

# PANEL SUBMISSION



## GREATER GEELONG PLANNING SCHEME AMENDMENT C393

## CITY OF GREATER GEELONG RETAIL STRATEGY 2016-2036

### Part A Submission to the Independent Panel

**Panel:** Kathy Mitchell (Chair), Professor Rodger Eade

**Date:** 14 October 2019

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Greater Geelong

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# A. BACKGROUND TO THE AMENDMENT AND CHRONOLOGY OF EVENTS

## Introduction

1. This Part A submission has been prepared by the Planning Authority, the City of Greater Geelong in response to the Panel Direction (No. 1) issued on 19 September 2019 which states:

*“Council must circulate to all parties on the distribution list its ‘Part A Submission’ by 2.00pm on Monday 14 October 2019. This should include:*

- a. *Background to the Amendment*
  - b. *Chronology of events*
  - c. *Strategic context and assessment*
  - d. *Identification of the issues raised in submissions and its response*
  - e. *Changes to the Amendment documentation proposed as a result of the issues raised in submissions.”*
2. The structure of this Part A submission follows the above Panel Direction. A further “Part B” submission will be presented at the Panel Hearing on 28 October 2019.

## Summary of the Amendment

3. The Amendment was initiated and has been prepared by the City of Greater Geelong.
4. The Amendment is in response to the Council’s resolution of 27 November 2018 to adopt the City of Greater Geelong Retail Strategy 2016-2036 and have the necessary elements of the Retail Strategy implemented into the Greater Geelong Planning Scheme.
5. The Amendment process has been conducted in accordance with the relevant provisions of the *Planning and Environment Act 1987* including Part 3, Division 1 – Exhibition and notice of amendment.
6. A total of 14 submissions were received following close of the exhibition period. A summary of each submission is provided in Appendix 2 of the Council Delegated Authority Report 22 August 2019 that considered submissions.
7. Council’s delegate in the report of 22 August 2019 resolved to refer all submissions, and Council’s response to the submissions, to an Independent Panel appointed by the Minister for Planning.

## Chronology of events

9. As requested in the Panel Directions, the following is a chronology of the key events relating to the Amendment:

DATE	EVENT/DESCRIPTION
June 2014	SGS engaged to undertake Retail Strategy
27 March to 28 April 2017	Draft Retail Strategy finalised and informal consultation undertaken
11 April 2017	Stakeholder information session on draft
March 2018	Gravity model updated in response to submissions, overall strategy updated to reflect model findings
14 November 2018	Letter sent to submitters via email, advising that the Retail Strategy was going to Council for a decision
27 November 2018	Council resolves to adopt the City of Greater Geelong Retail Strategy and prepare and exhibit a planning scheme amendment
8 March 2019	Council requests Ministerial authorisation
22 March 2019	Minister's delegate authorises amendment exhibition
10 April to 20 May 2019	Public Exhibition
Late June to August 2019	Engagement with submitters to resolve objections where possible
25 June 2019	Council requests an exemption from the need to comply with a requirement of Ministerial Direction No. 15 [Section 4(3)]
28 June 2019	Minister's delegate grants exemption request
22 August 2019	Council considers submissions and resolves to refer to a Panel
26 August 2019	CoGG writes to Planning Panels Victoria to request Panel
18 September 2019	Panel Directions Hearing
19 September 2019	Panel issues timetable and directions
28 October 2019	Panel hearing to commence

## **Preparation of the Retail Strategy**

10. In June 2014, SGS Economics & Planning (SGS) was engaged by the City of Greater Geelong to develop a new Retail Strategy.
11. SGS then undertook a technical analysis of Greater Geelong's retail network in the context of recent retailing trends, land use, population growth and planning policy. SGS consulted with major retailers, developers, centre managers, trader groups and Council officers.
12. The SGS work was split into two stages: (1) an issues and options report (September 2016); and (2) a retail strategy (June 2016).
13. These documents were then translated into the City of Greater Geelong prepared version of the Retail Strategy and in late 2016 SGS was engaged to review the Retail Strategy and draft planning policies.
14. A draft Strategy was placed on informal public consultation from 27 March to 28 April 2017. Council officers provided a briefing on the Strategy to Central Geelong Marketing, the Geelong Authority and the Geelong Chamber of Commerce. An information session was held on 11 April 2017, with only one representative from Avalon Airport attending. Twelve submissions to the Strategy were received.
15. In 2018 SGS was engaged to update the inputs in the draft Retail Strategy.
16. At the Council meeting of 27 November 2018 the submissions to the draft Strategy were considered and the City of Greater Geelong Retail Strategy 2016-2036 was adopted.

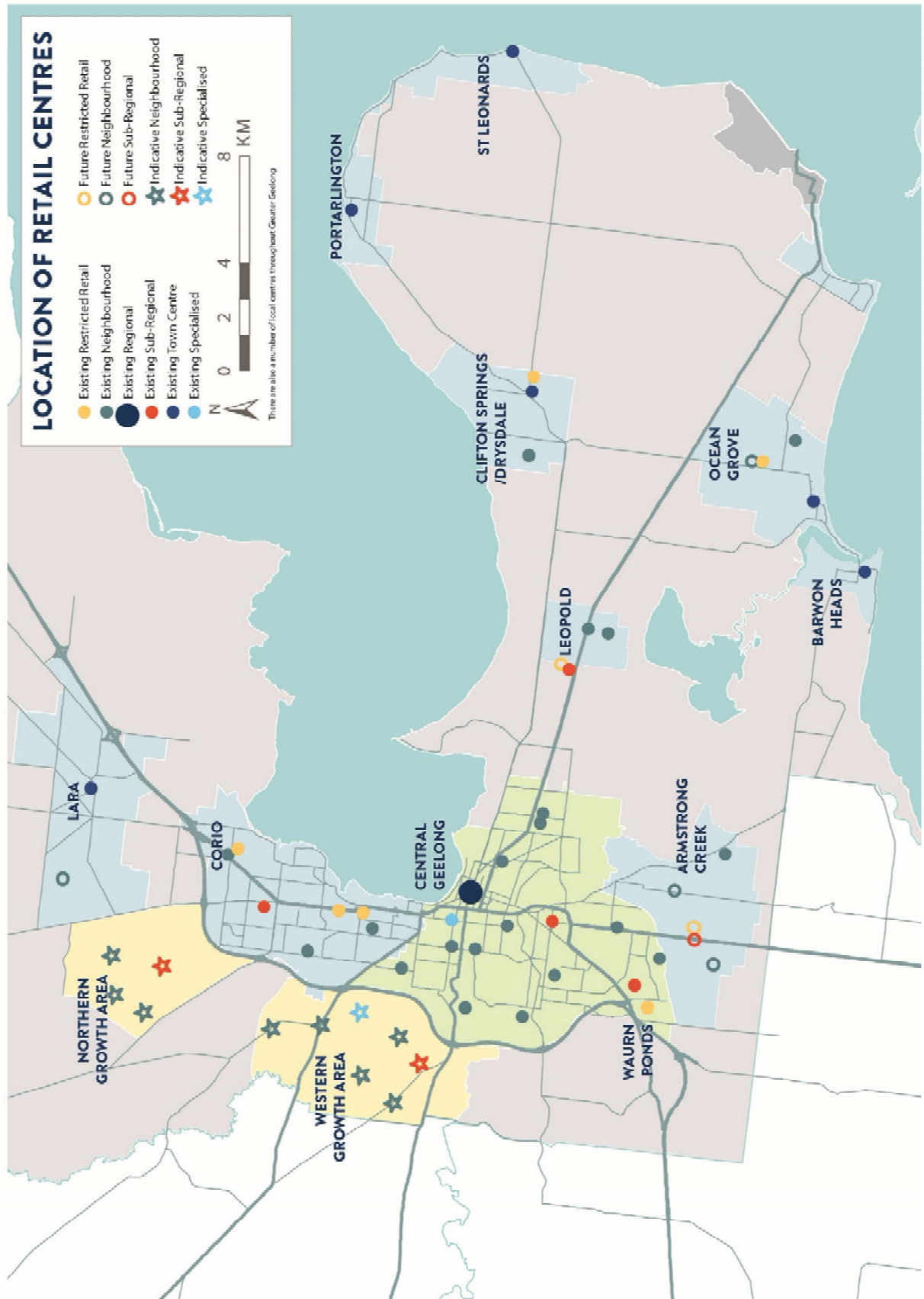
## **The proposed Amendment**

17. The Amendment seeks to implement the statutory recommendations of the *City of Greater Geelong Retail Strategy 2016-2036*, adopted November 2018, into the Greater Geelong Planning Scheme.
18. Specifically, the Amendment will:
  - Delete the retail policy provisions at Clause 21.07 *Economic Development and Employment*;
  - Insert a new Clause 21.19 *Activity Centres* that includes an updated Geelong Retail Centre Hierarchy and identifies the Retail Strategy as a background document;

- Replace Clause 22.03 *Assessment Criteria for Retail Planning Applications* with a new Clause 22.03 *Assessment Criteria for Retail Planning Applications*;
- Amend the Schedule to Clause 34.01 Commercial 1 Zone; and
- Amend the Schedule to Clause 72.08 Background Documents.

19. The proposed Geelong Retail Centre Hierarchy map is shown in **Figure 1**.

Figure 1 - Proposed Geelong Retail Centre Hierarchy (location of centres)



## **Council resolution to prepare and exhibit**

20. On 27 November 2018 Council considered a Council officer's report on the proposal and made the following decision:

*That Council:*

- 1) *Adopt the City of Greater Geelong Retail Strategy 2016-2036;*
- 2) *Resolve to prepare and exhibit a planning scheme amendment to include the necessary elements of the City of Greater Geelong Retail Strategy 2016-2036 within the Greater Geelong Planning Scheme, subject to authorisation by the Minister for Planning,*

## **Ministerial Authorisation**

21. Council officers requested authorisation on 8 March 2019.
22. This was followed by discussions between officers of Council and the Department of Environment, Land, Water and Planning about the appropriate designation of activity centres in the proposed Northern and Western Geelong Growth Areas and the Planning Policy Framework translation process.
23. The Minister's delegate authorised the Amendment preparation and exhibition on 22 March 2019 – see **Appendix 1**.
24. The authorisation included a condition:

*“Amend the references to the future retail centres in the Northern and Western Geelong Growth Areas in the map at Clause 21.19-5. These centres do not yet form part of the Geelong Retail Centre Hierarchy. The economic analysis in support of these centres has not been tested and they cannot be considered as equal in status to the Armstrong Creek sub-regional centre/neighbourhood centres which were approved via separate planning scheme amendments.”*

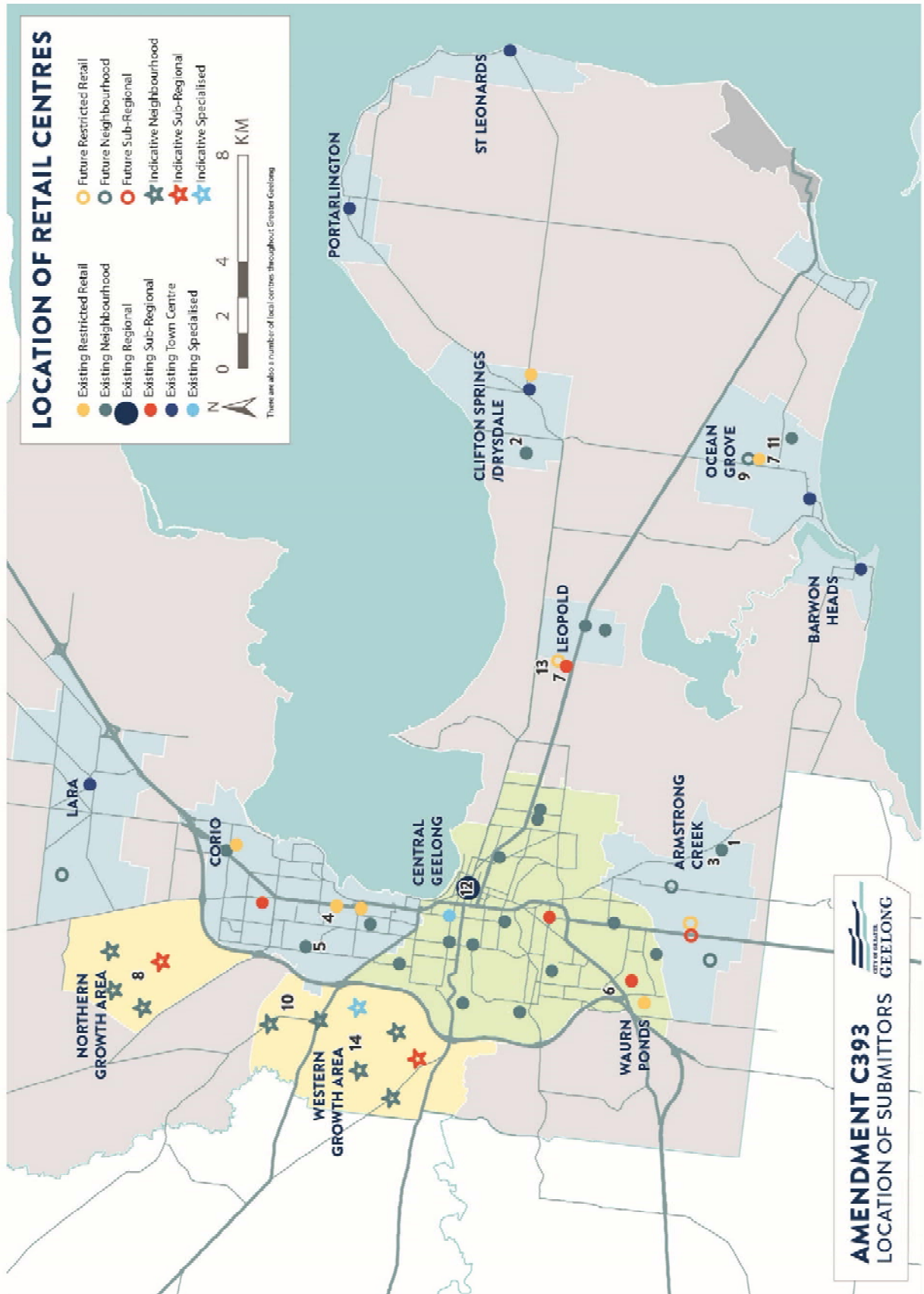
## **Exhibition**

25. The Amendment was exhibited from 10 April to 20 May 2019. Late submissions were accepted.
26. Notices were mailed to commercial zoned landowners and major retailers in the region, as well as submitters to the draft Retail Strategy.
27. The broader community was notified through notices in local newspapers and the City of Greater Geelong website.
28. Notices were published in the Independent Newspaper on 12 April 2019, the Geelong Advertiser on 13 April 2019 and the Government Gazette on 18 April 2019.

## Submissions received

29. A total of 14 submissions were received as part of the public exhibition process. Many of the submissions supported some parts of the Amendment but not other parts of the Amendment.
30. Submissions were received from (by Submission Number):
  1. ALDI Stores, primary interest (permit) in Warralily NAC
  2. Algo Properties, owners of land in the Jetty Road NAC
  3. APD Projects, part owners and development managers of the Warralily NAC
  4. Geelong Warehouse Traders, 370 Thompson Road, North Geelong
  5. Merost Pty Ltd, owner of Bell Park Plaza
  6. Kaufland Australia, primary interest in Waurrn Ponds Sub-Regional Activity Centre
  7. Lascorp Development Group, with interests in the Leopold Sub-Regional Activity Centre and the Kingston Downs NAC, Ocean Grove
  8. Lovely Banks Development Group, Northern Geelong Growth Area
  9. Morgan & Griffin, owners and developers of Oakdene Estate, Ocean Grove and land at 231-299 Grubb Road, Ocean Grove
  10. Ramsey Property Group, part of the land consortium for the Western Geelong Growth Area
  11. Shell Road Developments, landowner and developer of the Kingston Downs Estate, Ocean Grove
  12. Westfield Geelong
  13. Landowners of 92 Melaluka Rd Leopold, which is the land designated as Stage 2 of the Leopold Sub-Regional Activity Centre
  14. McCann Family, landowner within the Western Geelong Growth Area
31. The map in **Figure 2** shows the location of submitters interests in relation to the Geelong Retail Centre Hierarchy – location of centres.
32. A summary table of all the submissions was provided in the Council Delegated Authority Report 22 August 2019 that considered submissions. Click [here](#) and refer to Appendix 2.

