

## GREATER GEELONG PLANNING SCHEME

### AMENDMENT C375

#### EXPLANATORY REPORT

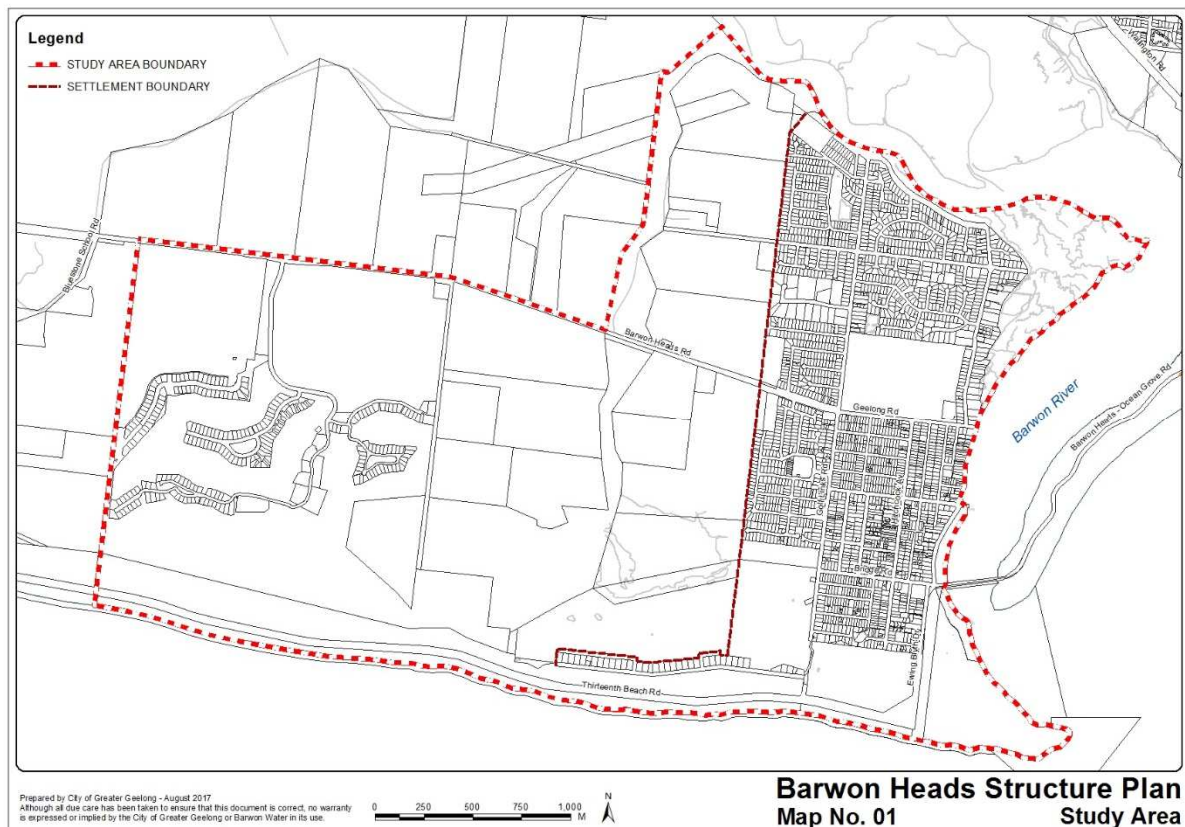
#### Who is the planning authority?

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

The Amendment has been made at the request of the City of Greater Geelong Council.

#### Land affected by the amendment

The Amendment applies to the Township of Barwon Heads, as generally shown on the Study Area map below.



#### What the amendment does

The amendment seeks to implement the key land-use planning directions of the Council adopted Barwon Heads Structure Plan August 2017 into the Greater Geelong Planning Scheme.

The Amendment will:

- Amend Clause 21.14 *Bellarine Peninsula* to add the key strategies of the Barwon Heads Structure Plan 2017 including an updated Barwon Heads Structure Plan Map.

