

AGENDA

Ordinary Meeting of Council

6.00pm Wednesday 21 October 2020

Livestreaming at www.bendigo.vic.gov.au/councilmeeting

*** Broadcast live on Phoenix FM 106.7 ***

VENUE:

www.bendigo.vic.gov.au/councilmeeting

NEXT MEETING:

Monday 30 November 2020 - tbc

www.bendigo.vic.gov.au/councilmeeting

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This Council Meeting is conducted in accordance with the Local Government Act 2020 as amended by the COVID-19 Omnibus (Emergency Measures) Act 2020; the Council's Governance Rules and the Council's Election Period Policy.

Council Vision

Greater Bendigo - creating the world's most liveable community.

Council Values

Six values inform everything we as Council do in working together to be the best we can for all of our community.

Seeking to achieve the best value for our use of the community's public funds and resources, by:

- We Lead;
- We Learn;
- We Contribute;
- We Care;
- We Respond;
- We Respect.

Goals

- Presentation and Managing Growth
- Wellbeing and Fairness
- Strengthening the Economy
- Environmental Sustainability
- Embracing our Culture and Heritage
- Lead and Govern for All

ORDINARY MEETING

WEDNESDAY 21 OCTOBER 2020

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CRAIG NIEMANN
CHIEF EXECUTIVE OFFICER

ACKNOWLEDGEMENT OF COUNTRY

PRAYER

OPENING MOTION

That Council:

- a) Notes this meeting is being conducted in accordance with the Local Government Act 2020 as temporarily amended by the COVID-19 Omnibus (Emergency Measures) Act 2020; the Council's Governance Rules and Election Period Policy.
- b) Notes this meeting is being recorded and live streamed via the Council website and via live broadcast on radio Phoenix FM.
- c) Agrees the method of voting on any matter during this meeting will be by show of hands in accordance with Section 13 of Council's Governance Rules.

PRESENT

APOLOGIES/LEAVE OF ABSENCE

PUBLIC QUESTION TIME HAS BEEN SUSPENDED AS REFERENCED IN THE ELECTION PERIOD POLICY

SUSPENSION OF STANDING ORDERS

That Standing Orders be suspended to allow the conduct of the Community Recognition Section.

COMMUNITY RECOGNITION SECTION

RESUMPTION OF STANDING ORDERS

That Standing Orders be resumed.

DECLARATIONS OF CONFLICT OF INTEREST

Pursuant to Sections 77, 78 and 79 of the Local Government Act 1989 (as amended) direct and indirect conflict of interest must be declared prior to debate on specific items within the agenda; or in writing to the Chief Executive Officer before the meeting. Declaration of indirect interests must also include the classification of the interest (in circumstances where a Councillor has made a Declaration in writing, the classification of the interest must still be declared at the meeting), i.e.

- (a) direct financial interest**
- (b) indirect interest by close association**
- (c) indirect interest that is an indirect financial interest**
- (d) indirect interest because of conflicting duties**
- (e) indirect interest because of receipt of an applicable gift**
- (f) indirect interest as a consequence of becoming an interested party**
- (g) indirect interest as a result of impact on residential amenity**
- (h) conflicting personal interest**

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

Councillors are also encouraged to declare circumstances where there may be a perceived conflict of interest.

CONFIRMATION OF MINUTES

Minutes of the Ordinary Meeting of Wednesday 16 September 2020.

The following items were considered at the Ordinary Council meeting held on Wednesday 16 September 2020 at 6:00pm.

Report No.	Item		
2.1	4 Robshaw Street and 217 Wattle Street, Ironbark - Demolition of a Dwelling, 3 Lot Subdivision		
<p>Recommendation: Pursuant to section 61 of the Planning and Environment Act (1987), Council resolve to issue a Notice of Decision to Grant a Permit for demolition of a dwelling, 3 lot subdivision and construction of 2 dwellings at 4 Robshaw Street and 217 Wattle Street, IRONBARK 3550 subject to the conditions at the end of this report.</p>			
2.2	23 Hill Street, Bendigo - Subdivide Land into 3 Lots and Demolition of Outbuilding		
<p>Recommendation: Pursuant to section 61 of the Planning and Environment Act (1987), Council issue a Notice of Decision to Grant a Permit to subdivide land into 3 lots and demolition of outbuilding at 23 Hill Street, BENDIGO 3550 subject to the conditions at the end of this report.</p>			
2.3	17 Echuca Street, Quarry Hill, Partial Demolition and Alteration to Existing Dwelling; Construction of a Second Dwelling on a Lot, Carport and Front Fence; 2 Lot Subdivision and Creation of an Easement		
<p>Recommendation: Pursuant to section 61 of the Planning and Environment Act (1987), Council issue a Notice of Decision to Refuse to Grant a Permit for partial demolition and alteration to existing dwelling; construction of a second dwelling on a lot, carport and front fence; two lot subdivision; and creation of an easement at 17 Echuca Street, QUARRY HILL 3550 on the following grounds:</p> <ol style="list-style-type: none"> 1. The proposal is not in keeping with the character of the area. 2. The proposal will adversely affect the heritage significance of the place and precinct. 3. The proposal represents an over development of the site, with a number of areas of non-compliance with ResCode. 			
2.4	Planning Scheme Amendment C247 - Planning Scheme Review Part 2 Zone and Overlay Updates and Corrections - Consider Authorisation Request		
<p>Recommendation: That Council:</p> <ol style="list-style-type: none"> 1. Requests the Minister for Planning to authorise Council to prepare Amendment C247 to the Greater Bendigo Planning Scheme. 2. When Authorised by the Minister, exhibit Amendment C247 to the Greater Bendigo Planning Scheme giving notification as required for the minimum statutory exhibition 			

period of one month.
 3. Requests the Minister to provide an exemption to notify all landowners and occupiers individually that are affected by the zone and overlay schedule formatting changes due to the minor affect and the large number of landowners.

2.5	Planning Scheme Amendment C261 - Planning Scheme Review Part 3 Heritage Updates and Corrections - Consider Authorisation Request		
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Recommendation:
 That Council:

1. Adopt new heritage citations for 4 places:
 - a. Ascot House: 58-70 Taylor Street Ascot (HO51)
 - b. 57 Green Street California Gully (HO324)
 - c. 45 Palm Avenue, Spring Gully (HO934)
 - d. 147 Kangaroo Gully Road, Kangaroo Flat (HO935)
2. Adopt the updated *Greater Bendigo Heritage Design Guidelines 2020* and the *Greater Bendigo Heritage Incorporated Plan – Permit Exemptions 2020*.
3. Request the Minister for Planning to authorise Council to prepare Amendment C261 to the Greater Bendigo Planning Scheme.
4. When Authorised by the Minister, exhibit Amendment C261 to the Greater Bendigo Planning Scheme.
5. Request the Minister to provide an exemption to notify all landowners and occupiers individually, that are affected by changes to the Incorporated Plan/s.

2.6	Maiden Gully Precinct Structure Plan and Development Contributions Plan		
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Recommendation:
 That Council:

1. Rescind the adoption of the Maiden Gully Precinct Structure Plan (2013).
2. Adopt the Maiden Gully Precinct Structure Plan (2020) (**PSP**), including any minor changes as well as those resulting from the pending Maiden Gully Native Vegetation Precinct Plan (**NVPP**).
3. Adopt the Maiden Gully Development Contributions Plan (2020) (**DCP**), including any minor changes as well as those resulting from the NVPP.
4. In the event that the NVPP necessitates material amendments to the PSP or the DCP, require those plans to be amended and presented to Council once more for approval.
5. Unless (4) applies, support the Director Strategy and Growth, under delegation, requesting the Minister for Planning to authorise the preparation of Amendment C264 to the Greater Bendigo Planning Scheme.
6. When Authorised by the Minister, exhibit Amendment C264 to the Greater Bendigo Planning Scheme, giving notification as required for a minimum period of six weeks.

2.7	Marong Township Structure Plan		
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Recommendation:
 That Council:

1. Adopt the Marong Township Structure Plan.
2. Adopt the Marong Township Structure Plan Background Report.
3. Seek authorisation from the Minister for Planning to prepare a planning scheme amendment to commence implementation of the first stage of the Marong Township Structure Plan.

2.8	Managed Growth Strategy		
<p>Recommendation: That Council:</p> <ol style="list-style-type: none"> 1. Endorse the Managed Growth Strategy Project Brief (Attachment 1). 2. Consider in due course financial and staff assistance to support the project in the 2021/2022 budget. 			
2.9	Public Open Space Contribution Policy - Draft for Adoption		
<p>Recommendation: That Council:</p> <ol style="list-style-type: none"> 1. Adopt the Public Open Space Contributions Policy. 2. Seek authorisation from the Minister for Planning to prepare a planning scheme amendment to implement the contribution rates set out in the Policy. 			
2.10	Proposed Traffic Closure for Part Havlin Street East		
<p>Recommendation: That Council, having considered the submissions received in response to the public notice and letter distribution, resolve to:</p> <ol style="list-style-type: none"> 1. Close Havlin Street East to traffic adjoining Wolstencroft Reserve between Rodney Street and 65 Havlin Street East. 2. Implement the traffic closure as part of Stage 2 redevelopment of Wolstencroft Reserve. 3. Provide public notice and traffic calming in Havlin Street East in the six months leading up to road closure, and traffic calming in adjacent streets upon implementation of road closure. 4. Inform local residents of Council's decision and thank all members of the community for their involvement and consultation. 			
2.11	Traffic Closure of Havlin Street West for the Ewing Park Development		
<p>Recommendation: That Council, following extensive consultation and endorsement of the Ewing Park Development Master Plan:</p> <ol style="list-style-type: none"> 1. Approve the permanent traffic closure of Havlin Street West, maximising the area of land for the park site and its further development. 2. Implement the closure as per the amended plan as part of the next stage of development at Ewing Park 3. Write back to residents and owners informing them of Council's decision. 			
3.1	Peter Krenz Centre Redevelopment Project - Project Scope		
<p>Recommendation: That Council:</p> <ol style="list-style-type: none"> 1. Formally acknowledge and thank the following 10 community members for their commitment and contributions to the Peter Krenz Centre Redevelopment Project Community Reference Group: <ul style="list-style-type: none"> • Alison Bacon; • Andrew Reid; • Charley Daniel; • Colin Lambie; • Dylan Gaffee; • James Sherlock; • Jan MacDonald; 			

<ul style="list-style-type: none"> • Julie Clark; • Phalen Pezzelato; and • Sonya Kilby <p>2. Endorse the Community Reference Group's recommended project guiding principles to guide any future project progression;</p> <p>3. Support further detailed investigation, concept development and business planning for the Community Reference Group's scope and options to maximise performance of the Centre;</p> <p>4. Support this project proceeding to the next stage which includes site concept development and business planning.</p>			
4.1	Itinerant Trading Policy (August 2020)		
<p>Recommendation: That Council:</p> <p>1. Acknowledge the submissions received in response to the public exhibition of the endorsed draft Itinerant Trading Policy.</p> <p>2. Adopt the Itinerant Trading Policy.</p>			
5.1	Appointment of a New Farming and Agribusiness Advisory Committee		
<p>Recommendation: That Council:</p> <p>1. Adopt the revised Terms of Reference for the Farming and Agribusiness Advisory Committee as provided in Attachment 1.</p> <p>2. Endorse commencing an Expressions of Interest process to call for new members of the Farming and Agribusiness Advisory Committee.</p> <p>3. Thank the outgoing committee members for their contribution over their term.</p>			
6.1	Reconciliation Plan 2021-2025		
<p>Recommendation: That Council adopt the City of Greater Bendigo Reconciliation Plan 2021-2025.</p>			
7.1	Procurement Policy Review 2020		
<p>Recommendation: That Council approve the revised Procurement policy.</p>			
7.2	Draft Financial Statements and Performance Statement for the Financial Year Ended 30 June 2020		
<p>Recommendation:</p> <p>1. That the Council on the recommendation of the Audit and Risk Committee:</p> <p style="padding-left: 20px;">a. approve "in principle" the draft Financial Statements and the draft Performance Statement as presented; and</p> <p style="padding-left: 20px;">b. authorise the Mayor, Cr O'Rourke and Cr Alden (or their delegates), as the Finance Committee/Audit and Risk Committee representatives to certify the Financial Statements and the Performance Statement in their final form on behalf of the Council of City of Greater Bendigo.</p> <p>2. The Principal Accounting Officer be authorised to make any non-material changes to the Financial Statements and the Performance Statement that may arise as a result of the audit;</p> <p>3. The Chair of the Audit and Risk Committee be notified of any material changes proposed to be made to any of the Statements so that it may be decided whether the Audit and Risk Committee needs to meet further to consider such proposed changes prior to two Councillors signing off the Statements;</p> <p>4. A copy of the Statements in their final form be forwarded to the members of the Audit</p>			

Committee.			
7.3	Appointment of Independent Member to the Audit and Risk Committee		
<p>Recommendation: That Council:</p> <ol style="list-style-type: none"> 1. Approve the appointment of Mr Stephen Brown to the position of independent member of the Audit and Risk Committee for an initial period of three years, concluding on 30 September 2023 2. Formally acknowledge and thank Mr Graham Bastian for his valuable contribution to the Audit and Risk Committee for the past six years. 			
7.4	Record of Assemblies		
<p>Recommendation: That Council note the record of assemblies of Councillors as outlined in this report.</p>			
10.1	Confidential Section 66 Report		

The unconfirmed minutes have also been posted on the City of Greater Bendigo website pending confirmation at this meeting.

RECOMMENDATION

That the Minutes of the Ordinary Meeting of Council held on Wednesday 16 September 2020, as circulated, be taken as read and confirmed.

1. ANNUAL REPORT 2019/2020

1.1 CITY OF GREATER BENDIGO ANNUAL REPORT 2019 2020

Document Information

Author Aleisha Verwoert-North, Manager Communications, Nathan Morsillo
Manager Financial Strategy and Michael Smyth Manager Business
Transformation

Responsible Director Andrew Cooney, Director Corporate Performance

Purpose

The purpose of this report is for Council to receive the City of Greater Bendigo 2019/2020 Annual Report.

RECOMMENDATION

That Council receive the City of Greater Bendigo 2019/2020 Annual Report.

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**Policy Context**

This Annual Report provides an overview of the functions, achievements and performance of the City of Greater Bendigo with our community, the Government and other key stakeholders.

Preparation of an Annual Report is a requirement of the Victorian Local Government Act 2020.

Sections 98, 99 and 100 of the Act state that a Council must prepare an annual report for each financial year that includes:

- Report of Operations of the Council
- Audited Financial Statement
- Audited Performance Statement.

These three documents and the relevant audit opinions have been combined in the City of Greater Bendigo Annual Report for 2019/2020.

## **Background Information**

All Victorian Councils are required to report under the Victorian Government's mandatory system of performance reporting. The system prescribes performance information to be included in the Annual Report including:

### The Report of Operations;

- A statement of progress in relation to major initiatives;
- A description of Council's operations;
- Results against prescribed Local Government Performance Reporting Framework (LGPRF) service performance indicators;
- Results of the LGPRF Governance and Management Checklist;
- A review of performance against the Council Annual Plan actions;
- Services funded in the budget and members / sectors of the community who receive these services;
- Major capital expenditure, changes and achievements;
- Results against the City of Greater Bendigo Strategic Indicators; and
- Other material relevant to Council activities and community interest.

### Audited Financial Statements

- This statement is determined by Local Government Victoria format requirements.
- The statements have been audited by the Victorian Auditor General's Office (VAGO).

### The Audited Performance Statement:

- A description of the municipal district;
- Results against LGPRF prescribed service performance outcome indicators and measures;
- Results against LGPRF prescribed financial performance indicators and measures;
- An explanation of any material variations between results;
- Results against LGPRF prescribed sustainable capacity indicators and measures.

## **Report**

The Annual Report describes the City's operations throughout the year and highlights achievements. It reports to the Victorian Government, Greater Bendigo residents and the wider community for actions throughout the year on strategic objectives that were set down in the Council Plan for the year, as well as the prescribed information listed above.

## **Consultation/Communication**

### Internal Consultation:

Regular data collection, as part of Council Plan quarterly reporting and the LGPRF reporting requirements have provided the core content.

The Audit & Risk Committee, at the September 2020 meeting have reviewed the draft Financial Statements and the draft Performance Statement for the 2019/2020 financial year prior to final submission to the Victorian Auditor General.

Both the Performance Statement and the Financial Statements have been certified by the Principal Accounting Officer, Chief Executive Officer and two Councillors. These statements were presented to and approved by Council at its Ordinary Meeting on 16 September 2020. Signed opinions were provided by the Victorian Auditor-General's Office.

#### External Communication:

Following consideration by Council, residents will be informed by public notice of the Annual Report's preparation and availability for inspection, subject to COVID-19 restrictions in place. Copies of the Annual Report will be available via the City's website and in hard copy (by post) upon request.

#### Priority/Importance:

To meet legislative requirements) a draft Annual Report, including audited financial statements and reports against LGPRF indicators and outcomes, must be supplied to the Minister for Local Government within four months of the end of the financial year. This year, due to COVID-19, Councils have been given a further two months to complete the Annual Report, which is due to be submitted to the Local Government Minister by 30 November 2020.

#### **Resource Implications**

Printing and design of the Annual Report and relevant advertising are provided for in the 2019/2020 Council budget.

#### **Attachment**

1. City of Greater Bendigo 2019/2020 Annual Report

## 2. RECOGNITION OF RETIRING COUNCILLORS

### 2.1 RECOGNITION OF RETIRING COUNCILLORS

#### Document Information

**Author** Peter Hargreaves, Coordinator Civic and Governance Support

**Responsible Director** Andrew Cooney, Director Corporate Performance

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#### Purpose

The purpose of this report is to acknowledge the service to the community of retiring Councillors Matt Emond and James Williams.

#### Summary

The current Council term expires on October 24, 2020 – the date of the Council Elections. Councillors Emond and Williams have chosen not to seek re-election. This report recognises their service to the Greater Bendigo community.

#### **RECOMMENDATION**

That Council recognise and acknowledge the commitment and achievements of retiring Councillors Matt Emond who has served as a Councillor for Lockwood Ward for since 2016 and James Williams who has served as a Councillor for Whipstick Ward since 2012.

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Policy Context

Community Plan Reference:

City of Greater Bendigo Community Plan 2017-2021:

Goal Lead and
govern for all

Background Information

The October 21 Council Meeting is the last Council meeting for the 2016-2020 term of Councillors and therefore the last meeting for Councillors Emond and Williams who've chosen not to seek re-election. Therefore, it is a fitting opportunity for Council to formally

recognise their years of service to Lockwood and Whipstick Wards and the Greater Bendigo community generally.

Report

Cr Emond has been a Councillor with the City of Greater Bendigo since 2016 and has served as Deputy Mayor in 2019-2020.

Cr Williams has been a Councillor since 2012 and was previously a Councillor with the Shire of Huntly from 1991-92 until Council amalgamations created the City of Greater Bendigo in 1994.

Cr Emond

During his four years as a Councillor, Cr Emond has been particularly interested in preservation of our heritage through the completion of important heritage studies which provide the basis for heritage preservation, furthering the work of the Heritage Advisory Committee as Chair. He has provided strong support for the arts and creative industries through the arts and creative industries strategy - Greater CREATIVE Bendigo, the reignition of the Goldfields World Heritage bid, Kangaroo Flat RSL Soldiers Memorial wall and the continued upgrade of Rosalind Park. Cr Emond took his role and responsibility as a Councillor seriously and has always endeavoured to make decisions that are fair and balanced, taking into consideration all the facts at hand in the interest of the Greater Bendigo community.

Cr Emond served as a Council representative on the following committees during this term:

2019-2020

Arts and Creative Industries Advisory Committee
Bendigo Art Gallery Board
National Chinese Museum of Australia Limited, trading as Golden Dragon Museum
Heritage Advisory Committee
Rosalind Park Recreation Reserve Precinct Advisory Committee
Finance Committee (all Councillors)

2018-2019

Bendigo Art Gallery Board
Bendigo Chinese Association Museum Inc
City of Gastronomy Application Management Team (internal)
City of Gastronomy Application Reference and Advisory Group
Arts and Creative Industries Project Working Group (internal)
Finance Committee (all Councillors)
Heritage Advisory Committee
Rosalind Park Recreation Reserve Precinct Advisory Committee

2017-2018

Arts and Creative Industries Project Working Group (internal)
Bendigo Art Gallery Board
Bendigo Chinese Association Museum Inc
Bendigo Manufacturing Group (BMG)

Farming Advisory Committee (FAC)
Finance Committee (all Councillors)
Heritage Advisory Committee (HAC)
Municipal Association of Victoria (MAV) (deputy rep)
Public Space Plan Steering Committee
Rosalind Park Recreation Reserve Precinct Advisory Committee
Workspace Australia Board

2016-2017

Bendigo Art Gallery Board
Bendigo Manufacturing Group
Farming Advisory Committee
Finance Committee (all Councillors)
Heritage Advisory Committee
Municipal Emergency Management Planning Committee
Rosalind Park Recreation Reserve Precinct Advisory Committee
Workspace Australia Board

Cr Williams

Throughout his two terms as a Councillor, Cr Williams has demonstrated a particular interest in environmental matters (such as water quality in the North Central Catchment including Bendigo Creek), the need for rural connectivity including the development of integrated transport systems and infrastructure to maximise export opportunities for Victorian primary producers, rail and highway upgrades for regional Victoria, Bendigo Airport upgrade and the development of industrial land to cater for Greater Bendigo's existing and expanding manufacturing base. He has been an enthusiastic participant in the Bendigo Livestock Exchange and the Calder Highway Improvement Committee.

Cr Williams served as a Councillor representative on the following committees during this term:

2019-2020

Bendigo Livestock Exchange Stakeholders Group
Calder Highway Improvement Committee
Fosterville Environmental Review Committee
Loddon Mallee Waste and Resource Recovery Group Forum
Rail Freight Alliance
Finance Committee (all Councillors)

2018-2019

Bendigo Livestock Exchange Stakeholders Group
Calder Highway Improvement Committee
Fosterville Environmental Review Committee
Loddon Mallee Waste and Resource Recovery Group Forum
Rail Freight Alliance
Finance Committee (all Councillors)

2017-2018

Bendigo Airport Advisory Committee
Bendigo Livestock Exchange (BLE)

Bendigo Stadium Board Limited (BSL)
Calder Highway Improvement Committee (CHIC)
Epsom Ascot Huntly Structural Flood Mitigation Advisory Group (EAHFMS)
Finance Committee (all Councillors)
Fosterville Environmental Review Committee
Napier Street Upgrade Community Consultation Group

2016-2017

Bendigo Airport Advisory Committee
Bendigo Livestock Exchange
Bendigo Stadium Board Limited
Calder Highway Improvement Committee
Eaglehawk Badminton and Table Tennis Centre
Finance Committee (all Councillors)
Napier Street Upgrade Community Consultation Group
Epsom Ascot Huntly Structural Flood Mitigation Advisory Group
Rosalind Park Recreation Reserve Precinct Advisory Committee

Attachments

Nil

3. PETITIONS AND JOINT LETTERS

Nil.

4. PRESENTATION AND MANAGING GROWTH

4.1 PLANNING SCHEME AMENDMENT C235 (BENDIGO CITY CENTRE HERITAGE STUDY 2020) – CONSIDERATION OF SUBMISSIONS AND REQUEST A PANEL BE APPOINTED

Document Information

Author Philip DeAraugo, Senior Strategic Planner

Responsible Director Bernie O’Sullivan, Director Strategy and Growth

Summary/Purpose

Amendment details: Planning Scheme Amendment C235gben seeks to implement the Bendigo City Centre Heritage Study 2020 by applying the Heritage Overlay to 18 individual heritage places, to remove the Neighbourhood Character Overlay from one place, to include the Statements of Significance as Incorporated documents at Clause 72.04, and to include Volume 2 of the Bendigo City Centre Heritage Study – Stage 1, 2020, as a Background document at Clause 72.08.

Proponent: City of Greater Bendigo

No. submissions: 9 (5 in support and 4 objecting / requesting changes)

- Key issues:
- Extent of the Heritage Overlay on large properties;
 - Justification for heritage controls on post war buildings; and
 - Reduced development potential in areas undergoing significant change.

RECOMMENDATION

That Council request the Minister for Planning appoint an Independent Panel to consider the submissions received during the formal exhibition period.

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**Policy Context**

Council Plan Reference

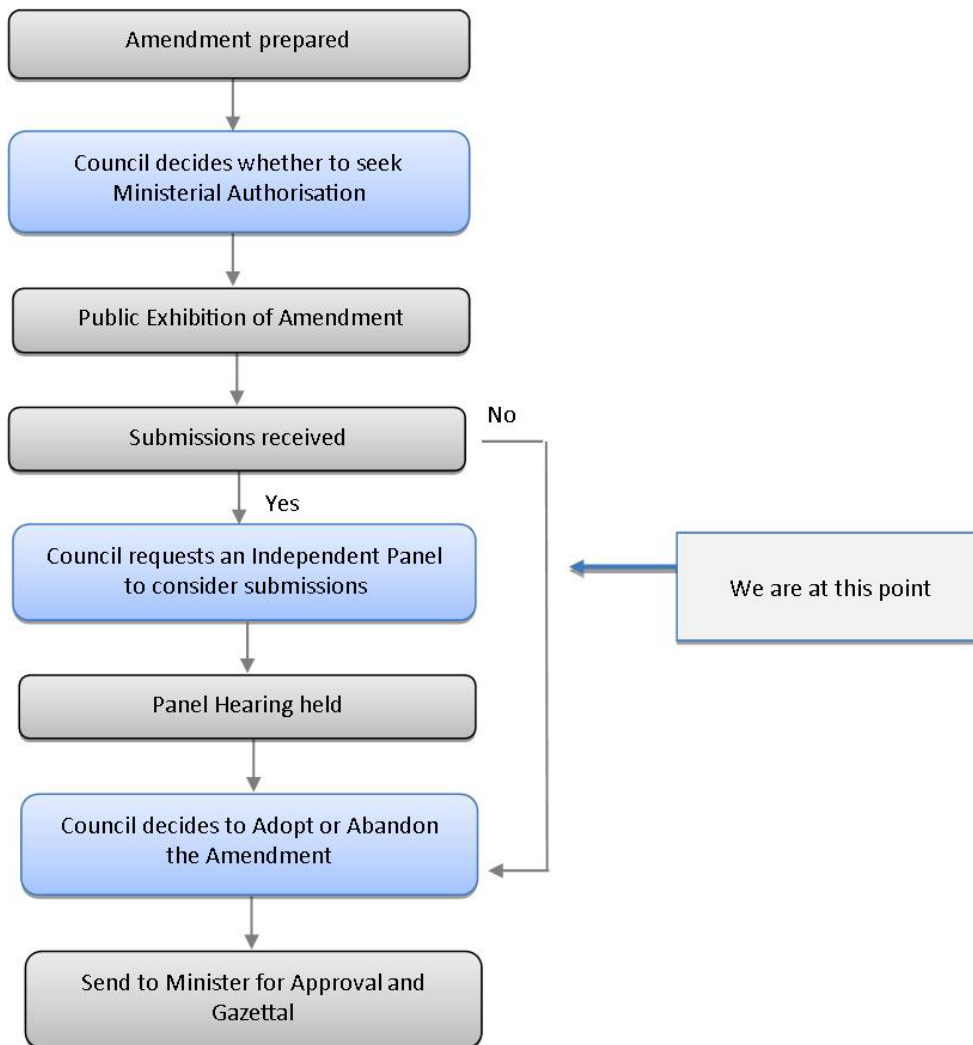
Goal 6: Embracing our culture and heritage  
Objective 6.1 Celebrate our unique heritage

**Strategy Reference**

The Bendigo City Centre Heritage Study – Stage 1, 2020, has been prepared by heritage consultants Context as an independent piece of research to identify, document and protect places found to be of heritage significance. The study area is limited to an area of the Bendigo City Centre where there was limited heritage protection and had not been reviewed since the *Eaglehawk and Bendigo Heritage Study 1993*. It has been prepared to inform the broader based *Bendigo City Centre Plan 2020*. The implementation of heritage studies is principally done through an amendment to the planning scheme to include recommended places in the Heritage Overlay. Once in the planning scheme, landowners, their architects and planners use the relevant Statement of Significance to inform the preparation and consideration of any future planning permit applications.