Figure 2 - Map showing location of submitters interests



### **Extension of time to consider submissions**

33. Council officers decided that additional time was required to consider submissions in an attempt to resolve objections where possible. By letter dated 25 June 2019 Council requested an exemption from the need to comply with Ministerial Direction No. 15 4(3) – *Public submissions about an amendment: request the appointment of a Panel within 40 business days of the closing date for submissions.*
34. The Minister’s delegate granted the exemption by letter dated 28 June 2019.
35. The consequence of the additional time granted was that the exhibited Amendment C393 Panel Hearing dates (panel hearing to commence in the week of 26 August 2019) were no longer achievable. Council officers consulted with Planning Panels Victoria to establish the current hearing dates.

### **Resolution of submissions**

36. From late June to August 2019 Council officers engaged with all submitters (other than submissions 4 & 5) in the form of emails, telephone discussions and face-to-face meetings.
37. As a result, three submission withdrawals were received by email:
  - Submission no.1 ALDI Stores
  - Submission no. 10 Ramsey Property Group
  - Submission no. 14 McCann Family
38. As requested by the Panel at the Direction Hearing on 18 September 2018, Council officers advised the three submitters on 9 October 2019 of the status of Amendment C393. A copy of the emails sent are shown in **Appendix 2**.

### **Council Resolution regarding the submissions**

39. On 22 August 2019 Council, under delegation, considered a report on the submissions and made the following decision:

*“That Council having considered all submissions to Amendment C393 to the Greater Geelong Planning Scheme resolves to:*

  - 1) *Request the Minister for Planning to appoint an Independent Panel under Part 8 of the Planning and Environment Act 1987;*
  - 2) *Refer all submissions to the Panel; and*
  - 3) *Submit to the Panel its response to the submissions generally as outlined in this report.”*

## B. STRATEGIC CONTEXT AND ASSESSMENT

### Regional Context

40. The municipality is located on the west of Port Phillip Bay, approximately one hour south west of Melbourne. It is the largest regional city in Victoria and is the principal centre for the broader G21 region which expands inland and along the coast. Greater Geelong also includes the Bellarine Peninsula which includes a number of distinct settlements.

41. **Figure 3** shows the City of Greater Geelong within the broader regional context.

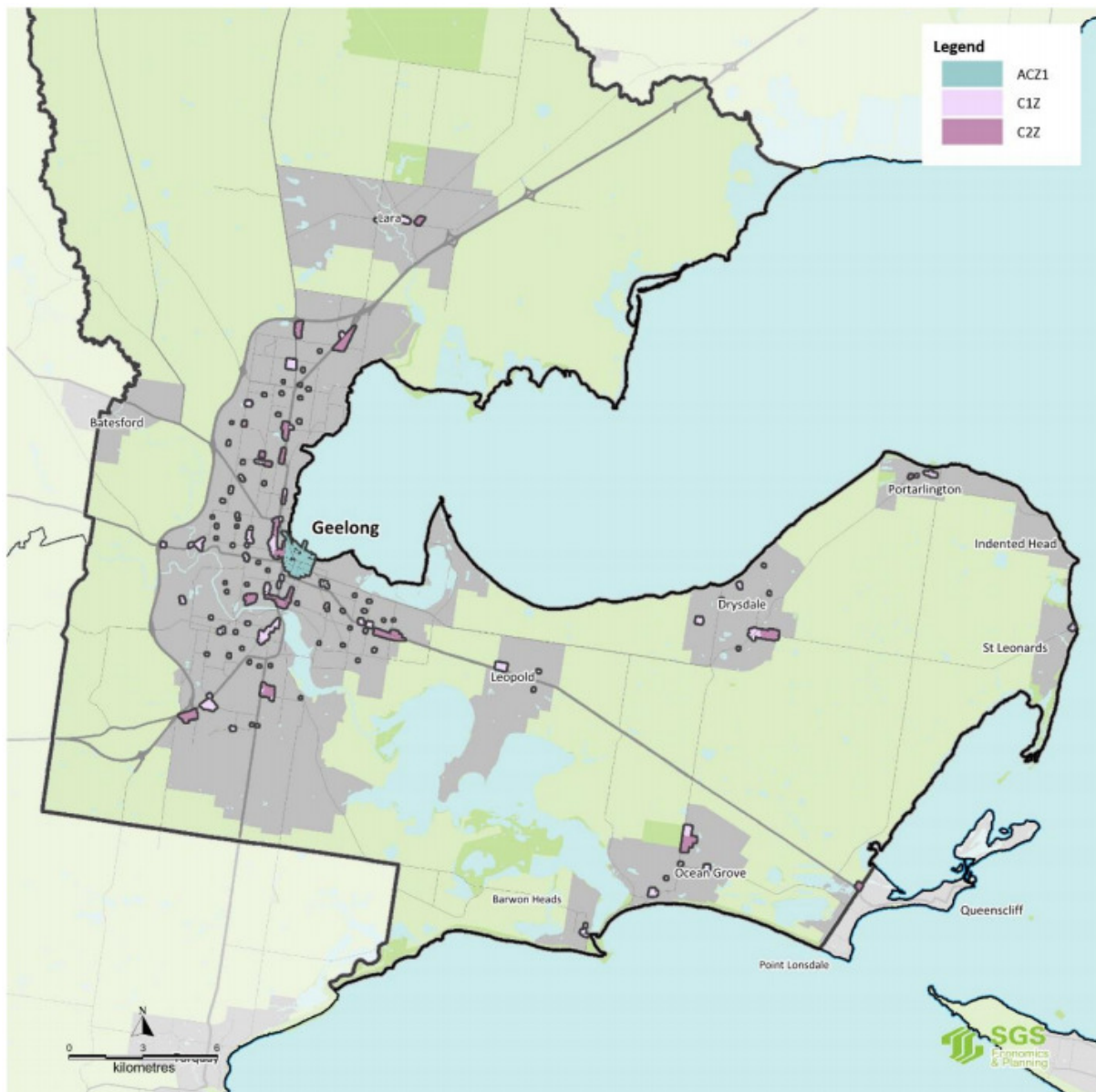
*Figure 3 - Regional context map*



Source: SGS Economics & Planning

42. Greater Geelong has a well-established hierarchy of retail centres consisting of local, neighbourhood, town centre, specialised (Pakington Street), sub-regional and a regional centre in Central Geelong. Each centre has a different role and function.
43. **Figure 4** presents the Commercial 1 Zone (C1Z), Commercial 2 Zone (C2Z) and the Activity Centre Zone (ACZ) across Greater Geelong. While these are not the only places where retail uses can locate, these zones represent the core locations for retail activity.

*Figure 4 - Existing Zoning*



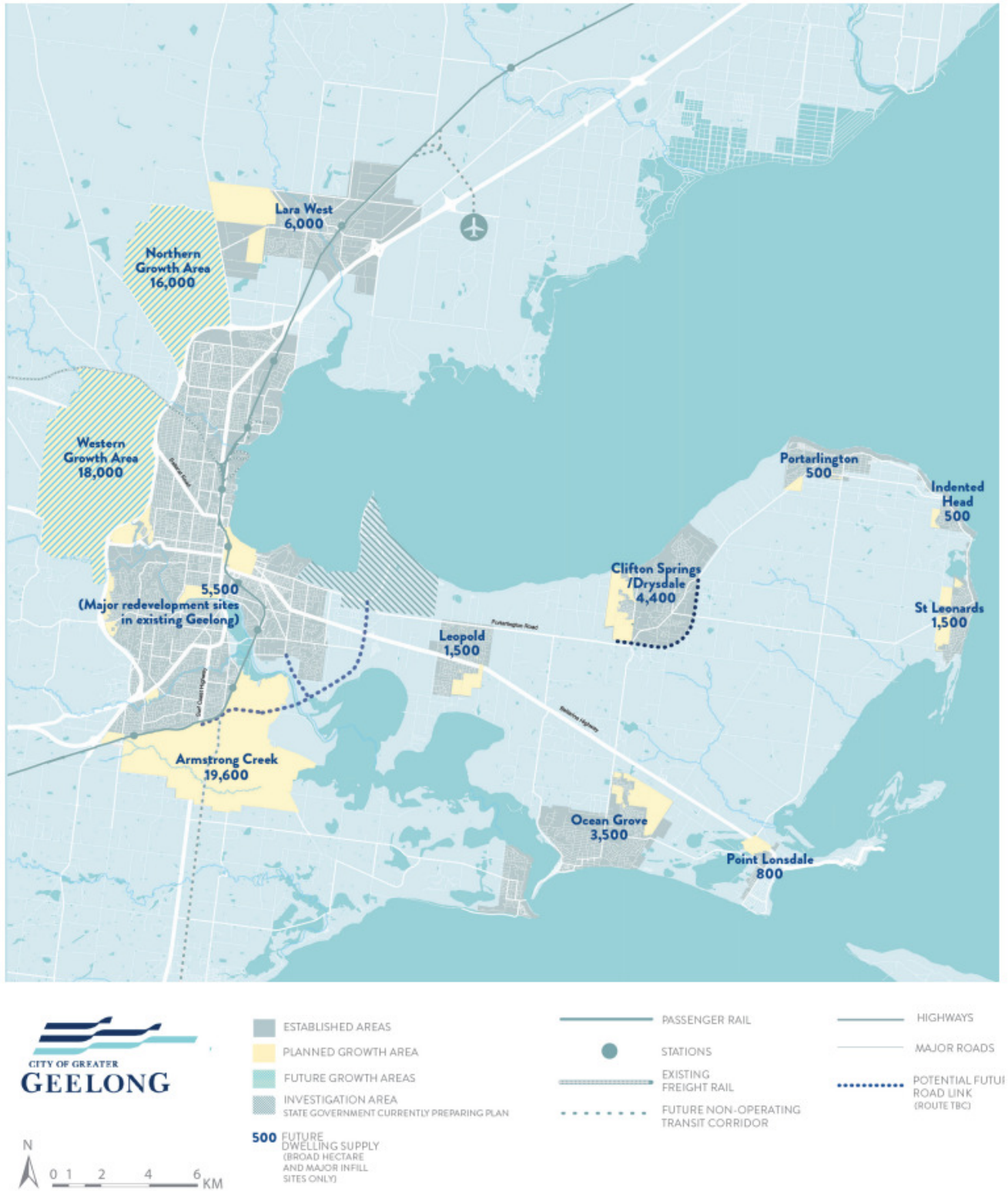
Source: SGS Economics & Planning

44. The municipality has experienced strong population and housing growth in recent years and this is likely to continue. In the ten years to 2016, the growth rate

averaged 1.7 per cent per annum. The most recent census data indicates that growth reached 2.7 per cent per annum in 2015-16.

45. Victoria in Future 2019 (July 2019) estimates the Geelong Local Government Area resident population at 252,220 in 2018 rising to 360,250 in 2036 (2.0% average rate of growth per annum). This compares to *forecast id* population of 257,180 in 2019 and forecast to grow to 361,014 by 2036.
46. **Figure 5** presents the City's planning framework of zoned and planned land supply to meet the needs of this growing population (source: Settlement Strategy October 2018).

Figure 5 - Major land supply stocks by location at 1 January 2017



## Strategic Assessment

47. Minister's Direction No. 11 requires a planning authority to evaluate and discuss how an amendment addresses a number of strategic considerations. What should be considered as part of the Direction is explained in the DELWP Practice Note 46 (May 2017): "*Strategic Assessment Guidelines for preparing and evaluating planning scheme amendments.*"
48. The exhibited Explanatory Report includes a Strategic Assessment and this is the basis for the response to the Strategic Assessment Guidelines provided in **Appendix 3.**
49. The City believes the Amendment is strategically justified for the following reasons:
  - The Council has adopted a new retail strategy for the municipality to replace the 2006 strategy. The 2018 Retail Strategy addresses changes to the retail network, retail floor space demand and recommends updated planning policy provisions. Council has resolved to implement the necessary planning elements of the Retail Strategy into the Planning Scheme.
  - The proposed updated policy provisions reinforce the established hierarchy of centres in Greater Geelong with support to expand existing centres over developing new centres – except for new centres in urban growth locations.
  - Consolidating the retail hierarchy supports and implements state policies at Clause 11.03-1S and Clause 17, and municipal strategy Clause 21.06-3 and Clause 21.07.
  - The continued use of floor space caps for sub-regional centres and neighbourhood activity centres in growth area locations is an appropriate and legitimate planning tool. Applying the Schedule to the Commercial 1 Zone provides oversight of the size, timing and economic impact of proposed development on existing centres and the established retail hierarchy.
  - There will be a range of positive long-term net community benefits including providing convenient access to goods and services, encouraging a competitive supply of goods and services and maintaining a mix of vibrant and viable centres that fulfil different roles in the community.

## Other relevant strategic matters and amendments

50. The following section of this submission provides more detail and updates on key strategies that are referred to in the Strategic Assessment provided in Appendix 3.

### City of Greater Geelong Retail Strategy 2006

51. Essential Economics Pty Ltd undertook a review of the 1998 retail strategy for Council and prepared the City of Greater Geelong Retail Strategy June 2006. The Strategy appears as a reference document in the Scheme and forms the basis for the retail policy provisions at Clause 21.07 and development application guidance at Clause 22.03.
52. The 2006 Retail Strategy was developed to analyse the retail development potential for the municipality to 2021 and identify the location and format of future retail development. It was deemed important that the strategy be pro-active but remain flexible to adapt to market trends and changes.
53. The Strategy is underpinned by a range of planning principles, the key ones being:
- Support the hierarchy of retail centres, including the consolidation of activity centres;
  - Suitable planning for out-of-centre developments where such development does not undermine the activity centre hierarchy and where strict locational criteria are applied;
  - Plan for new centres to serve residential growth areas;
  - Encourage a wide mix of activities in centres, where feasible and depending on a centre's role in the hierarchy; and
  - Promote good urban design in activity centres (including streetscapes, retail shop locations, parking, open space, etc) so that the commercial viability of centres is optimised and so that these centres are attractive places to visit and spend some time.
54. **Figure 6** presents the classification criteria used to describe the role of centres in the Geelong retail hierarchy (page 29).

Figure 6 - Retail Activity Centre Hierarchy

Table 5.1 Retail Hierarchy Description

Level in Hierarchy	No. of Centres in CoGG	Typical Catchment Population	Indicative Retail Floorspace Range	Examples of Key Tenants
Regional Centre	1	Up to 300,000 people	More than 100,000m <sup>2</sup>	Department store, discount department store(s), mini major(s), supermarket(s) and extensive range of specialties
Sub-Regional Centre	3	40,000 to 80,000 people	15,000m <sup>2</sup> to 35,000m <sup>2</sup>	Discount department store(s), mini major(s), supermarket(s) and specialties
Community Centre	1	Around 40,000 people	10,000m <sup>2</sup> to 25,000m <sup>2</sup>	Supermarket(s), mini major(s) and specialties
Neighbourhood Centre	10	8,000 to 25,000 people	2,500m <sup>2</sup> to 10,000m <sup>2</sup>	Supermarket (small or full line), primarily convenience oriented specialties
Town Centre	6	5,000 to 25,000 people	1,500m <sup>2</sup> to 15,000m <sup>2</sup>	Supermarket, mini major(s), specialties
Local Shops	numerous	Up to 5,000 people	Up to 1,000m <sup>2</sup>	Convenience and service retail
Homemaker Retail		At least 100,000 people	5,000m <sup>2</sup> to 50,000m <sup>2</sup>	Large restricted retail type tenants

Source: Essential Economics

**Note:** The indicative retail floorspace range for a Neighbourhood Centre is 2,500m<sup>2</sup> to 10,000m<sup>2</sup> as shown in the above Table 5.1 of the 2006 Retail Strategy. This contrasts with the table at Clause 21.07-8 which states Neighbourhood Centres floorspace range of 2,500 sqm to 25,000 sqm. There is an error in Clause 21.07-8 of the Planning Scheme being '25,000' should actually read as '10,000'.

