

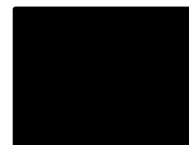


# Kyneton Airfield Document Review of Strategic Intent

Macedon Ranges Shire Council

February 2020





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## Executive Summary

### 1.1 Evolution of Reports

The Kyneton Airfield was established with the purchase of land by Council in 1966 in response to a request by interested parties. It was established like a community asset, with the proceeds of low rents returned to the group leasing the site and ongoing maintenance provided by Council. When Councils amalgamated in 1995, the need to expand land available to the airfield had been identified to support future airfield activity. Available capital did not allow this to occur, and over time the cost has increased.

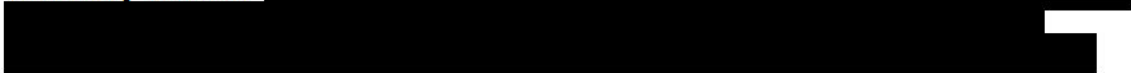
A study was commissioned in 2011 for an aviation consultant to assess opportunities and constraints at the Kyneton Airfield. The Council officers assessed that the delivered report had insufficiently addressed constraints and undertook a new, separate review in 2012. There is no information provided in the reports about why the first report was not accepted, which did include an assessment of constraints. The second review was titled a "Future Directions Study" but focused primarily on economic opportunities – again, the reports do not provide a reason or authority for this change in direction. One of the assertions in this report was that the Airfield was a necessary site for emergency services during bushfires, and for this reason should be retained for long term use. However, this was later challenged in community consultations in 2016.

The outcome of this report was a recommendation to seek state government funding to undertake further economic analysis, which was successfully implemented.

The funded economic assessment of 2014 reviewed potential regional opportunities for the airfield. While the report argued that economic and business interests existed to support a regional asset, the consultant's advice suggested that the size of the current site and its neighbouring land uses were incompatible with this – the same conclusion reached by the 2011, aviation consultant. As noted in one of the reports, the cost of expanding the airfield's land size would be in the millions of dollars and there would need to be a clear strategic purpose for such an investment by the Macedon Ranges Shire.

A 2016 Draft Master Plan was developed to implement the recommendations of the economic assessment. This report seems to blur the local and regional opportunities and to insufficiently address the amenity impact of activity at the airfield on neighbouring land uses. It also restated benefits of the Airfield for emergency services use, despite feedback from respondents that this was not required by the State government or the CFA. This plan also relied on negotiations with a private landholder on the southern boundary of the site to accommodate an expansion of the Airfield. Details about the landholder, any probity issues or estimated costs were not provided. Subsequent assessments in the development of the 2019 Draft Master Plan ruled out this option due to the water assets at the southern boundary. The 2016 plan also made planning recommendations without completing amenity assessments such as noise and operational impacts on other land users, despite recommendations from the 2014 report that these be done concurrently to guide planning decisions. Council, in its resolution for the 2016 masterplan, changed the officer's recommendation to encourage "the maximum development possible" at the Airfield before this necessary preliminary work could be completed.

The scope of this project was to comment on Council's initial intent, and how this has evolved over time. The reports before 2019 do not clearly articulate an intent for the Airfield by Council.





In the 2019 Draft Master Plan, a strategic vision has been proposed, and the analysis demonstrates a more integrated approach. The perspectives include the Airfield members, economic opportunities, planning zone and infrastructure constraints, which have all been incorporated into the recommendations.

The diagram below (page 5) shows the timeline of reports and decisions by the Shire. Appendix One summarises the different report outcomes.

## 1.2 Key Issues

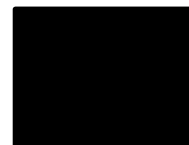
The airfield has enjoyed consistent Council support, starting with the purchase of land to establish the activity and ongoing infrastructure maintenance. The Aero Club has operated successfully and consistently demonstrated interest from potential new members and investors to strengthen and expand activity at the airfield. Extensive community consultation was undertaken in 2012, 2014, 2016 and 2019, with relatively consistent feedback. There were strong numbers supporting ongoing and expanded activity at the airfield; smaller but significant numbers of people concerned about impacts on their amenity (both neighbouring and other land users); and a small number directly opposing the activity for personal or policy reasons (such as environmental concerns). While the numbers supporting the Airfield have been consistently higher than those opposing or raising concerns, this may reflect both current and interested users of the Airfield. Council may wish to assess not just the total numbers, but the constituencies represented by the respondents and independently assess the overall impact on the Shire of potentially expanded activity at the Airfield. The 2019 Draft Master Plan hints at this but has not addressed it directly.

Council Reports over time have consistently identified the following:

- potential economic benefits for expanding activity at the airfield.
- the need for Council to undertake planning revisions to support and clarify permitted land uses at the airfield.
- constraints in the size of the land to accommodate expanded activities. These constraints have increased with development of the surrounding properties, identified water issues and encroachment concerns for wastewater treatment land user, and the growth of trees on one property at the northern boundary.
- the requirement to formally identify the use/potential use of the site for emergency services as a public benefit.
- a need for greater clarity in governance of the site with initial arrangements being on a community type lease arrangement, moving to a community advisory committee with broader representation to Council. While Council owns the land, it has not directly managed the site or infrastructure, and this has raised concerns over the years.
- a private landowner south of the airport, on whose land proposed economic development options were proposed.



The nature of the arrangements, costs to Council and potential probity issues are not detailed in any of the reports.



The approach to these issues has varied across the reports, as this report details. The Draft Master Plan 2019 is the first to present a strategic, integrated approach to the Airfield including economic, amenity, environmental and community perspectives.

### 1.3 Key Required Actions

The review of the documentation indicated there are three Key Actions required as conditions precedent to the endorsement and implementation of the masterplan. There is a fourth action identified, separate to the document review process.








These are:

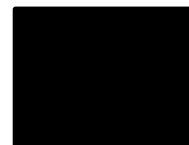
- the requirement for the hangers to have a planning permit. Determined following separate legal advice provided.
- the requirement to address the planning scheme amendment. This will support and/or clarify permitted land uses at the airfield.
- undertaking a risk assessment of the airfield and surrounds' strategic risks. There are commercial, legal and operational risks in the operation of the airfield which appear to have been addressed. There are risks of a more strategic level that need to be identified and mitigated.
- Undertake any technical steps as identified in undertaking the three dot points above.



## 2. Timeline of Decisions

### Kyneton Airfield - Timeline of Decisions

1960's	 <i>Land purchased by Council for Airfield</i>	
1995	 <i>CEO Memorandum at amalgamation</i>	<p>1994 - 6 hangars                  2003 - 26 new hangars built                  Aero Club manage operations, service agreement with Council                  Council fund maintenance, identify need for future land purchase</p>
2011	 <i>Airfield Consultancy Review</i>	<p>Aero Club on 9 year lease, funds returned to Club for operations, 34 Hangars, runway been sealed by Council                  Recommend Council introduce planning controls to support Airfield activities                  Consult with 17 airfield tenants, 5 others</p>
2012	 <i>Infrastructure Review</i>	<p>Consultations with 704 submissions                  Confirm 9 yr leases - recommend move to market value leases                  Recommend State Gov funding for further planning (achieved)</p>
2014	 <i>Economic Assessment</i>	<p>Economic Consultant appointed                  Aero Club 150 members, 50 aircraft onsite                  157 consultations and 102 submissions (262 individuals) received                  Assessed Airfield operations as viable and suitable for growth and development                  Recommended                  - develop Master Plan and operational plan concurrently to support implementation of development                  - transition to commercial leases                  - Advisory Committee (consultant recommended transfer to Council Mgt)                  - seek State Gov funds for development</p>
2016	 <i>Master Planning</i>	<p>Draft Master Plan prepared                  Plan recommended zoning and development to support growth in Airfield activity                  Submissions received from 179 parties                  Did not include Operations Plan or other assessments of amenity impacts of proposed activity changes</p>
2019	 <i>Master Planning</i>	<p>2018 Local Law resolved 27-3-2019                  2019 Master Plan confines development to current site                  Further zoning and Assessments Recommended</p>



### 3. 1995 Memorandum

The two page memorandum<sup>1</sup> prepared by the CEO at the time of Council amalgamations in 1995 is evidence of the initial purpose for establishing the Kyneton airfield.

