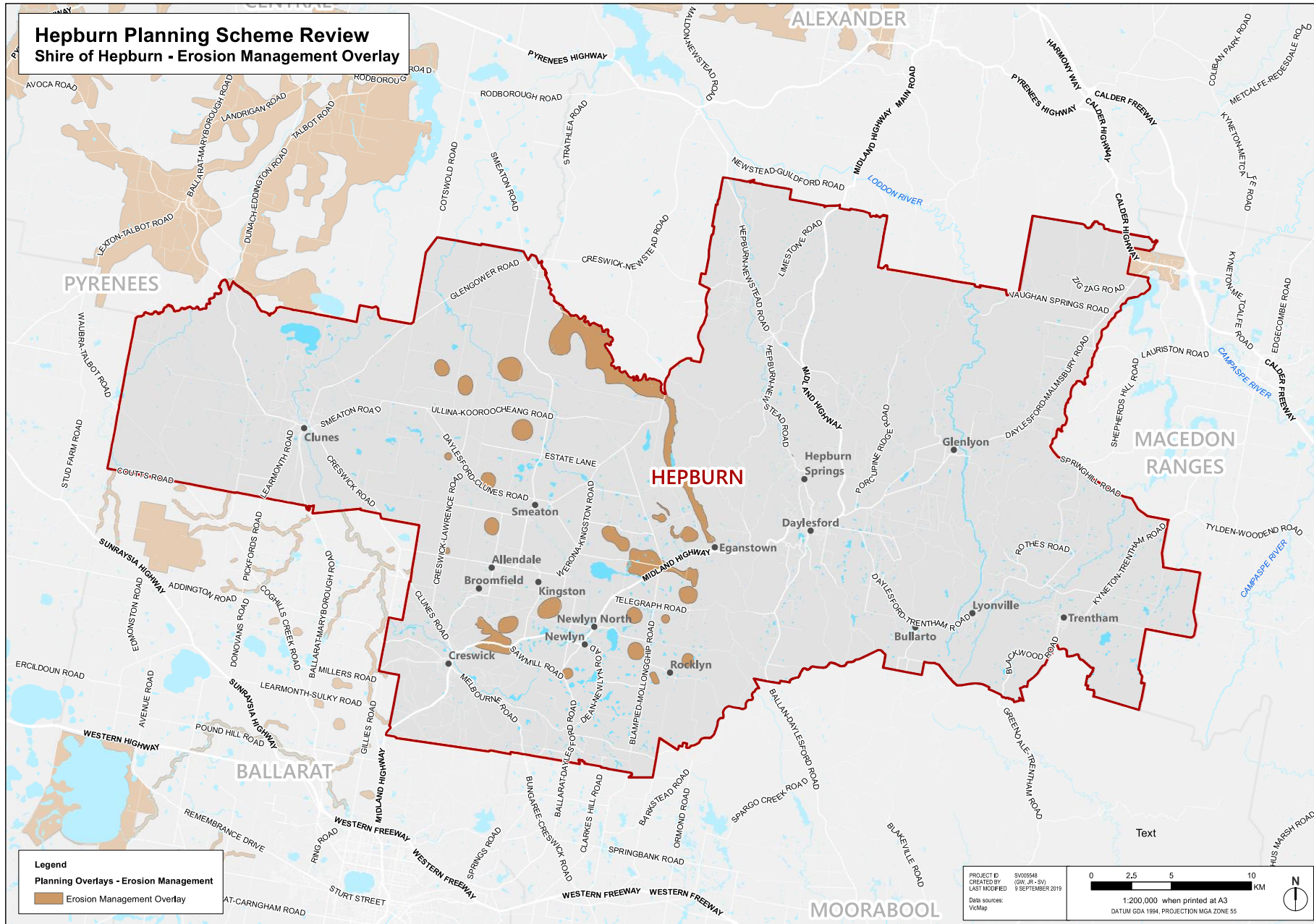




Figure 17: Hepburn Shire – Other Overlays

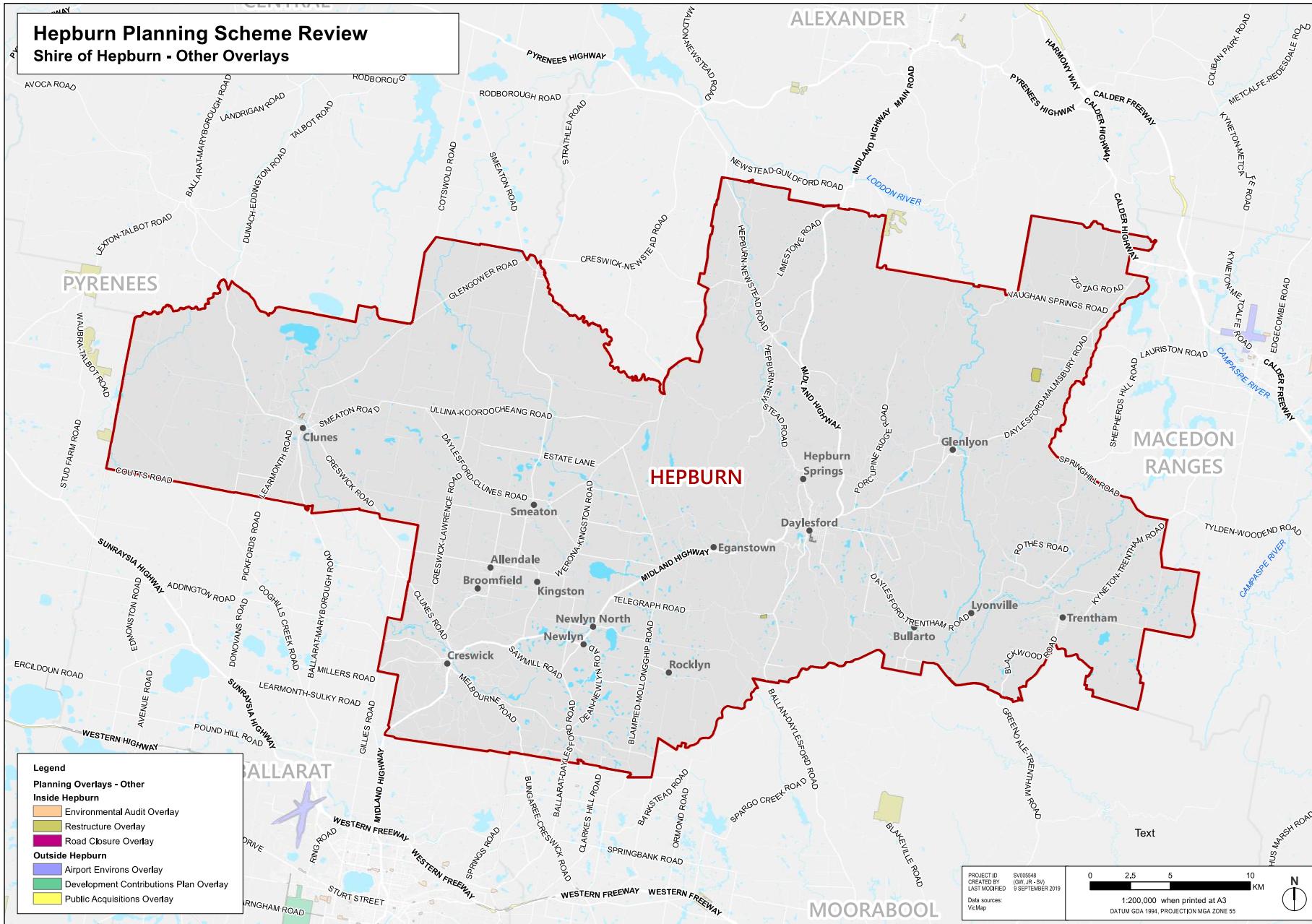