**Background Information**

The key steps in the Amendment process are summarised below:



## Previous Council Decisions

On 6 May 2020 Council resolved to:

1. Adopt the *Bendigo City Centre Heritage Study – Stage 1, 2020*.
2. Request the Minister for Planning to authorise Amendment C235 to the Greater Bendigo Planning Scheme and when authorised, exhibit the Amendment.

## **Report**

The *Bendigo City Centre Heritage Study – Stage 1* was prepared to identify places of heritage significance in the parts of the City Centre that were not included when the *Eaglehawk and Bendigo Heritage Study 1993* was implemented in the early 1990s. The Study has identified 18 places for inclusion in the Heritage Overlay. Amendment C235gben seeks to do this. In addition, the amendment seeks to remove the Neighbourhood Character Overlay from one place that is proposed to be included in the Heritage Overlay (it is not recommended to use both overlays on the same property), and to include the Statements of Significance and Volume 2 of the Study as Incorporated and Background documents respectively. A future stage of work will look at heritage precincts within the City Centre. Among other things, the precincts review is likely to significantly enhance and elevate the precincts covering View Street and Pall Mall, which many believe to be of State significance, and the Bendigo Station precinct which has an intact cluster of historic railway related buildings and structures.

The *Bendigo City Centre Heritage Study – Stage 1* has been prepared by heritage experts, Context and is an independent piece of work that has been completed to complement and inform the broader focused *Bendigo City Centre Plan*. Working in tandem, both plans will ensure that we continue to identify, protect and celebrate Bendigo's rich built form heritage and ensure that the City Centre continues in its ongoing evolution as a city that acknowledges and respects its past and provides for current and future generations. While it is accepted and regrettable that many fine buildings have been lost over the past 100 years, in recent decades Bendigo has become better known for a much more proactive approach to heritage preservation, restoration and reuse, while also allowing for new contemporary buildings to be constructed where appropriate. As a result, Bendigo is often referred to as a *contemporary city with heritage foundations*. The inclusion of additional places that meet the threshold required to justify heritage protection will further assist in the careful and conservative approach taken to development in the Bendigo City Centre.

The 18 places that C235gben has proposed to be added to the Heritage Overlay are:

1. Vahland Drinking Fountain at William Vahland Place, Bendigo
2. Terraced houses at 8-10 Garsed Street, Bendigo
3. Bendigo Bowl at 159 Hargreaves Street, Bendigo
4. Former Hanro (Australia) Knitting Mill at 165-171 Hargreaves Street, Bendigo
5. Former Federal Coach Factory at 426 Hargreaves Street, Bendigo
6. Former Red Wheel Coach Factory and showroom at 156-158 Lyttleton Terrace, Bendigo
7. Former Edinburgh Tannery shop and warehouse at 259-265 Lyttleton Terrace, Bendigo
8. Former William Holmes Printery at 314 Lyttleton Terrace, Bendigo

9. Former Glasgow Bakery and residence at 322-326 Lyttleton Terrace, Bendigo
10. Former United Ironworks Company buildings at 80-84 Mitchell Street, Bendigo
11. Stables associated with St Andrew's Uniting Church (HO212) at 96 Mollison Street, Bendigo
12. Residence at 56 Mundy Street, Bendigo
13. Former W. D. Mason Glass Merchants building at 25 Queen Street
14. Former Doherty's garage and workers' cottage at 7-9 St Andrews Avenue, Bendigo
15. Bendigo Church of Christ at 35-39 Short Street, Bendigo
16. Former Bendigo Timber Company Store at 106 Williamson Street, Bendigo
17. Former Butt's Hotel at 114 Williamson Street, Bendigo
18. Former Sandhurst C railway signal box at 116 Williamson Street, Bendigo.

### **Consultation/Communication**

Prior to adopting the *Bendigo City Centre Heritage Study – Stage 1*, during March 2020, landowners were provided with a copy of the Statement of Significance prepared for their property and alerted to the proposed planning scheme amendment. Several property owners responded with information on their properties or queried what the Heritage Overlay would mean for them. All were aware that they would have a further formal opportunity to make a submission once the planning scheme amendment was exhibited.

Following the Council resolution to adopt the *Bendigo City Centre Heritage Study – Stage 1* in May 2020, and a request being made to the Minister for Planning, authorisation was granted to prepare and exhibit an amendment to implement the Study's recommendations.

The exhibition period commenced on 23 July 2020, when copies of the Notice, Explanatory Report and relevant Statement of Significance documents were sent to landowners, referral agencies, specified ministers and interested groups, including the Bendigo Branch of the National Trust of Australia (Victoria).

Public Notices were placed in the Bendigo Advertiser on 29 July and 1 August 2020, and in the Government Gazette on 30 July 2020.

All information was put on the City's and Department of Environment, Land, Water and Planning's websites from 30 July 2020.

Normally a copy of the amendment is made available at the City's Customer Service Centre, however due to COVID-19 restrictions this was not possible and is currently not required. In this instance with only 18 properties affected, it was possible to send a hard copy of the documentation to all landowners. This has ensured that people have been able to adequately consider the impacts of the proposed amendment on them and to contact the City should they have needed further information.

As a result of the formal exhibition of the Amendment, nine submissions have been received, two of which were received after the closing date (of 31 August 2020) but in time to include in this report. All nine submissions are summarised below.

Submissions from property owners or their representatives.

| <b>Submission 1: Owner of a part of the former Hanro (Australia) Knitting Mill at 165-171 Hargreaves Street, Bendigo (received 4/8/20)</b>                                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                           |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Supports/Objects</b>                                                                                                                                                                                                                                                                                                     | <b>Officer Response &amp; Recommendation</b>                                                                                                                                                                                                                                                                                                                                                              |
| <p><u>Supports</u></p> <p>Clarification was sought as to the extent of the proposed overlay. Once it was confirmed that it only included the building fronting Hargreaves Street (as the property extends to Hopetoun Street) the owner confirmed that they were happy with the amendment as proposed.</p>                  | <p>The Statement of Significance only relates to the building fronting Hargreaves Street. While it is common for the Heritage Overlay to be applied to an entire property, in this instance the property has been strata-titled and there is a clear and logical boundary to enable the overlay to be contained to the relevant parcels.</p> <p><u>Recommendation:</u><br/>No further action required</p> |
| <b>Submission 2: Owners representative of a part of the former Hanro (Australia) Knitting Mill at 165-171 Hargreaves Street, Bendigo (received 5/8/20)</b>                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                           |
| <b>Supports/Objects</b>                                                                                                                                                                                                                                                                                                     | <b>Officer Response &amp; Recommendation</b>                                                                                                                                                                                                                                                                                                                                                              |
| <p><u>Supports</u></p> <p>Clarification was sought as to the extent of the proposed overlay. Once it was confirmed that it only included the building fronting Hargreaves Street (as the property extends to Hopetoun Street) the owner's representative confirmed that they were happy with the amendment as proposed.</p> | <p>Being a strata-titled property there are numerous owners spread across the larger site. The issue raised is the same as with Submission 1.</p> <p><u>Recommendation:</u><br/>No further action required</p>                                                                                                                                                                                            |
| <b>Submission 3: Spiire on behalf of the owners of the former Butts Hotel at 114 Williamson Street, Bendigo (received 26/8/20)</b>                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                           |
| <b>Supports/Objects</b>                                                                                                                                                                                                                                                                                                     | <b>Officer Response &amp; Recommendation</b>                                                                                                                                                                                                                                                                                                                                                              |
| <p><u>Requests Changes</u></p> <p>The heritage significance of the building is not disputed, however it is requested that the extent of the overlay be reduced to just footprint of the older building facing McLaren and Williamson Streets,</p>                                                                           | <p>The building is a part of a much larger landholding and as such the proposed overlay was reduced to just relate to the older building and some curtilage to its north to ensure consideration is given to</p>                                                                                                                                                                                          |



| <b>Submission 3: Spiire on behalf of the owners of the former Butts Hotel at 114 Williamson Street, Bendigo (received 26/8/20)</b> |                                                                                                                                                                                                                                         |
|------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Supports/Objects</b>                                                                                                            | <b>Officer Response &amp; Recommendation</b>                                                                                                                                                                                            |
| as much of the remainder of the building has been modified.                                                                        | <p>the buildings setting and the importance of maintaining some separation from any new building. It is considered that the current extent of the proposed overlay is appropriate.</p> <p><u>Recommendation:</u><br/>Refer to Panel</p> |

| <b>Submission 4: Spiire on behalf of the owners of the former Bendigo Timber Company Store at 106 Williamson Street, Bendigo (received 26/8/20)</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
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| <b>Supports/Objects</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | <b>Officer Response &amp; Recommendation</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <p><u>Objects</u></p> <p>The owners object to the application of the Heritage Overlay to the building and have provided a report from Lovell Chen Architects and Heritage consultants that challenge the justification for its inclusion. They argue that the Heritage Study has not adequately established the heritage significance of the subject building; that the subject building does not contribute to, or enhance, the heritage character of the city; and that adequate justification has not been established for imposing potentially onerous controls on the future use and development of the land.</p> <p>The submission notes that this property is part of a much larger land holding that is currently being considered for a major redevelopment which had anticipated the demolition of the subject building.</p> | <p>This is another case of where the proposed extent of the Heritage Overlay has been reduced to cover only the building that is believed to be significant, rather than the larger property holding. While the merits of the submission are best left to be determined by the Panel on the advice of the two heritage firms, it should be noted that although post-war development was not explored in the Greater Bendigo Thematic Environmental History, it has since been identified as a gap that needs to be examined. The submission also acknowledges that the property is likely to satisfy one of the seven criteria (Criterion E) required to justify inclusion in a Heritage Overlay.</p> <p><u>Recommendation:</u><br/>Refer to Panel</p> |

| <b>Submission 5: Owners representative of the Stables associated with St Andrew's Uniting Church (HO212) at 96 Mollison Street, Bendigo (received 28/8/20)</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Supports/Objects</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | <b>Officer Response &amp; Recommendation</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| <p><u>Requests changes</u></p> <p>It is agreed that the heritage significance of the stables warrant the application of the Heritage Overlay, however it is requested that the extent of the overlay be reduced to the stables and a 5m curtilage, rather than the entire property parcel.</p> <p>It is requested that the schedule to the Heritage Overlay be amended to also allow for prohibitive uses of the stables, as some additional flexibility is needed to ensure the stables can be reused rather than just conserved.</p> <p>It is requested that the existing Heritage Overlay (HO212) be amended to remove the overlay from the 1960s brick veneer dwelling as it has no heritage significance.</p> <p>Confirmation is also sought that the heritage consultants visited the site in person as part of their research, and that the owners address be updated.</p> | <p>While it is usual practice to apply the Heritage Overlay to the entire parcel of land that the building sits on, in certain circumstances it makes sense to reduce it in area. This is one example where it may be acceptable to reduce the area.</p> <p>Given the uniqueness of the building and its location it is agreed that some additional flexibility is needed and that 'prohibited uses' could be considered.</p> <p>While there is no objection to this change, it is not able to be done as part of this amendment as the issue wasn't investigated or exhibited. It is understood that Uniting are considering an amendment to update the planning controls applying to their site, which could be progressed independently or as part of the larger Bendigo City Centre Plan amendment in 2021. The change to HO212 could be considered as part of this future amendment.</p> <p>It is confirmed that Context undertook a guided site visit in November 2019. Updated address details have been forwarded to the relevant officers and the City's records have been corrected.</p> <p><u>Recommendation:</u><br/>Refer to Panel</p> |

| <b>Submission 6: National Trust of Australia (Victoria) Bendigo &amp; District Branch (received 31/8/20)</b>                                                                                                                                                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Supports/Objects</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                       | <b>Officer Response &amp; Recommendation</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| <p><u>Supports</u></p> <p>Support for the Bendigo City Centre Heritage Study – Stage 1 and its recommendations.</p> <p>The submission recommends that in addition to the current amendment that the other actions be progressed.</p> <p>The submission raises concerns that external paint controls are not proposed; that earlier drafts of the study were not released for public comment; that some sites were missed; and that 13 sites be considered for assessment.</p> | <p>While the primary action in the Study relates to including the 18 places in the Heritage Overlay (through this amendment), there are a number of other actions that need to be included in future work plans. These have been forwarded to the City’s Heritage and Amendments team who are now responsible (the Heritage Planner resource moved from RSD to Statutory Planning earlier in 2020)</p> <p>External paint controls are not considered necessary, as a planning permit will be triggered should the painting of an unpainted place be considered once the building is covered by the Heritage Overlay.</p> <p>The development of any study evolves as the information is researched and refined by independent experts to complete a final report. Further, the affected property owners were provided an opportunity to comment on draft recommendations for their individual site. No National Trust sites were identified in the 18 recommended individual listings, however, all of the community is able to comment during the exhibition process.</p> <p>The site identified as being missed is already covered by a Heritage Overlay and therefore was not in the study area. The sites recommended for assessment will be reviewed as part of Stage 2.</p> <p><u>Recommendation:</u><br/>No further action required</p> |

| <b>Submission 7: Owner of Bendigo Bowling Centre at 159 Hargreaves Street, Bendigo (received 1/9/20)</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
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| <b>Supports/Objects</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | <b>Officer Response &amp; Recommendation</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| <p><u>Objects</u></p> <p>The owner objects to the application of the Heritage Overlay to the building and queries the justification for its inclusion given its lack of connection to the more recognisable heritage elements relating to the gold rush and Victorian era buildings.</p> <p>The owner notes the general decline in popularity of bowling and the unprofitability of the business. Adding further constraints to the property are likely to result in extreme financial distress.</p> <p>The site is in an area undergoing significant change, including the two new three storey buildings opposite at Bendigo TAFE, the planned redevelopment of Bendigo fire station and the new Bendigo Court development. The bowling alley site will not be consistent with its surroundings, but instead has the potential to be a blemish on the area.</p> | <p>As with Submission 5 it is noted that although post-war development was not explored in the Greater Bendigo Thematic Environmental History, it has since been identified as a gap that needs to be examined.</p> <p>Context has stated that this is one of only a handful of remaining purpose-built bowling alleys of this style left in Victoria. This highlights the decline in popularity of the sport, and it is a challenge given how hard it would be to repurpose the building without losing its connection to its bowling use. If a place is special enough that it should be protected, then it should be, but the human and financial implications need to be acknowledged.</p> <p>It is accepted that this area is undergoing significant change and there is substantial redevelopment occurring nearby. This is not a reason to not apply heritage controls, as they in themselves are not intended to stop sensitive redevelopment of buildings to meet contemporary uses, building standards and community needs, but it is made somewhat more difficult due to the construction and design of the purpose-built bowling alley.</p> <p><u>Recommendation:</u><br/>Refer to Panel</p> |

Submissions from Government Ministers, authorities and agencies.

| <b>Submission 8: Country Fire Authority as a relevant agency (received 7/8/20)</b> |                                               |
|------------------------------------------------------------------------------------|-----------------------------------------------|
| <b>Supports/Objects</b>                                                            | <b>Officer Response &amp; Recommendation</b>  |
| <p><u>Supports</u></p> <p>The CFA noted that they do not have any</p>              | <p>On receipt of the submission a copy of</p> |

| <b>Submission 8: Country Fire Authority as a relevant agency (received 7/8/20)</b>                                                                      |                                                                                                                                |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------|
| <b>Supports/Objects</b>                                                                                                                                 | <b>Officer Response &amp; Recommendation</b>                                                                                   |
| objection to the amendment, however also noted that the responsibility for the Bendigo City Centre now sits with the newly formed Fire Rescue Victoria. | the amendment and the CFA letter was sent to Fire Rescue Victoria.<br><br><u>Recommendation:</u><br>No further action required |

| <b>Submission 9: DELWP on behalf of the Minister for Energy, Environment and Climate Change, the Minister administering the Conservation, Forests and Lands Act 1987 (received 3/9/20)</b> |                                                      |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------|
| <b>Supports/Objects</b>                                                                                                                                                                    | <b>Officer Response &amp; Recommendation</b>         |
| <u>Supports</u><br>Supports the amendment.                                                                                                                                                 | <u>Recommendation:</u><br>No further action required |

### Discussion

The key issues identified in the submissions generally relate to the extent of the proposed Heritage Overlay on large properties, whether heritage controls are appropriate in Bendigo for post war development and the impact that the controls would have on properties in areas that are undergoing significant change.

### Extent of the proposed Heritage Overlay

As indicated in the response to submissions, the extent of the Heritage Overlay has been reduced in several cases from the standard practice of applying it to the entire property, to a smaller parcel or a logical boundary. In some circumstances a curtilage (an area surrounding a building or structure) has been nominated to ensure that the significance of the place can be considered beyond the building or structure itself. A good example is the Vahland Drinking Fountain, where the space around the structure and its setting is critical to protecting its significance. This approach has been used for the two places in Williamson Street that were the subject of submissions. In the first instance, the curtilage extends beyond the northern elevation of the former Butts Hotel to provide some protection to the buildings northern façade and windows, and to ensure consideration is given to providing some separation to the historic building should a new building be proposed to be built alongside. In the second instance, as per the citation, the proposed Heritage Overlay only includes the former Bendigo Timber Company building (currently Forty Winks) and the verandah that sits within the road reserve. In this instance it is believed that the verandah's design is integral to the building. The car park at the rear and the adjacent Drummond Golf store are not included in the overlay despite being a part of the property.

A further request has been made to reduce the extent of the Heritage Overlay to the Stables on the St Andrew's site in Myers Street. The reason the entire property parcel was chosen for the overlay related to the linking the proposed heritage overlay with the current heritage overlay (over much of the church's Myers Street site). It is accepted that this may not be necessary to achieve the ultimate aim of protection of the stables, and that a smaller curtilage may be acceptable. This position will be put to the Panel.

### Post war development

Two of the submissions query if it is appropriate to apply the Heritage Overlay to post war development when it has not been raised in the Thematic Environmental History 2013 (TEH) that has been prepared for Greater Bendigo.

The TEH explores the themes that have shaped Greater Bendigo as we know it today. It is a study that takes a broader view of our development so that places, sites, landscape and events can be understood as part of a historic pattern rather than as isolated buildings or individual phenomena. Different themes have shaped our history, heritage, land use and development. The TEH was prepared by Lovell Chen Architects and Heritage Consultants.

While it is acknowledged that there is little reference to post war or modernist development in the TEH, it has since been identified as a gap that needs exploring. In the absence of such information it is necessary to take a cautious approach to ensure that the city does not lose any places worthy of protection. Likewise, it is necessary for the City to invest resources to complete such an investigation to ensure that good decisions can be made on development from this era as not all post war development will meet the thresholds for protection. This issue is likely to be the most contested at the Panel hearing.

### Heritage controls limiting future development

This issue is raised in two submissions; the former Bendigo Timber Company building and the Bendigo Bowling Centre.

The former Bendigo Timber Company building is now part of a significant land holding of around 10,000sqm that includes three street frontages. The majority of the site is identified in the *Bendigo City Centre Plan* as a Strategic Redevelopment Site, excluding the former Bendigo Timber Company, Drummond Golf and the former Butts Hotel. The former Bendigo Timber Company building (Forty Winks) and Drummond Golf was in a separate ownership at the time of the study and was not considered critical to a major redevelopment in the precinct. The former Butts Hotel was clearly believed to be of heritage significance and was excluded on that basis.

The landowners have recently lodged an application for a large-scale hotel development on the site, with the latest version of plans including the demolition of the former Bendigo Timber Company building. While the building is not currently covered by the Heritage Overlay, given this amendment is sufficiently progressed it does need to be considered. While being covered by the Heritage Overlay does not preclude consideration of demolition, it does require considerably more justification, particularly when it is a place identified as individually significant. Often, redevelopment of places covered by the Heritage Overlay result in the partial demolition of the less significant elements of a place. In this instance, the submitters argue that this approach would result in a less than satisfactory outcome for both the parts of the building to be retained and for the new development.

This issue is further complicated as the decision to purchase the property was made at a time when no heritage controls were in place and the theme of post war development was not referenced in the TEH. Unfortunately, this is unavoidable at times, as planning controls such as the Heritage Overlay are only updated after a study has been completed. There is always a risk that planning controls will change from the time that a property is purchased to the time when a planning approval is sought, and this risk is increased whenever purchasing a property with an existing building on it. This issue will be discussed in greater detail at the Panel hearing.

The owners of the Bendigo Bowling Centre face a similar issue, in that there is still some debate as to the heritage importance of post war development in Bendigo. However, in this case there is the complexity of having a purpose-built property for an activity that is in decline. The rarity of their property is due to this decline and the fact that other examples across the State have since been demolished and sites redeveloped. Many other purpose-built properties can be easily adapted to accommodate new uses, but the elevated design of bowling centres creates a street interface that would not be supported today. That is not an argument for its removal, but rather a demonstration of the challenges that lie ahead for this property should bowling activity continue to decline.

As mentioned in the submission relating to the Bendigo Bowling Centre, they are in a precinct that is undergoing some significant redevelopment and their single storey post war building may end up being inconsistent with the more contemporary development and preservation of much older heritage buildings. Once again, this will be an issue to be debated at the Panel Hearing.

#### Further research provided

A final issue relates to the former Doherty's garage and worker's cottage at 7-9 St Andrews Avenue, Bendigo. While the heritage value of the intact former Doherty's garage is not disputed, further research has found that the worker's cottage is not a remodelling of an earlier mid-Victorian cottage that was originally on the site, but rather it is likely to have been built inter / post war in the style of a worker's cottage. The further research includes aerial photographs showing slightly different building footprints and roof forms, evidence of bricks being from a later period and building details such as concrete lintels that were not used in earlier buildings. This information will be presented to the Panel.

## Conclusion

The proposed application of the Heritage Overlay is based on an independent and well researched report commissioned by the City. It has been prepared in accordance with the relevant planning practice notes. It is recommended that Council support the officer recommendations for the submissions received and request the Minister for Planning to appoint an Independent Panel to hear the outstanding submissions.

## Options

Section 23(1) of the *Planning and Environment Act 1987* requires that in consideration of submissions received in relation to an Amendment, the Council must either:

- Change the Amendment in the manner requested by the submitters and adopt the Amendment with changes; or
- Refer the submission(s) to an Independent Panel appointed by the Minister; or
- Abandon the Amendment, or part of the Amendment.

Section 22(2) of the *Planning and Environment Act 1987* advises that Council has the option of accepting late submissions, but must do so if requested by the Minister for Planning.

It is recommended that the late submissions be accepted and a Panel be requested to hear submissions that are outstanding.

## Resource Implications

The City is responsible for payment of statutory fees and costs incurred in the processing of the Amendment. This will include additional estimated costs of \$20,000 associated with the holding of a panel.

## Attachments

- Submissions – Nine individual submissions
- Explanatory report



**4.2 PLANNING SCHEME AMENDMENT C255 - LA TROBE UNIVERSITY  
REZONING OF SURPLUS LAND, SUBMISSION TO GOVERNMENT  
LAND PLANNING SERVICE**

**Document Information**

**Author Rebecca Fisher, Planner - Amendments**

**Responsible Director Bernie O’Sullivan, Director Strategy and Growth**

**Summary/Purpose**

Urbis, on behalf of La Trobe University, is seeking an amendment to the Greater Bendigo Planning Scheme through the Government Land Planning Service. The proposed amendment is currently on exhibition for public comment.

The land affected adjoins the Bendigo Athletics Track.

- Amendment details: The Amendment proposes to:
- Rezone 2 Osborne Street, Flora Hill from Public Use Zone 2 Education (PUZ2) to Residential Growth Zone (RGZ).
  - Apply the Development Plan Overlay to the site.
  - Apply the Heritage Overlay to part of the site.

Proponent: La Trobe University

- Key issues:
- Key Residential Development Site.
  - Urban design and heritage outcomes.
  - Community consultation.
  - No changes made since previous feedback provided.

**RECOMMENDATION**

That Council make a submission regarding Planning Scheme Amendment C255 to the Government Land Planning Service based on the position outlined in this report.



**Policy Context**

City of Greater Bendigo Community Plan 2017 – 2021

Goal 4: Presentation and managing growth

- Planning, developments and infrastructure that increase our liveability and pride in where we live.

Goal 6: Embracing our culture and heritage

- Recognise and celebrate our unique history and diverse cultures.

### **Background Information**

The subject land at 2 Osborne Street, Flora Hill has been identified by La Trobe University as surplus to education requirements and needs to be rezoned from the redundant Public Use Zone 2 - Education, in order to be sold to a non-government purchaser. The land has been identified as a Key Residential Development Site in the *Greater Bendigo Residential Strategy* (2014) and the *Greater Bendigo Housing Strategy* (2016).