The airfield was purchased by request from potential users of an airfield, not as an initiative of Council. The management of the asset was established as a community arrangement: Council owned the land and offered use of the land on a low-cost lease, returning funds from that lease back to the lessees for operational costs. Council retained responsibility for maintenance of the site and invested further funds to seal a runway in 1994. At the time of the memorandum, and the accompanying 10 year maintenance plan, the need to purchase additional land to protect the use of the airfield and reduce negative impacts on other land uses had been noted, but not implemented.

At this time in 1995, the site had six airplane hangars and room for 10 more. It had clubrooms, public toilets, approval for night use lighting and an Aero Club of 80 members. There was a 10 year lease on the site held by the Aero Club. In 2003, a further 26 hangars were approved, with a total of 34 in place by 2011.

### 4. 2011 - 2012 Review

In 2011, Council officers commissioned a review of the airfield by a specialist consultancy for the purpose of reviewing the constraints and opportunities at the site. The consultancy, Rehbein Airport Consultancy, undertook targeted, limited consultations with key stakeholders, being 17 site tenants and five others. The report noted the need for Council to be clear about its strategic intent for the site and to implement planning controls to support that purpose. They identified a range of airfield specific opportunities which would expand activities at the site, with an economic and business focus. They also identified several constraints and risks. These were:

- *Limited land availability is the main constraint to the future development of the airfield. The successful development of the airfield is likely to require the acquisition of adjacent land;*
- *The zoning of the surrounding land further limits the opportunity to extend the airfield site beyond its current boundaries;*
- *Obstacles which have been permitted to the immediate north of the airfield site;*
- *Effective management of the airfield is vital to the realisation of its full development potential.*

*The following key risks require addressing in order to mitigate against unnecessary future restrictions on the development and operation of the Kyneton Airfield:*

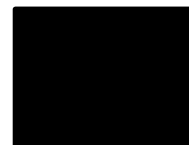
- *Tenure arrangements;*
- *Development encroachment; and*
- *Noise impacts<sup>2</sup>*

Council officers stated in their subsequent report that the Rehbein report had insufficiently addressed constraints, despite the inclusion of constraints in the report and summarised in the quotation above. The Council report stated the need to undertake a new review, but there is no information provided in the reports about why the first report was not accepted, which did include an assessment of constraints. The only reference about the decision to reject the Rehbein report is the following statement:

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<sup>1</sup> Attachment 1 - Memo to Commissioners - Kyneton Airfield - (1995)

<sup>2</sup> Attachment 4 - Council Report on 2011 Study Inhouse - Kyneton Airfield Future Directions Study and OMC Report - Kyneton Airfield - (2012), p28



*A draft report was prepared by the consultant, which specifically focused on opportunities and did not specifically acknowledge any constraints, nor the views of several stakeholders. As such, that report was received by Council officers and has been superseded by this report, which is intended to highlight the issues related to the future of the Kyneton Airfield.<sup>3</sup>*

The Council officers report also includes the following statement:

*The consultants were briefed to investigate opportunities and constraints with regards to the hangar leases and future options including:*

- possible options for dealing with a growing waiting list of people wishing to secure a hangar at the Airfield;*
- whether any commercial opportunities were available;*
- whether Council should be encouraging or discouraging any such commercial opportunities;*
- future development of the Airfield as opposed to the option of closure or relocation; and*
- options to address challenges, particularly in regards to the northern neighbour planting trees, which will in the long term, pose a risk to aircraft and limit the use of the runway by effectively shortening it.<sup>4</sup>*

The opportunities and constraints listed here are all related to the continued or expanded use of the Airfield. The fourth dot point, in relation to future development, seems to suggest NOT to investigate closure or relocation of the Airport. None of the options suggests investigating other uses for the land.

Council officers from the Assets and Operations Directorate undertook a more extensive consultation and received 704 submissions. Of these, 11 sought relocation of the airport, with one of these submissions being a petition of 108 persons; and 693 submissions supported the airfield, with many of these using a template form for their comments (suggesting an organised campaign).

The outcome of the Council review was to confirm current use and leases and to seek funding from State Government to undertake a long-term review of the site and its purpose. In addition to undertaking a reasonably extensive SWOT analysis, the officers report considered long-term options for the airfield. They considered four options, which can be summarised as follows:

- Relocation of the airfield – considered unlikely due to the high cost and need to identify a site that did not impinge on other land uses.
- Limit airfield to current size – considered viable but facing constraints due to the size of the site (the airfield would need to expand land size to allow growth) and growing concern about the impact on amenity by other land users. Also commented on need to introduce planning controls to support current and future use.
- Expand airfield – considered possible but requiring significant funds to purchase adjoining land. Also commented on need to introduce planning controls to support current and future use.
- Closure of the airfield. This was asserted as an unviable option, due to the need for emergency services use of the site.

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<sup>3</sup> Attachment 4 - Council Report on 2011 Study Inhouse - Kyneton Airfield Future Directions Study and OMC Report - Kyneton Airfield - (2012), p1

<sup>4</sup> Ibid, p13



In discussing these options, two assertions are made which are not backed up by evidence or a cost benefit analysis. The report suggests that the proposal to expand the airfield could be funded through moving leases to a more commercial footing and seeking state or federal government funding. They suggest that additional land would need to be purchased, despite acknowledging that this “could be controversial”:

*Expanding the Airfield operations, at its present location, could be controversial and in addition to the actual footprint of the land required, additional land would need to be secured, to ensure a buffer zone and planning controls would need to be implemented.<sup>5</sup>*

*... the Airfield provides an important emergency services base for the region. For this reason alone it must be retained<sup>6</sup>. The Airfield also provides an economic stimulus and benefit to the community and further opportunities exist to maximise the economic benefits at this site. The Department of Business and Innovation offer several funding programs and sources to maximise this economic return. The Airfield has been in operation for 46 years and provides many benefits to the community of many levels. Closure is not recommended.<sup>7</sup>*

These assertions, and the recommendations to further investigate economic and financial prospects, seem to be somewhat biased towards economic opportunities at the Airfield and to downplay the opposition to existing operations at the time, or future growth of the site/activity. The reference to emergency services use was, in a later report, shown to be a potential, rather than a confirmed use by the Country Fire Authority (CFA), who reportedly stated they had no intentions to use the Airfield for this purpose<sup>8</sup> (reports had stated it had been used during the Black Friday fires).

