

**GREATER GEELONG PLANNING SCHEME**

**AMENDMENT C251 &**

**PLANNING PERMIT 408/2016**

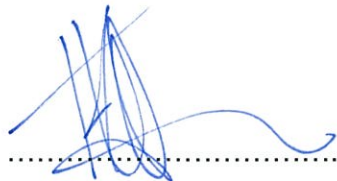
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**RESOLUTION TO EXHIBIT AMENDMENT**

UNDER DELEGATION FROM THE COUNCIL I HEREBY RESOLVE TO:

- 1) Support the preparation and exhibition of Amendment C251 to the Greater Geelong Planning Scheme to:
  - a) Zone the land at 1 Henry Street, Belmont, to the General Residential Zone Schedule 1;
  - b) Apply an Environmental Audit Overlay to the land being zoned; and
  - c) Apply a Development Plan Overlay Schedule to the land being zoned:
- 2) Consider the application for a planning permit for subdivision and construction of two or more dwellings on a lot, on the land at 1 Henry Street, Belmont, concurrently with the preparation of the Amendment in accordance with the *Planning and Environment Act*, and that draft Planning Permit 408/2016 be prepared and exhibited with the Amendment, subject to resolution of the detail of the permit conditions;
- 3) Request the Minister for Planning to authorise the preparation and exhibition of Amendment C251 and Planning Permit 408/2016;
- 4) Exhibit a draft Development Plan prepared generally in accordance with the Development Plan Overlay Schedule that forms part of the Amendment; and
- 5) Exhibit a draft Section 173 Agreement accompanying the Amendment documentation as outlined in this report.

SIGNED: .....



DATE: .....

7/2/2014

**TIM HELLSTEN**  
**ACTING GENERAL MANAGER PLANNING & DEVELOPMENT**

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## GREATER GEELONG PLANNING SCHEME

### DELEGATED AUTHORITY REPORT

#### 1 HENRY ST BELMONT (FORMER CSIRO SITE) - EXHIBIT AMENDMENT C251 & PLANNING PERMIT 408/2016

**To:** Tim Hellsten – A/General Manager Planning & Development  
**From:** Peter Schembri - Snr Strategic Planner, City Development  
**Subject:** Consideration to Exhibit Under Delegation  
**File Number:** Amendment C251 & Permit 408/2016  
**Report Date:** 3 February 2017

#### Purpose

The report seeks delegated Council approval to exhibit a Planning Scheme Amendment concurrent with a Permit to facilitate redevelopment of the former Belmont CSIRO site for housing.

#### Summary

- A Section 96A Planning Scheme Amendment request and Permit Application has been received from Tract Consultants on behalf of the proponent, Belmont Projects Pty Ltd.
- The Amendment proposes to zone 1 Henry Street, Belmont, to the General Residential Zone Schedule 1. The Commonwealth Government owned land – a former CSIRO site – is not zoned in the Greater Geelong Planning Scheme.
- The Amendment shall apply an Environmental Audit Overlay to the site.
- The Amendment will also apply a Development Plan Overlay Schedule to the land. The purpose of the Development Plan Overlay is to guide the redevelopment by specifying that it should contain particular requirements.
- The Development Plan Overlay will exempt future permit applications from notice and review if generally in accordance with a Development Plan approved by Council. Normally the Development Plan would be prepared following completion of the Amendment process. However, so as to provide the local community with a better understanding and certainty about the proposal, a draft Development Plan will be exhibited with the Amendment.
- This approach is considered acceptable given the site will be for residential uses and the Development Plan Overlay Schedule identifies the general location and form of housing types and road network changes.
- Concurrent with the Amendment, draft Permit 408/2016 seeks to allow subdivision that includes a Stage 1 construction of 26 townhouses and the creation of 61 residential lots.
- The land was previously subject to an 8 November 2011 Council resolution to support the zoning for residential purposes being processed as a Section 20(4) Ministerial Amendment. The Minister for Planning later abandoned that process.
- At 6.2 hectares, the site represents a unique infill housing opportunity close to service infrastructure and community facilities.

- The selection of the General Residential Zone Schedule 1 will provide for conventional and medium density housing, resulting in greater diversity than the surrounding neighbourhood. The draft Development Plan includes design guidelines to achieve high quality built form and amenity outcomes, as well as a local park fronting Henry Street.
- Consistent with the State Government's new development contributions framework, Council will enter into a Section 173 Agreement with the landowner to provide for social infrastructure improvements in the local area.
- It is recommended that the Amendment and Permit be placed on public exhibition to allow nearby residents and the broader community an opportunity to make submissions.

