Community wealth and wellbeing analysis

Golden Plains Shire Council

November 2023









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Executive summary

Introduction

Golden Plains Shire Council has commissioned SGS Economics and Planning to undertake a community wealth and wellbeing analysis to provide directions for the future development and economy of Golden Plains LGA. Golden Plains is in rural Victoria, located close to Ballarat and Greater Geelong, and is expected to host an increased rate of new residential development and population growth over the next three decades. The intention of the community wealth and wellbeing analysis is to articulate a wellbeing agenda for Golden Plains, conduct a baseline statistical analysis to assess the degree to which this agenda is being achieved in Golden Plains, and suggest actions Council and other stakeholder might take in response, including ensuring that new development contributes to this agenda, rather than undercutting it.

The agenda is presented as a series of wellbeing 'themes', developed through a review of strategic and policy material provided by Council. Each theme is described in terms of what it 'looks like' for Golden Plains, foregrounding a baseline statistical analysis measuring attainment in Golden Plains, and concludes with a review of actions Council and other stakeholders are taking to enact the theme. The themes are:

- Prosperous small town economies
- Healthy, connected communities
- A sustainable local environment
- Community wealth building through residential development

Where possible, the analysis of these themes benchmarks Golden Plains' performance with regional neighbours; especially the G21 and Central Highlands associations of councils, both of which Golden Plains is a member.

The intent of each theme and some key findings from the benchmark analysis are summarised below, followed by a high-level action agenda for Golden Plains Shire Council.

Prosperous small town economies

This theme promotes the ongoing economic viability of Golden Plains' small towns, with growth contributing to their character, vitality, inclusivity and liveability. The achievement of dense local supply chains is particularly important as a driver of sustainable, fulfilling economic activity that attracts and retains people and capital, which might otherwise be attracted to other areas.

Golden Plains has a strong, albeit small local economy, heavily dependent on agricultural, manufacturing and construction. However, the Shire experiences significant volumes of economic leakage to regional neighbours, particularly of capital, labour and consumption spending. Moreover, Golden Plains is developing a hollow income distribution, with those who live in the Shire earning more than those who work in the Shire. For the latter, this likely reflects their ability to commute to relatively higher wage jobs in regional centres such as Ballarat and Greater Geelong.

Aim	Strategy	Example actions
	Expand local procurement, investment, spending and employment	 Complete audit of Council procurement, including of labour, and identify opportunities to expand the share of procurement spend occurring within the Golden Plains economy.
Minimise leakage of financial and human capital to		 Investigate potential for a network of local anchor institutions or businesses willing to expand local procurement and hiring. The network would adopt a charter committing to an increased share of local hiring and procurement by a set percentage.
regional centres beyond Golden Plains' borders		 Through the above audit and network identify and assist local suppliers who could participate in economic localisation and progressive procurement initiatives.
		 Lobby for more local anchor institutions, such as a Golden Plains campus attached to a hospital or university in Ballarat or Geelong.
		 Broker deals with windfarm developers to capture community benefits from new windfarms, such as free/discounted power and community funds.
	Build local business capacity	 Continue and expand business training and mentoring, opportunity promotion and awareness raising actions contained in <i>Economic Development, Tourism &</i> <i>Investment Attraction Strategy.</i>
		 Audit unused or underutilised public assets for potential repurposing as affordable business space (e.g. disused railway buildings).
		 Investigate opportunities to 'crowd in' funds to refurbish and maintain underutilised buildings from local business community; e.g. by matching business contributions.
Maintain and reinforce the character and		 Audit base of local co-operative businesses and partner with Business Chamber of Cooperatives and Mutuals (BCCM) and Co-operative Farming to expand number of co-ops in Golden Plains.
qualities of the Shire's small towns		 Orient Council's business concierge advice toward the establishment of co-operative business forms. Learn from experience of co-operatives in adjoining areas, such as UFS Dispensaries in Ballarat and Dairy Farmers Milk Co-operative in Geelong.
	Community-level decision-making and vision-setting	 Maintain practice of developing individual community plans and investigate expanding their scope into town economy development and governance.
		 Building on initiatives such as the Berrybank Wind Farm Community Grants, explore participatory budgeting at the town level; for instance, a dedicated percentage of the Council budget dedicated to spending on locally- determined, community priorities.

TABLE ES1: ACHIEVING PROSPEROUS SMALL TOWN ECONOMIES

Healthy, connected communities

This theme promotes a broad conceptualisation of health, including but beyond physical symptoms to the physical, social, political and economic environment. Inequality should be minimised, with the requisite social infrastructure to support Golden Plains' future population.

Golden Plains is a relatively physically healthy place compared to its regional neighbours. However, there are disparities in outcomes within the Shire, with the southern part generally healthier than the northern part. Golden Plains benefits from a comparatively inclusive housing market on measures of aggregate levels of rental and mortgage stress, though this is undercut by extensive, car-dependent commutes. Indigenous residents experience worse income, education and health outcomes than non-indigenous residents, though these gaps tend to be lower in Golden Plains compared with neighbouring LGAs. Moreover, indigenous people report better performance than non-indigenous people on some health outcomes in the LGA.

Aim	Strategy	Example actions				
		 Popularise phone-based healthcare and health advice such as Healthdirect. 				
	Expand access to healthcare in	 Engage with local health district to expand mobile healthcare and mobile clinics for more-isolated towns. 				
	underserved areas of Golden Plains	 Continue to lobby local health district and state health authorities for expanded permanent health facilities in Golden Plains, in recognition of uneven patterns of disadvantage and regional pockets of underservice. 				
Reduce health outcome gaps and broader social and	Encourage healthy lifestyles	 Develop a platform for local farmers to distribute surplus produce to local communities, or community-led organisations. 				
economic inequities within		 Investigate opportunities to expand active transport to local schools e.g. walking buses. 				
the Shire		 Connect towns via bike paths and walking tracks, encouraging locals to get active and explore their area. 				
	Elevate and embed Wadawurrung and Eastern Maar culture and communities across Golden	 Prioritise engagement with local indigenous groups on matters of health, education, economic opportunity and environmental sustainability. 				
		 Introduce targets for procurement from indigenous- owned businesses into Council procurement guidelines, encourage potential local anchors to do the same. 				
	Plains	 Appoint First Nations officer to oversee indigenous affairs within Council. 				
Greater mobility and physical connection across Golden Plains	Reduce car dependence	 Consider a 'town hopper' shuttle bus service to help locals move around the Shire; potentially building out Golden Plains Community Bus service with additional service times. Incorporate feedback on Community Bus trial, particularly around irregularity and low levels of awareness. Consider potential impact of COVID-19 on passenger numbers during trial period. 				

TABLE ES2: ACHIEVING HEALTHY, CONNECTED COMMUNITIES

 Continue advocating for expanded public transport provision by state and federal government, especially
reopening the Geelong to Ballarat passenger rail line.

A sustainable local environment

This theme is about the health of Golden Plains' natural assets, and the impact of economic and lifestyle activity on them. Where local economies are overly dependent on environmental inputs, or produce negative environmental externalities, these should be minimised through compensatory measures and a shift to higher value-added production. While climate risk is intensifying everywhere, it is unevenly distributed across the Shire; as a result, communities must be supported in mitigation and resilience-building activities.

Golden Plains displays mixed environmental performance. Its dominant agricultural sector is a source of significant carbon emissions, as is its reliance on road transport for mobility. However, water intensity of agriculture is better than regional neighbours, and producers are shifting away from damaging practices to higher value-added processes. The local community appears engaged with sustainability, with high rates of solar uptake and recycling.

Aim	Strategy	Example actions				
		 Popularise ag-tech through events, presentations and training for local farmers. Industry is often willing to provide these services as part of marketing and sales functions. 				
	Facilitate uptake of ag-tech by local farmers	 Prioritise use of ag-tech, investigate partnerships with ag-tech companies in Golden Plains Food Production Precinct. 				
		 Investigate low-interest loans for farmers to purchase/upgrade sustainability technology, potentially provided through local credit or agricultural cooperatives. 				
Reduce emissions from local agricultural sector	Promote higher value-added products and processes	 Popularise Golden Plains' high-value food, fibre and tourism products through Taste See Explore website and potential Golden Plains Producers Showcase. 				
		 Explore incentives to locate processing and training facilities within the Shire, including exploring co- operative ownership models, to capture greater share of agricultural value chain. 				
		 Build on opportunity for poultry processing plant identified in Regional Development Australia Central Highlands Region study into agricultural value addition. 				
		 Work with peak bodies and industry associations to establish local producers' levy to fund training, research and development in local agricultural sector. See for example Hort Innovation (horticulture industry). 				

TABLE ES3: ACHIEVING A SUSTAINABLE LOCAL ENVIRONMENT

Address uneven exposure to climate risks across Shire	Encourage adaptation and resilience-building in most vulnerable communities	 Seek state or federal funding for a community adaptation and resilience fund to finance actions in vulnerable communities, including upgrades to Places of Last Resort. Disseminate resources on disaster preparedness; for instance encouraging downloads of Australia Red Cross Get Prepared app.
Mavimica	Drive commercial and investment activity to become more sustainable	 Ensure best practice sustainability requirements apply to new investments into the Shire. Investigate sustainability certification for Council and commit to expand procurement from certified sustainable suppliers (for instance, B Corps). Partner with circular economy platform such as ASPIRE to assist Golden Plains businesses to profitably recycle more of their waste.
Maximise sustainability in everyday life for Golden Plains residents and businesses	Help residents live more sustainably	 Explore other opportunities to embed circular economy across Golden Plains, drawing on local specialisations; e.g. partner with local poultry farmers to help residents keep chickens to dispose of household food waste/scraps.
		 Capture funds from residential and windfarm developers to subsidise local recycling industry.
		 Recognise that expanded public and active transport are crucial for reducing local emissions.
		 Explore opportunities for localised, co-operative renewable energy generation and micro-grids in Golden Plains; following the example of programmes such as Renewable Newstead.

Community wealth building through residential development

This theme is about leveraging future residential development to contribute to community wealth and wellbeing in Golden Plains. In particular, it establishes community wealth building as an action agenda for Council to achieve positive community outcomes.

Bannockburn is the main growth area in Golden Plains. A comparison is made to Armstrong Creek – Barwon Heads – a major growth suburb of Geelong – to highlight existing attributes that can be built upon, diminished or transformed as Bannockburn develops. Though currently a small town community, that beginning to grow, Bannockburn is currently more economically vibrant than the comparison typical growth area, with a higher job density and a smaller, more diverse business base than Armstrong Creek. However, its built environment and transport characteristics are less desirable. These are important considerations as Council considers how it would prefer to see Bannockburn – and other areas of Golden Plains – develop in coming decades.