## Housing Diversity Strategy 2007

55. The City adopted a housing diversity strategy in 2007 which forms the basis for urban consolidation policies at Clause 21.06 and development application guidance at Clause 22.63. The strategy is a reference document in the Scheme.
56. Increased Housing Diversity Areas have been defined around regional, sub-regional, neighbourhood and town level activity centres as defined in the 2006 City of Greater Geelong Retail Strategy. The areas are generally zoned Residential Growth Zone where a mix of high, medium and conventional density housing will be encouraged.
57. Increasing residential densities around retail centres should strengthen the role, viability and range of services provided.

## **G21 Regional Growth Plan 2013**

58. The G21 Regional Growth Plan (Geelong Region Alliance, 2013) is listed as a Policy document at Clause 11.01-1S. The region consists of five municipalities: Greater Geelong, Queenscliffe, Colac Otway, Surf Coast and Golden Plains.
59. The G21 Regional Growth Plan seeks to deliver co-ordinated growth in the region to the year 2051 and make land supply available to provide for the predicted population target of 500,000 people. In responding to these considerations, the G21 Plan seeks to minimise the continued expansion of the urban footprint and provides for a mix of infill development and targeted new development areas in suitable locations.
60. The Plan identifies the retail sector as one of the key drivers of economic growth in Geelong over the last 10 years. The need for a review of the City of Greater Geelong Retail Strategy 2006 is noted as a strategic planning priority.
61. Infrastructure and services within the G21 region are to be optimised and consolidated, particularly those near central retail and transport nodes.

## **City of Greater Geelong Settlement Strategy 2018**

62. The Settlement Strategy is the City's new planning framework to meet the housing needs of Greater Geelong. The following paragraphs are taken from the Settlement Strategy (October 2018) and provide background on the Strategy.

*"As Victoria's second city, Geelong's proximity to Melbourne, strong employment growth and affordable housing and lifestyle have seen the population grow from 216,000 to 239,000 people over the last five years. During this time, the growth rate increased from 1.5 per cent, to 2.7 per cent.*

*It is anticipated that Greater Geelong will continue to experience strong growth and demand for housing over a sustained period.*

*At the City of Greater Geelong, how we manage population growth, while maintaining what people love about living in this region, is a key issue for us.*

*Our current planning framework is consistent with state policy and has been developed over a number of years, with extensive community consultation. This strategy aims to build on, and refine, what is already in place." p.5*

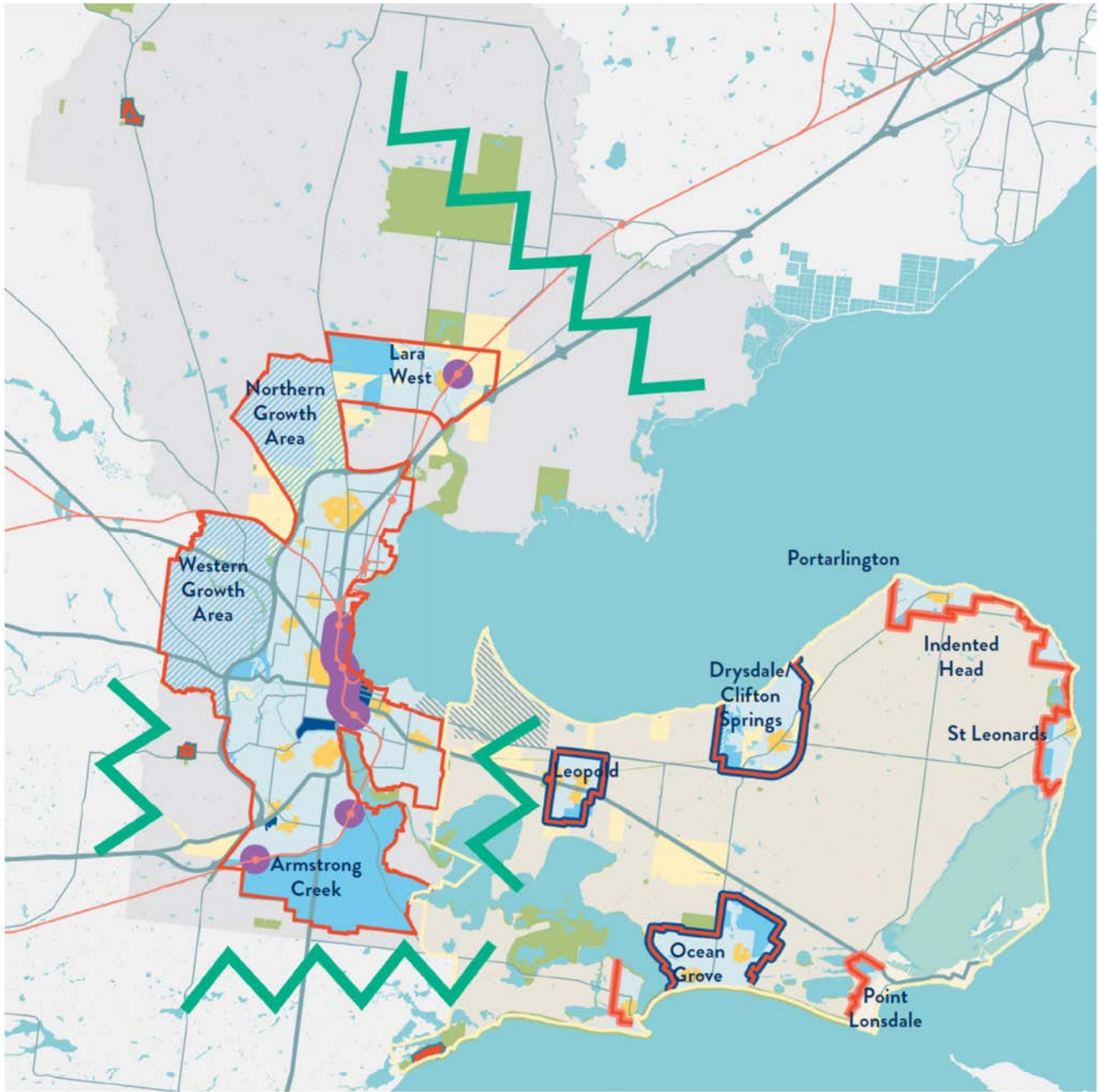
63. The purpose of the Strategy is:
  - to analyse future housing needs and trends;
  - to develop a clear policy framework that will guide planning and decision-making; and

- to help us meet Greater Geelong's future housing needs.
64. The Strategy is intended to address municipal housing needs to 2036. This meets the requirement of the State Planning Policy Framework that all Victorian councils must plan to accommodate projected population growth over a 15-year period.
  65. Pages 50-51 considers five growth scenarios for forward planning. These are: Scenario A *long term historic at 1.3% pa*; Scenario B *current official at 1.6% pa*; Scenario C *strong growth at 2.0% pa*; Scenario D *G21 Regional Growth Plan (aspirational) at 2.5% pa*; and Scenario E *growth surge at 3.0% pa*.
  66. The Strategy then provides the following discussion on these scenarios:
 

*“All of the scenarios are relevant to the Settlement Strategy, given planning must be flexible and robust enough to cope with any of these growth scenarios. No one projection scenario is right or wrong. In the current climate, the low growth projection seems unlikely. However, a national recession or economic downturn could lead to a reduction in overseas migration, as it did in the 1990s, reducing national, state and regional population growth rates.*

*The aspirational scenario is being realised at the moment and is generating extra demand for housing and associated infrastructure and services. While we are currently experiencing growth at 2.7 per cent, the current five-year growth rate is still at 2.0 per cent. For this reason, scenario D (2.5 per cent) has been used as the primary basis for calculating housing demand, greenfield land adequacy and the timing of future land releases. This allows room to adjust if growth rates do surge to 3.0 per cent, which can be picked up with annual and five year trend monitoring, without raising expectations and demands around future housing supply requirements.” p. 51*
  67. The Strategy has been through a public consultation process and was adopted by Council on 9 October 2018. The Strategy is currently being implemented into the Greater Geelong Planning Scheme by Amendment C395 which is discussed below.
  68. **Figure 7** is the Greater Geelong Housing Framework Plan – 2036 taken from page 12 of the Settlement Strategy.

**Figure 7 - Settlement Strategy Housing Framework Plan**



**CITY OF GREATER GEELONG**

HOUSING FRAMEWORK PLAN - 2036



- ESTABLISHED AREAS  
MODEST INFILL HOUSING
- INCREASED HOUSING DIVERSITY AREAS  
HIGH AND MEDIUM DENSITY HOUSING
- KEY DEVELOPMENT AREAS  
MAJOR REDEVELOPMENT - HIGH DENSITY HOUSING
- GROWTH AREAS
- FUTURE GROWTH AREAS
- RURAL LIVING AREAS  
- NO EXPANSION
- INDICATIVE PERMANENT SETTLEMENT BOUNDARY
- INVESTIGATION AREA

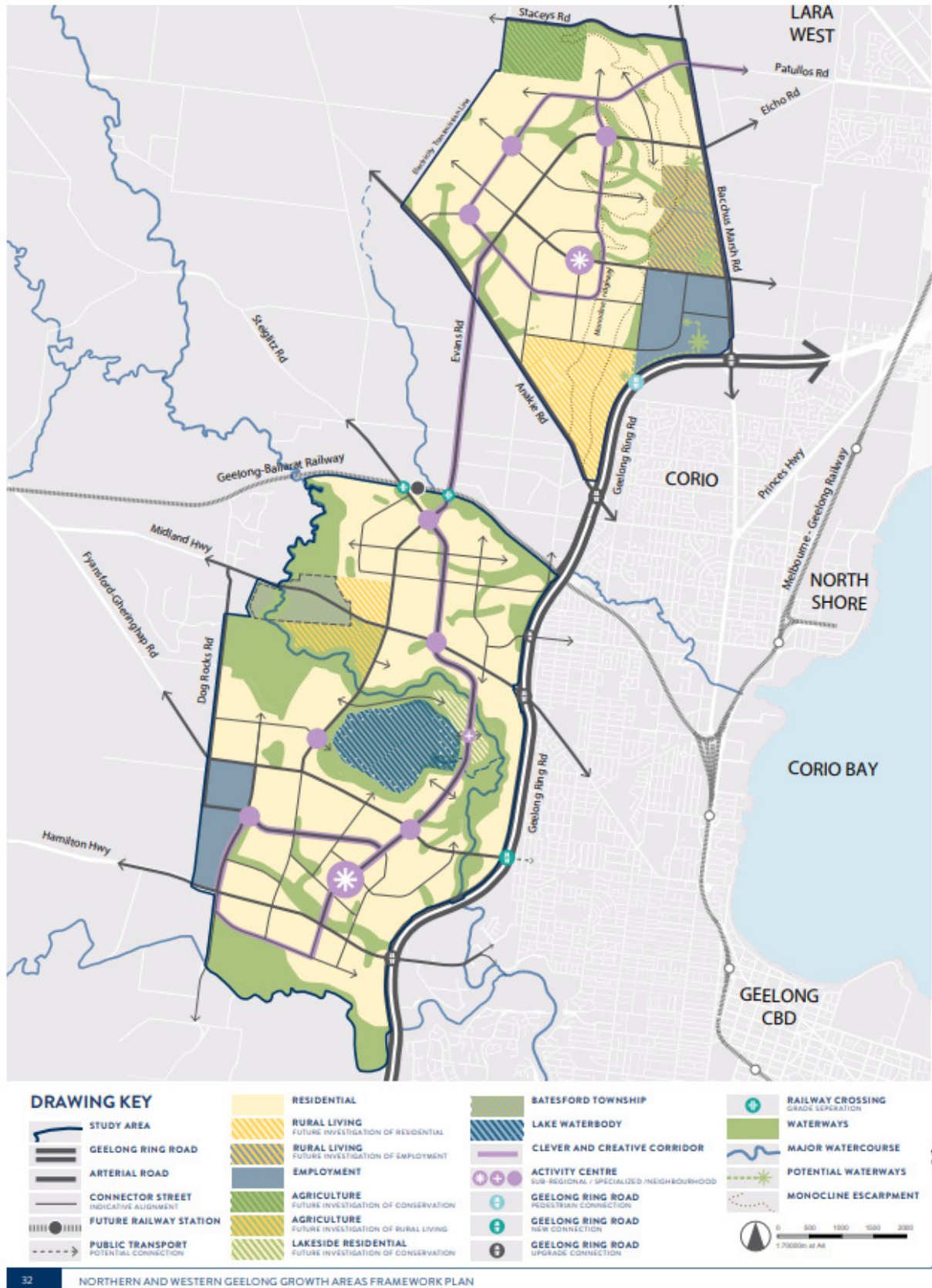
- DISTRICT TOWNS - MODERATE HOUSING  
(WITHIN EXISTING SETTLEMENT BOUNDARIES)
- LIMITED HOUSING GROWTH  
(WITHIN EXISTING SETTLEMENT BOUNDARIES)
- STRENGTHEN LOCAL POLICY  
TO PRESERVE NON-URBAN BREAKS, RURAL FARMED LANDSCAPE AND GUIDE NEW DEVELOPMENT
- INVESTIGATE OPPORTUNITIES  
FOR HIGHER DENSITY DEVELOPMENT  
IN RAIL CORRIDOR

- HIGHWAYS
- MAJOR ROADS
- RAIL NETWORK
- STATIONS
- NON-URBAN BREAK

## Northern and Western Geelong Growth Areas Framework Plan 2019

69. The Northern and Western Geelong Growth Areas are the largest greenfield urban development project in regional Victoria with the capacity to accommodate around 110,000 residents. The City has prepared the Northern and Western Geelong Growth Areas Framework Plan to guide this urban expansion.
70. The growth areas will be planned and developed in an orderly and sustainable sequence of nine short, medium and long term precincts. Immediate commencement of two Precinct Structure Plans is recommended to maintain a competitive land supply market. The Framework Plan includes a 'Delivery' section that outlines the utilities and infrastructure required and staging of precincts.
71. The 'Economy' section of the Plan identifies a number of Neighbourhood Activity Centres and Sub-Regional Activity Centres in the growth areas.
72. The context for activity centres in each growth area says:
- “Urban Geelong’s retail hierarchy provides for a spatial distribution of shopping opportunities that minimises the cost of travel to consumers and the environment. The activity centre network consists of one regional centre, central Geelong, and four sub-regional centres at Corio, Belmont, Leopold and Waurin Ponds, with one planned for Armstrong Creek.*
- Activity centres in the growth area need to be considered in the context of Geelong’s existing retail hierarchy. The timing, location and size of activity centres must be carefully planned to support the local communities while managing impacts on the City’s broader network of centres.” p. 163 & p. 173*
73. The Framework Plan has been through a public consultation process and was adopted by Council on 26 March 2019. The Plan is currently being implemented into the Greater Geelong Planning Scheme by Amendment C395 which is discussed below.
74. **Figure 8** shows the growth areas future urban structure, including the location of activity centres, taken from page 32 of the Framework Plan.

Figure 8 - Northern & Western Growth Areas Future Urban Structure



## **Amendment C395**

75. Amendment C395 includes new and revised local policy (MSS clauses) to implement the Settlement Strategy and the Northern and Western Geelong Growth Areas Framework Plan.
76. Amendment C395 has completed public exhibition with 102 submissions received.
77. There are seven submitters to the Retail Strategy Amendment C393 that lodged a submission to Amendment C395 being; Algo Properties, Lascorp Development Group, Lovely Banks Development Group, McCann Family, Morgan & Griffin, Ramsey Property Group and Shell Road Developments.
78. Council considered a report on the submissions at its meeting of 24 September 2019 and resolved to refer all the submissions to an independent panel appointed by the Minister for Planning. The Panel hearing is scheduled to commence on 12 November 2019.
79. Information about Amendment C395, including the exhibited Settlement Strategy and Framework Plan, can be found on the City's webpage:  
<https://www.geelongaustralia.com.au/amendments/item/8d6f0bcb1cec127.aspx>

## **Local Planning Policy Framework translation**

80. The Planning Policy Framework (PPF) translation of the Greater Geelong Planning Scheme is underway. DELWP has employed Tract consultants to do our translation. An inception meeting was held in February 2019 and since then two workshops have been held with Council officers. A second (incomplete) draft of the translated policy is currently being reviewed by Council officers. We expect to have a final agreed set of translated policies (in the new PPF format) by around February next year.
81. We will then seek a Council resolution in March 2020 to support a Ministerial 20(4) amendment to implement the new PPF. Realistic timing would suggest approval and gazettal of the changes would be around April/May 2020.
82. The translation is being done on a policy neutral basis. We expect to do a more comprehensive review and tidy up of our planning policies in 2020/21.
83. Our agreement with DELWP is to continue with our large strategic policy amendments including the Retail Strategy (C393) and Settlement Strategy/ Northern and Western Growth Areas (C395) based on the existing MSS/LPPF. However, we are proceeding on the basis that a revised set of policies in the new PPF format will need to be prepared at some point for each amendment

– most likely at adoption or approval. The PPF translation drafting rules have been considered when preparing these current amendments.

