

Amendment C395 to the Greater Geelong Planning Scheme

Expert Evidence Statement

Lovely Banks Development Group



mesh

Client	Lovely Banks Development Group
Project	Amendment C395 to the Greater Geelong Planning Scheme
Version	1.0
Prepared By	Chris De Silva
Date Issued	06/11/2019

Copyright © Mesh Urban Planning and Design 2019

This document is subject to copyright. The use and copying of this document in whole or in part, other than as permitted by Mesh constitutes an infringement.

Disclaimer

All professional care has been taken to ensure that the content of this report is current and accurate. However, it is not purported that it is complete, and it is not guaranteed that the content of the report is free from errors. Mesh accepts no liability for error, loss, damages or other consequences arising from reliance on information contained in this report.



Level 2, 6 Riverside Quay, Southbank, VIC 3006

phone. +61 3 9070 1166 **website.** meshplanning.com.au

Statement

Name and Address

Chris De Silva, Executive Director Mesh, Liveable Urban Communities at Level 2, 6 Riverside Quay, Southbank, Victoria 3006.

Qualifications and Experience

I hold a Bachelor of Applied Science (Planning)(Honours) from RMIT University. I have worked as a strategic planner, principally in the field of metropolitan and regional growth area planning for approximately 30 years.

A CV is included at Appendix 1

Area of Expertise

1. I have a broad range of experience in strategic planning and development matters including preparation of numerous growth frameworks of various types including Framework Plans, Precinct Structure Plans, Development Plans and infrastructure contributions plans of various types over the last 30 years.
2. I started my career in a planning consultancy and thereafter was employed by the City of Whittlesea over an extended period (approximately 20 years). At the City of Whittlesea, I occupied various positions including Manager Strategic Planning and Director Planning and Development. After leaving Council I occupied a specialist strategic planning role in a privately-owned development company for a year.
3. I established Mesh in 2009 and have since occupied the position of Director/Executive Director and owner of the company. Mesh acts for a combination of public and private sector clients on a broad range of metropolitan and regional and growth area projects, infill redevelopment projects, urban design of all scales and preparation and implementation of infrastructure funding frameworks including development contributions plans and infrastructure contributions plans.
4. I was a member of the Standard Development Contributions Advisory Committee (SDCAC) that was appointed by the then Minister for Planning. Since being a member of the SDCAC I have provided on-going advice and support to Government to implement the Infrastructure Contributions Plan system including preparation of a draft Infrastructure Contributions Plan for Fishermens Bend.
5. I have prepared numerous expert witness statements principally in relation to growth area planning and delivery and infrastructure planning, funding and delivery.

Other Contributors

There were no other contributors to this report.

Instructions for Scope of Work

I was commissioned by Maddocks on behalf of the Lovely Banks Development Group and asked to complete:

- a) A review of the Amendment documentation as relevant to my field of expertise, with a particular focus on how the Amendment deals with the Northern and Western Growth Areas;
- b) A review of the Settlement Strategy and the Framework Plan as relevant to my field of expertise, with a particular focus on how these documents deal with the Northern and Western Growth Areas;
- c) An evaluation of the Lovely Banks submission as relevant to my field of expertise, including an opinion on the changes sought by Lovely Banks;
- d) An evaluation of the Council-adopted response to submissions;
- e) Any other matters in relation to the Amendment which you consider should be highlighted or considered, as relevant to your field of expertise; and
- f) Review the evidence circulated by others as relevant to my field of expertise.

Completion of Tests or experiments upon which the expert has relied on

No additional tests or experiments have been completed.

Declaration

I have made all the inquiries that I believe are desirable and appropriate and no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.



Chris De Silva

Executive Director

Summary of Opinion

In summary, I am of the opinion that:

1. Metropolitan growth area frameworks (including Precinct Structure Plans) have become increasingly standardised to the extent that they generally contain a predictable spatial arrangement of land uses (particularly in the arrangement of land that is set aside for public purposes) and street cross sections are limited in number and variation.
2. Implementation of metropolitan growth area frameworks (including Precinct Structure Plans) has become increasingly rigid and subject to a broad range of requirements, guidelines and other Council and authority standards.
3. The predictable spatial arrangement of land uses, limited street cross sections and increasingly rigid approach toward implementation is a significant contributor toward the repetitious outcomes that are often encountered in growth areas in Metropolitan Melbourne.
4. Regional areas (including the City of Greater Geelong) contain many desirable examples of positive points of difference in the urban form.
5. Delivery of development outcomes that generate a sense of identity and character should be a central objective of any regional growth area framework.
6. During the process of preparing the Northern and Western Geelong Growth Areas Framework Plan, including the community consultation and the Enquiry by Design process, members of the community and participants at the workshops defined some important preferred outcomes.
7. Some of the important preferred outcomes that were identified included retention of site features and implementation of site responsive urban design, avoidance of repetitious urban form, retention of waterways and incorporation of a connected, walkable open space network, delivery of identifiable, diverse, walkable neighbourhoods with access to local services and facilities, early delivery of community infrastructure and other services and facilities, incorporation of various forms of public transport, provision for local employment and sustainable use of natural resources.
8. The most distinctive site features that have the capacity to positively influence the urban form and remain as enduring features in the northern and western growth areas are the monocline, the quarry, the waterways and some native and other vegetation.
9. Taking into account the scale of the combined growth areas, retention of positive site features alone is not enough to ensure that the urban form will display the characteristics described above.
10. The problematic contemporary growth area planning challenges in terms of urban form include lack of density, height, architectural variation, housing diversity and 'energy' to support a viable public transport and containment.
11. The desire to avoid a repetitious, predictable urban form that incorporates the positive features described in paragraph 7 and identification of methods to overcome or assist in overcoming the problematic contemporary growth area planning challenges formed an

important part of the 'brief' for preparation of the Northern and Western Geelong Growth Areas Framework Plan.

12. During the process of designing the Northern and Western Geelong Growth Areas Framework Plan, considerable effort was directed toward identification of a gesture or linking element that would display the following characteristics:

- an identifiable 'interruption' to the typical urban form;
- the focus of 'energy' associated with the co-location of various types of non-residential land uses and non-standard residential land uses;
- variable in its composition but of sufficient scale to be identifiable across the combined growth areas;
- able to accommodate various forms of public transport;
- ability to interface with key site features to improve its place making potential;
- ability to accommodate large scale street tree planting and other forms of distinctive landscaping;
- ability to be delivered progressively by developers on an equitable basis without over reliance on one or more individual landowners; and
- ability to mature and change over time.

13. Identification of a gesture or linking element that would display the characteristics described above was considered to be particularly important given the scale of the combined growth areas and the significance of the challenges associated with the brief from the community and the implications associated with the problematic contemporary growth area planning challenges in growth areas.

14. The gesture ultimately became known as the 'Clever and Creative Corridor' – Clever and Creative being adapted from Council's broader vision for the City (and used to capture a sense that the corridor was to adopt a contemporary, place based design approach) and corridor being a reflection of its linking function between the growth areas and its general form.

15. The concept and relative importance of the Clever and Creative Corridor (CCC) was tested through the EBD process as its success was considered to be dependent upon three very important pre-conditions:

- **firstly**, an acceptance by service authorities and others including Council's engineers that the CCC must not be burdened by a 'standards' based approach to design – it must be truly creative in its composition;
- **secondly**, an acceptance by service providers that the typical distribution of schools, activity centres and other community facilities would not follow the typical distribution models that have been delivered in metropolitan growth areas and that the deliberate preference was to string the uses along the CCC such that the CCC was energised by their presence allowing the CCC to become the focus for internal movement between neighbourhoods and between the growth areas; and
- **thirdly**, an acceptance by all parties that its composition should be variable to reflect

positive differences between, for example, an activity centre context where its form may be more urban as opposed to where it interfaces with the monocline where the form may vary to emphasise the importance of the changes in grade. Whilst it was considered important for the form to vary, the general functions of the CCC would remain the same.

16. In my opinion, the Northern and Western Geelong Growth Areas Framework Plan can be generally described as a very positive example of a large scale regional planning framework that embeds appropriate recognition of the need to:

- incorporate and respond to positive site features;
- ensure delivery of a distinctive, constructed urban environment via implementation of key structural elements such as the Clever and Creative Corridor and other urban design initiatives that will act in combination to produce the desired urban form; and
- deliver infrastructure in a timely way to meet the needs of the newly emerging communities.

17. Notwithstanding this general view, I am of the opinion that the value of the Framework Plan could be improved via:

- refinement of the proposed location of some of the activity centres to improve their site responsiveness and their role in early delivery of community infrastructure and other services and facilities;
- refinement of parts of the transport network including the alignment of Elcho Road and the Clever and Creative Corridor to be more site responsive and to activate the proposed activity centres;
- recognition that there should be some variability in the configuration of the Clever and Creative Corridor such that it is responsive to existing site features and the planned environment; and
- adoption of larger rather than smaller Precinct Structure Plan areas in the Northern Growth Area.

18. In the context of opinions expressed regarding the value of the Framework Plan and refinement of the location of some of the activity centres, I note that the Northern Growth Area contains a very significant strategic advantage that will have a very significant influence on delivery of the objectives of the Framework Plan – consolidated land ownership.

19. It has been my consistent experience over the last 30 years of growth area planning and implementation that consolidated landownership is the key to elevated success in growth areas – consolidated landownership is the X factor in growth area planning and delivery.

20. Where growth areas contain high levels of land fragmentation, the planning and delivery process can be characterised as:

- overly burdened with 'equity' issues in the distribution of land uses and land that is required to be set aside for public purposes;
- less co-ordinated and often problematic in terms of infrastructure funding and delivery where Council's are required to deliver a greater share of necessary infrastructure often after

it is required;

- less flexible, less creative and less ability or genuine desire to consider alternative design responses; and
- more precise and more 'statutory' in focus via implementation of various requirements and guidelines with a narrow interpretation of 'generally in accordance with'.

21. By contrast, where growth areas contain high levels of consolidated land ownership, the planning and delivery process can be characterised as:

- considerably less burdened with equity issues in the distribution of land uses and land that is required to be set aside for public purposes;
 - significantly more co-ordinated and de-risked in terms of infrastructure funding and delivery where Council's generally deliver significantly less infrastructure and infrastructure can be delivered early and more efficiently by developers;
 - more flexible, more creative and more willingness and ability to consider alternative design responses throughout the life of the project;
 - less precise and more objective based with broader interpretation of generally in accordance with; and
- ability to develop genuine partnerships if appropriate project management processes are adopted.

22. Due to the consolidated land ownership in the Northern Growth Area, Council is presented with a very significant opportunity to maximise the value of the Northern and Western Growth Areas Framework Plan by refining some elements of the plan at this stage and:

- delivering a best practice approach by consolidating and simplifying the Precinct Structure Plan process with a focus on positive objectives rather than restrictive requirements; and
- avoiding the need for preparation of a complex infrastructure funding framework (such as a development contributions plan or an infrastructure contributions plan) and de-risking the infrastructure delivery process by adopting a direct delivery strategy approach in partnership with the developer; and
- reducing the impact on Council and developer resources by reducing the number of Precinct Structure Plans in the Northern Growth Area from 4 to 2.

The Amendment

Who is the Planning Authority

23. The Amendment has been prepared by the City of Greater Geelong (COGG). The COGG is the Planning Authority for the Amendment.

Land affected by the Amendment

24. The Amendment is significant within the COGG and broader metropolitan growth area planning context as the policy components of the Amendment affect all land in the municipality with specific policy affecting the Northern and Western Geelong Growth Areas. The rezoning affects selected properties in Batesford, Bell Post Hill, Fyansford, Hamlyn Heights, Lara, Lovely Banks and Moorabool in the proposed Northern and Western Geelong Growth Areas.

What the Amendment does

25. The Amendment proposes to implement the City of Greater Geelong's Settlement Strategy (2018) and Northern and Western Geelong Growth Areas Framework Plan (2019). The amendment includes policy changes to the Municipal Strategic Statement (MSS) and rezones land in the Northern and Western Growth Areas to the Urban Growth Zone (UGZ).

Specifically, the Amendment seeks to:

- > Amend Clause 21.03 Objectives - Strategies – Implementation to include reference to 21.18 Corio Norlane and 21.20 Northern and Western Geelong Growth Areas.
- > Replace Clause 21.04 Municipal Framework Plan with a new Clause 21.04 to implement the Settlement Strategy through a new Municipal Framework Plan.
- > Replace Clause 21.06 Settlement and Housing with a new clause including objectives, strategies and references to implement the Settlement Strategy.
- > Amend Clause 21.08 Development and Community Infrastructure to update strategies on Transport and Development Contributions to implement the Settlement Strategy.
- > Amend Clause 21.11 Armstrong Creek Urban Growth Area to reflect the role of the Northern and Western Geelong Growth Areas.
- > Amend Clause 21.14 The Bellarine Peninsula to update objectives, strategies, further work and references to implement the Settlement Strategy.
- > Amend Clause 21.16 Anakie to implement the Settlement Strategy by amending objectives and strategies, deleting reference to the Anakie Structure Plan 1996 and replacing the map.
- > Insert a new Clause 21.20 Northern and Western Geelong Growth Areas including new objectives, strategies, references and plans to implement the Northern and Western Geelong Growth Areas Framework Plan.