Aim	Strategy	Example actions
	Retain mixed land use	 Plan to maximise potential for local employment and retail as well as residential land use in growth areas (utilise 'best practice' approaches to maximising the ratio of embedded local jobs to population).
		 Where growth is occurring in areas with industrial or employment lands, avoid turning these over to residential use.
Retain and grow economic strength in growth areas	Maximise share of small, independent, and cooperative businesses	 Ensure that land allocations for retail extend beyond the immediate requirements for 'big box' retail formats and include opportunities for 'main street' expansion and incremental enterprise development in the future.
		 Reserve part of future growth areas (especially Bannockburn) for produce market to expand sales opportunities for producers, food choice for residents and visitation into the area.
		 In new areas for employment, reserve a portion for incubator and startup business; e.g. ag-tech businesses.
	Capture and distribute value to the community Plan for diversity in housing type	 Adopt a community wealth and wellbeing charter for inbound investment and new residential development.
		 Establish community wellbeing fund to capture developer contributions (e.g. section 173 agreements) and fund wellbeing actions, with fixed percentage earmarked for spending in underdeveloped towns, sharing benefits of growth across Shire's diverse towns.
		 Ensure that required community and open space contributions are on unconstrained, developable land.
Development that		 For constrained and/or encumbered land, explore uses that contribute to local economies and livelihoods; e.g. community gardens.
makes Golden Plains a more attractive, inclusive place		 Increase share of publicly/cooperatively funded housing through partnerships with provider such as CEHL. Learn from experience of housing co-operatives in adjoining areas; the BCCM counts at least 20 existing housing co- operatives in adjoining areas such as Geelong, Ballarat, Sebastopol and Mount Clear.
		 Adopt an overall target for housing density, within which there is a diversity of housing forms and a minimum outcome for private and public open space to accommodate a cooling green canopy.
		 Increase share of social housing, acknowledging that rapid growth in areas like Bannockburn is likely to intensify housing stress amongst disadvantaged populations in these areas; moreover that social and affordable housing makes important contributions to diversity, inclusion and cohesion.

TABLE ES4: ACHIEVING COMMUNITY WEALTH BUILDING THROUGH RESIDENTIAL DEVELOPMENT

1. Introduction

1.1 Introducing Golden Plains Shire

Golden Plains Shire is in rural Victoria. Spanning Wadawurrung and Eastern Maar country, it sits between two of Victoria's largest regional cities; Geelong and Ballarat. It covers an area of 2,702km² and has a population of over 24,000 across 56 individual communities according to the 2021 ABS Census. It is known for its agricultural and cultural output and outstanding heritage assets, with a small but productive economy based around agriculture, construction and manufacturing and a growing, high-value tourism, eco-tourism and arts sector.



FIGURE 1.1: GOLDEN PLAINS LGA AND SURROUNDS

Source: SGS Economics and Planning 2023

Golden Plains is expecting to enter a period of growth. This growth is building off its location near two growing regional centres, as well as Melbourne further afield. In approaching this next phase, Golden Plains Council is seeking to guidance on how to ensure development coheres with the aims,

preferences and priorities of its communities. Council has recently concluded a period of consultation, consensus and vision-building in partnership with local communities, which has expressed the need to plan and manage the competing interests of a growing population whilst maintaining the Shire's highly valued rural character and meeting community service and infrastructure needs. Particularly important is securing equity across the Shire, with uneven patterns of advantage, disadvantage, growth and investment between communities potentially compounding in the years ahead (figure 1.2) It is critical that the benefits of growth, likely focused in a small number of communities on the Shire's edge, are shared, resulting in improved social, economic and environmental outcomes across Golden Plains.

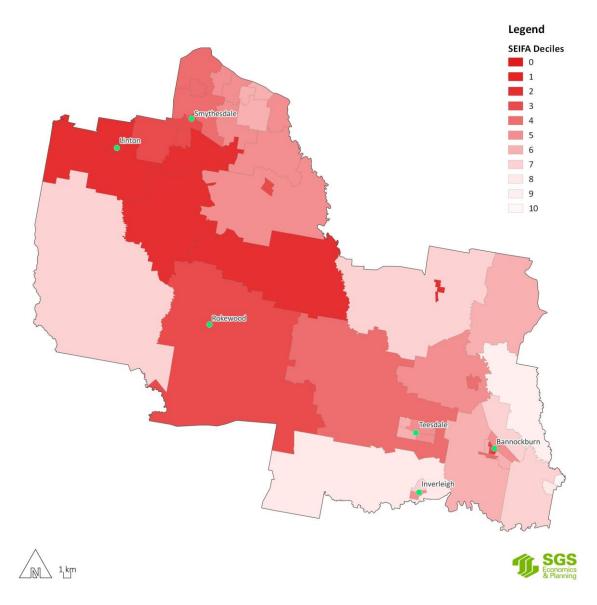


FIGURE 1.2: ADVANTAGE AND DISADVANTAGE ACROSS GOLDEN PLAINS

Source: ABS 2021; SGS Economics and Planning 2023

Note: SEIFA stands for Socio-Economic Indexes for Areas. The deciles in figure 1.2 reflect the ABS' Index of Relative Advantage and Disadvantage (IRSAD). Lower scores indicates relatively greater disadvantage and a lack of advantage in general, while higher scores indicate a relative lack of disadvantage and greater advantage in general.

SGS ECONOMICS AND PLANNING: COMMUNITY WEALTH AND WELLBEING ANALYSIS

1.2 Why wellbeing?

Council has adopted a wellbeing framework as the guiding principle to achieve this balance. In its own words, Council considers that this framework:

Goes beyond growth measures and number of jobs. Growth requires a well-functioning economy and must include a just distribution of wealth and opportunity, the provision of life's essentials (such as housing, education, health care, a political voice) [and] stay within environmental boundaries to allow for a stable climate and healthy ecosystem...supporting local markets, community events, and access to high quality infrastructure and services not only enable a strong economy, it makes for a nice place to live.

Wellbeing is about ensuring that people live happy, healthy, fulfilling lives. In economic terms it is about designing and stewarding the economy to serve these ends. Councils, states and countries are reckoning with negative environmental, social, and political impacts of an overly narrow perception of economic success – as considered mainly in terms of aggregate growth. Increasing numbers are turning to a wellbeing framework to assess and organise the economies over which they preside.¹

¹ Commonwealth of Australia (2013) *Measuring What Matters: Australia's First Wellbeing Framework,* https://treasury.gov.au/sites/default/files/2023-07/measuring-what-matters-statement020230721_0.pdf, p. 100

Box 1: The pitfalls of GDP

Gross Domestic Product (GDP) is one of the most important figures in economics and public policy. GDP is a count of the value of all goods and services produced inside a country's borders. It dominates measures of economic health – and is thus a key input into policymaking – across the globe.

There are growing criticisms of the use of GDP as a policy metric, including that it oversimplifies the measurement of economic activity and inhibits more holistic policymaking. As a result it is argued, it often does more harm than good. For example, GDP – as a simple measure of production – values all outputs evenly. Weapons, gambling, luxury consumption and financial speculation are worth as much as basic food, accommodation and consumables. Some of the most critical inputs to economic and community health, meanwhile, are not counted at all, because they are provided free of charge. Publicly-funded education and health, as well as the community benefit of free-use infrastructure, open space and recreational facilities are not included in GDP.

As long ago as the 1960s former US senator Bobby Kennedy said:

[T]he gross national product does not allow for the health of our children, the quality of their education or the joy of their play. It does not include the beauty of our poetry or the strength of our marriages, the intelligence of our public debate or the integrity of our public officials. It measures neither our wit nor our courage, neither our wisdom nor our learning, neither our compassion nor our devotion to our country, it measures everything, in short, except that which makes life worthwhile.

KENNEDY, R. F. (1968) REMARKS AT THE UNIVERSITY OF KANSAS, TRANSCRIPT, MARCH 18, HTTPS://WWW.JFKLIBRARY.ORG/LEARN/ABOUT-JFK/THE-KENNEDY-FAMILY/ROBERT-F-KENNEDY/ROBERT-F-KENNEDY-SPEECHES/REMARKS-AT-THE-UNIVERSITY-OF-KANSAS-MARCH-18-1968

1.3 The community wealth building action agenda

Community wealth building is a progressive, place-based approach to economics and economic development, aimed at developing more resilient, inclusive, sustainable local economies, with more, better local jobs, a larger, more diverse business base and cleaner, greener economic activity.²

Community wealth building was developed in the US and UK in response to the damage to local economies caused by structural economic, industrial and political change, culminating in the 2008-09 Global Financial Crisis.

In application, it is based on five pillars:

- 1. **Progressive procurement of goods and services**: leveraging anchor institutions typically public, though potentially private entities to use their procurement processes and decision making to deepen local supply chains and socially virtuous business development, spending and investment.
- 2. Fair employment and just labour markets: ensuring the employment practices and wages paid by anchor institutions and their suppliers are fair and provide opportunities for disadvantaged workers and communities.
- 3. Socially productive use of land and property: utilising the land and property of anchor institutions in ways that generate wealth and benefits for local citizens rather than for remote, private interests. Anchor institutions are often major landholders and can support the development of under-utilised assets and land for positive community outcomes.
- 4. **Making financial power work for local places:** harnessing wealth and savings for local community and economic benefits, as an alternative to pursuing extractive, mobile, ultimately disinterested national or international capital.
- 5. **Plural ownership of the economy:** encouraging different models of business ownership in order to build wealth that stays in local communities. Cooperatives, mutually owned businesses, SMEs and municipally-owned companies can enable wealth to stay local, and play a vital role in counteracting the extraction of wealth that otherwise occurs when corporate economics prevails.

Community wealth building is an action agenda for the achievement of wellbeing outcomes.

Whether explicitly or implicitly, many authorities seeking to achieve greater economic wellbeing are pursuing elements of the community wealth building agenda. While this report is not directly aimed at applying a community wealth building lens, the utility of the framework is such that it naturally informs much of the analysis, and many of the recommendations.

² CLES (n.d.) What is community wealth building?, https://cles.org.uk/what-is-community-wealth-building/

1.4 Baseline data on wellbeing, population and demographics

The SGS Cities and Regions Wellbeing Index measures the socio-economic wellbeing of different regions in Australia across seven dimensions: environment, housing, health, income & wealth, social connection & work-life balance and employment, knowledge & skills. It was developed in order to supplement traditional economic outcomes measurement with a wellbeing lens, and provides a useful baseline from which to consider Golden Plains' current wellbeing performance. A full list of indicators, sub-indicators and data sources that are used to build the index are provided at appendix A.

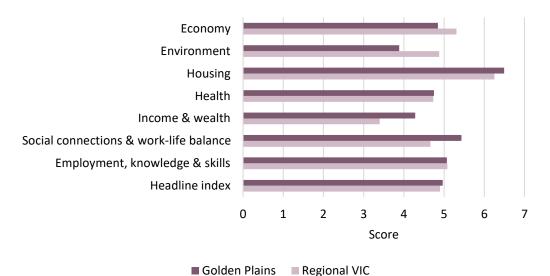


FIGURE 1.3: SGS CITIES AND REGIONS WELLBEING INDEX – GOLDEN PLAINS (BARWON -WEST AND MARYBOROUGH-PYRENEES SA3S) AND REGIONAL VIC COMPARED

Source: SGS Economics and Planning 2023

Note: the SGS Cities and Regions Wellbeing index is calculated at the SA3 level, not LGA level. For the purposes of constructing figure 1.3 and undertaking the comparisons in this section, results for Golden Plains are taken as the average of Barwon – West and Maryborough – Pyrenees; the two SA3s that together cover the entirety of Golden Plains LGA. These boundaries of these SA3s go beyond those of Golden Plains LGA, but exclude Ballarat and Geelong. As a result they can be taken to reflect the broad characteristics of Golden Plains Shire.