## **Recommendation**

### **That Council resolves to:**

- 1) Support the preparation and exhibition of Amendment C251 to the Greater Geelong Planning Scheme to:**
  - a) Zone the land at 1 Henry Street, Belmont, to the General Residential Zone Schedule 1;**
  - b) Apply an Environmental Audit Overlay to the land being zoned; and**
  - c) Apply a Development Plan Overlay Schedule to the land being zoned:**
- 2) Consider the application for a planning permit for subdivision and construction of two or more dwellings on a lot, on the land at 1 Henry Street, Belmont, concurrently with the preparation of the Amendment in accordance with the *Planning and Environment Act*, and that draft Planning Permit 408/2016 be prepared and exhibited with the Amendment, subject to resolution of the detail of the permit conditions;**
- 3) Request the Minister for Planning to authorise the preparation and exhibition of Amendment C251 and Planning Permit 408/2016;**
- 4) Exhibit a draft Development Plan prepared generally in accordance with the Development Plan Overlay Schedule that forms part of the Amendment; and**
- 5) Exhibit a draft Section 173 Agreement accompanying the Amendment documentation as outlined in this report.**

### ***Background***

On 29 March 2016 a request from Tract Consultants Pty Ltd for a combined Section 96A Planning Scheme Amendment and Permit was received by Council for the land at 1 Henry Street, Belmont. The request was made on behalf of the developer, Belmont Projects Pty Ltd.

The application seeks to zone the land to the General Residential Zone Schedule 1 (GRZ1). The 6.2 hectare site is owned by the Commonwealth Government (with a sale contract) and is not zoned in the Greater Geelong Planning Scheme.

The Amendment also proposes to apply the Environmental Audit Overlay and the Development Plan Overlay to the land.

The site had previously been used as the CSIRO Materials and Fibre Engineering laboratory and contained a number of multi-storey buildings in a landscaped setting. The sale contract requires the CSIRO to remove all structures, which has largely been

completed. The CSIRO has relocated to a new \$102M research facility at Deakin University's Waurn Ponds campus.

The land was previously subject to an 8 November 2011 Council resolution to support the zoning for residential purposes being processed as a Section 20(4) Ministerial Amendment. The Minister for Planning later abandoned that process.

An aerial map of the area is shown at **Appendix 1** and a current zoning map is shown at **Appendix 2**.

The proposed zoning and overlay maps are shown at **Appendices 3, 4 and 5** respectively. The Development Plan Overlay Schedule includes the *Henry Street Belmont Concept Plan 2016* (shown at **Appendix 6**)

Concurrent with the Amendment request a planning permit (408/2016) is sought to allow subdivision that includes a Stage 1 construction of 26 townhouses and the creation of 61 residential lots. A permit is also required to subdivide land adjacent to a road in a Road Zone Category 1 (being Corio Waurn Ponds Road).

The preliminary site layout is shown at **Appendix 7**. Vehicle access to Stage 1 will be directly from Henry Street and a new internal Council road.

The zoning request and permit application is supported by assessments in planning, drainage, traffic and vegetation. A draft Development Plan for the whole site has been prepared identifying a park located towards the north east corner and medium density housing up to 3 storeys fronting Corio Waurn Ponds Road and Reynolds Road.

A revised application was lodged on 25 November 2016 and a further revised draft Development Plan was lodged on 3 February 2017.

### ***Discussion***

#### **Planning approach**

In pre-application discussions with the developer and the developer's planning consultant, Council officers agreed to support the zoning request accompanied by a Development Plan Overlay. The effect of the Development Plan Overlay will be to exempt future permit applications from public notice and review if generally in accordance with a Development Plan prepared to the satisfaction of the Responsible Authority (i.e. Council's Statutory Planning Department).

The application of the Development Plan Overlay is consistent with Planning Practice Note 23 *Applying the Incorporated Plan and Development Plan Overlays*. The proposal is not likely to significantly affect third-party interests as uses will be generally confined to residential consistent with development design guidelines for vehicle access, building height, setbacks and interface treatments.

Normally the Development Plan would be prepared following completion of the Amendment process. However, so as to provide the local community with a better understanding and certainty about the proposal, a draft 'exhibition version' Development Plan has been prepared with the Amendment.