In 2016 a request was received from Urbis, acting on behalf of La Trobe University, to amend the Greater Bendigo Planning Scheme. The Amendment proposed to rezone the land at 2 Osborne Street and 40 Retreat Road, Flora Hill, to the Residential Growth Zone and apply the Development Plan Overlay. In response, the City requested further information before a report could be put to Council requesting authorisation to proceed with the Amendment. Amongst other items, this included that the rezoning of the athletics track be removed from the Amendment and that a Heritage Overlay be applied to the historic house on the property.

In early 2019 an agreement was reached between the City and La Trobe, which enabled the land to be subdivided and the City to purchase the athletics track portion of the land. The Amendment was revised to exclude the athletics track land and only apply to the newly created 7.37ha Lot 1 PS712432A and adjoining 9,430sqm road reserve (Refer to Figure 3). The Amendment included application of the Residential Growth Zone, a Development Plan Overlay and a Heritage Overlay on the existing heritage dwelling (*Eumana*).

The rezoning of the athletics track to Public Park and Recreation Zone (PPRZ) is being undertaken as part of Planning Scheme Amendment C247.

On 1 July 2019 the applicant advised the City that they intended to progress the Amendment through the Government Land Planning Service (GLPS) process as they determined that this would be the most efficient process to facilitate the disposal of the surplus land, with the process estimated to take 6-8 months. The applicant requested a letter of support from the City for undertaking this process. On 18 September 2019 Council resolved to provide a conditional letter of support for the Planning Scheme Amendment to be undertaken by the Government Land Planning Service.



**Figure 1:** The Government Land Planning Service Amendment process.

The letter included feedback that the City had already provided to the applicant regarding the proposal, particularly that a strategic framework should be prepared to support the application of the Development Plan Overlay, as the plans provided did not contain enough detail for potentially impacted neighbours to provide considered feedback on the proposal. It was considered that this information was particularly important as third party review rights would be removed in the Residential Growth Zone and Development Plan Overlay.

On 22 November 2019 Urbis advised the City that they had requested the Minister for Planning (via the GLPS) to prepare and adopt Planning Scheme Amendment (C255gben) under Section 20(4) of the *Planning and Environment Act 1987* (this allows for reduced third party notification and Ministerial approval without Council adoption). A copy of the amendment documents was provided to the City, (see Attachment 1 – Explanatory Report), which showed no change had been made to the proposal in response to the feedback provided.

On 27 March 2020 the Minister for Planning notified the City that he had decided to refer the planning scheme amendment to the Government Land Standing Advisory Committee for advice and that the Department of Environment, Land, Water and Planning (DELWP) would work with Planning Panels Victoria on the exhibition and public hearing for the proposal.

On 28 July 2020 the City received a request from DELWP for the information required in order to give notice of the proposed amendment to the impacted community. The requested information has been provided, with the exhibition period to start on 28 September 2020 and with submissions due by 20 November 2020.

Previous Council Decisions

- 22 October 2014      Council resolved to adopt the Greater Bendigo Residential Strategy.
- 31 August 2016      Council resolved to adopt the Greater Bendigo Housing Strategy.
- 14 December 2016    Council resolved to purchase the Latrobe University Bendigo Athletics Centre.

18 September 2019 Council resolved to provide a conditional letter of support for the Planning Scheme Amendment to be undertaken by the Government Land Planning Service.

## Report

The Government Land Planning Service (GLPS), formerly known as the Fast Track Government Land Service, supports the Minister for Planning in assessing proposals to:

- Change planning provisions relating to Victorian Government land;
- Reserve land proposed to be owned by the Victorian Government in the future, or
- Facilitate the delivery of priority projects on Victorian Government land.

This includes ensuring that appropriate planning provisions are in place on government land, correcting anomalies and updating planning provisions to accurately reflect planning use and development.

The Planning Scheme Amendment is being considered by the Government Land Standing Advisory Committee (Advisory Committee). The Advisory Committee provides independent advice on the planning proposal to the Minister for Planning.

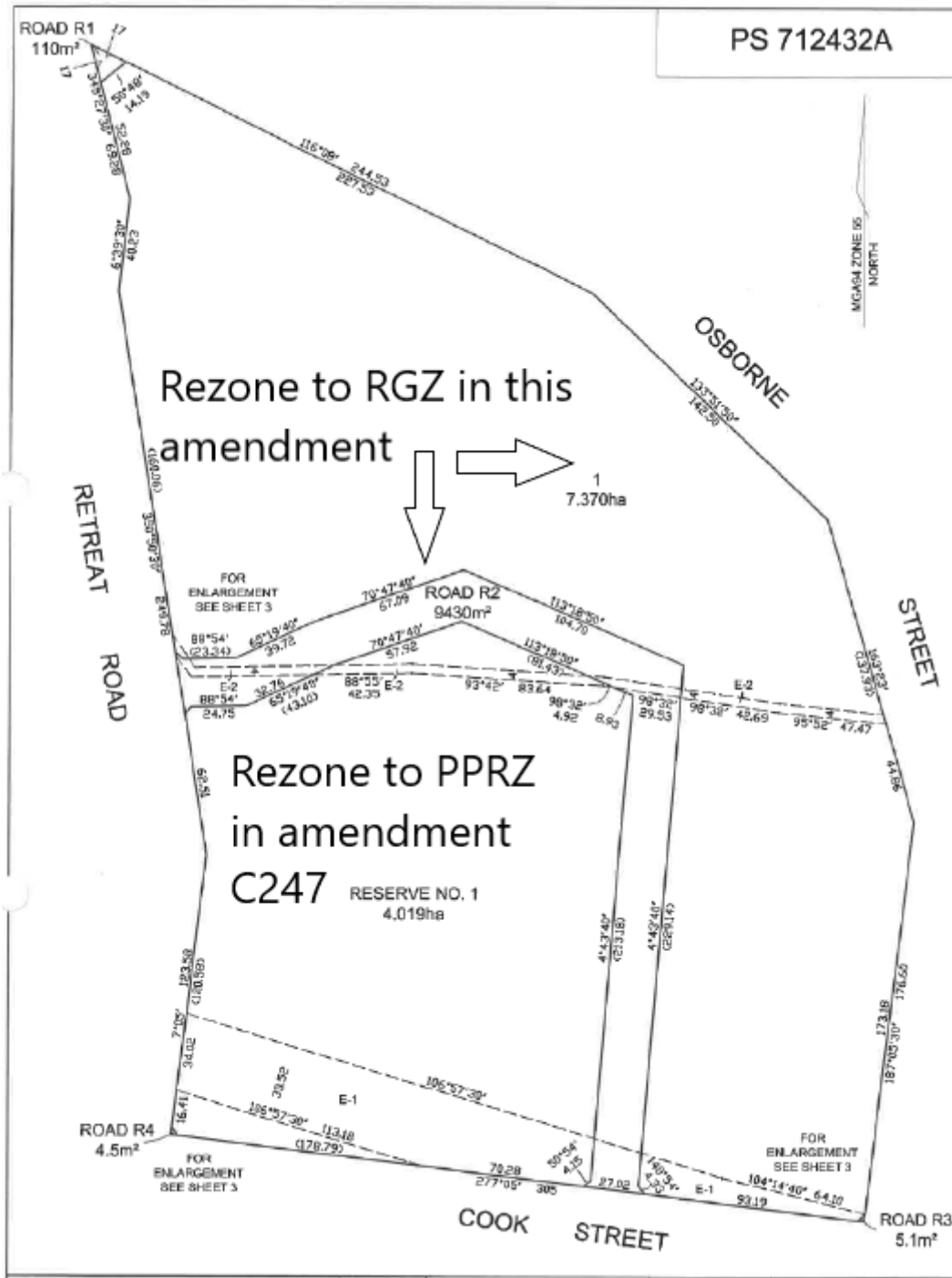
### Land Affected by the Amendment

The subject site is a 7.37ha lot known as Lot 1 PS712432A, 2 Osborne Street, Flora Hill. The rezoning will also apply to the adjoining Council owned, unnamed road reserve which separates the subject site from the athletics track to the south-west. The road is required to be constructed by the developer as a part of the future development of the site (see Figures 2 and 3 below).

Located at the corner of Osborne Street and Retreat Road, the site was the location of the former Bendigo Teachers' College and the residence known as *Eumana* (see Attachment 2 – *Eumana* Heritage Place Statement of Significance). *Eumana* has been retained and a Heritage Overlay is proposed to protect the residence and driveway, with a 10m curtilage to the residence and includes 2 significant Oak trees as a part of this Amendment (see Figure 4 below). All other buildings on the site have already been removed.

The site is within the established residential area of Flora Hill. Adjoining properties are zoned General Residential Zone and contain predominantly single storey, detached dwellings with low or no front fences and landscaped front gardens. There has been a small amount of densification in the area by way of unit developments along the eastern side of Osborne Street.

There are no existing overlays on the subject site. Part of the property is an 'area of cultural heritage sensitivity' due to the presence of two identified Scarred trees along the northern property boundary (see Figure 5 below). Part of the property is in a designated bushfire prone area (see Figure 6 below).



**Figure 2:** The subdivision to create the road reserve and separate the athletics track from the balance of the lot has been completed. Lot 1 and Road R2 are proposed to be rezoned in this amendment. Reserve No 1 (athletics track) is proposed to be rezoned in Amendment C247.





Figure 3: An aerial view of the subject site.



Figure 4: The proposed Heritage Overlay will be applied to the residence and driveway, with a 10m curtilage to the residence and includes 2 significant Oak trees.





**Figure 5:** Part of the property is an ‘area of cultural heritage sensitivity’ due to the presence of two Scarred trees.



**Figure 6:** Part of the property is in a designated bushfire prone area.

What the Amendment does

The Amendment proposes to:

- Rezone 2 Osborne Street, Flora Hill from Public Use Zone 2 Education (PUZ2) to Residential Growth Zone (RGZ);
- Apply the Development Plan Overlay Schedule 30 to the site (see Attachment 3);
- Apply the Heritage Overlay to part of the site;

as shown in the maps in Attachment 4 – Planning Scheme Maps.

The proposed Development Plan Overlay Schedule has been prepared specifically for the subject site and seeks to achieve the following:

- A high quality, integrated residential development that capitalises on the existing features of the site, and adopts a form and density that is consistent with the identification of the site as a key infill and major development site.
- Ensure that the new development provides reasonable internal and external amenity for future residents without compromising the amenity of adjacent community uses.
- Facilitate a high quality landscape outcome that integrates with the overall layout and design of the site and recognises and protects existing significant vegetation.
- Requires future planning permits to require a condition needing a certificate of environmental audit or a statement from an environmental auditor before use or development associated with a sensitive use commences.
- Requires the provision of a Kangaroo Management Plan and a Construction Management Plan before the commencement of works or development.

The schedule includes an Indicative Framework Plan (see Figure 7 below) which shows approximately where dwelling heights would be limited to two stories, as opposed to the maximum four stories permissible by the Residential Growth Zone.

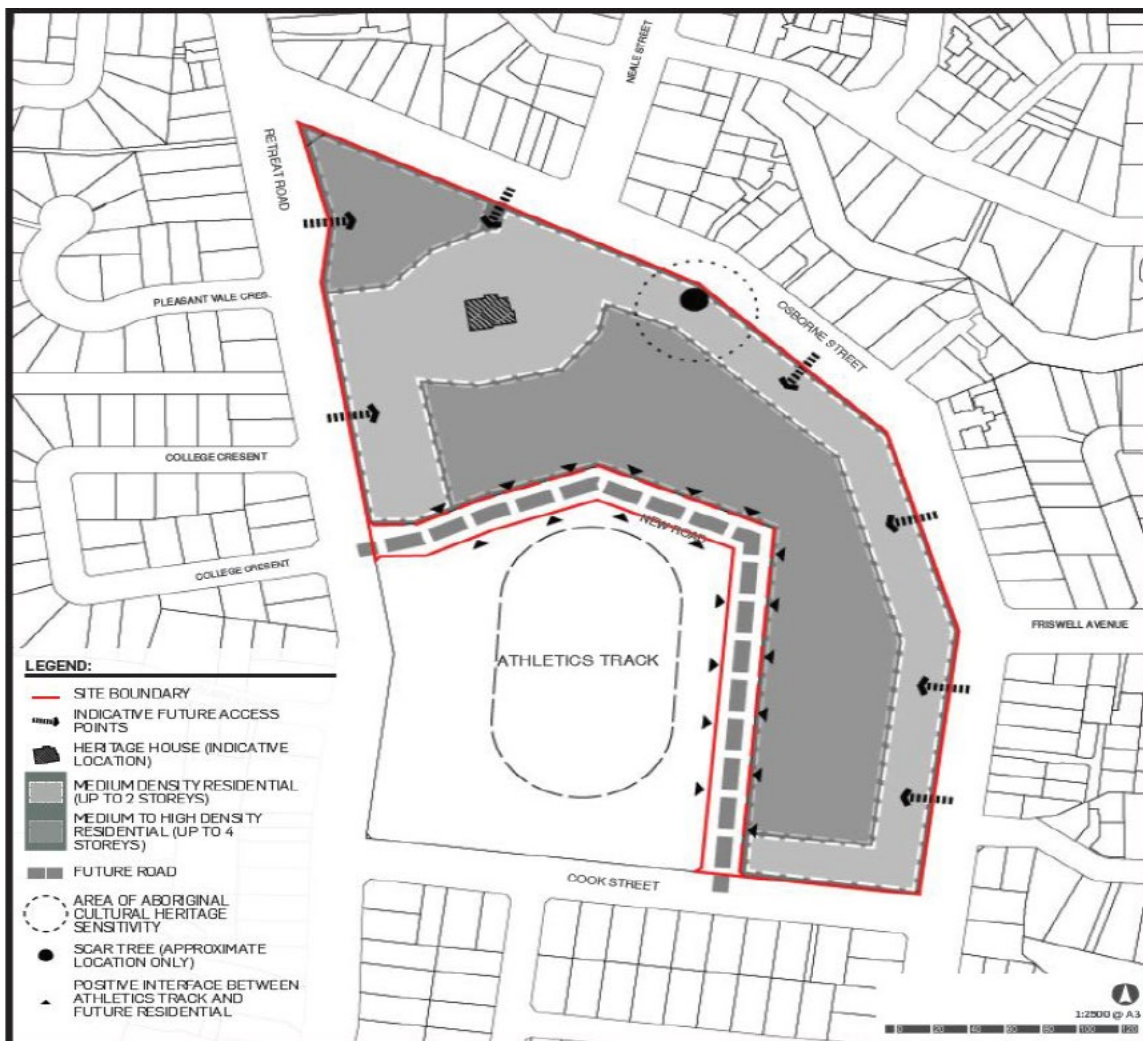


Figure 7: Indicative Framework Plan as proposed in Development Plan Overlay Schedule.



## Social, Economic and Environmental Impacts

### *Social Impacts*

The Amendment will help facilitate the availability of medium density housing for the community on a site that has been identified as suitable for infill development. The site is accessible to a range of commercial and community facilities including education and public transport with two bus routes running past the site and Bendigo railway station being located approximately 1.7km from the site.

Future development of the site may lead to increased traffic in the area. A Traffic Impact Assessment has been provided in support of the Amendment that concludes that there is enough capacity within the existing road network to accommodate the anticipated traffic movements from an estimated 200 dwellings, though no plans have been provided which show that this will be the proposed maximum dwellings for the lot.

### *Economic Impacts*

The Amendment will have a positive impact on the economy of the area by promoting additional residential development in a serviced urban context. The advance of residential development in the area will provide additional growth opportunities and benefits for retail and other services.

### *Environmental Impacts*

The site will likely be improved through remediation works which will need to be undertaken to decontaminate the land prior to a sensitive use occurring on the site.

## Strategic Justification – Planning Context

The Amendment is supported by the following clauses in the Greater Bendigo Planning Scheme.

### *Planning Policy Framework*

- Clause 11.01-1S Settlement – the objective is to promote the sustainable growth and development of Victoria and deliver choice and opportunity for all Victorians through a network of settlements.

The Amendment will provide for medium density housing, close to education, recreation and commercial services as well as public transport.

- Clause 11.01-1R Settlement Loddon Mallee South - the strategies include to facilitate increased commercial and residential densities, mixed use development and revitalisation projects for underutilised sites and land in Bendigo.

The Amendment will facilitate increased urban density at an underutilised site in Bendigo. Bendigo has been identified as a major regional city to which urban growth should be directed. The Amendment will facilitate urban growth by providing for additional dwellings on a ready to be developed site.

- Clause 11.02-1S Supply of Urban Land – the objective is to ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.

The Amendment will provide an opportunity for intensification of an existing urban area.

- Clause 11.03-6S Regional and local places – the objective is to facilitate integrated place-based planning.

The Amendment will allow for the planning of the entire site collectively which is of a large enough site to develop its own character.

- Clause 13.04-1S Use of Contaminated and Potentially Contaminated Land – the objective is to ensure that potentially contaminated land is suitable for its intended use and development, and that contaminated land is used safely.

The proponent seeks to put controls in place to ensure that on-site contamination will be dealt with prior to a sensitive use occurring.

- Clause 15.01-3S Subdivision Design – the objective is to ensure the design of subdivisions achieves attractive, safe, accessible, diverse and sustainable neighbourhoods.

The Schedule to the Development Plan Overlay should encourage the design of development to be in a manner that achieves the above objective.

- Clause 15.03-1S Heritage Conservation – the objective is to ensure the conservation of places of heritage significance.

A Heritage assessment of *Eumana* has been undertaken and a Heritage Overlay is proposed to be included in the Amendment.

- Clause 15.03-2S Aboriginal Cultural Heritage – the objective is to ensure the protection and conservation of places of Aboriginal cultural heritage significance.

Future development of the site will be required to ensure that any high impact activities in the area of cultural heritage sensitivity are suitably managed.

- Clause 16.01-1S Integrated Housing – the objective is to promote a housing market that meets community needs.

The Amendment will facilitate the development of the site for a residential purpose which supports community needs.

- Clause 16.01-2S Location of Residential Development – the objective is to locate new housing in designated locations that offer good access to jobs, services and transport.

The Amendment will facilitate additional residential development in an appropriately serviced area with good access to services and transport.

- Clause 16.01-3S Housing Diversity – the objective is to provide for a range of housing types to meet diverse needs.

The Amendment will provide the opportunity for greater housing diversity to be provided.

- Clause 16.01-4S Housing Affordability – the objective is to deliver more affordable housing closer to jobs, transport and services.

The Amendment will facilitate housing within close proximity to the Bendigo City Centre and railway station and close to a bus route. The mix of housing which could be accommodated will provide for affordable housing.

- Clause 18.01-1S Land Use and Transport Planning – the objective is to create a safe and sustainable transport system by integrating land-use and transport.

The Amendment supports this objective as it will facilitate higher density development to support existing public transport services including buses and trains.

### *Municipal Strategic Statement and Local Planning Policy Framework*

- Clause 21.02 Key Issues and Influences

The proposed Amendment will contribute to facilitating the future housing needs of the community. The site provides scope for a high quality residential design / development to occur close to services and facilities.

The site is of a size and location to effectively establish its own character without adversely impacting on adjoining land uses and development.

- Clause 21.05 Compact Greater Bendigo

The Amendment will further facilitate residential development within the urban growth boundary, channelling development into designated growth areas on a Key Residential Development Site.

- Clause 21.09 Integrated Transport and Infrastructure

The proposed Amendment will allow for higher density residential development close to the Bendigo City Centre and public transport facilities. The future development of the site can also provide integration with existing infrastructure (i.e. walking and cycling paths).

### *Greater Bendigo Residential Strategy (2014)*

The Residential Strategy seeks to plan for and manage future residential development of the municipality. It includes the following relevant key direction:

*“Facilitate the utilisation of significant infill and urban renewal sites with new innovative forms of housing, residential development and community focused neighbourhoods with an initial focus on land commonly referred to as ‘the Chum Street site’ and progressively focusing on a series of other publicly owned sites that have development potential”.*

The development objectives directions relevant to the subject site are:

- Encourage the efficient use of land within the UGB, including infill development while carefully managing any environmental risk and respecting the character of the area.
- Promote higher density and diversity on sites that demonstrate high levels of accessibility and proximity to activity centres and nodes such as the university and hospital precincts.

- Support high quality, well designed higher density residential development, especially in accessible locations, such as the City Centre, University Precinct and Village Centres.

The strategy includes the Bendigo Urban Area Residential Growth Framework plan which identifies the subject site as being a major infill and renewal site.

### *Greater Bendigo Housing Strategy (2016)*

The relevant key strategic directions which arise from the Housing Strategy include:

- To provide greater diversity in housing with a focus on smaller housing on smaller lots with a component of affordable housing.
- To have housing in accessible locations and for future residents to have safe active transport options.
- To improve the design quality of housing and the public realm and a generous provision of quality public open space and areas for people to gather.

The Housing Strategy recognises this as a key development site that is considered suitable for higher density residential development, suggesting that key development sites could be considered for application of the Residential Growth Zone and that a yield of 30 dwellings per developable hectare may be suitable without significant impact on adjoining properties.

### **Consultation/Communication**

The proponent has undertaken discussions with the EPA regarding acceptable mechanisms for incorporating environmental audit requirements into the planning provisions. The proponent has undertaken discussions with the CFA who have recommended the preparation of a Bushfire Management Statement. The City had undertaken early discussions with DEDJTR, VicRoads, Coliban Water and with internal departments of the City of Greater Bendigo based on the original documentation lodged in 2016. Relevant agencies will be contacted as part of the current exhibition process.

As the Amendment is undertaken by the GLPS, the Amendment has been placed on exhibition by the GLPS Advisory Committee, including the relevant documentation and background reports. Letters have been sent to approximately 2,000 neighbouring landowners and occupiers with notice placed in the Bendigo Advertiser. Impacted community members and Council are now able to make a submission regarding the content of the proposed Amendment to the Advisory Committee, with submissions due by 5pm Friday 20 November 2020.

Once the Committee has received all the submissions, a Public Hearing is held to provide submitters with an opportunity to be heard. This is expected to take place in December 2020. After the hearing, the Committee submits its report to the Minister for Planning, which is expected to occur in January 2021.

If the Residential Growth Zone and Development Plan Overlay are applied to this site there will be no review rights for an application to subdivide the land, in accordance with an approved development plan, or to construct a single dwelling on a lot, so any feedback regarding the proposed future development of the site is required as part of this Amendment process.

## Proposed Response to the Amendment

Consultation was undertaken between Urbis (on behalf of La Trobe University) and the City regarding the content of the proposed amendment. The City provided feedback on the proposed planning tools, some of which has been incorporated into the proposal.

The City supports the application of the Heritage Overlay to protect the historic residence known as *Eumana*.

The City supports the application of the Residential Growth Zone to the subject site and the application of a Development Plan Overlay to ensure a high quality outcome that includes a range of housing types including medium density development.

The City supports the requirements in the proposed Development Plan Overlay for future planning permits to require a condition needing a certificate of environmental audit or a statement from an environmental auditor before use or development associated with a sensitive use commences.

The City supports the requirements of the provision of a Kangaroo Management Plan and a Construction Management Plan before the commencement of works or development.

The City suggests that the Indicative Framework Plan in the Development Plan Overlay schedule be updated to include buffer zones around the heritage building and Scarred trees that are equivalent to the nominated curtilage and tree protection zone (see Attachment 5). This will show where development will be prevented to protect the heritage places.

The City has previously discussed the proposed Amendment with our representative from the DELWP Regional Office. Upon reviewing the Amendment as prepared for exhibition, the City notes that no change has been made to the proposal in response to the feedback provided in September 2019.

We recommended the provision of a strategic framework, as described in *Planning Practice Note 23: Applying the Incorporated Plan and Development Plan Overlays*, to support the proposed application of the Development Plan Overlay schedule. The strategic framework should include a report and an indicative layout plan of the site, which would show, among other details, precincts of different heights and densities including how the scale of buildings would interface with surrounding residential development and the on-site heritage building and provide higher density in the centre of the site around the athletics track. The plan could also show the drainage corridor and possible open space. The strategic framework would inform the key principles of the schedule, with the framework becoming a background document to the Amendment and the Greater Bendigo Planning Scheme.

Without the level of detail outlined above, particularly how the scale of buildings would interface with surrounding residential development and the on-site heritage building, the City suggests that the two storey limit should be extended to the full extent of the north west corner of the site, to fit better with surrounding character and views from Retreat Road.

With no review rights for an application to subdivide the land, in accordance with an approved development plan, or to construct a single dwelling on a lot, if the Residential Growth Zone and Development Plan Overlay are applied to this site, it is important that the community are given an opportunity to understand the proposed future development of the site at the Planning Scheme Amendment stage.

## **Conclusion**

It is recommended that Council make a submission regarding the Planning Scheme Amendment to the Government Land Planning Service which outlines:

- Our general support for the proposed planning tools;
- Our ongoing concern that a strategic framework and more design details should be provided to support the proposed planning controls;
- Our suggestion that the two storey height limit should be extended to the north west corner of the site; and
- That the Indicative Framework Plan be updated to show buffer zones around the heritage building and Scarred trees.

## **Options**

Council has the option of:

- Making a submission regarding the Planning Scheme Amendment to the Government Land Planning Service which outlines our recommendations for the proposed amendment.
- Making a submission regarding the Planning Scheme Amendment to the Government Land Planning Service which supports the amendment as exhibited.
- Not making a submission regarding the Planning Scheme Amendment to the Government Land Planning Service.

## **Resource Implications**

Officer time will be required to prepare a submission to the Government Land Planning Service Advisory Committee.

## **Attachments**

1. Explanatory Report
2. Eumana Heritage Place Statement of Significance
3. Development Plan Overlay Schedule 30
4. Planning Scheme Maps
5. Revised Indicative Framework Plan

**4.3 PLANNING SCHEME AMENDMENT - AUTHORISATION FOR PERMANENT HERITAGE CONTROLS (C268) FOR 5-7 SHAKESPEARE STREET, SPRING GULLY**

**Document Information**

**Author** Jessica Ladlow (Amendments and Heritage Planner) and Emma Bryant (Amendments and Heritage Coordinator)

**Responsible Director** Bernie O’Sullivan, Director Strategy and Growth

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**Summary/Purpose**

Amendment details: An application for Report and Consent to demolish 5-7 Shakespeare Street, Spring Gully under the Building Act, 1993, was received and lodged with the City on 27 August 2020.

The Director of Strategy and Growth, under delegation, has requested that the Minister for Planning apply an interim heritage control to the site while a permanent control is considered.

This report recommends that Council request authorisation to prepare and exhibit a permanent heritage control for 5-7 Shakespeare Street, Spring Gully.

