

MINUTES

COUNCIL MEETING

Tuesday 25 November 2025
6:00 pm

City Hall
57 Little Malop Street, Geelong 3220

LIVE STREAMED ON THE CITY'S WEBSITE:

www.geelongaustralia.com.au/meetings

COUNCIL:

Cr S Kontelj (Kardinia Ward) - Mayor
Cr R Nelson (Barrabool Hills Ward) - Deputy Mayor
Cr E Sinclair (Charlemont Ward)
Cr M Cadwell (Cheetham Ward)
Cr E Wilkinson (Connewarre Ward)
Cr A Aitken (Corio Ward)
Cr A Katos (Deakin Ward)
Cr E Kontelj (Hamlyn Heights Ward)
Cr T Sullivan (Leopold Ward)
Cr R Story (Murradoc Ward)
Cr C Burson (You Yangs Ward)

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Cr A Katos declared a conflict of interest in item 2.13 and left the meeting at 7.47pm.

2.13. Amendment C433ggee - Pakington Street Urban Design Frameworks - Consideration of Submissions

Source: Placemaking
Executive Director: Tennille Bradley

Purpose

1. To consider the submissions to Planning Scheme Amendment C433ggee and recommend that all submissions be referred to an independent planning panel.

Background

2. The Pakington Street and Gordon Avenue Urban Design Framework, 2024 adopted on 14 December 2021 and the Pakington North Urban Design Framework, 2024 adopted on 28 May 2024 (UDF's) are driven and supported by the City's Settlement Strategy 2020 and supports Council's goal of providing for 50% of future housing needs through urban infill.
3. The UDFs support the State Government's Plan for Victoria which identifies Geelong's housing target to 2051 as 128,600 additional homes, of which 77,500 must be delivered in established areas.
4. The location of Pakington Street and Gordon Avenue in the context of Central Geelong Activity Centre, Geelong-Melbourne rail line, and existing community infrastructure has led the precincts to be identified as an Increased Housing Diversity Area and a Key Development Area.
5. The City's Retail Strategy 2020–36 identifies Pakington Street (Geelong West) retail spine as a specialised centre.
6. The exhibited amendment rezones land from Commercial 2 Zone (C2Z) to Commercial 1 Zone (C1Z) and to the Residential Growth Zone (RGZ) subject to two new Schedules to the Design and Development Overlay (DDO) and the Environmental Audit Overlay (EAO) to facilitate a broader range of retail and office uses and to support greater housing growth.
7. Schedule 56 to the Design and Development Overlay (DDO56) and Schedule 57 to the Design and Development Overlay (DDO57) (DDO's) provide direction and certainty to the local community on future development and building heights.
8. Public exhibition commenced on 31 July 2025 and closed on 1 September 2025.

Key Matters

9. A total of 51 submissions were received to the exhibited amendment. Of these, 13 were supportive, 34 objected, and 4 provided comments only.
10. Submissions to Amendment C433ggee focused on 10 key issues including traffic congestion, parking shortages and limited public transport; proposed building heights; drainage and sewerage capacity; the loss of the Autumn Street car park and need for more green space; application of the Environmental Audit Overlay to certain sites; concerns with rezonings to the Residential Growth Zone and Commercial 1 Zone; calls for more flexible Design and Development Overlay controls; changes to local policy; and updates to the UDF's.
11. In accordance with the *Planning and Environment Act (1987)*, Council must now either:
 - 11.1. Change the amendment in the manner requested by the submitters;
 - 11.2. Refer the submissions to an independent planning panel; or
 - 11.3. Abandon the amendment or part of the amendment.
12. In response to submissions Council officers propose changes to the DDO's (e.g. wind/solar terminology, decision guidelines, side setbacks) and local policy to recognise the significance of the rail sidings yard.
13. It is recommended that all submissions be referred to an independent panel appointed by the Minister for Planning.

RESOLUTION - Item 2.13

Cr T Sullivan moved, Cr C Burson seconded -

That Council, having considered all submissions to Amendment C433ggee to the Greater Geelong Planning Scheme resolves to:

- 1. Request the Minister for Planning appoint an independent Planning 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.**

Carried

Financial Sustainability

14. The amendment will not have any significant financial implications to Council except for the usual costs associated with the planning scheme amendment process including Panel hearing fees.

Community Engagement

15. Consultation of the UDF's consisted of four phases of engagement and a deliberative panel which occurred over the period between 2018 and 2024.
16. Exhibition and notice of Amendment C433ggee were conducted in accordance with the requirements of the *Planning and Environment Act 1987*.
17. Notice was sent to over 1400 owners and occupiers either directly impacted by the amendment or nearby. Notice was also sent by email to all people involved in the deliberative consultation.
18. The amendment and supporting documents were published on C433ggee webpage on the City of Greater Geelong website.
19. Notice of the amendment was published in the local newspaper on 25 July 2025 and in the Victorian Government Gazette on 31 July 2025.
20. Prescribed Ministers, relevant authorities and government agencies were notified.
21. Informal notices appeared in the Geelong Advertiser and Geelong Independent, and a Facebook campaign reached 740 people.

Social Equity and Sustainability

22. The amendment provides for increased housing diversity in proximity to employment, public transport, local shopping and community facilities in a Key Development Area.
23. Local policy encourages affordable and social housing contributions consistent with the City's Social Housing plan 2020-2042 and in accordance with State Government policy.
24. The amendment provides greater certainty to the local community about future development. Implementing the proposed DDO56 and DDO57 will ensure that high quality design and built form outcomes are to be achieved in any new development.
25. Improvements to the public realm of Pakington Street and Gordon Avenue through active frontages and improving pedestrian and cycling amenities will lead to positive social effects and outcomes for residents, businesses and the wider community.

Relevant Law/Policy/Legal Implications

26. Council's Settlement Strategy 2020 outlines the need to provide infill housing opportunities to support population growth.
27. The amendment is consistent with State and local planning policy on activity centres, urban design, housing supply and affordability and transport networks.

Alignment to Council Plan and Vision

28. This report aligns with the Council Plan 2025-29 strategic priority:
Core and Critical Infrastructure
29. This report aligns with the Community led 30-year Vision, “Greater Geelong: A Clever and Creative Future” community aspiration:
Sustainable development that supports population growth and protects the natural environment.

Conflict of Interest

30. No officer involved in the preparation of this report declared a general or material conflict of interest.

Risk Assessment

31. If land in Gordon Avenue and Pakington Street is not rezoned as proposed, Greater Geelong may be unable to accommodate sufficient housing growth within established areas placing greater pressure on greenfield and peri-urban locations, where the costs of new infrastructure provision are higher and environmental impacts from urban expansion are more significant. Not proceeding with the rezonings would compromise the municipality’s ability to meet housing targets while also delivering sustainable growth outcomes.
32. If the proposed DDOs are not applied to the subject land, there will continue to be a lack of sufficient planning policy to deliver high quality development and built form outcomes for the area.

Environmental Sustainability

33. The amendment is expected to have a positive environmental impact by requiring new development to provide landscaped setbacks, solar access protections, and wind comfort measures. It applies the Environmental Audit Overlay to potentially contaminated land, ensuring sites are safe for sensitive uses. It also directs growth into established areas, reducing urban sprawl and associated environmental impacts.
34. The UDFs provide key environmentally sustainable elements that focus on urban greening, energy efficiency, solar access, sustainable transport, and sensitive built form design.

Attachments

1. Attachment 1 Background and Consideration of Submission [2.13.1 - 26 pages]
2. Attachment 2 Summary of Submissions and Council’s recommendation [2.13.2 - 21 pages]

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Recommendation

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ATTACHMENT 1. – Consideration of Submissions C433ggee**BACKGROUND**

1. Amendment C433ggee proposes to implement the *Pakington Street and Gordon Avenue Urban Design Framework, 2024* and the *Pakington North Urban Design Framework, 2024* (UDFs) into the Greater Geelong Planning Scheme.
2. The City of Greater Geelong commenced work on the Pakington Street and Gordon Avenue UDF in 2018.
3. The Pakington Street and Gordon Avenue UDF identified the three precincts: Gordon Avenue precinct, Heritage Core precinct and Pakington Street North precinct.
4. There was significant community feedback on the Pakington North precinct, and further community consultation was recommended to enhance the community's understanding of the intent for this area.
5. On 14 December 2021, Council adopted the Gordon Avenue precinct and Heritage Core precinct of the Pakington Street and Gordon Avenue UDF and resolved to continue consultation on Pakington North precinct.
6. In 2022, the City of Greater Geelong commenced community engagement for Pakington North UDF. However, the additional round of community engagement did not receive sufficient support. It was therefore decided to progress with a deliberative engagement process.
7. In February 2023, City of Greater Geelong commissioned engagement specialists Caprie Consulting to deliver the deliberative engagement process.
8. Caprie Consulting led the deliberative engagement in early 2024, establishing and managing a representative community panel ensuring that the 66 community members invited to participate on the panel was a representative sample of the broader community.
9. The Community Panel recommendations were incorporated into draft objectives, guidelines and plans for the Pakington North UDF.
10. Caprie Consulting provided a report "Pakington North Urban Design Framework – Community Panel Engagement Summary Report" which identified that 79% of panellists felt the Pakington North UDF reflected the work of the panel, 61% supported its role in guiding development, and 60% were comfortable with it going to Council for adoption (noting a portion remained uncomfortable).
11. On Tuesday 28 May 2024, Councillors adopted the Pakington North UDF and resolved to request the Minister for Planning to authorise the preparation and exhibition of a planning scheme amendment to implement the UDFs.