The draft Development Plan is not a planning scheme amendment document and will be subject to final approval by the Responsible Authority after the land is zoned GRZ1. Further iterations of the plan may be required prior to approval.

The middle section of the site, being Stage 1, proposes subdivision and development to allow 26 townhouses and the creation of 61 residential lots. This is Planning Permit 408/2016 and will give local residents further certainty about future development.

#### **Strategic planning merits**

The former CSIRO site was subject to an 8 November 2011 Council resolution to support the zoning for residential purposes being processed as a Section 20(4) of the *Planning & Environment Act* Ministerial Amendment.

In the November 2011 report, officers said the site offered key strategic redevelopment opportunities close to public transport, retail and community infrastructure. The report highlighted that redevelopment would provide opportunities for a variety of housing types in the area. Officers recommended the introduction of the Residential 1 Zone.

The 20(4) approach was later abandoned by the Minister for Planning. In the period prior to the March 2016 C251 Amendment request, the former State Government introduced new residential zones in Victoria.

Council was in a sound position to implement the new zones having completed a 2008 housing diversity policy to manage urban consolidation across the municipality. This policy now appears in Clause 21.06 of the Greater Geelong Planning Scheme. The current General Residential Zone Schedule 1 most closely matches the former Residential 1 Zone.

Council's housing policy applies Increased Housing Diversity Areas within walking distance of activity centres, to support high and medium density housing. Appropriate medium density housing is also supported in the General Residential Zone Schedule 1, while less intense, incremental change housing is provided for in the General Residential Zone Schedule 2.

The site is surrounded by the General Residential Zone Schedule 2 and located approximately 1.2km's from the increased housing diversity areas of Highton, Belmont and Waurin Ponds. However, consistent with the 2011 Council resolution, the site remains a key strategic development opportunity. It is considered the General Residential Zone Schedule 1 best provides for housing diversity in accordance with policy and community expectations.

Given the substantial size of the site in single ownership, good road access, and close proximity to public transport, schools and parklands; higher density housing to the surrounding built form is appropriate. Housing could include retirement living and aged care accommodation.

#### Development Plan Overlay Schedule and Development Plan

The Amendment includes a Development Plan Overlay Schedule. The purpose of the Development Plan Overlay is to identify areas that require the planning of future use or development to be shown on a plan before a permit can be granted.

A Development Plan must be generally in accordance with the Development Plan Overlay Schedule. As addressed above, a draft Development Plan has been prepared and will be exhibited with Amendment C251.

The key features of the development is a Stage 1 permit for conventional housing and subsequent stages for medium density housing – with up to 3 storeys designated on land fronting Reynolds Road and Corio Waurin Ponds Road. A new local park will front Henry Street and internal Council roads will connect to Henry Street. The Development Plan supports retail and/or medical centre uses contained to the ground floor of any accommodation building fronting Corio Waurin Ponds Road.

#### Potentially contaminated land

In preparing an amendment the Planning Authority is required, pursuant to Ministerial Direction No. 1, to satisfy itself that the environmental conditions are or will be suitable for allowable sensitive uses. In this case, the proposed General Residential Zone allows 'sensitive uses' such as residential accommodation and child care uses.

The CSIRO Business and Infrastructure Services Department has advised that the site is relatively clean apart from dry cleaning chemicals under one building. The CSIRO has contracted CH2M to project manage the remediation and GHD to provide an independent environmental audit.

An Environmental Audit Overlay is to be applied to the site however it is intended that a certificate of environmental audit will be issued prior to the land being rezoned. This is a condition of the sale contract. In effect therefore, it is expected that the Environmental Audit Overlay shall be 'dropped' from Amendment C251 prior to Ministerial approval.

#### Planning Permit 408/2016

The draft Permit seeks to allow subdivision, construction of 26 attached 2-storey townhouses and the creation of 61 residential lots. The permit land is the middle section of the site and shall be constructed first – being Stage 1 of a 3 stage development.

The proposed 61 residential lots range from 330sqm to 385sqm meaning there is no planning permit required to construct a dwelling. Built form will however be subject to residential design guidelines.

The development will be serviced by a new 'U' shaped Council Road from Henry Street and provide frontage to a future park. Stormwater capture and treatment will be subject to best practice water sensitive urban design tailored for this large infill site.