*Land purchase would require a strong rationale that categorises the airfield as one of state and/or federal significance. The use of the site by emergency services, while important, is not necessarily sufficient to attract this level of investment or to justify an ongoing commitment to the airfield. Even if these two conditions were met, the surrounding community would need to support growth in the operations of the airfield. Consultations undertaken during these reviews in 2011 demonstrated that the strong support from airfield users was not universally shared across the community.*

The report does acknowledge the potential cost of expansion, and proposes increasing the revenue from leases and seeking State Government funds for the purpose:

*The main issue with expansion of the airfield would be the significant financial investment required, to acquire properties for any expansion as well as establishing a buffer zone. There are some possibilities for financing such a move which are covered in more detail within the financial section of this report.<sup>9</sup>*

*This report clearly established that the Kyneton Airfield, for a variety of reasons, should remain at its present location for the foreseeable future. Given the context of the feedback received about the possibility of expansion, buffer zones and other activities at the site, it is considered that a broad review of the available infrastructure and opportunities for aviation within Kyneton and the surrounding region should be undertaken over the longer term.*

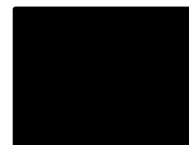
<sup>5</sup>Ibid, p22

<sup>6</sup> Author underlining

<sup>7</sup> Attachment 4 - Council Report on 2011 Study Inhouse - Kyneton Airfield Future Directions Study and OMC Report - Kyneton Airfield - (2012), p77

<sup>8</sup> See p16 of this report

<sup>9</sup> Ibid, p56



*A brief should be prepared for a study to consider both aviation and aviation related activities for the next 40-50 years. The purpose of this study would be to provide clear direction to all concerned on the future aviation needs within the region and to ensure that future planning and related decisions can be taken in the correct context. It is considered that this detailed study for the long term future would be a strong candidate for funding from the State Government.<sup>10</sup>*

## 4.1 Accuracy and Consistency

Neither the consultant or Council Officer reports reference any previous Council reports or resolutions in relation to Kyneton Airfield. They both summarised the historical development of the site and its current assets. While there are minor inconsistencies in dates or the description of assets, there are no significant variations between the reports or from the description outlined in the 1995 memorandum.

The major discrepancy is between the report undertaken by the aviation consultant and the reasons given by Council officers for undertaking a new report. The latter report seems to be biased towards economic opportunities and to downplay factors that would constrain these. In addition, assertions are made about emergency services need for the Airfield that are not confirmed in this report and are directly challenged in 2016. There is no recorded justification or explanation in the Council report for these changes in direction.

Finally, there is some inconsistency in the findings of the report and the final recommendation to seek funding for an assessment of regional opportunities. The options assessment clearly states that expanding the airfield would require significant funding, and it was noted that land use around the site was already constraining activities (eg, height of trees at northern boundary, surrounding farming properties, and so on).<sup>11</sup> These observations do not support the proposal to investigate regional opportunities.

## 4.2 Council Resolutions

The resolutions of Council Officers were passed unchanged for the report pre-exhibition and changed for the second report post-exhibition. The resolution changes removed reference to legal opinion about the 9 year lease; and changed the way the funds from leases were allocated, making a specific allocation to the Aero Club instead of "additional funds from leases". Recommendations to thank submitters, confirm present location and leases and to apply for State Government funding for a long term, strategic study were unchanged in meaning.

22 February 2012<sup>12</sup>:

*Officer Recommendation:*

*That:*

- 1. Council adopt the draft Kyneton Airfield Future Directions Study for public consultation in accordance with Council's Consultation Framework Policy and Matrix for at least 60 days;*
- 2. Council officers consider all feedback obtained and provide a further report to Council for consideration.*

*It was moved by Cr Benson seconded by Cr Jukes*

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<sup>10</sup> Ibid, p58

<sup>11</sup> Attachment 4 - Council Report on 2011 Study Inhouse - Kyneton Airfield Future Directions Study and OMC Report - Kyneton Airfield - (2012), pp16-17

<sup>12</sup> Ibid p5



*That:*

- 1. Council receive the draft Kyneton Airfield Future Directions Study and exhibit for public consultation in accordance with Council's Consultation Framework Policy and Matrix for 60 days;*
  - 2. Council officers consider all feedback obtained and provide a further report to Council for consideration.*
- The motion was put and carried.*  
*Cr Letchford requested a division.*  
*For – Cr's Morabito, Relph, Guthrie, Benson, Jukes, Manning, Donovan and McLaughlin (8)*  
*Against – Cr Letchford (1)*

**CARRIED**

27 June 2012 – initial wording of report:

*Officer Recommendation:*

*That Council:*

- 1. Acknowledges its appreciation and thanks to all submitters.*
- 2. Confirms the legal validity based on legal advice Council has received of the second nine year lease option.*
- 3. Enacts the provisions within the current lease to adjust the lease values to current market rates.*
- 4. Allocates the additional funds from the leases to the Kyneton Aero Club for operational and capital costs (subject to Council approval of operational/capital investment plan).*
- 5. Accepts this report and confirms that the Kyneton Airfield will remain at its present location for at least the life of the leases.*
- 6. Applies for funds from the State Government for a study that will look into long term strategic planning matters and undertake economic, technical, operational and community amenity assessments relating to the Airfield at Kyneton and surrounding region.<sup>13</sup>*

Revised Wording: it was noted that the Director Assets & Operations introduced the report and advised Council of suggested amendments to initial wording of the resolution, which were tabled and accepted:

*Officer Recommendation:*

*That Council:*

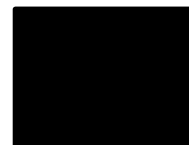
- 1. Acknowledges its appreciation and thanks to all submitters.*
- 2. Allocates \$10,000 in 2012 / 13 and plus CPI in subsequent years from the current leases to the Kyneton Aero Club for operational and capital costs (subject to Council approval of operational / capital investment plan);*
- 3. Accepts this report and confirms that the Kyneton Airfield will remain at its present location for at least the life of the current leases;*
- 4. Allocate additional funds obtained from the leases returning to market value to Council managed long term strategic planning for the airfield; and*
- 5. Applies for funds from the State Government in 2012 / 13 for a study that will look into long term strategic planning matters and undertake economic, technical, operational and community amenity assessments relating to the Airfield at Kyneton and surrounding region.*

*It was moved by Cr Benson seconded by Cr Jukes that the Officer Recommendation be adopted.*

**CARRIED<sup>14</sup>**

<sup>13</sup> Attachment 4 - Council Report on 2011 Study Inhouse - Kyneton Airfield Future Directions Study and OMC Report - Kyneton Airfield - (2012), p50

<sup>14</sup> Attachment 4 - Council Report on 2011 Study Inhouse - Kyneton Airfield Future Directions Study and OMC Report - Kyneton Airfield - (2012), p61



## 5. 2014 Economic Assessment

Council was successful in attracting state government funding of \$30,000 and invested \$10,000 to undertake a long-term economic assessment of the airfield. This study was overseen by the Economic Development and Tourism Department and Essential Economics was commissioned to undertake the review. There were two stages of consultations: in the first stage, 157 responses were received, including a number of workshops. In the second phase, after a report was placed on public exhibition, 102 submissions were received from 263 individuals.

The purpose of the Project as stated in Council report was as follows<sup>15</sup>. This wording is slightly different to that in the consultant report, but consistent in theme to the recommendations from the 2012 report:

*The project aimed to assess:*

- 1. The economic and social value of the Kyneton Airfield to the township of Kyneton, the municipality and the region;*
- 2. Opportunities and constraints for the future use/development of the airfield and required infrastructure;*
- 3. Land use planning issues impacting on the Kyneton Airfield site; and*
- 4. Future governance and management structures.*

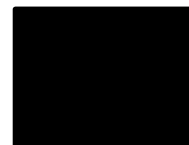
The consultants completed a wide-ranging review of the economic opportunities and constraints on the site.