Figure 18: Hepburn Shire – Daylesford Planning Zones

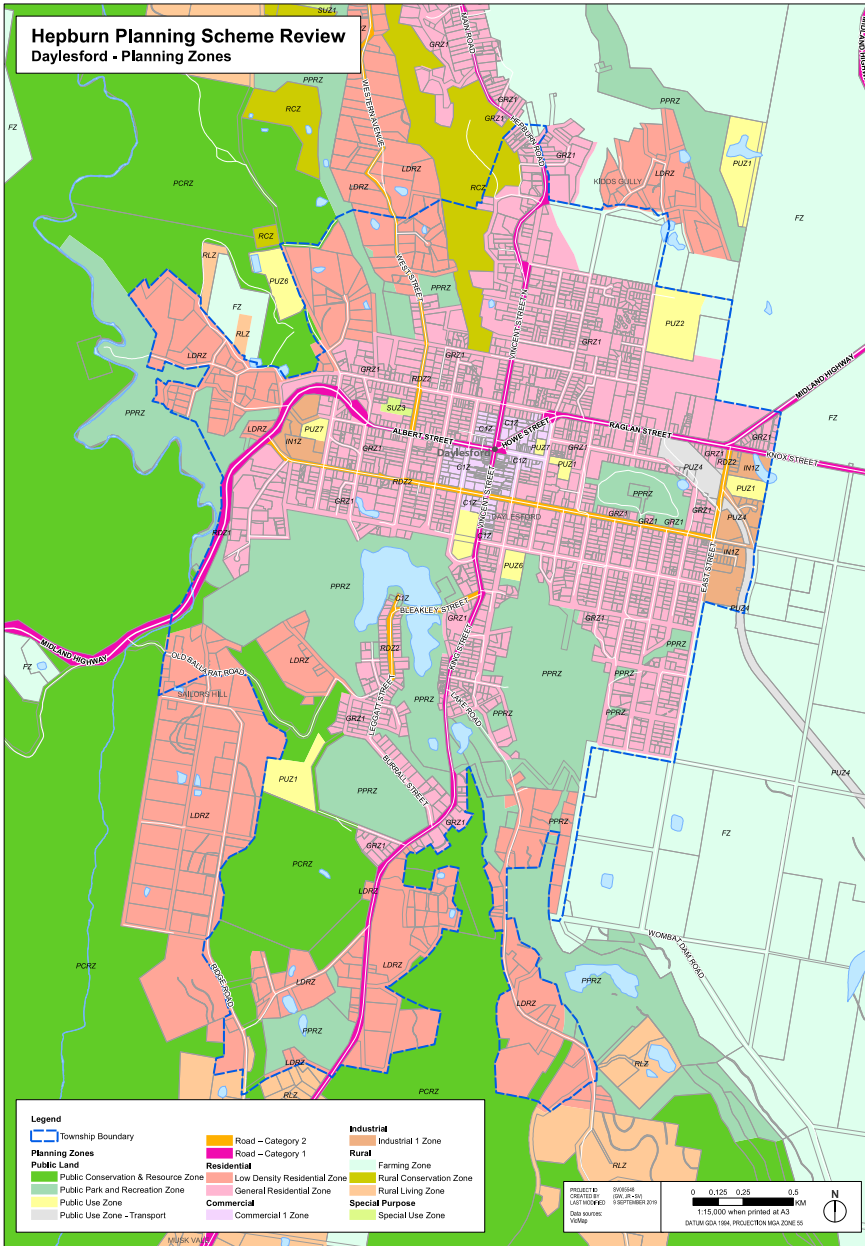


Figure 19: Hepburn Shire – Daylesford Vacant Lots

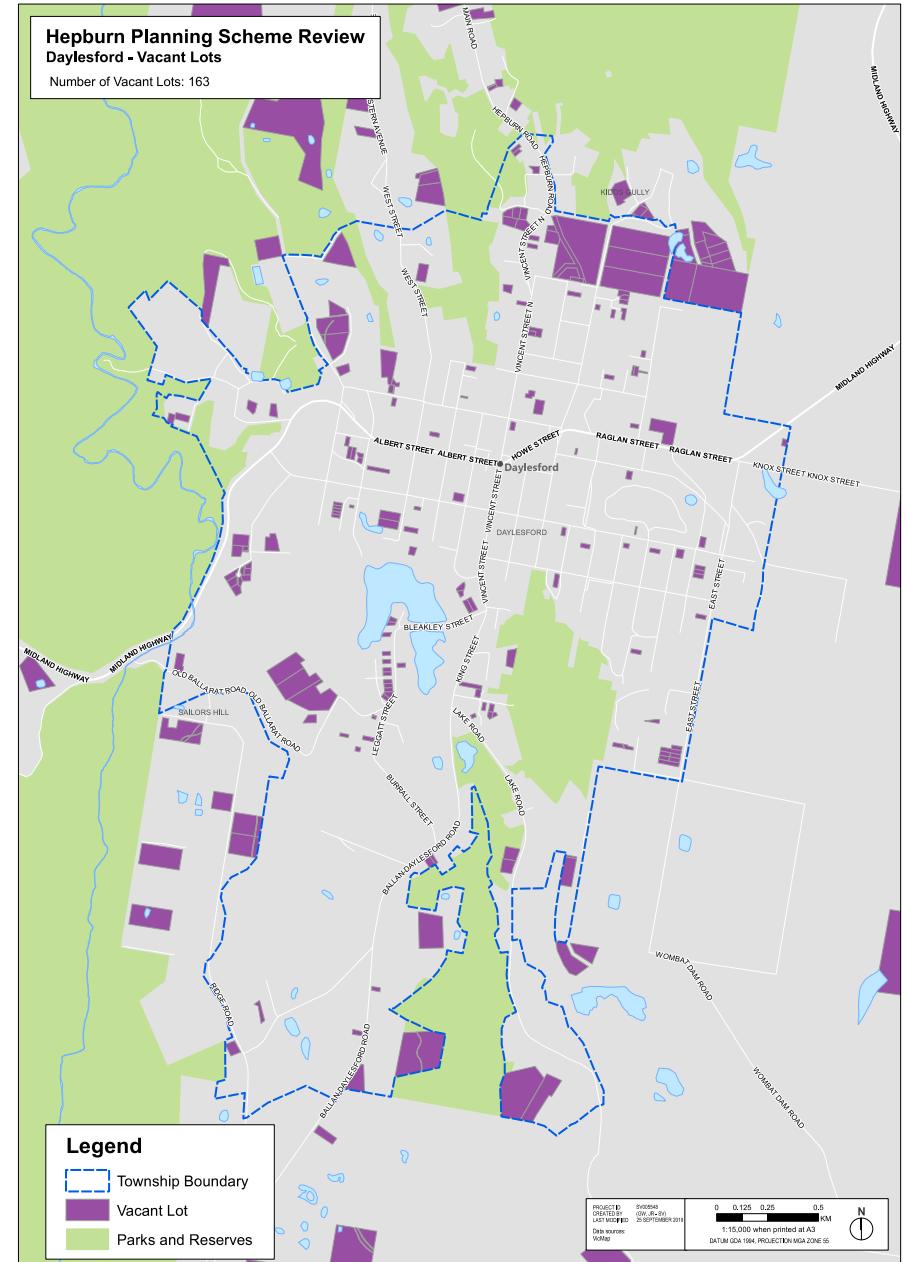