The permit application is considered to appropriately respond to the provisions of Clause 55 and 56 of the Greater Geelong Planning Scheme. The permit contains conditions to manage the road network, drainage, design and built form and the installation of service infrastructure.

#### Traffic impacts

The proposal is supported by a traffic engineering assessment prepared by Traffix Group Pty Ltd. The assessment was based on the construction of 220 dwellings at the completion of Stage 3.

The assessment investigated the existing conditions and traffic volumes of the surrounding road network. This included a comparison assessment against the former use for CSIRO operations.

The assessment concludes that the daily volume of traffic generated by the new development will not exceed the environmental capacity of Henry Street. The assessment also finds the intersection of Reynolds Road/ Henry Street will experience a moderate increase of traffic which can be accommodated. A Local Area Traffic Management Plan will need to be prepared to determine treatment works for this intersection in accordance with analysis from Council's traffic engineering unit.

VicRoads does not object to the Amendment and Permit, however requires works to upgrade the Corio-Waurn Ponds Road/ Henry Street intersection and Corio Waurn Ponds Road between Henry Street and Davies Street. These works were not identified in the Traffix assessment but will be conditioned on the permit.

Overall, it is considered the Amendment and forecast housing density will not unreasonably impact on the surrounding road network. The close proximity to a bus route, schools and parklands will encourage alternative modes of movement to the car. Responsive road, intersection and footpath improvements will support the development. The Development Plan Overlay Schedule will also restrict new road and residential lot access to Corio-Waurn Ponds Road and Reynolds Road.

#### Community contributions

Given the relative size and redevelopment opportunity of the site, the landowner has agreed to provide community contributions at Statement of Compliance stage(s) in addition to standard infrastructure works triggered by the development.

The levying of contributions is modelled on the new State Government Infrastructure Contributions Framework and contributions will go towards community facilities and projects in the Belmont/Highton area. The tool to formalise contributions will be a Section 173 Agreement registered on title pursuant to the *Planning and Environment Act 1987*. The agreement will be signed by Council and the landowner prior to adoption of Amendment C251.

### ***Environmental Implications***

The former CSIRO site includes an area of contamination that will require remediation. The Commonwealth Government has engaged CH2M to project manage the remediation. The requirements of the Environmental Audit Overlay will further ensure that potentially contaminated land is suitable for future residential use.

The TreeLogic arboricultural assessment provided in support of the Amendment audited the trees on site with classifications 'high', 'moderate', 'low' or 'no' value. The proposed local park and roadside reserves are the practical locations to retain trees of value. The assessment found there is no naturally occurring native vegetation, no accumulated ground debris and no natural recruitment of native vegetation. Trees were planted in the 1960s and 70s meaning a planning permit is not required for removal.

A further assessment of the trees located within and in close proximity to the proposed park was prepared by Future Tree Health on 21/12/2016 and provided to Council on 24/1/2017. The purpose of this assessment was to check on the health status of these trees following completion of building demolition works. The assessment finds that canopy trees of value remain in good condition. Where practical, the development design will integrate trees that add to the neighbourhood character of the area.

The quality of stormwater draining from the site will be improved as a result of the redevelopment.

### ***Financial Implications***

No impact to budget. The proposed Section 173 Agreement will levy developer contributions of \$2,000 per dwelling towards community infrastructure projects in the Belmont /Highton area. The anticipated yield of approximately 200-220 dwellings equates to over \$400,000 payable at Statement of Compliance stages.

### ***Policy/Legal/Statutory Implications***

The General Residential Zone is considered to be the most appropriate Victorian Planning Provision zone for the site and proposed development. The site is currently not zoned, being former Commonwealth land.

The purpose of the General Residential Zone includes:

- *To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To encourage development that respects the neighbourhood character of the area.*
- *To provide a diversity of housing types and moderate housing growth in locations offering good access to services and transport.*
- *To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.*

### ***Alignment to City Plan***

The Amendment supports the 'Growing our Economy' strategic direction of City Plan by providing jobs during the construction period and a range of quality new housing stock in the municipality close to existing services.

The increase in population will benefit local businesses.

### ***Officer Direct or Indirect Interest***

No Council officer involved in the report has any direct or indirect interest, in accordance with Section 80(c) of the Local Government Act.

### ***Risk Assessment***

There are no notable risks associated with implementing the recommendation contained in this report.

Risks associated with potentially contaminated land will be addressed by the CSIRO and its contractors, including the completion of an environmental audit.

