

AGENDA

Ordinary Meeting of Council

6.00pm Wednesday 19 August 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:

Wednesday 16 September 2020

www.bendigo.vic.gov.au/councilmeeting

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can be obtained online at www.bendigo.vic.gov.au

This Council Meeting is conducted in accordance with the Local Government Act 2020 as amended by the COVID19 Omnibus (Emergency Measures) Act 2020 and Local Law Process of Municipal Government 2020

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 19 AUGUST 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.
- b) Notes this meeting is being recorded and live streamed via the Council website and via live broadcast on radio Phoenix FM
- c) Notes that all Councillors can observe each other at all times during the meeting via electronic means.
- d) Notes that if technical problems are encountered which prevent the meeting being live streamed via the website, or a quorum being maintained, the meeting will be adjourned until the technical issues can be resolved.
- e) Agrees the method of voting on any matter during this meeting will be by show of hands in accordance with Section 21 of Greater Bendigo City Council Local Law - Process of Municipal Government (2020).

PRESENT

APOLOGIES/LEAVE OF ABSENCE

SUSPENSION OF STANDING ORDERS

That Standing Orders be suspended to allow the conduct of the Community Recognition Section and Public Question Time.

COMMUNITY RECOGNITION SECTION

PUBLIC QUESTION TIME

Public Question Time – Purpose

Council has provided the opportunity for members of the public to ask questions of broad interest to Council and the community. Matters relating to routine Council works should be taken up with Council's Customer Service Officers through its Customer Request System.

By the time planning matters have reached the council agenda, they have been through an extensive process as required by the Planning and Environment Act. In addition, in most instances mediation has been held between the parties involved. Throughout the process there are many opportunities for the people to ask questions. Therefore, no questions relating to planning matters on the Agenda will be accepted.

Public Question Time

The public question time is held at every Ordinary Meeting of Greater Bendigo City Council.

The public question time is held at the start of the meeting as close as practical to 6:00pm. A maximum of 30 minutes has been provided for registered questions.

Due to the COVID19 restrictions, only written questions, lodged by 5.00pm on the day prior to the meeting can be accommodated at this time.

Questions lodged in writing by the deadline will be read out and answered by the Mayor or CEO or where appropriate, Councillors or Council Officers.

Acceptance of Questions

Each person lodging a question of Council is required to include their name, and address. Public Question Time is not an opportunity for making of statements or other comments. Council's Meeting Procedure Local Law does not allow for comments as part of the question.

1. An individual may only ask one question per meeting.
2. In the event that the same or similar question is raised by more than one person, an answer may be given as a combined response.
3. In the event that time does not permit all questions registered to be answered, questions will be answered in writing or referred to the next meeting if appropriate.
4. The Mayor and or CEO have the right to decline registration on basis of:
 - Legal proceedings;
 - More appropriately addressed by other means;
 - Vague or lacking in substance, irrelevant, frivolous, insulting offensive, improper, defamatory or demeaning;
 - Answer likely to compromise his / her position;
 - Confidential, commercial-in-confidence.
5. Each individual whose registration form has been accepted or declined will be advised by the day of the scheduled meeting.
6. In the event of a registration form being declined the registration form will be circulated to the Mayor or Councillors for information.

RESUMPTION OF STANDING ORDERS

That Standing Orders be resumed.

CR HAWKE'S REPORT

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 15 July 2020.

The following items were considered at the Ordinary Council meeting held on Wednesday 15 July 2020 at 6:00pm.

NO.	TITLE	
1.1	Adoption of 2020/2021 Budget	

RECOMMENDATION

That the Greater Bendigo City Council, having considered the submissions to the 2020/2021 Proposed Budget:

1. Adopt the Budget, annexed to this resolution, being the Budget prepared for the 2020/2021 financial year for the purposes of Section 127 of the *Local Government Act 1989*, including adjustments made as a result of the exhibition period noted in the Report following.
2. Gives public notice of the adoption of the 2020/2021 Budget, in accordance with Section 129 of the *Local Government Act 1989*, and makes available for public inspection the information required by the *Local Government Act 1989* and the *Local Government (Planning and Reporting) Regulations 2014*, to display the Budget at the City of Greater Bendigo offices (or make available by request) and on the City of Greater Bendigo website.
3. Acknowledges the contribution of submitters to the budget process, and thanks them for their contribution.
4. Authorises officers to provide a formal response to each submitter.
5. Notes that at the time the general valuation was supplied for the annual proposed budget in May 2020, it was comprised of preliminary valuations by the contractor, which were submitted to the Valuer-General for review. Final valuations have now been received. The variance between the preliminary and final valuations were assessed. As a result, minor adjustments have been made to the differential rates from the proposed budget.
6. Implements differential rates as detailed in the Report following.
7. Declares the following, in accordance with the Cultural and Recreation Lands Act 1963:

Classes 1 to 5:	0.0% of Capital Improved Value
-----------------	--------------------------------
8. Adopts service charges as detailed within the Report following.
9. Grants an early full rate payment discount of 1.5% on current year rates and charges, if full payment (including any arrears and interest) is received on or before 30 September 2020.
10. Notes that the Annual Plan; Budget and Strategic Resource Plan be the Budget prepared for the 2020/2021 financial year for the purposes of Section 126 and 127 of the *Local Government Act 1989*.
11. Note that the Community Plan has been reviewed and no changes are required. Annual Actions for 2020/2021 are included in the Budget.

3.1	Planning Scheme Amendment C42 - Eaglehawk Landfill Buffer Project Consider Authorisation Request
<p><u>RECOMMENDATION</u> That Council:</p> <ol style="list-style-type: none"> 1. Request the Minister for Planning to authorise Council to prepare Amendment C242 to the Greater Bendigo Planning Scheme. 2. When Authorised by the Minister, publicly exhibit Amendment C242 to the Greater Bendigo Planning Scheme as required under the Planning and Environment Act but extending the period from the minimum of one month to six weeks. 3. Support the inclusion of conditions on planning permits to implement the recommendations of the 53V Audit while the planning scheme amendment process is undertaken. 	
4.1	Golden Square Recreation Reserve Master Plan
<p><u>RECOMMENDATION</u> That Council:</p> <ol style="list-style-type: none"> 1. Adopt a position in line with Option 1 of the Golden Square Recreation Reserve Master Plan, whereby the Golden Square Pool is retained and existing arrangements between Council and Golden Square Pool Committee be maintained; 2. Progress priority plans of all user groups with a solution developed that creates certainty; 3. Utilise this information to provide a fully costed plan to put in place for the purposes of advocacy to all potential funding avenues; and 4. Acknowledge the engagement, effort and input of all of the Golden Square Recreation Reserve user groups under constraints of COVID-19 to contribute to this outcome. 	
4.2	Draft Community Aquatic Facilities Strategy
<p><u>RECOMMENDATION</u> That Council:</p> <ol style="list-style-type: none"> 1. Endorse the release of the DRAFT Greater Bendigo Community Aquatic Facilities Strategy for community feedback; 2. Seek community feedback for a minimum of 4 weeks; and 3. Receive a further report and recommendations following community feedback. 	
4.3	Community Sports Infrastructure Stimulus Program
<p><u>RECOMMENDATION</u> That Council:</p> <ol style="list-style-type: none"> 1. Endorse the funding applications for Ewing Park Redevelopment, Catherine McAuley College Joint Sporting precinct and Ken Wust Reserve pavilion as part of the Community Sports Infrastructure Stimulus Program; and, 2. If funded, contribute the necessary financial allocations for these project/s; and 3. Authorise the Chief Executive Officer to enter into the necessary contractual arrangements to deliver these projects as soon as practical. 4. Retain as confidential items all the Attachments to this report pursuant to Section 3 (1) (a) of the Local Government Act 2020 as they contain business information that would prejudice Council's position in commercial negotiations if prematurely released. 	
8.1	Community Satisfaction Survey 2020
<p><u>RECOMMENDATION</u> That Council note the report of the 2020 Community Satisfaction Survey and continue to use the results and other data to inform improvements for our community; and secondly, a report be brought back to a Council meeting with all of the information to show what Council does with its customer service activities.</p>	

8.2	Record of Assemblies
<u>RECOMMENDATION</u>	
That Council note the record of assemblies of Councillors as outlined in this report.	
9.	Urgent Business
<u>RECOMMENDATION</u>	
That Council consider, as an item of urgent business, a report on the Draft Itinerant Trading Policy.	
9.1	Draft Itinerant Trading Policy
<u>RECOMMENDATION</u>	
That Council:	
1. Endorse the draft Itinerant Trading Policy; and	
2. Support the release of the draft Itinerant Trading Policy for public consultation for a period of 21 days.	
11.1	Confidential Section 66 Report relating to Council business information

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 15 July 2020, as circulated, be taken as read and confirmed.

1. PETITIONS AND JOINT LETTERS

1.1 RESPONSE TO PETITION - BROUGHAM STREET TREES

Document Information

Author Tania MacLeod, Urban Forester, Parks and Open Space

Responsible Director Debbie Wood, Director Presentation and Assets

Purpose

This report responds to a petition received by Council at the June ordinary Council meeting requesting the City of Greater Bendigo to replant trees in the centre of Brougham Street, Bendigo between Miller Street and Williamson Street.

Summary

The following petition has been received from residents of Brougham Street, Bendigo requesting the replanting of trees in the centre median, as outlined below:

"We, the undersigned residents and ratepayers of Greater Bendigo City Council, formally request Council to replant trees in the centre of Brougham Street between Williamson and Miller Street. We note the following: Brougham St had median street trees until they were removed by Council about 8 years ago.

The City's draft Greening Bendigo Strategy notes that around the corner in Marks St, the cooling effect of trees is quite remarkable. By contrast, Brougham St is a wide expanse of heat-generating asphalt. The heat is oppressive, detracts from our amenity, and places existing trees under stress.

A number of us water the existing trees in dry times. We are also keen to assist in watering and keeping an eye on any new plantings".

RECOMMENDATION

That Council:

1. Endorse for a detailed design to be prepared to construct a treed median between Miller and Williamson Street and costed for consideration in the 2021/2022 Budget; and
2. Advise the lead petitioner of the outcome of this report.

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## Policy Context

### Community Plan Reference:

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

Goal 4                      Presentation and managing growth.

Objective 4.4.      Keep Greater Bendigo attractive with good quality public facilities and places.  
                             4.4.3. Increase urban shade and provide protection for significant and heritage trees through the development of a Greater Bendigo Tree Strategy.

### Strategy Reference (include weblink as applicable):

#### [Greening Greater Bendigo 2020 – 2070](#)

Action 1.1.      Prepare and implement a ten-year program to increase tree canopy cover across urban areas and townships informed by;

- Local heat vulnerability indexing
- Lack of existing tree cover
- Projected tree losses and the need for succession planting
- Greater Bendigo Public Space Plan (2019)
- Walk Cycle Greater Bendigo infrastructure hierarchy (2019)
- Related strategies and master plans
- Community priorities.

Action 3.2.vi.      Minimise the provision of hard surfaces in public open spaces and where hard surfaces are provided, break these up with vegetation and encourage the use of porous and lightly coloured surfaces.

## Background Information

A petition was received at the June Council meeting requesting the City of Greater Bendigo replant street trees in the centre of the roadway in Brougham Street, Bendigo, between Miller Street and Williamson Street. The petition was signed by 29 people representing 20 houses in this section of Brougham Street and the adjacent Palmerston Street.

Plane trees were planted in tree plots in the centre of the roadway in Brougham Street in the early 2000s. By 2012, these trees had been removed and the tree plots covered over. Anecdotal evidence suggests the trees failed to establish, likely due to a combination of poor below-ground conditions and extreme temperatures over summer.

The residents are petitioning for the replanting of trees in the centre of the roadway in response to the wide expanse of asphalt in the street leading to oppressive summer-time

heat, detracting from streetscape amenity and placing existing nature strip trees under stress.



*Figure 1 (left). A 2007 Google street view photo shows the presence of Plane trees in the centre of Brougham Street.*

*Figures 2-4 (below). Aerial imagery shows the presence of trees in the centre of Brougham street in the early 2000s. These were removed and tree plots sealed over by 2012.*



Fig 2. 2001



Fig 3. 2010



Fig 4. 2012

## Report

The community’s request for a treed median in Brougham Street aligns with the principles and targets of the recently endorsed Greening Greater Bendigo strategy to increase tree cover in urban areas and to reduce the impact of extreme heat on the community. Thermal imagery taken of Brougham Street on a day of extreme heat in January 2019 shows that surface temperatures are about 20 degrees hotter here than in the adjacent, heavily treed Marks Street.



Figure 5. Two thermal images taken in Bendigo in January 2019 demonstrating the effect that street trees have on cooling the surrounding streetscape. Brougham Street is shown on the left; Marks Street on the right.

### Priority/Importance:

Given the lack of tree cover and shade along Brougham Street, this street is a perfect candidate for tree planting in the centre of the road. Due to the width of the road and the presence of above-ground wires, planting additional trees in the nature strip alone would not provide enough shade to cover the roadway to sufficiently decrease local temperatures.

Brougham Street is lacking in shade and suffers from extreme localised temperatures, however, ranks lower on the list of priorities for greening as the immediate community is not as predisposed to heat related illness relative to others across the municipality.

Attention too should be given to other wide streets across Greater Bendigo where a lack of tree cover coincides with heat vulnerable communities. Mapping has been undertaken across Greater Bendigo to identify and prioritise street tree planting in the most 'heat vulnerable' streets. Some identified streets in which a centre-of-the-road treatment would be required to break up the expansive bitumen and introduce shade trees are Grenfell Avenue and Panton Street in Eaglehawk and Gordon Street in Kangaroo Flat.



*Fig 6. Gordon Street, Kangaroo Flat has been identified as priority street for the introduction of shade trees given the lack of shade, expanse of hard surfaces and vulnerability of the surrounding community to extreme heat.*



Options/Alternatives:

1. Design and prepare a budget submission for the construction of a centre-of-the-road treatment for this section of Brougham Street in the 2021/22 financial year. Consider water sensitive urban design measures to intercept stormwater and passively irrigate new trees.
2. Also include centre-of-the-road treatments for several other heat vulnerable streets as part of the above-mentioned budget submission.
3. Plant trees in vacant spots in the nature strip only.
4. Do nothing.

Timelines:

|                       |                                                          |
|-----------------------|----------------------------------------------------------|
| August-September 2020 | Design and cost project                                  |
| October-November 2020 | Prepare and submit budget bid for 2021/22 financial year |
| July 2021             | Construction                                             |
| August 2021           | Plant trees and complete landscaping                     |

Progress:

N/A

Risk Analysis:

Reinstating street trees to the centre of Brougham Street is a great opportunity to increase canopy cover and reduce summer-time temperatures in the local area, thereby helping to achieve the vision the targets of Greening Greater Bendigo. Furthermore, this project has the support and stewardship of the immediate community.

By not acting on the petition or by planting trees only in vacant sites in the nature strip, insufficient shade will be produced to significantly reduce summer-time temperatures and realise the full benefits of creating a shady, tree-lined street. It would also show a reluctance of Council to implement this newly endorsed strategy.

Delivering urban forest projects in locations across Greater Bendigo, including streets with the greatest need for natural shade, would demonstrate the City's commitment to an equitable distribution of greening outcomes across the municipality.

**Consultation/Communication**

Should Council support a bid for the construction of any centre-of-the-road treatment, the project will be a collaboration between Engineering and Public Space Design staff.

Affected residents will be informed of the eventual design and project details prior to any works commencing.

**Resource Implications**

A budget to plant 1,800 trees has been allocated for the 2020/21 financial year. This budget does not allow for the design and construction of the type of civil infrastructure that would be required to introduce a centre-of-the-road treatment to Brougham Street.

It is proposed that Presentation and Assets staff design and cost the project for consideration for delivery in the 2021/22 financial year.

Tree planting and maintenance activities can be covered as part of the operational budget for tree planting.

**Attachments**

Nil

## 2. PRESENTATION AND MANAGING GROWTH

### 2.1 10 WILSON STREET, LONG GULLY 3550 - USE OF LAND FOR FOOD AND DRINK PREMISES, AND REDUCTION OF CAR PARKING

#### Document Information

**Author** Beth Lavery, Planner

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

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#### Summary/Purpose

**Application details:** Use of land for food and drink premises, and reduction of car parking requirements

**Application No:** DU/108/2020

**Applicant:** D Scoble Investment Trust

**Land:** 10 Wilson Street, LONG GULLY 3550

**Zoning:** General Residential Zone

**Overlays:** Bushfire Management Overlay 1  
Heritage Overlay 28

**No. of objections:** 1

A petition containing 92 signatures in support of the application has also been received.

**Consultation meeting:** No formal consultation meeting was held.

**Key considerations:**

- Whether the proposed use is consistent with the purpose and objectives of the General Residential Zone;
- Whether the proposed use is likely to result in adverse amenity impacts to surrounding property owners and occupiers;
- Whether the proposed reduction of car parking requirements is acceptable given the context of the land;
- Whether there are any heritage impacts or implications; and
- Whether the proposal represents an orderly planning outcome.

**Conclusion:** The proposed use of land for a food and drink premises will result in unacceptable amenity impacts to surrounding

property owners both now and into the future in terms of increased emissions from the site, and does not represent an orderly planning outcome for the area.

**RECOMMENDATION**

Pursuant to section 61 of the Planning and Environment Act (1987), Council issue a Notice of Refusal for the use of land for a food and drink premises and reduction of car parking requirements at 10 Wilson Street, LONG GULLY 3550 on the following grounds:

1. The General Residential Zone has a purpose to ‘allow... a limited range of other non-residential uses to serve local community needs in appropriate locations’. The location is not appropriate nor consistent with the decision guidelines of the General Residential Zone. The use will result in unacceptable amenity impacts in terms of increased noise and other emissions from the site.
2. The proposed use is not consistent with the decision guidelines of Clause 65 of the Greater Bendigo Planning Scheme, and will not result in an orderly planning outcome for the area.

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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

A food truck fitted with coffee making equipment has been operating from the site serving takeaway coffee and packaged foods since June 2019. Planning compliance officers have visited the site a number of times to discuss the existing operations, potential expansion and associated planning (and other) requirements. While there are existing food safety and street trader approvals, no planning permit has been granted for this use of the land.

Report

Subject Site and Surrounds

The subject land is a rectangular allotment of 1,012m², with a depth of approximately 50m and a frontage of approximately 20m to both Wilson Street and Bennett Street. An existing single storey dwelling is located along the Wilson Street frontage, with vehicle access to the site existing from both Wilson Street and Bennett Street, with the latter providing access to an existing outbuilding which abuts Bennett Street. A shipping container is located near the outbuilding. The remainder of the land contains an established garden and vegetation.

The land is surrounded by residential properties to the immediate north, south and east, while land opposite the site in Bennett Street is the site of the former Long Gully Swimming Pool. Further west of the land is a strip of commercial properties which run along Eaglehawk Road (Loddon Valley Highway), containing a discount chemist, car park, fish and chip shop and post office outlet on the eastern side of the road, and a vet and cleaning company along the western side of the road.

A church is located north of the land at the corner of Daly Street and Wilson Street, which is included on the Victorian Heritage Register (Uniting Church and Sunday School, reference: H1373).

Bennett Street is a wide, sealed, single carriageway with a wide verge on both sides of the road and a generous nature strip. There is no kerb and channel or sealed footpath.



Figure 1: Location map showing subject site. Objector's property is marked with a star.



Figure 2: Existing coffee truck operating from the site along Bennett Street frontage.

Proposal

This application seeks to use the existing outbuilding along the Bennett Street frontage for a food and drink premises. The building would be fitted out with a kitchen for the preparation of food and drink for consumption on and off the premises, along with formalising seating areas and drinks service areas.

A minor change to the façade of the shed is also proposed, fitting a large window and door to the existing opening along Bennett Street. A pizza oven is also proposed to the south of the outbuilding, near the property boundary.

Toilet facilities will be provided adjoining the existing building to the north.

No parking for the proposed use would be provided on site, and as such, the application also seeks to waive the parking requirement set out at Clause 52.06 of the Planning Scheme.

It is important to note this proposal is not just looking to formalise the current (unpermitted) use, it proposes to intensify and expand the existing use.



Figure 3: Aerial view of site marked up to show existing conditions and proposed works.

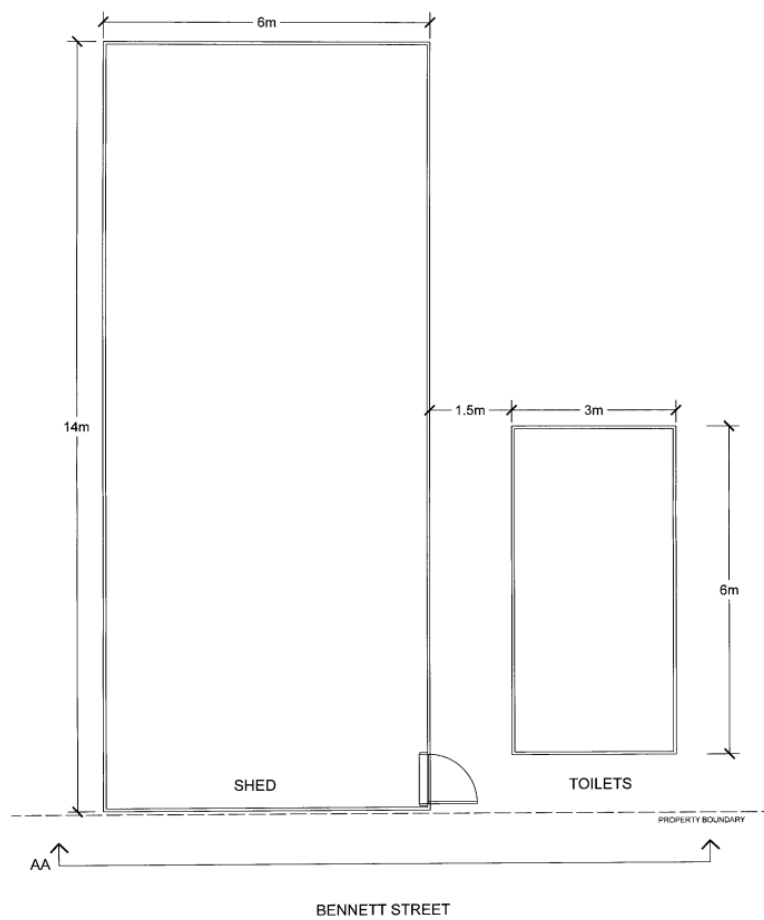


Figure 4: Proposed site plan

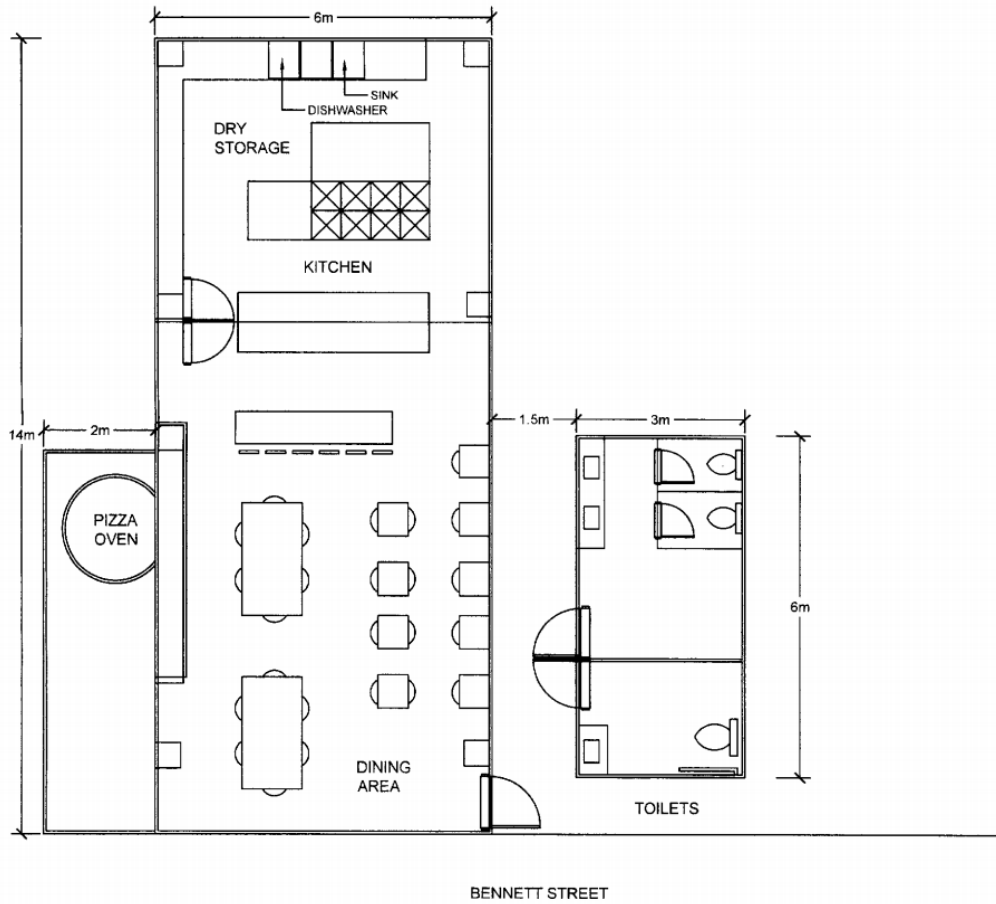


Figure 5: Proposed floor plan.

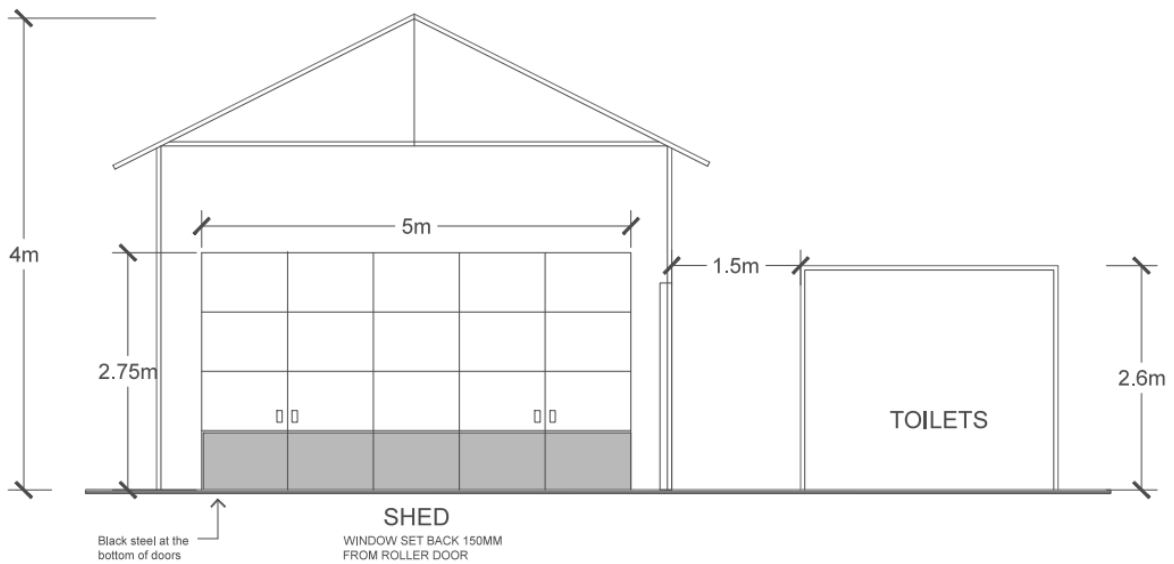


Figure 6: Proposed elevation plan.

