

Combined Planning Scheme Amendment Request and Planning Permit Application

24-32 Murradoc Road, Drysdale

Prepared on behalf of Coles Group Property

May 2014

Reference: 0177235RP01

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Combined Planning Scheme
Amendment Request and
Planning Permit Application

24-32 Murradoc Road, Drysdale

*Rezone land from the Commercial 2 Zone to the
Commercial 1 Zone and the construction of a new
(Coles) supermarket, a reduction in the standard
car parking requirements, creation of a
carriageway easement and associated business
identification signage.*

May 2014

Reference: 0177235RP01(Amended)

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INTRODUCTION

Environmental Resources Management Australia (ERM) has been engaged by Coles Group Property (Coles) to prepare a planning report to accompany a combined planning scheme amendment request and planning permit application for a new supermarket at No. 24-32 Murradoc Road, Drysdale.

The majority of the subject site is within the Commercial 1 Zone (C1Z) however the eastern section (No. 32 Murradoc Road) is within the Commercial 2 Zone (C2Z). Accordingly, the planning scheme amendment seeks to rezone the land at No. 32 Murradoc Road, Drysdale from the C2Z to the C1Z under the Greater Geelong Planning Scheme (the Scheme).

The rezoning will enable the construction of a full-line supermarket (3892 square metres), associated car parking (146 spaces) and landscaping. Pursuant to Section 96A of the Planning and Environment Act 1987, a planning permit application is also included for the building and works associated with the construction of a supermarket, as well as a variation to the car parking provisions of the Scheme, creation of a carriageway easement and the display of business identification advertising signage.

Drysdale is a township located approximately 20 kilometres east of the Geelong CBD and approximately 15 kilometres north of Ocean Grove. Drysdale has been designated an urban growth area within the City of Greater Geelong's Municipal Strategic Statement.

In preparing this report a review has been undertaken of the Scheme as well as the Geelong Retail Strategy (2006), the Drysdale - Clifton Springs Structure Plan (2010), and the Drysdale Urban Design Framework (2012).

This planning report outlines the strategic justification and planning merits of the proposed amendment and planning permit application pursuant to the relevant planning controls. Importantly, the proposed amendment and application responds to the vision of the Drysdale Urban Design Framework, which specifically recommends the development of a full line supermarket along Murradoc Road, and that the land at No. 32 Murradoc Road be rezoned to Business 1 (subsequently amended to the Commercial 1 Zone pursuant to State-wide zoning reforms) to facilitate the expansion of the Drysdale Town Centre.

This report finds that the proposed amendment is consistent with key policies and objectives of the Scheme and will result in a net community benefit for the Drysdale area. This report also finds that the proposed buildings and works will represent an appropriate built form outcome for the site and provide a much needed second supermarket at Drysdale.

The following documents are lodged in support of this combined amendment/ application:

- Architectural plans prepared by i2C (Revision E)
- Pedestrian Walkway Perspectives prepared by i2C
- Architectural philosophy statement
- Traffic and Transport Assessment by Cardno May 2014
- Stormwater Management Plan by Cardno February 2014
- Economic Impact Assessment by MarcoPlan March 2014

2 SITE AND LOCALITY

2.1 SUBJECT SITE

The subject site comprises three parcels of land known as Nos. 26, 28 and 32 Murradoc Road. It is located on the south side of Murradoc Road, within the Drysdale Town Centre (refer to *Figures 1* and *2*).


The combined parcels of land are broadly rectangular in shape with an overall frontage of approximately 80 metres to Murradoc Road. The land is generally flat and has an overall site area of approximately 10,551 square metres.

The subject site is formally described as Lots 3 and 4 on Plan of Subdivision 604121 and Lot 1 on Title Plan 1878. A drainage easement runs along the rear site boundary.



Figure 1: Cadastral Plan

Source: Land Channel

 Subject Site

Scale: Unknown

The land at No.32 Murradoc Road, within the Commercial 2 Zone, is currently occupied by a weatherboard dwelling. The remainder of the subject site is vacant and grassed.

An aerial photograph of the subject site and surrounding area is provided at *Figure 2* overleaf.



Figure 2: Aerial Photograph
(with Aldi under construction)

Source: Google Maps
Scale: Unknown

 Subject Site

2.2 LOCALITY

The land surrounding the subject site is characterised by predominantly retail and commercial land uses, along with residentially zoned land to the south, which is proposed to accommodate a future residential subdivision. Murradoc Road operates as a key east-west route through the commercial precinct of Drysdale and accommodates a number of bulky goods premises along with a large amount of vacant or underutilised land along both sides of the road.

The site's surrounds can be described as follows.

- To the north is Murradoc Road, which is currently configured with a single carriageway in each direction. This road is intended to be significantly widened in the future. On the opposite side of Murradoc Road are two bulky goods retail premises - "Plumbtec" and "Tyrepower".
- To the east of the site, is a retail / storage unit development that has been constructed to the site boundaries in a horseshoe shape. A two storey high blank wall extends along nearly the whole length of the common boundary. Further east, more bulky goods and commercial buildings are located.
- To the south, the site abuts residentially zoned land that will be developed for a residential subdivision. The approved Masterplan land shows an area of reserve adjacent to the subject site that will

accommodate the existing trees located along this northern boundary. Accordingly, no houses will be located adjacent to the subject site.

- Land to the west of the subject site is occupied by a newly constructed Aldi supermarket and associated car parking. This land was rezoned from the Business 4 Zone to the Business 1 Zone (now referred to as C1Z).

Photographs of the site and the surrounding area are included overleaf.

2.3 *TRANSPORT*

The site is supported by a public transport route, comprising Bus Route No. 79 which connects St Leonards to Geelong CBD via Drysdale Township. This service operates along Murradoc Road, in front the subject site. There are a number of other bus services which also provide access between the site and Clifton Springs and Ocean Grove.



Photo 1 View of the subject site looking west along Murradoc Road.



Photo 2 Adjacent development at 34 Murradoc Road



Photo 3 Aldi supermarket to the west of the site



Photo 4 The northern side of Murradoc Road opposite the site

3 THE PROPOSAL

3.1 THE AMENDMENT

It is proposed to rezone the land at No. 32 Murradoc Road from the C2Z to the C1Z, as illustrated below in Figures 3 and 4.

The purpose of the C1Z includes the following:

'To create vibrant mixed use commercial centres for retail, office, business, entertainment and high density residential uses.'

Under the provisions of the Zone a planning permit is not required for a 'Retail Premises' which includes the use of land as a supermarket. A planning permit is required for the building and works associated with the construction of a supermarket within the C1Z.

