

Golf Course Redevelopment Standing Advisory Committee

Version: 11 July 2019

The Golf Course Redevelopment Standing Advisory Committee is an advisory committee appointed under Part 7 section 151 of the *Planning and Environment Act 1987* to consider Planning Guidelines for Golf Course Redevelopment and proposals for redevelopment of golf course land within the Urban Growth Boundary (UGB) of metropolitan Melbourne.

Name

1. The advisory committee is to be known as the 'Golf Course Redevelopment Standing Advisory Committee'.
2. The advisory committee is to have members with the following skills:
 - a. Strategic and statutory land use planning
 - b. Urban design and landscape architecture
 - c. Environment and biodiversity
 - d. Traffic/transport planning.
3. The committee will include a Chair, Deputy Chair(s) and other appropriately qualified members.
4. The committee may seek specialist advice as appropriate.

Purpose

5. The purpose of the advisory committee is to:
 - a. Review the draft Planning Guidelines for Golf Course Redevelopment, which includes a decision-making framework that will be used to assess proposals for the future redevelopment of surplus golf course land primarily within metropolitan Melbourne and advise how the guidelines can be given effect in the Victorian Planning System.
 - b. Advise whether proposals for the rezoning of golf course land within the UGB of metropolitan Melbourne to facilitate redevelopment for urban purposes satisfy the planning guidelines and are consistent with state and local policy.

Background

6. Golf is one of Australia's most popular organised recreational activities. There are over 1.2 million golfers Australia wide, and more than 300,000 Victorians played golf in 2015 at more than 350 golf clubs across the state.
7. A 2016 study commissioned by Golf Victoria found golf in Victoria contributes \$883.6 million in economic and health benefits to the Victorian community and there are 6,900 full-time equivalent jobs in the golf industry. Visit Victoria figures showed \$564 million in total expenditure from visitors to and within Victoria who played golf while visiting Victoria in 2017.
8. The sport is experiencing big changes in demand. Overall, traditional golf club membership is in decline and clubs are facing changing leisure patterns and increasing operating costs. Some golf clubs have been forced to merge or close. This trend has drawn developer interest in golf course land.
9. Victoria has more golf courses per capita than the rest of Australia. There is a need for some rationalisation and possible redistribution of golf course locations to match population growth and strengthen the viability and continuity of clubs.
10. Melbourne is under constant pressure from urban development and competing land use demands. Approximately 290 hectares of golf course land has been sold in recent years.

11. Golf courses provide social, environmental and cultural heritage values in metropolitan Melbourne:
 - a. 139 are located next to parks
 - b. 69 are on waterways, with some land subject to flooding
 - c. Sixty-five per cent of golf course land provides for biodiversity and native habitat.
12. Acting on Action 67 of the *Plan Melbourne 2017–2050* Implementation Plan, the Victorian Government established a taskforce to inform the development of a Planning for Golf in Victoria Discussion Paper. The discussion paper was published in July 2017 and was followed by a six-week engagement process.
13. The Planning for Golf in Victoria Discussion Paper proposed a suite of ideas to help navigate five key challenges for golf in Victoria. These were:
 - a. Participation challenge – How will golf adapt and attract new participants?
 - b. Membership challenge – Club membership has been in decline and operational costs are rising. How will golf clubs reverse this trend and balance a club's competing interest?
 - c. Supply and demand challenge – Victoria has more golf courses per capita than the rest of Australia. How do we best provide for golf courses in the future?
 - d. Land use challenge – Victoria is faced with a range of land use challenges. How do we protect the land values of golf courses and consider opportunities the land may present to help meet other land use needs?
 - e. Governance challenge – Golf club and course administrators must address multiple challenges and increasing responsibilities as office bearers. How can we support the golf workforce to meet facility and land use challenges?
14. There was broad support from stakeholders, industry groups and the community for many ideas raised in the discussion paper, particularly for addressing the land use challenge presented by proposals for the rezoning and redevelopment of golf course land.
15. Recognising that golf course land, especially land within Melbourne's UGB can be considered for rezoning, the Victorian Government wishes to ensure new proposals for redevelopment are assessed according to consistent criteria outlined in a planning decision-making framework.

PROCESS

Part 1: Review of draft Planning Guidelines for Golf Course Redevelopment

Scope

16. The Department of Environment, Land, Water and Planning (DELWP) has prepared draft Planning Guidelines for Golf Course Redevelopment.
17. The advisory committee is to provide advice on the draft Planning Guidelines for Golf Course Redevelopment.

Stage 1 – Exhibition

18. DELWP will give notice of the draft Planning Guidelines for Golf Course Redevelopment for at least 20 business days. Notice will include:
 - a. all Victorian councils
 - b. Golf Victoria
 - c. Any person or organisation that made a submission to the Planning for Golf in Victoria Discussion Paper.

Stage 2 – Workshops

19. The advisory committee may conduct workshops or forums to explore issues or other matters. Any workshops or forums will be held in public.

Stage 3 – Outcomes

20. The advisory committee must produce a written report for the Minister for Planning providing the following:
- a. an assessment of the draft Planning Guidelines for Golf Course Redevelopment and decision-making framework including any recommended changes
 - b. an assessment of submissions about the Planning Guidelines for Golf Course Redevelopment
 - c. recommendations on how the guidelines could be operationalised in the Victorian Planning System
 - d. a list of people who made submissions considered by the advisory committee
 - e. a list of people consulted or heard.