Planning Controls - Greater Bendigo Planning Scheme

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

State Planning Policy Framework

- 11.03-1S – Activity Centres
- 11.03-6S – Regional and local places
- 13.02-1S – Bushfire planning
- 13.05-1S – Noise abatement
- 13.07-1S – Land use compatibility
- 15 – Built environment and heritage
- 15.01-1S – Urban design
- 15.01-5S – Neighbourhood character
- 15.03-1S – Heritage conservation
- 17 – Economic development
- 17.01-1R – Diversified economy – Loddon Mallee South
- 17.02-1S – Business
- 18.02-4S – Car parking

Municipal Strategic Statement

- 21.02-1 – Compact Greater Bendigo
- 21.02-3 – Economic development
- 21.05-3 – 10 minute neighbourhoods
- 21.05-9 – Managing risk
- 21.07-2 – Activity centres

Local Planning Policies

- 22.06 – Heritage policy

Other Provisions

- 52.06 – Car parking
- 65 – Decision guidelines
- 65.01- Approval of an application or plan

Consultation/Communication

Referrals

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

Referral	Comment
CFA	Not yet received.
Heritage Advisor	No objection.

Referral	Comment
Environmental Health	No objection from a Food Act registration point of view, however significant concerns raised regarding increased emissions from the site and how these will be appropriately managed.

Public Notification

The application was advertised by way of notices to adjoining and nearby owners and occupiers.

As a result of advertising, one objection was received, with the grounds of objection being:

- Excessive noise generated from the existing (unpermitted) use, particularly early in the morning, from the site itself and visitors arriving to and from the site.
- Not consistent with home business regulations.
- Use better suited to an existing café in a commercial area, not in a quiet residential area.

The elements outlined in the objection are discussed further in the planning assessment below.

A petition containing 92 signatures in support of the proposal was also received.

Planning Assessment

Is the proposed use appropriate in a residential area?

The purpose of the General Residential Zone includes allowing ‘...*educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations*’.

To assist in the assessment of non-residential use and development, the Zone sets out a number of decision guidelines, which include:

- Whether the use or development is compatible with residential use;
- Whether the use generally serves local community needs;
- The scale and intensity of the use and development; and
- The safety, efficiency and amenity effects of traffic to be generated by the proposal.

Of particular relevance to the assessment of this application are the questions of compatibility with residential use, and the scale and intensity of the proposed use. The impacts of traffic will be discussed later in this report in response to the proposed reduction of car parking requirements.

The proposal involves fitting out the existing outbuilding to contain a food and drink premise. While an outbuilding is a common and often visible presence in the residential context, the conversion of one into a place where the public will gather is not. Indeed, an outbuilding is constructed to a much different standard than a commercial premise and in this regard it is noted that the work required to amend the class of building is likely significant.

While the current (unpermitted) use of the site with the coffee truck has acted as a 'test' for the viability and popularity of such a venture, the current operations do not reflect a true test of the potential amenity impacts that may be generated from the permanency and proposed intensified use of such a venue.

The proposed use will result in increased emissions from the site than are generally expected in a residential setting, and an increase in those currently being created with the coffee truck – with these emissions including potential noise from amplified music, fixed plant equipment (for example air conditioning or fridge compressors), increased vehicles and patrons in the area, and smoke from a pizza oven – with the latter being located precariously close to the property boundary shared with 8 Wilson Street.

No evidence has been provided with the application to demonstrate the ability of the proposal to manage these emissions and comply with State Environmental Protection Policies regarding noise and smoke. While there is the potential for these matters to be controlled via condition in any permit granted, it makes good planning sense to ensure that these can in fact be met prior to granting approval, rather than dealing with a lack of compliance once a permit is granted. This is especially the case where a use is already operating. The application also fails to provide adequate detail on where such noise generating plant may be located and any measures proposed to mitigate any emissions, or what measures will be implemented to ensure that waste management or deliveries to the site will be conducted within suitable residentially compatible hours.

It is also important to note in assessing the proposal that while a permit *may* be granted for such uses within the Zone, this does not imply that a permit *should* be granted (emphasis added). It is conceded that the use may serve a local community need and indeed that there may be some social benefits to the proposal from a community point of view, however it is not considered that this need should override the need for orderly planning of the area, nor the rights of adjoining property owners to have their amenity protected and not impacted upon through an inappropriately located use. In this instance it is considered that the granting of a permit would represent an unacceptable planning outcome for the site and broader area.

Further, the approval of such a proposal would result in the constant need for regulation of the use – any future expansion or growth of the premises would require continued planning permission, a frustrating exercise for an entrepreneurial business owner and a drain on the resources of the regulators (the City) to be continually assessing piecemeal changes to the site and how it is used. In contrast, a commercial zone allows such uses without the need for a planning permit, ensuring that commercial growth is encouraged without unnecessary 'red tape'. For these reasons, a commercially zoned property to house the proposed use would be considered a much more suitable alternative, or potentially a former commercial premise in a residential area which has been constructed and/or fitted out to address many of the concerns outlined above, or by virtue of location has lesser residential impact such as being located along a main thoroughfare.

The proposed use of the land for a food and drink premise will result in impacts to amenity beyond those which could be reasonably expected in a residential setting, and invites potential land use conflict both now and into the future as the premise seeks to expand. It is considered that the application fails to meet the tests set out within the zone for non-residential uses.

Are there any heritage implications resulting from the proposal?

The extent of external buildings and works proposed as part of the application are minor and limited to the installation of a new window/door along the Bennett Street frontage. The outbuilding itself does not have any heritage significance and these changes to the building will not interfere with the heritage fabric of the precinct, particularly the heritage listed church to the north of the land. It is considered that the proposed works are acceptable in terms of the objectives of the Heritage Overlay and heritage policies within the Planning Scheme.

Is the reduction in car parking requirements appropriate?

Car parking requirements which apply to a use are set out in Table 1 at Clause 52.06 of the Greater Bendigo Planning Scheme. For a food and drink premises, a rate of 4 spaces to each 100 square metres of leasable floor area is required, which equates to a total of 3 car parking spaces to service the proposal. The application seeks a full waiver of this requirement, with no on site car parking provided to support the proposed use. Instead, the existing informal parking located adjoining the site on both sides of Bennett Street is proposed to be utilised.

A number of decision guidelines must be considered by the responsible authority prior to granting any permit to reduce the number of spaces required under the clause, such as the availability of alternative car parking in the locality; the impact of fewer car parking spaces on local amenity; and the character of the surrounding area and whether reducing the car parking provision would result in a positive urban design outcome.

The site is fortunate to adjoin Bennett Street which is wide with a generous verge on both sides which currently allows informal parking comfortably with minimal impact on the road itself. In the context of this application, the proposal to not supply any parking on site and to rely on these existing conditions is not considered unreasonable, and is unlikely to exceed the capability of the area to safely contain this extra traffic. As such, a reduction in car parking requirements to support such a proposal is considered reasonable.

Consistency with planning policy

The protection of community amenity, whilst also facilitating appropriate commercial development, is considered at Clause 13.07-1S of the Planning Scheme. This is to be achieved through ensuring that use and development of land is compatible with adjoining and nearby land uses, avoiding locating inappropriate land uses in areas that may be impacted by adverse off-site impacts from commercial uses, and avoiding these impacts through land use separation, siting, building design and operational measures. Similarly, Clause 13.05-1S (Noise abatement) seeks to control the impacts of noise on sensitive land use, through ensuring that community amenity is not reduced by noise emissions, and by using a range of building design, urban design and land use separation techniques as appropriate.

The proposed use of the land for a food and drink premise will generate adverse amenity impacts through an increase of noise and other emissions from the site, within a sensitive environment (residential area). No design techniques or other measures to mitigate potential emissions from the site have been detailed in the application, making it difficult to be satisfied that the intentions of both of these policies can be achieved.

State and local planning policy also refers to the use of 'Activity Centres' to direct development into areas which are highly accessible by the community. *The Commercial Land and Activity Centre Strategy, 2015* has been prepared by the City to provide a framework for how the activity centres are planned, and seeks to support a strong and diverse network of activity centres throughout the city and the municipality. The Strategy identifies the Long Gully commercial precinct as a 'neighbourhood activity centre' - a small centre with a small number of shops that meet common day to day needs. A key strategy of the Activity Centre policy at Clause 21.07-2 includes avoiding further expansion and encroachment of small scale commercial developments into adjoining residential areas. The current proposal would see a commercial development located outside of this commercially zoned centre into the nearby residential area, and would therefore be at odds with the intent of this policy.

While policy relating to economic development encourages the growth and diversification of local economies (Clauses 17.01-1S, 17.01-1R and 21.07-1), it is important this growth is directed into appropriate areas, such as designated activity centres.

As noted earlier within this report, the proposal is consistent with policy surrounding heritage conservation, with proposed works to the existing shed having minimal impact on the streetscape and heritage precinct. Likewise, in terms of parking, the proposal to waive parking requirements for the proposal is considered consistent with the intent of local and State policies regarding car parking. Bushfire risk to the site can also be appropriately mitigated.

Conclusion

The application is acceptable in terms of the requirements of heritage policy and the Heritage Overlay, as well as the proposed reduction in car parking requirements, with parking generated by the proposal expected to be reasonably contained within existing informal parking areas adjoining and nearby to the site. The proposal will, however, result in significantly increased emissions from the site in the form of patron noise, plant noise, traffic and smoke, beyond that which would be normally and reasonably expected in a residential setting, and is considered incompatible with surrounding residential uses. The application has failed to adequately demonstrate how the proposal will address these threats to amenity and is likely to result in unacceptable amenity impacts to surrounding property owners and occupiers. Further, there is the potential for these amenity impacts to increase as the proposed use evolves, inviting future land use conflicts. Approval of the application will not result in an orderly planning outcome for the area, and refusal of the application is recommended on this basis.

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.

Attachments

- Objection
- Petition

2.2 PLANNING SCHEME AMENDMENT C222 - HUNTLY DCP CONSIDER PANEL REPORT AND ADOPTION OF AMENDMENT

Document Information

Author Alison Kiefel, Amendments Planner

Responsible Director Bernie O’Sullivan, Strategy and Growth

Summary/Purpose

Amendment details: Amendment C222 proposes to implement the *Huntly Development Contributions Plan* August 2020 into the Greater Bendigo Planning Scheme by applying the Development Contributions Plan Overlay Schedule 2 to the Huntly growth precinct, making changes to the Municipal Strategic Statement and rezoning two existing playgrounds.

The Huntly Development Contributions Plan will deliver essential infrastructure projects to support new growth north of the existing Huntly township, on the eastern side of the Midland Highway.

Amendment C222 and submissions made to it, were forwarded to Planning Panels Victoria for a recommendation. The Panel recommended that the Amendment be adopted with minor changes.

This will be the first residential development contributions plan for the City.

Proponent: City of Greater Bendigo

No. of submissions: 6 (4 service authorities, 2 private)

- Key issues:
- Traffic issues and infrastructure justification;
 - Land acquisition for new intersection.

RECOMMENDATION

That Council:

1. Adopt Greater Bendigo Planning Scheme Amendment C222 with changes.
2. Forward the adopted Amendment to the Minister for Planning for Approval.

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## **Policy Context**

City of Greater Bendigo Community Plan 2017 – 2021

Goal 1: Lead and govern for all

- Be innovative and financially responsible.
- Be accountable and efficient in its use of the community's money.

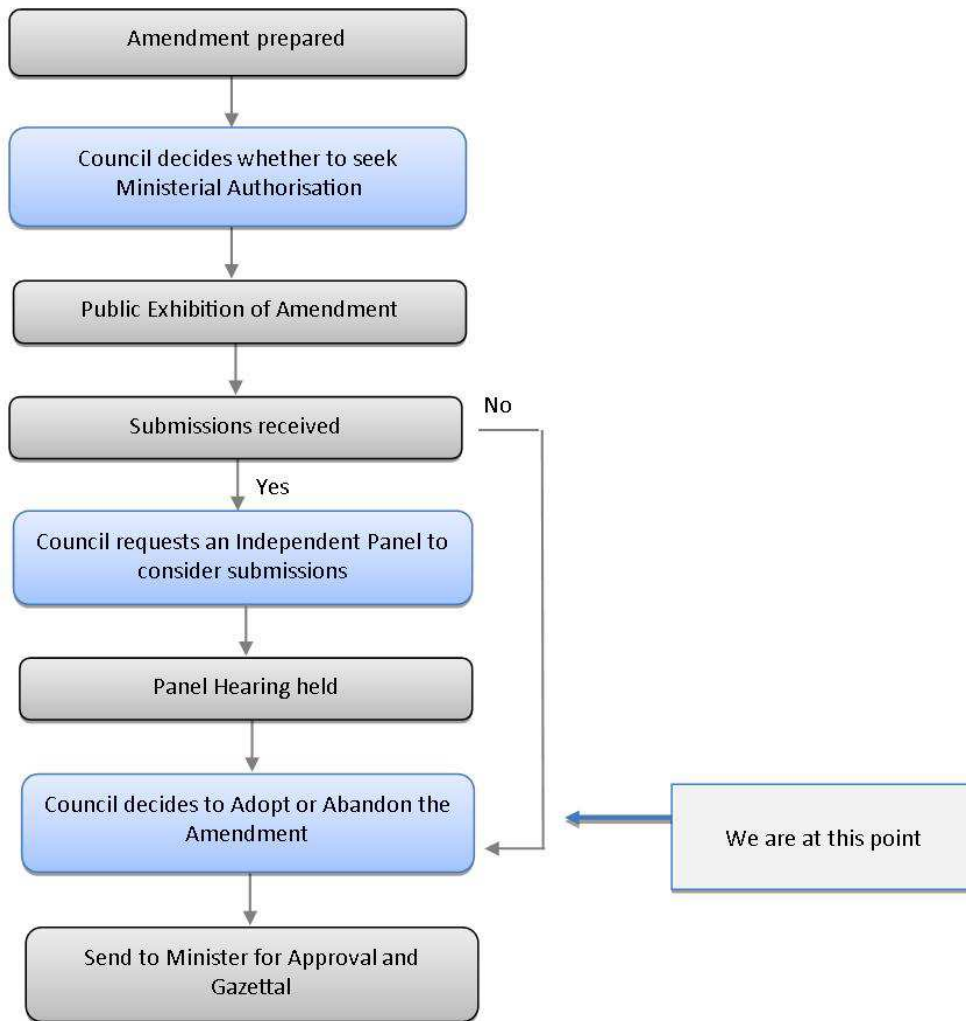
Goal 4: Presentation and managing growth

- Plan for a growing population; specifically; optimise the use of Development Contributions Plans.
- Continue to implement strategies that increase the capacity of transport networks to better move people and goods and encourages walking, cycling and the use of public transport.
- Keep Greater Bendigo attractive with good quality public facilities and places.
- Provide and maintain urban and rural infrastructure to support the livability of our community.

## **Background Information**

The key steps in the Amendment process are summarised below:





The *Huntly Development Contributions Plan, Mesh, July 2020 (HDCP)* has been prepared to enable a coordinated approach to collect levies for the supply of infrastructure related to major roads, intersections and shared path networks in Huntly. It is not collecting levies for community facilities or active open space or drainage.

The Huntly growth area is proposed to accommodate 6,000 people and deliver infrastructure to the value of \$23.7 Million. Development Contribution Plans (DCPs) are not a full cost recovery model and there will be obligations on Council to also contribute to the delivery of infrastructure.

Previous Council Decisions

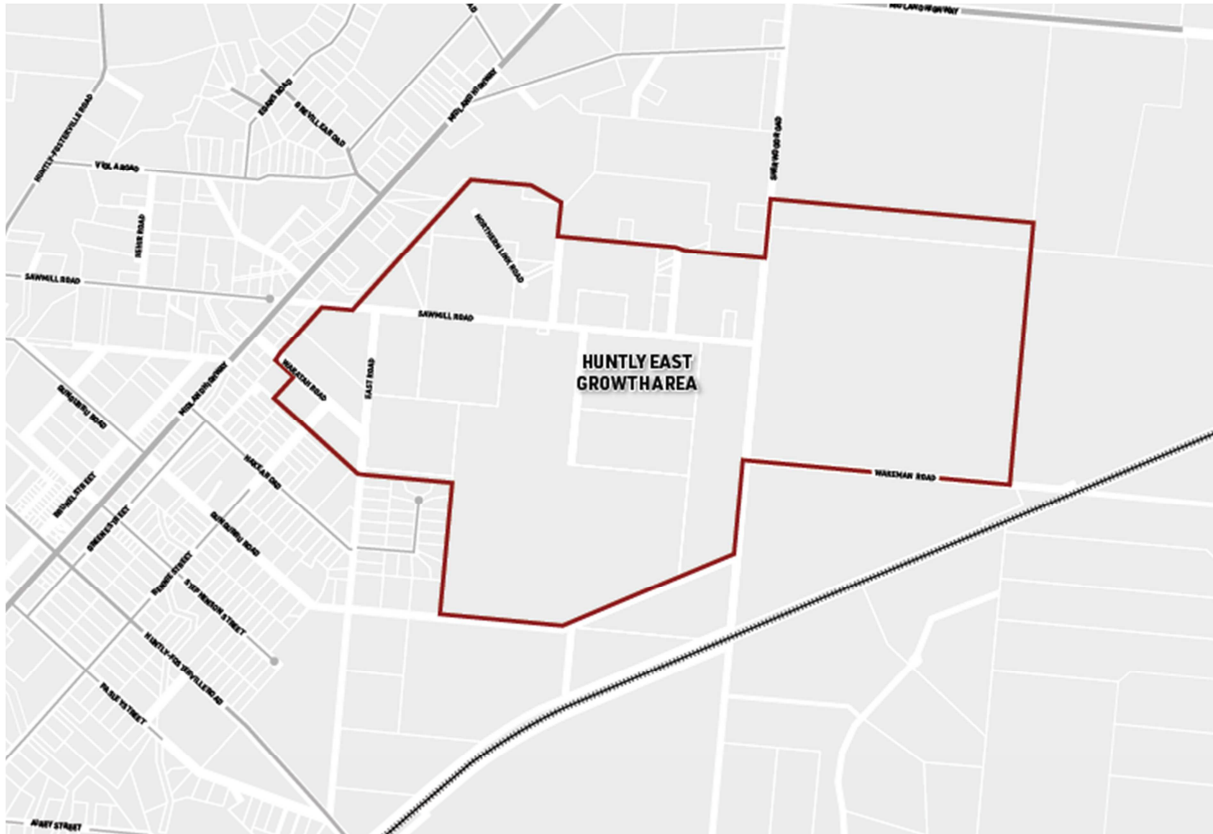
21 August 2019 – Council resolved to adopt Huntly DCP, seek authorisation and exhibit C222.

18 March 2020 – Council resolved to accept all late submissions and refer outstanding submissions to an independent Panel.

## Report

The attached Explanatory Report details the purpose and effect of the Amendment and provides the strategic justification for the Amendment. Key issues identified in the Explanatory Report are discussed below.

### Land affected by the Amendment



The Huntly DCP Overlay (DCPO) is proposed to apply to the growth area north of the existing town centre, on the eastern side of the Midland Highway. The area impacted includes approximately 32 properties, covering a total of 247ha of land.

An additional 400 properties (approximately) at Viewpoint, within the growth area, that have already been developed will also have the DCPO applied but will not be required to pay a contribution as the developer has already done this at the time of subdivision.

There are also 6 private landholders that will be impacted by future works to upgrade the existing Midland Highway/Waratah Road intersection. These properties are outside the DCP area and the City is in discussions with the landowners regarding future purchase by agreement.

Two properties owned by the Crown (1 of which is reserved to Coliban Water), will also be impacted by future works to upgrade or construct new intersections.

The DCPO applies to land in the General Residential Zone and contains existing overlays including; Bushfire Management Overlay, Design and Development Overlay Schedule 11 (Huntly Transition Area), and a Native Vegetation Precinct Plan. Two areas (approximately 30ha combined), are heavily vegetated which will not be able to be developed and are excluded from 'net developable area' (NDA) calculations in the DCP. Also excluded from the NDA are the areas subject to flooding, which total 8ha.

### What the Amendment does

- Amends Clause 21.09 Integrated Transport and Infrastructure to include a new sub-clause for Development Contributions Plans.
- Rezones Reserve 1, Sawmill Rd, Huntly (district park) and 1 Autumn Close (neighbourhood park) to Public Park and Recreation Zone.
- Rezones Whirrakee Parade Road Reserve, Reserve 2, Whirrakee Parade, Part of Lots 324, 325 and 326 PS701835 (Whirrakee Parade) to General Residential Zone.
- Inserts a new Schedule 2 (Huntly Development Contributions) at Clause 45.06 (DCPO).
- Applies the Development Contributions Plan Overlay, Schedule 2 to the Huntly growth precinct as defined.
- Inserts Planning Scheme Maps 9DCPO and 12DCPO.
- Amend the Schedule to Clause 72.03 to insert Planning Scheme Maps 9DCPO and 12DCPO.
- Amend the Schedule to Clause 72.04 to insert *Huntly Development Contributions Plan*, Mesh, July 2020, into the Incorporated Documents Schedule.

### **Consultation/Communication**

#### Exhibition Procedures

The Amendment was exhibited for one month from 14 November to 16 December 2019.

Notice was provided in the following manner:

- Individual notices to owners and occupiers of land affected by the Amendment.
- Notices to prescribed Ministers under Section 19(1)(c) of the *Planning and Environment Act*.
- Notices to all authorities materially affected under Section 19(1)(a) of the Act.
- Public notice of the Amendment in the Bendigo Advertiser on 13 November and 15 November 2019.
- Publication of the notice of the Amendment in the Government Gazette on 14 November 2019.
- Access online.
- An information session held 25 November 2019 at Huntly Strauch Reserve.

#### Submissions

Six submissions were received during the exhibition period. Two submissions were referred to the independent panel.

The key issues raised by the submitters included:

- The location and related issues of the proposed Midland Highway and Waratah Road intersection.
- The nexus between some proposed projects and future users of the infrastructure to be provided.
- Whether there is an equitable distribution of costs between existing users, new development and other development external to the DCP area.
- Whether it is appropriate to fund some existing infrastructure through the DCP.

All submitters will be notified of Council's decision resulting from this report.

### The Panel Hearing

The Minister for Planning appointed an Independent Panel to consider the Amendment. The Hearing was held on 9 and 10 June 2020 via video conference (due to COVID-19 restrictions). The Panel (of one member, Mr Roger Eade) has considered all written and oral submissions and material presented to it in connection with the Amendment. Council was represented by Maddocks and called expert evidence by MESH.

### The Panel Report and Recommendations

The Panel Report was received on 30 June 2020 and contained 2 recommendations. Under Section 26 of the *Planning & Environment Act 1987*, the Panel Report was automatically released to the public on 28 July 2020, 28 days following its receipt and is available on the City's web page.

In summary, the Panel supported the Amendment as exhibited with minor changes.

The Panel Report summary concludes:

- The Development Contributions Plan is broadly strategically justified through the Planning and Policy Framework.
- The Development Contributions Plan is appropriately based around approved development plans for significant part of the Development Contributions Plan area.
- The location of and planning for the intersection of Midland Highway and Waratah Road is appropriate.
- The inclusion of proposed Development Contributions Plan projects is appropriate.
- The funding of Development Contributions Plan projects is appropriately allocated between existing users, future residents and residents current and future external to the Development Contributions Plan area.

The following table lists the Panel's recommendations, which are of a minor nature, and all recommendations are proposed to be adopted.

| <b>Rec. No.</b> | <b>Panel Recommendation</b>                                                                                                                              | <b>Officer Recommendation</b>      |
|-----------------|----------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------|
| 1a              | Amend the reference to the length of the shared path in project PC02 on pages 20, 34 and 39 to 2,075 lineal metres.                                      | Accept the Panel's recommendation. |
| 1b              | Replace the last sentence in column 2 of section 4.1 with 'In summary, 9% of project IT01b is attributed to the UGZ land. Therefore, the Huntly DCP area | Accept                             |

| Rec. No. | Panel Recommendation                                                                                                                                                                                                                                                                       | Officer Recommendation |
|----------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------|
|          | generates 74% of the demand for project IT01b.'                                                                                                                                                                                                                                            |                        |
| 1c       | Replace the text in column 2 of Table 6 for the section on 'land' with 'Estimates of land value will be revised annually by a registered valuer based on a site-specific methodology for each lot that includes land for a Development Contributions Plan project.'                        | Accept                 |
| 1d       | Add the following to Column 2 of Table 6 to the 'Road drainage and shared paths section', 'Project RD01a will be indexed subject to CPI (All groups Melbourne) as this land has already been provided and applying consumer Price Index will ensure the charges keep pace with inflation.' | Accept                 |
| 1e       | Amend the first sentence of section 8.2.1 to replace the word 'five' with 'four'.                                                                                                                                                                                                          | Accept                 |
| 1f       | Append all project sheets to the Development Contributions Plan and replace all references to the Concordance Confidence Index in indexation sections by the Producer Price Index.                                                                                                         | Accept                 |
| 1g       | Add figure 6 from the evidence of Mr De Silva to section 4, together with a sentence explaining what the figure represents.                                                                                                                                                                | Accept                 |
| 1h       | Amend the table on page 39, with reference to project IT01b to add the words 'Precinct 3' to the second last column and delete the words 'external apportionment' from the last column.                                                                                                    | Accept                 |
| 1i       | Amend all table to update all project costs prior to adoption, following completion of Council's review.                                                                                                                                                                                   | Accept                 |
| 2.       | Amend Development Contributions Plan Overlay Schedule 2 to reflect project cost updates set out in Recommendation 1i.                                                                                                                                                                      | Accept                 |

The Panel also considered the Ministerial Directions for DCPs and agreed that Council has appropriately met the guidelines. Specifically, the Panel concluded:

- *The use of a single charge area for the Huntly DCP is appropriate.*
- *That the inclusion of planning costs associated with the Huntly DCP is an appropriate project for inclusion in the DCP.*
- *That the connectivity suggested by the Department of Transport can be provided [for the proposed Huntly Railway Station].*
- *That the indexation approaches in the exhibited DCP amended proposed at the Hearing are appropriate. (As detailed in the above table of recommendations).*

The Panel considered the 2 outstanding submissions, by Huntly Property Holdings and Ms Amory. An overview of the Panel's commentary is further discussed below.

#### Huntly Property Holdings

Huntly Property Holdings (HPH), who did not present at Panel, raised concerns that were summarised as:

- Nexus between development and need for infrastructure, together with the need for interim and ultimate works.
- External apportionment

HPH challenged the justification of projects OS01 (district park), IT03 (Epsom Barnadown Road/ Huntly – Fosterville Road/Inglis Road intersection), and RD05 (Wakeman Road) in the DCP and inclusion of both an interim and ultimate works (RD01a/RD01b – Waratah Road, and IT01a/IT01b – Waratah Road and Midland Highway intersection).

The City submitted and called evidence by MESH, which identified support for all DCP items, including the district park and those intersections and roads specifically questioned by HPH. The City's submission identified the following key justifications:

1. The supporting Traffic Impact Assessment by Trafficworks that identified:
  - The Waratah Road/Midland Highway intersection is likely to require upgrade to signalisation to manage queue times and length, and ultimately later to require additional lanes along the Midland Highway to adjust for increased development vehicles and normal growth in traffic volumes along the Midland Highway.
  - Over 30 times the daily vehicle movement along RD05 as a result of development, triggering the need to upgrade Wakeman Road.
  - Clear increase in traffic at intersection IT03 from Inglis Road, in direct proportion to the increase in development anticipated by the DCP area. This will increase queue times and lengths, and the intersection will operate at 'very poor' conditions in the AM peak.
2. It is also acknowledged, that it's common to have interim treatments in DCPs for projects for various reasons such as costs, the need to secure additional land that is privately owned, and where the intersection is with an existing highway or arterial road.
3. In regard to the district play space (OS01) the City submitted; *'the provision of smaller neighbourhood or local level open spaces does not obviate the need to contribute towards a higher order district level space. Not only would the Provenance Estate fall within the catchment of the district open space, but it would serve a different and higher order function than that which is anticipated to be delivered in Provenance'* [HPH development]. This was further supported by MESH evidence and the *Public Space Plan 2019* adopted by Council.

