

## Policy and Services Committee

to be held at the Civic Centre, Civic Drive, Greensborough  
on Tuesday 11 September 2012 commencing at 7pm.

### Agenda

**Stuart Burdack**  
**Chief Executive Officer**

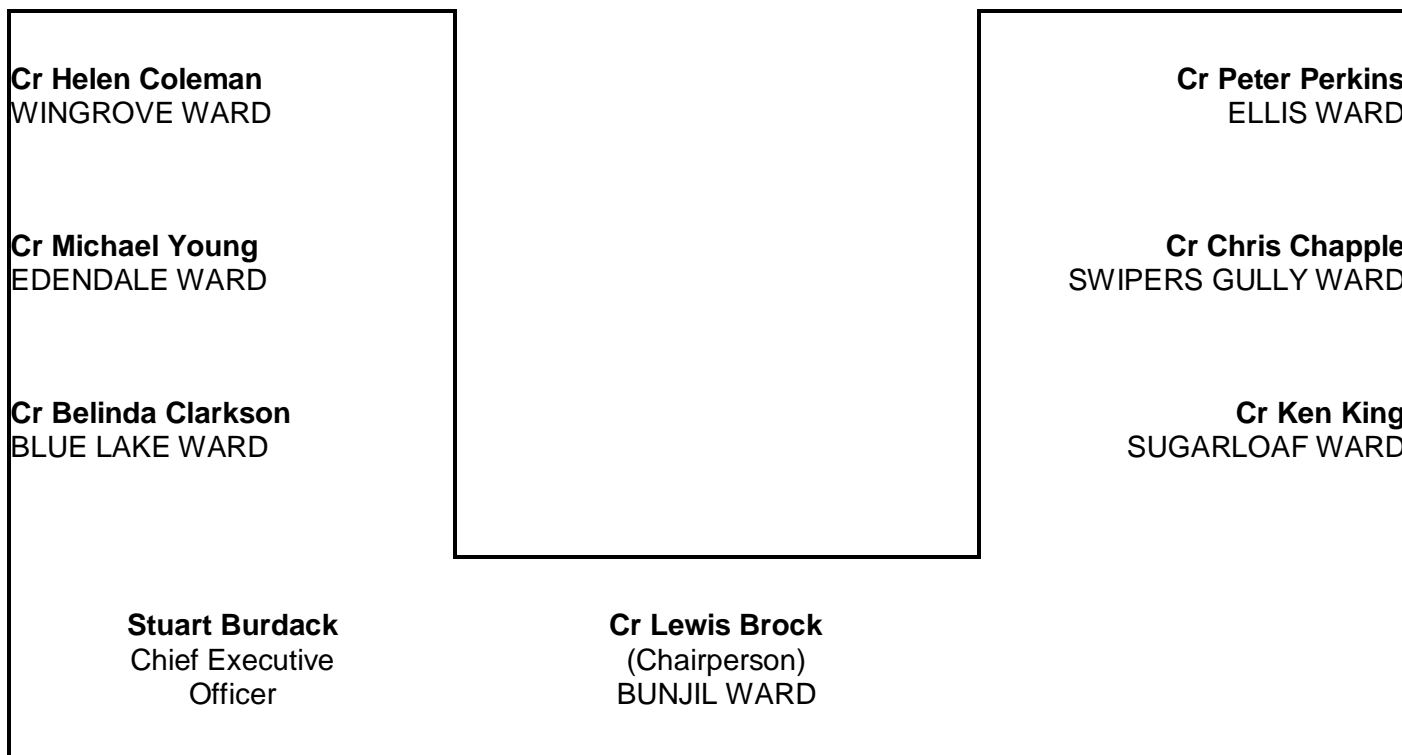
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*Dominie Ka*

## Policy and Services Committee meeting seating plan



Visitors in the gallery at Committee meetings are:

- Welcome to copies of the reports which will be considered by the Committee at the meeting. These are on the table in the foyer.
- Welcome to the tea, coffee and water provided in the foyer.
- Requested to observe Council deliberations quietly in order for Council meetings to run smoothly.

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**Nillumbik Shire Council**

**Agenda for the Policy and Services Committee meeting to be held  
Tuesday 11 September 2012 commencing at 7pm.**

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**1. Welcome and apologies**

**Motion**

**That the apologies be accepted.**

**2. Disclosure of conflicts of interest**

Committee members should note that any disclosure of conflict of interest must be disclosed immediately before the item in which they have an interest.

**3. Confirmation of minutes**

Confirmation of minutes of the Policy and Services Committee meeting held on Tuesday 14 August 2012.

**Motion**

**That the minutes be confirmed.**

4. Policy and Services reports

PS.024/12 New Zone Reforms Submission

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**File:** 40/30/016

**Distribution:** Public

**Manager:** Ransce Salan, General Manager Environment and Planning

**Author:** Alison Fowler, Senior Strategic Planner

**Summary**

This report provides a draft submission for Council to consider and endorse regarding the State Government's proposed zone reforms.

The State Government announced in July 2012 planning scheme zone reforms to achieve greater clarity in the planning system. The zone reforms include the introduction of three new residential zones and two new commercial zones and amendments to the existing Low Density Residential Zone, Township Zone, Mixed Use Zone, Industrial Zones and Green Wedge Zones. A summary of the proposed zone changes is at Attachment 1.

A draft submission at Attachment 2 has been prepared for Council to consider and endorse for forwarding to the Minister for Planning. The draft submission indicates that whilst the instigation of a revision of the existing planning scheme zones is welcomed, Council, having examined the details of the proposed new and amended zone provisions, has serious concerns about the content and delivery of the planning reforms and potential unintended outcomes.

The draft submission discusses the following strategic concerns with the proposed zone reforms:

- No strategic justification and unclear direction
- Erosion of residential amenity
- Undermining activity centres
- Threats to the values of the Green Wedge and encouraging development in bushfire prone areas
- Greater reliance on local policy rather than zones and overlays
- Increasing uncertainty will result in more 'red tape', not less
- Need for support for transitional arrangements – staggered introduction and need for funding.

The draft submission makes a series of recommendations to address Council's concerns. A summary of the recommendations is at Attachment 3.

Submissions must be submitted to the Minister for Planning by 21 September 2012.

It is also proposed that Council present a motion on the zone reforms to the Municipal Association of Victoria State Council Meeting on 20 September 2012.

4. Policy and Services reports

PS.024/12 New Zone Reforms Submission

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**Recommendation**

**That the Committee (acting under delegation from Council):**

1. **Endorses the draft submission at Attachment 2 on the new zone reforms and forward the endorsed submission to the Minister for Planning.**
2. **Endorses the motion at Attachment 4 on the new zone reforms that is to be submitted to the Municipal Association of Victoria State Council Meeting.**

**Attachments**

1. Table of proposed zone reforms, 4 pages.
2. Draft submission on the zone reforms, 32 pages.
3. Summary of Recommendations, 6 pages.
4. Motion for the MAV State Council Meeting, 1 page.
5. Maddocks Lawyers Explanatory Note, 12 pages.

**Background**

1. In February 2008, the former State Government, through the Department of Planning and Community Development, released a discussion paper 'New Residential Zones for Victoria'. This discussion paper flagged the State Government's intention to vary the existing suite of residential zones available in the Victoria Planning Provisions.
2. Council made a submission on the draft zones in April 2008.
3. Following consideration of submissions by an Advisory Committee, in early 2009, the former State Government released 'New Residential Zones for Victoria: Consultation Draft'. The draft included three complete new residential zones for consideration.
4. Council made a submission on the consultation draft in April 2009.
5. In July 2011, the State Government announced it had appointed an Advisory Committee to review the planning system in Victoria.
6. Following a public exhibition process and consideration of submissions, the Advisory Committee provided its report to the Minister for Planning in December 2011.
7. In May 2012, the Minister for Planning released the Committee's report and the State Government's response to the recommendations of the Advisory Committee.
8. The report recommended that the performance of the Victoria Planning Provisions (VPP's) be assessed to determine if it continues to fulfil its intended purpose in an efficient and effective manner. The recommendation was agreed to by the Minister.
9. On 11 July 2012, the Minister for Planning announced planning scheme zone reforms to achieve greater clarity in the planning system. The zone reforms implement part of the above recommendation and build upon the 2008 and 2009 New Residential Zones discussion paper and consultation draft.
10. The Minister has called for submissions on the proposed zone reforms. Submissions are to be made by 21 September 2012.

**4. Policy and Services reports**

**PS.024/12 New Zone Reforms Submission**

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**Policy context**

11. The involvement in providing a response on the zone reforms is consistent with the Council Plan 2009-2013, strategy 2.1.27 'advocate to the State Government on planning system changes'.

**Budget implications**

12. Provision for officer's time associated with the preparation of this submission will be covered by the Strategic Planning Budget.
13. Should the zone reforms proceed in their current form, the potential amount of strategic work required to strategically justify the application of some of the zones, and for the preparation of new planning policies to provide direction for decision making for the radically increased number of permit-required uses, is anticipated to be substantial.
14. There is likely to be a need for additional funding to undertake the strategic work required to give effect to state and local government policy.

**Consultation/communication**

15. The extent of public consultation on the zone reforms has been determined by the Minister for Planning. The Minister has provided the community and industry with an opportunity to provide submissions to the Department of Planning and Community Development by 21 September 2012. This is considered to be a relatively short time frame to consider major zone changes.
16. Given the short timeframes provided to make a submission, it has not been feasible to seek community views on the proposed zone reforms. The community has been encouraged to make their own submissions on the reforms directly to DPCD.
17. Strategic Planning has undertaken discussion with officers from Statutory Planning and Environmental Planning to inform the draft submission.
18. Nillumbik Shire Council is part of the Eastern Region Group of Council's, the Eastern Municipalities Interface Group and the Northern Planners Directors Group. Officers have attended workshops with representatives from other Council's that form part of these Groups to discuss key issues that should be raised. Council has also made submissions as part of these groups. The messages within the submissions from these groups are consistent with Council's draft submission.
19. Council will also submit a motion to the Municipal Association of Victoria State Council meeting on 21 September regarding its concerns with the new zone reforms. A copy of the motion is at Attachment 4.
20. Maddocks Lawyers has also prepared an explanatory note summarising the proposed zone reforms and raising key concerns that affect all municipalities. A copy of this is at Attachment 5.
21. The Minister has indicated that following consideration of submissions, the reforms will be introduced expeditiously into the VPP's and planning schemes.
22. The Minister has also advised that Council's will be provided with a further 12 month implementation period to consider where the new residential zones should apply.

4. Policy and Services reports

PS.024/12 New Zone Reforms Submission

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**Issues/options**

23. Proposed Zone Reforms

24. The proposed zone reforms include the following:

- The introduction of three new residential zones – General Residential Zone, Residential Growth Zone and Neighbourhood Residential Zone to replace the existing Residential 1 Zone, Residential 2 Zone and Residential 3 Zone.
- Changes to the existing Mixed Use Zone, Township Zone and Low Density Residential Zone.
- The introduction of two new commercial zones – Commercial 1 Zone to replace the Business 1, 2 and 5 Zones and Commercial 2 Zone to replace the Business 3 and 4 Zones.
- Changes to the existing Industrial 1, 2 and 3 Zones.
- Changes to the existing Green Wedge Zone, Rural Conservation Zone, Green Wedge A Zone, Farming Zone, Rural Activity Zone and Rural Living Zone.

25. The table at Attachment 1 summarises the purpose and provisions of the new zones and the key amendments to the existing zones.

26. Strategic Evaluation

27. The proposed zone reforms raise the following underlying strategic concerns:

**No strategic justification and unclear direction**

28. No strategic justification has been provided for the proposed reforms, and it is subsequently unclear as to what are the perceived problems/issues that are being addressed by the reforms; whether any research has been undertaken to identify these issues; if there has been any consideration of alternative approaches; why the current reforms have been selected as the solution and how the reforms are consistent with the State Government's own policies (such as the State Planning Policy Framework, the metropolitan strategy, policies encouraging agricultural production, or bushfire policies discouraging development in bushfire prone areas).

**Erosion of residential amenity**

29. The proposed new residential zones and variations to the Mixed Use Zone and Township Zone will create the ability to establish many new commercial activities in suburban streets and residential hinterland, significantly eroding the residential amenity of people living in these areas.

30. The proposal to make many of the commercial activities as-of-right (not requiring a planning permit) and thus denying neighbours' notification of a proposal or any ability to comment on how ongoing commercial operations will impact their lives and lifestyles is of major concern.

31. The changes will effectively mean that large portions of the residential areas of the Shire could become de-facto shopping centres, seriously impacting on residential homes.



**4. Policy and Services reports****PS.024/12 New Zone Reforms Submission**

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**Undermining activity centres**

32. The proposed variations and expansions to commercial uses in the residential and industrial zones will have the effect of encouraging greater out-of-centre development across the metropolitan area and have the potential to undermine the economic viability of our existing retail areas.
33. Activity centres are the best places for new commercial development. New development reinforces vitality of these centres and enhances viability of existing businesses. Existing activity centres are also best placed to accommodate negative impacts such as increased traffic, noise, litter and signage, because they have the necessary infrastructure such as public transport, car parking and civic facilities.
34. To advance the sustainability agenda set by State Government policy, the reformed zones should encourage the creation of an urban form that minimises motorised vehicle trips and reduces amenity impacts on residential areas.

**Threats to the values of the Green Wedge and encouraging development in bushfire prone areas**

35. The zones to apply in green wedge areas should continue to reinforce the values of the Nillumbik Green Wedge, including agricultural production, environmental values and landscape protection. This should include reinforcing the vitality and viability of townships in the green wedge, by discouraging out-of-town development.
36. The proposed zone changes instead have the potential to undermine agricultural production in Green Wedge areas as it becomes more difficult for small farmers to out-compete large scale commercial businesses in the search for land on the fringe of Melbourne. The 'in-conjunction with' test is an efficient and effective provision within the existing Green Wedge Zones which would allow for the development of new tourism activities that add value and reinforce agricultural pursuits. The proposed changes also remove the requirement for large scale commercial activities to locate on larger-lots.
37. By removing any link between the size of land and intensity of development and allowing many new commercial activities into Green Wedge areas has the potential to significantly change the character of our Shire and the rural amenity that makes this part of Melbourne so unique.
38. The changes proposed within the zones applying in Green Wedge areas will allow a significant expansion of tourism businesses in the most bushfire-prone areas of the Shire, and may have the unintended consequence of potentially exposing more people to higher levels of risk from bushfire.

**Increasing uncertainty will result in more 'red tape', not less**

39. Throughout all the proposed zones reforms, and particularly those applying to the Green Wedge/rural areas, more discretionary uses are being introduced. Significantly, the Rural Conservation Zone will see any unspecified use moving from Section 3 'Prohibited' to becoming 'Section 2 – Permit Required'. This will result in an increase in planning permit applications and appeals to VCAT, introducing further uncertainty and conflict into the planning system.

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**Greater reliance on local policy rather than zones and overlays**

40. By radically increasing the number of permit-required uses; removing conditions/upper limits on the size of some activities and; removing the ability to specify local variations in schedules to the zones, the Government is pursuing a direction diametrically opposed to its own review 'Making Local Policy Stronger: June 2007' (Report of the Ministerial Working Group on Local Planning Policy).
41. If the directions set within the Review, are pursued and implemented it would result in much shorter, and easier to use planning schemes, and consequently less 'red tape'. Instead these reforms appear to be proceeding in the opposite direction.

**Need for support for transitional arrangements – staggered introduction and need for funding**

42. The potential amount of strategic work required to strategically justify the application of some of the zones is anticipated to be substantial. As could be the need for new planning policies to provide direction for decision making for the radically increased number of permit-required uses.
43. It is also unclear why the new zone reforms are being introduced prior to the completion of major State Government policy work, such as the Metropolitan Strategy and the Green Wedge audit. It would be beneficial for these documents to be complete in order to set the strategic framework before any zone changes proceed.
44. Recommendations to the proposed zone reforms
45. The draft submission makes a series of general recommendations to address the above strategic concerns and recommends a number of specific variations to the proposed zone reforms. A summary of the recommendations is at Attachment 3.

**Conclusion**

46. The proposed zone reforms will have a major impact on the municipality and it is appropriate that Council provide a submission to the Minister for Planning. The attached submission highlights the strategic issues with the proposed new reforms and makes a series of recommendations to address Council's concerns. It is recommended that Council endorse this submission and forward it to the Department of Planning and Community Development.

## New Zones

Zone	Purpose and Key Provisions
General Residential Zone	<ul style="list-style-type: none"> <li>• The purpose of the zone is to respect and preserve urban character while enabling modest housing growth and housing diversity. This zone is most similar to the current Residential 1 Zone.</li> <li>• A permit is not required for a Food and Drink Premises (other than Convenience Restaurant, Hotel and Tavern) if located within 100 metres of a commercial zone or Mixed Use Zone, must have the same street frontage as the land in the commercial zone or mixed use zone and must not exceed 100 m2. These uses currently require a permit.</li> <li>• A permit is not required for a Shop (other than Adult sex bookshop and bottle shop) if located within 100 metres of a commercial zone, must have the same street frontage as the land in the commercial zone and must not exceed 100 m2. A shop (other than Community Market, Convenience Shop, food and drink premises and plant nursery) is currently a prohibited use.</li> <li>• A permit is not required for a medical centre if the leasable floor area does not exceed 250m2.</li> <li>• A permit is not required for an office (other than medical centre) if located within 100 metres of a commercial zone, must have the same street frontage as the land in the commercial zone and must not exceed 250 m2. An office is currently a prohibited use.</li> <li>• A Place of Worship remains as a permit not required use but with an increase in gross floor area from 180m2 to 250m2 and without conditions relating to no social or recreational activities, maximum site size and adjoining a road zone.</li> <li>• A Bed and Breakfast is as of right for 10 persons (rather than 6).</li> <li>• A permit is only required to construct or extend one dwelling on a lot of less than 200 m2 as opposed 300 m2 as currently required.</li> </ul>
Residential Growth Zone	<ul style="list-style-type: none"> <li>• The purpose of the zone is to enable housing growth and diversity in locations near train stations, activity areas and other areas suitable for increased housing.</li> <li>• A permit is not required for a Food and Drink Premises (other than Convenience Restaurant, Hotel and Tavern) if located within 100 metres of a commercial zone or Mixed Use Zone, must have the same street frontage as the land in the commercial zone or mixed use zone and must not exceed 100 m2.</li> <li>• A permit is not required for a Shop (other than Adult sex bookshop and bottle shop) if located within 100 metres of a commercial zone, must have the same street frontage as the land in the commercial zone and must not exceed 100 m2.</li> <li>• A permit is not required for a medical centre if the leasable floor area does not exceed 250m2.</li> </ul>

	<ul style="list-style-type: none"> <li>• A permit is not required for an office (other than medical centre) if located within 100 metres of a commercial zone, must have the same street frontage as the land in the commercial zone and must not exceed 250 m2.</li> <li>• A Bed and Breakfast is as of right for 10 persons (rather than 6).</li> <li>• A Place of Worship remains as a permit not required use but with an increase in gross floor area from 180m2 to 250m2 and without conditions relating to no social or recreational activities, maximum site size and adjoining a road zone.</li> <li>• A permit is only required to construct or extend one dwelling on a lot of less than 80 m2.</li> <li>• Maximum building heights can be specified in a schedule to the zone, however if no height is specified that maximum building height should not exceed 12.5 metres. The current ResCode height requirement in a Residential 1 Zone is 9 metres.</li> <li>• An application to subdivide land is exempt from the notice and review provisions of the <i>Planning and Environment Act 1987</i>.</li> </ul>
Neighbourhood Residential Zone	<p>The purpose of the zone is to restrict housing growth in areas identified for urban preservation, such as areas of recognised neighbourhood character or environmental or landscape significance.</p> <ul style="list-style-type: none"> <li>• A permit is not required for a medical centre if the leasable floor area does not exceed 250m2.</li> <li>• A permit is not required for a Food and Drink Premises (other than Convenience Restaurant, Hotel and Tavern) if located within 100 metres of a commercial zone or Mixed Use Zone, must have the same street frontage as the land in the commercial zone or mixed use zone and must not exceed 100 m2.</li> <li>• A Bed and Breakfast is as of right for 10 persons (rather than 6).</li> <li>• A Place of Worship remains as a permit not required use but with an increase in gross floor area from 180m2 to 250m2 and without conditions relating to no social or recreational activities, maximum site size and adjoining a road zone.</li> <li>• A permit is only required to construct or extend one dwelling on a lot of less than 300 m2.</li> <li>• Ability to specify in a schedule to the zone the number of dwellings allowed on a lot (the number specified cannot be less than 2). If no number is specified, the number of dwellings on a lot must not exceed 2.</li> <li>• Ability to specify in a schedule to the zone a minimum lot size to subdivide land. Each lot must be at least the area specified for the land.</li> </ul>
Commercial 1 Zone	<ul style="list-style-type: none"> <li>• The Zone broadens the range of activities that land can be used for (under the existing Business 1, 2 and 5 Zones) without the need for a planning permit and removes floor area restrictions.</li> <li>• Removes the requirement that any frontage at ground floor level must not exceed 2 metres and access must not be shared with a dwelling (other than a caretaker's house), unless the office is a bank, real estate agency, travel agency,</li> </ul>

	or any other office where the floor space adjoining the frontage is a customer service area accessible to the public.
Commercial 2 Zone	<ul style="list-style-type: none"> <li>The Zone provides more opportunities for office, retail and commercial activity. Floor area restrictions for office and retail uses (that currently apply under the existing Business 3 and 4 Zones) are removed to create new opportunities for office and retail growth.</li> <li>Small and medium sized supermarkets will be allowed without a permit provided the leasable floor area does not exceed 2,000 square metres.</li> <li><b>There is no land currently zoned Business 3 and 4 in Nillumbik.</b></li> </ul>

### Amended Zones

Zone	Key proposed amendments
Mixed Use Zone	<ul style="list-style-type: none"> <li>Removal of maximum leasable floor area limits for shop (including convenience shop and take away food premises), trade supplies, medical centre and office.</li> <li>A permit is not required for a shop (including convenience shop, convenience restaurant, takeaway food premises and food and drink premises) if the leasable floor area is 150m<sup>2</sup> or less.</li> <li>A permit is not required for a Place of Worship, Medical Centre and Office if the leasable floor area does not exceed 250m<sup>2</sup>.</li> </ul>
Township Zone	<ul style="list-style-type: none"> <li>Broadening of the purpose of the zone to allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.</li> <li>A permit is not required for a medical centre if the leasable floor area does not exceed 250m<sup>2</sup>.</li> </ul>
Low Density Residential Zone	<ul style="list-style-type: none"> <li>Land can be subdivided into lots having a minimum area of 2000m<sup>2</sup> where sewerage is connected. (The current minimum subdivision size is 4000 m<sup>2</sup>).</li> <li>A permit is not required for a medical centre if the leasable floor area does not exceed 250m<sup>2</sup>.</li> </ul>
Industrial 1 Zone	No major changes <b>There is no land currently zoned Industrial 1 in Nillumbik.</b>
Industrial 2 Zone	No major changes <b>There is no land currently zoned Industrial 2 In Nillumbik.</b>
Industrial 3 Zone	<ul style="list-style-type: none"> <li>Small and medium sized supermarkets will be allowed without a permit provided the leasable floor area does not exceed 2,000 square metres.</li> <li>Shop (other than Adult sex bookshop, Convenience shop, Restricted retail premises and Supermarket) will be allowed without a permit provided it adjoins, or is on the same land as a supermarket, and the combined leasable floor area for all shops adjoining or on the same land as the supermarket must not exceed 500 square metres.</li> </ul>
Green Wedge Zone	<ul style="list-style-type: none"> <li>Agriculture (other than Animal keeping, Apiculture, Intensive animal husbandry, Rice growing and Timber production),</li> </ul>

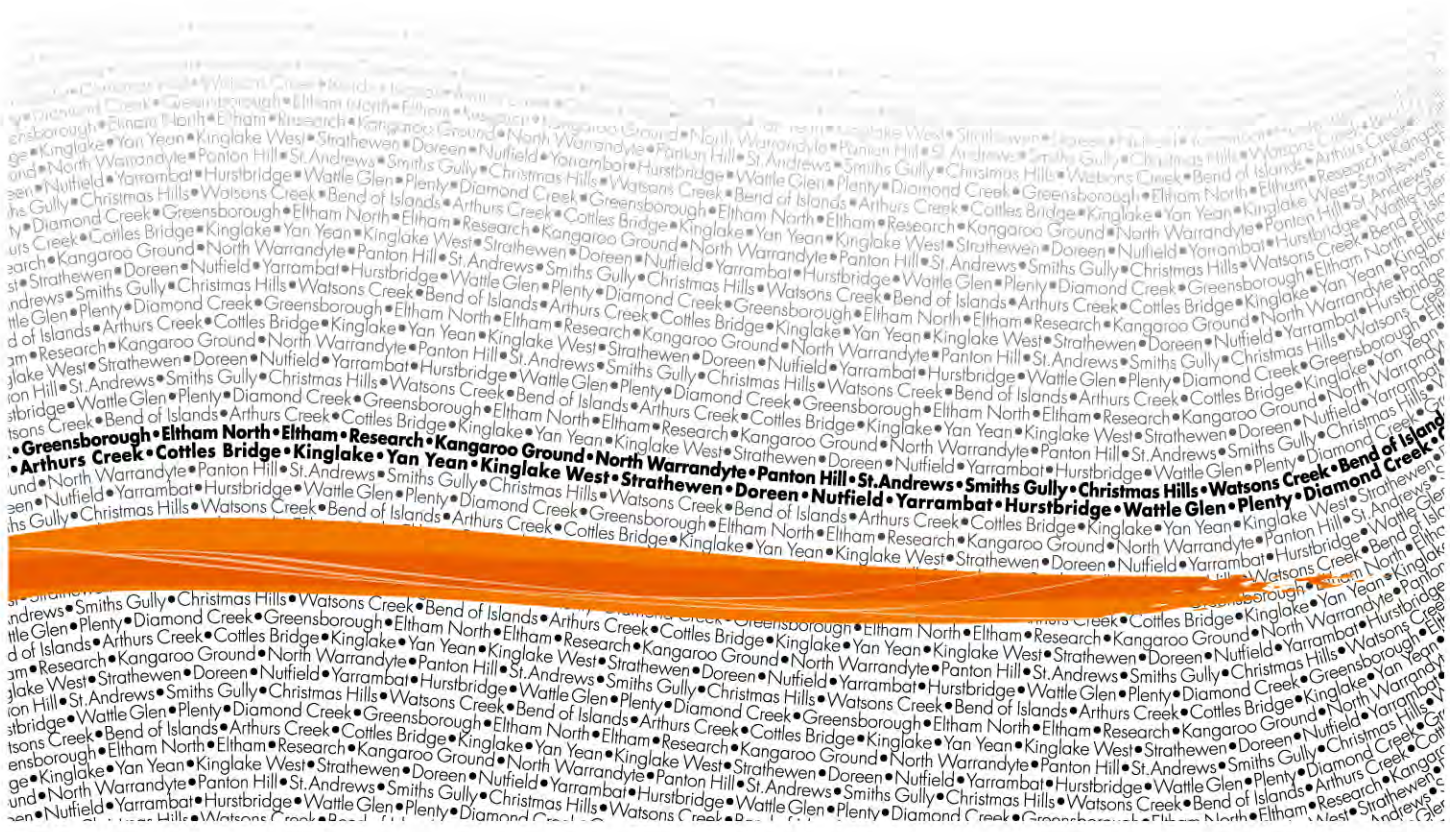
	<p>Rural Store, Primary Produce Sales - subject to conditions and Rural Industry (other than Abattoir and Saw Mill) - subject to conditions, will be allowed without a permit. These uses currently require a permit.</p> <ul style="list-style-type: none"> <li>• Function Centre and Restaurant will remain subject to a permit, but without any conditions relating to use, patron numbers and lot size.</li> <li>• Group Accommodation will remain subject to a permit, but without any conditions relating to use, number of dwellings or lot size.</li> <li>• Research and Development Centre and Residential Building will remain subject to a permit, but without any conditions.</li> <li>• Inclusion of Abattoir, Display Home, Medical Centre, Place of Assembly, Primary School, Secondary School, Sawmill and Service Station as permit required uses. These uses are currently prohibited.</li> <li>• Deletion of the requirement to enter into a section 173 agreement when the re-subdivision of existing lots occurs to ensure that land may not be further subdivided to increase the number of lots.</li> </ul>
Rural Conservation Zone	<ul style="list-style-type: none"> <li>• Inclusion of Accommodation (other than Bed and breakfast, Dependent persons unit and Dwelling), Animal boarding, Landscape gardening supplies, Leisure and recreation (other than informal outdoor recreation and Motor racing track), Market, Primary School and Secondary School as permit required uses. These uses are currently prohibited.</li> <li>• Inclusion of Amusement Parlour, Brothel, Child care centre, Cinema based entertainment facility, Education Centre (other than primary or secondary school), Motor Racing Track, Office, Rice Growing and Transport Terminal as prohibited uses.</li> <li>• Group Accommodation and Residential Building will remain subject to a permit, but without any conditions.</li> </ul>



# New Zone Reforms for Victoria

## Submission by the Nillumbik Shire Council

Submission: September 2012



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# 1 Executive Summary – Key Messages

Nillumbik Shire Council welcomes the opportunity to provide comment on the proposed zone reforms for residential, commercial, industrial and green wedge/rural land announced by the Minister for Planning on 11 July 2012.

Council supports the instigation of a revision of the existing planning scheme zones (as set out in Council's submission on the Review of the Victorian Planning System 2011) in order to more clearly and accurately define the development expectations within different residential, business, industrial and green wedge/rural areas.

In particular, a shift to a regime of residential controls which provides a distinction between areas where consolidation is encouraged, and those areas where neighbourhood character is to be preserved, will result in greater certainty and peace-of-mind for residents, developers and councils.

In line with its adopted Green Wedge Management Plan, Council has also been supportive of variations to the zones applying to green wedges areas to increase opportunities for tourism and business development that reinforce agricultural production, support the mud-brick industry and the introduction of a mechanism to address sub-standard lot development.

However, having examined the details of the proposed new and amended zone provisions, Nillumbik Shire Council has serious concerns about the content and delivery of the planning reforms and potential unintended outcomes.

The major concerns with the proposed reforms are:

- No strategic justification and unclear direction

No strategic justification has been provided for the proposed reforms, and it is subsequently unclear as to what are the perceived problems/issues that are being addressed by the reforms; whether any research has been undertaken to identify these issues; if there has been any consideration of alternative approaches; why the current reforms have been selected as the solution and how the reforms are consistent with the State Government's own policies (such as the State Planning Policy Framework, the metropolitan strategy, policies encouraging agricultural production, or bushfire policies discouraging development in bushfire prone areas).

Greater clarity should be provided around the strategic objectives underlying the reform process. Accordingly, it is recommended that:

1. **More policy analysis and research be undertaken and released for comment in order to set the strategic framework for proposed reforms.**
2. **The reforms to the zones applicable in green wedge areas are deferred until after the finalisation of the State Government's Green Wedge Audit, that is currently underway.**
3. **The reforms to the commercial, industrial and residential zones are deferred until after the finalisation of the new metropolitan strategy.**

**4. Amend the State Planning Policy Framework in conjunction within the proposed variations to the zones, to ensure consistency between policy statements and the objectives and function of the zones.**

• Erosion of residential amenity

The proposed new residential zones and variations to the Mixed Use Zone and Township Zone will create the ability to establish many new commercial activities in suburban streets and residential hinterland, significantly eroding the residential amenity of people living in these areas.

The proposal to make many of the commercial activities as-of-right (not requiring a planning permit) and thus denying neighbours' notification of a proposal or any ability to comment on how ongoing commercial operations will impact their lives and lifestyles is of major concern.

The changes will effectively mean that large portions of the residential areas of the Shire could become de-facto shopping centres, seriously impacting on residential homes.

Accordingly, it is recommended that the proposed zones be amended in line with the following general recommendations:

**5. In order to protect neighbourhood amenity, and reinforce the role of activity centres, all high-trip generating (commercial and community) activities allowed within the residential zones, should either be:**

- removed from the range of permitted uses; or
- subject to a permit; or
- as a minimum, be as-of-right only subject to conditions.

**6. In relation to medical centres (in all zones) :**

- Inclusion of a condition that limits the hours of use to ensure 24 hour centres cannot be established without a permit.
- Inclusion of a condition that the site must adjoin, or have access to a road in a Road Zone to ensure residential amenity can be protected.
- Development of a code of practice or similar to ensure appropriate design standards are met. For example, to avoid the ability to put car parks at front of a property without a permit.

**7. Consider moving to a model of two residential zones:**

- A 'residential diversity zone' which allows a number commercial and community uses, in addition greater dwelling densities. This would be applied to the fringes of activity centres and major roads.
- A 'neighbourhood (or general) residential zone' which applies to all dispersed residential areas, and generally prohibits commercial activities.
- Both zones would have an ability to include multiple schedules to give effect neighbourhood character and built form objectives.

- Undermining activity centres

The proposed variations and expansions to commercial uses in the residential and industrial zones will have the effect of encouraging greater out-of-centre development across the metropolitan area and have the potential to undermine the economic viability of our existing retail areas.

Activity centres are the best places for new commercial development. New development reinforces vitality of these centres and enhances viability of existing businesses. Existing activity centres are also best placed to accommodate negative impacts such as increased traffic, noise, litter and signage, because they have the necessary infrastructure such as public transport, car parking and civic facilities

To advance the sustainability agenda set by State Government policy, the reformed zones should encourage the creation of an urban form that minimises motorised vehicle trips and reduces amenity impacts on residential areas.

In line with the above principles, it is recommended that that:

- 8. Supermarket and associated Shops should not be allowed in the Industrial 3 Zone.**
- 9. As above, curtail and restrict the number of commercial uses that can locate within dispersed residential areas.**
- 10. Maintain the ability with the schedules to the business/commercial zones to specify floor area limits for different uses (offices, shops, trade supplies), to limit the scale of development in low order (neighbourhood and local convenience) activity centres.**

- Threats to the values of the Green Wedge and encouraging development in bushfire prone areas

The zones to apply in green wedge areas should continue to reinforce the values of the Nillumbik Green Wedge, including agricultural production, environmental values and landscape protection. This should include reinforcing the vitality and viability of townships in the green wedge, by discouraging out-of-town development.

The proposed zone changes instead have the potential to undermine agricultural production in Green Wedge areas as it becomes more difficult for small farmers to out-compete large scale commercial businesses in the search for land on the fringe of Melbourne. The 'in-conjunction with' test is an efficient and effective provision within the existing Green Wedge Zones which would allow for the development of new tourism activities that add value and reinforce agricultural pursuits. The proposed changes also remove the requirement for large scale commercial activities to locate on larger-lots.

By removing any link between the size of land and intensity of development and allowing many new commercial activities into Green Wedge areas has the potential to significantly change the character of our Shire and the rural amenity that makes this part of Melbourne so unique. This could also result in a substantial loss of significant vegetation which is identified for protection under various ESOs and SLOs.

The changes proposed within the zones applying in Green Wedge areas will allow a significant expansion of tourism businesses in the most bushfire-prone areas of the Shire, and may have the unintended consequence of potentially exposing more people to higher levels of risk from bushfire.

- 11. Reinstate conditions – including the ‘in-conjunction with’ test – for Function Centre, Restaurant, Residential Hotel and Group Accommodation.**
- 12. Introduce a ‘sliding scale’ for Function Centre, Restaurant, Residential Hotel and Group Accommodation, to link permissible floor areas/patron numbers/dwellings to the size of the lot.**
- 13. Continue to retain with the ability with the schedule to the zones in green wedge areas to specify a maximum limit on areas/patron numbers/dwellings for Function Centre, Restaurant, Residential Hotel and Group Accommodation.**
- 14. Introduce an ability within the schedules to the zones applying in green wedge areas to specify a minimum lot size for the use of land for a dwelling.**
- 15. Failing the above, the zones should be amended to include an ability to specify conditions, relating to size, hours of operation and location (ie: Main Roads) or at the least the introduction of a Code of Practice, for uses proposed to be permissible within the Green Wedge Zone, subject to a permit, (such as abattoir, medical centre, place of assembly, primary and secondary schools and service station).**

- Increasing uncertainty will result in more ‘red tape’, not less

Throughout all the proposed zones reforms, and particularly those applying the Green Wedge/rural areas, more discretionary uses are being introduced. Significantly, the Rural Conservation Zone will see any unspecified use moving from Section 3 ‘Prohibited’ to becoming ‘Section 2 – Permit Required’. This will result in an increase in planning permit applications and appeals to VCAT, introducing further uncertainty and conflict into the planning system.

- 16. Do not increase the number of permit required uses within the zones, particularly the zones applying to green wedge areas.**

- Greater reliance on local policy rather than zones and overlays

By radically increasing the number of permit-required uses; removing conditions/upper limits on the size of some activities and; removing the ability to specify local variations in schedules to the zones, the Government is pursuing a direction diametrically opposed to its own review ‘Making Local Policy Stronger: June 2007’ (Report of the Ministerial Working Group on Local Planning Policy).

This document clearly identifies that greater reliance should be placed on the “use (of) zones, overlay and schedules rather than policy...” (Recommendation 3, page 3). Council agrees strongly with the direction set within the Review, which if pursued and implemented would result in much shorter, and easier to use planning schemes, and consequently less ‘red tape’. Instead these reforms appear to be proceeding in the opposite direction.

**17. Maintain a number of business/commercial zones to provide a greater choice in VPP provisions to ensure activity centres develop in accordance with desired policies.**

**18. Increase the use of schedules within each of the zones to ensure that zones better apply to local circumstances.**

- Need for support for transitional arrangements – staggered introduction and need for funding

The potential amount of strategic work required to strategically justify the application of some of the zones is anticipated to be substantial. As could be the need for new planning policies to provide direction for decision making for the radically increased number of permit-required uses.

It is also unclear why the new zone reforms are being introduced prior to the completion of major State Government policy work, such as the Metropolitan Strategy and the Green Wedge audit. It would be beneficial for these documents to be complete in order to set the strategic framework before any zone changes proceed.

In response to the proposed zone reforms, Nillumbik Shire Council believes that many of the above short-comings can be avoided by following the basic principle that the planning regime under the VPP's should be stronger, with less ambiguous controls, result in a reduction of red-tape, making it simpler to comprehend and yet allow a degree of flexibility in its structure to accommodate a multiplicity of policy and built form outcomes.

**19. The introduction of the new zones should be staggered over a year (or longer) and in close consultation with local government.**

**20. Transitional arrangements should be introduced for existing planning permit applications being processed through the planning system.**

**21. The State Government should provide resources and/or funding to undertake the strategic work required to give effect to state and local government policy given the proposed expansion of discretionary and as-of-right uses.**

**22. To elaborate on the issues raised within this submission, it is requested that an Advisory Committee be appointed to hear submissions on the proposed zone reforms before they are introduced.**

### **Recommended variations to proposed new zones – Specific**

The following changes to each of the proposed zones are recommended by Council to address the short-comings and issues identified above.

#### Low Density Residential Zone

- 1. Re-instate the minimum lot size of 4000 square metres.**
- 2. Address medical centres in line with Recommendation 6 above.**

#### Township Zone

3. **Re-instate the condition relating to Food and Drink Premises to ensure it adjoins a Road Zone.**
4. **In relation to Place of Worship, reinstate conditions to prevent 24 hours use for church or social and recreational activities.**

#### Mixed Use Zone

5. **Address medical centres in line with Recommendation 6 above.**
6. **For Place of Worship include conditions relating to social and recreation activities, site size and adjoining a road zone.**
7. **Re-instate condition to specify a maximum floor area for shop. This is to help prevent 'commercial creep' of shops outside of designated activity centres**
8. **For Office up to 250m<sup>2</sup>, introduce the need for design guidelines and/or re-instate ability to specify a combined leasable floor area for office.**

#### General Residential Zone

9. **Shop should become a permit required use (as per the current Residential 1 Zone).**
10. **Address medical centres in line with Recommendation 6 above.**
11. **Office should become a prohibited use (as per the current Residential 1 Zone).**
12. **For Place of Worship, include conditions relating to social and recreation activities, site size and adjoining a road zone (as in current Residential 1 Zone).**

#### Residential Growth Zone

13. **Address Medical Centres in line with Recommendation 6 above.**
14. **For Place of Worship, include conditions relating to social and recreation activities, site size and adjoining a road zone (as in current Residential 1 Zone).**

#### Neighbourhood Residential Zone

15. **Medical centres should become a prohibited activity.**
16. **Food and Drink premises should become a prohibited activity.**
17. **For Place of Worship, include conditions relating to social and recreation activities, site size and adjoining a road zone (as per the current Residential 1 Zone).**

#### Commercial 1 Zone

18. **Amend zone objective to match actual effect of zone.**
19. **Include a schedule to the zone to enable permissible uses to be varied for local conditions (i.e. for lower order centres).**
20. **Reinstate condition requirement that any Office frontage at ground floor level must not exceed 2 metres and access must not be shared with a dwelling (other than a caretaker's house), unless the office is a bank, real**

**estate agency, travel agency, or any other office where the floor space adjoining the frontage is a customer service area accessible to the public.**

Industrial 3 Zone

- 21. Prohibit small and medium sized Supermarkets (as per existing Industrial 3 Zone).**
- 22. Prohibit Shops (as per existing Industrial 3 Zone).**

Green Wedge Zone

- 23. Reinstate conditions – including the ‘in-conjunction with’ test – for Function Centre, Restaurant and Group Accommodation.**
- 24. Introduce a ‘sliding scale’ for Function Centre, Restaurant and Group Accommodation, to link permissible floor areas/patron numbers/dwellings to the size of the lot.**
- 25. Reinstate conditions (as per existing zone) for Research and Development Centre and Residential Building.**
- 26. Prohibit (as per existing zone) Abattoir, Display Home, Medical Centre, Place of Assembly, Primary School, Secondary School, Sawmill and Service Station.**

Rural Conservation Zone

- 27. Prohibit (as per existing zone) Accommodation (other than Bed and breakfast, Dependent persons unit and Dwelling), Animal boarding, Landscape gardening supplies, Leisure and recreation (other than informal outdoor recreation and Motor racing track), Market, Primary School and Secondary School.**
- 28. Leave ‘un-specified uses’ as Section 3, prohibited uses.**
- 29. Reinstate conditions – including the ‘in-conjunction with’ test – for Group Accommodation, Residential Hotel and Restaurant.**
- 30. Support inclusion of Function Centre as a Section 2, permitted use, but subject to ‘in-conjunction with’ test.**
- 31. Introduce a ‘sliding scale’ for Function Centre, Restaurant, Residential Hotel and Group Accommodation, to link permissible floor areas/patron numbers/dwellings to the size of the lot.**
- 32. Continue to retain the ability with the schedule to the zones in Green Wedge areas to specify a maximum limit on areas/patron numbers/dwellings for Function Centre, Restaurant, Residential Hotel and Group Accommodation.**
- 33. Introduce an ability within the schedules to the zones applying in Green Wedge areas to specify a minimum lot size for the use of land for a dwelling.**
- 34. Introduce a new definition of “Mudbrick manufacturing & earth building”, subject to a planning permit and conducted in accordance with a Code of Practice (to be developed) to restrict the size and operation of such activities.**

- 35. Allow tourism uses (Function centre, Group accommodation, Restaurant, Residential Hotel) in conjunction with 'Natural systems', subject to the existing definition being modified generally as follows:**

*Land in substantially its natural state which is actively managed for conservation purposes – such as land restoration works, development and implementation of an approved management plan, conservation covenants etc. - to maintain ecological systems, or to preserve an area of historic, scientific, aesthetic, or cultural significance. Other uses conducted in conjunction with natural systems must not detract from, and must demonstrate an overall improvement in, the identified values of the land.*



## 2 Evaluation of Zone Reforms

### 2.1 Residential Zones

Council's previous submission on proposed new residential zones (April 2008 and April 2009), highlighted a range of issues with the existing VPP regime that it encounters on a regular basis. A detailed discussion of these issues can be found in Council's previous submissions, but are summarised as follows.

