

West Wimmera Planning Scheme

Draft Amendment C38wwim

Explanatory Report

Overview

The draft amendment will implement updated flood modelling undertaken for local catchments within the West Wimmera Shire Council. It applies a new Floodway Overlay (FO) and modifies the existing Land Subject to Inundation Overlay (LSIO) to reduce risks associated with riverine flood events in the townships of Harrow and Chetwynd. The draft amendment also updates the naming convention for the LSIO to introduce a schedule number to ordinance and associated maps.

Where you may inspect this draft amendment

The draft amendment can be inspected free of charge at the West Wimmera Shire Council website at [https://www.westwimmera.vic.gov.au/Have-Your-Say/ Draft-Amendment-C38wwim-Flood-Studies](https://www.westwimmera.vic.gov.au/Have-Your-Say/Draft-Amendment-C38wwim-Flood-Studies)

And/or

The draft amendment is available for public inspection, free of charge, during office hours at the following places:

West Wimmera Shire Council
49 Elizabeth Street
Edenhope 3318

West Wimmera Shire Council
25 Baker Street
Kaniva 3419

Submissions

Any person may make a submission to West Wimmera Shire Council about the draft amendment. Submissions about the draft amendment must be received by 28 September 2026.

A submission must be sent to:

West Wimmera Shire Council
Attn Planning
PO Box 201

Edenhope
VIC 3318

Standing Advisory Committee hearing dates

If required, this draft amendment will be considered by the Flood-related Amendments Standing Advisory Committee, appointed pursuant to Part 7, section 151 of the *Planning and Environment Act 1987* to provide advice to the Minister for Planning, councils and catchment management authorities on draft flood-related amendments.

If required, dates for the Amendment C38wwim Flood-related Standing Advisory Committee are reserved for:

- Directions hearing: Week commencing 12/11/2026
- Committee hearing: Week commencing 10/12/2026

Details of the draft amendment

Who is the planning authority?

This draft amendment has been prepared by the West Wimmera Shire Council. The Minister for Planning will become the planning authority for this draft amendment.

The draft amendment has been made at the request of the West Wimmera Shire Council in conjunction with the Glenelg Hopkins Catchment Management Authority.

Land affected by the draft amendment

The draft amendment applies to land in the townships of Harrow, Chetwynd, Dergholm and Connawirricoo as shown in Figures 1, 2, 3 & 4.