The City explained the external apportionment breakdowns for each project; specifically, 18% for most projects relate to the portion attributed to the Urban Growth Zone, and an additional 9% for IT01b (ultimate intersection at Waratah Road /Midland Highway) for the portion attributed to future growth on the western side of Midland Highway. The Panel was satisfied with this and concluded that *'external apportionment proposed for all projects is appropriate'*.

## Ms Amory

Ms Amory who presented at the Panel Hearing, raised several issues on how the proposal will impact her and the property at 705 Midland Highway. The Panel separated the issues into 2 categories; issues directly relevant to the amendment and those that are a matter for resolution otherwise, either with the City or via detailed design. The latter included issues related to the future vehicle access point, the suitability and safety of the future access, the value/price for acquisition of the portion of land requested, and an increase in noise from traffic.

The Panel considered Ms Amory's proposal to have the Midland Highway and Waratah Road ultimate/signalised intersection 'offset' to avoid property acquisition, and/or redirect traffic to have the ultimate intersection at Gungurru Road (to the south of the area). The Panel agreed with the City and concluded '*that the proposed intersection works at the intersection of the Midland Highway and Waratah Road are appropriate as there was no viable alternative proposed.*'

## **Conclusion**

The adoption of the City's first residential DCP (and Amendment) will provide timely delivery of infrastructure such as roads, paths and play spaces for new development areas. Together with a fairer method of funding, where developers pay a portion or deliver the infrastructure, that directly benefits their development/s.

It is recommended that Council adopt the Amendment with changes recommended by the Panel and forward the adopted Amendment to the Minister for Planning to approve. This will complete the Amendment process and the new Development Contributions Plan Overlay and minor zoning changes will apply.

## **Options**

Council has the option of:

- Adopting the Amendment in accordance with the Panel's recommendations and sending to the Minister for Planning for Approval.
- Abandoning the Amendment under the *Planning and Environment Act 1987* (there is no right of review of a council's decision not to support the Amendment).

## **Resource Implications**

Officer time will be required to prepare the Amendment documentation for approval and liaise with the Minister for Planning.

The City is responsible for payment of statutory fees and costs incurred in the processing of the Amendment.

## **Attachments**

1. Explanatory report.
2. Huntly DCP
3. Amendment documents.
4. Panel report.

## 2.3 VICTORIAN SERIAL LISTINGS HERITAGE REPORT AND FORMER SHIRE OF HUNTLY HERITAGE STUDY STAGE 1 - ADOPTION

### Document Information

**Author** Emma Bryant, Amendments and Heritage Coordinator

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

### Summary/Purpose

The purpose of this report is to recommend that Council adopt *A report into Heritage Serial Listings for Victorian Houses July 2020* prepared by Amanda Jean and Dr Charles Fahey. This is ground breaking historical research conducted by two highly regarded heritage professionals and will be used to support the justification of heritage serial listings in future heritage studies.

This report also recommends the adoption of the *Former Shire of Huntly Heritage Study Stage 1 Volumes 1 and 2*, Dr Robyn Ballinger, History Making Pty Ltd. June 2020. This Study provides, for the first time, a comprehensive history of the former Shire of Huntly and recommends potential heritage places for further assessment and protection. This Study will be used to inform and engage with the community when undertaking the Former Shire of Huntly Heritage Study Stage 2.

### **RECOMMENDATION**

That Council:

1. Adopt the *A report into Heritage Serial Listings for Victorian Houses*. Amanda Jean and Dr Charles Fahey, July 2020
2. Adopt the *Former Shire of Huntly Heritage Study Stage 1 Volumes 1 and 2*. Dr Robyn Ballinger, History Making Pty Ltd. June 2020.

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Policy Context

Greater Bendigo Community Plan 2017 – 2021

Goal 6: Embracing our culture and heritage

Objective: Celebrate our unique heritage

Major initiative: Undertake relevant heritage studies in accordance with Council's Built Heritage Strategy.

City of Greater Bendigo Planning Scheme

State Planning Policy

Clause 15 Built Environment and Heritage

- *Planning should ensure all land use and development appropriately responds to its surrounding landscape and character, valued built form and context.*
- *Planning should protect places and sites with significant heritage, architectural, aesthetic, scientific and cultural value.*

Clause 15.03-1S Heritage conservation

The objective of this clause is to:

- *To ensure the conservation of places of heritage significance.*

Local Planning Policy

Clause 21.02-2 Environment

Managing heritage sites and places

- *The heritage places of Greater Bendigo can be considered as some of the region's most valuable assets which set the city apart. The municipality has one of the highest numbers of State significant buildings, with some assets of potential international significance. These assets reflect the major role that Bendigo played in one of the biggest gold rushes and migrations in the world. Heritage places in Greater Bendigo encompass buildings, structures, gardens and vegetation, landscapes and other items associated with the history and settlement of the area. These places are located on private and public land, including sites in parks, conservation reserves and forests. Some of these may be indigenous sites, or ruins such as historical archaeological sites. Sites of natural significance, specifically of geological value, are also within the Greater Bendigo area.*

Clause 22.06 Heritage policy

The objectives of this clause 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.*

Previous Council Decisions

21 August 2019 - Council resolved to adopt the *City of Greater Bendigo Heritage Gap Analysis*.

Background Information

The *City of Greater Bendigo Heritage Gap Analysis 2019* (Gap Analysis) identified as high priority for completion, a heritage study into potential heritage overlay serial listings for Victorian housing, particularly mining related, and a heritage study of the Former Shire of Huntly, as one has never been formally undertaken.

Geographical heritage studies are undertaken in two stages:

- Stage 1 compiles a general history of the area, provides a thematic history that identifies the historic themes of how an area has developed, and lists potential places of heritage significance.
- Stage 2 then assesses in detail the heritage significance of individual places and precincts.

Report

Victorian Serial Listings

The objective of *A report into Heritage Serial Listings for Victorian Houses* (Serial Listing Study, see Attachment 1), was to determine whether some dwellings constructed in Bendigo from 1850 to around 1910, could be included in a serial listing heritage overlay or overlays.

Heritage overlay serial listings are another form of heritage protection in the planning scheme, as opposed to individual heritage overlays for highly significant places and precinct overlays, for broad consistent areas, which are more commonly used. Serial overlays can give heritage protection to a collection of places that have a unifying theme but may not be geographically adjacent. They can be a very efficient way of identifying and protecting heritage places, rather than assessing places individually.

The City currently only has one existing serial listing; HO999 Miners' cottages – Bendigo, Ironbark, Long Gully, North Bendigo and West Bendigo, which was developed as part of the *Ironbark Heritage Study 2010*.

Because of Bendigo's mining history, Bendigo developed in a haphazard fashion rather than in the usual uniform way of whole suburbs being built over a particular era, as in Melbourne. The result being that uniform heritage precincts are difficult to identify and justify in Bendigo.

The Serial Listing Study has undertaken ground breaking research by finding that Bendigo is almost unique in its pattern of development, with early housing developing across the City around creeks, mine shafts and geological reefs. No previous heritage studies undertaken by the City have identified this development pattern before.

The Study found that in Bendigo:

- Settlements occurred along lines of reef and around mine shafts all over the City rather than in suburbs.
- Bendigo was an unusually working-class town with almost half the population working in mining or related industries for many decades.
- Bendigo did not experience the economic patterns of 'Boom and Bust' associated with Melbourne, as the gold market caused different cycles.

- Bendigo's development pattern was largely determined from the 1860s to 1920s.
- There were different phases of development that were closely aligned to the different mining acts that controlled how miners worked and lived. Crown land reserved for mining was tightly controlled by the different Mines Act and the Residence Areas Act.
- In the 19th century, the Sandhurst Mining District was the largest Crown land goldfield in Victoria and nearly 90% of Bendigo's population constructed their homes there.
- Previous heritage studies have focussed more on private building development on private land.
- Serial listings are justified because of the scattered nature of development and the amount of infill and house removal that has occurred over time, leaving gaps in potential precincts.

The Study recommends the creation of three new serial listings and expansion of the existing miners' cottages serial listing to make four serial listing heritage overlays, as described below:

1. Quartz Gold Boom Miners' Houses.

Modest timber frame, weatherboard, hip roof houses associated with the 1870s quartz mining boom and the 1865 Mines Act and 1181 Residence Areas Act.



Quartz Boom Miners' Houses in Golden Square

2. Workers and Mine Speculator's Houses.

Increasingly opulent housing styles due to increased security of tenure. Housing associated with later opening of mining land to non-mining manual and skilled workers, and widows of miners, associated with the Mines Acts of 1890, 1892, 1897 and 1910.



Workers and Mine Speculator's Houses in Golden Square

3. Quartz Reefers' Houses.

Early colonial regency style houses built by successful miners, speculators and quartz reefers. Usually built very close to their mines. Usually built of brick or stone. Fortuna is a prominent and large example. This listing could be of State significance.



Quartz Reefers' Houses in Golden Square

4. Ironbark Miners' Cottages amended for wider expansion.

All early gable roofed miners' cottages associated with the Miner's Rights Act 1855 and the Mines Act 1856, and with alluvial, puddling and early quartz reef mining.



Miners Cottages in Golden Square

These serial listings have been tested in the Golden Square area and will be introduced into the Planning Scheme as part of the Golden Square Heritage Study and will be used in other future heritage studies where relevant.

Former Shire of Huntly Heritage Study

The *Former Shire of Huntly Heritage Study Stage 1* (Huntly Heritage Study Stage 1, see attachment 2) was commissioned to:

- Prepare a Thematic Environmental History of post-contact settlement and development of the study area up until the 1980s that can be used for a Stage 2 study; and
- Identify post-contact historical places of potential cultural heritage significance in the study area that were discovered in the course of research and that are not protected by a heritage overlay.

This comprehensive Study was undertaken with extensive community engagement over the period of December 2019 to early March 2020, including discussions with local, long time residents, the Huntly and Districts Historical Society, the Elmore Progress Association Museum and public information sessions. Unfortunately, the consultation had to stop due to the COVID 19 outbreak, but a lot of valuable input was obtained.

As the Former Shire of Huntly has never been comprehensively studied for heritage places, except for the southern corner south of Howard Street that was assessed in the *White Hills and East Bendigo Study Part 2 2017*, the only heritage overlays currently in the area are Victorian Heritage Register (VHR) places, eg former Huntly Court House and Shire Chambers, Elmore Railway Station, Bendigo Pottery.

The Former Shire of Huntly was proclaimed in 1866 and amalgamated into the City of Greater Bendigo in 1994. It covers an area of 878 square kilometres and incorporates two geomorphic divisions: the Midlands region of the Western Victorian Uplands and the Murray Basin Plains.

Sheep and cattle grazing were established by pastoralists on large runs from the 1830s, displacing the original inhabitants; the Dja Dja Wurrung, Barapa Barapa and Taungurung Aboriginal peoples. Homesteads from this time are still existing today including Campaspe Park which is on the VHR.



Campaspe Park homestead

European occupation intensified with the discovery of gold in the 1850s and the mining of the deep lead at Huntly in 1859. Goldmining extended to May Reef in 1869, and to the Kamarooka and Fosterville areas in the 1890s, where townships were formed. The former mines were significant contributors to the wealth of the Bendigo-Eaglehawk region and their remains and early associated residences can be seen in the landscape today.



Miners at Fosterville in 1886.

From the 1860s the pastoralist runs were broken up to provide land for farms to support the burgeoning goldfield population and a significant wheat and sheep industry was established. Subsequently, several settlements and townships were founded to provide services to their agricultural hinterlands.

The Riverine Plain of the study area has been the focus of agricultural activity since the early 1870s with several farm complexes, built from the Victorian era through to the 1960s, still in evidence. Essentially a flood plain characterised by myriad waterways, early infrastructure also comprised the building of fords and bridges, which have been upgraded and are still in use. At the same time, local creeks and water supplied by the Coliban scheme, supported market gardens and orchards in the southern part of the Shire to supply the needs of miners on the Bendigo goldfield. Gold immigrants supported a strong horticultural industry; Chinese migrants in market gardening and Swiss-Italians making wine, with a large tomato growing industry establishing from the 1920s.

Foundries and manufacturing industries were also established to support the mining and agricultural industries, with HV McKay at Drummartin, the most well-known with the invention of his Sunshine Harvester in 1884. In 1864 George Guthrie established the Bendigo Pottery, already on the VHR.

The opening of the Melbourne-Murray River railway line in 1864 saw the surveying of townships at Elmore (originally named Runnymede) and Goornong, and the establishment of settlements at Bagshot and South Elmore (today's Avonmore), and the construction of several railway stations.

Immigrant German architect William Vahland designed churches, civic buildings and residences in Huntly and Elmore. Melbourne architects were also responsible for bank and hospital designs in Elmore. Many of these buildings still exist in Elmore today and contribute to the area's architectural/aesthetic and social significance.

After World War I, soldier settlement and the economic boom of the 1920s brought further development to the Shire but this slowed with the widespread economic depression of the 1930s.

Since the 1960s, advances in agriculture coupled with farm aggregation, has led to many districts of the study area experiencing a decrease in population. Conversely, the populations of the Huntly township and Epsom have increased since the 1980s, with recent greenfield residential developments giving these areas a more suburban appearance.

Residences in the Former Shire of Huntly range from small miners' cottages built in the period 1850s-1870s, to houses and farm complexes, many constructed during the boom years of the 1880s, 1920s and 1950s. Some of the former small towns are now hard to distinguish, but the areas of Huntly and Epsom are distinguished by their post-World War II residential development and Elmore has a particularly rich and intact housing stock dating from the Victorian era. The Victoria Hotel, now trading as the Huntly Hotel, was constructed in 1860 and is the oldest surviving building in Huntly. Almost all of these historic buildings have no current heritage protection in the Planning Scheme.

Numerous archaeological sites associated with the gold mining and forestry industries, including the eucalyptus industry, remain as do natural sites of regional and State significance including the Sugar Loaf Reserve at Fosterville, remnant grasslands in the Hunter Rail Reserve and the Whipstick Forest.

The Huntly Heritage Study Stage 1 has found a wealth of post contact places of potential heritage significance including 208 individual places, 7 heritage precincts in Elmore, Goornong and Kamarooka, serial listings for silos and farm complexes, archaeological sites and trees for further future study (see examples below). These places will be assessed in more detail as part of the Huntly Heritage Study Stage 2, and the Stage 1 Study will become a background document in the planning scheme when the Stage 2 Study is included in the Scheme.



Former Methodist Church, Drummartin



Murray pine chock and log fence



Former general store, Goornong



Catholic Church rectory, Elmore



Former Yeaman Brothers store, Elmore



Shamrock Hotel, Elmore



Water tower and residence, Elmore



Railway bridge, Huntly



Huntly Hotel



Former Hunter Railway Station and Silos

Consultation/Communication

It is essential that effective community consultation is part of preparing and implementing heritage studies so that the community has a sense of ownership, understands what is proposed and can contribute information about places.

Considerable consultation was undertaken for the Huntly Heritage Study, to gather as much community input into the history as possible. Various methods of communication were used, including a media release, features in the local papers, posters in the local communities, announcements on local radio and two community drop in sessions at Huntly and Elmore in early March with the consultant Robyn Ballinger in attendance

The Victorian Serial Listings Study was a research study so no broad community engagement has occurred yet. Engagement will occur once the serial listings are used in geographical studies such as Golden Square and others.

There is an internal Project Control Group for all heritage studies to ensure input from across the City.

Conclusion

The built heritage assets of the City are well known and highly regarded. They tell the story of our past and help to attract visitors and new residents. It is important that we protect them in balance with facilitating good development. To achieve this we need high quality heritage assessment information that can be readily accessed and understood by the community and utilised by the statutory planning process.

These two studies contribute to our broader heritage knowledge and will be used to support heritage overlay controls in future detailed heritage studies and planning scheme amendments.

Options

Council has the option of:

- Supporting the recommendation.
- Rejecting the recommendation.

Resource Implications

A budget of approximately \$80,000 is available for the Huntly Stage 2 Study, to be commenced this financial year.

Attachments

- *A report into Heritage Serial Listings for Victorian Houses.* Amanda Jean and Dr Charles Fahey, July 2020
- *Former Shire of Huntly Heritage Study Stage 1 Volumes 1 and 2.* Dr Robyn Ballinger, History Making Pty Ltd. June 2020.

2.4 DRAFT AFFORDABLE HOUSING ACTION PLAN

Document Information

Author Stacey Poulter, Strategic Planner

Responsible Director Bernie O'Sullivan, Director Strategy and Growth

Purpose

The purpose of this report is to seek endorsement of the Draft Affordable Housing Action Plan for consultation with the community.

Summary

Following the release of an Affordable Housing Background Paper and extensive internal, stakeholder and community consultation, a Draft Affordable Housing Action Plan (Draft Action Plan) has now been prepared.

Greater Bendigo has a growing affordable housing problem. The Draft Action Plan establishes a clear set of actions over the next four years to improve affordable housing outcomes for the community. The Draft Action Plan identifies the City's role as a leader, advocate, facilitator and partner, to deliver on three objectives:

1. Better understand affordable housing issues;
2. Increase supply and improve the quality of affordable housing;
3. Improve Council processes and timeframes that affect affordable housing.

A target to increase the supply of social housing from 4.9 per cent to 9.5 per cent by 2036 has been developed. This will assist in negotiations with developers for community housing through Planning Scheme mechanisms as well as government generally and DHHS specifically for public housing.

RECOMMENDATION

That Council endorse the Draft Affordable Housing Action Plan for consultation with key stakeholders and the community.

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### Policy Context

#### Greater Bendigo Community Plan 2017-2021

As part of the 2017-2018 actions set out in the Community Plan, the following objective and action are intended to achieve Goal 4 Presentation and managing growth:

- Objective 4.2 Plan to meet future housing needs
  - o Action 4.2.3 Develop a Social and Affordable Housing and Living Strategy and commence implementation

### Greater Bendigo Health and Wellbeing Plan 2017-2021

Goal 2 Safe and secure: The Greater Bendigo community lives free from violence and abuse, is protected from environmental risks and is supported to live affordably.

- Objective: Reduce socio-economic disadvantage by increasing access to and affordability of;
  - o Nutritious food
  - o Diverse housing
  - o Energy.

Goal 5 Liveable: The Greater Bendigo community is adaptable and resilient and has access to sustainable natural, built, social and economic environments that support and enhance health and wellbeing.

- Objective: Improve accessibility;
  - o Health and community services
  - o Transport
  - o Technology and information
- Objective: Facilitate supportive built and natural environments.

### Residential Development Strategy

- Objective: To provide and support affordable housing opportunities
- Objective: To provide for a range of housing types and densities that responds to the changing needs of the community

### Housing Strategy

The Housing Strategy adopted by Council in 2016 (amended in 2018) identified strong community support for Council to play a role in ensuring our municipality advocates for the provision of affordable housing. The Housing Strategy set out a number of issues and opportunities that have helped to inform the development of an Affordable Housing Action Plan.

In particular, the Housing Strategy recommended that the *"development of an affordable housing policy will commence in 2017/18 and will involve engaging with a range of stakeholders and government agencies"*.

### **Background Information**

Housing is a human right and without it many other basic human rights are compromised. Being able to access affordable and appropriate housing helps people secure and maintain a job, keep families safe, raise happy and healthy children, enjoy a better standard of living and contribute to their community.

In Victoria the *Planning and Environment Act 1987* defines affordable housing as housing (including social housing) that is appropriate for the needs of very low income households, low income households and moderate income households. Across Greater Bendigo in 2016, there were 32,323 households (or 73.5% of all households) within the affordable housing income ranges.

In Victoria, councils have an important role in ensuring there is an adequate supply of housing to meet community needs. However, there is no set policy or role for the provision of affordable housing and it is therefore the responsibility of each individual council to determine what their policy or role will be. It is clear there is an appetite in the community for the Greater Bendigo City Council to be more active in encouraging and supporting affordable housing.

Despite increasing awareness of the importance of housing, both among the community and across all levels of government, the evidence indicates that there is a growing housing affordability problem in many parts of Australia, including Greater Bendigo.

Between 2011 and 2016 (latest census years) there was growth in the number and proportion of households within the low income range in Greater Bendigo, from 6,098 (18%) to 9,275 (25%) of households.

There was also a significant proportion of households experiencing rental or mortgage stress in 2016, meaning 25.9 per cent of all households in Greater Bendigo were vulnerable to a housing crisis or eviction.

Those experiencing homelessness or waiting to be housed in social housing has also increased. Homelessness in Greater Bendigo is estimated to be approximately 318 people and in 2019 there were 2,183 people on the social housing wait list.

While affordable housing is part of a much broader and complex housing system, there are a number of different factors contributing to this issue, including:

- Land and suitable dwelling supply not keeping up with population growth;
- Increasing development costs and land values;
- Larger and more expensive homes;
- Poor quality housing that has high running costs;
- Decreasing supply of rental housing;
- Significant legislative changes to housing.

## **Report**

The City is developing an Affordable Housing Action Plan which is proposed to be presented to Council for adoption in December 2020.

The purpose of the Action Plan is to set out the role and actions the City will implement to support an increase in the supply and provision of affordable housing to meet the community's needs. Although the City is not (and is not proposed to be), a supplier of affordable housing there are many ways in which we can influence outcomes in this area.

Aspects of the Action Plan are intended to be included in the Municipal Planning Strategy and will also become a Background Document within the Greater Bendigo Planning Scheme. Data and key issues included within the Action Plan will provide justification for the social housing targets, a Planning Scheme Amendment, and any strategic or statutory negotiations the City undertakes with developers, Registered Housing Agencies, State and Federal Governments.

The project is currently in stage 3 and a Draft Affordable Housing Action Plan has been prepared for consultation with key stakeholders and the community.

Two rounds of community consultation have already been undertaken as part of this project. Stage 1 engaged almost 50 key stakeholders and community members to help refine the project scope. A Background Paper was released for stage 2 of the project, and 102 people participated in workshops, meetings, an online survey and written submissions. The feedback gathered helped to inform the Draft Action Plan.

While developing the Draft Action Plan, the City has engaged further with key stakeholders such as DHHS and Registered Housing Agencies, as well as internally with City staff. This engagement has helped to explore issues in further detail, develop proposed actions in partnership, and strengthen relationships and commitment to the Action Plan.

Based on all research and community consultation undertaken during this project, the key issues in Greater Bendigo are summarised as:

- Insufficient housing supply;
- Rising cost of housing and housing stress;
- Increasing pressure in the private rental market;
- Increasing homelessness and demand for social housing.

Each of these key issues have worsened over the past four to fourteen years. Without a change in the overall approach to affordable housing this worsening trend is very likely to continue.

In response, the Draft Action Plan clearly defines the City's role and sets out objectives, targets and actions to collectively increase the supply and provision affordable housing.

The City's role will include leader, advocate, facilitator and partner:

- Leader – establishing a clear position on affordable housing and building an increased understanding of the issues.
- Advocate – advocating across community, industry and all levels of government to improve outcomes in all areas relating to affordable housing.
- Facilitator – bringing together key stakeholders and reducing barriers to facilitate an increase in the supply of affordable housing.
- Partner – partnering with key stakeholders to leverage assets and resources to increase the supply of affordable housing.

A total of 29 City led actions will be implemented to achieve the following three key objectives:

1. Better understand affordable housing issues;
2. Increase supply and improve the quality of affordable housing;

### 3. Improve City processes and timeframes that affect affordable housing.

Given the acute need for our most vulnerable community members, a target to increase the supply of social housing has been developed:

*To increase current supply of social housing from 4.9 per cent to meet demand of 9.5 per cent by 2036.*

Setting this target will assist in negotiations with developers for community housing through Planning Scheme mechanisms as well as government generally and DHHS for public housing.

Development of the social housing target is based on the following approach:

- Estimated number of people experiencing homelessness in Greater Bendigo, based on ABS estimates (318);
- Those persons on the DHHS social housing waiting list in the North Division – Loddon, Bendigo (2,183);
- Existing social housing dwellings in Greater Bendigo, based on the City of Greater Bendigo database (2,386).

These indicators bring the total acute social housing need to 4,887 or 9.5 per cent of the total estimated dwellings in Greater Bendigo in 2019. It is acknowledged that this estimate is likely to be considered relatively conservative given the likely significant undercount of those experiencing homelessness.

#### Priority/Importance:

High – the development of the Action Plan is a commitment of the Community Plan 2017-2021.

#### Options/Alternatives:

Options available to Council include the following:

1. Endorse the Draft Affordable Housing Action Plan for consultation with key stakeholders and the community.
2. Take no further action.

#### Timelines:

This project commenced in August 2018 and is proposed to be presented to Council for adoption in December 2020. The major milestones for this project are as follows:

- Stage 1: August 2018 – Project Scope
- Stage 2: February 2019 – Background Paper
- Stage 3: August 2020 – Draft Action Plan
- Stage 4: December 2020 – Final Action Plan

#### Progress:

The project is currently in stage 3, where a Draft Affordable Housing Action Plan has been prepared and is planned to be released for community consultation.

### Risk Analysis:

There is limited risk associated with progressing this project and these risks will be mitigated through extensive consultation on the action plan. Without looking at addressing the provision and quality of affordable housing it is likely to be a growing problem in Greater Bendigo with associated social, economic and environmental implications.

### **Consultation/Communication**

#### *Previous Engagement*

Community engagement on the Affordable Housing Background Paper was undertaken for seven weeks in February and March 2020. A total of 102 individuals and organisations participated in one of four ways; an online survey, workshops, meetings and written submissions. Participants included City staff, industry stakeholders and community members.

Feedback focussed on the current state of affordable housing, key challenges and key actions for the Draft Action Plan. Overall there are a significant number of different types of organisations contributing to the support network of affordable housing in Greater Bendigo. There is a clear desire for the City to define its role in affordable housing and play a more active role in supporting the community organisations and advocating on their behalf. Supply of housing, legislative requirements and processes, and funding were identified as the main challenges for affordable housing. Suggested actions related to the City's role as a leader, advocate, facilitator and partner.

#### *Upcoming Engagement*

Given the current social distancing restrictions as a result of the COVID-19 pandemic the existing Community Engagement Plan for this project has been altered to ensure the health of staff and the community is protected.

An online survey will be made available to the community and virtual meetings and discussions with key internal and external stakeholders will be undertaken. The Draft Action Plan will be advertised in the Bendigo Advertiser and Mclvor Times, as well as through social media (Facebook, newsletter, etc) and to the project mailing list.

### Internal Consultation:

A Project Steering Committee and Project Working Group were established at the beginning this project to assist with development of the Affordable Housing Action Plan. Both the Committee and Group have representatives from across the organisation who contribute to the project direction and document content during each stage of the project.

Extensive internal consultation has been undertaken since the release of the Background Paper in February, including emails, promotion in the staff newsletter, workshops and frequent one on one virtual meetings with appropriate stakeholders. It is proposed to continue this approach upon release of the Draft Action Plan.



**External Consultation:**

There has also been extensive external consultation during the previous stage (Background Paper) of this project and development of the Draft Action Plan. This includes project updates to the project mailing list, advertising in newspapers and social media, individual meetings with key stakeholders, including State Government and Registered Housing Agencies. It is proposed to continue this approach upon release of the Draft Action Plan.

**Resource Implications****Budget Allocation in the Current Financial Year:**

This project will be delivered within the Regional Sustainable Development Unit operational budget.