### ***Social Considerations***

The redevelopment of the former CSIRO site will appeal to a wide cross-section of the community, offering aging-in-place, downsizers and families with affordable housing choice.

The developer will be levied for contributions to improve community infrastructure in the Belmont area.

### ***Human Rights Charter***

The Amendment will not impact on any basic rights, freedoms and responsibilities as set out in the Charter. Planning legislation ensures an open community consultation process occurs, enabling people to freely express their views and if necessary obtain a fair hearing before an Independent Panel.

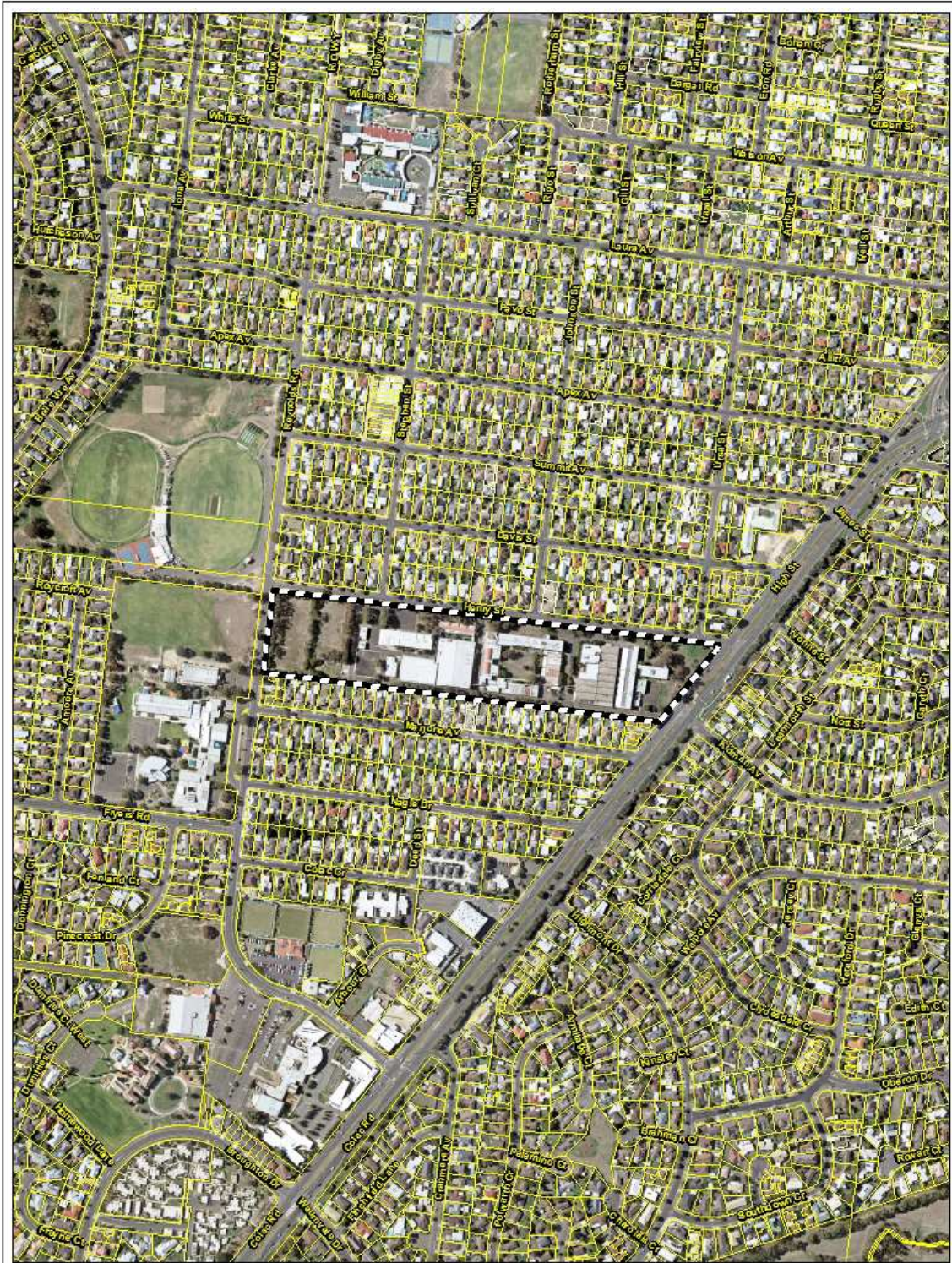
### ***Consultation and Communication***


The Amendment will be exhibited in accordance with the notice provisions of the *Planning and Environment Act 1987*.