The permanent heritage controls for 5-7 Shakespeare Street, Spring Gully would introduce the serial listing for the ‘Quartz Gold Boom Miners’ Houses’ under the application of new Heritage Overlay number 998 (HO998).

Proponent: City of Greater Bendigo

Key issues: 

- Providing protection for heritage places.

**RECOMMENDATION**

That Council:

1. Request the Minister for Planning to authorise Council to prepare an amendment to the Greater Bendigo Planning Scheme to apply a permanent Heritage Overlay to 5-7 Shakespeare Street, Spring Gully.
2. If authorisation is granted, exhibit the permanent amendment to the Greater Bendigo Planning Scheme giving notification as required for the minimum statutory exhibition period of one month.



## Policy Context

City of Greater Bendigo Community Plan 2017 – 2021

Goal 4: Presentation and managing growth

- Planning, developments and infrastructure that increase our liveability and pride in where we live.

Goal 6: Embracing our culture and heritage

- Recognise and celebrate our unique history and diverse cultures.

## Background Information

The current owners of 5-7 Shakespeare Street purchased the property on 30 April 2020. Prior to the sale of the property, a demolition enquiry had been received in relation to the property on 25 February 2020 from a consultant acting on behalf of a prospective purchaser. A report was prepared in response to the demolition enquiry, dated 17 March 2020. The City's Heritage Advisor detailed in the report and letter to the enquirer that the dwelling on the site was historically significant, that demolition was not supported and that if an application to demolish was received, the City would be likely to seek interim heritage controls.

The report noted that the dwelling was a Miners' Cottage, as identified in the 2017 survey carried out for the City by Minerva Heritage. The report also said that the dwelling was in an intact state and reasonable condition. The siting of the building on the eastern section of the site was also ideal for retaining the building and applying an appropriate curtilage without the need to apply heritage protection to the entirety of the site.

The Heritage Advisor also contacted the real estate agent selling the property to advise that the City would not support the demolition of the dwelling, but the new owners say that this information was not relayed to them, nor did they initiate their own demolition enquiries prior to purchasing the property.

The City of Greater Bendigo received a request under Section 29A of the *Building Act* 1993 for Report and Consent on the proposed demolition of 5-7 Shakespeare Street, Spring Gully, from the property owners on 27 August 2020. The Heritage Advisor advised the applicant and the property owner on 8 September 2020 that she would recommend that the City seek interim and permanent heritage controls for the dwelling and suggested that they withdraw the application and work with the City on development options.

The application was not withdrawn, and the City had 15 business days to decide on the application for demolition. The application can only be refused if there is a heritage or neighbourhood character overlay on the building or if the Director of Strategy and Growth requests an interim Heritage Overlay. Under delegation, the Director of Strategy and Growth wrote to the Minister for Planning on 17 September 2020 requesting that interim heritage controls be placed on the part of the parcel of land at 5-7 Shakespeare Street that contains a Victorian-era dwelling (refer attached letter).





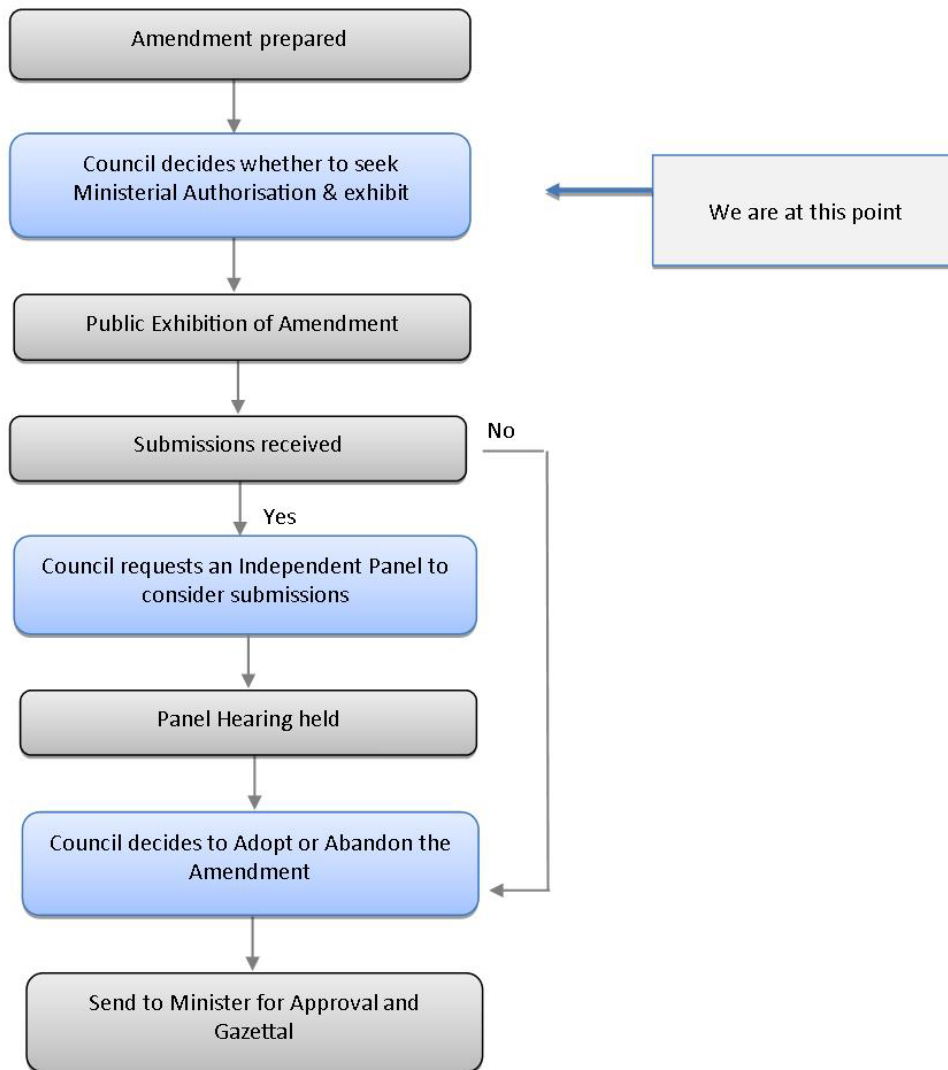
**Figure 1:** The building proposed to be demolished at 5-7 Shakespeare Street, Spring Gully (Image Source: [www.realestate.com.au](http://www.realestate.com.au))

When applying for an Interim Heritage Overlay, the Minister for Planning requests that a permanent heritage overlay be exhibited as soon as possible to afford the opportunity for natural justice to the owners.

Since undertaking the Miners' Cottage Stage 1 survey, the Statutory Planning Unit commissioned a report by Amanda Jean and Charles Fahey: *'The Evolution of Housing on the Bendigo Goldfields: A Case for Serial Listings'*, 2020. The findings of the report identified the different types of 19<sup>th</sup> century miners' housing, which were built on mining land in the City, and recommended that they be included in 4 different serial listing Heritage Overlays that are categorised to reflect the style and age of the dwelling.

The place at 5-7 Shakespeare Street would fit in to the second designated serial listing that applies to 'Quartz Gold Boom Miners' Houses'. The citation included in the report details that this serial listing applies to miners' houses associated with the Miner's Right 1855, and Mines Acts 1865, 1881 and 1884 on former goldfields' commons, auriferous or mining lands and can be found throughout the greater Bendigo area. The permanent heritage controls for 5-7 Shakespeare Street, Spring Gully would introduce the serial listing for the 'Quartz Gold Boom Miners' Houses' under the application of new Heritage Overlay number 998 (HO998).

The key steps in the Amendment process are summarised below:



Previous Council Decisions

19 August 2020 – Council resolved to:

1. Adopt *'The Evolution of Housing on the Bendigo Goldfields: A Case for Serial Listings'*, 2020.

**Report**

An Explanatory Report is attached and details the purpose and effect of the Amendment and provides the strategic justification for the Amendment as required. Key issues identified in the Explanatory Report are summarised below.

## Land Affected by the Amendment

The land affected by the amendment is part of 5-7 Shakespeare Street, Spring Gully. The overall site area is 4,527 square metres and the portion of the land to be protected by heritage controls has an area of approx. 905 square metres. This part of the site contains the original Victorian-era dwelling, incorporated within an appropriate curtilage. The sheds at the rear of the site can be demolished as they have no heritage value and accordingly this section of the site would not be included within the proposed heritage controls for the site.

The site is zoned General Residential (GRZ) and it is covered by a Significant Landscape Overlay (SLO1) and a Bushfire Management Overlay (BMO1).

The frontage is bounded by Shakespeare Street to the east, while Kendall Street bounds the northern and western sections of the site. The southern boundary adjoins 4 parcels of land at 4 Kendall Street, 5 and 15 Noel Place and 9 Shakespeare Street, Spring Gully.

The house and land are highly visible from Spring Gully Road.



**Figure 2:** 5-7 Shakespeare Street, Spring Gully and the extent of the proposed Heritage Overlay to be applied to the site (as denoted by the dashed red line).

## What the Amendment does

Amendment C268 proposes to replace the interim controls with a permanent Heritage Overlay by doing the following:

- Applying HO998 to the site;
- Amending Clause 43.01 Heritage Overlay schedule to include the new serial listing HO998 and Statement of Significance for the 'Quartz Gold Boom Miners' Houses';
- Amend the Schedule to Clause 72.04 Incorporated Documents to include the Statement of Significance for the 'Quartz Gold Boom Miners' Houses' serial listing.



Amendment C268 proposes to apply permanent heritage controls on part of 5-7 Shakespeare Street, Spring Gully to protect the original dwelling on the site. The dwelling is a Victorian Miners' House and the 'Quartz Gold Boom Miners' Houses' is the relevant serial listing to apply to the site. The proposed heritage controls will introduce this new serial listing into the Schedule to the Heritage Overlay through the application of Heritage Overlay 998 (HO998) to the site.

### Social, Economic and Environmental Impacts

This amendment will have a positive environmental effect as it will encourage the retention and reuse of a structurally sound and historic building, reducing the need to use new materials.

The Burra Charter (2013) states:

*“Places of cultural significance enrich people’s lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records, that are important expressions of Australian identity and experience.... They are irreplaceable and precious. These places of cultural significance must be conserved for present and future generations in accordance with the principle of inter-generational equity.”*

In this instance, an Interim Heritage Overlay through Amendment C267 will ensure that the City will be able to seek appropriate permanent heritage controls to properly protect places of heritage value. Protection of heritage places benefits the community by adding to the understanding of Greater Bendigo’s rich cultural history, providing a link to the past and giving a sense of place.

The application of the Heritage Overlay may have an economic impact by constraining development of the site, however it should be noted that the Heritage Overlay would only be applied to part of the site to protect the Victorian-era dwelling, lessening these potential impacts.

A Heritage Overlay will ensure that the heritage values of the site are considered as part of any development proposal as a planning permit will be required and this outcome supports the character and identity of Greater Bendigo. Furthermore, the application of the Heritage Overlay would mean that the owner would be eligible for a Heritage Restoration Loan under the City’s loan scheme, which would assist with the cost of restoring the building.

The Amendments overall would have a positive effect on the economy. It is recognised that heritage contributes to the economy in that it attracts people, often skilled professionals, to visit, recreate, work and live. Bendigo’s rich and diverse heritage landscape, from its small timber cottages to grand public buildings, all contribute to its unique identity and attract people to the City.

### Strategic Justification – Planning Context

The Amendment is supported by the following clauses in the Greater Bendigo Planning Scheme:

### *State Planning Policy Framework*

Clause 15.03-1S Heritage conservation: which has the objective of ensuring the conservation of places of heritage significance and includes the strategy: *Identify, assess and document places of natural and cultural heritage significance as a basis for their inclusion in the planning scheme.* The amendment will ensure that places of heritage significance will be provided with planning controls that ensure that their significance is carefully considered and managed into the future.

### *Local Planning Policy Framework*

The amendment supports or implements the following clauses of the Local Planning Policy Framework. However, it should be noted that the format of the Greater Bendigo Planning Scheme is proposed to be updated in response to VC148 via a policy neutral translation amendment (C256\_gben). Depending on its progress, it may change the clause numbers referred to below, however the content will remain largely unchanged.

Clause 21.02 (Key Issues and Influences) refers to managing heritage sites and places. Specifically, Clause 21.02-2, under the 'Environment' section, states that *'the heritage places of Greater Bendigo can be considered as some of the region's most valuable assets which set the city apart.'*

Clause 21.08 (Environment) contains a 'Heritage' section under Clause 21.08-4, which has the objective of identifying and protecting heritage places with Aboriginal and historic cultural value as well as natural value. It includes a strategy to identify all heritage assets in the municipality.

Clause 21.08-6 additionally contains under the 'Implementation' section that the objectives and strategies will be implemented by applying the Heritage Overlay to buildings, areas, places and sites of heritage significance.

Clause 22.06 (Heritage Policy) applies to all applications in the Heritage Overlay, and relevant objectives of the Heritage Policy are:

- To retain heritage assets for the enjoyment, education and experience of residents, visitors and future generations of the municipality.
- To ensure that new development is sympathetic with the appearance and character and maintains the significance of heritage places, including surrounding precincts.
- To encourage the preservation, maintenance, restoration and where appropriate, reconstruction of heritage places.

The dwelling at 5-7 Shakespeare Street, Spring Gully is of sound condition and can easily be restored and maintained. The Heritage Overlay would only be applied to part of the site to protect the Victorian-era dwelling, which would therefore still provide an opportunity for potential development of the remainder of the site that appropriately responds to the heritage place.

The City's Heritage Advisor has undertaken an assessment of the site against the recognised heritage criteria and found that it has heritage significance and should be protected under a Heritage Overlay in the Planning Scheme. Her findings are summarised below with full a heritage citation attached.

#### Heritage Report – 5-7 Shakespeare Street, Spring Gully

*“5-7 Shakespeare Street, Spring Gully has been identified as a probable Miners’ Cottage in the 2017 Miners Cottage Stage 1 survey carried out by Minerva Heritage. Further preliminary research indicates that the property was titled in 1939, prior to which it was held as a Miner’s Residency Area. This is indicated both on the parish plans and the details of the title, which show that the lot when titled was owned by J. McInerney.*

*A review of the rates books indicates that it was probably John W McInerney who obtained the freehold in 1939. He had connection to a dwelling of consistent value back to 1902, which is probably when he took over the leasehold of this house. It is hard to track the exact house further back because of inconsistent record keeping and lack of use of road names, but the McInerney’s were in this area of Spring Gully from at least 1868. The available information suggests that the house first appeared in rate books in 1886, with William Carey as the rate payer.*

*The existing dwelling on the site is generally in keeping with the miner’s cottage typology, consisting of two rooms under a hipped roof, with a further sequence of rooms beyond this under a skillion roof.*

*The dwelling retains its original chimney and appears otherwise to be largely intact. Although some general maintenance is required, there is no obvious sign of structural deterioration. Demolition of the existing dwelling is therefore not supported; however, this does not mean that the site could not be further developed through sensitive additions or subdivision. The dwelling is situated to the front of the block leaving further development quite feasible.*

*There are several outbuildings scattered across the site. No significance has been attached to these structures and their demolition could be supported.*

*Recommendation: demolition opposed.”*

Further research undertaken by the Heritage Advisor has aligned the dwelling type at 5-7 Shakespeare Street, Spring Gully with the ‘Quartz Gold Boom Miners’ Houses’, a style of miners’ residence specifically categorised in the serial listing undertaken in ‘*The Evolution of Housing on the Bendigo Goldfields: A Case for Serial Listings*’, 2020’. It is noted that this particular style of house is uncommon in Spring Gully and is one of the few remaining of this particular typology in the area.

This place has local heritage significance to Bendigo as a miner’s house, but particularly to Spring Gully as one of the few remaining miners’ houses with links back to early Spring Gully settlement. It is also highly visible from Spring Gully Road, being on top of the hill.

## Consultation/Communication

Advice was provided on 17 March 2020 that the City would not support the demolition of the dwelling in response to a demolition enquiry received. The City has consistently given the message that the property is of potential historic significance and should be retained in any future development, but that development options were available. Moreover, the Heritage Advisor contacted the real estate agent selling the property to advise of the City's opposition to demolition of the dwelling. However, the current property owner was not aware of this advice prior to having an application for Report and Consent to demolish 5-7 Shakespeare Street, Spring Gully submitted to the City on their behalf.

The City of Greater Bendigo received a request under Section 29A of the Building Act (1993) for Report and Consent on the proposed demolition of 5-7 Shakespeare Street, Spring Gully, from the property owners on 27 August 2020.

Since receiving the request under Section 29A for the Report and Consent on the proposed demolition, the Heritage Advisor advised the applicant for the Report and Consent and the property owner on 8 September 2020 that she would recommend that the City seek interim and permanent heritage controls for the dwelling. The Heritage Advisor made the recommendation to withdraw the application and work with the City on development options. The application was not withdrawn and the Heritage Advisor has now informed the property owner that the City has written to the Minister for Planning to apply for an Interim Heritage Overlay in response to their application for demolition under the Building Act.

The owners will be notified when the permanent heritage overlay goes on public exhibition so they can make a submission. Any submission would be considered by Council and if it is an objection, a decision would be made to either abandon the amendment or forward the amendment to an independent panel.

## Conclusion

A heritage assessment has determined that 5-7 Shakespeare Street, Spring Gully has local significance to the City and should be protected in the Planning Scheme by the application of a Heritage Overlay. The dwelling contributes to the story of Bendigo's unique mining history and subsequent development.

The building is structurally sound and can be easily restored and retained in any future development.

It is recommended that Council seek authorisation to prepare and exhibit a permanent Heritage Overlay 998 (HO998) to consider retention of the building.

## Options

- Supporting the proposed permanent heritage controls by requesting authorisation from the Minister to prepare and exhibit an Amendment (*as recommended by officers*);

- Not supporting the request for authorisation to prepare and exhibit a permanent Amendment.

### **Resource Implications**

Statutory fees payable to the Minister for seeking interim and permanent heritage controls would cost the City approximately \$5,000. An independent panel may be required to consider submissions to the permanent Amendment which would cost approximately \$5,000.

There would be minimum cost to the City to assess future applications to develop the site with a Heritage Overlay applied to the land.

### **Attachments**

- Draft Explanatory Report
- Citation for the 'Quartz Gold Boom Miners' Houses' serial listing
- Letter to the Minister for Planning to request an Interim Heritage Overlay



#### **4.4 524 HEATHCOTE-REDESDALE ROAD, HEATHCOTE 3523 – USE AND DEVELOPMENT OF A DWELLING, INCLUDING OUTBUILDINGS, REMOVAL OF NATIVE VEGETATION AND CREATION OF ACCESS TO A ROAD IN A ROAD ZONE CATEGORY**

##### **Document Information**

**Author** David Burrow, Statutory Planner

**Responsible Director** Bernie O’Sullivan, Director Strategy and Growth

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##### **Summary/Purpose**

**Application details:** Use and development of a dwelling, including outbuildings, removal of native vegetation and creation of access to a road in a Road Zone - Category 1

**Application No:** DR/721/2019

**Applicant:** NM Architecture Pty Ltd

**Land:** 524 Heathcote-Redesdale Road, HEATHCOTE 3523

**Zoning:** Road Zone – Category 1  
Rural Conservation Zone

**Overlays:** Environmental Significance Overlay – Schedule 1  
Environmental Significance Overlay – Schedule 3  
Vegetation Protection Overlay – Schedule 2

**No. of objections:** 0

**Consultation meeting:** N/A

**Key considerations:** Whether the proposal would result in an acceptable planning outcome having regard to the purposes of the Rural Conservation Zone, planning policy regarding rural dwellings and planning policy regarding environmental conservation.

**Conclusion:** The application is not in accordance with the Greater Bendigo Planning Scheme.

It is recommended that Council refuse to grant a permit as the proposal does not represent an acceptable planning outcome with regards to the purposes of the Rural Conservation Zone and the relevant planning policy that deals with rural dwellings and the conservation of the natural environment.

## **RECOMMENDATION**

Pursuant to section 61 of the Planning and Environment Act (1987), Council issue a Notice of Decision to Refuse to Grant a Permit for the use and development of a dwelling, including outbuildings, removal of native vegetation and creation of access to a road in a Road Zone - Category 1 at 524 Heathcote-Redesdale Road, HEATHCOTE 3523 on the following grounds:

1. The proposal is contrary to the purpose and decision guidelines of the Rural Conservation Zone.
2. The proposal is contrary to the Rural Dwellings Policy at Clause 22.02, as well as State and Local policies that seek to direct rural residential development to appropriately zoned areas.
3. The proposal will result in an unacceptable environmental outcome for the land, having regard to the Rural Conversation Zone, Environmental Significance Overlay and Vegetation Protection Overlay applying to the land.
4. The design, scale and location of the built form will have unacceptable impact in its rural context.

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Policy Context

City of Greater Bendigo Community Plan 2017 – 2021

Goal 4: Presentation and managing growth

- Planning, developments and infrastructure that increase our liveability and pride in where we live.

Goal 6: Embracing our culture and heritage

- Recognise and celebrate our unique history and diverse cultures.

Background Information

The following is a list of previous planning permit applications for the subject site.

Application	Description	Status
DR/262/2005	Construction of Storage Shed	Approved, lapsed
DG/708/2016	Construction of shed, removal of native vegetation and creation of access to a road in a Road Zone 1.	Refused
DG/117/2019	Construction of 2 shipping containers, canopy, fences and create access to road zone	Withdrawn

It is noted that Planning Permit Application DR/262/2005 was originally lodged for the use and development of a dwelling with associated outbuildings and was amended to be solely for a storage shed so as to obtain approval.

The applicant has been advised within previous applications of the constraints posed by the subject site and planning policy.

Report

Subject Site and Surrounds

The subject site is identified as 524 Heathcote-Redesdale Road, Heathcote is made up of 2 separate Crown allotments. The site is wholly located within the Rural Conservation Zone and Environmental Significance Overlay – Schedule 3. The subject site is also partially covered by an Environmental Significance Overlay – Schedule 1 and Vegetation Protection Overlay – Schedule 2. The proposal will require access from the Heathcote-Redesdale Road which is a road in a Road Zone - Category 1. The subject site has a total area of 2.99 hectares, with the majority of it subject to flooding from Wild Duck Creek. The proposed dwelling, outbuilding and access would be located on a higher section of the topography in the south-western corner of the subject site. There are currently two unauthorised shipping containers with a covered area between them located within the subject site. The subject site is surrounded by either Crown Land or Road Zone – Category 1 (Owned by the Department of Transport).



Figure 1: Location map showing subject site.



Figure 4: Proposed site plan

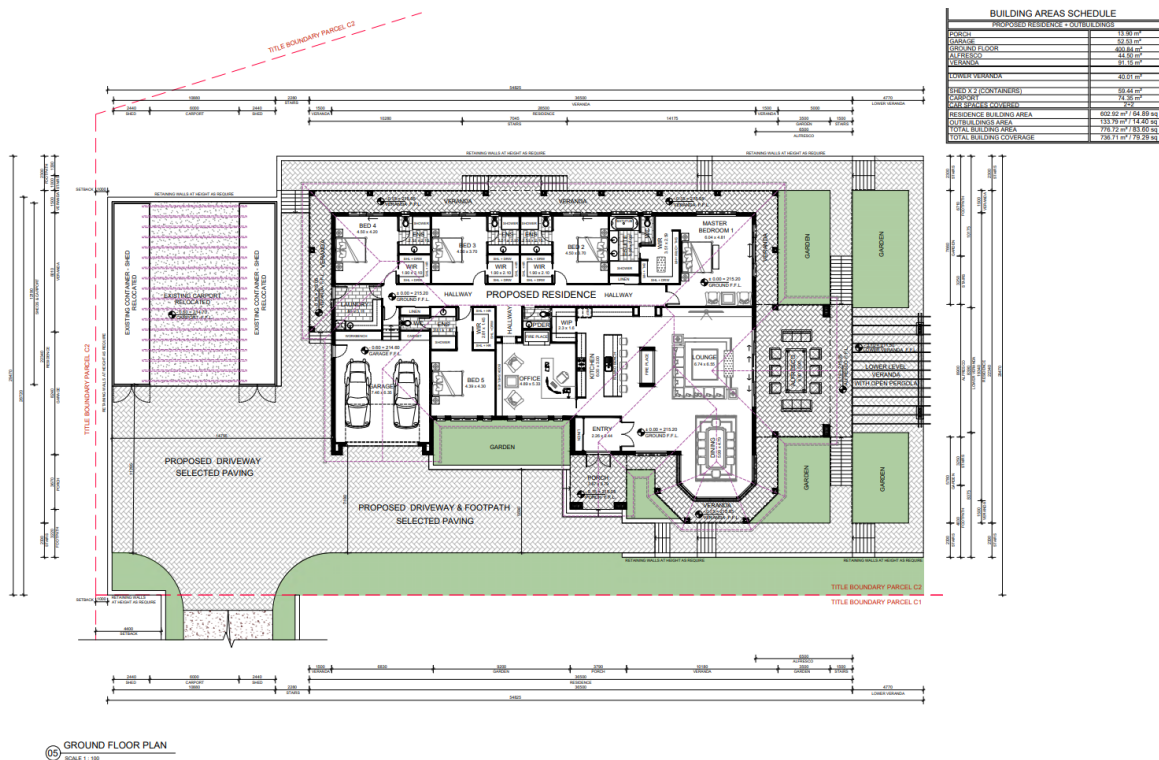


Figure 5: Proposed floor plan

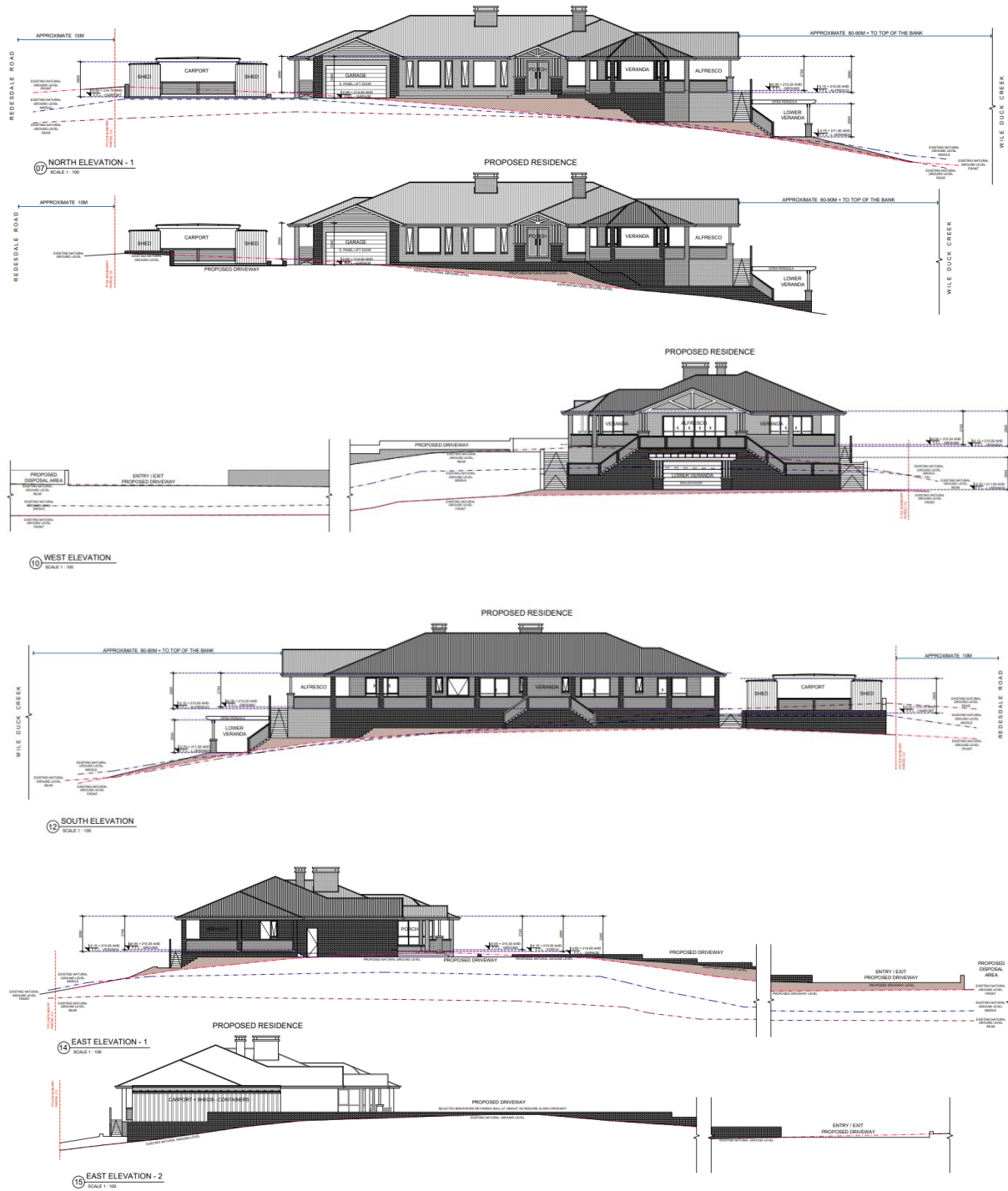


Figure 6: Elevations

Planning Controls – Greater Bendigo Planning Scheme

The following clauses are relevant in the consideration of this proposal:

State Planning Policy Framework

- 12.01-2S Native vegetation management
- 12.03-1S River corridors, waterways, lakes and wetlands
- 13.07-1S Land use compatibility

- 4.01-1S Protection of agricultural land
- 14.02-1S Catchment planning and management
- 14.02-2S Water quality
- 15.01-6S Design for rural areas
- 15.03-2S Aboriginal cultural heritage
- 16.01-5S Rural residential development
- 18.01-1S Land use and transport planning

Municipal Strategic Statement

- 21.01 Municipal profile
- 21.02 Key issues and influences

Local Planning Policies

- 21.08 Environment
- 21.09 Integrated transport and infrastructure
- 22.02 Rural dwellings policy

Other Provisions

- 35.06 Rural Conservation Zone
- 42.01 Environmental Significance Overlay – Schedule 1
- 42.01 Environmental Significance Overlay – Schedule 3
- 42.02 Vegetation Protection Overlay – Schedule 2
- 52.17 Native Vegetation
- 52.29 Land adjacent to a Road Zone, Category 1, or a Public Acquisition Overlay for a Category 1 Road

Consultation/Communication

Referrals

The following authorities and internal departments have been consulted on the proposal:

Referral	Comment
North Central Catchment Management Authority.	No objection subject to conditions
Department of Transport	No objection subject to conditions
Goulburn-Murray Water	No objection subject to conditions
Department of Environment, Land, Water and Planning	No objection subject to conditions
Coliban Water	No objection subject to conditions

Public Notification

The application was advertised by way of notice on the site and letters to adjoining and nearby owners and occupiers. As a result of advertising, no objections were received.

Planning Assessment

Summary of key planning controls

- The proposal is for the use and development of a dwelling and associated outbuildings, removal of native vegetation and creation of access to a road in a Road Zone – Category 1, at 524 Heathcote-Redesdale Road, Heathcote.
- The site is located wholly within the Rural Conservation Zone and Environmental Significance Overlay – Schedule 3.
- In addition, portions of the subject land are covered by an Environmental Significance Overlay – Schedule 1 and a Vegetation Protection Overlay – Schedule 2.
- Within the Rural Conservation Zone, a permit is required for the use and development of the land for a dwelling and also a building within 100 metres from a Road Zone Category 1, and/or within 100 metres of a waterway, pursuant to Clause 35.06.
- In addition, a permit is required to construct a building which will generate wastewater, to remove native vegetation, and to create or alter access to a road in a Road Zone - Category 1, pursuant to clauses 42.01, 42.02, 52.17 and 52.29 respectively.
- Subsequently, this assessment must consider the proposal's ability to address the following;
 - Compatibility of the land use;
 - Conservation of the natural environment;
 - Protection of water quality;
 - The provision of safe access and egress; and
 - Building design for rural areas.

For clarity, concerns regarding wastewater disposal appear to have been resolved and therefore this aspect does not require detailed discussion within this report.

Land use compatibility

The proposal includes the use of the land for a dwelling within a Rural Conservation Zone. The purposes of the Rural Conservation Zone are:

- *To implement the Municipal Planning Strategy and the Planning Policy Framework.*
- *To conserve the values specified in a schedule to this zone.*
- *To protect and enhance the natural environment and natural processes for their historic, archaeological and scientific interest, landscape, faunal habitat and cultural values.*
- *To protect and enhance natural resources and the biodiversity of the area.*
- *To encourage development and use of land which is consistent with sustainable land management and land capability practices, and which takes into account the conservation values and environmental sensitivity of the locality.*
- *To provide for agricultural use consistent with the conservation of environmental and landscape values of the area.*

- *To conserve and enhance the cultural significance and character of open rural and scenic non-urban landscapes.*

The values of the schedule to Clause 35.06 Rural Conservation Zone recognize the need to:

- Protect the water supply catchment of Lake Eppalock;
- Preserve the flora, fauna and landscape values of the land in the zone;
- Protect significant vegetation cover on land in the zone;
- Protect existing vegetation on privately-owned land adjoining vegetated public land;
- Minimise land degradation including salinity and erosion.

Unlike the Rural Living Zone, it is important to note the Rural Conservation Zone does not imply residential use in a rural environment. Therefore, greater weight must be placed on the environmental and landscape consequences of any proposal within the RCZ, and any proposal for a dwelling must demonstrate how it will not detract from environmental, agricultural and landscape qualities of the site and its surrounds.

Particular direction on how dwellings on rural land should be considered in Greater Bendigo comes through the Rural Dwellings Policy (Clause 22.02), which seeks to *“discourage dwellings on existing small lots (lots smaller than the schedule minimum) in all rural areas except if:*

- *Subdivisions have been created since the introduction of planning controls,* [emphasis added]
- *Substantial infrastructure works have been completed, or*
- *The land has no agricultural potential and native vegetation will be retained and managed.”*

The subject site consists of two ‘Crown allotments’ which pre-date planning controls. The lots therefore do not carry any ‘implied expectation’ of a dwelling and the approval of a dwelling would be contrary to policy. The City of Greater Bendigo continues to contain innumerate old Crown Titles, the development of which would have considerable consequences for the rural landscape and agricultural economy.

The RCZ – of all non-public zones – sets the highest bar for development. In considering the zone controls, it is noted that:

- There is no water or sewerage infrastructure within the vicinity;
- There is no reason to assume that the subject site does not have any agricultural potential; and
- The removal of native vegetation will be required to construct the proposed development.

Subsequently, the proposed use of a dwelling on an undersized Crown Allotment within the Rural Conservation Zone is considered incompatible with the Zone. Further, by virtue of the site’s environmental constraints the dwelling would be located directly abutting a road in a Road Zone – Category 1 (1.5m setback) and necessitate the removal of native vegetation for its footprint and for access. The impacts on the environment and character of the rural landscape are considered unacceptable having regard to the Zone.

Conservation of natural environment

The intent of both Clause 52.17 Native Vegetation and Clause 42.02 Vegetation Protection Overlay is to avoid and minimize the loss of vegetation. If unavoidable, offsets can be purchased in accordance with the *Guidelines for the removal, destruction or lopping of native vegetation* (The Guidelines). The proposal includes the removal of native vegetation for the development of a dwelling and associated outbuilding. In addition, native vegetation will be removed to provide access, which is located within a Vegetation Protection Overlay – Schedule 2.

The Department of Environment, Land, Water and Planning (DELWP), does not object to the current proposal. However, in previous correspondence (wherein DELWP initially objected) it was noted that the proposal will remove vegetation within the only remnant patch of native vegetation on the property away from Wild Duck Creek. The final (current) response from DELWP was made after the applicant had committed to retain some of the impacted trees despite the proposed development's impact on their Tree Protection Zones. DELWP's final response, dated 10 September 2019, commented that it was aware *"that the location of the proposed access is the safest option,"* and *"that the dwelling is being located in the only suitable location."* Subsequently, avoidance can only be achieved if the dwelling is not constructed and minimisation can only occur through the retention of trees already deemed to be lost, as per the Guidelines. As a result, the issue of the proposal's absolute need to remove vegetation for it to meet its other restrictions remains at odds with the purposes of the Rural Conservation Zone to protect and enhance the natural environment.

It is important to note that DELWP is required to provide a targeted response only in respect of the vegetation. Broader considerations such as compatibility with the zone provisions are not within its remit. Hence, while DELWP has not objected in its final response, its views must be placed in context of its considerations.



Figure 7: Aerial imagery showing location of Vegetation Protection Overlay – Schedule 2

Provision of access

The proposal includes the creation of access to a road in a Road Zone – Category 1. The proposal was referred to the Department of Transport who requested further information by way of Safe Intersection Sight Distance (SISD) measurements and any alterations required as a result of the measurements to meet the relevant Australian Standards. As a result of this further information and analysis, the location of the proposed access was relocated further north along the allotment boundary. Within their assessment Terraco noted *“that the only location where the required 285m sight distance can be achieved in both directions is at approximate ch113m. Some tree removal and trimming. Plus some batter trimming would be required to achieve the sight lines. The driveway construction works would be well within the protection zone of several trees...”*

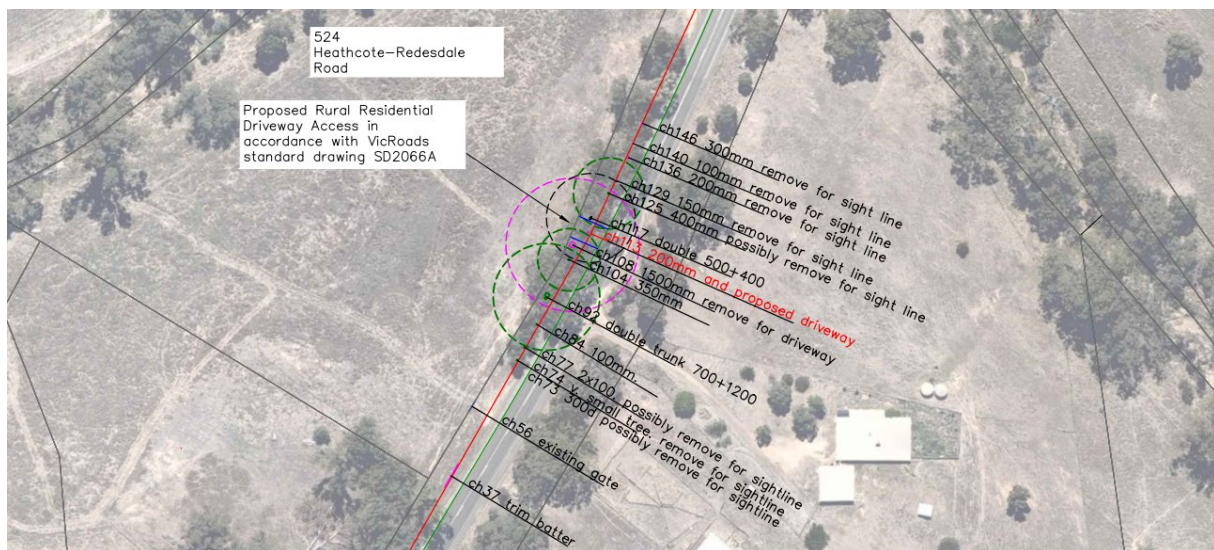


Figure 8: SISD Lines with Obstructions, noting ch113m and the necessary removals to obtain satisfactory site distances.

The Department of Transport responded to the amended proposed access indicating that it had no objection, subject to conditions. The information shows that there is only one suitable access point for the subject land and that this access point will require the removal of vegetation. In addition, this vegetation is located within a Vegetation Protection Overlay – Schedule 2. The proposal can therefore achieve safe access and egress, but only at the expense of existing vegetation, recognised as significant due to its inclusion in a Vegetation Protection Overlay.

Design for rural areas

The proposal is for a five-bedroom dwelling and associated outbuildings. The proposed dwelling will be dimensioned 28.5 metres in length by 19.3 metres in width with a total floor area of 400.84m² not including the verandahs. The proposed dwelling would be setback 15.755 metres from the frontage to the Heathcote-Redesdale Road, and the proposed outbuildings (in the form of two shipping containers) with a cover between them would be setback 1 – 1.5 metres from the front allotment boundary.

The Rural Conservation Zone raises as an issue *“the need to minimise any adverse impacts of siting, design, height, bulk, and colours and materials to be used, on landscape features, major roads and vistas.”* In this instance, the proposal’s scale and close proximity to a road in a Road Zone - Category 1 ensures that the proposal will have impact on a major road. A setback of 1.5 metres from an allotment boundary abutting a road in a Road Zone – Category 1 is not common within an urban area and even less within a rural area. The planting of vegetation within the setback is not considered an acceptable solution to this serious challenge to the Planning Scheme’s expectations. In terms of the dwelling itself, its scale is considered substantial and would require earthworks of a significant nature.

Given the proposal’s scale and form and its close proximity to a major road, the proposal is deemed inappropriate in this location.

Conclusion

The subject site is zoned Rural Conservation and is an old Crown Allotment. It has a total area of 2.99 hectares with only a small portion of it not susceptible to flooding.

At the highest level, planning policy at the State and local level discourages the use of unplanned lots for dwellings. The City of Greater Bendigo has a significant supply of appropriately zoned land for rural-residential purposes (eg. Rural Living Zone) and policy at State and local levels seeks to direct development to those areas designated for such purpose.

The built form will likely result in a negative impact on the rural landscape through its scale and unacceptable proximity to the road. The outcome would be unanticipated in a rural context.

The siting would necessitate the removal of vegetation, contrary to the planning controls applicable to the land. Further, there is only one access point considered safe by the Department of Transport which would require further removals of native vegetation within a specific Vegetation Protection Overlay.

Subsequently, the proposal is considered contrary to a broad range of policies and specific planning controls within the Greater Bendigo Planning Scheme and is not considered supportable.

It is therefore recommended that Council issue a Notice of Decision to Refuse to Grant a Permit.

Options

Council, acting as the responsible authority for administering the Planning Scheme, may resolve to: grant a permit, grant a permit with conditions, or refuse to grant a permit.

4.5 252 TANDARRA ROAD, DRUMMARTIN 3570 - TWO LOT SUBDIVISION OF LAND (DWELLING EXCISION)

Document Information

Author Liz Commadeur, Subdivision Planner

Responsible Director Bernie O'Sullivan, Director Strategy and Growth

Summary/Purpose

Application details: Two lot subdivision of land (dwelling excision)

Application No: DS/365/2020

Applicant: Shaw Land Surveys Pty Ltd

Land: 252 Tandarra Road, DRUMMARTIN 3570

Zoning: Farming Zone

Overlays: There are no overlays.

No. of objections: 0

Key considerations:

- Whether the proposal would result in an acceptable planning outcome having regard to the purposes of the Farming Zone and the relevant planning policy that deals with rural subdivision and the protection of agricultural land.
- What has the Victorian Civil and Administrative Tribunal said about dwelling excisions in the Farming Zone.
- Does the existing dwelling on the land have heritage significance?

Conclusion: The application is not in accordance with the Greater Bendigo Planning Scheme.

It is recommended that Council refuse to grant a permit as the proposal does not present an acceptable planning outcome with regards to the purposes of the Farming Zone and the relevant State and Local Planning Policy related to rural subdivisions, rural dwellings and the protection of agricultural land.

RECOMMENDATION

Pursuant to section 61 of the Planning and Environment Act (1987), Council issue a Notice of Decision to Refuse to Grant a Permit for two lot subdivision of land (dwelling excision) at 252 Tandarra Road, DRUMMARTIN 3570 on the following grounds:

1. The proposal is inconsistent with planning policy regarding rural subdivisions and agricultural land.
2. The lot to be excised is larger than that prescribed in the City's Rural Subdivisions Policy (being over 2 hectares in size).
3. The excision would create a second dwelling 'right' with the balance lot being over 40ha in size.
4. The proposal is inconsistent with the purposes of the Farming Zone.
5. The proposal presents an unacceptable outcome with regards to the fragmentation of agricultural land and does not support or enhance agricultural production.

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## **Policy Context**

City of Greater Bendigo Community Plan 2017 – 2021

Goal 4: Presentation and managing growth

- Planning, developments and infrastructure that increase our liveability and pride in where we live.

Goal 6: Embracing our culture and heritage

- Recognise and celebrate our unique history and diverse cultures.

## **Report**

### **Subject Site and Surrounds**

The subject site is located on the corner of Tandarra Road and Kamarooka Store Road, Drummartin. The site is rectangular in shape with an area of 66.362 hectares. The site has a frontage of 860 metres to Tandarra Road and 790 metres to Kamarooka Store Road. A dwelling, a number of outbuildings and a dam are located in the south eastern corner of the site. Access to the site is from Tandarra Road, which is a sealed local road. The dwelling is in poor condition and has been uninhabited for a number of years. The site has been serviced by electricity and telecommunication supply systems in the past. Potable water can be provided by existing water tanks adjacent to the dwelling and the management of wastewater is unclear. A few native trees are scattered over the site.

The site is described as Crown Allotment 82, Parish of Kamarooka.

The site is part of a wider farming area, mainly used for cropping purposes and a small amount of grazing. The area of the farming lots vary in size, with many not having associated dwellings. The nearest farm house is approximately 2.2 kms east along Tandarra Road. Kamarooka Store Road to the west of the site provides the common boundary between the City of Greater Bendigo and Loddon Shire.



Figure 1: Photo showing existing dwelling and associated outbuildings



Figure 2: Location map showing subject site and proposed subdivision.

## Proposal

The applicant seeks approval for a two-lot subdivision (dwelling excision). The subdivision layout would feature:

- Lot 1 will have an area of 63.31 hectares.
- Lot 2 will have an area of 3.052 hectares.
- An existing dwelling, outbuildings and dam will be retained on Lot 2.
- Access to Lot 1 could be from either Tandarra Road or Kamarooka Store Road, while access to Lot 2 would continue from Tandarra Road.
- The lots created by the subdivision are capable of being serviced by electricity and telecommunication supply systems.
- Water supply can be provided by onsite water tanks (in the absence of reticulation).
- The management of wastewater will be reliant on the installation of septic tank systems.

## **Planning Controls - Greater Bendigo Planning Scheme**

The following clauses are relevant in the consideration of this proposal:

### Planning Policy Framework

- Clause 11 Settlement
- Clause 11.01-1S Settlement
- Clause 11.01-1R Settlement – Loddon Mallee South
- Clause 14.01-1S Protection of agricultural land
- Clause 15.01-3S Subdivision design
- Clause 16.01-5S Rural residential development
- Clause 16.01-3S Housing diversity

### Local Planning Policy Framework

- Clause 21.02 Key Issues and Influences
- Clause 21.07 Economic Development
- Clause 22.02 Rural Dwellings Policy
- Clause 22.03 Rural Subdivision Policy

### Other Provisions

- Farming Zone (clause 35.07)
- Decision guidelines (clause 65).
- Referral and notice provisions (clause 66).

### Permit Triggers

The need for a planning permit is triggered by:

- Clause 35.07-3 of the Farming Zone, which states that a permit is required to subdivide land.



The zone states that the minimum lot size for subdivision of land is 40 hectares, meaning that at least 80 hectares would be required to undertake a two-lot subdivision of land. The application site is 66 hectares. The Planning Scheme does, however, state that a permit may be granted to create smaller lots if the subdivision is to create a lot for an existing dwelling. The subdivision must be a two-lot subdivision.

This provision is commonly referred to in planning circles as being a 'dwelling excision' type of application.

## **Consultation/Communication**

### Referrals

The following internal departments have been consulted on the proposal:

| Referral             | Comment                            |
|----------------------|------------------------------------|
| Environmental Health | No objection subject to conditions |
| Traffic & Design     | No objection subject to conditions |
| Drainage             | No objection subject to conditions |

### Public Notification

The application was advertised by way of notice on the site and letters to adjoining and nearby owners and occupiers.

As a result of advertising, no objections were received.

## **Planning Assessment**

Will the proposal result in an acceptable planning outcome having regard to the purposes of the Farming Zone and the relevant planning policy that deals with rural subdivision and the protection of agricultural land?

The applicant is seeking approval to subdivide land into two parcels, to allow the excision of an existing dwelling (Lot 2), with the balance lot used for on-going farming practices (Lot 1). The owner has indicated that Lot 1 would be sold and Lot 2 would be retained. Once Lot 1 has been sold, the owner intends to demolish the existing dwelling on Lot 2 and construct a new dwelling in its place for a rural residential lifestyle.

The second 'stage' of the proposal does not form part of this permit application and would be subject to the need to apply for and obtain a new permit on that land for the use and development of the new dwelling.

The Farming Zone specifies that all lots created by subdivision should be at least the area specified in the zone. Generally, the required minimum lot size is 40 hectares, however in this case, the area of one of the lots does not comply. There is discretion to grant a permit for a smaller lot if the subdivision is to create a lot for an existing dwelling and it must be a two lot subdivision. However, this discretion does not mean that a permit can be automatically approved. The responsible authority must decide whether the proposed subdivision will produce acceptable outcomes in terms of the decision guidelines of the Farming Zone.

The purposes of the Farming Zone encompass the following relevant matters:

- *To implement the Municipal Planning Strategy and the Planning Policy Framework.*
- *To provide for the use of land for agriculture.*
- *To encourage the retention of productive agricultural land.*
- *To ensure that non-agricultural uses, including dwellings, do not adversely affect the use of land for agriculture.*
- *To provide for the use and development of land for the specific purposes identified in a schedule to this zone.*

In addition to the minimum lot size provision, the provisions of the Farming Zone direct that consideration must also be given to a number of decision guidelines under the Farming Zone which consider the question of how rural subdivisions fit within these purposes. The decision guidelines provide a means by which to assess such applications. The decision guidelines include the following matters that are relevant to this application:

- *The Municipal Planning Strategy and the Planning Policy Framework.*
- *Whether the site is suitable for the use or development and whether the proposal is compatible with adjoining and nearby land uses.*
- *Whether the use or development will support and enhance agricultural production.*
- *Whether the use or development will adversely affect soil quality or permanently remove land from agricultural production.*
- *The agricultural qualities of the land, such as soil quality, access to water and access to rural infrastructure.*
- *Any integrated land management plan prepared for the site.*
- *The potential for the use or development to limit the operation and expansion of adjoining and nearby agricultural uses.*

The potential for the fragmentation of rural land and the need to prevent this from occurring is a clear policy direction within the planning scheme, both at a State and local level. The Rural Dwellings Policy (Clause 22.02) and Rural Subdivision Policy (Clause 22.03), supported by both State and local policy at Clauses 14.01-1S and 21.07- 8 and 21.07-10 discourages dwellings on lots smaller than schedule minimum so as to ensure that existing Farming zoned land is protected from fragmentation through use of the land for residential purposes.

Clause 22.03 (Rural Subdivision Policy) states that it is policy to ‘*ensure lots created by excising dwellings under Clause 35.07-3 should have a maximum of 2 hectares, except as otherwise required by a provision of this planning scheme*’. The proposed Lot 2 is proposed to be 3.052 hectares and is located 140 metres from the south east corner of the site. The applicant states that the lot boundary has been configured so as to avoid an irregular layout, hence the need for an area greater than the required 2 hectare maximum.

Lot 2 would retain the existing dwelling, all outbuildings and a dam. The dwelling, shown in Figure 3, is in poor condition and is uninhabited. After conducting a site inspection, the City’s Environmental Health team were unclear as to the capacity and suitability of the existing on-site wastewater management system for the existing dwelling.

Lot 2 as a result does not meet the Rural Subdivision Policy objective to “*Ensure that lots created are of sufficient size to contain and manage domestic wastewater within the boundaries of each lot, to be demonstrated by a land capability assessment, where connection to reticulated sewerage is not required by the responsible authority*”.

The owner has indicated that Lot 1 would be sold and Lot 2 be retained. Once Lot 1 has been sold, the owner intends to demolish the existing dwelling and construct a new dwelling in its place for a rural residential lifestyle. Whilst this is may be their intention, this is not reflected in their application and given the aforementioned comments about containing and managing effluent, a dwelling on the excised lot may not be supportable.

Given the applicant’s intention to demolish and rebuild, the applicant’s argument as to why the lot needs to be larger than 2 hectares (as is directed by the City’s Rural Subdivision Policy) to avoid an ‘irregular layout’ is not an acceptable response.

#### What has the Victorian Civil and Administrative Tribunal said about dwelling excisions in the Farming Zone?

The issue of dwelling excisions in the Farming Zone is problematic. In *Smith v Baw Baw SC* [2016] VCAT 611, Senior Member Byard states:

*“It is also an objective to ensure that the ... creation of small lots for existing dwellings minimise the loss of productive agricultural land and do not prejudice activities associated with agricultural production. The best way of minimising this is clearly not to allow such developments, unless there is a genuine pressing need of an objective nature, not a subjective family preference”.*

In this case, the owner wishes to return to the place where he grew up and enjoy a rural residential lifestyle. However, as time passes, circumstances can change for a number of reasons. Whilst the applicant’s intentions are known and understood, there is no certainty that this will be outcome and this cannot be controlled or guaranteed in any way as a permit relates to the land, not the owner of the land.