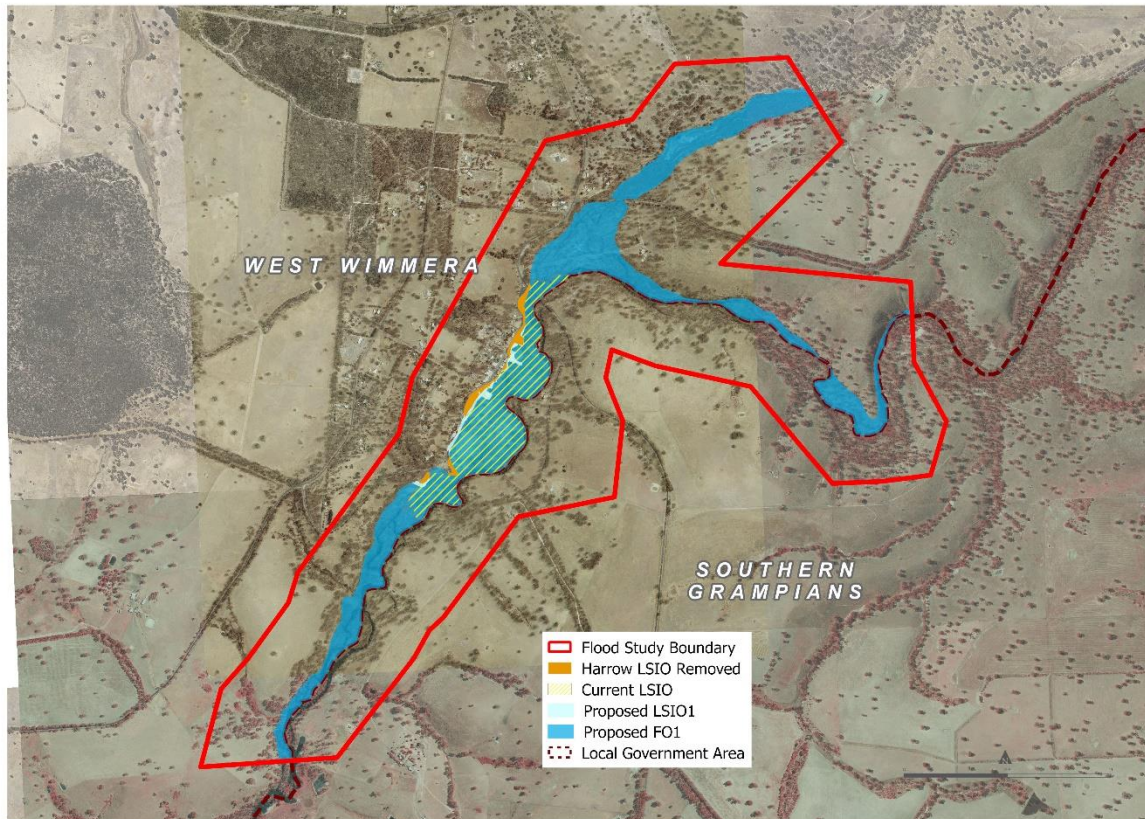


Figure 1: Proposed Harrow FO1 and LSI01.

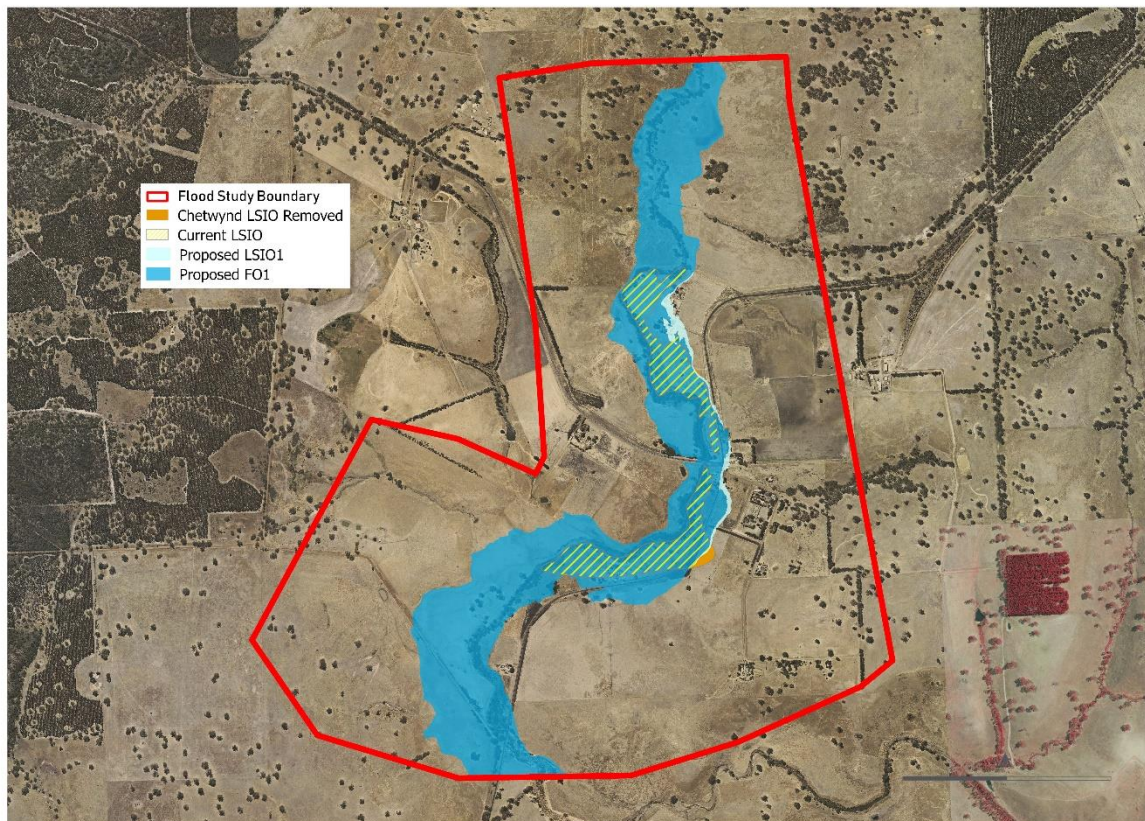


Figure 2: Proposed Chetwynd FO1 and LSI01.