In terms of the headline index, which combines performance across the seven dimensions (including 20 indicators) into a single unified measure, Golden Plains performs marginally better than the rest of regional Victoria. However, this obscures wider variations in some index dimensions. In terms of income & wealth and social connections & work-life balance, Golden Plains outperforms regional Victoria. For income & wealth this reflects higher home equity and household income in Golden Plains as compared to regional Victoria; in terms of social connections & work life balance it reflects lower inequality, levels of overwork and First Nations and gender participation gaps and higher levels of volunteering activity.

In terms of environmental indicators, however, Golden Plains performs more poorly than the rest of regional Victoria. Specifically, Golden Plains' performance reflects greater environmental risks – particularly bushfires – and lower areas of national park, reserve or protected land. This latter point likely reflects Golden Plains' reliance on agriculture, which requires large areas of cleared, unprotected land in addition to embodying significant carbon emissions.

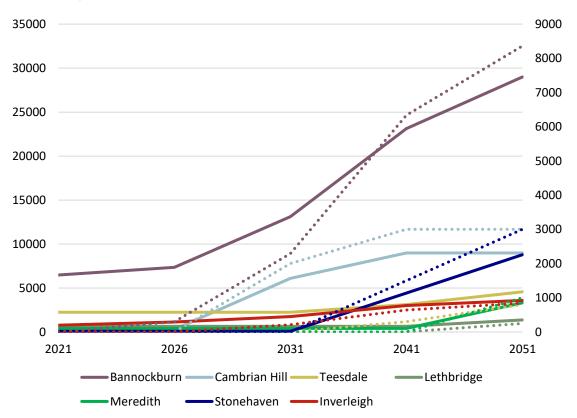


FIGURE 1.4: GOLDEN PLAINS ANTICIPATED POPULATION (LHS, SOLID LINES) AND HOUSING LOT GROWTH (RHS, DOTTED LINES) – 2021-2051

Source: Golden Plains Shire Council 2023; SGS Economics and Planning 2023

The other component of Golden Plains' wellbeing baseline is projected future growth scenarios. Albeit from a low base, Golden Plains is expected to accommodate significant volumes of population and housing growth over coming decades, with Figure 1.4 charting Council's central growth scenario in terms of population (LHS, solid lines) and housing lots (RHS, dotted lines). Under this scenario Golden Plains' population is expected to more than double between 2021 and 2051 – from 24,879 to approximately 60,000 – requiring 20,000 new housing lots. This growth is expected to be largely centred around Bannockburn and Cambrian Hill in the short-medium term and Stonehaven in the longer term, with housing lot growth closely corresponding to population growth in these areas.

This growth is underpinned by demographic change. While Golden Plains' median age of 39 is slightly above the Victorian median, it is significantly below that of regional Victoria as a whole. Moreover, an increasing proportion of Golden Plains households are young workers and families, representing one-third of the total population. Some 40 per cent of households are couples with children; almost double that for the rest of regional Victoria.³ Increasingly, the area will be seen as an attractive place to start and raise a family, due to its rural lifestyle, relatively affordable housing and proximity to jobs and services in Ballarat and Geelong, as well as the Shire itself.

³.id Consulting (2023) Golden Plains Shire Community Profile, https://profile.id.com.au/golden-plains

The projected growth scenario can either be an opportunity for greater wellbeing in Golden Plains or a threat to it.

The opportunity arises if growth is captured in service of optimal and equitable community wealth, and made to serve community wellbeing priorities. The threat, however, is that this growth will be extractive, inequitable or exclusionary, undercutting community priorities and dismantling those aspects that draw people to Golden Plains and satisfy those who currently live there, such as its natural environment or network of small, attractive, interesting towns and villages. Given the proximity of Bannockburn and Stonehaven to Geelong, and Cambrian Hill to Ballarat, there is the additional risk that growth transforms these towns into 'dormitories' for the larger regional centres; places to rest on the weekends and after work, but to which residents have little meaningful connection, with few local economic, social and community features of their own.

A wellbeing agenda for Golden Plains Shire: articulation and baseline performance

2.1 Overview

In light of these growth scenarios, and the current characteristics of the regions as seen through the Cities and Regions Wellbeing Index, this chapter articulates a wellbeing agenda for Golden Plains. This agenda is organised under four wellbeing 'themes' drawn from a review of strategic, economic development and policy material provided by Council. These four themes are:

- Prosperous small town economies
- Healthy, connected communities
- A sustainable local environment
- Community wealth building through residential development

Each theme is first described in terms of what it 'looks like' in Golden Plains, eliciting a vision of the Shire for which the projected population and housing growth can be subsequently made to work.

Following this, a series of indicators is presented that measure progress toward the themes, highlighting areas in which Golden Plains is already embodying a wellbeing agenda as well as those in which it is performing less well. Wherever possible, these indicators are presented in the context of neighbouring LGAs, to assist in tracking Golden Plains' performance at a regional level.

Finally, examples of Council and other stakeholders' actions that align with the theme are presented. These can go some way to closing the wellbeing 'gaps' identified as regards specific indicators, as well as providing a baseline for the policy agenda presented in the final chapter.

2.2 Prosperous small town economies

What this looks like in Golden Plains

Golden Plains prides itself on its rural character and network of small, vibrant, characterful towns and villages. The maintenance of these towns, and their ongoing economic viability, is particularly central to the vision of the Shire expressed in the **Golden Plains Shire Community Vision 2040;** a collaborative, forward-facing, community-focused statement of the kind of place Golden Plains wants to become over the next two decades.

In this vision, Golden Plains' small towns are growing in a managed, careful, self-sustaining and selfreinforcing way. Economic, housing and population growth, especially when spurred by outside investment, are contributing to the character, vitality, inclusivity and liveability of the towns in which they occur, not eroding or obscuring it. Growth is contributing to and leveraging the development of dense local supply chains, with sufficient economic opportunity to ensure that younger people are able to work, learn and thrive in Golden Plains, rather than having to move away to access educational or employment opportunities. Golden Plains' traditional industries and areas of economic specialisation – especially agriculture – are strengthening and augmented with activities that contribute to greater value-addition within the Shire, including tourism, manufacturing and renewable energy generation. In the case of agriculture in particular, traditional processes and practices evolving into more sustainable, regenerative forms, contributing to elevated quality, productivity and revenue while reducing their environmental footprint.

Indicators of prosperous small town economies

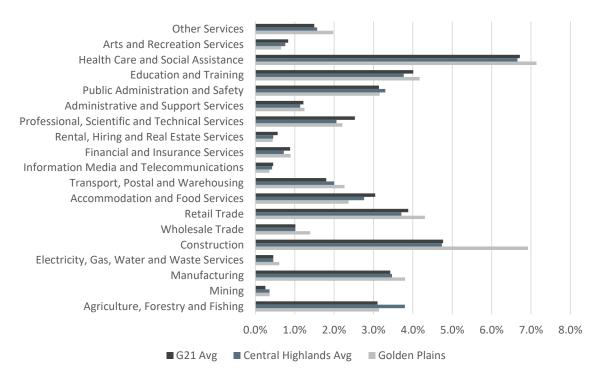
Golden Plains has a strong base of local businesses offering jobs in a variety of sectors. In terms of output, agriculture, construction and manufacturing are the largest industries, with health care and social assistance, construction and retail trade employing the greatest shares of local residents (figure 2.1). However, this should be interpreted in the context of figure 2.4, which shows the majority of Golden Plains residents work outside the LGA. In terms of local *workers*, the agriculture sector provides the largest (18.97%) share of jobs.⁴ Encouragingly, and despite its comparatively small size, Golden Plains contributes a robust proportion of value-added in its key industries, with local producers in the Shire's top five industries adding approximately as much, or slightly more value than their counterparts in Ballarat and Geelong, aside from in the small local electricity, gas, water and waste services sector (figure 2.2). This means that the expertise and processes Golden Plains producers are applying to the inputs they purchase are leading to a meaningful increase in quality, which is reflected in market prices.

In terms of income, those who live in Golden Plains earn more than those who work in Golden Plains. Almost a quarter of Golden Plains residents earn above the national median weekly income; more than the G21 and Central Highlands averages. However, a lower proportion of local workers earn above the median compared to their counterparts in these other regions, with Golden Plains workers particularly overrepresented compared to these other LGAs in the lowest income quartile (figure 2.3). This signals a degree of spatial inequality, as those who can commute outside of Golden Plains for work – likely to better-paid, potentially higher-skilled jobs in Geelong or Ballarat – are able to earn more than those who are not able to seek work further afield. As a result, there is a 'hollowness' to the distribution of income amongst Golden Plains residents, with the Shire underrepresented in the middle income bands – those directly at and below the median – and overrepresented at the highest and very lowest bands. This could develop into greater inequality and lessened economic diversity over time, which is not a desirable outcome from a community wealth and wellbeing perspective.

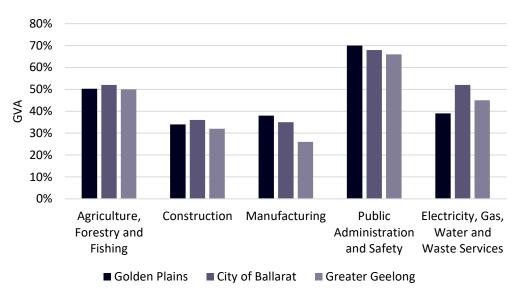
⁴ REMPLAN (2023) Golden Plains Shire: Economy, Jobs and Business Insights,

https://app.remplan.com.au/goldenplains/economy/summary?state=ZnebhBpQ0sAgkM8INJOeXEs6IeIV3N

FIGURE 2.1: PROPORTIONAL INDUSTRIES OF EMPLOYMENT - SELECTED LGAS



Source: ABS Census 2021; SGS Economics and Planning 2023





Source: SGS Economics and Planning 2023 scaled input-output model based on ABS 2020 National Input Output Tables.

Note: input-output modelling quantifies the economic linkages between 114 industry sectors across the economy, with the ABS National Input Output Tables tracking the quantity of inputs each Australian industry purchases from each other Australian industry for the purposes of its own production, as well as additional sources of expenditure and consumption. such as imports and wages. SGS' input-output model scales these tables to the level of an individual region – in this case Golden Plains LGA – by applying regional employment, population and production levels and modelling economic linkages between local industries based on these levels.

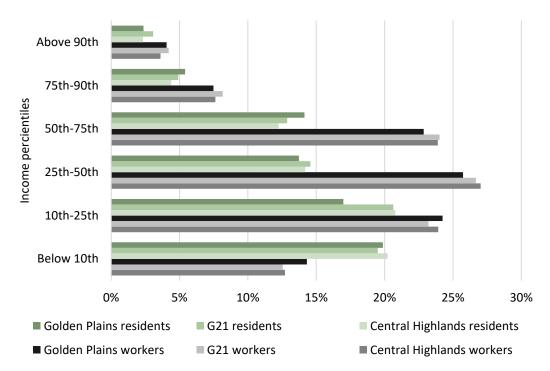


FIGURE 2.3: RESIDENT AND WORKER EARNINGS BY INTER-PERCENTILE RANGE - SELECTED LGAS

Source: ABS Census 2021; SGS Economics and Planning 2023

Dense local supply chains are the key institutional driver of prosperous small town economies, reflecting the capacity of the local economy to generate shared wealth that is sustained and placebased. Areas characterised by dense local supply chains are likely to enjoy benefits across:

- employment: more, better jobs for local people, encouraging them to stay in the area;
- environment: shorter, less carbon-intensive supply chains;
- economy: a more diverse, resilient, responsive commercial base that reflects local wants and needs; and
- society: greater community buy-in to commercial success and collective solidarity.