THE URBAN DESIGN FRAMEWORK PRECINCTS

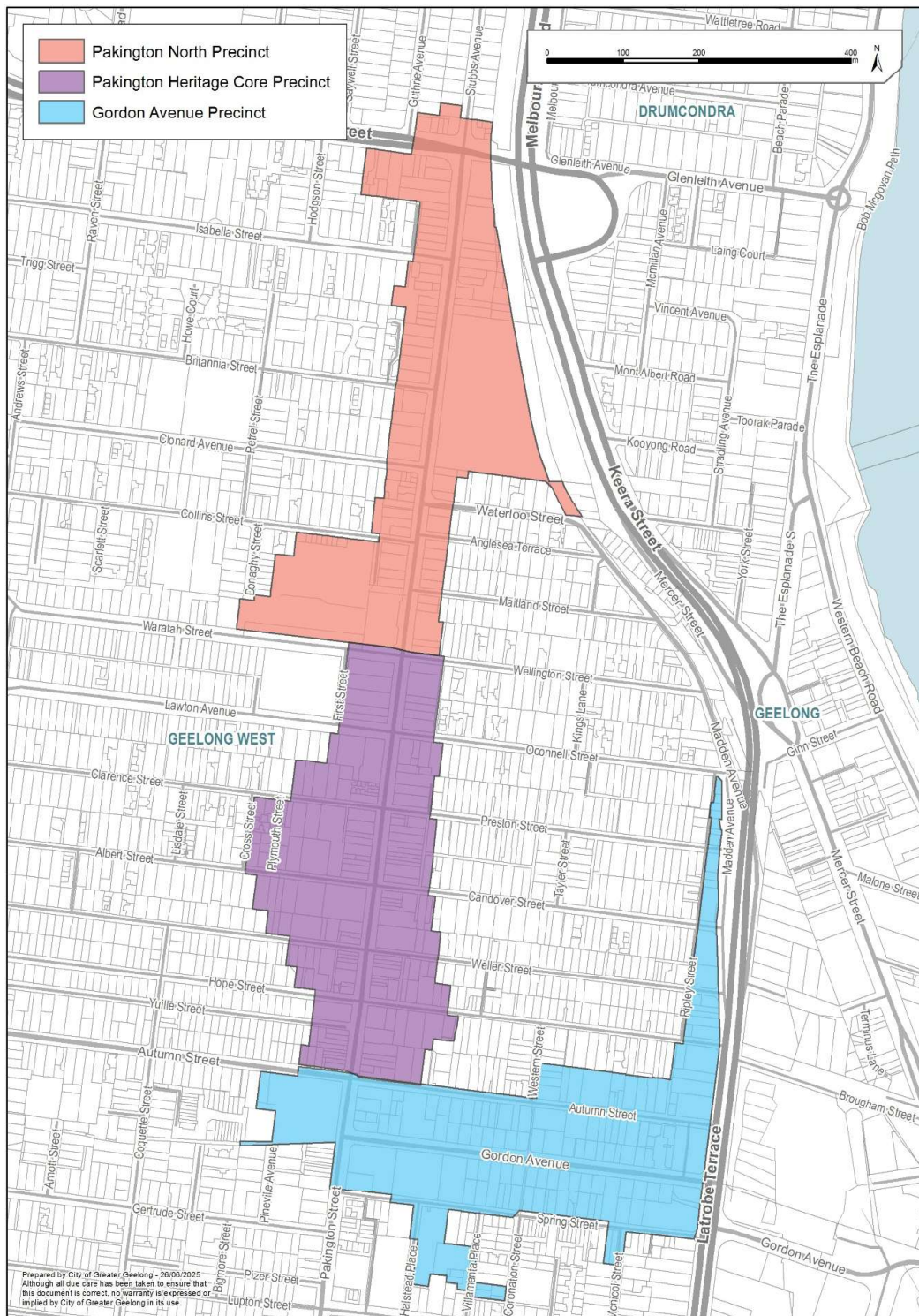


Image 1; Pakington North UDF and Pakington Street and Gordon Avenue UDF Precincts

POLICY CONTEXT

12. Amendment C433 is required to implement the Council adopted UDFs.
13. Council's Settlement Strategy 2020 identifies Gordon Avenue as an urban renewal precinct within walking distance of Central Geelong station and should be investigated as part of the Pakington Street UDF.
14. The Retail Strategy 2020–36 identifies Pakington Street (Geelong West) retail spine as a specialised centre and highlights the need for an urban design framework, or structure plan that considers rezoning opportunities within the northern end of Pakington Street and reviews the role of Gordon Avenue restricted retail precinct.
15. The amendment ensures growth is directed into an accessible, serviced location, consistent with the G21 Regional Growth Plan, while reducing pressure on greenfield and peri-urban areas.
16. Plan for Victoria, recently implemented into the Planning Scheme via Amendment VC283, identifies Geelong's housing target to 2051 as 128,600 additional homes, of which 77,500 must be delivered in established areas.

PROPOSED PLANNING SCHEME CHANGES

17. The amendment proposes to make the following changes to Greater Geelong's Planning Scheme:
18. Zone changes:
 - 18.1. Rezone land in Pakington North precinct from Commercial 2 Zone (C2Z) to Commercial 1 Zone (C1Z) and correct the zone at 1/2 Waratah Street from Mixed Use Zone (MUZ) to Neighbourhood Residential Zone (NRZ).
 - 18.2. Rezone land in Gordon Avenue Precinct along Latrobe Terrace from Commercial 2 Zone (C2Z) to Mixed Use Zone (MUZ).
 - 18.3. Rezone land in Gordon Avenue Precinct along Gordon Avenue, Autumn Street and Spring Street from Commercial 2 Zone (C2Z) and General Residential Zone (GRZ) to Residential Growth Zone (RGZ) and Commercial 1 Zone (C1Z).
 - 18.4. Rezone council owned land in Gordon Avenue Precinct at 21-33 Autumn Street from General Residential Zone (GRZ) to Public Parks and Recreation Zone (PPRZ).
19. Overlay changes:
 - 19.1. Apply a new schedule to the Design and Development Overlay (DDO57) to land in Pakington North precinct.
 - 19.2. Apply a new schedule to the Design and Development Overlay (DDO56) to land in the Gordon Avenue precinct.
 - 19.3. Apply the Environmental Audit Overlay (EAO) to selected properties in the Pakington North precinct and Gordon Avenue precinct.
20. Planning scheme ordinance changes:
 - 20.1. Inserts Clause 11.03-6L-06 Pakington Street Geelong West to implement objectives and strategies for Pakington Street Geelong West identified in the UDFs.

- 20.2. Deletes Clause 15.01-1L-02 Pakington Street North urban design.
- 20.3. Amends Clause 16.01-1L-01 Integrated housing and housing diversity to identify the Pakington North and Gordon Avenue precincts as Key Development Areas.
- 20.4. Amends Clause 16.01-1L-02 to remove the Pakington North Key Development Area and Gordon Avenue Key Development Area from the Geelong West, Manifold Heights & Newtown IHDA map.
- 20.5. Inserts Clause 16.01-2L Social and affordable housing.
- 20.6. Amends Schedule 17 to Clause 43.02 Design and Development Overlay to remove the Latrobe Terrace area.
- 20.7. Inserts new Schedule 56 to Clause 43.02 Design and Development Overlay (DDO56) applying to the Gordon Avenue precinct identified in Figure 1.
- 20.8. Inserts new Schedule 57 to Clause 43.02 Design and Development Overlay (DDO57) applying to the Pakington North precinct identified in Figure 1.
- 20.9. Amends the Schedule to Clause 72.08 Background Documents to insert the following as a Background Document: - Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, updated May 2024) - Pakington North Urban Design Framework (City of Greater Geelong, May 2024).
- 20.10. Amends the Schedule to Clause 74.02 Further Strategic Work to identify necessary future work, including for the Rail Sidings Yard Key Strategic Site.4 - 40 and 9 - 37 Gordon Avenue, Geelong West.