It is noted that the proponent undertook an independent (of Council) community engagement session on 11 May 2016 at the South Barwon Clubrooms, McDonald Reserve. Conceptual plans and built form images were displayed at the session.

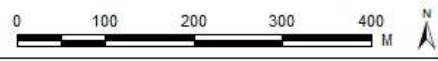
The CSIRO has a current communications strategy for the demolition and clean-up of all site structures. Refer to: <http://wp.csiro.au/belmontworks/>

Appendix 1 - Aerial Map

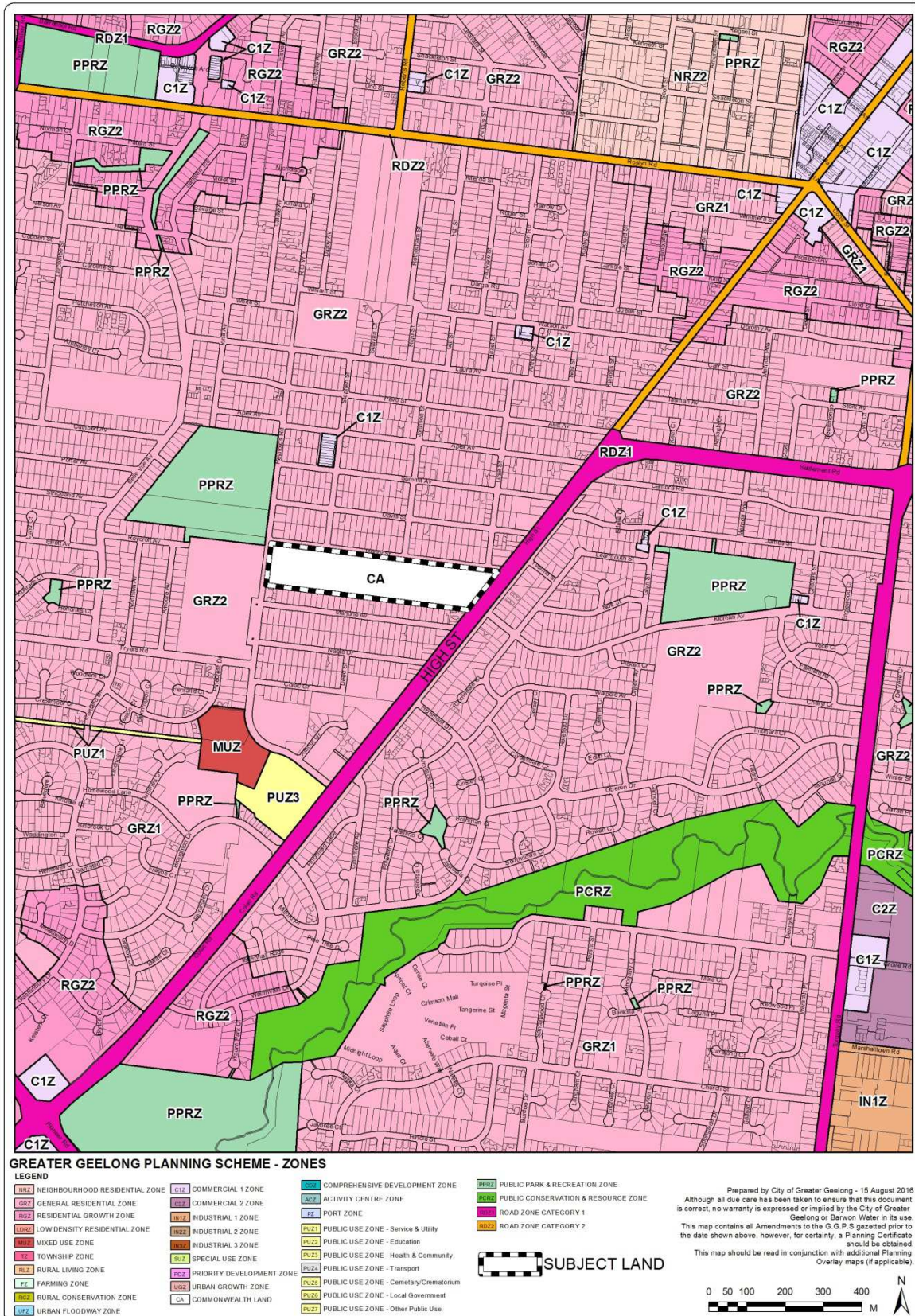


 SUBJECT LAND

Prepared by City of Greater Geelong - 15 August 2016 (Aerial Imagery - January 2016)  
Although all due care has been taken to ensure that this document is correct, no warranty is expressed or implied by the City of Greater Geelong or Barwon Water in its use.