Local supply chains are less strong in Golden Plains than they are in neighbouring LGAs. According to figure 2.6, which is based on a high-level input-output model of the local economy, producers in Golden Plains systematically procure less inputs from the local area than their counterparts in Geelong and Ballarat. This suggests that wealth is flowing out of the area, as local businesses purchase inputs from suppliers outside their communities. This implies that the multiplier effects of business activity within Golden Plains are also to a substantial degree accruing to other communities, eroding the self-sufficiency and long-term economic growth potential of the local economy.

This is buttressed by figure 2.5, which draws on real-time credit card transactions data, and shows that just one-fifth of resident spending is undertaken locally, as opposed to outside Golden Plains LGA. Perhaps most striking is Golden Plains' performance on labour leakage, with figure 2.4 suggesting that less than a third of jobs in Golden Plains LGA are filled by local workers. This is the worst performance by far amongst neighbouring LGAs, and suggests that the local economy has so far been unable to resist the draining of talent and workforce capacity away to neighbouring economies.

LGA (UR)	% jobs in LGA filled by local workers	Destination LGA for largest % of outbound workers			
Ararat	96%	Ballarat	2%		
Ballarat	93%	Hepburn	2%		
Colac Otway	94%	Surf Coast	2%		
Golden Plains	22%	Greater Geelong	32%		
Greater Geelong	94%	Surf Coast	3%		
Hepburn	67%	Ballarat	30%		
Moorabool	69%	Ballarat	22%		
Pyrenees	56%	Ballarat	34%		
Queenscliffe	49%	Greater Geelong	48%		
Surf Coast	53%	Greater Geelong	43%		

FIGURE 2.4: LOCAL JOB CONTAINMENT AND DESTINATION LGAS FOR OUTBOUND WORKERS – SELECTED LGAS

Source: ABS Census 2021; SGS Economics and Planning 2023

Note: other top destinations for Golden Plains workers are Ballarat (26%), mobile (no fixed work address) (7%), Melbourne (3%), Wyndham (2%) and Surf Coast (1%)

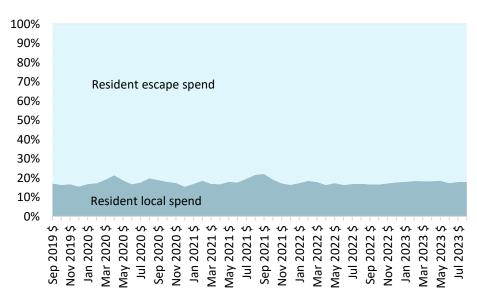
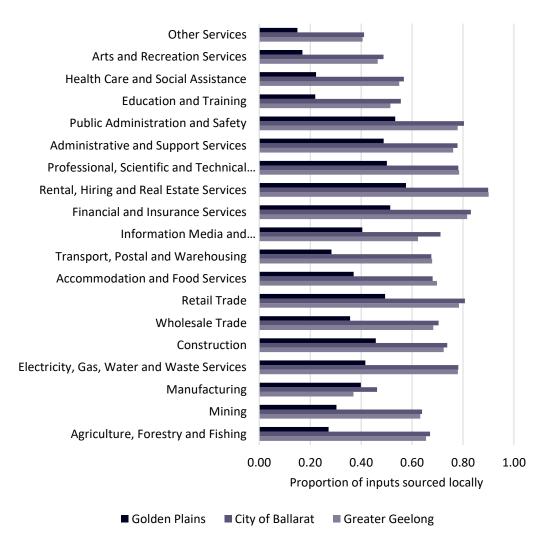


FIGURE 2.5: LOCAL AND ESCAPE SPENDING COMPARED – AUGUST 2019-AUGUST 2023

SpendMapp 2023; Golden Plains Shire Council 2023; SGS Economics and Planning 2023

FIGURE 2.6: WITHIN-LGA PROCUREMENT BY GOLDEN PLAINS INDUSTRY - 2019-20



Source: SGS Economics and Planning 2023 scaled input-output model based on ABS 2020-21 National Input Output Tables.

Current practices

- As part of its future growth scenario, Golden Plains Shire Council issues approximately 320 new planning permits, worth over \$94 million in future development value, every year.
- Council is facilitating partnerships and building community capacity through business training and mentoring, promoting opportunities and raising awareness. The implementation of the Economic Development, Tourism and Investment Attraction Strategy 2022-2032 includes additional support for small business and agriculture, including:
 - Support and incentives for SMEs.
 - Coaching for social enterprises, home businesses and start-ups.
 - Facilitating relationships between food producers and local suppliers.
 - Assistance and incentives to local businesses for provide local employment and training.

- Council is also encouraging economic diversification through a focus on visitation, tourism and the creative sector, augmenting the Shire's historical performance in traditional industries such as agriculture. There is also a greater emphasis on capturing greater wealth from tourism and supporting partnerships between industries to create cross-industry tourism packages.
- Council is aware of its capacity to act as an 'anchor' for the local economy, committing to Councilbased opportunities and employment pathways for local residents, as well as investigating ways for procurement and tendering to support local businesses.
- Council is encouraging other local anchor institutions to adopt a local growth mindset and achieve greater local procurement.
- Council is currently auditing procurement spending for local content and plans to introduce an internal local procurement program for Council staff.
- Council has committed to liaise with local entrepreneurs and promote the establishment of cooperatives for retail, agricultural, tourism and other ventures. Plural ownership forms such as cooperatives and mutuals have been shown to boost the equity, productivity and longevity of businesses of a variety of sizes, and can underpin a cohesive, productive, innovative local economy.⁵

⁵ Business Council of Co-operatives and Mutuals (2013) *Benefits for the economy*, https://bccm.coop/aboutco-ops-mutuals/benefits-of-co-ops-mutuals/benefits-for-the-economy/, accessed 13 September 2023

2.3 Healthy, connected communities

What this looks like in Golden Plains

Golden Plains Shire aspires to communities that are healthy and connected. Health is conceptualised in the broadest sense; as driven by the interaction of individual characteristics, lifestyles and the physical, social and economic environment, thereby determined by factors ranging from early childhood experiences and gender stereotypes to education, employment and housing conditions.⁶

Critically, healthy communities is driven by connection within and across communities. Connection must be physical, with Golden Plains residents enjoying affordable, accessible, active travel within the Shire. It must also be social, with residents enjoying vibrant community life, a sense of equity and collective solidarity and rich interpersonal relationships alongside opportunities to engage with, learn about and contribute to the social, economic and political structures defining life in Golden Plains. As a predominately rural, sparsely populated area, 'black spots' and areas of social and physical isolation are to be minimised. There is space for diversity, and acknowledgement that extra-economic interests are as equally valid for investment and goal-setting as economic ones.

Adequate health infrastructure – hospitals, general practitioners and community health facilities – is augmented by broader social infrastructure. This means well-designed public facilities, programs and training that brings together all members of the community – the residential and business communities, decision-makers and more vulnerable, at-risk or marginalised groups – in a highly inclusive, supportive status quo. This social infrastructure is supportive of Golden Plains' projected demographic profile; a small older population, with increasingly acute health and social support needs, with a growing base of workers and families requiring accessible places in which to live, learn, work and play. Representation and inclusion of indigenous communities goes beyond the symbolic, with these communities empowered to determine their own futures, and the whole of Golden Plains communities engaged and educated about indigenous culture, community and priorities.

Measuring healthy connected communities

Golden Plains Shire is a fairly healthy place. It scores above the Victorian average on 7 of the 11 indicators of long-term health conditions collected in the ABS Census, suggesting a generally positive state of medical health. Even regarding the three health conditions with the highest concentration in Golden Plains – asthma, poor mental health and arthritis, as well as 'other' long-term health conditions – the Shire performs similarly or better than its regional neighbours, except for asthma, which is more prevalent than in all other included LGAs except Ballarat.

Golden Plains is underserved by the Victorian health system. It has no hospital and just 80 health practitioners per 100,000 residents, which is amongst the lowest in the region and 75 per cent lower than the rate for Victoria as a whole, even when excluding Melbourne and Geelong.⁷ Its relatively

⁶ State of Victoria (2019) *Victorian Public Health and Wellbeing Plan*, victorian-public-health-and-wellbeing-plan-2019-2023.pdf, p. 7

⁷ Torrens University Australia (2023) Social Health Atlas of Australia,

https://phidu.torrens.edu.au/current/maps/sha-aust/lga-single-map/vic/atlas.html

strong health performance, therefore, indicates effective local healthcare provision and accessibility of healthy lifestyles, likely afforded by the Shire's rural setting and extensive natural assets.

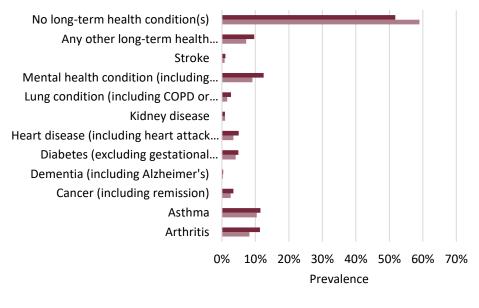
However, it is important to note disparities in health outcomes within the Shire itself. As a sparsely populated, rural LGA, access to medical care is unevenly distributed, with most serious health conditions requiring travel to a larger regional centre such as Geelong or Ballarat. This creates gaps in access manifesting as intra-Shire health inequities. According to figure 2.8, the northern part of Golden Plains – incorporating towns such as Scarsdale, Linton, Smythesdale and Enfield – has a systematically higher prevalence of long-term health conditions than the southern area. This echoes the patterns of disadvantage highlighted in figure 1.2.

	Ararat	Ballarat	Colac Otway	Golden Plains	Greater Geelong	Hepburn	Moorabool	Pyrenees	Queenscliffe	Surf Coast	Vic Avg
Arthritis	12.1%	10.5%	10.8%	8.9%	9.3%	12.3%	9.8%	13.6%	13.0%	7.8%	8.0%
Asthma	9.8%	11.4%	8.5%	10.4%	9.8%	9.7%	9.8%	9.9%	7.7%	8.1%	8.4%
Mental health condition	10.9%	13.1%	9.1%	9.8%	11.1%	11.2%	10.2%	11.7%	7.6%	7.5%	8.8%
Other long- term health condition	8.5%	9.6%	7.5%	8.1%	8.8%	9.9%	9.0%	8.5%	8.0%	7.2%	8.0%
No long- term health condition	47.9%	53.1%	56.1%	58.1%	56.5%	50.2%	56.9%	46.9%	52.0%	61.7%	61.0%

FIGURE 2.7: GOLDEN PLAINS' TOP THREE LONG-TERM HEALTH CONDITIONS COMPARED WITH SELECTED LGAS

Source: ABS Census 2021; SGS Economics and Planning

FIGURE 2.8: PREVALENCE OF LONG-TERM HEALTH CONDITIONS – NORTH AND SOUTH GOLDEN PLAINS COMPARED





Source: Golden Plains Shire Council 2023; SGS Economics and Planning 2023

Access to good quality, affordable housing is fundamental to community wellbeing.⁸ Affordable housing has a role in reducing poverty and enhancing equality of opportunity, social inclusion, diversity and mobility. The increased unaffordability of housing and growing rates of housing insecurity – particularly amongst those on lower incomes – have been implicated in deteriorating social, economic, community and health outcomes across much of Australia and the world.