- > Replace the Schedule to Clause 72.08 Background Documents with a new Schedule that includes the City of Greater Geelong's Settlement Strategy (2018) and Northern and Western Geelong Growth Areas Framework Plan (2019).
- > Rezone areas of land in the Northern and Western Geelong Growth Areas from Rural Living Zone, Farming Zone, Public Park and Recreation Zone and Industrial 1 Zone to Urban Growth Zone.

Settlement Strategy – October 2018

26. According to the Strategy, the Settlement Strategy provides:
 - *an overview of our current settlement and housing policies*
 - *an analysis of population and housing trends*
 - *background information about issues and community aspirations, and*
 - *recommendations designed to help us provide housing for a growing population, while protecting Geelong's unique lifestyle and environmental values.*
27. The Strategy is broad ranging in its analysis based on a relatively detailed assessment of housing needs until 2036 and beyond.
28. As a general comment I am less inclined to place such heavy emphasis on active management of land supply once growth areas have been designated (via sequencing and other methods) however specifically with regard to the Northern Growth Area I note that I have made specific recommendations regarding increasing the size of Precinct Structure Plan areas to achieve best practice and to enable efficient and timely provision of infrastructure.
29. Should these views be supported some minor changes would be required to the Settlement Strategy.
30. With regard to the balance of the Settlement Strategy as it affects the Northern and Western Growth Areas, I note that it is proposed to implement the general strategy directions via introduction of clause 21.20 to the Greater Geelong Planning Scheme.
31. I have made specific recommendations regarding variability in the form of the Clever and Creative Corridor, the number and locations of proposed activity centres and development sequencing that would result in some minor changes to Clause 21.20 should my views be supported.

Involvement of Mesh in preparation of the Northern and Western Growth Areas Framework Plan

32. Mesh was formally engaged by the City of Greater Geelong in December 2016 to assist in the preparation of framework plans for the Northern and Western Geelong Growth Areas (NWGGA).
33. The growth areas were identified in the City of Greater Geelong's G21 Regional Growth Plan (RGP) as appropriate locations to accommodate future growth.
34. Mesh provided Council with a range of services, including planning, urban design, workshop facilitation and graphic support. Mesh's role and tasks involved:
 - > Reviewing existing background and technical reports;
 - > Organisation, facilitation and preparation of communications material for:
 - o the Open House sessions
 - o Enquiry by Design (EbD) workshops
 - o Vision and principles workshops
 - > Preparation of summary documents, including:
 - o Summary brochures for Northern Geelong and Western Geelong Growth Areas
 - o A Background Report Summary
 - o Enquiry by Design Summary
 - > Preparation and review of the draft framework plans (plans only); and
 - > Advocacy to support the project with developers, Councillors and other stakeholders.
35. Mesh prepared draft framework plans for each growth area (that were reviewed and refined by Council) but Mesh did not prepare the NWGGA Framework Plan document.
36. The suite of documents, plans and materials prepared by Mesh in collaboration with the City of Greater Geelong include:
 - > Enquiry by Design Workshop Summary (April 2018)
 - > Workshop materials including mapping
 - > Background Report Summary (May 2018)
 - > Draft Northern and Western Growth Areas Framework Plans (plans only)

Creating Mixed Use, Walkable Neighbourhoods

37. Page 37 of the Northern and Western Growth Areas Framework Plan sets out a series of Urban Development Objectives that are specific to the Northern Growth Area.
38. Each of the specific Urban Development Objectives are relevant to the siting and composition of activity centres and creation of mixed-use walkable neighbourhoods. On that basis planning for and timely delivery of place based, multi-purpose activity centres and in turn creation of mixed use, walkable neighbourhoods is properly described as a very important aspiration of the Northern and Western Growth Areas Framework Plan.
39. During formulation of the Northern and Western Growth Areas Framework Plan activity centres were distributed throughout the Northern and Western Growth Areas taking into account various site conditions, including separation distances from high pressure gas mains, at locations that are central to each 20 minute neighbourhood (generally 1km catchment), with potential to interface with key site features and located on or within close proximity of the intersection of two key transport routes (see Plan 28 on pg 162 of the Northern and Western Growth Areas Framework Plan).
40. According to the Framework Plan (at pages 165 and 166) *the timing, location and scale of the proposed sub-regional centres, and any potential impacts on the existing activity centre network, will be considered and floor space caps applied as part of each precinct structure plan, and Neighbourhood activity centres will be provided and distributed within the growth area to serve neighbourhood catchments up to 10,000 people in a central location. Each neighbourhood town centre with direct interface to the Clever and Creative Corridor. The network includes:*
- *A larger neighbourhood activity centre located in the north-east of the growth area along the monocline ridgeway, with an estimated retail floorspace of approximately 10,000-12,000m², restricted retail space of approximately 5,000m² and non-retail space of approximately 7,000m²;*
 - *Two smaller neighbourhood centres located on the western plateau with an estimated retail floor space of approximately 5,000-7,000m² and non-retail floor space of 2,000-3,000m² each.*
41. Actions N3.1.6, N3.1.7, N3.1.8, N3.1.9, N3.1.10, N3.1.11 relate specifically to the design, composition, role and staged delivery of the sub-regional activity centre and Actions N3.1.12, N3.1.13 and N3.1.14 relate to the design, composition and role of the neighbourhood activity centres (see pgs 165-166 of the of the Northern and Western Growth Areas Framework Plan).
42. Importantly the 'place making' aspirations for the sub-regional activity centre are heavily emphasised as is the likelihood that the sub-regional activity centre will be delivered in the medium term initially as a neighbourhood-sized activity centre. Beyond its initial development as a neighbourhood activity centre, *the sub-regional activity centre will be delivered in a staged approach that allows a seamless and future-proofed transition from neighbourhood to sub-regional scale as part of subsequent precinct structure planning. Extension of the activity centre to a sub-regional activity centre will address the views and landform of the monocline*

escarpment and ridgeway (see Action N3.1.10 pg166 of the of the Northern and Western Growth Areas Framework Plan).

43. In addition to the retail and other floorspace allocations that are set out in paragraph 33 above, pages 232 and 233 contain a more detailed plan of the ***Elcho Road East Precinct Delivery – Elcho Road East Precinct Structure Plan – Northern Geelong Growth Area*** that sets out the infrastructure requirements in relation to Integrated Transport Infrastructure, Waterway Infrastructure and Social Infrastructure.
44. It can be reasonably assumed that the social infrastructure would be delivered adjacent to or within the planned activity centres although the preferred locations for community infrastructure are not nominated on the Framework Plan (save for an indication on Plan 41 - 'Land Suitable for Community Facility – flat topography and larger land parcels').
45. The Lovely Banks submission acknowledges the strategic importance of creation of walkable neighbourhoods but requests changes to the location and number of activity centres to further the objectives of the Framework Plan in relation to creation of walkable neighbourhoods. The requested changes can be summarised as:
- splitting the large north-eastern neighbourhood activity centre into two smaller activity centres (but maintaining the same overall retail and other floorspace allocations) and as a result creation of an additional 'northern' neighbourhood activity centre;
 - relocation of the north-eastern neighbourhood activity centre to a more southerly location;
 - and
 - relocation of the sub-regional activity centre to a more northerly location.

Sub-Regional Activity Centre

46. The sub-regional activity centre is located relatively central to the growth area in a potentially high exposure location on Heales Road but in relatively close proximity to the southern section of the monocline and a north-south section of the Clever and Creative Corridor.
47. Accepting that the Framework Plan location and extent of area of the sub-regional activity centre (as indicated by an asterisk symbol) is somewhat indicative, it is important to acknowledge that the sub-regional activity centre is expected to be designed to incorporate high quality public spaces, walkable main streets, a range of day and night time activities, view lines to the bay and the You Yangs and to respond to the monocline and the Clever and Creative Corridor – see Actions N3.1.6, N3.1.7, N3.1.8 & N3.1.11.
48. I have assessed the alternative location as requested by Lovely Banks with reference to the exhibited Framework Plan, a contour plan and following a site visit in attempt to assess its potential to achieve the specific actions that are contained within the Framework Plan.
49. My general conclusion is that the alternative site can be characterised as an 'in-board' site by comparison to the exhibited position on Heales Road and that the alternative site offers unique conditions that could enrich and enliven the Precinct Structure Plan and Urban Design Framework Plan processes and further the objectives of the Framework Plan beyond the exhibited position.

50. The distinguishing characteristic of the alternative 'in-board' location is the landform which can be generally described as an elevated peninsula that is contained and defined by the alignment of the monocline (see *Figure 1*).
51. Whilst the landform eventually falls away to the south, east and north, the peninsula occupies a substantial area and has very moderate slopes throughout the majority of its upper extent and the adjoining land to the west is reasonably flat.
52. What is striking about the alternative location by comparison to the exhibited location (see *Figures 2 and 3*) is:
- the expansive views that can be gained to the You Yangs to the north, to the east (including the Melbourne skyline) and to the south-east toward the Bay; and
 - the relationship between the elevated peninsula and the lower sections of the monocline that contain the drainage lines/waterways which have tremendous potential to be developed as a linked open space network.
53. In my experience, there is a definite tendency toward nomination of sub-regional activity centres and other higher order activity centres in locations that offer high levels of exposure and access to high order roads and other transport networks as the first priority.
54. While such locations are often able to be developed early with the benefit of passing trade and are usually accompanied by planning and urban design requirements that seek to maximise beneficial land use/ transport relationships and to embed place making as a central objective, often the built form suffers from harsh edges, blank walls, servicing requirements and there is often a lack of identity partially due to the lack of distinguishing and enduring site features.
55. In-board activity centres by contrast however, in my experience, tend to be developed more slowly, over a series of stages and in a more site responsive way.
56. Two such examples that I have had direct experience with are the Epping Plaza Shopping Centre and the Plenty Valley Town Centre.
57. The Epping Plaza shopping Centre is located in a high exposure location on the corner of Epping Road and Cooper Street in Epping whereas the Plenty Valley Town Centre is located in an in-board location on the south side of McDonalds Road in South Morang (see *Figure 4*).
58. Whilst the Plenty Valley Town Centre site was designated well in advance of the Epping Plaza site, the Epping Plaza site benefited from exposure to two main roads and was developed well before the Plenty Valley Town Centre.
59. Due to the absence of positive site features and for other reasons, the Epping Plaza layout adopts a typical car based 'shopping centre' layout whereas when the Plenty Valley Town centre site when it was eventually developed adopted a more site responsive, mixed use approach.
60. Notwithstanding delayed delivery of the Plenty Valley Town Centre it is understood that the centre is now trading very well and is regarded as having a strong sense of place and that prior to its delivery other smaller scale centres including the Stables Shopping Centre and Bundoora Square were relied upon for daily and other needs and services.

61. In this context it has been my experience that in-board sites are more difficult to develop, require greater design care and are likely to be developed more slowly but that they offer more potential to become distinctive and place based in their composition and operation once there is sufficient catchment to support their establishment and staged delivery.

62. Returning to the Framework Plan and the alternative location and the specific actions that are contained within the Framework Plan, the important performance objectives for the sub-regional activity centre that are contained within the Framework Plan (in summary) are set out below:

- solar access
- walkability
- active transport access
- WSUD
- green buildings
- renewable energy
- materials re-use
- minimisation of maintenance
- access to open space and nature
- varied mix of land uses
- safe environment
- vibrant and successful
- high amenity public realm
- safe and accessible pedestrian environment
- pedestrian priority
- active 'main street' frontages
- range of high quality public spaces
- welcoming
- respond to monocline
- staged taking into account impact on other centres
- view lines to the You Yangs and the monocline
- permeable grid of streets
- prioritised access to public transport

63. It is clear that the aspirations for the sub-regional activity centre are generally very high, however in my opinion the substance of the aspirations for the sub-regional activity centre are in relation to its site responsiveness and place making potential, the extent to which it can support active transport and public transport options and finally the extent to which it can attract and support a mix of land uses.

64. The substantive difference between the exhibited location and the alternative location is the elevated, in-board location of the alternative site which adjoins a future linked open space network and which does not share an interface to a proposed arterial road.

65. In terms of place making potential, the exhibited location simply cannot compete with the alternative location due to the ability to capture long distance views and the more direct relationship to the future open space and the monocline.