- Lack of ability to recognise the neighbourhood character of the residential areas within Nillumbik.
- A 'one-size-fits-all' approach to zones which apply built form outcomes to all of Victoria.
- Requirement for multiple controls (zones, overlays and policy) in order to implement strategic policy outcomes.
- Out-of-centre development allowable under the R1Z (take away food, place of assembly, convenience restaurant; convenience shops, etc).
- Lack of certainty for residents and developers.

Council welcomes the proposed residential zone variations which allow local communities to better protect neighbourhood character, particularly the introduction of a Neighbourhood Residential Zone. But as a further reform which could significantly reduce the number of overlays that are applied to residential areas through-out Victoria, the proposed schedule to the NRZ should be applied to the General Residential and the Residential Growth zones.

The onus would then shift to the planning authority and DPCD as the oversight authority, to ensure that the schedule to the zone is not too restrictive in areas with potential housing growth.

It is suggested that perhaps only two residential zones are needed. A 'residential diversity zone' which allows a number commercial and community uses, in addition greater dwelling densities. This would be applied to the fringes of activity centres and major roads and a 'neighbourhood (or general) residential zone' which applies to all dispersed residential areas, and generally prohibits commercial activities.

Both zones would have an ability to include multiple schedules to give effect neighbourhood character and built form objectives.

Council has significant concerns with the variations released, which will create the ability to introduce many commercial activities into suburban streets, significantly eroding the residential amenity of families living in these areas.

Of most concern, is the proposal to make many of these commercial activities as-of-right (not requiring a planning permit) and thus denying neighbours notice or any ability to comment on the how these commercial businesses will impact on their families and lifestyles.

Examples of this within the new zones include:

- Medical centres up to 250m<sup>2</sup> as-of-right in residential areas, creating the ability for 24 hour clinics in suburban streets.
- By removing restrictions on social or recreational activities (such as hiring the hall for weddings and 21st birthday parties) in as-of-right places of worship, residents face the real prospect of 24 hour party venues in any suburban street, or 24 hour churches.
- Potential for 24 hour food and drink premises, or a shop, in many more locations across the Shire (under 100m<sup>2</sup> and within 100 m of commercial zone or mixed use zone – which may extend into suburban areas).
- Similar to the above, 24 hour office developments in more suburban areas, but up to 250m<sup>2</sup> in size.
- Residential aged care facility, as-of-right within all 3 new zones. No permit will be required for the use, and subsequently for the buildings and works. No ability to impose conditions to mitigate negative externalities. No ability to direct this type of use toward activity centres and other appropriate areas close to other services.

Council considers that the variations and expansions to commercial uses in the residential zones will not effectively deliver State and Local Government policy objectives, nor contribute to making local planning provisions easier for the general public to understand.. In particular, it will also have the following effects:

- Encouraging greater out-of-centre development across the metropolitan area

Consolidation of activity centres and prevention of out-of-centre development are some of the clear objectives of Melbourne 2030 and Clause 17 which implements it.

Clause 17.01-2 includes the following strategy for ‘Out-of-centre’ development:  
*“Ensure that proposals or expansion of single use retail, commercial and recreational facilities outside activity centres are discouraged by giving preference to locations in or on the border of an activity centre.”*

Given this policy, it seems incongruous that the proposed residential zones, in particular the General Residential Zone and Neighbourhood Residential Zone variations, will allow out-of-centre commercial development. Food and drink premises, medical centres and places of assembly can constitute a major trip generator and create many amenity and safety issues. Their continued dispersal through-out residential areas will undermine substantial strategic work that has been undertaken by Council in preparing Structure Plans and implementing policy for its two major activity centres in Diamond Creek and Eltham.

- Impact on Residential Amenity

By making commercial activities as-of-right, all councils across Victoria will lose the ability to assess potentially high-impact developments on nearby residents, as well as any ability to impose conditions which would reduce the potential impact.

Most concerning is that being as-of-right, there would be no way to prevent uses such as medical centres and places of worship from operating 24 hours a day, 7 days a week.

Similar reforms are also proposed for Shops and Food and Drink Premises (such as restaurants and cafes) up to 100m<sup>2</sup> in size, or Office developments up to 250m<sup>2</sup>, all of which will become as-of-right provided they are within 100m of an existing commercial or mixed use zone.

The above changes have the potential to result in significant amenity impacts on residential neighbourhoods through increased traffic, signage, noise and significant visual and off site amenity impacts.

Such changes will effectively mean that large portions of the residential areas of the Shire could become de-facto shopping centres, seriously impacting on residents' homes.

- Difficulty in implementing sustainability policy objectives

The location of high trip generating activities and the continued consolidation of dispersed residential areas are all related to the higher-level problem of making the urban form of Melbourne more sustainable.

There is a clear direction within the SPPF to encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres which provide a variety of land uses and which are highly accessible to the community.

Arguably, out-of-centre commercial development in residential areas makes little contribution to this objective. The location of commercial development away from convenient public transport, and other commercial and community uses ensures that residents will remain car dependant, burning fossil fuels and increasing carbon emissions. As it becomes increasingly apparent that the world has reached a 'peak oil' point, car dependency also ensures that the residents of dispersed residential areas will face an increasing financial burden, as the cost of petroleum fuels increase.

It is unclear whether these unsustainable consequences of the new residential zones have been evaluated. It is suggested that the State Government needs to undertake an evaluation of the social and broader sustainability consequences of the zone reforms..

- Impact on community safety

The proposed variations to the Low Density Residential Zone include allowing subdivision of lots down to 2,000m<sup>2</sup> (it is currently 4,000m<sup>2</sup>) if reticulated sewerage is available.

North Warrandyte, for example, is currently zoned Low Density Residential, is heavily vegetated, dominated by hilly, unmade, dead-end roads and is an identified high bushfire risk area. Yarra Valley Water has just commenced works to provide reticulated sewerage to this area. Consequently, the change to the LDRZ will allow for a potential doubling of dwellings and people within this area.

- Impact on significant vegetation and habitat  
The above proposed variations to the Low Density Residential Zone would also result in a substantial loss of significant vegetation, which is identified for protection under various ESOs and SLOs. The steady decline in cover and connectivity of vegetation arising from subdivisions and subsequent development of lots would lead to a steady decline in the quality and significance of the vegetation and habitat concerned.

## 2.2 Commercial Zones

An existing issue for Council regarding its activity centre planning is preventing out of centre retail development. Nillumbik has a well-developed and long standing hierarchy of retail centres, include the two Major Activity Centres of Eltham and Diamond Creek.

Economic assessments completed by Nillumbik Shire Council identify a high level of escape expenditure from the Shire's two MACs. In 2004, escape spending from the Eltham MAC amounted to \$281 million in 2004, or 63 percent of available retail spending of residents of the Eltham MAC. Similarly, a study of the Diamond Creek MAC in 2006 found that approximately 70 percent of total retail spending by residents in the area of the Centre was conducted outside the region.

Out-of-centre development has the following consequences for the Shire:

- Reduces the viability and vitality of the retail sector in the Shire's major activity centres.
- Undermines sustainability objectives due to the high number of car trips retail use generates.

Under the current VPP, Council notes that zones which would be expected to prevent out of centre development still allow a surprisingly wide range of commercial uses. A prime example is the range of commercial uses (e.g. car wash, medical centre, convenience restaurant, take away food premises, service station) allowed by the Residential 1 Zone on land abutting an arterial road. The range of uses allowed can create considerable linear commercial development outside an activity centre, which is to the detriment of that centre.

This situation will only be exacerbated by the introduction of the zone reforms.

Nillumbik Shire does not have any areas affected by the existing Business 3 and 4 Zones (proposed Commercial Zone 2). Land in the Eltham and Diamond Creek Activity Centres, currently largely zoned Business 1 and 2, are proposed to be included within an Activity Centre Zone as part of Amendments C51 and C53. These amendments are currently with the Minister for Planning for approval.

The proposed Commercial 1 Zone will be applied to the remaining lower order centres currently zoned Business 1 such as Hurstbridge, McLaughlans Lane, Research, Beard Street Shops, Apollo Parkways, Kangaroo Ground and Bolton Street.

However, the objective of the C1Z (*To create vibrant use commercial centres for retail, office, business, entertainment and high density residential uses*) is more applicable to a higher order activity centre than a lower order centre. Of particular concern is that high density residential use may not be appropriate in Nillumbik's

neighbourhood and local convenience centres. Further, application of this zone may conflict with the style of residential zone applied or to be applied to surrounding land by the new residential zones.

The option of only two commercial zones provides no ability for planning authorities to recognise the hierarchy of activity and, in particular there is no zone tailored to apply to local convenience or neighbourhood activity centres.

Council contends that the business/commercial zones should be tailored to better assist planning authorities to work with the market to achieve positive planning outcomes. For example, the suite of business/commercial zones should be modified to allow councils to facilitate the optimum retail mix for a centre. The ability to create multiple schedules for each Business zone within the Victoria Planning Provisions could be introduced. Each schedule could be tailored to the individual policy objectives of individual activity centres, and contain a new permit trigger mechanism which allowed councils to set preferred floor areas for a range of retail uses.

### 2.3 Industrial Zones

Nillumbik Shire does not have any areas currently zoned Industrial 1 and 2. The few small areas of industrial land in the Shire are zoned Industrial 3.

Of major concern is the variation to the existing Industrial 3 Zone to allow supermarkets up to 2000m<sup>2</sup> and shops up to 500m<sup>2</sup>, without the need for a permit.

This has the potential to completely undermine decades of activity centre/retail planning.

In line with international best practice for the sustainable planning of urban areas, Nillumbik's policies encourage investment and growth within activity centres. These are the traditional core retailing areas of the towns and communities that form Nillumbik, such as Diamond Creek, Eltham and Hurstbridge.

Over the past decade, Council has prepared structure plans for these town centres to guide their sustainable development into the future. Council has also made a significant investment in infrastructure such as road construction, improved landscaping and street-furniture, expansion of car parking and the creation of areas for outdoor dining.

Activity centres are the best places for new commercial development. New development reinforces vitality of these centres and enhances viability of existing businesses.

Activity centres are also best able to accommodate negative impacts such as increased traffic, noise, litter and signage, because they have the necessary infrastructure such as public transport, car parking and civic facilities.

Council also has serious concerns about the economic impact likely to result from the proposed variations to the Industrial 3 Zone, in particular the potential significant reduction in available/affordable industrial land and the impacts this will have on the local diversity of services and ability of the locality to provide local jobs.

For example, a supermarket and a cluster of shops could establish in the Research Industrial Estate, which would compete with the Research shopping strip and the Eltham Activity Centre and, because of its location, reduce the amount of already scarce industrial land in the Shire and the wider metropolitan region. Over the past 10 years, Council has already experienced a number of notable commercial intrusions being allowed into the Shire's limited industrial areas (by VCAT), despite having an Industrial Areas Policy.

The provision for supermarket/shops does not fit with the purposes of the IN3 zone (which remains unchanged), particularly the objective to provide for industries and associated uses.

## 2.4 Rural/Green Wedge Zones

Nillumbik Shire Council adopted its Green Wedge Management Plan 2010-2025 in 2011. The Plan provides a long term vision for the Nillumbik Green Wedge and a range of existing and new initiatives that work towards delivering that vision.

The changes proposed within the zones applying to Nillumbik Green Wedge areas (Green Wedge Zone and Rural Conservation Zone) will allow a significant expansion of commercial activities through-out the rural areas, which are also the most bushfire-prone areas of the Shire.

An expansion of tourism and business uses is encouraged within the Nillumbik Green Wedge, but such development should continue to:

- Support and reinforce agricultural production, not compete with it for farm land.
- Be in support of environmental restoration and protection efforts.
- Be of an intensity and scale commensurate with the size of the land and its ability to absorb negative externalities.

Higher intensity and large scale commercial activities, as well as stand-alone commercial activities, should be directed to locate within, or at least on the fringe of, existing townships within Green Wedges areas. The zones applying in green wedges should reinforce the vitality and viability of these townships, making them tourist destination, by discouraging out-of-town commercial development.

The proposed zones are diametrically opposed to these strategies directions, by radically expanding the number of uses allowed in green wedge areas, removing the 'in-conjunction with' test and allow stand-alone commercial activity; and encouraging out-of-town development.

### In-Conjunction With Test

Council is seriously concerned with the removal of the 'in-conjunction with' test. By removing any link between the size of land and intensity of development and allowing many new commercial activities into Green Wedge areas, the proposed reform has the potential to significantly change the character of our Shire and the rural amenity that makes this part of Melbourne so unique.

The 'in-conjunction with' test is an efficient and effective provision within the existing Green Wedge Zones which would allow for the development of new tourism activities that add value and reinforce agricultural pursuits. The removal of this test has the potential to undermine agricultural production in Green Wedge areas as it becomes

more difficult for small farmers to out-compete large scale commercial businesses in the search for land on the fringe of Melbourne.

Another existing provision which protects the agricultural and rural amenity of the Green Wedge is the requirement for new commercial businesses to be located on large lots.

In line with the Nillumbik Green Wedge Management Plan, Council has been advocating for a minor reform to this provision to allow a 'sliding scale' for new commercial activities, which would allow small businesses on smaller lots and larger businesses on larger lots. Such a reform would have allowed for an expansion of tourism, while ensuring the rural amenity and use of these areas is protected.

The proposed removal of a minimum lot size for these commercial uses and the removal of a maximum limit on patron and dwelling numbers for these same uses, removes any link between the intensity and size of a commercial business, and the size of the land on which it is located. This has potential to result in significant impacts through increased traffic, signage, noise, visual impacts and an undermining of the agricultural values of the area.

#### Risk from Bushfire

Expansion of commercial activities including tourist accommodation (with no limitation on size or location), have the potential to expose more people to higher levels of risk from bushfire.

Examples of this include:

- There is no maximum limit for the number of dwellings that can be constructed as part of Group Accommodation.
- Removal of maximum limit of 80 bedrooms for a residential hotel.
- Removal of maximum limit of 150 patrons for a restaurant or function centre.
- Removal of the ability within the schedule to the Rural Conservation Zone and the Green Wedge Zone to specify a maximum limit on the area/dimensions/number of patrons thereby removing the ability to respond to distinct local conditions and local policies.

The changes proposed may have the unintended consequence of potentially exposing more people to higher levels of risk from bushfire.

Council has a keen interest in the recommendations of 2009 Victorian Bushfires Royal Commission, and continues to be an active participant in the Victorian Government's response to the Commission's recommendations.

Many of the proposed changes to the green wedge zones would seem to fly in the face of the Commission's recommendations, including numbers 39 and 40 which have the objective of substantially restricting development in the areas of highest bushfire risk.

In order to protect the Green Wedge and to reduce the serious implications of having additional facilities and people within an identified bushfire area, tourism based uses (such as group accommodation, function centre and restaurant), should remain subject to the "in conjunction test" and retain conditions relating to amenity impacts.

### New Uses

Additionally, the strategic intent of allowing new uses such as service stations, display homes, animal boarding and places of assembly to locate anywhere within the Green Wedge areas has not been justified and a better understanding of the full implications is needed before such significant changes are introduced.

## **2.5 Implications of the new zone reforms**

By significantly increasing the number of permissible, permit-required uses, removing conditions/upper limits on the size of some activities and removing the ability to specify local variations in schedules to the zones, the proposed reforms reduce certainty across all areas of suburban Melbourne.

Families have less confidence in what can be built next door. Businesses have less certainty in the future growth of their shopping centre. Farmers in Green Wedges will question their ability to continue in the face of commercial pressures and their 'right-to-farm'.

Less certainty in the zones will require greater development of and reliance on local policy by communities to protect their suburbs.

These changes are contrary to the Victorian Government's own '*Making Local Policy Stronger: June 2007*' (Report of the Ministerial Working Group on Local Planning Policy). This document clearly identifies that greater reliance should be placed on the "*use (of) zones, overlay and schedules rather than policy...*" (Recommendation 3, page 3).

Council agrees strongly with the direction set within the 2007 Review which, if pursued and implemented would result in shorter, and easier to use planning schemes and consequently, less 'red tape'. Instead the new zone reforms appear to be proceeding in the opposite direction.

For Nillumbik, the new zone reforms will require the preparation of further local planning policies including:

- To give effect to the policy directions within the adopted Nillumbik Green Wedge Management Plan to encourage more development within established townships, Council will need to develop a local policy to provide greater guidance for the expanded range of uses now proposed to be allowed within the Green Wedge.
- A new local policy to reinforce the role of nominated activity centres and townships within the Shire, by trying to discourage out-of-centre development, because so many new commercial uses are allowed in residential, industrial and rural areas.
- A new policy to determine when it is appropriate to consider a medical centre and other commercial activities (when a permit is required) in dispersed residential areas, and provide performance-based criteria to evaluate their size and layout.



- More policy will be required to provide guidance as to the type and size of businesses that can locate in major and neighbourhood activity centres, and local convenience centres given their respective roles in the retail hierarchy. This is to compensate for the lack of schedules within the new Commercial Zones which could be varied to respond to local circumstances.
- Policies seeking to preserve rare and in-demand light industrial land within the Shire to provide much needed local services (such as panel beaters or cabinet makers); and prevent these areas becoming diminished through incremental retail development.

Council is also concerned that by significantly increasing the number of permissible, permit-required uses, removing conditions/upper limits on the size of some activities, removing the ability to specify local variations in schedules to the zones and significantly, in the Rural Conservation Zone, moving many uses from Section 3 'Prohibited' to becoming 'Section 2 – Permit Required', then the number of neighbourhood disputes will increase, as will the number of appeals to VCAT.

The consequences of this is a more complex and expensive planning system, where decisions about local issues are increasingly made by VCAT, which does not have a strong track-record of upholding local decisions.

More planning decisions by VCAT, coupled with an increase in 'as-of-right' commercial activities in residential and green wedge areas, represents a diminution of local communities' rights to participate in development decisions and shape the future of their neighbourhoods.

## *2.6 Transitional Arrangements*

Council is extremely concerned with the short time frame that has been given to provide comment on the proposed zone reforms, particularly so close to the election caretaker period for Councils, and the potential that many of the reforms will be introduced expeditiously into all Planning Schemes without further consideration. The cumulative economic impact of the proposed zone reforms on businesses located within the Shire's existing townships and activity centres has the potential to be devastating. Given the ongoing financial crisis and the declining economic outlook within the State, this is not the time to be introducing changes to the planning system which have the potential to undermine the economic viability of our existing retail areas.

It is requested that the Minister for Planning consider appointing an Advisory Committee to consider all submissions on the proposed zone reforms. The role of the Committee could be to make recommendations on any changes to the amended and new zones and to provide advice on the introduction of the zone reforms, including any transitional arrangements that are required to bring the zone reforms into effect.

Council would be happy to appear before an Advisory Committee to further elaborate upon its submission and to participate in any discussions regarding introduction of the reformed zones.

Transitional arrangements should also be introduced for the processing of permit applications already in the planning system, which would allow those applications to

be continued to be assessed under the old zones, unless a permit is no longer required under the new or amended zone provisions.

### **3 Individual Zone Responses**

#### **3.1 General Residential Zone**

The proposal to delete the existing Residential 1 Zone and introduce new residential zones is supported, including the ability to include neighbourhood character objectives in a schedule to the zone.

However it is considered that the General Residential Zone should strictly limit the number of as-of-right commercial activities and permit-required activities.

As discussed above in section 2.1, Council is most concerned that the potential establishment of many new commercial activities in suburban streets will significantly erode the residential amenity of families living in these areas, and in the case of as of right commercial activities, deny neighbours notification of the proposal or any ability to comment on how ongoing commercial operations will impact on their families and lifestyles, without the ability to control operations via permit conditions.

State Government policies should be given effect by reinforcing activity centres as the appropriate location for commercial development.

On this basis, Council considers that in the General Residential Zone that any high-trip activities should be subject to a permit (as is currently the case in the Residential 1 Zone) or in the case of a Place of Worship – subject to conditions, in order to protect neighbourhood amenity. Office should remain a prohibited use as is currently the case in the Residential 1 Zone.

Height restrictions specified in the schedule must be extended to cover non-residential buildings.

#### **3.2 Neighbourhood Residential Zone**

Council welcomes the proposal to introduce a Neighbourhood Residential Zone in order to protect its residential areas that have identified neighbourhood character, environmental and landscape characteristics.

However, the ability of this zone to protect neighbourhoods is seriously undermined by the number of commercial uses that can be established.

One area where a real and useful difference between this zone and the other proposed residential zones can be created is the range of permitted uses. As discussed above, there are currently a range of uses allowed under the existing Residential 1 Zone (and proposed General Residential Zone) which may be more appropriately located in activity centres. Such land-use include Food and drink premises, Leisure and recreation, Medical centres and Place of assembly. The removal of these uses from the Neighbourhood Residential Zone would provide a real distinction with the General Residential and Residential Growth Zone. Even more land-uses, perhaps those that must be located adjacent to a Road Zone (Service Station, Convenience restaurant, Convenience Shop)

could also be removed from the Neighbourhood Zone to provide a distinction between it and the other zones, and more accurately reflect the purpose and objectives of the proposed zone.

### 3.3 Residential Growth Zone

The Residential Growth Zone would appear to have limited application in Nillumbik.

The most likely application of this zone would be to activity centres where a substantial amount of change consisting of residential development is already able to be implemented by the application of the Activity Centre Zone.

Council has proposed to apply the Activity Centre Zone to its two major Activity Centres in Eltham and Diamond Creek. Amendments C51 and C53 are currently with the Minister for Planning for approval.

Conceivably, a planning authority may wish to apply the Residential Growth Zone to the fringe of an activity centre, providing a transition between the mixed use activities in the core of a centre, and the surrounding residential hinterland. If it is intended to apply the Growth Zone to these areas, then the only difference between land within this zone, and land under the General Residential Zone is the intensity of development permitted.

It is suggested that following the VPP principles, the proposed new residential zones should provide a real differences in the range of uses permitted under each zone, as well as providing a difference between what types of uses requiring a permit in each zone.

### 3.4 Low Density Residential Zone

The proposal within the amended Low Density Residential Zone to reduce the minimum lot size to 2000 square metres where land can be connected to reticulated sewerage, is of great concern.

There is no strategic justification for such a proposal and it is inconsistent with the purpose of the LDRZ *“To provide for low-density residential development on lots which, in the absence of reticulated sewerage, can treat and retain wastewater”* which remains unchanged.

The LDRZ applies to several areas in Nillumbik, some of which are connected to reticulated sewerage or are in the process of being connected to sewerage. One of these areas is North Warrandyte. Consequently, the change to the zone will allow for a potential doubling of dwellings and people within an identified bushfire prone area and significantly impact on an area of high environmental significance. It is also unlikely that the requirements of the Bushfire Management Overlay can be met for reduced lot sizes.

The LDRZ also applies to land in Plenty, which is located outside the UGB and is one of the areas identified by Council to accommodate future housing growth. Many years of strategic work has been undertaken with landowners to prepare Development Plans for this area to guide future development based on the current minimum lot size of 4000 square metres.

A number of subdivision permits have been approved based on the approved Development Plans and lots sold. The cost of having to prepare new Development Plans for this area based on a different minimum lots size would be substantial for both Council the development companies who have bought land in this area and are currently in the process of selling lots, and other land owners.

It is also not clear how the minimum lot size can be changed for the land in Plenty, which is outside the UGB, without the approval of both houses of Parliament.

For the reasons given above, Council considers that the minimum lot size of 4000 square metres needs to be retained in Nillumbik.

### 3.5 *Mixed Use Zone*

The Mixed Use Zone (MUZ) currently applies to the Eltham Gateway in Nillumbik. The Gateway is one of the more unique urban areas within the Shire, with a strong sense of character which provides a distinctive entrance to the Eltham Major Activity Centre. The Gateway contains the original, historic Eltham town centre and its vegetated surrounds and distinctive built form along Main Road is indicative of a highly valued landscape which separates Eltham from other activity centres and residential areas and underpins the character of the suburb.

Under the proposed amended MUZ, convenience restaurants, shops, offices, medical centres and trade supplies would all be easier to establish which could significantly reduce the amenity and distinctiveness of the Gateway, and undermine the nearby Eltham Major Activity Centre and Bridge Street Business Area (zoned Industrial 3). Further, removing the need for a permit for buildings and work will significantly reduce the amenity and landscape of the Gateway by removing requirements to satisfy local design guidelines. Council has recently exhibited Amendment C77 that applies to the Eltham gateway, and a Panel has been appointed. The proposed zone reforms would make much of Council's work to strengthen the planning controls and protect the Eltham Gateway obsolete.

In order to continue to protect MUZ land, it is suggested that the existing conditions specifying a maximum floor area for shop and office, and conditions relating to the establishment of places of worship and medical centres should be re-instated. This is to help prevent 'commercial creep' outside of designated activity centres and to continue to protect neighbourhood amenity.

### 3.6 *Township Zone*

As with the new residential zones, Council is concerned with the intrusion of commercial uses into lower order neighbourhood centres and residential areas, such as Hurstbridge, that contain unique neighbourhood characteristics including a number of buildings that are heritage protected.

Uses such as medical centre should be subject to a permit, in order to minimise amenity impacts and conditions relating to a Place of Worship should be re-instated.

### 3.7 Commercial 1 Zone

As discussed in 2.2 above, the C1Z will have less impact in the Shire once Amendments C51 and C53, which will introduce the ACZ1 and ACZ2 to Eltham and Diamond Creek are approved. The CZ1 can only then apply to lower order centres such as Hurstbridge, McLaughlans Lane, Research, Beard Street Shops, Apollo Parkways, Kangaroo Ground and Bolton Street where the B1Z currently applies.

As previously discussed, the objective of the C1Z to Nillumbik's lower order centres may not be appropriate and may conflict with the style of residential zone applied or to be applied to surrounding land by the new residential zones.

It is considered that the zone needs to be accompanied by a clear explanation of its position and purpose in setting the activity centre hierarchy and the provisions of the zone need to be tailored accordingly. For example, by way of schedules that can be applied to different centres to enable floor space caps to be applied where appropriate, and to reinforce a hierarchy of commercial centres governed by existing local policies.

Another key problem is that the C1Z removes restrictions on street frontages which existed in Section 1 of the B1Z for offices. This restriction encouraged positive and engaging mixed use developments with active frontages on the road and the more passive use of offices above. This condition should be reinstated.

Also of concern is that there has been some widening of the Section 1 Commercial Uses which may not be appropriate in lower order centres. In particular, use of accommodation will not require a permit, which could lead to conversion of existing buildings in the zone for accommodation, without any restrictions. ResCode and any other local policies will not be triggered if a permit is not required. This may lead to serious impacts on neighbourhood amenity.

### 3.8 Industrial 3 Zone

The Industrial 3 Zone applies to several industrial estates/areas in Nillumbik.

As discussed in section 2.3 above, of major concern is the variation to the existing Industrial 3 Zone to allow supermarkets up to 2000m<sup>2</sup> and shops up to 500m<sup>2</sup>, without the need for a permit.

While changes in patterns of retailing and the advantage of greater competition are recognised, it is also important to recognise the role of existing small supermarkets in anchoring many neighbourhood centres and the level of public and private investment in these centres.

The potential for intrusion of town centre style retail activity into industrial areas is also of major concern, for example:

- A supermarket and shopping complex of up to 2,500 square metres is a sizeable retail outlet. The new Eltham Aldi Supermarket is only about 1200 square metres and the Eltham Safeway is 3703 square metres.
- The extensive demand of car parking required by supermarkets will cause further significant intrusion/expansion of each supermarket/shopping area.

- There is no restriction on the total number of shop/supermarkets that will be allowed within the IN3 zone, meaning the total retail intrusion of 2,500 square metres could be multiplied several times within one industrial precinct.
- The potential for existing anchor supermarkets relocating to cheaper industrial land and vacating existing retail centres.

The effect of town centre retail intrusion into industrial zones is likely to have the following adverse outcomes:

- Significant out of centre development (undermining the viability of the commercial core and increasing reliance on personal vehicles to do shopping).
- Significant reduction in available/affordable industrial land and the impacts this will have on the local diversity of services and ability of the locality to provide local jobs.
- The provision for supermarket/shops does not fit with the purposes of the zone (which remain unchanged), particularly to provide for industries and associated uses.
- Use of land for supermarket/shops will be exempt from notification, which is unconscionable given the potential impacts for surrounding industrial uses and the fact that the retail activity does not fit with the stated purpose of the zone.
- No specific recognition is made of the conflicts which could be created between supermarket/shops and industrial uses and how these should be responded to. These conflicts will only further undermine the viability of the remaining industrial land.

The introduction of two new commercial zones, in conjunction with the amended Mixed Use Zone and Activity Centre Zone seem to provide a large suite of zones that can be applied to cater for the provision of small scale supermarkets, without the need for industrial areas to also facilitate these uses.

### 3.9 *Green Wedge Zone*

More than 90 per cent of Nillumbik Shire is included in the Green Wedge. As discussed in section 2.4 above, Council adopted its Green Wedge Management Plan 2010-2025 in 2010 (GWMP). The Plan provides a long term vision for the Nillumbik Green Wedge and a range of existing and new initiatives that work towards delivering that vision.

The changes proposed to the Green Wedge Zone will allow a significant expansion of commercial activities through-out rural areas, which are also the most bushfire-prone areas of the Shire.

While some of the changes might appear, on the surface, to be reasonable - for example allowing farmers to sell produce, having a function centre or restaurant or suitable accommodation to increase tourism opportunities - the potential outcome of the changes is likely to increase uncertainty and will see the Green Wedge developed incrementally on a case by case basis. Most

planning decisions are likely to be made by VCAT, which in the past has resulted in Council policies to protect its Green Wedge being ignored.

The reforms to the Green Wedge Zone appear to be in contradiction to the policy of keeping development and activity inside the Urban Growth Boundary. In Nillumbik's Green Wedge, Council wishes tourism and activity to be well planned and complement environmental values and the area's cultural heritage. The GWMP sets out that this can be achieved through sensitively planned recreation and tourism activities of a scale and type that are in keeping with and not detrimental to, the special qualities of the Nillumbik Green Wedge.

In order to achieve this, Council needs the ability to specify conditions (similar to those currently included in the Green Wedge Zone) for uses such as a Function Centre, Accommodation and Restaurants and schedules to the zone that can be tailored to meet specific needs and policy objectives.

The current structure of the Green Wedge provisions are such that allowable tourism activities need to be carried out 'in conjunction' with the primary values of the Green Wedge, namely agriculture, rural industry, wineries, natural systems, or outdoor recreation. Council believes that the 'in conjunction' test strikes a good balance between preserving the use of land for agricultural production and allowing value-adding tourism activities. This link allows tourism and economic development opportunities around the theme of 'food based tourism'.

Under the current GWZ (and Rural Conservation Zone) provisions, there is a second requirement that also needs to be met before being able to establish a tourism type use: *"The lot on which the use is conducted must be at least the minimum subdivision area specified in a schedule to this zone. If no area is specified, the lot must be at least 40 hectares"*.

Typically, in Nillumbik's Green Wedge, the minimum subdivision size is either 8ha or 40ha, with 81% of existing lots already subdivided below the defined minimum lot size. In effect this has created a prohibition on the establishment of tourism activities on the vast majority of all allotments.

It is suggested that an alternative approach, which introduces a 'sliding scale' with a relationship between commercial intensity and land size, would provide for an expansion of tourism activities which remain tied to agricultural production.

Such an approach would also recognise that the negative externalities (noise, light, traffic, dust, etc) associated with more intensive commercial activities in rural areas is best contained and managed on larger properties. The use would also remain subject to a planning permit, allowing an assessment by the responsible authority which accounts for local limiting circumstances (such as access to major roads) and the perspectives of neighbouring residents.

The proposal in the amended GWZ to include uses such as abattoir, medical centre, place of assembly, primary and secondary schools, sawmill and service station as permit required uses without conditions, could have substantial impacts on the amenity, landscape and vegetation of the Green

Wedge. It is considered that these uses are prohibited (as per the existing Green Wedge Zone).

### **3.10 Rural Conservation Zone**

The proposal within the amended Rural Conservation Zone to encourage tourism opportunities is in line with Council's adopted GWMP, provided they are well planned and complement environmental values and the area's cultural heritage.

However, as discussed above in section 3.9 in relation to the Green Wedge Zone, Council needs the ability to specify conditions for certain uses and an ability to tailor the schedule to the zone to meet specific needs and policy objectives.

The proposal to include Accommodation (other than Bed and breakfast, Dependent persons unit and Dwelling), Animal boarding, Landscape gardening supplies, Leisure and recreation (other than informal outdoor recreation and Motor racing track), Market, Primary School and Secondary School as permit required uses is not supported. It is considered these should remain prohibited.

The 'sliding scale' concept discussed above is also relevant to areas included within the Rural Conservation Zone.

## **4 Conclusion**

The Nillumbik Shire Council continues to be supportive of the Minister for Planning and DPCD's willingness to address the shortfalls of the current planning system.

Council supports the instigation of a revision of the existing planning scheme zones in order to more clearly and accurately define the development expectations within different residential, business, industrial and green wedge/rural areas.

However, Council has serious concerns about the content and delivery of the planning reforms and potential unintended outcomes as drafted.

The reforms as drafted could have long term and potentially devastating impacts on the residents, environment and economic vitality of the Shire of Nillumbik.

Council would welcome the opportunity to have its concerns considered further by an Advisory Committee and participate in any discussions initiated by the Minister regarding implementation of the zone reforms.



## Appendix One

Number	Zone	Proposed Provision	Requested variation
1	Low Density Residential Zone	Land can be subdivided into lots having a minimum area of 2000m <sup>2</sup> where sewerage is connected. (The current minimum subdivision size is 4000 m <sup>2</sup> ).	Re-instate the minimum lot size of 4000 square metres.
2	Low Density Residential Zone	A permit is not required for a medical centre if the leasable floor area does not exceed 250m <sup>2</sup> .	<p>Include a condition that limits the hours of use to ensure 24 hour centres cannot be established without a permit.</p> <p>Include a condition that the site must adjoin, or have access to a road in a Road Zone to ensure residential amenity can be protected.</p> <p>Development of a code of practice or similar to ensure appropriate design standards are met. For example, to avoid the ability to put car parks at front of a property without a permit.</p>
	Low Density Residential Zone	Food and Drink Premises will remain subject to a permit, but without a condition that it adjoins a Road Zone.	Re-instate condition.
3	Township Zone	Broadening of the purpose of the zone to allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.	None
4	Township Zone	A permit is not required for a medical centre if the leasable floor area does not exceed 250m <sup>2</sup> .	See 2 above
5	Township Zone	A permit is not required for a Place of Worship if the leasable floor area does not exceed 250m <sup>2</sup> .	Re-instate conditions to prevent 24 hour use for church or social and recreation activities.

<b>6</b>	Mixed Use Zone	A permit is not required for a Shop (including Convenience restaurant, Convenience shop, Take away food premises and Food and Drink premises) if leasable floor area is 150m <sup>2</sup> or less. Restriction on floor size of shop via the schedule is also removed.	Re-instate condition to specify a maximum floor area for shop. This is to help prevent 'commercial creep' of shops outside of designated activity centres
<b>7</b>	Mixed Use Zone	A permit is not required for a medical centre if the leasable floor area does not exceed 250m <sup>2</sup> .	See 2 above
<b>8</b>	Mixed Use Zone	A permit is not required for a Place of Worship if the leasable floor area does not exceed 250m <sup>2</sup> .	See 5 above
<b>9</b>	Mixed Use Zone	A permit is not required for an Office if the leasable floor area does not exceed 250m <sup>2</sup> .	Design guidelines needed or re-instate ability to specify a combined leasable floor area for office.
<b>10</b>	General Residential Zone	A permit is not required for a Food and Drink Premises (other than Convenience Restaurant, Hotel and Tavern) if located within 100 metres of a commercial zone or Mixed Use Zone, must have the same street frontage as the land in the commercial zone or mixed use zone and must not exceed 100 m <sup>2</sup> .	Make a permit required use (as in current Residential 1 zone)
<b>11</b>	General Residential Zone	A permit is not required for a Shop (other than Adult sex bookshop and bottle shop) if located within 100 metres of a commercial zone, must have the same street frontage as the land in the commercial zone and must not exceed 100 m <sup>2</sup> .	Make a permit required use (as in current Residential 1 zone)
<b>12</b>	General Residential Zone	A permit is not required for a medical centre if the leasable floor area does not exceed 250m <sup>2</sup> .	See 2 above
<b>14</b>	General Residential Zone	A permit is not required for an office (other than medical centre) if located within 100 metres of a commercial zone, must have the same street frontage as the land in the	Prohibit (as in current Residential 1 Zone).

		commercial zone and must not exceed 250 m2.	
<b>15</b>	General Residential Zone	A Place of Worship remains as a permit not required use but with an increase in gross floor area from 180m2 to 250m2 and without conditions relating to no social or recreational activities, maximum site size and adjoining a road zone.	Include conditions relating to social and recreation activities, site size and adjoining a road zone (as in current Residential 1 Zone).
<b>16</b>	General Residential Zone	A Bed and Breakfast is as of right for 10 persons (rather than 6).	
<b>17</b>	General Residential Zone	A permit is only required to construct or extend one dwelling on a lot of less than 200 m2 as opposed 300 m2 as currently required.	
<b>18</b>	Residential Growth Zone	A permit is not required for a Food and Drink Premises (other than Convenience Restaurant, Hotel and Tavern) if located within 100 metres of a commercial zone or Mixed Use Zone, must have the same street frontage as the land in the commercial zone or mixed use zone and must not exceed 100 m2.	
<b>19</b>	Residential Growth Zone	A permit is not required for a Shop (other than Adult sex bookshop and bottle shop) if located within 100 metres of a commercial zone, must have the same street frontage as the land in the commercial zone and must not exceed 100 m2.	
<b>20</b>	Residential Growth Zone	A permit is not required for a medical centre if the leasable floor area does not exceed 250m2.	See 2 above.
<b>21</b>	Residential Growth Zone	A permit is not required for an office (other than medical centre) if located within 100 metres of a commercial zone, must have the same street frontage as the land in the commercial zone and must not exceed 250 m2.	
<b>22</b>	Residential Growth Zone	A Bed and Breakfast is as of right for 10 persons (rather	

		than 6).	
<b>23</b>	Residential Growth Zone	A Place of Worship remains as a permit not required use but with an increase in gross floor area from 180m <sup>2</sup> to 250m <sup>2</sup> and without conditions relating to no social or recreational activities, maximum site size and adjoining a road zone.	See 15 above
<b>24</b>	Residential Growth Zone	A permit is only required to construct or extend one dwelling on a lot of less than 80 m <sup>2</sup> .	Change to 200 m <sup>2</sup> .
<b>25</b>	Residential Growth Zone	Maximum building heights can be specified in a schedule to the zone, however if no height is specified that maximum building height should not exceed 12.5 metres.	
<b>26</b>	Residential Growth Zone	An application to subdivide land is exempt from the notice and review provisions of the Planning and Environment Act 1987.	
<b>27</b>	Neighbourhood Residential Zone	A permit is not required for a medical centre if the leasable floor area does not exceed 250m <sup>2</sup> .	Remove proposal.
<b>28</b>	Neighbourhood Residential Zone	A permit is not required for a Food and Drink Premises (other than Convenience Restaurant, Hotel and Tavern) if located within 100 metres of a commercial zone or Mixed Use Zone, must have the same street frontage as the land in the commercial zone or mixed use zone and must not exceed 100 m <sup>2</sup> .	Remove proposal.
<b>29</b>	Neighbourhood Residential Zone	A Bed and Breakfast is as of right for 10 persons (rather than 6).	Retain as 6
<b>30</b>	Neighbourhood Residential Zone	A Place of Worship remains as a permit not required use but with an increase in gross floor area from 180m <sup>2</sup> to 250m <sup>2</sup> and without conditions relating to no	See 15 above.

		social or recreational activities, maximum site size and adjoining a road zone.	
<b>31</b>	Neighbourhood Residential Zone	A permit is only required to construct or extend one dwelling on a lot of less than 300 m <sup>2</sup> .	
<b>32</b>	Neighbourhood Residential Zone	Ability to specify in a schedule to the zone the number of dwellings allowed on a lot (the number specified cannot be less than 2). If no number is specified, the number of dwellings on a lot must not exceed 2.	
<b>33</b>	Neighbourhood Residential Zone	Ability to specify in a schedule to the zone a minimum lot size to subdivide land. Each lot must be at least the area specified for the land.	
<b>34</b>	Commercial 1 Zone	The Zone broadens the range of activities that land can be used for (under the existing Business 1, 2 and 5 Zones) without the need for a planning permit and removes floor area restrictions.	Amend zone objective to match zone.  Include a schedule to the zone to enable permissible uses to be varied for local conditions (ie for lower order centres).
<b>35</b>	Commercial 1 Zone	Removes the requirement that any frontage at ground floor level must not exceed 2 metres and access must not be shared with a dwelling (other than a caretaker's house), unless the office is a bank, real estate agency, travel agency, or any other office where the floor space adjoining the frontage is a customer service area accessible to the public.	Re-instate condition.
<b>36</b>	Industrial 3 Zone	Small and medium sized supermarkets will be allowed without a permit provided the leasable floor area does not exceed 2,000 square metres.	Remove proposal.
<b>37</b>	Industrial 3 Zone	Shop (other than Adult sex bookshop, Convenience shop, Restricted retail	Remove proposal.

		premises and Supermarket) will be allowed without a permit provided it adjoins, or is on the same land as a supermarket, and the combined leasable floor area for all shops adjoining or on the same land as the supermarket must not exceed 500 square metres.	
<b>38</b>	Green Wedge Zone	Agriculture (other than Animal keeping, Apiculture, Intensive animal husbandry, Rice growing and Timber production), Rural Store, Primary Produce Sales - subject to conditions and Rural Industry (other than Abattoir and Saw Mill) - subject to conditions, will be allowed without a permit.	
<b>39</b>	Green Wedge Zone	Function Centre and Restaurant will remain subject to a permit, but without any conditions relating to use, patron numbers and lot size.	Reinstate conditions or use a sliding scale (see submission).
<b>40</b>	Green Wedge Zone	Group Accommodation will remain subject to a permit, but without any conditions relating to use, number of dwellings or lot size.	Reinstate conditions or use a sliding scale (see submission).
<b>41</b>	Green Wedge Zone	Research and Development Centre and Residential Building will remain subject to a permit, but without any conditions.	Reinstate conditions.
<b>42</b>	Green Wedge Zone	Inclusion of Abattoir, Display Home, Medical Centre, Place of Assembly, Primary School, Secondary School, Sawmill and Service Station as permit required uses.	Prohibit.
<b>43</b>	Green Wedge Zone	Deletion of the requirement to enter into a section 173 agreement when the re-subdivision of existing lots occurs to ensure that land may not be further subdivided to increase the number of lots.	Retain.