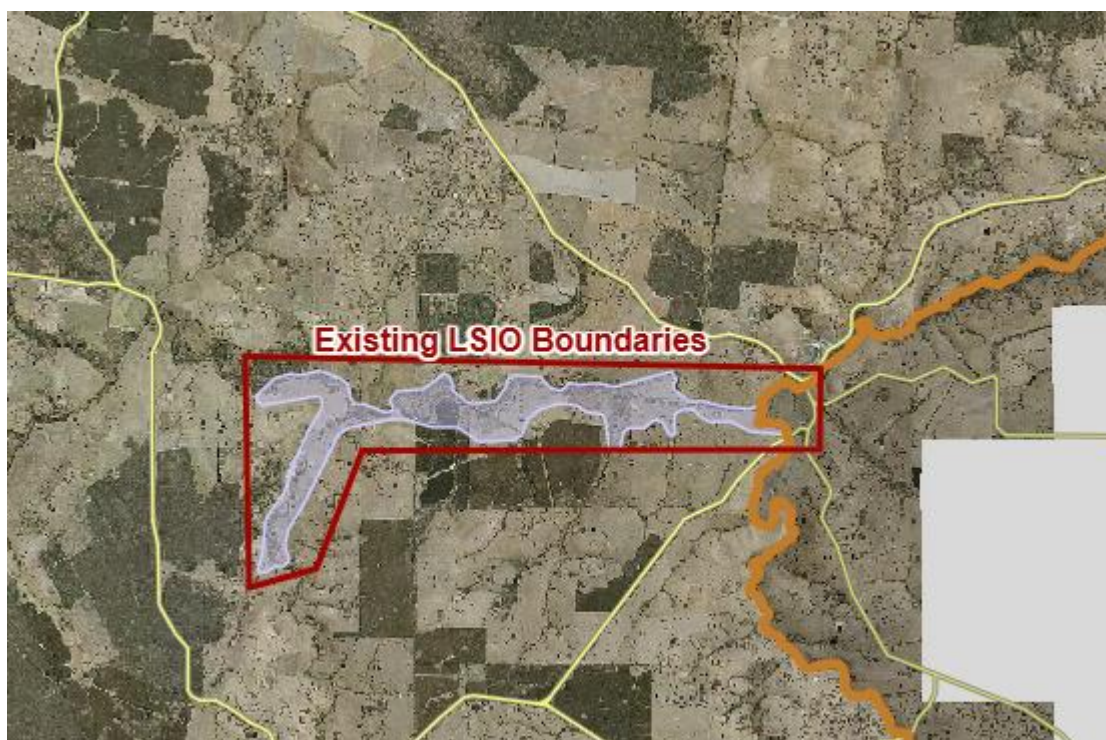


Figure 3: Existing Connewirricoo LSIO to LSIO1

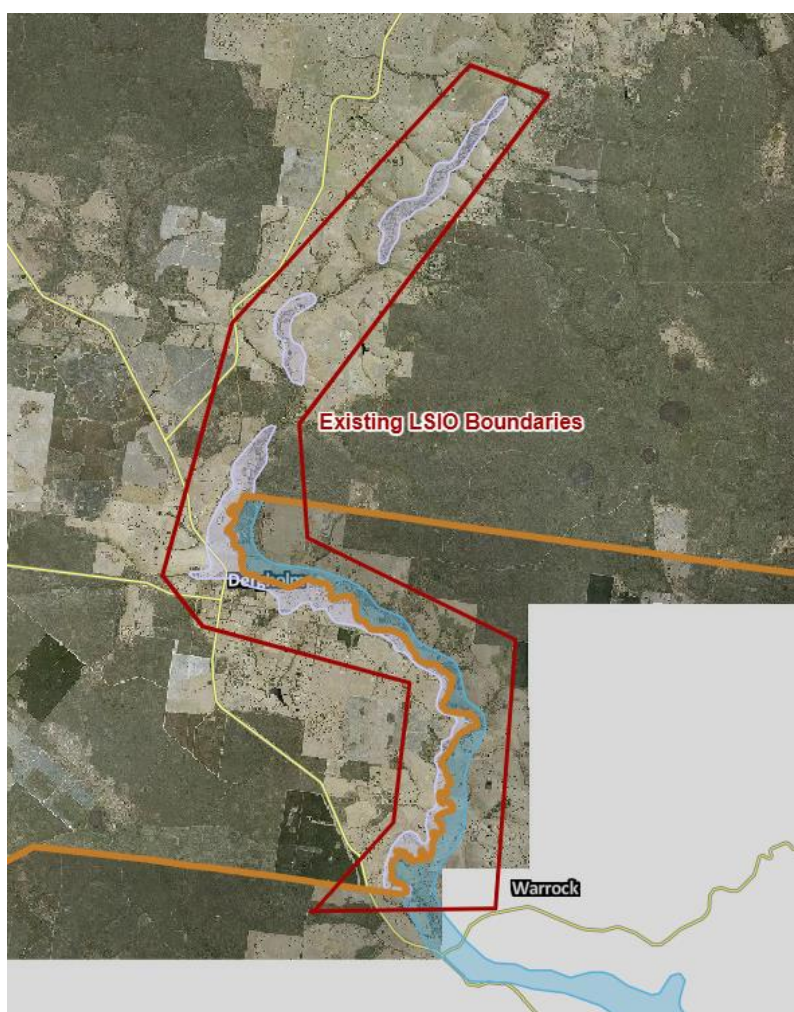


Figure 4: Existing Dergholm LSIO to LSIO1

What the draft amendment does

The draft amendment implements the recommendations of the *Harrow Flood Investigation* (Water Technology Pty Ltd, June 2017) and the *Chetwynd Flood Intelligence and Flood Mapping* (Water Technology Pty Ltd, June 2018).

The draft amendment reflects updated flood mapping adjusted for the inclusion of the impacts of climate change as per the *Australian Rainfall and Runoff, Version 4.2, Climate Change Considerations chapter* (Book 1, Chapter 6).

It applies a new Floodway Overlay – Schedule 1 (FO1) and modifies the extent of the existing Land Subject to Inundation Overlay – Schedule (LSIO) to land identified as flood prone in Harrow and Chetwynd to reflect this latest flood modelling.

Specifically, the draft amendment makes the following changes:

Overlay maps

- Amends Planning Scheme Map Nos. 32 LSIO, 33 LSIO-FO, 34 LSIO-FO, 35 LSIO, 36 LSIO-FO, 39 LSIO and 40 LSIO to update the area currently covered by the LSIO-FO as per the flood studies, Inserts new Planning Scheme map no. 34 LSIO-FO to apply new flood mapping in Harrow and Chetwynd respectively.

Planning scheme ordinance

- Inserts Clause 44.03 (Floodway Overlay) into the planning scheme.
- Inserts Schedule 1 to Clause 44.03 (Floodway Overlay) to include objectives, a statement of risk and permit requirements.
- Amends the existing Schedule to Clause 44.04 (Land Subject to Inundation Overlay) to include new and revised objectives, a statement of risk and permit requirements. It also updates the naming convention to Schedule 1 which is an administrative change to comply with the Ministerial Direction on the Form and Content of Planning Schemes.
- Amends the Schedule to Clause 72.03 (What this planning scheme consists of) to include new planning scheme maps in the West Wimmera Planning Scheme.

Strategic assessment of the draft amendment

Why is the draft amendment required?

The draft amendment is required to reduce the impacts of riverine flooding in Harrow and Chetwynd by introducing flood-related planning controls to manage development in flood-prone areas. Recent flood events have affected these townships, and climate change is expected to increase the frequency of such events. Flooding poses significant environmental, social, and economic risks to the community.

Following significant flood events, the Glenelg Hopkins CMA and West Wimmera Shire Council undertook the Harrow and Chetwynd flood investigations to better understand and respond to the flood risk. These investigations reviewed flood water flow and behaviour in the study area and provide recommendations for establishing planning scheme controls in areas identified as being at risk of flooding.

The draft amendment is required to implement the findings of these investigations and will ensure that planning controls reflect the most recently mapped riverine flood risk in Harrow and Chetwynd. It will identify areas susceptible to higher and lower risk riverine flooding within the two small rural settlements.

Chetwynd, situated on the Chetwynd River, has a history of flooding, most recently in 2016. The settlement includes a community centre, fire station and a cluster of houses within the Township Zone and Rural Living Zone.