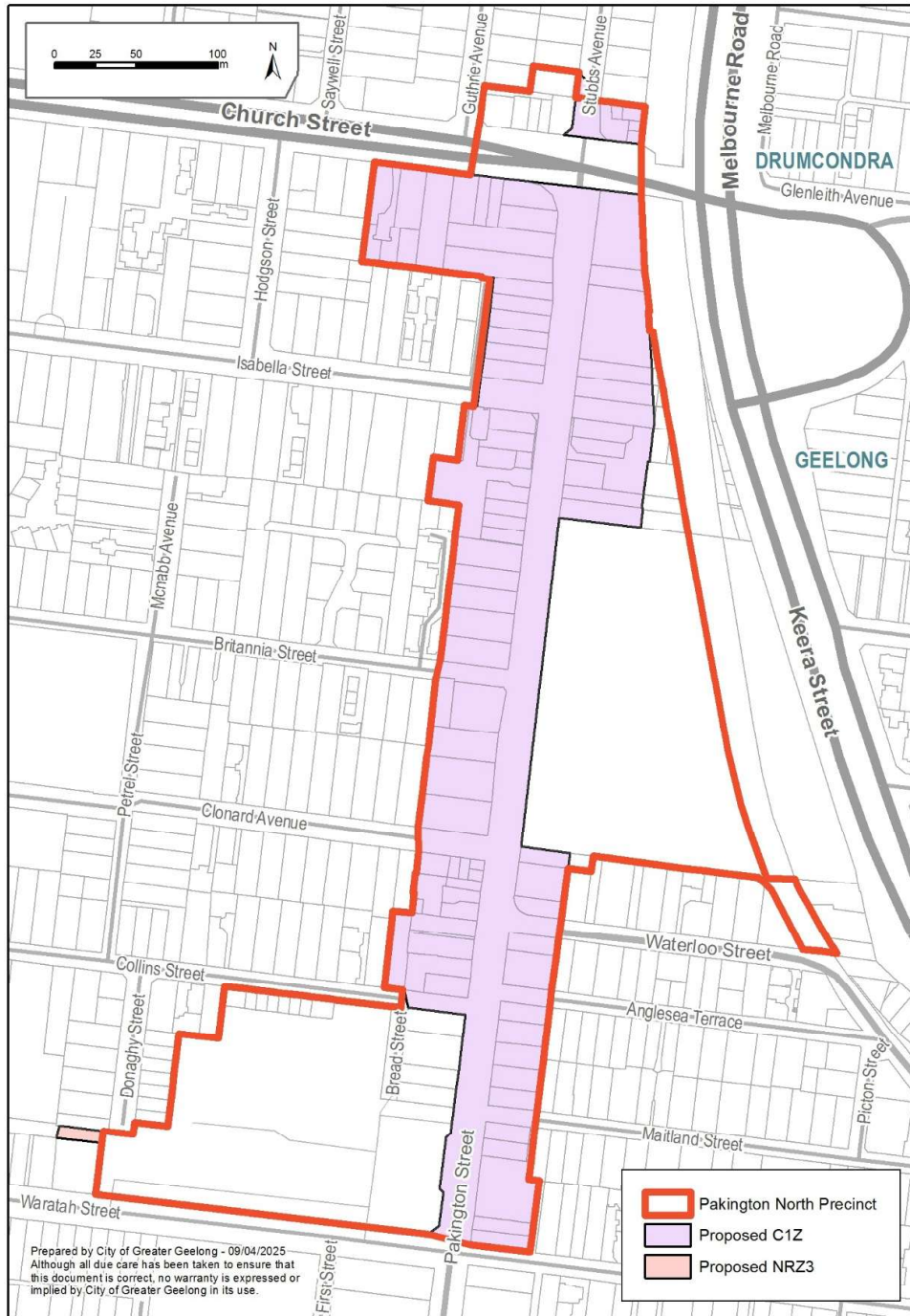


Image 2; Proposed zone changes for Pakington North Precinct

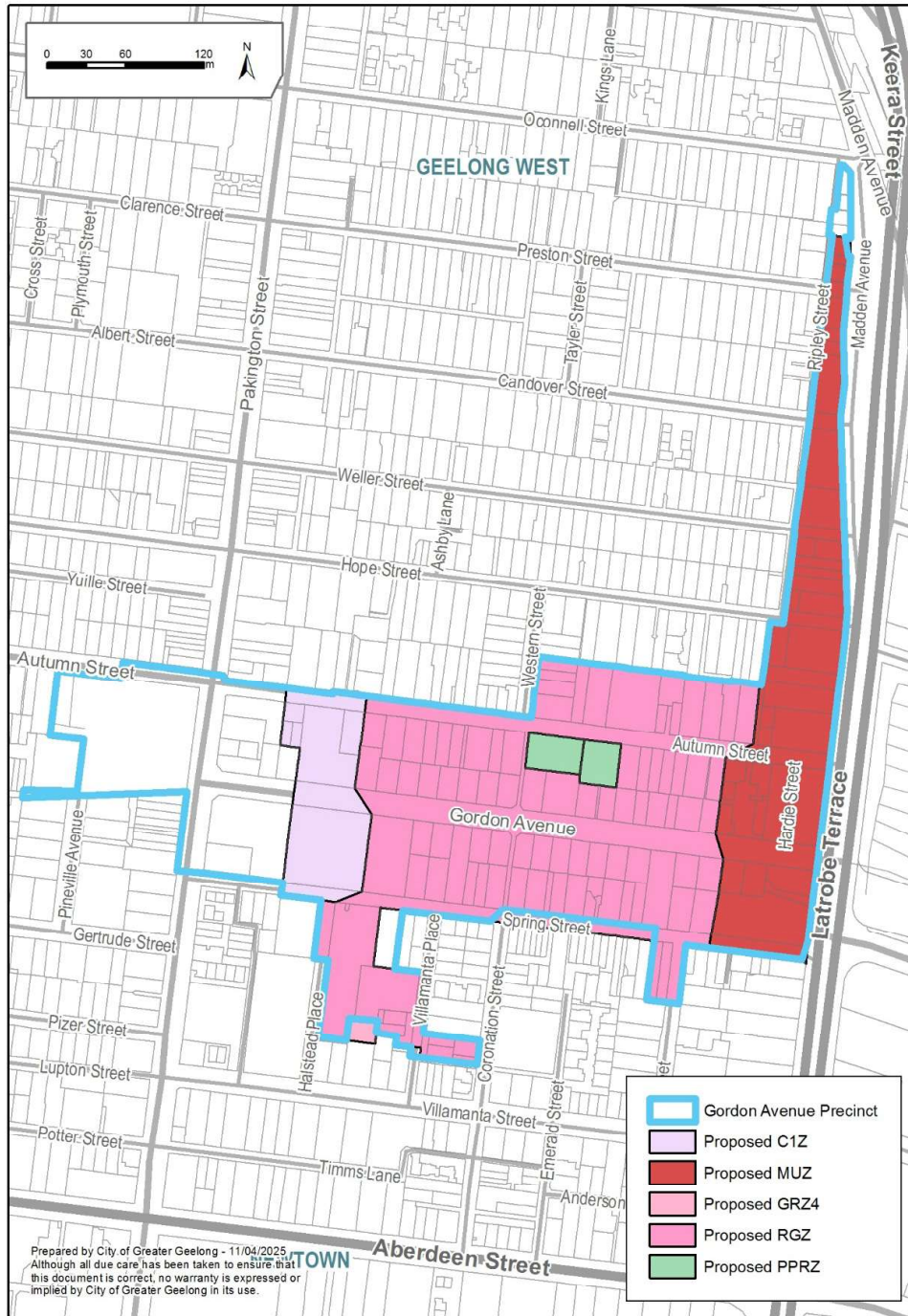


Image 3; Proposed zone changes for Gordon Avenue Precinct

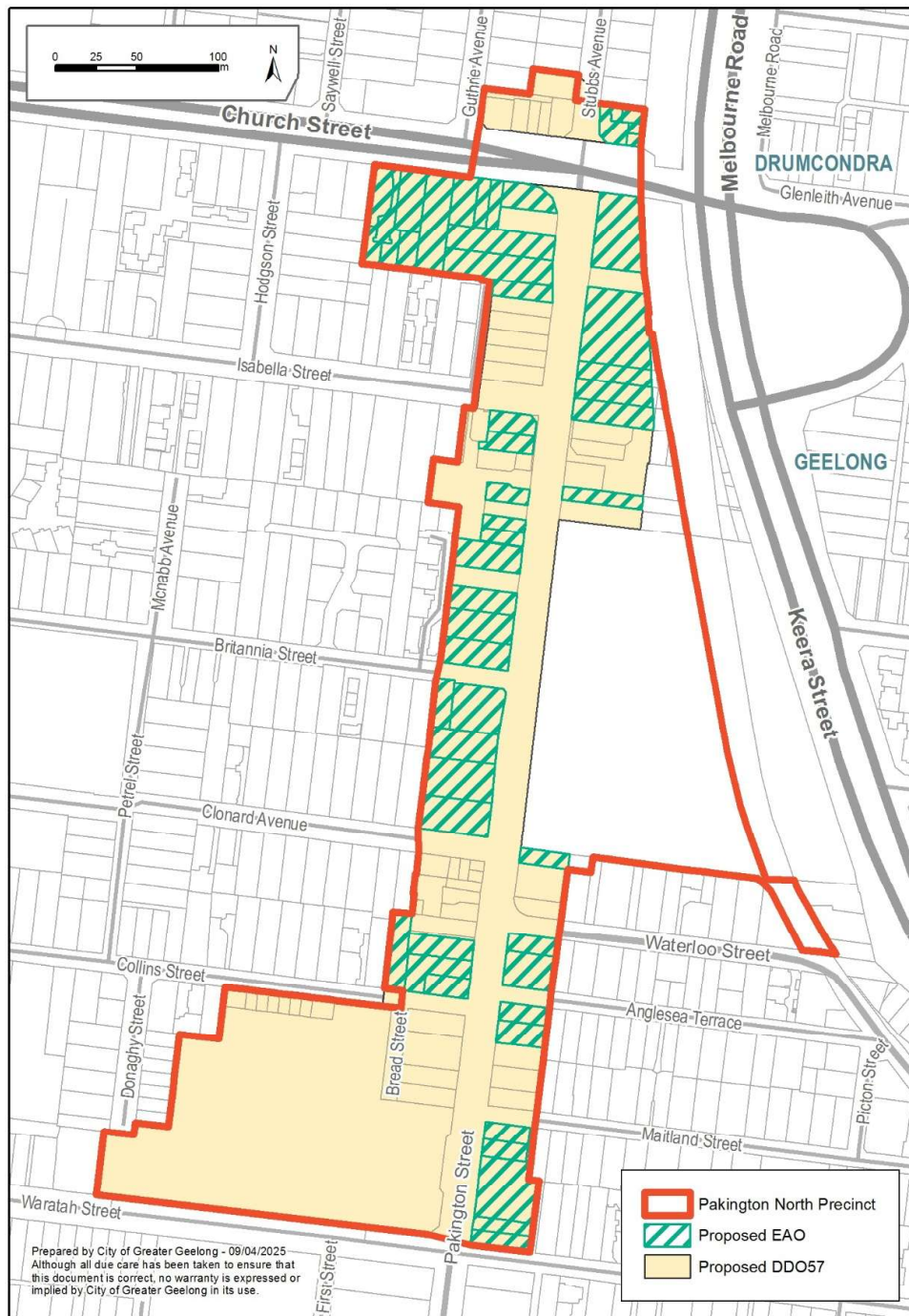


Image 4; Proposed overlay changes for Pakington North Precinct



Image 5; Proposed overlay changes for Gordon Avenue Precinct

AUTHORISATION AND PUBLIC EXHIBITION

21. On 20 June 2025 under delegation from the Minister, Council was authorised to prepare and exhibit Amendment C433ggee subject to the following conditions:
 - 21.1. Include the rear of 66 Pakington Street in the C1Z and DDO57 (this property is included within the boundary of the Pakington North UDF).
 - 21.2. Replace the proposed RGZ5 with the RGZ1.
 - 21.3. Amend Clause 11.03-6L-06 in accordance with the DTP edited version.
 - 21.4. Update the Geelong West, Manifold Heights & Newtown IHDA map in Clause 16.01-1L-02 to remove the Pakington North Key Development Area.
 - 21.5. Amend Clause 16.01-2L to include reference to the map in Clause 11.03-6L-06.
 - 21.6. Amend Schedules 56 and 57 to the Design and Development Overlay in accordance with the DTP edited versions.
 - 21.7. Amend the Schedule to Clause 72.08 to correct the references to the DDO to 43.02.
 - 21.8. Amend the Instruction Sheet and Explanatory Report in accordance with the DTP edited versions.
22. The amendment and supporting documents were placed on exhibition and was published in the Victorian Government Gazette on 31 July 2025 and closed on 1 September 2025.
23. Notices were sent to all directly affected owners and occupiers (i.e. those whose land is within the three precincts), as well as 766 nearby residents and business owners pursuant to s.19 of *the Planning and Environment Act 1987*.
24. Prescribed Ministers, relevant authorities and government agencies were notified.
25. A statutory notice was published in the Geelong Times and the Victorian Government Gazette. The Amendment was posted on the City's website and a physical copy was made available at the Geelong West Library.
26. Informal notices appeared in the Geelong Advertiser on 21 August 2025 and the Geelong Independent on 28 August 2025 and a Facebook advert notifying users of Amendment C433ggee was active from 20 August 2025 till 1 September 2025. The advert reached 740 people and resulted in 5 link clicks. Council also notified 62 submitters via email from the Pakington North UDF community panel consultation conducted in February-April 2024.

