

MINUTES

ORDINARY MEETING OF COUNCIL

Tuesday, 25 February 2014

Held at the
Council Conference and Reception Centre
City Hall, Little Malop Street, Geelong
commencing at 7.00p.m.

COUNCIL:

Cr. D. Lyons <i>Mayor</i>	(G21 Geelong Regional Alliance, Finance, Governance, Regional Cities)
Cr. T. Ansett (<i>Windermere</i>)	(Heritage, Rural Communities)
Cr. L. Ellis (<i>Coryule</i>)	(Coastal Communities, Infrastructure, Parks and Gardens)
Cr. J. Farrell (<i>Beangala</i>)	(Community Safety, Youth, Women in Community Life)
Cr. K. Fisher (<i>Corio</i>)	(Community Development, Aboriginal Affairs)
Cr. B. Harwood (<i>Kardinia</i>)	(Enterprise Geelong, Primary Industries)
Cr. M. Heagney (<i>Brownbill</i>)	(Central Geelong, Planning)
Cr. J. Irvine (<i>Austin</i>)	(Sport and Recreation)
Cr. E. Kontelj (<i>Cowie</i>)	(Aboriginal Affairs, Multicultural Affairs, Finance)
Cr. Dr. S. Kontelj (<i>Kildare</i>)	(Finance)
Cr. R. Macdonald (<i>Cheetham</i>)	(Major Projects, Knowledge Economy & Education)
Cr. R. Nelson (<i>Deakin</i>)	(Major Events, Tourism)
Cr. A. Richards (<i>Buckley</i>)	(Environment & Sustainability, Transport, Arts & Culture)

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4. ST LEONARDS STRUCTURE PLAN REVIEW 2014

Portfolio:	Coastal Communities – Cr Ellis
Source	Planning Strategy and Urban Growth
General Manager:	Peter Bettess
Index Reference	St Leonards Structure Plan Review

Purpose

To detail the findings from a review of the 2006 St Leonards Structure Plan and to request that Council adopt changes to the 2014 plan. It is recommended that Council commence a planning scheme amendment to incorporate the recommended changes into the Greater Geelong Planning Scheme.

Summary

- The 2006 St Leonards Structure Plan has been reviewed as part of a 5 year review cycle;
- Informal stakeholder consultation was carried out as part of the review process.
- The draft Structure Plan builds on the township vision developed as part of the Bellarine Peninsula Strategic Plan and updates the 2006 plan with changes to the State and Local Planning Policy Framework as well as Council Studies.
- The Structure Plan contains directions relating to the settlement boundary designation, township growth opportunities, commercial floor space needs, recreation and community needs, transport, infrastructure and planning implementation;
- The 2014 draft Structure Plan recommends that the land designated for long term residential growth within the 2006 Structure Plan, be rezoned to residential and that developer contributions, contribute to the provision of an Early Years Learning Facility.

Cr Ellis moved, Cr Farrell seconded -

That Council:

- 1) adopt the Draft St Leonards Structure Plan 2014;**
- 2) resolve to prepare and exhibit a planning scheme amendment to include the necessary elements of the Structure Plan within the Greater Geelong Planning Scheme subject to authorisation.**

Carried.

Background

The current St Leonards Structure Plan was prepared and adopted by Council in September 2006. The draft Structure plan has been developed in consultation with internal and external stakeholders with some additional specialist inputs including an economic analysis of the town centre by Tim Nott - Economist. The Structure Plan has been modelled on the City of Greater Geelong's Structure Plan framework to ensure consistency with other council produced structure plans. The plan includes discussion on the Natural and Urban Environment, Demographics & Social Profile, Township Facilities & Services, Physical and Transport Infrastructure and Township Growth and Residential Lot Supply.

The 2006 Structure Plan specified a minor review period of 5 years. Since the adoption of the 2006 Structure Plan a number of Planning policies and Council plans have changed or been amended. This includes a complete review of Council's Municipal Strategic Statement as well as the preparation of a number of master plans relating to the recreation reserves and foreshore areas. This review has built upon the current structure plan but has been amended to include updated State and Local Planning Policies, population growth, lot supply and dwelling construction rates, the location of the settlement boundary, environmental and social considerations including further service provisions for the township and a future review period.