44	Rural Conservation Zone	Inclusion of Accommodation (other than Bed and breakfast, Dependent persons unit and Dwelling), Animal boarding, Landscape gardening supplies, Leisure and recreation (other than informal outdoor recreation and Motor racing track), Market, Primary School and Secondary School as permit required uses.	Prohibit.
45	Rural Conservation Zone	Inclusion of Amusement Parlour, Brothel, Child care centre, Cinema based entertainment facility, Education Centre (other than primary or secondary school), Motor Racing Track, Office, Rice Growing and Transport Terminal as prohibited uses.	
46	Rural Conservation Zone	Group Accommodation and Residential Building will remain subject to a permit, but without any conditions.	Reinstate conditions.

## **PROPOSED NEW ZONE RECOMMENDATIONS**

### **General Recommendations**

#### **Strategic Justification**

1. More policy analysis and research be undertaken and released for comment in order to set the strategic framework for proposed reforms.
2. The reforms to the zones applicable in green wedge areas are deferred until after the finalisation of the State Government's Green Wedge Audit, that is currently underway.
3. The reforms to the commercial, industrial and residential zones are deferred until after the finalisation of the new metropolitan strategy.
4. Amend the State Planning Policy Framework in conjunction within the proposed variations to the zones, to ensure consistency between policy statements and the objectives and function of the zones.

#### **Erosion of Residential Amenity**

5. In order to protect neighbourhood amenity, and reinforce the role of activity centres, all high-trip generating (commercial and community) activities allowed within the residential zones, should either be:
  - removed from the range of permitted uses; or
  - subject to a permit; or
  - as a minimum, be as-of-right only subject to conditions.
6. In relation to medical centres (in all zones) :
  - Inclusion of a condition that limits the hours of use to ensure 24 hour centres cannot be established without a permit.
  - Inclusion of a condition that the site must adjoin, or have access to a road in a Road Zone to ensure residential amenity can be protected.
  - Development of a code of practice or similar to ensure appropriate design standards are met. For example, to avoid the ability to put car parks at front of a property without a permit.



7. Consider moving to a model of two residential zones:
  - A 'residential diversity zone' which allows a number commercial and community uses, in addition greater dwelling densities. This would be applied to the fringes of activity centres and major roads.
  - A 'neighbourhood (or general) residential zone' which applies to all dispersed residential areas, and generally prohibits commercial activities.
  - Both zones would have an ability to include multiple schedules to give effect neighbourhood character and built form objectives.

### **Undermining Activity Centres**

8. Supermarket and associated Shops should not be allowed in the Industrial 3 Zone.
9. As above, curtail and restrict the number of commercial uses that can locate within dispersed residential areas.
10. Maintain the ability with the schedules to the business/commercial zones to specify floor area limits for different uses (offices, shops, trade supplies), to limit the scale of development in low order (neighbourhood and local convenience) activity centres.

### **Threats to the values of the Green Wedge and encouraging development in bushfire prone areas**

11. Reinstate conditions – including the 'in-conjunction with' test – for Function Centre, Restaurant, Residential Hotel and Group Accommodation in the Green Wedge and Rural Conservation Zones.
12. Introduce a 'sliding scale' for Function Centre, Restaurant, Residential Hotel and Group Accommodation, to link permissible floor areas/patron numbers/dwellings to the size of the lot.
13. Continue to retain with the ability with the schedule to the zones in green wedge areas to specify a maximum limit on areas/patron numbers/dwellings for Function Centre, Restaurant, Residential Hotel and Group Accommodation.
14. Introduce an ability within the schedules to the zones applying in green wedge areas to specify a minimum lot size for the use of land for a dwelling.
15. Failing the above, the zones should be amended to include an ability to specify conditions, relating to size, hours of operation and location (ie: Main Roads) or at the least the introduction of a Code of Practice, for uses proposed to be permissible within the Green Wedge Zone, subject to a permit, (such as

abattoir, medical centre, place of assembly, primary and secondary schools and service station).

**Increasing uncertainty will result in more 'red tape', not less**

16. Do not increase the number of permit required uses within the zones, particularly the zones applying to green wedge areas.

**Greater reliance on local policy rather than zones and overlays**

17. Maintain a number of business/commercial zones to provide a greater choice in VPP provisions to ensure activity centres develop in accordance with desired policies.
18. Increase the use of schedules within each of the zones to ensure that zones better apply to local circumstances.

**Need for support for transitional arrangements – staggered introduction and need for funding**

19. The introduction of the new zones should be staggered over a year (or longer) and in close consultation with local government.
20. Transitional arrangements should be introduced for existing planning permit applications being processed through the planning system.
21. The State Government should provide resources and/or funding to undertake the strategic work required to give effect to state and local government policy given the proposed expansion of discretionary and as-of-right uses.
22. That an Advisory Committee be appointed to hear submissions on the proposed zone reforms before they are introduced.

**Recommended Variations to the new Zones**

**Low Density Residential Zone**

1. Re-instate the minimum lot size of 4000 square metres.
2. Address medical centres in line with General Recommendation 6 above.

### **Township Zone**

3. Re-instate the condition relating to Food and Drink Premises to ensure it adjoins a Road Zone.
4. In relation to Place of Worship, reinstate conditions to prevent 24 hours use for church or social and recreational activities.

### **Mixed Use Zone**

5. Address medical centres in line with General Recommendation 6 above.
6. For Place of Worship include conditions relating to social and recreation activities, site size and adjoining a road zone.
7. Re-instate condition to specify a maximum floor area for shop. This is to help prevent 'commercial creep' of shops outside of designated activity centres
8. For Office up to 250m<sup>2</sup>, introduce the need for design guidelines and/or re-instate ability to specify a combined leasable floor area for office.

### **General Residential Zone**

9. Shop should become a permit required use (as per the current Residential 1 Zone).
10. Address medical centres in line with General Recommendation 6 above.
11. Office should become a prohibited use (as per the current Residential 1 Zone).
12. For Place of Worship, include conditions relating to social and recreation activities, site size and adjoining a road zone (as in current Residential 1 Zone).

### **Residential Growth Zone**

13. Address Medical Centres in line with General Recommendation 6 above.
14. For Place of Worship, include conditions relating to social and recreation activities, site size and adjoining a road zone (as in current Residential 1 Zone).

### **Neighbourhood Residential Zone**

15. Medical centres should become a prohibited activity.
16. Food and Drink premises should become a prohibited activity.
17. For Place of Worship, include conditions relating to social and recreation activities, site size and adjoining a road zone (as per the current Residential 1 Zone).

### **Commercial 1 Zone**

18. Amend zone objective to match actual effect of zone.
19. Include a schedule to the zone to enable permissible uses to be varied for local conditions (i.e. for lower order centres).
20. Reinstate condition requirement that any Office frontage at ground floor level must not exceed 2 metres and access must not be shared with a dwelling (other than a caretaker's house), unless the office is a bank, real estate agency, travel

agency, or any other office where the floor space adjoining the frontage is a customer service area accessible to the public.

### **Industrial 3 Zone**

21. Prohibit small and medium sized Supermarkets (as per existing Industrial 3 Zone).
22. Prohibit Shops (as per existing Industrial 3 Zone).

### **Green Wedge Zone**

23. Reinstate conditions – including the ‘in-conjunction with’ test – for Function Centre, Restaurant and Group Accommodation.
24. Introduce a ‘sliding scale’ for Function Centre, Restaurant and Group Accommodation, to link permissible floor areas/patron numbers/dwellings to the size of the lot.
25. Reinstate conditions (as per existing zone) for Research and Development Centre and Residential Building.
26. Prohibit (as per existing zone) Abattoir, Display Home, Medical Centre, Place of Assembly, Primary School, Secondary School, Sawmill and Service Station.

### **Rural Conservation Zone**

27. Prohibit (as per existing zone) Accommodation (other than Bed and breakfast, Dependent persons unit and Dwelling), Animal boarding, Landscape gardening supplies, Leisure and recreation (other than informal outdoor recreation and Motor racing track), Market, Primary School and Secondary School.
28. Leave ‘un-specified uses’ as Section 3, prohibited uses.
29. Reinstate conditions – including the ‘in-conjunction with’ test – for Group Accommodation, Residential Hotel and Restaurant.
30. Support inclusion of Function Centre as a Section 2, permitted use, but subject to ‘in-conjunction with’ test.
31. Introduce a ‘sliding scale’ for Function Centre, Restaurant, Residential Hotel and Group Accommodation, to link permissible floor areas/patron numbers/dwellings to the size of the lot.
32. Continue to retain the ability with the schedule to the zones in Green Wedge areas to specify a maximum limit on areas/patron numbers/dwellings for Function Centre, Restaurant, Residential Hotel and Group Accommodation.
33. Introduce an ability within the schedules to the zones applying in Green Wedge areas to specify a minimum lot size for the use of land for a dwelling.
34. Introduce a new definition of “Mudbrick manufacturing & earth building”, subject to a planning permit and conducted in accordance with a Code of Practice (to be developed) to restrict the size and operation of such activities.
35. Allow tourism uses (Function centre, Group accommodation, Restaurant, Residential Hotel) in conjunction with ‘Natural systems’, subject to the existing definition being modified generally as follows:

*Land in substantially its natural state which is actively managed for conservation purposes – such as land restoration works, development and implementation of an approved management plan, conservation covenants etc. - to maintain ecological systems, or to preserve an area of historic, scientific, aesthetic, or cultural significance. Other uses conducted in conjunction with natural systems must not detract from, and must demonstrate an overall improvement in, the identified values of the land.*



# FORM

## MAV State Council Meeting – 20 September 2012

To submit a motion for consideration by State Council on 20 September 2012, please complete this form and email to [State Council](#), **not later than 23 August 2012**. Please note, deadlines are strictly observed.

### MOTION

#### PROPOSED PLANNING ZONE AMENDMENTS

*Submitted by: Nillumbik Shire Council*

#### MOTION:

**That in respect to the changes recently proposed by the Minister for Planning to zones within the Victorian Planning Provisions, this State Council meeting resolve:**

- 1. To register its strong objection to the Minister that the consultation for this process coincides with local government caretaker period and elections and does not allow councils sufficient time to adequately assess and respond to these far reaching and complex changes,**
- 2. Advise the Minister that the changes undermine important Green Wedge planning, structure planning, and neighbourhood character planning undertaken by councils; and**
- 3. Seek the Minister's assurance that he will delay implementing changes until further consultation with the sector regarding the objectives, consequences and transition arrangements for these amendments.**

#### RATIONALE:

The constrained timeframes with 21 September deadline for comments regarding the proposed planning zones do not allow sufficient time to fully evaluate and respond to the range of impacts from the proposed amendments. The proposed amendments also potentially create ambiguity in respect to the zone purposes, allowable activities and developments, which in turn will create increased delays in the approval process and ultimately result in referral of applications to VCAT.

The sector has been advocating for increased flexibility within the Planning Scheme for some time, however any changes should:

1. Provide clarity around permitted and non-permitted activity and development in these zones.
2. Provide protections (conditions) that enable local planning authorities to respond to local conditions and policies.

There are concerns with respect to the removal of limits on a range of urban uses now being permitted in the Green Wedge Zone, including service stations, medical centres, schools and all forms of accommodation, including residential villages. The removal of necessary controls and restrictions will lead to speculative development proposals that will ultimately need to be adjudicated in VCAT. Rather than providing clarity around the types of use and development the lack of conditions associated with permit applications will provide confusion, which will result in further bureaucratic red tape and increased time at VCAT.

As Local Government is the primary policy and decision maker for planning in Victoria, it is disappointing that it has not had more involvement in the preparation of these new zones. Such an approach would have avoided these shortcomings with the proposed changes.

*\*Note: Motions must be submitted by **one** council but may be supported by other councils. The council submitting the motion will need to supply written confirmation from any council(s) listed as supporting the motion. All relevant background information in support of the motion should be included in the space provided for the rationale and not in attachments. **The motion and rationale should be no longer than one page.***



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# **explanatory statement**

**NEW AND AMENDED VPP ZONES**  
**PREPARED BY MADDOCKS LAWYERS**



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## COMMERCIAL ZONES

### COMMERCIAL 1 ZONE (C1Z) (NEW)

New zone replaces the B1, B2 and B5 zones.

#### The Purposes of the Zone

The new purpose adopts different drafting to the existing B1 and B2 zones.

*To create vibrant mixed use commercial centres for retail, office, business, entertainment and high density residential uses.*

The key differences are that:

- There is an express reference to the commercial zone being for a mixed use commercial centre
- There is an express reference to residential uses being high density.

This will be important where it is applied to a Neighborhood Activity Centre assuming activity centre policy is intended to continue.

#### Table of uses

##### Section 1 (as of right) uses

- Accommodation** previously section 2 in both B1 and B2 are now as of right
- Dwelling** is as of right as per the existing B1 zone with the same condition regarding frontage at ground level. Dwelling was previously section 2 in the B2 zone
- Education Centre** is still as of right but there is no longer a condition regarding the frontage at ground floor level
- Industry** was previously a section 2 use in the B1 and B2 zone. It is now a section 1 use in the new Commercial 1 zone provided it is not an industry with a purpose listed in clause 52.10. Industry does not include materials recycling or transfer station. These two uses are section 2 uses in the new zone as per the existing provisions
- Office** is as of right. However, there are two key changes. First, there is no limit on floor space able to be set in a schedule. Second there is no limit to ground floor frontage (previously two metres)
- Place of Worship** is a section 1 use (unlike existing section 2 within Place of Assembly) but the floor space cannot exceed 250 sq. metres. However, if floor space is exceeded the use becomes prohibited
- Retail Premises** (previously discretionary) is now as of right. The changes are very significant. First, the category of retail premises is a "nest". The nest includes for example, car and boat sales, landscape gardening supplies, market, trade supplies

and primary produce sales. Secondly, there is no floor space limit on any type of retail premises

- Warehouse** is discretionary and has not changed.

##### Section 2 discretionary uses

These are largely the same except as set out above. But, Place of Worship is now excluded from Place of Assembly. This means that Place of Worship becomes a prohibited use if it has a floor space greater than 250 sq. metres (Note: Place of Worship exceeding 250 sq. metres is also prohibited in the three new residential zones).

##### Section 3 prohibited uses

No changes have been made.

#### Use of land conditions

The amenity condition which is a condition of all land use is still applicable.

#### Buildings and works requirements

A permit for buildings and works is required. But the current provision which states:

*... This includes the internal rearrangement of a building if the maximum leasable floor area specified in the schedule to this zone is exceeded*

is removed. So, internal rearrangement where the maximum leasable floor area specified in the schedule is exceeded does not require a permit.

#### Subdivision

No change.

#### Residential – more than one dwelling

No change.

#### Decision Guidelines

By and large no changes have been made although they have been rearranged.

### COMMERCIAL 2 ZONE (C2Z) (NEW)

#### General

Replaces the B3 and B4 zones.

#### Purposes

The purpose of the zone is:

*To develop commercial areas for offices and appropriate manufacturing and industrial uses that do not affect the safety and amenity of adjacent sensitive uses.*

#### Table of Uses

##### Section 1 as of right uses

- Shop** (and supermarket) is a section 1 use if the floor area does not exceed 2000 for a supermarket and 500 of specialty shops. Shop was prohibited in the B3 and B4 zone
- Cinemas** are now as of right where previously they were discretionary uses
- Food and drink premises** are section 1 if the floor space does not exceed 100 sq. metres. If the condition is not met the use drops down to section 2. However, in section 2 Retail premises is section 2 other than food and drink premises. Therefore, food and drink premises greater than 100 sq. metres become section 3 prohibited uses.

Note that in relation to Food and Drink Premises there is no reference to a type of floor space measure e.g. gross, leasable etc. as per the current provisions.

##### Section 2 discretionary uses

- Shop** which does not comply with the floor space limits in section 1 drops down into section 2. But shop is excluded from Retail Premises in section 2. Therefore, shop becomes prohibited if the floor space limit in section 1 is not met.

##### Section 3 prohibited uses

The list is similar to the B3 and B4 zones. Dwelling is prohibited in the Commercial 2 zone as per the B3 (but not B4) zone.

- Dwelling (other than Caretaker's house)**
- Hospital**
- Intensive animal husbandry**
- Major sports and recreation facility**
- Motor racing track**
- Stone extraction**

#### Buildings and works requirements

A permit for buildings and works is required. But the current provision which states:

*... This includes the internal rearrangement of a building if the maximum leasable floor area specified in the schedule to this zone is exceeded*

is removed. So, internal rearrangement where the maximum leasable floor area specified in the schedule is exceeded does not require a permit.

#### Decision Guidelines

By and large no changes have been made although the decision guidelines have been rearranged.





## INDUSTRIAL ZONES

### INDUSTRIAL 1 ZONE (IN1) (AMENDED)

Amends the existing Industrial 1 zone.

The changes are all marked up in the amended zone provision.

- **Office** was previously subject to a 500 sq. metre floor space limit. This is now able to be scheduled to any amount.

No other changes.

### INDUSTRIAL 2 ZONE (IN2) (AMENDED)

Same changes as the amended IN1 zone.

- **Office** was previously subject to a 500 sq. metre floor space limit. This is now able to be scheduled to any amount.
- **Shop** currently is and remains prohibited in the IN 2 zone (excludes convenience shop).

### INDUSTRIAL 3 ZONE (IN3) (AMENDED)

Same changes as the amended IN1 zone.

- **Office** was previously subject to a 500 sq. metre floor space limit. This is now able to be scheduled to any amount.
- **Shop** (and supermarket) is a section 1 as of right use if the floor area does not exceed 2000 for a supermarket and 500 of specialty shops. Shop is currently prohibited in the IN 3 zone. Shop (including supermarket) becomes prohibited if the floor space limit in section 1 is not met.



## RESIDENTIAL ZONES

### RESIDENTIAL GROWTH ZONE (RGZ) (NEW)

The purposes of the RGZ are:

- To provide medium-density housing at increased densities
- To manage development to achieve the objectives specified in a schedule to this zone
- To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.

The purpose is to provide medium density housing at increased densities. Compare this with the Commercial 1 zone which is to provide high density housing and the Mixed Use Zone which is to provide higher density housing.

There is no mention of neighbourhood character. Compare this to the new General Residential Zone which specifically references neighbourhood character. The inference might be that neighbourhood character is not a relevant issue in the RGZ.

The use of the terms medium density, higher density and high density housing in the zone provisions now suggests that a definition is required. No definition is provided.

#### Table of uses

##### Section 1 as of right uses

- **Food and Drink Premises** are as of right subject to the following requirements:
  - Must be located within 100 metres of a commercial zone or Mixed Use Zone
  - The land must have the same street frontage as the land in the commercial zone or Mixed Use Zone
  - The leasable floor area must not exceed 100 sq. metres.

In the existing Residential 1 zone, Food and Drink premises are discretionary with no requirements.

- **Medical Centre** is now as of right, provided the gross floor area of all buildings does not exceed 250 sq. metres.

In the existing R1 zone medical centre is a section 2 use.

- **Office** is as of right subject to the following requirements:

- Must be located within 100 metres of a Commercial Zone or Mixed Use Zone
- The land must have the same street frontage as the land in the Commercial Zone or Mixed Use Zone
- The leasable floor area must not exceed 250 sq. metres.

In the existing Residential 1 zone office is currently prohibited.

- **Place of Worship** is as of right if the gross floor area does not exceed 250 sq. metres. Over this limit, place of worship is prohibited.

In the existing Residential 1 zone, place of worship is subject to other restrictions regarding the type of activities, a 180 sq. metre floor space limit, site size (1200 sq. metres) and must adjoin or have access to a road in a Road Zone.

- **Shop** is as of right subject to the following requirements:

- Must be located within 100 metres of a Commercial Zone or Mixed Use Zone
- The land must have the same street frontage as the land in the Commercial Zone or Mixed Use Zone
- The leasable floor area must not exceed 100 sq. metres.

In the existing R1 zone, shop is prohibited but convenience shop is permissible with a floor space limit of 80 sq. metres. This is a very significant change noting that no permit is required for the use of the land or the development of the land for a shop in this new residential zone subject to the locational requirement being met.

- **Convenience shop** is now a discretionary use if the section 1 condition for shop is not met. No requirements are applicable. There is no floor space limit for convenience shop in the RGZ.

### Buildings and works

As is currently the case, no permit is required to construct a building for an as of right use. This is now significant given that uses such as shops, offices and medical centres are as of right in the RGZ subject to locational requirements. Furthermore, given that clause 54 and Building Code siting requirements apply to dwellings, it is somewhat anomalous that non-residential buildings in residential areas are not required to comply with similar requirements.

### Construction and extension of one dwelling on a lot

The threshold trigger for a permit for a dwelling has been lowered from 300 sq. metres in the R1Z to 80 sq. metres in the new zone. Development must comply with clause 54.

### Variations to ResCode on an area basis

Certain ResCode standards may be varied on an area by area basis. Currently any change to ResCode standards applies across the board.

### Height control

The maximum height of a building used for the purpose of a dwelling or residential building must not exceed the building height specified in a schedule to this zone. If no building height is specified in a schedule to this zone, the maximum building height should not exceed 12.5 metres unless the ground is sloping where a modified height of 13.5 metres applies.

There are certain transitional provisions provided for existing buildings and existing permits.

The height control set out in the schedule is mandatory given that the word 'must' is used and there is no provision that states that a permit may be granted to exceed the height limit. Otherwise if no limit is specified in the schedule the 12.5 /13.5 metre height limit is discretionary.

### Subdivision

No change



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## GENERAL RESIDENTIAL ZONE (GRZ) (NEW)

The purposes of the GRZ are:

- To encourage development that respects the neighbourhood character of the area
- To manage development to achieve the neighbourhood character objectives specified in a schedule to this zone
- To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.

A schedule to the zone may contain neighbourhood character objectives to be achieved for the area.

### Table of uses

Very similar to the existing R1 zone except the following:

#### Section 1 as of right uses

- **Food and Drink Premises** are as of right subject to the following requirements:
  - Must be located within 100 metres of a Commercial Zone or Mixed Use Zone
  - The land must have the same street frontage as the land in the Commercial Zone or Mixed Use Zone
  - The leasable floor area must not exceed 100 sq. metres.

In the existing R1 zone, Food and Drink premises are discretionary with no requirements.

- **Medical Centre** is as of right provided the gross floor area for all buildings does not exceed 250 sq. metres.

In the existing Residential 1 zone medical centre is a discretionary use.

- **Office** is as of right subject to the following requirements:
  - Must be located within 100 metres of a Commercial Zone or Mixed Use Zone
  - The land must have the same street frontage as the land in the Commercial Zone or Mixed Use Zone

- The leasable floor area must not exceed 250 sq. metres.

In the existing Residential 1 zone office is prohibited.

- **Place of Worship** is as of right if the gross floor area does not exceed 250 sq. metres. Over this limit, place of worship is prohibited.

In the existing R1 zone, place of worship was subject to other restrictions re activities, 180 sq. metre floor space limit, site size (1200 sq. metres) and must adjoin or have access to a road in a Road Zone.

- **Shop** is as of right subject to the following requirements:
  - Must be located within 100 metres of a Commercial Zone or Mixed Use Zone
  - The land must have the same street frontage as the land in the Commercial Zone or Mixed Use Zone
  - The leasable floor area must not exceed 100 sq. metres.

In the existing Residential 1 zone, shop is prohibited but convenience shop was permissible with a floor space limit of 80 sq. metres.

#### Section 2 discretionary uses

These are largely the same as the existing Residential 1 zone except:

- **Convenience shop** does not have floor space limit (currently leasable 80 sq. metres)
- **Shop** is a discretionary use provided it is on the same street frontage as the commercial or mixed use zone and within 100 metres.

#### Section 3 prohibited uses

This is similar to the existing Residential 1 zone.

### Buildings and works

As per current provisions no permit is required to construct a building for an as of right use. This is now significant given that uses such as shops, offices and medical centres are as of right in the GRZ subject to locational requirements. Furthermore, given that clause 54 and Building Code siting requirements apply to dwellings, it

is somewhat anomalous that non-residential buildings in residential areas are not required to comply with similar requirements.

### Construction and extension of one dwelling on a lot

The threshold trigger for a permit for a dwelling has been lowered from 300 sq. metres in the R1Z to 200 sq. metres in this new zone or to between 200 sq. metres and 500 sq. metres if specified in a schedule to the zone. Development must comply with clause 54.

### Variations to ResCode on an area basis

Certain ResCode standards may be varied on an area by area basis. Currently any change to ResCode standards applies across the board.

### Height Controls

The maximum height of a building used for the purpose of a dwelling or residential building **must not** exceed the building height specified in a schedule to this zone. If no building height is specified in a schedule to this zone, the maximum building height is the height set out in clause 54 or 55.

There are certain transitional provisions provided for existing buildings and existing permits.

Any height controls set out in a schedule are mandatory. If a height control is not set out in a schedule, the provisions of clause 54 or 55 apply. The provisions seem to be drafted on the basis that the alternative heights are mandatory but the drafting is unclear and ambiguous.

### Subdivision

No change.



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## NEIGHBOURHOOD RESIDENTIAL ZONE (NRZ) (NEW)

The purposes of the NRZ are:

- To manage neighbourhoods where there are limited opportunities for increased residential development due to identified neighbourhood character, environmental or landscape characteristics
- To ensure that development respects the neighbourhood character
- To ensure development is consistent with the objectives specified in a schedule to the zone
- To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.

A schedule to the zone may contain objectives to be achieved for the area. The ability to draft objectives is not limited to neighbourhood character. It might for instance include a reference to the general density of development. This is in contrast to the schedule to the General Residential Zone.

### Table of Uses

#### Section 1 as of right uses

- **Medical Centre** is as of right provided the floor space does not exceed 250 sq. metres.

In the existing R1 zone medical centre is currently a section 2 use.

- **Place of Worship** is as of right if the gross floor area does not exceed 250 sq. metres. Over this limit, the use is prohibited.

In the existing R1, R2 and R3 zone, Place of Worship is subject to other restrictions re activities, 180 sq. metre floor space limit, site size (1200 sq. metres) and must adjoin or have access to a road in a Road Zone.

#### Section 2 discretionary uses

These are the same as the existing section 2 uses in the R1, 2 and 3 zones.

#### Section 3 prohibited uses

This is similar to the existing Residential 1 zone.

## Buildings and works

Like the current provisions no permit is required to construct a building for an as of right use. This is potentially significant given that medical centres are as of right in the NRZ subject only to a floor area limitation. Furthermore, given that clause 54 and Building Code siting requirements apply to dwellings, it is somewhat anomalous that non-residential buildings in residential areas are not required to comply with similar requirements.

## Density Control

There is an ability to limit the number dwellings constructed on a lot by use of the schedule. The number specified must not be less than two. If no number is specified, the default limit is two.

## Construction and extension of one dwelling on a lot

The threshold trigger for a permit for a dwelling remains at 300 sq. metres but this trigger point may be changed by a schedule to the zone. Development must comply with clause 54.

## Variations to ResCode on an area basis

Certain ResCode standards may be varied on an area by area basis. Currently any change to ResCode standards applies across the board.

## Height Control

The maximum height of a building used for the purpose of a dwelling or residential building must not exceed the building height specified in a schedule to this zone. If no building height is specified, the height of a building **must not** exceed 9 metres unless the slope of the natural ground level at any cross section wider than 8 metres of the site of the building is 2.5 degrees or more, in which case the height of the building must not exceed 10 metres.

The height control is mandatory.

## Subdivision

No change.

## LOW DENSITY RESIDENTIAL ZONE (LDRZ) (AMENDED)

### Table of Uses

The main changes are:

- **Medical Centre** is as of right provided the floor space does not exceed 250 sq. metres.

In existing LDRZ zone medical centre is a section 2 use.

- **Take Away Food Premises** is now a section 2 use. There are no locational conditions.

In the existing LDRZ the use was discretionary but it must adjoin or have access to a road in a Road Zone.

### Buildings and works

Like the current provisions no permit is required to construct a building for an as of right use. This is potentially significant given that medical centres are as of right in the LDRZ subject only to the floor space limitation.

### Subdivision

The minimum lot size provisions have been altered.

Each lot must be at least the area specified for the land in a schedule to this zone. Any area specified must be at least:

- 0.4 hectare for each lot where reticulated sewerage is not connected. If no area is specified each lot must be at least 0.4 hectare
- 0.2 hectare for each lot with connected reticulated sewerage. If no area is specified each lot must be at least 0.2 hectare.



## TOWNSHIP ZONE (TZ) (AMENDED)

### Purposes

The purposes of the TZ have been altered in relation to neighbourhood character. New or altered purposes include:

- To encourage development that respects the neighbourhood character of the area (**amended**)
- To manage residential development to achieve the neighbourhood character objectives specified in a schedule to this zone (**new purpose**)
- To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations (**new purpose**).

The first of the above bullets removes reference to 'residential' before 'development' so that all development must respect the neighbourhood character of the area.

Furthermore, a schedule to the zone may contain neighbourhood character objectives to be achieved for the area.

### Table of Uses

#### Section 1 as of right uses

- **Bed and breakfast:** The maximum number of guests has been increased from 6 to 10
- **Medical Centre** is as of right provided the floor space does not exceed 250 sq. metres. In the existing Township zone medical centre is a section 2 use (included within office)
- **Place of Worship** is as of right if the gross floor area does not exceed 250 sq. metres. Over this floor space the use is prohibited. In the existing Township zone, Place of Worship is subject to other restrictions regarding activities, 180 sq. metre floor space limit, site size (1200 sq. metres) and must adjoin or have access to a road in a Road Zone.

#### Section 2 discretionary uses

- **Office other than medical centre** is discretionary. Previously the use was discretionary but captured medical centre. Medical centre is now as of right.

#### Section 3 prohibited uses

- no change.

### Other provisions

Application requirements and decision guidelines may be specified in a schedule to the zone.

### Construction and extension of one dwelling on a lot

The threshold trigger for a permit for a dwelling has been lowered from 300 sq. metres in the R1Z to 200 sq. metres in this new zone or to between 200 sq. metres and 500 sq. metres if specified in a schedule to the zone. Development must comply with clause 54.

### Variations to ResCode on an area basis

Certain ResCode standards may be varied on an area by area basis. Currently any changes to ResCode standards apply across the board.

### Buildings and works

Like the current provisions no permit is required to construct a building for an as of right use. This is potentially significant given that medical centres are now as of right in the Township zone subject to the floor space restrictions. Furthermore, given that clause 54 and Building Code siting requirements apply to dwellings, it is somewhat anomalous that non-residential buildings in residential areas are not required to comply with similar requirements.

### Height Controls

The maximum height of a building used for the purpose of a dwelling or residential building must not exceed the building height specified in a schedule to this zone. If no building height is specified in a schedule to this zone, the maximum building height is the height set out in clause 54 or 55.

There are certain transitional provisions provided for existing buildings and existing permits.

The height controls set out in a schedule are mandatory. If no height control is set out in a schedule, the provisions of clause 54 or 55 apply. The provisions seem to be drafted on the basis that the alternative heights are mandatory but the drafting is ambiguous.

### Subdivision

No change.



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## MIXED USE ZONE (MUZ) (AMENDED)

The purposes of the MUZ have been amended.

- To provide for a range of residential, commercial, industrial and other uses which complement the mixed-use function of the locality
- To provide for housing at higher densities (**new purpose**)
- To encourage development that respects the neighbourhood character of the area (**amended**)
- To facilitate the use, development and redevelopment of land in accordance with the objectives specified in a schedule to this zone (**new purpose**).

The third bullet point above is no longer limited to residential development. So, all development must respect the neighbourhood character of the area.

The purposes now refer to housing density; the objective being **higher** densities. This is in comparison to the references to **medium density** in the Residential Growth Zone and **high density** in the Commercial Zone. However, no definition of medium density, higher density and high density is provided.

A schedule to the zone may contain objectives to be achieved for the area. This is wider than merely neighbourhood character objectives.

### Table of Uses

#### Section 1 as of right uses

There are new as of rights uses as follows:

- **Food and Drink Premises** up to 150 sq. metres of leasable floor area

- **Medical centre**
- **Office** is as of right up to 250 sq. metres of leasable floor area
- **Shop** up to 150 sq. metres of leasable floor area. Above 150 sq. metres, shop is prohibited
- **Place of Worship** is no longer subject to the locational restrictions provided it is not larger than 250 sq. metres. Over this floor space it becomes prohibited.

#### Section 2 discretionary uses

- **Office** becomes an unspecified discretionary use where the floor space limit in section 1 is not met. There is no longer an ability to set a maximum floor space limit for office in the schedule to the MUZ
- **Trade Supplies** becomes an unspecified discretionary use where. There is no longer an ability to set a maximum floor space limit for Trade supplies in the schedule to the MUZ.
- **Shop** has been excluded from section 2. This means that any shop over 150 sq. metres is becomes prohibited. This is a curious change given the thrust of the reforms and seems to run counter to the general ethos. It is difficult to know whether this is intentional or an error although it is more likely to be an error.

#### Section 3 prohibited uses

These have not changed.

### Subdivision

No change except for the notice provisions. See below.

## Construction and extension of one dwelling on a lot

The threshold trigger for a permit for a dwelling has been lowered from 300 sq. metres in the Mixed Use Zone to 80 sq. metres in the amended Mixed Use Zone but this trigger point may be changed by a schedule to the zone. Development must comply with clause 54.

## Variations to ResCode on an area basis

Certain ResCode standards may be varied on an area by area basis. Currently any change to ResCode standards applies across the board.

Interface areas adjoining another residential zone except the LDRZ.

Any buildings or works constructed on a lot that abuts land which is in a General Residential Zone, Residential Growth Zone, Neighbourhood Residential Zone or Township Zone must meet the requirements of Clauses 55.04-1, 55.04-2, 55.04-3, 55.04-5 and 55.04-6 along that boundary.

## Height control

The maximum height of a building must not exceed the building height specified in a schedule to this zone. This is mandatory requirement.

## 3rd party rights

Subdivision attracts full 3rd party exemptions. For other applications third party rights may be removed by a schedule.



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## RURAL ZONES

### FARMING ZONE (FZ) (AMENDED)

The purposes of the FZ have been amended.

- To retain population to support rural communities (**new purpose**).

The existing purpose being to protect and enhance natural resources and the biodiversity of the area has been deleted.

The existing 4th purpose has been modified in relation to how dwellings are referred to.

#### Table of Uses

##### Section 1 as of right uses

- **Bed and breakfast:** The maximum number of guests has been increased from 6 to 10
- **Primary produce sales** is now as of right subject to a locational and size requirements
- **Rural Industry** is now as of right subject to certain requirements and exclusions
- **Rural store** is now as of right subject to certain requirements.

##### Section 2 discretionary uses

- **Unspecified uses** are now discretionary rather than prohibited
- **Abattoir** is now discretionary (previously prohibited)
- **Accommodation** other than dwelling and dependant persons unit is now discretionary (previously prohibited)
- **Industry** is now discretionary (previously prohibited)
- **Landscape garden supplies** is now discretionary (previously prohibited)
- **Market** is now discretionary
- **Place of assembly** remains discretionary but the limitation on events to 10 per year has been removed
- **Primary and secondary schools** are now discretionary (previously prohibited but public schools were never subject to planning provisions in any event and are still not so the provision is more relevant to private schools)
- **Sawmill** is now discretionary
- **Trade supplies** is now discretionary (previously prohibited)
- **Warehouse** is now discretionary (previously prohibited).

##### Section 3 prohibited uses

- Unspecified uses are now all discretionary.

New specified prohibited uses include:

- **Amusement parlour**
- **Brothel**
- **Child care centre**
- **Cinema based entertainment facility**
- **Education centre (other than Primary school and Secondary school)**
- **Nightclub**
- **Office**
- **Retail premises (other than Market, Landscape gardening supplies, Manufacturing sales, Primary produce sales, Restaurant and Trade supplies)**

#### Subdivision

The existing requirement for a section 173 agreement to prevent further subdivision is removed.

#### Buildings and works

Permit exemptions for certain existing buildings have increased from 50 to 100 sq. metres for dwellings and from 100 to 200 sq. metres for other buildings used for agriculture.

### RURAL ACTIVITY ZONE (RAZ) (AMENDED)

The purposes of the RAZ have not been modified.

#### Table of Uses

##### Section 1 as of right uses

- **Bed and breakfast:** The maximum number of guests has been increased from 6 to 10
- **Primary produce sales** is now as of right subject to a locational and size requirements
- **Rural Industry** is now as of right subject to certain requirements and exclusions
- **Rural store** is now as of right subject to certain requirements.

##### Section 2 discretionary uses

- **Abattoir** is now discretionary (previously prohibited)
- **Accommodation** other than dwelling and dependant persons unit is now discretionary (previously prohibited)
- **Retail premises** (including all nested land uses except primary produce sales which is as of right) is now discretionary
- **Sawmill** is now discretionary (previously prohibited)
- **Warehouse** is now discretionary (previously prohibited).

Note: Numerous specific uses have been excluded but are allowed because they are included in the unspecified uses category which is in section 2.

##### Section 3 prohibited uses

- **Accommodation and Retail Premises** have been removed from the list of prohibited uses.

#### Subdivision

The existing requirement for a section 173 agreement to prevent further subdivision is removed.

#### Buildings and works

Permit exemptions for certain existing buildings have increased from 50 to 100 sq. metres for dwellings and from 100 to 200 sq. metres for other buildings used for agriculture.



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## RURAL CONSERVATION ZONE (RCZ) (AMENDED)

The purposes of the RCZ have not been modified.

### Table of Uses

#### Section 1 as of right uses

- No changes.

#### Section 2 discretionary uses

- The unspecified uses are now all discretionary
- **Accommodation** other than dwelling and dependant persons unit is now discretionary (previously prohibited)
- **Animal Boarding** is now discretionary (previously prohibited)
- **Agriculture** which is discretionary now excludes rice growing which is prohibited
- **Freezing and cool storage** is now no longer subject to the requirement that goods stored must be agricultural produce or products used in agriculture
- **Landscape gardening supplies** is now discretionary (previously prohibited)
- **Leisure and recreation** is now discretionary (previously prohibited)
- **Primary and Secondary schools** are now discretionary. Relevant only to private schools given that public schools are not subject to planning requirements.
- **Restaurants** remain discretionary but the requirements concerning patron numbers and the in conjunction with requirement have been removed.

Note: Numerous specific uses have been excluded but are allowed because they are included in the unspecified uses category which is in section 2.

#### Section 3 prohibited uses

The list of prohibited uses has been populated because the unspecified uses are now discretionary. Prohibited uses are:

- **Abattoir**
- **Amusement parlour**
- **Brothel**
- **Child care centre**
- **Cinema based entertainment facility**
- **Education centre (other than Primary school and Secondary school)**
- **Industry (other than Rural industry)**
- **Intensive animal husbandry**
- **Motor racing track**
- **Office**
- **Place of assembly (other than Carnival and Circus)**
- **Retail premises (other than Landscape gardening supplies, Market, Primary produce sales, and Restaurant)**
- **Rice growing**
- **Sawmill**
- **Transport terminal**
- **Warehouse (other than freezing and cool storage and rural store)**

#### **Subdivision**

The existing requirement for a section 173 agreement to prevent further subdivision is removed.

