

## GREATER GEELONG PLANNING SCHEME

### AMENDMENT C395ggee

#### EXPLANATORY REPORT

##### Who is the planning authority?

This Amendment has been prepared by the City of Greater Geelong Council, which is the planning authority for this Amendment.

##### Land affected by the Amendment

The policy components of the Amendment affect all land in the municipality with specific policy affecting the Northern and Western Geelong Growth Areas. The rezoning affects selected properties in Batesford, Bell Post Hill, Fyansford, Hamlyn Heights, Lara, Lovely Banks and Moorabool in the proposed Northern and Western Geelong Growth Areas as shown on the exhibited planning scheme maps.

##### What the amendment does

The Amendment proposes to implement the City of Greater Geelong's *Settlement Strategy (2018)* and *Northern and Western Geelong Growth Areas Framework Plan (2019)*. The amendment includes policy changes to the Municipal Strategic Statement (MSS) and rezones land in the Northern and Western Geelong Growth Areas to the Urban Growth Zone.

Specifically, the Amendment seeks to:

- Amend Clause 21.03 Objectives - Strategies – Implementation to include reference to 21.18 Corio Norlane and 21.20 Northern and Western Geelong Growth Areas.
- Replace Clause 21.04 Municipal Framework Plan with a new Clause 21.04 to implement the Settlement Strategy through a new Municipal Framework Plan.
- Replace Clause 21.06 Settlement and Housing with a new clause including objectives, strategies and references to implement the Settlement Strategy.
- Amend Clause 21.08 Development and Community Infrastructure to update strategies on Transport and Development Contributions to implement the Settlement Strategy.
- Amend Clause 21.11 Armstrong Creek Urban Growth Area to reflect the role of the Northern and Western Geelong Growth Areas.
- Amend Clause 21.14 The Bellarine Peninsula to update objectives, strategies, further work and references to implement the Settlement Strategy.
- Amend Clause 21.16 Anakie to implement the Settlement Strategy by amending objectives and strategies, deleting reference to the *Anakie Structure Plan 1996* and replacing the map.
- Insert a new Clause 21.20 Northern and Western Geelong Growth Areas including new objectives, strategies, references and plans to implement the Northern and Western Geelong Growth Areas Framework Plan.
- Replace the Schedule to Clause 72.08 Background Documents with a new Schedule that includes the City of Greater Geelong's *Settlement Strategy (2018)* and *Northern and Western Geelong Growth Areas Framework Plan (2019)*.
- Rezone areas of land in the Northern and Western Geelong Growth Areas from Rural Living Zone, Farming Zone, Public Park and Recreation Zone and Industrial 1 Zone to Urban Growth Zone.

## Strategic assessment of the Amendment

### Why is the Amendment required?

The amendment is required to implement the City of Greater Geelong's Settlement Strategy (2018) to guide decision making and investment around settlement planning and housing provision to 2036.

The amendment is also required to implement the Northern and Western Geelong Growth Areas Framework Plan (2019) for the largest greenfield planning project in regional Victoria with the capacity to accommodate 110,000 new Geelong residents. Introduction of the Framework Plan and associated policy into the Planning Scheme will ensure that development is facilitated in a sequenced and orderly manner. The new policies and Framework Plan will guide the preparation of nine Precinct Structure Plans and Development Contribution Plans which will be prepared in a staged manner and implemented through further planning scheme amendments.

### How does the Amendment implement the objectives of planning in Victoria?

The amendment implements the following objectives from section 4 of the Planning and Environment Act 1987:

- (a) To provide for fair, orderly, economic and sustainable use and development of land.
- (b) To provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity.
- (c) To secure a pleasant, efficient and safe working, living, and recreational environment for all Victorians and visitors to Victoria.
- (e) To protect public utilities and other assets and enable the orderly provision and coordination of public utilities and other facilities for the benefit of the community.
- (g) To balance the present and future interests of all Victorians.

### How does the Amendment address any environmental, social and economic effects?

The Amendment will provide for a number of improved environmental, social and economic outcomes.

#### *Environmental effects*

The implementation of the **Settlement Strategy** into the planning scheme will result in positive environmental effects by directing urban growth into designated areas, increasing the role of urban consolidation, increasing housing diversity and choice and protecting landscapes, amenity and environmentally significant areas between settlements. For instance, the strategy provides a long-term vision and recommendations for the Bellarine Peninsula. Overtime this will see the extent of urban development contained by permanent boundaries and the protection of landscapes and non-urban breaks strengthened.