According to Figure 2.9, Golden Plains is the most affordable LGA in the region. It has the highest concentration of households paying less than 30 per cent of their income in mortgage repayments, and the lowest proportion paying more than 30 per cent of income in rent, of all included LGAs. While Golden Plains has the highest proportion of households paying more than 30 per cent of income in mortgage repayments, this should be interpreted in the context of relatively high levels of home equity and low rents. This indicates that the relatively high housing costs being borne by this slice of the community are a choice to accumulate an appreciating asset, which will contribute to long-term wealth, rather than a necessity forced upon households by an unaffordable local housing market. If households are not in a position to purchase housing, Figure 2.9 suggests there are more affordable housing options than any of the neighbouring LGAs.

This is an outcome that should be celebrated from the perspective of community health, wellbeing and connectedness, and staunchly protected as Golden Plain looks expands its portfolio of residential development. Particularly important are the continued low levels of social housing in Golden Plains, and across regional Victoria as a whole. There are just eight social housing properties in the entirety of

⁸ Australian Institute of Health and Welfare (2023) *Housing affordability*, https://www.aihw.gov.au/reports/australias-welfare/housing-affordability

Golden Plains Shire, with unmet demand for an additional 113 homes.⁹ Higher levels of social housing, by bolstering the local social safety net, can contribute to greater diversity and resilience and should be a priority outcome of future development.

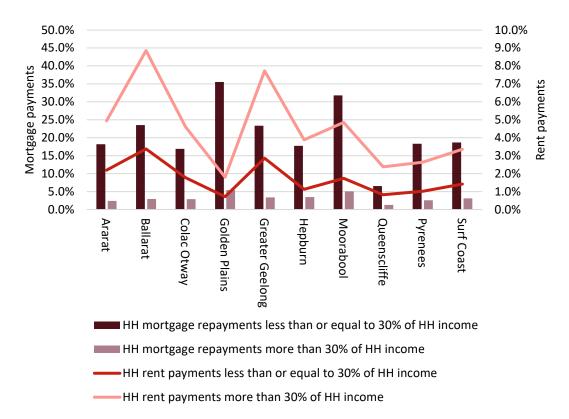


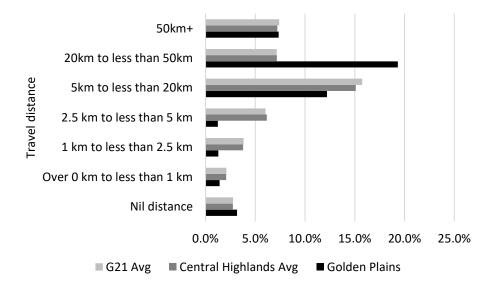
FIGURE 2.9: RENTAL AND MORTGAGE STRESS – SELECTED LGAS

Source: ABS Census 2021; SGS Economics and Planning

SGS ECONOMICS AND PLANNING: COMMUNITY WEALTH AND WELLBEING ANALYSIS

⁹ Golden Plains Shire Council (2021) *Plan To Support Action on Social Housing*, media release, 30 July, https://www.goldenplains.vic.gov.au/news/plan-support-action-social-housing-0





Source: ABS Census 2021; SGS Economics and Planning

Less impressive from the perspective of healthy, connected communities is mobility within and to/from Golden Plains Shire. As highlighted above, the vast majority of residents work outside the LGA in regional centres such as Ballarat and Geelong, either seeking higher-paid jobs or work that is not on offer within the local economy (which is highly dependent on agriculture, construction and manufacturing). This translates into much more significant commuting travel distances – and by association, travel times – for Golden Plains residents compared to neighbouring LGAs., In addition, while active and public transport use are low across the entire region, they are especially low in Golden Plains, which has a higher proportion of residents using private vehicles to travel to work. The 2022 Transport Connections Study highlighted significant unmet demand for transport options aside from private cars, with between one-fifth and one-third of survey respondents saying that this would increase their travel.¹⁰ This suggests that a segment of the Golden Plains community is currently experiencing reduced travel freedom.

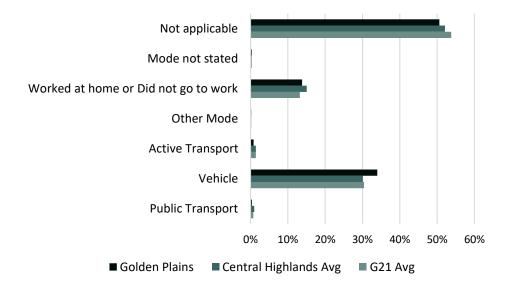
Excessive time spent commuting – particularly by car – have been regularly shown to contribute to poor health and wellbeing, both individually and at the community level.¹¹ Moreover, the characteristics demonstrated in Figures 2.10 and 2.11 are consistent with those of a 'dormitory suburb'; a label that explicitly opposes the community health, wealth and wellbeing agenda being pursued by Golden Plains. There is real need, desire and opportunity for more diverse, accessible and sustainable transport options across the Shire, with a particular focus on underserved community and vulnerable users. The social, economic and community benefits of such an approach could be profound.¹²

¹⁰ Golden Plains Shire Council (2022) Golden Plains Transport Connections Study 2022, p. 44

¹¹ Halonen, J. I., Pulakka, A., Vahtera, J., Pentti, J., Lastrom, H., Stenholm, S. and Hanson, L. M. (2020) 'Commuting time to work and behaviour-related health: a fixed-effect analysis', *Occupational and Environmental Medicine*, vol. 77, no. 2, pp. 77-83

 ¹² The Golden Plains Transport Connections Study 2022 provides a longlist of transport opportunities on p.
 48, recommending each receive an exploratory workshop with Council staff.

FIGURE 2.11: MODE OF TRAVEL TO WORK - SELECTED LGAS



Source: ABS Census 2021; SGS Economics and Planning 2023

Representation, inclusion and attainment of positive outcomes amongst indigenous peoples is core to healthy, connected communities. Figures 2.12 to 2.14 below demonstrate that on the whole indigenous members of the Golden Plains community experience worse income, education, and health than non-their non-indigenous counterparts. In terms of income, indigenous people in Golden Plains disproportionately earn in the lowest decile, with a larger difference between indigenous and non-indigenous people in Golden Plains than the G21 or Central Highlands averages. Similarly, indigenous people have achieved less education compared to non-indigenous people, with the gap in Golden Plains particularly stark regarding Cert I and II and secondary education levels. Interestingly, however, health gaps between indigenous and non-indigenous people are smaller than might be expected, with lower levels of arthritis, cancer, dementia, diabetes and strokes amongst indigenous, compared to non-indigenous people. Poor mental health and asthma, however, are vastly over-experienced by indigenous people, though the difference is smaller in Golden Plains than in neighbouring LGAs.

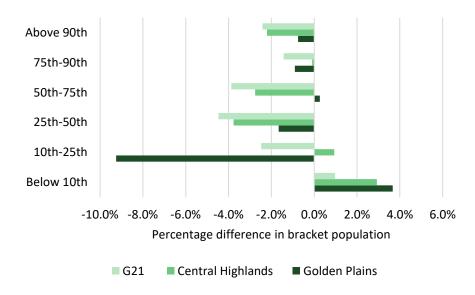
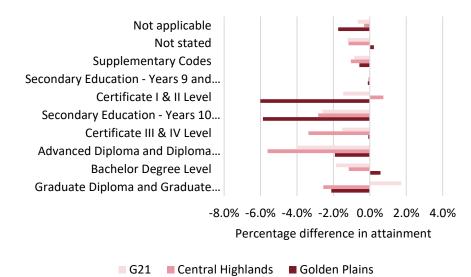


FIGURE 2.12: INDIGENOUS TO NON-INDIGENOUS COMPARED - EARNINGS

Source: ABS Census 2021; SGS Economics and Planning 2023

FIGURE 2.13: INDIGENOUS TO NON-INDIGENOUS COMPARED – HIGHEST LEVEL OF EDUCATION



Source: ABS Census 2021; SGS Economics and Planning 2023

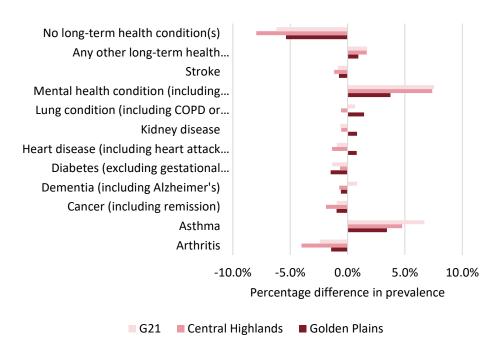


FIGURE 2.14: INDIGENOUS TO NON-INDIGENOUS COMPARED – HEALTH

Source: ABS Census 2021; SGS Economics and Planning 2023

Current practices

- Council issues community strengthening grants worth up to \$10,000 to local events, projects and programmes that assist the community to increase its environmental sustainability, arts and cultural output, sport, recreation, health and wellbeing outcomes and community resilience. In the first round of 2023 grants Council awarded a combined \$30,241.
- Council is supporting a range of local community spaces, events and services, including by making Council facilities more accessible and investigating reduced fees and charges, in recognition that accessible space is one of the core enablers of greater community health, connection, participation and wellbeing.
- Council demonstrates a sophisticated approach to health and wellbeing, with priorities including mental health and wellbeing, active living, preventing family violence and advancing gender equity, healthier diets and climate change mitigation integrated across the entire Council Plain 2021-2025.
- Council is investigating partnerships with, and will continue to advocate for, health and educational services providers to boost access to these services across the Shire. For instance, exploring the potential for a tertiary care and health precinct in Bannockburn in partnership with state government and private providers. There is a particular need for more extensive mental health services and facilities, with the Shire currently under-serviced and poor mental health amongst the most prevalent long-term health conditions experienced in Golden Plains (figure 2.7).
- The attachment of Community Enhancement/Benefit Funds to windfarm projects aims to secure the benefits of these investment for the Golden Plains community, ensuring that they are not extractive.

- Council has trialled a number of community transport initiatives, including a Community Bus, to close transport gaps being experienced by the Golden Plains community.
- Council is currently developing a Tracks & Trails strategy aimed at expanding active travel infrastructure across the Shire.
- Council has booked time with local indigenous leaders for staff to access to provide advice on indigenous issues.
- Council has an internal Reconciliation Action Plan working group.

2.4 A sustainable local environment

What this looks like in Golden Plains

The beauty, diversity, accessibility, and productivity of its natural environment is one of Golden Plains' most significant attributes. The area is well known for its idyllic rural setting and is developing a strong portfolio of nature-based offerings in tourism, recreation, arts and culture and other sectors. These natural assets and associated infrastructure must be protected and expanded, safeguarding their enjoyment for future generations of Golden Plains residents and visitors, and allowing greater numbers to form a meaningful, ongoing connection with the natural environment. Where possible, stewardship should lie with Traditional Owners – the Wadawurrung and Eastern Maar peoples – whose knowledge and traditions can inform more sensitive and resilient management of the local environment.