In summary, the report found:

- The current arrangements were financially cost neutral or slightly positive for Council; benchmarking with other airfields suggested opportunities to generate higher levels of revenue from current and future activities.
- Fundamentally, the site is managed through voluntary arrangements, albeit with formal lease agreements in place.
- Without formal airfield registration, airspace is unregulated apart from a voluntary agreement from the Aero Club. This results in poor control of activity levels and associated noise and amenity impacts.
- Aero Club members and associated stakeholders report significant interest in improvements and expansion of the current site to enable more business activities.
- The economic consultant concluded that there was positive potential for economic development at the airfield.
- The consultant recommended developing elements of the airfield with a combination of private funding from Aero Club members, state and federal government funds (with reference to specific funding sources) and Council contributions.
- The proposed economic development opportunities rely on arrangements with a private landowner south of the airport and changing the zoning on a small part of Council's land holdings. The report stated that negotiations had been undertaken with the landowner, who was interested in developing the land in

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<sup>15</sup> Attachment 6 - Council Report on Economic Study - Essential Economics Report and OMC Report - Kyneton Airfield - (2014), p4



concert with Council. The nature of the arrangements, costs to Council and any potential probity issues are not detailed in the report.

- The consultant recommended a change in governance arrangements, with Council taking over management of the site to improve the balance of community and commercial interests. Council approved a resolution to review governance and established an advisory committee but did not transition management from the Aero Club to Council (not evident in the reports).

The consultant concluded that:

*... the long-term future of the Airfield will be influenced by a number of factors including ongoing demand for hangars and recreational flying activities; however, future expansion of the facility needs to be considered with regard to sensitivity of surrounding land uses, planning and zoning issues and cost implications for Council<sup>16</sup>.*

## 5.1 Accuracy and Consistency

The 24 September 2014 Council Report references a 2009 report that was not referred to in the 2012 papers or elsewhere:

*In 2009, a discussion paper was developed by MRSC to review the operations of the Airfield and determine its future use. On the recommendation of this paper, the Kyneton Airfield Future Directions Study report was undertaken and endorsed by Council in February 2012.<sup>17</sup>*

The *Essential Economics* consultant engaged in 2014 recommended that a masterplan be developed, including the following elements<sup>18</sup>:

*Typically, an Airfield Masterplan would include the following:*

- *Site and planning context assessment*
- *Site analysis (site infrastructure, vegetation, access, surrounding land uses, user groups etc)*
- *Community consultation (site users, land-owners, general community)*
- *Planning framework review (relevant state and local planning policies)*
- *Development plan/guidelines (building design and placement, fencing, carparking, landscaping and open space)*
- *Operational/management plan (including addressing aircraft noise, obstacle limitation surfaces etc)*
- *Planning scheme amendments (rezoning, overlays, schedules etc)*

*Generally, masterplans of this nature are reviewed every 5-10 years and this provides the flexibility to update the plan to reflect changing planning and development circumstances.*

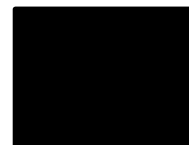
The Council report reflects the recommendations of the consultant at a high level but does not include some detail from the economic analysis, or a complete list of the opportunities and constraints identified in the report.

A specific point made by the consultant about activity levels in uncontrolled airspace could be regarded as important to highlight in the public report, given the potential

<sup>16</sup> Attachment 6 - Council Report on Economic Study - Essential Economics Report and OMC Report - Kyneton Airfield - (2014), p23 (Author underline)

<sup>17</sup> Ibid, p68

<sup>18</sup> Ibid, p108



impact on the community<sup>19</sup>. This highlights the inability to control activity levels on a formal basis:

*With regard to uncontrolled airspace, it is the responsibility of individual pilots to comply with safety rules for all operations, including take-off, landing and general operations. This also means Kyneton Airfield does not enjoy any protection in terms of take-off and landing clearances etc. Uncontrolled airspace allows pilots to fly as many times as they wish (including take-offs, landings and touch downs) and there is no restriction in terms of hours of operation from a regulatory body point of view. The Aero Club has a Fly Neighbourly Policy (see Appendix 2) which provides guidance to member pilots and visiting pilots regarding preferred flight circuits and other flying matters. The policy is voluntary and not enforceable.*

The consultant report also highlighted that the planning work should be undertaken concurrently<sup>20</sup>:

*A number of planning-related actions are recommended regardless of which option is pursued by Council, and these include the following:*

- Review of current land zonings, overlays etc
- Land rezonings (if required)
- Preparation of an Airfield Masterplan
- Preparation of an Air Operations Management Plan.

*These actions should be undertaken concurrently.*

This did not occur in the first Master Plan, as the 2018 report specifically excludes addressing the operational issues (see Section 5).

## 5.2 Council Resolutions

A key change was made to the use of the site after this consultancy was complete, changing arrangements from rolling nine year leases, to use of the site for the purposes of an airfield on a permanent basis.

28 May 2014<sup>21</sup> – Councillors passed Officer Recommendation:

*Officer Recommendation:*

*1. That Council endorse the DRAFT Kyneton Airfield Economic Opportunities Analysis for public exhibition for a period of four weeks from 30 May 2014.*

*2. That a report is made to Council on the results of that consultation process.*

*It was moved by Cr Letchford seconded by Cr Hackett that the Officer Recommendations for the following items be adopted by Council:*

**CARRIED**

24 September 2014<sup>22</sup> – with one change to Officer Recommendation (at 6):

*Officer Recommendation:*

*That Council:*

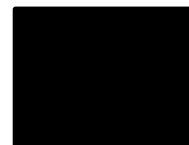
*1. Agree to continue use of the land known as 1503 Kyneton-Metcalf Road for the purposes of an airfield (the Kyneton Airfield) on a permanent basis.*

<sup>19</sup>Attachment 6 - Council Report on Economic Study - Essential Economics Report and OMC Report - Kyneton Airfield - (2014), p86

<sup>20</sup> ibid, pp15-16

<sup>21</sup> ibid p2

<sup>22</sup> Ibid, p76-77



2. Allow current commercial activities which support Airfield operations to continue in accordance with planning provisions.
3. Develop a commercial lease to apply to current commercial operations and apply rates appropriate for this activity with a view to increase revenue.
4. Develop a master plan for the Kyneton Airfield and surrounds including all relevant overlays and zoning requirements.
5. Agree that no further hangers, commercial activity or residential development will be permitted in the vicinity until the master plan process is complete.
6. Establish an Airfield Advisory Committee consisting of two Councillors, two members of the Kyneton Aeroclub, two Kyneton residents (in the immediate vicinity of the Airfield) and two other community members.
7. In conjunction with the newly established Advisory Committee, develop an Airfield Operations Plan and review the current Governance arrangements (including the Service Agreement with the Kyneton Aeroclub).
8. Seek funding from the State Government to assist the implementation of these recommendations.
9. Refer any other financial matters to future budget processes.

*Council Resolution:*

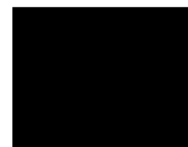
*It was moved by Cr Jukes seconded by Cr Connor*

*That Council:*

1. Agree to continue use of the land known as 1503 Kyneton-Metcalf Road for the purposes of an airfield (the Kyneton Airfield) on a permanent basis.
  2. Allow current commercial activities which support Airfield operations to continue in accordance with planning provisions.
  3. Develop a commercial lease to apply to current commercial operations and apply rates appropriate for this activity with a view to increase revenue.
  4. Develop a master plan for the Kyneton Airfield and surrounds including all relevant overlays and zoning requirements.
  5. Agree that no further hangers or commercial activity will be permitted at the Airfield until the master plan process is complete.
  6. Establish an Airfield Advisory Committee consisting of three<sup>23</sup> Councillors, two members of the Kyneton Aeroclub, two Kyneton residents (in the immediate vicinity of the Airfield) and two other community members.
  7. In conjunction with the newly established Advisory Committee, develop an Airfield Operations Plan and review the current Governance arrangements (including the Service Agreement with the Kyneton Aeroclub).
  8. Seek funding from the State Government to assist the implementation of these recommendations.
  9. Refer any other financial matters to future budget processes
- CARRIED**

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<sup>23</sup> Author underline – single change



## 6. 2016 Master Planning

The following table compares the recommended inclusions in a masterplan as outlined in the 2014 *Essential Economics* consultant report; and on the right, the purpose of the masterplan as outlined in the 2016 document.