### **Bellarine Peninsula Distinctive Area and Landscape**

84. The Department of Environment, Land, Water and Planning (DELWP) is managing the Distinctive Areas and Landscapes process. The City of Greater Geelong is a stakeholder.
85. The *Planning and Environment Act 1987* (the Act) was amended in May 2018 to enable better management and protection of state significant areas containing social, cultural, environmental and economic values that may be threatened by loss or irreversible damage from the impacts of urban encroachment, potential impacts of climate change and other effects.
86. The Act enables an area within Victoria to be declared a 'distinctive area and landscape' (DAL) provided the area meets the criteria prescribed under Part 3AAB of the Act. Once declared, a Statement of Planning Policy (SPP) must be prepared in collaboration with Traditional Owners, local councils and communities to provide long-term certainty about how the area's state significant values will be safeguarded, while providing certainty for managed growth.
87. A SPP must set out a 50-year vision, identify Aboriginal cultural values and include a framework plan, which may specify protected settlement boundaries that require ratification by Parliament to amend. The Minister for Planning must consult each responsible public entity, the local community, and any other person or entity that may be affected in preparing a SPP.
88. In 2018, the Government made an election commitment to protect the Bass Coast, Bellarine Peninsula and the Surf Coast from overdevelopment by declaring these areas a DAL and preparing a SPP that includes strengthened settlement boundaries and height controls. In September 2019, the Surf Coast was declared a DAL under the Act. At the time of writing the Bellarine Peninsula has not been declared under the Act.
89. The project page can be found at: <https://engage.vic.gov.au/distinctive-areas-and-landscapes-program/bellarine-peninsula>

## C. ISSUES IDENTIFIED IN SUBMISSIONS & RESPONSE

90. A total of 14 submissions were received as part of the public exhibition process. No submission fundamentally opposed the Amendment or challenged the adopted November 2018 Greater Geelong Retail Strategy, including the Retail Hierarchy.
91. Submissions tended to focus on individual centres and the planning for the City's greenfield growth areas.
92. The issues raised can be grouped under the following themes: the application of floor space caps for 'Shop' in sub-regional and planned neighbourhood activity centres, deficiencies in the economic modelling, the location of centres and drafting of the new policy provisions.
93. [Appendix 1 of Council's Delegated Authority Report 22 August 2019 provided revised policies; Clause 21.19, Clause 22.03 and Schedule to Clause 34.01 in response to submissions. This Part A Submission proposes some further revisions to the policies which are shown in Section D \(Section D is a copy of the DAY 1 documents circulated on 26 September 2019 in response to Panel Directions 13a and 13b\).](#)
94. [Council will also consider the evidence statement of Mr Szafraniec, particularly where changes to the exhibited Retail Strategy and planning provisions are recommended. Any additional changes will be presented on Day 1 of the Panel Hearing.](#)

### **Shop floor space caps**

*What is the issue?*

95. A number of submissions requested that designation of a floorspace cap to a particular centre be removed or that the cap area (sqm) be changed. The centres are:
  - Kingston Downs NAC (referred to as 'Kingston Downs Neighbourhood Activity Centre, Grubb Road, Ocean Grove' in the exhibited Schedule to Clause 34.01 C1Z).
  - Warralily Village (referred to as 'Armstrong Creek East Precinct Neighbourhood Activity Centre' in the exhibited Schedule to Clause 34.01 C1Z).
  - Leopold Sub-Regional Activity Centre (referred to as 'Bellarine Gateway Plaza, 621-639 and 641-659 Bellarine Highway, Leopold') in the exhibited Schedule to Clause 34.01 C1Z).

96. Morgan & Griffin (Submission no. 9) are the owners and developers of Oakdene Estate, Ocean Grove and 231-299 Grubb Road, Wallington. The submission requests removal of the retail floor space cap on the Kingston Downs NAC saying it is premature and prejudicial to proper strategic planning processes. Suggests the key justification for removing the cap is that the necessary growth investigation areas and ultimate long-term boundary for Ocean Grove has not yet been determined.
97. Shell Road Developments (Submission no. 11) is the landowner and developer of the Kingston Downs Estate, Ocean Grove, which includes the neighbourhood activity centre. The submission requests removal of the retail floor space cap from the Kingston Downs NAC. Reasons include: that the centre has been planned and tested through amendment processes and now reflected in the zonings, development plans and permits; significant investment is based on these approvals; nearby estates have developed with knowledge of the centre's expected scale and composition; the centre will serve greenfield population growth; and other nearby centres will not be disadvantaged.
98. The Oakdene Estate and the Kingston Downs Estate form what is generally known as the Ocean Grove North-East Growth Area.
99. Lascorp Development Group (Submission no. 7) is the developer of the Kingston Downs NAC. The submission notes that the Retail Strategy and C1Z Schedule propose a 'Shop' floor space cap of 7,650sqm. The submission says that given the area is experiencing significant population growth, it is premature to include a 'Shop' floor space cap and requests that it be removed.
100. Lascorp also has interests in the Leopold Sub-Regional Activity Centre. Lascorp requests that the maximum leasable floor area for a shop in the centre be changed to 30,000sqm (instead of 23,000sqm as designated in the exhibited Schedule to the C1Z).
101. ALDI (Submission no. 1) has a valid permit to construct a store in the Warralily NAC. The submission highlights that the exhibited 'Shop' floor space cap of 6,000sqm is less than the approved shop floor space for the Warralily NAC. Suggests the existing and approved 'Shop' floor space is in the range of 7,500-8,000sqm. The submission requests that the cap be reviewed to accurately reflect occupied and vacant 'Shop' floor space and the proposed ALDI development of 1,902sqm.

102. APD Projects (Submission no. 3) are the development managers and form part of the ownership group for the Warralily NAC. Like the ALDI submission, APD request review of the cap. The submission says the Retail Strategy recommendation to maintain the maximum 'Shop' limit at 6,000sqm in the Planning Scheme is not acceptable knowing it is well short of the current and permitted space. APD also requests consideration for a further 3,700 sqm of Centre floor space growth within the next 1-3 years.
103. Ramsey Property Group (Submission no. 10) does not support the notion of the use of floorspace caps saying it works against market forces. The submission does however agree the Retail Strategy should support a hierarchy of centres across Greater Geelong.
104. Westfield Geelong supports floorspace caps. Westfield submits that should the changes to the C1Z Schedule be adopted, that further policy emphasis is placed on the *'Supportable Retail Floor Space Guidelines to 2036'* (Clause 21.19 Table 1) to ensure expansion of existing centres does not exceed the anticipated floor space demand.

#### Response

105. The Greater Geelong Planning Scheme currently contains a Schedule to the Commercial 1 Zone (C1Z) that designates maximum leasable floor area (in square metres) for Shop, other than Restricted retail premises, to a number of retail centres in the municipality.
106. The Amendment proposes to remove floorspace caps from smaller and established neighbourhood centres, but apply caps to sub-regional centres and neighbourhood activity centres in growth area locations.
107. In the 'Operation' section of the C1Z, it states: *'A schedule may apply under this zone to a planning scheme outside of metropolitan Melbourne'*.
108. This policy setting was considered as part of the State Government's 2013 Reformed Zones Advisory Committee Report (Commercial and Industrial). The report included discussion of floorspace caps and supported the ability to apply caps in regional Victoria saying (page 33): *'... the ability to retain floorspace caps could help to prevent leakage from centres and support the establishment of a robust retail hierarchy in developing growth areas and non-metropolitan locations and make best use of often scarce existing infrastructure'*.
109. What is clear is that the Victoria Planning Provisions provide the capacity for regional planning authorities to apply floorspace caps in their Planning Scheme.

This statutory provision allows councils to consider the merits of 'Shop' uses over and above the cap.

110. The Retail Strategy applies floor space caps to sub-regional activity centres and neighbourhood centres in growth area locations.
111. In considering the submissions, officers do not support the removal of floor space caps from any of the centres listed in the exhibited Schedule to the Commercial 1 Zone. The use of the Schedule supports the City's fundamental policy position to consolidate and strengthen the established Geelong Retail Centre Hierarchy. The cap is not an absolute but triggers the requirement for a 'use' planning permit.
112. The permit trigger provides Council with the opportunity to review the overall size, timing and economic impact of the proposed development on existing centres and the established retail hierarchy. This approach is consistent with the Planning Policy Framework, which at Clause 11.03-1S *Activity centres*, includes strategies to support the role and function of individual centres and give clear direction on preferred locations for investment.
113. What has been reviewed is the floor area amounts shown in current approved plans. After considering the submissions and reviewing valid planning permits, it is proposed to change floorspace caps in the following centres:
  - Warralily Village NAC: exhibited 6,000sqm, changed to 7,700sqm as requested by ALDI and APD Projects. Note, the 7,700sqm amount does not include 'Hospitality' of 1,060sqm (Food and drink premises) which was included in the exhibited Shop amount in error, but does include the vacant 900sqm.
  - Leopold Sub-Regional Activity Centre: exhibited 23,000sqm, changed to 30,000sqm as requested by Lascorp
114. It is not clear whether the APD submission is requesting a further 3,700sqm be added to the Warralily Village NAC floorspace cap. A further increase of the cap is not supported however the Strategy projects floorspace demand for all retail uses to increase to 11,100sqm by 2026. This projection would support APD plans to develop the vacant lots on the northern side of Central Boulevard. Council notes that the Armstrong Creek East PSP and approved Urban Design Framework supports a mix of activity centre uses.
115. With regard to the Kingston Downs NAC, the Strategy's projected retail floorspace demand out to 2036 is 6,300sqm (Table 5). The Centre is under construction and has permits for 10,935sqm of retail floorspace, which includes 6,877sqm (Council officer calculation) for Shop.

116. Based on the endorsed plans (PP-233-2016 approved 16/05/2019), Council has calculated the 6,877sqm assuming 50% of the specialty retail outlets will not be 'Shop' (e.g. Food and drink premises). ERM on behalf of Lascorp by email dated 12/08/2019 advised that two of the specialty outlets would be used for Food and drink premises (approximately 100sqm). Under this scenario just 3% of the available specialty retail floor space is expected to be non-Shop uses which is unrealistic. Council has assumed 50% however propose to retain the exhibited 7,650sqm which conservatively sits in-between Council's and Lascorp's position.
117. The Shop amount of 7,650sqm does not include the 1,830sqm ALDI Store and specialty outlets on C2Z land but the C2Z land does form part of the Kingston Downs NAC.
118. The Centre could potentially support over 20,000sqm of floorspace (all retail) and therefore strongly compete with the higher order Leopold Sub-Regional Activity Centre and Ocean Grove Town Centre. The Centre also joins the Sinclair Street restricted retail precinct which further adds to the overall mass of available and potential retail floorspace.
119. Council does not agree to remove the Kingston Downs NAC from the Schedule to the C1Z nor change the exhibited maximum leasable floor area for Shop of 7,650sqm.
120. Should future investigations of the Ocean Grove settlement boundary ultimately result in urban expansion, applications to increase 'Shop' uses above the proposed cap can be lodged and considered on their merits. Likewise, given that more than half of the Centre's C1Z land remains vacant (being 5.7 hectares out of a total of 9.7 hectares), buildings & works applications may well be lodged now.
121. Any significant expansion west of Grubb Road would need to consider the provision of a new retail centre to serve local convenience needs.
122. Council notes the support for floorspace caps from Westfield Geelong. However Council does not agree with the assumption that there should be added policy emphasis to ensure expansion of existing centres does not exceed the Strategy's *Supportable Retail Floor Space Guidelines*. As explained on page 77 of the Strategy, the guidelines are not intended to prevent centres from growing larger than the floor space indicated in the table.

## **The retail economic model**

*What is the issue?*

123. Algo Properties (Submission no. 2) own land in the Jetty Road Neighbourhood Activity Centre, part of the newly developing residential estates at Curlewis (Drysdale/Clifton Springs Township). Algo challenges some of the fundamental assumptions in the Retail Strategy and the finding that there is a negative increase in supportable floorspace at the Jetty Road NAC over the next 20 years.
124. The submission believes the error in these assumptions can be found on pages 56 and 58 of the Strategy and that the data that populates Curlewis-Jetty Roads demand circle is missing. The submission requests these errors be rectified.
125. Lovely Banks Development Group (Submission no. 8) requests that the Retail Strategy remove confusing information in Table 15C and any like tables which could be misconstrued as providing recommended floorspace allocations in the new growth areas. The submission says any provisions of floorspace should be generated from future precinct structure plans when that detailed work is complete.
126. The submission also requests inclusion of a detailed explanation of the methodology and purpose of the gravity model, as well as reference to the date of the SGS Report that forms the basis of the Strategy.
127. In relation to the timeframe for delivery of the first Central North Local Centre in the Western Geelong Growth Area, Ramsey Property Group says development of the Creamery Road precinct will have commenced by 2022 therefore a 2026 delivery target is supported (not 2036).
128. The McCann Family (Submission no. 14) notes that the Retail Strategy population growth rate per annum is lower than the rate used for the Settlement Strategy and the Northern and Western Geelong Growth Areas Framework Plan. The submission requests reconsideration of the content and recommendations of the Strategy based on this fact.

### Response

129. The Retail Strategy uses a 'gravity model' to estimate future retail needs of Greater Geelong by 2036. The model attributes floor space growth (in square metres) to all centres in the retail hierarchy, taking a whole-of-network approach and uses calculations to model human behaviour.
130. Council agrees with Algo that the majority of population growth in Drysdale will be in the Jetty Road Growth Area and there is capacity for the Jetty Road Neighbourhood Activity Centre to capture additional floorspace demand. The Centre will not undermine the higher order role of the Drysdale Town Centre.

131. There is an error in the supportable floorspace table (Table 5 of the Strategy) for Jetty Road. The projected floorspace demand for 2036 should be 5,600sqm (not 3,300). The red dot for Restricted Retail is also missing from the Retail Strategy map for 2036 (page 56). This translates to a Jetty Road Neighbourhood Activity Centre 2036 supportable floorspace of 1,400sqm (not negative 900). The errors will be rectified.
132. The inconsistencies identified by Lovely Banks Development Group are valid. Council proposes to update the Retail Strategy to consistently discuss these new growth areas at a high level. Council will also add an appendix to the Strategy that summarises the retail gravity methodology and supporting data to better explain the model results.
133. Regarding the concerns of Ramsey Property Group about delivery timeframes, Council will add words to describe how the Retail Strategy Table 5 *Supportable Floor Space 2016-2036* should be interpreted and applied. The intention is not that a centre cannot be delivered until 2036 but that by 2036 the model assumes there will be a retail centre in this location. The timing for delivery of the first Creamery Rd Precinct centre will be determined through the precinct structure planning process – and ultimately the market. The same principle applies to Lovely Banks Development Group's concerns about floorspace provision.
134. The McCann Family submission has correctly identified that the Retail Strategy forecasts a 2.0% population growth rate while the Settlement Strategy and the Northern and Western Geelong Growth Areas Framework Plan forecast 2.5%.
135. Council does not propose to revisit the forecast rate or make changes to the Retail Strategy based on a higher rate. The policy is flexible to the extent that if population growth rates exceed 2.0%, applications where a 'use' permit is triggered can be considered on their merits. Growth rates are likely to fluctuate over the life of the Strategy and 2.0% is considered an appropriate average rate to ensure retail floor space is not oversupplied.
136. The 2018 Settlement Strategy outlines five growth scenarios; with Scenario C being 2.0% ('strong growth') and Scenario D being 2.5% ('aspirational growth'). The Settlement Strategy notes that the current 5-year growth rate is 2.0% however 2.5% has been used for calculating housing demand and supply. This allows for urban land supply and infrastructure buffers should growth rates surge, which is different to retail planning dynamics.