- Rezone all the land in the Residential Growth Zone Schedule 3 (except land south of Bridge Road) to the General Residential Zone Schedule 1.
- Rezone all the land in the General Residential Zone Schedule 2 (except Warrenbeen Court properties) and the land in the Residential Growth Zone Schedule 3 south of Bridge Road, to the Neighbourhood Residential Zone Schedule 6.
- Rezone all the properties in Warrenbeen Court from the General Residential Zone Schedule 2 to the Neighbourhood Residential Zone Schedule 7.
- Insert a new Schedule 6 *Barwon Heads Incremental Change Area* to Clause 32.09 Neighbourhood Residential Zone.
- Insert a new Schedule 7 *Warrenbeen Court Residential Area, Barwon Heads* to Clause 32.09 Neighbourhood Residential Zone.
- Insert a new Schedule 41 to Clause 43.02 Design and Development Overlay that will apply to the majority of the land being rezoned to the Neighbourhood Residential Zone Schedule 6.
- Insert a new Schedule 42 to Clause 43.02 Design and Development Overlay that will apply to all the land being rezoned to the General Residential Zone Schedule 1.
- Replace Schedule 6 to Clause 42.01 Environmental Significance Overlay that applies to all the properties in Warrenbeen Court, nine Saratoga Avenue properties, part of Tait's Road and fragments of farming zoned land north of Tait's Road, with a new Schedule 6 on a permanent basis. The Environmental Significance Overlay was applied in the interim by Amendment C374.
- Amend Schedule 9 to Clause 42.03 Significant Landscape Overlay (*Barwon River Environs*) to ensure consistency with the proposed new Design and Development Overlays.
- Amend Schedule 25 to Clause 43.02 Design and Development Overlay (*Barwon Heads Town Centre*) to provide building form consistency within the Barwon Heads Increased Housing Diversity Area.
- Amend Clause 22.36 *Heritage Overlay 1649: Flinders Heritage Area* to ensure consistency with the proposed new Design and Development Overlays.
- Replace the *Barwon Heads Increased Housing Diversity Area* map in Clause 22.63 with a new map to reflect the removal of residential land south of Bridge Road from the increased housing diversity area.

## **Strategic assessment of the amendment**

### **Why is the amendment required?**

The inaugural Barwon Heads Structure Plan was prepared in 1996. The Structure Plan was reviewed and updated by Council in 2007 and implemented into the Planning Scheme in 2010 (following re-adoption on 23 March 2010 to account for changes). The 2010 Barwon Heads Structure Plan states that a full review of the Plan is to be undertaken in ten years.

Review of the 2010 Barwon Heads Structure Plan was initiated in April 2016 and has considered a range of factors around the changing needs of the Township and recent changes to state and local policy. This includes changing demographics, development pressures, housing diversity, residential character, climate change, flooding, the natural environment, transport and infrastructure.

The Structure Plan has been informed by a Residential and Landscape Character Assessment which recognises that Barwon Heads has a unique coastal design character. Together with technical vegetation assessments, this has resulted in the Structure Plan recommending zone changes and new overlay controls throughout the Township. The Structure Plan does not

recommend the westward expansion of the existing Settlement Boundary which is constantly under pressure for residential development.

This amendment therefore gives effect to the principles and directions contained within the 2017 Barwon Heads Structure Plan.

In order for the new principles and directions to have statutory weight in the consideration of rezoning requests and planning permit applications, it is necessary for the Barwon Heads Structure Plan August 2017 to be included in the Greater Geelong Planning Scheme.

### **How does the amendment implement the objectives of planning in Victoria?**

The Amendment implements the objectives of planning in Victoria pursuant to Section 4 of the *Planning and Environment Act 1987* by providing for the fair, orderly and sustainable development of land where environmental, social and economic effects are recognised.

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

The Structure Plan clearly defines a Settlement Boundary which will reduce urban sprawl and protect sensitive surrounding coastal, wetland and rural environments. The Settlement Boundary is proposed to remain as currently identified in the Greater Geelong Planning Scheme. Urban development outside of the existing boundary would erode the 'village' atmosphere of Barwon Heads and undermine the community's vision of a place where human impact is managed to support the fragile natural surroundings.

Maintaining the Settlement Boundary recognises the sensitive ecological and landscape values located to the west of the urban area. This includes the internationally recognised Ramsar wetland area of the Murtnaghurt Lagoon. The Structure Plan supports public land managers and community groups in the on-going management of Murtnaghurt Lagoon, the Bluff, the coastal and river environs and the estuary.

Barwon Heads is susceptible to flooding and a Special Building Overlay applies to areas in the town designated flood prone. The majority of future growth in Barwon Heads will be from infill development, which has the potential to exacerbate stormwater runoff. Increasing the capacity of the underground drain network is not feasible and the Structure Plan responds to stormwater hazard by proposing zone changes and new controls to reduce maximum building site coverage, create more permeable land and require water sensitive design measures for development approvals.

The low lying nature of Barwon Heads in a coastal area also makes the Township susceptible to climate change. The 2017 Barwon Heads Structure Plan refers to Council's Climate Change Adaption Strategy 2011 and the recent preparation of a 3<sup>rd</sup> Pass Local Coastal Hazard Assessment. The impacts of coastal inundation by the year 2100 will require careful coastal planning in the future.