Recommended Inclusions in Master Planning <sup>24</sup>	Purpose of the Masterplan <sup>25</sup>
<p><i>Typically, an Airfield Masterplan would include the following:</i></p> <ul style="list-style-type: none"> <li>– <i>Site and planning context assessment</i></li> <li>– <i>Site analysis (site infrastructure, vegetation, access, surrounding land uses, user groups etc)</i></li> <li>– <i>Community consultation (site users, land-owners, general community)</i></li> <li>– <i>Planning framework review (relevant state and local planning policies)</i></li> <li>– <i>Development plan/guidelines (building design and placement, fencing, carparking, landscaping and open space)</i></li> <li>– <i>Operational/management plan (including addressing aircraft noise, obstacle limitation surfaces etc)</i></li> <li>– <i>Planning scheme amendments (rezoning, overlays, schedules etc)</i></li> </ul> <p><i>Generally, masterplans of this nature are reviewed every 5-10 years and this provides the flexibility to update the plan to reflect changing planning and development circumstances.</i></p>	<p><i>The purposes of this masterplan are to:</i></p> <ul style="list-style-type: none"> <li>– <i>Review the existing on ground facilities that comprise the airfield site;</i></li> <li>– <i>Review the current level of aircraft activity occurring on the site;</i></li> <li>– <i>Provide an assessment of potential future demand for the use of the site by various aircraft;</i></li> <li>– <i>Examine the potential opportunities and constraints to further airfield related development on the site;</i></li> <li>– <i>Consider surrounding land uses and address potential impacts that may result from development of the site;</i></li> <li>– <i>Outline a vision for future airfield related development and land use on the site and;</i></li> <li>– <i>Provide implementation actions to be undertaken through amendments to the Macedon Ranges Planning Scheme and via other measures to facilitate the masterplan vision for the site.</i></li> </ul>

The masterplan report did include a community consultation, even though it is not listed in the purpose statement. While these are comparable, the purpose of the masterplan is somewhat more locally based than the items listed in 2014 report (e.g., site and planning context assessment vs review ongoing facilities that comprise the airfield site).

The officer report for the masterplan specifically excludes attention to activity levels at the airport, despite the economic consultant recommending that an Operations Plan

<sup>24</sup>Attachment 6 - Council Report on Economic Study - Essential Economics Report and OMC Report - Kyneton Airfield - (2014), p108

<sup>25</sup> Attachment 8 - Council Report on Master Plan - Draft Kyneton Airfield Masterplan and OMC Report - Kyneton Airfield - (2016), p53





should be completed concurrently with and prior to implementation of masterplan, not afterwards<sup>26</sup>.

*There is no ability for the planning system to regulate what happens in the air, so this will occur through the development of an operations plan prior to the draft masterplan being finalised.*

It seems self-evident that the level of activity possible at the site is a combination of site constraints and community tolerance. The 2016 Draft Master Plan Council Report references activity levels increasing threefold as a result of the planning recommendations.

*Currently, there are approximately 10,000 annual aircraft movements, which are defined as either a take-off or a landing, at the airfield. Consultation with the aero club indicates that there will be sufficient future demand for up to 30,000 annual movements, if supporting infrastructure is available to fliers.<sup>27</sup>*

Will the community and neighbouring land users tolerate or welcome this increase in activity? Undertaking a masterplan for levels of activity that would never be possible seems counterproductive. The Council resolution, which was changed by Councillors, resolved the draft masterplan be used to support “as much development as possible”, before the required operations plan and noise level assessments had been undertaken.

The masterplan report outlines suggested zoning changes and developments to be undertaken. It includes an assessment of requirements to meet the needs of the water treatment plant and consultations with stakeholders such as VicRoads in relation to the Calder Freeway. Consistent with previous reports, most of the inclusions support the aspirations of the Aero Club to expand development at the site. In the recorded responses to consultation queries, particularly those in opposition to the developments, many of the responses refer to future actions such as undertaking the noise assessment. With these assessments incomplete, it would be hard for community members (or the Council) to make informed decisions about the proposed developments.

A specific statement is made in the community consultations about the use of the Airfield for emergency services purposes. This use had also been noted by earlier reports. However, the respondent challenged the assertion, and received the following response:

*Respondent statement:*

*That the site and any southern runway extension may be used for firefighting (or other emergency services). The CFA have advised that there are no current plans to use this airfield for firefighting purposes.*

*Officer response:*

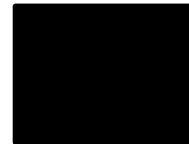
*The masterplan recognises the potential of the site to be used by CFA aircraft in the future – Actual CFA use of the site would ultimately be determined by operational considerations. The need to provide further capacity for aerial firefighting aircraft is an opportunity for the site that Council has identified. Regardless of the intentions of State Government or CFA regarding deployment of aerial firefighting assets, it is considered beneficial that planning for the site explore the provision of greater capacity for these kinds of aircraft to be staged at the site in the future, in case operational needs require this.<sup>28</sup>*

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<sup>26</sup> Attachment 8 - Council Report on Master Plan - Draft Kyneton Airfield Masterplan and OMC Report - Kyneton Airfield - (2016), p9

<sup>27</sup> Ibid, p68

<sup>28</sup> Ibid, p15



Emergency services use had been promoted as a long term purpose of the Airfield since the 2012 Council report. This is the first reference to the intentions of emergency services and implies that the reported need for the site may have been exaggerated in the past reports. The reasons for this are not documented. During preparation of the 2019 Draft Master Plan, further confirmation was sought from the CFA, with the conclusion being that:

*Consultation with the CFA revealed, that 'while expansion is not objected the runway extension would still not be utilised by fixed wing aviation assets as Bendigo, Avalon, Bacchus Marsh and Ballarat airfields are better suited. There would be no additional safety benefits to the Kyneton Community if the AT-802F was based at the airfield'. Further to this statement from the CFA; Tim Gill from T070 aviation consulting advised in their report that Emergency Management Victoria have no desire to operate out of Kyneton.*

*It is recommended that any extension to the 18/36 should be devoid of the increased firefighting capability justification.<sup>29</sup>*

## 6.1 Accuracy and Consistency

It is noted that the Advisory Committee referred to in this 2016 report had two, not three Councillors sitting on it, as was resolved in the 24 September 2014 Council resolution<sup>30</sup>.

The main issue in this report is the inconsistency between some of the findings and the recommendations made. As noted, the report recommends a Master Plan be accepted, despite lack of amenity assessments and whilst accepting a proposed, three-fold increase in activity. It does not systematically assess the options or make substantiated recommendations. As noted below, despite these limitations, the Council strengthened the influence of the draft plan in relation to developing the site.

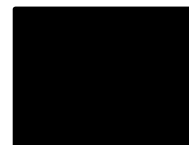
## 6.2 Council Resolutions

There was a change made to the officer recommendation, underlined below. This signals a change in intent for use of the draft masterplan, and potentially encourages actions to be taken prior to the Australian Noise Exposure Forecast (ANEF) and Operations Plans being completed. Both the 2014 and 2016 reports state that an Operations Plan is required to be developed concurrently with, or before a masterplan is approved. The phrase in the resolution "for the maximum development possible at the site to inform ongoing work", leaves significant room for interpretation and risks the implementation of works that are inconsistent with findings arising from the ANEF and the Operations Plan. Such works may also be contrary to community knowledge and expectations, which have been informed by extensive periods of community consultation for this site.