- One of the main issues raised within the 2006 Structure Plan was the location of the settlement boundary and further release of residential land. The 2006 Structure Plan recommended the preservation of two large tracks of rural land located to the west of the existing township, between the existing residential areas and the east side of Ibbotson Street for long term residential growth. It was recommended that these future growth areas remain outside the township settlement boundary given there was sufficient residential land within the settlement boundary to allow for the managed growth of St Leonards at that time. When the Structure Plan was approved by the Minister for Planning, the settlement boundary was altered to include this land within the boundary.
- A copy of the updated 2014 Structure Plan map can be found at Appendix 1.

Discussion

Public Notice and Submissions

- In order to inform the draft 2014 Structure Plan public consultation was undertaken.
- A notice was placed in the Geelong Advertiser and The Echo in April 2012 advising the community that work was commencing on a review of the 2006 St Leonards Structure Plan and asking for interested parties to contact Council to discuss any issues affecting St Leonards.
- Council received 5 submissions to the review, 2 from the community and 3 from interested developers. In summary the issues raised by the submitters include
- improvements to footpaths, the pier, township appearance,
- connections through and to open space areas,
- view sharing,
- heritage,
- rezoning of long term growth areas to residential and
- an improved relationship between the Bellarine Bayside Foreshore Committee of Management (BBFCOM) and the City of Greater Geelong.

A summary of the submissions received are contained within Appendix 2. The following is a response to the submissions received:

Submission

The need to improve the overall aesthetics of the town through the inclusion of public art.

Comment

Council has developed a Public Art Strategy which provides guidance around the process for providing public art within the Greater Geelong. This document is the overarching document to guide the development of public art.

In the past 3 years Council has committed funds to provide heritage signage for St Leonards.

Submission

There is a need to provide additional footpaths particularly adjacent to the bus stop near the primary school and town centre.

Comment

The role of the Structure Plan is to provide land use direction for the St Leonards Township. Whilst the construction of additional footpaths in strategic locations is supported it is not the role of the Structure Plan to identify the locations and commit to the timing for the delivery of future footpaths.

Submission

Improved connections to the Pier to make the space more useable and accessible by the community.

Improved relationships between the Bellarine Bayside Foreshore Committee of Management (BBFCOM) and the City of Greater Geelong including a commitment to work together to deliver the outputs of BBFCOM master plan

Comment

The Structure Plan supports the previous work done by Council and BBFCOM in respect to the outputs contained within the St Leonards Urban Design Framework and the BBFCOM Master Plan 2012. The Structure Plan acknowledges that the recommended improvement to the pier area has flow on effects for the growth of the town centre as well as the wider community. The Pier area is managed by BBFCOM, Parks Victoria (the Pier) and Council (Harvey Park). However BBFCOM is the major land manager in this location and plans to redevelop this area would need to be driven by the BBFCOM.

A number of Council departments including the Environment, Recreation and Planning Departments would have a contribution to make to any works proposed by BBFCOM. The BBFCOM Master Plan 2012 will establish a works program for the St Leonards Foreshore area. Council will continue to be a key stakeholder in the development of the St Leonards Foreshore area.

The Structure Plan supports improvements to public land within St Leonards in respect to future growth opportunities for the township; however the Plan does not commit Council to carrying out works or actions that are managed by other authorities.

Submission

Improved linkages from the Lake Reserve trail to the foreshore trail.

Comment

The details of improvements to the St Leonards Lake Reserve walking trail and connections to the foreshore walking trail are included within the St Leonards Lake Reserve and Charles McCarthy Reserve Master Plan. This plan shows a connection with the foreshore area. The BBFCOM plan also shows improvements to the foreshore walking trail. Both Master plans support improved pedestrian connections between the lake and foreshore area.

Submission

A commitment to deliver the public works supported within the Structure Plan

Comment

The Structure Plan has reviewed a large number of existing documents which address a wide range of issues affecting St Leonards and the surrounding area. The majority of these documents have commitments to deliver improvements to infrastructure, public open space, surrounding wetlands and coastline and built form. The Structure Plan supports these recommendations where they were considered relevant to the development of St Leonards. There is no need to make additional commitments to deliver improvements to St Leonards where the over arching document relating specifically to an issue or area already provides direction or guidance on the matter.

Submission

The protection of views from Bluff Road where the new housing estate is under construction.