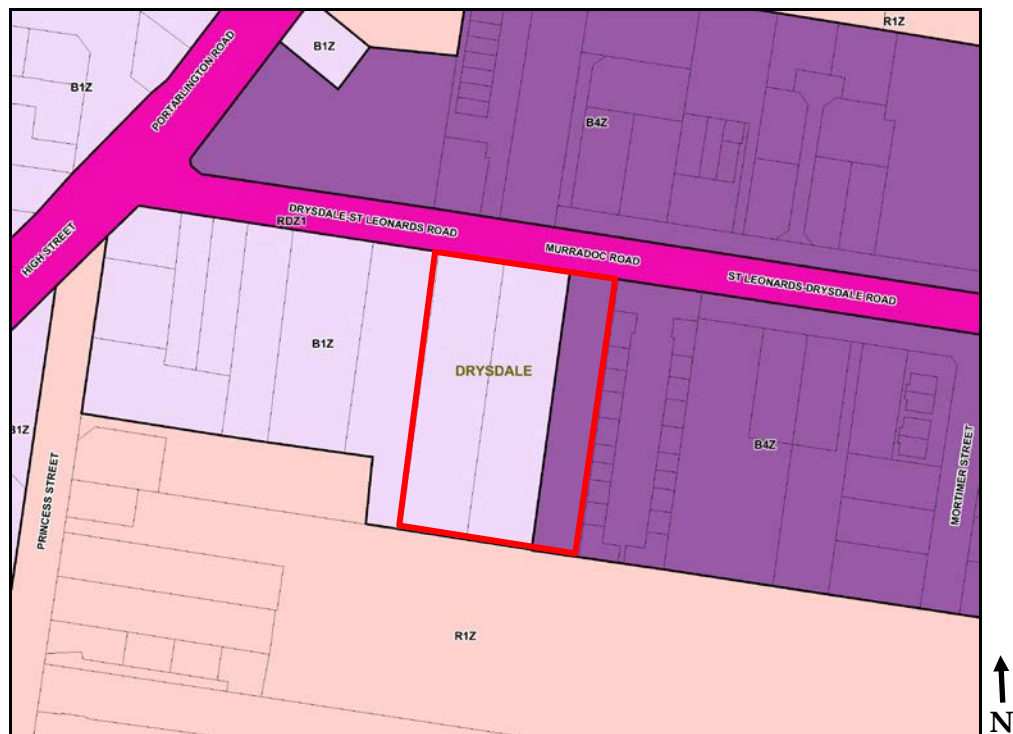



Figure 3: Extract from Zoning Map

Source: DPCD, 20 May 2014*

 Subject Site

Scale: Unknown

* the map is dated 20 May 2014 and has not been updated to reflect the zoning reform provisions (ie. B1Z = C1Z and B4Z = C2Z)

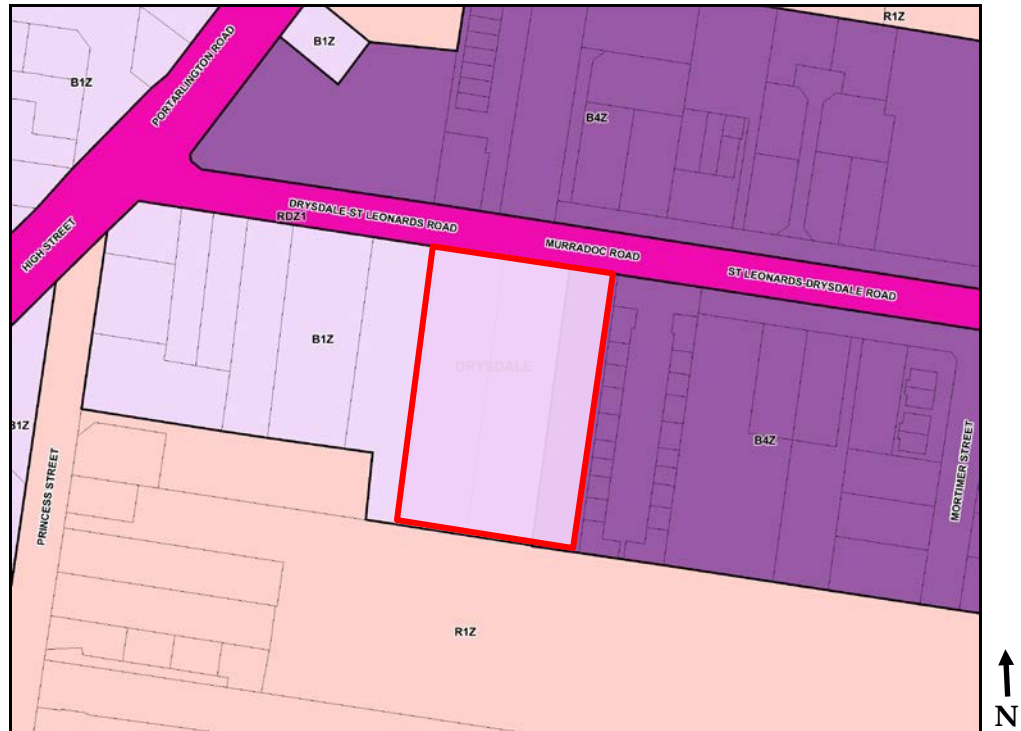



Figure 4: Proposed Zoning Map

Source: DPCD. 27 June 2013

 Subject Site

Scale: Unknown

3.2 *PLANNING PERMIT APPLICATION*

Pursuant to Section 96A of the *Planning and Environment Act 1987*, a planning permit is sought, in conjunction with the proposed rezoning, for the following:

The construction of a supermarket, a reduction in the standard car parking requirements, creation of a carriageway easement and associated business identification signage.

The following provides an overview of key aspects of the proposed development associated with the planning permit application.

3.2.1 *Built Form and Layout*

- The proposed supermarket will have a total leasable floor area of 3892 m².
- The supermarket is setback from Murradoc Road by approximately 59 metres, and within this area land is set aside for a future road widening easement and customer car park.
- Pedestrian access to the supermarket is located to the north-western corner of the building and comprises clear glazed sliding doors, to

provide a readily identifiable pedestrian entrance. A secondary entry point is also located at the north eastern edge of the building, fronting the northern car park area.

- The proposed supermarket reaches a maximum overall height of 8.9metres, at the north western corner of the building with a higher element to the south of the building, to accommodate the condenser deck and plant area.
- The supermarket covers the rear half of the site area and presents glazed shopfronts at ground floor along the northern and western elevations. The remainder of the elevations are largely characterised by a raw concrete finish, raw ribbed pre-cast panels with nominated sections containing an applied graphic and paint finish in grey tones.
- A new timber fence will be constructed along the southern (rear) interface, reaching an overall height of approximately 3 metres.

3.2.2 *Vehicle Access, Loading and Parking*

- A total of 146 at-grade car spaces are proposed as part of the development.
- Vehicle access is provided via an entry/exit point to Murradoc Road to the north-east of the site. The redundant crossovers to Murradoc Road are to be removed and kerb reinstated.
- A total of 14 bicycle parking spaces are provided along the proposed supermarket's northern and western elevations, in accordance with Clause 52.34 requirements.
- A loading bay dock is located to the south-east of the site (along the site's eastern boundary).

3.2.3 *Easement*

- An easement will be created on the northern boundary of the site. This easement will provide the development with a shared vehicle access from the existing crossover to the adjoining Aldi Centre.

3.2.4 *Pedestrian access*

- A number of north-south and east-west pedestrian routes are proposed as part of the development.