Harrow is located on the Glenelg River and Salt Creek (a tributary to the Glenelg River), immediately upstream of Harrow. It experiences riverine flooding from these waterways. This historic 19th century township is situated in a valley and includes the Johnny Mullagh Recreation Reserve, a commercial area and a residential area. It is mostly located in the Township Zone.

The draft amendment introduces and updates planning permit requirements to ensure that new buildings and works and subdivision are appropriate to the flood risk. The application of the controls will allow some development to occur in areas that are deemed lower risk but restrict development in high-risk areas. In most cases, the FO1 will prohibit the creation of new lots that are entirely within the overlay.

The draft amendment implements controls based on a 1 per cent Annual Exceedance Probability flood design event accounting for the projected influence of climate change. The flood modelling was not updated, but the mapping adjusted to accord with a scenario (0.5% AEP) which closest matches is a 1% AEP flood with *Australian Rainfall and Runoff Version 4.2*. The mapping aligns with the SSP5-8.5 emission scenario by 2090 (see Chetwynd Flood Intelligence and Flood Mapping Amendment C38wwim Mapping Report (Glenelg Hopkins Catchment Management Authority, 2025) and the Harrow Flood Intelligence and Flood Mapping Amendment C38wwim Mapping Report (Glenelg Hopkins Catchment Management Authority, 2025)).

The new LSIO delineates land where flood hazard is relatively low and future development is likely. Areas within the LSIO have some potential for development but also carry some associated risks. If not managed appropriately, further development of land within the LSIO may worsen the social and economic consequences of future floods.

The FO has been applied to the remainder of the 1 percent Annual Exceedance Probability floodplain denoting land where the flood hazard is high, or where properties are already subject to zone and other overlay development restrictions

and have development potential outside the floodplain which is principally preferred.

The amendment also includes some administration changes to the existing mapped LSIO within the Dergholm and Connemurricoo areas to include them into Schedule 1 to the LSIO, these changes do not make changes to the existing controls on these properties, the only change is the creation of the schedule.

The application of flood related overlays will ensure that areas at risk of flooding are shown on planning scheme maps, enabling West Wimmera Shire Council to make informed planning decisions based on the most accurate flood extent mapping available. The draft amendment will also provide landowners, purchasers and developers access to critical information in the early stages of the development and approval process, ensuring that new development is designed with flood risk in mind.

How does the draft amendment implement the objectives of planning in Victoria?

The draft amendment implements the objectives of planning in Victoria as outlined in section 4(1) of the *Planning and Environment Act 1987* as follows:

- a) Provide for the fair, orderly, economic and sustainable use, and development of land.*

The draft amendment will result in the fair, orderly, economic and sustainable use and development of land by addressing flooding impacts for the existing and future communities of Harrow and Chetwynd. The draft amendment will regulate development in hazardous areas and implement a well-planned, holistic approach to waterway planning.

The draft amendment will assist landowners and occupiers to understand the potential flood risk and provide more certainty to the community. It will assist the Council and the Glenelg Hopkins Catchment Management Authority to make more informed and effective decisions about land affected by flooding.

- b) Provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity.*

The draft amendment identifies and protects local environmental features by applying flood controls to protect the natural functions of floodplains from unsuitable development. The draft amendment will ensure that new development is appropriately designed and located in a manner that maintains the free passage and temporary storage of floodwaters, and that future development does not compromise natural systems.

- c) Secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria.*

The draft amendment identifies areas prone to flooding and will ensure development is managed safely in and around the floodplains. This will assist in creating townships where communities can live, work and play safely and reduce the impacts

of future flooding events.

f) Facilitate development in accordance with the objectives.

The draft amendment seeks to protect new development from the effects of flooding and minimise the effect of development on flood processes.

The draft amendment achieves the objectives of planning in Victoria by updating planning scheme provisions to guide development for the benefit of the Shire, consistent with state, regional and local planning policy.

g) Balance the present and future interests of all Victorians.

The draft amendment will reduce the impacts of flood events in the future, which will benefit present and future local interests. The overlays will create additional permit requirements, however, will ultimately benefit owners of new buildings, which will be less impacted by flood events. The overlay schedules have been drafted to balance the need for regulation with a desire to avoid unnecessarily impinging on the rights of landowners. It will ensure future development occurs in a logical manner consistent with the objectives of planning in Victoria.