Comment

The land at 177-229 Bluff Road is zoned for residential purposes. The land has been vacant for a long period of time allowing for views over the land. Given the zoning of the land it is reasonable for the site to be developed for residential purposes. The site is affected by the Design and Development Overlay 14 which requires a planning permit for development if the overall height of a dwelling exceeds 7.5 metres. This overlay ensures that reasonable sharing of views is considered where a planning permit is required.

Submission

There should be verandahs on properties within the town centre.

Comment

The Design and Development Overlay 24 which affects all land within the town centre encourages the development of verandahs on new and existing buildings.

Submission

There are many road and footpaths within St Leonards that require upgrading

Comment

The timing and prioritising of works to roads and footpath are managed by Council's Engineering Services Department. Structure Plans do not identify when upgrading or maintenance of this type of infrastructure is likely to occur. Engineering Services are currently investigating the delivery of a footpath with kerb and channel connecting Coatsworth Ave, the Primary School to the town Centre. Engineering Services have also identified where there are gaps in the footpath network, however there is no funding currently available to provide additional footpaths in the short term.

Submission

The St Leonards Memorial Hall at 1342 Murradoc Road should have a heritage listing.

Comment

Further investigation into the history of the Memorial Hall would be required to determine if the site warranted a heritage listing. There is currently no funding available to undertake this study.

Submission

Support the rezoning to residential of all land designated for long term residential growth.

Comment

It is recommended that both areas designated for long term growth be rezoned to residential as part of a single planning scheme amendment. In considering the rezoning of both parcels there is an ability to stage the development in a sequential order, ensure open space and facilities are delivered appropriately, the cost and timing for the upgrading of Ibbotson Street and providing other infrastructure can be better managed and developer contributions could be provided earlier in the development phase.

The release of both areas simultaneously could also create competition in the market place, increasing development rates by capitalising on the marketing of two separate areas. This could have flow on effects to the wider town encouraging businesses to grow or establish within the town centre based on an assurance about the future population of the town.

Releasing two growth areas instead of one would also prevent one developer from controlling the market. This could ultimately increase lot diversity by encouraging developers to provide a slightly different estate and lot type in a more competitive market place.

The rezoning of all land within the settlement boundary will provide certainty for the town in relation its future size allowing Council and other service providers to appropriately plan for this growth.

In reviewing the 2006 Structure Plan the following issues were identified;

- Land Management

There are three main recreation assets within St Leonards including Lake Reserve, Charles McCarthy Reserve and the St Leonards Foreshore. The two reserves are managed by Council and provide open space to both St Leonards and Indented Head. The BBFCOM is the main land manager for land along the foreshore however Council and Parks Victoria also manage land. The foreshore consists of informal open space, two caravan parks, formal car parking areas, Harvey Park (managed by Council) and the pier (managed by Parks Victoria).

The community have raised concern over the difficulty of determining who is responsible for land management within St Leonards and would like to see better collaboration between all land owners. It is acknowledged that it is difficult for the public to know which authority to contact regarding issues with the various public open space areas within the town. The development of the BBFCOM Master Plan and St Leonards Lake and Charles McCarthy Reserve Master plan should help to clarify the management and long term development objectives for these spaces.

- Land Supply

St Leonards has 333 vacant lots, 245 broad hectare lots (under construction) and approximately 1403 potential residential lots. Over the last 10 years there has been an annual average lot production of 28 lots and 62 building approvals within St Leonards.

Based on the current amount of broad hectare land available this equates to 4 years supply or 9 years if the existing vacant lots are also included.

If all land designated for residential development was available this would equate to between 25 (high growth rate) and 33 years (low growth rate) supply of land.

- Land Identified for Future Growth

The 2006 Structure Plan sought to protect two large tracks of land (known as area 1 and area 2) located to the west of the existing township, for long term residential growth, approximately 1403 lots (see appendix 1). The 2006 plan recommended that Area 1 be rezoned as the first priority. The owners of these two areas have made submissions to the Structure Plan. Both are seeking to have their land rezoned to residential as part of this review.

As discussed previously, it is recommended that both areas designated for long term growth be rezoned to residential simultaneously. The release of new residential land will increase pressure on existing community services. It is reasonable for the developers of this land to contribute towards improving the service provision for the community. This Structure Plan has identified a need for an Early Years Learning Facility within St Leonards and it is recommended that developer funds contribute to this facility.

- Early Years Learning Facility

Due to geography and population density, the Northern Bellarine presents the City of Greater Geelong with a set of unique circumstances for service provision in relation to community services.