- A north-south pedestrian boardwalk path and planters (2.0 metres in width plus 1.01 metre wide planter boxes) is proposed via Murradoc Road to run along the western site boundary, adjacent to the car park associated with the Aldi to the west. This boardwalk will extend through the subject site ultimately providing connectivity to the residential land to the south.
- Lighting is proposed along the length of the north-south pedestrian link to ensure safety and surveillance, particularly during the evening hours.
- In conjunction with the above-mentioned north-south pedestrian path there are a number of other pedestrian paths proposed which will provide safe and convenient access through the Coles car parking area, along the supermarket frontages and connection to the Aldi Store and car park to the immediate west.

3.2.5 *Landscaping*

- New planting is proposed throughout the car park area and towards the street frontage of the site.
- Additionally, landscaping is proposed along the north-south pedestrian path that runs along the site's western boundary.
- Existing trees adjacent to the southern site boundary are to be retained.

3.2.6 *Hours of Operation*

The supermarket will provide for "standard" Coles operating hours, from 6am to midnight, 7 day per week.

3.2.7 *Business Identification Signage*

The proposal involves the installation of a range of signage. More specifically, the following signage is proposed:

- One internally illuminated 'Coles' business identification sign attached to the northern elevation of the proposed supermarket measuring 12.2 square metres (Sign 1a).
- Four internally illuminated 'Coles' business identification signs attached to the northern and western elevations of the proposed supermarket building, each measuring 7.79 square metres (Sign 1b).

- Three internally illuminated signage zones (displaying the Centre's logo) to be attached adjacent to the Coles signs (1a and 1b) along the northern and western elevations, each measuring 3.79 square metres (Sign 2).
- Three non-illuminated 'Trolleys' signs with Coles lettering above each measuring approximately 1.7 square metres (Sign 3) within the car park.
- Six non-illuminated 'Prams' signs with Coles lettering above each measuring approximately 0.12 square metres (Sign 4) within the car park.
- Three non-illuminated 'Disabled Parking' signs with Coles lettering above, two measuring approximately 0.12 square metres (Sign 5) and the other measuring 0.15 square metres (Sign 6) within the car park.
- One non-illuminated 'Coles Receiving' sign located within the loading bay area, measuring 5.4 square metres (Sign 7).
- A pylon sign measuring 8 metres in height comprising an internally illuminated Coles sign (P1) measuring approximately 3.2 square metres, an internally illuminated signage zone measuring 2.8 square metres to be positioned to the top of the pylon. Located mid-way along the pylon is a non-illuminated 'Coles' sign outlining opening hours and measuring 2.64 square metres.

4 EXISTING PLANNING CONTROLS

This section of the report outlines the relevant policy context for the Amendment and includes a brief outline of the relevant components of the State Planning Policy Framework (SPPF), the Municipal Strategic Statement (MSS) and Local Planning Policy Framework (LPPF), and the appropriate zone and overlay controls contained within the Greater Geelong Planning Scheme.

4.1 ZONING AND OVERLAY CONTROLS

4.1.1 Zoning

The western portion of the subject site (No. 24-28 Murradoc Road) is zoned Commercial 1 (C1Z) pursuant to **Clause 34.01**.

By way of background, this land was rezoned from the B4Z to the B1Z via Planning Scheme Amendment C200, which was completed in October 2010. The rezoning encompassed all the land from No. 6-28 Murradoc Road as part of the combined rezoning and permit application for the Aldi supermarket.

The purpose of the C1Z includes:

- *‘To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To create vibrant mixed use commercial centres for retail, office, business, entertainment and high density residential uses.’*

Under the provisions of the C1Z, the use of land for a ‘Retail Premises’, (which includes a supermarket) is a Section 1 ‘as of right’ use. A planning permit is, however, required for buildings and works.

The eastern portion of the subject land (No. 32 Murradoc Street) is zoned Commercial 2 Zone (C2Z) pursuant to **Clause 34.02**. The purpose of this zone is to:

- *‘To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To develop commercial areas for offices and appropriate manufacturing and industrial uses that do not affect the safety and amenity of adjacent sensitive uses.’*

Under the provisions of the C2Z, the use of the land for a ‘supermarket’ does not require a permit on the condition that:

- *The leasable floor area must not exceed 1800 square metres.*
- *The site must adjoin, or have access to, a road in a Road Zone.*
- *Must be on land within an urban growth boundary and in metropolitan Melbourne.*

Given the site is not on land within an urban growth boundary and in metropolitan Melbourne then the Section 1 conditions cannot be met.

Where the Section 1 conditions are not met then the use becomes a Section 2 use subject to the following conditions:

- *The leasable floor area must not exceed 1800 square metres if located on land outside an urban growth boundary and in metropolitan Melbourne.*
- *The site must adjoin, or have access to, a road in a Road Zone.*

Given the uncertainty with the respect to the way the first condition outlined above is worded, it is arguable that a planning permit can be issued for a supermarket use in the C2Z. Nonetheless, a rezoning of the land is sought in this instance to enable the whole of the site to be included in the C1Z.

Advertising signage requirements are at **Clause 52.05** and the Category 1 provisions apply to the C1Z and C2Z.

4.1.2 Overlay Controls

The subject site is not affected by any overlay controls.

4.2 PARTICULAR PROVISIONS

Clause 52.02 relates to Easements, Restrictions and Reserves. A permit is required pursuant to this Clause to create an easement.

An easement will be created on the two titles owned by Coles, being Vol. 10174 Fol. 974 and Vol. 11047 Fol. 971. This easement will be created on the northern boundary of the site and will provide the development with a shared vehicle access from the existing crossover to the adjoining Aldi Centre.

Clause 52.06 relates to Car Parking. In particular Table 1 at **Clause 52.06-5** specifies the level of car parking required for particular uses and development. A permit may be granted to reduce or waive the specified car parking rate having regard to the matters at **Clause 52.06-6**.

Pursuant to the statutory rates of this clause, a total of 192 car spaces are required. The proposal provides for a total of 146 car parking spaces, therefore the proposal seeks a reduction of 46 car spaces. An assessment

of this reduction is undertaken in the Traffic Report prepared by Cardno (which accompanies this application) and concludes that the provision of 146 car parking accommodates the anticipated peak parking requirements.

Clause 52.07 deals with loading bays and states as its purpose:

'To set aside land for loading and unloading of commercial vehicles to prevent loss of amenity and adverse effect on traffic flow and road safety.'

This Clause identifies requirements for loading bay areas which are discussed further in the Traffic Report prepared by Cardno, which concludes that the proposed loading bay area satisfies the requirements of **Clause 52.07**.

Clause 52.34 sets out bicycle requirements for new land uses. A total of 14 bicycle spaces are provided on site in accordance with the requirements of this Clause.

4.3 STATE PLANNING POLICY FRAMEWORK

The State Planning Policy Framework (SPPF) of the Scheme seeks to ensure that land use and development planning policies in Victoria meet the objectives of planning in Victoria as set out in the *Planning and Environment Act 1987*.

Clause 10.02 'Goal' seeks to ensure appropriate land use and development planning and policies which integrate relevant environmental, social and economic factors in the interest of net community benefit and sustainable development.

Clause 11 provides specific objectives and strategies relating to 'Settlement' which states that *'planning should anticipate and respond to the needs of existing and future communities through provision of zoned and serviced land for housing, employment, recreation and open space, commercial and community facilities and infrastructure'*.