137. Furthermore, both *Victoria in Future* population projections (July 2019) and *id Forecast*, forecast a 2.0% per annum growth rate for the 2018-2036 period in the Geelong Local Government Area.

### **The location of future centres**

*What is the issue?*

138. Lascorp Development Group has interests in the Leopold Sub-Regional Activity Centre. Lascorp own a 6.1 hectare vacant farming zoned property at 601 Bellarine Highway. This property abuts the established Leopold centre to the west and has direct exposure to the Bellarine Highway.
139. The submission considers that the policy settings of directing future restricted retail north along Melaluka Road is undesirable and undermines the performance and viability of the centre. Considers the 'western' site to be a superior site for expansion of the centre and requests that further strategic work is required to explore this opportunity, particularly as the land to the north is not zoned for retail uses.
140. The submission recommends changes to the Retail Strategy at pages 70 and 88 to recognise the need for further strategic work.
141. The owners of the land north of the Leopold Sub-Regional Activity Centre at 92-100 Melaluka Road Leopold, lodged a submission confirming support for the Retail Strategy continuing to direct expansion of the Centre northwards.
142. The exhibited Amendment at Clause 21.19 proposes a new Geelong Retail Centre Hierarchy map. The map shows the location of established retail centres however also includes the indicative location of retail centres proposed in the Northern and Western Geelong Growth Areas Framework Plan – March 2019.
143. Ramsey Property Group, part of the land consortium for the Western Geelong Growth Area, does not agree with the location of the Central North Local Centre. The submission says that given the sequencing of the Creamery Road PSP, this indicative NAC should be moved into the Creamery Road precinct.
144. The McCann Family is a landowner within the Western Geelong Growth Area and is concerned that the location of centres at Clause 21.19-5 do not correlate with the locations in the Northern and Western Geelong Growth Areas Framework Plan. Nor is the Specialised Activity Centre identified.
145. Likewise, Lovely Banks Development Group requests inclusion of the correct centre locations in the Retail Strategy, noting the centre locations in Figure 6 are incorrect.

## Response

146. The Lascorp recommendation for the Retail Strategy to include commentary for further strategic work on the future expansion of the Leopold Sub-Regional Activity Centre is not supported.
147. The direction for future expansion of the Centre is well established in the Greater Geelong Planning Scheme. Expansion is limited to the east side of Clifton Avenue being the edge of the Leopold Settlement Boundary designated in Clause 21.14 and the Leopold Structure Plan 2011 (amended 2013). The expansion site is identified as Stage 2 in the Leopold Sub Regional Activity Centre Concept Plan (DPO30) and the approved Development Plan.
148. The Strategy on page 88 outlines the Centre's future role and opportunities, saying: *"Existing planning policy (DPO30) supports the future expansion of the centre in a northerly direction along Melaluka Road"*.
149. The Strategy (Table 5) forecasts that by 2036 there will be demand for an additional 15,800sqm of retail floorspace at the Leopold Sub-Regional Activity Centre. The Strategy further estimates 12,200sqm of restricted retail floorspace at the Leopold Homemaker Centre (current offer being the 12,300sqm Bunnings Store opened in late 2016). Northerly expansion will implement a key design principle for the Centre to create a mixed use, pedestrian based, main street treatment along Melaluka Road.
150. In regard to concerns raised about the location of indicative centres shown in the Retail Strategy and Clause 21.19, officers agree to make corrections. The centres will be designated consistent with the locations shown on *Plan 02 Future Urban Structure* of the Northern and Western Geelong Growth Areas Framework Plan. This will include adding in the Western Geelong Growth Area proposed Specialised Activity Centre.
151. Submissions by the Ramsey Property Group for the Central North Local Centre to be moved into the Creamery Road precinct are not supported. The Northern and Western Geelong Growth Areas Framework Plan on pages 238-39 shows this centre located on the intersection of Ballarat Road and Ballan Road. The ultimate location of the centre will be subject to further assessment during the precinct structure planning process.
152. Council agrees with the submissions of the McCann Family as stated above. Council will also add the indicative Specialised Activity Centre (Western Growth Area) to the Geelong Retail Centre Hierarchy map.

153. Also, to avoid confusion and ensure consistency in the Strategy, all Northern and Western Geelong Growth Area centres will be described as 'Neighbourhood Activity Centres' (not as a 'Local Centre' – which were the names given to the centres as part of the initial economic assessment associated with the Northern and Western Geelong Growth Areas Framework Plan).

### **Clause 21.19 and Clause 22.03 drafting**

*What is the issue?*

154. A number of submissions seek changes to the proposed local planning policy provisions.
155. Submissions from Kaufland, Ramsey Property Group and Shell Road Developments say that the proposed Clauses 21.19 and 22.03 are inflexible and onerous.
156. ALDI requested inclusion of a policy statement to encourage diversity and competition between different sized supermarkets at the sub-regional and neighbourhood activity centre level.
157. Lascorp request to rectify the retail floor space demand for the Leopold Sub-Regional Centre in Table 1 of Clause 21.19.
158. Lovely Banks Development Group request changes to Clause 21.19-2:
- The third dot point under 'General Strategies' should be amended to add the word 'regional' in relation to entertainment and cultural activities being directed to Central Geelong.
  - Amend the third dot point under 'Retail Hierarchy' to add the following sub-point 'the proposal is consistent with an approved precinct structure plan'.
  - Add an additional dot point under Further work as follows: 'Prepare a Framework Plan and Precinct Structure Plans for the Northern and Western Growth Areas to manage the provision of retail centres in these areas.'
159. Westfield Geelong request minor changes to both Clause 21.19 and 22.03.
160. Shell Road Developments request removal of the Clause 22.03 'high impact' v 'low impact' assessment pathways when assessing various forms of proposed activity centres.

161. Kaufland request a review of the drafting of Clause 22.03 to more clearly explain circumstances where out-of-centre development would be acceptable.

Response

162. Inconsistencies in the proposed amendment documentation will be corrected.

163. Council has reviewed the Kaufland request and do not propose to redraft Clause 22.03 to “more clearly annunciate circumstances where out-of-centre development would be acceptable”. Out of centre applications would be considered on their merits and more than likely deemed high impact. This would require the preparation of an economic impact assessment, including a net community benefit assessment.

164. The Lovely Banks Development Group’s requested changes are generally supported. Words will be added to the ‘General’ strategy to support local events in all centres. Council does not consider it necessary to add to the ‘Retail Hierarchy’ strategy to ensure proposals are consistent with an approved precinct structure plan because this issue is addressed under ‘Planned Centres’. Adding a ‘Further work’ provision is not appropriate as the Northern and Western Growth Area centres are indicative only. Further work is only identified for some existing centres where there are opportunities to improve land use and urban design outcomes. Regardless, transition to the Planning Policy Framework will remove ‘Further work’ provisions from the Scheme.

165. The Westfield submission requests a number of changes which are generally not supported. The submission misinterprets the purpose of the *Supportable Retail Floor Space Guidelines to 2036* table. The purpose of the table is not to prevent an expansion of floor space for any individual centre but to forecast when (and by how much) there will be sufficient retail demand to grow a centre. Centre expansion is supported where the role and function of the centre continues to comply with the Geelong Retail Centre Hierarchy.

166. Council has reconsidered the strategy to locate new centres within a 400 metre walking distance to residential zoned land. The designated distance has not been consistently applied across the proposed scheme provisions and Retail Strategy. Council agrees to change the distance to 800m for all retail centres. Council also agrees to delete the preamble ‘Where a permit is required for use’... at Clause 21.19-3 ‘Retail Hierarchy’ strategy second dot point.

167. Overall, the proposed new clauses are not considered to be inflexible or onerous.

168. There are also proposed changes that are not the result of submissions but further review by Council officers. These changes are:

1. Removal of Table 1 *Supportable Retail Floor Space Guidelines to 2036* from Clause 21.19. Having considered the submissions it appears that the intent and use of the guidelines is confusing. As discussed above, the guidelines indicate which centres could sustain floor space growth due to population growth, not that a centre can only grow to the amount specified in the table. The guidelines may serve lesser purpose given the requirement for an economic impact assessment to demonstrate whether growth could be supported within a centre. Furthermore, the guidelines are a snap shot in time and would be difficult to keep up-to-date.

The guidelines will be retained in the Retail Strategy which is proposed to be a background document in the Scheme. The information should remain available for decision-makers and investors seeking direction or understanding about a retail centre.

2. A provision has been added to Clause *21.19-3 Strategies*, to provide guidance in the assessment of retail applications in the Residential Growth Zone.
3. Change the word “should” to “must” in the Clause 22.03 provision: *Proposals considered low impact should submit an economic impact assessment*. This change brings the provision in-line with the Strategy where on page 65 low impact proposals are required to submit an economic impact assessment.

### **Other submissions - Bell Park Plaza**

*What is the issue?*

169. The owner of Bell Park Plaza at 222 Anakie Road suggests the centre should be classified as a neighbourhood activity centre.

#### Response

170. The Retail Strategy designates the centre as a ‘Dispersed Centre’ on page 170. The centre is constrained, predominately located on commercial 2 zoned land and anchored by an ALDI store. It is located less than 800m from the Bell Post Hill Shopping Centre which is included in the Geelong Retail Hierarchy as a neighbourhood activity centre.
171. Dispersed centres do not form part of the hierarchy and we do not support inclusion of the Bell Park Plaza as a neighbourhood activity centre as part of Amendment C393. Any request to include or expand the centre would need to assess impacts

on the viability of nearby retail centres, notably Bell Post Hill. The Strategy says this centre may be included as a neighbourhood activity centre if it can demonstrate that it will not impact on nearby centres.

## **D. CHANGES TO THE AMENDMENT DOCUMENTATION**

172. We propose to submit the provisions shown below on Day 1 of the Panel Hearing.

Note: Council will also consider the evidence statement of Mr Szafraniec, particularly where changes to the exhibited Retail Strategy and planning provisions are recommended. Any additional changes will be presented on Day 1 of the hearing.

## 173. Schedule to Clause 34.01 Commercial 1 Zone

DAY 1 COUNCIL PROPOSED CHANGES IN RESPONSE TO SUBMISSIONS  
 CHANGES SINCE COUNCIL DELEGATE'S REPORT HIGHLIGHTED IN YELLOW

GREATER GEELONG PLANNING SCHEME

27/11/2014  
 C269  
 Proposed C393

### SCHEDULE TO CLAUSE 34.01 COMMERCIAL 1 ZONE

Land	Maximum leasable floor area (m2) for office	Maximum leasable floor area (m2) for shop (other than restricted retail premises)
Certificate of Title Vol. 9960 Fol. 950 and Lot 2, Certificate of Title Vol 10982 Fol 810 located at the corner of Princes Highway and Pioneer Road, Grovedale (Waurm Ponds Sub-Regional Activity Centre)	None specified	<del>38,400</del> 35,000 38,300
Corio Shopping Centre, corner Purnell and Bacchus Marsh Road, Corio	None specified	27,400
Newcomb Shopping and Community Centre, Corner of Bellarine Highway and Wilsons Road, Newcomb	None specified	6,000
South west corner of Heyers Road and Burdoc Drive, Grovedale.	None specified	2,650
Meadowdale shopping centre north of the leisure time centre Corio, east of Anakie Road, Corio.	None specified	5,500
2-20 Kingston Downs Drive and rear of 12-19 Ashwood Close, Ocean Grove (north eastern corner of Kingston downs Drive and Shell Road).	None specified	7,500
Bellarine Gateway Plaza, 621-639 and 641-659 Bellarine Highway, Leopold (Leopold Sub-Regional Activity Centre)	None specified	<del>23,000</del> 30,000 30,000
Lara West Neighbourhood Activity Centre	None specified	5,000
Kingston Downs Neighbourhood Activity Centre, Grubb Road, Ocean Grove	None specified	7,650
Armstrong Creek East Precinct Neighbourhood Activity Centre (Warrailly)	None specified	7,700 <del>6,000</del>
Armstrong Creek East Precinct Local Activity Centre	None specified	1,000
Jetty Road Neighbourhood Activity Centre, Drysdale	1,000	6,000
Armstrong Creek West Precinct Neighbourhood Activity Centre	None specified	3,000
Armstrong Creek West Precinct Whites Road Local Activity Centre	None specified	1,000
Armstrong Creek West Precinct Boundary Road Local Activity Centre	None specified	500
Armstrong Creek West Precinct Train Station Local Activity Centre	None specified	1,000

DAY 1 COUNCIL PROPOSED CHANGES IN RESPONSE TO SUBMISSIONS  
 CHANGES SINCE COUNCIL DELEGATES REPORT HIGHLIGHTED IN YELLOW

GREATER GEELONG PLANNING SCHEME

Land	Maximum leasable floor area (m2) for office	Maximum leasable floor area (m2) for shop (other than restricted retail premises)
<del>Barrabool Hills Neighbourhood Shopping Centre (north eastern corner of Province Boulevard and Stoneleigh Crescent Highton)</del>	None specified	3,895
Armstrong Creek Town Centre Precinct 1 (Sub-Regional)	None specified	40,000
Armstrong Creek Horseshoe Bend Precinct North East Neighbourhood Activity Centre	None specified	7,000
Armstrong Creek Horseshoe Bend Precinct Southern Local Activity Centre	None specified	1,000
Armstrong Creek Horseshoe Bend Precinct Western Local Activity Centre	None specified	1,000

## 174. Clause 21.19 Activity Centres

DAY 1 COUNCIL PROPOSED CHANGES IN RESPONSE TO SUBMISSIONS  
CHANGES SINCE COUNCIL DELEGATE REPORT HIGHLIGHTED IN YELLOW  
GREATER GEELONG PLANNING SCHEME

### 21.19 Activity Centres

DD/MM/YYYY  
Proposed C393

#### 21.19-1 Key Issues and Influences

DD/MM/YYYY  
Proposed C393

The City of Greater Geelong is forecast to experience significant population growth increasing the demand for new and expanded retail services.

Retail centres should contribute to the vibrancy and attractiveness of suburbs and townships.

The City of Greater Geelong has a number of retail centres, but not all of these centres form part of the Geelong Retail Centre Hierarchy identified at Clause 21.19-5.

A 'retail centre' is defined as:

Any place where retail transactions take place for household goods and services and where one or more of the following conditions apply:

- The retail activity is lawful under all relevant statutes including the Planning and Environment Act
- The location accommodates at least one shop, and
- The total floor space of the shop(s) exceeds 500sqm.

A place can be a 'retail centre' without being an 'activity centre' which includes a range of other community facilities and services.

A centre which develops without the need for a planning permit for the use, is not automatically included within the Geelong Retail Centre Hierarchy at Clause 21.19-5.

The boundary of all retail centres included within the Geelong Retail Centre Hierarchy is as delineated in the City of Greater Geelong Retail Strategy 2016-2036, November 2018.

The boundary of all other 'retail centres' ~~includes~~ is determined by those contiguous land parcels into which the existing or planned uses might ~~may~~ lawfully be used for the purpose of a 'shop' ~~locate~~ without the need for a Planning Scheme Amendment.

'Edge of centre retailing' means a proposal to use land directly adjoining a retail centre boundary for a 'shop/s'.

'Out of centre retailing' means a proposal to use land for a 'shop/s' where the land is neither in nor adjoining a retail centre and use of the land for a 'shop/s' is not as-of-right.

Retail centres should be easily accessible and conveniently located, minimising the need for, and length of, car trips.

Activity centres support a range of uses including retail, commercial, accommodation, community, cultural, education, social, entertainment, leisure and civic services.