St Leonards is the 7th most disadvantaged suburb within Greater Geelong and has a high level of vulnerable children based on the Index of Relative Socio-Economic Disadvantage and the Australian Early Development Index 2012. Therefore enhancing local access to early years and parenting support services is particularly important for the St Leonards Community.

There are currently no early years learning facilities within St Leonards. There are existing Early Years Learning Centres at Portarlinton and Drysdale. Parents from St Leonards are required to drive some distance to access these services. There are currently a limited number of places available at either of these centres.

The release of additional residential land within St Leonards will place additional pressure on existing community services particularly the need for an Early Years Learning Facility.

The review of the Structure Plan has identified the need for an Early Years Learning Facility within the St Leonards community. It is recommended that an agreement be entered into with the developers of growth areas 1 and 2 either through a Developer Contributions Plan (DCP) or a 173 agreement to require funds to be contributed as an upfront payment to help support the delivery of this service in the medium term.

- Preferred Site for a Early Years Learning Facility

During the review of the Structure Plan four potential sites for an Early Years Learning Facility were investigated. The sites included within the growth areas, the Lake Reserve Sporting Pavilion, 36 Dudley Parade and 1336 Murradoc Road - Existing CFA Site and 1339-1345 Murradoc Road - Catholic Church.

The preferred site for an Early Years Learning Facility is at 1339-1345 Murradoc Road; this site is owned by the Catholic Church and adjoins the St Leonards Primary School. The site is 1.2 hectares in area. The St Leonards Primary School currently leases half of the site for the purpose of a school oval, a church building occupies a further ¼ of the site and the remaining area is used for informal car parking. Council's Community Development Department have advised approximately 1500 square metres would be required to accommodate the facility.

The site is located close to the town centre and would be large enough to accommodate the facility without impacting on the church building or school oval. The site is also on a designate bus route and could be integrated with the primary school.

Further investigation into the potential of the site to deliver an Early Years Learning Facility would be required. Council would need to work with the Department of Education and the Catholic Church to negotiate the purchase of part of the site.

- Settlement Boundary

The adopted 2006 Structure Plan and Clause 21.14 of the Geelong Planning Scheme show different locations for the settlement boundary. It is recommended that the updated 2014 St Leonards Structure plan map and corresponding information be amended to align the settlement boundary of the town with the one put in place by the Minister for Planning at Clause 21.14.

- Town Centre

The City of Greater Geelong engaged Tim Nott - Economic Analysis and Strategy to review the service needs of the St Leonards Town Centre based on a population increase from the potential release of additional broad hectare land for residential purposes. The review considered changes to the demand for services within the town centre and whether the centre has the capacity to accommodate likely growth.

The report indicated that the need to grow the commercial area of St Leonards is not immediate, but will be required in the future. There are 2 significant vacant sites within the township, 1355-1365 Murradoc Road and 1-2 Bluff Road. There is also scope to redevelop the pub given the large amount of vacant land on the northern side of the site. There is no immediate demand to rezone land adjacent to the town centre for future commercial growth based on the availability of existing commercial zoned land. It is recommended that a further review of the commercial centre occur within 10 years to determine if the demand for an expansion of the town centre is required.

Changes have been made the 2014 St Leonards Structure Plan map to show the above recommendations.

Environmental Implications

St Leonards is surrounded by significant waterways including the Salt Lagoon and Swan Bay. Stormwater from the existing residential areas drain into these receiving waterways. As in the majority of older established areas there is a need to improve drainage infrastructure and water quality outputs. Future development will need to consider the potential impacts on the existing waterways and drainage infrastructure as part of a rezoning proposal.

Financial Implications

The recommendations of this report will form the basis of a Council initiated planning scheme amendment to make changes to the St Leonards Structure Plan and associated planning policy. There will be future costs associated with conducting a planning scheme amendment process which can be accommodated within the existing planning scheme amendments budget.

Policy/Legal/Statutory Implications

This review has been initiated by Council in accordance with the review period specified within the 2006 St Leonards Structure Plan. The Structure Plan has been reviewed in the context of changes to the State and Local Planning Policy Framework since the 2006 plan was adopted. The proposed recommended changes to the Structure Plan are considered to be consistent with both State and Local Planning Policy.

Alignment to City Plan

The changes to the St Leonards Structure Plan will guide the long term future growth of St Leonards. The plan will allow Council and other services providers to appropriately plan for this future growth. The growth of an existing suburb will capitalise on and improve the existing infrastructure already within the town.