In particular **Clause 11.01-2 'Activity Centre Planning'** highlights the objectives for development within and around Activity Centres. The objective of this Clause is:

'To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres which provide a variety of land uses and are highly accessible to the community.'

In relation to activity centres, this Clause aims to ensure that such centres:

- *'Improve access by walking, cycling and public transport to services and facilities for local and regional populations.'*

- *Broaden the mix of uses in activity centres to include a range of services over longer hours appropriate to the type of centre and needs of the population served.*
- *Provide a focus for business, shopping, working, leisure and community facilities.*
- *Encourage economic activity and business synergies.*
- *Improve the social, economic and environmental performance and amenity of the centre.'*

Clause 15 'Built Environment and Heritage' seeks *'to ensure that all new land use and development appropriately responds to its landscape, valued built form and cultural context.'* This Clause advances a number of strategies relating to urban design and built form including landmarks, views and vistas; context; public realm; architectural quality; and pedestrian spaces. Of particular relevance is the requirement that development should achieve architectural and urban design outcomes that contribute positively to local urban character and enhance the public realm while minimising detrimental impact on neighbouring properties.

Clause 15.01-4 relates to 'Design for Safety' and seeks *'to ensure that the design of buildings, public spaces and the mix of activities contribute to safety and perceptions of safety.'*

Clause 15.01-5 'Cultural Identity and Neighbourhood Character' includes the objective *'to ensure development responds to its context and reinforces special characteristics of local environment and place'.*

Clause 17.01 'Commercial' seeks to provide for a strong and innovative economy, where all sectors of the economy are recognised as being critical to economic prosperity. The objective of this Clause seeks:

'To encourage developments which meet community's needs for retail, entertainment, office and other commercial services and provide net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities.'

The strategies under this Clause encourage commercial activities to locate within planned activity centres and provide new convenience shopping facilities that meet the needs of the local population both within and immediately adjacent to, existing commercial centres.

Clause 18.01 'Integrated Transport' aims to create a safe and sustainable transport system by integrating land-use and transport. In particular, Clause **18.01-1** specifies that access to developments should take

advantage of all available modes of public transport and minimise impact on existing transport networks and the amenity of surrounding areas.

Clause 18.02-5 specifically relates to 'Car Parking' and seeks to ensure an adequate supply of car parking is provided that is appropriately designed and located.

Clause 19.03 relates to stormwater and seeks to reduce the impact of stormwater on bays and catchments.

4.4 LOCAL PLANNING POLICY FRAMEWORK

4.4.1 Municipal Strategic Statement (MSS)

The following Clauses of the existing MSS are of relevance to the proposal.

Clause 21.02 contains Council's 'Sustainable Growth Framework' and includes a statement that Council will set clear settlement boundaries and consolidate development within those boundaries in a managed way.

The 'Municipal Framework Plan' at **Clause 21.04** identifies the subject site as being located adjacent to the existing urban area comprising the Drysdale Township and surrounding residential areas.

Clause 21.05-7 relates to 'Flooding' and seeks to minimise the potential for damage and risks to public safety and property from flooding.

Clause 21.07-3 relates to 'Retail' land uses and includes as an objective to facilitate the development of vibrant and viable retail activity centres in accordance with the City of Greater Geelong Retail Activity Centre Hierarchy (map at **Clause 21.07-8** and reproduced in Figure 5). The Clause contains a number of strategies and objectives focused on facilitating this outcome, and ensuring retail centres within the City of Greater Geelong provide a clear net community benefit.

The City of Greater Geelong Retail Activity Centre Hierarchy at **Clause 21.07-8** identifies the subject site as within a 'Town Centre' (Reference 18 on the map). The Retail Strategy on which this policy is based is discussed in greater detail in the following section.

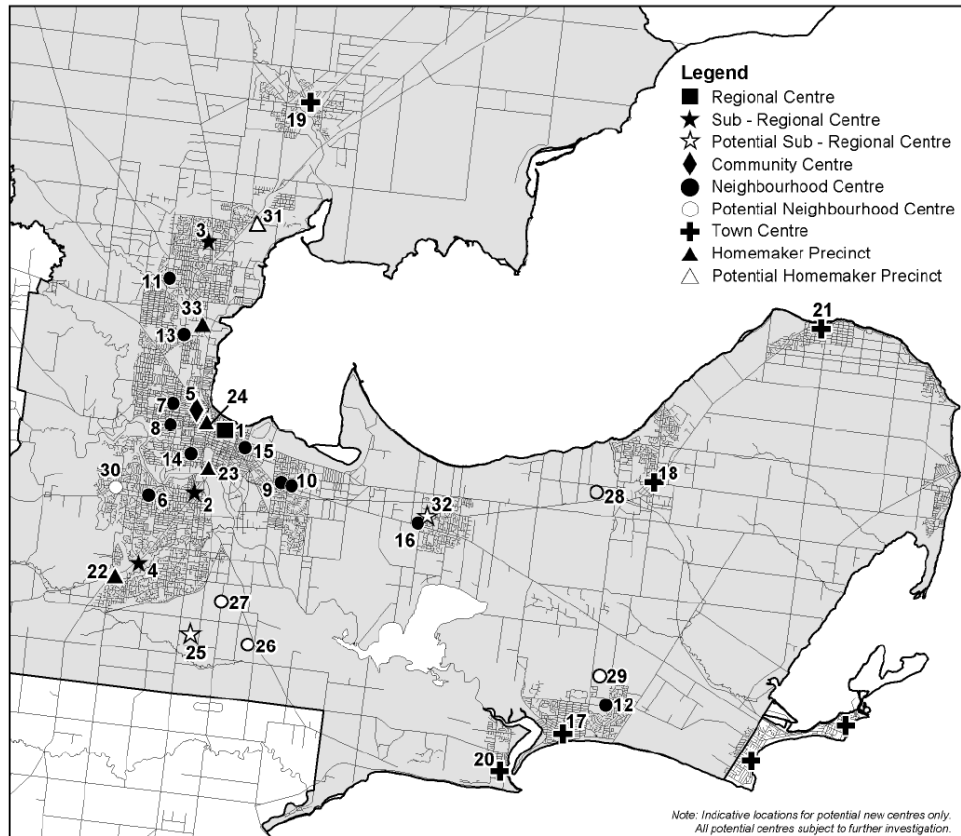


Figure 5: Greater Geelong Planning Scheme Retail Activity Centre Hierarchy Map

Clause 21.14 specifically relates to 'The Bellarine Peninsula'. This Clause notes that the Bellarine Peninsula has been identified as one of the fastest growing areas in the City of Greater Geelong, which is driven by the area's attractiveness and proximity to Geelong. Relevant policy objectives seek:

- *'To facilitate the development of Ocean Grove, Drysdale/Clifton Springs and Leopold as hubs of development and service provision on the Bellarine Peninsula...*
- *To provide for sustainable industrial, commercial, retail, agriculture and tourism development in designated locations, to service the wider Bellarine community.*
- *To preserve the individual character, identity and role of each Bellarine township.'*

The following policy objectives specifically relate to Drysdale:

- *'Ensure new development incorporates sustainability principles including environmentally sustainable design, energy efficiency, connectivity and water sensitive urban design.*

- Reinforce the Drysdale town centre as the primary retail centre including the development of an additional supermarket.
- Confine future development of a service business or industrial nature in the identified precinct along Murradoc Road.'