#### **Buildings and works**

Permit exemptions for certain existing buildings have increased from 50 to 100 sq. metres for dwellings.

## RURAL LIVING ZONE (RLZ) (AMENDED)

The purposes of the RLZ have not been modified.

### Table of Uses

#### Section 1 as of right uses

- **Dwelling** remains as of right but the minimum lot size is reduced from 8 hectares to 2 hectares.

#### Section 2 discretionary uses

- no change

#### Section 3 prohibited uses

- no change

#### **Subdivision**

The minimum default lot size for a subdivision is reduced from 8 hectares to 2 hectares.

The existing requirement for a section 173 agreement to prevent further subdivision is removed.

#### **Buildings and works**

Permit exemptions for certain existing buildings have increased from 50 to 100 sq. metres for dwellings.





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## GREEN WEDGE ZONE (GWZ) (AMENDED)

The purposes of the GWZ have not been modified.

### Table of Uses

#### Section 1 as of right uses

- **Agriculture** is now as of right (previously discretionary)
- **Rural Industry** (previously discretionary) is as of right subject to certain requirements and limitations viz clause 52.10
- **Rural Store** (previously discretionary) is as of right subject to certain requirements and must be in conjunction with agriculture.

#### Section 2 discretionary uses

- **Abattoir** is discretionary (previously prohibited)
- **Function Centre** remains discretionary but without the various requirements regarding size and having to be in conjunction with other rural type uses
- **Group accommodation** remains discretionary but without the various requirements regarding size, number of dwellings and having to be in conjunction with other rural type uses
- **Intensive animal husbandry** remains discretionary but excludes broiler farms and cattle feed lots which are prohibited
- **Medical Centre** is now discretionary (previously prohibited)
- **Place of assembly** except place of worship, and restricted place of assembly is now discretionary (previously prohibited)
- **Research and Development Centre** is no longer subject to the requirement of having to be in conjunction with agriculture
- **Restaurant** remains discretionary but the requirements concerning patron numbers and the in conjunction with requirement have been removed.
- **Sawmill** is now discretionary. (previously prohibited)

#### Section 3 prohibited uses

- **Service station** is removed from the list of prohibited uses and become discretionary as an unspecified use
- **Display home** is removed from the list of prohibited uses and become discretionary as an unspecified use.

### Subdivision

The existing requirement for a section 173 agreement to prevent further subdivision is removed.

## GREEN WEDGE A ZONE (GWAZ) (AMENDED)

The purposes of the GWAZ have not been modified.

### Table of Uses

#### Section 1 as of right uses

- **Agriculture** (previously discretionary) is now as of right except for certain types being animal keeping, apiculture, Intensive Animal Husbandry, rice growing and Timber production (previously discretionary)
- **Primary produce sales** (previously discretionary) is now as of right subject to certain locational requirements
- **Rural Industry** (previously discretionary) is as of right subject to certain requirements and limitations viz clause 52.10
- **Rural Store** (previously discretionary) is as of right subject to certain requirements and must be in conjunction with agriculture.

#### Section 2 discretionary uses

- **Function Centres** remain discretionary but without the various requirements regarding size and having to be in conjunction with other rural type uses
- **Group accommodation** remain discretionary but without the various requirements regarding size, number of dwellings and having to be in conjunction with other rural type uses

- **Market** is now discretionary
- **Medical Centre** is now discretionary (previously prohibited)
- **Research and Development Centre** is no longer subject to requirements concerning being in conjunction with agriculture
- **Residential building** remains discretionary but are no longer subject to any requirements
- **Restaurant** remains discretionary but the requirements concerning patron numbers and the in conjunction with requirement have been removed
- **Rural industry** (other than abattoir and sawmill) is removed from section 2 because it is now as of right
- **Rice growing** becomes discretionary
- **Rural Store** becomes discretionary if the section 1 requirements are not met.

#### Section 3 prohibited uses

- **Service stations** are removed from the list of prohibited uses and become discretionary as an unspecified use
- **Display homes** are removed from the list of prohibited uses and become discretionary as an unspecified use.

### Subdivision

The existing requirement for a section 173 agreement to prevent further subdivision is removed.



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If you have any queries in relation to the new zones or require assistance in the preparation of a submission to the DPCD, please contact:



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**4. Policy and Services reports****PS.025/12      Redevelopment of Aquatic Facilities at Eltham Leisure Centre**

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**File:**            **80/46/007****Distribution:**   **Public****Manager:**       **Clem Gillings, General Manager Community and Leisure****Author:**        **Frances Duncan, Coordinator Leisure Facilities****Summary**

The Eltham Leisure Centre (ELC) has been an icon on the Eltham landscape for many years. In the 2011-2012 financial year the facility attracted over 900,000 visits and has consistently been a strong financial performer having one of the highest members per square metre rates in Australia.

Simply Great Leisure Pty Ltd (SGL) has been engaged as the principle consultant to assist officers with the preparation of a feasibility study for the redevelopment of the aquatic space at the ELC.

The feasibility study will be delivered in two stages. Stage one will include the development of three concept plans (with varying elements and cost scenarios) and the confirmation of a preferred option and stage two will involve the production of a Functional Design Brief for the preferred development option and the preparation of a grant application to Sport and Recreation Victoria's Better Pools Funding Program.

The three concept plans developed during stage one of the project were considered by Council's Internal Project Reference Group, the Stakeholder Advisory Group and the Council. A preferred option was confirmed and the draft Feasibility Study was finalised which includes an independent quantity surveyors report on the preferred option and detailed financial modelling outlining the expected financial performance of the preferred option.

Stage two will commence once community feedback regarding the draft Feasibility Study has been considered by the new Council in early 2013. At that time the Council may endorse the preferred concept plan and confirm a financial commitment for the aquatic development and request the project progress to stage two, or request a range of further options and alternatives be developed for the redevelopment of the aquatic space at the ELC.

Stage two will involve schematic design and costings and full financial modelling which will support an application to the Community Facilities Funding Program of Sport and Recreation Victoria.

This report seeks Council's endorsement of the Draft Eltham Leisure Centre Feasibility Report, Attachment One for the purpose of further community consultation.

<b>Recommendation</b>
-----------------------

**That the Committee (acting under delegation from Council):**

- 1. Endorses the Draft Eltham Leisure Centre Feasibility Report that identifies the preferred option for the purpose of community consultation as outlined in Item 12 of this report.**

**4. Policy and Services reports**

**PS.025/12      Redevelopment of Aquatic Facilities at Eltham Leisure Centre**

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- 2. Receives a further report regarding the outcomes of the consultation process.**
- 3. Requests officers undertake further assessment of the financial modelling to assist with developing a funding strategy for future aquatic redevelopment at Eltham Leisure Centre.**

**Attachments**

1. SGL Consulting Group - Eltham Leisure Centre Draft Feasibility Report, 75 pages.
2. Preferred Concept Design, 2 pages.

**Background**

1. The Eltham Leisure Centre was opened in 1981. The original building comprised an Indoor 25 metre Pool and associated plant, a Sports Hall, a Gymnasium, an Aerobics room, Crèche and Change facilities. In 1991, a Leisure Pool and associated plant was added to the centre. In 1995 a new purpose built Group Exercise room and meeting room were constructed.
2. In 2008 Council redeveloped the dry area of the facility which included a new entry, café, a 700 square metre gym, new crèche, group fitness room and renovated dry and wet change spaces. The total project cost was \$4.5 million.
3. The most significant challenge in regard to the continued operation of this facility is that the main pool and associated plant are more than 30 years old. The plant is aged and difficult to operate in OH&S terms, is prone to regular failure, negatively impacts the customer experience, and intermittently causes shut down of elements of the aquatic area.
4. As a consequence of the deterioration of the existing aquatic space, the age of the plant, and out-dated pool side change spaces, it is essential that Council examine the feasibility of redeveloping the aquatic component of the ELC.
5. Further to this, the imminent completion of the regional leisure and aquatic centre in Greensborough (Watermarc) will present a range of market share and, potentially, profitability challenges to the Eltham aquatic facility operators and Council. The feasibility study is framed to address these questions of how best to position the facility in a more competitive market and to meet the needs of the Nillumbik community in the most effective and efficient manner.

**Policy context**

6. The Masterplan is consistent with the following strategies of the Council Plan 2009-2013:
  - 1.1.17 Implement recreation and leisure projects including those identified in Diamond Creek twenty20, Eltham Structure Plan, Eltham North masterplan, Eltham Lower Park masterplan and the Recreation Strategy.
  - 3.1.1 Support opportunities that will generate local jobs and business activities.
7. The Recreation Strategy 2011–2019 recommended that a Feasibility Study for the redevelopment of the aquatics area of the Eltham Leisure Centre be prepared as a short term priority.

4. Policy and Services reports

PS.025/12      **Redevelopment of Aquatic Facilities at Eltham Leisure Centre**

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**Budget implications**

8. Council allocated \$100,000 in the 2011-2012 financial year for the preparation of a feasibility study for the redevelopment of the aquatic facilities at Eltham Leisure Centre.

**Consultation/communication**

9. Extensive community consultation has been undertaken including:
- The establishment of a Stakeholder Advisory Group (chaired by Cr Helen Coleman), including representatives from facility management (YMCA), centre user groups, Nillumbik Community Health and local schools
  - Individual interviews were held with the key stakeholders including: DVE Swim Club, early morning lap swimmers, senior's groups, local schools, facility management (YMCA), Araluen and key user groups
  - Both user and non-user surveys were also conducted
  - Postcode survey of current members
  - User surveys
  - School surveys
  - Neighbouring municipalities review
  - Demographic review
  - Aquatic facility tour – Collingwood Leisure Centre, Glen Eira Sports and Aquatic Centre and Croydon Aquatic and Leisure Centre.
10. An Internal Project Reference Group has also been established to guide the preparation of the feasibility study.
11. On the basis that Council endorses the draft Feasibility Study for the purpose of community consultation; the following process will be undertaken:
- A redevelopment display will be prepared and placed in a prominent position within the Eltham Leisure Centre. The display will include the preferred concept plan and will provide information to the community regarding how to engage in the community consultation process.
  - A full copy of the draft Feasibility Study will be displayed at the Eltham Leisure Centre, at the Eltham Library, at the Eltham Living and Learning Centre and at the Council Offices in Greensborough.
  - The draft Feasibility Study will be made available on the Council's website to download.
  - An advertisement will be placed in the Diamond Valley Leader requesting feedback on the draft Feasibility Study.
  - Due to the Council elections taking place on the 27 October 2012 and the subsequent caretaker period beginning on the 25 September, community consultation will occur from 12 September 2012 to the 9 November 2012, subject to Council approval.

**4. Policy and Services reports**

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12. Officers will present a further report to a Policy and Services Committee in 2013. Individuals or groups who wish to present to Council will be invited to do so at this meeting.
13. Upon conclusion of the consultation process, Officers will be seeking advice from Council to determine whether to:
  - Proceed to stage two – schematic design of the preferred option
  - Reconsider options or
  - Consider a staged development.

**Issues/options**

14. The ELC aquatics area is a highly utilised and valued community asset and one attracting a high degree of community expectation in regard to facility renewal in the near future. ELC is essential to Council's future objectives, actions and commitments to promote and enhance community health and wellbeing across all age groups. The age and current physical condition of the facility are such that a significant renewal investment is essential.
15. The aim of this project is to undertake a feasibility study that is consistent with Aquatics and Recreation Victoria (ARV's) 'Indoor Aquatic and Recreation Facility Development Guidelines'.
16. A project charter has been prepared to deliver a feasibility study for the redevelopment of the aquatic facilities at ELC. The project will be undertaken in two stages.
17. Stage one of the project commenced in April 2012 and it is expected to be completed by December 2012. If Council endorses this concept as the preferred concept at this time, Stage Two of the Project will commence and is likely to take three months to complete.
18. Stage two will involve the production of a Functional Design Brief for the preferred development option outlining Council's social outcomes and financial expectations, its design intent, ESD requirements, the component mix, key features, area schedules and schematic design. Stage two will also involve the preparation of a grant application to Sport and Recreation Victoria's Better Pools Funding Program.
19. The future design of the aquatic space at ELC has considered the development of the Greensborough Aquatics project, Watermarc. Watermarc will have a significant impact upon the demand for aquatic facilities, services and programs at the ELC.

**Opportunities and constraints**

20. The market research and consultation findings indicate that the Eltham Leisure Centre aquatic area is at capacity and in need of further extension to meet current and future community expectation and need.

**4. Policy and Services reports****PS.025/12      Redevelopment of Aquatic Facilities at Eltham Leisure Centre**

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21. Due to the location of the facility, the current combination of facility components and the pending opening of the Watermarc Centre in Greensborough which has been developed as a regional facility, it is recommended that Eltham Leisure Centre be redeveloped as the Shire's major indoor/aquatic municipal facility to meet the needs of Nillumbik residents. It is further recommended that the Diamond Creek Outdoor Pool be developed and promoted as the summer outdoor facility catering for the family/social market and the school inter and intra school carnival facility during the summer season.
22. The consultation process has identified that the opportunities to build on the success of the refurbished dry health and fitness areas of the Centre to create a range of water spaces to meet the different aquatic markets such as rehabilitation and therapy and the leisure and family social market are significant to the future viability of the centre.
23. These trends along with the current usage trends indicate the need to ensure future improvements that:
  - Encourage greater family/child entries by adding more leisure water, play and fun water features and some interactive water. The opportunity to provide these features both indoors and outdoors with the provision of an outdoor splash pad will create a point of difference for the Centre.
  - Develop additional flexible aquatic programming opportunities through the development of a new dedicated program pool capable of servicing the aquatic education programs. This space maybe integrated as part of the leisure water to increase program space and flexibility.
  - Develop a dedicated warm water pool to enable the programming of therapy and rehabilitation classes for both individuals and health organisations.
  - Make significant improvements to the quality and accessibility of change spaces.
  - Develop additional car parking to cater for both the current and future increased usage of the Centre.

**Preferred concept design**

24. The above priorities indicate a need to consider a significant redevelopment of the site and facilities. In response to the above issues, Peddle Thorp Architects prepared three concept designs.
25. As previously mentioned in this report stakeholder workshops to evaluate the three concept plans have confirmed the preferred option which is included in Attachment Two.
26. Quantity Surveyors Slattery's have completed independent construction cost analysis for the preferred concept plan and have identified an indicative capital cost, assuming construction occurs 2013, of \$20,600,000. It should be noted that there are currently a number of exclusions within the current cost plan, these exclusions will further explores during stage two of the project.

**4. Policy and Services reports****PS.025/12      Redevelopment of Aquatic Facilities at Eltham Leisure Centre**

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27. A key aim of the redevelopment is to enable capital funding to be shared between Council funding and State and Federal Government Grants.
28. The high capital cost will see the need for a number of funding support grants as Council does not have the financial capacity to totally fund such a major development. Currently, the only funding program at State level for which this project will be eligible is via Sport and Recreation Victoria's Better Pools grant program which has a maximum grant of up to \$3 million.
29. The cost implications of the proposed aquatic redevelopment at Eltham Leisure Centre are significant and if Council were to proceed with the preferred concept design as outlined within the draft feasibility study, and assuming the only external funding achieved was Sport and Recreation Victoria's Better Pools funding, Council would be required to commit to significant loan servicing charges over an extended period.
30. The income review for Eltham Leisure centre aquatic area for the past three years indicates the aquatic revenue has steadily increased over the three-year period ranging from \$1,309,647 in 2009-2010 to \$1,595,116 in 2011-2012.
31. The proposed redeveloped facilities will see the current aquatic area at the Centre transformed to create a multipurpose aquatic area that will complement the aquatic experience available at nearby regional facilities.
32. Initial financial modelling indicates that the aquatic area revenue will, as a result of the redevelopment, increase from \$1,595,116 to a projected \$2,992,620 in year one and increasing to \$4.8 million by year 10. It is anticipated that the net operating result for the redeveloped aquatics will reach a 'sector competitive' position by year five of operation.
33. The operational performance review conducted by SGL to inform this feasibility study, indicates that the facility is generating an increasing operational surplus as a result of the high usage of the facility. In a changing market place however, and without significant upgrade, these results will begin to stabilise and reduce as the facility is near capacity, with limited opportunities to further increase participation, and with growing levels of external competition.
34. As previously mentioned, Stage two will commence once community feedback regarding the draft Feasibility Study has been considered by the new Council in early 2013.
35. At that time the Council may endorse the preferred concept plan and confirm a financial commitment for the aquatic development and request the project progress to stage two, or request a range of further options and alternatives be prepared for the redevelopment of the aquatic space at the ELC.

**Conclusion**

36. This report presents a feasibility study and preferred concept design that details a contemporary aquatic redevelopment that would see the Nillumbik community provided with an industry standard aquatic facility for the future. If the concept is endorsed, there is further detailed analysis required to fully understand the cost to Council over the life of the asset.



**4. Policy and Services reports**

**PS.025/12      Redevelopment of Aquatic Facilities at Eltham Leisure Centre**

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37. ELC is essential to Council's future objectives, actions and commitments to promote and enhance community health and wellbeing across all age groups. The age and current physical condition of the facility are such that a significant renewal investment is essential.
38. The process undertaken during the preparation of the draft Feasibility Study is consistent with Aquatics and Recreation Victoria (ARV's) 'Indoor Aquatic and Recreation Facility Development Guidelines'.
39. The design process has been driven by extensive market research and community preferences and officers believe the proposed redevelopment will meet the current and future needs of the community for the next 20 to 30 years.

# Eltham Leisure Centre

September 2012

## Draft Feasibility Report

Prepared for Nillumbik Shire Council



*Prepared by: SGL Consulting Group Pty Ltd in association with Peddle  
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## 1 INTRODUCTION

Nillumbik Council wished to undertake a feasibility study for the redevelopment of existing aquatic facilities at Eltham Leisure Centre. Due to the deteriorating condition of the existing aquatic facilities at the Centre, along with the pending opening of a regional aquatic Centre in nearby Greensborough, Council has determined to examine the feasibility of redeveloping the Eltham Leisure Centre in order to continue meeting the needs of Nillumbik residents.

Eltham Leisure Centre is the Shire's only indoor aquatic and leisure Centre, and currently includes the following facilities:

- 25m indoor heated Lap Pool;
- Indoor heated Leisure Pool (toddlers water play area);
- A Spa and Sauna;
- Health Club (560sqm)
- Exercise /Program rooms
- Multi-court Stadium
- Crèche
- Café
- Administration and Consulting Rooms
- Change Facilities

Accordingly Council commissioned the development of a Feasibility Study to guide the future development and extension of the facility.

### 1.1 AIMS AND OBJECTIVES

The aim of the project was to undertake a feasibility study that is consistent with ARV's 'Indoor Aquatic and Recreation Facility Development Guidelines'. The specific project objectives to be addressed include:

#### 1.1.1 Analyse the Current Situation

- Review Council's existing strategic documentation relevant to the provision of aquatic services.
- Analyse current usage trends for aquatic facilities within Nillumbik and neighbouring municipalities. A usage profile for the Watermarc Centre in Greensborough is of particular importance.
- Review the current performance of Eltham Leisure Centre – financial, asset management issues and customer feedback.
- Prepare a Summary Paper of the Current Situation, identifying the key issues to be addressed.

#### 1.1.2 Research

- Provide an assessment of the needs and demand for aquatic facilities at Eltham Leisure Centre.
- Undertake consultation with key stakeholders in relation to their expectations for the Centre [refer to list of stakeholders in following section].



### 1.1.3 Comparison

- Benchmark Eltham Leisure Centre with comparable aquatic facilities in other municipalities. Comparisons should consider facilities provided, activities undertaken, usage, catchment population, financial data and assessment of overall performance.

### 1.1.4 Component Brief

- Scope the required facility components and the associated cost implications for meeting the community need of the Centre.
- Prepare a financial model outlining the expected financial performance for the facility development.

### 1.1.5 Concepts

- Develop three concept plan options for the Centre and costing's.
- Seek feedback on the concept options from Centre users and key stakeholders.

### 1.1.6 Design Brief

- Produce a Functional Design Brief for the preferred development option outlining Council's social outcomes and financial expectations, its design intent, ESD requirements, the component mix, key features and area schedules.

## 1.2 PROJECT STUDY METHODOLOGY

SGL Consulting Group Australia Pty Ltd (here after referred to as SGL Group) was appointed to complete the project in May 2012. The project methodology was developed under four interrelated stages.

The associated tasks completed to undertake the study are summarised below:

**Table 1.1 Project Methodology**

<b>PHASE ONE: NEEDS ASSESSMENT AND ANALYSIS</b>
Task 1: Project Clarification
Task 2: Review of Previous Research
Task 3: Operational Review
Task 4: Demographic Review
Task 5: Review of competitor
Task 6: Key stakeholder interviews
Task 8: User Survey
Task 9: School Survey
Task 10: Industry Trend Review
Task 11: Written Submissions
Task 12: Issues and Opportunities Report
<b>PHASE TWO; FACILITY DEVELOPMENT OPTIONS</b>
Task 13: Development of Facility Component Schedule
Task 14: Concept Options
Task 15: Indicative Capital Cost
Task 17: Funding Options Review
Task 18: Draft Report





### 1.3 DEMOGRAPHIC REVIEW

The following section provides a summary of the demographic profile of the Nillumbik Shire. It should be noted that this information is based on the 2006 ABS data. The information will be updated to the 2011 ABS data when available in September 2012.

### 1.4 NILLUMBİK SHIRE COUNCIL AREA OVERVIEW

The Shire of Nillumbik is located less than 25 kilometres north-east of Melbourne, and has the Yarra River as its southern boundary. It extends 29 kilometres to Kinglake National Park in the north. The Shire stretches approximately 20 kilometres from the Plenty River and Yan Yean Road in the west to Christmas Hills and the Yarra escarpment in the east.

The Shire covers an area of 431.94 square kilometres and has an estimated population of 62,300 (estimated population 30 June 2007) who live in close-knit communities which range from typical urban settings to remote and tranquil bush properties.

The major townships are Eltham, Diamond Creek and Hurstbridge. Twenty-two primary schools, five secondary schools and one TAFE service the family-oriented population. There are over 300 hectares of nature and recreation reserves, which doesn't include the many lush areas of the Kinglake National Park in the north of the Shire.

### 1.5 POPULATION TRENDS

Over the past five years, the Shire of Nillumbik has increased its population from 57,932 people in 2001 to 62,300 people in 2006 a growth of approximately 4,368 (7.5%).

#### 1.5.1 Age Profile

The age profile of residents in 2006 (ABS) was estimated as follows:

**Table 1.1**  
**Nillumbik Shire Council**  
**Population Age Profile 2006 (ABS)**

Age Group	Number of Persons	% of Total Population
0 - 4	3804	7.2
5 - 17	12,909	23.3
18 - 34	11,676	9.4
35 - 59	24,502	26.7
60 - 84	6,397	4.6
85+	503	0.6
<b>TOTAL:</b>	<b>59,791</b>	<b>100.0%</b>

**Note:** Source: Census 2006, Basic Community Profile

The population age profile review indicates people in their most active ages (0 to 34 years) account for just under half the population (47.5%) whilst people aged 35 years plus represent (52.5%) of residents.

There was a significant share of persons in the family age groups in the Shire of Nillumbik in 2006, most notably children in school age groups (5-17) and their parents in their thirties and forties. This age structure is indicative of an established housing market which is attracting more mature families.



The age structure of the Shire of Nillumbik is dissimilar to the Melbourne SD. The most significant differences are:

- A higher percentage of persons aged 35-49
- A lower percentage of persons aged 70-84
- A lower percentage of persons aged 25-34
- A higher percentage of persons aged 12-17

The most significant changes in age structure in this area between 1996 and 2006 were in the age groups:

- 50-59 year olds (+2,138 persons);
- 60-69 year olds (+670 persons);
- 12-17 year olds (+437 persons)

### 1.5.2 Country of Birth

The share of the population born overseas and the diversity of their birthplace is indicative of how multicultural a population is.

An analysis of the country of birth data for Nillumbik Shire in 2006 reveals a greater deal of uniformity, with less diversity in the range of countries of birth and a relatively smaller percentage of the population born overseas.

The table below details the Country of birth of residents.

**Table 1.2  
Most Common Countries of Birth**

TOP 10 COUNTRIES OF BIRTH	NILLUMBIK 2006 NO.	NILLUMBIK 2006 %	MELBOURNE MSD 2006 %
United Kingdom	2930	5.1	4.7
Italy	834	1.4	2.4
New Zealand	498	0.9	1.4
Germany	377	0.7	0.7
Netherlands	260	0.4	0.5
Greece	238	0.4	1.7
United States of America	186	0.3	0.3
Malaysia	174	0.3	0.7
South Africa	159	0.3	0.4
Ireland	148	0.3	0.3

**Table 1.3  
Countries of Birth**

SUMMARY	Nillumbik 2006 NO.	Nillumbik 2006 %	MELBOURNE MSD 2006 %
Non- English speaking backgrounds	4138	7.1	21.3
English Speaking countries	4022	6.9	7.2
TOTAL OVERSEAS BORN	8160	14.1	28.6
AUSTRALIA	47564	82.1	65.7
NOT STATED	2206	3.8	5.7
<b>TOTAL</b>	<b>57930</b>	<b>100</b>	<b>100</b>



The review of countries of birth indicates:

The share of the population born in Australia in Nillumbik in 2006 was higher than that of the Melbourne SD. Nillumbik featured a notably lower percentage of the population born in non-English speaking countries compared to those born in mainly English speaking countries in 2006.

### 1.5.3 Languages Spoken at Home

Nillumbik has a higher proportion of persons speaking English only 89.6% than the Melbourne SD 69.4%.

**Table 1.4**  
**Most Common Languages Spoken at Home**

LANGUAGE	Nillumbik 2006 %	MELBOURNE SD 2006 %
English only	89.6	69.4
Non English	7.5	25.8
Not stated	2.9	4.8
<b>TOTAL</b>	<b>100</b>	<b>100</b>

The top five non-English languages within Nillumbik in 2006 were:

- Italian
- Greek
- Macedonian
- German
- Chinese Languages

### 1.5.4 Other Leisure Related Statistics

Two major constraints, which limit people's participation in leisure activities, are the availability of private transport to access facilities and the cost of participating in activities. A review of the vehicle ownership and income levels of Nillumbik residents indicates.

#### (i) Income Levels

The table below details the personal weekly income levels of Nillumbik residents:

**Table 1.5**  
**Weekly Income Levels**

INCOME LEVEL	NILLUMBIK 2006 %	MELBOURNE 2006 %
Negative income/Nil	0.3	0.7
\$1 - \$299	4.7	9.9
\$300 - \$599	10.8	18.9
\$600- \$999	16.7	20
\$1000+	54.4	39
Not Stated	12.8	11.6
<b>TOTAL</b>	<b>100</b>	<b>100</b>



**Note:** Income derived from businesses or from rental properties may be recorded by the ABS as “Negative Income”

The review of the income levels of Nillumbik residents indicates:

- Approximately 0.3% of Nillumbik residents do not receive a weekly income. This figure is approximately 0.4% lower than the Melbourne statistical division.
- The highest proportions of residents 54.4% have weekly income levels of \$1000+ per week, indicating a significant level of discretionary income to access leisure activities.

## (ii) Vehicle Ownership

Vehicles garaged at home by residents based on the 1996 ABS statistics are detailed in the following table:

**Table 1.6  
Vehicle Ownership (ABS 2006)**

VEHICLES PER HOUSEHOLD	NILLUMBIK 2006 %	MELBOURNE 2006 %
No vehicle	2.8	9.5
One vehicle at household	19.6	34.7
Two vehicles at household	48.2	35.3
More than three vehicles	25.8	13.7
Not stated	3.5	6.7
<b>TOTAL</b>	<b>100</b>	<b>100</b>

The review of the Vehicle ownership of Nillumbik residents indicates that the majority of residents 93.6% had access one or more vehicles which means that residents have the ability to independently access leisure facilities.

## 1.6 SUMMARY OF DEMOGRAPHIC REVIEW

The following provides a summary of the key findings from the project area's demographic review.

- The Shire of Nillumbik Local Government area covers an area of 430 sq. km. and had a total population of 62,300 people (2011).
- Approximately 5 out of 10 people are aged in their most active years of 0 – 35 years. This indicates that the current pressure and demands being placed on Council to provide a range of leisure activities and facilities to meet the needs of residents will continue.
- The top five overseas countries of birth are United Kingdom, Italy, New Zealand, Germany and the Netherlands. The impact of this is that leisure activities will need to be aware of cultural issues and coordinate both the programs and promotional campaigns to these markets.
- The review of annual income levels indicates that a high proportion of residents have access to disposal income enabling them to pay for and participate in a range of leisure activities of their choice. In excess of (54.4%) of households have access to weekly incomes \$1000+.



- However, the review also indicated that a smaller proportion of the population had limited access to disposable income and therefore requires leisure facilities and activities to be set at an affordable fee level to encourage their participation.
- Approximately 9 out of 10 Nillumbik residents have access to a private vehicle, which could be used to travel to leisure activities and facilities. This indicates that residents are relatively mobile and not as reliant on public transport systems to access facilities.
- When planning for future sporting and leisure facilities, the need for the facilities to be located on a site with access to public transport, although preferable, is not essential. Any facilities developed should also take into consideration the high private vehicle usage by providing sufficient car parking facilities.



## 2 ELTHAM LEISURE CENTRE - OPERATIONAL REVIEW

Eltham Leisure Centre is located on Brougham Street, Eltham and is the Shire's only indoor aquatic and leisure centre. The Centre includes the following facilities:

- 25m indoor heated Lap Pool;
- Indoor heated Leisure Pool (toddlers water play area);
- A Spa and Sauna;
- Health Club (650sqm)
- Exercise /Program rooms
- Multi-court Stadium (2 courts)
- Crèche
- Café
- Administration and Consulting Rooms
- Change Facilities

The facility was built in 1989 and over the last 23 years has undergone a number of upgrades and refurbishments to meet the changing needs and expectations of the Nillumbik community. The latest upgrade to the facility occurred in 2008 and included the refurbishment of the dry health and fitness area, the crèche, change rooms, administration areas and the front of house/reception and café area.

### 2.1 FACILITIES

The aquatic facilities at the Eltham Leisure Centre include:

#### 2.1.1 Aquatics

##### **25 Metre pool**

The 25 metre 6 lane pool ranges in depth from approximately 0.8 metres to 2 metres.

##### **Leisure/Toddlers Pool**

The toddler's pool is a free form pool of approximately 40 m<sup>2</sup> and has an operating depth of 0.0m to 1.1metres. The pool is painted concrete and has a beach entry on the eastern side.

##### **Spa/Sauna**

The facility includes a spa that provides for between 15 to 20 people and sauna that provides for between 10 to 15 people.

#### 2.1.2 Dry Health and Fitness

The Centre includes one fully equipped gymnasium 561m<sup>2</sup> and 3 group fitness/program rooms one of which is being used as a dedicated spinning studio.



### 2.1.3 Indoor Stadium

The Centre includes 2 indoor sports courts including spectator seating capacity for approximately 200 people.

### 2.1.4 Crèche

There is a 50 place crèche that is used during the afternoons and evening as a multi-purpose program space.

### 2.1.5 Health Suites

The Centre includes three professional health suites that are leased to a private operator who provides physiotherapy services.

### 2.1.6 Support Facilities

The Centre is serviced by a front of house reception and food and beverage area.

#### Administration

A staff administration area is located on the second level.

#### Change rooms

Wet and dry change rooms are available within the aquatic hall and the dry health and fitness areas. The facility also includes family change rooms

#### Car Park

The Centre is serviced by approximately 232 car parks plus 6 accessible car parks. A 5 minutes drop off area is provided at the entrance to the facility.

## 2.2 HOURS OF OPERATION

The following table details the current hours of operation of the Centre.

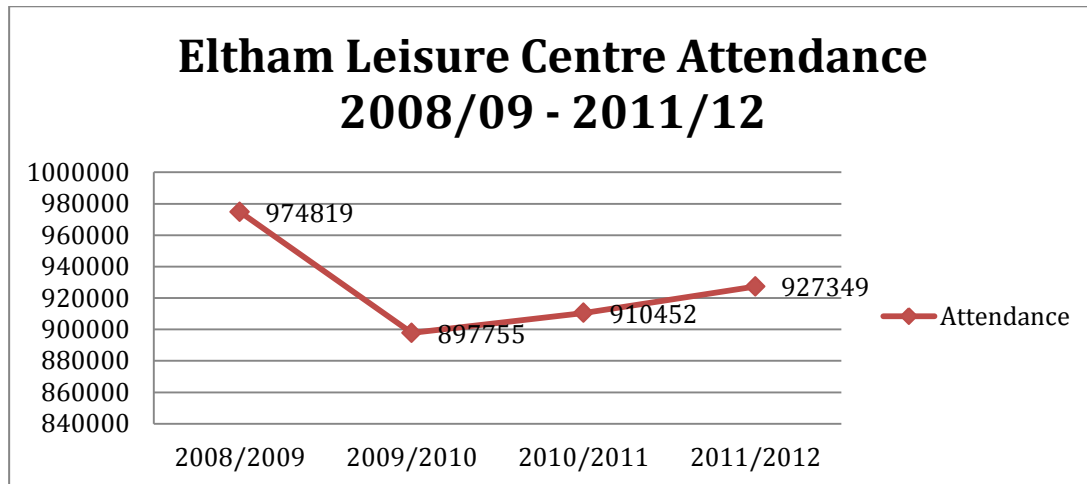
**Table 2.1**  
**Eltham Leisure Centre Hours of Operation**

Hours of Operation	
Mon - Friday	6am - 10pm
Saturday & Sunday	8am - 8pm
Pub Holidays	8am - 8pm



## 2.3 USAGE REVIEW

A review of usage of Eltham Leisure Centre over the last four years – 2008/2009 to 2011/2012 - has been completed and is summarised in the graph below:



A review of usage over the past three years indicates

- The redevelopment of health and fitness was completed in 2008/2009, which resulted in increased attendance for the first 2 months of the reopening.
- Since the redevelopment of the facility attendances have steadily increased from 897,755 in 2009/2010 to 927,349 in 2011/2012.
- Since the initial "honeymoon" period the growth represents an increase of 29,594 visits over the three year period (32.3%).

## 2.4 AQUATIC USAGE

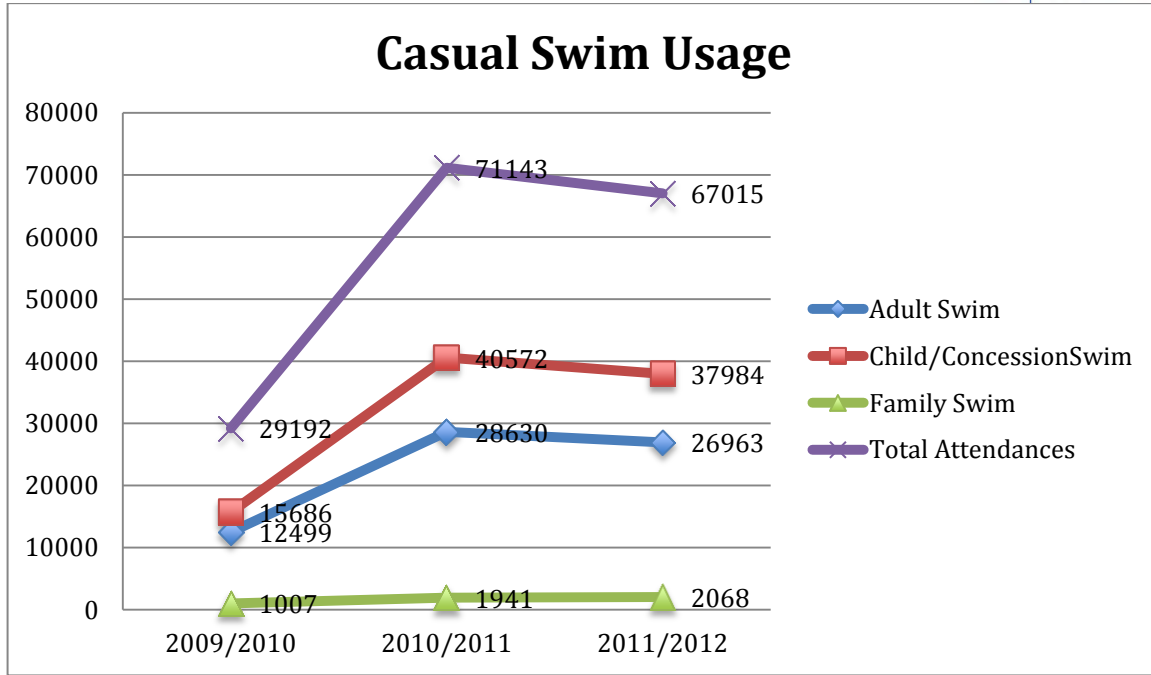
The following information provides a breakdown of the aquatic area usage trends over the past three years. The usage has been categorised as:

- Casual swims – Adult/Child/Concession/Family
- Aquatic education – AquaSafe Program
- Aqua safe – Holiday Program

### 2.4.1 Casual Swim

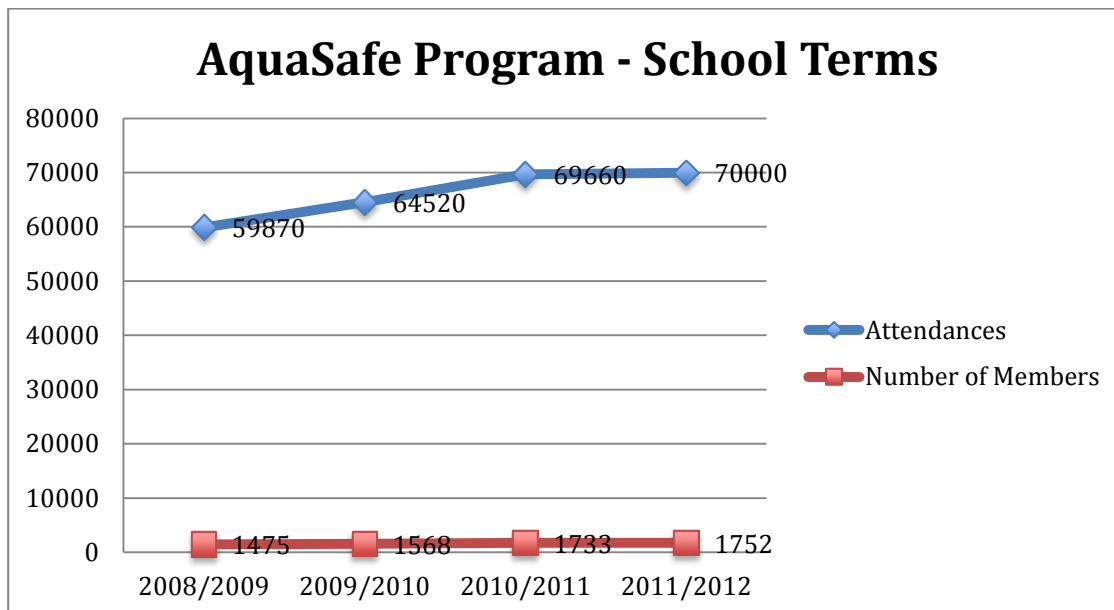
The following details the casual swim usage over the past three years.





#### 2.4.2 Aquatic Education Memberships

The following table details the AquaSafe term program membership over the past four years.



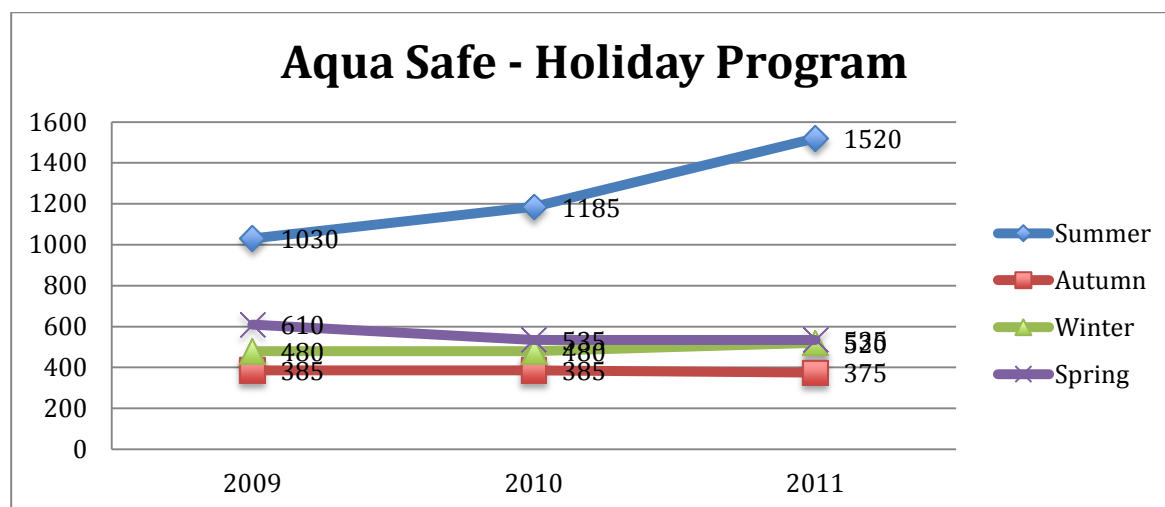
The review of memberships indicates:

- Total aquatic education memberships have increased over the four-year period from a low of 1,475 members in 2008/2009 to a high of 1,752 members in 2011/2012. This represents an increase in 277 people (19%).
- Discussion with Centre staff indicates however that due to the lack of water space there is limited capacity for the program to increase further.



### 2.4.3 Aqua Safe Holiday Program

The following table details the aqua safe holiday program over the past four years:



The review of the aqua safe holiday program indicates:

- Summer is the most popular period for aquatic education program, followed by spring winter and autumn. Participation during the summer holiday period has increased over the three-year period.