Part 2: Review of redevelopment proposals

Referral

21. The Minister for Planning or delegate may refer redevelopment proposals in one or more locations to the advisory committee for advice on future planning controls on the land.
22. The Minister for Planning may include land owned by the Victorian Government or local government where it enables a more comprehensive delivery outcome for the state. The inclusion of this land must be agreed to by the Minister for Planning as part of any referral.
23. In making a referral, the Minister for Planning or delegate must be satisfied that the proposed planning controls for the land make proper use of the Victoria Planning Provisions and are prepared and presented in accordance with the Ministerial Direction on the Form and Content of Planning Schemes.
24. A proposal may be in the form of changes to the planning scheme or a combined planning scheme amendment and planning permit.

Scope

25. The advisory committee may inform itself in anyway it sees fit, and must consider all relevant matters, including but not limited to:
- a. the suitability of the proposal against the Planning Guidelines for Golf Course Redevelopment reviewed by the advisory committee
 - b. whether the proposed planning provisions make proper use of the Victoria Planning Provisions and are prepared in accordance with the Ministerial Direction on the Form and Content of Planning Schemes
 - c. relevant provisions of the *Planning and Environment Act 1987*, the Victoria Planning Provisions and *Plan Melbourne 2017–2050*
 - d. the relevant local planning schemes, including any exhibited or adopted planning scheme amendments
 - e. any adopted plans or strategies
 - f. strategic work by government in, or affecting, the area where the golf course land rezoning and/or redevelopment proposal is located, such as regional land use framework plans and sport and recreation facility provision plans
 - g. the views of project proponents and all relevant material prepared by of for project proponents, including any amended documentation
 - h. the views of the relevant council in the area where a proposal is located
 - i. the views of relevant referral and servicing authorities and Crown land management agencies
 - j. all relevant material provided the advisory committee by all other participating parties
 - k. all relevant submissions and evidence received
 - l. any additional matters as directed by the Minister for Planning.

Process

Stage 1 - Exhibition

26. Following the referral of a redevelopment proposal, the advisory committee will liaise with DELWP to agree:
 - a. the public exhibition period dates
 - b. a directions hearing date (if applicable), and
 - c. the public hearing dates
27. DELWP will give notice of the proposal for at least 30 business days. Notice will include:
 - a. direct notice to owners and occupiers who may be materially affected by the proposal
 - b. a notice in a local newspaper generally circulating in the area
 - c. direct notice to government agencies and servicing authorities
 - d. direct notice to relevant councils.
28. The advisory committee is not expected to carry out any additional public notification or referral but may do so if it considers it to be appropriate.

Stage 2 – Public hearing

29. The advisory committee is expected to carry out a public hearing and provide all submitters with an opportunity to be heard. Submitters are not required to have formal representation at the hearing.
30. The advisory committee may limit the time of parties appearing before it.
31. The advisory committee may prohibit or regulate cross-examination.

Stage 3 – Outcomes

32. The advisory committee must produce a written report for the Minister for Planning providing the following:
 - a. an assessment of each referred matter against the planning guidelines and decision-making criteria
 - b. an assessment of relevant state and local policy for each referred matter
 - c. an assessment of submissions to the advisory committee
 - d. any other relevant matters raised during the advisory committee process
 - e. recommendations to the Minister for Planning on whether a proposal should proceed and under what planning controls
 - f. a list of people who made submissions considered by the advisory committee
 - g. a list of people consulted or heard.

General – Applicable to Part 1 and Part 2

33. The advisory committee may meet and invite others to meet with it when there is a quorum of at least two members.
34. The advisory committee may seek advice from experts when it considers this is necessary.
35. Submissions will be collected by the Office of Planning Panels Victoria (PPV) in accordance with the 'Guide to Privacy at PPV' and collected through the Engage Victoria website. Electronic copies of the submissions will be made available to the proponent, each relevant council and DELWP. Electronic copies may also be provided to other submitters upon request.
36. Petitions and proforma letters will be treated as a single submission and only the first name to appear on the submission will receive correspondence about advisory committee matters.

37. The advisory committee may conduct workshops or forums to explore design issues or other matters. Any workshops or forums will be held in public.
38. The Minister for Planning may seek additional advice from the advisory committee consistent with the Terms of Reference.
39. The advisory committee may apply to the Minister for Planning to vary these Terms of Reference in any way it sees fit before submitting its report to the Minister for Planning.
40. Following the submission of the report, the advisory committee may deliver an oral briefing to Department staff or the Minister for Planning.

Submissions are public documents

41. The advisory committee must retain a library of any written submissions or other supporting documentation provided to it directly to it until a decision has been made on its report or five years has passed from the time of its appointment.
42. Any written submissions or other supporting documentation provided to the advisory committee must be available for public inspection until the submission of its report, unless the advisory committee specifically directs that the material is to remain 'in camera'.

Timing

43. **Part 1:** The advisory committee is required to submit its report as soon as practicable but no later than 40 business days from the collection of submissions or 20 business days from the completion of workshop or forums.
44. **Part 2:** The advisory committee is required to submit its report as soon as practicable but no later than 40 business days from the completion of its hearings.

Fee

45. The fee for the advisory committee will be set at the current rate for a panel appointed under Part 8 of the *Planning and Environment Act 1987*.
46. **Part 1:** The costs for the advisory committee of 'Stage 1: Review of Planning Guidelines for Golf Course Redevelopment', are to be met by DELWP.
47. **Part 2:** The costs of the advisory committee of 'Stage 2: Review of redevelopment proposals', are to be met by project proponents unless the Minister for Planning directs otherwise.



Hon Richard Wynne MP
Minister for Planning

Date:

11/8/19