66. The absence of need to deal with Heales Road (as a planned future arterial road) as the primary frontage also presents a very significant opportunity to avoid arterial roads planning and engineering standards interfering with urban design and place making objectives.
67. The in-board location offers a very important strategic advantage to align the Clever and Creative Corridor to follow and energise an internal main street alignment through the activity centre – an alignment that could capture views to the Bay.
68. The ability to align the Clever and Creative Corridor through the activity centre without the burden of having to deal with arterial road planning and engineering standards via an elevated land form is a significant strategic advantage that is offered by the alternative site (see *Figure 5*).
69. In terms of the composition of activity centres, it is becoming increasingly obvious that the success of activity centres as vital places will be dependent on the extent to which they can offer an experience and the extent to which they can successfully accommodate a range of land uses including community uses and non-standard housing.
70. The emphasis on experience based and mix of land uses is partially due to the challenges associated with retailing and also a reflection of changing expectations regarding what an 'activity centre' should offer as opposed to a 'shopping centre'.
71. In my opinion, the alternative location has enhanced place making potential for the reasons described previously such that if the site features are properly taken into account in the Urban Design Framework process the activity centre could offer a unique experience that could be complemented by housing and other land uses that would benefit from the views and the relationship to the open space network.
72. Accepting that the location that is indicated on the Framework Plan is somewhat indicative and that the plans should be read in conjunction with the rest of the document, the obvious question is whether it is important and/or necessary to amend the Framework Plan at this point or to defer the issue until the Precinct Structure Plan process is commenced.
73. In my opinion, it is important to amend the Framework Plan now due to the obvious emphasis that the document is giving to place making, the relationship to the monocline, attraction of a mix of land uses and the expectation that the sub-regional activity centre will be delivered in stages initially as a neighbourhood centre. The alternative site also offers the opportunity to 'anchor' the town centre and create a main street condition along an alignment of the Clever and Creative Corridor as discussed above.
74. In the instance where the Framework Plan is clearly seeking these outcomes and the alternative 'in-board' site out performs the exhibited location and there is a willingness from the landowner to forgo the arterial road frontage and support the alternative site then I think the Framework Plan should be amended. Amending the Framework Plan prior to approval (which will only require a change in the location of the asterix) will avoid any future uncertainty and energise the Urban Design Framework Plan process as the alternative site is quite unique as a setting for the future sub-regional activity centre.
75. In terms of a separate part of the Lovely Banks submission regarding a potential change to the Precinct Structure Plan boundaries, I do not support the request to include part of the

land to the south (including the sub-regional activity centre site) within the medium term release area in the manner requested however my views about this matter are set out separately following.

Neighbourhood Activity Centres

76. The exhibited Framework Plan designates a 'larger neighbourhood activity centre located in the north-east of the growth area along the monocline ridgeway, with an estimated retail floorspace of approximately 10,000-12,000m², restricted retail space of approximately 5,000m² and non-retail space of approximately 7,000m²' and 'two smaller neighbourhood centres located on the western plateau with an estimated retail floor space of approximately 5,000-7,000m² and non-retail floor space of 2,000-3,000m² each'.
77. The Lovely Banks submission seeks to split the larger neighbourhood activity centre into two lower order neighbourhood activity centres (with no increase retail or other floorspace).
78. The new additional neighbourhood activity centre is proposed to be located in the northern section of the Framework Plan and some adjustment to the location of the exhibited northern activity centre is requested. From this point onwards the centres will be referred to as the 'northern' neighbourhood activity centre (the new activity centre) and the 'central (Elcho Road)' activity centre (the exhibited north eastern activity centre).
79. As exhibited, it was intended that the central (Elcho Road) activity centre would be located relatively central to a 20 minute neighbourhood (generally 1km catchment) (see Plan 28 – Activity Centres).
80. According to the Framework Plan the Elcho Road activity centre is proposed to be located at or near the intersection of Elcho Road and the Clever and Creative Corridor and in proximity to the monocline.
81. Importantly, Plan 28 which shows the locations of the proposed activity centres also indicates areas suitable for delivery of local activity centres – 'local activity centres serve the day-to-day needs of the immediate residential neighbourhood. A local activity centre provides an alternative for residents beyond a comfortable walk to the sub-regional or neighbourhood activity centre'. One such location that is indicated as being suitable for delivery of a local activity centre is to the north of the extension of Patullos Lane.
82. The Lovely Banks proposal is not for delivery of a local activity centre but rather to split the central (Elcho Road) neighbourhood activity centre into two neighbourhood activity centres.
83. The reason for the request is to achieve early delivery of community and other services and facilities to support the first stages of the project.
84. I understand that the Lovely Banks proposal is to commence the project in the vicinity of the intersection of Bacchus Marsh Road and Patullos Road. Whilst this location may not seem the most obvious location at first glance its relevance become more obvious when viewed in relation to the Lara West Precinct Structure Plan area (see Figure 6).
85. With reference to Figure 5, the spatial relationship between the Lara West Structure Plan area and the first stages of the Lovely Banks project becomes clear to the extent that Lovely

Banks and the remainder of the Northern Growth area can be viewed as an extension of the urban area that will commence in Lara West.

86. The Lara West Precinct Structure Plan incorporates provision for an internalised neighbourhood activity centre and other community infrastructure including a State Secondary school and two primary schools.
87. The proposal to split the larger neighbourhood activity centre (where as exhibited it could have accommodated up to two full line supermarkets and other shops and related land uses) would result in a retail floor area limitation that is similar to the other two western neighbourhood activity centres – that is, approximately 5,000m² – 7,000m² which is typically sufficient for one supermarket and other specialty retail shops.
88. More importantly than just splitting the retail floorspace allocation, the Lovely Banks proposal would enable early provision of community infrastructure in the north eastern part of the Framework Plan area.
89. According to the Framework Plan, the Elcho Road East Precinct Structure Plan is intended to incorporate a range of community infrastructure including *2 primary schools, 1 multi-purpose community centre, 1 integrated children's centre, 1 long day child care centre, one health and well being centre, a network of active open space and passive open space, an indoor recreation centre and internal demand for a sub-regional sports reserve and facilities to be provided outside the precinct.*
90. Whilst the locations for this infrastructure are not resolved at this stage it would be conceivable and desirable for this infrastructure to be shared between the two neighbourhood activity centres should the Lovely Banks request be supported.
91. In my experience early delivery of community infrastructure is a very important and highly desirable objective of growth area planning and delivery.
92. Due to the scale of the Lovely Banks landholdings (*see Figure 7*), there is a very real opportunity for the developer to bring forward early provision of community infrastructure. Where the developer has sufficient scale and as a consequence a long-term interest, early delivery can include capital to construct the infrastructure and recurrent funding to operate the infrastructure for an extended period of time well before Council would normally deliver and/or operate the infrastructure.
93. In this context, early provision of community infrastructure is essential not only to meet the needs of the newly emerging community but also as an 'anchor' to create a destination that can assist in supporting early delivery of retail and other uses.
94. The presence of the community infrastructure, retail and other uses in-turn creates a positive context for creation of a neighbourhood that can also include provision for traditional and non-traditional housing.
95. Returning to the emphasis that the Framework Plan puts on place making, I note that the proposed location for the northern activity centre offers very high place making potential due to its elevated location, views to the You Yangs and physical and visual relationship to the linear open space and it offers the potential to extend the value of the Clever and Creative Corridor (*see Figure 8*).

96. Assuming that the retail floorspace provision (and the related land uses) are split between the two neighbourhood activity centres (generally as per the western neighbourhood activity centres) and early delivery is achieved, what is being proposed is delivery of a network of activity centres that would be strung out along the Clever and Creative Corridor with the longer term potential that one of the activity centres would be developed in stages to ultimately become a sub-regional activity centre.
97. The role of the Clever and Creative Corridor is particularly important in this regard as it is the linking element between neighbourhoods where movement between the neighbourhoods is encouraged. In this context I see no particular community benefit associated with the exhibited proposition of a larger neighbourhood centre that may be supported by a local community activity centre for example particularly where the large neighbourhood activity centre is delayed in its delivery.
98. The relevance of this proposition is in my opinion elevated when regard is given to the requested change in location of the central (Elcho Road) activity centre. As described previously the central (Elcho Road) activity centre is located on the Framework Plan at or near the cross intersection of Elcho Road and the Clever and Creative Corridor.
99. As per the previous discussion in relation to the sub-regional activity centre, I would characterise this location as an 'out-board' location where the primary determinants of the location were centrality, exposure to Elcho Road (as a planned arterial road) and the Clever and Creative Corridor and proximity to proposed open space network.
100. What is requested in the Lovely Banks submission is a shift in the location of the activity centre to a more in-board location that is more directly linked (physically and via view-lines) to the proposed open space network and with the potential to embed the alignment of the Clever and Creative Corridor within the activity centre as an active 'main street'.
101. The alternative location is responsive to the topography and offers attractive views to the east (*see Figure 9*).
102. In the exhibited position however the views are far more contained to the view corridor along Elcho Road (*see Figure 10*).
103. What has been presented in association with the alternative 'in-board' location is a proposal to realign Elcho Road and the Clever and Creative Corridor to be more site responsive.
104. In my opinion, the combined impact of the revised in-board location and the proposed changes to the alignment of Elcho Road and the Clever and Creative Corridor are such that the place making potential of the activity centre and surrounds will be enhanced and the value of the linked open space network will be maximised to enable delivery of a true neighbourhood scale, walkable, place based activity centre.
105. Once again as per the sub-regional activity centre discussion, the ability to design the cross section and the land use interface along the Clever and Creative Corridor through the activity centre without the burden of arterial roads planning and engineering standards is a key strength of the alternative location.

106. In this context, I reiterate the earlier conclusion that I drew about the value of 3 activity centres (with the central and northern centres of equal status) being preferable to one larger activity centre being supported by a local activity centre particularly if both of the neighbourhood activity centres accommodate a share of the planned community infrastructure.
107. For the reasons set out in relation to the sub-regional and neighbourhood activity centres, I support the requested changes to the framework plan that are set out in the Lovely Banks submission.
108. I am of the opinion that the requested changes are consistent with the objectives and actions that are contained within the Framework Plan and that the requested changes will enable early delivery of key community infrastructure along with a positive basis to respond to one of the most difficult challenges in growth area planning and delivery – place based design and identity in activity centres.
109. In terms of Council's future involvement in the master planning process and preparation of Urban Design Frameworks for the activity centres, I am of the opinion that the requested changes to the number of activity centres and the revised locations will offer a more positive basis for these processes and as a result Council will be able to participate in a rewarding design and delivery process in co-operation with the developer.

The Clever and Creative Corridor

110. In my opinion Metropolitan growth area frameworks (including Precinct Structure Plans) have become increasingly standardised to the extent that they generally contain a predictable spatial arrangement of land uses (particularly in the arrangement of land that is set aside for public purposes) and street cross sections are limited in number and variation.
111. Implementation of metropolitan growth area frameworks (including Precinct Structure Plans) has become increasingly rigid and subject to a broad range of requirements, guidelines and other Council and authority standards.
112. The predictable spatial arrangement of land uses, limited street cross sections and increasingly rigid approach toward implementation is a significant contributor toward the repetitious outcomes that are often encountered in growth areas in Metropolitan Melbourne.
113. Regional areas (including the City of Greater Geelong) contain many desirable examples of positive points of difference in the urban form.
114. Delivery of development outcomes that generate a sense of identity and character should be a central objective of any regional growth area framework.
115. During the process of preparing the Northern and Western Geelong Growth Areas Framework Plan, including the community consultation and the Enquiry by Design process, members of the community and participants at the workshops defined some important preferred outcomes.
116. Some of the important preferred outcomes that were identified included retention of site features and implementation of site responsive urban design, avoidance of repetitious urban form, retention of waterways and incorporation of a connected, walkable open space

network, delivery of identifiable, diverse, walkable neighbourhoods with access to local services and facilities, early delivery of community infrastructure and other services and facilities, incorporation of various forms of public transport, provision for local employment and sustainable use of natural resources.

117. The most distinctive site features that have the capacity to positively influence the urban form and remain as enduring features in the northern and western growth areas are the monocline, the quarry, the waterways and some native and other vegetation.
118. Taking into account the scale of the combined growth areas, retention of positive site features alone is not enough however to ensure that the urban form will display the characteristics described above.
119. In my opinion, the problematic contemporary growth area planning challenges in terms of urban form include lack of density and height, architectural variation and housing diversity and 'energy' to support a viable public transport and to support containment.
120. The desire to avoid a repetitious, predictable urban form that incorporates the positive features described in paragraph 111 and identification of methods to overcome or assist in overcoming the problematic contemporary growth area planning challenges formed an important part of the 'brief' for preparation of the Northern and Western Geelong Growth Areas Framework Plan.
121. During the process of designing the Northern and Western Geelong Growth Areas Framework Plan, considerable effort was directed toward identification of a gesture or linking element that would display the following characteristics:
- an identifiable 'interruption' to the typical urban form;
 - the focus of 'energy' associated with the co-location of various types of non-residential land uses and non-standard residential land uses;
 - variable in its composition but of sufficient scale to be identifiable across the combined growth areas;
 - able to accommodate various forms of public transport;
 - ability to interface with key site features to improve its place making potential;
 - ability to accommodate large scale street tree planting and other forms of distinctive landscaping;
 - ability to be delivered progressively by developers on an equitable basis without over reliance on one or more individual landowners; and
 - ability to mature and change over time.
122. Identification of a gesture or linking element that would display the characteristics described above was considered to be particularly important given the scale of the combined growth areas and the significance of the challenges associated with the brief from the community and the implications associated with the problematic contemporary growth area planning challenges in growth areas.
123. The gesture ultimately became known as the 'Clever and Creative Corridor' – Clever and Creative being adapted from Council's broader vision for the City (and used to capture a

sense that the corridor was to adopt a contemporary, place based design approach) and corridor being a reflection of its linking function between the growth areas and its general form.