Figure 20: Hepburn Shire – Hepburn Springs Planning Zones

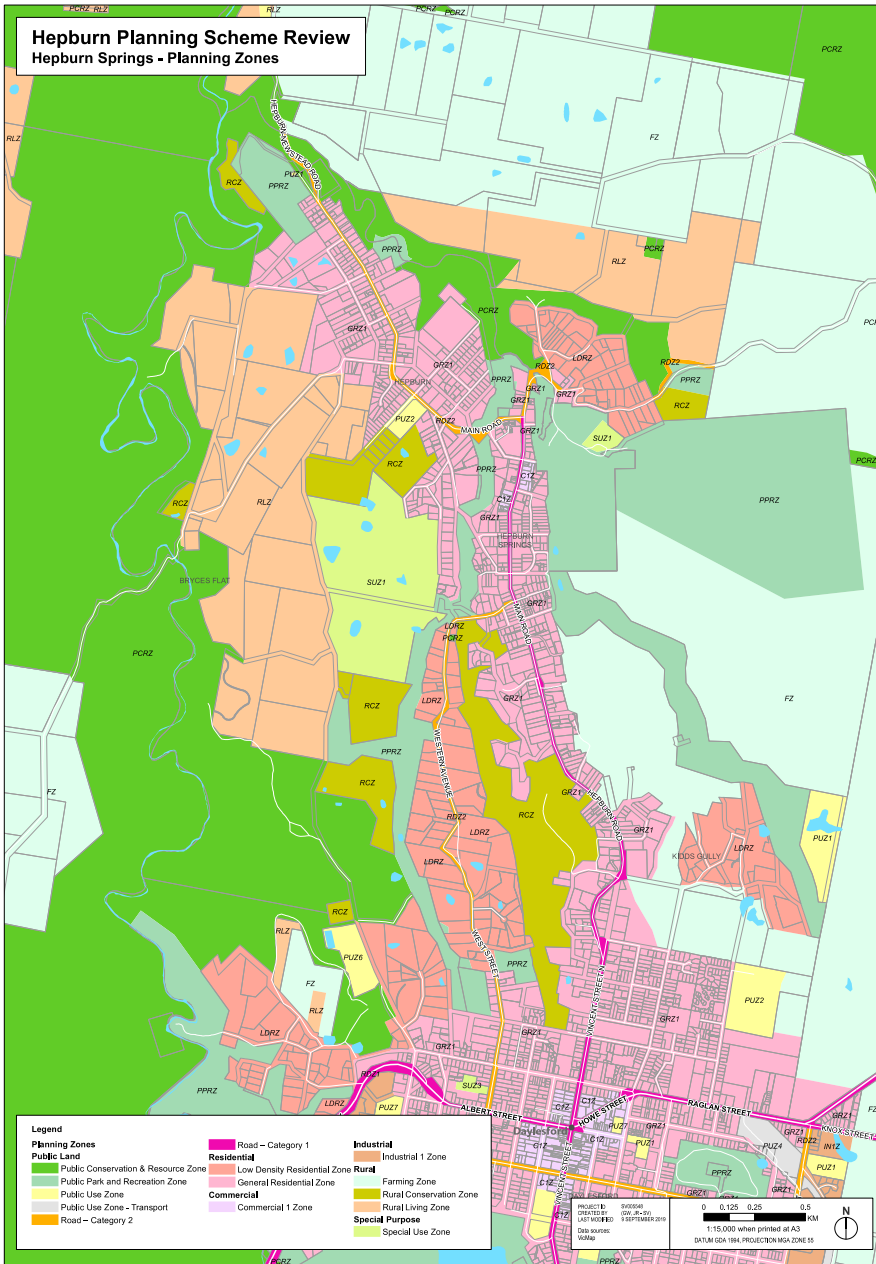


Figure 21: Hepburn Shire – Hepburn Springs Vacant Lots