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<sup>29</sup> Attachment 10 - 2019 - Ordinary Council Meeting - 2019-10-23 - AO1 - Attachment - Draft 2019 Kyneton Airfield Master Plan (003), p20

<sup>30</sup> Ibid, p4



24 August 2016

*Officer Recommendation:*

*That Council:*

- 1. Endorse the draft masterplan (Draft Kyneton Airfield Masterplan 2016) as exhibited with some minor changes in response to submissions for the purpose of directing the next phases of work.*
- 2. Prepare an Australian Noise Exposure Forecast (ANEF) and Operations Plan including appropriate investigation into potential future and existing aircraft movements and noise levels and with community consultation, and then finalise the masterplan to inform a Planning Scheme Amendment for the area.*
- 3. Consult with the Country Fire Authority to clarify their position regarding the future use of the airfield for emergency management, and make changes to the final masterplan to reflect this consultation where required.*

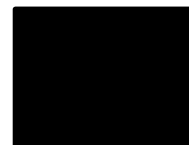
*It was moved by Cr Jukes seconded by Cr Letchford*

*That Council:*

- 1. Agree to use the draft master plan (draft Kyneton Airfield master plan 2016) as the basis for the maximum development possible at the site to inform ongoing work.<sup>31</sup>*
- 2. Prepare an Australian Noise Exposure Forecast (ANEF) and Operations Plan including appropriate investigation into potential future and existing aircraft movements and noise levels and with community consultation, and then finalise the masterplan to inform a Planning Scheme Amendment for the area.*
- 3. Consult with the Country Fire Authority to clarify their position regarding the future use of the airfield for emergency management, and make changes to the final masterplan to reflect this consultation where required.*

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<sup>31</sup> Author underline



## 7. 2019 Master Planning

An updated Master Plan was prepared in 2019 following the 'Regional Airport Master Planning Guidelines' and including the noise and operations plans not completed in 2016. A Local Law was resolved on 27 March 2019 to address these issues<sup>32</sup>. However, it was noted that updates may be required if the Master Plan is adopted:

*The Draft Kyneton Airfield Master Plan if adopted by Council recommends planning scheme amendments to the rezoning of 8 Rawson Place Kyneton. This will require a review of both the Design and Development Overlay and Airfield Environs Overlays with the aid of an Alternative Noise Metric assessment of the circuit paths.*

*The Local Law No. 12 may need to be reviewed in future (subject to infrastructure upgrade works).<sup>33</sup>*

Also, the report notes that an environmental assessment undertaken in April 2019 was inconclusive and would need to be repeated, which might affect future development<sup>34</sup>.

For the first time, the 2019 Master Plan makes a statement about the strategic intent of the Airfield:

*The Draft Master Plan 2019 defines the Strategic Vision and Objectives for the site, including the Master Plan diagram. The plan for the future development of the airfields physical facilities and infrastructure is discussed and subsequent changes to the airspace protection surfaces and noise contours.<sup>35</sup>*

This plan documents a detailed assessment of infrastructure, aviation and zoning contexts for the airport. Interestingly, it reduces the proposed activity development in contrast to the 2016 plan:

*The Draft 2016 Master Plan's assessment of 30,000 annual movements was only a demand forecast which was used for the ANEF assessment and does not represent the realistic activity levels with sensible development.<sup>36</sup>*

It states a strategic vision as follows (this would be subject to Council approval of the Plan):

*This Master Plan's vision for the Kyneton Airfield is:  
To develop the Kyneton Airfield site in line with all applicable standards to ensure that the site remains a unique recreational and emergency services asset for the Shire providing for recreational aircraft, associated commercial activity and broader community benefits.<sup>37</sup>*

The 23 October 2019 Council Report does not refer to this strategic vision or provide any commentary about its rationale or benefit.

The Draft Master Plan 2019 refers to previous plans and reports and summarises the response to the 2016 plan as follows:

*The 2016 draft was met with varying degrees of objections, but a consistent theme presented was that the previous draft had no substance, proposals were*

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<sup>32</sup> Attachment 9 - 2019 - Ordinary Council Meeting - 2019-10-23 Airfield Masterplan 2019 (D19-8959... (003), p2

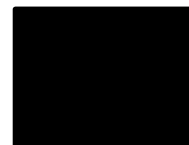
<sup>33</sup> Attachment 10 - 2019 - Ordinary Council Meeting - 2019-10-23 - AO1 - Attachment - Draft 2019 Kyneton Airfield Master Plan (003), p7

<sup>34</sup> Ibid, p11

<sup>35</sup> Ibid, p5 (author underline)

<sup>36</sup> Ibid, p19

<sup>37</sup> Ibid, p25



*too unclear and economic opportunities and developments were based on assumptions. This review plans to revisit the proposals and investigate sensible potential development while representing the community as a whole<sup>38</sup>.*

The new 2019 plan includes several changes to the 2016 proposed development plan:

- Removes extension of the north-south runway, due to impacts on the Coliban Water assets and proximity to the Calder freeway. This is due to the finding that water-bombing aircraft would not be using the site. Instead a 150m gravel section is to be sealed to improve landings and aircraft height.
- Extension beyond the southern boundary of the site is restricted due to requirements of water assets, compared to the proposed extension into the southern landholding:

*Consultation with Coliban Water has concluded that they would not consent to any development over the sewer rising and discharge to the Campaspe that runs along the southern border of the airfield. Any future development plans for the southern precinct must include the re-location of both assets to the far southern boundary parallel to Kyneton-Metcalf road.<sup>39</sup>*

The rest of the plan includes numerous infrastructure and zoning suggestions that are in keeping with the continued use of the Airfield. These contain development within the current site, including Council's Rawson Place allotment and rezoning to allow these to be implemented (from Farm Zone to Public Use Zone).

The 2019 plan also provides commentary on the planning overlays and the implications of these for the site. It raises a number of issues in relation to the Obstacle Limitations Surface (OLS), which refers to the height of anything that may obstruct the path of aircraft. On the northern boundary of the Airfield is a landowner with trees that now "penetrate" the OLS. This has been noted in previous reports. It is not clear whether the report is stating that the OLS enables Council to require the landowner to comply with the OLS, or if the OLS (or in other words the direction and height of aircraft flight plans) need to be altered given this obstruction:

*In accordance with MOS 139 Section 7.1.4.1, obstacles should not be located in these areas and where they infringe the Approach surfaces of the OLS it may be necessary to displace the runway threshold if the obstacles cannot be removed. There has been a number of potential obstacles that require further consideration with regard to the identified OLS areas for both runways:*

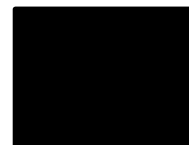
- *At the northern boundary of the airport along the runway centreline OLS height is less than 7m above the elevation of the edge of runway strip. The trees planted on the adjoining site to the north are currently around 9m tall and therefore currently penetrate the OLS.<sup>40</sup>*

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<sup>38</sup> Attachment 10 - 2019 - Ordinary Council Meeting - 2019-10-23 - AO1 - Attachment - Draft 2019 Kyneton Airfield Master Plan (003), p7

<sup>39</sup> Ibid, p29

<sup>40</sup> Ibid, pp31-32



The report concludes with a list of further works required to implement the plan for the site, including updating the Design Development, Airport Environs and Environmental Significance Overlays; and utilising the Special Use Zoning to:

*Reinforce development outcomes that accord with the adopted Master Plan, including proposed land uses and required height limits, the extent of the OLS and the accommodation of the proposed extension to the north south runway.<sup>41</sup>*

## 7.1 Accuracy and Consistency

The 2019 Master Plan refers to the 2016 and earlier reports with apparent accuracy, exploring both the methodology and the outcomes of the various assessments. The recommendations included in the Draft Master Plan 2019, as noted above, are significantly different to those in the 2016 Plan. They do not include extending the Airfield to a southern landholding or extending the runway/s, and more completely refer to a range of planning parameters in the analysis. The report also includes a broader range of requirements for ongoing assessments of noise, height and pathways of aircraft and the potential impact on others. The report also notes that the standard for the noise assessment may not address community concerns, due to limitations in its methodology<sup>42</sup>. In these ways, the 2019 report incorporates a more comprehensive assessment of factors than the 2012, 2014 and 2016 reports.