Appendix 2 - Existing Zoning Map



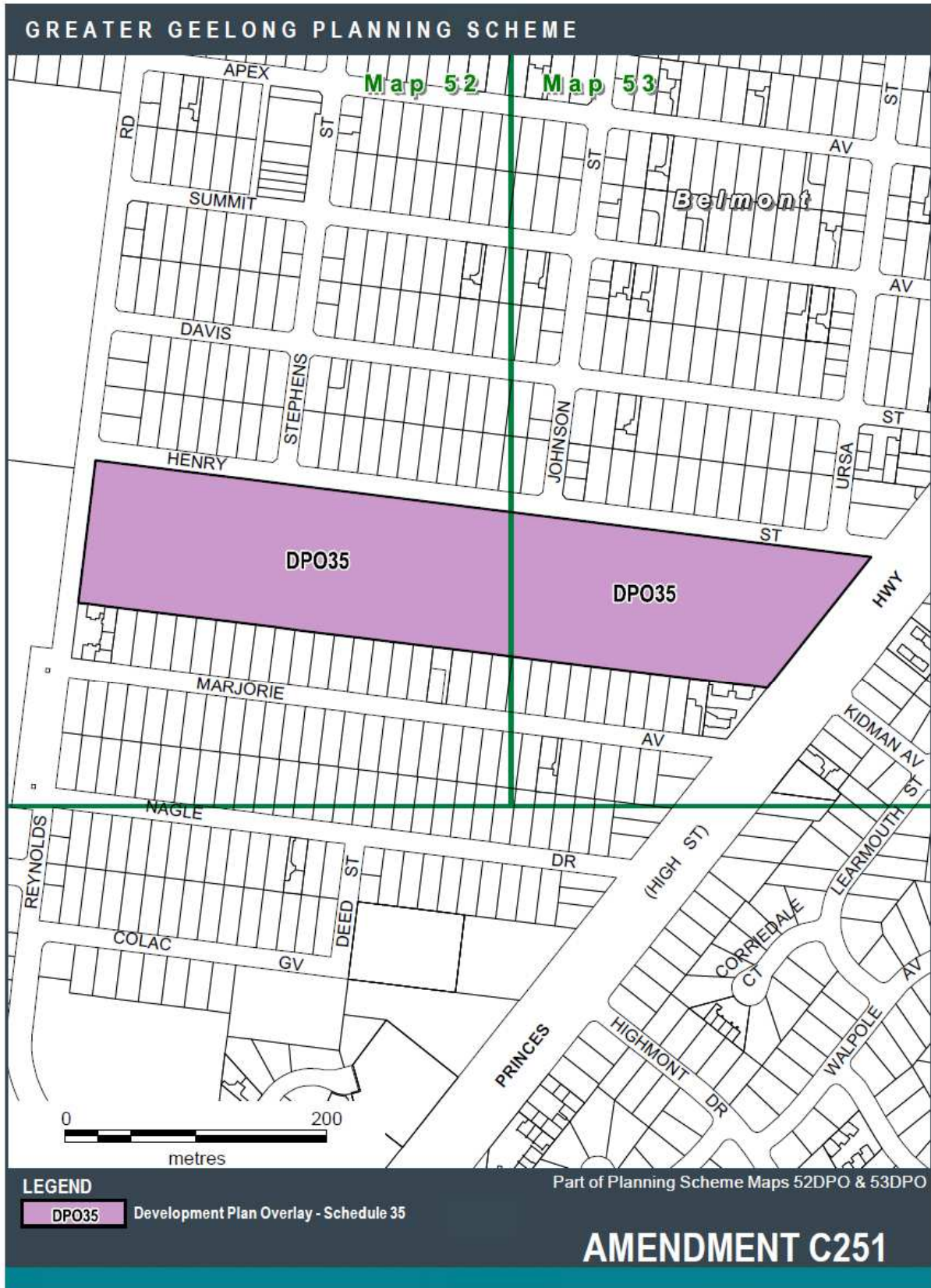
Appendix 3 - Proposed Zoning Map



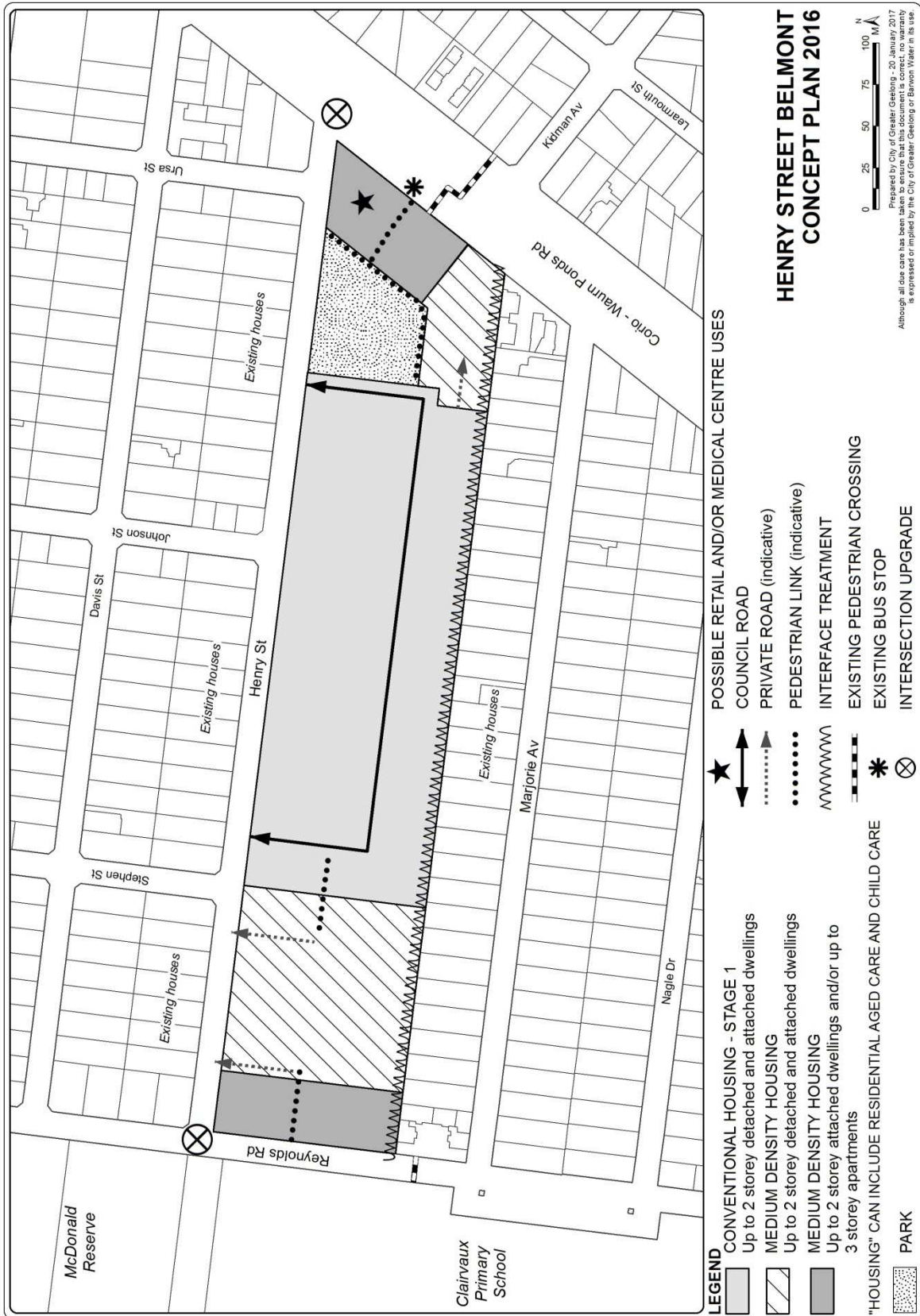
Appendix 4 - Proposed Environmental Audit Overlay Map



Appendix 5 - Proposed Development Plan Overlay Map



**Appendix 6 - Development Plan Overlay Schedule 35 Concept Plan**



Appendix 7 - Permit 408/2016 Preliminary Site Plan