How does the draft amendment address any environmental, social and economic effects?

The draft amendment is expected to have positive environmental, social and economic benefits for the municipality.

Environmental effects

The draft amendment will ensure that new development is appropriately designed and located for riverine flood risk in a manner that maintains the free passage and temporary storage of floodwaters, and that future development does not compromise natural systems.

Social effects

Flooding can have significant consequences for individuals and for local communities.

Climate change and riverine flood risk could negatively impact on an area's future liveability. Planning provides an important function in managing the use and development of land in locations of potential flood risk.

Economic effects

Flood risk information will assist current and future landowners make informed choices prior to purchasing and developing land. This information will assist in establishing future housing, industries, tourism and community facilities in appropriate locations.

Does the amendment address climate change? The draft amendment does not seek to rezone land or have the effect of enabling a significant change to the use and

development of urban land or enable a new use and development that may be exposed to a natural hazard. As such, Ministerial Direction No. 22 – Climate Change Considerations under section 12A of the Planning and Environment Act 1987 does not apply to the amendment. The draft amendment is supported by flood studies which represent the best available flood modelling at the time of preparation, and all are based on the 1% AEP flood event. The amendment therefore has regard to the best available scientific information in relation to flood hazards in Victoria and applies the information through statutory planning controls.

Does the draft amendment address relevant bushfire risk?

The draft amendment meets bushfire policy in Clause 13.02 of the planning scheme. Much of the land affected by this draft amendment is unlikely to be intensified for urban purposes without subsequent planning approval. This will require consideration and assessment against the purpose and decision guidelines of the bushfire provisions, where applicable.

Parts of Harrow subject to this draft amendment are within the Bushfire Management Overlay and the whole of the draft amendment land is bushfire prone. Existing protections relating to bushfire, as set out in the planning scheme, will continue to apply to local development.

Does the draft amendment comply with the requirements of any other Minister's Direction applicable to the draft amendment?

The draft amendment complies with *Minister Direction No. 11, Strategic Assessment of Amendments*, which ensures a comprehensive strategic evaluation of a planning scheme amendment and the outcomes it produces. This explanatory report provides the required analysis of the draft amendment and the outcomes it produces.

The draft amendment also complies with the form and content requirements of the Ministerial Direction *The Form and Content of Plannings Schemes*, section 7(5) of the *Planning and Environment Act 1987*.

How does the draft amendment support or implement the Planning Policy Framework and any adopted State policy?

The draft amendment is consistent with the following clauses of the Planning Policy Framework and will assist in achieving objectives of the clauses:

Clause 11 - Settlement

This clause identifies that planning for settlements must have regard to “*health, wellbeing and safety*” and “*...anticipate and respond to the needs of existing and future communities...*”. The draft amendment supports these principles by documenting and managing flood risk and reduces its potential for impacts upon the existing and future communities of Harrow and Chetwynd.

Clause 11.01-1S - Settlement

This clause seeks to *“to facilitate the sustainable growth and development of Victoria and deliver choice and opportunity for all Victorians through a network of settlements”*. The draft amendment will ensure future development in the relevant area is sustainable and appropriate. It will also alert future purchasers of land to the flood risk. The draft amendment is consistent with the strategies of this clause, including *“minimising exposure to natural hazards, including increased risks due to climate change”* and *“support metropolitan and regional climate change adaption and mitigation measures”*.

Clause 12.03-1S - River and riparian corridors, waterways, lakes, wetlands and billabongs

This clause seeks *“to protect and enhance waterway systems including river and riparian corridors, waterways, lakes, wetlands and billabongs”*. The draft amendment achieves this objective as well as the following strategies: *“address the impacts of use and development on drought and flooding events at a catchment and site scale to protect the health and natural function of waterway systems and their surrounding landscape and environment”*; and *“design and site development to maintain and enhance the natural environment of waterway systems by... avoiding impeding the natural flow of waterways and future flood events”*.

Clause 13 - Environmental risks and amenity

This clause states that *“planning should strengthen the resilience and safety of communities”* and should *“identify and manage the potential for the environment and environmental change to impact on the economic, environmental or social wellbeing of society”*. It also states that *“planning should prepare for and respond to the impacts of climate change”*. The draft amendment is consistent with these outcomes as it adopts best practice environmental and risk management approaches in formulating updated planning controls, which intend to minimise exposure to flood risk. The draft amendment will also reduce the potential for development to detrimentally interfere upon important natural processes which occur in flood plains.