Mapped threatened Coastal Moonah Woodland communities within the Settlement Boundary and immediately outside the boundary on farming zoned land are identified in the Structure Plan and recommended for protection by applying an Environmental Significance Overlay. There are also directions to encourage revegetation and enhance existing street trees and informal landscaping in the street network.

The Structure Plan finds that it is not necessary to designate future areas for educational purposes or new community facilities and open space.

No additional land is proposed to be rezoned for commercial uses which is consistent with Council's draft Retail Strategy that finds there is adequate existing retail floor space. The Structure Plan does not propose to rezone any land for industrial use as industrial land is available in nearby Ocean Grove.

Housing affordability will continue to be an issue in Barwon Heads irrespective of actions available in the planning system. The Structure Plan continues to nominate an area around

the Hitchcock Avenue commercial strip (albeit removed from land south of Bridge Road) for increased housing density. This will allow for continued housing growth and diversity. The amendment applies Design and Development Overlays to most of the remaining residential areas to require new infill housing to give greater consideration to the coastal design character of Barwon Heads.

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

Amendment GC13 applied the Bushfire Management Overlay throughout Victoria on 13 October 2017. This included land along Thirteenth Beach Road and the adjacent strip of Low Density Residential Zone properties in Barwon Heads. Amendment C375 does not propose to change the zoning of this area meaning bushfire risk is not increased.

No other land within the Barwon Heads Study Area is applied with the Bushfire Management Overlay.

All the land located to the west of the urban Settlement Boundary, as well as residential land parallel to the Settlement Boundary and significant vegetated pockets within Barwon Heads, are designated fire prone areas under the Victorian Building Regulations.

The amendment however will not exacerbate bushfire risk as no additional land is proposed to be rezoned for urban use.

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

The amendment is consistent with the Ministerial Direction on the Form and Content of Planning Schemes under section 7(5) of the Act, Ministerial Direction 11 Strategic Assessment of Amendments as the Explanatory Report includes all requirements to be met, and Ministerial Direction No. 17 Localised Planning Statements.

The amendment is also consistent with Ministerial Direction No. 15 The Planning Scheme Amendment Process.

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

The Amendment implements a number of State planning policies, particularly Clause 11 – *Settlement*.

The Clause requires planning authorities to facilitate the orderly development of urban areas through the preparation of strategic plans (Clause 11.02-2). Preparation of the Barwon Heads Structure Plan involved a comprehensive review of the 2010 Plan that considered recent changes to planning policy and relevant environmental, social and economic factors.

Clause 11.02 *Urban growth* outlines strategies to ensure a sufficient supply of urban land is available and plan to accommodate population growth over at least a 15 year period providing clear direction on locations where growth should occur. It states that residential land supply will be considered on a municipal basis, rather than a town-by-town basis. The amendment reinforces the environmental sensitivity of Barwon Heads and does not recommend the westward expansion of the Settlement Boundary.

The amendment supports modest, respectful housing development within the existing Settlement Boundary, mainly within 400 metres of the commercial precinct. Planned growth, including greenfield development, is identified in other parts of the municipality.

Clause 11.05-1 seeks to plan for sustainable coastal development by supporting a network of diverse coastal settlements, encouraging redevelopment opportunities within existing settlements, identifying a clear settlement boundary and avoiding linear urban sprawl. These strategies have been implemented in the Barwon Heads Structure Plan 2017. Preparation of the Structure Plan considered the Victorian Coastal Strategy (2014) as required by the policy.

Regarding the broader planning policy for the Bellarine Peninsula, Barwon Heads is not a designated residential growth location, unlike Ocean Grove, Drysdale Clifton Springs and Leopold.

Clause 11.05-2 *Distinctive areas of state significance* outlines the role of localised planning statements and that of the Bellarine Peninsula Localised Planning Statement (BPLPS). The amendment supports the BPLPS in terms of protecting non-urban breaks between settlements and seeking to protect, preserve and enhance environmental areas, built heritage, cultural and urban character values and preserve the individual identity and role townships.

Clause 11.07 *Regional Victoria* and Clause 11.09 *Geelong (G21)* outline strategies to promote regional development, including that settlements are planned in accordance with any relevant regional growth plan and that coastal towns identify a clear settlement boundary and avoid linear urban sprawl along the coastal edge. Regions should enhance their competitive advantages and respond to the impacts of climate change and natural hazards.