124. The concept and relative importance of the Clever and Creative Corridor (CCC) was tested through the EBD process as its success was considered to be dependent upon three very important pre-conditions:

- **firstly**, an acceptance by service authorities and others including Council's engineers that the CCC must not be burdened by a 'standards' based approach to design – it must be truly creative in its composition;
- **secondly**, an acceptance by service providers that the typical distribution of schools, activity centres and other community facilities would not follow the typical distribution models that have been delivered in metropolitan growth areas and that the deliberate preference was to string the uses along the CCC such that the CCC was energised by their presence allowing the CCC to become the focus for internal movement between neighbourhoods and between the growth areas; and
- **thirdly**, an acceptance by all parties that its composition should be variable to reflect positive differences between, for example, an activity centre context where its form may be more urban as opposed to where it interfaces with the monocline where the form may vary to emphasise the importance of the changes in grade. Whilst it was considered important for the form to vary, the general functions of the CCC would remain the same.

125. The Lovely Banks submission supports delivery of the Clever and Creative Corridor *'LBDG has embraced Council's vision for the Clever and Creative Corridor (CCC) and endorses it with conviction. There is a strong alignment between the Framework Plan and the Group's vision on the founding principles including:*

- *sustainable and resilient*
- *designed for people*
- *creative and prosperous*'. (Lovely Banks submission pg 10)

126. Notwithstanding support for the concept, the lodged submission requests some changes to improve the effectiveness of the CCC. The requested changes include:

- CCC connects the proposed Neighbourhood Centres.
- Walkability of the CCC in the northern areas of the growth area is improved.
- CCC engages and activates key sections of the monocline.
- Greater diversity is allowed for in the physical form of the CCC including opportunities for:
 - Asymmetrical linear open spaces along one side of the CCC.
 - Road sharing of public transport and vehicles including potential public transport only conditions.
 - Compact urban 'main street' conditions.

127. Importantly, the lodged submission also requests that *'diversity that delivers net community benefit should be able to be achieved at Precinct Structure Planning stage'*.

128. As stated previously, I am of the opinion that the combined impact of introduction of the additional neighbourhood activity centre, the revised in-board location of the central (Elcho Road) activity centre and the proposed changes to the alignment of Elcho Road and the Clever and Creative Corridor are such that the place making potential of the activity centre and surrounds will be enhanced and the value of the linked open space network will be maximised to enable delivery of a true neighbourhood scale, walkable, place based activity centres.
129. In this context, in relation to the northern activity centre, I reiterate previous comments that the 'proposed location of the northern activity centre offers very high place making potential due to its elevated location, views to the You Yangs and physical and visual relationship to the linear open space and it offers the potential to extend the value of the Clever and Creative Corridor'.
130. Given the relative importance of the Clever and Creative Corridor, I support the positive extent to which the Framework Plan articulates the role of the CCC and the general intention for the CCC to adopt an interim and ultimate form. I also acknowledge the positive extent to which Council has recognised the value of the Clever and Creative Corridor as a defining element of the Northern and Western Growth Areas.
131. I do consider however that it is important for the Framework Plan to acknowledge that the value of the CCC can be maximised by being site responsive to both existing natural land form conditions such as the monocline and the planned environment including within activity centres where a more urban form may be preferred for example.
132. Inclusion of specific dimensions for the interim and ultimate condition of the Clever and Creative Corridor may be problematic in this regard however inclusion of reference to the dimensions being indicative pending preparation of site responsive design in response to both existing natural land form conditions such as the monocline and the planned environment including within activity centres where a more urban form may be preferred for example would assist the next stages of the process.
133. At this point it is very important to highlight the significance of the Lovely Banks landholdings. The Lovely Banks Development Group currently control approximately 66% of the entire Northern Growth Area (*see Figure 7*).
134. It has been my consistent experience over the last 30 years of growth area planning and implementation that consolidated landownership is the key to elevated success in growth areas – consolidated landownership is the X factor in growth area planning and delivery.
135. Where growth areas contain high levels of land fragmentation, the planning and delivery process can be characterised as:
- considerably less burdened with equity issues in the distribution of land uses and land that is required to be set aside for public purposes;
 - significantly more co-ordinated and de-risked in terms of infrastructure funding and delivery where Council's generally deliver significantly less infrastructure and infrastructure can be delivered early and more efficiently by developers;
 - more flexible, more creative and more willingness and ability to consider alternative design

responses throughout the life of the project;

- less precise and more objective based with broader interpretation of generally in accordance with; and
- ability to develop genuine partnerships if appropriate project management processes are adopted.

136. By contrast, where growth areas contain high levels of consolidated land ownership, the planning and delivery process can be characterised as:

- considerably less burdened with equity issues in the distribution of land uses and land that is required to be set aside for public purposes;
 - significantly more co-ordinated and de-risked in terms of infrastructure funding and delivery where Council's generally deliver significantly less infrastructure and infrastructure can be delivered early and more efficiently by developers;
 - more flexible, more creative and more willingness and ability to consider alternative design responses throughout the life of the project;
 - less precise and more objective based with broader interpretation of generally in accordance with; and
- ability to develop genuine partnerships if appropriate project management processes are adopted.

137. The relevance of this fundamental difference in underlying development conditions must not be underestimated if it is to be used to greatest effect through the next stages of the process such that the planning and delivery process is focussed and enjoyable for all involved to the betterment of the future community.

138. Where there is less need to deal with 'equity' issues and standard planning requirements in the next stages of the planning process, more focussed and creative energy can be directed toward master planning, preparation of urban design frameworks and the design and function of key structural elements such as the Clever and Creative Corridor.

Delivery and Sequencing

139. The Lovely Banks submission requests that *'the development sequencing plan be amended to allow for the integrated delivery of the Monocline parkland and to progress the sub-regional centre planning and early provision of social infrastructure for the wider corridor. Amend action N5.2.3 to provide flexibility for the Heales Road PSP to be delivered in two stages provided significant net community benefit can be demonstrated'*.

140. To give effect to this, the submission seeks an amendment to the development sequencing plan (Plan 40) to identify some of the land on the south side of Heales Road within the 'Medium Term' precinct.

141. Having reviewed the exhibited staging plan I do not support the request that is set out in the Lovely Banks submission given that, if implemented, the change to the staging plan would effectively isolate the fragmented land within the 'Long Term Precinct'. If isolated in

that way the Precinct Structure Plan process would suffer from the absence of a proponent and all of the problematic issues set out in paragraph 130 above.

142. In response to the question of development sequencing however I have reviewed Plan 40 and the requirement to prepare 4 Precinct Structure Plans within the Northern Growth Area.

143. According to the Framework Plan, the four precinct structure plans will deliver the following yields:

- **Elcho Road East – 11,652 persons**
- **Elcho Road West – 11,031 persons**
- **Heales Road West – 14,488 persons**
- **Heales Road East – 10,638 persons.**

144. I have reviewed the yields of the Precinct Structure Plan areas by comparison to recent Precinct Structure Plans within Melbourne's growth areas (see *Attachment 2*).

145. Whilst there is variability in the area and yields of the Melbourne PSPs, the majority are in the range of 20,000-40,000 persons.

146. Irrespective of the potential yields, due to the very high levels of consolidated land ownership Council is presented with a very significant opportunity to maximise the value of the Northern and Western Growth Areas Framework Plan by refining some elements of the Framework Plan at this stage and:

- delivering a best practice approach by consolidating and simplifying the Precinct Structure Plan process with a focus on positive objectives rather than restrictive requirements;
- avoiding the need for preparation of a complex infrastructure funding framework (such as a development contributions plan or an infrastructure contributions plan) and de-risking the infrastructure delivery process by adopting a direct delivery strategy approach in partnership with the developer; and
- reducing the impact on Council and developer resources by reducing the number of Precinct Structure Plans in the Northern Growth Area from 4 to 2;

147. In my opinion, the preferable boundary between the two Precinct Structure Plan areas would be Elcho Road East and West combined and Heales Road East and West combined (see *Figure 12*) to produce the following yields:

- **Elcho Road East and West – 22,683 persons**
- **Heales Road East and West – 25,126 Persons.**

148. Whilst there may be arguments for and against smaller or larger Precinct Structure Plan areas, in my opinion where there is a high order plan in place (such as a Framework Plan or a Corridor Plan) and where there are high levels of consolidated land ownership larger Precinct Structure Plans are preferred.

149. Beyond the question of the size of the Precinct Structure Plan areas, where there are high levels of consolidated land ownership, there is a significant opportunity to adopt best practice in the formulation of the Precinct Structure Plan and to achieve negotiated early provision of key infrastructure.
150. As indicated previously, consolidated land ownership offers a very significant and rare opportunity to de-risk the infrastructure planning, funding and delivery process. In addition to offering the potential for the developer to deliver most of the infrastructure directly when it is required, consolidated land ownership offers the potential to avoid the problematic aspects of the DCP/ICP system including escalating land values, open space and public land equalisation and changing standards of infrastructure provision.
151. Adoption of larger Precinct Structure Plans along with a specific infrastructure delivery strategy will simplify the process and avoid any future risk of delay in provision of land supply for urban purposes. Internal staging (including the potential for land supply on the flatter western part of the Northern Growth Area) can be controlled by the Precinct Structure Plan as required.
152. Adoption of a larger Heales Road Precinct Structure Plan with a significant amount of co-ordinated landownership and a significant amount of highly fragmented land will also ensure that the Precinct Structure Plan is funded and properly prepared when additional land supply is required. Until that time arrives development can take place in the larger Elcho Road Precinct Structure Plan area with the certainty of scale to deliver necessary infrastructure in a timely and effective way with the possibility of multiple development fronts.

Summary of Opinion

In summary I am of the opinion that:

153. Metropolitan Melbourne growth area frameworks (including Precinct Structure Plans) have become increasingly standardised to the extent that they generally contain a predictable spatial arrangement of land uses (particularly in the arrangement of land that is set aside for public purposes) and street cross sections are limited in number and variation.
154. Implementation of metropolitan growth area frameworks (including Precinct Structure Plans) has become increasingly rigid and subject to a broad range of requirements, guidelines and other Council and authority standards.
155. The predictable spatial arrangement of land uses, limited street cross sections and increasingly rigid approach toward implementation is a significant contributor toward the repetitious outcomes that are often encountered in growth areas in Metropolitan Melbourne.
156. Regional areas (including the City of Greater Geelong) contain many desirable examples of positive points of difference in the urban form.
157. Maintenance and/or enhancement of identity and character should be a central objective of any regional growth area framework.
158. During the process of preparing the Northern and Western Geelong Growth Areas Framework Plan, including the community consultation and the Enquiry by Design process, members of the community and participants at the workshops established some important preferred outcomes.
159. Some of the important preferred outcomes that were identified included retention of site features and implementation of site responsive urban design, avoidance of repetitious urban form, retention of waterways and incorporation of a connected, walkable open space network, delivery of identifiable, diverse, walkable neighbourhoods with access to local services and facilities, early delivery of community infrastructure and other services and facilities, incorporation of various forms of public transport, provision for local employment and sustainable use of natural resources.
160. The most distinctive site features that have the capacity to positively influence the urban form and remain as enduring features in the northern and western growth areas are the monocline, the quarry, the waterways and some native and other vegetation.
161. Taking into account the scale of the combined growth areas, retention of positive site features alone is not enough to ensure that the urban form will display the characteristics described above.
162. The problematic contemporary growth area planning challenges in terms of urban form include lack of density, height, architectural variation, housing diversity and 'energy' to support a viable public transport and containment.

163. The desire to avoid a repetitious, predictable urban form that incorporates the positive features described in paragraph 7 and identification of methods to overcome or assist in overcoming the problematic contemporary growth area planning challenges formed an important part of the 'brief' for preparation of the Northern and Western Geelong Growth Areas Framework Plan.

164. During the process of designing the Northern and Western Geelong Growth Areas Framework Plan, considerable effort was directed toward identification of a gesture or linking element that would display the following characteristics:

- an identifiable 'interruption' to the typical urban form;
- the focus of 'energy' associated with the co-location of various types of non-residential land uses and non-standard residential land uses;
- variable in its composition but of sufficient scale to be identifiable across the combined growth areas;
- able to accommodate various forms of public transport;
- ability to interface with key site features to improve its place making potential;
- ability to accommodate large scale street tree planting and other forms of distinctive landscaping;
- ability to be delivered progressively by developers on an equitable basis without over reliance on one or more individual landowners; and
- ability to mature and change over time.