Clause 13.01-1S - Natural hazards and climate change

This clause seeks *“to minimise the impacts of natural hazards and adapt to the impacts of climate change through risk-based planning”*. Its strategies include: *“identify at risk areas using the best available data and climate change science”*; *“direct population growth and development to low risk locations”*; *“site and design development to minimise risk to life, health, property, the natural environment and community infrastructure from natural hazards”*. The draft amendment achieves these objectives by updating the local flood modelling in line with the latest climate data.

The Glenelg Hopkins Catchment Management Authority has updated the mapping for this draft amendment to account for climate change. It is based on the projected 1 per cent Annual Exceedance Probability flood design event while also taking into

account the influence of climate change to 2090. The final modelling is primarily based on the original mapping but now also responds to the 'best available data' in accordance with Clause 13.01-1S.

Clause 13.03-1S - Floodplain management

This clause seeks to “assist the protection of:

- *Life, property and community infrastructure from flood hazard, including coastal inundation, riverine and overland flows.*
- *The natural flood carrying capacity of rivers, streams and floodways.*
- *The flood storage function of floodplains and waterways.*
- *Floodplain areas of environmental significance or of importance to river, wetland or coastal health”.*

The draft amendment directly implements this policy as the updated flood mapping and new controls will provide enhanced protection for people and assets (built and natural) within the floodplain.

Clause 19.03-3S - Integrated water management

This clause seeks to “sustainably manage water supply and demand, water resources, wastewater, drainage and stormwater through an integrated water management approach”. Strategies include plan and coordinate water management to minimise flood risk and provide environments which are more resilient to climate change. The draft amendment assists with integrated water management responses by implementing overlays which will guide decision making and help inform a holistic approach to water management.

Is the amendment consistent with the delivery of the relevant housing target set out in the Planning Policy Framework?

The draft amendment gives statutory effect to flood risk considerations that will ensure the housing growth in West Wimmera and specifically the communities of Harrow and Chetwynd is resilient and sustainable. The draft amendment does not rezone residential land or alter settlement boundaries.

The proposed FO and schedules to the LSIO include draft planning permit exemptions that correspond to the level of flooding risk, including allowing buildings and works associated with a dwelling subject to GHCMA threshold criteria being met. Therefore, the proposed controls will ensure that development requiring a permit is assessed to determine its potential vulnerability to flood impacts.

How does the draft amendment support or implement the Municipal Planning Strategy?

The draft amendment will support the Municipal Planning Strategy as follows:

The draft amendment is consistent with Council’s Vision at 02.02, which is to ensure

the community is “*healthy, thriving, diverse, harmonious, prosperous and self-sustaining*”, and the following strategic objectives:

- “*Strategic objective 6: addressing health and wellbeing issues.*”
- “*Strategic objective 7: providing access to and promoting the natural environment*”.

Clause 02.03-1 - Settlement

This clause describes Harrow as one of the municipality’s predominant towns, which is “*particularly picturesque*” and a “*small pastoral town located on the banks of the Glenelg River, beneath the rolling hills and grand old red gums*”. Strategic objectives of this clause include to “*minimise any detrimental impact development has on the landscape, the environment and the existing character*”. The updated flood mapping will minimise the impact of new development on the river corridors and flood plains.

Clause 02.03-2 - Environmental and landscape values

This clause identifies that the decline and fragmentation of indigenous vegetation and loss of biodiversity is a major environmental issue in the Shire, and a contributing factor towards all other land and water degradation issues. In terms of waterways, this clause states that the lake system is an important environmental, cultural and economic feature and care is needed to ensure that the qualities of the significant waterways of the municipality are not degraded by upstream activities. Strategic directions of this clause include:

- “*Ensure small rural lots do not occur in environmentally sensitive areas.*”
- “*Maintain the environmental values of significant water courses, lakes and wetlands*”.

Both the FO and LSIO trigger a requirement for a permit for subdivision which will ensure inappropriate new lots are not created in areas susceptible to flooding in the future. Together with the buildings and works provisions this will also improve the protection of the subject waterways.