The Geelong Retail Centre Hierarchy identifies the role and function fulfilled by centres of different sizes. The retail hierarchy supports the primacy of Central Geelong as the focus of retail and cultural activity in the region.

Successful shopping centre networks typically feature strong representation from across the 4 retail systems. These systems including fast retail (supermarkets, bottle shops), slow retail (café, deli's), cultural retail (museums and galleries) and restricted retail (hardware, furniture).

Analysis into current retail demand and supply trends in Greater Geelong finds the following:

- Pressure to approve new centres in out of centre locations is expected to continue.
- Demand for additional retail floor space will increase overtime in line with population growth.
- There is sufficient Commercial 2 Zoned land to accommodate future demand for restricted retail uses within Greater Geelong particularly on the Bellarine Peninsula.
- Supermarket and bottleshops dominate retail sales across Geelong.

- Townships on the Bellarine struggle to create a year round retail market relying heavily on the summer tourism period. Improvements in the slow and cultural retailing offer will be important for these locations.
- The 4 retail systems are currently not occurring in retail centres in Geelong particularly in Central Geelong.

Council has planned for the establishment of new activity centres within identified growth locations to meet the needs of future residents.

Increased residential densities in increased housing diversity areas will support the viability of existing retail centres improving walkability and limiting travel times required to access essential day to day services.

The retail hierarchy will be enhanced through high quality urban design and improved pedestrian and public transport accessibility.

Greater Geelong exhibits a number of factors that contribute to an increased vulnerability to problem gambling which requires sensitive consideration of their location.

#### 21.19-2 Objectives

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- To consolidate and strengthen the established Geelong Retail Centre Hierarchy
- To facilitate the development of vibrant and viable retail centres
- To ensure that Central Geelong remains the primary activity centre in the municipality.
- To ensure that new retail development complies with the Geelong Retail Centre Hierarchy included at Clause 21.19-5, and failing this, provides a net community benefit.
- To encourage a competitive supply of goods and services.
- To encourage walkable access to retail and activity centres from residential areas.
- To distribute restricted retail activity across the retail hierarchy.
- To ensure there is a diversity of uses in all centres, particularly in Central Geelong, Town and Sub-regional Centres.
- To encourage retail centres to become activity centres over time.
- To support the expansion of existing centres.
- To ensure new retail centres have direct access to a major road and good access to public transport.
- To limit retail uses in industrial zones.
- To provide an appropriate forward land supply for retail and activity centre development to meet the current and anticipated demand in greenfield locations.
- To avoid the risk of exacerbating problem gambling.

#### 21.19-3 Strategies

##### General

- Encourage a mix of retail, office, cafes, higher density housing, education and community facilities to locate within centres, but particularly Central Geelong, Sub-regional and Town Centres.
- Support accommodation uses above ground level floor space in retail and activity centres subject to appropriate provision of parking and access requirements.
- Direct entertainment and cultural activities to Central Geelong and support local events in other centres.

##### Gaming

- Direct the location of gaming machines to venues that makes gaming accessible but not convenient as detailed in Clause 22.57.

##### Retail Hierarchy

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- Direct new retail development to existing centres, consistent with the role and function described in the Geelong Retail Centre Hierarchy included at Clause 21.19-5.
- Where a permit is required for use, support in centre or edge of centre retail development where it can be demonstrated that there are no adverse impacts on the operation of the Geelong Retail Centre Hierarchy.
- Support the development of new retail centres where it can be demonstrated that:
  - additional floor space cannot be delivered in the existing network of centres;
  - there is demand for additional floor space;
  - the economic impact on a nearby centre is less than 10 per cent; and
  - where a net community benefit can be achieved.
- Direct the location of discount department stores to Central Geelong and sub-regional centres.

**Planned Centres**

- Discourage planned centres in greenfield locations becoming larger than the maximum leasable floor area identified in the schedule to the Commercial 1 Zone, prior to all planned neighbourhood and sub-regional centres establishing, to ensure new communities have timely and convenient access to services.
- Ensure that the use and development of any planned centre is consistent with an approved Development Plan or Precinct Structure Plan.

**Uses**

- Encourage diversity and competition between different sized supermarkets in sub-regional centres and neighbourhood activity centres.
- Encourage new supermarket developments to provide floorspace for other uses.
- Encourage development that supports different forms of fast, slow, cultural and restricted retailing systems within all retail centres, but particularly in Central Geelong.

**Residential Growth Zone land**

- Ensure that retail use and development on residential growth zoned land adjoining an existing centre:
  - can physically connect to the centre or provide new or upgraded infrastructure to provide safe and convenient connectivity to the centre; and
  - is designed and sized to operate without amenity impacts to neighbouring residents.

**Commercial and industrial land**

- Discourage retail use and development in industrial areas unless associated with an industrial use occurring on the land or it can be demonstrated that it will meet the needs of people employed in the area.
- Where a planning application for use is required for a new or expanded supermarket based centre within the commercial 2 and industrial 3 zone, ensure:
  - that the development does not have a significant economic impact on a nearby centre(s) identified within the Geelong Retail Centre Hierarchy and
  - that the centre provides a net community benefit.

**Restricted Retail Uses**

- Direct restricted retail use and development to nominated restricted retail precincts as identified in the Geelong Retail Centre Hierarchy.
- Support the development of smaller scale, higher density restricted retail uses such as homewares within retail and activity centres in preference to identified homemaker precincts.

**Preferred Location**

- Locate new retail centres on sites that have existing or potential future access to public transport.

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- New retail centres should have direct access to a Category 1 or 2 zoned road.
- Locate new centres within an 4800 metre walking distance to residential zoned land, reducing car usage and encouraging walking.

**Design and Layout**

- Encourage the redevelopment of car parking areas for commercial and residential uses where adequate car parking requirements for existing and future development can be achieved.
- Support increased intensity and vertical growth of centres to encourage expansion and to reduce the need to develop new centres.

**Retail Demand**

- Support the use of maximum leasable floor areas in the Schedule to the Commercial 1 Zone, for sub-regional centres and in greenfield locations, and where;
  - the size of a centre needs to be restricted to protect the retail hierarchy, or
  - to encourage the timely delivery of a planned centre.
- ~~Direct development to centres identified in table 1, where demand for floor space has been identified.~~

**Table 1 Supportable Retail Floor Space Guidelines to 2036<sup>2</sup>**

Centre Name	Total floor space including existing, vacant and planned floor space sqm 2016	Total floor space demand sqm 2036	Amount of supportable floor space sqm 2036 <sup>2</sup>
<b>Regional Centre</b>			
Central Geelong	213,300	215,400	+102,100
<b>Sub-regional Centre</b>			
Belmont	44,000	59,600	+15,600
Waurn Ponds	41,800	60,800	+19,000
Corio SC	27,500	42,100	+14,600
Leopold	20,600	34,500	+13,900
Armstrong Creek	40,000	46,700	+6,700
<b>Specialised Centre</b>			
Pakington St	43,100	58,000	+14,900
<b>Town Centre</b>			
Ocean Grove	16,700	19,400	+2,700
Drysdale	15,100	22,800	+7,700
Lara	15,100	20,500	+5,400
Barwon Heads	10,300	11,600	+1,300
Portarlington	7,200	9,600	+2,400
St Leonards	3,300	5,300	+2,000
<b>Neighbourhood Centres</b>			
Shannon Ave (Geelong West)	12,900	17,400	+4,500
Separation Street	6,000	9,100	+3,100
Pakington Street (Newtown)	9,500	13,900	+4,400
Highton	7,100	9,500	+2,400
Newcomb Central	7,400	9,500	+2,100
Geelong East	6,100	9,100	+3,000
Bellarine Village	6,900	9,100	+2,200
Bell Post SC	5,600	7,900	+2,300

DAY 1 COUNCIL PROPOSED CHANGES IN RESPONSE TO SUBMISSIONS  
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Barrabeel Hills Shopping Centre	4,200	5,500	+1,300
Shannon Ave (Newtown)	4,900	6,100	+1,200
Ocean Grove (Marketplace)	5,800	6,700	+900
Vinase Road	2,200	4,700	+1,500
Eyansford	11,800	10,800	-1,000
Grovedale Central	2,700	3,200	+500
Dorothy Street	4,800	2,800	-1,000
Ash Road	1,800	3,100	+1,300
Rosewall	1,700	2,200	+500
Jetty Road	4,200	3,300	-900
Warrally	8,800	16,100	+7,300
Surf Coast Hwy			
Lara West	3,400	4,600	+1,200
Armstrong Creek West	4,700	800	-3,900
Horseshoe Bend North East	3,000	1,500	-1,500
Kingston Downs	7,000	4,300	-2,700
Restricted Retail Centre <sup>Δ</sup>			
Drysdale	3,600	5,000	+1,400
Geelong Gateway	23,600	50,600	+17,000
Waurm Ponds	47,300	76,000	+28,700
Melbourne Rd (Nerlane)	23,600	36,100	+12,300
Melbourne Rd (North Geelong)	14,300	22,200	+7,900
Sinclair St	4,100	7,800	+3,700
Leopold Central	12,300	20,400	+8,100
Armstrong Creek	25,000	24,400	-600

<sup>§</sup>Supportable floor space is defined as all retail uses.

<sup>#</sup>Where the amount of supportable floor space includes a 'minus', the size of this centre already exceeds retail demand.

<sup>Δ</sup>Excludes dispersed Restricted Retail Centres.

#### 21.19-4 Implementation

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These strategies will be implemented by:

##### Using policy and the exercise of discretion

Using the Assessment Criteria for Retail Planning Applications Policy at Clause 22.03.

Using the Gaming Policy at Clause 22.57.

##### Further work

- Prepare Structure Plans or Urban Design Frameworks for Belmont and Waurm Ponds Sub Regional Centres to guide the ongoing development of these centre.
- Prepare a Structure Plan for Pakington Street (Geelong West) and the Gordon Ave Homemaker Precinct. The plan should consider rezoning opportunities and review the role of the Gordon Ave Homemaker Precinct.

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- Prepare a Structure Plan or Urban Design Framework for Separation Street Neighbourhood Centre to facilitate growth of the centre and streetscape improvements.

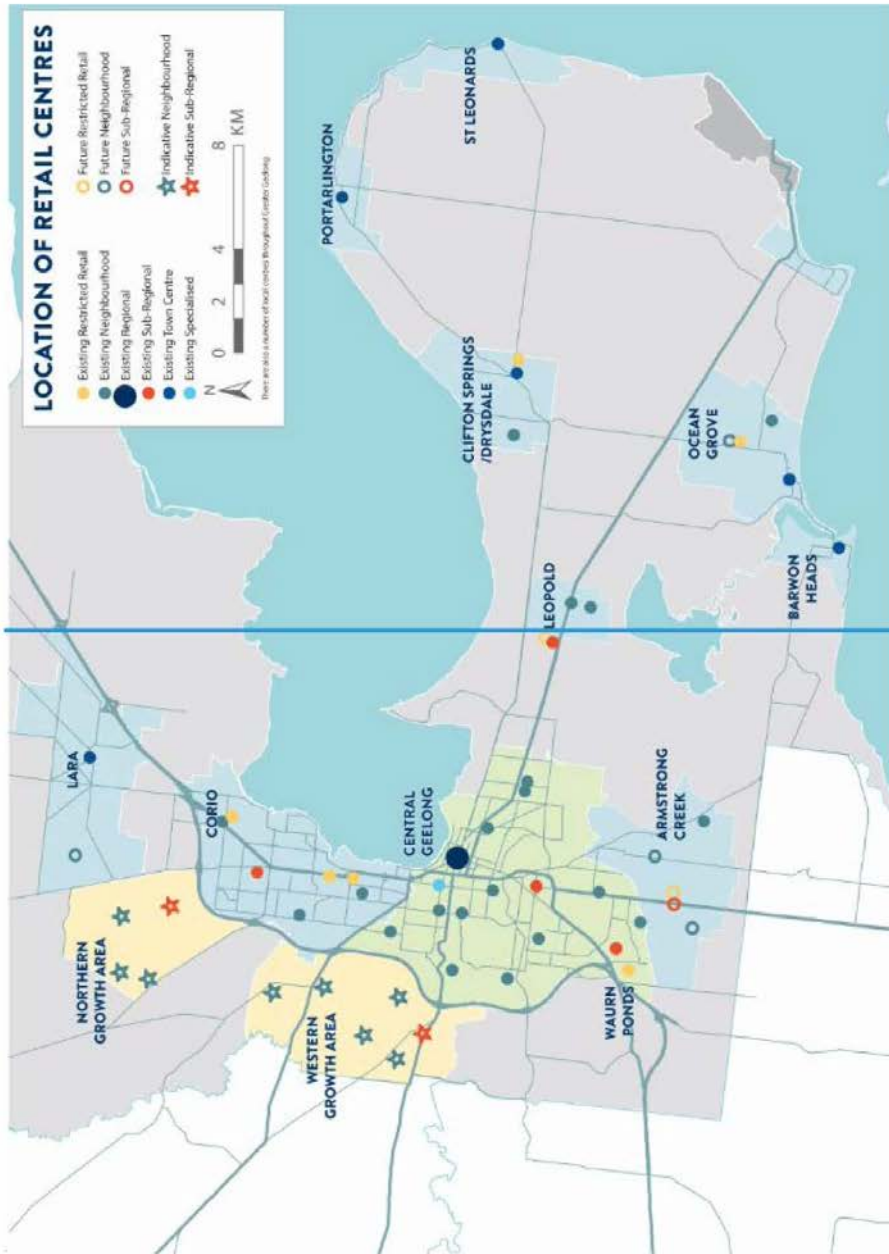
**References**

*Greater Geelong Gaming Policy Framework*, City of Greater Geelong, 2007.  
*Armstrong Creek Town Centre, Precinct Structure Plan, March 2014*  
*City of Greater Geelong Retail Strategy 2016-2036, November 2018*

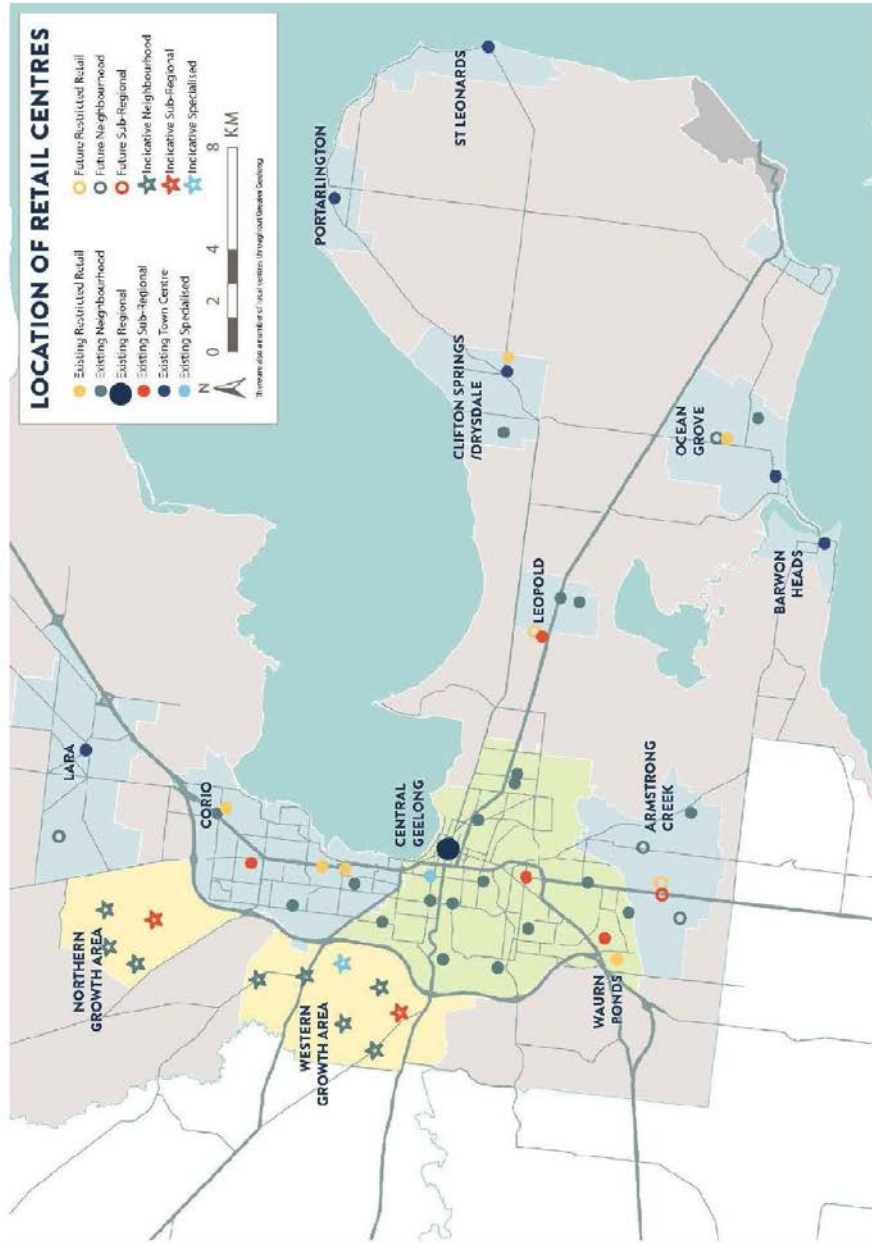
**21.19-5 Geelong Retail Centre Hierarchy**