**Attachments**

Nil

### 3. WELLBEING AND FAIRNESS

#### 3.1 DRAFT COMMUNITY BUILDINGS POLICY

##### Document Information

**Author** Deb Simpson, Project Manager

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

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##### Purpose

For Council to:

1. review the Final Draft Community Buildings Policy (Policy) with a view to adopting it as Council policy;
2. formally acknowledge and thank the 11 Community Champions who were integral to the Policy development process.

##### Summary

Community buildings make important contributions to Greater Bendigo's liveability. They are commonly recognised as places that support community health and wellbeing, social connectivity and lifelong learning needs. Examples of community buildings include halls, libraries and pavilions at recreation reserves.

Some of the many considerations that have prompted the Policy's development include:

- inequities in existing community building service levels;
- changing community needs and legislated standards;
- some existing community buildings no longer being fit for purpose;
- differing views as to whether the City of Greater Bendigo (City) should provide a level of support for community buildings that are not City assets or City managed; and
- changing patterns of community volunteering.

The Policy's purpose is to establish the vision for Greater Bendigo's community buildings plus the principles and decision-making framework that will guide the future planning, design, construction, resourcing, management and use of community buildings to enable achievement of the vision.

The Policy proposes the vision for Greater Bendigo's community buildings as:

*'By 2036, Greater Bendigo will have an equitable network of safe, welcoming and inclusive community buildings where all people can:*

- *connect with other people, culture, activities and programs;*
- *play and create;*
- *learn and contribute; and*
- *rest.'*

The Policy proposes the principles to guide future decision-making about Greater Bendigo's community buildings as:

- equity;
- accessibility;
- promote wellbeing;
- partnering; and
- sustainability.

## **RECOMMENDATION**

That Council:

1. adopt the attached Final Draft Community Buildings Policy as Council policy;
2. formally acknowledge and thank the 11 Community Champions who were integral to the Policy development process:
  - a) Annika Ritchie (Youth Councillor)
  - b) Andrew Reid (Eaglehawk)
  - c) Christopher Jackman (Bendigo)
  - d) Colin Lambie (Strathdale)
  - e) Dennis Robinson (Kangaroo Flat)
  - f) Gloria Pocock (Redesdale)
  - g) John Beurle (Redesdale)
  - h) Matthew Parkinson (Axedale)
  - i) Ryan Peterson (Youth Councillor)
  - j) Sam Kane (Golden Square)
  - k) Sherrie Coote (Heathcote)

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Policy Context

The Policy is consistent with many strategic objectives as follows:

Community Plan Reference:

Greater Bendigo Community Plan 2017 – 2021

- Goal 1: Lead and govern for all
 Goal 2: Wellbeing and fairness
 Goal 4: Presentation and managing growth

Greater Bendigo Health and Wellbeing Plan 2017 - 2021

- Goal 3: Able to participate
 Goal 4: Connected to culture and community
 Goal 5: Liveable

Greater Bendigo Municipal Strategic Statement

- 21.09-7: Provide adequate community buildings within existing and new neighbourhoods

Greater Bendigo Environment Strategy 2016 – 2021 (Environment Strategy)

Zero Carbon goal: Improve the energy performance of City facilities and precincts (including energy efficiency and energy management)

Greater Bendigo Community Volunteering Strategy 2019 - 2023

Goal 4: Improved and increased capability of volunteer leaders, community organisations and groups

Walk, Cycle Greater Bendigo Strategy 2019

Action Area 2: Activating community, culture and capacity – more people are connected to walking and cycling communities, discovering infrastructure, programs and events

Greater CREATIVE Bendigo Strategy 2019

Goal 2: Create more activated spaces

Goal 4: Champion inclusion and access

Loddon Campaspe Councils 2019 Strategic Work Plan

The Loddon Campaspe Councils 2019 Strategic Work Plan denoted a 'Community Buildings and Assets Policy and Strategy: towards a sustainable model for future management and funding' as one of six work plan priorities

Other inter-related policies, strategies and plans include:

- Asset Management Policy;
- Community Engagement Policy;
- Place Interpretation and Naming Policy;
- Sustainable Buildings Policy;
- Greater Bendigo Public Toilet Strategy 2017;
- 'Connecting Greater Bendigo': Integrated Transport and Land Use Strategy 2015;
- Long-term Financial Plan 2019 (LTFP); and
- Greater Bendigo Public Space Plan 2018.

Background Information

Greater Bendigo has a large number of existing community buildings. There are a range of ownership and management arrangements in place for them, including:

- owned by the City or Department of Environment, Land, Water and Planning (DELWP);
- managed by the City or DELWP;
- managed by the community under delegated authority from the City or DELWP;
- on land owned by the education sector, where community access is managed through joint use agreements;
- managed under commercial or service contracts.

Most of Greater Bendigo's community buildings can be accessed and used by the community through a form of agreement, such as a lease, licence, seasonal use agreement or casual hire agreement.

The Policy's development has been guided by:

- a literature review;
- benchmarking of other Council's policies;

- consultation with an Internal Project Working Group (IPWG) comprised of a Councillor from each of the three Wards and key staff from across the City (including staff at Director, Manager and Coordinator levels);
- consultation with a Loddon Campaspe Councils Working Group (LCCWG) comprised of a mix of Chief Executive Officers and Directors from the member organisations;
- collaboration with Community Champions, nine of whom were appointed following a public expression of interest (EOI) process and two of whom were co-opted from the Youth Council; and
- consultation with key staff from various state government agencies, including DELWP, the Department of Education (DET), the Department of Health and Human Services (DHHS, Infrastructure Victoria (IV) and Regional Development Victoria (RDV).

Report

The Policy was collaboratively developed with the Community Champions. Information gathered through the literature review and benchmarking, consultation with the various state government agencies and several focused workshops with the Community Champions supported the collaborative process.

Consistent themes identified through the literature review and benchmarking were that community buildings should:

- be strategically aligned within a hierarchy framework;
- promote wellbeing;
- be accessible;
- be flexible/multi-purpose and multi-use;
- promote partnerships, including with the community;
- promote co-location and integrated activity and program delivery;
- involve accountability measures; and
- be sustainable from both economic and environmental perspectives.

A shift towards having fewer but higher quality and more flexible community buildings was also identified, with the intent of providing infrastructure that can support a diverse range of community service needs and demonstrate value for money.

Consultation with DELWP staff indicated a desire for the Policy to reflect a ‘one community’ approach, with the intent of improving community-centred outcomes by providing safe community buildings that are aligned to community needs, irrespective of who owns or manages those community buildings.

Consultation with IV staff identified they are *“investigating infrastructure investment in regional Victoria that builds on the economic strengths of a region, or that reduces disadvantage, primarily through providing greater access to services and economic opportunities.”*

Consistent themes that emerged through the workshops with the Community Champions were that community buildings should:

- be equitable, including providing core service levels within both rural and urban contexts;
- be safe;

- be welcoming;
- incorporate universal design;
- be flexible/multi-purpose and multi-use;
- promote wellbeing;
- promote civic and economic participation;
- promote partnerships; and
- be sustainable.

The above culminated in the proposed vision for Greater Bendigo's community buildings being:

'By 2036, Greater Bendigo will have an equitable network of safe, welcoming and inclusive community buildings where all people can:

- *connect with other people, culture, activities and programs;*
- *play and create;*
- *learn and contribute; and*
- *rest.'*

and the proposed principles to guide future decision-making about Greater Bendigo's community buildings being:

- equity;
- accessibility;
- promote wellbeing;
- partnering; and
- sustainability.

In April 2020 Councillors supported the release of the Draft Policy for public comment. The public comment period ran from 22 April 2020 to 29 May 2020.

35 submissions regarding the Draft Policy were received. The feedback was overwhelmingly supportive of the Policy intent, vision and principles. Other key feedback received related to:

- greater emphasis being placed on Environmentally Sustainable Development (ESD) and climate resilient community buildings;
- the urban growth boundary being a distinguishing feature to guide the hierarchy catchment indicators (travel times) and core service levels; and
- some clarification / simplification of several terms, including the 'one community' term.

It is intended the Policy will provide the basis for development of a Greater Bendigo Community Hubs Strategy (Strategy).

It is also intended the Policy and Strategy will be linked to the Greater Bendigo Planning Scheme to provide a basis for future developer contributions to community buildings and community hubs. Additionally, they will also be considered as a foundation for a Loddon Campaspe Councils regional approach to community buildings.

Priority/Importance:

The Environment Strategy and LTFP indicates a community buildings future of 'status quo' is non-viable. The Policy seeks to establish a vision for Greater Bendigo's community buildings and principles and a decision-making framework that will guide the future planning, design, construction, resourcing, management and use of community buildings to enable achievement of the vision.

Consultation/Communication

In 2019 Councillors endorsed a deliberative engagement approach to the Policy's development. Undertaking deliberative engagement is consistent with the Local Government Act 2020 and is reflective of the 2017 Victorian Auditor General's Office report on Public Participation and Community Engagement: Local Government Sector: *"the real-life experiences of community stakeholders can make a valuable contribution to decision making, and an open and deliberative process can enhance community stakeholders' perceptions of the credibility of the decision."*

The objectives of the deliberative engagement approach were to:

- promote shared learning on the challenges and opportunities associated with the planning, design, construction, resourcing, management and use of community buildings;
- ensure that community aspirations and apprehensions regarding the future of community buildings are consistently understood and appropriately considered; and
- support a collaborative approach to planning for a community buildings future which best responds to diverse and evolving community needs and expectations.

To enact the deliberative engagement approach, a public expression of interest process seeking up to 10 Community Champions was undertaken. The selection criteria were focused on capability and capacity for strategic thinking, community engagement and leadership plus experience in community building planning, design, governance and/or use.

Nine Community Champions from across rural and urban Greater Bendigo were recruited through the expression of interest process. Two Youth Councillors were also co-opted. Collectively they participated in three facilitated workshops and led 'kitchen table' conversations as follows:

- October 2019 - Workshop 1: perspectives on why a policy is needed; issues and opportunities
- November 2019 - Workshop 2: vision and principles; broader community engagement planning
- November 2019 to February 2020: broader community engagement, led by the Community Champions
- February 2020 - Workshop 3: broader community engagement outcomes; how learnings could be reflected within the Policy

It is understood this was the first instance of the City undertaking a deliberative engagement approach. In addition to wanting to ensure the Policy was collaboratively developed with community representatives, the City had anticipated that deliberative engagement may form part of the Local Government Act 2020 and wanted to trial the approach and learn from the trial. To add rigour to the evaluation process, a City staff member with evaluation expertise but not directly involved in the Policy's development was co-opted to lead the evaluation process. The evaluation report identified many learnings and opportunities for continuous improvement, but importantly also identified that the deliberative engagement approach authentically engaged the community representatives. The evaluation report noted it "influenced the power dynamics often seen in politics, and decision making. Importantly, they could see their influence in the Policy".

The opportunity to make a submission regarding the Draft Policy was promoted through a media release, the City's website, posts on the City's social media pages, various City e-newsletters and direct email contact with numerous community service providers, community organisations, community building management committees and community building user groups. Following specific requests, online presentations were also made to the Southern Loddon Mallee Sport and Recreation Special Interest Group, Council's Farming Advisory Committee and Council's Rural Communities Committee.

A feedback summary was provided to the Community Champions, IPWG and DELWP staff. The Policy reflects their collective perspectives as to which feedback should be incorporated.

Resource Implications

It is anticipated that much will be learnt about potential Policy implications and potential Policy improvement / strengthening opportunities through the proposed Strategy's development. It is considered that a Policy review should occur concurrently to any Strategy adoption to ensure alignment. This is reflected by the suggested maximum two year Policy review cycle / date.

It may be that the Strategy's development will identify a need for some community building service and service level changes across Greater Bendigo. Analysis of linked budget impacts would need to occur as part of this.

The LTFP outlines that it is "*clear from the modelling undertaken that expenditure growth must be matched to the City's own source revenue. This will require efficiencies, continued budget discipline and ongoing review of service levels and delivery methods over the 10 years. Rationalisation of the City's asset base must be explored as a credible option for meeting these requirements.*"

Projected costs for future financial years:

A 2020/21 budget bid seeking resources to enable development of the proposed Strategy was submitted. At the time of writing this report the budget bid outcome was not yet finalised.

Attachments

1. Final Draft Community Buildings Policy



DRAFT COMMUNITY BUILDINGS POLICY

Approval Level:	Council
Policy Type:	Council
Approval Date:	19/08/2020
Review cycle:	Biennially
Review Date:	18/08/2022
Responsible Officer:	Manager Community Partnerships
Owner:	Community Partnerships
Responsible Director:	Health and Wellbeing
Relevant Legislation/Authority:	<i>Local Government Act 2020 (Vic)</i>
DOCSETID:	4418669

1. PURPOSE

The purpose of this policy is to:

- 1.1. outline Council's vision for Community Buildings; and
- 1.2. outline the principles and decision-making framework that will be applied in the planning, design, construction, resourcing, management and use of Community Buildings to enable achievement of that vision.

2. BACKGROUND

- 2.1. Council's vision is for Greater Bendigo to be '*the world's most liveable community*'. This policy outlines how Council's and the City's approach to Community Buildings can contribute to that vision.
- 2.2. Community Buildings are commonly recognised as places where the Municipal Community can gather for a range of purposes, including for health and wellbeing, social connectedness and life-long learning activities and programs. Some examples of Community Buildings include halls, libraries and pavilions at recreation reserves.
- 2.3. There are a large number of existing Community Buildings with a range of ownership and management arrangements in place for them, including:
 - 2.3.1. ownership by the City or DELWP;
 - 2.3.2. management by the City or DELWP;



- 2.3.3. management under delegated authority, where the Municipal Community is empowered by the City or DELWP to carry out various Community Building related roles, responsibilities and decision-making outlined within a form of agreement, such as a lease, licence or management agreement;
- 2.3.4. ownership by education sector partners, where the Municipal Community's access is managed through a joint use agreement; and
- 2.3.5. management under a commercial or service contract.
- 2.4. Most Community Buildings can be accessed and used by the Municipal Community through a form of agreement, such as a lease, licence, seasonal use or casual hire agreement.
- 2.5. The City has developed this policy in response to:
- inequities in existing Community Building Service Levels;
 - challenges in supporting the maintenance and operation of a large and ageing civic infrastructure base;
 - some existing Community Buildings no longer being fit for purpose;
 - changing Municipal Community needs and legislated standards;
 - challenges in responding to Municipal Community needs within financial constraints;
 - changing patterns of Municipal Community volunteering;
 - a changing climate where extreme weather events are expected to increase in both frequency and severity; and
 - lack of clarity as to whether the City should be supporting Community Buildings that are not City owned and/or managed.
- 2.6. This Policy has been developed to:
- strengthen the Municipal Community and reduce disadvantage by increasing access to life-long learning, jobs and enterprise, health and social services and civic infrastructure that helps to build social capital;
 - promote Community Engagement and partnerships regarding Community Buildings;
 - ensure safe, healthy, enjoyable and efficient Community Buildings for the Municipal Community to use;
 - minimise the impacts of Community Buildings on the environment; and
 - maximise the cost efficiencies and value for money of Community Buildings.
- 3. SCOPE**
- 3.1. This policy applies to the planning, design, construction, resourcing, management and use of Community Buildings.
- 3.2. This policy applies to Council, all City staff, contractors and Municipal Community members involved in any decision-making relating to the planning, design, construction, resourcing, management and/or use of Community Buildings.
- 3.3. Exemptions to this policy include:
- 3.3.1. public spaces identified within the Greater Bendigo Public Space Plan 2018 that do not include Community Buildings; and
- 3.3.2. Community Buildings that can be accessed and used without a form of agreement. e.g. barbecue shelters, public toilets and spectator shelters.



4. DEFINITIONS

In this policy:

City means the Greater Bendigo City Council, being a body corporate constituted as a municipal Council under the *Local Government Act 2020 (Vic)*.

Climate Resilient Community Building means a Community Building that is designed to withstand current and future risks from extreme weather events. A Community Building able to withstand these shocks and stresses will be more safe, healthy and enjoyable for the Municipal Community both now and into the future.

CPTED means Crime Prevention Through Environmental Design. It uses urban and architectural design and the management of built and natural environments to achieve a multi-disciplinary approach to crime prevention.

Community Capacity Building means approaches aimed at strengthening the Municipal Community's ability to apply knowledge, skills and processes with the intent of enhancing its ability to influence outcomes.

Community Building means a public building and any immediately surrounding public space that provides the civic infrastructure to enable the delivery of activities and programs for the Municipal Community.

A Community Building is characterised by:

- a) Municipal Community involvement in its management; and
- b) being able to be accessed and used by the Municipal Community through a form of agreement; and
- c) having capacity to be used by people of all ages and abilities and/or for a diversity of purposes.

Many of the activities and programs that occur in a Community Building may be delivered by organisations other than the City.

Community Hub means a Community Building (or a cluster of Community Buildings linked through Placemaking approaches) that supports the co-location of organisations who wish to utilise the diverse Services available in order to deliver activities and programs for the Municipal Community's benefit.

Community Engagement means the processes in which the City and Municipal Community connect with each other to exchange views, ideas and information to:

- a) inform decisions;
- b) build capacity; and
- c) strengthen relationships.

Council means all the Councillors collectively.

Councillor means an individual holding the office of a member of the Greater Bendigo City Council.

DELWP means the Victorian Government's Department of Environment, Land, Water and Planning.

DET means the Victorian Government's Department of Education and Training.



ESD means Environmentally Sustainable Development. It focuses on infrastructure provision and operation that attempts to minimise impacts on the environment and to meet the needs of the present generation without compromising the ability of future generations to meet their own needs.

Greater Bendigo means the municipal district governed by the Greater Bendigo City Council.

Hierarchy means a model for aligning Service Level planning to catchments.

'One Community' means an approach that promotes consistency in how Community Buildings are planned, designed, constructed, resourced, managed and used based on their potential to enable positive community outcomes, irrespective of their ownership or management arrangements.

This approach creates some potential for future Service Level changes over time (including Community Building consolidation or rationalisation), with business cases for such to be developed in collaboration with the Municipal Community and to demonstrate sound social, environmental and/or economic rationale.

Municipal Community means:

- a) people who live in the municipal district of the Council;
- b) people and bodies who are ratepayers of the Council;
- c) Traditional Owners of land in the municipal district of the Council; and
- d) people and bodies who conduct activities in the municipal district of the Council.

Placemaking means people-centred approaches to public buildings and public spaces. It involves analysing which Municipal Community members may need/want to use the respective public buildings and public spaces and then progressing Community Engagement with those Municipal Community members.

Placemaking seeks to promote Municipal Community connection to/pride in public buildings and public spaces and shared responsibility for them.

Service means the physical elements that may make up a Community Building and may include:

- multi-purpose activity/program rooms;
- administration/office spaces;
- dedicated early years spaces;
- consulting rooms with handbasins;
- drinks and food preparation/serving spaces;
- first aid rooms;
- toilets;
- change rooms/showers;
- storage spaces, including personal belongings lockers;
- heating/cooling;
- internet access;
- charging points; and
- landscaping of any immediately surrounding public space.

Service Level means the quantum of Community Building Services to be provided.

Average Travel Time means the period of time it would generally take for a person to travel from their place of residence to a Community Building using travel modes that may include walking, cycling, public transport or driving (or a combination of these). It is considered that



driving is likely to be the most common travel mode to a Community Building in areas outside of the Greater Bendigo urban growth boundary, or for travel to a Community Building within the municipal, regional and state/national Service Level Hierarchy.

Universal Design means a design philosophy that ensures that public buildings and public spaces and experiences within them are innately accessible to as many people as possible, regardless of their age, level of ability, cultural background, or any other differentiating factors that contribute to the Municipal Community’s diversity.

5. PRINCIPLES

- 5.1. Council’s vision for Community Buildings is:
‘By 2036, Greater Bendigo will have an equitable network of safe, welcoming and inclusive Community Buildings where all people can:
 - a) *connect with other people, culture, activities and programs;*
 - b) *play and create;*
 - c) *learn and contribute; and*
 - d) *rest’.*

The principles that will be applied to enable achievement of that vision are:

- equity;
- accessibility;
- promote wellbeing;
- partnering; and
- sustainability.

- 5.2. Community Buildings are not considered to be an outcome in their own right: they exist to promote the Municipal Community’s health and wellbeing, social connectedness and life-long learning.
- 5.3. It is considered that resourcing of Community Buildings is shared responsibility across the government, private and not for profit sectors, as well as the broader Municipal Community.

6. POLICY

- 6.1. It is considered that there will need to be some Service Level changes over time to achieve Council’s vision for Community Buildings.
- 6.2. Commitment to this policy’s vision and principles will be demonstrated by:

<i>Principle</i>	<i>Commitment</i>
Equity	<ul style="list-style-type: none"> ○ Applying a Hierarchy to future Community Building Service Level planning. ○ Advocating for a ‘One Community’ approach to the achievement/maintenance of core Service Levels. ○ Investing in Community Building capacity to be used by people of all ages and abilities and/or for a diversity of purposes. ○ Only supporting single use of a Community Building (or single use of a Service within a Community Building) where a sound business case for such can be demonstrated e.g. it is not practical to regularly move billiard tables.



<p>Accessibility</p>	<ul style="list-style-type: none"> ○ Promoting strategic alignment in Community Building location, including consideration of public transport and/or active transport (walking and cycling) links. ○ Ensuring Community Buildings incorporate Universal Design and CPTED, and are physically safe and accessible, culturally safe and gender equitable, and comply with relevant legislation. ○ Advocating for a level of public internet access at all Community Buildings. ○ Promoting 24/7 public access to some toilets, change rooms/showers, personal belongings lockers, Wi-Fi and electronic device charging points at 'Municipal' Service Level Community Buildings, to reflect the diversity of Municipal Community lifestyles. ○ Advocating for a centralised Community Buildings data base and booking system that is digitally accessible, easy to navigate and in Easy English. ○ Advocating for a consistent and tiered approach to Community Building usage fees. ○ Promoting information sharing at Community Buildings about community volunteering and participation opportunities.
<p>Promote wellbeing</p>	<ul style="list-style-type: none"> ○ Promoting alignment with the Healthy Facilities Policy (currently in development) in all Community Building related decision-making . ○ Encouraging and maximising the use of Community Buildings for a diverse range of health and wellbeing promoting activities and programs. ○ Recognising the importance of enabling opportunities for community-based food production in public spaces as a means to improve community health and wellbeing, improve food security and promote Placemaking. ○ Ensuring access to free drinking water at all Community Buildings as well as promoting free access to nutritious food. ○ Ensuring drinks and food preparation and serving at all Community Buildings complies with relevant legislation. ○ Developing and implementing a code of conduct for Community Buildings access and use. ○ Investing in regular maintenance and cleaning so Community Buildings remain desirable places for the Municipal Community to gather.
<p>Partnering</p>	<ul style="list-style-type: none"> ○ Recognising the Traditional Owners of the land on which Community Buildings are situated. ○ Protecting and celebrating the cultural heritage of First Nations People at Community Buildings. ○ Promoting Community Engagement and partnerships in Community Building planning, design, construction, resourcing, management and use. ○ Investing in Community Hub provision and operation that has capacity to support cross-cultural, intergenerational and cross-sectoral activities and programs. ○ Supporting Community Capacity Building needs assessments, particularly where Community Building management under delegated authority exists. ○ Investing in needs aligned Community Capacity Building. ○ Considering Greater Bendigo Planning Scheme opportunities to achieve developer contributions to Community Buildings. ○ Considering Greater Bendigo Planning Scheme and Building Code of Australia opportunities to support utilisation of infrastructure



	<p>owned and/or managed by the government, private and not for profit sectors for Municipal Community use.</p> <ul style="list-style-type: none"> o Supporting some commercial tenancies within Community Hubs where the commercial tenant's core business could increase access to life-long learning, jobs and enterprise, health and social services and civic infrastructure that helps to build social capital. (The ability to include commercial tenants would be contingent upon Greater Bendigo Planning Scheme and Building Code of Australia permitted use considerations).
Sustainability	<ul style="list-style-type: none"> o Considering Community Building provision and operation costs in alignment with the Asset Management Policy, Long-term Financial Plan 2019 and catchment capacities. o Exploring Placemaking and adaptive re-use opportunities for existing Community Buildings, particularly in instances where there are heritage considerations. o Applying ESD and the Sustainable Buildings Policy to achieve more Climate Resilient Community Buildings. o Developing and implementing processes for monitoring, evaluating and reporting ESD and Climate Resilient Community Buildings linked data and outcomes. o Investing in Community Building resilience to changing climatic conditions. o Supporting procedures and practices to maximise resource recovery, minimise waste generation and minimise greenhouse gas emissions. o Advocating for the re-investment of any proceeds from a Community Building consolidation or rationalisation process back into the respective catchment.