165. Identification of a gesture or linking element that would display the characteristics described above was considered to be particularly important given the scale of the combined growth areas and the significance of the challenges associated with the brief from the community and the implications associated with the problematic contemporary growth area planning challenges in growth areas.

166. The gesture ultimately became known as the 'Clever and Creative Corridor' – Clever and Creative being adapted from Council's broader vision for the City (and used to capture a sense that the corridor was to adopt a contemporary, place based design approach) and corridor being a reflection of its linking function between the growth areas and its general form.

167. The concept and relative importance of the Clever and Creative Corridor (CCC) was tested through the EBD process as its success was considered to be dependent upon three very important pre-conditions:

- **firstly**, an acceptance by service authorities and others including Council's engineers that the CCC must not be burdened by a 'standards' based approach to design – it must be truly creative in its composition;
- **secondly**, an acceptance by service providers that the typical distribution of schools, activity centres and other community facilities would not follow the typical distribution models that have been delivered in metropolitan growth areas and that the deliberate preference was to string the uses along the CCC such that the CCC was energised by their presence

allowing the CCC to become the focus for internal movement between neighbourhoods and between the growth areas; and

- **thirdly**, an acceptance by all parties that its composition should be variable to reflect positive differences between, for example, an activity centre context where its form may be more urban as opposed to where it interfaces with the monocline where the form may vary to emphasise the importance of the changes in grade. Whilst it was considered important for the form to vary, the general functions of the CCC would remain the same.

168. In my opinion, the Northern and Western Geelong Growth Areas Framework Plan can be described as a very positive example of a large scale regional planning framework that embeds appropriate recognition of the need to:

- incorporate and respond to positive site features; and
- ensure delivery of a distinctive, constructed urban environment via implementation of key structural elements such as the Clever and Creative Corridor and other urban design initiatives that will act in combination to produce the desired urban form.

169. Notwithstanding this general position, I am of the opinion that the value of the Framework Plan could be improved via:

- refinement of the proposed location of some of the activity centres to improve their site responsiveness and their role in early delivery of community infrastructure and other services and facilities;
- refinement of parts of the transport network including the alignment of Elcho Road and the Clever and Creative Corridor to be more site responsive and to activate the proposed activity centres;
- recognising that there should be some variability in the configuration of the Clever and Creative Corridor such that it is responsive to existing site features and the planned environment; and
- adoption of larger rather than smaller Precinct Structure Plan areas and.

170. In the context of opinions expressed regarding the value of the Framework Plan and refinement of the location of some of the activity centres, I note that the Northern Growth Area contains a very significant strategic advantage that will have a very significant influence on delivery of the objectives of the Framework Plan – consolidated land ownership.

171. It has been my consistent experience over the last 30 years of growth area planning and implementation that consolidated landownership is the key to elevated success in growth areas – consolidated landownership is the X factor in growth area planning and delivery.

172. Where growth areas contain high levels of land fragmentation, the planning and delivery process can be characterised as:

- overly burdened with 'equity' issues in the distribution of land uses and land that is required to be set aside for public purposes;
- less co-ordinated and often problematic in terms of infrastructure funding and delivery

where Council's are required to deliver a greater share of necessary infrastructure often after it is required;

- less flexible, less creative and less ability or genuine desire to consider alternative design responses; and

- more precise and more 'statutory' in focus via implementation of various requirements and guidelines.

173. By contrast, where growth areas contain high levels of consolidated land ownership, the planning and delivery process can be characterised as:

- considerably less burdened with equity issues in the distribution of land uses and land that is required to be set aside for public purposes;

- significantly more co-ordinated and de-risked in terms of infrastructure funding and delivery where Council's generally deliver significantly less infrastructure and infrastructure can be delivered early and more efficiently by developers;

- more flexible, more creative and more willingness and ability to consider alternative design responses throughout the life of the project; and

- less precise and more objective based in genuine partnership if appropriate project management processes are adopted.

174. Due to the consolidated land ownership in the Northern Growth Area, Council is presented with a very significant opportunity to maximise the value of the Northern and Western Growth Areas Framework Plan by refining some elements of the plan at this stage and:

- delivering a best practice approach by consolidating and simplifying the Precinct Structure Plan process with a focus on positive objectives rather than restrictive requirements; and

- avoiding the need for preparation of a complex infrastructure funding framework (such as a development contributions plan or an infrastructure contributions plan) and de-risk the infrastructure delivery process by adopting a direct delivery strategy approach in partnership with the developer; and

- reducing the impact on Council and developer resources by reducing the number of Precinct Structure Plans in the Northern Growth Area from 4 to 2.



Chris De Silva

Executive Director

Attachment 1



CHRIS DE SILVA

EXECUTIVE DIRECTOR

Chris is highly respected in the planning industry for his ability to conceptualise the strategic merits of any given project.



Chris De Silva has over 30 years experience as a planner, primarily in the specialized field of growth area planning.

Spending 18 years at the City of Whittlesea, occupying the positions of Manager Strategic Planning and Director Planning and Development Chris was broadly responsible for conceptualising and implementing the Whittlesea Growth Areas framework. This process involved in-house preparation of Precinct Structure Plans for each of the growth areas and formulation of integrated transport plans and development contributions plans for the City.

The approach adopted by the City under Chris's guidance culminated in a total of 11 State awards from the Planning Institute of Australia for Planning Excellence and visits from all other growth areas.

EDUCATION

- + Bachelor of Applied Science (Planning)
RMIT University

EMPLOYMENT

- + 2009 - Mesh, Director
- + 2008 - Villawood Properties,
Strategic Development Director
- + 1991 - City of Whittlesea,
Director of Planning and Development
(and formerly Manager Strategic Planning)
- + 1990 - Wilson Sayer Core, Town Planner

KEY PROJECTS

Chris has been the mastermind behind the following key projects:

- + Armstrong Creek West Precinct Structure Plan and Development Contributions Plan, Geelong
- + Wollert Precinct Structure Plan, Whittlesea
- + Davies Hill, Woodend
- + Strathfieldsaye East Development plan, Bendigo
- + Schofields Indicative Layout Plan Urban Design Review, New South Wales
- + Trillium Estate Masterplan, Hume
- + Redstone Hill Masterplan and Town Centre, Sunbury
- + Greenvale Central Precinct Structure Plan and Masterplan, Hume
- + North of the Merri Local Structure Plan, Development Contributions Plan and Development Plan, Warrnambool
- + Crinigans Road Development Plan, Morwell
- + Cross' Road Development Plan, Traralgon



Level 2, 6 Riverside Quay, Southbank, VIC 3006

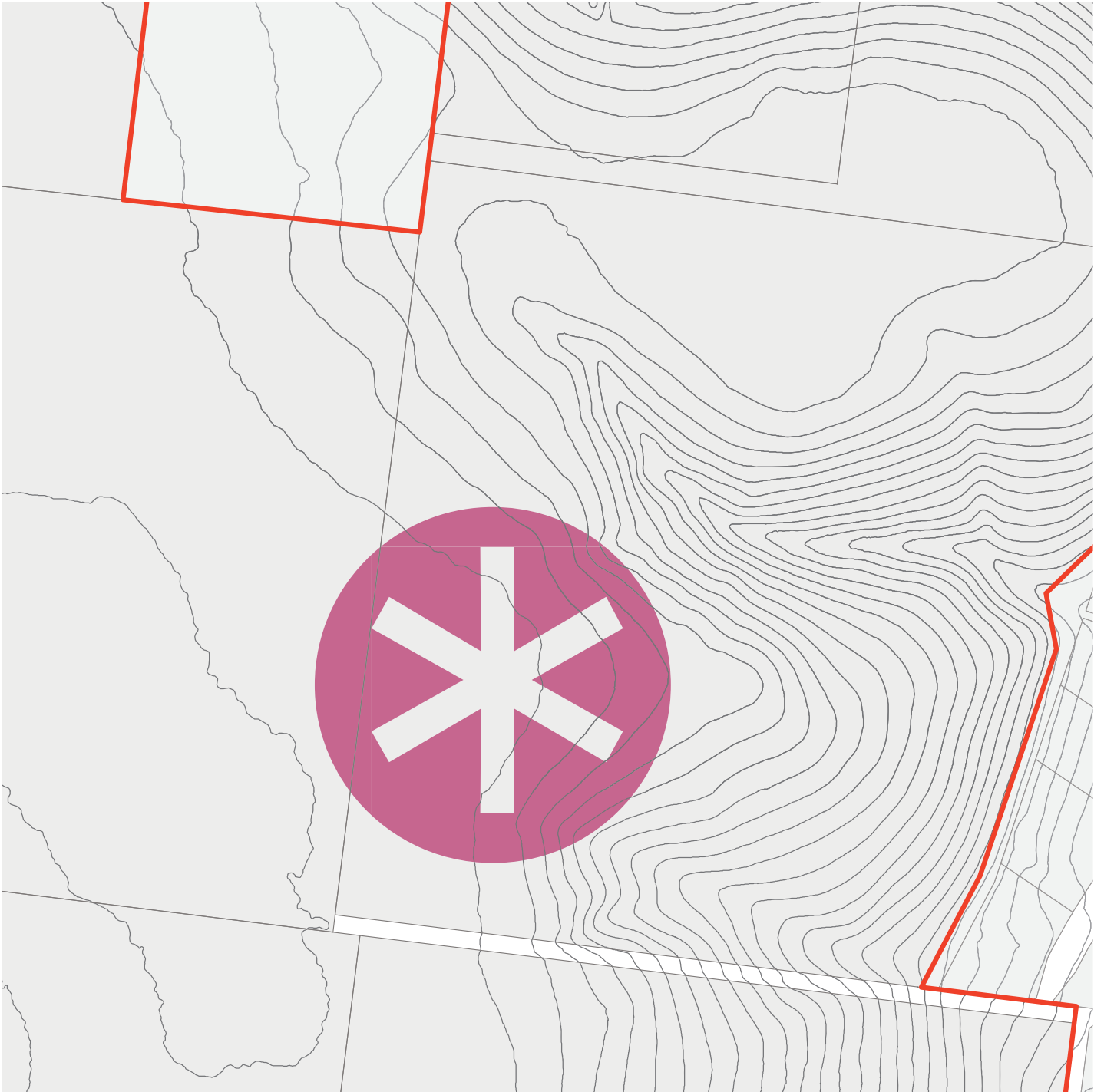
phone. +61 3 9070 1166 website. meshplanning.com.au

Attachment 2

Precinct Structure Plan Summary

PSP name	Basalt/Completed	Gross area (ha)	Net Developable Area (NDA) (ha)	Projected population
Donnybrook-Woodstock Precinct Structure Plan	November 2, 2017	1,788	1,032.78	47,715
Clyde Creek and Casey Fields South Residential Precinct Structure Plans	December 1, 2015	1,154	830.65	38,100
Wollert Precinct Structure Plan	June 6, 2018	1,435	950.88	34,888
Riverdale Precinct Structure Plan	November 1, 2014	1,106	735.2	33,797
Sunbury South Precinct Structure Plan	January 17, 2019	1,798	817.9	32,100
Plumpton Structure Plan	February 1, 2015	1,016	705.48	30,100
Lockerbie Precinct Structure Plan	August 11, 2013	1,121	690	29,000
Tarnett North Precinct Structure Plan	February 19, 2016	1,065	746.22	28,537
Cardinia Creek South (formerly McPherson)	January 17, 2019	932	599.82	28,100
Kororoit Precinct Structure Plan	February 1, 2018	925	517.75	25,800
Truganina Precinct Structure Plan	November 1, 2014	1,089	688.84	25,493
Rockbank Precinct Structure Plan	November 1, 2014	752	463.13	22,800
Mt Atkinson and Tarnett Plains Precinct Structure Plan	Sep-17	1,531	906.63	22,400
Lancefield Road Precinct Structure Plan	January 17, 2019	1,095	529.4	22,000
Merrifield West Precinct Structure Plan	December 10, 2018	724	454.1	20,682
Rockbank North Precinct Structure Plan	November 2, 2012	879	448	20,400
Clyde North Precinct Structure Plan	June 4, 2012	612	432	18,500
Thompsons Road Precinct Structure Plan	December 1, 2014	695	502.52	18,200
Westbrook Precinct Structure Plan	November 1, 2014	597	370.39	16,315
Black Forest Road North Precinct Structure Plan	August 1, 2016	500	336.65	15,643
Black Forest Road South Precinct Structure Plan	October 24, 2014	510	330	14,893
Cranbourne West Precinct Structure Plan	June 6, 2012	791	350	12,580
Lockerbie North Precinct Structure Plan	August 31, 2013	516	296	12,500
Diggers Rest Precinct Structure Plan	June 29, 2012	391	314	11,970
Botanic Ridge Precinct Structure Plan	October 1, 2017	318	241.22	9,640
Beveridge Central Precinct Structure Plan	January 17, 2019	291	227.07	9,489
Minta Farm Precinct Structure Plan	January 17, 2019	285	210.14	8,521
Greenvale Central Precinct Structure Plan	May 10, 2017	208	168.56	7,760
Paynes Road Precinct Structure Plan	September 1, 2016	197	143.67	7,000
Point Cook West Precinct Structure Plan	July 1, 2014	141	106	5,600
Casey Central Town Centre Precinct Structure Plan	December 14, 2016	62	46.95	4,200
Brompton Lodge Precinct Structure Plan	February 1, 2017	112	78.12	4,156
Melton North Precinct Structure Plan	June 1, 2012	106	89	4,000
Alfred Road Precinct Structure Plan	November 1, 2014	91	77.69	3,380
Berwick Waterways Precinct Structure Plan	February 1, 2016	86	57.72	2,586
Toolern Park Precinct Structure Plan	November 1, 2014	107	33.92	1,480
Lincoln Heath South Precinct Structure Plan	March 1, 2016	43	33.16	1,393
Woodlands Precinct Structure Plan	February 6, 2017	32	31.8	210