The **Northern and Western Growth Areas Framework Plan** is based on a series of expert technical reports and assessments covering issues such as flora and fauna, stormwater management, integrated water cycle management, cultural heritage, groundwater, geotechnical and soils. As a result the plan recognises environmental constraints and guides development to ensure environment impacts are managed. Environmentally sustainable development (ESD) principles are being applied and there is a policy to design urban development in the Northern and Western Geelong Growth Areas to achieve carbon neutral neighbourhoods. The Amendment through proposed Clause 21.20 includes a strategy to undertake detailed master planning for the Moorabool River, Barwon River and Cowies Creek corridors to integrate protection and enhancement of natural flows and biodiversity and cultural heritage values with the urban landscape and recreational use.

#### *Social and economic effects*

The Settlement Strategy was informed by expert land supply, housing, demographic and population research and analysis. The strategy addresses municipal housing needs until 2036. This meets the requirement of the State Planning Policy Framework that all Victorian councils must plan to accommodate projected population growth over a 15-year period. The amendment introduces new policy objectives at Clause 21.06, 21.08 and 21.14 that will have positive social and economic effects including:

- contain growth within identified locations across the municipality.
- increase the level of infill development and housing diversity in targeted locations.
- increase the level of affordable and social housing.
- minimise the economic, environmental, visual and servicing impacts of residential development on rural areas.
- maintain the unique township, landscape, tourism, farming and environmental values of the Bellarine Peninsula.
- maintain the unique identity of Greater Geelong and its townships.
- promote the early provision of public transport infrastructure and services in all growth areas.
- support the district towns of Ocean Grove, Drysdale and Leopold to fulfil their role as service hubs for the Bellarine Peninsula. In all other townships provide retail, commercial and community uses and facilities that serve the daily needs of the community.
- manage the release of new growth areas to efficiently deliver infrastructure, services and facilities.

The Northern and Western Geelong Growth Areas Framework Plan was informed by a number of technical reports including social infrastructure, retail and activity centre analysis and transport strategies. The implementation of the Framework Plan through a new Clause 21.20 includes the following positive social and economic objectives:

- create neighbourhoods where residents can live locally and meet most of their everyday needs within a 20 minute walk, cycle or local public transport trip of their home.
- provide a network of activity centres in the Northern and Western Geelong Growth Areas that provide employment, retail, commercial, entertainment and community uses for growth area residents without adversely impacting the broader Geelong activity centre network.
- develop a Clever and Creative Corridor as a fundamental design element of the Northern and Western Geelong Growth Areas to ensure development is sustainable, self-sufficient, distinctive and connected through varied transport options.

#### **Does the Amendment address relevant bushfire risk?**

The 'Bushfire Prone Area' mapping maintained by the State Government identifies the Northern and Western Geelong Growth Areas as being Bushfire Prone Areas with the exception of the Batesford quarry.

The City of Greater Geelong has consulted with the Country Fire Authority on bushfire risk in relation to the Northern and Western Geelong Growth Areas. A high level Bushfire Management Statement is being prepared and will be exhibited with the amendment. Council officers are confident that the Clause 13.02-1S "Bushfire risk planning" requirements can be met including *"not approving any... planning scheme amendment ..that will result in the introduction or intensification of development in an area that has, or will on completion have, more than a BAL-12.5 rating under AS 3959-2009 Construction of Buildings in Bushfire-prone Areas (Standards Australia, 2009)."*

#### **Does the Amendment comply with the requirements of any Minister's Direction applicable to the amendment?**

Ministerial Direction No.1 Potentially Contaminated Land has been considered with high level soil contamination assessments undertaken across the Northern and Western Growth areas. The assessments included a limited historical review, site inspections and some soil sampling. The Amendment rezones land to the Urban Growth Zone however this is a holding zone and sensitive uses such as residential will require a further amendment to introduce a schedule into the UGZ based on a Precinct Structure Plan (PSP). Further environment assessments will need to be prepared as part of future PSP amendment processes to fully satisfy Ministerial Direction No.1.

The amendment is consistent with the Ministerial Direction on the Form and Content of Planning Schemes under section 7(5) of the Planning and Environment Act 1987.

The amendment is affected by the Minister's Direction - Strategic Assessment of Amendments under section 12 of the Planning and Environment Act 1987 and complies with this direction.

The amendment is affected by Ministerial Direction No. 15 - The Planning Scheme Amendment Process and complies with this Direction.