6.3. The Hierarchy that will be applied to future Community Buildings Service Level planning will be:

Service Level Hierarchy	Community Building characteristics	Catchment indicators	Core Service Level
<p>Suburb within the Greater Bendigo urban growth boundary.</p> <p>Small township outside of the Greater Bendigo urban growth boundary e.g. Raywood, Redesdale.</p>	<p>Capacity to be used by people of all ages and abilities, including for health and wellbeing, social connectedness and life-long learning activities and programs.</p>	<p>Primarily attracts people from within or around the suburb/township within which it is based, as well as some people from neighbouring areas.</p> <p>10 minutes Average Travel Time.</p>	<p>350m² of floor space.</p> <p>Services:</p> <ul style="list-style-type: none"> o 1 x multi-purpose activity/program room; o 1 x administration/office space; o 1 x consulting room with handbasin; o 1 x drinks and food preparation/serving space; o toilet/s; o 2 x storage spaces; o heating/cooling; o public internet access; o electronic device charging point; and o a moderate level of landscaping of any



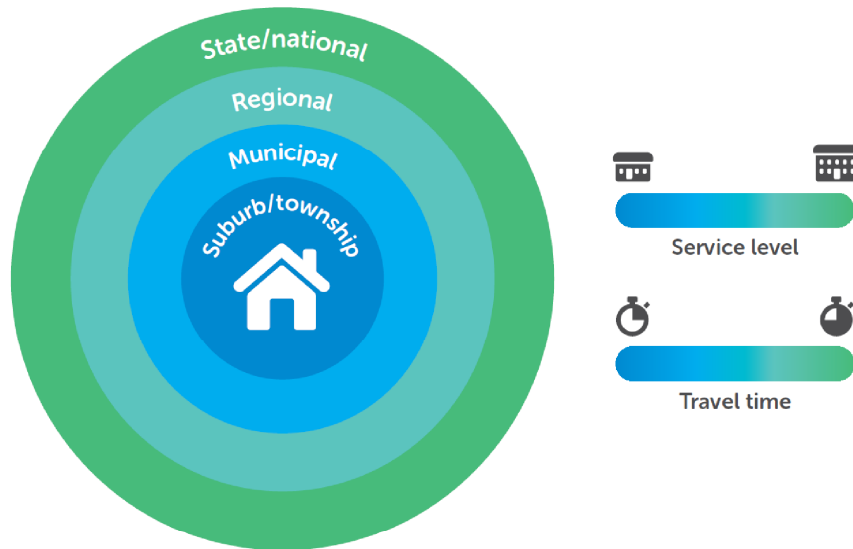
			immediately surrounding public space.
Large township outside of the Greater Bendigo urban growth boundary e.g. Elmore, Heathcote.	Capacity to be used by people of all ages and abilities, including for health and wellbeing, social connectedness and life-long learning activities and programs.	Primarily attracts people from within or around the township within which it is based, as well as some people from neighbouring areas. 10 minutes Average Travel Time.	1,050m2 of floor space. Services: <ul style="list-style-type: none"> ○ 2 x multi-purpose activity/program rooms; ○ 2 x administration/office spaces; ○ 1 x dedicated early years space; ○ 1 x consulting room with handbasin; ○ 1 x drinks and food preparation/serving space; ○ 1 x first aid room; ○ toilet/s; ○ 1 x change rooms/showers; ○ 4 x storage spaces; ○ heating/cooling; ○ public internet access; ○ electronic device charging point; ○ mobility device charging point; ○ electric vehicle charging point; and ○ a high level of landscaping of any immediately surrounding public space.
Municipal	Usually has some level of uniqueness in terms of the range of experiences, activities and programs offered within Greater Bendigo. Usually occupies strategically important and highly accessible locations within the Greater Bendigo urban growth boundary.	Attracts people from across Greater Bendigo. 20 minutes Average Travel Time for people living within the Greater Bendigo urban growth boundary. 30 minutes Average Travel Time for people living outside of the Greater Bendigo urban growth boundary.	1,050m2 floor space. Services: <ul style="list-style-type: none"> ○ 3 x multi-purpose activity/program rooms; ○ 3 x administration/office spaces; ○ 1 x dedicated early years space; ○ 2 x consulting rooms with handbasins; ○ 1 x drinks and food preparation/serving space; ○ 1 x first aid room; ○ toilet/s; ○ 1 x change rooms/showers;



			<ul style="list-style-type: none"> ○ 6 x storage spaces, including personal belongings lockers; ○ heating/cooling; ○ public internet access, including Wi-Fi; ○ electronic device charging point; ○ mobility device charging point; ○ electric vehicle charging point; ○ 24/7 public access to some toilets, change rooms/showers, personal belongings lockers, Wi-Fi and electronic device charging points; and ○ a high level of landscaping of any immediately surrounding public space.
Regional	<p>Usually has a moderate level of uniqueness in terms of the range of experiences, activities and programs offered within Greater Bendigo.</p> <p>Usually has significance connected variously with sport and recreation, cultural heritage, the arts or other special values.</p> <p>Usually occupies strategically important and highly accessible locations within the Greater Bendigo urban growth boundary.</p>	<p>Attracts people from across Greater Bendigo plus central Victoria.</p> <p>Up to 1 hour Average Travel Time.</p>	<p>To be negotiated through comprehensive needs assessment, feasibility study and business case processes.</p>
State/national	<p>Usually has a high level of uniqueness in terms of the range of</p>	<p>Attracts people from across Greater Bendigo plus Victoria and interstate.</p>	<p>To be negotiated through comprehensive needs assessment, feasibility study and business case processes.</p>



	<p>experiences, activities and programs offered within Greater Bendigo.</p> <p>Usually has significance connected variously with sport and recreation, cultural heritage, the arts or other special values.</p> <p>Usually occupies strategically important and highly accessible locations within the Greater Bendigo urban growth boundary.</p>	<p>More than 1 hour Average Travel Time.</p>	
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Decision-making Framework

- 6.4. In scenarios involving the use of existing Community Buildings or other existing infrastructure to provide a core Service Level (applying the 'One Community' approach), resources will be prioritised to:
- potential partnerships with the Municipal Community and other sectors;
 - Universal Design, CPTED and compliance with relevant legislation;
 - sustainability credentials and climate resilience;



- a level of public internet access;
 - public transport and/or active transport (walking and cycling) links; and
 - Community Capacity Building.
- 6.5. Proposals for improvements to Service Levels will involve the following interdependent steps to support decision-making:
- 6.5.1. Demand analysis:
- determine if there is a Municipal Community need for a Service Level improvement; and
 - determine if an infrastructure response versus a management response is required to deliver a Service Level improvement.
- 6.5.2. Service Level benchmarking:
- undertake a Service requirement analysis;
 - compare the results of the Service requirement analysis with this policy's Hierarchy;
 - determine the required Hierarchy; and
 - consider the Hierarchy indicative life cycle cost in the context of Long-term Financial Plan 2019 and catchment capacities.
- 6.5.3. Supply analysis:
- determine if any existing infrastructure (including other sector infrastructure) could potentially be utilised as a Community Building and contribute to Placemaking;
 - determine the condition and Community Building 'fit for purpose' of any existing infrastructure, including any Greater Bendigo Planning Scheme and Building Code of Australia considerations;
 - determine the scope of work and indicative life cycle cost to bring any existing infrastructure up to required Community Building standards;
 - undertake a comparative analysis for a greenfield/brownfield development using the Victorian Planning Authority's benchmark costs; and
 - consider options for consolidation or rationalisation of other Community Buildings where they are demonstrated to exceed the core Service Level.

Community Engagement

- 6.6. The City is committed to Community Engagement as outlined in the Community Engagement Policy and *Local Government Act 2020 (Vic)*.
- 6.7. Community Engagement is considered integral to future Community Buildings Service Level planning.
- 6.8. Where possible, the City will work with the Municipal Community in Community Capacity Building, with the intent of empowering the Municipal Community to manage Community Buildings under delegated authority.
- 6.9. Community Capacity Building is considered integral to effective future management and use of Community Buildings.

7. ROLES AND RESPONSIBILITIES

- 7.1. Council has primary responsibility for this policy's implementation at a governance level. This means Council should apply this policy in any decisions it is required to make that relate to the planning, design, construction, resourcing, management and/or use of Community Buildings.



- 7.2. The Manager Community Partnerships has primary responsibility for this policy's implementation at an operational level, and for policy implementation reporting. This means:
- a) supporting Community Engagement where the outputs/outcomes of that Community Engagement relate to the planning, design, construction, resourcing, management and/or use of Community Buildings;
 - b) ensuring respective Asset Management Plans are updated to reflect Services and Service Levels; and
 - c) reporting through established organisational systems on policy implementation progress, including issues and opportunities that have assisted or impeded policy implementation and review.
- 7.3 All City staff have responsibility for policy application, whether that be through the various roles and responsibilities outlined within the City's Project Management Framework, during the course of developing, reviewing or implementing City policies, plans or strategies, and/or during the course of Community Engagement.

8. RELATED DOCUMENTS

Readers are encouraged to access relevant documents and/or resources which are available as per the below.

These include:

- Asset Management Policy;
- Community Engagement Policy;
- Healthy Facilities Policy (currently in development);
- Place Interpretation and Naming Policy; and
- Sustainable Buildings Policy.

This Policy is intended to complement and contribute to the achievement of the following inter-related City plans and strategies:

- Greater Bendigo Community Plan 2017 – 2021;
- Greater Bendigo Health and Wellbeing Plan 2017 – 2021;
- Greater Bendigo Municipal Strategic Statement;
- Greater Bendigo Planning Scheme;
- Greater Bendigo Long-term Financial Plan 2019;
- Greater Bendigo Public Space Plan 2018;
- All Ages All Abilities Plan;
- Asset Management Plans (respective);
- Greater Bendigo Food System Strategy 2020 – 2030;
- Gender Equity Strategy 2020 – 2025;
- Greater Bendigo Community Volunteering Strategy 2019 – 2023;
- Greater Bendigo Environment Strategy 2016 – 2021;
- Greater CREATIVE Bendigo Strategy 2019;
- Walk, Cycle Greater Bendigo Strategy 2019;
- Greater Bendigo Public Toilet Strategy 2017; and
- Integrated Transport and Land Use Strategy 2015.

Further information or advice on this policy should be directed to Community Partnerships.



9. HUMAN RIGHTS COMPATIBILITY

The implications of this policy have been assessed in accordance with the requirements of the Victorian Charter of Human Rights and Responsibilities.

10. ADMINISTRATIVE UPDATES

It is recognised that, from time to time, circumstances may change leading to the need for minor administrative changes to this document. Where an update does not materially alter this, such a change may be made administratively. Examples include a change to the name of a City unit, a change to the name of a Federal or State Government department, and a minor update to legislation which does not have a material impact. However, any change or update which materially alters this document must be made through consultation with the staff Consultative Committee and with the approval of EMT or where required, resolution of Council.

11. DOCUMENT HISTORY

Date Approved	Responsible Officer	Unit	Change Type	Version	Next Review Date
March 2020	DS	Community Partnerships	Develop	1	
April 2020	DS	Community Partnerships	Review - significant	2	
July 2020	DS	Community Partnerships	Review - significant	3	July 2022

3.2 EXHIBITION OF THE GOLDEN SQUARE STRATEGIC PLAN

Document Information

Author Wonona Fuzzard, Coordinator Public Space and Place Making and
Kahlia Reid, Senior Strategic Planner

Responsible Director Bernie O'Sullivan, Director Strategy and Growth

Purpose

The purpose of this Report is to seek Council endorsement to publically exhibit the Draft Golden Square Background Report, Framework Plan, Urban Design Framework and Planning Scheme Amendment documentation. This suite of documents provide both the strategic and implementation information to manage the growth of Golden Square.

Summary

The Draft Golden Square Background Report and Framework Plan aim to develop a land use framework to transform the suburb over time. The plan will help to drive employment, improve liveability, make better use of existing vacant land and consider a plan for residential, commercial and industrial growth.

The plan considers matters including:

- Movement and Transport
- Heritage and Character
- Built Form and Public Realm
- Economic Growth and Employment
- Community Facilities, Open Space and Recreation
- Environmental Considerations
- Social Infrastructure

To support the implementation, an Urban Design Framework (UDF) has been prepared for the Golden Square Town Centre, former Primary School site and Station precinct. The aim of the UDF is to provide certainty in the guidance of future development within the UDF area. The goals of the UDF are to:

- Establish a clear and integrated vision for the Golden Square Town Centre and Station Precinct;
- Guide the use and development of the area through objectives, planning and design requirements and guidelines;
- Establish an implementation program of statutory and strategic initiatives; and
- Define key projects and infrastructure required to support sustainable growth and development.

While a formal Planning Scheme Amendment is not proposed as part of this stage of the project, draft amendment documentation has been prepared to accompany the consultation phase. This will allow the community to have an understanding of recommended changes.

A formal Planning Scheme Amendment will be undertaken separately and will include a formal exhibition process.

RECOMMENDATION

That Council:

1. Endorse the Draft Golden Square Background Report, Framework Plan, Urban Design Framework and Planning Scheme Amendment documentation for public exhibition for a minimum period of 28 days.
2. Receive a further report following public exhibition, outlining any submissions received and any changes required to the draft documentation.

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## **Policy Context**

### **Community Plan 2017-2021**

|               |                                                                                                                                                                                  |
|---------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Goal 2        | Wellbeing and Fairness                                                                                                                                                           |
| Objective 2.2 | Promote positive wellbeing across the Greater Bendigo community                                                                                                                  |
| Objective 2.5 | Create safe and resilient communities                                                                                                                                            |
| Goal 3        | Strengthening the Economy                                                                                                                                                        |
| Objective 3.1 | Support our local businesses and industry to be strong, vibrant and to grow and develop                                                                                          |
| Goal 4        | Presentation and Managing Growth                                                                                                                                                 |
| Objective 4.1 | Plan for a growing population                                                                                                                                                    |
| Objective 4.2 | Plan to meet future housing needs                                                                                                                                                |
| Objective 4.3 | Continue to implement strategies that increase the capacity of transport networks to better move people and goods and encourage walking, cycling and the use of public transport |
| Goal 6        | Embracing our Culture and Heritage                                                                                                                                               |
| Objective 6.1 | Celebrating our unique heritage                                                                                                                                                  |

### **Connecting Greater Bendigo – Integrated Transport and Land Use Strategy 2015**

*Healthy Greater Bendigo* - Advocate for the reopening of the Golden Square Railway Station.

## Commercial Land and Activity Centre Strategy 2015

Action 11 Prepare an Urban Design Framework for the Golden Square commercial centre to attract investment and to guide development in and around this Neighbourhood Activity Centre, former primary school site and potential train station precinct

There are also a number of other City of Greater Bendigo projects which are currently underway in Golden Square. These include the Recreation Reserve Master Plan and Heritage Study. The outcomes of these plans will be integrated into the final documentation if a Council resolution has occurred.

### **Background Information**

The need for a Plan and Urban Design Framework for Golden Square has been identified in a number of the City's strategic documents, including the Community Plan 2017-2021, Commercial Land and Activity Centres Strategy 2015 and Integrated Transport and Land Use Strategy 2015 (ITLUS).

The original scope of the project was only to prepare a Revitalisation Framework Plan for the suburb with additional work required to be prepared at a later stage, however, the preparation of all relevant work (Background Report, Framework Plan, Urban Design Framework and Draft Amendment documentation) has now been prepared as part of this package to ensure the vision is clear and in depth consultation can occur with the community.

### **Report**

The suite of documents undertaken is to provide a framework for the future growth and revitalisation of Golden Square and is comprised of a:

1. Background Report
2. Framework Plan
3. Urban Design Framework
4. Planning Scheme Amendment documentation

### Draft Background Report

The purpose of the Draft Golden Square Background Report is to provide a suburb profile, land use summary and detailed information across the following seven key themes.

#### *Movement and Transport*

This section considers three aspects which are vital to movement and transport within the suburb; Public Transport, Walking and Cycling, and Roads.



- Public Transport

At the 2016 Census it was identified that almost 80 percent of Golden Square residents use a car to get to work, with only 2 percent using public transport and 3 percent walking or cycling. With the City looking to promote growth in the suburb, it is clear there needs to be a significant shift in the mode of travel in Golden Square.

As highlighted by previous strategies including ITLUS, a key opportunity to shift the mode of travel and increase activity in the town centre lies in the reopening of the Golden Square train station.

Not only would the reopening of the station allow for the Bendigo – Melbourne service to stop in Golden Square but it would continue the concept of progressively reopening and developing new train stations, utilising the existing rail network to create Bendigo Metro Rail.

Bendigo Metro Rail was initially conceived as making better use of the existing infrastructure and services to assist in meeting Bendigo's growing urban transport needs. The concept was boosted with the reopening of the Kangaroo Flat and Eaglehawk stations, the construction of a new station at Epsom and the planned new stations at Huntly, Goornong and Raywood.

The concept of progressively reopening and developing new train stations, utilising the existing rail network and services is a logical progression of investment and is key to supporting population growth in a coordinated way.

The public bus network also provides opportunities to improve access both to and from Golden Square and within the suburb. Opportunities to review these routes, their frequencies and connection are considered a priority.

- Walking and Cycling

Walking and cycling options in Golden Square are mixed and inconsistent, ranging from a high standard of local connectivity to the lack in some locations of even basic infrastructure. Walk, Cycle Greater Bendigo (2019) and the Greater Bendigo Public Space Plan (2019) provide a strategic platform for further improvements to this network to encourage walking and cycling as a safe and comfortable option of transport.

It is also important within Golden Square to further establish and improve these connections to key local destinations and the primary public space corridor of Bendigo Creek.

- Roads

The road network within Golden Square is well established and generally operates efficiently, allowing for vehicle movements with minimal disruptions. The main priority for the suburb is to ensure the road network is maintained to a safe and efficient standard, however, its other functions must also be considered, including the movement of pedestrians and cyclists, especially around the town centre.

### *Heritage and Character*

Aboriginal cultural heritage, post contact heritage and streetscape character are all aspects of Golden Square which contribute to the image and community value of the suburb.

Aboriginal Clans of the Dja Dja Wurrung occupied the country of Golden Square and its environs before the arrival of pastoralists in the late 1830s and continue to maintain a strong connection to this country.

There are opportunities within Golden Square to continue to tell the stories of the Traditional Owners, most notably along the two primary creek corridors of Bendigo Creek and Golden Gully. The Reimagining Bendigo Creek Plan 2020 especially acknowledges the importance the creek corridor holds to the Dja Dja Wurrung people. This work is consistent with the Plan.

In relation to post contact heritage, running concurrently to this project is a heritage study for Golden Square. The study aims to:

- Identify sites of individual significance;
- Review the extent of the existing Heritage Overlay;
- Make recommendations of any changes to the Overlay (including for precincts).

While the detailed work is being undertaken as a separate project it will be important to ensure the implementation of this plan considers its recommendations.

### *Built Form and Public Realm*

This section investigates the built form and public realm which contributes to the makeup of the suburb and offers opportunities in regard to revitalisation and meeting the ongoing needs of the community.

- Town Centre

The Golden Square town centre is the civic, commercial and retail core of the suburb. It extends along High Street with its main focus between Cedar Street and Laurel Street. It is identified within the Bendigo Activity Centre Hierarchy as a Neighbourhood Activity Centre which primarily services the needs of local residents with a range of businesses and everyday amenity shops available.

There are a number of challenges which the area currently faces. These are identified as:

- Separation by a four lane main road;
- Car dominated streets with poor walking and cycling options;
- Tired presentation of the private and public realm;
- Empty shops;
- Lack of vibrancy and activity.

The key elements which need to be considered to address these challenges and revitalise the town centre are:

- Creating a Sense of Arrival

- Connection of the Town Centre
  - Car Parking
  - Public Transport, Walking and Cycling
  - Urban Design, Landscaping and Built Form
  - Community Space
- 
- Housing

The focus of this section is on the consideration of residential infill opportunities which take into account diversity, affordability, environmentally sustainable design and the appropriate use of the residential zones available under the planning scheme.

Research undertaken by .id community profile indicates that the greatest housing demand between 2016 and 2036 is going to be for couples without dependents and lone person households. Based on the current housing stock in the suburb, the location of housing, type and size need to be further diversified to meet the changing needs of the community.

- Transit Orientated Development

Transit Oriented Development is about creating higher density and mixed use developments that are close to transport nodes and activity centres. City of Greater Bendigo strategies provide a framework for encouraging increased density development around train stations and transport corridors and ensuring that new residential developments have good walking, cycling and public transport access that links with existing networks.

Around the Golden Square Train Station there is substantial underutilised land that could be redeveloped, in particular the former Golden Square Primary School site and rail reserve land. The rail reserve land would need to be considered surplus by relevant State agencies, however it provides an opportunity for the integration of residential development which supports the rail corridor and the growth of the town centre.

- Key Sites for Urban Renewal

Across the suburb there are a number of larger sites that contain significant opportunity for urban renewal and redevelopment and are a mix of both Crown and privately owned land. While there is also opportunity on smaller sites scattered throughout the suburb, the renewal of these sites would provide significant opportunities for development to service the needs of the community and the creation of open space corridors / connections.

Key sites which have been identified include:

- The rear of properties between Laurel Street and the Bendigo Creek underpass (providing for creek side development opportunities, consistent with the Reimaging Bendigo Creek Plan);
- 6 Laurel Street – Former Golden Square Primary School;
- 9-43 Chum Street – Former mine site;
- 2-20 Chum Street and 161 Lily Street – Southern Cross Austereo;
- 2 Alder Street – Former Coliban Water site.

### *Economic Growth and Employment*

Supporting existing and future economic growth and employment within Golden Square will be important in promoting a viable and sustainable community. There is already significant diversity in the employment available within the area including retail, health services such as Bendigo Day Surgery and industry.

In order to support existing employment industries as well as the future employment and economic growth opportunities it is important to ensure:

- There is an appropriate amount of land zoned to facilitate a diverse range of businesses / industries;
- Land that has site specific controls continues to be considered for rezoning based on the strategic justification;
- Land use conflicts are minimised; and
- There is flexibility to encourage diverse, unique and new enterprises.

An analysis of the current land zoned Commercial 1 indicates there is approximately 1.2 hectares (12,385 square metres) of underutilised land. This land could be utilised to facilitate the anticipated demand to 2031 and beyond.

Based on the anticipated demand from the Commercial Land and Activity Centres Study (CLACS) there is sufficient commercial land to meet the demand.

Given the linear nature of High Street it is important that future commercial uses and development do not sprawl along the corridor of the suburb. In particular, three areas have been highlighted where review of the current land zonings are required to either reduce the sprawl of commercial development or protect an established residential context. These areas are discussed in detail within the Draft Background Report.

Golden Square has a significant amount of land zoned Commercial 2 that is confined to the eastern portion of the suburb. The area facilitates a broad range of businesses, many of which contain warehousing or manufacturing components. In essence, this zone partly acts as a transition to industrial areas but still allows for industrial type of uses which have minimal amenity impacts.

An analysis of this area identified that there is still significant opportunity for the development / redevelopment of land to facilitate business growth, with in excess of 10 hectares of land zoned Commercial 2 available.

In regards to industrial land, it is essentially divided into two precincts, to the south of Hattam Street (adjacent to Allingham Street) and north of Hattam Street, west of Belle Vue Road and east of MacDougall Road.

It encompasses a total of 62.5 hectares, with 40.5 hectares of land zoned Industrial 1 and 22 hectares zoned Industrial 3.

In order to support the existing industrial operations, as well as future development, a number of planning scheme recommendations are outlined in the attached documentation for these precincts.

### Community Facilities, Open Space and Recreation

The ability to access community facilities, open space and recreation facilities is important to the health and wellbeing of any community.

There is a diverse range of community facilities currently established in Golden Square including formalised ovals, halls and playgrounds with many running parallel to the main spine of the suburb (High Street). Key facilities include Wade Street Recreation Reserve, Allingham Street Reserve and Drill Hall and Golden Square Community Hall (Senior Citizens Centre).

The Greater Bendigo Public Space Plan 2019 identifies key areas of public open space as well as specific public open space strategies for the Golden Square area which this plan seeks to support. Key strategies include:

- Improve the walkability and amenity of the town centre;
- Incorporate dedicated pedestrian access and a prominent, pedestrian-focussed public plaza / meeting space in association with the station building;
- Continue to maintain Allingham Street Reserve as a venue for organised sport, incorporating a Neighbourhood play space;
- Retain and develop a public space corridor through the former Chum Street mine site as part of any future housing development;
- Develop a public space corridor through the Crown land sites forming part of Golden Gully.

In order to continue to support the health and wellbeing of the community it is recommended that the actions for Golden Square outlined in existing strategic plans such as Greater Bendigo Public Space Plan 2019 and Reimaging Bendigo Creek Plan 2020 be implemented and linkages continue to be improved.

### *Environmental Considerations*

In Golden Square there are four main environmental considerations which have been discussed in the Draft Background Report:

- Bushfire Management
- Water Management
- Vegetation
- Contamination

These four matters are already considered under separate legislation.

### *Social Infrastructure*

Across Golden Square there is a range of social infrastructure including:

- Formal recreation reserves and passive open space corridors;
- Golden Square and Specimen Hill Primary Schools;
- Aged care facilities such as Mercy Health and Carshalton House;
- Early learning centres and kindergarten;
- Medical centres such as general practitioners and Bendigo Day Surgery.

Many of these facilities are scattered across the suburb, providing greater opportunity for community access. In comparison to other suburbs of Bendigo, Golden Square is considered to be well serviced by social provisions.

Given the projected growth there will be some demand for social infrastructure, with significant capacity within the suburb for this to be facilitated.

This diversity in social infrastructure and its spread across the suburb provides for a well serviced community, which helps to support quality of life and wellbeing. The suburb's well positioned location also means that much of this infrastructure also services a broader community catchment.

### Framework Plan

The Framework Plan draws on the detailed work provided in the Background Report and highlights key objectives and strategies to achieve the vision of the suburb.

It provides a more detailed analysis by breaking the suburb down into 19 precincts and outlining specific recommendations for each area.

### Urban Design Framework

A Draft Urban Design Framework has been prepared for the Town Centre and Station Precinct. The purpose of the Framework is to:

- Establish a clear and integrated vision for the Golden Square Town Centre, future Station Precinct and strategic redevelopment sites;
- Guide the use and development of the area through objectives, planning and design requirements and guidelines;
- Establish an implementation program of statutory and strategic initiatives;
- Define key projects and infrastructure required to support sustainable growth and development.

Key directions are:

- Buildings and areas of heritage significance which are valued by the community will be protected;
- Creation of a space for community events and social interaction in the heart of the retail and commercial core;
- Support the construction of contemporary shop-top apartments within the retail and commercial core;
- Reopen the Golden Square Train Station. The new station is to be located to the east of the former station, between Maple and Laurel Streets and will have a strong connection to the town centre;
- Support the construction of 2-3 storey townhouse or apartment-style dwellings on the underdeveloped land fronting Bendigo Creek. Encourage these properties to have an address to and outlook onto the Bendigo Creek.

### Draft Planning Scheme Amendment

Draft Planning Scheme Amendment documentation has also been prepared to allow the community to understand what changes the recommendations would result in to the Greater Bendigo Planning Scheme. A formal Planning Scheme Amendment process is expected to occur in 2021 with public exhibition occurring again at this time.

### Priority/Importance:

Undertaking strategic work for Golden Square has been identified as a priority in a number of Council adopted plans. Progressing the Draft Golden Square Background Report, Framework Plan and Urban Design Framework is a matter of high importance to encourage the revitalisation of the suburb, advocate for new infrastructure, diversify housing and promote economic growth opportunities.

### Options/Alternatives:

1. Endorse the Draft Golden Square Background Report, Framework Plan, Urban Design Framework and Planning Scheme Amendment documentation for public exhibition for a minimum period of 28 days.
2. Take no further action.

### Timelines:

The final documentation is to be presented to Council for adoption in the last quarter of 2020.

Following adoption it is anticipated that a formal Planning Scheme Amendment process would commence in the first half of 2021.

### Risk Analysis:

The risk of not progressing this work is that key opportunities currently available in Golden Square for development and revitalisation do not occur in a coordinated manner.

The need for a Strategic Plan and Urban Design Framework for Golden Square has been highlighted in a number of Council adopted Strategies / Plans.

## **Consultation/Communication**

This report is seeking Council's endorsement to undertake community consultation on the Draft Plan. Higher level internal and external consultation was undertaken to inform the preparation of the Draft Plan.

### Internal Consultation:

A Project Control Group was established at the commencement of the project and includes members from the Victorian Planning Authority, Regional Sustainable Development, Statutory Planning, Engineering, Parks and Open Space and Active and Healthy Lifestyles.

More targeted one-on-one discussions have also occurred with a range of other internal stakeholders.

### External Consultation:

The first phase of community engagement asked the community and stakeholders to express:

- What they love about Golden Square;
- What they imagine for the future of Golden Square;
- How they'd like Golden Square to change into the future.

The key messages from this engagement which has informed this draft plan were:

- There is a strong sense of community, particularly with links to sporting groups;
- Great location – access to City Centre, services and facilities;
- Value the heritage and character of the area;
- Improvements and upgrade of town centre needed;
- Want more commercial activity;
- Support moderate sensitive change;
- Want improved public transport and reopening of the train station; and
- Don't want to lose the village feel of the area.

Consultation has occurred with relevant government stakeholders and other parties and their feedback has been utilised in the preparation of this draft documentation.

A second round of community consultation will occur upon release of the draft documentation. Due to the current circumstances an Engagement Plan will be developed with the support of the City's Community Engagement Officer.

The plan will seek to include a diverse range of consultation methods to ensure a broad cross section of the community has the opportunity to be part of the process.

### **Resource Implications**

Existing staff resourcing and budget allocation has been used to develop the Draft Plan. No additional funding is requested for the finalisation of the Draft Plan, however, the future Planning Scheme Amendment will require the use of staff resources and budget allocation.

### External Funding Sources:

The City of Greater Bendigo received \$70,000 cash and \$10,000 in kind support from the Victorian Planning Authority to deliver this project through its Streamlining for Growth Program.

### Budget Allocation in the Current Financial Year:

The City has committed a further \$10,000 in cash and \$52,000 in kind support towards the project. This will be covered within the Regional Sustainable Development operating budget.



## **Attachments**

Nil

**4. STRENGTHENING THE ECONOMY**

**4.1 CITY OF GASTRONOMY IMPLEMENTATION FRAMEWORK AND ACTION PLAN**

**Document Information**

**Author** Anna Knight, Creative Cities Officer

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

**Purpose**

The purpose of this report is to recommend that Council endorse the City of Gastronomy Implementation Framework and Action Plan 2020-2024.