The Drysdale Clifton Springs Structure Plan accompanying **Clause 21.14-10** identifies the site as being within the Peripheral Sales/Industrial Activity area. This reflects the former Business 4 zoning (i.e before the Aldi site rezoning) and existing Commercial 2 zoning of No. 32 Murradoc Road (previously known as B4Z).

In terms of further work that needs to be undertaken in relation to the Drysdale town centre, **Clause 21.14-3** highlights the need to:

- 'Investigate the relocation of the bowling club and the Council depot site on Collins Street to support a combined rezoning and planning permit application on the Drysdale Bowling Club site to facilitate the development of a supermarket.
- Develop and implement an Urban Design Framework for the Drysdale town centre, including the Business 4 zoned land along Murradoc Road.'

4.4.2 *Local Planning Policies*

There is one local planning policy directly relevant to this proposal.

Clause 22.03 contains the 'Assessment Criteria for Retail Planning Applications' which are to be used as a basis for considering applications for new or expanded retail floorspace. This Clause seeks to ensure that planning scheme amendments in or adjoining existing centres establish the retail need for the use and development proposed, and that applications will provide a clear net community benefit whilst ensuring no impact on the operation of the retail activity centres hierarchy.

The Clause outlines a series of matters which must be addressed as part of any retail proposal involving a key major tenant (such as a supermarket) or for a floor area expansion of over 2000 square metres to an existing centre.

4.5 *REFERENCE DOCUMENTS*

4.5.1 *City of Greater Geelong Retail Strategy, Essential Economics*

The City of Greater Geelong Retail Strategy (June 2006) is a reference document at **Clause 22.03** in the Scheme. Relevant objectives of the Strategy include:

- 'To analyse retail development potential for the municipality to 2021;

- *To identify the quantum and type of new retail floorspace that is supportable in the municipality;*
- *To identify the appropriate location and format of future retail development*
- *To consider Council and community viewpoints and concerns associated with retail planning and development.'*

The Retail Strategy proposes a Retail Activity Centre Hierarchy to guide the future development of retailing in the City of Greater Geelong and introduces criteria for assessing retail development proposals within the municipality. Both of these recommendations are reflected in the MSS, as discussed earlier in this section.

Chapter 5 of the Retail Strategy identifies 'Actions for specific centres in the retail hierarchy'. In this Chapter 'town centres' are identified as centres located in a township outside of the Geelong urban area and are characterised by the following:

- Typical catchment population of 5,000 – 25,000 people;
- Indicative retail floorspace ranging from 1,500 – 15,000 square metres;
- Provides weekly grocery shopping facilities based around a supermarket tenant, mini major and specialities retail facilities, as well as providing a broader town centre role as a focus for non-retail and community facilities.

The Strategy identifies the important role town centres serve as a key local destination for basic convenience shopping facilities, and supports this role by encouraging their development as a focus for day-to-day and weekly convenience shopping.

4.5.2 *Drysdale - Clifton Springs Structure Plan, City of Greater Geelong, September 2010*

The Drysdale - Clifton Springs Structure Plan is a reference document at **Clause 21.14** of the Scheme and outlines the policies and guidelines to be used as the basis for future decision making about the area. It was adopted by Council in September 2010.

The Structure Plan identifies, amongst other things, that there is demand for additional retail floor space in the Town Centre, including demand for another supermarket or supermarkets. An Aldi supermarket is identified in the Structure Plan as potentially being constructed on Murradoc Road. Aldi has since been constructed and is now operational.

Based on the economic analysis supporting the Structure Plan, the Structure Plan asserts that the Town Centre may not be able to support

both a medium sized supermarket and another full line supermarket. However, it notes that the size of an additional supermarket would need to be justified by an economic impact statement that assesses the impact on existing and proposed activity centres at Drysdale, the Jetty Road Growth area and Portarlinton.

The Structure Plan identifies the bowling club site as a possible supermarket site and sets out various key urban design principles which the development should accord with. However, since the preparation of the Structure Plan, more detailed investigations have since been undertaken into the bowling club site's ability to accommodate a supermarket and it has been established that this site is too constrained to achieve the urban design principles set out in the Structure Plan.

An alternative site that is put forward in the Structure Plan is for a supermarket on Murradoc Road. The identified site has partly been developed for an Aldi supermarket and the remainder forms part of the subject land (excluding No. 32 Murradoc Road).

The Structure Plan recommends key principles for the development of the Murradoc Road site, including:

- Provide a front setback of no greater than 22 metres, which should provide for car parking.
- A 3-5 metre landscaped buffer between the car park and the residentially zoned land to the south.
- Rear fence treatment should be a timber paling fencing at a minimum of 2 metres in height and possibly be required to be acoustic fencing.
- Number of vehicular access points should be minimised.
- Primary pedestrian access point should be from the main entry point of the building and provide other pedestrian paths for ease of accessibility.
- Service and delivery vehicles can share the main vehicular and access point.
- All elevations that are visible from the street should be activated. All other elevations should be appropriately treated to provide visual interest.
- Car parking areas designed to provide a safe and convenient layout, pedestrian accessibility and landscaping.

- Loading bay located to the rear of the site and preferably not visible from the street frontage.

The Structure Plan identifies that under the further strategic work to be undertaken, Council would seek to develop and implement an Urban Design Framework for the Drysdale Town Centre, including the Business 4 zoned (currently C2Z) land along Murradoc Road.

4.6 OTHER DOCUMENTS

4.6.1 G21 Regional Growth Plan April 2013

The G21 Regional Growth Plan seeks to manage growth and land use pressures to 2050. Drysdale / Clifton Springs is identified in the Growth Plan as being one of the larger towns on the Bellarine Peninsula that will be a 'Regional Centre'. The Town is expected to have significant population growth and will play an important role for retail and service facilities in supporting surrounding communities.

4.6.2 *Drysdale Urban Design Framework, City of Greater Geelong, August 2012*

The Urban Design Framework (UDF) outlines the design vision for how the centre of Drysdale might be developed, provides flexible design principles and recommends improvements to existing infrastructure and functionality of the town.

The subject land is located within the 'Business Corridor' precinct. Key design objectives and guidelines have been identified to be used to improve and maintain the Business Corridor, based on the following elements:

- *'To improve the appearance and presentation of buildings and the streetscape;*
- *To manage the interface between residential and business uses;*
- *To ensure the design and layout of new building allows for future road widening;*
- *To improve the connections between Murradoc Road and the Town Centre core.*
- *To improve the quality of stormwater.'*

The UDF specifically recommends the development of a full line supermarket along Murradoc Road, in addition to the Aldi store. The UDF also suggests the construction of a road to connect Murradoc Road to the proposed residential subdivision to the south of the site, to be aligned

between the Aldi supermarket and a new supermarket on the subject land.

One of the recommended implementation measures in the UDF is to rezone the land at No. 32 Murradoc Road to Business 1 to facilitate the expansion of the Drysdale town centre.