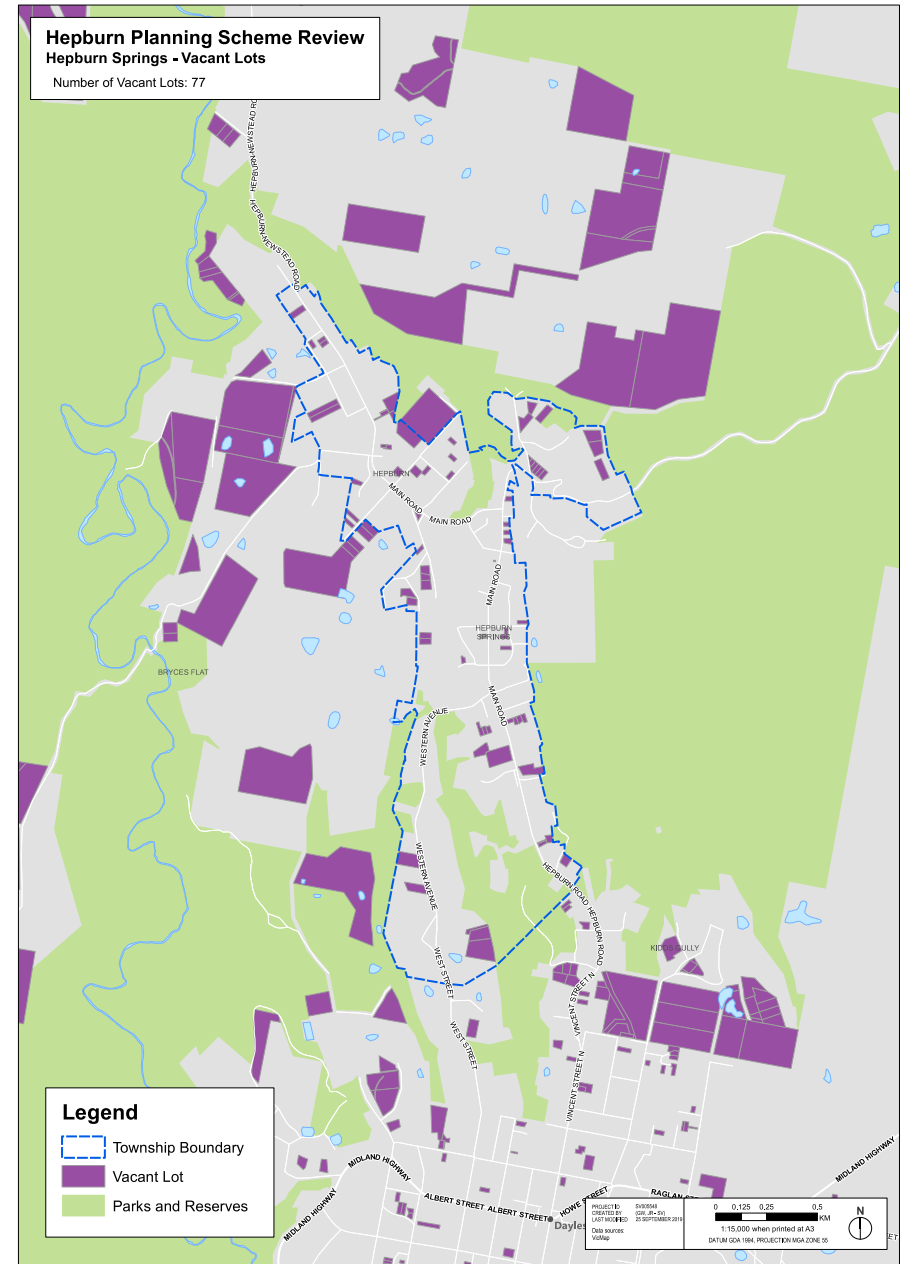


Figure 22: Hepburn Shire – Clunes Planning Zones

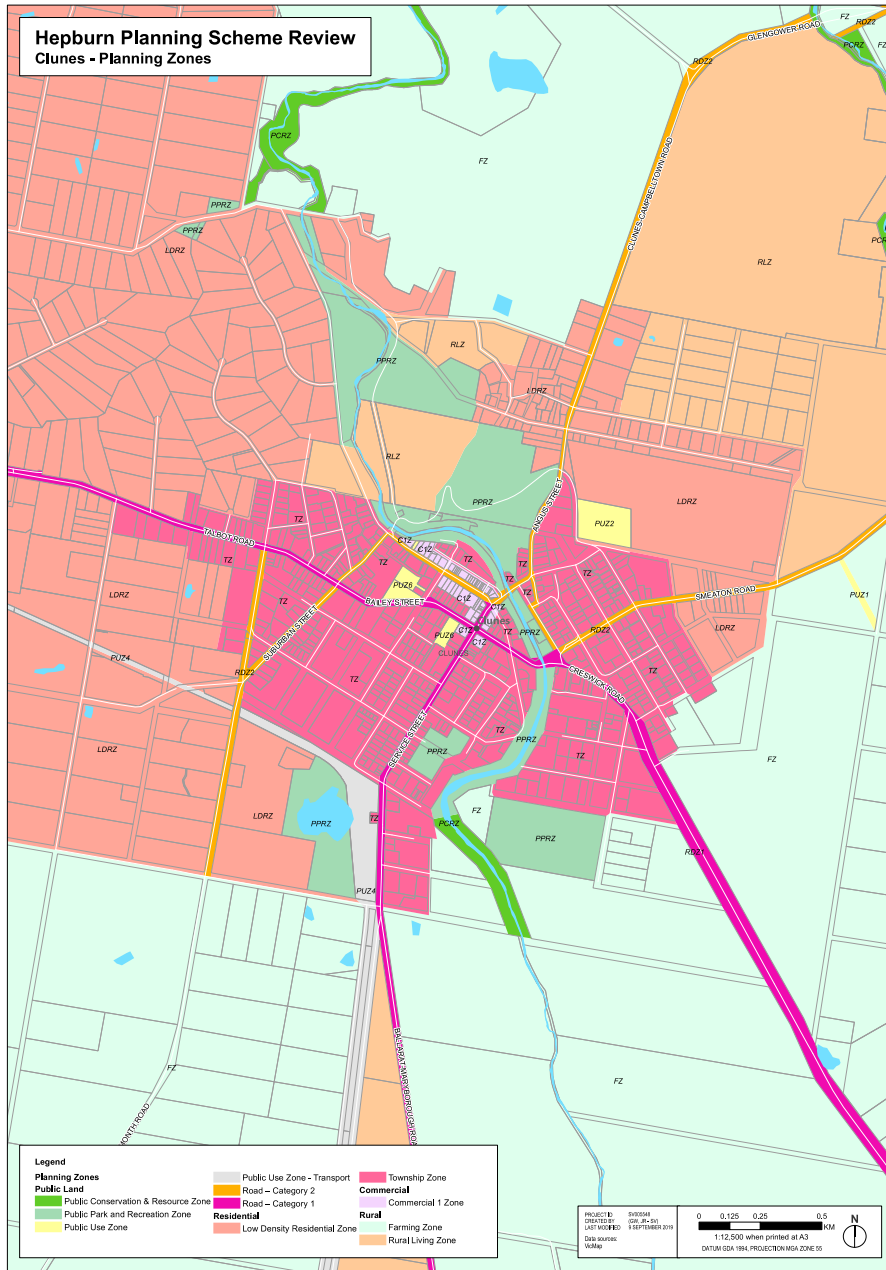