The dwelling on Lot 1 could just as easily be sold off and has the potential to pose a risk to the “right to farm” (i.e.) restrict the ability to use the land for farming activities and impact the ability of neighbouring farms to carry out agricultural production activities.

Land use conflict arising from the 'right to farm' results from different amenity expectations that non-farmer / rural residential / lifestyle properties have towards farming properties, such as complaints regarding dust, noise, machinery, animal movements or pesticide spraying.

The subdivision, if approved would be creating a lot greater than the minimum lot size of 40 hectares, whereby a future owner could construct a dwelling "as of right", with no planning approval required. At the current time the land contains a single dwelling, thus the outcome (if this application was approved) could be two dwellings and no farming activity occurring on the land. Such an outcome is clearly unacceptable having due regard to policy which is in operation to limit the spread of dwellings in Farming zoned areas.

One may argue that Lot 1, being 63 hectares in area is relatively small in grazing and cropping terms, but would be ideal for a farmer to purchase as an out paddock or to lease, however this is only speculative and there is a real risk that if approved the land will not be used for agriculture at all and becomes a lifestyle type lot. It would be an unacceptable outcome to have a dwelling and associated farming outbuilding constructed on the new lot as this would also reduce the area of productive agricultural land by 3 or 4 hectares.

Does the existing dwelling on the land have heritage significance?

The existing dwelling on the land is identifiable as being from the Victorian era. Little is known of the history of the dwelling.

If the City's Municipal Building Surveyor were to receive an application (under the Building Act and Regulations) for the demolition of the dwelling, the internal referral process includes the City's Heritage Advisor undertaking research, a written report and a recommendation on the issue. If a property, not covered by a Heritage Overlay (as is the case for this site) was found to be significant, the only option available to the City would be to ask for the Minister for Planning to exercise his powers to intervene and approve an 'Interim Heritage Overlay'.

The Former Shire of Huntly is not an area for which a comprehensive heritage study has been undertaken. This fact is noted in the *City's Heritage Gap Analysis* (May 2019) prepared by Landmark Heritage Pty Ltd. The Gap Analysis included (at Appendix B) a list of addresses which currently either have no, or limited heritage protection.



**Figure 3:** Photo showing existing dwelling.

The list in the Gap Analysis was formulated utilising resources including:

- Places identified during the limited fieldwork undertaken during this Gaps Analysis;
- Places listed on the National Trust Register or nominated by the National Trust;
- Places nominated by the Huntly & Districts Historical Society, Eaglehawk Historical Society (EHS) or City of Greater Bendigo staff; and
- Places identified by the Heathcote-Strathfieldsaye Heritage Study Stage 1 2002, Heritage Policy Citations Review 2011, Huntly Heritage Study 1994, the Huntly Township Plan, White Hills & East Bendigo Heritage Study 2016 and the Thematic Environment History 2013.

The application site is not listed in the Appendix B of the Gap Analysis; however, this does not mean it is not significant – it simply means this question remains unanswered. The applicant has foreshadowed the demolition and replacement of the existing dwelling on the land, however this not currently part of their application. The question of the heritage significance of the dwelling will be settled later either by the preparation and incorporation of a Heritage Study into the Planning Scheme or at such time as the City receives the demolition request.

## **Conclusion**

The application proposes a subdivision which will result in a dwelling on a small isolated lot in an established farming area, an outcome specifically discouraged by State and local policy. It is recommended that the application is refused.

## **Options**

Council, acting as the responsible authority for administering the Planning Scheme, may resolve to: grant a permit, grant a permit with conditions, or refuse to grant a permit.

## **5. WELLBEING AND FAIRNESS**

### **5.1 HEALTHY GREATER BENDIGO**

#### **Document Information**

**Author** Amy Brown, Executive Officer – Healthy Greater Bendigo

**Responsible Director** Vicky Mason, Director Health and Wellbeing

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#### **Purpose**

To inform Council about the work of the Healthy Greater Bendigo Backbone Team and partners in contributing to the goals of the Healthy Greater Bendigo initiative.

#### **Summary**

Healthy Greater Bendigo is engaging and supporting local leaders to see health as everybody's business and use their spheres of influence to create an environment where it is easy and normal to be healthy. Unlike traditional programmatic responses, Healthy Greater Bendigo takes a systems approach to improving health and wellbeing in our community. The approach aims to achieve long-term sustainable population-wide health improvements by:

- Championing the movement (Encourage more people, groups, organisations, sectors to make change within their sphere of influence) → Increased breadth of involvement
- Doing it together (Share and celebrate our efforts and others, build relationships and alliances, advocate together, align and coordinate our efforts and partner where appropriate) → Increased integration of our efforts
- Focusing on the system (Learn about and reorient our efforts towards system prevention activities at scale, focusing on shifting the conditions that hold the problem in place) → Increased effectiveness of our efforts

As a result of the work, sectors that have not conventionally been part of the health promotion movement now understand their role and contribute to the effort. Building leaders' capacity to identify system change opportunities and their connections between each other amplify their efforts and build further momentum. This is leading to significant changes in the conditions that drive unhealthy behaviours (policies, practices, power dynamics, relationships and connections, resource flows, mental models), which are most often outside the scope of influence of the "health sector". This work is helping Greater Bendigo to be seen as a state, national and international leader in health promotion and population health. The investment in the Healthy Greater Bendigo initiative represents value-for-money that will accrue over time through the prevention of chronic disease, reduced demand for health services, and a happier and more productive community.

## **RECOMMENDATION**

That Council note the report on the Healthy Greater Bendigo initiative.

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Policy Context

Greater Bendigo Community Plan (2017 – 2021)

Goal: Wellbeing and Fairness - Inclusive policies, partnerships and projects that increase access, improve health and learning opportunities by building better connections, and quality of life for all.

Greater Bendigo Public Health and Wellbeing Plan (2017 – 2021)

Priorities:

- Healthy and well - Promote healthy lifestyles (Increase healthy eating, physical activity and reduce sedentary behaviour)
- Safe and secure - Reduce socioeconomic disadvantage by increasing access to affordable nutritious food, diverse housing and energy
- Liveable - Facilitate supportive built and natural environments
- Our approaches: Place-based, Health in All Policies, Systems Thinking, Collective Impact

Victorian Public Health & Wellbeing Plan (2019 – 2023)

Focus area:

- Increase healthy eating: Investing in collaborative place-based approaches to healthy eating and increasing access to healthy food in communities.
- Increasing physical activity: Direct action towards protective factors for health and wellbeing where there is evidence and capacity in the sector to support change

Report

Building on the previous work of Healthy Together Bendigo and GREATER, Healthy Greater Bendigo is a movement of community members working together to ensure our community is healthy and well, one of five objectives of the Greater Bendigo Health and Wellbeing Plan 2017 - 2021. Taking a systems approach to improving population health and equity, the work has an initial focus on preventing chronic disease including obesity by promoting healthy eating and active living, two of the four focus areas outlined in the Victorian Public Health and Wellbeing Plan (2019-2023).

By increasing healthy eating and physical activity Healthy Greater Bendigo also helps to bring about a range of co-benefits that motivate a wide range of stakeholders and align with Greater Bendigo's vision to be the world's most liveable community including:

- Healthy bodies
- Healthy minds
- Healthy climate and environment
- Healthy local economy

Healthy Greater Bendigo employs a "collective impact" model that recognises that large scale social change requires broad cross-sector coordination rather than isolated interventions by individual organisations. A Theory of Change (see Appendix 1) developed under GREATER (when the backbone team was based at Bendigo Health) underpins the initiative, outlining the initiative logic.

In April 2018 Bendigo Health, Bendigo Community Health Service and the City of Greater Bendigo agreed to each commit \$100,000 per annum for three years to employ a Backbone Team, based at the City of Greater Bendigo, to support the work of Healthy Greater Bendigo. This partnership was formalised in a Memorandum of Understanding.

The backbone team includes:

Role	EFT
Executive Officer	1.0
Research & Evaluation Officer	1.0
Communications & Marketing Officer	0.6
Social Planner	0.8 (existing City position)
Administration Officer	0.5

A Stewardship Group guides the strategic direction of the initiative, champions the movement and creates change within their spheres of influence. Throughout the initiative, this group has included:

- Bendigo Health
- Bendigo Community Health Service
- City of Greater Bendigo (Chair & Representative)
- Youth Ambassador
- Bendigo Education Council
- Coliban Water
- Department of Health & Human Services Regional Office
- Bendigo Loddon Primary Care Partnership

Healthy Greater Bendigo's Strategic Plan (see appendix 2) outlines our approach to achieving long-term sustainable population health improvements:

- Champion the movement (Encourage more people, groups, organisations, sectors to make change within their sphere of influence) → Increased breadth of involvement
- Do it together (Share and celebrate our efforts and others, build relationships and alliances, advocate together, align and coordinate our efforts and partner where appropriate) → Increased integration of our efforts
- Focus on the system (Learn about and reorient our efforts towards system prevention activities at scale, focusing on shifting the conditions that hold the problem in place) → Increased effectiveness of our efforts

The Backbone team supports the movement and its partners by:

- Highlighting the roles others can play in improving health and wellbeing and bringing new partners to the table
- Facilitating and supporting relationships, creating opportunities to learn, share, advocate and work together
- Focusing on and supporting increased capacity to impact the six conditions of systems change: policies, practices, resource flows, relationships and connections, power dynamics and mental models

As can be seen from above, the work of Healthy Greater Bendigo is quite different from previous health promotion efforts with a focus on whole communities, policy and systems change rather than the delivery of programs to individuals and groups.

“Programmatic interventions help people beat the odds; Systemic interventions can help change their odds.” - Karen Pittman, CEO, Forum on Youth Investment, 2015

Outputs

The key areas of work and activities undertaken by the backbone team since its formation in late-2018 are listed below.

1. Champion the movement: More people, organisations, sectors playing their part
 - Engaged a range of sectors/areas to build awareness and understanding of their opportunities to create change within their spheres of influence – through communications, meetings, presentations at conferences, pilot projects, providing input into strategies and plans

Sectors include Planning and Development; Transport; Education; Young people; Sport & Physical Activity; Business and Retail; Arts and Creative Industries; Waste; Local laws; Environmental Health; Emergency management and pandemic response; Finance
2. Do it together: Greater awareness and alignment of efforts, relationships and partnerships among leaders
 - Shared and promoted the efforts of partners and stakeholders through the Healthy Greater Bendigo e-newsletter and the Healthy Systems Network, in forums and conferences, and through our networks

- Created opportunities to build stronger networks and relationships and collaborate and connect – brokered new partnerships, convened monthly meetings between key partners, facilitated meetings between other key stakeholders, assembled temporary working groups, brought people together by hosting a monthly community of practice, workshops, forums, a conference and other training opportunities
3. Focus on the system: Increased sustainability, scale and systems impacts of efforts
- Increased capacity of key partners and stakeholders to change policy and systems by developing tools; managing, brokering, supporting and sharing research; and providing a range of training opportunities on various topics and approaches

Training and tools: Wellbeing in Every Decision Conference; RMIT Integrating health and planning course; Healthy Systems Network; Systems School Systems Thinking Webinar Series; Broadly Speaking training (Canterbury, NZ); Co-design workshop; Food Forums; Evaluation Toolkit & Masterclass; Storytelling/Connection Tool; Reflective Practice training and guide; Health and Wellbeing Directorate Capability Framework and Capacity Building Program

Research and evidence: Managed the Active Living Census and facilitated seven other research partnerships; provided data and evidence to strengthen practice, policy/strategy development and support funding applications to partners and the wider community

- Contributed to policy development and implementation to ensure health, wellbeing and equity were high on the agenda and policy makers and practitioners had the evidence, skills, relationships and support needed to understand and act on their opportunities to drive sustainable population health promoting changes. This approach built capacity of and relationships between key stakeholders to ensure sustainability and ongoing impact, championing of the movement. Relevant examples include:

Greater Bendigo Health and Wellbeing Plan; Greater Bendigo Integrated Health Promotion Plan; Food Systems Strategy; Planning Scheme review and re-write; Walking and Cycling Strategy, Greening Greater Bendigo, Design of the Bendigo GovHub; Capital Investment Framework and Project Prioritisation Process; Economic Development Indicators; City of Gastronomy Strategy and action plan; Community Buildings Policy; Human Rights and Social Justice Charter; Itinerant Trading Policy, Affordable Housing Action Plan; Review of Major Projects Panel; Open Space Contributions policy; Healthy Facilities Policy; Healthy Heart of Victoria; Pandemic Relief and Recovery Plan

- Coordinated advocacy campaigns and submissions to effect public policy development at state and federal levels to reduce local barriers to action; create an environment where local changes can be more successful; and build knowledge, relationships and alliances among local leaders

Healthy BBQs advocacy campaign; Submissions regarding the new Victorian Public Health & Wellbeing Plan; National Obesity Strategy; Australia New Zealand Food Standards Code, Alcohol and pregnancy labelling; Guidance for tackling climate change and its impacts on health through municipal public health and wellbeing planning

Highlights of the Backbone Team's work:

Greater Bendigo is seen as a state, national and international leader in health promotion and population health, in part due to efforts of the Healthy Greater Bendigo Backbone Team, including:

1. Data, evidence and knowledge translation

The team managed the Active Living Census on behalf of Healthy Heart of Victoria, delivering accessible local data about residents' health and wellbeing. Almost 25,000 responses were received across the Loddon Campaspe region, including 13,000 from Greater Bendigo. The research provides valuable data for health services and other stakeholders and is being used to leverage investment. Such fine-grained local data is unique to our region, and the envy of others. The project raised the profile of Healthy Greater Bendigo and will be part of the initiative's legacy.

The depth and quality of the dataset enabled a range of value-adding partnerships with La Trobe, Swinburne and Deakin Universities. The research outputs from these partnerships directly benefit our community, as well as contribute to the global knowledge-base and promote Greater Bendigo as an ideal site for world-class research with an innovative and data-driven community.

2. A connected community comprised of strategic thinkers taking contemporary approaches, where health is everybody's business

The Backbone Team has worked to implement a "health is everybody's business" strategy to increase the breadth of involvement in the Healthy Greater Bendigo movement, engaging leaders in areas not traditionally seen as "health", such as retail, transport, sustainability and land use planning. The team has built the capacity of and relationships between a large multi-disciplinary group of leaders, empowering them to create healthy systems change within their spheres of influence. This has involved leading the evaluation of the Greater Bendigo Health and Wellbeing Plan (2017-2021) Framework for Action and the development of a community capacity building framework and program, delivering a conference, workshops, training sessions, a community of practice, through our communications, the provision of data and evidence, involvement in working groups and project control groups, and individualised professional support for policy makers and leaders. A number of these activities have attracted significant attention, helping build the reputation of Greater Bendigo as a connected community comprised of strategic thinkers taking contemporary approaches.

- Broadly Speaking Training: Developed and delivered by a globally recognised health in all policies team in Christchurch (NZ). Designed to build a common language to enable strong collaborative action to improve health and wellbeing, the training was delivered as a pilot and attended by the Mayor of Greater Bendigo, City staff and leaders from key partner organisations.
- Systems Training: The backbone team organised participation of City of Greater Bendigo and partner organisation staff in this Systems School webinar series to build local capacity in systems thinking.
- Health is everybody's business induction video and training: Adopted across the Loddon Campaspe region and embedded into the City's all-staff corporate induction.

- Community of Practice: Known as the Healthy Systems Network, this group enables a process of professional self-development to build the collective capacity of practitioners and increase coordination and collaboration. The Network has met 15 times, with 15-20 regular attendees. Sessions have explored and built our collective capacity in systems thinking, approaches and practices, health in all policies and healthy urban design.
- E-newsletter: Healthy Greater Bendigo distributed 28 Mailchimp newsletters to 4752 recipients (January 2019-July 2020). Our mailing list currently includes 290 members from a wide range of sectors, up from 119 in January 2019.

The success of these efforts and the leadership demonstrated from our community has meant that Healthy Greater Bendigo and the City of Greater Bendigo have been able to successfully influence statewide policy and are sought out as leaders in health promotion and population health

- Victorian Public Health and Wellbeing Plan 2019-23 – our feedback shaped the statewide plan
- Guidance for tackling climate change and its impacts on health through municipal public health and wellbeing planning – our feedback shaped the statewide guidance
- Food classification changes - Healthy options at barbeque fundraisers: Our advocacy is shaping the changes
- VicHealth Statewide Food Security working group – sought out for advice on how the state can support food security in LGAs
- DHHS Victorian Healthy Eating Enterprise leadership – sought out to design agenda for *Healthy Food for all in Regional Victoria* event, and coordinate a presentation to illustrate the breath of the systemic effort underway in Greater Bendigo

3. Integrated planning for health promoting environments

Building on the success of our capacity and relationship building approach to implementing the “health is everybody’s business” strategy and capitalising on our place within local government and access to policy makers, the Healthy Greater Bendigo backbone team has driven an approach to integrated planning that is making it easier to create health promoting environments. This work forms the basis of a proposed advocacy strategy with a consortium of local governments and peak bodies including the Planning Institute of Australia and the Heart Foundation to the state government to amend specific provisions in the State Planning Policy Framework that would better reflect the Victorian Public Health and Wellbeing plan objective to ‘improve neighbourhood and precinct planning to better support active living’.

Key components of our approach included:

- Wellbeing in Every Decision conference: Delivered in partnership with Healthy Heart of Victoria, the conference was attended by 200 people, with 224 views on YouTube (livestream and post-event). The program brought health and urban planning professionals together to explore ways to better shape health promoting built environments.

- RMIT Healthy Regional Communities - Integrating Health and Planning Short Course: First delivered in Melbourne in July 2019, this course was developed to outline strategies to create healthier communities through effective urban planning, design and policy. The Backbone Team supported RMIT to tailor their course to appeal to planners working in regional Victoria, and in collaboration with Healthy Heart of Victoria we supported them to deliver the course in Bendigo for the first time.
- Input into the Greater Bendigo Planning Scheme review and re-write – “Creating healthy environments” is now included under the Greater Bendigo Planning Scheme’s Strategic Direction as the first of three key built environment and heritage issues for Greater Bendigo, along with new guidance to support implementation.
- Input into a range of local and state-wide strategies and policies, including linking back to planning levers, strengthening the ability of statutory planners to implement strategic objectives in development decisions.

4. Healthy food in retail settings

Greater Bendigo is sought out as a global leader in health promoting retail.

The “healthy supermarkets” partnership between Healthy Greater Bendigo and The City, Deakin University and IGA continues to be recognised nationally and internationally including with awards, conference presentations, journal articles, inclusion in the Handbook of Health Promotion Research and the university textbook used by Australian public health students. It also continues to generate spin off projects locally and around Australia, including the current “healthy supermarket” analysis of local IGA store renovation projects, which will inform future local store renovations and has already informed the redesign of supermarkets in some Aboriginal communities. The body of work and national interest generated through this partnership has led Healthy Greater Bendigo to establish the Australian Healthy Supermarket Practitioner Network to support other local areas (and our own) to support supermarkets to implement feasible, sustainable health promoting interventions. Our expertise in this space led to an invitation to be strategic advisor for the International Healthy Supermarket Research Network.

The Backbone Team’s involvement and the City’s leadership in the development and implementation of evidence informed, contemporary strategies and policies to encourage healthy food retail environments (many listed above) have led Healthy Greater Bendigo to be sought out as an Associate Investigator and The City as a local government partner in an NHMRC healthy retail partnership project, led by the Centre of Research Excellence in Food Retail Environments for Health, a collaboration between Deakin and Monash Universities, The Sax Institute, University of Auckland and The George Institute for Global Health.

Much of this work has contributed to the successful City of Gastronomy application to the UNESCO Creative Cities Network.

The profile of local prevention partnership and its ability to spark change is rising as a result of the group’s achievements and broader communications and engagement efforts.

The next 10 months

Key areas of focus for the backbone team to support the broader movement throughout the remainder of our funded period (to June 2021) include:

- Continue to grow the breadth of involvement, increase integration of local efforts and enhance the effectiveness of those efforts
- Increase communication about our efforts and successes to further increase our profile and stakeholders' understanding of our influence, as well as increased support for communication between Stewardship Group members and among the broader stakeholder group
- Increase monitoring, evaluation and reporting of the collective effort
- Secure funding to continue the work of the backbone team in supporting the wider community movement beyond the current period to June 2021.

Return on Investment

There is now global consensus that efforts to address obesity require a comprehensive societal response. According to ACE-Obesity Policy researchers, such a response "includes government policies (potentially including regulations, taxation/subsidies, programs and infrastructure), across a wide range of sectors, such as health, education, agriculture, transport, trade and finance, as well as wide-scale action from the private sector and community groups. The Healthy Greater Bendigo partnership and backbone team has made strong progress on a lot of these matters, including through directly influencing local policy development and building the capacity of policy and decision makers, advocacy to address State and Federal government policy and practice and building and consolidating relationships with other sectors who can help to bring about change.

Cost-benefit analyses of obesity prevention interventions demonstrate that the average intervention cost of regulatory interventions is 12 times lower than that of program-based interventions. The former also result in approximately 1.7 times more total Health Adjusted Life years than program-based interventions and reach a higher proportion of the population than many program-based interventions, resulting in higher health benefits overall. Policy based interventions targeting the food environment of the kind outlined in the report have been found to be most cost-effective. The financial investments made by Bendigo Health, Bendigo Community Health and the City of Greater Bendigo that enabled this work to occur represent value-for-money that will accrue over time through the prevention of chronic disease, reduced demand for health services and a more productive community.

Consultation/Communication

As demonstrated above, much of the work involves engaging with community and cross-sectoral stakeholders, communicating with them and supporting communication and relationships between them. Examples of our communications and engagement include:

- Healthy Greater Bendigo e-newsletter
- Convening two Communities of Practice: The Healthy Systems Network and the Australian Healthy Supermarket Practitioner Network
- Holding events, workshops, forums, seminars and a conference

- Through research projects such as the Active Living Census
- One on one and small group meetings with leaders from various sectors

The Healthy Greater Bendigo Stewardship Group members also bring the perspectives of youth, local government, health services, water and education to the initiative.

Internal Consultation

This initiative was co-designed by a range of stakeholders, including representatives of the City's Health and Wellbeing Directorate.

Throughout the course of the initiative, the team have engaged and consulted with all units in the Health and Wellbeing Directorate, as well as Communications, Parks and Open Spaces, Regional Sustainable Development, Statutory Planning, Bendigo Art Gallery, People and Culture, Our Future Workplace, Business Transformation and Financial Strategy. Much of our work involves feeding into consultation processes underway in other units, supporting the identification of opportunities to improve health and wellbeing through their work.

Resource Implications

Healthy Greater Bendigo is funded by local partners, Bendigo Health, Bendigo Community Health Service and the City of Greater Bendigo, who each agreed to commit \$100,000 per annum for three years to employ a Backbone Team (2018-2021), based at the City of Greater Bendigo. In addition, the City contributed its existing Social Planning position to the team. Healthy Greater Bendigo has leveraged significant in-kind support, benefited from several demonstrations of good-will and delivered a range of projects in partnership with others, allowing our funds to go further. We have also received additional funding from other organisations to support the work, such as \$100,000 from DHHS, \$15,000 from Deakin University for healthy supermarkets project management, \$60,000 for Active Living Census project management and \$7000 for small grant delivery from Healthy Heart of Victoria.

Attachments

Attachment 1: Theory of Change

Attachment 2: Healthy Greater Bendigo 1-page strategic plan

5.2 HEALTHY HEART VICTORIA AND ACTIVE LIVING CENSUS - UPDATE

Document Information

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Responsible Director Vicky Mason, Director Health and Wellbeing

Purpose

The purpose of this report is to update Council on the progress and achievements of the Healthy Heart of Victoria initiative, including the 2019 Active Living Census.

Summary

The Healthy Heart of Victoria (HHV) initiative was developed in response to the higher than Victorian average rates of obesity, chronic disease and high-risk health behaviours seen within the Loddon Campaspe region. Led by the Loddon Campaspe Regional Partnership's highest priority, the State Government funded initiative aims to improve health and wellbeing across the region, working towards an aspirational outcome of 'reduced incidence of preventable disease through a systems approach'.

In taking a systems approach, HHV recognises and is working to address the complexity of the problem. The HHV model is designed to tackle different parts of the system simultaneously and to build on what's already in the system, by brokering partnerships and connecting those in the system to act and recognise health is everyone's business.

HHV has three components that support each other to achieve real change in the community's health.

- Health Brokers – a workforce of 'Health Brokers', one placed in each of the six Loddon Campaspe Councils, to work with local communities to build knowledge, drive systems change and make health everyone's business.
- Active Living Census – a survey conducted across the Loddon Campaspe region to enable evidence-based planning for health and recreation services and to allow better understanding of people's activity levels and preferences.
- Infrastructure and Activation – improvements to infrastructure, facilities and/or programs across the region to enable more community members to be more active.

The Health Brokers have been essential in the establishment of strategic partnerships which have resulted in additional effort and leverage of funding for the region. The HHV model has provided an environment that supports Health Brokers to identify and test opportunities to improve community health by considering health outcomes in the planning and delivery of business as usual activities, contributions to strategic documents, building a sustainable community commitment to healthy lifestyles, responding to local health needs of each unique community and building ownership of the outcomes. This has resulted in regional opportunities for systems change.

The ALC survey was completed by over 24,500 people throughout the region, including nearly 13,000 people in Greater Bendigo. The ALC provides valuable data for government, health services, organisations and community groups and is being used to leverage investment. The level of local data available through the ALC is unique to our region. HHV launched the Greater Bendigo ALC Selected Findings Report in June 2020. Since then, the Greater Bendigo Health Broker and the City of Greater Bendigo's (the City) Research & Evaluation Officer, have been leading local results dissemination and capacity building efforts.

HHV has worked to advance equity through prioritising infrastructure improvements and upgrades as well as programs in some of the regions (and states) most disadvantaged areas, including Dunolly, Maryborough, Kyneton, Long Gully and Crossenvale. In addition to providing these communities with much needed physical improvements and support, the project development process has increased understanding across local government of why these areas were selected and local governments role in shifting conditions that create inequity. The focus areas for Greater Bendigo were Kangaroo Flat and Long Gully.