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Type of Centre	Level in Hierarchy	Indicative retail floorspace range	Centres
Regional	A major retail centre that serves a wide catchment and is anchored by one or more department stores, discount department store(s), supermarket(s), mini major(s) and speciality stores. Often associated with bulky goods adjacent to or near the core retail centre. Provides a full range of retail needs and more successful when associated with entertainment and leisure activities such as cinemas and restaurants or niche retail precincts	More than 100,000 sqm	Geelong CBD
Sub-Regional	A major retail centre that serves a wide catchment (but smaller than a regional centre) and is anchored by one or more discount department stores, supermarket(s), mini major(s) and speciality stores. Because of their smaller size, they have less provision for higher-order activities including full-line department stores, and the range of specialty shopping is less extensive.	15,000 to 60,000 sqm	Belmont, Waurn Ponds, Corio, Leopold, Armstrong Creek
Specialised	More traditional major centres that have grown from strip shopping centres and which are typically located along main arterial routes and/or public transport nodes. Tend to capture niche trade from wider catchments in addition to having an important community role as the focus for retail, civic, and community uses.	15,000 to 60,000 sqm	Pakington Street (Geelong West)
Town Centre	Major community shopping locations providing weekly grocery shopping for the local township in combination with specialty store shopping that also services visitors to the region	2,000 to 20,000 sqm	Ocean Grove, Drysdale, Lara, Barwon Heads, Portarlington, St Leonards

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Type of Centre	Level in Hierarchy	Indicative retail floorspace range	Centres
Neighbourhood	A retail centre that serves a neighbourhood catchment and is anchored by one or more supermarkets plus speciality stores	2,000 to 15,000 sqm	Shannon Ave (Geelong West), Separation St, Pakington St (Newtown), Highton, Newcomb Central, Geelong East, Bellarine Village, Bell Post SC, Barrabool Hills SC, Shannon Ave (Newtown), Ocean Grove (Marketplace), Vines Rd, Fyansford, Grovedale Central, Dorothy St, Ash Rd, Rosewall, Jetty Rd, Warralily, Lara West, Armstrong Creek West, Horseshoe Bend North East, Kingston Downs, Surf Coast Highway
Local	Small groups of shops serving a limited catchment, and typically providing for the daily convenience needs of residents in the surrounding area	Up to 5,000 sqm	Dispersed location across the municipality
Restricted Retail (Homemaker)	A collection of bulky goods stores, generally comprising furniture, white goods, electrical, floor and window coverings, lighting, hardware and related retail operations Can be adjacent to core retail centres or in stand-alone precincts	50,000+	Geelong Gateway, Geelong West, Waurin Ponds, Melbourne Rd (Norlane), Melbourne Rd (North Geelong), Sinclair St, Anakie Rd, Leopold Central, Armstrong Creek

## 175. Clause 22.03 Assessment Criteria for Retail Planning Applications

### DAY 1 - COUNCIL PROPOSED CHANGES IN RESPONSE TO SUBMISSIONS GREATER GEELONG PLANNING SCHEME

#### 22.03 Assessment Criteria for Retail Planning Applications

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This policy applies where a planning scheme amendment or planning permit is required for the use and/or development of land for a new or expanded provision of retail floorspace.

##### Policy Basis

The City of Greater Geelong is forecast to experience significant population growth increasing the demand for new and expanded retail services. It is critical to ensure our community has access to every day services within a 20 minute drive from home. Our retail centres should be encouraged to grow and transition over time to activity centres extending their offer to include uses other than retail.

The Geelong Retail Centre Hierarchy has been established to articulate the role and function fulfilled by centres of different sizes. The retail centre hierarchy can be found at Clause 21.19.

Expanding our existing centres is encouraged over developing new centres in out of centre locations

The expansion of several existing centres in Greater Geelong are constrained particularly at the subregional and neighbourhood centre level. Expansion of these centres should consider opportunities to make better use of at grade car parking areas and expand in a vertical direction.

~~Retail~~ ~~Supermarket-based~~ centres should be within an 4800 metre walking distance to residential zoned land to limit car usage, encourage urban consolidation and better utilise existing infrastructure.

Growth should be directed to the locations identified in Clause 21.19. The amount of growth supportable within these locations will be determined by the application requirements identified within this clause.

A proposal which increases the floor area of an existing centre and remains consistent with the role and function of a centre identified in the Geelong retail centre hierarchy is considered a low impact proposal.

Out of centre development or development which alters the role and function of a centre identified in the Geelong retail centre hierarchy is considered to be a high impact proposal.

New development should provide high quality built form outcomes which are sympathetic to the character of the surrounding area and minimises amenity impacts on nearby sensitive land uses.

##### Objectives

- To ensure that applications or rezoning requests for new and expanded centres establish a demand for such use and demonstrate that there are no adverse impacts on nearby centres or the operation of the retail centre hierarchy.
- To support the viability of centres identified in the retail hierarchy.
- To ensure all high impact proposals provides a net community benefit
- To guide consideration of applications involving an increase in a maximum leasable floor area identified in the schedule to the Commercial 1 Zone,
- To ensure the design and layout of new or expanding centres minimise amenity impacts on surrounding uses and contributes positively to the streetscape and surrounding area.

##### Policy

###### Use applications

It is policy that an application demonstrate if the proposal is low or high impact, based on the following;

- a) Whether the proposal is considered to be in centre, edge of centre or out of centre.

- b) Whether the proposal conforms with the role and function identified in the Geelong Retail Centre Hierarchy as outlined in the table at Clause 21.19-5.

Proposals considered low impact ~~must~~ should submit an economic impact assessment.

Proposals considered high impact must submit an economic impact assessment, including a net community benefit assessment.

#### **Buildings and works applications**

It is policy to:

- Ensure blank walls and loading bays are not adjacent to sensitive land uses and key vehicle and pedestrian accessways to a centre.
- Ensure illuminated signage does not impact on sensitive land uses.
- Ensure new development provides visually interesting and active street frontages where buildings abut the street or a public space.
- Encourage car parking areas to be located to the side or rear of a centre.
- Ensure car parking areas do not visually dominate the front setback area of a centre by providing landscaping including canopy trees.
- Ensure there are safe and convenient pedestrian connections from car parking areas and the surrounding footpath network to the entrance(s) of a centre.

#### **Application Requirements**

##### **Economic Impact Assessment**

The following issues and information are required to be addressed as part of an economic impact assessment:

##### General

- Amount of overall retail floorspace.
- Number of retail tenancies and their floor area.
- All proposed land uses.
- The location and amount of floor space dedicated to shop uses within the development if the centre is listed in the schedule to the Commercial 1 Zone.
- Assessment of any likely impact on existing, planned or approved retail facilities.
- Description of anticipated benefits to the community (whether or not these can be monetised).
- Estimated net employment benefits (if any).

##### Retail Supply

- The existing supply of retail floor space serving the catchment, by type, size, role and function.
- Details of any other proposals for new or expanded retail development in the catchment or beyond, which could have an effect on the proposal, existing centres or planned development.
- Demonstrate how the proposed retail floorspace would fit into the Geelong retail centre hierarchy as detailed in Clause 21.19.
- Demonstrate whether the existing supply of retail floorspace is adequate to meet existing and foreseeable demand levels over a 15 year period.
- Whether there are any existing retail gaps in merchandise/services which the proposal will fill.

##### Retail Demand

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- The need or demand for new or expanded retail floorspace provision to serve the identified catchment, taking into consideration the objectives and strategies contained in Clause 21.19.
- The current catchment population, forecast population and retail spending growth rate for a 15 year period.
- The extent to which the proposal will draw trade from beyond the catchment, and from passing trade.
- Whether the proposed or expanded retail provision would mean an expansion in the size of the catchment of that centre.
- Impacts on the catchment of nearby centres and the effect this may have on centres within those catchments.

Escape Spending

- Estimates of existing levels of escape spending from the catchment.
- Estimates on the share of this escape spending that could reasonably be retained by the proposal.

Impact on Existing Retail Facilities

- Assessment of the expected trading effects on existing or planned retail facilities based on each of the following scenarios; where relevant:
  - The proposal did not go ahead and existing centres in the catchment continue to trade.
  - The proposal is located adjoining an existing nearby centre already identified in the retail hierarchy or
  - Where an out of centre development is proposed, if the centre was approved.
- Demonstration of the extent to which the proposal is expected to lead to an overall improvement in the provision of retail facilities to the catchment population, including the potential for retaining spending that would otherwise escape to other centres.
- Demonstrate that the proposal will improve access to services by reducing travel times for residents.
- Demonstrate that a proposal which results in a development exceeding the maximum floor area specified in the schedule to the Commercial 1 Zone, does not impact on the timing, delivery and viability of other retail centres including planned centres.
- High impact proposals must demonstrate a net community benefit. The assessment must:
  - Establish a realistic outlook of what the floor space growth may be in the catchment, in the absence of the proposal over the coming 15 years (base case).
  - For an out of centre proposal, consider what the costs and benefits to the community are, if the out of centre proposal was to proceed as proposed.
  - Compare the costs and benefits of the proposal against the costs and benefit of the established base case.
  - Quantify and monetise the costs and benefits of the proposal versus the base case
  - As a minimum, the following costs must be considered:
    - Greater motorised travel externalities (air pollution, greenhouse gas emissions, congestion)
    - Reduced consumer surplus (shoppers paying more in vehicle operating costs to achieve similar retail service outcomes).
    - Lost opportunities for more consolidated urban development.

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- Potentially, impacting considerably on competing centres within the planned hierarchy (persistent vacancies, vandalism etc).
- Potential foregone opportunities for co-location of retail services with community uses.
- Potential loss of employment development through displacement of strategic commercial or industrial land.
- As a minimum, the following benefits must be considered:
  - Improved amenity and place quality at the out of centre location achieved through the development
  - Potentially, earlier provision of expanded retail services for the catchment population.

The Responsible Authority may waive any of the above requirements relating to an economic impact assessment.

**Out of centre applications**

An application for an out of centre development must demonstrate:

- Why the proposal cannot be accommodated within an existing centre identified in the retail hierarchy.
- Why the proposal cannot be accommodated on the edge of an existing centre identified in the retail hierarchy.
- That the proposal will not significantly impact on the character and amenity of the surrounding area.
- That the location of the centre will reduce travel times for the community when compared to nearby existing centres with a similar retail offer.
- That the centre has excellent connectivity to the surrounding residential area(s).
- That the proposal will not result in traffic and safety conflicts between cars, trucks and pedestrians external to the site.

**References**

City of Greater Geelong Retail Strategy 2016-36, November 2018

176. Changes to the exhibited City of Greater Geelong Retail Strategy can be viewed [here](#)

# APPENDICES

## Appendix 1 - Authorisation for C393 from the Minister's delegate



Department of Environment,  
Land, Water and Planning

PO Box 103  
Geelong, Victoria 3220  
Telephone: 03 5226 4667  
DX 216048  
[www.delwp.vic.gov.au](http://www.delwp.vic.gov.au)

Mr Martin Cutter  
Chief Executive Officer  
Greater Geelong City Council  
Email address: [pschembri@geelongcity.vic.gov.au](mailto:pschembri@geelongcity.vic.gov.au)

Dear Mr Cutter

### PROPOSED GREATER GEELONG PLANNING SCHEME AMENDMENT C393GGEE

I refer to the council's application for authorisation to prepare an amendment to the Greater Geelong Planning Scheme. The amendment proposes to give statutory effect to the recommendations of the *City of Greater Geelong Retail Strategy 2016-2036* in the Greater Geelong Planning Scheme.

Under delegation from the Minister for Planning, in accordance with section 8A of the *Planning and Environment Act 1987* (the Act), I authorise the council as planning authority to prepare the amendment subject to the following conditions:

1. Update the Schedule to Clause 72.08 to include the *Greater Geelong Retail Strategy 2016-2036* as a Background Document.
2. Amend the references to the future retail centres in the Northern and Western Geelong Growth Areas in the map at Clause 21.19-5.

These centres do not yet form part of the Geelong Retail Centre Hierarchy. The economic analysis in support of these centres has not been tested and they cannot be considered as equal in status to the Armstrong Creek sub-regional centre/neighbourhood centres which were approved via separate planning scheme amendments.

3. Review of Clauses 21.19 and 22.03 to correct typographical errors.
4. The changes proposed to the MSS/LPP must be drafted to take into consideration the Local Planning Policy Framework (LPPF) translation which will be undertaken as part of the Smart Planning program.

The LPPF translation will have the effect of changing the way the local policy is ultimately presented in the planning scheme, by integrating the content into the new Municipal Planning Strategy (MPS) and the Planning Policy Framework (PPF) introduced by Amendment VC148. Council need to ensure that changes to local policy content are drafted with the translation process in mind and consider where the policy content would likely be located in the PPF, ensure there is no duplication with existing PPF policy and if content is better included in another part of the scheme (i.e. an overlay schedule). This will ensure that changes proposed as part of this amendment can be easily translated into the MPS/PPF. Section 6.4 of the *Planning Practitioner's Guide to Victorian Planning Schemes* can assist with this exercise.

The amendment must be submitted to the Minister for approval.

The authorisation to prepare the amendment is not an indication of whether or not the amendment will ultimately be supported.

#### Privacy Statement

Any personal information about you or a third party in your correspondence will be protected under the provisions of the Privacy and Data Protection Act 2014. It will only be used or disclosed to appropriate Ministerial, Statutory Authority, or departmental staff in regard to the purpose for which it was provided, unless required or authorised by law. Enquiries about access to information about you held by the Department should be directed to the Privacy Coordinator, Department of Environment, Land, Water and Planning, PO Box 500, East Melbourne, Victoria 8002.



Please note that [Ministerial Direction No. 15](#) sets times for completing steps in the planning scheme amendment process. This includes the council:

- giving notice of the amendment within 40 business days of receiving authorisation; and
- before notice of the amendment is given, setting Directions Hearing and Panel Hearing dates with the agreement of Planning Panels Victoria. These dates should be included in the Explanatory Report ([Practice Note 77: Pre-setting panel hearing dates](#) provides information about this step).

The Direction also sets out times for subsequent steps of the process following exhibition of the amendment.

The Minister may grant an exemption from requirements of this Direction. Each exemption request will be considered on its merits. Circumstances in which an exemption may be appropriate are outlined in [Advisory Note 48: Ministerial Direction No.15 – the planning scheme amendment process](#).

In accordance with sections 17(3) and (4) of the Act, the amendment must be submitted to the Minister at least 10 business days before council first gives notice of the amendment.

Please submit the amendment electronically using the Amendment Tracking System (ATS).

If you have any further queries in relation to this matter, please contact, Heather Forsyth, Senior Regional Planner, Department of Environment, Land, Water and Planning on (03) 5226 4605 or email [heather.forsyth@delwp.vic.gov.au](mailto:heather.forsyth@delwp.vic.gov.au).