Climate change is ongoing, and its impacts are intensifying in Golden Plains. Wherever possible, climate change should be mitigated through emissions reductions, with the conduct of businesses, residents and visitors aligned with the rapid achievement of carbon neutrality. These efforts must be paired with ongoing efforts to build resilience so local communities, economies and livelihoods are protected from the worst climate impacts. While flooding is a possibility across the Shire's waterways, it is notable that the majority of land in the Shire is defined as 'bushfire prone', which Council have noted inhibits development prospects across much of its area. These climate risks are very unevenly distributed, with central parts of the Shire particularly vulnerable.

Where sections of the Golden Plains economy rely on the intensive use of natural resources, this should be matched with efforts to innovate away from destructive or unsustainable practices. For agriculture, one of the key drivers of the local economy, this manifests as a shift away from traditional broadacre cropping and grazing on cleared land, toward regenerative, diversified, higher value-added practices, processes and products; an opportunity for increased economic and environmental returns. More broadly, Golden Plains can increasingly pivot toward the opportunities of the green economy, particularly increasing its share of clean energy investments such as the Golden Plains Windfarm.

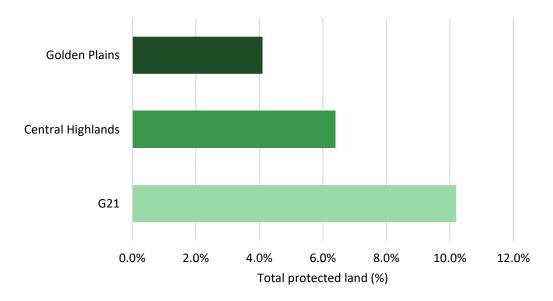
Indicators of a sustainable local environment

In terms of performance, Golden Plains has a mixed environmental profile. Its natural assets mean that it is home to 372 individual species of flora and 191 species of fauna, yet as figure 2.15 demonstrates, the proportion of protected land is well below that of its regional neighbouring LGAs. The effects of climate change will continue to put pressure on these natural assets through a combination of more extreme weather events and changes to rainfall and waterway flows. There are currently 53 species of threatened fauna and a long list of threatened flora within Golden Plains, making it critical that protected areas are maximised and insulated from the negative impacts of increased residential development, including traffic, waste, run-off and habitat destruction.¹³

In large part Golden Plains' relatively small share of protected natural area is a function of the heavy use of land for agricultural purposes, especially broadacre cropping and livestock grazing, which require

¹³ State Wide Integrated Flora and Fauna Teams (2023), https://www.swifft.net.au/cb_pages/threatened_species.php

large, cleared spaces.¹⁴ As a sparsely-populated, agricultural economy, Golden Plains has a structural dependence on natural resources. This is reflected in its LGA-wide emissions profile, in which agriculture, followed by road transportation, are its top two sources of CO2 emissions (Figure 2.16). This replicates the case across Victoria, where agriculture has long been the largest emitter of CO2 emissions. Though agricultural emissions recently reached a 30 year low, having steadily declined over the past decade, they remain 30 per cent higher than those from the manufacturing industry (also declining) and five times higher than the construction industry (slightly increasing); Golden Plains' two other major industries in terms of economic output (figure 2.17). Almost two-thirds of Golden Plains' land remains in the use of primary production, and as long as this economic dependence remains, Golden Plains will continue to display a fairly carbon-intensive emissions profile.





Source: ABS 2023; SGS Economics and Planning 2023

Beyond its emissions intensity, the water intensity of Golden Plains' agricultural industry has been improving as irrigation practices evolve to make lighter use of water resources. Golden Plains uses significantly less water to irrigate its agricultural land than the G21 average, and slightly more than the Central Highlands average. Golden Plains can look to improvements in places such as Wellington Shire's Macalister Irrigation District, which has worked over the past decade to drastically reduce agricultural water intensity in the region.¹⁵

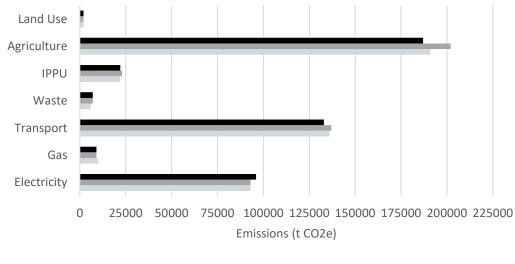
As noted above, key to reducing the intensity of the Golden Plains agricultural sector's use of natural resources is shifting to higher value-added products. These typically reflect the application of skill, expertise and experience, or some other form of positive differentiation, as opposed to sheer volumes of production or inputs necessary to compete on price, as tends to be the case for basic agricultural

¹⁴ Golden Plains Shire Council (nd.) *Economic Development, Tourism & Investment Attraction Strategy 2022-*2032, p. 3

¹⁵ Southern Rural Water (2023) Macalister Irrigation District Modernisation,

https://www.srw.com.au/initiatives/projects/macalister-irrigation-district-modernisation

commodities. In this regard, it is positive that Golden Plains' agricultural sector appears to be gradually increasing its share of value-added over time (Figure 2.19), with background material noting that increasing production of high-quality, boutique and ecologically-sustainable food and fibre products remains a key preoccupation of the local agricultural industry.





2018 2019 2020

Source: Snapshot Climate 2023; SGS Economics and Planning 2023

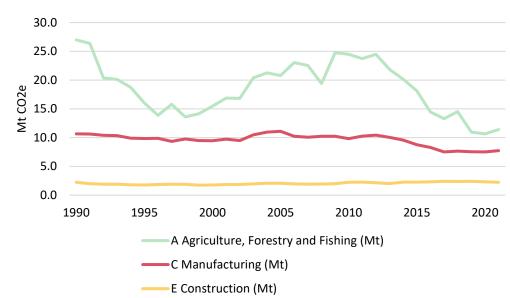


FIGURE 2.17: ANNUAL EMISSIONS INTENSITY OF VICTORIAN INDUSTRIES

Source: Department of Climate Change, Energy, the Environment and Water 2023; SGS Economics and Planning 2023

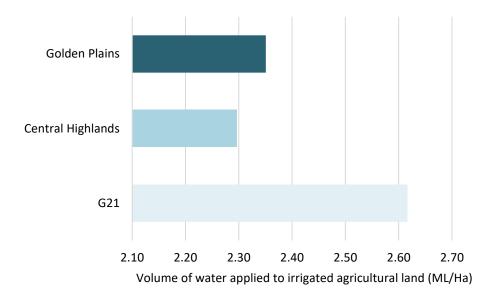
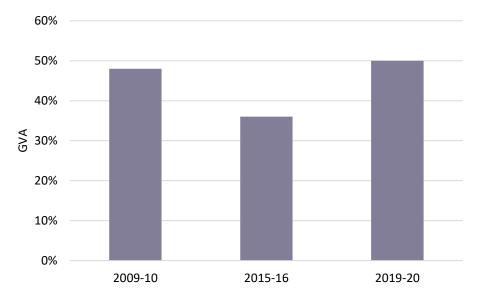


FIGURE 2.18: WATER INTENSITY OF AGRICULTURAL IRRIGATION - SELECTED LGAS

Source: ABS 2023; SGS Economics and Planning 2023

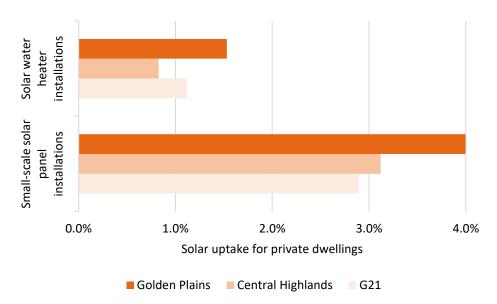




Source: SGS Economics and Planning 2023 scaled input-output model based on ABS 2020 National Input Output Tables

The sustainability of the local environment is not merely a matter for local industry. It is also a matter of individual choice, and reflects the care and respect with which local populations – both established and new – treat the Shire's natural resources. While measuring such attitudes at an aggregate level is difficult, it appears that Golden Plains residents are engaged with the process of reducing their own environmental impact. Uptake of solar energy, for example, is higher amongst Golden Plains residents than in either the G21 or Central Highlands regions as a whole. Similarly, and perhaps more inclusively – given residential solar installation is typically expensive and may be out of reach for less well-off

residents – the Victorian government's local government waste data dashboard suggests that Golden Plains households recycle 50 per cent more than the regional and state average, despite regional recycling service costs being markedly higher than the state average.¹⁶ The generation, collection and disposal of residential, industrial and commercial waste is a consistent issue for local councils, and it is encouraging that Golden Plains is performing well on this metric.





Source: ABS 2023; SGS Economics and Planning 2023

Current practices

- Council has committed to including climate leadership as a parameter for investment attraction
 efforts, and introducing environmental sustainability criteria to its own procurement policy. These
 demonstrate an understanding of Council as imperative to driving environmental sustainability and
 climate mitigation across the local economy and associated supply chains.
- Council is modelling sustainable practices and collaborating with the Golden Plains community to enhance sustainability across the local area. This includes the alignment of a variety of Council-led funding programmes such as the Community Strengthening Grants with sustainability and climate change outcomes.
- Council is looking to attract new sustainable industries and businesses to Golden Plains and support existing businesses to become more environmentally sustainable.
- Council is carefully considering the impact of climate change especially bushfires on the future Golden Plains population, and considering the quantity and location of growth so as to minimise exposure to, and risks from, climate impacts.

Recycling Victoria (2023) *Victorian local government waste data dashboard,* https://www.vic.gov.au/victorian-local-government-waste-data-dashboard

- The *Environment Strategy 2019-2027* includes an exhaustive list of targets, commitments and indicators for environmental performance across the Shire. These include:
 - become low-carbon by 2040;
 - achieve 50 per cent increase in visitation to parks and open space by 2027 ; and
 - achieve 25 per cent growth in green industry and penetration of regenerative practices amongst existing primary producers by 2027.

2.5 Community wealth building through residential development

What this looks like in Golden Plains

Golden Plains is entering a period of population growth, with new inbound capital and residential development expected over the coming decades. These flows, and the changes they leave in their wake, should serve the interests of the Golden Plains community, and defer to a strong collective vision of the Shire. There have been too many cases of regional and greenfield developments that fail to respect the attributes, preferences, character and landscape of their 'host' communities.

Securing this vision is, to a significant extent, the role of Council. Council is in touch with the wishes of the community and capable of acting as a vessel for its preferences, as well as retaining primary authority of the size, shape and location of new local development. Through an activist approach and supportive planning scheme, Council will be able to ensure that the next phase of residential, population and economic growth contributes to, rather than extracting or detracting from, community wealth across the Shire. It is particularly critical that growth in certain areas of the Shire lead to improved outcomes across the entire LGA. Whether through conscious choice or investor discretion, many towns and communities in Golden Plains will not grow much over coming decades; yet they too must share in the benefits of increased investment.