## 2.5 FINANCIAL REVIEW

Eltham Leisure Centre is managed under contract by the YMCA. The table below provides a summary of the operational performance of the Centre over the past three years.

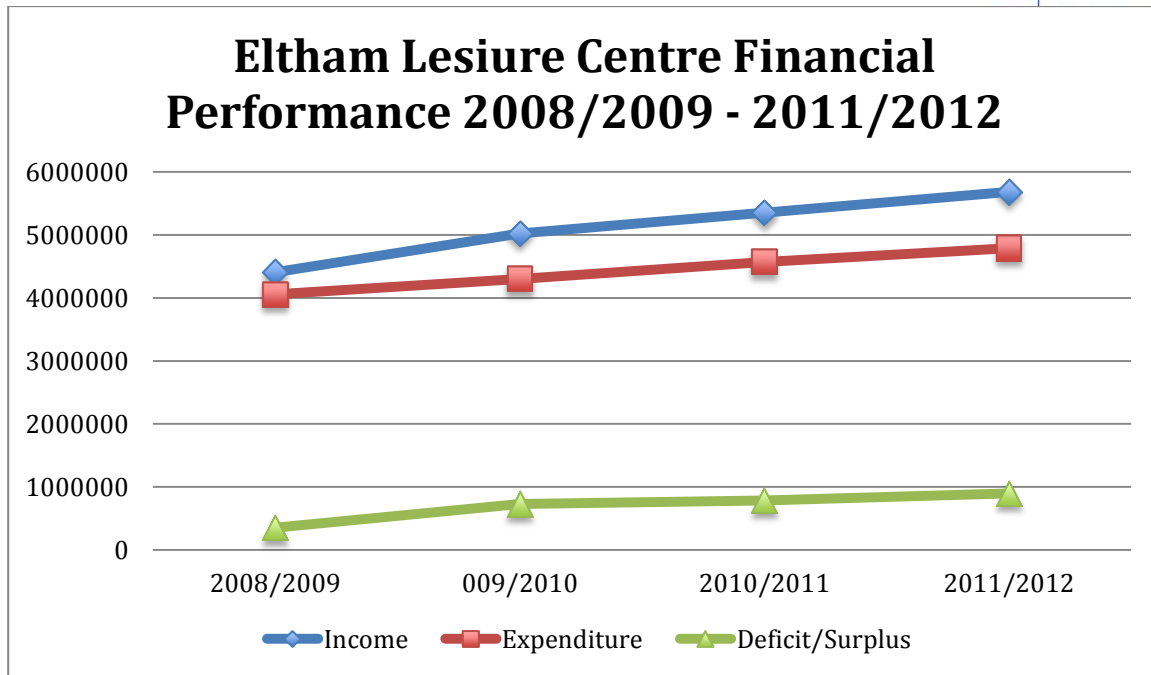
**Table 2.2**  
**Eltham Leisure Centre- Financial Reviews Summary 2008/2009– 2011/2012**

Category	Annual Revenue \$	Annual Expenditure \$	Net Operating Result Profit/(Loss) \$
2008/2009*	\$4,409,080	\$4,055,638	\$353,442.65
2009/2010	\$5,025,986	\$4,300,171	\$725,814.46
2010/2011	\$5,355,462	\$4,570,331	\$785,130.42
2011/2012	\$5,685,468	\$4,788,422	\$897,046.80

\*Note: Redevelopment of dry health and fitness 2008/2009

The financial review for Eltham Leisure Centre for the past four years indicates:

- The centre revenue has steadily increased over the four-year review period ranging from \$4,409,080 in 2008/2009 to \$5,685,468 in 2011/2012.
- Expenditure for the Centre has also increased over the four-year period ranging from \$4,055,638 in 2008/2009 to \$4,788,422 in 2011/2012.
- Over the four-year period the Centre has continued to record an operating surplus ranging from \$353,442 in 2008/2009 to \$897,046 in 2011/2012. This represents an increase of \$543,604 (154%)

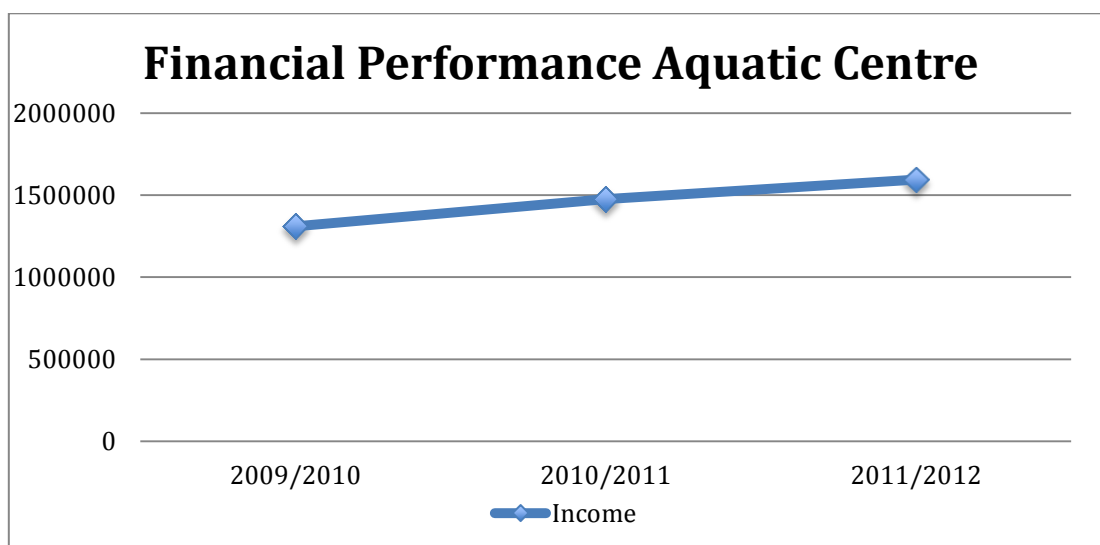


#### 2.5.1 Aquatic Area Financial Performance

The table below provides a summary of the income generated from the aquatic area including casual entries and programs. The following table and graph indicates the income derived from the aquatic area over the period 2008/2009 – 2011/2012.

**Table 2.3**

Category	Annual Revenue \$
2009/2010	\$1,309,647
2010/2011	\$1,475,502
2011/2012	\$1,595,116



The income review for Eltham Leisure Centre aquatic area for the past three years indicates the centre revenue has steadily increased over the three-year review period ranging from \$1,309,647 2009/2010 to \$1,595,116 in 2011/2012.



### 3 MARKET RESEARCH AND CONSULTATION FINDINGS

This section of the report summarises the various market research and consultation processes and associated findings to assist in identifying future aquatic health and fitness and event facilities demand and trends.

It includes summaries from:

- Users Survey
- Schools Survey
- Key Informant Interviews
- Focus Groups

#### 3.1 ELTHAM LEISURE CENTRE - USER SURVEY

This section summarises the key findings from the User Surveys conducted during June 2012 at Eltham Leisure Centre.

A total of 209 surveys were completed by users of the Eltham Leisure Centre providing information on:

- Respondent profile
- Current and future use of the Centre.

The following provides a summary of the key issues identified. A copy of the written comments is detailed in **Appendix One** of this report

##### 3.1.1 User Survey Analysis

A summary of the key finding is detailed as follows:

###### (i) Respondent Profile

The following table summarises the user survey respondent sample for the Eltham Leisure Centre.

**Table 3.1  
User Survey Respondent Sample**

CATEGORY	SUB-GROUP	NUMBER	%
Gender	Male	52	25
	Female	157	75
Age Range	15-19 years	13	2.8
	20-29 years	10	4.7
	30-39 years	45	21
	40-49 years	45	21
	50-59 years	19	9
	60-69 years	42	20
	70 years plus	39	18.3
CATEGORY	SUB-GROUP	NUMBER	%
Suburb	3095– Eltham, Eltham Nth/Research	75	35.2
	3088 – Briar Hill, Greensborough, St Helena	30	14.1
	3091 – Yarrambat	23	10.8
	3097- Kangaroo Ground/Watsons Creek	11	5.2
	3085 - Macleod	10	4.7
	3089 – Diamond Creek	10	4.7
	Other	50	24



A review of the survey sample indicates that:

- Fewer males (25%) responded to the survey than females (75%).
- The highest percentage age profile that responded to the survey was aged 30- 39 years 21%, and 40 - 49 years both at (21%) and 60-69 years (20%.) These age groups represent people in their most active years.
- The predominant area where respondents lived was Eltham (35%.) followed by Briar Hill, Greensborough and St Helena at (14.1%) and Yarrambat at (11%).

**(ii) Times the Centre Was Most Used**

The main times people used the Eltham Leisure Centre are detailed in the table below.

**Table 3.2  
Centre Usage Times**

Time Slot	Numbers	%
Before 9.00am	41	18.6
9.00am-12 midday	54	24.5
Midday- 2.00pm	33	15
2.00pm- 5.00pm	45	21.5
5.00pm-8.00pm	35	16
After 8.00pm	2	1
TOTAL	209	100

The most popular timeslots identified for use of the Eltham Leisure Centre was the 9.00am – 12 midday (25.5%), followed by 2.00pm to 5.00pm (21.5%), before 9.00 am (18.6%), and 5.00pm to 8.00pm (16%).

Most survey respondents indicated they travel to the Centre from home (82.5%), followed by school (10.4%) and work (5.2%).

The majority of respondents travel by car either on their own (71%) or with others (22.7%)

Most respondents spend less than half an hour (45.9%) at the Centre followed by 1 to 1.5 hours (20.6%) and 0.5 to 1 hours (16%) at each visit to the Centre.

**(iii) Visits to the Eltham Leisure Centre**

The following table summarises the frequency of use of the Eltham Leisure Centre

**Table 3.3  
Use of Eltham Leisure Centre**

Daily	2 to3 times	4 to 6 times	Weekly	Less than once a month
5.6%	39.4%	26.3%	27.2%	1.4%

The results indicate the majority of respondents are regular users of the Centre with 2-3 times a week (39.4%) being the most common frequency of use, followed by weekly (27.2%) and 4 to 6 times a week (26.3%).



#### **(vi) Reasons for Choosing to Use the Centre**

Respondents provided a large range of reasons why they chose to use the Centre. The reasons listed in order of frequency of response, were:

- Close to home 24.7%
- To attend an aquatic program 22.6%
- It has an indoor pool 10.3%
- To use the gym 8.6%
- Good facilities 6.5%
- To attend a health and fitness program 4.8%
- Friends and family use it 4.5%
- Close to work and school 3.1%

The main reason the Eltham Leisure Centre was the centre of choice was because the facility is close to home (24.7%), to attend an aquatic program 22.6% and because the Centre has an indoor pool (10.3%).

#### **(v) Rating of the Facilities**

Survey respondents rated the current services and programs at the Eltham Leisure Centre Recreation Centre as:

- Excellent 13.9%
- Good 40.4%
- Adequate 31.3%
- Poor 13.0%
- Very poor 1.40%

The results indicate that approximately 13.9% of respondents considered the facilities to be excellent and 40.4% considered the facilities good, 31.3% considered the facilities adequate and 14.4% considered the facilities to be poor or very poor.

The survey respondents who considered the facilities to be poor/very poor were asked to indicate which facilities and/or services in particular they were unhappy with. The reasons listed in order of frequency of response were:

- Indoor pool 25.1%
- Change rooms 22.8%
- Car parking 10.5%
- Spa and sauna 8.6%
- Air handling in the pool 7.1%
- Leisure pool 5.2%

The main areas people were not happy with included the indoor pool (25%) followed by the change rooms (22.8%) and the car parking (10.5%)



#### **(vi) Rating of the Service and Programs**

Survey respondents rated the current services at the Eltham Leisure Centre as:

- Excellent 24.3%
- Good 53.9%
- Adequate 18%
- Poor 3.9%
- Very poor 0.0%

The results indicate that approximately 24.3% of respondents considered the services to be excellent, 53.9% considered the services as good, 18% considered the services adequate and 3.9% considered the services to be poor.

The survey respondents who considered the services to be poor/very poor were asked to indicate which services in particular they were unhappy with. The reasons listed in order of frequency of response were:

- Facility is too crowded 25.2%
- Level of fees and charges 16%
- Customer service/assistance 9.2%
- Group fitness timetable 9.2%
- Information available 7.6%
- Centre opening hours 6.1%
- Range if programs and services offered 5.3%

The main areas people were not happy with included the crowding of the facility (25%) followed by, level of fees and charges (16%) and customer service/assistance and the group fitness timetable both at (9.2%).

#### **(vii) Main Activities Undertaken at the Eltham Leisure Centre**

The main activities undertaken at the Eltham Leisure Centre as indicated by survey respondents are listed as follows in order of frequency of response:

- Using the gym 16.8%
- Group fitness and fitness classes 14.3%
- Taking a child to the pool(aqua ed) 13.3%
- Lap swim/fitness 10.7%
- Take part in an aquatic program 9.3%
- Recreation/fun swimming 8.2%
- Aquaerobics 5.6%

The main activities people participate in at the Centre are using the gym or participating in a group fitness program or using the pool for either an aquatic program or lap swimming.

#### **(viii) Use of Other Swimming Pools in Last 12 Months**

Survey respondents were asked to indicate which other swimming pools they have used in the last 12 months. The four main pools are listed in order of frequency of response:

- Aquarena – Manningham 32.4%
- Diamond Creek Outdoor Pool 13.4%
- Melbourne Sports and Aquatic Centre 10.6%
- Reservoir Leisure Centre 6.3%



The main other pool respondents had used Aquarena Aquatic and Leisure Centre located in the City of Manningham, the Diamond Creek Outdoor Pool and Melbourne Sports and Aquatic Centre, the state aquatic centre located in Albert Park

**(ix) Future Facility Features that Would Encourage Greater Use of Public Swimming Pools**

Just over 7 out of 10 (75.5%) of respondents indicated that they would like to make greater use of the swimming pools and leisure centres in the future.

Respondents provided a large range of facility component priorities that would assist them in greater use of pools. The top five features included:

- Cleaner more hygienic facilities 18.1%
- Improved indoor recreational/leisure pools 14.7%
- More car parking 9.7%
- Longer opening hours 9.4%
- Additional family change rooms 9.2%
- Membership packages/discount offers 8.0%
- Greater access to warm water pools 6.5%

Respondents main request to assist them in making greater use of pools in the future were cleaner more hygienic facilities, improve access to leisure water, additional car parking areas and longer opening hours.

**3.2 POST CODE SURVEY**

A review of postcodes of current members has been completed to identify the catchment of current users. The review identified that members currently reside in 83 different postcode areas. The following table provides a summary of the top five-postcode areas for health and fitness and aquatic members.

**Table 3.4  
Use of Eltham Leisure Centre Members Postcodes**

Eltham Leisure Centre Members Postcodes			
Aquatic Members		Health and Wellness Members	
Suburb/Postcode	Number	Suburb/Postcode	Number
Eltham – 3095	1,668	Eltham – 3095	1,610
Montmorency – 3094	534	Montmorency – 3094	502
Greensborough 3088	454	Eltham North – 3095	281
Eltham North – 3095	294	Diamond Creek - 3088	270
Diamond Creek – 3088	282	Research – 3095	183
<b>Total</b>	<b>3,232</b>	<b>Total</b>	<b>2,846</b>

The review of member’s postcodes indicates:

- The majority of both aquatic and learn to swim members reside in the Eltham area.
- Eltham residents currently represent (52%) of aquatic members and (57%) of health and wellness members.
- Approximately 988 aquatic members reside in Greensborough and Montmorency, which are outside of the Nillumbik Shire. Some of these members may choose to relocate to the new Watermarc facility once operational.





### 3.3 SCHOOL SURVEY

A total of 27 surveys were sent to all Primary and Secondary schools in the Nillumbik Council area during June 2012.

A total of 10 schools completed and returned the surveys.

#### 3.3.1 Use of Aquatic Centres

School representatives were asked a range of questions about their schools use of Aquatic Centres and aquatic/health and fitness based programs and services.

The questions were aimed at identifying aquatic participation and facility usage trends and key reasons why activities and facilities were selected.

Of the 10 schools that completed the survey, a total of 8 schools indicated that they had participated in a Learn to Swim or School Sports Program. Two schools indicated they did not participate in aquatic based programs. Based on these responses, a total of 80% of schools indicated they participated in a learn to swim or school sports programs.

The schools that do not participate in a Learn to Swim Program or School Sports Program indicated that the location of the facilities and the lack of transportation to the facilities were the main issue restricting the schools participation.

#### 3.3.2 Schools Aquatic Program Coordination

Of the 8 schools who participated in Learn to Swim or School Sports Programs, all programs were co-ordinated by pool staff.

#### 3.3.3 Frequency of Student Visitations in Learn to Swim Program

Of the schools who participate in aquatic-based programs, the average number of student visits is detailed below:

- 4 Visits per year 1 school
- 6 Visits per year 2 schools
- 7 Visits per year 1 school
- 8 Visits 3 schools
- More than 10 visits 1 school

The frequency of visitation results indicates that between 4 and 10 visits were made by the students to the learn to swim programs.

#### 3.3.4 Most Popular Terms

To gain an understanding, of when schools use swimming pools, they were asked to nominate which school term they typically use pools. The results are detailed below:

- Term One 4 Schools
- Term Two 4 Schools
- Term Three 3 Schools
- Term Four 1 School



The results indicate that terms one, two and three were the most popular terms and that schools are more likely to plan aquatic based programs during the warmer months which allows Aquatic Centre operators to plan for peak school usage during these periods.

### 3.3.5 Reasons for Choosing Most Used Swimming Pool

The main reasons schools gave for choosing their most used swimming pools were:

- Close to School 7 schools
- Good facilities 3 schools
- Affordable price 2 schools
- Heated indoor swimming pool 1 school
- Indoor facilities 1 school
- Quality of programs 1 school

### 3.3.6 Features Would Like to See Developed

The main features that would encourage schools to make greater use of swimming pools in the future were:

- Separate School change rooms 6 schools
- More indoor heated pools 3 schools
- Cheaper entry fees 4 schools
- Greater range of water spaces 3 schools
- Access at different times than allocated 3 schools
- Access to more swimming instructors 2 schools

The results indicated the provision of separate school change rooms, more indoor heated pools and cheaper entry fees top three priorities that would encourage schools to make greater use of swimming pools in the future.

### 3.3.7 School Based Aquatic Facilities

No Schools within the area surveyed had a school based facility

## 3.4 KEY STAKEHOLDER INTERVIEWS

Discussions were held with a range of key informants to discuss current and future needs and opportunities for co-location of facilities. The following provides a summary of their key needs and issues related to current and future facilities.



**Table 3.5**  
**Summary of Key Stakeholders**

Stakeholder	Comments
<p>Darren Squires, Eltham High School</p>	<p>Eltham High School has 1300 children from year 7 - 12, with a mix of males / females. The school is currently being redeveloped, incorporating several multi-use facilities that cater for school and community groups.</p> <p>A whole of school swimming carnival is currently held at Aquarena. In relation to ELC, the school largely uses the main pool and on occasions the change rooms.</p> <p>The school has a swim club that trains weekly at ELC on Thursdays, 7.00 - 8.00am. There is also a 'Swimming First Aid' elective subject offered for one term to middle school students. Their key issue relates to getting access to the pool when it fits the school curriculum timetable; if this issue could be addressed the school would most likely use the facility more often.</p> <p>The school would seek to offer Year 7 and 8 students a 'Water Sports Program', run by school staff, if they could secure a regular booking time that fits their sports timetable.</p> <p>Ideally, the school would like to use ELC for their swimming carnival. For this to occur, they would require a 50m pool and outdoor space.</p> <p>An alternative entrance for school groups would be advantageous. Access to a storage area is also useful.</p> <p>The school could offer community groups using ELC access outside school hours to their specialist teaching areas / meeting rooms.</p>
<p>Lynne Patatsos, Araluen</p>	<p>Araluen provides a range of services and support to individuals with an intellectual disability, aged between 18 -70 years and a mix of male / female. They support 150 clients in day programs, as well as providing residential care. The day programs include various sporting and leisure activities, with a morning and afternoon program offered daily for groups of 5 - 6 people [plus 2 staff].</p> <p>Araluen use numerous leisure centres for their programs including ELC, Thomastown Aquatic Centre and the Reservoir Aquatic Centre. Importantly, Araluen prefers to use these other Centres rather than ELC because of the support facilities that they offer [hoist, aquatic wheelchairs, change rooms] and the available time fits their program schedule.</p> <p>At ELC, Araluen clients use the main pool, spa and the leisure pool on a weekly basis for water aerobics, lap swimming and water play activities. Their visit is for a two hour period.</p> <p>A warm water pool would be utilised extensively by Araluen given that the Centre is accessible and provides the required support services. Requested services include aquatic wheelchairs [5]; good size family change rooms with a hoist, heated, have hair dryers and are centrally located off the pool deck; a hoist and ramp into the pools; poolside seating and storage space for bags; pool movie nights.</p> <p>The group also request an outdoor space and larger spas. They would use the services of health practitioners such as physiotherapists and occupational therapists based at the Centre.</p>



Stakeholder	Comments
Casual aquatic users	<p>An older couple [60+ years] that have been visiting ELC for over 10 years. They live within a 10 minute drive of the Centre and typically purchase a 3 month membership, which provides them with flexibility in terms of taking holidays.</p> <p>They use the main pool, change rooms and cafe. They commented that their friends use the spa, which experiences frequent periods of not working properly.</p> <p>They use the facility 5 days per week for a 1.5 hour visit, from 7.45 - 9.15am. They do lap swimming and gentle exercise [as recommended by a physiotherapist].</p>
Western, Nillumbik Community Health Service [NCHS]	<p>NCHS offer a range of community health services for Nillumbik residents. NCHS has a group of 20 people [mostly female] who use ELC for water exercise to help treat arthritis. The exercise program is run by NCHS volunteers.</p> <p>NCHS clients use the main pool, change rooms and cafe. They experience issues relating to poor access from the change room to the pool, difficulties in sharing water space and the water temperature being too cool for their program.</p> <p>The group uses ELC every Monday / Wednesday / Friday from 10.00 - 11.00am.</p> <p>NCHS requests a warm water program pool for group exercise classes and one on one physiotherapist sessions. It is desirable for this pool to be a private space and somewhat removed from the general public areas.</p> <p>Centrally located change rooms are important, large enough for carers to assist clients.</p> <p>Provide a variety of access including ramps, hoist, hand rails and minimal steps, particularly grab rails on the edge of the warm water pool.</p> <p>It is preferable if the water is ozone treated rather than chlorine as this is gentler on bodies and their rehabilitation.</p> <p>The cost to use the facility and programming of the warm water pool availability are both critical to the group using the Centre.</p> <p>NCHS could make use of a treatment room if it was available to book on a casual basis. The group would also look to book a multi-purpose exercise room.</p> <p>NCHS also requests that the facility not have a movable floor in the main pool and that the grading of water depths is adequately highlighted. Some support from Centre management is required in relation to the group's special health needs.</p>



Stakeholder	Comments
<p>Michael Gowan, Tri Club</p>	<p>The Tri Club was established in 1998 and has a membership of approx. 100 people, with a mix of both male / female and a wide spread of ages [12 - 60 years]. A group of 15 tri athletes regularly train at ELC.</p> <p>The group uses 3 lanes in the main pool, as well the changerooms. They expressed a concern about the poor water quality and limited pool availability [they would have additional training sessions if the pool was available].</p> <p>The group trains at ELC every Wednesday evening from 8.00 - 9.30pm.</p> <p>Ideally, the group would like to see a 50m pool that has both an indoor and outdoor component, with flexible configuration.</p> <p>They request a pool that is bigger, wider and has cleaner water.</p> <p>A multi-purpose room that enables training analysis would be of interest, as would be sessions with nutritional professionals. A sports massage service could also be of interest. It would be useful to have a whiteboard located at the end of the pool to track the training session.</p>
<p>Aqua Aerobics Participant</p>	<p>The Aqua Aerobics class consists of up to 20 individuals who are aged 50+ and mostly females. Some participants attend to help their rehabilitation and recovery from injury, whilst others are simply looking to get fit and maintain their wellbeing by doing low impact exercise.</p> <p>The group utilises two lanes in the main pool, at a water depth of chest height; appropriate space is required within the pool to conduct the class at this depth. The group also uses the change rooms and cafe. Of note, the reason why class members choose ELC for this activity is the social network that has been established.</p> <p>The group attends the 1 hour class four times per week, twice from 8.00 - 9.00am and twice from 9.15 - 10.15am. They then have a social gathering in the cafe after the class. Some clients currently use the osteopath and podiatrist service.</p> <p>The key need of the Aqua Aerobics group is for additional water space at an appropriate depth. They therefore request a larger, wider main pool.</p> <p>A warm water pool would assist those doing rehabilitation exercises.</p> <p>Other comments relate to a need for cleaner change rooms and pool deck tiling, with a request for rubber mats on the change room floors. The group has previously raised various management issues including an instructor being available on a consistent basis.</p> <p>Members of the group would be likely to use additional health services such as a physiotherapist and dietician.</p>



Stakeholder	Comments
<p>Rob Voss - DVE Swim Club</p>	<p>Originally known as the Eltham Swim club, it merged with the Diamond Valley Swim Club and now has a membership of 200, with 120 active swimmers who compete and others who are social swimmers. Their vision is to create one regional swimming club incorporating other clubs in the area, with a membership of up to 500 swimmers. Of note, the fee structure at the Watermarc Centre has prevented them from using that facility as their base.</p> <p>The club uses several lanes within the main pool for squad training, as well as the change rooms, multi-function room, basketball court, cafe and outdoor area.</p> <p>The club has squad training sessions Monday - Friday, 5.00 - 6.30am and 7.00 - 9.00pm. It also uses the pool on Saturday mornings from 5.30 - 9.00am.</p> <p>They are looking to use ELC as the home base for the establishment of the new regional club, given that there is a suitable fee schedule.</p> <p>Their primary need relates to improved availability of water space and they request that additional lanes be provided in a wider pool [they are happy with a 25m pool]. The current limited pool availability is impacting on their club's growth.</p> <p>In addition, a clubroom facility would be required, which also provides a storage area for the club. They request access to a meeting room where they can view training video footage.</p> <p>The club would be prepared to apply for grants to assist with the facility redevelopment.</p>

### 3.5 ASSESSMENT OF REGIONAL PROVISION OF AQUATIC FACILITIES

Interviews were held with representatives of the following five municipalities that neighbour Nillumbik Shire to assess the current provision of aquatic facilities as well as what facilities are being planned for the future.

- Whittlesea City Council
- Banyule City Council
- Manningham City Council
- Yarra Ranges Shire Council
- Murrindindi Shire Council

The following provides a summary of the key issues identified:

#### 3.5.1 WHITTLESEA CITY COUNCIL.

##### Current Aquatic facilities.

- (i) Thomastown Recreation and Aquatic Centre [TRAC]

TRAC, located in Thomastown, is a regional facility containing 5 pools, health club with gym and program rooms servicing over 40 group fitness classes weekly, a multi-purpose sports court and outdoor water park.

The aquatic facilities include a 25m pool for lap swimming, warm water pool for rehabilitation and gentle exercise, warm water pool for learn to swim, kiddies pool for water play and a large spa, as well as an outdoor splash park with various water play features. All pools are accessible by either hoist, ramp or beach access.



The Centre provides accessible change rooms that are fitted with overhead hoists, large family changerooms and a school changing room.

(ii) Whittlesea Swim Centre, Whittlesea.

The Whittlesea Swimming Centre is a heated, seasonal outdoor pool open from November to April each year.

The facility consists of three heated pools including an 8-lane 25m pool, learners pool, toddlers pool and water slide.

(iii) Mill Park Leisure Centre, Mill Park.

The Centre includes an 8-lane 25m heated indoor pool [with a hoist], a learn to swim pool, toddlers pool, spa / sauna and gym / multi-purpose exercise rooms.

### **Aquatic Facility Planning.**

In 2012/13, the City of Whittlesea will be developing a 'Major Leisure and Aquatic Facility Strategy', which will review current facilities and examine leisure and aquatic facility needs in the community over the next 20 years.

A plan has been prepared for the redevelopment of the Mill Park facility, however any works would be at least two years away and there is no new aquatic facility development imminent.

### **3.5.2 CITY OF BANYULE.**

#### **Current Aquatic Facilities.**

(i) Greensborough Regional Aquatic and Fitness Centre [Watermarc].

The key components of the Centre include:

- 50m pool for competition, lap swimming, school group and swimming club events, and water exercise programs.
- Learn to swim pool.
- Leisure pool for children to have water play.
- Warm water pool, spa and sauna for rehabilitation and relaxation.
- Several active water spaces and water slides for teens and family groups.
- Large gym and program rooms for various fitness / health activities.
- Community meeting areas.

The Watermarc Centre is expected to be open to the public from September 2012.

(ii) Ivanhoe Aquatic and Fitness Centre, Ivanhoe.

This facility has an indoor, heated 25m pool [7 lanes] as well as a learners / toddlers pool, spa / sauna and gym. A variety of aquatic and dry exercise classes are offered, with several specifically designed for older adults.

(iii) Olympic Leisure Centre, West Heidelberg.

The Centre includes a 25m indoor pool, learner's pool and spa. It also has a gym, multi-purpose group exercise room and single court stadium.



(iv) Watsonia Indoor Pool, Greensborough

The Centre is a Council owned facility which acts as a leased venue for the Yarra Swim School. It contains an indoor, heated 25m pool which is used for swimming lessons, squad training and water therapy classes. A multi-purpose room has also been added to the facilities.

**Aquatic Facility Planning.**

The development of the Watermarc Centre is the key focus for the City of Banyule into the foreseeable future and no other aquatic facility planning is proposed.

**3.5.3 CITY OF MANNINGHAM.**

**Current Aquatic Facilities.**

(i) Aquarena, Lower Templestowe.

The facility provides an indoor 25m heated pool and outdoor heated 50m pool. It also includes a learners and toddlers pool, waterside and spa / steam room along with health club / group exercise rooms. A \$17m redevelopment of the Centre is currently underway including:

- Improved change rooms,
- New club rooms for local swim clubs,
- Additional multi-purpose dry program room for health and fitness classes,
- Redevelopment of the waterslide precinct,
- Upgrading the existing diving pool precinct,
- New program pool for learn to swim and water therapy,
- Extension to the gym,
- Development of enclosed interactive water play areas,
- Redevelopment of the entrance foyer and improved car parking.

**Aquatic Facility Planning.**

Given the redevelopment of Aquarena, the City of Manningham is not looking to develop any other aquatic facility.

**3.5.4 SHIRE OF YARRA RANGES.**

**Current Aquatic Facilities.**

(i) Yarra Centre, Yarra Junction.

The Centre is a multi-functional aquatic and leisure facility comprising of a heated 25m pool, a program pool, a toddler pool, health club, multi-purpose exercise room and two court stadium.

(ii) Monbulk Aquatic Centre

The Monbulk Aquatic Centre is currently receiving an \$8.2m redevelopment, which involves a new 25m outdoor pool, a new program and leisure pool, and new gym.





(iii) Belgrave, Healesville, Lilydale and Olinda Outdoor Pools

The Belgrave facility offers a 33m heated outdoor pool and heated toddler pool.

The Healesville and Lilydale facilities both offer a 50m non heated outdoor pool, learner and toddler pools.

The Olinda facility provides a 25m non heated outdoor pool and toddler pool.

All of these facilities are open from November - March annually.

(iv) Kilsyth Centenary Pool

The Centre includes both indoor facilities - a 50m indoor pool, leisure pool, program pool, toddler pool and spa - and outdoor facilities - heated 25m pool and toddler pool.

(v) Healesville Secondary College Indoor Pool

The Centre includes a 6 lane, 25m pool that is used by the school and the community.

#### **Aquatic Facility Planning.**

Council has recently developed a feasibility study for the development of an indoor aquatic and leisure centre in Lilydale to service the urban resident needs. A feasibility study is also being undertaken in relation to the development of an aquatic centre in Healesville.

### **3.5.5 MURRINDINDI SHIRE.**

#### **Current Aquatic Facilities.**

There are four public swimming centres located in Murrindindi Shire - at Alexandra, Eildon, Marysville and Yea. All of these Centres have outdoor 50m pools which are operated seasonally.

There are no aquatic facilities provided in townships nearby to Nillumbik such as Kinglake.

#### **Aquatic Facility Planning.**

There are no proposed aquatic facility developments into the foreseeable future. The Shire is considering undertaking a piece of strategic planning for aquatic facilities sometime in the next few years.

If any aquatic development were to take place, it is anticipated that this would likely occur in Yea.

## **3.6 OVERVIEW OF MAJOR AQUATIC LEISURE FACILITIES**

A database of major aquatic leisure aquatic centres located in areas with populations of 60,000 or greater has been developed to assist at looking at operational trends. This database is listed as **Appendix Two** to this report.

This database covers:

- 33 LGA areas representing a total of 4.435M people.



- 97 aquatic leisure centres and swimming pools
- A total of 55 facilities are 12 month operated aquatic leisure facilities and 44 of the facilities are outdoor seasonal pools.
- A total of 65 facilities (69%) are managed under contract and 24 facilities (25%) are managed by an in-house (internal Council) teams and 8 are leased management (6%).

A review of general operating information that has been able to be gathered indicates:

- About half or 34 facilities (approx. 52%) of the 65 facilities operating 12 months of the year are operating at surplus after operational costs have been deducted from revenue (but not loan servicing or depreciation costs).
- In-house teams manage only 10 of the centres operating with surpluses whilst 24 are managed under contract and 4 are leased management.
- Operating surpluses at these centres range from \$100,000 to \$500,000.
- All centres that have operating surpluses have more than 500,000 visits plus.
- All centres that have operating surpluses have substantial health and fitness facilities with memberships above 3,000.
- Centres that are recording the highest operating surpluses have health and fitness memberships of 4,000 or greater
- Most of the facilities operating at surplus are located in the southeast metropolitan areas of Melbourne whilst only 2 are located in the western metropolitan areas.
- The centres operating at highest surplus are the newer facilities or have had a substantial redevelopment in past 10 years.

### **3.7 AQUATIC AND LEISURE FACILITY TRENDS**

The information draws from a review of a large sample of industry market research projects that have been carried out over the past five years to assist in defining aquatic and indoor facility and related leisure trends.

SGLs extensive experience in the development of aquatic and leisure facilities knows they usually become a highly emotive and public interest debate and usually organised formal groups (specialist users of pools) may dominate consultation processes whilst the general resident/casual and recreation user (highest user of pools) sometimes is not involved or heard.

In many cases when a Council is faced with developing or redeveloping an aquatic facility the debate about the right components for the community it is to serve may at times be dominated by:

- The priority for long course competition, lap swimming and training facilities (50m or 25m lap pools) sometimes at the expense of not including or building multi-use high use viable water areas as well.
- The need for deep water to meet specialist sport needs which adds operating cost and also restrictions to who can use the water. Selection of these areas must be done with financial and user impacts clearly highlighted.



- Lack of a co-coordinated strategy for other existing pools in the project area and user catchment zones so there is not duplication of the same thing in the same user zones.
- Lack of knowledge on local competitor facilities and user markets of why and how people use pools and what they pay for the different user categories. Participation trends usually show only a small user market use pools for swimming up and down in whilst people usually come more often to pools for recreation, fun, enjoyment, socialisation, education and therapy.
- Not learning from other facilities built that have only developed limited water areas.
- Not ensuring all user markets are a priority so that a mix of water areas become an essential part of a successful aquatic leisure centre design brief.

To assist in setting some of the more evident aquatic facility and leisure trends that are impacting on local communities we have also added to our company's knowledge by also reviewing a range of study references from the many specialist companies who supply aquatic facility development feasibility and development services.

This process does allow us to highlight many of the aquatic facility and related leisure trends that impact on people and can be used as a useful guide to selecting priority components for successful high use and viable aquatic leisure centres.

### 3.7.1 Leisure and Aquatic Trends that Impact on Leisure Facilities

The following summary of general leisure trends impacting on people and their demand for recreation, sport and leisure activities and in particular aquatic facilities has been developed using a range of aquatic facility feasibility documents.

General Leisure trends impacting on aquatic leisure facilities design, facility components and user attraction include:

- **A gradual ageing of the population.** As life expectancy increases, birth rates stay low and the "baby boomers" of the 1950s and 1960s grow older. This is resulting in the need to provide a range of pools of different water depths and temperatures. For example warm water pools are required to enable the programming of rehabilitation and therapy programs to meet the needs of this market.
- **Flexibility in the times when people recreate.** As demands on people's time increases and work practices change people are seeking to take their recreation at different times, over a broad spread of hours and at facilities that offer a lot of activities under the one roof. Indoor pools and health and fitness facilities are particularly attractive and getting easier to use as many are open 12 to 16 hours, 7 days a week
- **Increased variety in recreation and leisure options.** People's leisure and recreation options are changing towards newer more varied activities offered over a greater range of timeframes compared to previous decades where limited variety in activities and scheduling occurred. This has supported the trend to more multi-use facilities to attract a broader range of users as well as multiple water areas to meet different needs at the one centre.
- **Constraints to recreation and leisure participation.** Lack of time, lack of facilities close by, family and work constraints, health problems and cost of service or use of facilities are the main constraints to many people's recreation and leisure participation. The development of targeted markets of users, programs and services at aquatic and health and fitness centres has assisted in reducing some of these participation constraints



- **Changing employment structures, trading and work hours.** These trends often makes participation in traditional sports difficult and therefore people are looking for facilities that are open longer hours and have a lot of activity options at the one site. This makes opportunities such as indoor pools attractive as their long opening hours and days open means usage can be made in a wide range of social, training, competition, educational settings.
- **Different people want different activities.** The broadening different cultural, age, gender of the population sees the need for facilities to offer potential users a much more varied range of programs and services than previously offered. All year round indoor aquatic facilities also provide the greatest diversity of activities throughout the different seasons impacted by an areas local weather
- **Provision of high standards and quality of facilities and services.** People are looking for high standard, high quality facilities and services to meet their recreation and leisure needs. This has also seen the trend for indoor facilities becoming very popular as they allow activity in safe and secure spaces in all weather and environmental conditions. This leads to indicating that building low standard, low cost facilities will not attract the maximum user market
- **Desire for activities to be affordable.** The development of multi-purpose aquatic leisure centres has enabled the high operating cost activity of aquatics (in many cases) to be cross subsidised by more profitable activity areas such as health and fitness, food and beverage and entertainment areas. This has enabled many facilities to keep general entry fees low to encourage use whilst seeking users who want special services to contribute at a greater level to the cost of such activities.
- **Recognition of strong links between physical activity and health.** Preventative health care and active lifestyles are very important to many people's aquatic and health and fitness activities are becoming a large part of people's activity choices.
- **Expectations of equity and access.** Today's society expects people with special needs to be catered for in public aquatic and leisure facilities. This has seen improved design features to increase accessibility to and within such facilities. Added to this is the growing array of programs and activities offered to people of all different abilities, physical condition and skill levels.

### 3.7.2 General Aquatic Facility Trends

The main general aquatic facility trends that can impact on selection of high use activity components are detailed in the following graphic.

## Successful Facilities Model



### 3.7.3 Specific Aquatic Facility Trends

Specific Aquatic Facility Trends that are impacting on people in the 21<sup>st</sup> Century include:

#### (a) Aquatic Facility Trends and Main User Markets

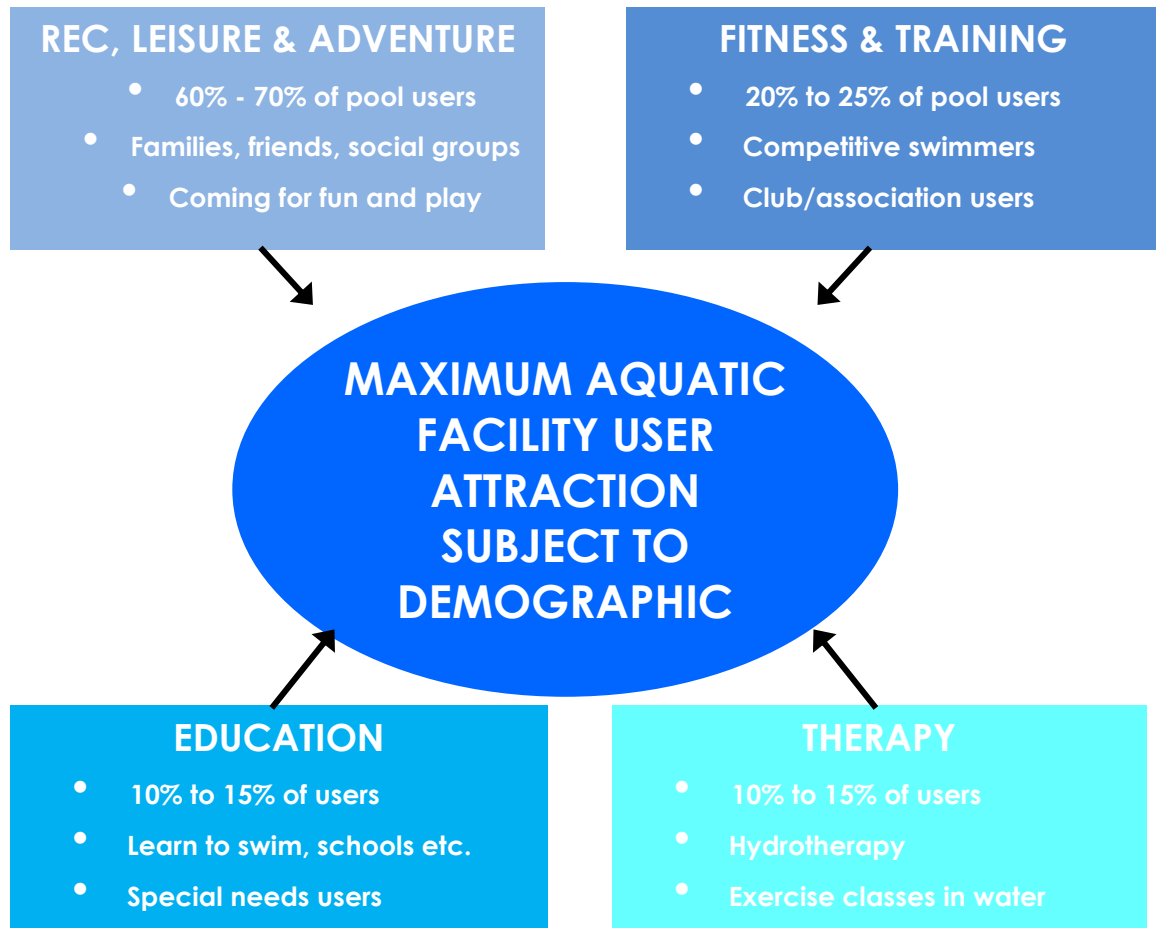
Traditionally many local authority aquatic leisure facilities were built for specialist or limited market users (i.e. competitive swimmers or high level sport participants). Detailed planning and comprehensive feasibility studies now are able to show more targeted user profiles.