The implementation of the HHV communication strategy has led to increased brand recognition, stakeholder engagement and has supported community behaviour change initiatives. HHV has also focused on communications in managing some of the complexity associated with the impacts of Coronavirus. The HHV initiative has shown it's flexible and adaptable in responding to emerging community needs. This has included tailoring health and wellbeing information for people in isolation, innovating with ALC data distribution and contributing to local relief and recovery partnerships.

HHV is approaching the end of phase one of the initiative, but funding currently ends 31 December 2020. A State Government funding request has been submitted for a further \$7M over four years.

HHV 2019 impact video: <https://www.youtube.com/watch?v=aZRHedS9bwA&t=351s>

RECOMMENDATION

That Council note the report on the Healthy Heart of Victoria initiative and the 2019 Active Living Census.

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## Policy Context

### Community Plan Reference:

#### *City of Greater Bendigo Community Plan 2017-2021:*

Goal 2 Wellbeing and Fairness: Inclusive policies, partnerships and projects that increase access, improve health and learning opportunities, by building better connections and quality of life for all.

- Objective 2.1 Create a much healthier Greater Bendigo
- Objective 2.2 Promote positive wellbeing across the Greater Bendigo community
- Objective 2.3 Promote community connection

#### *Greater Bendigo Health and Wellbeing 2017 – 2021:*

- Healthy & well: promoting healthy lifestyles, promoting positive mental wellbeing and reducing harm from tobacco, alcohol and misuse of drugs.
- Safe & secure: Increased community safety, reduce socio-economic disadvantage.
- Able to participate: improve health, financial and digital literacy, support positive ageing.
- Liveable: facilitate supportive built and natural environments.

#### *Victorian Public Health and Wellbeing Plan (2019 – 2023):*

- Increasing healthy eating:
  - Accelerating the implementation of healthy food (and drink) supply policies in all key public settings (including health services, schools and early childhood services, sport and recreation settings, events and workplaces)
  - Implementing initiatives and approaches supporting healthier lifestyles and habits
  - Investing in collaborative place-based approaches to healthy eating and increasing access to healthy food in communities
- Increasing active living:
  - Increase the proportion of transport trips that use active modes of travel
  - Increase easy access to parks, open spaces and public spaces with opportunities for physical activity where appropriate

Victorian Public Health and Wellbeing Plan:

<https://www2.health.vic.gov.au/about/publications/policiesandguidelines/victorian-public-health-wellbeing-plan-2019-2023>

## Background Information

HHV was initiated by the Loddon Campaspe Regional Partnership in response to the higher than Victorian average rates of obesity, chronic disease and high-risk health behaviours currently seen within the region. The community expressed its concern about the health statistics and outcomes experienced across the region to the Loddon Campaspe Regional Partnership. In doing so, the community also identified that health is the business of everyone, not just health services and health professionals. The Loddon Campaspe Regional Partnership brought the community voice to State Government and Healthy Heart of Victoria was funded \$5M in the 2018-2019 budget.

As a result, HHV was created – a regionally owned model, suited to the local environment and aimed at improving health outcomes. The HHV Framework was co-designed by the region via a series of workshops. The Framework lays out the strategic direction and function of the three components of HHV, together with the overarching governance structure to provide the stewardship for the vision and legacy of the project.

HHV Framework: <https://www.bendigo.vic.gov.au/About/Document-Library/Healthy-Heart-of-Victoria-Framework>

The City is the auspice agency for Health Brokers and the Active Living Census funding. The City employs the HHV Coordinator and six Health Brokers, with line management of the Health Brokers provided by each hosting local government.

The HHV Regional Steering Group provides the stewardship for the vision and legacy of the initiative. Membership of this group includes:

- Local Government CEO
- Regional Partnership Community Member
- City of Greater Bendigo
- Department of Health and Human Services
- Primary Care Partnership Chair
- Regional Development Victoria

Local Project Control Groups in each LGA help guide work at a local level, chaired/sponsored by a Local Government Director (or their delegate) and supported by Health Brokers. Membership varies across the region.

Greater Bendigo Local Project Control Group membership includes:

- City of Greater Bendigo
- Bendigo Loddon PCP
- Bendigo Health
- Bendigo Foodshare
- Bendigo Community Health Services
- Healthy Greater Bendigo
- Sports Focus
- Sport and Recreation Victoria

The Monitoring Evaluation and Learning Framework articulates the difference HHV wants to make across the region, and how we know that progress is being made towards those aims. The data and information collected over the life of the project will tell the story of the changes that take place across the region and in individual communities.

### Health Brokers (Health is Everyone's Business)

Health Brokers are embedded across the six Loddon Campaspe local governments to:

- Drive systems change
- Build health and wellbeing into decision making
- Help increase community knowledge and commitment towards creating improved health outcomes

The Health Broker team commenced early 2019, all positions are part time, ranging from 0.6 - 0.8 FTE. The Greater Bendigo Health Broker position is 0.8FTE. Each Health Broker has a local workplan that sets out the brokerage opportunities and actions in their respective LGA's. During this short time, the Health Brokers have been essential in the establishment of strategic partnerships which have resulted in additional effort and leverage of funding. Their work has aligned with existing plans and priorities across the region. In addition to their 'brokering' responsibilities, the Health Brokers coordinate infrastructure and activation projects within their local communities and lead local Active Living Census communications, results dissemination and capacity building.

### Active Living Census

The 2019 ALC was conducted across the Loddon Campaspe region to enable evidence-based planning for health and recreation services and to allow better understanding of people's activity levels and preferences. The ALC was project managed by Healthy Greater Bendigo (HGB) and funded by HHV.

The design of the 2019 ALC was modelled off the 2014 ALC, which was exclusive to the City of Greater Bendigo. In 2019, the scope of the ALC was expanded to include residents of the broader Loddon Campaspe region, which added the Shires of: Campaspe, Central Goldfields, Loddon, Macedon Ranges and Mount Alexander.

A Census-style approach was taken to sampling with all households in the region being invited to participate in the research. Data collection was conducted by the Social Research Centre via an online survey and hardcopy questionnaire booklet between May and July 2019.

The survey was completed by over 24,500 people throughout region, including nearly 13,000 people in Greater Bendigo.

### Infrastructure and Activation

Infrastructure and Activation solutions utilise existing local infrastructure and programs, making considered additions and upgrades that will help a higher proportion of residents to become more active and to eat well. Projects focus on those parts of the community that are least active and least supported. A total of \$3M has been invested in local infrastructure and activation solutions across the region. From this, Greater Bendigo received an allocation of \$876,000.

Based on 2014 Active Living Census and other data, two suburbs of Greater Bendigo have been selected for focus and a precinct within each suburb identified. Better connection across these precincts through accessibility improvements, new additions and offerings will encourage and support more people in the area to be more active, more often and to eat well.

The Long Gully precinct area includes the Long Gully Recreation Reserve and Oval, the Long Gully Trail, the Multipurpose Community Building, and Long Gully Splash Park. The Kangaroo Flat precinct area includes the Bendigo Creek Trail, Browning Street Oval, Gurri Wanyarra Wellbeing Centre and Rotary Gateway Park. A range of community services and settings are located across each of the precincts and are important initiative stakeholders.

## Report

### *Health Brokers (Health is Everyone's Business)*

The Greater Bendigo Health Broker has responded to brokerage opportunities locally and contributed to opportunities at a regional level.

Given HHV's resourcing, regional reach and profile, a partnership was established with HGB to develop and leverage local opportunities that can be scaled up to a regional level. The partnership also assists in preventing duplication of effort. HHV initiated a number of the partnership opportunities and has contributed significant resourcing in working across the region to ensure 'Health is Everyone's Business'. Together HHV and HGB have delivered the *Wellbeing in Every Decision Conference*, engaged RMIT to deliver the *Integrating Health and Planning Short Course* tailored to the region, established a regional community of practice - *Healthy Systems Network*, and developed a regional *Health in All Policies video*. The City's Healthy Lifestyles Officer has also played an integral role in driving The Healthy Systems Network and the Health in All Policies video development.

### *Wellbeing in Every Decision: Planning for a Healthy and Liveable Region*

The Wellbeing in Every Decision conference was held in Bendigo in August 2019. The conference brought together over 150 planners and health professionals from across Victoria, with a focus on creating healthy and liveable communities through everyday decisions and the policies that guide them. Speakers included Dr Anna Stevenson and Sandy Brinsdon from Canterbury District Health Board NZ, along with senior representatives from the Heart Foundation, RMIT University and the Department of Environment, Land, Water and Planning.

Conference summary video: <https://www.youtube.com/watch?v=kAXNHfZ4B8I>

Conference plenary sessions (livestreamed):

<https://www.youtube.com/watch?v=IOY8GCC1cTw>

### *Integrating Health and Planning Short Course*

The delivery of an RMIT two-day short course tailored for the Loddon Campaspe region was announced at the conference. The Integrating Health and Planning short course was held in Bendigo in November 2019. Fifteen strategic and statutory planners from across the region attended the course. HHV funded one representative from each of the six local governments to attend.

### *Healthy Systems Network*

This group supports a process of peer based professional development. The Network has met 15 times, with around 30 attendees at each session. Sessions have explored and built capacity in systems thinking, health in all policies, healthy urban design and healthy food systems. Approximately 50 people are invited to attend each session, this has grown following the initial pilot period and quality improvement. All invitees have access to a resource sharing library through Trello. Video-conference meetings during COVID have strengthened participation in the network.

### *Health in All Policies video*

A video is in production for use at the City's induction sessions for new local government staff and councillors to outline how everyone, regardless of their position description, has a role to play in creating a community where everyone can be healthy and well. The video explains the social determinants of health in simple language, how the work of local governments influences health and wellbeing in the community, and why considering health and wellbeing is important when making decisions, no matter what your role. An animated video will be developed using data sourced from the ALC and will tell a story about our community's health and the Health in All Policies approach. Through HHV, the induction video has been adopted across the Loddon Campaspe region.

### *Healthy Workplace Achievement Program*

HHV is supporting the City to implement a health and wellbeing framework via the Healthy Workplace Achievement Program. This framework assists to create a healthy workplace where the environment, policies, practices and culture all support health and healthy behaviours. The City has achieved the Foundations stage of the Achievement Program to date.

### *Active Living Census*

The ALC provides valuable data for government, health services, organisations and community groups and is being used to leverage investment. The level of local data available through the ALC is unique to our region.

HHV launched the Greater Bendigo ALC Selected Findings Report in June 2020. Since then, the Greater Bendigo Health Broker and the City's Research & Evaluation Officer, have been leading local results dissemination and capacity building efforts.

The Greater Bendigo Selected Findings Report contains results for health and wellbeing (for each geographic location and for key population groups) and for the 10 most popular physical activities, which are summarised in an infographic format. The Report is attractive and easy-to-read.

Greater Bendigo ALC Selected Findings Report:

<https://www.bendigo.vic.gov.au/media/4291>

Key findings for Greater Bendigo include:

- 2 in every 3 adults (62.1%) in Greater Bendigo are overweight or obese
- Residents from low income households, males 35+ and females over 70 are more likely to be overweight and obese
- 1 in 10 households (9.6%) in Greater Bendigo are food insecure – they do not have enough to eat. In some areas this increases to 1 in 5 households

- 1 in 8 adults (12.9%) meet the daily vegetable consumption guidelines
- Females consume nearly three times more vegetables than males
- Greater Bendigo residents consume more sugary drinks than residents in the Loddon Campaspe Region and Victoria
- Residents in Elmore and the Rural North consume more sugary drinks daily than residents in the Greater Bendigo region
- If you are a resident in a sub region such as Strathfieldsaye or Flora Hill-Quarry Hill – Spring Gully you were more likely to report being time poor as a barrier to meeting the vegetable guidelines compared to cost as the highest barrier to meeting the vegetable guidelines for North Bendigo – California Gully and Elmore – Rural North residents
- Residents in Heathcote and District were more likely to rate their general health as fair or poor than residents in the Greater Bendigo region
- 5.5% of Greater Bendigo residents gamble weekly
- 2.3% of all adult's report experiencing harm from gambling and 4.2% of adults who gamble report experiencing harm from gambling
- Life satisfaction is a measure of overall feelings and experiences. A lower score on this scale suggests somebody might have a lower mood or more negative experiences. Low life satisfaction was most common in the subregion of North Bendigo – California Gully (11.6%) and less common in Maiden Gully (2.6%)
- Residents in Maiden Gully, Strathfieldsaye and the Rural East reported the highest levels of life satisfaction
- Walking is the most popular physical activity for adults
- 57% of adults in Greater Bendigo meet the guidelines for physical activity. State-wide surveys show that 48% of Victorians meet the guidelines
- 53% of people want to do more activity. Particularly females, adults 18 to 69, people with high education and low income and food insecure households
- In both males and females, physical activity levels decline with age
- Some groups were more affected by barriers to participation in physical activities than others, for example cost as a barrier was identified at high rates by people identifying as Aboriginal and Torres Strait Islander and by food insecure or low-income households
- Walking and Netball for females and Australian rules football for males are the most popular physical activities for adolescents
- Adolescents reported not having enough time as the reason they don't participate in more physical activity
- Female adolescents are 5 times more likely to eat the recommended amount of vegetables than males

#### *Results dissemination and capacity building:*

Three support videos have been developed and distributed across the region:

- Full video - encompassing the general overview of the ALC, an explanation of the different reports and how to use the data  
[https://www.youtube.com/watch?v=0O-fw0EQ\\_Rw&t=3s](https://www.youtube.com/watch?v=0O-fw0EQ_Rw&t=3s)
- General overview video - shortened version of the above. Provides a general overview of the ALC and how it was conducted  
<https://www.youtube.com/watch?v=aRVUnU030No&t=33s>
- Data-focused video - shortened version of the full video. Provides a good explanation of the different types of reports and how to analyse them  
<https://www.youtube.com/watch?v=rRjE6s2Ayws>



A variety of dissemination methods have been utilised, including: direct email to key stakeholders, newsletter articles, media releases (leading to print and TV stories), videos, social media and video-conference presentations. City staff have shared findings with key priority groups across the community.

The ALC was promoted to 90+ attendees at the Victorian Active Living Alliance and put forward to the Department of Transport to inform and strengthen consideration of regional/rural areas in the development of a Victorian Pedestrian Strategy. An article on the ALC appeared in the Australian Health Promotion Association member newsletter. Research partnerships with La Trobe and Swinburne are in development and the ALC data has already been used for several grant applications, submissions to State Government and in the Bendigo Loddon Community Health and Wellbeing Profile.

Bendigo Loddon Community Health and Wellbeing Profile:

<https://www.blpcp.com.au/our-publications>

The Active and Healthy Lifestyles Research and Evaluation Officer has prepared a comparison report on the ALC 2014 to 2019 and a supplement report focused on major infrastructure projects – Gurri Wanyarra Wellbeing Centre, Bendigo Tennis Centre and Back Creek Trail /Spring Gully Trail.

#### Infrastructure and Activation

Infrastructure and activation projects have been completed or are well underway across the region to support more people to be more active and to eat well. These projects utilise existing local infrastructure and programs, making considered additions and upgrades that will help a higher proportion of residents to become more active and to eat well. Projects have focused on those parts of the community that are least active and least supported.

An internal Infrastructure Advisory group at the City has been established to build a shared understanding of the HHV approach and to improve efficiency in delivering the infrastructure projects.

#### **Greater Bendigo Infrastructure and Activation - projects and status:**

|                                     | <b>Project</b>                                                             | <b>Status</b> | <b>Further details</b>                                                                                                               |
|-------------------------------------|----------------------------------------------------------------------------|---------------|--------------------------------------------------------------------------------------------------------------------------------------|
| <b>Long Gully Precinct Projects</b> | Outdoor Fitness Equipment                                                  | Complete      | Three pieces of equipment installed                                                                                                  |
|                                     | Walking path around oval                                                   | Complete      | Concrete path installed                                                                                                              |
|                                     | Seating and trees around oval                                              | Complete      | Trees and seating installed around the oval. 63 trees and 4 seats, as well as a retaining wall that can be used for seating          |
|                                     | Solar lighting around oval                                                 | In progress   | Ten solar lights will be installed around the oval and the car park. Lights have been ordered and will be installed when they arrive |
|                                     | Path connection between Long Gully Trail and Long Gully Recreation Reserve | Complete      | Concrete connecting path installed                                                                                                   |

|                                             |                                            |                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                                                 |                                                                                                                               |
|---------------------------------------------|--------------------------------------------|--------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------|
|                                             | Signage and seating along Long Gully Trail | In progress                                                              | Signage with distances to local destinations and seating to be installed along the trail                                                                                                                                                                                                                                                                                                                                        |                                                                                                                               |
|                                             | Art restoration along Long Gully Trail     | Complete                                                                 | Bendigo Men's Shed restored existing artwork and applied an ant graffiti coating                                                                                                                                                                                                                                                                                                                                                |                                                                                                                               |
|                                             | Upgrade to Long Gully BMX track            | Design phase                                                             | Reshaping of the track and developing the existing infrastructure. A concept design is complete and out for community engagement                                                                                                                                                                                                                                                                                                |                                                                                                                               |
|                                             | Let's Walk Long Gully                      | Complete                                                                 | Safe walking map produced and eight week walking group facilitated                                                                                                                                                                                                                                                                                                                                                              |                                                                                                                               |
|                                             | Activation in Long Gully                   | In progress                                                              | Violet Street PS is growing seedlings to distribute to local organisations, groups and schools.<br>St Matthew's Church to deliver a cooking program when restrictions allow.<br>Long Gully Neighbourhood Centre preparing a newsletter to keep the community connected and share healthy recipes and gardening information.<br>Activation of the new fitness equipment in Long Gully will be undertaken when restrictions allow |                                                                                                                               |
|                                             | School Kitchen Garden Program              | In progress                                                              | The project commenced in term 3, working with California Gully PS, Kalianna, St Peter's PS, Lightning Reef ELC and Havilah Road Preschool                                                                                                                                                                                                                                                                                       |                                                                                                                               |
|                                             | <b>Kangaroo Flat Precinct Projects</b>     | Outdoor Fitness Equipment                                                | Complete                                                                                                                                                                                                                                                                                                                                                                                                                        | Seven pieces of equipment and seating installed                                                                               |
|                                             |                                            | Drinking Fountain                                                        | Complete                                                                                                                                                                                                                                                                                                                                                                                                                        | Coliban Water Drinking Fountain installed                                                                                     |
|                                             |                                            | Path correction between Gateway Park and Gurri Wanyarra Wellbeing Centre | Complete                                                                                                                                                                                                                                                                                                                                                                                                                        | Small stretch of path installed connecting the path at Gateway Park to pedestrian crossing at Gurri Wanyarra Wellbeing Centre |
|                                             |                                            | Solar lighting along creek trail                                         | In progress                                                                                                                                                                                                                                                                                                                                                                                                                     | HHV has contributed \$10,000 funding and first stage complete                                                                 |
| Circular Walking Loop at Gateway Park       |                                            | Design phase                                                             | The design of the path is underway                                                                                                                                                                                                                                                                                                                                                                                              |                                                                                                                               |
| Evaluation infrastructure                   |                                            | Complete                                                                 | A Gateway has been installed on top of Gurri Wanyarra Wellbeing Centre to provide low range internet for the use of sensors. Sensors have been installed along the creek trail and around Gateway Park                                                                                                                                                                                                                          |                                                                                                                               |
| Let's Walk Kangaroo Flat                    |                                            | Complete                                                                 | Safe walking map produced and eight week walking group facilitated                                                                                                                                                                                                                                                                                                                                                              |                                                                                                                               |
| Let's Get Cooking Workshop                  |                                            | Complete                                                                 | Workshop was held on the 25 June 2019.                                                                                                                                                                                                                                                                                                                                                                                          |                                                                                                                               |
| Multicultural lifeguard / swimming training |                                            | In progress                                                              | Project commenced but now on hold due to COVID 19                                                                                                                                                                                                                                                                                                                                                                               |                                                                                                                               |
| Hidden Creatures Project                    |                                            | In progress                                                              | Project commenced but now on hold due to                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                               |

|  |                                                   |             |                                                                                                                                                        |
|--|---------------------------------------------------|-------------|--------------------------------------------------------------------------------------------------------------------------------------------------------|
|  |                                                   |             | COVID 19                                                                                                                                               |
|  | Schools Kitchen Garden Project                    | In progress | The project commenced in term 3 2020, working with Kangaroo Flat PS, Bendigo Special Development School and St Monica's PS                             |
|  | Kangaroo Flat Station to Your Destination project | In progress | Engagement with the local community for the project has commenced. Delays experienced due to COVID 19                                                  |
|  | Activation in Kangaroo Flat                       | In progress | Free Come & Try sessions were held during February 2020 at the Fitness Zone. Further activation in Kangaroo Flat will commence when restrictions allow |

Regional infrastructure progress video:

<https://www.youtube.com/watch?v=SRQRqwTmVwE>

### COVID 19 response

The initiative through the HHV Framework, governance model and team structure has been able to manage some of the complexity associated with the impacts of Coronavirus. HHV has demonstrated that it is flexible and adaptable in responding to emerging community needs. HHV have been pivoting key aspects of the initiative in support of place-based responses to the pandemic. This has included tailoring health and wellbeing information for people in isolation, innovating with ALC data distribution, contributing to local relief and recovery partnerships, and where possible, designing alternate and safe approaches to activation programs.

Some examples include:

- Healthy eating factsheet
- Physical activity factsheet
- Social connectedness factsheet
- Cook & Connect initiative
- The *Be active, Eat well, Stay connected* initiative was developed to promote health and wellbeing across the Loddon Campaspe region during COVID. The initiative is centred around three TV commercials. All initiative resources have been made to share and have been promoted widely.

*Be active, Eat well, Stay connected* resources:

<https://drive.google.com/drive/folders/1UWlq8KuOstkMXdvUesQyCbUCJPeHZVaG?usp=sharing>

Timelines:

HHV phase one concludes 31 December 2020. The following reporting and funding acquittal timelines are in place:

| Month          | Health Brokers                         | Active Living Census                         | Infrastructure / Activation                  |
|----------------|----------------------------------------|----------------------------------------------|----------------------------------------------|
| August 2020    |                                        |                                              | Round 1 progress report due                  |
| September 2020 | Progress report # 2                    | Process evaluation and financial acquittal   |                                              |
| October 2020   |                                        |                                              |                                              |
| December 2020  | Progress report #3<br>HHV Final report | ALC impact eval included in HHV Final Report | Round 1 final report and financial acquittal |
| March 2021     | Financial acquittal                    |                                              | Round 2 final report and financial acquittal |

Risk Analysis:

HHV has not secured funding at this stage post 31 December 2020. A State Government funding request has been submitted for a further \$7M over four years.

HHV impact infographic and funding request:

<https://www.bendigo.vic.gov.au/sites/default/files/2020-09/HHV%20Impact%20infographic.pdf>

**Consultation/Communication**

Examples of our communications and engagement channels include:

- HHV Regional Steering Group
- Greater Bendigo Local Project Control Group
- Loddon Campaspe Regional Partnership [website](#)
- HHV page on City of Greater Bendigo [website](#)
- RegionalLivingVic [YouTube](#) page (six HHV videos)
- HHV [Facebook Page](#) (>1,500 followers and likes)
- HHV [e-newsletter](#)
- Stakeholder meetings
- Articles in local newsletters
- Articles and stories across print and TV media
- TV commercials
- The Healthy Systems Network
- Events, forums and conference

### Internal Consultation:

HHV was co-designed by a range of stakeholders, including representatives of the City's Health and Wellbeing Directorate. HHV is located within the Active and Healthy Lifestyles Unit at the City and works closely with the team. The Greater Bendigo Health Broker and HHV Coordinator have engaged and consulted several units across the organisation, including: Community Partnerships, Community Wellbeing, Parks and Open Spaces, Regional Sustainable Development, Business Transformation, People and Culture, Communications, Statutory Planning, Property Services, Engineering.

### **Resource Implications**

HHV is state government funded but is auspiced for the region by the City of Greater Bendigo. The initiative is supported within the City's Active & Healthy Lifestyles unit to align effort of the City and HHV initiative.

HHV has established strategic partnerships which have resulted in additional effort and leverage of funding. HHV partnered with Victoria Walks to deliver Let's Walk Long Gully and Kangaroo Flat. Victoria Walks provided a two day per week project officer to implement the Let's Walk initiative. Belgravia Leisure has provided in kind support to assist with outdoor fitness equipment activation and multicultural lifeguard training at Gurri Wanyarra Wellbeing Centre. The Kangaroo Flat Community Enterprise has contributed a significant funding towards the solar lighting project in Kangaroo Flat. The City provides in-kind support through project management of infrastructure projects, line management of Greater Bendigo Health Broker, and significant staff resourcing towards the Active Living Census.

### **Attachments**

Nil

**6. STRENGTHENING THE ECONOMY**

Nil.

**7. ENVIRONMENTAL SUSTAINABILITY**

Nil.

## **8. EMBRACING OUR CULTURE AND HERITAGE**

### **8.1 WORLD HERITAGE RECOGNITION OF THE CENTRAL VICTORIAN GOLDFIELDS REGION**

#### **Document Information**

**Author** Trevor Budge, Manager Regional Sustainable Development

**Responsible Director** Bernie O'Sullivan, Strategy and Growth

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#### **Purpose**

The purpose of this report is to report to Council and the community on the progress that has been made towards the bid for World Heritage recognition of the Central Victorian Goldfields region, the steps and actions that are currently being pursued and the likely timelines for the journey ahead.

#### **Summary**

The City of Greater Bendigo and the City of Ballarat have been jointly leading a bid for World Heritage recognition of the central Victorian Goldfields region on behalf of 13 municipalities (Ballarat, Greater Bendigo, Ararat, Campaspe, Central Goldfields, Golden Plains, Hepburn, Loddon, Macedon Ranges, Moorabool, Mount Alexander, Northern Grampians and Pyrenees). The region comprises nearly 20% of the state's land area and has a population of about 500,000 people.

The idea for World Heritage recognition of the central Victorian goldfields has been around for over 30 years. Serious efforts commenced about a decade ago to place the Castlemaine Diggings National Heritage Park on the World Heritage List resulting in a failed bid by the Victorian Government. The Australian Government did not support the application being forwarded to UNESCO. The process is that the relevant State submits an application to the Australian Government who then submits an application to UNESCO. The general observation can be made that the Australian Government will only support applications that they believe will be successful in obtaining World Heritage listing.