4.7 *PLANNING SCHEME AMENDMENT*

4.7.1 *Planning Scheme Amendment C283*

Planning Scheme Amendment C283 seeks to implement the principles and directions of the Drysdale Urban Design Framework (August 2012), as described above.

The Amendment has been placed on public exhibition and nine submissions were received by Council. The Amendment is due to be considered before an Independent Planning Panel in June.

5 *STRATEGIC ASSESSMENT OF AMENDMENTS (MINISTERS DIRECTION NO.11)*

A fundamental principle of the Victorian planning system is that planning schemes must be strategically based. The Strategic Assessment Guidelines support this principle by asking 'What is the strategic basis for the amendment or proposal?' as the first matter to be considered in assessing a planning scheme amendment. The following section responds to Minister's Direction 11 - Strategic Assessment of Amendments.

5.1 *WHY IS AN AMENDMENT REQUIRED?*

The eastern portion of the subject site is currently included in the C2Z.

As discussed in the Section 4.1.1 of this report, it is arguable that a planning permit can be issued for a supermarket use in the C2Z.

However, a rezoning of the land is sought in the case of the subject site to enable the whole of the land to be included in the C1Z.

The C1Z is the most appropriate zone to use for town centres uses and to facilitate the proposed development.

The proposed expansion is expected to result in a net community benefit. The interpretation of net community benefit with regard to retail proposals has been considered during many previous amendment processes and it usually involves an assessment of the balance of impacts relating to: strategic context; equitable access; public amenity; local character; and sustainability.

In relation to strategic context, the proposed development of the site for retail purposes is supported by relevant planning policy (discussed further in this section of the report) and will ensure appropriate retail facilities are available both to the population of Drysdale / Clifton Springs and the surrounding areas.

In relation to the other matters outlined above it is considered that the proposal will, based on a balanced assessment of both positive and negative outcomes, result in an overall net community benefit, given the following.

- **Equitable access.** The proposed expansion will provide for additional retail facilities to both the residents of Drysdale / Clifton Springs and the surrounding localities. The subject land is easily accessed by road and is also accessed via public transport.

Improved pedestrian links are proposed to the town centre core by means of the provision of new footpaths along Murradoc Road and pedestrian paths to link with the existing car parking area for Aldi. The proposal also provides for a new pedestrian link to the land to

the residential area to the south. These measures will ensure there is also easy access for local residents utilising the centre to meet weekly and convenience shopping requirements.

- **Public Amenity.** The proposal will improve the public amenity of Murradoc Road through the introduction of landscaped areas within the car parking areas and along the north-south orientated pedestrian path along the western site boundary. In terms of off-site public amenity, there are likely to be minimal impacts given the location of the site within a business precinct. Any noise impacts to the residential land to the south can be mitigated by an acoustic fence, if required. In addition, the proposed development will improve the presentation of the adjacent storage warehouse building that currently presents poorly on to Murradoc Road, this will be a positive outcome for public realm and the development will contribute to the built form along Murradoc Road.
- **Local character.** The proposed development has been designed to contribute positively to local urban character to appropriately reflect the built form of the existing town centre and to enhance the public realm.
- **Sustainability.** The proposal will result in additional jobs being created in the region, both for the construction and related industries during construction and for the economy generally once the centre is completed. This creation of jobs, along with the improved access to retail facilities that will become available to Drysdale, will all assist in the reduced travel times and increased convenience. From an environmental perspective this will assist in reducing the level of carbon emissions. It is noted that Coles Group Property Developments is committed to developing efficient, low energy buildings that reduce energy consumption and environmental impact and this aspect of sustainability is discussed further in Section 6.1 of this report.

5.2 *DOES THE AMENDMENT IMPLEMENT THE OBJECTIVES OF PLANNING AND ANY ENVIRONMENTAL, SOCIAL AND ECONOMIC EFFECTS?*

5.2.1 *Objectives of Planning in Victoria*

The objectives of planning in Victoria, as outlined in the Act are as follows:

- *'To provide for the fair, orderly, economic and sustainable use, and development of land;*

- *To provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity;*
- *To secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria;*
- *To conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;*
- *To protect public utilities and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community;*
- *To facilitate development in accordance with the objectives set out in paragraphs (a), (b), (c), (d) and (e);*
- *To balance the present and future interests of all Victorians.'*

The proposal is considered to result in the fair, orderly and sustainable use of land that directly abuts existing C1Z land and will expand the retail offer of the Town Centre.

5.2.2 *Environmental Effects*

The proposed development is not expected to result in any significant environmental effects. The site is vacant and contains very limited vegetation, and does not fall within an area considered to be of cultural heritage significance.

A stormwater management plan has been prepared by Cardno to ensure stormwater is appropriately managed on the site and landscaping is also proposed throughout the site.

5.2.3 *Social and Economic Effects*

The proposed Amendment is expected to result in positive social and economic outcomes.

The Economic Impact Assessment prepared by MacroPlan confirms that the proposed amendment is supported in terms of market demand and that it will not unduly affect the operation of existing supermarket operators in proximity of the site and surrounding region.

The rezoning will expand the range of conveniently located retail facilities for the local community within the town centre, which is considered to be the ideal location for the largest supermarket in the primary catchment.

In addition, a net community benefit will be generated in terms of project investment, employment and contribution to retail choice and convenience.

As previously discussed, the proposed development is expected to result in new jobs being created both during the construction phase of the project and once the supermarket is fully operational.

Thus the project will result in economic benefits both to the Drysdale/Clifton Springs community and the broader area.

The proposal is also expected to result in the following social benefits:

- Short and long term employment opportunities.
- Improved provision of food and grocery retail for the local community.
- Strengthened retail function of the town centre, making it a more attractive place for residents to undertake their weekly convenience shopping, with potential reductions in total kilometres travelled.

5.3 *DOES THE AMENDMENT COMPLY WITH THE REQUIREMENTS OF ANY OTHER MINISTER'S DIRECTION APPLICABLE TO THE AMENDMENT?*

The two relevant Directions are as follows:

- Minister's Direction relating to the Form and Content of Planning Schemes;
- Minister's Direction 11 - Strategic Assessment of Amendments.

The proposed amendment complies with both Directions, as follows.

- The form and content of the Amendment is consistent with the first Direction outlined above.
- This amendment is also consistent with Ministers Direction 11, as outlined in this section of this report.

5.4 *DOES THE AMENDMENT SUPPORT OR IMPLEMENT THE STATE PLANNING POLICY FRAMEWORK (SPPF)?*

The Amendment supports the relevant policies of the SPPF, as outlined below.

- The proposed development and use will result in an appropriate use of land that will result in a net community benefit for Drysdale and a sustainable development outcome (**Clause 10.02**).
- The proposal seeks to expand the existing town centre which will enable the provision of new retail facilities in a highly accessible location with convenient access available via walking, cycling, public transport and private vehicle (**Clauses 11, 17.01 and 18.01**).
- The rezoning will be a logical extension of the Commercial 1 Zone to the east, to allow for the expansion the town centre to meet the growing needs of the local population. The rezoning accords with the orderly planning of the area (**Clauses 11 and 17.01**).
- The Amendment will result in an expanded town centre that will contribute positively to the local urban character and public realm through the development of vacant land and stronger connections with Town Centre (**Clause 15**).
- The Amendment appropriately addresses potential stormwater impacts on the site via the Cardno Stormwater Management Plan. (**Clause 19.03**).