Community wealth building is an action agenda to help ensure that this occurs. Through a partnershipbased approach with local anchor institutions, developers and investors into Golden Plains, Council can ensure development outcomes reflect the interests of place, people and planet. Growth areas in Golden Plains will not repeat the mistakes of other places. They will not be sterile and car dependent, with a poor local environment, a monotonous built environment and little community spirit, engagement or character. Nor will they amplify or replicate existing inequalities. Instead, they will be interesting, vibrant, inclusive places, with diverse economies, populations and land uses, a healthy local environment and a character that is unmistakeably 'Golden Plains'. They will be places people want to move to, but are accessible, familiar and fulfilling to those who have stayed, with opportunities to live, work and spend time in positive, healthy, fulfilling ways.

Indicators of community wealth building through residential development

It is difficult to provide a baseline for residential development in Golden Plains that contributes to community wealth and wellbeing. This is because residential areas of Golden Plains remain relatively undeveloped. However, if the intention is to avoid the physical and economic implications of becoming a 'suburb' of Geelong or Ballarat – the two major regional centres with which residential development in Golden Plains is likely to interface – it is worth reviewing these attributes as they exist in a current such suburb.

Armstrong Creek – Barwon Heads is a region in the south-eastern suburbs of Geelong. It is a roughly equivalent distance from Geelong as Bannockburn, though with a larger population, and is a good example of a Greater Geelong residential growth area. As with many growth areas, it is noted for its relatively poor economic and built environment; in other words, what future new residential developments in Golden Plains ought *not* to look like. It is compared in this section with Bannockburn, which is the largest town in Golden Plains and, according to Council's central projected growth scenario, is expected to host the majority of new residential development. The intention is not to assess or judge the current state of Bannockburn. Rather, it is to highlight its existing attributes, which can be

expanded or reduced as it proceeds on its development path, and highlight the choices and different models of development open to Council as it considers how Golden Plains should grow in the coming decades.

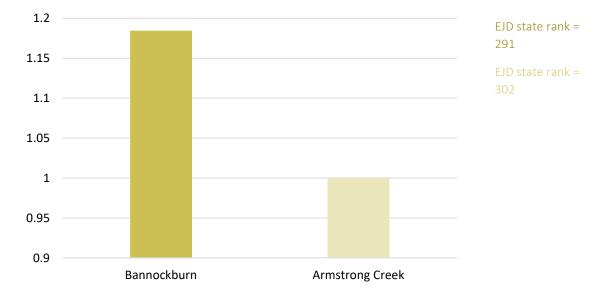


FIGURE 2.21: JOBS PER PERSON OF WORKING AGE – BANNOCKBURN AND ARMSTRONG CREEK COMPARED

Source: ABS Census 2021; SGS Economics and Planning 2023

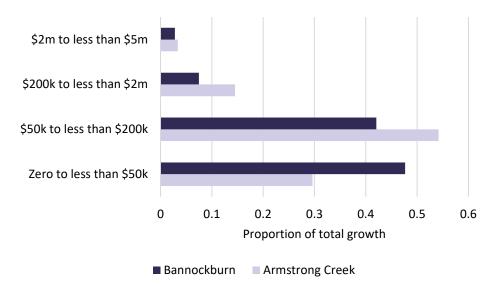
Armstrong Creek's relative economic weakness is displayed in Figure 2.21, which contains the number of jobs per person of working age. At 0.99, Armstrong Creek's base of jobs is insufficient to provide for the entire working-age population. This is compared to Bannockburn, which has a richer base of employment opportunities and can provide 1.18 jobs per person. Poor jobs concentration is characteristic of new growth areas on the outskirts of larger cities or regional centres, as growth and investment tends to focus on the more lucrative residential sector at the expense of building viable local economies.

Even more important than the sheer number of jobs is the number of jobs that are easily accessible due to short travel times and adequate public transport connectivity. SGS has developed a measure of this phenomenon referred to as Effective Job Density (EJD), which is a measure of the relative concentration of employment derived from the density and accessibility of all jobs across a region. Locations with a high EJD are more productive and competitive, as they represent locations capable of facilitating greater professional interactions between people; one of the key drivers of the knowledge economy. Bannockburn is ranked higher amongst Victorian SA2s in terms of its EJD than Armstrong Creek – Barwon Heads, reflecting a greater concentration of accessible jobs, and likely a more productive local economy.

Businesses in growth areas tend to be larger, with retail often dominated by 'big box' and chain stores. These contribute little to the activation and interest of business precincts, and tend instead to drive out smaller, independent operators, in turn reducing the vibrancy, resilience and community appeal of these precincts. According to Figure 2.22, Bannockburn enjoys a more robust ecosystem of micro- and small businesses, with most growth in the number of local businesses occurring at the lowest ends of business size. As business size increases, so too does business growth in Armstrong Creek compared to

Bannockburn, suggesting a base of increasingly large, potentially corporatised businesses. Illustratively, Armstrong Creek has seen the number of businesses turning over more than \$10 million per year increase from 0 in 2018 to 9 in 2022, with 6 added between 2021 and 2022 alone. Bannockburn, meanwhile, has just 3, with a systematically lower rate of growth in the number of larger businesses.¹⁷ While larger businesses can bring much-needed investment and jobs into the local economy (though as Figure 2.21 demonstrates, this has not been the case in Armstrong Creek), it will be critical for Bannockburn not to lose its base of small, diverse micro- and small businesses as it develops into a larger residential centre. These businesses are likely to contribute to a more lively local economy, with accessible, fulfilling jobs for local people.





Source: ABS Census 2021; SGS Economics and Planning 2023

While its economic profile may be an improvement on Armstrong Creek's, the physical and infrastructure attributes of Bannockburn appear similar to those of a stereotypical 'growth area'. As Figure 2.23 demonstrates, Bannockburn is less dense, with less diversity in housing choice, than Armstrong Creek. Of the 0.13 dwellings per hectare in Bannockburn, over 96 per cent are detached houses. These attributes, if retained as Bannockburn undergoes greater residential development, are likely to contribute to a less interesting, diverse and functional place, with negative implications for the attractiveness and character of the local area.

Despite a desire to escape the economic pull of Greater Geelong, Bannockburn appears firmly within its commuter belt, with large numbers of residents leaving each day for work despite the town's relative economic strength. Moreover, this mobility appears underserved by active and public transport infrastructure, with Figure 2.24 highlighting the extremely low proportion of local residents who

¹⁷ ABS (nd.) Region summary: Barwon Heads – Armstrong Creek,

https://dbr.abs.gov.au/region.html?lyr=sa2&rgn=203031489; ABS (nd.) *Region summary: Bannockburn,* https://dbr.abs.gov.au/region.html?lyr=sa2&rgn=203011034

SGS ECONOMICS AND PLANNING: COMMUNITY WEALTH AND WELLBEING ANALYSIS

commute to work on public transport. Research has demonstrated that active and public transport use is beneficial to quality of life, wellbeing and personal development, especially when set against the negative economic, environmental, aesthetic and social impacts of excessive car dependence.¹⁸ As Bannockburn develops it will be critical to avoid locking in car dependence and reduce the requirement to commute by car, and provide mode choice, if it is to avoid replicating the mistakes of other growth areas. More broadly, it is essential that the infrastructure and services to support local commerce, transport and liveability be provided as soon as residential development begins and people move in, rather than being left as secondary to development of housing.

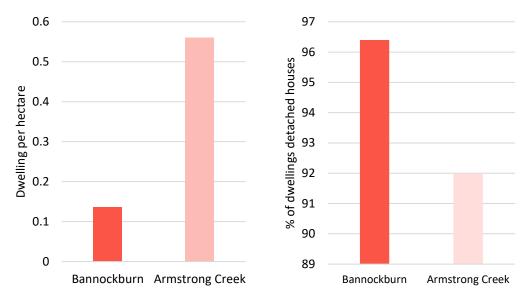


FIGURE 2.23: DENSITY AND TYPE OF RESIDENTIAL STRUCTURES – BANNOCKBURN AND ARMSTRONG CREEK COMPARED

Source: ABS Census 2021; SGS Economics and Planning 2023

Note: figure 2.23 represents SA2s, which for Bannockburn includes lightly-populated agricultural land on the outskirts of town. This is appropriate to ensure the comparisons between Bannockburn and Armstrong Creek are performed at the same geographic level, but has the effect of reducing measured population density. When calculated using only the built area of the town itself, density in Bannockburn is 0.45 dwellings per hectare; still lower that Armstrong Creek, but higher than is suggested by figure 2.23.

¹⁸ Te Brommelstroet, M., Nikolaeva, A., Mladenovic, M., Milakis, D., Ferreira, A., Verlinghieri, E., Cadima, C., de Abreu e Silva, J. and Papa, E. (2022) 'Have a good trip! Expanding our concepts of the quality of everyday travelling with flow theory', *Applied Mobilities*, vol. 7, no. 4, pp. 352-373

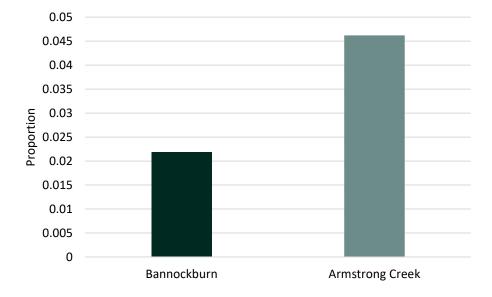


FIGURE 2.24: PROPORTION OF EMPLOYED PERSONS USING AT LEAST ONE FORM OF PUBLIC TRANSPORT TO TRAVEL TO WORK – BANNOCKBURN AND ARMSTRONG CREEK COMPARED

Source: ABS Census 2021; SGS Economics and Planning

Current practices

- Objective 2.3 of Council Plan Provide for a diversity of lifestyle and housing options commits to an
 extensive, strategic approach to land use and residential planning that balances urban growth and
 rural character, underpinned by diverse living options and supportive infrastructure and services.
 Council is encouraged to implement this objective in full.
- Council has committed to use the planning scheme, especially developer contributions, to ensure new developments and inbound investments contribute to adequate infrastructure and a healthy local environment. A promising example is the attachment of Community Enhancement/Benefit Funds to windfarm projects.
- Council's formation of a Community Reference Group, and subsequent workshop-based approach to co-design Golden Plains Shire Community Vision 2040 signals an awareness of community engagement and stewardship as underpinning Council's legitimacy, which can help ensure that development decisions genuinely reflect community priorities. Devolved, town-level prioritisation and decision-making with individual Community Plans can also assist this outcome.
- As part of the Golden Plains Growing Places Strategy, Council have committed to identifying areas for community land uses in proximity to residential growth and development in Bannockburn, as well as other growth areas, recognising that new development must be accompanied by new services and community facilities.

3. Planning for the wellbeing of Golden Plains residents

3.1 Achieving greater wellbeing in Golden Plains

This section presents a forward-looking agenda for achieving greater wellbeing in Golden Plains.

Council has already committed to a comprehensive set of actions at a variety of timescales in strategies such as the *Economic Development, Tourism & Investment Attraction Strategy 2022-2032* and *Council Plain 2021-2025*. Considering this existing work, this report does not seek to offer Council another action plan. Rather, it captures a series of aims and strategies under each of the four wellbeing themes:

- Prosperous small town economies;
- Healthy, connected communities;
- A sustainable local environment; and
- Community wealth building through residential development.