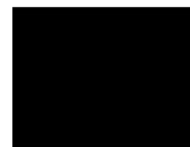
## 7.2 Council resolutions

The resolution from this meeting was deferred and is out of scope for this review.

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<sup>41</sup> Ibid, p34

<sup>42</sup> Attachment 10, p30



## 8. Observations

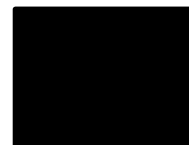
In each report there is evidence of consistent interest and advocacy from the Aero Club to support their activities and further growth and development at the Airfield:

- In the 1995 memorandum, it was noted that additional land had been identified as necessary to extend the use of the Airfield and Council had already nominated an amount of funds required. However, a potential purchase had been forecast for several years hence, presumably in order to raise those funds over that time. The purchase was never made.
- The 2012 report describes dissatisfaction from Aero Club members, stating that they thought Council was not interested in their activities and did not support them through planning or other possible supports.
- The 2014 report shows evidence of an organised campaign of responses supporting growth and development and multiple ideas for how to grow and develop the Airfield (through a form template).
- The 2016 report picks up the recommendations from 2014 to develop a masterplan that supports extension of Airfield land uses. Officer responses to issues raised through the community consultation seem to support actions that will confirm Airfield use and refer to mitigation actions that are yet to be defined (such as noise controls). These issues were not addressed before commencing master planning, or concurrently with the planning work, which had been recommended by the economic development consultant.

Overall, the Council officer reports demonstrate support for the Airfield and the aspirations of its members and interested stakeholders. While views from community members opposing activity at the site were included in summaries of community consultation, until the 2019 Draft Master Plan

The economic analysis undertaken could have been more robust and it appears that opportunities to identify and address clear constraints were not as strong as they might have been:

- In the 1995 memorandum, a long-term plan appears to have been made to purchase land in a few years. It is likely that this requirement had been evident for some time, but no direct action had been taken. There may have been opportunities to purchase land earlier, and certainly an opportunity to zone the land around the Airfield to protect the uses of the airport at that time. The reason for the delay is not documented.
- By 2012, the constraints of surrounding land uses restricting the activities of the Airfield had become evident. However, the aspirations to extend the airport and its economic opportunities were still supported and options to seek state or federal funding to enable growth and development were sought. Some of these aspirations would appear to be regional in nature and unlikely to be accomplished in the size and constraints of the current Airfield. Four options were canvassed in the officer report about the long-term future of the Airfield. The closure of the airport was not recommended due to the need for emergency firefighting access – however, the latest report in 2016 states that the CFA has no plans to use the site in this way - was this posited as a purpose to garner support from Council?
- The 2014 analysis was undertaken by consultants from an economic development perspective. Again, the theme of development and extension of the Airfield was proposed, with accompanying financial analysis supporting this approach. Some of the assumptions underlying this analysis could be questioned as somewhat optimistic, such as 100 new visits per week attracted to



the area due to an extended Airfield<sup>43</sup>. Some of the constraints were again downplayed in the reporting of the outcomes in the Council report, such as the need for activity analysis prior to making decisions about long-term planning. The Council officers also recommended that the airport be a permanent activity at the site. The reasons for this were not articulated in the report, and the costs and benefits of such a decision were not recorded. This change would positively respond to the Aero Club's assertions that lack of certainty in the nine year leases was an impediment to ongoing and future investment. However, a broad range of possible issues to consider, including alternative uses for the land, do not appear to have been considered – or at least recorded in the public record.

- The 2016 report states feedback from the CFA that they had no plans to use the site for firefighting. This had been stated as a fundamental reason for retaining the Airfield as early as 2012 – it appears to have been put forward as an advocacy/community purpose, rather than an actual requirement. Officer responses to objections or issues raised through the community consultation seemed to support actions that will confirm Airfield use and refer to future mitigation such as noise controls. There does not appear to be a commitment or ability to implement such controls in the planning. These issues were not addressed before, or concurrently with the planning work, which had been recommended by the economic development consultant.

The 2019 Draft Master Plan demonstrates a more comprehensive assessment than those of the past, including planning zone, economic development and community impact assessments. Its recommendations contain development possibilities within the current site, and suggest additional assessments to assess ongoing noise, amenity and environmental impacts for any proposed development.

## 8.1 Council Resolutions

A major change was made to the August 2016 resolution, changing the intent from using the Draft Master Plan for 'directing future work' to using it 'as the basis for the maximum development possible at the site to inform ongoing work'. This strengthened the status of the Draft Master Plan despite work being incomplete to establish activity levels at the Airfield. All the other resolutions were resolved with only minor variations in accordance with officer recommendations (although the 27 June 2012 resolution was changed by the officer in the time between the report completion and the Council Meeting).

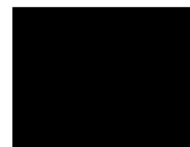
The resolutions carried by Council mentioned two Councillors most often, being Councillors Jukes and Letchford. These two Councillors moved and seconded the resolution on 24 August 2016, which represents the greatest change to an officer recommendation. It is not known if this is significant.

- In the first 2012 resolution of 22 February 2012, Cr Letchford was the only one to oppose the resolution, as noted in a Division:
- 27 June 2012 – resolution moved by Cr Benson and seconded by Cr Jukes
- 28 May 2014 – resolution was moved by Cr Letchford, seconded by Cr Hackett
- 24 September 2014 - resolution moved by Cr Jukes, seconded by Cr Connor
- 24 August 2016 - moved by Cr Jukes, seconded by Cr Letchford

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<sup>43</sup> Attachment 6 - Council Report on Economic Study - Essential Economics Report and OMC Report - Kyneton Airfield - (2014), p45





## 8.2 Conclusion

The Airfield has enjoyed consistent Council support, starting with the purchase of land to establish the activity and ongoing funding of infrastructure maintenance. The Aero Club has operated successfully and has interest from potential new members and investors to strengthen and expand activity at the Airfield. Extensive community consultation has been undertaken in 2012, 2014 and 2016, with relatively consistent feedback. There are strong numbers supporting ongoing and expanded activity at the Airfield; smaller but significant numbers of people concerned about impacts on their amenity (both neighbouring and further out land users); and a small number directly opposing the activity for personal or policy reasons (such as environmental concerns).

Council Reports have consistently identified:

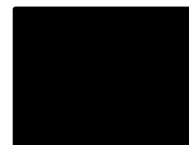
- potential economic benefits for expanding activity at the Airfield.
- the need for Council to undertake planning revisions to support and clarify permitted land uses at the Airfield.
- constraints in the size of the land to accommodate desired activities. These constraints have increased with development of the surrounding properties, identified water issues and encroachment concerns for the wastewater treatment land user, and the growth of trees on one property at the northern boundary.
- a need for greater clarity in governance of the site with initial arrangements being on a community type lease arrangement, moving to a community advisory committee with broader representation to Council. While Council owns the land, it has not directly managed the site or infrastructure, and this has raised concerns over the years.
- proposed economic development opportunities which rely on arrangements with a private landowner south of the airport.