Yours sincerely



**Kim McGough**  
Manager – Barwon South West  
Regional Planning Services

22/03/2019

## Appendix 2 – Emails to withdrawn submissions

**From:** Peter Schembri  
**Sent:** Wednesday, 9 October 2019 1:53 PM  
**To:** 'Marcus.Meier@aldi.com.au' <Marcus.Meier@aldi.com.au>  
**Subject:** RE: Greater Geelong Amendment C393 Retail Strategy - ALDI Submission

Dear Marcus

### **Greater Geelong Planning Scheme Amendment C393 (Amendment C393)**

I refer to your correspondence below.

I note you have not requested to be heard by the independent Panel appointed to consider submissions in respect of Amendment C393. However, Council will still be asking the Panel to consider your submission and correspondence because your withdrawal of submission is “conditional” in nature.

Council’s position advanced to the Panel at the hearing in respect of your submission will be generally as outlined in the [Delegated Authority Report of 22 August 2019](#). After the hearing, the Panel will report its independent findings to Council usually within 4-8 weeks of the Panel hearing concluding.

Council must then consider the Panel’s report before deciding whether or not to adopt the Amendment and submit it to the Minister for approval.

Noting this, if you wish to unconditionally withdraw your submission, please advise us of this as soon as possible noting the Panel hearing is scheduled to commence on 28 October 2019.

In the meantime, I invite you to stay informed about the current status of the Amendment and documents tabled with the Panel by visiting:

<https://www.geelongaustralia.com.au/amendments/item/8d6bdad8461219c.aspx>

Regards

**Peter Schembri**  
Senior Strategic Planner

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**From:** [Marcus.Meier@aldi.com.au](mailto:Marcus.Meier@aldi.com.au) [<mailto:Marcus.Meier@aldi.com.au>]  
**Sent:** Friday, 16 August 2019 11:51 AM  
**To:** Peter Schembri <[PSchembri@geelongcity.vic.gov.au](mailto:PSchembri@geelongcity.vic.gov.au)>  
**Subject:** RE: Greater Geelong Amendment C393 Retail Strategy - ALDI Submission

Hi Peter,

Thanks for the email and for taking on board our comments.

Based on your comments below by including our suggestions into your report and subject to that they will be implemented in the final amendment we are withdrawing our submission and seek no representation during the panel hearing.

Kind Regards,

Marcus Meier  
Property Director

**ALDI Stores (A Limited Partnership)**  
Property

60 Swann Drive  
Derrimut, VIC 3026 Australia

**From:** Peter Schembri  
**Sent:** Wednesday, 9 October 2019 2:13 PM  
**To:** 'Nick Clements' <NClements@tract.net.au>  
**Subject:** RE: Greater Geelong Amendment C393 Retail Strategy - Report to Consider Submissions

Dear Nick

**Greater Geelong Planning Scheme Amendment C393 (Amendment C393)**

We note you have already provided your withdrawal of submission on behalf of the McCann Family to the Panel for its records.

We will not be asking the Panel to consider the McCann Family submission at the hearing given the withdrawal was unconditional. However, I do note that Council's position advanced to the Panel at the hearing in respect of the issues raised in the McCann Family submission will be generally as outlined in the [Delegated Authority Report of 22 August 2019](#).

The Panel hearing is scheduled to commence on 28 October 2019. After the hearing, the Panel will report its independent findings to Council, usually within 4-8 weeks of the Panel hearing concluding.

Council must then consider the Panel's report before deciding whether or not to adopt the Amendment and submit it to the Minister for approval.

I invite you to stay informed about the current status of the Amendment and documents tabled with the Panel by visiting: <https://www.geelongaustralia.com.au/amendments/item/8d6bdad8461219c.aspx>

Regards

**Peter Schembri**  
Senior Strategic Planner

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**From:** Nick Clements [<mailto:NClements@tract.net.au>]  
**Sent:** Friday, 6 September 2019 10:00 AM  
**To:** Peter Schembri <[PSchembri@geelongcity.vic.gov.au](mailto:PSchembri@geelongcity.vic.gov.au)>  
**Cc:** John Pelchen <[mccanngroup@bigpond.com](mailto:mccanngroup@bigpond.com)>; Sophie Malakellis <[SMalakellis@tract.net.au](mailto:SMalakellis@tract.net.au)>  
**Subject:** RE: Greater Geelong Amendment C393 Retail Strategy - Report to Consider Submissions

Hi Peter

Please refer to the attached correspondence in relation to Amendment C393.

Whilst we appreciate that a Directions/Panel Hearing is already in motion, the McCann Family wish to confirm the withdrawal of their submission and that they do not intend to be a party at the upcoming proceedings.

Please feel free to call to discuss as required.

Kind regards

**Nick Clements** Principal Town Planner

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**Tract Consultants Pty Ltd** | Landscape Architects | Urban Designers | Town Planners  
39 Gheringhap St, Geelong, Victoria, Australia 3220  
p. 03 9429 6133 d. 03 4216 0416 m. 0413 397 531

**Tract** [www.tract.com.au](http://www.tract.com.au) | [www.tractmedia.com.au](http://www.tractmedia.com.au)

**From:** Peter Schembri  
**Sent:** Wednesday, 9 October 2019 2:15 PM  
**To:** 'Samantha Ramsey' <samantha@ramseypg.com.au>  
**Subject:** RE: Greater Geelong Amendment C393 Retail Strategy - Ramsey Property Group Submission

Dear Sam

**Greater Geelong Planning Scheme Amendment C393 (Amendment C393)**

I refer to your correspondence below.

Your withdrawal of submission will be provided to the Panel for its records only. We will not be asking the Panel to consider your submission given your withdrawal was unconditional. However, I note that Council's position advanced to the Panel at the hearing in respect of the issues raised in your submission will be generally as outlined in the [Delegated Authority Report of 22 August 2019](#).

The Panel hearing is scheduled to commence on 28 October 2019. After the hearing, the Panel will report its independent findings to Council, usually within 4-8 weeks of the Panel hearing concluding.

Council must then consider the Panel's report before deciding whether or not to adopt the Amendment and submit it to the Minister for approval.

I invite you to stay informed about the current status of the Amendment and documents tabled with the Panel by visiting: <https://www.geelongaustralia.com.au/amendments/item/8d6bdad8461219c.aspx>

Regards

**Peter Schembri**  
Senior Strategic Planner

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**From:** Samantha Ramsey [<mailto:samantha@ramseypg.com.au>]  
**Sent:** Sunday, 11 August 2019 1:27 PM  
**To:** Peter Schembri <[PSchembri@geelongcity.vic.gov.au](mailto:PSchembri@geelongcity.vic.gov.au)>  
**Cc:** Jacinta Rivette <[JRivette@geelongcity.vic.gov.au](mailto:JRivette@geelongcity.vic.gov.au)>; Jim Ramsey <[james@ramseypg.com.au](mailto:james@ramseypg.com.au)>  
**Subject:** Re: Greater Geelong Amendment C393 Retail Strategy - Ramsey Property Group Submission

Hi Peter,

Thank you for meeting on Thursday, it was very helpful to talk through the submission.

Based on the below explanation and our discussion on Thursday, please accept this email as confirmation of withdrawal of our submission to the Retail Strategy.

Let me know if you require anything further.

Kindest regards,  
Sam



## Appendix 3 - Response to Strategic Assessment Guidelines

### Why is the Amendment required?

The inaugural City of Greater Geelong Retail Strategy was prepared in 1998 and updated in 2006. The City of Greater Geelong Retail Strategy 2006 is currently referenced in the Planning Scheme and guides the on-going development of the retail sector and retail activity centres in the City.

Since the preparation of the 2006 Retail Strategy the municipality has experienced significant population growth, including the planning and development of new Greenfield communities. The nature and composition of the retail sector has also changed over this time.

Growth in retail floor space is strongly aligned to population growth. As a consequence, Council has prepared a new retail strategy to replace the previous 2006 Strategy. SGS Economics and Planning (SGS) were engaged by Council to undertake a technical analysis of Greater Geelong's retail network in the context of recent retailing trends, land use, population growth and planning policy.

In November 2018 Council adopted a new retail strategy: *City of Greater Geelong Retail Strategy 2016-2036*.

Key findings and recommendations of the adopted Retail Strategy are:

- The retail system in Greater Geelong is sufficient to meet the needs of the existing population but will need to grow to meet future demand for retail services by 2036.
- Most residents in Greater Geelong have convenient access to a retail centre capable of meeting daily retail needs.
- Supports the expansion or redevelopment of existing centres over developing new centres. However the strategy also acknowledges that there will still be demand for new centres, for example, in instances where additional floor space cannot be accommodated in an existing centre or where demand is high enough to support a new centre.
- An additional 465,000 square metres of additional floor space is required over the life of this strategy to meet forecast population growth.
- To support Central Geelong as the premier retail destination within Greater Geelong.
- Demand for restricted retail floor space is high on the Bellarine Peninsula. There is sufficient land already zoned within the three designated restricted retail centres at Drysdale, Ocean Grove and Leopold to meet this demand.
- Areas experiencing high levels of residential growth such as Armstrong Creek, Ocean Grove and Lara have been intentionally planned to allow for new retail centres to establish as the population grows. Additional retail centres are not required in these locations.
- Continue to use Shop floor space caps to restrict the size of a centre. The strategy recommends the removal of floor space caps from smaller and neighbourhood centres, but applied them to sub-regional centres and centres in growth area locations.

- The strategy recommends that a number of changes be made to the Planning Policy Framework.

The Amendment gives effect to the principles and recommendations contained within the 2018 Retail Strategy.

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 Retail Strategy 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, economic and sustainable uses and development of land.

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

The Amendment does not directly impact on land use and development. Any 'on the ground' effects would be considered during a rezoning or planning permit application process.

However, at a policy level, the Amendment has given due regard in the consideration of environmental, social or economic effects in the following ways:

- Provide convenient access to goods and services, minimising the number, and length, of car trips.
- Encourage a competitive supply of goods and services, keeping prices down.
- Encourage walkable access to suppliers of day-to-day essentials.
- Create vibrant and inviting town and neighbourhood centres.
- Maintain an appropriate mix of sub-regional centres, that offer a wide range of retail goods and services.
- Improve and strengthen Central Geelong, acting as a flagship for the commercial and cultural life of Greater Geelong.
- Distribute restricted-retail activity within a hierarchy, with retailers located in centres in a selected number of specialised regional-restricted retail nodes.
- Prepare structure plans or urban design frameworks for centres at Belmont, Waurin Ponds, Pakington Street, Gordon Avenue and Separation Street.

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

Bushfire risk is not a relevant consideration as part of this Amendment.

**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 and Ministerial Direction 11 Strategic Assessment of Amendments as the Explanatory Report includes all requirements to be met.

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 – *Victoria*.

**Clause 11.01-1S Settlement** and **Clause 11.01-1R Settlement (Geelong G21)** outline strategies to promote regional development, including to develop compact urban areas based around existing or planned activity centres to maximise accessibility to facilities and services. Furthermore, strategies should ensure retail, office-based employment, community facilities and services are concentrated in central locations. The important role of Central Geelong is highlighted.

**Clause 11.03-1S Activity centres** seeks to encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres that are highly accessible to the community.

Strategies should:

- Cater for a range of centres that differ in size and function.
- Support the role and function of each centre in the context of its classification, the policies for housing intensification, and development of the public transport network.
- Give clear direction on preferred locations for investment.
- Reduce the number of private motorised trips by concentrating activities that generate high numbers of (non-freight) trips in highly accessible activity centres.
- Support the continued growth and diversification of activity centres to give communities access to a wide range of goods and services, provide local employment and support local economies.

At **Clause 11.03-2S Growth areas** there is direction to implement growth area framework plans, while at **Clause 11.03-4S Coastal settlement** there is support for a network of diverse settlements that provide for a broad range of economic opportunities and services.

The Amendment seeks to reinforce the established hierarchy of retail centres in Greater Geelong. This is an important policy position given the diverse settlement patterns of the municipality – from Central Geelong at the top of the retail hierarchy, to the differing role and function of town centres.

The Amendment supports expansion of existing centres over development of new centres, though new centres are identified in urban growth locations. The *City of Greater Geelong Retail Strategy 2016-2036* finds that all residential development fronts in Geelong are well planned for, with new retail centre locations identified as the population grows.

Other State clauses that are supported by the Amendment include **17.01-1S Diversified economy**, **17.01-1R Diversified economy - Geelong G21** and **17.02-2S Out-of-centre development**. These policies seek to:

- Protect and strengthen existing and planned employment areas and plan for new employment areas.
- Facilitate growth in a range of employment sectors including retail, based on existing and emerging factors – such as the rate of population growth.
- Discourage proposals for expansion of single use retail and commercial facilities outside activity centres.
- Give preference to locations in or on the border of an activity centre for expansion of single use retail and commercial facilities.

### **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 *City of Greater Geelong Retail Strategy 2016-2036* thorough consideration was given to all relevant Council policies, many of which are found in the Municipal Strategic Statement.

**Clause 21.06 Settlement and Housing** says there is an environmental, economic and social imperative to reduce urban sprawl and improve accessibility to urban services, principally by consolidating urban development around places of activity and public transport infrastructure. The policy emphasises that new infill development should be directed to well serviced areas and should be of a high design quality and respond to the locality.

A key strategy at **21.06-3 Urban consolidation** is to maximise housing opportunities in and close to activity centres consistent with their primary commercial and retail role. These areas are identified as ‘increased housing diversity areas’ and the Amendment recognises the important role retail centres play in supporting housing consolidation objectives.

The Amendment continues to up-hold the well-established hierarchy of retail centres in Greater Geelong (**Clause 21.07 Economic Development and Employment**). This is the primary applicable strategic policy, noting the Amendment proposes to extract out the 'retail' policy sections and insert an updated policy in a new Clause 21.19 Activity Centres.

Clause 21.07 contains the following relevant provisions:

#### Key issues and influences

- *The City of Greater Geelong Retail Activity Centre Hierarchy has been established to articulate the role and function fulfilled by centres of different sizes.*
- *The retail hierarchy supports the primacy of Central Geelong as the focus of retail activity in the region.*
- *There is a need to ensure a mix of commercial uses in activity centres.*
- *The retail hierarchy will be enhanced through high quality urban design and improved pedestrian and public transport accessibility.*
- *There is increasing development pressure for sites located away from activity centres, particularly for bulky goods and other large format retail development types that seek large sites with the capacity for significant car parking.*

#### Objectives

- *To facilitate the development of vibrant and viable retail activity centres in accordance with the Geelong Retail Activity Centre Hierarchy included at Clause 21.07-8.*
- *To ensure all major retail developments, and out of centre developments, provide a clear net community benefit.*

#### Strategies

- *Ensure that new retail development is directed to activity centres and is consistent with the role and function described in the Retail Activity Centre Hierarchy included at Clause 21.07-8.*
- *Ensure Central Geelong remains the primary retail activity centre in the G21 Region and the focus of retail activity in the G21 region.*
- *Encourage a mix of retail, office, cafes, entertainment, housing, education and community facilities to locate within activity centres.*
- *Require that applications for new centres establish the retail need for such use and development and demonstrate that there are no adverse impacts on the operation of the retail activity centres hierarchy.*

The Amendment will also replace Local policy **Clause 22.03 Assessment criteria for retail planning applications** with an updated policy. Currently all major retail developments and out-of-centre developments are to provide a net community benefit to be approved. Applications for new centres must prove there is a need and establish that the proposed centre will not negatively impact on the Retail Hierarchy.

Clause 22.03 establishes assessment criteria for retail planning applications, planning scheme amendments and floor space restrictions. The proposed revised policy will continue to apply

where a planning scheme amendment or planning permit application is required for new or expanded provision of retail floor space.

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

The Amendment makes proper use of the Victoria Planning Provisions by using policy to strengthen the role of the Geelong Retail Centre Hierarchy and guide decision making for planning permit applications and requests to rezone land for retail uses.

Clause 34.01 Commercial 1 Zone provides for planning schemes outside of metropolitan Melbourne to specify maximum leasable floor areas for 'Shop' in a schedule. The Amendment will continue to use floor space caps to restrict the size of individual centres. Proposals to expand a centre beyond the size of a cap will require a planning permit for use. Established local and neighbourhood centres have been removed from the Schedule.