5.5 DOES THE AMENDMENT SUPPORT OR IMPLEMENT THE LOCAL PLANNING POLICY FRAMEWORK (LPPF), AND SPECIFICALLY THE MUNICIPAL STRATEGIC STATEMENT (MSS)?

5.5.1 Local Planning Policy Framework

The proposed Amendment responds appropriately to the MSS and Local Policies of the Scheme, given the following:

- The proposal appropriately addresses the issues of drainage and flooding for the site (**Clause 21.05-7**).
- The proposal will result in the expansion of an existing town centre which will facilitate the development of a vibrant and viable activity centre that will result in a clear net community benefit (**Clause 21.07-3**).
- The economic assessment prepared by MacroPlan concludes that the proposal will not result in unreasonable impacts on existing operating supermarkets in the area. Accordingly, the proposal is not anticipated to affect the retail activity centres hierarchy outlined at **Clause 21.07**.
- The proposal will facilitate the development of Drysdale as a hub of development and service provision on the Bellarine Peninsula and

will provide for new retail development to service the wider Bellarine Peninsula (**Clause 21.14**). The proposal will result in the development of land that is currently shown as being within the preferred area for service business or industrial land uses along Murradoc Road (**Clause 21.14-2**). However, **Clause 21.14** also specifically states the aspiration for an additional supermarket to reinforce the town centre as the primary retail centre. The proposal will achieve this objective.

- More detailed investigations into the relocation of the bowling club have been undertaken, as required in **Clause 21.14-3**, and have revealed that the site is not suitable for the development of a full line supermarket. Essentially, the bowling club site's characteristics do not lend themselves to a development that would achieve desired design outcomes or allow for the provision of an adequate amount of car parking. Accordingly, the Drysdale Urban Design Framework (UDF) (adopted by Council in August 2012), that has been prepared since the Structure Plan was finalised, recommends that the bowling club site is not to be developed for a supermarket and identifies the subject site as the alternative preferred site for the development of a full-line supermarket.
- The Amendment takes into account the requirements of **Clause 22.03** 'Assessment Criteria for Retail Planning Applications' and responds appropriately to the key information requirement of this Clause including the economic analysis that is required for the expansion of centres involving key major tenants and a discussion of net community benefit.

5.5.2 *Reference Documents*

The proposed Amendment will also assist in the achievement of key policies and directions outlined in the various existing and proposed reference documents of the Scheme, as outlined below.

- The Amendment will facilitate the strengthening of the role of Drysdale town centre as a key local destination for basic convenience shopping facilities by providing a full line supermarket in the town centre which is encouraged in the City of Greater Geelong Retail Strategy (June 2006).
- Part of the subject site is identified in the Drysdale - Clifton Springs Structure Plan 2010 for a supermarket development. However, Aldi has been constructed in the western portion of this identified site. The preferred location identified in the Structure Plan for an additional supermarket is the bowling club site. As mentioned above, detailed investigations have concluded that the bowling club is not suitable for the development of a supermarket on the land due to site constraints. The Structure Plan is also cautious about the need for

another full-line supermarket within the town centre. However, the retail impact assessment prepared by MacroPlan concludes that the existing supermarket facilities in the region currently trade strongly, and therefore the proposed supermarket is not expected to affect their ongoing viability.

- The Drysdale Urban Framework Plan clearly identifies the subject site as the preferred location for an additional supermarket and specifically states that the land at No. 32 Murradoc Road should be rezoned to B1Z (currently referred to as C1Z) to facilitate the expansion of the town centre.

5.6 *DOES THE AMENDMENT MAKE PROPER USE OF THE VICTORIA PLANNING PROVISIONS?*

The Amendment makes appropriate use of the VPPs and the proposed rezoning of the land to the C1Z will not result in any conflict or duplication of existing controls in the Scheme.

5.7 *HOW DOES THE AMENDMENT ADDRESS THE VIEWS OF ANY RELEVANT AGENCY?*

The proposal provides a street setback area in accordance with potential future road widening opportunities. It also noted that the amendment and application will be referred to VicRoads in accordance with Section 55 of the Planning and Environment Act, 1987.

5.8 *WHAT IMPACT WILL THE NEW PLANNING PROVISIONS HAVE ON THE ADMINISTRATIVE COSTS OF THE RESPONSIBLE AUTHORITY?*

The new planning provisions will not have any impact on the administrative costs of the responsible authority.

6 *PLANNING PERMIT APPLICATION*

The planning permit application component of this submission seeks approval for the construction of a Coles supermarket, associated car parking, business identification signage, landscaping, easement creation and a reduction in the car parking requirements, all of which has been considered in turn below.

6.1 *SITE LAYOUT AND BUILT FORM*

In considering the design response of the proposed supermarket site layout and built form, an assessment has been undertaken of the proposal against the urban built form principles at **Clause 15.01-2**, the key principles contained within the 'Drysdale - Clifton Springs Structure Plan, September 2010' (Structure Plan), and the objectives of the 'Drysdale Urban Design Framework, August 2012' (the UDF), as outlined below.

On a strategic level, and as previously stated, the proposal will allow for the development of a full line supermarket along Murradoc Road close to the Drysdale Town Centre, which will improve the connection between Murradoc Road and the Town Centre Core in accordance with strategic policy objectives for the area.

In a local context, the subject site is located with frontage to Murradoc Road which is identified as the Drysdale commercial/business corridor, characterised by retail and bulky goods premises and a large amount of vacant or underutilised land on both sides of the road. As such, the proposal to develop the existing large and underutilised subject site for a supermarket will inject activity to this area.

With regards to the built form the following key aspects are noted.

- The proposal provides a building street setback of approximately 60 metres. It is recognised that the proposed street setback is greater than the 22 metres encouraged in the Structure Plan and is also greater than setbacks of adjoining buildings along Murradoc Road as sought in the draft UDF. However, the proposed street setback area has been designed to accommodate customer car parking and an easement for future road widening.
- The proposal provides for landscaping and new planting within the car park street setback area, along the proposed north-south orientated pedestrian path along the site's western boundary and along the eastern site boundary (adjacent to the existing boundary wall of the adjoining property).
- The proposed supermarket is setback from the rear boundary by 4.5m to accommodate an existing easement. In addition, it is understood

that the residential subdivision to the immediate south will provide an area of open space/reserve along the common boundary in order to preserve the existing landscaping and vegetation.