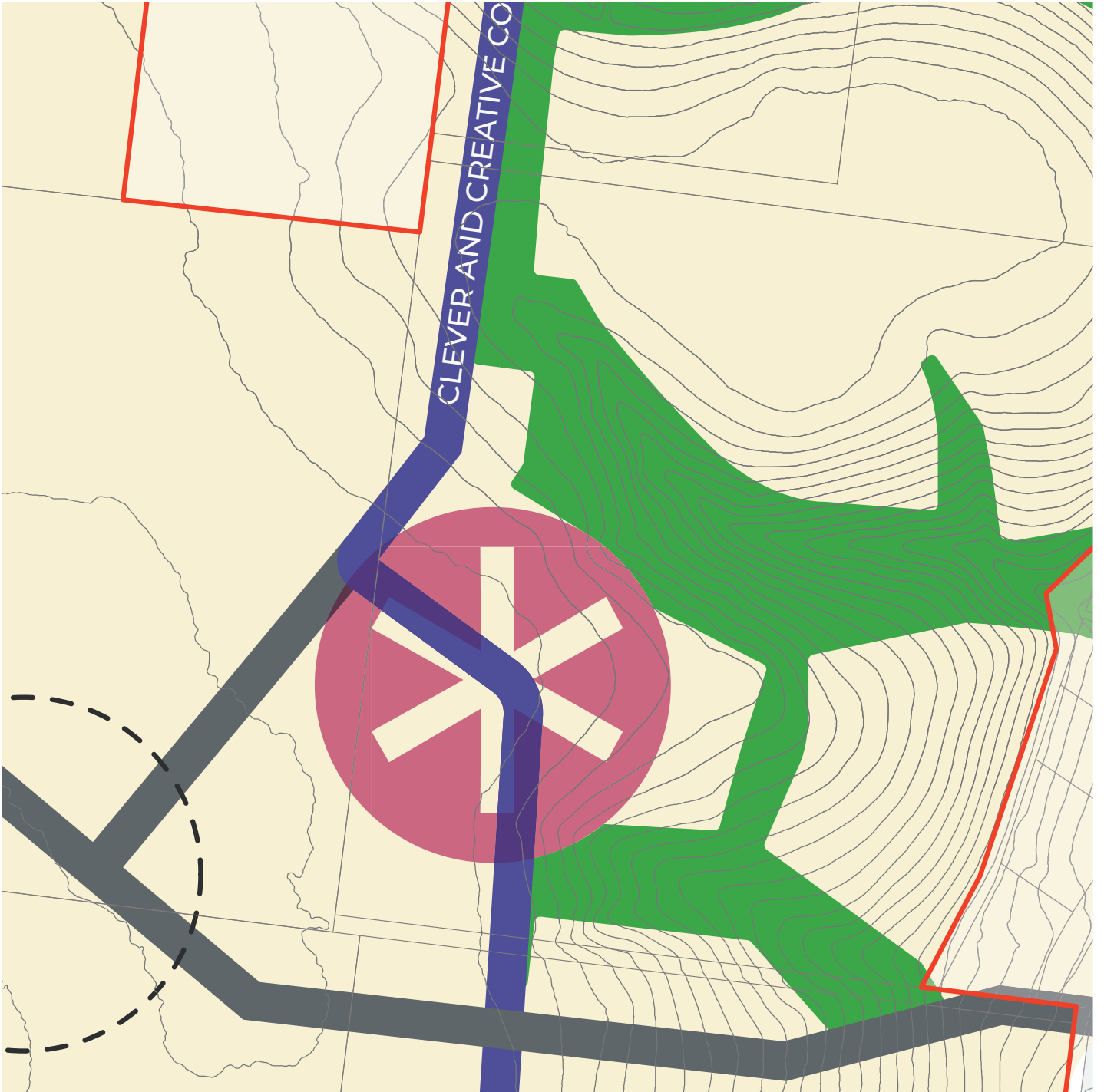
Figures



November 2019

Amendment C395 Panel Hearing

Figure 1- Alternative Sub Regional Activity Centre



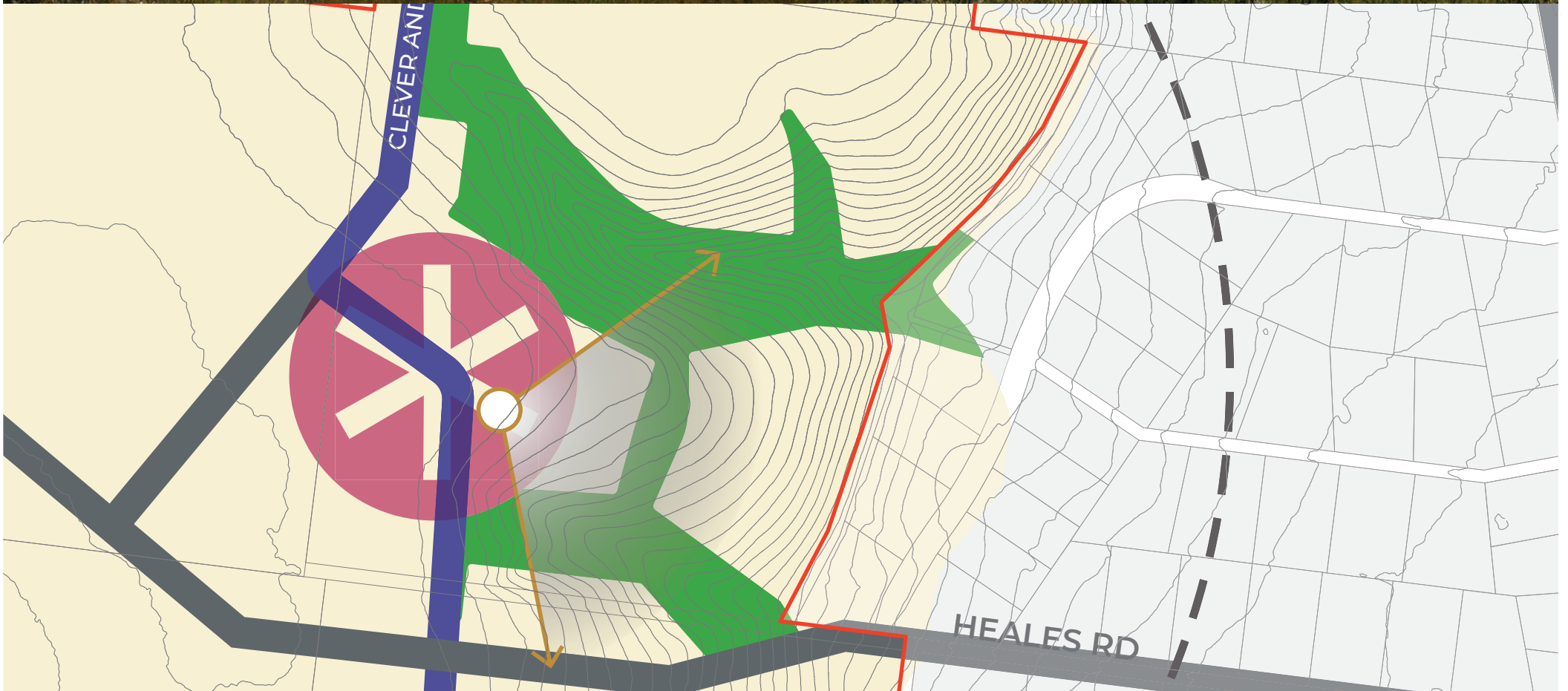
November 2019

Amendment C395 Panel Hearing

Figure 2- Alternative Sub Regional Activity Centre Site



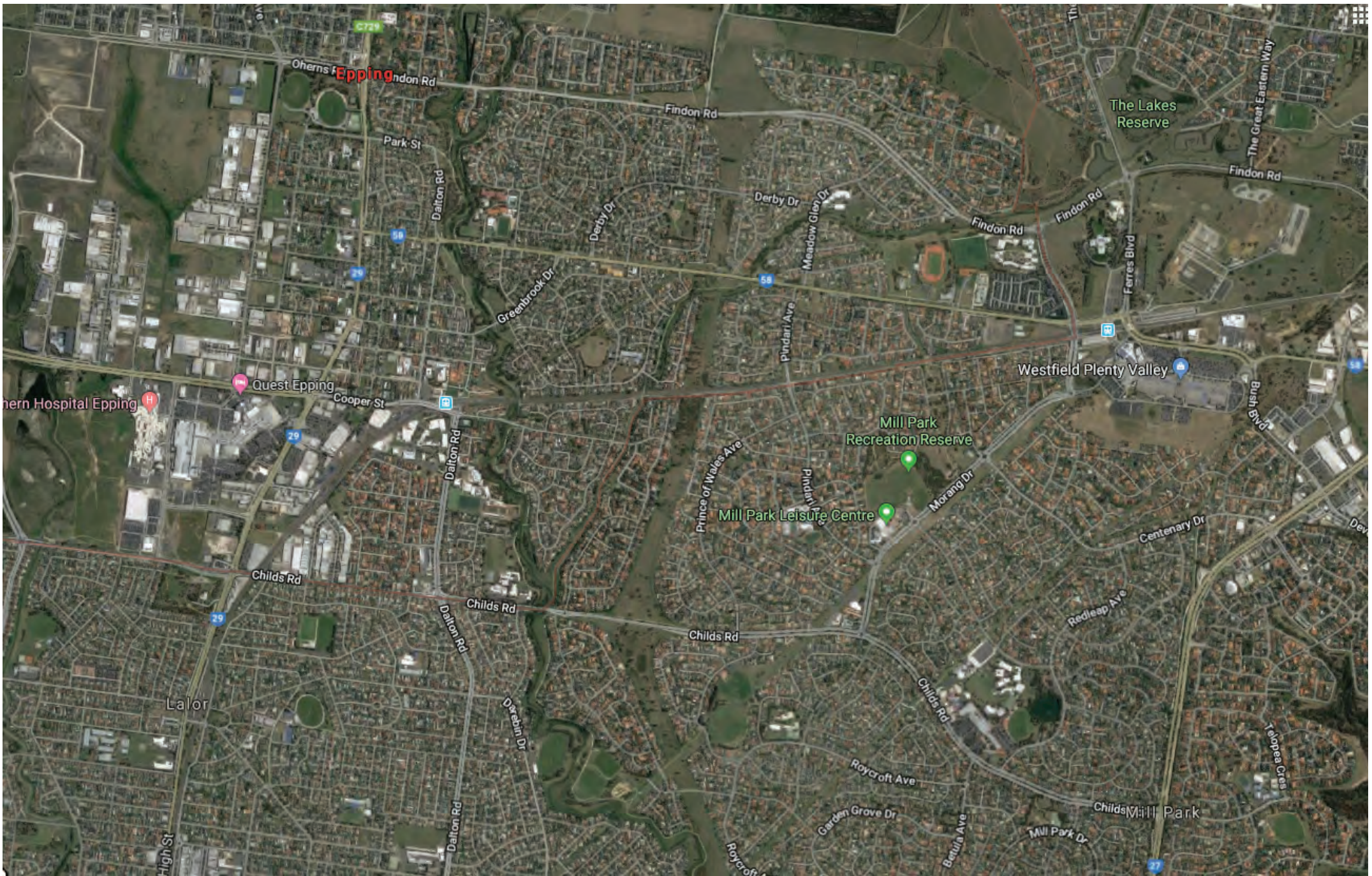
38°02'33.2"S 144°20'13.3"E