The aims and strategies are supported by example actions. These focus on responding to shortfalls or gaps highlighted in the baseline analysis. Some of these are about continuing efforts that are underway, others are expected to be in constant evolution as Council proceeds to implement the variety of actions that have been identified in other strategic material, and reviews strategies over time.

Prosperous small town economies

This theme recognises the importance of the Golden Plains' small and diverse towns to its character and identity. Robust local economies can ensure that these towns remain viable in the future. Elements include maximising local expenditure, nurturing local enterprise and ensuring inbound residential and commercial growth contribute to, rather than undercutting, each town's distinct character.

Aim	Strategy	Example actions
Minimise leakage of financial and human capital to regional centres beyond Golden Plains' borders	Expand local procurement, investment, spending and employment	 Complete audit of Council procurement, including of labour, and identify opportunities to expand the share of procurement spend occurring within the Golden Plains economy.
		 Investigate potential for a network of local anchor institutions or businesses willing to expand local procurement and hiring. The network would adopt a charter committing to an increased share of local hiring and procurement by a set percentage.
		 Through the above audit and network identify and assist local suppliers who could participate in economic localisation and progressive procurement initiatives.
		 Lobby for more local anchor institutions, such as a Golden Plains campus attached to a hospital or university in Ballarat or Geelong.
		 Broker deals with windfarm developers to capture community benefits from new windfarms, such as free/discounted power and community funds.
Maintain and reinforce the character and qualities of the Shire's small towns	Build local business capacity	 Continue and expand business training and mentoring, opportunity promotion and awareness raising actions contained in <i>Economic Development, Tourism &</i> <i>Investment Attraction Strategy.</i>
		 Audit unused or underutilised public assets for potential repurposing as affordable business space (e.g. disused railway buildings).
		 Investigate opportunities to 'crowd in' funds to refurbish and maintain underutilised buildings from local business community, potentially by matching local business contributions.
		 Audit base of local co-operative businesses and partner with Business Chamber of Cooperatives and Mutuals (BCCM) and Co-operative Farming to expand number of co-ops in Golden Plains.
		 Orient Council's business concierge advice toward the establishment of co-operative business forms. Learn from experience of co-operatives in adjoining areas, such as UFS Dispensaries in Ballarat and Dairy Farmers Milk Co-operative in Geelong.

TABLE 1: ACHIEVING PROSPEROUS SMALL TOWN ECONOMIES

Community-level decision-making and vision-setting	 Maintain practice of developing individual community plans and investigate expanding their scope into town economy development and governance. Building on initiatives such as the Berrybank Wind Farm Community Grants, explore participatory budgeting at the town level; for instance, a dedicated percentage of the Council budget dedicated to spending on locally-determined, community priorities.
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Healthy, connected communities

This theme recognises that community health and wellbeing is multi-faceted, reflecting not just physical health, but also economic opportunity and equality and social and physical connection. Healthy, connected communities can ensure that Golden Plains remains a cohesive, pleasant, fulfilling place to live. Elements include minimising health outcome gaps within the Shire, achieving better physical connections within and across the Shire's borders, and celebrating the culture and traditions of local indigenous communities.

Aim	Strategy	Example actions
Reduce health outcome gaps and broader social and economic inequities within	Expand access to healthcare in underserved areas of Golden Plains	 Popularise phone-based healthcare and health advice such as Healthdirect.
		 Engage with local health district to expand mobile healthcare and mobile clinics for more-isolated towns.
		 Continue to lobby local health district and state health authorities for expanded permanent health facilities in Golden Plains, in recognition of uneven patterns of disadvantage and regional pockets of underservice.
	Encourage healthy lifestyles	 Develop a platform for local farmers to distribute surplus produce to local communities, or community-led organisations.
		 Investigate opportunities to expand active transport to local schools e.g. walking buses.
the Shire		 Connect towns via bike paths and walking tracks, encouraging locals to get active and explore their area.
	Elevate and embed Wadawurrung and Eastern Maar culture and communities across Golden Plains	 Prioritise engagement with local indigenous groups on matters of health, education, economic opportunity and environmental sustainability.
		 Introduce targets for procurement from indigenous- owned businesses into Council procurement guidelines, encourage potential local anchors to do the same.
		 Appoint First Nations officer to oversee indigenous affairs within Council.
Greater mobility and physical connection across Golden Plains	Reduce car dependence	 Consider a 'town hopper' shuttle bus service to help locals move around the Shire; potentially building out Golden Plains Community Bus service with additional service times. Incorporate feedback on Community Bus trial, particularly around irregularity and low levels of awareness. Consider potential impact of COVID-19 on passenger numbers during trial period.
		 Continue advocating for expanded public transport provision by state and federal government, especially reopening the Geelong to Ballarat passenger rail line.

TABLE 2: ACHIEVING HEALTHY, CONNECTED COMMUNITIES

A sustainable local environment

This theme reflects the centrality of environmental and ecological health to Golden Plains' communities and economies. It is possible to retain the Shire's commitment to 'making and growing things' while improving environmental outcomes, developing new products and markets and increasing citizens' connection with, and enjoyment of, the local environment.

Aim	Strategy	Example actions
Reduce emissions from local agricultural sector	Facilitate uptake of ag-tech by local farmers	 Popularise ag-tech through events, presentations and training for local farmers. Industry is often willing to provide these services as part of marketing and sales functions. Prioritise use of ag-tech, investigate partnerships with ag-tech companies in Golden Plains Food Production Precinct. Investigate low-interest loans for farmers to purchase/upgrade sustainability technology, potentially provided through local credit or agricultural cooperatives.
	Promote higher value-added products and processes	 Popularise Golden Plains' high-value food, fibre and tourism products through Taste See Explore website and potential Golden Plains Producers Showcase.
		 Explore incentives to locate processing and training facilities within the Shire, including exploring co- operative ownership models, to capture greater share of agricultural value chain.
		 Build on opportunity for poultry processing plant identified in Regional Development Australia Central Highlands Region study into agricultural value addition.
		 Work with peak bodies and industry associations to establish local producers' levy to fund training, research and development in local agricultural sector. See for example Hort Innovation (horticulture industry).
Address uneven exposure to climate risks across Shire	Encourage adaptation and resilience-building in most vulnerable communities	 Seek state or federal funding for a community adaptation and resilience fund to finance actions in vulnerable communities, including upgrades to Places of Last Resort.
		 Disseminate resources on disaster preparedness; for instance encouraging downloads of Australia Red Cross Get Prepared app
Maximise sustainability in everyday life for Golden Plains	Drive commercial and investment activity to become more sustainable	 Ensure best practice sustainability requirements apply to new investments into the Shire.
		 Investigate sustainability certification for Council and commit to expand procurement from certified sustainable suppliers (for instance, B Corps).

TABLE 3: ACHIEVING A SUSTAINABLE LOCAL ENVIRONMENT

residents and businesses		 Partner with circular economy platform such as ASPIRE to assist Golden Plains businesses to profitably recycle more of their waste.
	Help residents live more sustainably	 Explore other opportunities to embed circular economy across Golden Plains, drawing on local specialisations; e.g. partner with local poultry farmers to help residents keep chickens to dispose of household food waste/scraps.
		 Capture funds from residential and windfarm developers to subsidise local recycling industry.
		 Recognise that expanded public and active transport are crucial for reducing local emissions.
		 Explore opportunities for localised, co-operative renewable energy generation and micro-grids in Golden Plains; following the example of programmes such as Renewable Newstead.

Community wealth building through residential development

This theme reflects the potential for Golden Plains to choose a model of residential growth and development that contributes to community wealth and wellbeing. This will secure the benefits of growth while ensuring it does not undercut those aspects that make the Shire a nice place to live. While some parts of Golden Plains will grow substantially in coming decades, others won't. It is imperative, therefore, that all members of the community share in the outcomes of growth in those areas that are willing and able to bear it.

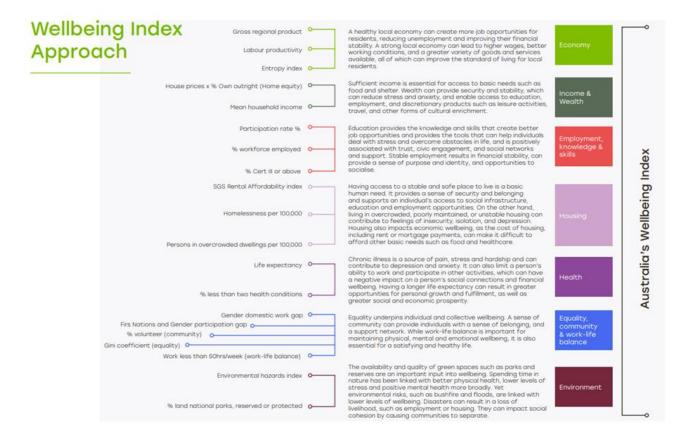
Aim	Strategy	Example actions
Retain and grow economic strength in growth areas	Retain mixed land use	 Plan to maximise potential for local employment and retail as well as residential land use in growth areas (utilise 'best practice' approaches to maximising the ratio of embedded local jobs to population).
		 Where growth is occurring in areas with industrial or employment lands, avoid turning these over to residential use.
	Maximise share of small, independent, and cooperative businesses	 Ensure that land allocations for retail extend beyond the immediate requirements for 'big box' retail formats and include opportunities for 'main street' expansion and incremental enterprise development in the future.
		 Reserve part of future growth areas (especially Bannockburn) for produce market to expand sales opportunities for producers, food choice for residents and visitation into the area.
		 In new areas for employment, reserve a portion for incubator and startup business; e.g. ag-tech businesses.
	Capture and distribute value to the community	 Adopt a community wealth and wellbeing charter for inbound investment and new residential development.
Development that makes Golden Plains a more attractive, inclusive place		 Establish community wellbeing fund to capture developer contributions (e.g. section 173 agreements) and fund wellbeing actions, with fixed percentage earmarked for spending in underdeveloped towns, sharing benefits of growth across Shire's diverse towns
		 Ensure that required community and open space contributions are on unconstrained and developable land.
		 For constrained and/or encumbered land, explore uses that contribute to local economies and livelihoods; e.g. community gardens.
	Plan for diversity in housing type	 Increase share of publicly/cooperatively funded housing through partnerships with provider such as CEHL. Learn from experience of housing co-operatives in adjoining areas; the BCCM counts at least 20 existing housing co- operatives in adjoining areas such as Geelong, Ballarat, Sebastopol and Mount Clear.

TABLE 4: ACHIEVING COMMUNITY WEALTH BUILDING THROUGH RESIDENTIAL DEVELOPMENT

 Adopt an overall target for housing density, within which there is a diversity of housing forms and a minimum outcome for private and public open space to accommodate a cooling green canopy.
 Increase share of social housing, acknowledging that rapid growth in areas like Bannockburn is likely to intensify housing stress amongst disadvantaged populations in these areas; moreover that social and affordable housing makes important contributions to diversity, inclusion and cohesion.

Appendix A: SGS Cities and Regions Wellbeing Index

The seven dimensions of the SGS Cities and Regions Wellbeing Index and the 20 indicators included are outlined below. More information on the approach, including a data and mapping dashboard can be seen here.



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