Clause 02.03-3 - Environmental risks and amenity

This clause identifies that the Shire’s agricultural base means that potential risks from climate change are significant. The draft amendment implements the following strategic direction which is identified in this clause: “*Adapt to the impacts of climate change through risk-based planning*”.

This clause also identifies that: “*Some areas within the municipality are subjected to flooding and inundation from storms and flood events...*”. The related strategic direction from this clause is to “*minimise the impact of flooding on the community by preventing inappropriately located use and development*”. The draft amendment is consistent with this direction.

Overall, the Municipal Planning Strategy identifies flood risk as a local issue. The

draft amendment directly responds to and aligns with this policy and does not necessitate any related modifications to policy.

Does the draft amendment make proper use of the Victoria Planning Provisions?

The draft amendment utilises the appropriate controls from the Victoria Planning Provisions. Consideration was given to the level of flood risk, depth and velocity of flood waters in choosing the proposed overlays. The draft amendment is consistent with *Planning Practice Note 12: Applying the Flood Provisions in Planning Schemes* (PPN12).

PPN12 identifies that the LSIO and the FO can apply to mainstream flooding in rural and urban areas and are suitable where there is a need to control development but not use. The FO is generally applied to areas at higher flood risk than the LSIO. The Harrow and Chetwynd flood investigations identify flood extents and the level of applicable risk within that extent. The two overlays have been applied accordingly, which is consistent with PPN12.

The planning permit exemptions set out in the schedules to each of the overlays (FO1 and LSIO1) correspond to the level of flood risk.

How does the draft amendment address the views of any relevant agency?

The draft amendment has been prepared in consultation with the Glenelg Hopkins Catchment Management Authority, which is the relevant floodplain manager and recommending referral authority under Clause 66.03 of the planning scheme.

The extent and configuration of the mapping for the overlays, along with the application of the schedules is supported by Glenelg Hopkins Catchment Management Authority. Other agencies will be consulted via the exhibition process of this draft amendment.

Does the draft amendment address relevant requirements of the Transport Integration Act 2010?

The draft amendment will not impact upon the transport system objectives and decision-making principles as set out in the Transport Integration Act 2010. The draft amendment identifies flood risk but has no direct impact on the transport system.

How does the amendment have regard to the principles set out in the *Yarra River Protection (Wilip-gin Birrarung murrn)* Act 2017 in relation to Yarra River land and other land, the use or development of which may affect Yarra River land?

The draft amendment will not affect land along or near the Yarra River. In line with the Act's principles, the amendment takes into account the latest flood and climate change information available.

Resource and administrative costs

What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?

The draft amendment will have some impact on the resources of the responsible authority, as it will increase land contained within a flooding overlay and in turn create some additional planning permit triggers. The land subject to the draft amendment though is relatively confined and the overlay schedules have been prepared to reduce as many unnecessary permit triggers as possible, without compromising the purpose or effect of the overlays.

Any costs from increased permit activity meets the test for net community benefit when compared with the benefits associated with ensuring development responds to flooding and the reduced demands on the Council's emergency management response and recovery resources from flooding events.

Attachment 1 – Mapping reference table

Location	Flood Study / Administrative	Mapping Reference	Proposed Overlay changes	Proposed deletion changes
Harrow	<i>Harrow Flood Investigation</i> (Water Technology Pty Ltd, June 2017)	West Wimmera C38wwim LSIO-FO Map 35 West Wimmera C38wwim LSIO-FO Map 36 West Wimmera C38wwim LSIO-FO Map 38	LSIO1 FO1	D-LSIO
Chetwynd	<i>Chetwynd Flood Intelligence and Flood Mapping</i> (Water Technology Pty Ltd, June 2018).	West Wimmera C38wwim LSIO-FO Map 34 West Wimmera C38wwim LSIO-FO Map 38 West Wimmera C38wwim LSIO-FO Map 39	LSIO1 FO1	D-LSIO
Dergholm	Administrative change from LSIO to LSIO-1	West Wimmera C38wwim LSIO-FO Map 40 40	LSIO1	D-LSIO

Location	Flood Study / Administrative	Mapping Reference	Proposed Overlay changes	Proposed deletion changes
Connewirricoo	Administrative change from LSIO to LSIO-1	West Wimmera C38wwim LSIO-FO Map 35 West Wimmera C38wwim LSIO-FO Map 36 West Wimmera C38wwim LSIO-FO Map 38	LSIO1	D-LSIO