**Summary**

The City of Greater Bendigo was designated a UNESCO Creative City of Gastronomy in October 2019, recognising both the city and broader region for its diverse and innovative food and beverage culture and economy. In order to gain this international recognition, an application was submitted in June 2019 outlining the City’s achievements and aspirations, and committing the City to take the lead in collaborative projects across the region to further develop our gastronomic assets. Membership to the UNESCO Creative Cities Network (UCCN) is a long-term commitment and Membership Monitoring Reports are required every four years. In order to ensure we meet our obligations as a member of the UCCN and to capitalise on this prestigious title, an Implementation Framework and Action Plan has been developed to set out the vision, goals and actions for the City of Greater Bendigo as a City (and region) of Gastronomy.

The Implementation Framework and Action Plan was developed in consultation with the Creative City of Gastronomy Advisory Committee. A sub-committee was formed to work closely with the Creative Cities Officer to craft the final document, providing expert advice and guidance for the framework and plan’s development. The finalised document has been endorsed by the Creative City of Gastronomy Advisory Committee.

**RECOMMENDATION**

That Council endorse the City of Gastronomy Implementation Framework and Action Plan.

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Policy Context

This Implementation Framework and Action Plan is the result of several years of consultation with key stakeholders. First, a Gastronomy Application Management Team (GAMT) was set up to oversee development of the application to the UNESCO Creative Cities Network (UCCN). The GAMT was chaired by the Mayor of Greater Bendigo and included Councillors, Directors, Managers and staff from relevant areas of the City of Greater Bendigo. A key part of developing the application was agreeing on the actions and projects which the City would undertake if designated.

During the application development, a second group – the Gastronomy Application Reference and Advisory Group (GARAG) – was convened to provide input and feedback on the application and its proposed projects. This group was drawn from key stakeholders (including education, hospitality, food and beverage production and tourism) and community members and also included three Councillors, who helped develop the themes and initiatives of the final application.

Following designation in late 2019, an Expression of Interest process was undertaken to select members of the new Creative City of Gastronomy Advisory Committee (CCGAC). A sub-committee was formed out of this Committee to develop the Implementation Framework and Action Plan, which was then further refined with input from the broader Committee.

RELEVANT POLICY AND STRATEGY

- City of Greater Bendigo Community Plan 2017-2021
- Health and Wellbeing Plan 2017-2021
- One Planet Living Principles
- Healthy Greater Bendigo Strategic Plan
- Healthy Heart of Victoria Framework
- Food System Strategy 2020-2030 and Food Hub development
- Greater *CREATIVE* Bendigo
- Environment Strategy
- Reconciliation Action Plan
- Cultural Diversity Inclusion Plan
- Rural Communities Strategy
- Economic Development Strategy 2020-2030
- International Relations Policy – in development

Community Plan Reference

Designation as a Creative City of Gastronomy aligns strongly with the goals of the Community Plan and the Implementation Framework and Action Plan has been developed to ensure we remain focused on our collective aspirations.

- **Goal 1: Lead and govern for all** - Food is fundamental to the wellbeing of every member of our community. Designation as a UNESCO Creative City of Gastronomy highlights, develops and promotes the region's food culture and economy, with a strong focus on food equity, food security and sustainable agriculture.

- **Goal 2: Wellbeing and fairness** – focusing on increasing access to healthy local produce, improving community health through education and access to food, nutrition and cooking.
- **Goal 3: Strengthening the economy** – attracting and retaining food businesses in the region – cafes, restaurants, wineries and breweries, food and wine tours drawn to the region of gastronomy – and supporting agriculture, artisanal production and innovation in farming:
 - Diversifying the local and regional economy
 - Supporting local business and working towards a more circular economy
 - Bringing together all sectors, including manufacturing, tourism, retail, education, health, creative industries and agriculture
- **Goal 4: Presentation and managing growth** – considering food systems as we plan for an increased population – how will we ensure access to healthy, environmentally sustainable food and attract people to our region?
- **Goal 5: Environmental sustainability** – consider food and beverage production and its impacts on greenhouse gas emissions, promote sustainable land use practices, educate about where food comes from, encourage ‘low-food miles’ food and locally sourced products.
- **Goal 6: Embracing our culture and heritage** – Celebrating and elevating our First Nations’ culture, heritage and relationship to Country, embracing this culture as part of building a more sustainable relationship with our food system and environment.

Background Information

The City of Greater Bendigo was designated a UNESCO Creative City in October 2019, in the category of Gastronomy. The City’s application embraced everything that is happening across the city and region in terms of food and beverages and proposed ambitious projects to further the mission of UNESCO and the Creative Cities Network.

The application was developed with four pillars at its heart:

- Recognition and elevation of our Indigenous heritage and living culture;
- Creativity, innovation and diversity;
- Health and Wellbeing;
- Sustainability.

The UNESCO Creative Cities Network (UCCN) was created in 2004 to foster international cooperation with and between cities that have recognised culture and creativity as a strategic factor for sustainable urban development. The Network recognises seven areas of creativity, one of which is Gastronomy. There are currently 246 cities in the UCCN, with 36 recognised in the category of Gastronomy – including Tucson (USA), Parma (Italy), Östersund (Sweden), Bergen (Norway) and Chengdu (China).

The network works together, foregrounding creativity and culture in development at both a local and international level. The member cities come from diverse regions and work towards a common mission: placing creativity and cultural industries at the core of their development plans to make their cities and regions safe, resilient, inclusive and sustainable.

The UNESCO Creative Cities brand is globally recognised and is significantly raising the national and international profile of our City and region. Of all the creative categories, Gastronomy offers the most potential to benefit the community and economy – through developing and promoting our already thriving food, beverage and creative industries.

The establishment of a Creative City of Gastronomy Advisory Committee, combining various specialist skills from within the City of Greater Bendigo and across the region with the expertise, knowledge and interest of technical experts and community-based participants, has been a key to developing strategic directions to best capitalise on our new status as a UNESCO Creative City. The Implementation Framework and Action Plan reflects our aspirations and our commitment to using this designation for the benefit of our entire community.

Report

The Implementation Framework and Action Plan is deliberately short, aiming to clearly articulate why we pursued designation as a City of Gastronomy, what the recognition means for us and how we can best capitalise on the opportunities this global recognition affords us. The Implementation Framework provides the background and guiding principles for the planning, resourcing and operational decisions and actions of the City and region of gastronomy now and into the future, and includes an Action Plan for the next four years 2020-2024.

This Implementation Framework sets out the strategic direction for current and future projects under the City and region of Gastronomy scope. The City of Greater Bendigo is required to provide the UCCN with a monitoring report at the end of 2023, outlining the progress made on projects detailed in the City's 2019 application. Following our report to UNESCO in 2023 we will develop a new plan for the subsequent four years – this designation is an ongoing commitment to work towards a creative, inclusive and sustainable community. The guiding principles laid out in the Implementation Framework will help inform future decisions and allow us to respond to new opportunities while not losing sight of our obligations and ambitions.

The unprecedented changes during the COVID-19 pandemic have brought the issues around equitable and affordable access to food – especially healthy, fresh and locally sourced food – to the fore. Lessons learned during the crisis will help inform our recovery efforts. We know that food security and healthy, sustainable food, as well as different ways of connecting and supporting communities, have emerged as key concerns in every part of the region. Reconnecting with our local environment, learning to grow, share and be innovative with resources, understanding the role of creativity and human interaction – all these lessons can help us grow as a creative city and focus with more clarity on the UN goals for sustainable development.¹

¹ The UN 17 Sustainable Development Goals (SDGs): <https://www.un.org/sustainabledevelopment/sustainable-development-goals/>

Food plays a vital role in culture, creativity, social exchange and mental wellbeing. The production, processing, distribution, preparation and consumption of food contributes significantly to the region's economy and employment. Further to this, gastronomic tourism (including farm-gate and cultural experiences) is quickly becoming a vital part of our visitor economy. To be resilient in an era of climate change we must safeguard our food systems – which means focusing on local, sustainable food and beverage production, valuing local creativity and supporting the local economy and environment.

The concept of gastronomy is integral to:

- Health and wellbeing – equitable access to affordable healthy food is vital to physical and mental health;
- Economy – large-scale and artisanal agriculture, food manufacturing, hospitality;
- Sustainability – how we feed the population while caring for the environment;
- Culture – social cohesion, ritual, cultural expression;
- Tourism – our food experiences, produce, restaurants, cafes and bars attract people from all over the world.

Guided by the Implementation Framework and Action Plan, we will use our designation as a creative city to;

- Further develop and build on our reputation and achievements;
- Advocate for better health and liveability outcomes;
- Take a regional approach;
- Foreground health and wellbeing and the role food plays in social cohesion;
- Value and celebrate First Nations' culture, knowledge and history;
- Celebrate the City and region's growing multicultural community;
- Learn from other cities and share our knowledge globally;
- Value creative industries and include other forms of creativity in our projects;
- Collaborate and share across organisations;
- Support and build the local economy while protecting and enhancing our natural environment.

Priority/Importance:

Endorsement of the Implementation Framework and Action Plan is a high priority to ensure the opportunities generated from Bendigo's designation as a Creative City of Gastronomy are fully realised. It is also necessary to ensure we remain focused on key priorities rather than trying to do everything, while still allowing for some flexibility to respond to opportunities as they arise.

Options/Alternatives:

The options are to agree upon the goals, guiding principles and proposed actions in the Implementation Framework and Action Plan by endorsing the document, or to return to the Advisory Committee and request work be done to further refine the document.

Timelines:

Once the Implementation Framework and Action Plan is formally endorsed, the Creative Cities Officer can begin implementing the proposed plans and projects.

Consultation/Communication

External Consultation:

The Implementation Framework and Action Plan is the result of several years of consultation with key stakeholders.

During the application development, an external advisory group – the Gastronomy Application Reference and Advisory Group (GARAG) – was convened to provide input and feedback on the application and its proposed projects. This group was drawn from key stakeholders (including education, hospitality, food and beverage production and tourism) and community members, and also included three Councillors, who helped develop the themes and initiatives of the final application.

In developing the application and the projects it outlined, consultation was also undertaken with the Mayors and CEOs of the eight other Local Government Areas which make up our 'Bendigo Gastronomy region'. Further to this, economic development and tourism officers were consulted and continue to work with the City of Greater Bendigo on shared projects linked to the designation. Consultation was also undertaken with other Cities of Gastronomy around the world – particularly with Östersund, Parma, Alba, Tucson and San Antonio – and other cities in the Network such as Dunedin, Geelong, Bologna, Adelaide and Melbourne. Engaging with these cities informed our action plan and the development of our themes.

Following designation in late 2019, the new Creative City of Gastronomy Advisory Committee (CCGAC) was formed to provide guidance to Council as the City plans and implements projects under the City and region of Gastronomy scope. A sub-committee, comprising Cr Jennifer Alden (Councillor and Public Health expert), Rodney Carter (CEO Dja Dja Wurrung Clans Aboriginal Corporation), Rose Vincent (Interim Executive Officer Loddon Campaspe Multicultural Services) Amy Brown (Executive Officer Healthy Greater Bendigo) and Anna Knight (Creative Cities Officer) was formed to develop the Implementation Framework and Action Plan, which was then further refined with input from the broader Committee.

The Advisory Committee were given two weeks to provide feedback on the draft Implementation Framework and Action Plan and the final document, incorporating their changes, was endorsed at the Advisory Committee meeting on 11 June 2020.

Internal Consultation:

An internal Gastronomy Application Management Team oversaw the development of the UNESCO Creative Cities Application and the projects the City would undertake if its application were successful.

This group was set up to oversee development of the application, was chaired by the Mayor of the City of Greater Bendigo and included Councillors, Directors, Managers and staff from relevant areas of the City. A key part of developing the application was agreeing on the actions and projects which the City would undertake if designated.

Resource Implications

The proposed 2020/21 budget makes provision for the salary and on-costs for a Creative Cities Officer and for operational expenses of \$64,000 to cover ongoing costs including; website development, support for gastronomy events, attendance by the Mayor and the Creative Cities Officer at the annual UNESCO Creative Cities meeting and costs associated with implementing the first year of the Action Plan.

Attachments

1. City and region of Gastronomy Implementation Framework and Action Plan
2. Progress Report November 2019 – June 2020

4.2 GREATER BENDIGO ECONOMIC DEVELOPMENT STRATEGY

Document Information

Author Trevor Budge, Manager Regional Sustainable Development

Responsible Director Bernie O'Sullivan, Strategy and Growth

Purpose

The purpose of this report is to recommend that Council endorse the Greater Bendigo Economic Development Strategy - *A stronger Greater Bendigo 2030*.

Summary

The City of Greater Bendigo commenced the preparation of a new Economic Development Strategy in late 2018 by convening a Steering Committee chaired by the Mayor and comprising leaders from key organisations. The Steering Committee oversaw the development of the Strategy. The Strategy was ready for launch on 2 April 2020, however this was delayed due to the pandemic lockdown. Since then the Steering Committee has overseen some revisions to the Strategy to incorporate material relevant to the pandemic. The Strategy is scheduled for a public launch at the Council meeting on 19 August and then with the media on 20 August 2020. This report is to recommend that Council now formally adopts the Strategy.

RECOMMENDATION

That Council adopt the Greater Bendigo Economic Development Strategy - *A stronger Greater Bendigo 2030*.

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### Policy Context

#### Community Plan Reference

- Goal 3 Strengthening the Economy - Advocacy, innovation and support to grow jobs, attract visitors and diversify the local and regional economy.  
Action 3.1.4 Refresh the Economic Development Strategy and ensure it encompasses a wider scope and is more inclusive of the range of economic development opportunities in Greater Bendigo and the region.
- Goal 4 Presentation and Managing Growth - Planning developments and infrastructure that increase our liveability and pride in where we live.

## Background Information

At a Councillor Briefing in 2018, a paper setting out a proposed governance arrangement and focus for a revision of the Greater Bendigo Economic Development Strategy was presented, discussed and agreed. A Steering Committee with membership in accordance with the proposal was formed. The Steering Committee held its first meeting on 13 December 2018. The Steering Committee released a full discussion paper and executive summary version of '*Greater Bendigo - where people thrive*' at an event on 25 July 2019.

The Steering Committee was chaired by the Mayor and comprised the CEOs or equivalent of the following organisations:

|                           |                                              |
|---------------------------|----------------------------------------------|
| City of Greater Bendigo   | Dja Dja Wurrung Clans Aboriginal Corporation |
| Bendigo and Adelaide Bank | Loddon–Campaspe Regional Partnership         |
| Bendigo Health            | Bendigo Education Council                    |
| Coliban Water             | Be.Bendigo                                   |

At its first meeting the Steering Committee agreed to invite the Youth Council Mayor onto the Committee.

It has been a significant step to bring this group together and meetings have been very supportive of the whole plan of how the Strategy is to be developed, the concepts and proposed content.

The Steering Committee met 7 times during the project which was to culminate in the lunch of the Strategy on 2 April 2020. The launch was delayed because of the pandemic lockdown. The Strategy was formally launched on 6 August 2020.

The Steering Committee embraced the following concepts for the Greater Bendigo Economic Development Strategy:

- The document would be owned by the Council.
- The City will have overall responsibility and carriage of the implementation of the document.
- Each of the CEOs or equivalents of the various organisations would sign off on the final Greater Bendigo Economic Development Strategy with the logos of the organisation on the Strategy document. This would be evidence of shared ownership and a commitment to implement those actions which are within their organisation's capacity, roles and responsibilities. The Steering Committee has now repositioned itself as a Steering and Implementation Committee.

The Steering Committee noted that the whole project embraces a *Collective Impact Approach*. Such a model encompasses the following elements:

- Common agenda: a shared vision which results from a mutual understanding of the problem and an agreed agenda for its solution.

- Shared measurement system: an agreed set of key indicators to measure performance.
- Mutually reinforcing activities: a set of coordinated activities defined in a joint plan of action.
- Continuous communication: processes to keep all stakeholders informed.

The Steering Committee agreed that the role of the City of Greater Bendigo in an Economic Strategy is reflected in the following statement.

*“Local government is a natural leader in local economic development but we do not, cannot and should not know it all. There are many other valuable perspectives and it’s our role to let others do what they do best.*

*We see the role of local government is to lead the discussion, harness ideas and knowledge, facilitate robust debate and ultimately gain collective commitment in the creation of a multi-stakeholder partnership agreement to work together to implement the Strategy. This agreement documents significant goals, milestones and measurable outcomes. This agreement is an important tool in delivering shared accountability in terms of reviewing the strategy progress at regular intervals, providing a forum for feedback and an opportunity to recalibrate if and when required.”*

Council’s available economic development tools include:

- Advocating for the community.
- Working with other tiers of government and partners to promote major infrastructure needs.
- Facilitating meetings and bringing core organisations to the table.
- Taking a lead in the delivery of the ‘One Planet Living Ten Principles’ framework.
- Facilitating access to business assistance programs of other tiers of government.
- Assisting the business improvement associations.
- Providing information and data to assist business.

The Steering Committee readily embraced the concept that the Greater Bendigo Economic Development Strategy does not appear in isolation from other strategic work undertaken by the City and others.

The Steering Committee noted that as part of the development of its Community Plan 2017 – 2021 Council adopted an overall vision of ‘*creating the world’s most liveable community*’. Council also adopted six overarching principles / goals to guide its policy and priority setting during its term. These goals are:

- |                              |                                       |
|------------------------------|---------------------------------------|
| 1. Lead and govern for all   | 4. Presentation and managing growth   |
| 2. Wellbeing and fairness    | 5. Environmental sustainability       |
| 3. Strengthening the economy | 6. Embracing our culture and heritage |

The Greater Bendigo Economic Development Strategy pursues and delivers on these six principles / goals. They are each relevant to the Strategy and have guided its content.

- Lead and govern for all –the Strategy leads a collaborative process embracing our urban and rural communities, reaches out to the wider region and works with a group of organisations who represent the diversity of interests across Greater Bendigo.

- Wellbeing and fairness – the Strategy has a strong focus on supporting a healthier population and greater levels of wellbeing, it will ensure inclusive growth – that means there is a greater sharing of the opportunities and wealth that comes from growth and investment and that there is a strong focus on building enhanced sustainable employment prospects for all.
- Strengthening the economy – the Strategy places a strong emphasis on retaining existing jobs while securing future employment by diversifying the local and regional economic base and it will enhance education and training opportunities, and the skills base, particularly those that are relevant to the new economy.
- Presentation and managing growth – the Strategy focuses on the comparative advantages of the City and region, builds the national and global reach of the City and ensures that there are net benefits from growth.
- Environmental sustainability – the Strategy supports continuing growth and development that is within the sustainable capacity of the regional and local environment, consistent with Council’s adopted Environment Strategy and measured as a positive gain against the *One Planet Living* principles.
- Embracing our culture and heritage – the Strategy enhances and celebrates our culture and heritage as key elements of the City and region’s development.

The Steering Committee noted that in adopting its Community Plan, Council embraced the *One Planet Living Framework* and its ten principles to guide decision making and measuring progress. The Steering Committee noted that the ten principles also form the basic structure, direction and actions in Council’s Environment Strategy. The Steering Committee noted that Council has determined that these ten principles will also form a framework for the new Greater Bendigo Economic Development Strategy.

Each principle readily translates into directions and priorities relevant to:

- Greater liveability;
- More inclusive growth; and
- Better jobs for a sustainable future.

The Steering Committee noted and agreed that the Greater Bendigo Economic Development Strategy needs to integrate with other key Strategies, Plans and Policies adopted by Council and other lead organisations’ documents. These other documents include the Loddon Campaspe Regional Partnership Economic Strategy and the Coliban Water Strategy 2030.

Core Council strategies and plans include:

- Arts and Creative Industries Strategy (Greater *Creative Bendigo*);
- Commercial Land and Activity Centre Strategy;
- City of Greater Bendigo Reconciliation Plan 2016-2019;
- Greater Bendigo Residential Strategy;
- Greater Bendigo Cultural Diversity and Inclusion Plan 2016–2019;
- Greater Bendigo Environment Strategy 2016-2021;
- Greater Bendigo Industrial Land Development Strategy;
- Integrated Transport and Land Use Strategy (ITLUS);
- Plan Greater Bendigo;
- Re-imagining Bendigo Creek;
- The Municipal Health and Wellbeing Plan;

- The Bendigo Region Destination Management Plan;
- The Rural Communities Strategy;
- The Bendigo City Centre Plan.

## Report

The dot points below set out the narrative that underpins the Economic Development Strategy:

- Taking action to improve Greater Bendigo's liveability depends in part on defining and acknowledging the core challenges the City is facing.
- Greater Bendigo, like cities and nations around the world, is being impacted by new agendas and challenges as the economy, technology and the environment changes.
- In the emerging new economy, new skills are in demand while old skills are being made redundant.
- There is a significant and widening gap between those in the community who are equipped to embrace change and those who are not – with people, households and communities already being 'left behind'.
- Those without the skills or the capacity to acquire them are being marginalised in their job prospects. Wealth and opportunities are not shared. An increasing number of people are unable to break out of this cycle of disadvantage and disengagement.
- Climate change is now more than a 'disruptor', it threatens our economy, our way of life and our future prosperity.
- The social and economic divide between those who are marginalised by change and those who are equipped to deal with it is widening. Understanding these key issues is the first step in developing a strategy to tackle them.
- As a regional city that takes a collaborative approach, we have an advantage and a unique opportunity to address these challenges as a whole community and affect meaningful change.
- At the same time, environmental challenges made greater by climate change pose a huge risk to our economic performance and the liveability of Greater Bendigo. In many cases climate change will impact greatest on those least able to cope.
- On a national and international scale, we are a relatively small city. We can use this to our advantage because we have the capacity to collectively embrace these challenges by mobilising our resources and our community to seriously address them.
- Collaboration is in our DNA and our networks of people and organisations give us a comparative advantage on the national and international stage.
- Working together we can make changes and provide opportunities to strengthen Greater Bendigo's economy, reduce the social and economic divide and embrace a collective approach to the environmental and economic challenges posed by climate change.
- If we fail to meet these challenges we will fall behind, relative to other cities nationally and internationally, we will fail our people and communities, and our goal of creating the world's most liveable community will not be met.
- While the pandemic is a major disruptor and has impacted many people and businesses, the emerging evidence is that the impact is less in regional centres with diverse economies such as Bendigo. Some important new opportunities have emerged as a result of the pandemic. An upfront section in the Strategy explores these opportunities.

The Strategy's vision is to - *shape an inclusive, sustainable and prosperous community where all people can thrive.*

The Strategy is based on a Framework which is to:

- Grow from within;
- Invest in all our people;
- Attract investment;
- See the bigger picture.

The Four Strategic Directions are:

1. Grow sustainable jobs and investment;
2. Increase liveability for all;
3. Better link jobs, education, skills and training offerings to the city and region;
4. Be widely envied as a leader in innovation, environmental and climate change initiatives.

The Strategy is based on 14 actions (which are detailed in the Strategy). There is progress already occurring on each of these actions. Actions are prioritised. As stated above, there is a collective approach in the Steering / Implementation Committee to advance each of the actions – they do not fall back on Council to lead and implement each action. There are some actions where Council will be the lead agency. Each action has nominated lead and support agencies.

The Strategy establishes measurable benchmarks and a series of statements about progress, which are detailed in the Strategy.

### Priority/Importance

Progressing this Strategy, particularly given the pandemic, is a high priority.

### Options/Alternatives

Council can choose not to adopt the Strategy and ask the Steering Committee to undertake further work.

### Risk Analysis

The uncertainty in respect to the pandemic means that there may be additional challenges and changes that the Strategy does not address.

## **Consultation/Communication**

### External Consultation:

The Steering Committee agreed that the Strategy would be informed by:

- Input and feedback from Councillor Briefings;
- Comments and submissions through community engagement;
- A major forum with over 80 students representing a wide range of schools in Greater Bendigo;

- Input and feedback from relevant Council Advisory Committees;
- Input and feedback from Directorates and Units within the City;
- Comments and submissions on the Discussion Paper which was released in July / August 2019;
- A consultation program with relevant State and Federal departments and agencies;
- Input and feedback from an Economic Strategy Advisory and Reference Group. That group, following an invitation to self-nominate, comprised the following organisations:
  - Goldfields Library Corporation
  - Department of Education and Training Bendigo
  - La Trobe University
  - Bendigo Manufacturing Group
  - Bendigo Sustainability Group
  - Maiden Gully Progress Association
  - RMCG Consultants
  - Bendigo Telco
  - Price Waterhouse Coopers
  - Kirkland Lake Gold Ltd
  - Goldfields LLEN
  - Central Victorian Agribusiness Forum
  - Fairbrother Construction
  - Tweed Sutherland Real Estate
  - Food Share
  - Small Business Victoria
  - Mclvor Times
  - The Discovery Centre
  - Real Estate Institute of Victoria

#### Internal Consultation:

The Discussion Paper and Draft Strategy were workshopped with a reference group formed from representatives of all relevant units across the City and from an open invitation to anyone who wanted to attend. The Discussion Paper was workshopped with the Managers of each Directorate.

#### **Resource Implications**

The Strategy was developed within the operating budget of the Regional Sustainable Development Unit. The initial implementation of the Strategy in 2020/2021 is also covered within the RSD Unit operating budget.

#### **Attachments**

Greater Bendigo Economic Development Strategy - *A stronger Greater Bendigo 2030 – embargoed until the Council meeting.*

## 5. ENVIRONMENTAL SUSTAINABILITY

### 5.1 SINGLE-USE PLASTIC POLICY

#### Document Information

**Author** Bridgette McDougall

**Responsible Director** Debbie Wood, Director Presentation and Assets

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#### Purpose

The purpose of this report is to present the Single-use Plastics Elimination Policy and seek approval for the implementation.

#### Summary

The City hosts, sponsors and provides access to a variety of events across the municipality throughout the year. Large events generate a significant amount of waste, predominantly Single-Use Plastic.

Single-Use Plastics includes but is not limited to plastic bags, balloons, straws, plastic bottled water, sauce sachets, plastic cutlery/plates/cups, takeaway containers such as polystyrene boxes and trays, disposable paper cups with plastic lining, plastic glitter, glow sticks, plastic promotional items and cling wrap. These items have a significant negative effect on the environment when disposed in landfill. Plastic of this kind is typically not recyclable in the kerbside stream, with few exceptions.

It is recommended that Council approve the elimination of Single-Use Plastic products from Events, and supports the promotion of viable alternatives (reusable, recyclable and compostable) where possible to assist the City in significantly reducing waste to landfill, reduce litter and encourage residents and event holders to act in a more sustainable way.

#### **RECOMMENDATION**

That Council approve the Single-use Plastics Elimination Policy.

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Policy Context

Community Plan Reference:

Greater Bendigo Community Plan 2017-2021

Goal # 5 Environmental sustainability

Objective # 5.1 Drawing on the One Planet Living* framework work to connect the health of the natural environment to the health and prosperity of our community

One Planet Living Framework

Greater Bendigo Environment Strategy 2016-2021

Background Information

The City hosts, sponsors and provides access to a variety of events across the municipality throughout the year. Large events generate a significant amount of waste, predominantly Single-Use Plastic.

Under the One Planet Living Framework, the City has a target for zero waste to landfill, this policy will assist in decreasing waste generated that is not recoverable and will encourage more sustainable practices within the organisation and the wider community.

A report was presented at Council Briefing on Monday July 20 to discuss the implementation of the policy to eliminate Single-Use Plastic from City held and supported Events.

Report

The City hosts, sponsors and provides access to a variety of events across the municipality throughout the year. Large events generate a significant amount of waste, predominantly Single-Use Plastic.