Officer Direct or Indirect Interest

No Council officers involved in the development of the review and preparation of this report have a direct or indirect interest in the issue, in accordance with Section 80(c) of the Local Government Act, to which this report relates.

Risk Assessment

There is a risk in not updating the St Leonards Structure Plan given there have been several changes to State and Local Policy since 2006. The recommendations will result in changes to planning controls including changes to Clause 21-14 – Bellarine Peninsula where it relates to the township of St Leonards. The adoption of the Structure Plan will provide Council with a long term growth plan for the township of St Leonards.

Social Considerations

The planning scheme amendment is unlikely to result in any adverse social impacts on adjoining land owners. A planning scheme amendment will be required to rezone areas 1 and 2 to residential. Council and adjoining land owners will be given an opportunity to assess and respond to any potential adverse amenity impacts on the surrounding area.

Human Rights Charter

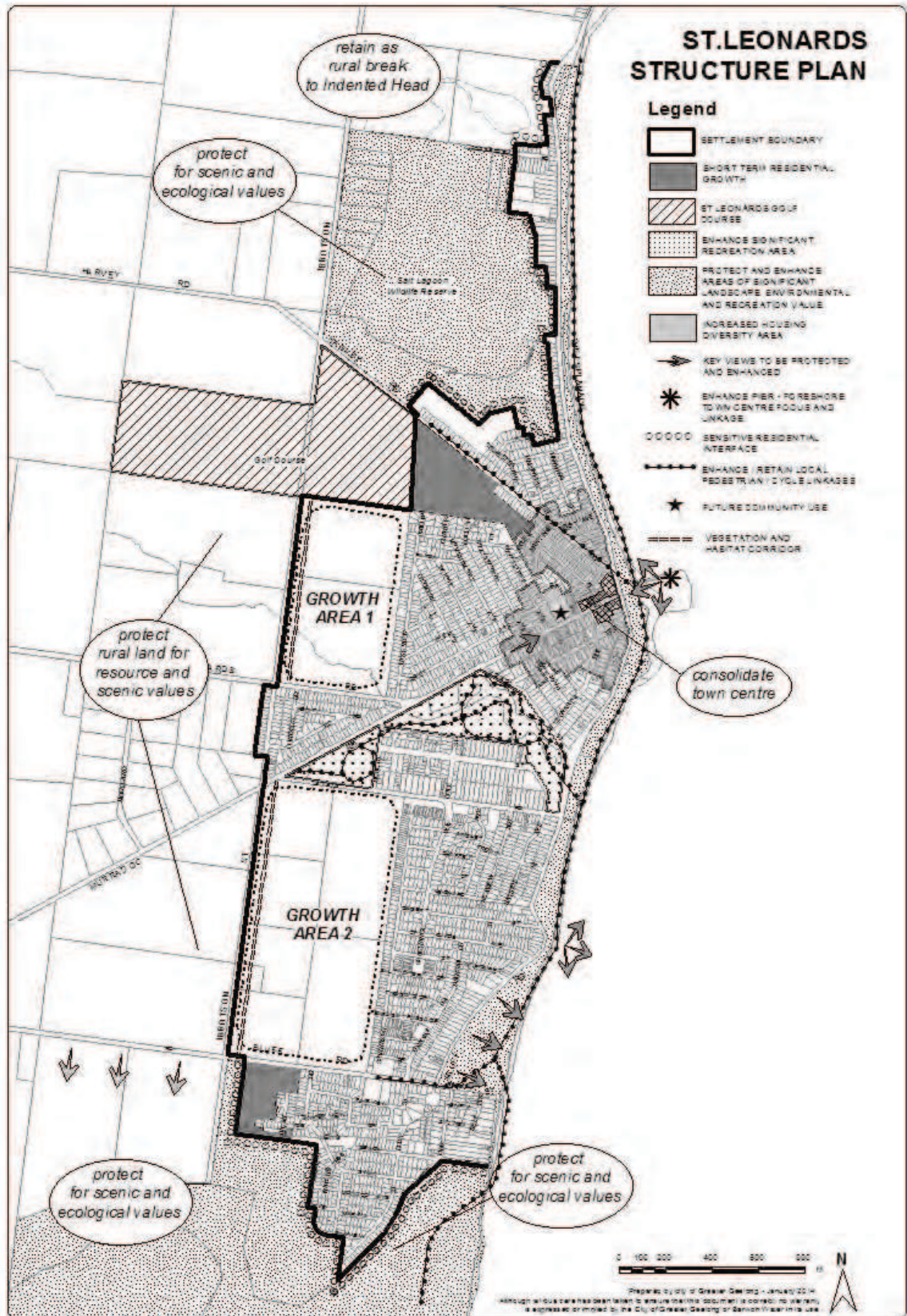
There are no issues in relation to the Human Rights Charter with the implementation of the Structure Plan recommendations and proposed amendment process.