Figure 23: Hepburn Shire – Clunes Vacant Lots

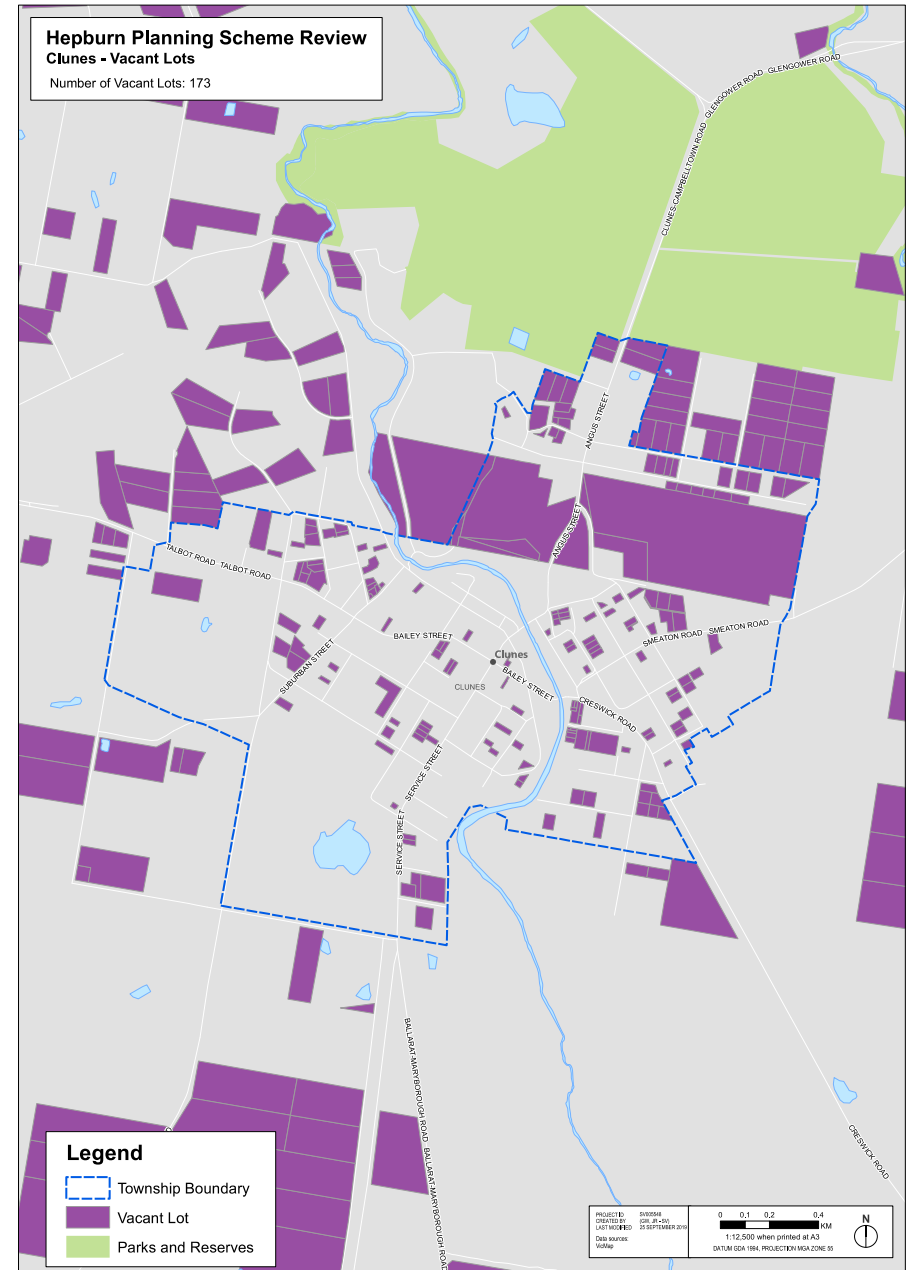


Figure 24: Hepburn Shire – Creswick Planning Zones