In early 2019 the concept was relaunched with the cities of Greater Bendigo and Ballarat joining forces to take the lead with strong support from the other eleven municipalities. A completely different approach has now been used based on what is termed a serial listing of a small number of sites across the region that represent the key attributes that contribute to world heritage. This approach uses as a model the successful Cornwall – West Devon tin mining application for World Heritage listing which was based on a dozen sites and a regional development regeneration theme. The overall approach is to pitch the proposal as being highly supportive of regional regeneration and targeting the initiative as very supportive of a post COVID-19 recovery plan.

With strong support and funding from the 13 municipalities, substantial in-kind support and funding from the cities of Ballarat and Greater Bendigo, funding from the Victorian Goldfields Tourism Executive, Regional Development Australia Loddon Mallee and from Regional Development Victoria, the bid now has strong momentum. There is now a clear road map that sets out a process and the likely timeline through to the middle of 2025 which would follow the sequence of:

1. Victorian Government submits an application to the Australian Government for what is known as a tentative listing;
2. Australian Government determines whether to support the application and if it does puts forward a nomination to UNESCO;
3. UNESCO makes a decision.

Despite advice from people who have been involved in successful applications that the Central Victorian Goldfields region has a strong case, there is no guarantee of success.

## **RECOMMENDATION**

That Council note the progress towards the bid for World Heritage recognition of the Central Victorian Goldfields region.

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Policy Context

Council Plan Reference

World Heritage recognition of the Central Victorian Goldfields region is consistent with and helps to implement a wide range of goals, objectives and actions in the Council's Community Plan 2017-2021.

Goal 1: Lead and govern for all

- 1.5 - Take a leadership role in regional planning, advocacy and work in partnership with regional councils
 - 1.5.1 - Advocate on priority issues that may impact the region
 - 1.5.2 - Use existing networks (such as partnerships in tourism and manufacturing) and other opportunities to maintain strong partnerships with other municipalities

Goal 3: Strengthening the Economy - Advocacy, innovation and support to grow jobs, attract visitors and diversify the local and regional economy.

- 3.3.2 - Support collaborative partnerships for tourism growth

Goal 4: Presentation and Managing Growth - Planning developments and infrastructure that increase our liveability and pride in where we live.

Goal 6: Embracing our culture and heritage - Recognise and celebrate our unique history and diverse cultures.

- 6.1 - Celebrate our unique heritage
 - 6.1.1 - Value local area streetscapes and character to increase pride, appearance and function

- 6.1.2 - Stimulate re-purposing of heritage buildings for contemporary use and increased sustainability
- 6.1.3 - Promote connection with and celebration of our unique places, people, organisations and memories
- 6.1.4 - Recognise and celebrate our significant national and international heritage
 - Adopt and commence implementation of the Built Heritage Strategy and support the bid for World Heritage listing for the Central Victorian Goldfields Region (2017/2018)

6.2 - Build pride in and shared responsibility for our public spaces

6.5 - Advance reconciliation

- 6.5.1 - Strengthen the relationship between Council and Indigenous Communities
- 6.5.2 - Implement the adopted Reconciliation Action Plan
 - Explore opportunities that enable wider understanding of our Indigenous Australian culture¹

Report

World Heritage listing of the Central Victorian Goldfields is proposed in recognition of their outstanding global heritage significance and as a major catalyst for transformative regional regeneration.

Thirteen local governments led by the Cities of Ballarat and Greater Bendigo are partnering to progress the listing and unlock the full potential of the region.

The process being used is the highly successful international model of the serial listing of a number of sites and attributes that represent the region's outstanding universal values.

The listing would seek to capitalise on the high-profile UNESCO brand to generate greater economic diversification, jobs, investment and tourism. It would also raise the socio-economic profile and outlook of the region's cities, towns and local communities. While there is strong growth in parts of the region, particularly based on Bendigo and Ballarat and commuter areas closer to Melbourne, the reality is that there are many small towns and rural areas which are needing economic regeneration and economic support. Some parts of the region are among the most socially and economically disadvantaged areas in Australia. Some areas continue to experience population decline. World Heritage listing can contribute significantly to turning this situation around.

Tourism is one of the few significant opportunities they have to grow their economy and create jobs and investment. UNESCO World Heritage listing is one of the strongest tourism brands that a region, city or town can have. Experience from other disadvantaged areas shows that World Heritage listing can bring immense opportunities

¹ Note: the project has embraced considerable discussion and engagement with Traditional Owners who see World Heritage listing for the Central Victorian Goldfields Region as an integral part of recognising and celebrating their heritage and culture, shared goldrush histories and the story of invasion and displacement associated with the goldfields. According to international experts in the field the indigenous context and the story of invasion and displacement of First Nations peoples during the global goldrushes are an integral parts of the components of the application.

for communities, including their young people, to build diverse local economies through new job generation and increased liveability. In Cornwall / West Devon the World Heritage designation of their complex of tin mining sites about 15 years ago has generated about £100M worth of investment in the region to support increased tourism.

The most critical stage in the process is to gain what is termed 'Tentative Listing' by the Australian Government. An application must be submitted by the Victorian Government to the relevant Commonwealth authorities. Tentative listing by the Australian Government in effect means that they believe that World Heritage listing is justified. The Australian Government would then work with Victoria and the region to develop the bid dossier over a twelve-month period and when complete submit it to UNESCO for consideration. One of the issues with the whole process is the timelines and the processes used by other bodies. They each have their own meeting cycles and this is a step by step process. The recent successful process to gain World Heritage listing of the Budj Bim site in south west Victoria took nine years from inception to World Heritage recognition. At best we can probably collapse this process to about five years. Our application is partly informed by an unsuccessful application about ten years ago by the Victorian Government to the Commonwealth to have the Castlemaine Diggings National Heritage Park designated as World Heritage. This project and the World Heritage nomination development priority are well documented in a range of government strategies and plans including Victoria's Regional Tourism Strategy 2013-2016. The 2014 report of the Victorian Parliamentary Inquiry into Heritage Tourism and Ecotourism recommended that a World Heritage nomination for the Castlemaine Diggings Heritage National Park be developed together with Budj Bim National Heritage Landscape. The Castlemaine site proposal was rejected by the Commonwealth as they didn't feel that it was representative enough of the goldfields story which is complex, covers a large area and has many elements, including such items as alluvial, quartz and deep lead mining. Getting the application right this time is critical.

Tentative listing encompasses the following elements and requires the following steps to be undertaken.

Step 1. Preparation of a comprehensive statement of and justification for the attributes of the Central Victorian Goldfields in terms of their 'Outstanding Universal Values' so that they demonstrably meet the World Heritage criteria. Importantly this includes a comprehensive comparative analysis of other sites around the world to demonstrate the Central Victorian Goldfields are the 'best of the best'.

The World Heritage criteria requires that for the purposes of the World Heritage Convention, the following are considered as "cultural heritage":

- Monuments: architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science;
- Groups of buildings: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science;
- Sites: works of man or the combined works of nature and of man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological points of view.

For a property to be included on the World Heritage List, the World Heritage Committee must find that it meets one or more of ten listed criteria. The two that are considered relevant to the application for the central Victorian goldfields are:

- VI – to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;
- VI - to be directly or tangibly associated with events of outstanding universal significance.

Importantly, on the available evidence those who have extensive experience and qualification in this field are confident that the Central Victorian Goldfields meet the World Heritage criteria on a comparative analysis are the 'best of the best'. Belief and assertion are not enough – it has to be comprehensively documented, peer reviewed and with no scope for anyone to seriously question the evidence.

Together with meeting this criteria, the World Heritage Committee must be assured of “the protection, management, authenticity and integrity of properties” that are nominated. This requires:

- Broad based support from all key organisations;
- The management structures in place to ensure the conservation and management of the heritage attributes.

In summary, the steps prior to the Victorian Government submitting the proposal to the Australian Government are:

1. Develop a statement of Outstanding Universal Value – *using an international expert this has been drafted and tested with various 'experts'. In essence what this work found; The Central Victorian Goldfields 'exemplify the gold rush phenomenon' which 'represents one of the most significant and sensational gold rushes the world has ever witnessed'. They are 'the most extensive, coherent and best-surviving landscape anywhere, that illustrates the global gold rush phenomenon of the second half of the nineteenth century'. (Source: Barry Gamble, UK World Heritage consultant, Draft Statement of Outstanding Universal Value for Central Victorian Goldfields World Heritage).*
2. Preparing a detailed national and international comparative analysis – *the brief for this has been prepared and there are negotiations underway to have this funded and commenced shortly. A detailed Comparative Analysis is required by the UNESCO terms and requirements. This compares gold rush and gold mining places from around the world, and within Australia, with the Central Victorian Goldfields, providing the proof for why the Central Victorian Goldfields are the 'best of the best'. This leads to the preparation of robust site selection criteria for selecting a limited number of suitable sites and attributes from across the goldfield's region to ensure those selected will stand intense national and international scrutiny.*

3. Map the region's heritage attributes and identify the potential sites that will be submitted for World Heritage listing - *this is a significant task and there will be great interest by each of the 13 municipalities in the actual sites that are listed. Therefore, it needs to be undertaken by completely independent assessors who are identifying sites that relate to the outstanding universal values and the major comparative items. While this may lead to the identification of some very high profile sites there may be other lesser known sites that are identified. These sites need to comprehensively mapped and researched. In most cases there is substantial information available. Based on previous serial listings the total number of sites is likely to be between about 12 and 20. This exercise is not about accumulating hundreds of sites – it's about a small representative sample of sites. Many people and organisations may be under the impression that because a site that they hold dear is not listed that somehow their site is of lesser significance. This is about sites that between them tell the key stories that support outstanding universal value and the World Heritage criteria. The message needs to be strong that there are hundreds of sites that won't be World Heritage listed but will still be of major interest and will continue to attract many and probably a lot more visitors because this ultimately is about the story of a region. The totality of the picture is what tourists want to see. Visits to any of the nominated sites is part of a much bigger picture.*
4. Justify the goldfield's integrity and authenticity - *World Heritage requires that the applicant can demonstrate integrity of the sites and their authenticity – this will also impact on the choice of sites.*
5. Develop a management plan - *This has been part funded through a project that will commence shortly to produce what is known as a 'sustainable tourism inventory and toolkit'. Considerable further work will be needed around the specific management of the nominated sites. World Heritage needs to be convinced and assured that the nominated sites are suitably protected. In all or most cases sites will already be suitably protected and under the ownership and/or management of a local government, or a particular government department or agency. In the unlikely event that protection is not already in place, it will be necessary to conclusively show that these sites are appropriately conserved and managed. Additionally, in the unlikely event that any private sites were included it would be critical to have the full support of the owner. It is highly likely that for this reason only sites on public land will be listed.*
6. Undertake international and national peer review of all the material that has been assembled - *This will be assigned to a small team who are highly experienced in previous successful bids.*
7. Gain Victorian Government support to submit the application.

Assuming that we can continue to gain the financial support to undertake the necessary studies and processes the timetable to deliver this stage is to deliver an application to the Australian Government by early 2022.

Step 2. Australian Government works through the proposal and evaluates its likely success. Based on previous experience this will take a minimum of six months and it is likely that the Australian Government will require clarification on certain issues and further information. Assuming support by the Australian Government and formally being granted Tentative Listing this could be achieved before the end of 2022.

Step 3. The Australian Government would then work with the Victorian Government and the region to develop the bid dossier to meet UNESCO's requirements. The Australian Government can submit a nomination to UNESCO *one year after* placing the goldfields on their tentative list. This would mean an application being submitted to UNESCO by the end of 2023.

Step 4. UNESCO and World Heritage advisory bodies International Council on Monuments and Sites (ICOMOS) and the International Union for Conservation of Nature (IUCN) undertake an evaluation of the application. This frequently requires further work to provide additions or modifications to the application to satisfy their requirements. In a best-case scenario, it takes a minimum of 18 months from nomination to inscription on the World Heritage list. The World Heritage Committee makes a formal decision to support an application or not once a year - in June/July each year. That would take the process to about mid-2025.

Concurrently in support of the preparation of the bid the following projects have been recently completed or are underway.

- Preparation of a draft statement of 'outstanding universal value'
- Preparation of a comparative analysis of gold rush sites around the world
- Preparation of an analysis of the key attributes of the central Victorian goldfields cultural landscape that contribute to the outstanding universal values
- Preparation of a Sustainable Tourism Toolkit comprising:
 1. A Public Relations, Branding and Website package with a range of products including;
 - Public Relations Strategy including research and analysis report
 - Website
 - Branding Package
 - Design and deliver media opportunities, media releases, events or opportunities identified for World Heritage bid co-patrons and champions
 - Social media - plan campaign
 2. Product, Infrastructure and Investment Priorities report designed to deliver a suite of innovative tools and an investment roadmap to build the regions' visitor economy. This will comprise a comprehensive analysis and audit of Goldfields product and tourism infrastructure in relation to visitor expectations and identification of key gaps, this includes:
 - evidenced-based spatial mapping.
 - the scope, range and coverage of services, products and experiences, incorporating the COVID-19 recovery environment, including existing/potential anchor sites and those beyond the region (e.g. transport arrival hubs) where relevant.
 - the critical gaps, such as in infrastructure, stakeholders, diverse market offerings, systems, cultural and ability interface and interpretation, that remain and the priorities and investment opportunities to close the gaps; and a performance dashboard for Supply, Demand, Risk, Community impacts, Heritage Cultural, Social and Ecological impacts, Economic Impacts, Value-add of branding (including World Heritage parent brand).

- development of proposals which identify areas of product including events which could be aligned and leveraged to create better value through added visitor attraction, spend and length of stay.
- an Investment Opportunities Tool - informed by the supply/demand analysis and the key gaps, a priority list of investment opportunities for product and infrastructure and indicative costs identifying priorities which assist industry with COVID-19 recovery and ongoing resilience.
- a governance model which builds on existing arrangements with proposed resourcing for focused ongoing development and oversight of the cross-regional project.
- a Stakeholder Communication and Engagement Tool – a framework for effective ongoing stakeholder communication and engagement including communities, industry and investors.

On 10 September meetings were held between the Mayors and interested Councillors (from the 13 municipalities) with the two Project Patrons; former Premiers – Hon John Brumby AO and Hon Denis Napthine AO, and with the 13 local government CEOs (who are the appointed Steering Committee for the project) and the two Patrons. Both Patrons expressed strong support for the bid, provided very useful advice on how to frame the bid and work with key government agencies and offered their ongoing support through attendance at key meetings and with further media and publicity.

An important element in supporting the conservation and restoration of buildings and sites is to ensure that there are sufficient qualified and experienced tradespersons to undertake the work. Councils and builders report an increasing difficulty in securing experts in trades related to heritage work that are no longer taught. An important secondary initiative associated with the World Heritage bid is to support the reintroduction of these trades in training, apprenticeships and advanced skills. The opportunity exists for the region to be a national focus or centre for heritage trades training and education. Traditionally the Bendigo and Ballarat Schools of Mines and Industries (forerunners to TAFE) offered significant training in many of what are now 'lost heritage' trades. Both Sovereign Hill and Bendigo Heritage Attractions continue to need these skills in their workforce. The attraction of the Lost Trades Fair to Bendigo provides a further impetus. As part of the development of the World Heritage bid contact has been made with the 'International Specialised Skills Institute' which is seeking to revive these skills. In all 28 specific skills have been identified.

Stonemasonry	Timber framing	Mortar repair
Pargeting	Masonry (repair)	Brick making
Heritage plastering	Blacksmithing	Flint knapping
Traditional lime washing	Dry stone walling	Slate roofing
Wood graining	Tile making	Pointing
Stone carving	Tuck pointing	Lime plastering
Faux marbling	Thatching	Timber conservation
Advanced carpentry	Traditional joinery	Wallpaper conservation
Traditional cabinetmaking	Stained and lead glass	Decorative gilding
Sash window repair		

A recent Australian survey identified that few courses still exist in Australia dedicated to heritage skills – but in terms of interest and potential for enhanced training Victoria rated the highest level in Australia. Parallel with the development of the World Heritage bid a case is being developed to establish the central Victorian goldfields as a national centre for heritage trades training.

Priority/Importance

Gaining World Heritage recognition would be transformative for the City and region in terms of profile, brand, publicity, promotion, growth in tourism product, jobs, and infrastructure spend and marketing by government at state and federal level to support and take advantage of and leverage the designation.

Options/Alternatives

An MoU has been signed by all the participating Councils. Council can choose to support or not continue support for the application.

Commencement Date

The project in its current form commenced in early 2019.

Risk Analysis

The major risk is that the Australian Government does not support the application. Without that support the application cannot proceed. As indicated in the report the Australian Government is most unlikely to support an application unless they are convinced that it will be successful. Even with Australian government support there is no guarantee that UNESCO would include the Central Victorian Goldfields on the World Heritage List. While the goal is World Heritage listing, it has been noted on numerous occasions that the process of seeking World Heritage generates considerable interest and publicity and that is already being experienced.

Gold mining companies, gold prospectors and groups such as the Prospectors and Miners Association of Victoria have periodically expressed concern, including through social media channels, that World Heritage listing would 'lock up' areas and preclude mining, prospecting and development generally. There is no proposal to do this; in fact, the continuation of gold mining is part of the ongoing World Heritage story. Mining in its many forms will continue subject to the same permits and requirements that currently exist. The '12 to 20 sites' that would be World Heritage listed will almost all if not all be on public land and are most likely to be already heritage listed in some form. Most of these, if not all will be very small sites in a total region of over 40,000 square kilometres. Large scale company mining is likely to be boosted by the high price of gold and this has led to renewed interest in prospecting. Discussions with representatives of the Prospectors and Miners Association of Victoria have identified that a number of prospectors have built tourism businesses using metal detectors and that World Heritage listing is likely to boost their business and employment prospects.

Consultation/Communication

External Consultation:

There has been extensive consultation across the region, with discussions with each of the thirteen councils. There has been extensive support from Councillors and senior staff from municipalities across the region – small population municipalities have been very strong in their support. A large number of government agencies, tourism groups, universities and various interest groups have been briefed and have expressed strong support. Detailed briefings have been provided to key persons at the State and Commonwealth level. Briefings have been provided to relevant Ministers and Members of Parliament, and Minister Jaclyn Symes – Minister for Regional Development has strongly supported the proposal.

A very successful week long webinar and ‘Expert Summit’, was held in June where fourteen sessions were conducted. This included a wide range of persons who have been involved in successful World Heritage listings in Australia and overseas. This process significantly elevated the bid particularly with persons and organisations at the Commonwealth level who assess an application. A report on that week long webinar has been prepared and is attached.

The project briefings and publicity have continually emphasised that the proposal does not preclude gold mining and ‘locking up’ the region. In fact, the reverse – continuing gold mining strengthens the concept that gold is part of the culture of the region whether that is large scale mining or prospecting. World Heritage listing would not remove the rights that are conveyed by a Miners Right. Some concerns have been raised that there will be additional controls on property owners. World Heritage listing will be limited to a maximum of about 20 sites and almost all are likely to be on public land – private property would only be listed with the consent of the owner. It is highly likely that any property listed would already have protection provisions through the State Heritage Register or local planning scheme provisions.

In a significant initiative the Hon John Brumby AO and the Hon. Denis Napthine AO (both former Premiers) have agreed to be co-patrons. Mr. Brumby was a very early advocate for the concept when he was Federal member for Bendigo and has actively supported the bid since then, and Mr. Napthine was a strong supporter of the successful Budj Bim site in south west Victoria for World Heritage listing. The whole project is now moving to an extensive community information and engagement program.

Internal Consultation:

Council’s Heritage Advisory Committee has received regular briefings on progress as has the internal Heritage Project Control Group. The Mayor, along with the City of Ballarat Mayor are project leaders. The CEOs of each of the thirteen participating councils form the governance group for the project.

Resource Implications

Council has to date provided a total of \$40,000 towards the bid over the 2018/2019 – 2019/2020 financial years, matching the amount provided by the City of Ballarat. The other municipalities have provided \$60,000. RDV has provided a \$50,000 grant, the Loddon Mallee RDA a grant of \$16,000 and the Goldfields Tourism Executive \$100,000. Currently negotiations are underway with RDA for further funding. There are ongoing discussions with RDV about considerable further support. The in-kind contribution has been significant. The City of Ballarat has allocated a full-time staff member (Susan Fayad) for two years from 1 July 2019 to support the application development which has been a major boost to the work required to be undertaken. Trevor Budge from the City of Greater Bendigo has been contributing about 0.5 FTE a week for the last 18 months. It is anticipated that further financial support from the City may be required in 2020/2021 and this would be the subject of a budget bid.

Attachments

1. Expert Summit Communique

9. LEAD AND GOVERN FOR ALL

9.1 RECORD OF ASSEMBLIES

Document Information

Author Jessica Clarke-Hong, Manager Governance

Responsible Director Andrew Cooney, Director Corporate Performance

Purpose

The purpose of this report is to provide the record of any assembly of Councillors, which has been held since the last Council Meeting, so that it can be recorded in the Minutes of the formal Council Meeting.

RECOMMENDATION

That Council note the record of assemblies of Councillors as outlined in this report.

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#### Policy Context

*City of Greater Bendigo Community Plan 2017-2021:*

Goal 1 Effective community engagement will guide well informed, responsive decision-making and financially responsible resource allocations, which are transparent and accountable.

#### Background Information

A meeting will be an assembly of Councillors if it considers matters that are likely to be the subject of a Council decision, or, the exercise of a Council delegation and the meeting is:

1. A planned or scheduled meeting that includes at least half the Councillors (5) and a member of Council staff; or
2. An advisory committee of the Council where one or more Councillors are present.

The requirement for reporting provides increased transparency and the opportunity for Councillors to check the record, particularly the declarations of conflict of interest.

**Report**

| <b>Meeting Information</b>              |                                                                                                                                                                                                                |                                        |
|-----------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|
| <b>Meeting Name/Type</b>                | 'Virtual' Councillors' Briefing                                                                                                                                                                                |                                        |
| <b>Meeting Date</b>                     | 17 August 2020                                                                                                                                                                                                 |                                        |
| <b>Matters Discussed</b>                | 1. Peter Krenz Leisure Centre Redevelopment<br>2. Procurement Policy<br>3. Municipal Baths<br>4. Lake Weeroona Playspace Renewal<br>5. Hargreaves Mall Pavilion and Central Space Design<br>6. COVID-19 Update |                                        |
| <b>Attendees/Apologies</b>              |                                                                                                                                                                                                                |                                        |
| <b>Councillors</b>                      | Cr Margaret O'Rourke<br>Cr Jennifer Alden<br>Cr Matt Emond<br>Cr George Flack OAM<br>Cr Rod Fyffe OAM<br>Cr Susie Hawke<br>Cr Andrea Metcalf<br>Cr Mal Pethybridge<br>Cr James Williams                        |                                        |
| <b>Staff/Community Representatives</b>  | Mr Craig Niemann<br>Ms Debbie Wood<br>Mr Andrew Cooney<br>Mr Bernie O'Sullivan<br>Ms Vicky Mason<br>Ms Kaye Williams                                                                                           |                                        |
| <b>Conflict of Interest Disclosures</b> |                                                                                                                                                                                                                |                                        |
| <b>Matter No.</b>                       | <b>Councillor/officer making disclosure</b>                                                                                                                                                                    | <b>Councillor/officer left meeting</b> |
|                                         | Nil                                                                                                                                                                                                            |                                        |

| <b>Meeting Information</b>              |                                                                                                                                                                                         |                                        |
|-----------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|
| <b>Meeting Name/Type</b>                | 'Virtual' Councillors' Briefing                                                                                                                                                         |                                        |
| <b>Meeting Date</b>                     | 24 August 2020                                                                                                                                                                          |                                        |
| <b>Matters Discussed</b>                | 1. COVID-19 Update<br>2. Healthy Greater Bendigo Update<br>3. Biolinks Alliance<br>4. Councillor Priorities                                                                             |                                        |
| <b>Attendees/Apologies</b>              |                                                                                                                                                                                         |                                        |
| <b>Councillors</b>                      | Cr Margaret O'Rourke<br>Cr Jennifer Alden<br>Cr Matt Emond<br>Cr George Flack OAM<br>Cr Rod Fyffe OAM<br>Cr Susie Hawke<br>Cr Andrea Metcalf<br>Cr Mal Pethybridge<br>Cr James Williams |                                        |
| <b>Staff/Community Representatives</b>  | Mr Andrew Cooney<br>Ms Debbie Wood<br>Mr Bernie O'Sullivan<br>Ms Vicky Mason<br>Ms Brooke Pearce<br>Mrs Tiffany O'Connell<br><b>Apology:</b><br>Mr Craig Niemann                        |                                        |
| <b>Conflict of Interest Disclosures</b> |                                                                                                                                                                                         |                                        |
| <b>Matter No.</b>                       | <b>Councillor/officer making disclosure</b>                                                                                                                                             | <b>Councillor/officer left meeting</b> |
|                                         | Nil                                                                                                                                                                                     |                                        |

| <b>Meeting Information</b>              |                                                                                                                                                                                         |                                        |
|-----------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|
| <b>Meeting Name/Type</b>                | 'Virtual' Councillors' Briefing                                                                                                                                                         |                                        |
| <b>Meeting Date</b>                     | 31 August 2020                                                                                                                                                                          |                                        |
| <b>Matters Discussed</b>                | 1. World Heritage Listing for the Goldfields<br>2. Reconciliation Plan Update<br>3. Audit and Risk Committee Independent Member<br>4. COVID-19 Update                                   |                                        |
| <b>Attendees/Apologies</b>              |                                                                                                                                                                                         |                                        |
| <b>Councillors</b>                      | Cr Margaret O'Rourke<br>Cr Jennifer Alden<br>Cr Matt Emond<br>Cr George Flack OAM<br>Cr Rod Fyffe OAM<br>Cr Susie Hawke<br>Cr Andrea Metcalf<br>Cr Mal Pethybridge<br>Cr James Williams |                                        |
| <b>Staff/Community Representatives</b>  | Mr Andrew Cooney<br>Mr Bernie O'Sullivan<br>Ms Debbie Wood<br>Ms Vicky Mason<br>Ms Brooke Pearce<br>Ms Kaye Williams<br><b>Apology:</b><br>Mr Craig Niemann                             |                                        |
| <b>Conflict of Interest Disclosures</b> |                                                                                                                                                                                         |                                        |
| <b>Matter No.</b>                       | <b>Councillor/officer making disclosure</b>                                                                                                                                             | <b>Councillor/officer left meeting</b> |
|                                         | Nil                                                                                                                                                                                     |                                        |

**10. URGENT BUSINESS**

Nil.

**11. NOTICES OF MOTION**

Nil

**12. CONFIDENTIAL (SECTION 66) REPORTS**

Nil.