SUBMISSIONS

27. A total of 51 submission were received to the exhibited amendment. Of the 51 submissions, 13 were accepting, 34 objected to the amendment and 4 provided comments only.

COMMON THEMES AND RESPONSES

1. Strategic Merit and Process

28. 6 of the 51 submitters raised concerns with the strategic merit of the amendment and describe the amendment as unfairly targeting Geelong West for high-rise development and as council applying a “Melbourne” scale to a regional setting.
29. 2 of the 51 submitters expressed either the amendment notification as being insufficient or raised concerns with the deliberative community panel engagement process in developing the Pakington North UDF.

Council officer response

Strategic Merit

30. Amendment C433 implements the Council adopted UDFs to guide growth and change in the Pakington Street and Gordon Avenue precincts. The Retail Strategy 2020–36 identifies Pakington Street as a specialised centre, and both the Plan for Victoria and Geelong Settlement Strategy (2020) highlight the need to accommodate significant housing growth in established, well-serviced locations.
31. Pakington North and Gordon Avenue have been identified as Key Development Areas due to their proximity to Central Geelong Train Station, employment, services and shops. The amendment is strategically justified and necessary to achieve coordinated housing, retail and urban design outcomes.
32. Refer to section ‘Policy Context’ in this report.

Notification and Engagement Process

33. Exhibition and notice of Amendment C433 were conducted in accordance with the requirements of the *Planning and Environment Act 1987*.
34. Refer to section ‘Authorisation and Public Exhibition’ of this report.
35. The adopted Pakington North UDF was informed by a deliberative community panel process designed to reflect a cross-section of the community. Council notes the concerns raised but considers the process consistent with endorsed engagement strategies and appropriate for informing the Pakington North UDF and subsequent planning controls.

2. Traffic, Car Parking and lack of Public Transport

36. Car parking and traffic were among the most consistently raised concerns in submissions.
37. 15 of the 51 submitters raise concerns regarding the transition of the Autumn Street car park to open space within Gordon Avenue precinct and rezoning of 21-33 Autumn Street from General Residential Zone (GRZ) to Public Parks and Recreation Zone (PPRZ) particularly in relation to the impact on students at Oxygen College and surrounding businesses.
38. 13 of the 51 submitters emphasised that Pakington Street and adjoining residential streets already experience high levels of congestion and parking pressure, particularly around peak times and near schools. There is strong concern that the additional heights and densities enabled by the amendment will exacerbate these existing problems.

39. 4 of the 51 submitters raised concerns with the lack of public transport.
40. Key themes include:
 - 40.1. Congestion: Intersections such as Pakington Street - Church Street and Gordon Avenue - Latrobe Terrace are already seen as bottlenecks. Increased development is feared to worsen traffic volumes and reduce safety for pedestrians and cyclists.
 - 40.2. Poor traffic management: At the Telegraph Bridge and unsafe turning movements into Stubbs Avenue from Guthrie Avenue.
 - 40.3. Parking availability: Residents, traders and visitors report difficulty finding spaces, with overflow into side streets. Submitters strongly object to any reduction or waiving of parking requirements for new developments.
 - 40.4. Amenity and safety: Traffic spill-over into narrow residential streets is viewed as a direct threat to neighbourhood amenity and pedestrian safety.
 - 40.5. Public transport limitations: Multiple submissions noted that bus services are infrequent or unreliable, meaning residents will continue to rely on cars unless significant improvements are made.
 - 40.6. Request for an updated traffic study and parking management plan.

Council officer response

Traffic

41. The request for council to undertake an additional traffic study is not supported.
42. The Traffic Network Impact Assessment (One Mile Grid, 2021) indicates that redevelopment is expected to generate a modest and manageable increase in traffic averaging 0.7% per year over a 20 year period. The most notable impacts are forecast at the Pakington Street - Gordon Avenue intersection, with traffic volumes increasing by about 13% in the morning peak and 10% in the afternoon peak.
43. Traffic growth is expected to be gradual and manageable through a mix of infrastructure upgrades, behaviour change, and site specific measures required through the DDOs at the planning permit stage.
44. Council acknowledges that due to travel and trade restrictions associated with the COVID-19 pandemic, up to date traffic counts could not be undertaken as they would not provide typical results. As such, the existing conditions analysis in the Traffic Network Impact Assessment utilises historical turning movements counts and weeklong tube count data provided by Council as well as intersection volumes sourced from Department of Transport (previously VicRoads), to approximate the existing traffic conditions as best as possible with the data available. In the absence of more up to date traffic data, this methodology is considered acceptable and is outlined in more detail in the Traffic Network Impact Assessment.
45. Traffic impacts will continue to be assessed and managed at the planning permit stage (including the requirement for site specific Traffic Impact Assessments, access design and parking provision).

Car parking

46. The request to remove the proposed future open space from council owned land at 21-33 Autumn Street is not supported.

47. The transition of 21–33 Autumn Street from a car park to open space will occur incrementally and will align with redevelopment and increased demand for open space. Rezoning the land to PPRZ will ensure surrounding development provides appropriate interfaces to the future open space.
48. Car parking requirements for development will continue to be assessed under Clause 52.06 of the Victoria Planning Provisions. Reductions from the standard parking provision would require a planning permit, with applications assessed against demand, accessibility, and local policy to ensure equitable outcomes.
49. The Pakington Street Public Parking Plan was developed by the City and completed in February 2024, with the aim to improve the management of existing car parking spaces along Pakington Street. The Plan has developed a proposed parking option for each parking area along Pakington Street, with appropriate amendments from existing conditions. Further funding is required for the implementation of the plan and will be considered as part of council's future resource planning and annual budget planning process.
50. The City will work with Pakington Street traders to ensure parking controls are up to date and relevant with future conditions and publicise key changes.

Public Transport

51. The UDFs include actions to improve bus infrastructure, advocate for increased service frequency, and strengthen sustainable transport connections. Responsibility for bus routes and service delivery lies with the Head of Transport for Victoria (Head TfV).
52. The Head (TfV) has provided the following information in a submission to the exhibited Amendment:
 - 52.1. The 2025/26 State Budget allocated funding for localised development work across regional Victoria that will deliver bus network plans for high-priority regional areas, including Geelong. The Geelong Bus Network Review will identify gaps and opportunities across the network, enabling proactive responses to emerging priorities.
 - 52.2. Pakington Street and Gordon Avenue are important streets for bus movements for both current and future bus services. Depending on the outcome of the Geelong Bus Network Review, improvements to both corridors may be required to provide for a reliable and efficient bus network for commuters.

3. Building Heights

53. 5 of the 51 submitters object to the proposed building heights, specifically in Pakington North, arguing they are excessive, out of character with the existing two-storey and low-rise residential and heritage context. Heights of 6–10 storeys are described as inappropriate for narrow streets and sensitive heritage interfaces, with several submitters requesting a reduction in building heights.
54. 1 submitter requested an increase in building heights in Gordon Avenue precinct from 6 storeys to 12+ storeys noting limited impacts to overshadowing.
55. Submitter 15 highlights broader amenity impacts, including noise, overlooking, overshadowing, loss of privacy, overcrowding, and erosion of neighbourhood character and requests to limit building heights in Pakington North to 4 storeys.

56. Submitter 16 emphasises the importance of protecting the historic identity and heritage of Pakington Street and argue that the scale of development proposed is inappropriate for the area, particularly given the presence of schools and narrow residential streets.
57. Submitters 27, 30 and 42 emphasise that such scale is inconsistent with surrounding heritage or would undermine the village character of Pakington Street. Submitter 27 and 30 requests to reduce building heights by 2 storeys across Pakington North (Wellington/Waratah Street to Clonard Street) to ensure better transition to the heritage core and surrounding residential areas. Submitter 42 requests to limit building heights to no more than 15m (4–5 storeys).

Council officer response

58. The request to reduce or increase building heights in Pakington North precinct is not supported.
59. The exhibited building height controls are discretionary and deliberately establish a flexible mid-rise built form to balance redevelopment opportunities with protection of amenity, solar access, and character.
60. The adopted building heights of Pakington North precinct were determined through a deliberative community panel process and extensive built form testing, which considered overshadowing, overlooking, solar access, heritage character and amenity impacts.
61. The DDOs create a graduated built form transition, ensuring mid-rise development respects surrounding character, amenity and heritage.

Amenity Impacts, Neighbourhood Character and Heritage

62. DDO56 and DDO57 include requirements to minimise impacts to amenity and consider surrounding neighbourhood character and heritage.
63. Privacy and overlooking: Building separation standards and setback requirements ensure new development respects the privacy of adjoining dwellings.
64. Overshadowing and solar access: Built form testing indicated overshadowing could be kept to a minimum and does not compromise public amenity.
65. Noise and wind impacts: Requirements for acoustic and wind protection measures, supported by landscaping to soften building edges and improve the pedestrian environment.
66. Character and heritage: Sensitive transitions, landscaped buffers to heritage sites, retention of heritage frontages and setbacks ensure that new development respects the established identity and fine-grain heritage of Pakington Street.
67. Collectively, these controls are designed to protect existing amenity while enabling appropriate redevelopment in line with the area's strategic role.

4. Drainage

68. 3 of the 51 (22, 27 and 30) submitters raised concerns with infrastructure capacity, specifically, stormwater management and drainage.

Council officer response

69. The UDFs recognise that parts of the Gordon Avenue precinct are affected by flooding and overland flow, as reflected by the Special Building Overlay. The Gordon Avenue Infrastructure Capacity Assessment (Stantec 2023) identifies the presence of

significant underground drainage infrastructure and highlights the need for augmentation and possible relocation of drains as redevelopment occurs.

70. While the UDFs do not provide detailed drainage design, they ensure these constraints are acknowledged, and any future development will be required to demonstrate appropriate stormwater management through the planning permit process and in consultation with the relevant authorities.
71. Council is also undertaking a Catchment Management Strategy for Central Geelong with the aim to understand and manage flood risk, stormwater quality, and water supply in the Central Geelong area. The strategy includes detailed flood modelling for the Central Geelong, Newtown, Geelong West, Manifold Heights, and East Geelong.
72. The project is in its final stages, with community feedback on flood mapping and mitigation options gathered in 2023/2024 and 2025. The goal is to inform better planning decisions, improve flood management, and enhance stormwater quality and reuse for a more resilient and liveable Geelong.

5. Open Space

73. 2 of 51 submissions raised concerns with open space, specifically a lack of open / green space.