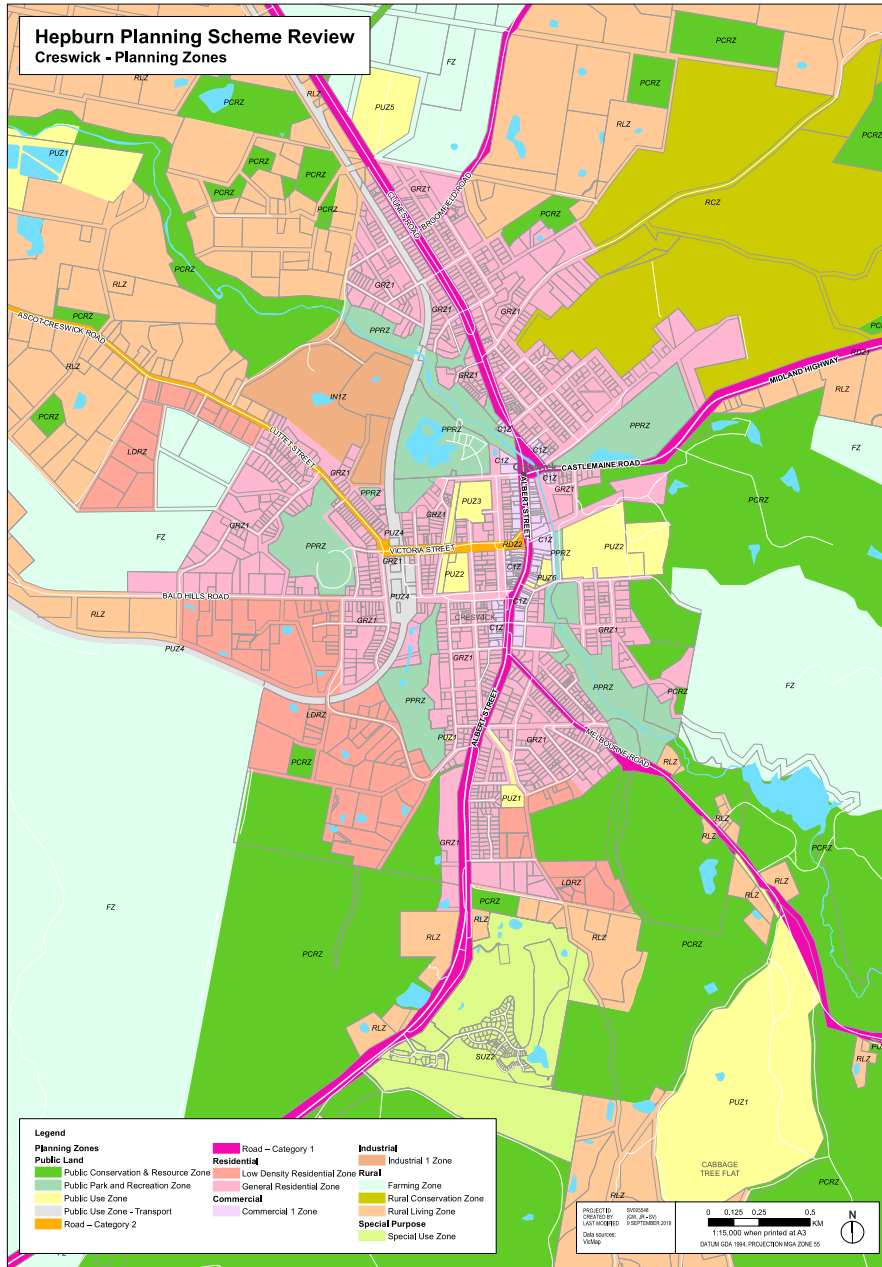


Figure 25: Hepburn Shire – Creswick Vacant Lots

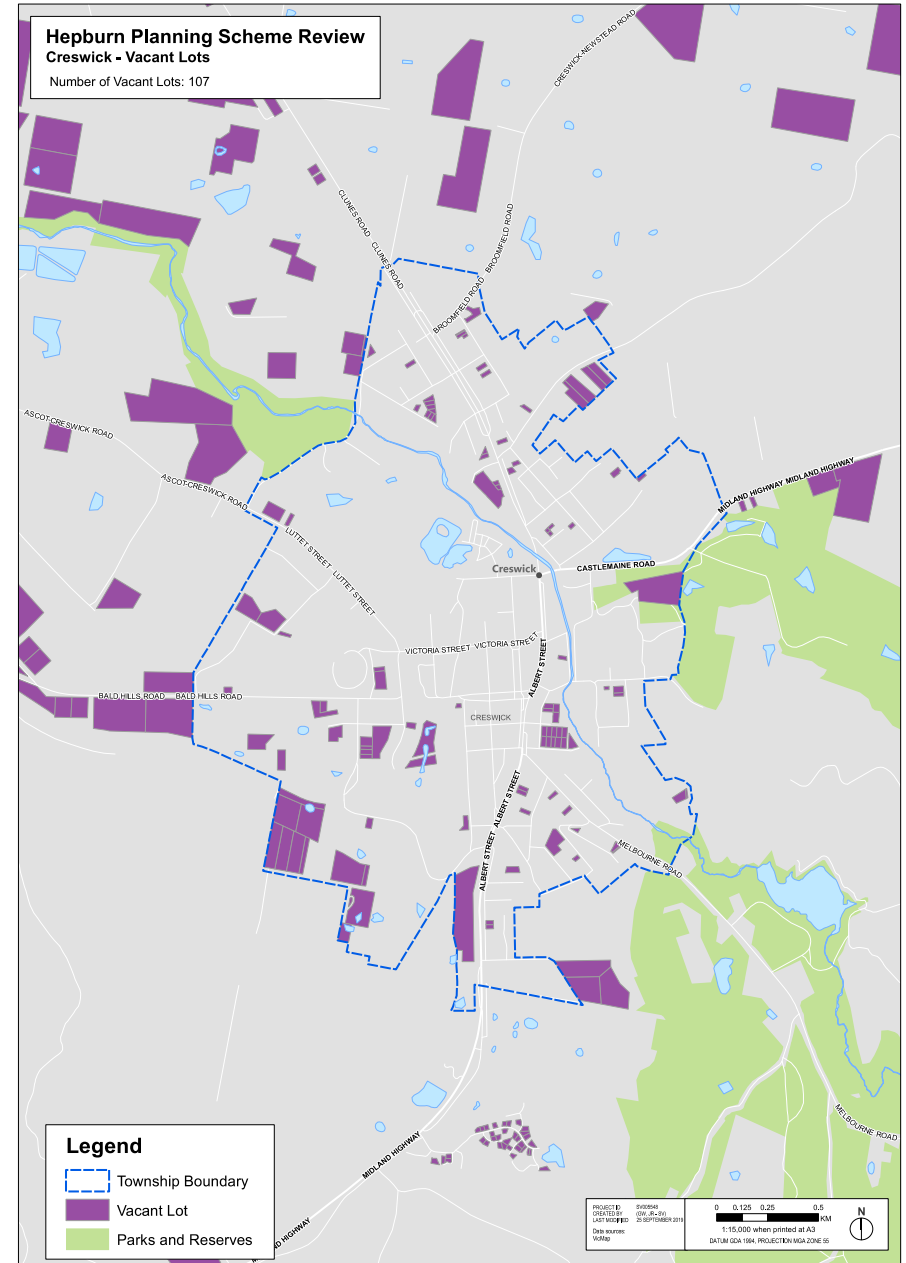


Figure 26: Hepburn Shire – Trentham Planning Zones

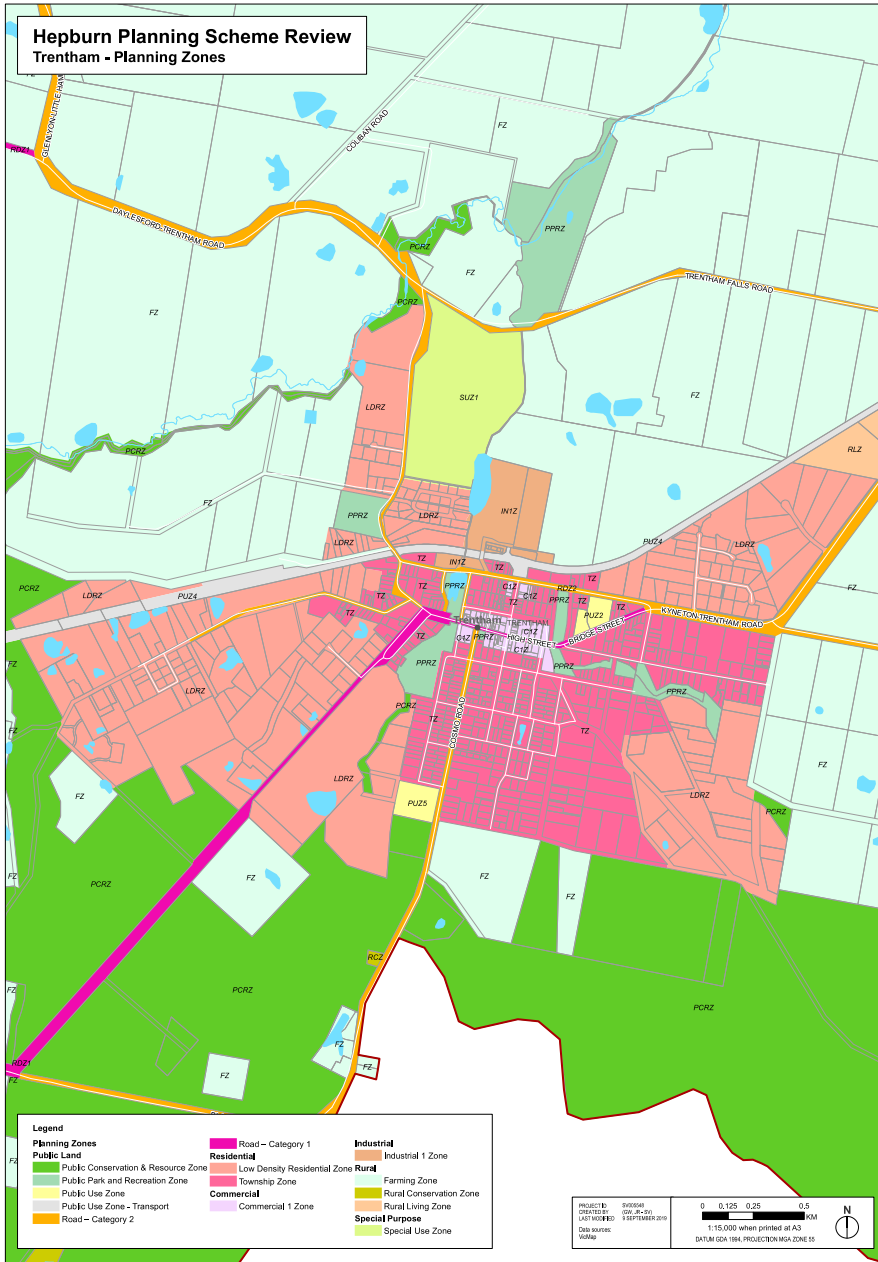


Figure 27: Hepburn Shire – Trentham Vacant Lots

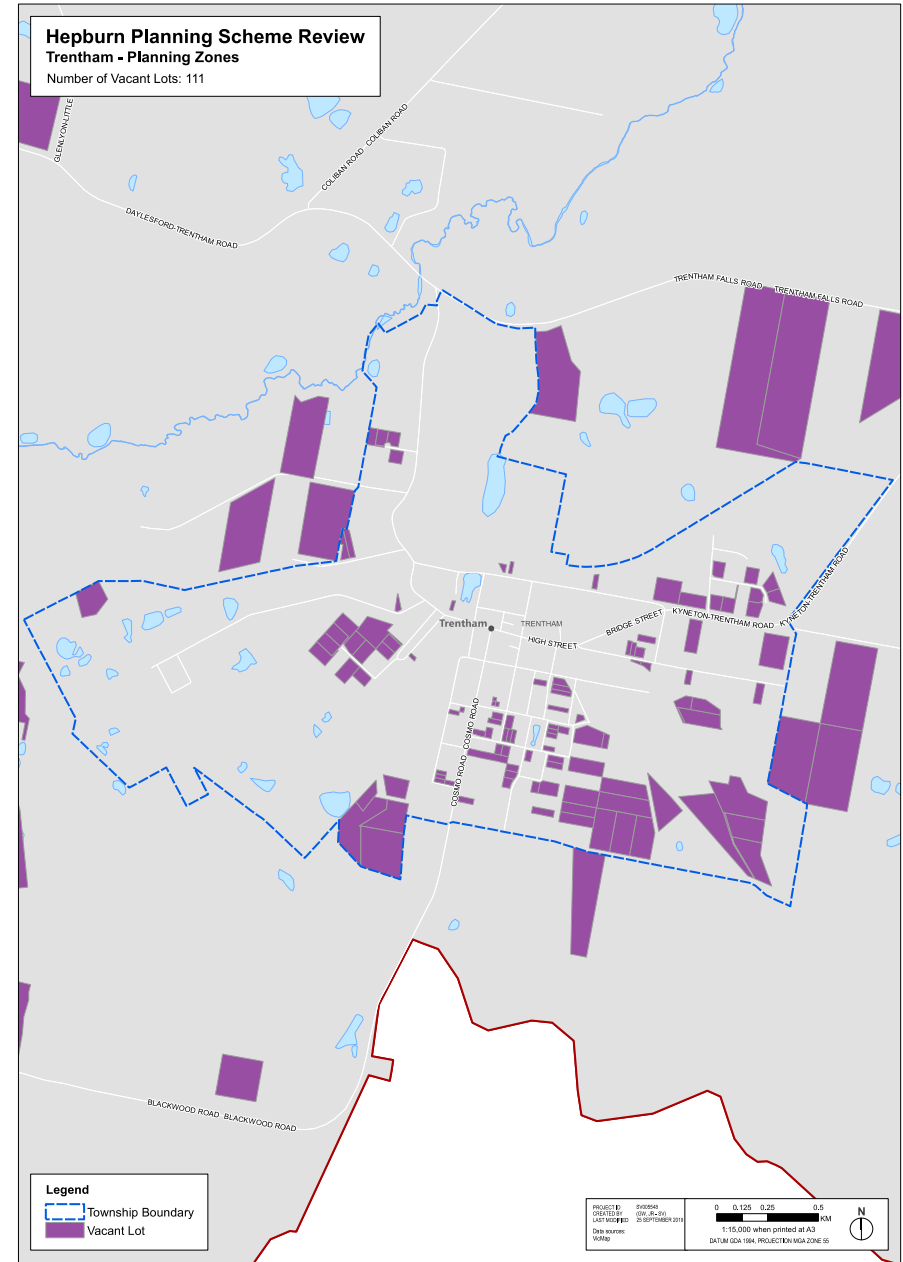