Such studies usually identify the demographic profile of residents in the project area, their current aquatic and leisure participation patterns and use of surrounding aquatic facilities that provide a sound base for more user friendly facilities.



The majority of aquatic facility market research indicates future complexes must equally cater for four distinct aquatic user markets being:

## Main Aquatic User Markets



- **Recreation and Leisure Market** - usually made up of families, people coming with friends and groups for fun, relaxation, social activity and low level competition/participation.
- **Competitive/Training/Fitness Market** - usually made up of people predominantly attending facilities alone for structured fitness or competition activities.
- **Education Market** - usually made up of children and adults wishing to increase water safety and survival skills. Includes Learn to swim classes, school and club use and individuals improving their skills and techniques. They require hot water pools and water depths with some straight edges and easy water access etc.
- **Health and Therapy Market** - usually made up of children, adults and older adults wanting to relax or exercise in hot water. This market also includes specialist health condition groups such as arthritis, asthma sufferers, etc. They require hot water pools and associated health relaxation areas, i.e. Spa/saunas, etc.



Research indicates that the recreation and leisure market will be the largest as it contains people of all ages, ability, types, interest and gender. The competitive/ training/fitness market is a more specialist market as it usually contains younger, fitter and more active people who have made time to train and compete.

Previous research conducted by SGL Leisure Planning Team indicates that in many cases 60% to 70% of facility users come from the recreation/leisure sector with 20% to 30% coming from the competitive/training/fitness markets. The health and therapy and education markets can range from 10% to 20% of the market subject to the age and health profile of the community in which the facility is located.

The most successful centres attract all user markets and should be set up to allow people to participate in a range of activities at the one site. The further addition of health and fitness facilities, spas and saunas and social areas have been very successful at many aquatic facilities, as they add to the user experience and contribute to people being attracted to attend these facilities more often.

### **(i) Aquatic Facilities Activity Areas**

As previously indicated industry trends demonstrate that the majority of current indoor standalone aquatic facilities revenue does not meet annual operating costs. Average losses range from \$200,000 to \$500,000 plus per annum. The limited numbers of Centres that are raising their operating costs show minimal return on capital investment.

A review of the successful Centres' business indicates that these Centres record:

- High visits per metre
- High expense recovery ability including capital repayment
- High operating profits per visit
- Excellent program range returns and attendances
- High secondary spend returns
- Excellent range of attendance types (adult/child ratio)
- Draws users from a large catchment area
- High revenue returns from health and fitness

To ensure financial viability and attract potential interest from capital investors, any future facility development must be designed with the above business aims in mind. This support usually requires activity area components that can:

- Provide a mix of shallow leisure/recreation water with programmable water areas.
- Provide high revenue generating complementary service areas such as spas, saunas, and food and beverage services.
- Are located in a high traffic/visitation area.
- Are located as part of other leisure facility development.

Traditionally, commercial investment in aquatic facilities has been in specialist pools such as learn-to-swim or as additions to health and fitness clubs. The high capital cost and limited financial returns have contributed to this situation. Recent projects do see an increase in the number of management groups prepared to invest capital funds in return for longer-term agreements.

### **(ii) Health and Fitness Activity Areas**

Industry trends indicate that users of aquatic facilities are also significant users of health and fitness facilities. Location of each of these activity components at the one site improves financial viability.



Health and fitness has the capacity to record high expense recovery returns, with many centres returning 125% to 180% of expenditure. Traditionally these returns can also attract commercial investors and operators to health and fitness facilities. Locating these facilities at aquatic centres increases the potential of cross-selling and spin-off use. It also improves the membership/program user and casual user ratio.

### (iii) Ancillary Services and Activity Areas

In recent years, there has been a trend to develop a range of complementary businesses in conjunction with aquatic leisure facilities. These include:

- **Wellness Centres/Day Spas:** There is an emerging trend of adding in an area for specialist wellness activities, services and merchandising. The key services found at successful wellness centres include massage, beauty therapy treatments, gentle exercise classes and relaxation and time out activities.

Inclusion of such facilities offers a broader range of activities to a larger age profile of people. The massage and beauty therapy are high yield sales activities and also can have high linked merchandising product sales.

It is essential in developing such areas that they are located with good views, away from general public noise and viewing areas and have very good finishes and fittings. There needs to be a close by lounge for relaxation after treatment or classes.

- **Sports Medicine:** Development of consulting rooms, with patient access to health and fitness and pools, have been excellent revenue generators.
- **Health and Therapeutic Services:** Health consultancies, weight loss and therapeutic services linking in worker and accident rehabilitation patients to use the range of facilities with centre memberships paid by relevant authorities.
- **Health and Beauty Services:** Leased areas to services such as beauticians, hair salons and body toning.

### 3.7.4 Potential Future Aquatic Facility Trends

Aquatic Facility reviews completed in Australia, North America, Canada, the Middle East and China during the past two years by SGL provides a guide to likely new aquatic facility innovations and trends.

Key features that should be considered when redeveloping or retrofitting high use aquatic facilities are:

#### (i) Leisure Play Equipment

Changing static shallow water areas into water play and fun zones is one of the most popular renovations. This can be done by adding simple play equipment, water sprays and interactive equipment to existing pools. Added to this is the option to introduce inflatable play equipment to allow the area to be changeable.

Many such outdoor pools that have been retrofitted have been linked to high use indoor pools.





## **(ii) Major Attraction Leisure Features**

Water slides and similar challenge and adventure type activities have remained popular as long as the venue has a range of slides/rides to keep peoples interest. Single ride facilities struggle to keep interest due to the lack of variety. Multi ride areas allow users to try different length and configuration rides.

There are also a range of new water rides that have a slide component leading to another ride experience such as dropping into a bowl and then water, or onto a ramp and then into a splash pool.

A key design trend is to link all slides to a common entry platform to ensure one staff person can supervise the area. A common splash down zone also allows one lifeguard to control a range of ride water entry points.

## **(iii) Special Effects**

A range of North American Indoor leisure parks have added computerised light shows and sound systems to allow night time areas to be changed. The use of lights and sound provided users with new indoor facility experiences at night-time.

Some centres have gone further by adding projection walls to incorporate movies and short video clips with their new light and sound effects.

## **(iv) Leisure Furniture**

Many centres aimed to keep parents and children at centres longer (to encourage greater secondary spending on food/beverage/merchandising) by providing quality furniture. The use of pool side lounges, tables, chairs, umbrellas, has allowed families to stay close to the water areas in relative comfort.

## **(v) Food/Beverage/Merchandising**

This area has seen some major changes through development of pool side and dry area multi serving zones. Linked to these are high quality wet and dry lounge zones where people are encouraged to sit down and relax.

A number of innovative centres provide extensive lounge areas as well as pool side furniture. These centres use mobile food and beverage carts to sell items directly to centre users (i.e. they take the product to the customer). A number of other centres visited have used merchandising innovations, such as all existing customers having to go through the sales area. Other innovations included:

- Multi-media video screens through the centre reminding customers about programs, special promotions, and food/beverage and merchandising specials.
- Providing customers with discount vouchers (at entry to centre) to spend in food/ beverage and merchandising outlets or on their next visit.
- Offering combination sales specials to attract a higher spend per person.



## 4 RECOMMENDED STRATEGIC DIRECTION

This section covers future facility priorities identified from the operational, market research and consultation reviews completed and summarised in sections 1, 2 and 3 of this report. The facility improvement priorities and associated facility development directions have then been interpreted into a notional proposed redevelopment brief with options for redevelopment or replacement by new facilities.

### 4.1 FUTURE STRATEGY DIRECTION

The market research, consultation and aquatic trend reviews completed for this feasibility study indicate that there are a number of localised trends in relation to the future Eltham Leisure Centre Aquatic facility usage and aquatic activity participation.

These include the following broad trends that will impact on the future aquatic strategy for the Centre:

- Eltham Leisure Centre was developed 30 years ago. While a number of the dry health and fitness areas have been upgraded and refurbished over the last 10 years limited upgrades have been undertaken on the aquatic components of the facility. The facility structural review and audit has identified that the facility is tired and need of refurbishment to meet both current and future needs.
- The facility is highly valued by Eltham residents and is well used with attendances increasing over the past 3 years and a total attendance of 927,345 over the last 12 months 2011/2012.
- Discussion with current staff members indicated that aquatic areas are at capacity and cannot meet any additional future demand.
- The young age profile of most residents approximately 47.5% (in their most active years) will see high usage levels of pools continue even though there will be a gradual ageing of the population over time.
- Market research and consultation findings indicate the centre is a “municipal” facility attracting users from a 5 to 8km radius. The majority of users see the centre as adequate but support major redevelopment in the future. Key redevelopment priorities include:
 

▪ Cleaner more hygienic facilities	18%
▪ Improved recreation/leisure pools	14%
▪ More car parking	10%
▪ Additional family change	9%
▪ Improved membership discounts	9%
▪ Access to indoor warm water/therapy pool	6.5%
▪ Indoor learn to swim pool	4%
- The operational performance review indicates that the facility is generating an increasing operational surplus as a result of the high usage of the facility. In a changing market place however, and without significant upgrade, these results will begin to stabilise and reduce as the facility is near capacity, with limited opportunities to further increase participation, and with growing levels of external competition.
- There are a large number of aquatic members with approximately 1,900 people currently enrolled in the aquatic education, learn to swim program. This program has reached capacity due to the lack of water space to cater for future needs.



- There is strong support to expand and refurbish the aquatic features to further encourage the family/social recreation users by developing additional leisure water spaces that interact with both the indoor and outdoor facilities and develop additional program and warm water pools to support aquatic based programs such as learn to swim and therapy/rehabilitation programs.
- There is a strong desire to ensure the theme and “look” of the redeveloped facility reflects the character of the Nillumbik community and capitalises on the natural surroundings of the Centre.
- Given the pending opening of the Watermarc Leisure Centre in Greensborough there is a need to create a point of difference for the Eltham Leisure Centre and includes features that will attract visitors to the Centre.

#### 4.1.1 Eltham Leisure Centre Redevelopment Direction

The market research and consultation findings indicate that the Eltham Leisure Centre aquatic area is at capacity and in need of further extension to meet current and future community expectation and need.

Due to the location of the facility in the Eltham area, the current combination of facility components and the pending opening of the Watermarc Centre in Greensborough, which has been developed as a regional facility, it is recommended that Eltham Leisure Centre be redeveloped as the Shire's major indoor/aquatic municipal facility to meet the needs of Nillumbik residents. It is further recommended that the Diamond Creek Outdoor Pool be developed and promoted as the summer outdoor facility catering for the family/social market and the school inter and intra school carnival facility during the summer season.

Discussion with the Swimming Club representatives indicated that a 25-metre pool with 8 lanes will meet the needs of competitive swimming training. The Club believe that swimming development pathways will be offered at the 50-metre pool to be provided as part of the Watermarc Facility and is therefore not required at Eltham.

The consultation process has also identified the opportunity to build on the success of the refurbished dry health and fitness areas of the Centre to create a range of water spaces to meet the different aquatic markets such as rehabilitation and therapy, learn to swim and the significant leisure and family social market.

These trends along with the current usage trends indicate the need to ensure future improvements that:

- Encourage greater family/child entries by adding more leisure water, play and fun water features and some interactive water. The opportunity to provide these features both indoors and outdoors with the provision of an outdoor splash pad will create a point of difference for the Centre.
- Develop additional flexible aquatic programming opportunities through the development of a new dedicated program pool capable of servicing the aquatic education programs. This space may be integrated as part of the leisure water to increase program space and flexibility.
- Develop a dedicated warm water pool to enable the programming of therapy and rehabilitation classes for both individuals and health organisations.
- Develop additional family/disabled change rooms off the pool deck and separate school change areas to improve the customer comfort and access to change facilities.



- Develop additional car parking to cater for both the current and future increased usage of the Centre.

## **4.2 PROPOSED REDEVELOPMENT OPTIONS COMPONENT BRIEF**

The above priorities indicate a need to consider a significant redevelopment of the site and facilities and this is reflected in the following proposed component brief.

The table on the following page details the priority facility components that have been established to guide the facility layout plans.

The table details:

- Facility Components
- Target Markets
- Facility Objectives
- Functional Relationships
- Other Features to Consider
- Area Schedules



**Table 4.1**  
**Eltham Leisure Centre Proposed Facility Components**

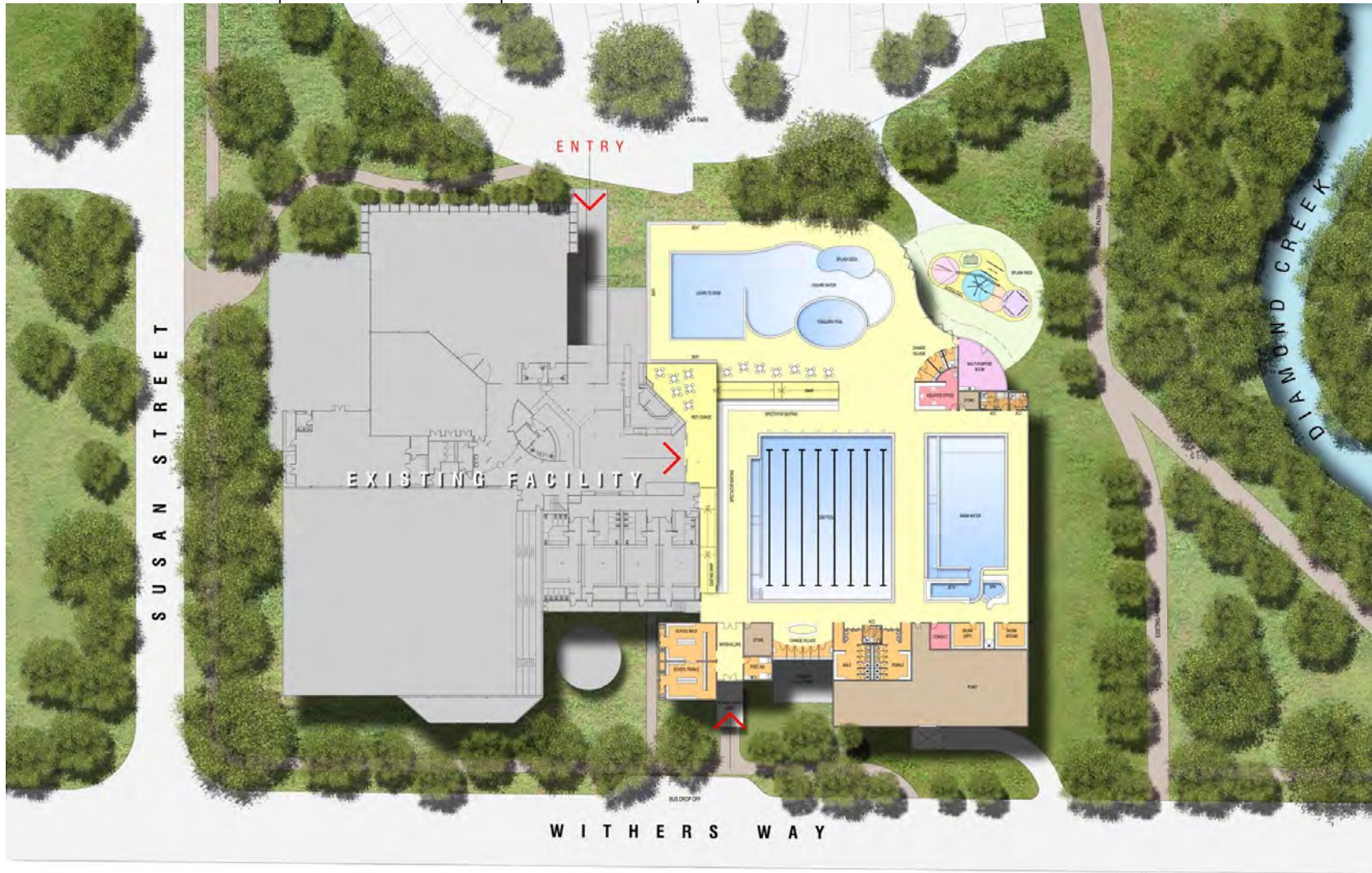
ACTIVITY AREA	FACILITY COMPONENTS	TARGET MARKETS	FACILITY OBJECTIVES	AREA SCHEDULES	TOTAL AREA (m <sup>2</sup> )
INDOOR AQUATIC HALL	Develop new 8 lane x 25 metre pool with ramp.	<ul style="list-style-type: none"> <li>▪ Education</li> <li>▪ Competition</li> <li>▪ Health and fitness</li> <li>▪ Events</li> <li>▪ Training</li> <li>▪ Programs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Provide indoor 25 m pool for residents, schools and leisure users.</li> <li>▪ Provide club and fitness activity area.</li> <li>▪ Provide Events Pool</li> <li>▪ Consider option of providing spectator seating along 25 metre pool (consider area requirements)</li> <li>▪ Concourse to industry standards</li> </ul>	<ul style="list-style-type: none"> <li>▪ Adjacent to spectator areas.</li> <li>▪ Deep pool areas located away from shallow water pools.</li> <li>▪ Concourse to industry standards</li> </ul>	585m <sup>2</sup>
	Developed new dedicated warm water pool	<ul style="list-style-type: none"> <li>▪ Older adults</li> <li>▪ Social</li> <li>▪ Therapy</li> <li>▪ Sports recovery</li> <li>▪ Non-organised leisure</li> </ul>	<ul style="list-style-type: none"> <li>▪ Consider options to close off for specific programs and open for other times</li> <li>▪ Provide program area therapy and rehabilitation activities</li> <li>▪ Access to fully accessible change rooms</li> <li>▪ Ramp access and hoist</li> <li>▪ Small consulting room</li> </ul>	<ul style="list-style-type: none"> <li>▪ program pool 20m x 10m = 200m<sup>2</sup> plus gutters</li> <li>▪ Ramp access</li> <li>▪ Hoist access</li> <li>▪ Consulting room adjacent to warm water pool 12m<sup>2</sup></li> </ul>	283m <sup>2</sup>  12m <sup>2</sup>
	Develop new program pool, Integrated as part of leisure water	<ul style="list-style-type: none"> <li>▪ Learn to swim</li> <li>▪ Aquatic programs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Provide new program pool</li> <li>▪ Consider option to integrate as part of leisure water.</li> </ul>	<ul style="list-style-type: none"> <li>▪ program pool 13m x 11m = 143m<sup>2</sup> plus ramp and gutters</li> <li>▪ Ramp access</li> <li>▪ Hoist access</li> </ul>	160m <sup>2</sup>
	Develop new leisure pool with toddlers zone	<ul style="list-style-type: none"> <li>▪ Leisure activities</li> <li>▪ Social groups</li> <li>▪ Entertainment</li> <li>▪ Infants</li> <li>▪ Families</li> </ul>	<ul style="list-style-type: none"> <li>▪ Provide significant dedicated interactive aquatic leisure pool/features/equipment</li> <li>▪ May include zero depth water features with some shallow water areas.</li> <li>▪ Capacity for indoor leisure area to merge with outdoor aquatic play</li> </ul>	<ul style="list-style-type: none"> <li>▪ Beach entry/free form water 240m<sup>2</sup></li> <li>▪ Toddlers Pool 60m<sup>2</sup></li> <li>▪ Concourse average 3m around pool area</li> </ul>	300m <sup>2</sup>
	Develop new Spa/Sauna	<ul style="list-style-type: none"> <li>▪ Older adults</li> <li>▪ Social</li> <li>▪ Therapy</li> <li>▪ Sports recovery</li> <li>▪ Non-organised leisure</li> </ul>	<ul style="list-style-type: none"> <li>▪ Provide, steam room and dry sauna for social / relaxation and therapy</li> </ul>	<ul style="list-style-type: none"> <li>▪ Spa – 50m<sup>2</sup></li> <li>▪ Sauna – 20m<sup>2</sup> dry</li> <li>▪ Sauna – 20m<sup>2</sup> steam</li> </ul>	90m <sup>2</sup>
	Pool Office /Aquatic Education	<ul style="list-style-type: none"> <li>▪ Aquatic area staff</li> </ul>	<ul style="list-style-type: none"> <li>▪ To be located off pool deck</li> <li>▪ Capacity for up to 4 work stations</li> </ul>	<ul style="list-style-type: none"> <li>▪ 33m<sup>2</sup></li> </ul>	33m <sup>2</sup>



ACTIVITY AREA	FACILITY COMPONENTS	TARGET MARKETS	FACILITY OBJECTIVES	AREA SCHEDULES	TOTAL AREA (m <sup>2</sup> )
	Other support facilities - Storage - First aid room - Wet lounge - Plantrooms	<ul style="list-style-type: none"> <li>Service areas</li> </ul>	<ul style="list-style-type: none"> <li>Service areas</li> </ul>	<ul style="list-style-type: none"> <li>Storage – 31m<sup>2</sup></li> <li>First aid – 15m<sup>2</sup></li> <li>Wet lounge – 124m<sup>2</sup></li> <li>Circulation allow 10% (240m<sup>2</sup>)</li> <li>Plant – 362m<sup>2</sup></li> </ul>	532m <sup>2</sup>
<b>Subtotal Indoor Aquatic Hall</b>					<b>1,995m<sup>2</sup></b>
Amenities/ change	Develop separate school/event change rooms	<ul style="list-style-type: none"> <li>Schools</li> <li>Event Users</li> <li>Swim Club</li> </ul>	<ul style="list-style-type: none"> <li>Provide separate change areas for groups i.e.</li> <li>Close to group entry doors</li> <li>Possibly located below Spectator area. Minimal Shower / Toilet provision.</li> </ul>	<ul style="list-style-type: none"> <li>Male 50m<sup>2</sup></li> <li>Female 50m<sup>2</sup></li> <li>Marshalling 35m<sup>2</sup></li> </ul>	135m <sup>2</sup>
	Warm water pool change	<ul style="list-style-type: none"> <li>Program Pool users</li> </ul>	<ul style="list-style-type: none"> <li>Provide separate change for warm water pool users.</li> <li>Fully accessible</li> <li>Provide hoist and sling and change table access</li> </ul>	<ul style="list-style-type: none"> <li>Male change – 42m<sup>2</sup></li> <li>Female change – 42m<sup>2</sup></li> </ul>	84m <sup>2</sup>
	Family Change	<ul style="list-style-type: none"> <li>Families</li> <li>People with disabilities</li> <li>Older adults</li> <li>Special needs groups</li> </ul>	<ul style="list-style-type: none"> <li>Provide range of family/disabled cubicles</li> <li>Change rooms to be located adjacent to program pool (i.e. learn to swim)</li> </ul>	<ul style="list-style-type: none"> <li>Up to 8 separate cubicles</li> <li>Located near concourse shower</li> <li>Includes accessible change rooms and change village</li> </ul>	70m <sup>2</sup>
<b>Subtotal Amenities / change area</b>					<b>289m<sup>2</sup></b>
<b>Other Areas</b>	Separate school access	<ul style="list-style-type: none"> <li>Schools</li> <li>Evens</li> </ul>	<ul style="list-style-type: none"> <li>Provide separate school access from main reception area.</li> <li>Consider link to bus drop off area</li> </ul>		NA External
	Birthday /training room	<ul style="list-style-type: none"> <li>All centre users</li> </ul>	<ul style="list-style-type: none"> <li>To provide area to service birthday parties</li> <li>Located adjacent to leisure water</li> <li>Space to be suitable for training room</li> </ul>	<ul style="list-style-type: none"> <li>Kitchenette to be included</li> <li>Birthday party area 46m<sup>2</sup></li> </ul>	46m <sup>2</sup>
	Cleaners Room / Store			<ul style="list-style-type: none"> <li>Allowance</li> </ul>	30m <sup>2</sup>
	General Circulation Allowance (10%)			<ul style="list-style-type: none"> <li>Allowance</li> </ul>	1,277m <sup>2</sup>
<b>Subtotal Other Areas</b>					<b>1,353m<sup>2</sup></b>
<b>Outdoor aquatic Area</b>	Outdoor aquatic play area	<ul style="list-style-type: none"> <li>Leisure activities</li> <li>Social groups</li> <li>Entertainment</li> <li>Infants</li> <li>Families</li> </ul>	<ul style="list-style-type: none"> <li>Develop outdoor aquatic splash pad</li> </ul>		<b>200m<sup>2</sup></b>
<b>ESTIMATED TOTAL BUILDING AREA</b>					<b>3,437m<sup>2</sup>*</b>
<b>Total Development Area</b>					<b>3,637M<sup>2</sup>*</b>
<b>Car Parking create new car parking area to suit facility needs – minimum total requirement including existing 250 = 300- 350</b>					<b>TBCM<sup>2</sup>*</b>



\* Eltham Leisure Centre Aquatic Area Redevelopment Preferred Option



**PEDDLE THORP ARCHITECTS**

**ELTHAM LEISURE CENTRE**  
CONCEPT DEVELOPMENT OPTIONS  
JOB NO: 22-0103

DRAWING TITLE **FLOOR PLAN**  
**PREFERRED OPTION**

**001** DATE 07.08.2012  
SCALE 1:250@A1  
REVISION -



### 4.2.1 Eltham Leisure Centre Aquatic Area Redevelopment – Site Plan



**PEDDLE THORP ARCHITECTS**

**ELTHAM LEISURE CENTRE**  
CONCEPT DEVELOPMENT OPTIONS  
JOB NO: 32-0103

 DRAWING TITLE SITE PLAN

**000**

DATE 07.08.2012  
SCALE 1:500@A1  
REVISION -

THE GREEN WOOD GROUP





### 4.3 INDICATIVE CAPITAL COSTS

Quantity Surveyors Slattery's have completed independent construction cost analysis for the preferred concept plan for the redevelopment of the Eltham Leisure Centre Aquatic area.

In summary the indicative capital cost for the preferred redevelopment option assuming construction occurs 2015 is **\$20,600,000**.

**Appendix Three** of this report provides a detailed quantity surveyors report for each option.

### 4.4 FACILITY BUSINESS AND FINANCIAL MODELS

This section provides a summary of business and financial models for the potential redevelopment of the Eltham Leisure Centre.

The proposed redeveloped facilities estimated to cost approximately \$20 million will see the current aquatic area at the Centre transformed to create multipurpose aquatic area that meets the current and future needs of residents based on the extensive market research and consultation completed during the feasibility study.

This section covers the following areas:

- Projected Funding Strategy
- Financial Models Global Impacts
- Business and demand assumptions
- Business performance summaries
- Ten Year Financial models

This report should be read in association with the financial model spread sheets listed in **Appendix Four** of this report.

### 4.5 PROJECT FUNDING STRATEGY

A key aim of the redevelopment is to enable capital funding to be shared between Council funding and State and Federal Government Grants.

The high capital cost will see the need for a number of funding support grants as Council does not have the financial capacity to totally fund such a major development

The above capital cost allowances are based on a construction completion by 2015.



## 5 FINANCIAL MODELS GLOBAL IMPACTS

This section provides a summary of key business assumptions that have been included in the 10 year business plan for the proposed redevelopment of aquatic areas for the Eltham Leisure Centre.

### 5.1 FACILITY AREAS COVERED IN BUSINESS MODEL

The redeveloped Eltham Leisure Centre aquatic areas will incorporate the following main activity and development spaces:

- Indoor 25 metre x 8 lane pool
- Indoor program pool /Leisure Water
- Indoor toddlers pool
- Indoor warm water pool
- Spa
- Sauna/Steam room
- Additional family change
- Spectator seating for the 25 metre pool'
- Improved access to food and beverage to the pool hall
- Separate school entry and group change area
- Building Services
- Circulation allowance:

### 5.2 KEY BUSINESS AND OPERATIONAL ASSUMPTIONS

This section summarises the range of key operational business assumptions that guide the financial model.

#### 5.2.1 Operating hours

The base case financial model uses the following core business hours for management and staff rosters:

- Monday to Friday: 6am to 10pm
- Saturdays/Sundays/public holidays 8am to 8pm

Staffing rosters allow for duty managers to staff the centre from 30 minutes before and after opening hours so this sees 100 hours per week staff time.

#### 5.2.2 Management and Staffing Structure and Salary Rates

A base management and staffing structure has been developed for the centre. A summary for each option of key staffing positions and allocations by Equivalent Full Time (EFT) positions against average salary is listed in **Appendix Four**.

All salaries used in the model are based on average Victorian industry award from a range of metropolitan and rural aquatic and leisure centres.

Salaries are impacted by CPI annually and every 3 years by an extra 3% to take into account wage increases.



### 5.2.3 Insurance

The model does not include an allowance for public liability insurance or building insurance as this is considered as part of the Centre overhead budgets.

### 5.2.4 Utilities

A 15% increase on predicted utility allowances has been made to address the impact of the pending cost increases associated with Carbon Tax impacts.

### 5.2.5 Building and Plant Depreciation

The financial models are set up for operational budgets and do not include full development cost allowances. Building and Plant depreciation have not been allowed for in these financial models. This would be identified in a more detailed business planning stage once plans and plant and equipment were more defined.

Industry trends indicate that aquatic leisure centres usually require a capital improvement investment about every 5 years to ensure they are presented at a high standard. The high use of facilities and very corrosive atmosphere requires such investment.

To compensate for this the financial model allows for a capital investment of \$150,000 every 5 years. This is recorded below the operational performance bottom line.

### 5.2.6 Capital Loan Repayments

The financial models do not assume or include any capital financing costs. These details could be added to a more detailed financial model once a financing strategy was identified.

## 5.3 GLOBAL IMPACT ASSUMPTIONS

The base case financial model has included the following global impacts across the 10 year business model based on all components being open in 2015 as the first year of business.

Please note start-up costs pre-opening allowances are included in the base case model.

The main business impact assumptions include:

#### **CPI Increases:**

Assumes on average 3% yr. 2 to 10 with 1% extra increases every 3 years for salary increase upgrades.

#### **Business Growth:**

Assumes year 3 is base year at 100% and year 2 is discounted by 2% to 98% of year 3 and year 1 is discounted by 5% to 95% of year 3.

#### **Real Price Growth:**

Assumes 1.0% price increases from year 2 to year 10.

#### **Expenditure Increases:**

Assumes annual expenditure increase of C.P.I as indicated.

#### **Salary On Costs:**

Assumes annual on costs of 25% on all salaries.



#### **Salary Increases:**

Allows for annual increases through CPI impact.

#### **Pre-Opening Expenses:**

A total of \$80,000 in pre-opening expenses is included to cover the long development stage, promotion, training and uniforms.

#### **Asset management and Replacement Allowances:**

No allowances have been made for asset management and renewals in the 10 year operating budgets at this stage but once final building finishes and plant selected these would need to be calculated to provide a full development cost.

### **5.4 USAGE PROJECTIONS**

Depending on the option the following key assumptions are included in the base case 10 year business models.

- Average visitations will be based on 6 to 8 visits per head of population in the primary catchment zone
- This will see when all stages are finished a 400,000 to 450,000 plus visit centre.
- Centre usage is broken up into casual, program and membership use.
- Usage growth is based on global inputs of demand with allowances for new business establishment and then business consolidation.

### **5.5 BASE CASE 10 YEAR FINANCIAL MODEL**

Combined facilities 10 year financial model has been developed for the total Centre based on an opening year of 2015. **Appendix Three** lists all of the 10-year activity areas and associated usage, revenue, expenditure and net operating result.

#### **5.5.1 10 Year Business Performance Summary**

The 10 year business performance summaries and graphs are detailed on the following pages.

### **5.6 BASE CASE FINANCIAL MODELS PERFORMANCE SUMMARIES**

The following section provides an overview of likely operational impacts for the redeveloped aquatic area over the first 10 years.

#### **5.6.1 Base Case Financial Model Results**

The base case 10-year business projections indicate:

- Revenue is expected to increase annually ranging from \$2.9M in year 1 to \$4.8M by year 10.
- Expenditure is expected to increase annually ranging from \$2.9M in year 1 to \$4.0M in year 10.
- The aquatic area is expected to operate at an annual net operating surplus ranging from approximately \$198,000 to 500,000 in year 10.
- Aquatic attendances are expected to gradually increase each year from 400,000 in year 1 to 450,000 by year 10.



## 5.6.2 Eltham Leisure Centre Aquatic Area Financial Model

	2014/2015	2015/2016	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024
<b>Income by area</b>										
Aquatic area	\$2,992,620	\$3,211,535	\$3,409,143	\$3,617,462	\$3,800,140	\$3,991,667	\$4,192,459	\$4,402,953	\$4,580,392	\$4,809,934
Sundry income	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	<u>\$2,992,620</u>	<u>\$3,211,535</u>	<u>\$3,409,143</u>	<u>\$3,617,462</u>	<u>\$3,800,140</u>	<u>\$3,991,667</u>	<u>\$4,192,459</u>	<u>\$4,402,953</u>	<u>\$4,580,392</u>	<u>\$4,809,934</u>
<b>Expenditure by area</b>										
Aquatic area	\$2,873,812	\$2,987,243	\$3,114,217	\$3,292,408	\$3,397,954	\$3,523,288	\$3,670,302	\$3,807,606	\$3,939,775	\$4,075,061
Sundry income	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	<u>\$2,873,812</u>	<u>\$2,987,243</u>	<u>\$3,114,217</u>	<u>\$3,292,408</u>	<u>\$3,397,954</u>	<u>\$3,523,288</u>	<u>\$3,670,302</u>	<u>\$3,807,606</u>	<u>\$3,939,775</u>	<u>\$4,075,061</u>
Undistributed overheads	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Amortisation of pre-opening expenses	\$26,667	\$26,667	\$26,667	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total expenditure	<u>\$2,900,479</u>	<u>\$3,013,910</u>	<u>\$3,140,884</u>	<u>\$3,292,408</u>	<u>\$3,397,954</u>	<u>\$3,523,288</u>	<u>\$3,670,302</u>	<u>\$3,807,606</u>	<u>\$3,939,775</u>	<u>\$4,075,061</u>
<b>Projected operating performance</b>	\$92,141	\$197,625	\$268,259	\$325,054	\$402,186	\$468,379	\$522,157	\$595,346	\$640,617	\$734,874
<b>Depreciation/capital costs</b>										
Building depreciation allowance	\$0	\$0	\$0	\$0	\$150,000	\$0	\$0	\$0	\$0	\$150,000
Finance repayment allowance	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
\$0	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$150,000</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$150,000</u>	<u>\$0</u>
<b>Projected centre performance</b>	\$92,141	\$197,625	\$268,259	\$325,054	\$252,186	\$468,379	\$522,157	\$595,346	\$640,617	\$584,874



## APPENDIX ONE: USER SURVEY COMMENTS



## ELTHAM LEISURE CENTRE USER SURVEY

Code	Q18. Please list any other comments you would like to make about the Eltham Leisure Centre
7	<ul style="list-style-type: none"> <li>• Keeping me fit and well. Thanks to all</li> </ul>
8	<ul style="list-style-type: none"> <li>• Need to fix blind in aerobics room</li> </ul>
9	<ul style="list-style-type: none"> <li>• The ELC is showing its age in some areas – most obviously in the wet area of the pool &amp; spa. Maintenance seems to be a problem and it is very frustrating as a user when a fault is reported by me and others and it takes inordinately long periods to be fixed and sometimes not at all. Examples for you are: <ol style="list-style-type: none"> <li>1. Overhead light in car park – out for two weeks</li> <li>2. 2 or 6 electronic lockers not working</li> <li>3. Six coat hooks taken from men's wet shower/change room. Reported over 1 year ago</li> <li>4. Missing shower head in men's dry shower/change room</li> <li>5. Spa – is it working today or not? Out of action 28/06/12. Downtime is considerable overall</li> </ol> </li> <li>• Update of the pool/sauna/spa area – including a longer pool</li> </ul>
10	<ul style="list-style-type: none"> <li>• Slime on pool walkway</li> <li>• Why are students cleaning? They don't have any concept of level of cleanliness required,</li> <li>• Everything appears to be reactive rather than proactive or forward planned.</li> <li>• Lack of maintenance</li> </ul>
11	<ul style="list-style-type: none"> <li>• Pool area is a bit run down.</li> <li>• Sauna and spa could do with a good clean.</li> <li>• Lifeguards do not always do their job properly i.e. standing around and/or chatting to other lifeguards</li> <li>• Change rooms and corridor from pool are very cold</li> </ul>
12	<ul style="list-style-type: none"> <li>• Is run like a charity not a business, no care or personality, no job ownership just kids</li> <li>• Preventative maintenance totally non-existent – place is put together with sticky tape</li> </ul>
13	<ul style="list-style-type: none"> <li>• I would be very happy to make the trek out here if the pool and outdoor area were improved.</li> <li>• I love joining the aquaerobics class – so far all the instructors I've had have been wonderful (Carol/Florence &amp; Barb). The only criticism I might have is that I'm paying double to do the class rather than for a swim and the class needs more room in the pool.</li> <li>• Also, there's a gentleman at reception that has always been a delight every time I've come in.</li> </ul>
14	<ul style="list-style-type: none"> <li>• Gym equipment is rather tired and TV's etc. are often out of order</li> <li>• The swimming pool is in bad need of repairs and upgrading similar to Ballarat.</li> <li>• Changerooms and toilets are not very clean, so I don't use them.</li> <li>• Reception &amp; Gym staff are to be applauded for their excellence.</li> </ul>
15	<ul style="list-style-type: none"> <li>• Lap swimmers seem to have a higher priority than aquaerobics class members even though they the facility available over a</li> </ul>



	much greater time and our classes only occupy a set period.
16	<ul style="list-style-type: none"> <li>• If possible publicise/broadcast peak use periods according to Season School Holidays, evenings etc. to spread periods of usage/ non-usage.</li> <li>• Extend hours of access especially during Summer and School Holidays</li> <li>• Review discount structure for e.g. Seniors/Self-funded retirees with responsibility for children (not necessarily dependants).</li> </ul>
17	<ul style="list-style-type: none"> <li>• Is it possible to change the spa times from the hour and a half to the quarter past and quarter to the hour to coincide with the end of the water aerobics program.</li> <li>• Cleanliness of the pool and the tile coming off</li> <li>• Improved changerooms.</li> </ul>
18	<ul style="list-style-type: none"> <li>• Improved changeroom facilities i.e. direct access to changerooms from pool – no stairs, separate changerooms for school groups, hair drying facilities and mats on floor.</li> <li>• Ensure instructors are available when classes are timetabled.</li> <li>• Not enough land space for busy aquaerobic classes i.e. when class is crowded you can't get the correct depth.</li> </ul>
19	<ul style="list-style-type: none"> <li>• As a regular aquaerobics class member I feel our needs have never been responded to. Instructors are excellent – there is a loyal group who for various reasons can only exercise in water, yet lane swimmers appear always to get space priority. When an instructor is away no other staff appears to take responsibility for finding replacement.</li> <li>• The value of the community aspect of the leisure centre is HUGE. Aqua is wonderful for us aging people to keep us fit and involved but we need more space.</li> <li>• The café has been a great addition to the centre.</li> </ul>
20	<ul style="list-style-type: none"> <li>• There should be a staff car park. It is not safe to walk to your car at 10pm by yourself when your car is parked on the far side as this is the only spot available when you started work. It is unsafe.</li> </ul>
21	<ul style="list-style-type: none"> <li>• I attend 2 fitness classes per week. Would like to attend more i.e. water aerobics and swimming but find it becomes too expensive while on a pension.</li> <li>• Staffs at fitness classes, café and front of desk are great! Thanks</li> </ul>
22	<ul style="list-style-type: none"> <li>• The centre looks tired in spots and the seating availability is always a problem on Sunday mornings, there are always more bags on seats than people watching.</li> <li>• Simple shelving to place large sports bags needs to be considered.</li> <li>• Food prices at the Café is poor, they need a menu/item board with prices.</li> <li>• Looking forward to the new look family change rooms and can someone clean the 'grit' in the spa every week the same 'grit' sits at the bottom of the spa pool feels awful under foot!</li> </ul>
23	<ul style="list-style-type: none"> <li>• Alter spa on time to 15 mins past the hour and 45 mins past the hour.</li> <li>• Hygiene e.g. tiling coming off in pool, scum and mould on tiling. Water needs to be cleaner.</li> <li>• Better roses in the shower block. The floor in the changeroom is wet and particularly dangerous and café is a great addition.</li> </ul>
24	<ul style="list-style-type: none"> <li>• Change the clock on spa to start on the quarter hour instead of hour and it would fit in with the end of aquatic classes.</li> <li>• Wet floor in changeroom dangerous, maybe reintroduce mats.</li> </ul>