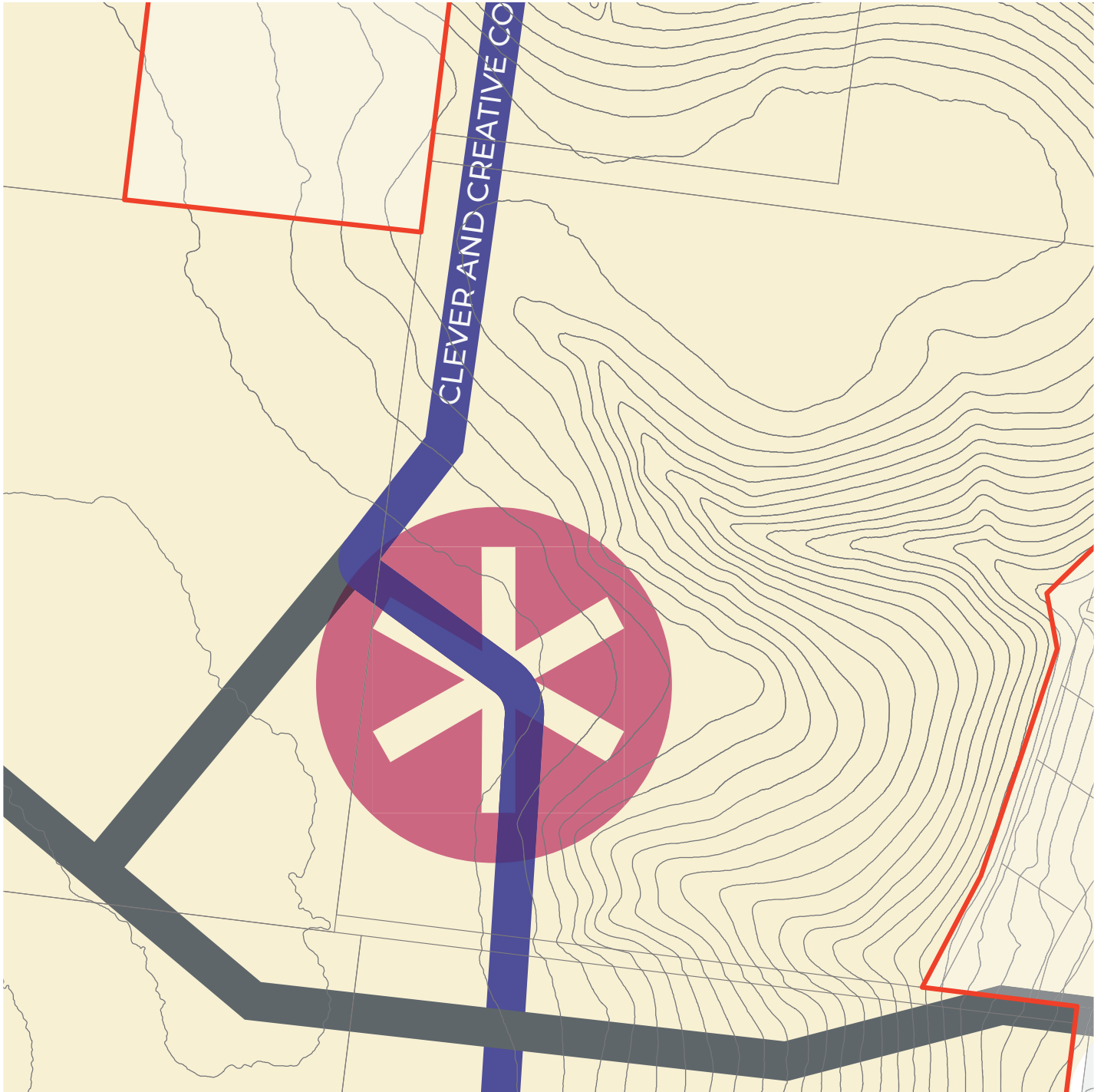


November 2019

Amendment C395 Panel Hearing

Figure 3 - Alternative Sub Regional Activity Centre Site View

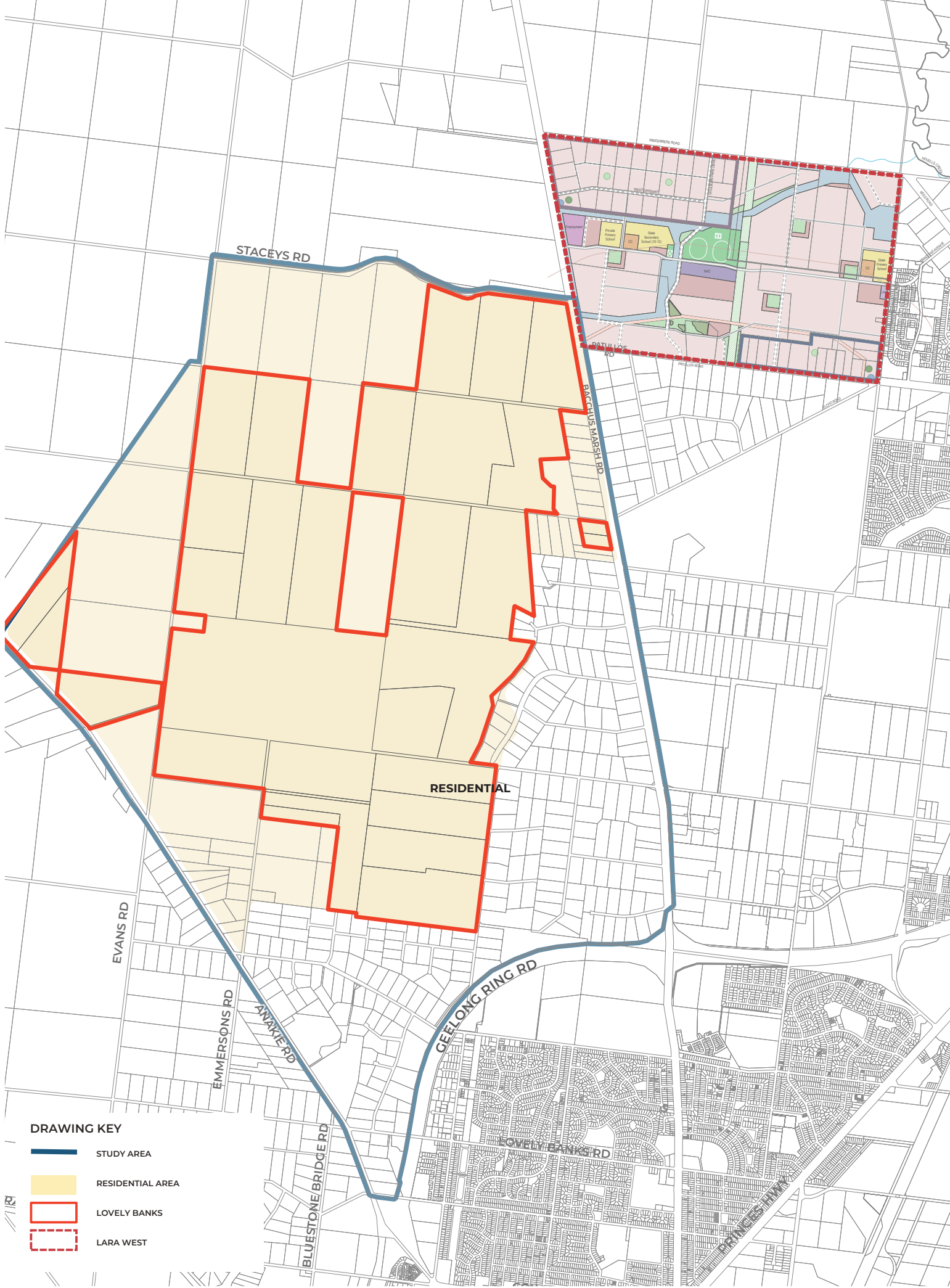




November 2019

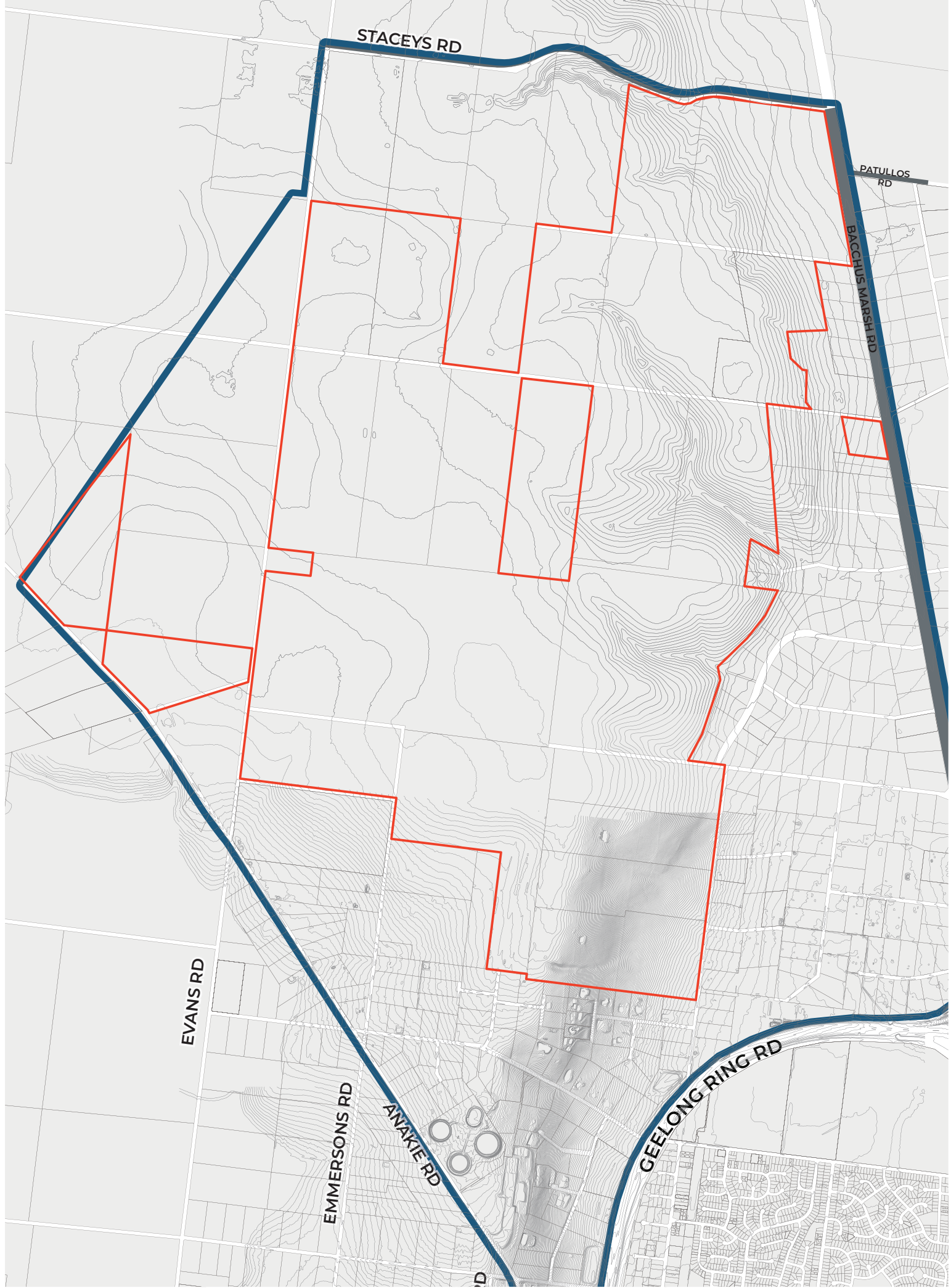
Amendment C395 Panel Hearing

Figure 5 - Alternative Sub Regional Activity Centre
and Clever and Creative Corridor