Council officer response

74. The UDFs for Pakington Street and Gordon Avenue embed objectives to improve the public realm, create landscaped streetscapes, and support greening and pedestrian amenity alongside higher-density development. These objectives are carried into the statutory provisions of DDO56 (Gordon Avenue) and DDO57 (Pakington North), which:
 - 74.1. Require landscaped setbacks at residential interfaces.
 - 74.2. Provide for widened footpaths and planting zones through street wall and setback treatments.
 - 74.3. Protect key public spaces and footpaths from overshadowing.
75. Together, these provisions ensure redevelopment delivers greener, more pedestrian-friendly environments and improved public realm outcomes.
76. In addition, Council is preparing a new Open Space Strategy, informed by data and community input, to guide the future provision and enhancement of parks, gardens, and reserves across the municipality, including identification of gaps and priority areas for investment.

6. Environmental Audit Overlay (EAO)

77. 3 of 51 submitters questioned the application of the Environmental Audit Overlay either directly on their property or just in general.
78. Submitter 18, Homes Victoria, requested land at 1/29 Church Street, Geelong be removed from the proposed EAO, as the Landserv report (June 2023) does not specifically recommend its application to this site.
79. Submitter 20 questions the need for an EAO over 39–45 Gordon Avenue, noting further evidence will be provided by the submitter indicating the land is not contaminated.

80. Submitter 43 raised concerns about underground contamination along both sides of Gordon Avenue. The submitter argues this will constrain residential development and notes this needs to be addressed.

Council officer response

81. Submitter 20 was contacted to request 'further information' in support of their submission. The submitter confirmed the testing conducted related to the ground water, not soil. On this basis the submitter withdrew their submission regarding the application of the EAO.
82. The Landserv report (June 2023) identifies land as high, medium or low potential for contamination and "low" is considered to not meet the definition of potentially contaminated land.
83. The City's primary focus in dealing with potentially contaminated land is on sites that are being rezoned from a zone that does not allow (or allows a limited range of) sensitive uses to a zone that allows more or all sensitive uses.
84. 1/29 Church Street and 39-45 Gordon Avenue are proposed to be rezoned from Commercial 2 Zone (C2Z) to Commercial 1 Zone (C1Z) which allows sensitive land use. Both sites were identified as either high or medium potential for contamination. Land along Gordon Avenue and Spring Street is proposed to be rezoned from C2Z to either C1Z, RGZ or MUZ (all allow sensitive land uses).
85. Ministerial Direction No. 1 requires a planning authority to satisfy itself that potentially contaminated land is suitable for the use by either a Preliminary Risk Screen Assessment (PRSA) statement stating that no audit is required, or an environmental audit statement stating that the land is suitable for the proposed use.
86. Where complying with either of those assessments is difficult, deferring these requirements through application of an EAO is appropriate.
87. The UDFs implemented via the amendment are long-term plans for the area. Therefore, it is difficult or inappropriate to meet environmental audit system requirements at the amendment stage. Applying the EAO allows land to continue in its current use and is consistent with Planning Practice Note 30 (PPN30) in deferring the requirements of a Preliminary Risk Screen Assessment or environmental audit at the planning permit stage to ensure land is suitable for residential or sensitive uses.

7. Proposed zones

Rezone land to Residential Growth Zone (RGZ)

88. 2 of the 51 submitters objects to their land being rezoned to Residential Growth Zone (RGZ).
89. Submitter 40 requests that 22-42 Spring Street retain its current zone General Residential Zone (GRZ) for the following reasons:
- 89.1. RGZ would allow 4-5 storey development and is considered excessive for narrow streets.
- 89.2. The established open garden outlook and sense of spaciousness valued by residents would be undermined with risks of overshadowing, loss of natural light, and diminished outlooks.
- 89.3. Increased density would add to existing congestion and parking pressures on Spring Street.

90. Submitter 43 objects to the RGZ along Gordon Avenue and Spring Street. Many sites contain relatively new developments unlikely to be demolished or redeveloped in the near future. The submitter suggests the Mixed Use Zone (MUZ) would be more appropriate.

Council officer response

91. The request to retain 22-42 Spring Street in its current zone (GRZ) or the request to rezone land proposed to be zoned to RGZ to MUZ is not supported.

Rationale for Applying Residential Growth Zone (RGZ)

92. The proposed application of the RGZ in the Gordon Avenue precinct is supported by Plan for Victoria and the guidance in Planning Practice Note 91: *Using the Residential Zones* (PPN91), which directs higher density housing to well-serviced locations close to activity centres, jobs and transport that can accommodate substantial housing growth.
93. The rezoning is supported by the adopted Pakington Street and Gordon Avenue UDF, which identify Gordon Avenue precinct as a strategic renewal area capable of delivering mid-rise residential outcomes providing a transition from the high density scale of Central Geelong to more low density sensitive residential areas. The precinct is within walking distance of Central Geelong, Geelong Station and established retail centres, making them appropriate locations for higher density housing.
94. Supporting technical reports including population projections, traffic, infrastructure, and acoustic assessments confirm the precinct can absorb additional growth while maintaining amenity and access to services. The RGZ will contribute to meeting Geelong's share of the State housing target identified in the *Plan for Victoria* (128,600 new homes by 2051, including 77,500 in established areas).
95. Accordingly, the proposed RGZ is strategically justified and consistent with PPN91's purpose of directing housing growth to locations with strong strategic support, infrastructure capacity and access to services.

Rezone land to Commercial 1 Zone (C1Z)

96. 2 of the 51 submitters raised concerns or requests in relation to the proposed rezoning of land to Commercial 1 Zone (C1Z).
97. Submitter 18, Homes Victoria requested to rezone Homes Victoria owned properties adjoining the Gordon Avenue precinct to C1Z to provide greater development opportunities. The properties include:
- 97.1. 1A Villamanta Place, Geelong West
 - 97.2. Multiple units at 15 Halstead Place and 56 Villamanta Street, Geelong West
 - 97.3. Units 1–6 at 46–50 Villamanta Place, Geelong West
 - 97.4. Multiple units at 9 McNicol Street, Geelong West
98. Submitter 42 objects to the land proposed to be rezoned to C1Z in the Pakington North precinct noting C1Z prioritises generic apartment development at the expense of existing diverse businesses, services, and creative industries. They request Commercial 3 Zone (C3Z) instead of C1Z due to its ability to sustain small scale manufacturers, start-ups, and creative industries while balancing moderate population growth. Submitter notes that alternative zoning options were not canvassed in consultation processes.

Council officer response

- 99. The request to rezone Homes Victoria properties listed in the submission to C1Z is not supported. All properties are outside the study area and do not have strategic justification to consider a rezone at this stage. 46-50 Villamanta Street is currently in two different zones and Amendment C433 seeks to correct this anomaly and rezone to the appropriate zone that fits the current land use being the GRZ.
- 100. The request to rezone land to C3Z instead of C1Z is not supported.

Rationale for Applying Commercial 1 Zone (C1Z)

- 101. C1Z is designed to create vibrant, mixed use commercial centres with an emphasis on retail, office, entertainment, community uses and residential at complementary densities. C3Z, by contrast, is a mixed-use employment zone, prioritising industrial, office, creative industries and small-scale employment uses with only limited retail and residential allowances.
- 102. The Pakington North UDF identifies Pakington North as a renewal precinct intended to evolve into a vibrant mixed use activity centre with retail and hospitality at ground floor and housing above. This aligns directly with the purpose of the C1Z, which supports retail led activation and residential development as part of activity centre growth. Applying C3Z would conflict with this intent because it is employment focused and limits retail and residential uses, which could undermine the delivery of the UDFs.
- 103. The *Greater Geelong Retail Strategy (2020–2036)* identifies Pakington Street (Geelong West) as a Specialised Activity Centre. These centres are expected to deliver retail, hospitality, community services and higher density housing. The C1Z is the standard zone for activity centres, whereas the C3Z is more appropriate for transitional employment precincts (such as older industrial areas identified for creative industries).

8. Design and Development Overlays (DDOs)

- 104. 6 of the 51 submitters requested changes to either Schedule 56 to the Design and Development Overlay (DDO56) or Schedule 57 to the Design and Development Overlay (DDO57) or both.

Table 1; Requested changes to Schedule 56 to the Design and Development Overlay (DDO56)

| Schedule 56 to the Design and Development Overlay (DDO56) | |
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| Submitter 17 | Council officer response |
| A minimum 5 metre setback from the north edge of the northern footpath on Spring Street. | Do not agree to a 5 metre setback to Spring Street. The proposed 3 metre setback provides for street landscaping, widening of footpaths and addresses the sensitive residential area to the south while providing for good development opportunities. |
| Extend the restriction on locating services (currently applied to Gordon Street and La Trobe Terrace) to also apply to Spring Street, to protect residential amenity. | Not supported. The provision to “ <i>Avoid locating services on Gordon Avenue and Latrobe Terrace....</i> ” is due to their role as primary pedestrian and activation frontages. |

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| | <p>While DDO56 does not specifically restrict services on Spring Street, the following provision applies to the submitters request:</p> <p>“Services, loading and waste areas should be accessed away from main streets and public spaces and located within basements or upper levels.”</p> |
| Submitter 20 | Council officer response |
| <p>Building heights:</p> <p>Requests 12+ storeys on larger sites along Gordon Avenue, supported by shadow studies and prior planning approvals.</p> | <p>The request to increase heights to 12+ storeys is not supported. The exhibited controls are discretionary and deliberately establish a mid rise built form along Gordon Avenue to balance redevelopment opportunities with protection of amenity, solar access, and character.</p> |
| <p>Site Coverage:</p> <p>Opposes the 60% site coverage cap on C1Z land, noting it is more restrictive than the adjacent GRZ (70%). Seeks higher site coverage to support active ground floors, efficient podium layouts, and stronger public realm outcomes.</p> | <p>Not supported. The 60% site coverage is proposed to apply to Gordon West in the Gordon Avenue precinct owing to large allotment sizes and potential to deliver significant open space and public realm. The preferred site coverage is discretionary and was informed by the UDF’s built form testing and engagement feedback.</p> |
| <p>Interface treatments:</p> <p>a) Remove the mandatory 3 metre front setback on Gordon Avenue and Spring Street, arguing it is unnecessary and limits development outcomes.</p> <p>b) Reconsider street wall height controls on the south side of Gordon Avenue, suggesting human-scale design can be achieved without strict height limits.</p> <p>c) Reduce tower separation requirements (currently 20 metre for buildings over 8 storeys), which are considered excessive and above normal planning practice.</p> | <p>Council officers have considered interface treatments and offer the following response:</p> <p>a) Do not support the request to remove the mandatory 3 metre front setback. The 3 metre ground level setback is based on a site analysis and is intended to:</p> <ul style="list-style-type: none"> • Avoid a cluttered and inconsistent streetscape. • Reduce safety risks from concealed spaces. • Protect landscaped areas that support the UDF vision. • Improve amenity for ground floor dwellings. <p>Removing this control risks undermining the corridor’s identity. Upper-level setbacks and street wall/podium heights remain discretionary to allow design flexibility.</p> <p>b) Street Wall Height – The preferred maximum street wall or podium height for Gordon Avenue is 15 metres and responds to existing scale and massing of built form. This is a discretionary provision and provides flexibility where applications can show it meets design objectives.</p> <p>c) Tower separation – Agreed. Recommend amending Figure 6 and Figure 7 of DDO56 to require a preferred 6 metres side separation for all buildings built to boundary</p> |