Ministerial Direction No.19 requires planning authorities to seek the views of the EPA in preparing planning scheme amendments that could “result in significant impacts on the environment, amenity and human health due to pollution and waste”. The Direction applies to amendments that may allow use and development under four scenarios.

The Amendment is a broad, strategic, policy-based amendment with the exception of rezoning some land to the UGZ. The UGZ being applied falls under PART A – No precinct structure plan. It is a holding zone with a Table of Uses similar to the Farming Zone. As such the amendment does not allow the use and development referred to in Ministerial Direction No.19. However, it seeks to implement a framework plan which provides high-guidance for the development of precinct structure plans.

The written views of the EPA were sought in accordance with Ministerial Direction No. 19. The EPA advised it is generally supportive of the amendment and provided comments advising on issues likely to be relevant in future work to further implement the Settlement Strategy and the Northern and Western Geelong Growth Areas Framework Plan. Matters addressed in these comments included establishing and maintaining buffers and preventing encroachment of sensitive uses.

The Northern and Western Geelong Growth Area Framework Plan describes buffers and separation distances to certain industries and includes actions are included to deal with buffers from industries such as quarries, abattoirs and the Chemring facility. Council will ensure these buffers are maintained, and any other necessary buffers established, in the preparation of precinct structure plans within the growth areas.

The matters raised in the EPA’s advice will be considered as Council carries out further work to implement the Settlement Strategy and the Northern and Western Geelong Growth Area Framework Plan. Council will conduct further engagement with the EPA early in the process of preparing precinct structure plans and subsequent associated planning scheme amendments.

### **How does the Amendment support or implement the Planning Policy Framework and any adopted State policy?**

The Amendment is broad ranging and supports and implements numerous state policies. The most relevant policies are listed below:

- Clause 11.01-1S Settlement – by achieving the objective and relevant strategies including:
  - Focus investment and growth in places of state significance in Metropolitan Melbourne and the major regional cities of Ballarat, Bendigo, Geelong...
  - Ensure regions and their settlements are planned in accordance with their relevant regional growth plan.
  - Guide the structure, functioning and character of each settlement taking into account municipal and regional contexts and frameworks.
  - Create and reinforce settlement boundaries.
  - Limit urban sprawl and direct growth into existing settlements.
  - Promote and capitalise on opportunities for urban renewal and infill redevelopment.
  - Ensure land that may be required for future urban expansion is not compromised
  - Consider as relevant...G21 Regional Growth Plan (Geelong Region Alliance, 2013)
- Clause 11.01-1R Settlement Geelong G21 - the amendment directly implements the following strategies:
  - Provide for long term growth options that build on existing infrastructure, including two further investigation areas north and west of Geelong.
  - Reinforce the role of district towns in providing services to surrounding areas.
  - Maintain a significant settlement break between the region and Melbourne.
  - Provide for settlement breaks between towns to maintain their unique identities.
  - Require a settlement boundary for all towns.

- Protect critical agricultural land by directing growth to towns
- Clause 11.02-1S Supply of urban land – meets the objective “To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses” and strategies including:
  - Plan to accommodate projected population growth over at least a 15 year period and provide clear direction on locations where growth should occur. Residential land supply will be considered on a municipal basis, rather than a town-by-town basis.
- Clause 11.02-2S Structure Planning – by undertaking comprehensive planning for new areas as sustainable communities
- Clause 11.02-3S Sequencing of development - by meeting the objective “To manage the sequence of development in areas of growth so that services are available from early in the life of new communities”.
- Clause 11.03-4S Coastal settlement – the Settlement Strategy implements strategies including:
  - Encourage urban renewal and redevelopment opportunities in existing settlements to reduce the demand for urban sprawl.
  - Identify a clear settlement boundary around coastal settlements to ensure that growth in coastal areas is planned and coastal values are protected...
  - Direct new residential and other urban development and infrastructure to locations within defined settlement boundaries of existing settlements that are capable of accommodating growth.
  - Avoid linear urban sprawl along the coastal edge and ribbon development in rural landscapes.
  - Protect areas between settlements for non-urban use.
- Clause 11.03-5S Distinctive areas and landscapes – the Settlement Strategy in relation to the Bellarine Peninsula achieves the objective “To protect and enhance the valued attributes of identified distinctive areas and landscapes” and is consistent with the Policy document requirement:
  - Consider as relevant: Bellarine Peninsula Localised Planning Statement (Victorian Government, 2015)
- Clause 13.03-1S Floodplain management – the Framework Plan takes into account flooding along the Barwon and Moorabool Rivers and Cowries Creek.
- Clause 14.03-1S Resource exploration and extraction – the relevant strategy is “Develop and maintain buffers around mining and quarrying activities” – this has been taken into account in relation to the Batesford quarry which has a 500 m buffer under EPA guidelines.