- DRAWING KEY**
- STUDY AREA
 - RESIDENTIAL AREA
 - LOVELY BANKS
 - LARA WEST



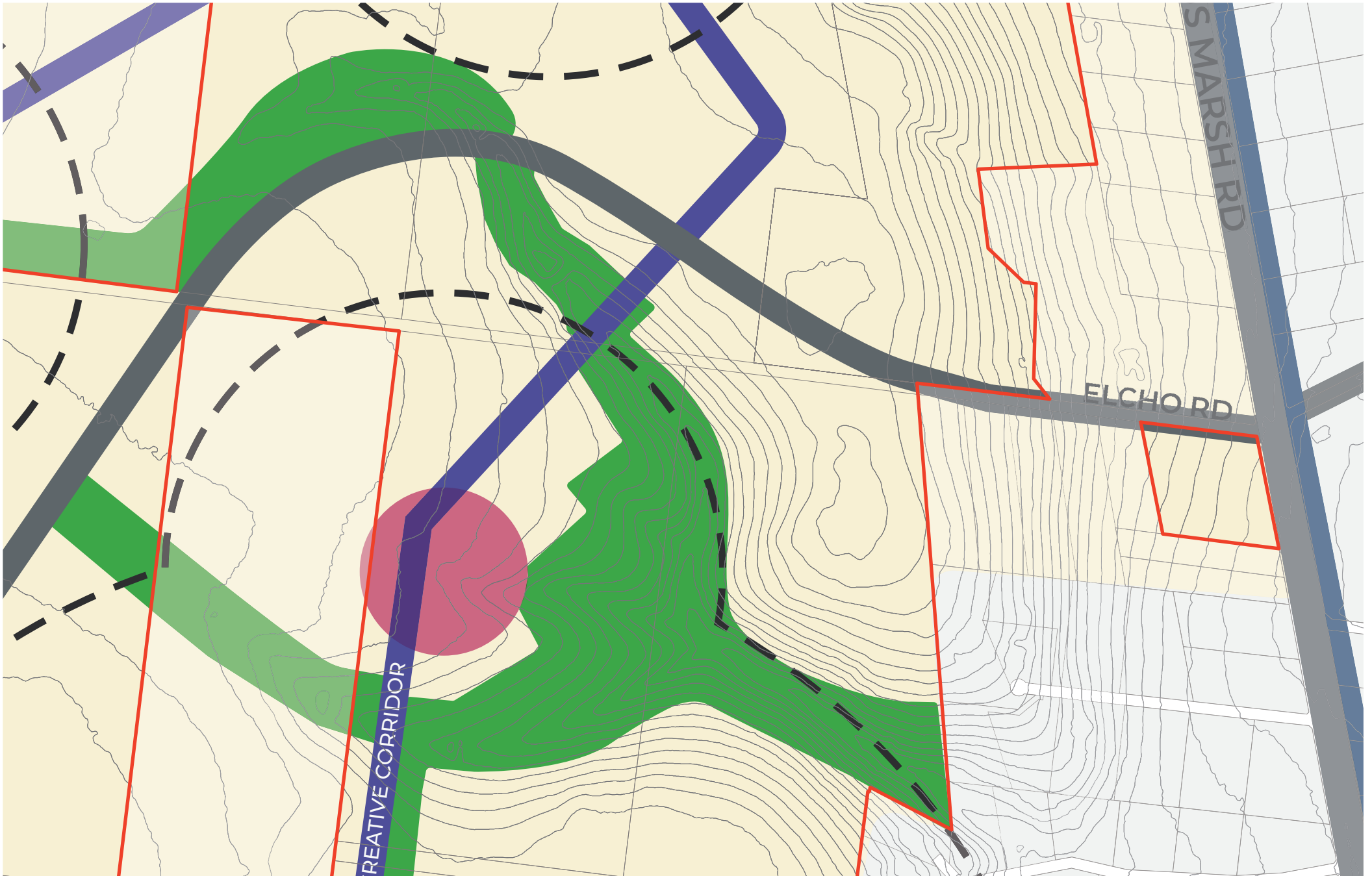




November 2019

Amendment C395 Panel Hearing

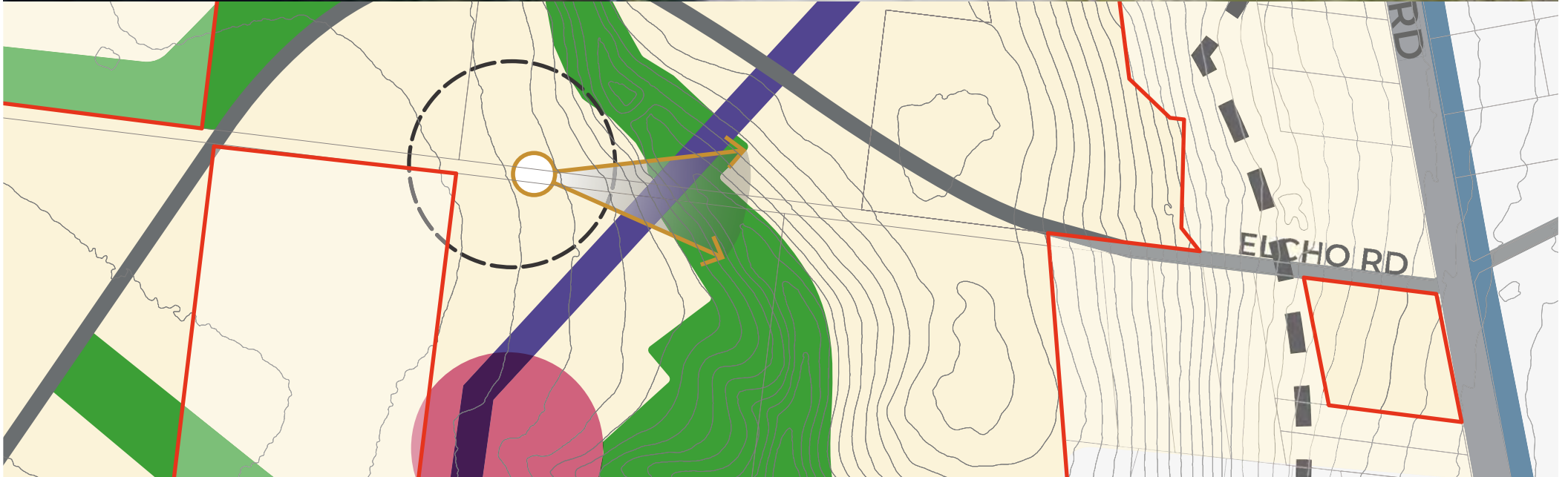
Figure 8 - Northern Activity Centre Location and Views



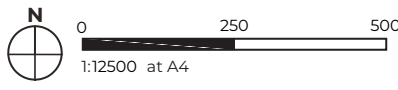
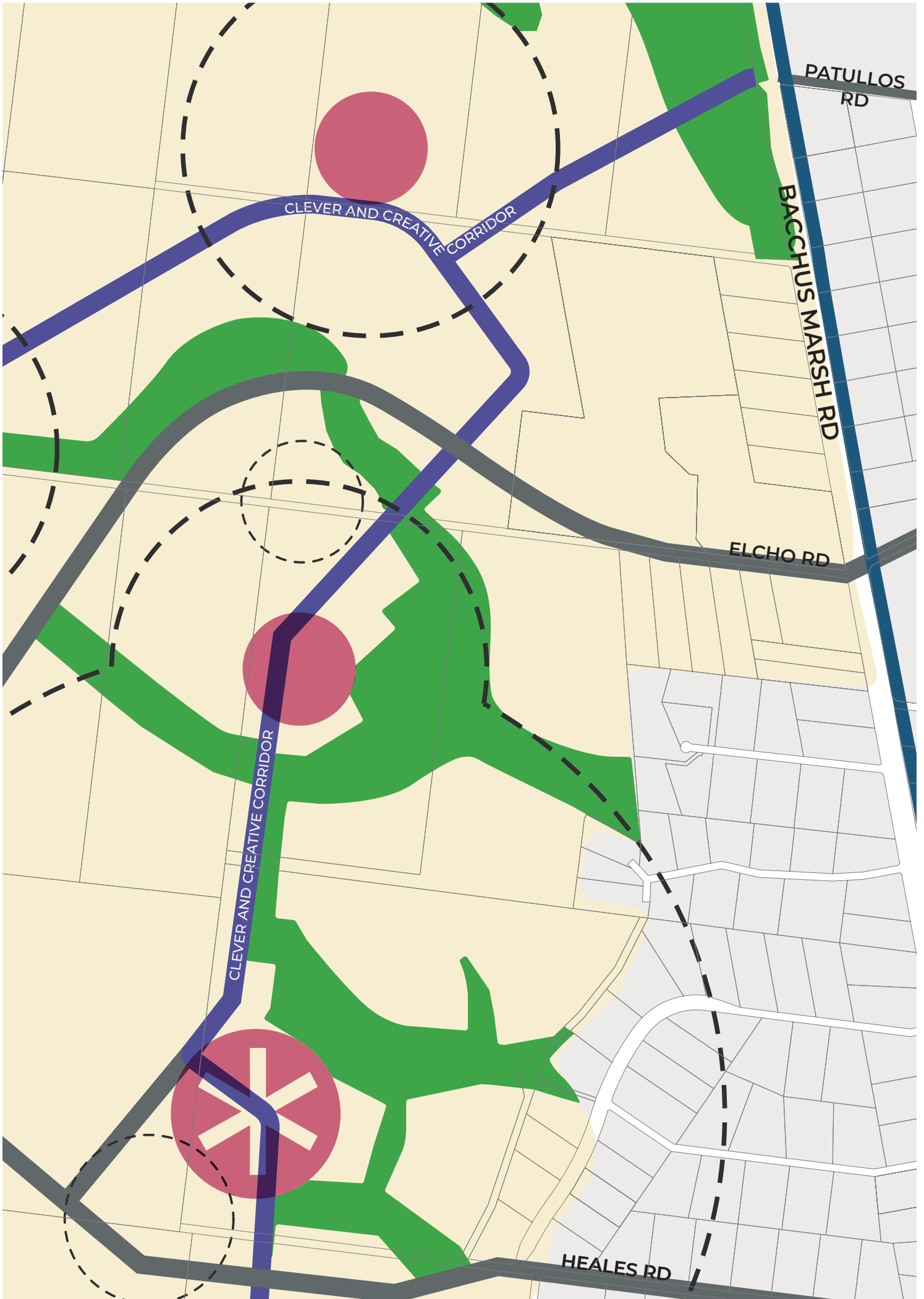
November 2019

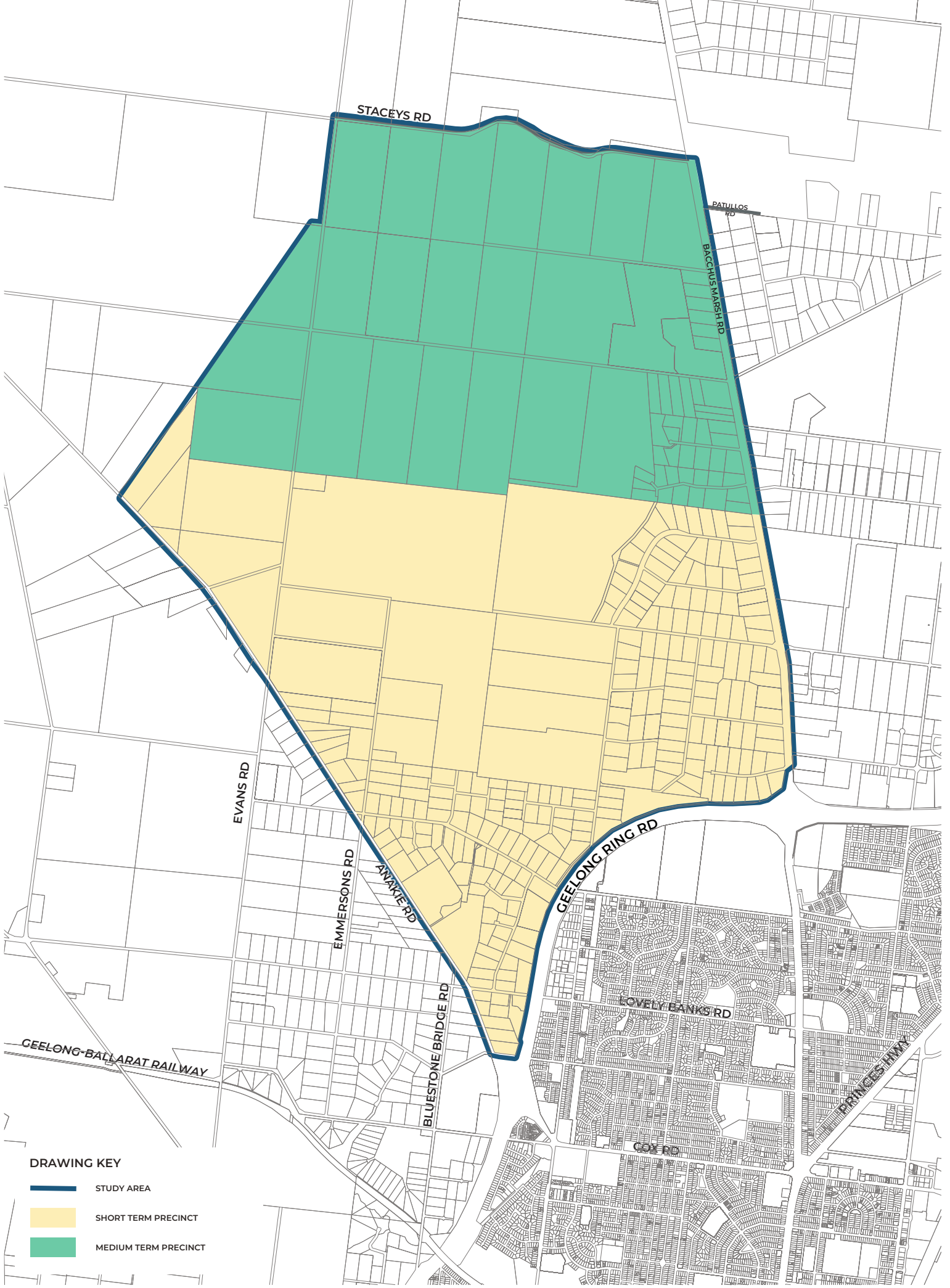
Amendment C395 Panel Hearing

Figure 9 - Elcho Road Activity Centre Location



November 2019
Amendment C395 Panel Hearing
Figure 3 - Exhibited Activity Centre Position and View





DRAWING KEY

- STUDY AREA
- SHORT TERM PRECINCT
- MEDIUM TERM PRECINCT