- On-site vehicle access is limited to one entry/exit point to the north-east of the site via Murradoc Road. This vehicle access point is to be shared with delivery trucks, although the loading bay is located to the rear of the site (along the eastern boundary).
- The proposed overall building height ranges between 7.0-8.9 metres (with a higher element to the south to accommodate the condenser deck) and generally responds to the building height of the adjoining Aldi store.
- The relatively simple design of the proposed supermarket in terms of form and materials provides an appropriate site response to the existing streetscape character.
- The supermarket facades facing Murradoc Road and the Aldi to the west present as a combination of glazing and a graphic treatment to precast walls. Importantly, the pedestrian entry along both these facades is clearly identifiable for customers.
- The eastern facade comprises a relatively muted appearance of raw concrete finish, which is considered an acceptable outcome due to the existing wall on boundary of the development to the east. However, within the supermarket's street setback area, this eastern interface is provided with the erection of a steel frame structure and landscaping. The proposed structure and landscaping are considered to provide architectural interest and "soften" views to the existing blank wall, thereby providing improved visual amenity outcome.
- With regards to the built form interface to the residential subdivision to the south, the proposed wall treatment essentially provides a blank canvas (raw concrete finish) which is considered to limit external amenity impacts and will be softened by the landscape setback/reserve proposed on the adjoining land. A timber paling fence is also proposed along this elevation to soften the appearance of the precast wall.
- While it is recognised that the UDF identifies opportunity to provide a new road between the existing Aldi and potential supermarket on the subject site, after considerable design analysis it was considered a superior outcome to provide a pedestrian path at this interface. To the end it is considered:
 - The proposed north-south pedestrian path, and adjoining east-west offshoot paths will effectively integrate pedestrian activity

between the proposed supermarket and adjoining Aldi store. Moreover, the proposed path will also provide connectivity and walkability for future occupants of the residential development to the south.

- The provision of pedestrian paths together with the activity associated with a Coles supermarket and Aldi store will provide for activity, passive surveillance and greater safety for the site and immediate surrounds.
- The supermarket has been sited and orientated to enable the provision of a full line supermarket and sufficient car parking. The site layout and design represents the most efficient use of the land area and meets the key objectives of reinforcing the town centre by providing strong pedestrian links and integration with the Aldi site, and providing sufficient on-site car parking.
- A range of ESD initiatives will be incorporated into the development, including (but not limited to), building insulation which exceeds Section J requirements, energy efficient refrigeration, waste heat recovery, combined air conditioning and refrigeration plant, integrated exhaust systems, LED or T5 fluorescent lighting (internal and external), automated lighting control systems, WELS rated tap ware and use of environmentally preferable materials and materials with a recycled content where possible. The supermarket will also utilise efficient and innovative mechanical systems, including waste heat recapture system and a combined plant to reduce equipment size and output.

Overall, it is submitted that the proposal represents an appropriate built form outcome for the site and will positively contribute to the character of the Murradoc Road streetscape and the Drysdale Town Centre.

6.2 *EXTERNAL AMENITY CONSIDERATIONS*

The subject site is provided three different zoning abuttals, specifically C2Z to the east, C1Z to the west and R1Z to the south. Moreover, the land to the immediate east is development for warehouse use and provides a high blank wall along the entire common boundary to the subject site. The land to the west is occupied by an Aldi with a car park, which is to be provided pedestrian interaction with the current proposal.

In this zoning and built form context, the only interface sensitivity relates to the residential land to the south.

With that said, the proposed rear elevation of the supermarket presents as a blank wall at an average height of approximately 7.15m, and is separated from the common boundary with the residential land by a 4.5m

easement. A 3.0 metre high timber fence is also proposed along this boundary. Additionally, the approved Masterplan for this residential land shows an area of reserve adjacent to the subject site that will accommodate the existing trees located along this northern boundary. Accordingly, no houses will be located directly abutting the subject site.

In addition to the above, it is noted that the plant and condenser equipment has been acoustically and visually screened, mitigating potential noise impacts to the residential land to the south. In light of the above it is considered that limited external amenity impacts associated with the proposal will affect the adjoining future residential development. However, if required, any noise impacts associated with the proposal can be further mitigated by an acoustic fence along this common boundary.

With regards to visual bulk and amenity at this interface, the existence of blank walls is a common characteristic of the area (evident at the adjoining property to the east). This outcome is considered acceptable having regard to the legitimate amenity expectations of residential land with an abuttal to commercial zones.

6.3 **TRAFFIC, CAR PARKING, ACCESS AND LOADING**

A Traffic and Transport Assessment has been prepared by Cardno and concludes as follows:

- *'It is proposed to develop the site for the purpose of a Coles' supermarket with an approximate floor area of 3,892square metres. The proposal includes an at-grade car park with 146 spaces, accessed from Murradoc Road and the adjoining ALDI supermarket site;*
- *The car park and access arrangements have been assessed and comply with the requirements of the Australian Standards and Greater Geelong Planning Scheme;*
- *The provision of 146 parking spaces accommodates the anticipated peak parking requirements;*
- *The proposed development is to provide parking for 14 bicycle spaces in accordance with the Greater Geelong Planning Scheme.*
- *The loading area provided satisfies the requirements of Clause 52.07 of the Planning Scheme;*
- *The level of traffic generated by the proposal is considered to be low in traffic engineering terms and is expected to have no significant effect on traffic conditions.'*

6.4

ADVERTISING SIGNAGE

The business identification signage proposed is consistent with signage typically found within commercial area. The C1Z is designated 'Category 1' at **Clause 52.05-7** which applies specifically to Business areas where the 'minimum limitation' applies.

The proposed signage is considered appropriate for the following reasons:

- The signage has been designed and located to avoid any impacts on road safety to Murradoc Road.
- The placement of signage throughout the supermarket building and within the car park (directional signs) ensures the signs do not constitute visual clutter.
- The proposed signage has been located to face north or west only, thereby avoiding a direct interface with the residential land to the south. Moreover, the proposed signage is separated from the abutting Residential 1 Zone by more than 30 metres.
- The site is situated in a commercial location which encourages signs that '*add vitality and colour*' to business areas.
- The proposed size, design, and location of the proposed signage is considered appropriate in the site's commercial precinct having regard to the character of nearby built form.
- The proposed signage scheme is simple and reflects the corporate branding of 'Coles', with the intention to provide adequate on-site business identification opportunities.
- The proposed pylon sign provides an effective "marker" to the tenancy for cars travelling along Murradoc Road, without causing undue distraction to drivers.

Accordingly, it is considered that the proposed signage is an appropriate planning outcome, particularly within this commercial precinct, in proximity to the Drysdale Town Centre.

CONCLUSION

The proposed rezoning of No. 32 Murradoc Road to the C1Z to facilitate the expansion of Drysdale Town Centre and the construction of a supermarket is considered appropriate for the following reasons:

- The amendment is consistent with the relevant provisions of the Greater Geelong Planning Scheme and appropriately responds to Minister's Direction No. 11 and the strategic assessment guidelines.
- The proposal will result in a net community benefit in terms of responding to retail demands, increasing employment opportunities and enhancing the economic viability of the Drysdale Town Centre.
- The proposal will deliver the first full line supermarket in the northern Bellarine catchment and will provide residents with a convenient supermarket in a well-connected location.
- The design, building materials and signage will ensure a high quality design response, attractive and articulated built form and promotes activity through the site.
- The proposed north-south orientated pedestrian path through the site will provide for integration with the adjoining Aldi store (and car park) and provide opportunity for future connectivity to the residential land to the south.
- The proposal will not unreasonably impact on the amenity of adjoining residential land to the south.

In conclusion it is respectfully requested that Council support this proposed planning scheme amendment and planning permit application and seek Ministerial approval to have the matter placed on public exhibition.

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