	<ul style="list-style-type: none"> <li>• Enjoy the company in the café area.</li> </ul>
25	<ul style="list-style-type: none"> <li>• Thank you for bringing yoga back to 5pm timeslots. More variety in the low cardio classes at this time would encourage me to attend more often.</li> <li>• Also salt water pool would be ideal; there are more in the area and I cannot swim in chlorine.</li> </ul>
26	<ul style="list-style-type: none"> <li>• Found swim lessons not to be a high standard: <ul style="list-style-type: none"> <li>- Teachers not pay attention</li> <li>- Didn't seem to improving children's swimming ability</li> <li>- Didn't seem to correct mistakes and teach them well enough – used to go to Vicki Field's Swim School and they were actively assisting children, 100% engaged, knowledgeable. We had to leave as they moved pools and we moved suburbs.</li> </ul> </li> <li>• Centre needs refurbishment</li> <li>• Some lifeguards not paying attention, not correcting or seeing dangerous situations</li> <li>• Centre has an old feeling about it and not big enough pools for lap swimming.</li> </ul>
27	<ul style="list-style-type: none"> <li>• Only attend aquasafe lessons with kids</li> <li>• More information on upgrades and ongoing works should be sent to all customers</li> <li>• Aquasafe lessons are well run, however seating and viewing areas can be congested and seats/area cluttered with bags, etc.</li> </ul>
28	<ul style="list-style-type: none"> <li>• Outdoor carpark – too narrow, too many cars park on angle and/or over white lines.</li> <li>• Additional yoga classes at night</li> <li>• Emphasis on hygienic family rooms</li> </ul>
29	<ul style="list-style-type: none"> <li>• Space seems limited in the main pool when lessons are for others to swim laps. It would be better to have either a separate learning pool for a larger main pool.</li> </ul>
30	<ul style="list-style-type: none"> <li>• Car spaces are too narrow in some parts to accommodate getting children in and out of car restraints.</li> <li>• Play pool seems quite run down and poolside cleanliness needs to be seen to.</li> </ul>
31	<ul style="list-style-type: none"> <li>• The open doors program is amazing and Janet should be highly commended on the way it is run. Due highly to her friendly and encouraging nature, I feel more comfortable coming here than I ever have going to any other Gym.</li> <li>• The open doors program should get more recognition. The social aspect that Janet is trying to foster should be thoroughly supported in any way possible, as it is vital in this type of program. Thank you for your time.</li> </ul>
32	<ul style="list-style-type: none"> <li>• Quit previously because children getting infections and hard to get spot co-ordinated with 3 children. Trying again but major issue is youngest getting cold easily. Teachers generally very good.</li> <li>• Limited space during school holidays</li> <li>• Surface of pools rough at places</li> </ul>
33	<ul style="list-style-type: none"> <li>• Kids swimming pool is dirty/dangerous with the walls</li> <li>• Staff are fantastic everywhere, they all know me, are friendly, approachable and professional</li> <li>• Can we please try kettle bells in gym area? Can Pete/Maddy to more cycle classes?</li> <li>• Showers are terrible with water temperature. Are there really not partitions in the men's wet shower area? I don't believe this!</li> </ul>
34	<ul style="list-style-type: none"> <li>• Appreciate the heated indoor pool, particularly in the winter months. It would be great to have a hydrotherapy pool separate</li> </ul>



	<p>from the main pool.</p> <ul style="list-style-type: none"> <li>• More lanes would give a lot more flexibility for programs/recreation.</li> </ul>
35	<ul style="list-style-type: none"> <li>• I have been using this facility since mid 1996. I am particularly impressed by the unfailing helpfulness (and cheerfulness) of the staff, including designing specific programmes for my individual needs, i.e. improving core stability and balance.</li> </ul>
36	<ul style="list-style-type: none"> <li>• I am only able to swim for 50 minutes before work in the mornings and it's so crowded. After work is virtually impossible as the pool is crowded with swimming lessons (I certainly don't begrudge these but I believe another pool is desperately needed). There is no early morning swim available on Saturday or Sunday mornings. Family commitments make late night swimming difficult for me.</li> <li>• I would like to swim for 1½ hours, three times a week and I'm not able to do so.</li> <li>• Require more lap lanes for swimmers. I have been hit and kicked by people doing water aerobics while I've been swimming as they stand so close to the ropes. Fortunately I was not hurt - 50 metres would be good!</li> </ul>
37	<ul style="list-style-type: none"> <li>• THE ELC is a fantastic place. Excellent facilities and friendly, knowledgeable staff. In particular, Jordon writes fantastic programs, Pete runs an awesome boxing class and Graeme (lifeguard) is always friendly and helpful.</li> <li>• A 50m outdoor pool and a plunge pool near the sauna and open at 5.30am and earlier on weekends would be the only things I would add to the wish list. Great job everyone!</li> </ul>
38	<ul style="list-style-type: none"> <li>• Earlier opening times for lap swimmers, including Saturdays and Sundays.</li> <li>• During weekdays, swimming squads take 3 lanes up until 6.30am, general lap swimmers squashed into 3 lanes from 6.00-6.30am each morning.</li> </ul>
38 (Cont'd)	<ul style="list-style-type: none"> <li>• As people are busy and need to leave for work earlier (to be the traffic) general lap swimmers should be able to swim from 6am each morning. NB The Aquarena opens at 5.30am weekdays and they have a 50m pool.</li> <li>• When the new Greensborough pool opens in July – many of the Eltham lap swimmers will move over to Greensborough.</li> </ul>
39	<ul style="list-style-type: none"> <li>• I am very happy with the facility. The staff are very helpful and cheerful.</li> <li>• I look forward to the camaraderie and friendship of the members.</li> </ul>
40	<ul style="list-style-type: none"> <li>• The showers in the male wet changerooms would be the worst showers in any public area that I have visited. The water pressure is poor and more water would be wasted in adjusting the temperature than actually having a shower. Also the fittings are of poor quality with tap handles often missing. I have been attending the centre for over 16 years and they have never been up to standard.</li> <li>• The spa is excellent but there are too many sessions early in the day when it is unexpectedly closed and very little information if any is available from the pool staff.</li> </ul>
41	<ul style="list-style-type: none"> <li>• Lack of information about when schools are using pool which upon enquiry are often unavailable or wrong.</li> <li>• Lack of lap swimming lanes to the general public at all times.</li> <li>• Water Aerobics too close to lap swimmers lane with possible injuries to either.</li> <li>• Failure to keep water in pool at a comfortable temp (warm in winter and cooler weather).</li> <li>• Air conditioning in gym is not effective on hot days and at other days the fans are not on or set at very low speeds.</li> <li>• Lack of any facility in gym where patrons can place belongings as not everyone wants a locker.</li> <li>• Please note the new exercise bikes have very hard seats and a groove which is very hard on your rear end and tailbone and</li> </ul>



	cause varying degrees of pain and/or injury.
42	<ul style="list-style-type: none"> <li>The opening hours should be extended by at least half an hour on weekdays so that you can go to gym when you have early meetings at work.</li> <li>At weekends should open at 6, so that parents can go to gym before children's sport.</li> </ul>
43	<ul style="list-style-type: none"> <li>I realize the gym facilities have all been updated and look great but as I only use the pool and spa, it's mainly those that I'm concerned with. The pool is always but sometimes the spa and the showers are not at their best.</li> </ul>
44	<ul style="list-style-type: none"> <li>Get more lockers with codes</li> </ul>
46	<ul style="list-style-type: none"> <li>Outdoor heated pool and outside water activities e.g. water sprays would be great.</li> </ul>
53	<ul style="list-style-type: none"> <li>I'm happy with my 1 hour with Carole.</li> </ul>
60	<ul style="list-style-type: none"> <li>Swimming lessons are most effective when a max of 4 children in class.</li> </ul>
61	<ul style="list-style-type: none"> <li>Programs for disabled (special needs)</li> </ul>
67	<ul style="list-style-type: none"> <li>It would be good to see some more independent group fitness classes available, such as combo.</li> </ul>
68	<ul style="list-style-type: none"> <li>Overall, I believe the swimming area could do with an update, new paint, etc.</li> <li>Possibly new fun swimming toys (e.g. vertical jets in children's wave pool.</li> </ul>
69	<ul style="list-style-type: none"> <li>Would love water to be warmer for exercises</li> </ul>
71	<ul style="list-style-type: none"> <li>Pool family changerooms are disgusting! Can't wait for 'Water marc' to open because I will take the kids there just because of the shower/changeroom facilities. For babies in winter the changerooms are freezing. "I hate them".</li> <li>Need a pool just for swimming lessons – very distracting for the kids at Eltham – we go elsewhere because of this.</li> <li>Opening hours – open at 5am M-F and 6am Sat &amp; Sun, way too late on weekends.</li> </ul>
72	<ul style="list-style-type: none"> <li>Swim teachers are good</li> <li>Difficult at time to access 5 day swim program in school holidays as fills up quickly!</li> </ul>
76	<ul style="list-style-type: none"> <li>Have had good experience with the Centre. Nice staff</li> <li>Been coming for swimming lessons for years</li> </ul>
77	<ul style="list-style-type: none"> <li>Great new gym, etc.</li> <li>Pool is very old and worn down, needs a makeover.</li> </ul>
81	<ul style="list-style-type: none"> <li>No hydro pool available</li> </ul>
82	<ul style="list-style-type: none"> <li>No hydro pool for arthritis group</li> </ul>
83	<ul style="list-style-type: none"> <li>A hydro pool would be invaluable</li> </ul>
84	<ul style="list-style-type: none"> <li>Lack of hydro pool</li> </ul>
86	<ul style="list-style-type: none"> <li>Lack of hydro pool</li> </ul>
87	<ul style="list-style-type: none"> <li>No maintenance, nothing is ever fixed in pool area</li> <li>Poor cleaning</li> <li>Fixed with sticky tape</li> <li>Young staff not all committed</li> <li>Need a lap pool</li> </ul>



88	<ul style="list-style-type: none"> <li>No hydro pool in Centre</li> </ul>
89	<ul style="list-style-type: none"> <li>No hydro pool</li> </ul>
90	<ul style="list-style-type: none"> <li>Since the mat has been removed from the changing room the facility has been noticeably more unhygienic.</li> <li>The staff do not take into consideration the patron's requests or complaints. They don't listen.</li> <li>At one stage the sauna was being cleaned every day between 2.30-3pm. In the last few months, this has stopped.</li> <li>The spa jets have not been synchronized with the clock for at least the past few years.</li> </ul>
91	<ul style="list-style-type: none"> <li>It is a great facility, the only comment I have is that the crèche would be good if it had longer hours and not so expensive if you have a membership.</li> </ul>
92	<ul style="list-style-type: none"> <li>Sauna cleaned every day at 2.30pm (What a Joke!)</li> <li>Hoses not long enough to clean around pool</li> <li>Machine to clean around pool not working</li> <li>Vacuum not working to remove sand from spa</li> <li>Not clean enough</li> <li>No mats – wet floor in changeroom</li> </ul>
93	<ul style="list-style-type: none"> <li>Improve baby pool – dirty/needs updating (including dirty toilets)</li> <li>Too many swimming classes take place at once in the large pool. Too crowded &amp; narrow. Instructors too young – don't know how to deal with kids)</li> <li>Excellent facilities – wonderful reception staff (especially Alexis), great swim instructor (Carol) and PT Instructor (Sonya).</li> <li>We love Eltham Leisure and will not be abandoning you for Greensborough complex.</li> </ul>
97	<ul style="list-style-type: none"> <li>Overall very happy – changerooms need a lot of attention, which looks like it's being addressed (hopefully).</li> </ul>
98	<ul style="list-style-type: none"> <li>I know the YMCA has great people and programs but the facilities are a little dated and there is overcrowding in the kid's aquatic program.</li> </ul>
101	<ul style="list-style-type: none"> <li>Hydro pool would be an advantage</li> </ul>
102	<ul style="list-style-type: none"> <li>Water temperature in pool can be a bit bold at times, particularly for children.</li> </ul>
105	<ul style="list-style-type: none"> <li>Pool is too small</li> </ul>
109	<ul style="list-style-type: none"> <li>Need more and nice family changerooms</li> <li>Showers that have better control of temperature</li> <li>Nicer cleaner toilets at play pool</li> </ul>
110	<ul style="list-style-type: none"> <li>I have been using the Leisure Centre for lap swimming and children's swimming lessons for years but I feel the cleanliness of the pool and changerooms has declined considerably as well as maintenance of pool.</li> <li>Also, do not feel the instructors are as competent as many have been in the past (the quality of instructors varies considerably from one instructor to another).</li> </ul>
111	<ul style="list-style-type: none"> <li>We have been attending this centre for 7 years. When Water Marc opens shortly however we will be transferring our swimming lessons there.</li> <li>The staff at this facility (swim teachers, reception and childcare) are fantastic. The reason we are leaving is that the hygiene</li> </ul>



	<p>and cleanliness of the pools/spa/changerooms are revolting. There are always scum lines on the pools/spa and I find they are rarely cleaned adequately. I will miss the teachers/staff as I think they do a great job.</p> <ul style="list-style-type: none"> <li>• It is outdated, dirty facilities that let the centre down.</li> </ul>
112	<ul style="list-style-type: none"> <li>• Venue runs like a charity rather than a business.</li> <li>• Excess number of young staff who have all care no responsibility ethics</li> <li>• Cleaners need to be better managed – blame lies with <u>management</u> and rostering of cleaners rather than the cleaner. STOP telling customers cleaners are at fault and management accept the responsibility.</li> <li>• Same issues as above but relating to preventative maintenance (appears to be none).</li> </ul>
113	<ul style="list-style-type: none"> <li>• The usual that everybody has and issue with: <ul style="list-style-type: none"> <li>- Dirty changerrooms, sauna and spa</li> <li>- Showers – no pressure, hard to adjust temperature</li> <li>- Dirty unkept towards Centre entrance (First Impression!)</li> <li>- Spa – too much down time</li> <li>- All the above nearly every month on “feedback”</li> </ul> </li> <li>• The gym is great, they got Pride!</li> </ul>
115	<ul style="list-style-type: none"> <li>• Front desk is always helpful and smiling</li> <li>• Showers too hard to adjust – not enough water</li> <li>• Spa breaks down far too often</li> <li>• Pool area is very grotty</li> </ul>
116	<ul style="list-style-type: none"> <li>• Would like more classes for older people at other hours e.g. early morning</li> </ul>
117	<ul style="list-style-type: none"> <li>• It would be good if you were open earlier on weekends at 6am for those who have children that play early sports or weekend workers.</li> </ul>
119	<ul style="list-style-type: none"> <li>• Run like a charity not a business</li> </ul>
121	<ul style="list-style-type: none"> <li>• Nice friendly staff and atmosphere</li> </ul>
122	<ul style="list-style-type: none"> <li>• Music played in changerrooms is terrible</li> <li>• Standard of general cleaning in the pool area is terrible</li> </ul>
124	<ul style="list-style-type: none"> <li>• Generally friendly staff but swimming area is old and in need of an upgrade</li> <li>• More space needed for young kids to play</li> </ul>
126	<ul style="list-style-type: none"> <li>• Need better showers, more strength and better controlled heat</li> <li>• Better outdoor area, to lie in summer</li> </ul>
127	<ul style="list-style-type: none"> <li>• Larger kids pool and for adults a 50m lap pool</li> </ul>
128	<ul style="list-style-type: none"> <li>• I have no problems with the time I spend at this facility</li> </ul>
129	<ul style="list-style-type: none"> <li>• Upgrade and refurbishment of pools and changerrooms required</li> </ul>
130	<ul style="list-style-type: none"> <li>• Poor maintenance</li> <li>• Cheaply run facility which is reflected in staff attitude and state of facilities</li> </ul>



	<ul style="list-style-type: none"> <li>• Older facilities can be as good as new management and staff need to work harder and smarter. Stop blaming everyone else (e.g. Council and lack of funds, cleaners, etc.).</li> </ul>
135	<ul style="list-style-type: none"> <li>• Customer service and staff are great, however due to limitation of facilities makes the centre perfect</li> </ul>
137	<ul style="list-style-type: none"> <li>• Car parks during peak times</li> </ul>
138	<ul style="list-style-type: none"> <li>• I enjoy coming to Eltham Leisure Centre</li> </ul>
139	<ul style="list-style-type: none"> <li>• Showers are not clean</li> <li>• Water too cold for aerobics &amp; not enough room with only 2 lanes open</li> </ul>
140	<ul style="list-style-type: none"> <li>• Pool area temperature could be warmer</li> <li>• Water in pool could also be warmer – it varies a lot</li> <li>• Changeroom is always cold and dirty</li> </ul>
144	<ul style="list-style-type: none"> <li>• It is sometimes difficult to get a lane to swim in during morning times when school groups and aqua aerobics are utilising the pool. This can be off putting.</li> </ul>
145	<ul style="list-style-type: none"> <li>• I do like the way you have outdoor area/BBQ, perhaps some shade sails would be good.</li> </ul>
151	<ul style="list-style-type: none"> <li>• Excellent teachers make coming here for children to learn to swim a pleasure</li> <li>• Have toddler pool warm and operational in the school holidays</li> </ul>
152	<ul style="list-style-type: none"> <li>• I would like that the lessons were limited to 4 kids</li> </ul>
154	<ul style="list-style-type: none"> <li>• Warmer pool for aqua aerobics</li> <li>• Better shower facilities</li> </ul>
156	<ul style="list-style-type: none"> <li>• It's a great centre for me and close to home. Would recommend it and any issues I have are minor overall</li> </ul>
157	<ul style="list-style-type: none"> <li>• Warmer pool for aqua aerobics</li> <li>• Showers need to have better water pressure and warmer water</li> </ul>
158	<ul style="list-style-type: none"> <li>• Improve temperature in yoga room and fans in fitness room</li> </ul>
163	<ul style="list-style-type: none"> <li>• Café is a great plus to the centre</li> </ul>
164	<ul style="list-style-type: none"> <li>• Overall a very good sporting facility</li> </ul>
165	<ul style="list-style-type: none"> <li>• Reception – Customer Service appears to be lacking at time. Could be a little friendlier.</li> <li>• Gym – Insufficient staff walk the floor to monitor exercises being performed correctly.</li> <li>• PRYME – Classes and walks are excellent and encouraging for all levels of fitness. Opportunity to socialise is great.</li> </ul>
168	<ul style="list-style-type: none"> <li>• Too busy, not enough equipment</li> <li>• Classes are too full</li> <li>• Need magazines in the gym – just a few recent trashy/gossip ones – Who!</li> </ul>
170	<ul style="list-style-type: none"> <li>• The showers have a very hot temperature and when you put the cold tap on it turns very cold.</li> </ul>
171	<ul style="list-style-type: none"> <li>• Water in pool is cold</li> <li>• Showers not adequate</li> </ul>
172	<ul style="list-style-type: none"> <li>• Excellent staff</li> </ul>



	<ul style="list-style-type: none"> <li>• Pool needs a facelift</li> <li>• Changerooms need a facelift, surprised to see that male showers are not segregated</li> </ul>
174	<ul style="list-style-type: none"> <li>• Centre needs a 50m lap pool</li> </ul>
180	<ul style="list-style-type: none"> <li>• The gym on certain days has an excess of piped music noise. Music is good, but not when the thud prevents people's conversation and gives you a headache!</li> </ul>
183	<ul style="list-style-type: none"> <li>• Love this facility but pool area and changerooms are tired and inadequate for the amount of users these days. Just getting worse.</li> </ul>
185	<ul style="list-style-type: none"> <li>• Very happy with staff and facilities at the Leisure Centre</li> </ul>
186	<ul style="list-style-type: none"> <li>• I have been using this Leisure Centre for over 20 years plus – wonderful thank you!</li> </ul>
187	<ul style="list-style-type: none"> <li>• My children attend swimming lessons once per week and they are being nurtured and taught adequately. The instructors attentive and seem to be very capable.</li> </ul>
189	<ul style="list-style-type: none"> <li>• We need more step machines – one is absolutely not enough</li> </ul>
191	<ul style="list-style-type: none"> <li>• There is only new stepper – should definitely have at least one more</li> </ul>



## **APPENDIX TWO: MAJOR POPULATION AQUATIC LEISURE FACILITIES OVERVIEW**





Situated in LGA	2011 Population	Aquatic Leisure Centre/ Swimming Pools	Usage/Business Overview	Main Components	Management Model	Management Organisation
Ballarat City Council	97,810	Ballarat Regional Aquatic Centre	<ul style="list-style-type: none"> <li>Centre attracts 550,000 annual visits with 2,500 health and fitness members</li> <li>Net revenue \$3.5M</li> <li>5 year management contract</li> <li>Runs at operating deficit</li> </ul>	25m - 8 Lane Indoor Pool, Gymnastics Hall, Heated Aquatic Education and Toddlers Pools, Café Spa and Steam Room, meeting room, Health Club, Group Fitness Studios, Consulting Suites, Children's Centre	5 year contract	YMCA
		Black Hill Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> <li>Linked to other YMCA pools contract</li> </ul>	25m heated outdoor pool & toddler's pool; Diving Board	Seasonal contract	YMCA
		Brown Hill Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	30m unheated pool & toddler's pool	Brown Hill Progress Association	Annual Lease
		Buninyong Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> <li>Linked to other YMCA pools contract</li> </ul>	25m solar heated pool & toddler's pool	Contract	YMCA
		Eureka Swimming Complex	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> <li>Linked to other YMCA pools contract</li> </ul>	Heated 50m Olympic heated pool, Learner's pool & Toddler's pool, Accessible Facilities	Contract	YMCA
		Wendouree Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> <li>Linked to other YMCA pools contract</li> </ul>	50m unheated pool, Learner's pool & toddler's pool & Diving Board	Contract	YMCA
Banyule City Council	124,340	Ivanhoe Aquatic and Fitness Centre	<ul style="list-style-type: none"> <li>Aged indoor pool that attracts around 350,000 annual visits.</li> <li>Operates at a substantial annual operating deficit</li> </ul>	Fully equipped gymnasium, 25m Indoor Heated Pool (7 lanes), 12m Learners Pool, Toddlers Pool, Sauna & Spa, Crèche, Multi-Purpose Program and Aerobics room	In-house management	Karen Franceschini - Aquatic Programs Coordinator
		Water Marc Regional Aquatic Centre	<ul style="list-style-type: none"> <li>Opening 2012 \$45M Regional Indoor Aquatic Centre.</li> <li>Located at Greensborough Shopping Centre and expect 750,000 visits/year</li> </ul>	Indoor 50 metre x 10 lane pool, water play, leisure pool, warm water program pool, waterslides, large gym and 3 program rooms, wellness Centre and child care	5 Year Contract commenced 2012	Belgravia Leisure
Bayside City Council	97,852	King Club Family Leisure Centre	<ul style="list-style-type: none"> <li>30 year old Centre set up with separate operating leases for aquatics, health and fitness and retail (400,000 visits+)</li> </ul>	Indoor 50 metre pool and learners pool with separate lease gym and retail	Lease Contract 10 years	Klim Swim
Boroondara City Council	170,439	Ashburton Pool and Recreation Centre	<ul style="list-style-type: none"> <li>Centre attracts 650,000 annual visits with 3,500 health and fitness members</li> <li>Net revenue \$4.5M</li> <li>5 year management contract linked to 3 other BCC Centres.</li> <li>Runs at operating surplus \$300K plus</li> </ul>	25m indoor heated pool, 25m outdoor heated pool, Toddler pool, Health Club, Hydrotherapy pool, Aquatic education pool, Spa & sauna, waterslide, crèche, café,	Part of 5 year packaged centres (3) contract	YMCA
		Boroondara Sports Complex	<ul style="list-style-type: none"> <li>Linked into YMCA area contract</li> <li>300,000 plus visits</li> <li>\$100,000 operating loss (approx)</li> </ul>	50m heated outdoor pool, Diving pool, Program pool, Aquatic education pool, Health Club, crèche, café, shop, meeting rooms	Contract	YMCA



Situated in LGA	2011 Population	Aquatic Leisure Centre/ Swimming Pools	Usage/Business Overview	Main Components	Management Model	Management Organisation
Borondara CC Continued		Hawthorn Aquatic and Leisure Centre	<ul style="list-style-type: none"> <li>Currently demolished and undergoing \$30m redevelopment and open 2014</li> </ul>	50m heated outdoor pool, 20 x 10m indoor program pool, Health Club, crèche, café, shop, consulting rooms ( <b>under development</b> )	Contract	YMCA
		Kew Recreation Centre	<ul style="list-style-type: none"> <li>Currently attracting 750,000 visits/year</li> <li>Part of YMCA combined Centre's contract</li> <li>Operating at \$400,000 surplus/year</li> </ul>	25m indoor heated recreation and lap pool, Toddler pool, Health Club, health clinic, Learners pool, Spa & sauna, waterslide, crèche, café, shop, meeting room	Contract	YMCA
Brimbank City Council	191,619	Sunshine Leisure Centre	<ul style="list-style-type: none"> <li>Currently attracting 350,000 visits and has ,2000 members in fitness Centre</li> <li>Operates at operating deficit of around \$500,000</li> </ul>	25m indoor heated pool, 20m program pool, 25m outdoor heated pool, Health Club, Spa & steam room, crèche, café, shop	In-house	Brimbank City Council Emma Brooks
		St Albans Leisure Centre	<ul style="list-style-type: none"> <li>Currently attracting 410,000 visits and has 3000 members in fitness Centre.</li> <li>Operates at operating deficit of around \$400,000.</li> </ul>	50m heated outdoor pool, diving pool, learners pool, Toddlers Pool, Health Club, crèche,	In-house	Brimbank City Council
Cardinia Shire Council	77,536	Cardinia Life Pakenham	<ul style="list-style-type: none"> <li>Currently attracting 550,000 visits and has 3000 members in fitness Centre</li> <li>Operates at operating deficit of around \$500,000.</li> </ul>	25m indoor heated pool, Toddler pool, Program pool, Health Club, Spa & sauna, crèche, café, shop, meeting room	Management Contract	YMCA
		Garfield and District Swimming Pool	<ul style="list-style-type: none"> <li>Seasonal outdoor pool</li> </ul>	33.75m main pool, 10m learners pool, 4.5m toddlers pool	Leasee	Individual
		Emerald Lake Park Wading Pool	<ul style="list-style-type: none"> <li>Seasonal outdoor pool</li> </ul>	Cafe and tea rooms, Seasonal wading pool. The wading pool is located on the edge of the lake.	Leasee	Individual
		Koo Wee Rup and District Memorial Pool	<ul style="list-style-type: none"> <li>Seasonal outdoor pool</li> </ul>	33m main pool, 10m learners pool, 10m toddlers pool	Leasee	Individual
		Pakenham Outdoor Pool	<ul style="list-style-type: none"> <li>Seasonal outdoor pool</li> </ul>	50m main pool with a depth of 1.2–1.9 metres, 12m leisure pool, water features for young children.	Contract	YMCA
Casey City Council	261,198	Casey ARC	<ul style="list-style-type: none"> <li>Attracting 950,000 to 1M visits/year</li> <li>4,000 members and operates at \$500,000 approx. surplus</li> </ul>	50m lap pool, Wave pool, Toddler pool, Program pool, Health Club, Spa, steam & sauna, crèche, café	Joint facility Contract with Casey RACE	YMCA
		Doveton Pool in the Park	<ul style="list-style-type: none"> <li>Outdoor seasonal pool attracting around 50,000 visits.</li> <li>Operates at around \$300,000 deficit</li> </ul>	50m outdoor pool, learners pool, Toddlers pool, water play pool, waterslide, Health Club, crèche, kiosk, 2 court stadium	Contract	YMCA
		Casey RACE	<ul style="list-style-type: none"> <li>Attracting 650,000 visits/year with 3,000 members and operates at \$300,000 approx. surplus</li> </ul>	50m lap pool, Toddler pool, Program pool, waterslides, Health Club, Spa, steam room & sauna, crèche, café, meeting room	Joint facility contract with Casey ARC	YMCA



Situated in LGA	2011 Population	Aquatic Leisure Centre/ Swimming Pools	Usage/Business Overview	Main Components	Management Model	Management Organisation
Darebin City Council	141,791	Northcote Aquatic and Recreation Centre	<ul style="list-style-type: none"> <li>Recently redeveloped Centre that attracts around 500,000 visits/year.</li> <li>Operates at deficit of around \$200,000</li> </ul>	50m lap pool, 25m indoor pool, Toddler pool, Hydrotherapy pool, waterslides, Health Club, Health Clinic, Spa, steam room & sauna, crèche, café, meeting room, tennis courts	Contract	YMCA
		Reservoir Leisure Centre	<ul style="list-style-type: none"> <li>Former outdoor pool that was enclosed and attracts around 350,000 visits.</li> <li>Operates at annual deficit of \$250,000</li> </ul>	25m indoor pool, Toddler pool, Hydrotherapy pool, waterslides, outdoor play pools, Gym, cardio theatre, Spa, steam room & sauna, kiosk	In-house management contract	Darebin Leisure
Glen Eira City Council	138,372	Carnegie Swim Centre	<ul style="list-style-type: none"> <li>Seasonal outdoor swimming pool with around 80,000 annual visits.</li> </ul>	50m outdoor pool, Diving pool, Two tennis courts	Management Contract	YMCA
		Glen Eira Sports and Aquatic Centre (opening in 2012)	<ul style="list-style-type: none"> <li>\$42M Centre open 3 months</li> <li>Had 4,000 foundation memberships sold as pre-opening special.</li> <li>Replaces East Boundary Outdoor Pool.</li> <li>Expected to operate at surplus year 3</li> </ul>	50m lap pool, 25m indoor pool, leisure pool with interactive water features and play equipment, waterslides, Health Club, Wellness and consulting suites, Spa, steam room & sauna and wellness pool, crèche, café, shop, meeting room, indoor stadium three multipurpose courts	In-house Management Team with new commercial Employment Agreement	GESAC Management
Greater Bendigo City Council	105,563	Peter Krenz Leisure Centre	<ul style="list-style-type: none"> <li>Regional Bendigo Indoor aquatic Centre</li> <li>Attracts 350,000 visits and operates at around \$150,000 deficit</li> </ul>	50m pool (indoor heated), multi-use pool, toddlers pool, spa and sauna	Contract lease	YMCA
		Bendigo Aquatic Centre	<ul style="list-style-type: none"> <li>Outdoor seasonal pool close to CBD</li> <li>Attracts 100,000 visits but costs in excess of \$200,000 to operate.</li> </ul>	50m Olympic pool (heated), intermediate pool, toddlers pool, diving pool, water slide, playground, BBQ and al fresco dining area	Contract Management of CGB Outdoor Pools	YMCA
		Bendigo East Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	50m Olympic pool (heated), multi-use pool and toddlers pool	Contract Management of CGB Outdoor Pools	YMCA
		Raywood Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	Intermediate pool, toddlers pool and BBQ	Outdoor Pools Contract	YMCA
		Marong Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal swimming pool</li> </ul>	Intermediate pool and toddlers pool	Outdoor Pools Contract	YMCA
		Goornong Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	Intermediate pool, toddlers pool and BBQ	Outdoor Pools Contract	YMCA
		Heathcote Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	Intermediate pool and toddlers pool	Contract	YMCA
		Brennan Park Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	50m Olympic pool, intermediate pool, toddlers pool, diving pool, BBQ and playground	Outdoor Pools Contract	YMCA



Situated in LGA	2011 Population	Aquatic Leisure Centre/ Swimming Pools	Usage/Business Overview	Main Components	Management Model	Management Organisation
City of Greater Bendigo (Cont.)		Elmore Swimming Pool	Outdoor swimming Pool	Intermediate pool, toddlers pool, diving board, slide and BBQ	Contract	YMCA
		Heathcote Swim Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	Intermediate pool and toddlers pool	Contract	YMCA
		Long Gully Swim Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	Intermediate pool and toddlers pool	Contract	YMCA
		Kangaroo Flat Swimming Pool	<ul style="list-style-type: none"> <li>Closing 2014 and new Kangaroo Flat Aquatic and Leisure (\$28M) opening 2014.</li> </ul>	33m intermediate pool and toddlers pool		
		Golden Square Swim pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	50m Olympic pool, intermediate and toddlers pool		
		White Hills Swim Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	Intermediate pool and toddlers pool		
Greater Dandenong City Council	139,729	Dandenong Oasis	<ul style="list-style-type: none"> <li>Aged facility that saw 600,000 visits but now around 400,000</li> <li>Operates at deficit \$300,000.</li> </ul>	50m lap pool, Toddler pool, Hydrotherapy pool, waterslide, Health Club, Spa & sauna, crèche, café, shop, meeting room, squash and racquetball courts, table tennis hall	Management Contract packaged with Noble Park	Belgravia Leisure
		Noble Park Aquatic Centre	<ul style="list-style-type: none"> <li>Recently underwent \$20M upgrade and is been back open 4 months.</li> <li>Aiming for 300,000 visits and minimal operating subsidy (\$100,000)</li> </ul>	50m heated outdoor pool, heated indoor program pool, water playground, waterslide, café, meeting rooms	Management Contract linked to Dandenong oasis Management	Belgravia Leisure
Greater Geelong City Council	223,047	Bellarine Aquatic & Sports Centre	<ul style="list-style-type: none"> <li>Been open 2 years and attracting 150,000 and operating at deficit of \$150,000</li> </ul>	25m indoor heated pool, Toddler pool, Learners pool, Exercise room, cycle room, café, two court stadium, children's services room	In-house Business Unit	Geelong Sports Leisure Comp
		Leisurelink	<ul style="list-style-type: none"> <li>New regional Centre with 800,000 visits and 8,000 health and fitness members.</li> <li>Operating at \$300,000 surplus</li> </ul>	50m indoor pool (dividable into 2 x 25m pools), learners pool, toddlers pool, interactive water features and play equipment, waterslides, Health Club, Wellness and consulting rooms, Spa & sauna and children's services room, café	In-house Business Unit	Geelong Sports Leisure Comp
		Splashdown	<ul style="list-style-type: none"> <li>25 year old facility that is losing usage with 250,000 visits.</li> <li>Operating loss around \$200,000</li> </ul>	25m indoor heated pool, Toddler pool, Learners pool, Gym, Exercise room, cycle room, Spa & sauna, children's services room, Kiosk,	In-house Business Unit	Geelong Sports Leisure Comp
		Waterworld	<ul style="list-style-type: none"> <li>Redeveloped outdoor pool that attracts 400,000 visits and operates at break even</li> </ul>	25m indoor heated pool, Outdoor Learners pool, Waterslides, diving pool, Slash pad water play area, Gym, Exercise room, cycle room, children's services room, Kiosk,	In-house Business Unit	Geelong Sports Leisure Comp
		Kardinia Aquatic Centre	<ul style="list-style-type: none"> <li>Seasonal outdoor pool</li> </ul>	Two 50m heated pools, Diving pool, Toddlers pool, Learners pool, 75m Waterslide, Kiosk,	In-house Business Unit	Geelong Sports Leisure Comp



Situated in LGA	2011 Population	Aquatic Leisure Centre/ Swimming Pools	Usage/Business Overview	Main Components	Management Model	Management Organisation
City of Greater Geelong Continued		Kardinia Aquatic Centre	<ul style="list-style-type: none"> <li>Seasonal outdoor pool</li> </ul>	Two 50m heated pools, Diving pool, Toddlers pool, Learners pool, 75m Waterslide, Kiosk,	In-house	Geelong Sport Leisure Comp
		Lara Swimming Pool	<ul style="list-style-type: none"> <li>Seasonal outdoor pool</li> </ul>	50m 6 lane pool, dual mini waterslides, kids water adventure playground, Toddlers pool, kiosk	In-house	Geelong Sport Leisure Comp
Greater Shepparton City Council	63,854	Aquamoves Lakeside Shepparton	<ul style="list-style-type: none"> <li>High use regional indoor aquatic Centre with 450,000 visits and operates at \$200,000 deficit</li> </ul>	50m outdoor pool, heated indoor program pool, leisure pool with water play features, waterslide, Hydrotherapy pool, Health Club, Spa, steam room & sauna, crèche, café, meeting rooms	In-house	CG Shepparton
		Mooroopna War Memorial Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	33m seven lane pool, Toddlers pool	In-house	CG Shepparton
		Merrigum Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	Leisure pool, Toddlers pool	In-house	
		Tatura Swimming Complex	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	33m seven lane pool, Toddlers pool	In-house	
Hobsons Bay City Council	88,335	Bayfit Leisure Centre	<ul style="list-style-type: none"> <li>Was Altona Leisure Centre that had \$15M redevelopment 2 years ago. Now sees 500,000 visits and operating surplus of \$150,000 with 3,000 members</li> </ul>	25m eight lane pool, learn to swim and leisure pool with water play features, warm water pool, steam room and spa, gymnasium, program / aerobics room, crèche and café	20 Year Operating Lease with \$2M capital contributed by LMS but paid back out of operations.	LMS
		Laverton Swim and Fitness Centre	<ul style="list-style-type: none"> <li>Aged facility attracting 140,000 visits and proposed for major redevelopment.</li> </ul>	Indoor 25m pool, Spa & sauna, gym, program aerobics room, crèche	10 year Lease	Private Lease
Hume City Council	175,606	Broadmeadows Leisure Centre	<ul style="list-style-type: none"> <li>Currently undergoing \$20m redevelopment.</li> <li>Usage averages 400,000 visits</li> </ul>	Indoor 25m pool, Spa & sauna, gym, program aerobics room, crèche, meeting rooms, sports courts	In-house Management	Hume City Council
		Sunbury Leisure Centre	<ul style="list-style-type: none"> <li>Currently sees around 350,000 visits and Centre has 1800 member, \$300,000 deficit.</li> </ul>	Indoor 25 metre pool with leisure pool and outdoor 50 metre pool. Health and fitness area and program rooms with café and child care	In-house Management	Hume City Council
Kingston City Council	149,570	Kingston Waves	<ul style="list-style-type: none"> <li>Currently has 600,000 visits and 2,000 member health and fitness with \$200,000 deficit.</li> </ul>	50m indoor pool, Wave pool, learners pool, toddlers pool, interactive water features, play equipment, Health Club, Spa, steam room & sauna, crèche, café, shop, meetings	In-House Management	Kingston City Council
		Don Tattersall Swim Centre	<ul style="list-style-type: none"> <li>Currently has 200,000 visits and limited members and operates at \$500,000 deficit</li> </ul>	25m lap pool, spa steam room & sauna, Health Club, crèche, café	In-House Management	Kingston City Council
Knox City Council	98,800	Knox Leisure Works	<ul style="list-style-type: none"> <li>700,000 visits and 3,000 health and fitness members and operates at \$300,000 surplus.</li> </ul>	50m indoor pool, leisure pool interactive water features and play equipment, 80m waterslide, 20m outdoor pool, Health Club, Large Spa, crèche, café	Contract Management	YMCA



Situated in LGA	2011 Population	Aquatic Leisure Centre/ Swimming Pools	Usage/Business Overview	Main Components	Management Model	Management Organisation
Manningham City Council	119,438	Aquarena Doncaster	<ul style="list-style-type: none"> <li>Approx. 750,000 visits and 3,500 members and operates at \$400,000 surplus.</li> </ul>	50m outdoor pool, outdoor toddlers pool, 70m waterslide, diving pool, Hydrotherapy pool, Health Club, Spa, steam room & sauna, crèche, café, meeting rooms	Contract Management	YMCA
Maroondah City Council	107,309	Croydon Leisure and Aquatic Centre	<ul style="list-style-type: none"> <li>Approx. 650,000 visits and 3,000 members and operates at \$200,000 surplus.</li> </ul>	25m indoor pool, children's leisure pool, warm water program pool, gym, program aerobics room, Spa & sauna, crèche, meeting rooms, squash and racquetball courts, 2 floodlit tennis courts, Stadium sports courts	In-House Management	Maroondah Council
		Ringwood Aquatic Centre	<ul style="list-style-type: none"> <li>Closed June 2012</li> </ul>	<ul style="list-style-type: none"> <li>Closed June 2012</li> </ul>	In-House Management	Maroondah Council
		Croydon Outdoor pool	<ul style="list-style-type: none"> <li></li> </ul>	50m heated outdoor pool, 20m learners pool, kiosk		
Maribyrnong City Council	74,005	Maribyrnong Aquatic Centre	<ul style="list-style-type: none"> <li>Approx. 650,000 annual visits with 3,000 health and fitness members and \$400,000 deficit.</li> </ul>	50m indoor pool (dividable into 2 x 25m pools), learners pool, toddlers pool, interactive water features and play equipment, waterslides, Health Club, Wellness and consulting rooms, Spa & sauna, children's room, café	In-house Management	MCC
Melbourne City Council	98,859	Melbourne City Baths	<ul style="list-style-type: none"> <li>High use CBD facility with 400,000 visits and operating surplus of \$200,000.</li> </ul>	30m indoor pool, Health Club, Spa & sauna, shop, 2 squash courts	In-house Management	Melbourne Council
		North Melbourne Recreation Centre	<ul style="list-style-type: none"> <li>Outdoor pool open summer season</li> </ul>	25m outdoor pool, Toddlers pool, Health Club, café, indoor sports courts, theatrette, function meeting rooms	In-house	MCC
		Carlton Baths Community Centre	<ul style="list-style-type: none"> <li>Well used community Centre attracting 300,000 visits and operating at deficit of \$300,000</li> </ul>	25m outdoor pool, Toddlers pool, Health Club (Under redevelopment)	Contract	YMCA
		Kensington Community Recreation Centre	<ul style="list-style-type: none"> <li>Outdoor pool redeveloped to indoor local facility that attracts 250,000 visits and records operating deficit of \$400,000.</li> </ul>	25m indoor heated pool, Toddlers pool, Learners pool, Health Club, café, shop, meeting rooms	Contract	YMCA
		Richmond Football Club Community Pool	<ul style="list-style-type: none"> <li>AFL Training Centre Pool with public learn to swim classes</li> </ul>	25m indoor pool, indoor sports courts, theatrette, function meeting rooms	10 year Lease	Klim Swim
Melton Shire Council	112,981	Melton Waves Leisure Centre	<ul style="list-style-type: none"> <li>15 year old Centre that is attracting 500,000 visits</li> <li>Operates at surplus of \$220,000/year</li> </ul>	50m outdoor pool, 25m lap pool, Wave pool, toddlers pool, interactive water features and play equipment, Health Club, Spa, steam room & sauna, crèche, café, shop, meeting rooms	Contract	Belgravia Leisure