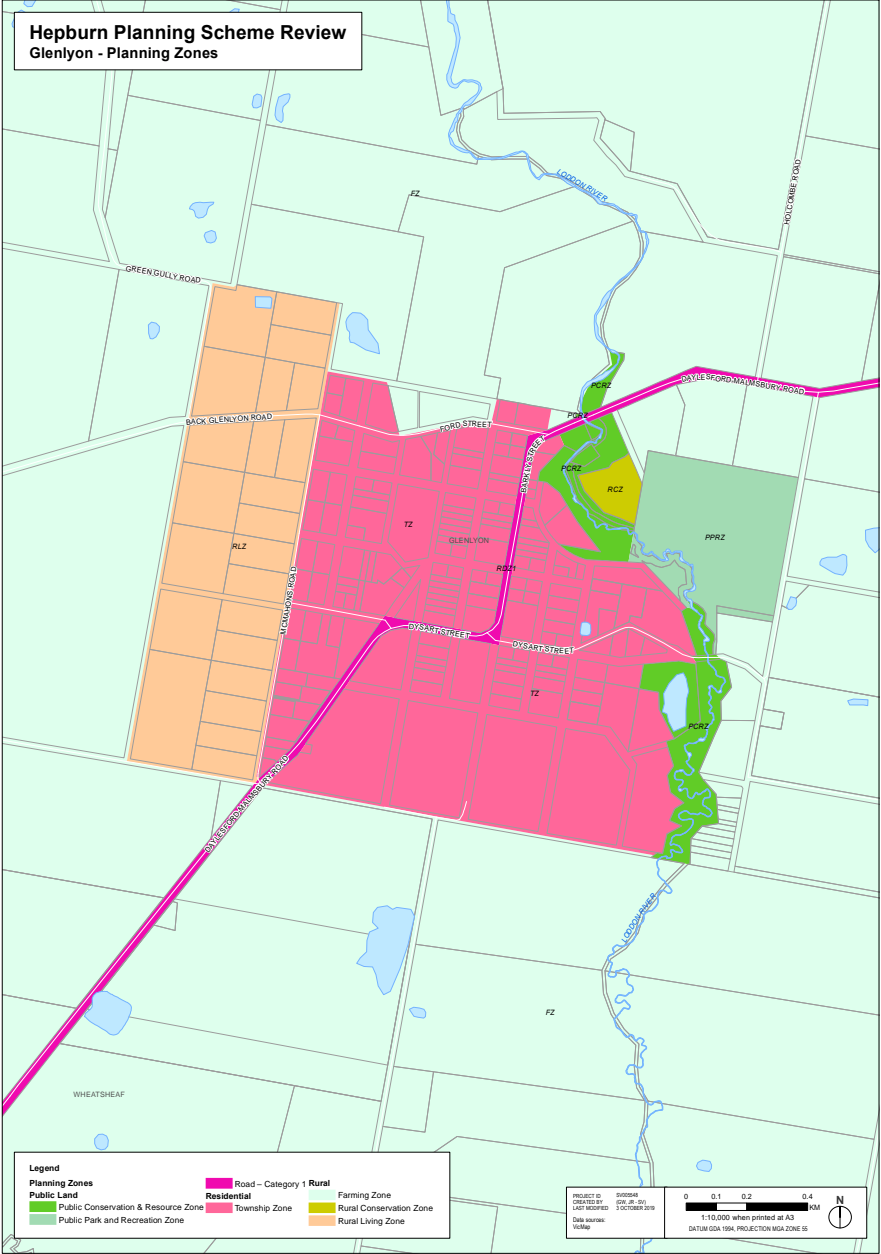


Figure 28: Hepburn Shire – Glenlyon Planning Zones



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