**How does the Amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?**

The Amendment supports and implements the following policies from the Local Planning Policy Framework:

- Clause 21.02 City of Greater Geelong Sustainable Growth Framework -in particular element 1. Managing Urban Growth.
- Clause 21.04 Municipal Framework Plan – by updating this plan to show the new Settlement Strategy directions.
- Clause 21.05-7 Flooding – the Northern and Western Geelong Growth Areas Framework Plan meets the relevant objectives: to protect floodplains; and to minimise the potential for damage and risks to public safety and property from flooding.
- Clause 21.06 Settlement and Housing – the Amendment directly implements two of the Further Work requirements of the existing Clause 21.06 which are:
  - As a priority commence an investigation into the future residential and industrial land use needs for Geelong, as a basis for future growth area planning, that would include:

- the assessment of the environmental, resource, landscape, development pattern, access, servicing, land use, economic and social constraints and opportunities associated with possible growth areas around Geelong;
- the identification of a preferred growth area or areas; and
- the preparation of detailed growth area plans.

○ Prepare a settlement strategy for the municipality.

In addition the amendment updates Clause 21.06 to reflect new directions on settlement and housing and inclusion of the Settlement Strategy as a Reference/Background Document.

- Clause 21.08 Development and Community Infrastructure – by updating this clause to reflect new transport and development contribution objectives.
- Clause 21.14 Bellarine Peninsula – the amendment updates this clause to reflect the change in role of Ocean Grove, Drysdale/Clifton Springs and Leopold as district towns rather than growth areas. A further work requirement is added to “Work with the state government on the designation of the Bellarine Peninsula under the Distinctive Areas and Landscapes Bill 2017.”

### **Does the Amendment make proper use of the Victoria Planning Provisions?**

The Amendment makes proper use of the Victoria Planning Provisions in so far as:

- Providing new and amended MSS clauses to implement the strategic work undertaken by the Settlement Strategy and Northern and Western Geelong Framework Plans
- Applying the Urban Growth Zone to areas identified for future urban growth in the Northern and Western Geelong Growth Areas with the exception of the Special Use Zone (Batesford Quarry) and areas of Rural Living Zone at Lovely Banks. These are long term areas that can be considered for rezoning as part of future amendments.

### **How does the Amendment address the views of any relevant agency?**

The preparation of both the Settlement Strategy and Northern and Western Geelong Growth Areas Framework Plan has involved extensive consultation with government and service agencies. They will be further notified as part of the amendment exhibition.

### **Does the Amendment address relevant requirements of the Transport Integration Act 2010?**

Impacts on the transport system, in particular with the Northern and Western Geelong Growth Areas Framework Plan, have been analysed through specialist technical reports on transport, movement and access. State government agencies have been consulted and have guided the Framework Plan in relation to public transport provision, impacts on existing arterial roads (such as the Geelong Ring Road and Midland Hwy) and future road and transport networks.

### **Resource and administrative costs**

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

The amendment will not pose unreasonable resource and administrative costs on Council in its normal capacity as the Responsible Authority.

### **Where you may inspect this Amendment**

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

**Greater Geelong City Council**, Customer Service Centre, Ground Floor, 100 Brougham Street.  
GEELONG – 8.00am to 5.00pm weekdays

'Amendments' section of the City's website [www.geelongaustralia.com.au/amendments/](http://www.geelongaustralia.com.au/amendments/)

The Amendment can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at [www.planning.vic.gov.au/public-inspection](http://www.planning.vic.gov.au/public-inspection).

### Submissions

Any person who may be affected by the Amendment may make a submission to the planning authority.

Submissions about Amendment C395 should be received by **Monday 29 July 2019** and addressed to:

The Coordinator  
Strategic Implementation  
City of Greater Geelong

- either by mail to: PO Box 104, GEELONG VIC 3220
- or by email to: [strategicplanning@geelongcity.vic.gov.au](mailto:strategicplanning@geelongcity.vic.gov.au)
- or lodged online at: [www.geelongaustralia.com.au/amendments](http://www.geelongaustralia.com.au/amendments)

### Panel hearing dates

In accordance with clause 4(2) of Ministerial Direction No.15 the following panel hearing dates have been set for this amendment:

- directions hearing: Week of Monday 14 October 2019
- panel hearing: Week of Monday 11 November 2019