Situated in LGA	2011 Population	Aquatic Leisure Centre/ Swimming Pools	Usage/Business Overview	Main Components	Management Model	Management Organisation
Monash City Council	179,010	Monash Aquatic and Recreation Centre	<ul style="list-style-type: none"> <li>12 year old Centre that attracts in-excess of 650,000 visits with 2,000 members.</li> <li>Operates at surplus of \$300,000</li> </ul>	50m outdoor pool, 25m lap pool, Wave pool, toddlers pool, interactive water features and play equipment, Health Club, Wellness Centre, Spa, steam room & sauna, crèche, café, shop, meeting rooms	In-house	Monash City Council
		Clayton Aquatics and Health Club	<ul style="list-style-type: none"> <li>Part of large community Centre attracting 200,000 aquatic visits</li> </ul>	25m heated indoor pool, spa, gym, program aerobics rooms	In-house	Monash City Council
		Oakleigh Recreation Centre	<ul style="list-style-type: none"> <li>Redeveloped outdoor seasonal pool linked to 5 court indoor stadium and gym</li> </ul>	50m outdoor pool, Dive pool, Multi-purpose pool, Toddler Pool and splash pad, indoor sports courts	In-house	Monash City Council
Moonee Valley City Council	113,657	Ascot Vale Leisure Centre	<ul style="list-style-type: none"> <li>High use Centre with 750,000 visits and 5,000 member gym</li> <li>Redeveloped 4 years ago and operating surplus \$200,000</li> </ul>	25m indoor pool, learners pool, Hydrotherapy pool, Health Club, Wellness suites, Spa, steam room & sauna, crèche, café, shop	Contract	YMCA
		East Keilor Leisure Centre	<ul style="list-style-type: none"> <li>Centre is closed and currently being redeveloped for \$30M</li> </ul>	50m outdoor pool, outdoor learner pool, outdoor diving pool, outdoor Toddlers pool, 25m indoor pool, Toddlers pool, Health Club, Spa, & steam room	Contract	Belgravia Leisure
		Windy Hill Swim and Fitness Centre	<ul style="list-style-type: none"> <li>Attracts 400,000 visits and surplus of \$100,000</li> </ul>	25m indoor pool, Toddlers pool, Hydrotherapy pool, Health Club, Spa & steam room, crèche, shop	Contract	Belgravia Leisure
		Queens Park Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	50m outdoor pool, Learners pool, Toddlers pool, kiosk	Contract	Belgravia Leisure



Situated in LGA	2011 Population	Aquatic Leisure Centre/ Swimming Pools	Usage/Business Overview	Main Components	Management Model	Management Organisation
Moreland City Council	152,255	Brunswick City Baths	<ul style="list-style-type: none"> <li>Aged indoor aquatic facility attracting 320,000 visits and operating at deficit of \$300,000</li> </ul>	50m outdoor pool, 23m indoor pool,	Contract	YMCA
		Coburg Leisure Centre	<ul style="list-style-type: none"> <li>30 year old indoor Centre attracting 310,000 visits and operating deficit of \$400,000</li> </ul>	25m indoor pool, Learners pool, Toddlers pool, Spa & steam room, gym, program aerobics rooms, crèche	Contract	YMCA
		Coburg Olympic Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	50m outdoor pool, Learners pool, Toddlers pool, kiosk	Contract	YMCA
		Fawkner Leisure Centre	<ul style="list-style-type: none"> <li>Aged indoor facility attracting 340,000 visits and operates at a deficit of \$250,000</li> </ul>	50m outdoor pool, outdoor learners pool, outdoor Toddlers pool, 25m indoor pool, Toddlers pool, Health Club, Spa, & sauna, crèche, sport courts	Contract	YMCA
		Oak Park Aquatic Centre	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	50m outdoor pool, waterslide, 25m learners pool, Toddlers pool,	Contract	YMCA
		Pascoe Vale Outdoor Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	33m pool, Learners pool, Diving pool	Contract	YMCA
Mornington Peninsula Shire	150,682	Pelican Park Recreation Centre	<ul style="list-style-type: none"> <li>14 years old and attracts 400,000 visits.</li> <li>Operates at \$750,000 deficit</li> </ul>	25m indoor lap pool, toddlers pool, interactive water features and play area, spa & steam room, Health Club, crèche, café	In house	MPS
		SPA Centre Rosebud (Opening 2014)	<ul style="list-style-type: none"> <li>Planned to open 2014</li> </ul>	Indoor 25m indoor pools with leisure pool, warm water program pool and gym located on foreshore reserve.	In-house	MPS
Port Phillip City Council	98,524	Melbourne Sports and Aquatic Centre	<ul style="list-style-type: none"> <li>Attracts 1.8m visits/year and operates at a surplus of \$800,000 pre depreciation and asset replacement allowances</li> </ul>	50m outdoor 10 lane pool, 50m indoor 10 lane pool & 25m pool with moveable floors and booms, Wave pool, 2 Hydrotherapy pools, Health Club, Wellness Centre, Spa, steam room & sauna, crèche, café, shop, function meeting rooms, 10 basketball courts, 10 squash courts, Table Tennis	State Trust appointed by Minister Sport and Rec.	State Sports Trust





Situated in LGA	2011 Population	Aquatic Leisure Centre/ Swimming Pools	Usage/Business Overview	Main Components	Management Model	Management Organisation
Stonnington City Council	101,192	Harold Holt Swim Centre	<ul style="list-style-type: none"> <li>Recently redeveloped with \$20M upgrade.</li> <li>Attracting 500,000 visits and operates deficit of \$400,000</li> </ul>	50m outdoor pool, 25m indoor pool, toddlers pool, water play area, Hydrotherapy pool, Health Club, Spa, steam room & sauna, crèche, café, shop	In-house	SCC
		Prahran Aquatic Centre	<ul style="list-style-type: none"> <li>Seasonal outdoor swimming pool</li> </ul>	50m heated outdoor pool, Toddlers pool, Spa, steam room & sauna	In-house	SCC
Whitehorse City Council	157,427	Aqualink Box Hill	<ul style="list-style-type: none"> <li>Currently closed and going through \$30M redevelopment</li> <li>Previously attracting 650,000 visits and operating at a surplus of \$450,000</li> </ul>	(under redevelopment) 25m heated indoor pool, 25m heated outdoor pool, program pool, leisure pool & water play features, Hydrotherapy pool, steam room & sauna, Health Club, crèche, café, meeting rooms, multi-purpose sports hall	In-house	WCC
		Aqualink Nunawading	<ul style="list-style-type: none"> <li>Redeveloped 5 years ago.</li> <li>Attracting 700,000 visits and operates at a surplus of \$300,000</li> </ul>	50m indoor pool, family leisure pool, interactive water features and play equipment, Gym, fitness studios, Spa, steam room & sauna, crèche, café, shop	In-house	WCC
Whittlesea City Council	163,539	Thomastown Recreation and Aquatic Centre	<ul style="list-style-type: none"> <li>Redeveloped 2011 at cost of \$30M and been operating 8 months.</li> <li>Attracting more than 500,000 visits</li> </ul>	25m heated indoor pool, program pool, leisure pool & water play features, Hydrotherapy pool, steam room & sauna, Health Club, Wellness Centre and suite, crèche, café, shop, meeting rooms, multi-purpose sports hall	Contract	Belgravia Le
		Whittlesea Swimming Centre	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	25m outdoor heated pool, Outdoor Learners pool, Toddlers pool, Children's waterslide, Kiosk,	Contract	Belgravia Le
		Mill Park Leisure Centre	<ul style="list-style-type: none"> <li>Attracting 650,000 visits and operates surplus of \$150,000.</li> <li>Centre proposed to be redeveloped in next 12 mths</li> </ul>	25m lap pool, learners pool, toddlers pool, spa & sauna, Health Club, crèche, café, meeting room	Contract	YMCA
Wyndham City Council	168,552	Werribee Outdoor Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	50m heated outdoor pool, waterslide, outdoor heated leisure pool and water play area, kiosk	Contract	Belgravia Le
		Wyndham Leisure Centre	<ul style="list-style-type: none"> <li>Undergoing \$40m upgrade</li> <li>Attracts 650,000 visits and operates at surplus of \$300,000</li> </ul>	50m indoor pool, rapid river, family leisure pool, interactive water features and play equipment, Hydrotherapy pool, Health Club, Spa & steam room, crèche, café, shop, large function and events Centre	Contract	Belgravia Le



Situated in LGA	2011 Population	Aquatic Leisure Centre/ Swimming Pools	Usage/Business Overview	Main Components	Management Model	Management Organisation
Yarra City Council	80,309	Collingwood Leisure Centre	<ul style="list-style-type: none"> <li>Recently reopened after \$10M upgrade.</li> <li>Attracted 400,000 visits and operating loss was around \$400,000</li> </ul>	25m indoor pool, Learners pool, Toddlers pool, Gym, fitness studios, Spa & sauna, crèche	In-house	YCC
		Fitzroy Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor heated 12 month swimming pool</li> </ul>	50m outdoor pool, Gym, fitness studios, Spa, steam room & sauna, crèche	In-house	YCC
		Richmond Recreation Centre	<ul style="list-style-type: none"> <li>90 year old facility redeveloped 10 years ago</li> <li>Attracts 400,000 visits and operates at \$500,000 loss</li> </ul>	50m indoor pool, Toddlers pool, Gym, fitness studios, Spa, steam room & sauna, crèche	In-house	YCC
Yarra Ranges Shire Council	150,602	Olinda Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	25m non-heated outdoor pool, outdoor Toddlers pool, kiosk	Contract	Belgravia Leisure
		Lilydale Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> <li>Planned to close and relocated in 2014</li> </ul>	50m heated outdoor pool, Heated outdoor learners pool, Heated outdoor Toddlers pool, kiosk	Contract	Belgravia Leisure
		Belgrave Swimming Pool	<ul style="list-style-type: none"> <li>Outdoor seasonal pool</li> </ul>	33m heated outdoor pool, Heated outdoor Toddlers pool, kiosk	Contract	Belgravia Leisure
		Kilsyth Centenary Pool	<ul style="list-style-type: none"> <li>Older tension membrane fabric covered pool.</li> <li>Planned to be closed down and relocated</li> </ul>	50m heated indoor pool, leisure pool, Toddlers pool with water features, Outdoor heated pool, Gym, fitness studios, Spa, kiosk	Contract	Belgravia Leisure
		Monbulk Aquatic Centre	<ul style="list-style-type: none"> <li>Low use population area with facility linked to caravan park management also</li> </ul>	(Closed for redevelopment due April 2013) 25m indoor heated pool, leisure & program pool, Gym, multipurpose room	Contract	Belgravia Leisure
		Healesville Swimming Pool	<ul style="list-style-type: none"> <li>Located at secondary college site</li> </ul>	50m non-heated outdoor pool, learners pool, outdoor Toddlers pool, kiosk	Contract	Belgravia Leisure
		Yarra Centre	<ul style="list-style-type: none"> <li>Attracting 200,000 visits and operates at deficit of \$300,000</li> </ul>	25m heated indoor pool, learners pool, toddler and leisure pool with water play features, Health Club, crèche, meeting room	Contract	Belgravia Leisure



## **APPENDIX THREE: QUANTITY SURVEYORS REPORT PREFERRED OPTION**



**Summary**

**Eltham Leisure Centre**  
**Withers Way, Eltham**

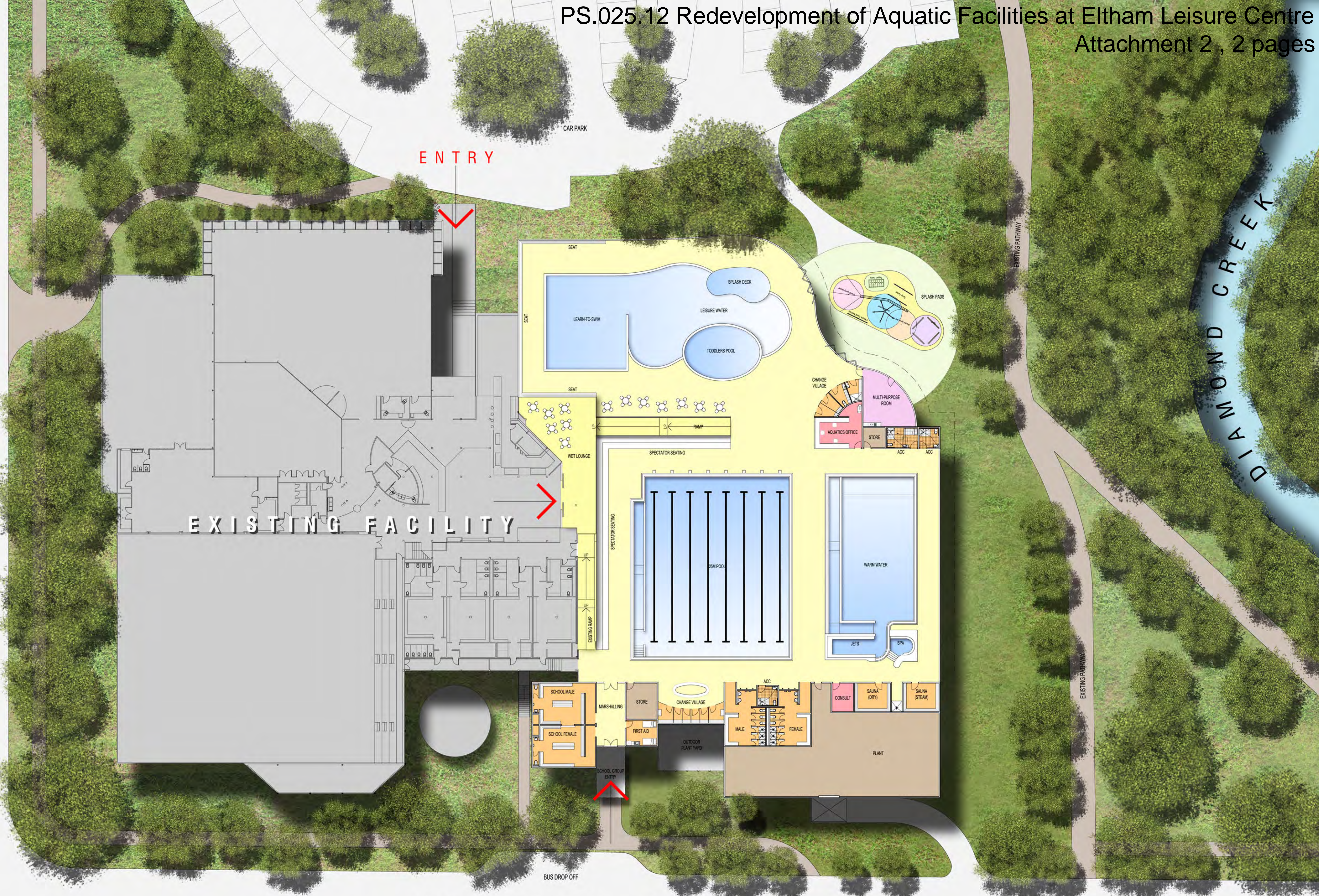
**Cost Plan No. 2 - Preferred Option**  
**Based on Preliminary Concept Design Documentation**

6 August, 2012

Functional Area	Scope	Area (m2)	Rate (\$/m2)	Total (\$)
<b>Building Works</b>				
Main Building Includes entry, admin, wet lounge, change areas, plant, offices, amenities, stores, swim club room, marshalling, first aid, multi-purpose, etc.	1 Level	3,691	2,400	8,858,000
Kiosk / Café - fitout and equipment	Note			Excluded
Interface with existing building	Allowance			350,000
Upgrade to existing building services	Allowance			150,000
Sauna - Dry & Steam (fitout)	Allowance			80,000
<i>Sub-Total - Building Works</i>				9,438,000
<b>Pools, Plant and Equipment</b>				
20m x 25m Lap Pool (8 lanes)	Allowance			2,500,000
Leisure / Learn to Swim / Toddler Pool	Allowance			1,500,000
Warm Water Pool	Allowance			1,300,000
Waterplay Equipment	Allowance			250,000
Spa (Warm Water Pool)	Allowance			160,000
<i>Sub-Total - Pools, Plant and Equipment</i>				5,710,000
<b>Other</b>				
ESD Initiatives	Allowance		2.5%	379,000
Staging of the Works	Note			Excluded
<i>Sub-Total - Other</i>				379,000
<b>Total Building Cost (at August, 2012)</b>		<b>3,691</b>	<b>4,207</b>	<b>15,527,000</b>
Allowance for demolition of existing building / structures	Allowance			240,000
Allowance for asbestos / hazardous material removal	Note			Excluded
Allowance for site preparation / bulk earthworks / site levelling	Allowance			300,000
Allowance for general external works and landscaping	Allowance			370,000
Allowance for retaining wall to East boundary	Allowance			60,000
Allowance for concourse / slab to Splash Pad	Allowance			160,000
Allowance for Outdoor Plant slab	Allowance			20,000
Allowance for fencing to Outdoor Plant	Allowance			10,000
Allowance for rock excavation	Note			Excluded
Allowance for removal of contaminated soil	Note			Excluded
Allowance for upgrade to existing roads and carparking	Note			Excluded
Allowance for relocation / upgrade of existing services infrastructure	Note			Excluded
Allowance for works outside site boundary, etc.	Note			Excluded
Allowance for abnormal ground conditions / site decontamination / remediation	Note			Excluded
<b>Total Building and External Works &amp; Services Cost (at August, 2012)</b>			<b>4,521</b>	<b>16,687,000</b>
Design Contingency	Item		5.0%	834,000
Contract Contingency	Item		5.0%	876,000
Cost Escalation (to August, 2012)	Item		3.0%	552,000
<b>Total Construction Cost (at August, 2013)</b>			<b>5,134</b>	<b>18,949,000</b>
Consultants Fees (to be confirmed)	Allowance		9%	1,705,000
Client Management / Direct Costs	Note			Excluded
Authority & Headwork's Charges	Note			Excluded
Substation / High Voltage Reticulation	Note			Excluded
Decanting / Relocation / Temporary Accommodation / Temporary Services	Note			Excluded
Tenancy Incentives / Tenancy Fitout Contribution	Note			Excluded
Land, Finance, Legal, Letting Costs, etc.	Note			Excluded
Furniture, Fittings and Equipment	Note			Excluded
Audio Visual / IT Equipment and Infrastructure	Note			Excluded
Pool FF&E	Note			Excluded
Public Artwork	Note			Excluded
Goods and Services Tax	Note			Excluded
<b>Total End Cost (at August, 2013)</b>			<b>5,596</b>	<b>20,654,000</b>

This cost plan is based on preliminary information and therefore should be regarded as indicative only of the possible order of cost. All components of the cost plan will require confirmation once further documentation is available. Refer to the accompanying letter for details of basis of cost plan and exclusions from above costs.

S U S A N S T R E E T



W I T H E R S W A Y





**4. Policy and Services reports****PS.026/12 Sport and Recreation Victoria Grant Funding 2013-2014****File: 20/35/044****Distribution: Public****Manager: Clem Gillings, General Manager Community and Leisure****Author: Michelle De Pasquale, Leisure Facilities Project Officer****Summary**

This report provided background information regarding the 2013-2014 Community Facility Funding Program (CFFP) provided by Sport and Recreation Victoria (SRV).

The report seeks Council endorsement for the submission of one Minor Facility Funding Application due 26 September 2012, two Planning Funding applications due 31 October 2012 and one Soccer Facilities Funding application due 31 October 2012.

The total funding being requested from Sport and Recreation Victoria under the CFFP is \$240,000 and would require up to \$306,000 matching funding within the 2013-2014 budget should the applications be successful.

The applications for SRV funding outlined in this report are consistent with Council's strategies for improved sporting facilities within the Shire and have a clear community benefit.

**Recommendation****That the Committee (acting under delegation from Council):**

- 1. Endorses the following funding applications to Sport and Recreation Victoria:**
  - a. CFFP – Minor Facilities**
    - **Eltham Central Pavilion Accessibility Project**
  - b. CFFP – Planning**
    - **Lighting Strategy**
    - **North Eastern Regional Trail Strategy**
  - c. CFFP – Soccer Facilities**
    - **Eltham North Reserve Adventure Playground Oval Lighting Project**
- 2. Refers the required matching funding of up to \$306,000 for consideration in the 2013-2014 budget for successful applications.**

**Attachments**

Nil

**Policy context**

1. The following strategies from the Council Plan 2009-2013 are pertinent to this report.
  - 1.1.21 Maintain our recreation centres, sportsfields, playgrounds and parks.
  - 2.1.4 Improve the presentation of our open space.
  - 4.1.2 Maximise revenue from external grants for projects that support identified priorities.

**4. Policy and Services reports****PS.026/12 Sport and Recreation Victoria Grant Funding 2013-2014**

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- 4.1.25 Manage our major recreational facilities to secure future revenues and fund maintenance and upgrades.
  - 4.1.27 Provide a safe and healthy environment for Council staff and the community.
2. The proposed projects are also identified in the following strategic documents.
- **Eltham Central Pavilion Accessibility Project**  
Recreation Strategy 2011 - Identify opportunities to retain and increase participation in leisure and physical activity for the following priority groups: womens, young people particularly aged 15-18 years, people with disabilities and older adults.
  - **Sportsground Lighting Strategy**  
Recreation Strategy 2011 – Develop a strategic plan to address the increasing demand for access to quality soccer facilities including facility infrastructure and management opportunities.  
  
Review the current lighting infrastructure at sporting reserves and outdoor sports courts. The review should consider the lighting levels required for the different codes of sport and level of competition.
  - **North Eastern Regional Trail Strategy**  
Nillumbik Trails Strategy 2011 – Form a recreation trail planning network, to meet quarterly, with the main land management agencies and adjacent municipalities.
  - **Eltham North Soccer Lighting Project**  
Recreation Strategy 2011 - Identify opportunities to support emerging sports ie. soccer and women’s football, through access to facilities and support infrastructure.  
  
Eltham North Masterplan 2007 – Identified as a medium priority the installation of light towers to the oval to address the need for increased usage and risk.

**Budget implications**

3. The aggregated CFFP applications request a total of \$240,000 from Sport and Recreation Victoria and would require \$306,000 matching funding in the 2013-2014 capital works budget.
4. The Minor Facilities application requests \$100,000 from SRV and would require \$220,000 matching funding. This matching funding is currently included in the 2012-2013 Capital Works Program (\$60,000). This matching funding is currently included in the 2012-2013 Capital Works Program (it is recommended this amount be carried forward into the 2013-2014 Capital Works Program) and the remaining \$160,000 is identified in the draft 2013-2014 capital works budget.



**4. Policy and Services reports**

**PS.026/12 Sport and Recreation Victoria Grant Funding 2013-2014**

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5. The Soccer Facilities application requests \$75,000 from SRV and would require \$56,000 matching funding in the draft 2013-2014 capital works budget. This matching funding is currently included in the 2012-2013 Capital Works Program and it is recommended this amount be carried forward into the 2013-2014 Capital Works Program.
6. The Sports Ground Lighting Strategy Planning Application request \$15,000 from SRV and would require \$10,000 matching funding. This matching funding will be sought via the 2013-2014 New Initiative and Obligations budget process.
7. The North Eastern Regional Trail Strategy Planning Application requests \$50,000 from SRV and would require \$100,000 matching funding. This matching funding would be made up from five participating Council's contributing \$20,000 each. Nillumbik Shire Council's contribution will be sought via the 2013-2014 New Initiative and Obligations budget process.

**Consultation/communication**

**Eltham Central Pavilion Accessibility Project**

8. Council allocated \$20,000 in the 2011-2012 budget and Insight Architect were engaged to work in partnership with officers and the Eltham Club Inc. (Eltham Football Club, Eltham Junior Football Club and Eltham Cricket Club) to confirm a detailed design for a staged development of Eltham Central Pavilion.
9. Officers and the Eltham Club have agreed on the detailed design and the Accessibility Project is Stage One of the overall Eltham Central Pavilion Redevelopment.

**Sports Ground Lighting Strategy**

10. During the preparation of the Recreation Strategy 2011, extensive community consultation with sporting clubs and the wider community was undertaken.

**North Eastern Regional Trail Strategy**

11. The planning application for the Regional Trail Strategy project is a collaborative response by the CEO's of the seven North East Melbourne LGA's to identify and address gaps in the trail network.

**Eltham North Soccer Lighting Project**

12. The Soccer Facilities funding application is an outcome of the Eltham North Reserve Masterplan and will provide increased capacity for usage of the recently refurbished oval surface.
13. The Soccer Facilities funding application has followed consultation with the soccer clubs using the existing facilities at Eltham North Reserve and their requirement for additional training facilities to assist with managing growth in their membership.
14. Officers are currently seeking letters of support from sporting clubs using the Eltham Central Pavilion and Eltham North Reserve. Letters of support for the Sports Ground Lighting Strategy are also being sought from the various sporting Associations which have member clubs within Nillumbik.

## 4. Policy and Services reports

## PS.026/12 Sport and Recreation Victoria Grant Funding 2013-2014

**Issues/options**

15. Sport and Recreation Victoria's CFFP helps provide high quality, accessible community sport and recreation facilities across Victoria. Announcements for successful funding applications are made for the Minor Facilities in December 2012 and for the Planning and Soccer Funding in February 2013.
16. There are six categories for funding under the CFFP Program:
- Better Pools – Grants of up to \$3 million are available to provide high quality aquatic leisure facilities through new or redeveloped aquatic leisure facilities.
  - Major Facilities – Grants of up to \$650,000 (where the total project cost is more than \$500,000 excluding GST) are available to develop or upgrade major sport and recreation facilities.
  - Seasonal Pools – Grants of up to \$200,000 are available to rejuvenate seasonal swimming pools in rural, regional and outer municipalities that are significantly isolated from a year round aquatic facility.
  - Minor facilities – Grants of up to \$100,000 for any one project (where the total project cost is up to \$500,000 excluding GST) are available for community groups, working in partnership with local government to develop or upgrade community sport and recreation facilities.
  - Soccer Facilities – Grants totalling \$100,00 for up to two projects are available for local soccer clubs, working in partnership with local government to upgrade existing or develop new facilities to maximise participation opportunities in soccer.
  - Planning – Funding is available for planning initiatives that address the future sport and recreation needs of communities through better information gathering, consultation and strategic planning
    - Grants of up to \$30,000 are available for projects focusing on recreation planning and facility feasibility planning in one municipality.
    - Grants of up to \$50,000 are available for regional planning initiatives that demonstrate inter-municipal needs and financial support from multiple local government authorities.
17. Given Nillumbik is an interface Council; project funding will be distributed according to the following grant levels and ratios:

<b>Categories</b>	<b>Maximum Grant</b>	<b>Ratios</b>
Planning category	\$30,000	SRV \$1.5:\$1 local
Minor facilities	\$100,000	SRV \$1.5:\$1 local
Major facilities	\$650,000	SRV \$1:\$2 local
Better pools	Up to \$3 million	SRV \$1:\$2 local

## 4. Policy and Services reports

## PS.026/12 Sport and Recreation Victoria Grant Funding 2013-2014

Categories	Maximum Grant	Ratios
Soccer facilities	\$100,000	SRV \$1.5:\$1 local
Seasonal pools	\$200,000	SRV \$1:\$1 local

18. This report seeks council endorsement of the applications submitted for CFFP.
19. The Minor Facilities application for the Eltham Central Pavilion Accessibility Project was identified as a priority following consultation with the sporting clubs at the site. There is indicative funding in the draft 2013-2014 capital works program for terracing works to enhance accessibility at the site. This project includes an upgrade of the toilets and the installation of a ramp thereby making the facility accessible and meeting Disability Discrimination Act (DDA) Guidelines. This project is Stage one of more extensive works to the pavilion that will be funded by the Eltham Club Inc.
20. The Planning application for a Sportsground Lighting Strategy will address the need for a planned, prioritised and strategic approach to the provision of sportsground lighting across the Shire. The proposed Sportsground Lighting Strategy will provide information to inform Council and clubs as to the financial considerations, asset management and risk issues associated with replacement of sportsground lighting or the installation of new lighting at Council managed outdoor sportsgrounds.
21. The Planning application for the North Eastern Regional Trails Strategy project will identify regional trails throughout the north eastern Melbourne metropolitan region, confirm the feasibility of trails, and identify alternative routes to get around 'show stoppers'. A priority works program will be developed which will include detailed design for the proposed works, approvals from land owners and a funding strategy for delivery.
22. The Soccer Facilities application for the Eltham North Soccer Lighting Project will provide sportsground lighting for the recently refurbished oval used by the Eltham North Redbacks Soccer Club, the Eltham Eagles Soccer club and community events held by Eltham North Primary School and other community user groups.
23. Once the outcome of the applications is known, the 2013-2014 draft budget will need to be adjusted to reflect the application outcomes. It should also be noted that history suggests not all projects applied for will be funded.

**Conclusion**

24. The applications for SRV funding outlined in this report are consistent with Council's strategies for improved sporting facilities within the Shire. Each of the projects will provide clear community benefit.

**4. Policy and Services reports****PS.027/12      Warringah Crescent Special Charge Scheme, Eltham – intention to declare****File:            35/45/071****Distribution:   Public****Manager:      Conal Creedon, General Manager Infrastructure Services****Author:        Patrick Wood, Design Coordinator****Summary**

On 25 November 2008, following the abandonment of a Special Charge Scheme for Warringah Crescent, Eltham, Council carried a motion to 'Investigate the options to improve safety on the section of Warringah Crescent adjacent to properties 38, 42, 47 and 50'.

Questionnaires were sent to all property owners between 34 and 50 Warringah Cr, Eltham on 5 April 2011 to establish the level of support to construct the road adjacent to these properties.

After conducting a survey and determining that 67 per cent of property owners support road sealing, Council resolved on 12 July 2011 to proceed with the consultation process for the Warringah Crescent, Special Charge Scheme, Eltham (Item PS.035/11).

Council officers have held information sessions and task group meetings, including one on site, in line with Council's policy for Special Charge Schemes. The final information session for all interested property owners involved in the Scheme, was held on 11 July 2012.

The next stage in the Special Charge Scheme process is for Council to give notice of its intention to declare a Special Charge Scheme for Warringah Crescent. This allows any affected person to make a submission or objection before Council decides on levying the Special Charge.

**Recommendation****That the Committee (acting under delegation from Council):**

- 1. Gives notice of its intention to declare a Special Charge Scheme in accordance with Part eight of the *Local Government Act 1989*, for the construction of the Warringah Crescent subject to the following conditions:**
  - a) The Special Charge Scheme shall apply to the properties in Warringah Crescent, Eltham as shown in Attachment 1.**
  - b) The apportionment of costs to each property is based on the method shown in the report and Attachment 2.**
  - c) The total estimated cost to each property is shown in Attachment 3 and may be paid as a lump sum or by quarterly installments over a ten year period with interest as provided by section 163(1)(b) of the *Local Government Act 1989*.**

**4. Policy and Services reports**

**PS.027/12 Warringah Crescent Special Charge Scheme, Eltham – intention to declare**

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- d) **The interest rate applicable to installments paid by each due date is to be one percent higher than the rate applying to Council in relation to funds borrowed for this project.**
- 2. Declares the Special Charge Scheme for Warringah Crescent shall remain in force for ten years.**
- 3. Within 12 months of the completion of works, issues a final cost statement to all properties in Warringah Crescent and any adjustment to liabilities will be made at the time.**
- 4. Estimates the total project cost is \$181,440. The estimated cost of the scheme is \$121,440 with a benefit ratio of 'one' (100 per cent). The total amount to be levied under this Special Charge is \$121,440. Council will be contributing \$60,000 toward the improvement of safety adjacent to properties 32, 42, 47 and 50. This amount has been included in the 2012-2013 Capital Works Program.**

**Attachments**

1. Warringah Crescent, Eltham – Special Charge Scheme Area, 1 page.
2. Guidelines for Apportionment of Costs for Road Construction, 2 pages.
3. Apportionment of costs – Warringah Crescent Special Charge Scheme, 1 page.

**Policy context**

1. A strategy of the Council Plan 2009-2013 is to 'Develop and maintain our road and footpath network ensuring a sustainable and well managed natural and built environment.'

**Budget implications**

2. Council has incurred costs for investigating the level of support for construction, survey and design which has been incorporated in the current budget. If a Scheme proceeds these costs will be recovered when the charge is levied.
3. Council will have a liability of \$60,000 for the improvement of safety adjacent to properties 38, 42, 47 and 50. This cost has been included in the 2012-2013 Capital Works Program.

**Consultation/communication**

4. Consultation has been carried out in line with Council's Special Rates and Charges Policy and Procedure. This involved questionnaires being sent to property owners included in the Scheme, to investigate the level of support for road construction on 5 April 2011.
5. An information session was held for the property owners involved in the Scheme, on 8 September 2011.
6. Task group meetings were held on 8 February 2012 and 18 April 2012.
7. A final information session for all property owners in the Scheme was held on the 11 July 2012 and was attended by two property owners.

**4. Policy and Services reports**

**PS.027/12 Warringah Crescent Special Charge Scheme, Eltham – intention to declare**

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8. This report commences the statutory process to levy the Special Charge. Council must first give notice of its intention to declare a special charge and hear any submissions and/or objections to the Scheme. Following this, Council may resolve to declare, vary or abandon the scheme.

**Issues/options**

9. On 25 November 2008, following the abandonment of a Special Charge Scheme for Warringah Crescent, Eltham, Council carried a motion to 'Investigate the options to improve safety on the section of Warringah Crescent adjacent to properties 38, 42, 47 and 50'.
10. Questionnaires were sent to property owners to determine the level of support to construct Warringah Crescent, Eltham, between properties 34 and 50. It was determined that the overall level of support for sealing the road was 67 per cent, representing four out of six properties.
11. At its meeting on 12 July 2011, Council resolved to proceed with consultation for the Warringah Crescent, Special Charge Scheme (Item PS.035/11).
12. Following Council's resolution to proceed with the Scheme, an information session for all property owners was held on 8 September 2011, to discuss the proposed design and the remainder of the Special Charge Scheme and consultation procedure.
13. A task group was formed following the information session. The task group met with Council officers on 8 February 2012 and 18 April 2012, to develop the proposed design.
14. The proposal for Warringah Crescent is an urban construction standard with kerb and channel, underground drains and an asphalt surface. This standard is considered appropriate as property sizes are less than 0.4ha and are considered unable to absorb storm water on site.
15. This proposed design was presented at a final information session, held on 11 July 2012 and was attended by two property owners. The final estimated cost of the project is within one per cent of the original estimated cost.
16. The special benefit of the road construction is considered to be improved access and amenity to property owners and the residents in the scheme. There is no Council land, non rateable land or Crown land within the scheme and the standard of the road will not need to increase beyond the normal residential standard in the area. Considering this, it has been determined that there is no special benefit to the community and no special benefit to properties not included in the Scheme. Therefore, the benefit ratio is one (100 per cent). However, Council is contributing \$60,000 for the improvement of safety adjacent to properties 38, 42, 47 and 50 Warringah Crescent.
17. The next stage in the process for the Warringah Crescent Special Charge Scheme is for Council to commence the statutory process by giving notice of its intention to declare the Scheme.

4. Policy and Services reports

PS.027/12 Warringah Crescent Special Charge Scheme, Eltham – intention to declare

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**Appeal rights**

18. Property owners have two further avenues for input during the statutory process.
19. The first is when Council serves notice of its intention to declare a Special Charge Scheme for Warringah Crescent. At this time:
  - Any person may make a submission in accordance with section 223 of the *Local Government Act 1989* in relation to Council's proposal to declare a Scheme.
  - Any person required to pay the Special Charge may object to the proposed declaration. If objections are received from more than 50 per cent of affected properties, Council will not be able to proceed with the Scheme.
20. The second opportunity is when Council formally declares a Special Charge Scheme for Warringah Crescent, property owners will have the right to appeal to the Victorian Civil and Administrative Tribunal (VCAT).

**Apportionment method**

21. The apportionment of costs for the Scheme is based on 75 per cent for benefit and 25 per cent for frontage. A more detailed explanation of the apportionment can be found in Attachment 2.

**Conclusion**


22. The consultation process for the Warringah Crescent Special Charge Scheme has been completed in line with Council's Special Rates and Charges Policy and Procedure. This included questionnaires to establish the level of support for road construction, two information sessions and two task group meetings, including one onsite meeting.
23. The next stage in the process is for Council to commence the statutory process by resolving to issue a notice of intention to declare the Scheme, publicly advertise the intention to declare the Scheme and notify all affected property owners.



# Attachment 1: Warringah Crescent, Eltham - Special Charge Scheme Area



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 SPECIAL CHARGE SCHEME AREA - PROPERTIES BETWEEN 34 AND 50







## **Guidelines for Apportionment of Costs for Road Construction**

### **Apportionment of 75% of the Road Construction Cost on the Basis of Benefit Unit**

A property derives 'special benefit' through having its road constructed. This benefit may be made up of issues including reduction in dust, better/smooth access, reduced vehicle operating costs, environmental benefits and control of storm water runoff from the road. This 'benefit' is not necessarily related to a properties dimensions, so the concept of Benefit Unit is used, as follows:

- All properties whether developed or otherwise, to which direct access may reasonably be obtained by means of the streets to be constructed shall be apportioned one (1) Benefit Unit.
- All properties that have a sideage or rearage to the scheme shall be apportioned one half (0.5) of a Benefit Unit.
- Units or dual occupancies that have a frontage to the scheme shall be apportioned 0.6 of a Benefit Unit.
- Units or dual occupancies that have a sideage to the scheme shall be apportioned 0.3 of a Benefit Unit.
- The benefit unit for properties (where there is already a section of constructed road in front of their property) will be based on a percentage of constructed road versus unconstructed road.
- Properties which are considered to have subdivisional potential when the owners have demonstrated an intention to subdivide by applying for a planning permit either prior to or during the Scheme process, up to the reconciliation stage. These properties will be apportioned an extra benefit unit for each additional property for the purpose of being "fair and equitable" in regards to the special benefit that these properties will receive.

### **Apportionment of 25% of the Road Construction Cost on the Basis of Amenity**

The benefit that a property receives from road construction varies to some extent with the exposure that it has to the road. For example, a property with a very long frontage has more exposure to the dust problem from a gravel road and, therefore, is considered to receive more benefit from construction of the road than does a differently shaped property that has a relatively small frontage. This difference in relative benefit is not generally proportional to the difference in dimensions between properties, which is why only 25 percent of the total cost of road construction is apportioned on this basis. The concept of Amenity Unit is outlined as follows:

- All properties fronting the scheme will be proportioned one (1) Amenity Unit per metre of frontage for that property.
- All properties with a sideage to the scheme will be apportioned one half (0.5) Amenity Unit per metre of sideage for that property.
- All properties with a rearage to the scheme will be proportioned one half (0.5) Amenity Unit per metre of rearage for that property.

### **Apportionment of Easement Drainage Cost on the Basis of Area**

- Each property that contributes runoff to the catchment will be apportioned a drainage charge, based on the properties area as a proportion of the total catchment area.

### **Council Contributions**

#### **Exempt Land**

“Exempt” land is land controlled by the Government. Generally speaking this is Council reserves and Crown Land controlled by the State Government.

Council and/or State Government shall be liable for a contribution as a land owner based on the Guidelines for Apportionment of Costs.

- **Exempt Land:** The limit on Council’s contribution to a scheme for Council owned land and exempt land will not exceed \$1,000 per average property involved in the scheme without specific Council approval. Should the required Council contribution exceed \$10,000 in total, it will need to be considered as part of the Capital Works budget estimates process.

This is to ensure both equity and financial control, to manage Council’s obligations in cases where the contribution required for exempt land may be an excessive subsidy provided to individual property owners by the ratepayers of Nillumbik. It provides guidelines to affected property owners in the case where high Council contributions may arise and simply means that such a case would need to go through the Council approval and budget process.

Whilst Government shall make a financial contribution as outlined above they are exempt from voting procedures to determine whether or not the scheme proceeds.

- **Community Benefit:** In addition to the special benefit derived by those properties with direct abuttal or sole access from a road, Council will make a contribution for ‘community benefit’ in cases where the construction standard needs to be increased beyond that of a typical residential street, to cater for through traffic. The level of Council’s contribution will be based on the cost differential between the required standard and the standard that would be required solely for local traffic.

## Attachment 3: Apportionment of costs - Warringah Crescent, Eltham, Special Charge Scheme

Property Address	Frontage	Sideage/ Rearage	Abuttal Unit	Abuttal Cost	Benefit Unit	Benefit Cost	Total Cost
34 Warringah Crescent	60.970	0.000	60.97	\$ 6,043.23	1	\$ 15,179.94	\$ 21,223.17
38 Warringah Crescent	44.400	0.000	44.400	\$ 4,400.84	1	\$ 15,179.94	\$ 19,580.78
39 Warringah Crescent	58.930	0.000	58.93	\$ 5,841.03	1	\$ 15,179.94	\$ 21,020.97
42 Warringah Crescent	16.850	0.000	16.850	\$ 1,670.14	1	\$ 15,179.94	\$ 16,850.08
47 Warringah Crescent	41.120	65.660	73.950	\$ 7,329.78	1	\$ 15,179.94	\$ 22,509.72
50 Warringah Crescent	46.020	10.360	51.200	\$ 5,074.85	1	\$ 15,179.94	\$ 20,254.78
<b>Totals</b>			306.3	\$ 30,359.88	6	\$ 91,079.63	\$ 121,439.50

TOTAL SCHEME COST	\$181,440	ABUTTAL RATE / METER	\$99.12
Council Contribution	\$60,000	BENEFIT RATE / UNIT	\$15,179.94
Total Amount Levied	<b>\$121,440</b>		

ABUTTAL PERCENTAGE	0.25
BENEFIT UNIT PERCENTAGE	0.75

TOTAL ABUTTAL COST	<b>\$30,360</b>
TOTAL BENEFIT UNIT COST	<b>\$91,080</b>

- 5. Supplementary and urgent business**
- 6. Confidential reports**

**Motion**

**That the meeting be closed to consider confidential report items pursuant to section 89(2) of the *Local Government Act 1989*.**