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| | above 4 storeys, to manage building massing and amenity while providing flexibility for alternative design solutions. |
| <p>Floor Area Ratios (FAR):</p> <p>Opposes cumulative restrictions of FAR combined with height, setback, and coverage controls. Recommends a more flexible, performance based approach</p> | <p>FARs are discretionary and aligned with preferred heights and site coverage to set clear development expectations. They are designed to provide flexibility, encourage varied building typologies, and deliver site specific outcomes while ensuring consistency with the UDF vision. Performance based flexibility exists where exceptional design quality and public benefit can be demonstrated.</p> |
| Submitter 28 | Council officer response |
| <p>Make wind and solar controls mandatory in DDO56 (consistent with PPN59 and other DDOs in Geelong and Melbourne). Ensure the phrase “a permit cannot be granted...” is applied for shadow and wind requirements.</p> <p>Alternatively, a decision guideline should be provided within both schedules relating to solar and wind protection of the public realm.</p> | <p>The amendment seeks to balance development potential with amenity. The adopted approach reflects the community feedback for clear controls while ensuring sufficient flexibility for site responsive design and innovative outcomes.</p> <p>Agree to update Decision Guidelines in DDO56 to include:</p> <p>“Whether the development achieves comfortable wind conditions”.</p> |
| <p>Wind impacts:</p> <p>a) Replace the word “safe” with “comfortable” to align with PPN93 and other DDOs.</p> <p>b) Apply consistent trigger points for wind assessments (set at 5 storeys, not 16m).</p> | <p>a) Agree to change “safe” with “comfortable” in DDO56. The change aligns with Clause 58.04-4 which specifies “comfortable” wind conditions for public land and publicly accessible areas on private land and other DDOs in the Geelong planning scheme.</p> <p>b) Not supported. 16 metres is consistent with the ACZ – Central Geelong and ensure wind assessments are consistent across land uses.</p> |
| <p>Solar access:</p> <p>a) Amend the Design Objective in DDO56 to duplicate what’s in DDO57 by including the following objective:</p> <p><i>“To protect the amenity of key public spaces including footpaths, future plazas and new public open spaces from overshadowing impacts.”</i></p> <p>b) Adopt winter solstice (not spring equinox) as the test date for overshadowing of public open spaces in DDO56.</p> | <p>a) Not supported. The following proposed objective to be more appropriate as it balances landscaping, solar access and wind:</p> <p><i>“To ensure high quality architectural design that integrates landscaping, maintains solar access and ensures comfortable wind conditions within the public realm.”</i></p> <p>b) Not supported. The testing of solar access to public open spaces at spring equinox reflects existing controls in Geelong’s planning scheme. Solar access controls measured at winter solstice would overly constrain development potential and was not supported through UDF testing.</p> |
| Submitter 51 | Council officer response |

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| <p>Requests additional control/objective to address the development interface with Latrobe Terrace and Church Street.</p> | <p>Agree to include the following change to DDO56:</p> <p>Access, parking and services</p> <p><i>“New development that abuts Latrobe Terrace to avoid direct access to Latrobe Terrace (where possible) and make use of the local road network for access”.</i></p> |
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Table 2; Requested changes to Schedule 57 to the Design and Development Overlay (DDO57)

| <p>Schedule 57 to the Design and Development Overlay (DDO57)</p> | |
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| <p>Submitter 28</p> | <p>Council officer response</p> |
| <p>Make wind and solar controls mandatory in DDO57 (consistent with PPN59 and other DDOs in Geelong and Melbourne). Ensure the phrase “a permit cannot be granted...” is applied for shadow and wind requirements.</p> <p>Alternatively, a decision guideline should be provided within both schedules relating to solar and wind protection of the public realm.</p> | <p>Mandatory wind and solar controls are not supported. The amendment seeks to balance development potential with amenity. The adopted approach reflects the community feedback for clear controls while ensuring sufficient flexibility for site-responsive design and innovative outcomes.</p> <p>Council officer supports strengthening Decision Guidelines in DDO57 to include:</p> <p>“Whether the development achieves comfortable wind conditions”.</p> <p>And to amend the following Decision Guideline in DDO57:</p> <p>“Whether the development retains solar access to the locations specified in table 3 to this schedule”.</p> |
| <p>Wind impacts:</p> <ul style="list-style-type: none"> a) Replace the word “safe” with “comfortable” to align with PPN93 and other DDOs. b) Apply consistent trigger points for wind assessments (set at 5 storeys, not 16m). c) Remove wording in DDO57 that limits wind reporting to commercial buildings; apply requirements consistently across both schedules. | <ul style="list-style-type: none"> a) Agree to change “safe” with “comfortable” in DDO57. The change aligns with Clause 58.04-4 which specifies “comfortable” wind conditions for public land and publicly accessible areas on private land and other DDOs in the planning scheme. b) Not supported. 16 metres is consistent the ACZ – Central Geelong and ensures wind assessments are consistent across land uses. c) Agree to remove the word “commercial” in the wind report requirements in DDO57 as they are not limited to commercial buildings. |
| <p>Solar access:</p> <ul style="list-style-type: none"> a) Clarify vague terms such as “all other streets” in DDO57 and provide specific time periods for solar access. b) Extend solar access controls to 3pm (instead of 2pm) for better protection of eastern Pakington Street footpaths. | <ul style="list-style-type: none"> a) Not supported. The reference to “All other streets” in Table 3 is considered clear as it follows the specific solar access requirements for Pakington and Waratah Streets and therefore applies to all remaining streets within the precinct. Introducing additional time-based requirements for the side streets would significantly constrain the development potential of the corner sites, particularly on narrower lots. Overshadowing impacts on |

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| <p>c) Update decision guidelines in DDO57 to reference both “all other streets” and public open space.</p> | <p>the southern footpaths can be appropriately assessed and managed through the planning permit process to ensure unreasonable outcomes are avoided.</p> <p>b) Not supported. Extending solar access controls to 3pm and testing at winter solstice (rather than equinox) were considered but not adopted as this would substantially constrain development potential and was not supported through UDF testing. The equinox standard reflects established practice in Geelong DDOs.</p> <p>c) Do not support updating the decision guidelines for solar access in DDO57 for the same reason stated in point a) above.</p> |
| <p>Open Space: Specify approximate sizes for proposed new open spaces in DDO57, rather than leaving it to permit stage.</p> | <p>Not supported. The Pakington North UDF identifies a lack of open space within the precinct and provides the objective to “establish new open space within strategic sites of Pakington Strand and Railing Sidings Yard. However, the UDF did not specify the exact requirements for any future open space. Council is in the process of developing an Open Space Strategy which may look to provide greater detail regarding size, category of park and associated uses which would inform an application at the planning permit stage.</p> |
| <p>Submitter 35</p> | <p>Council officer response</p> |
| <p>Remove mandatory street wall/interface controls and any other mandatory requirements.</p> | <p>The request to remove mandatory controls is not supported.</p> <p>Ground level setbacks are the only mandatory control in DDO57.</p> <p>These setbacks ensure a soft transition between larger scale mixed-use buildings and adjoining fine-grain residential or heritage streetscapes.</p> <p>They allow for landscaping and urban greening, consistent with objectives to deliver urban cooling, biodiversity benefits, and improved amenity.</p> <p>They also help manage pedestrian amenity, safety, and sightlines at narrow residential streets, which was a core concern raised during engagement.</p> <p>All other controls are discretionary.</p> |
| <p>Delete the two indicative open space/plaza locations shown on Map 1 of DDO57, as they pre-empt site specific design, compromise redevelopment potential, and were applied only due to the large site size. Suggest Council</p> | <p>Do not agree to remove the two open space/plaza locations shown on Map 1 of DDO57.</p> <p>The property in question is located on the corner of Waratah Street and Pakington Street</p> |

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| <p>instead explore land acquisition for open space elsewhere.</p> | <p>in the Pakington North precinct. The site was established as a key strategic site:</p> <ul style="list-style-type: none"> • as it acts as a gateway and anchor within the precinct. • to reinforcing pedestrian movement along key east–west connections. • to create opportunities for landmark buildings. <p>Strategic sites are expected to contribute public plazas, open space, or streetscape improvements as part of redevelopment. Their selection was informed by the need to balance housing growth with community infrastructure and amenity outcomes. The plaza/open space locations are indicative and intended to be delivered generally in accordance with Map 1, allowing some design flexibility at the permit stage.</p> |
| <p>Remove winter solstice overshadowing requirements linked to the proposed open space locations and delete the reference to the north side of Waratah Street footpath in the solar access diagrams (Appendix 6.4). These requirements are seen as unfeasible and not supported.</p> | <p>Not supported. The overshadowing requirements for open space in DDO57 ensures new development protects solar access to key public spaces, consistent with the Pakington North UDF objectives and the overshadowing/solar access studies undertaken for the precinct.</p> <p>Council officer notes the built form testing and overshadowing requirements performed for Pakington North precinct and DDO57 was measured at spring equinox. The UDF specifies both winter solstice and spring equinox at different points in the document and DDO57 referenced winter solstice incorrectly.</p> <p>Recommend amending DDO57 to be consistent with built form testing and change the overshadowing requirements to open space from winter solstice to spring equinox (10am-2pm) in line with the Pakington North Community Panel Summary Report p.48 (May 2024).</p> |
| <p>Remove the 60% site coverage control, as it is inappropriate for a key urban renewal site in an activity centre and more akin to suburban residential standards.</p> | <p>The request to remove the 60% site coverage requirement is not supported. The control ensures sufficient space for landscaping, open space, and amenity outcomes within large strategic sites. The preferred site coverage balances redevelopment opportunities with broader public realm benefits expected in a specialised activity centre. The control is discretionary and provides flexibility where design objectives can be met.</p> |