The nature of the arrangements, costs to Council and any potential probity issues were not detailed in in any of these reports. The 2019 report removes this option, based on an assessed impact Coliban water assets.

The scope of this project was to comment on Council's initial intent, and how this has evolved over time. The reports before 2019 do not clearly articulate an intent for the site by Council. They do show evidence that the Aero Club and its supporters have actively tried to influence Council to invest in and implement planning controls to support increased activity at the Airfield. In some instances, it could be said that the Council reports omit or downplay information that does not support the intent of the Aero Club.

The Council, in the resolution for the 2016 masterplan, changed the officer's recommendation to encourage more development at the Airfield before necessary preliminary work could be completed. That is, the operations plan and associated studies to assess amenity impacts, including noise, on surrounding areas. Planning controls, of which the masterplan is a key component, have been sought by the club since its inception. Deciding on the inclusions in the masterplan are a key opportunity for Council to signal its strategic intent for this site in the future.

In the 2019 Draft Master Plan, a clear strategic intent has been proposed, and the analysis undertaken demonstrates a more integrated approach. The perspectives include the Airfield members, economic opportunities, planning zone and infrastructure constraints, which have all been incorporated into the recommendations.

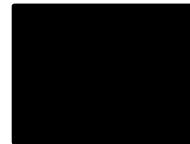


### 8.3 Key Actions

The review of the documentation indicated there are three Key Actions required as conditions precedent to the endorsement and implementation of the masterplan. There is a fourth action identified, separate to the document review process.

These are:

- the requirement for the hangers to have a planning permit. Determined following separate legal advice provided.
- the requirement to address the planning scheme amendment. This will support and/or clarify permitted land uses at the airfield.
- undertaking a risk assessment of the airfield and surrounds' strategic risks. There are commercial, legal and operational risks in the operation of the airfield which appear to have been addressed. There are risks of a more strategic level that need to be identified and mitigated.
- Undertake any technical steps as identified in undertaking the three dot points above.

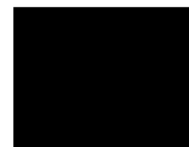


## 9. References

- Attachment 1 - Memo to Commissioners - Kyneton Airfield - (1995)
- Attachment 2 - Rehbein Report Recommendations - Kyneton Airfield - (2011)
- Attachment 3 - Council Recommendations - Kyneton Future Directions Study Recommendations - Kyneton Airfield - (2012)
- Attachment 4 - Council Report on 2011 Study Inhouse - Kyneton Airfield Future Directions Study and OMC Report - Kyneton Airfield - (2012)
- Attachment 5 - Economic Report - Essential Economic Recommendations- Kyneton Airfield - (2014)
- Attachment 6 - Council Report on Economic Study - Essential Economics Report and OMC Report - Kyneton Airfield - (2014)
- Attachment 7 - Masterplan - Excerpt of Draft Masterplan - Kyneton Airfield - (2016)
- Attachment 8 - Council Report on Master Plan - Draft Kyneton Airfield Masterplan and OMC Report - Kyneton Airfield - (2016)
- Attachment 9 - 2019 - Ordinary Council Meeting - 2019-10-23 Airfield Masterplan 2019 (D19-8959..\_ (003)
- Attachment 10 - 2019 - Ordinary Council Meeting - 2019-10-23 - AO1 - Attachment - Draft 2019 Kyneton Airfield Master Plan (003)

## 10. APPENDIX ONE – Overview of Decisions

Year	Perspective/ Purpose	Findings	Councillor response to Officer's resolutions
1995	Handover at Amalgamation	<p>Airfield benefits listed as:</p> <ul style="list-style-type: none"> <li>• recreational flying</li> <li>• joy and charter flights</li> <li>• emergency use</li> <li>• fire spotting and fighting</li> <li>• pilot training</li> <li>• aircraft servicing</li> <li>• crop dusting activities</li> </ul> <p>Land purchased for purpose by Council in 1960's - future residents aware of use</p> <p>In 1994 - 6 hangars with Space for 10 more</p> <p>In 2003 - 26 new hangars built</p>	<p>Noted need to purchase land</p> <p>Council funded:</p> <ul style="list-style-type: none"> <li>• sealing of runway;</li> <li>• 10 year maintenance program; and</li> </ul> <p>approval to install runway lighting</p>
2011	Technical Airfield perspective	<p>References a 2009 Council Report</p> <p>Council should:</p> <ul style="list-style-type: none"> <li>• undertake detailed planning of strategic use</li> <li>• implement planning controls</li> <li>• review current planning</li> <li>• consider registered aerodrome status</li> <li>• review governance</li> </ul>	<p>Report rejected, assessed as not addressing constraints as well as opportunities</p>
2012	Infrastructure Review	<p>SWOT analysis</p> <p>Four long term options considered:</p> <ul style="list-style-type: none"> <li>• Relocation</li> <li>• Limit current size</li> <li>• Expand airfield</li> <li>• Closure of the airfield</li> </ul>	<p>Options assessment concluded medium to long term planning required</p> <p><i>All recommendations endorsed:</i></p> <p>Confirmed lease term and location of airfield</p> <p>Changed rental to market value with proceeds invested into long-term planning</p> <p>Seek funding for long-term economic and strategic planning</p>



Year	Perspective/ Purpose	Findings	Councillor response to Officer's resolutions
2014	Economic Benefit Assessment	<p>Aero Club 150 members, 50 aircraft on site</p> <p>Economic consultant assessment:</p> <ul style="list-style-type: none"> <li>• opportunities for higher revenue;</li> <li>• review of governance;</li> <li>• airspace is unregulated;</li> <li>• significant interest in growth;</li> <li>• concluded positive potential and funding sources;</li> <li>• development relies on private landowner south of the Airfield and zoning changes.</li> </ul>	<p><i>All recommendations endorsed:</i></p> <p>Committed to permanent location</p> <p>Move to a commercial lease</p> <p>Develop a Masterplan</p> <p>Establish Advisory Committee</p> <p>Develop Airfield Operations Plan</p> <p>Review governance</p> <p>Seek funding from State</p> <p>Refer to budget for future</p>
2016	Masterplan - Strategic Planning perspective	<p>Draft Master Plan:</p> <ul style="list-style-type: none"> <li>• proposes zoning changes and developments</li> <li>• includes assessment of water treatment plant and other stakeholders</li> <li>• inclusions support aspirations of the Aero Club</li> <li>• responses to consultation refer to future actions</li> </ul>	<p><i>Changed recommendation:</i></p> <p>Endorse Masterplan (Officers); TO Use Masterplan for maximum possible development (Crs)</p> <p><i>Remaining recommendations endorsed:</i></p> <p>Prior to finalising masterplan:</p> <ul style="list-style-type: none"> <li>- Prepare noise assessment and Operations plan</li> </ul> <p>Consult CFA</p>
2019	Masterplan - Strategic Planning perspective	<p>Draft Master Plan</p> <ul style="list-style-type: none"> <li>• proposes zoning changes and removes previous recommendation to extend runway and airfield south of the site</li> <li>• review previous assessments and provides new implementation plan</li> </ul>	<p>No Councillor Resolution recorded</p> <p><i>Officer Recommendation:</i></p> <p>Adopt Kyneton Airfield Master Plan 2019</p> <p>Review Overlays and Noise assessments</p> <p>Officers written response to submitters</p> <p>Thank Advisory Committee</p>