Single-Use Plastic has a significant negative effect on the environment when disposed in landfill. Plastic of this kind is typically not recyclable in the kerbside stream, with few exceptions.

The elimination of Single-Use Plastic products and the promotion of viable alternatives (reusable, recyclable and compostable) where possible will assist the City in significantly reducing waste to landfill, reduce litter and encourage residents and event holders to act in a more sustainable way.

Single-Use Plastic includes, but is not limited to, plastic bags, balloons, straws, plastic bottled water, sauce sachets, plastic cutlery/plates/cups, takeaway containers such as polystyrene boxes and trays, disposable paper cups with plastic lining, plastic glitter, glow sticks, plastic promotional items and cling wrap.

Options/Alternatives:

Approval of the Single-Use Plastic Elimination Policy will significantly reduce the amount of harmful litter generated and waste sent to landfill as a result of Events held across Greater Bendigo each year. This policy ties into the One-Planet Living principle of Zero

Waste and will promote a positive focus on reducing waste that cannot be recycled or composted.

Not approving the Single-Use Plastic Elimination Policy will enable single-use plastic to continue to be generated at Events across Greater Bendigo. This plastic is not recyclable in the kerbside stream, plastic is also not degradable and can break down into smaller, more harmful fragments and fibres that have a significant negative impact on our local environment.

Timelines: Commencement date is 1 September 2020.

Risk Analysis:

There is potential for adverse community reaction, this includes event attendees and event holders viewing the elimination of single-use plastic to be a challenge, change in attitude and behaviour is required to make this successful. In order to reduce this risk internal education will take place, the Resource Recovery and Education unit will meet with teams to advise of the changes and what they mean for Event holders and organisers. Ongoing support will be provided to all units and community groups who require advice and guidance with this change. A guide that provides easy to understand information about the changes has also been developed to assist in the transition.

Consultation/Communication

The Resource Recovery and Education extended team was present at two Moonlight Markets to discuss the changes with vendors as well as to engage with the community around correct sorting and waste disposal. This saw a significant decrease in diversion of waste from landfill.

Wording from this Policy also flows into the Healthy Facilities Policy and the Healthy Food and Catering Policy.

Internal Consultation: Internal consultation regarding the Single-Use Plastics Elimination Policy and has been undertaken with the Waste Project Control Group, the Manager and Coordinator group from the Tourism and Major Events Unit and the Manager of Community Partnerships.

External Consultation:

Prior to the cancellation of the 2020 Easter Festival, the food vendor provider 'Fiesta Catering' was consulted regarding the elimination of single-use plastics, they advised that this was certainly achievable, and several other Council areas already required this for festivals and events, therefore vendors were prepared to make the changes. Resource Recovery and Education staff also attended the Moonlight Market during December 2019 and January 2020 to understand what kind of products were being used and to discuss changes with vendors, as well as to help the community understand how to sort waste properly. Most acknowledged that many Councils were heading in this direction so they had already made changes or were looking into how they could transition packaging to be acceptable.

Resource Implications

Budget Allocation in the Current Financial Year: *Ongoing education and evaluation of the Policy budget is included in our existing education and engagement budget.*

Attachments

1. Single-Use Plastic Policy



WASTE WISE EVENTS SINGLE-USE PLASTIC POLICY

Approval Level:	Council
Policy Type:	Council
Approval Date:	20/07/2020
Review cycle:	Annual
Review Date:	20/07/2021
Responsible Officer:	Resource Recovery Development Coordinator
Owner:	Resource Recovery and Education
Responsible Director:	Presentation and Assets
Relevant Legislation/Authority:	Environment Protection Act 1970
DOCSETID:	Click here to enter text.

1. PURPOSE

This policy provides a framework for the elimination of Single-Use Plastics where possible at Events run by the City and Events held on City owned or managed property including open space such as parks and gardens, buildings, venues and roads.

2. BACKGROUND

- 2.1 The City hosts and sponsors a variety of Events across the municipality throughout the year. The City also provides access to a variety of different venues for the community to hold Events. Large Events generate a significant amount of waste, predominantly Single-Use Plastic.
- 2.2 Single-Use Plastic has a significant negative effect on the environment when disposed in landfill. Plastic of this kind is typically not recyclable in the kerbside stream, with few exceptions. Plastic also is not degradable and can break down into smaller, more harmful fragments and fibres. Those plastic fragments and fibres are being found in marine and human food chains.
- 2.3 The elimination of Single-Use Plastic products and the promotion of viable alternatives (reusable, recyclable and compostable) where possible will assist the City in significantly reducing waste to landfill, reduce litter and encourage residents and Event holders to act in a more sustainable way.



- 2.4 This policy aligns with the One Planet Living Framework and Zero Waste, reducing waste, reusing where possible, and ultimately sending zero waste to landfill.

3. SCOPE

This policy applies to all Events conducted on land, in buildings, at venues and on roads owned or managed by the City. This policy also applies to all Events sponsored by the City.

This policy applies to all staff and non-staff Events at the City of Greater Bendigo.

It applies to:

- meetings, events and functions (for internal and external attendees)
- fundraising occurring on the City's premises
- Council briefings and meetings
- prizes and giveaways
- sponsorship deals
- food and drink items sold within the premises i.e. employee kitchens, tearooms and office areas
- food provided by external groups or individuals utilising Council run or managed buildings or facilities
- All staff Christmas party/s
- Venues where Council has on-site catering under a commercial arrangement (i.e. Ulumburra, The Capital, Town Hall)

4. DEFINITIONS

In this policy:

City means the Greater Bendigo City Council, being a body corporate constituted as a municipal Council under the *Local Government Act 1989* (Vic).

Councillor means the individual holding the office of a member of Greater Bendigo City Council.

Event means any planned activity that occurs in a certain place, during a certain time, which involves a small or large gathering of people and has some level of impact on the immediate surroundings. This includes, but is not limited to, markets, festivals, parties, conferences, meetings, workshops, functions and civic, commercial and community events.

Single-Use Plastic means a disposable plastic product that designed to be used once or for a short period of time before disposal. Single-Use Plastic includes, but is not limited to, plastic bags, balloons, straws, plastic bottled water, sauce sachets, plastic cutlery/plates/cups, takeaway containers such as polystyrene boxes and trays, disposable paper cups with plastic lining, plastic glitter, glow sticks, plastic promotional items and cling wrap.

Staff means employees, students, agents, and volunteers engaged directly by the City as well as all contractors either engaged by the City or by an authorised contractor of the City.



5. PRINCIPLES

5.1 The City's waste management and resource recovery activities need to align with the waste management hierarchy, this hierarchy highlights the most preferred option for the management of waste starting with the need to avoid waste altogether, it moves through stages of reducing, recycling, recovery and treatment before the least preferred option for waste management is used which is disposal in landfill. The principles of this policy are to avoid and reduce waste generated at Events that are then unable to be recycled or recovered and must be disposed of in landfill.

5.2 The following principles underpin this policy:

- waste minimisation;
- maximise the use of resources by recycling and composting;
- sustainability; and
- shared responsibility.

6. POLICY

6.1 General

6.1.1 With the exception of clause 6.2, Single-Use Plastic must not be used or distributed at Events conducted on land, in buildings, at venues and on roads owned or managed by the City.

6.1.2 Access to free drinking water must be provided where possible with clear signage available around the Event.

6.1.3 Event organisers should seek certified compostable items as an alternative to Single-Use Plastics.

6.1.4 Event organisers are required to submit a waste management plan to secure an Event booking.

6.1.5 Consideration must be given when supplying promotional giveaways at City run or managed Events, buildings and facilities to avoid plastic material.

6.1.6 Event organisers are required to educate Event staff and Event attendees on Single-Use Plastic free practices, promoting re-use and a litter free event environment.

6.1.7 Event signage (including promotional banners and flags) is to be re-used where possible.

6.1.8 The Event site, road or venue must be left litter free and returned to the conditions pre-Event.



6.2 Exemptions

- 6.2.1 Exemptions can be made for health and safety reasons where there is no viable alternative or substitute product. All exemptions need to be approved by the Resource Recovery and Education prior to the Event.
- 6.2.2 Bottled water is permitted to be sold by stallholders at Events.
- 6.2.3 Plant based plastics that meet the Australian Composting Standards are permitted if no alternative products can be found, approval is required by the Resource Recovery and Education unit prior to the Event.

6.3 Non compliance

- 6.3.1 The City will support and assist organisations or individuals organising an Event to comply with this policy.
- 6.3.2 If an organisation or individual does not comply with this policy, the Event may not be supported or approved by the City in the future.
- 6.3.3 Events on City managed land will need to commit to comply with the policy before any City sponsorship for that Event is approved.

7. ROLES AND RESPONSIBILITIES

7.1 Staff Responsibilities

- the Resource Recovery and Education team and will assist and provide guidance to Event planners, organizers, and participants;
- all City Staff will ensure that Events run by their unit or team comply with all Single-Use Plastic policy requirements;
- City Event staff ensure that Events sponsored by the City comply with all Single-Use Plastic policy requirements during the planning and organizing and delivery phases; and
- City Event staff and the Resource Recovery and Education team ensure that poor adherence to the policy is addressed and guidance is provided to rectify this. Where necessary the Resource Recovery and Education team and City Event staff make recommendations that these Events are not supported or approved by the City.

7.2 Community Members, Groups and other Organisations Responsibilities

- ensure that vendors and Event attendees are aware of, and understand the Single-Use Plastics Policy and that they comply with the policy;

7.3 Councillor Responsibilities

- advocate for compliance with the Single-Use Plastics Policy within the community; and
- support the ongoing implementation of the Single-Use Plastics Policy



8. RELATED DOCUMENTS

Readers are encouraged to access relevant documents and/or resources which are available as per the below.

These include:

Waste Wise Events Guide

Greater Bendigo Environment Strategy

Further information or advice on this policy should be directed to Resource Recovery and Education

9. HUMAN RIGHTS COMPATIBILITY

The implications of this policy have been assessed in accordance with the requirements of the Victorian Charter of Human Rights and Responsibilities.

10. ADMINISTRATIVE UPDATES

It is recognised that, from time to time, circumstances may change leading to the need for minor administrative changes to this document. Where an update does not materially alter this, such a change may be made administratively. Examples include a change to the name of a City unit, a change to the name of a Federal or State Government department, and a minor update to legislation which does not have a material impact. However, any change or update which materially alters this document must be made through consultation with the staff Consultative Committee and with the approval of EMT or where required, resolution of Council.

11. DOCUMENT HISTORY

Date Approved	Responsible Officer	Unit	Change Type	Version	Next Review Date
<i>Month, year</i>	<i>Insert initials</i>	<i>Business Unit</i>	<i>Eg. Develop, Review (significant) Review (administrative), Update</i>	<i>Increase version number each time document is updated/changed</i>	<i>Month, year</i>
<i>Month, year</i>	<i>Insert initials</i>	<i>Business Unit</i>	<i>Eg. Develop, Review (significant) Review (administrative), Update</i>	<i>Increase version number each time document is updated/changed</i>	<i>Month, year</i>

6. EMBRACING OUR CULTURE AND HERITAGE

Nil.

7. LEAD AND GOVERN FOR ALL

7.1 IMPLEMENTATION OF THE LOCAL GOVERNMENT ACT 2020

Document Information

Author Peter Hargreaves, Coordinator Civic and Governance Support; Jen Nolan, Policy and Legal Support Officer; Rebecca Maple, Legal Support Officer

Responsible Director Andrew Cooney, Director Corporate Performance

Purpose

The purpose of this report is to seek Council adoption of key documents that form part of the *Local Government Act 2020* and must be implemented by 1 September 2020.

Summary

The *Local Government Act 2020* (**the 2020 Act**) received Royal assent on 24 March 2020 and replaces to a large extent the *Local Government Act 1989* (**the 1989 Act**) in governing the way Councils operate in Victoria.

The 2020 Act specifies overarching governance principles for Councils including:

- Achieving the best outcomes for the municipal community, including future generations;
- Promoting the economic, social and environmental sustainability of the municipal district, including mitigation and planning for climate change risks,
- Engaging the municipal community in strategic planning and strategic decision making;
- Ensuring Council's ongoing financial viability;
- Ensuring the transparency of Council decisions, actions and information.

The 2020 Act is being proclaimed in four key stages. Stage one enacted the Overarching Governance Principles. Stage two requires Council develop and implement several key documents by 1 September:

1. Public Transparency Policy
2. Governance Rules
3. Election Period Policy
4. Council Expenses and Councillor Support Policy
5. Audit and Risk Charter
6. Updated delegations

7. Integration of new provisions for Delegated Committees/Community Asset Committees. See separate report following.

Adoption of each of these key documents will ensure Council's legislative compliance during the transition period.

RECOMMENDATION

That Council:

1. Adopt the attached Public Transparency Policy, Governance Rules, Election Period Policy, Councillor Expenses and Support Policy and Audit and Risk Committee Charter
2. Re-Appoint the independent members of the Audit and Risk Committee as follows:

Committee Member	Commencement	End of Term
Mr Warren Pollock	1 September 2020	1 October 2022
Mr Graham Bastian	1 September 2020	1 October 2020
Mr Shannon Buckley	1 September 2020	1 October 2021
Ms Jovana Obradovic-Tantra	1 September 2020	1 October 2021

3. Delegate power as required from Council to the CEO and staff in line with the instruments of delegation below:
 - a) Approve the attached S5 Instrument of Delegation from Council to the Chief Executive Officer
 - b) Authorise the Chief Executive Officer to execute and affix Council's common seal to the S5 Instrument of Delegation from Council to the Chief Executive Officer
 - c) Approve the attached S6 Instrument of Delegation from Council to Members of Council Staff
 - d) Authorise the Chief Executive Officer to execute and affix Council's common seal to the S6 Instrument of Delegation from Council to Members of Council Staff

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## **Policy Context**

Adherence to Council's legislative obligations under the *Local Government Act 2020* (Vic).

Community Plan Reference:

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

Goal 1: Lead and govern for all

## Report

The details of the attached Public Transparency Policy, Governance Rules, Election Period Policy, Councillor Expenses and Support Policy and Audit and Risk Committee Charter are provided below. You will see the key points highlighted and the process of community engagement including submissions, if any.

### 1. Public Transparency Policy

The adoption and maintenance of a Public Transparency Policy is a new requirement of Victorian Councils.

The purpose of the Policy is to support open and accountable conduct and the public availability of council information. It will also foster timely access to information and community awareness and understanding of what Council information is available and how to access it.

The draft Policy (**Attachment 1**) was developed drawing on the model Public Transparency Policy prepared by the Department of Environment, Land, Water and Planning (DELWP) in collaboration with the local government sector. The policy applies to Councillors and Council staff.

The draft Policy gives effect to the following public transparency principles set out in the 2020 Act:

- Council decision making processes must be transparent except when the Council is dealing with information that is confidential by virtue of the 2020 Act or any other Act;
- Council information must be publicly available unless –
  - the information is confidential by virtue of the 2020 Act or any other Act;
  - or public availability of the information would be contrary to the public interest;
- Council information must be understandable and accessible to members of the municipal community; and
- public awareness of the availability of Council information must be facilitated.

#### *Policy Implementation*

In order to achieve the goals of the Policy, a significant amount information will be placed online for public access. This process will take some time to achieve and will be monitored over the first 12 months of operation.

#### **Consultation/Communication**

##### Internal Consultation:

In developing the draft Policy consultation was undertaken internally and feedback incorporated into the draft that was placed on public exhibition.

External Consultation:

The draft Policy was placed on public exhibition for community consultation on the City website from 8 to 29 July 2020. Information in relation to the draft Policy was also promoted through five public notices in local print media, notice in a Council e-newsletter with approximately 850 subscribers, media releases, the City's website and social media platforms.

In total one submission was received during the exhibition period:

| Submission by Kathryn Stanislawski                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>Questions on Public Transparency Policy</b></p> <p>What is the step change this policy brings to the organisation?<br/>           How will you measure successful achievement of the policies objectives/purpose?<br/>           Will you review your current information delivery strategies?<br/>           Will you actively seek to demonstrate/communicate, that your decisions are in the interests of the greater good?<br/>           How will you share this and other policies in a manner that is better suited to the general public?</p> <p><b>Comments/questions regarding the intersection with the Community Engagement Policy</b></p> <p>CoGB has many many many policies, strategies and plans. Sometimes over-information prohibits understanding and engagement as much as a lack of information.</p> <p>The COGB produces beautiful documents, most often with great intent, but there are so many of them. It is exhausting wading through them all and creates confusion and lack of transparency.</p> <p>The policy should explicitly recognise the types of decisions that the community will be engaged about and the public participation goals (inform, consult etc), and how and why they are applied - rather than leave the reader to find these in the Community Engagement Policy.</p> <p>What will you be doing differently to what has already been delivered (eg. via the Community Engagement Policy, or what is already available on the website?).</p> <p>Will you actively pursue information from all sectors of the community, not just the loudest voices, deepest pockets or the same olds? This is an endless challenge for the public sector bringing in more voices and perspectives to decision making, but it is something that genuinely engagement attempts to achieve.</p> <p>Will you review your current information delivery strategies and seek advice from the community about how they would like to be engaged, and seek continuous feedback about how you are going?</p> |
| Officer Response and Recommendation                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| <p>The submission poses a number of questions regarding the operation of the draft policy and the intersection with the Community Engagement Policy. Some comments and questions relate to the Community Engagement Policy and not the policy under review. No changes are recommended in response to the submission. A formal response will be provided to the submitter which addresses the questions raised.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |

## 2. Governance Rules

Section 60 of the 2020 Act requires that Council develop, adopt and apply Governance Rules that describe the way it will conduct Council meetings and make decisions.

The draft Rules largely replace the Council's Local Law – Process of Municipal Government (2020) which currently governs meeting procedure, election of the Mayor and Deputy Mayor and use of the common seal.

The proposed Governance Rules (**Attachment 2**) have been prepared based on both the current Local Law, the DELWP model rules developed in consultation with local government sector. The Rules address all areas mandated by the 2020 Act including:

- the conduct of Council meetings;
- the conduct of meetings of delegated committees;
- the form and availability of meeting records;
- the election of the Mayor and the Deputy Mayor;
- the appointment of an Acting Mayor in circumstances where the Mayor is unable to undertake his/her duties;
- the procedures for the disclosure of a conflict of interest by a Councillor; and
- the disclosure of a conflict of interest by a member of Council staff.

The Rules also include:

- expanded provisions on the role of the Chairperson;
- the roles at Council Meetings of Councillors, the CEO and members of the public, members of delegated committees;
- more guidance on the standard of behaviour expected of Councillors, staff and members of the public attending Council meetings, and
- time limits for meetings.

Under the 2020 Act the Governance Rules must also include rules for the conduct of Council during election or caretaker periods, through an Election Period Policy. See item 3 below.

Once adopted the Governance Rules will replace all sections of the Council Local Law – Process of Municipal Government 2020 except those dealing with use of the common seal, maintenance of order, removal of a person from chambers and infringement notices.

### Consultation/Communication

#### Internal Consultation:

In developing the draft Rules internal consultation was undertaken with Councillors including through an informal workshop and feedback was incorporated into the draft Rules that were placed on public exhibition.

### External Consultation:

The draft Rules were placed on public exhibition for community consultation on the City website from 15 to 29 July 2020. Information in relation to the draft Governance Rules was also promoted through five public notices in local print media, notice in a Council e-newsletter with approximately 850 subscribers, media releases, the City's website and social media platforms.

No public submissions were received during the exhibition period.

### **3. Election Period Policy**

Section 60 of the 2020 Act requires that an Election Period Policy be included Council's Governance Rules.

In drafting the new Policy, Governance staff took into account the requirements of the 2020 Act and benchmarked the existing Policy against those of other Victorian Councils and incorporated numerous improvements.

The draft new Policy (Attachment 3) is designed to ensure that the general elections for the City are conducted in a manner that is ethical, fair and equitable.

The Policy specifies procedures intended to prevent the Council from making inappropriate decisions, taking inappropriate actions or using resources inappropriately during the Election Period before a general election, a by-election and at other times as specified

In accordance with Section 69 of the 2020 Act the Policy prohibits the following during the election period:

- decisions regarding the appointment or remuneration of the Chief Executive Officer but not to the appointment of or remuneration of an Acting Chief Executive Officer;
- decisions committing Council to expenditure exceeding one per cent of the Council's income from general rates, municipal charges and service rates and charges in the preceding financial year;
- decisions on items where Council considers could be reasonably deferred until the next Council is in place;
- decisions the Council considers should not be made during an election period; and
- decisions that would enable the use of Council's resources in a way that is intended to influence, or is likely to influence, voting at the election.

The Policy also:

- prohibits the use of Council resources for any election campaign, including Federal, State or Council elections.
- sets out the conditions for any community engagement required to be undertaken during an election period;

- sets out the requirements for any Council publications during the election period to ensure Council does not publish materials that relate to issues that are the subject of election campaigns;
- defines roles and responsibilities in relation to who is the spokesperson for Council during an election period; and
- proposes the suspension of Council Advisory Committees during the Election Period ahead of a general Council election.

### **Consultation/Communication**

#### Internal Consultation:

In developing the draft Policy consultation was undertaken internally and feedback incorporated into the draft Policy that was placed on public exhibition.

#### External Consultation:

The draft Policy was placed on public exhibition for community consultation on the City website from 15 to 29 July 2020. Information in relation to the draft Election Period Policy was also promoted through five public notices in the local print media, notice in a Council e-newsletter with approximately 850 subscribers, media releases, the City's website and social media platforms.

No public submissions were received during the exhibition period.

## **4. Councillor Expenses and Support Policy**

Section 40 of the 2020 Act provides that a council must reimburse out of pocket expenses of Councillors and members of a delegated committee and that a council must provide details of these reimbursements to the Audit and Risk Committee (see item 5).

To support this requirement the 2020 Act requires that Council must adopt and maintain an expenses policy in relation to the reimbursement of these out-of-pocket expenses.

Council adopted an Expenses and Support Policy in 2015 but a new draft was developed in response to new requirements under the 2020 Act, provisions recommended in a DELWP model policy and process improvements identified by the Governance Unit.

The proposed Policy is based on the principle that Councillors will be reimbursed for out-of-pocket expenses that are:

- bona fide expenses; and
- have been reasonably incurred in the performance of the role of Councillor; and
- are reasonably necessary for the Councillor to perform this role

In accordance with the 2020 Act the draft Policy (**Attachment 4**):

- includes procedures to be followed in applying for reimbursement and in reimbursing expenses;
- provides for the reimbursement of child care costs where the provision of child care is reasonably required for a Councillor or member of a delegated committee to perform their role; and



- has regard to expenses incurred by a Councillor who is a carer (in a care relationship within the meaning of section 4 of the Carers Recognition Act 2012).

The draft Policy also includes process improvements regarding:

- how claims are lodged;
- documentation; and
- supporting evidence.

The draft Policy is supported by new administrative procedures providing for more efficient processing and handling of claims via an online method.

The draft Policy and procedures provide clearer guidance on what are reasonable expenses for approved travel and accommodation. For the first time they link the level of entitlements to the Australian Tax Office schedule.

Councillors receiving travel funding will be required to submit a verbal and written report within one month of travel including the purpose of the trip and the benefits to the Council/community.

## 5. Audit and Risk Charter

Similarly to the 1989 Act, the 2020 Act requires that Councils establish an Audit and Risk Committee to support Council to discharge its responsibilities in complex areas where specialist skills and experience are needed.

The draft Charter (**Attachment 5**) was developed using the DELWP model Audit and Risk Committee Charter developed following a sector-led engagement process. Consideration was also given to the current charter developed in 2018 and engagement with the current committee on methods to continue to improve the operation of the committee.

In accordance with the 2020 Act the draft Charter specifies the following functions and responsibilities:

- monitor the compliance of Council policies and procedures with the overarching governance principles and the Act and any regulations and Ministerial directions;
- monitor Council financial and performance reporting
- monitor and provide advice on risk management and fraud prevention systems and controls; and
- oversee internal and external audit functions.

The 2020 Act also requires the Committee undertake an annual assessment of its performance against the Audit and Risk Committee Charter. A workplan for the Committee has also been developed and addresses the key areas of the Charter.

The workplan and a document outlining the review of the City's Internal Control Environment will be presented at the next Audit and Risk Committee meeting to be endorsed. These documents will provide the structure for the legislated reporting through to Council.

### *Audit and Risk Committee Membership*

The Audit and Risk Committee consists of the following members:

#### ***Independent Members***

| Committee Member           | Appointment    | Date Re-appointed | Review Date    |
|----------------------------|----------------|-------------------|----------------|
| Mr Warren Pollock          | 1 October 2016 | 1 October 2019    | 1 October 2022 |
| Mr Graham Bastian          | 1 October 2014 | 1 October 2017    | 1 October 2020 |
| Mr Shannon Buckley         | 1 October 2018 | N/A               | 1 October 2021 |
| Ms Jovana Obradovic-Tantra | 1 October 2018 | N/A               | 1 October 2021 |

#### ***Council Representatives***

| Committee Member     | Initial Appointment | Date Re-appointed | Review Date |
|----------------------|---------------------|-------------------|-------------|
| Cr Margaret O'Rourke | 19 December 2016    | 20 November 2019  | Annually    |
| Cr Jennifer Alden    | 12 December 2018    | 20 November 2019  | Annually    |
| Cr Andrea Metcalf    | 20 November 2019    | N/A               | Annually    |

The current membership of the Audit and Risk Committee meets the requirements of the Act. It is proposed that the membership of the current Committee continue unchanged under the revised Charter, noting that the appointment of the current Council representatives will be reviewed following the election in November 2020.

### **Consultation/Communication**

Independent and Council members of the Audit and Risk Committee participated in consultation with their feedback being incorporated into the draft Audit and Risk Committee Charter.

## **6. Updated delegations**

An instrument of delegation is a written document that specifies what powers are delegated and to whom.

Delegations empower employees with the authority to make binding decisions on behalf of the Council. This enables timely decisions to be made on the front line, by employees or committees with the required specialised knowledge. For example most decisions on planning permit applications are made by planning officers with the right level of expertise or qualification, subject to appropriate oversight.

Council currently provides a broad delegation of duties and powers to the CEO (subject to several limitations). The delegation is set out in the S5 Instrument of Delegation from Council to Chief Executive Officer authorised by Resolution of Council on 21 November 2018.

Council also delegates legislative powers to specific members of staff. These delegations are set out in the S6 Instrument of Delegation from Council to Members of Council Staff authorised by Resolution of Council on 17 July 2019.

Section 11 of the 2020 Act gives Council the authority to delegate any power, duty or function to the CEO and provides that unless revoked sooner, a delegation made under the 1989 Act will expire on 1 September 2020.

Decisions made without proper authority due to expiry can put the City at risk, both legally and financially.

With the introduction of the 2020 Act the opportunity was taken to review all existing delegations against the new Act and to incorporate changes in any other legislation made, on or after 28 January 2020 to ensure employees have authority to continue making binding decisions on behalf of the City after 1 September 2020.

As a result, updated instruments of delegation have been prepared for Council's consideration:

- S5 Instrument of Delegation from Council to Chief Executive Officer (Attachment 6(a))
- S6 Instrument of Delegation from Council to Members of Council Staff (Attachment 6(b))

The updated instruments do not significantly change the way the City operates or materially increase the authority delegated from Council. The delegation from Council to Chief Executive Officer clarifies the limitations on a CEO's powers through minor amendments and the delegation from Council to members of staff was updated to reflect the commencement of the 2020 Act, as well as the commencement of some changes to the *Residential Tenancies Act 1997* (Vic).

## **Consultation/Communication**

### Internal Consultation:

Consultation was undertaken across the organisation. The draft instruments were circulated to all managers and directors for review. With that feedback received, the instruments were revised prior to a final draft being developed.