The G21 Regional Growth Plan at Clause 11.09-9 does not specifically identify (i.e. by name) the Township of Barwon Heads. The Plan does however identify – under the heading “Settlement Role and Growth” – Barwon Heads as an existing urban area with a designated settlement boundary. This can be contrasted with the nearby Ocean Grove which plays the role of a district town supported by planned growth.

The amendment seeks to reinforce the existing coastal Settlement Boundary to protect sensitive environmental assets and landscapes surrounding the town. The proposed zone and overlay changes are considered to be the appropriate planning tools to respect and foster the unique character and identity of Barwon Heads.

The Barwon Heads Structure Plan August 2017 lists other State policies that have been considered in the preparation of the Plan. Key policies include: Clause 12 *Environmental and Landscape Values*; Clause 13 *Environmental Risks*; Clause 16 *Housing*; and Clause 19 *Infrastructure*.

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

During the preparation and adoption of the Barwon Heads Structure Plan 2017, thorough consideration was given to all relevant Council policies, many of which are found in the Municipal Strategic Statement.

The ‘Further work’ section of Clause 21.14 says that Township structure plans are to be reviewed as scheduled (as stated in each structure plan) to meet emerging needs of communities. The 2010 Barwon Heads Structure Plan, which commenced preparation in 2007, called for a full review in ten years to examine the Settlement Boundary, planning policy and controls, and impacts of stormwater flooding and climate change. This has occurred with the preparation of the 2017 version.

Amendment C375 will therefore give statutory effect to the key land use directions contained within the 2017 Barwon Heads Structure Plan.

The ‘Further work’ section of Clause 21.14 also contains a section on Barwon Heads. One action is to undertake a landscape assessment study of the Ewing Blyth/Golf Links/Bridge Road area and the Warrenbeen Court residential area, and apply an overlay to protect the existing character and vegetation. This work was completed during preparation of the Structure Plan and new zone and overlay controls are proposed as part of the amendment.

The amendment implements the Local Planning Policy Framework as follows:

- Clause 21.05 *Natural Environment*: by protecting environmental areas including remnant vegetation, focusing urban coastal development within the existing urban settlement, reducing stormwater runoff and acknowledging impacts of climate change.

- Clause 21.06 *Settlement*: by reinforcing that Barwon Heads is not a designated growth area in Greater Geelong and supporting appropriately located infill housing that is responsive to the established character of the town.
- Clause 21.14 *Bellarine Peninsula*: as the primary local strategy for managing growth and change on the Bellarine, this clause requires particular attention. Objectives include to protect rural and coastal environments, maintain non-urban breaks between settlements and to preserve the individual character, identity and role of each Bellarine township.

Clause 21.14-2 contains strategies for Barwon Heads, as well as the Structure Plan map at Clause 21.14-9. Amendment C375 supports this clause by reinforcing the existing Settlement Boundary and applying zones and overlays to protect the unique coastal character of Barwon Heads.

The Structure Plan lists other Local policies, including Clause 21.07 *Economic Development* and Clause 21.08 *Community Infrastructure*, that have been considered in the preparation of the Barwon Heads Structure Plan 2017.

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

The amendment reflects the recommendations of the 2017 Barwon Heads Structure Plan. The most appropriate tool for including the new land use directions and policies for Barwon Heads in the Greater Geelong Planning Scheme is to update the Local Planning Policy Framework at Clause 21.14 *Bellarine Peninsula*.

The amendment also introduces a number of zone and overlay changes which are all consistent with the proper use of the Victoria Planning Provisions.

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

The views of any affected agencies were considered during the preparation of the Barwon Heads Structure Plan August 2017. Agency views will be further considered after the close of the amendment exhibition period.

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

There are no significant impacts on the transport system defined by the Transport Integration Act as a result of this amendment.

### **Resource and administrative costs**

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

The Amendment will increase triggers for permits in Barwon Heads. However, being a large and sufficiently resourced and administered Council, the impacts will be minimal.

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

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

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

**Greater Geelong City Council**, Customer Service Centre, 66-70 The Avenue, OCEAN GROVE – 9.00am to 5.00pm weekdays

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

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

## Submissions

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

Submissions about Amendment C375 should be received by **Tuesday 13 March 2018** and addressed to:

Strategic Implementation Unit  
City of Greater Geelong

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

## Panel hearing dates

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

- Directions Hearing: week beginning 23 July 2018
- Panel Hearing: week beginning 20 August 2018

## Further information

For further information about Amendment C375 please contact the Strategic Implementation Unit at the City of Greater Geelong on (03) 5272 4820 or via email [strategicplanning@geelongcity.vic.gov.au](mailto:strategicplanning@geelongcity.vic.gov.au)