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| <p>Update references in DDO57 regarding pedestrian permeability objectives to align with the correct planning scheme clause.</p> | <p>DDO57 is referring to the correct clause of the planning scheme, 11.03-6L-06, which is part of the same amendment.</p> |
| <p>Submitter 39</p> | <p>Council officer response</p> |
| <p>Remove mandatory ground level setbacks in the Type 2B interface (Waterloo Street frontage). Instead, apply discretionary controls to allow site specific design responses and avoid poor design outcomes caused by rigid requirements.</p> | <p>See response to submitter 35 in DDO57.</p> |
| <p>Reconsider rear setback controls where C1Z land abuts residential zones (NRZ/GRZ). Allow greater wall heights at rear interfaces to achieve more practical floorplates and appropriate transitions, consistent with Pakington Street's linear subdivision pattern.</p> | <p>The exhibited controls provide for rear setbacks and height transitions to manage amenity impacts such as overshadowing, privacy, and noise at sensitive residential interfaces. These standards were informed by built form testing and community panel feedback and are necessary to ensure compatible transitions to lower-scale neighbourhoods. These controls are discretionary and provide for design flexibility.</p> |
| <p>Convert mandatory design requirements in DDO57 to preferred requirements, enabling more flexibility and better design outcomes in future redevelopment.</p> | <p>The request to remove mandatory controls is not supported.</p> <p>Mandatory provisions are limited to ground level setbacks, as these are fundamental to achieving the design vision and public realm outcomes for Pakington North. Retaining them as mandatory ensures certainty in delivering safe, landscaped, and high-amenity interfaces. Converting them to preferred provisions would undermine these objectives.</p> <p>See response to submitter 35 in DDO57.</p> |
| <p>Submitter 51</p> | <p>Council officer response</p> |
| <p>Include an additional, control requirement/objective to address the development interface with Latrobe Terrace and Church Street as per the attachment to this submission.</p> | <p>Agree to include the following changes to DDO57:</p> <p>Access, parking and services</p> <p><i>“New development that abuts Church Street to avoid direct access to Church Street (where possible) and make use of the local road network for access”.</i></p> <p>Amend the following strategy to include (Where possible, provide access via local streets):</p> <p><i>“Minimise or consolidate vehicular access points and carefully design ramps into basements to support increased amenity and safety for pedestrians and bicycles.”</i></p> |

9. Local Policy

105. 2 of the 51 submitters requested changes to proposed local policy.
106. Submitter 28 requests public realm objectives proposed to be deleted from Clause 15.01-1L-02 be reinstated into Clause 11.03-6L-06, including specific objectives/strategies relating to solar access and wind protection and high-quality built form outcomes. The following objectives and strategies were requested to be included in Clause 11.03-6L-06:
- 106.1. Objective – To ensure the continued preservation of public realm amenity.
- Strategy – To ensure appropriate solar access is maintained to the public realm and wind impacts from new developments are addressed on-site to maintain comfortable wind conditions within the public realm.
- 106.2. Objective – To ensure new development provides for a high quality presentation to the public realm.
- Strategy – Require new development to achieve high quality architectural outcomes.
107. Submitter 51, Head of Transport for Victoria (TfV), raises concerns regarding the intention of the rail sidings yard and request local policy relevant to the Pakington North precinct to acknowledge that the rail sidings yard is an essential site for provision of rail services.

Council officer response

108. Council officer does not support the request to include the objective and strategy at point 107.1 and consider them to be duplicating state policy under Clause 15.01-1S (Urban Design):
- “Ensure development supports public realm amenity and safe access to walking and cycling environments and public transport.”*
109. The proposed strategy is delivered in the two exhibited DDOs as a design objective and supported by “Solar access, wind and weather” controls:
- 109.1. DDO56
- Design Objectives - To ensure high quality architectural design that integrates landscaping, maintains solar access and ensures comfortable wind conditions within the public realm.
- 109.2. DDO57
- Design Objectives - To protect the amenity of key public spaces including footpaths, future plazas and new public open spaces from overshadowing impacts.
110. Council officer does not support the request to include the objective and strategy at point 107.2 and consider this objective to be duplicating state policy under Clause 15.01-2S (Building design):
- “To achieve building design and siting outcomes that contribute positively to the local context, enhance the public realm and support environmentally sustainable development.”*
111. While DDO57 does not specifically require high quality architectural design, it sets out architectural outcomes around scale, proportion, setbacks, activation, and contextual design, all aimed at ensuring high quality built form. Where a zone, overlay, particular provision or general provision provides all the direction required to make a planning decision, a local policy is not needed.

112. Council officer accepts Submitter 51 (Head TfV) request to include local policy for the Pakington North precinct to acknowledge that the rail sidings yard is an essential site for provision of rail services.
113. The Pakington North UDF recognises the rail sidings yard at 28–64 Pakington Street as a strategic site within the study area. However, it is not proposed for rezoning or immediate urban renewal.
114. Schedule 57 to the Design and Development Overlay (DDO57) includes provisions and decision guidelines to manage sensitive interfaces with the rail sidings yard.
115. Given this context, it would be appropriate for Clause 11.03-6L-06 (Pakington North precinct local policy) to explicitly acknowledge the ongoing rail function of the site to support decision making.
116. Council considers the following local policy to be included in Clause 11.03-6L-06 as appropriate:

“The rail sidings yard at 28–64 Pakington Street is an essential site for the operation of rail services in Geelong and must be protected for ongoing transport use.”

10. Urban Design Frameworks

117. 4 of the 51 submitters referenced strategies or processes relevant to the UDFs.
118. Submitter 20 requests to reinstate 39-45 Gordon Avenue as a key strategic site.
119. Submitter 36 supports the vision but recommends UDF refinements for wayfinding, station parking integration, and connectivity to waterfront.
120. Submitter 51 requests the adopted UDFs be amended to reflect the retention of the strategic rail infrastructure.

Council officer response

121. In response to submitter 20, Gordon Avenue precinct is identified as a Key Development Area and the amendment proposes to update Clause 16.01-1L-01 accordingly. The Pakington Street and Gordon Avenue UDF does not separately identify any key sites for development.
122. The UDFs were adopted by Council following a comprehensive process, including technical studies, built form testing, and a deliberative community panel. Amendment C433ggee gives statutory effect to the UDFs through rezonings and the introduction of new Schedules to the Design and Development Overlays (DDO56 and DDO57).
123. In response to submitter 36:
 - 123.1. Wayfinding: The recommendation is supported in principle. Wayfinding improvements at Gordon Avenue and Latrobe Terrace require coordination with the State Government. Council will advocate for this outcome as part of ongoing transport and movement planning.
 - 123.2. Parking integration: Supported in principle. The Pakington Street Public Parking Plan (2024) and UDFs identify the need to optimise existing supply and manage demand. Integration of Geelong Station parking is a matter for State Government but will continue to be raised through Council advocacy.
 - 123.3. Connectivity: The UDF objectives and DDO provisions prioritise safe and legible pedestrian and cycling links. Improving connections to Central Geelong and the

waterfront is a short-term priority and will be advanced through infrastructure planning and advocacy with State agencies.

124. Reopening or redrafting the UDFs as part of this amendment process is not supported. The UDFs are Council adopted and provide an appropriate balance between facilitating growth, supporting business and community activity, and protecting sensitive residential and heritage interfaces.

Attachment 2 – Summary of Submissions and Council Response

Submissions have been summarised into their key themes. This includes any specific requests for changes to Amendment C433ggee, such as changes to the two schedules to the Design and Development Overlay. The following key themes have been identified from the issues raised in submissions.

- 1. Strategic Merit and Engagement Process**
Issues regarding whether the amendment is strategically justified for this location and the adequacy and representativeness of notification and the deliberative panel process.
- 2. Traffic, Car Parking and Public Transport**
Issues about existing traffic congestion and parking shortfalls being exacerbated by higher densities and limited public transport.
- 3. Building Heights**
Issues raised regarding the proposed building heights negatively impacting surrounding neighbourhood character, amenity and heritage with some submitters requesting a reduction in building heights.
- 4. Drainage**
Issues concerning stormwater and sewer network's ability to accommodate additional development, especially in areas affected by overland flow/flooding.
- 5. Open Space**
Issues concerning lack of open space.
- 6. Environmental Audit Overlay (EAO)**
Issues relate to whether specific properties warrant an EAO, the evidence base for contamination potential, and the development implications of audit requirements.
- 7. Proposed Zones**
Issues regarding the proposed Residential Growth Zone (RGZ) and Commercial 1 Zone (C1Z) including requests to rezone land to alternative zones or leave land in its current zone.
- 8. DDO controls**
Issues regarding mandatory provisions, site coverage, setbacks, wind and solar requirements and proposed open space.
- 9. Local policy**
Includes request to amend proposed local policy.
- 10. Urban Design Frameworks (UDF's)**
Concerns regarding wayfinding, station parking integration and connectivity.

| No. | Submission Type | Summary of Submission | Themes | Council officer response | Recommendation |
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| 01. | Objection | Concerns regarding current car parking issues and the removal of the car park from 21-33 Autumn Street to facilitate future open space. | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel |
| 02. | Objection | The submitter expresses general support for amendment and acknowledge some shopkeepers may oppose the changes due to possible business impacts. Overall, the changes are viewed positively as a significant improvement for both Pakington Street and Gordon Avenue. | N/A | Noted. | Refer submission to independent Planning Panel. |
| 03. | Acceptance | The submitter prefers 'high density housing options that maximise vertical space close to public transport as opposed to developing more land by spreading out.' | N/A | Noted. | Submission supportive. Refer submission to independent Planning Panel. |
| 04. | Objection | The submitter works on Gordon Avenue and objects to the removal of the car park. | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |
| 05. | Acceptance | The submitter is "happy with amendments made". | N/A | Noted. | Submission supportive. Refer submission to independent Planning Panel. |
| 06. | Objection | Raises issues with the current car parking conditions and objects to the removal of the car park from 21-33 Autumn Street to facilitate future open space. | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |
| 07. | Acceptance | The amendment is not only logical, but critical to ensuring the area continues to flourish. Submitter supports the amendment. | N/A | Noted. | Submission supportive. Refer submission to independent Planning Panel. |
| 08. | Acceptance | Supports the work of the UDF and the subsequent amendment. | N/A | Noted. | Submission supportive. Refer |