### External Consultation:

No external consultation was necessary

### Risk Analysis:

*Public Transparency Policy, Governance Rules, Election Period Policy, Councillor Support and Expenses Policy, Audit and Risk Committee Charter*

Council has a statutory obligation to prepare and implement these Policies, rules and Charter by 1 September or risk non-compliance with the 2020 Act.

### *Updated delegations*

If Council delegations are not updated prior to 1 September 2020, decisions made without proper authority can put the city at risk both legally and financially.

### **Resource Implications**

*Public Transparency Policy, Governance Rules, Election Period Policy, Councillor Support and Expenses Policy, Audit and Risk Committee Charter*

The adoption of the Policies, Rules and Charter are estimated to be budget neutral.

### **Attachments**

1. Draft Public Transparency Policy
2. Draft Governance Rules
3. Draft Election Period Policy
4. Draft Councillor Expenses and Support Policy
5. Audit and Risk Charter
6. a) S5 Instrument of Delegation from Council to Chief Executive Officer
6. b) S6 Instrument of Delegation from Council to Members of Council Staff (separated document)



























































































































































































## 7.2 DELEGATED COMMITTEE BENDIGO MAUBISSE FRIENDSHIP COMMITTEE

### Document Information

**Authors** Steven Abbott, Manager Community Partnerships, 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 seek Council endorsement for new documents and appointments governing the operations of the Bendigo Maubisse Friendship Committee in accordance with the new Local Government Act 2020.

### Summary

As mentioned in the previous report, the *Local Government Act 2020* (**the 2020 Act**) received Royal assent on 24 March 2020 and replaces to a large extent the *Local Government Act 1989* (**the 1989 Act**) in governing the way Councils operate in Victoria.

The 2020 Act is being proclaimed in four key stages. Stage two requires Council develop and implement new provisions for Delegated Committees by 1 September 2020.

Council has only one Special or Delegated Committee – the Bendigo Maubisse Friendship Committee (**BMFC**).

This report recommends the adoption of new governance documents, including instruments of delegation, to allow the Committee to operate as a Delegated Committee to comply with the provisions of the 2020 Act.

It is recommended that this delegation is approved to apply for 12 months, commencing the day the instrument of delegation is executed by the City. This will enable the Committee to transition to an Incorporated Entity independent of Council.



## **RECOMMENDATION**

That Council:

1. Approve for the Bendigo Maubisse Friendship Committee to be a delegated Committee of Council for the period of 12 months
2. Approve the attached C2 Instrument of Delegation and Appointment to Bendigo Maubisse Friendship Committee
3. Authorise the Chief Executive Officer to execute and affix Council's common seal to the C2 Instrument of Delegation and Appointment to Bendigo Maubisse Friendship Committee
4. Approve the attached C4 Instrument of Delegation from Council to Bendigo Maubisse Friendship Committee
5. Authorise the Chief Executive Officer to execute and affix Council's common seal to the C4 Instrument of Delegation from Council to Bendigo Maubisse Friendship Committee
  - a) Adopt the attached Terms of Reference relating to the operation of the Bendigo Maubisse Friendship Committee
  - b) Confirm the appointment of the following people to the Bendigo Maubisse Friendship Committee:

| Name                       | Membership Type      | Term - Years | Expiry 19 Aug   |
|----------------------------|----------------------|--------------|-----------------|
| Mayor Cr Margaret O'Rourke | Councillor/Chair     |              | 24 October 2020 |
| Cr Jennifer Alden          | Councillor/Committee |              | 24 October 2020 |
| Deborah Blake              | Treasurer/Committee  |              | 24 October 2020 |
| Cameron Bell               | Committee            |              | 24 October 2020 |
| Bradley Christian          | Committee            | 1            | 2021            |
| Jenny Feiss                | Committee            | 1            | 2021            |
| Rod Flavell                | Committee            | 1            | 2021            |
| Susan Griffiths            | Committee            | 1            | 2021            |
| John Jones                 | Committee            | 1            | 2021            |
| Rebecca Lee                | Secretary            | 1            | 2021            |
| Amanda Lonergan            | Committee            | 1            | 2021            |
| Milton Long                | Committee            | 1            | 2021            |
| Sheree Pickles             | Committee            | 1            | 2021            |
| John Williams              | Committee            | 1            | 2021            |
| Vacant positions (4)       | Committee            | 1            | 2021            |

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Policy Context

Community Plan Reference:

Adherence to Council's legislative obligations under the *Local Government Act 2020* (Vic).

Community Plan Reference:

City of Greater Bendigo Community Plan 2017-2021:

Goal 1: Lead and govern for all

Report

From time to time for a range of reasons, Councils form committees and delegate to them a range of powers to make decisions on behalf of the Council.

The 2020 Act recognises:

- Community asset committees – committees delegated with the powers of the council, for the purpose of managing a community asset in the municipal district.
- Delegated committees - a committee formed by a council and delegated to exercise a power or undertake a duty or function as if it is the council. These are highly controlled under the Act given their ability to exercise statutory functions and powers on behalf of the council.

The 2020 Act has changed the governance requirements for these committees.

There are no committees with delegated Council powers managing community Greater Bendigo assets and therefore there is no requirement for Council to take action under the revised provisions of the 2020 Act.

However, there is a special or delegated committee of Council impacted by the provisions of the 2020 Act.

The Bendigo Maubisse Friendship Committee (BMFC) is a Special Committee of Council and has operated through an Instrument of Delegation under section 86 of the 1989 Act since 2006/2007. This delegation expires on 1 September 2020.

The BMFC works with the Greater Bendigo community in undertaking significant community development activities across the sub-district of Maubisse, Timor Leste.

In 2019 the City and the BMFC recognised the need to carefully review the goals, sustainability and governance model of the BMFC in preparation for the 2020 Act and in recognition of the changing nature of needs in Timor Leste and the role of the City in continuing to significantly support those needs.

The *Bendigo-Maubisse Friendship Committee Strategy: 2020 – 2024* has been developed to enable ongoing sustainability of important work carried out by the BMFC for Maubisse, a Timorese community that whilst making progress is still very much in need.

Following consideration of the governance options, it is anticipated that the BMFC committee will continue in its current form as a Special Committee of Council for a twelve-month period while a transition to an Incorporated Entity is pursued.

It is recommended that the BMFC transition to a Delegated Committee to comply with provisions under the 2020 Act.

To ensure the BMFC continues to exercise its power, duties and functions after 1 September 2020 two instruments of delegation have been prepared for Council's adoption.

The proposed instruments are for a twelve-month period while a transition to an Incorporated Entity is pursued:

- C2 Instrument of Delegation and Appointment to Bendigo Maubisse Friendship Committee (Attachment 1).

This instrument sets out the powers and functions of the BMFC and recommendation appoints current members to the BMFC as a Delegated Committee:

Mayor Cr Margaret O'Rourke
Cr Jennifer Alden
Cameron Bell
Deborah Blake
Bradley Christian
Jenny Feiss
Rod Flavell
Susan Griffiths
John Jones
Rebecca Lee – City of Greater Bendigo
Amanda Lonergan
Milton Long
Sheree Pickles
John Williams
Vacant positions (4)

From the date of this Council Meeting, there are a number of vacancies for members of the Committee which will be filled by a resolution of Council at a later date.

Along with new Instruments of Delegation for the BMFC, new Terms of Reference are required to guide the operation of the Instrument. The draft Terms of Reference are attached (**Attachment 2**).

- C4 Instrument of Delegation from Council to Bendigo Maubisse Friendship Committee (Attachment 3)

This instrument sets out the Council powers and functions delegated to the BMFC along with exceptions, conditions and limitations.

Risk Analysis:

Bendigo Maubisse Friendship Committee

If the Council delegations are not updated prior to 1 September 2020 the committee will not have the necessary authority to carry out its functions on behalf of Council.

Consultation/Communication

Internal Consultation

Internal consultation was undertaken across the organisation by the Governance Unit in relation to Council's existing committees. Further consultation was undertaken in developing specific instruments for the BMFC.

External Consultation:

The BMFC conducts monthly meetings, chaired by Mayor Cr Margaret O'Rourke and attended by Cr Jen Alden as the Councillor Representatives. The meetings are open to the public and are held on the first Friday of every month.

The Strategic Plan development process has been a collaborative activity undertaken across many months within the BMFC and led by the City's Community Partnerships Officer.

Resource Implications

Bendigo Maubisse Friendship Committee

Council will need to consider additional internal resources to develop and support the new governance and administrative structure of the committee, and the implementation of the Strategic Plan.

A conservative estimate is that this support is likely to increase by 50% related to report writing and administrative functions. The additional work will impact on the ability to undertake other planned tasks.

Further, Council has funded the BMFC since the 2006/07 financial year with an initial establishment grant of \$65,000 and \$50,000 for each subsequent year, totalling \$715,000.

Council has included budget allocation of \$20,000 for a twelve-month continuation of the Community Partnerships Officer in the 2020/21 budget.

An additional request for Council to consider a budget proposal for the 2021/22 financial year to help the BMFC transition to a separate community organisation, including the establishment of an MOU outlining the ongoing relationship with City of Greater Bendigo is likely to be made and will be in the order of \$20,000 - \$50,000 with a portion of that extended over multiple years (e.g. for insurance coverage). This request will be considered alongside other community budget submissions in due course.

Attachments

1. C2 Instrument of Delegation and Appointment to Bendigo Maubisse Friendship Committee
2. Terms of Reference for the Bendigo Maubisse Friendship Committee
3. C4 Instrument of Delegation from Council to Bendigo Maubisse Friendship Committee

7.3 BENDIGO STADIUM LIMITED FINANCIAL UPDATE

Document Information

Authors Ben Devanny, Manager Business Services and
Nathan Morsillo, Manager Financial Strategy

Responsible Director Andrew Cooney, Director Corporate Performance

Purpose

Bendigo Stadium Limited (BSL) is considering refinancing its existing finance arrangements to take advantage of the current low variable interest rates and provide a level of cash flow relief for the organisation.

Council is the guarantor of BSL's existing loan. As part of the consideration of the revised financing arrangements, BSL has again requested Council to guarantee the proposed load.

Summary

Like many businesses in community sport, hospitality, event and gaming, COVID-19 has forced the closure of all non-essential business activities since March 2020. This has significantly impacted BSL's financial performance.

BSL has an existing long-term loan, which the City guarantees. BSL is considering refinancing this existing loan to take advantage of the current low variable interest rates and provide a level of cash flow relief for the organisation.

An external firm engaged by the City has reviewed the models and scenarios relating to cashflow and budget prepared by BSL to provide assurance to the City of their accuracy. This review has now been completed.

RECOMMENDATION

That Councillors endorse Council acting as guarantor for a refinanced loan arrangement up to \$13M.

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#### Policy Context

Loan Guarantee Policy

Community Plan Reference:

City of Greater Bendigo Community Plan 2017-2021:

- Goal 1                    Lead and govern for all
- Effective community engagement will guide well-informed, responsive decision-making and financially responsible resource allocations, which are transparent and accountable.
- Objective 1.4            Be accountable and efficient in its use of the community's money.
- 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 2.3            Promote community connection.
- Goal 3                    Strengthening the economy
- Advocacy, innovation and support to grow jobs, attract visitors and diversify the local and regional economy
- Objective 3.1            Support our local businesses and industry to be strong, vibrant and to grow and develop.

### **Background Information**

The Bendigo Stadium is a major asset of the City of Greater Bendigo, hosting weekly community sporting programs along with major sporting and entertainment events.

BSL has been a tenant of the Council since approximately 1989, operating the West Bendigo Stadium which Council owns. The BSL has overseen the running of domestic basketball in Bendigo and also supports a successful national team to allow local basketballers to fulfil their ambition and provide an opportunity of playing basketball at the highest level.

BSL has positioned itself in the hospitality and events industry, with several venues that provide bistro, bar and poker machines.

Bendigo Stadium is recognised as one of the most progressive sporting venues in regional Australia. The Bendigo Stadium attracts over 12,000 patrons each week, through operating as a sports venue for domestic volleyball and basketball competitions as well as being a licensed club venue with 10,000 members.

Bendigo Stadium is also home to our very own Bendigo Spirit and Bendigo Braves elite basketball teams providing our grassroots athletes a chance to play at the highest level in Bendigo.

In 2016 Council agreed to guarantee BSL's loan of \$11M with a payback period of 10 years as part of enabling the redevelopment and building of the new Stadium.

Since March BSL has not operated bistro, gaming or hosted events due to COVID-19. This has hindered BSL's financial performance and will continue to have a profound effect for many months post-COVID.

## Report

BSL's business model is based on hospitality, events, and community sport. Within the current COVID restrictions, these have been considered non-essential and were forced to close by the State Government as at 23 March 2020.

The COVID-19 government restrictions will continue to inhibit BSL's revenue. The uncertainty of hosting events will have the greatest impact on the revenue growth. At the time of drafting this report, BSL has forecast a decrease in revenue across all departments with hospitality and events predicted to decrease by over 50%, while gaming is predicted to have at least an 18% reduction.

In 2016 Council agreed to guarantee BSL's loan of \$11M with a payback period of 10 years. There continues to be financial oversight of Council with one (1) COGB representative on the BSL Board, as well as representation on the BSL Finance Committee by the Director Corporate Performance and one other staff member, currently the Manager, Financial Strategy.

BSL is requesting approval to refinance their existing loans. The terms of the proposed new loan include a 12-year payback at a variable rate and will also consolidate other current loans (\$1.2M).

The revised loan will reduce the ongoing monthly payments for BSL by around \$16,000 per calendar month, providing cash flow relief post COVID -19.

There is strong and long standing interest in the community sports programs that are operated from within the Bendigo Stadium as well as a pipeline of events that prior to the closure were planned to be hosted from the venue. Whilst there are some immediate challenges, the diversity of what is offered from the Bendigo Stadium, the quality of the asset and the reputation to manage high quality events should provide confidence of a successful rebound in the medium and long term.

In addition to the ongoing financial oversight mentioned above, an external firm were appointed to complete a review of BSL budget and cash flow for 2020/2021 and 2021/2022, with the following objectives;

- a) Assurance over the accuracy, validity and appropriateness of assumptions used in the preparation of the BSL cash flow forecasts and budgets.
- b) Assurance over the accuracy of likely financial outcomes of different operating scenarios (as derived from BLS scenario analysis and stress testing).

Further commercial in confidence information related to this review and BSL operations is contained in the confidential section of this Council meeting agenda, to ensure that Councillors have all relevant information.

### Timelines:

- 4 May 2016, Council approved \$11M BSL loan arrangement

### Risk Analysis:

#### *Risk of not approving the change:*

Currently there is a significant risk to BSL being able to manage cashflows and remain open. These risks include:

- BSL continues to not have the financial capacity to repay their current loans (business model impacted by COVID not financially sustainable), and repayments would be due by the City as guarantor.
- BSL does not have the cash flow to rebuild and recover post COVID-19.

#### *Risk of supporting a re-financed loan:*

Risks to the City in approving the change are around the principle; length and rates:

- Approved in total, this increases the overall exposure of a (current balance) guaranteed loan from \$9.48M to \$13M.
- Increases the term that the loan is being guaranteed – taking this over another 3 Council terms.
- The variable interest rate option increases interest rate “risk”. Hence in the future this could impact on the term of the loan and principle loan amount:
  - *Example:* Variable rate increase of 1% additional, will increase monthly loan repayment by approximately \$4,250
  - However, the variable loan – within the current economic context – may also enable ‘faster’ repayment.

### Consultation/Communication:

This report has been a collaborative piece of work in conjunction with BSL Board and Senior Management Team in consultation with City of Greater Bendigo officers.

Councillors have received regular reports on the financial performance of BSL and the impacts of COVID-19 on BSL’s operations and finances.

## **ATTACHMENTS**

N/A



## 7.4 PUBLIC INTEREST DISCLOSURE PROCEDURES

### Document Information

**Author** Ryan Millard, Coordinator Legal Services

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

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### Purpose

The purpose of this report is to seek Council's endorsement of the City's updated *Public Interest Disclosure Procedures*.

### Summary

The updated *Public Interest Disclosure Procedures* provide guidance for members of the public and City staff wishing to make a disclosure regarding alleged corrupt conduct by Councillors or City staff. They also provide guidance for certain City employees who are authorised to receive reports about improper conduct and detrimental action which could become public interest disclosures. The procedures incorporate the recent changes to the legislation around protected disclosures (now called 'public interest disclosures') and were drafted using guidance material published by the IBAC.

### **RECOMMENDATION**

That Council acknowledge and endorse the City's revised *Public Interest Disclosure Procedures*.

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Policy Context

Community Plan Reference:

City of Greater Bendigo Community Plan 2017-2021:

Goal Goal 1 (Lead and Govern for all)

Objective Adherence to our legislative obligations

Background Information

As public officials in local government, Councillors and Council Officers have a duty to uphold high standards of integrity. Conduct and behaviour must be, and be seen to be, transparent at all times. Without transparency, community trust is jeopardised and legitimacy that is required to deliver services on behalf of the government is jeopardised.

Actual and perceived corruption and misuse of public resources erodes public trust in the City. It also wastes public funds earmarked for important community projects, leads to an increase in regulation and contributes to increased costs of providing services to the community.

To help prevent corrupt or improper conduct at the City it is critical that people who may make a disclosure feel assured that should they do so it will be treated confidentially and seriously. Aside from meeting our legislative obligations, the adoption of these updated procedures signal to Councillors, staff and the community that the City takes allegations of corrupt conduct seriously.

Report

Section 58 of the *Public Interest Disclosures Act 2012* (Vic) requires the City to develop procedures consistent with the guidelines issued by IBAC under section 57. The City is also required to ensure these procedures are readily available to members of the public as well as internally to all Councillors, employees, and City staff.

This is the first review of the City's *Protected Disclosure Procedure Manual* since it was adopted in 2013. The procedures reflect the recent changes to the *Public Interest Disclosures Act 2012* and were drafted using guidance from IBAC's *Guidelines for handling public interest disclosures* and *Guidelines for public interest disclosure welfare management*. We have drafted the procedures with an intent to be more user friendly and informative for staff and members of the public wishing to make a disclosure.

These procedures address the following questions:

- What is a public interest disclosure?
- Who can make a disclosure – and to who?
- How does the City assess if a public interest disclosure has been received?
- What does the City do if it receives a disclosure?
- What protections does the *Public Interest Disclosures Act 2012* provide?

The City's Governance unit will be creating additional materials, such as fact sheets, to help employees and the community identify, report and prevent corruption. The information will cover red flags of corruption and how people can report corruption, either internally or directly to the IBAC. Legal Services have already uploaded educational information for staff on the Legal section of the organisation's Share Point page and distributed material around staff tea rooms.

Priority/Importance:

As a legislative obligation relating to the prevention of corruption within the Council and organisation this is a highly important matter.

Options/Alternatives:

As this is a legislative requirement there are no relevant alternative options to consider.

Risk Analysis:

Failing to adopt procedures which comply with the *Public Interest Disclosures Act 2012* (Vic) would result in the City failing to meet its legislative obligations under the Act.

The absence of control measures (such as these procedures) for preventing, detecting and handling corrupt activity could mean that corrupt behaviour will go unreported, undetected or improperly managed.

Consultation/Communication

Procedures were reviewed by staff in the City's Legal and Risk and Assurance teams then circulated to the Organisational Leadership Team and broader Governance team for feedback.

Resource Implications

Only internal cost of staff time to prepare and administer procedures.

Attachment

1. Public Interest Disclosure Procedures

7.5 CONTRACTS AWARDED UNDER DELEGATION

Document Information

Author Lee Taig, Contract & Procurement Officer, Governance Unit

Responsible Director Andrew Cooney, Director Corporate Performance

Purpose

The purpose of this report is to provide information on contracts recently awarded under delegation.

RECOMMENDATION

That the contracts awarded under delegation, as outlined in this report, be acknowledged by Council.

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### Policy Context

Delivery of programs, projects and services that respond to community needs.

#### Community Plan Reference:

City of Greater Bendigo Community Plan 2017-2021

Goal 1: Lead and govern for all

Objective: 1.2 Be innovative and financially responsible

### Report

| Contract No              | Project                                                                      | Successful Contractor                         | Delegated Officer | Date Signed |
|--------------------------|------------------------------------------------------------------------------|-----------------------------------------------|-------------------|-------------|
| <b>Capital Contracts</b> |                                                                              |                                               |                   |             |
| CT000517                 | Bendigo Art Gallery Feasibility Study and Business Case                      | SGS Economics and Planning Pty Ltd            | Craig Niemann     | 9 July 2020 |
|                          | Price: \$100,000.00                                                          | <b>Practical Completion:</b> 30 November 2020 |                   |             |
|                          | <b>External Funded Project, Funding Agreement maximum value \$150,000.00</b> |                                               |                   |             |

| <b>Service Contracts</b> |                                                                                                             |                                       |                                              |                    |
|--------------------------|-------------------------------------------------------------------------------------------------------------|---------------------------------------|----------------------------------------------|--------------------|
| <b>Contract Number</b>   | <b>Project:</b>                                                                                             | <b>Successful Contractor:</b>         | <b>Delegated Officer:</b>                    | <b>Date Signed</b> |
| CT000506                 | Provision of Priority Mowing & Trimming, High Presentation, Horticultural Maintenance                       | Electrical Resource Providers Pty Ltd | Debbie Wood                                  | 15 May 2020        |
|                          | <b>Price:</b> Schedule of Rates                                                                             | <b>Initial Term:</b> 3 Years          | <b>Extension Options:</b><br>2 Years (1 + 1) |                    |
|                          | Current annual Council Budget for the goods/services contracted via this schedule of rates is \$360,000.00  |                                       |                                              |                    |
| CT000514                 | Vegetation Management                                                                                       | CT Rural Services Pty Ltd             | Debbie Wood                                  | 21 May 2020        |
|                          | <b>Price:</b> Schedule of Rates                                                                             | <b>Initial Term:</b> 3 Years          | <b>Extension Options:</b><br>2 years (1 + 1) |                    |
|                          | Current annual Council Budget for the goods/services contracted via this schedule of rates is \$446,401.00  |                                       |                                              |                    |
| CT000501                 | Provision of Maintenance Cleaning Services for Various Office Buildings and Other Facilities                | Happa Group Pty Ltd                   | Craig Niemann                                | 26 May 2020        |
|                          | <b>Price:</b> \$1,082,810.45<br>Total contract sum (initial term & options)                                 | <b>Initial Term:</b> 3 Years          | <b>Extension Options:</b><br>2 Years (1 + 1) |                    |
|                          | Current annual Council Budget for the goods/services contracted is \$216,562.09                             |                                       |                                              |                    |
| CT000511                 | Provision of Cleaning Services for Bendigo Art Gallery                                                      | The Bendigo Cleaning Company          | Bernie O'Sullivan                            | 4 June 2020        |
|                          | <b>Price:</b> \$326,748.40<br>Total contract sum (Initial Term and options)                                 | <b>Initial Term:</b> 3 Years          | <b>Extension Options:</b><br>2 Years (1 + 1) |                    |
|                          | Current annual Council Budget for the goods/services contracted is \$65,349.68                              |                                       |                                              |                    |
| CT000516                 | Provision of Pay-by-Plate Parking Machines                                                                  | Global Integrated Solutions Limited   | Craig Niemann                                | 22 June 2020       |
|                          | <b>Price:</b> Schedule of Rates                                                                             | <b>Initial Term:</b> 3 Years          | <b>Extension Options:</b><br>2 Years (1 + 1) |                    |
|                          | Current annual Council Budget for the goods/services contracted via this schedule of rates is \$400,000.000 |                                       |                                              |                    |



## 7.6 RECORD OF ASSEMBLIES

### Document Information

**Author** Jessica Clarke-Hong, Manager Governance

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

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### 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

Meeting Information		
Meeting Name/Type	'Virtual' Councillors' Briefing	
Meeting Date	22 June 2020	
Matters Discussed	1. Budget Submissions 2020/2021 2. Golden Square Recreation Reserve Master Plan 3. Woodvale Recreation Reserve 4. COVID19 Update	
Attendees/Apologies		
Councillors	Cr Margaret O'Rourke Cr Jennifer Alden Cr Matt Emond Cr George Flack OAM Cr Rod Fyffe OAM Cr Susie Hawke Cr Andrea Metcalf Cr Mal Pethybridge Cr James Williams	
Staff/Community Representatives	Mr Craig Niemann Ms Debbie Wood Mr Andrew Cooney Ms Vicky Mason Mr Bernie O'Sullivan Ms Kaye Williams	
Conflict of Interest Disclosures		
Matter No.	Councillor/officer making disclosure	Councillor/officer left meeting
1.	Cr Flack	Yes (part)
1.	Cr Emond	No
3.	Cr O'Rourke	No

Meeting Information	
Meeting Name/Type	Budget Submissions Review
Meeting Date	29 June 2020
Matters Discussed	Budget Submissions Review
Attendees/Apologies	
Councillors	Cr Margaret O'Rourke Cr Jennifer Alden Cr Matt Emond Cr George Flack OAM Cr Rod Fyffe OAM Cr Susie Hawke

	Cr Andrea Metcalf Cr Mal Pethybridge Cr James Williams
Staff/Community Representatives	Mr Craig Niemann Ms Debbie Wood Mr Andrew Cooney Ms Vicky Mason Ms Kate Fox Mrs Michelle Stedman Ms Kaye Williams Apology: Mr Bernie O'Sullivan
Conflict of Interest Disclosures	
Matter No.	Councillor/officer making disclosure Councillor/officer left meeting
	Nil

Meeting Information	
Meeting Name/Type	'Virtual' Councillors' Briefing
Meeting Date	6 July 2020
Matters Discussed	1. Budget Submissions 2020/2021 2. Planning matters 3. Golden Square Recreation Reserve Master Plan 4. Aquatic Strategy 5. Local Government Act Implementation 6. Community Satisfaction Survey 2020
Attendees/Apologies	
Councillors	Cr Margaret O'Rourke Cr Jennifer Alden Cr Matt Emond Cr George Flack OAM Cr Rod Fyffe OAM Cr Susie Hawke Cr Andrea Metcalf Cr Mal Pethybridge Cr James Williams
Staff/Community Representatives	Mr Craig Niemann Mr Andrew Cooney Mr Bernie O'Sullivan Ms Debbie Wood Ms Caroline Grylls Ms Kaye Williams Apology: Ms Vicky Mason
Conflict of Interest Disclosures	
Matter No.	Councillor/officer making disclosure Councillor/officer left meeting

	disclosure	
	Nil	

Meeting Information

Meeting Name/Type	'Virtual' Councillors' Briefing
Meeting Date	13 July 2020
Matters Discussed	1. DCP/Structure Plan update 2. Industrial Land update 3. Community Satisfaction Survey

Attendees/Apologies

Councillors	Cr Margaret O'Rourke Cr Jennifer Alden Cr Matt Emond Cr George Flack OAM Cr Rod Fyffe OAM Cr Susie Hawke Cr Andrea Metcalf Cr Mal Pethybridge Cr James Williams
Staff/Community Representatives	Mr Craig Niemann Mr Andrew Cooney Mr Bernie O'Sullivan Ms Debbie Wood Ms Caroline Grylls Mrs Tiffany O'Connell Apology: Ms Vicky Mason

Conflict of Interest Disclosures

Matter No.	Councillor/officer making disclosure	Councillor/officer left meeting
	Nil	

8. URGENT BUSINESS

Nil.

9. NOTICES OF MOTION

Nil.

10. CONFIDENTIAL (SECTION 66) REPORTS

- 10.1 Confidential Section 66 Report in accordance with Section 66(2)(g) of the Local Government Act 2020 relating to private commercial information, being information provided by a business commercial or financial undertaking that if released would unreasonably expose the business, commercial or financial undertaking to disadvantage.**