Consultation and Communication

The draft Structure Plan was informed by a number of reports which were subject to public consultation. The informal consultation prior to the Structure Plan being prepared provided an opportunity for community input and feedback before any changes were made to the 2006 plan.

Comments were sought from internal and external stakeholders/departments as part of the development of the document. Submitters will be notified in writing of the outcome of the Council meeting. Further public notification will be carried out as part of the planning scheme amendment process to implement the recommendations of the 2014 Structure Plan.

Appendix 1 – St Leonards Structure Plan Map



Appendix 2 – Summary of Submissions

Structure Plan Submissions		
No.	LAND/ORGANISATION AFFECTED	SUMMARY OF SUBMISSION
1	Bellarine Friends of the Arts	<ul style="list-style-type: none"> • The Bellarine friend of the Arts Association has been established to help improve the overall aesthetic appearance of St Leonards • The association seeks to work with the City of Greater Geelong and other organisations to improve public art and culture within the township. • The association has provided Council with a copy of it strategic plan for St Leonards. • New footpaths are need throughout the town particularly close to the town centre and at the bus stop. • Improved pedestrian connections between new estates, town centre and foreshore. • Repairs are urgently needed to the Pier.
2	TGM Group of behalf of land owners at 321-399 Ibbotson Street (Area 1)	<ul style="list-style-type: none"> • A number of evidence based documents have been submitted which supports the re zoning of land at 321-399 Ibbotson Street from the Farming Zone to a Residential Zone • The submitter has requested that consideration be given to the recommendation contained within the 2006 Structure Plan which recommends that Area 1 be rezoned prior to Area 2.
3	ABC Project Management on behalf of the land owners at 2-40 Leviens Road, 481-569 Ibbotson Street and 152-200 Bluff Road (Area 2)	<ul style="list-style-type: none"> • A number of evidence based documents have been submitted which supports the re zoning of land at 2-40 Leviens Road, 481-569 Ibbotson Street and 152-200 Bluff Road from the Farming Zone to a Residential Zone.
4	22-40 Leviens Road (Area 2)	<ul style="list-style-type: none"> • Has requested the rezoning of land from Farming to Residential. This site forms part of Growth Area 2.
5	85 Bluff Road	<ul style="list-style-type: none"> • The Structure Plan in inadequate in its description of its relationship between CoGG and BBFCOM. • The Structure Plan needs to have regard for the BBFOM Master Plan • There needs to be a much improved commitment between CoGG and BBFCOM to work together. • Has reviewed the 2006 Structure Plan in great detail and generally support the direction of the Structure Plan but is concerned with; <ul style="list-style-type: none"> • Lack of footpaths and connected walking trails throughout the town • Improvements needed to Lower Bluff Road. Considers the intersection with Lower Bluff and Bluff Road to be unsafe. • Improved maintenance standards needed to the playground at Harvey Park. • What does CoGG mean by' the development a focal

		<p>building for retail and tourist activities on the corner of Bluff and Murradoc Roads actually mean?’</p> <ul style="list-style-type: none">• A number of comments have been made regarding the BBFCOM Master Plan 2012 and the preference for Council to make a commitment to help deliver the outputs contained within this document.• The Structure plan supports a number of actions managed by other organisations. The Structure Plan does not actually say what CoGG is going to do to support the delivery of these actions.• The Structure Plan identifies key views and vistas but Council is allowing a new housing estate on Bluff Road which will restrict views over this land.• Verandahs should be mandatory for shop fronts within the town centre.• Providing seating and shelter at bus stops.• Concerned with the condition of many existing roads and footpaths.• Disappointed with the character of the new development in the town.• The St Leonards Memorial Hall should be within a Heritage Overlay.• A number of updates need to be made to maps and general information within the document.
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