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| | | | | | submission to independent Planning Panel. |
| 09. | Comment | The CFA reviewed the amendment and noted that the affected land is not within a bushfire prone area. The proposed rezoning and Design and Development Overlay (DDO) changes are focused on guiding future built form and do not alter bushfire risk. Accordingly, CFA offers no further comment on the amendment. The CFA also highlighted that part of the land sits within a Fire Rescue Victoria (FRV) area, not CFA's operational area. | N/A | Noted. | Submission supportive. Refer submission to independent Planning Panel. |
| 10. | Objection | Objects to the proposed changes for Pakington Street, stressing that the precinct's existing role as a popular shopping and dining destination would be undermined by new apartment development, which they see as visually unattractive and unsuitable in an already busy area. They also raise concern about past planning decisions that harmed the Geelong CBD. | Strategic Merit and Engagement Process | See response to theme 1. | Refer submission to independent Planning Panel. |
| 11. | Objection | Concerns regarding the removal of all day car parking and lack of public transport. Requests all day car parking to be increased. | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |
| 12. | Objection | The submitter works on Gordon Avenue and objects to the removal of the car park. | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |
| 13. | Comment | EPA has already provided its views on Amendment C433 under Ministerial Direction 19 (MD19). EPA have not reviewed the exhibited documents and will not make a submission. | N/A | Noted. | No submission made. Do not refer to an independent Planning Panel. |
| 14. | Objection | Objects to the removal of the Council-owned car park at 21-33 Autumn Street, Geelong West. Suggests considering underutilised land or shared-use arrangements for green space instead of removing essential parking. | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |

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| 15. | Objection | <ol style="list-style-type: none"> 1. Building heights & increased density <ul style="list-style-type: none"> • Strong objection to proposed 8–10 storeys as excessive, out of character with the prevailing two-storey scale and adjoining low-rise residential areas. • Requests building heights to be capped at 4 storeys to protect neighbourhood character, privacy, and amenity. • Concerns about noise, overshadowing, overlooking, overcrowding, and loss of privacy. 2. Traffic, car parking & public transport <ul style="list-style-type: none"> • Objection to any waiver of car parking in an area already under pressure, with fears of worsening congestion. • Notes adjoining streets are narrow, unsafe, and unsuitable for more vehicles, particularly given proximity to two primary schools and vulnerable users. 3. Strategic merit & process <ul style="list-style-type: none"> • Perceives the proposal as unfairly targeting Geelong West for high-rise development compared with other centres (North Geelong, Newtown, Barwon Heads). • Suggests Council is motivated by rates revenue and not applying growth equitably across the municipality. • Requests housing growth be redirected to areas with modern infrastructure better able to accommodate intensity. | Building Heights, Traffic, Car Parking and Public Transport, Strategic Merit and Engagement Process | <ol style="list-style-type: none"> 1. See response to theme 3. 2. See response to theme 2. 3. See response to theme 1 and policy context. | Refer submission to independent Planning Panel. |
| 16. | Objection | <ol style="list-style-type: none"> 1. Building heights & increased density <ul style="list-style-type: none"> • Opposes proposed heights, requesting nothing over 5 storeys near Church Street tapering down to 2–3 storeys towards Britannia Street to protect the area’s heritage, history, and identity. • Seeks a reduction of at least half the exhibited heights to safeguard residential amenity and neighbourhood character. 2. Traffic, car parking & public transport | Building Heights, Traffic, Car Parking and Public Transport, Strategic Merit and Engagement Process | <ol style="list-style-type: none"> 1. See response to theme 3. 2. See response to theme 2. 3. See response to theme 1 and policy context. | Refer submission to independent Planning Panel. |

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| | | <ul style="list-style-type: none"> Argues increased height/density will worsen traffic and parking pressures in already narrow streets, creating safety risks for children and school communities. Notes existing waiver of parking for businesses has already negatively impacted residents' ability to park. <p>3. Strategic merit & process</p> <ul style="list-style-type: none"> Suggests larger-scale development should be directed to better-suited areas such as Central Geelong, South Geelong, or East Geelong, rather than the historic Pakington Street precinct. | | | |
| 17. | Objection | <p>1. DDO controls (DDO56 & DDO57)</p> <ul style="list-style-type: none"> Requests clarification of setback measurements in Figure 1 and seeks a mandatory 5m setback from the north edge of the Spring Street footpath to protect adjoining residential amenity. Suggests extending restrictions on locating services (currently applying to Gordon Avenue and Latrobe Terrace) to also cover Spring Street. <p>2. Traffic, car parking & public transport</p> <ul style="list-style-type: none"> Notes a lack of clear guidance on car parking provision in DDO56 and requests realistic parking requirements be applied to future developments, despite proximity to Geelong Station. | Traffic, Car Parking and Public Transport, DDO controls | <p>1. See response to theme 8.</p> <p>Setbacks (DDO56 Figure 1 & Table 3) – Figure 1 illustrates side and rear setbacks to adjoining General Residential or Neighbourhood Residential zoned land, with a 5-metre requirement from property boundaries. For street setbacks, including Spring Street, DDO56 specifies a mandatory 3-metre ground-level setback measured from the property boundary (Table 3).</p> <p>2. See response to theme 2.</p> | Refer submission to independent Planning Panel. |

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| 18. | Objection | <p>1. Environmental Audit Overlay (EAO) Exclude Homes Victoria land at 1/29 Church Street, Geelong from the proposed EAO (map reference 003eaoMap37), as the Landserv report (June 2023) does not specifically recommend its application to this site.</p> <p>2. Proposed Zones Rezone Homes Victoria-owned properties adjoining the Gordon Avenue Precinct to Commercial 1 Zone to provide greater development opportunities. The properties include:</p> <ul style="list-style-type: none"> • 1A Villamanta Place, Geelong West • Multiple units at 15 Halstead Place and 56 Villamanta Street, Geelong West • Units 1–6 at 46–50 Villamanta Place, Geelong West • Multiple units at 9 McNicol Street, Geelong West <p>Homes Victoria requests to be consulted in relation to any further review of the Heritage Core Precinct overlays (HO1634) affecting Homes Victoria land at 1–16 and 1A Lawton Avenue, Geelong West, and 4 Clarence Street, Geelong West.</p> | Environmental Audit Overlay (EAO), Proposed Zones | <p>1. See response to theme 6. 2. See response to theme 7.</p> <p>Heritage Overlay extents: Request to be consulted on any future Heritage Overlay review is supported and noted.</p> | Refer submission to independent Planning Panel. |
| 19. | Objection | <p>Raises issues with the current car parking conditions and objects to the removal of the car park from 21-33 Autumn Street to facilitate future open space.</p> | Traffic, Car Parking and Public Transport | See council to theme 2. | Refer submission to independent Planning Panel. |
| 20. | Objection | <p>The submitter expresses conditional support for Amendment C433ggee. The submitter supports the overall vision of the UDF and rezoning of the site 39–45 Gordon Avenue to Commercial 1 Zone (C1Z) but raises significant concerns that elements of DDO56 are too restrictive and risk constraining development potential on larger strategic sites.</p> <p>1. UDF - Key site status: Reinstate the land at 39–45 Gordon Avenue as a key site, given its scale, location, and capacity to contribute to public realm outcomes.</p> <p>2. Building height - Opposes the 6-storey preferred height along Gordon Avenue; requests allowance for 12+ storeys on</p> | UDFs, Building Heights, DDO Controls, Environmental Audit Overlay (EAO) | <p>1. See response to theme 10 2. See response to theme 3. 3. See response to theme 8. 4. See response to theme 6.</p> <p>Council requested further information from the submitter.</p> | Change recommended. Refer submission to independent Planning Panel. |

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| | | <p>larger sites, supported by shadow studies and prior planning approvals.</p> <p>3. DDO controls - Site coverage: Opposes the 60% site coverage cap on C1Z land, noting it is more restrictive than the adjacent GRZ (70%). Seeks higher site coverage to support active ground floors, efficient podium layouts, and stronger public realm outcomes.</p> <p>Interface treatments:</p> <ul style="list-style-type: none"> Remove the mandatory 3m front setback on Gordon Avenue and Spring Street, arguing it is unnecessary and limits development outcomes. Reconsider street wall height controls on the south side of Gordon Avenue, suggesting human-scale design can be achieved without strict height limits. Reduce tower separation requirements (currently 20m for buildings over 8 storeys), which are considered excessive and above normal planning practice. <p>Floor Area Ratio (FAR): Opposes cumulative restrictions of FAR combined with height, setback, and coverage controls. Recommends a more flexible, performance-based approach.</p> <p>4. Environmental Audit Overlay (EAO): Questions the need for an EAO over the site, arguing preliminary information suggests the land is unlikely to be contaminated and further evidence will be provided by the submitter to support the removal of the EAO.</p> | | <p>Human Habitats confirmed the testing provided related only to groundwater, not soil. On this basis the submitter withdrew their submission regarding the application of the EAO.</p> | |
| 21. | Acceptance | No comment. | N/A | Noted | Submission supportive. Refer submission to independent Planning Panel. |
| 22. | Objection | The submitter objects to the amendment, arguing that the UDFs have not adequately addressed key infrastructure and amenity issues. Concerns include: | Drainage, Traffic, Car Parking and Public Transport | 1. See response to theme 4. | Refer submission to independent Planning Panel. |

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| | | <p>1. The capacity of stormwater and sewer systems to support multiple new developments.</p> <p>2. Existing parking pressures on residential streets, with an apparent omission of traffic data.</p> <p>3. A lack of provision for new or enhanced green spaces.</p> | | <p>2. See response to theme 2.</p> <p>3. See response to theme 5.</p> | |
| 23. | Acceptance | The submitter expresses support for the amendment, describing it as a positive plan that will create additional business opportunities in the area and provide affordable living options for new residents in a convenient location within Geelong West. | N/A | Noted | Submission supportive. Refer submission to independent Planning Panel. |
| 24. | Objection | Objects to the proposal, expressing frustration with existing traffic and safety issues in the Pakington Street area. Specific concerns include poor traffic management at the Telegraph Bridge, unsafe turning movements into Stubbs Avenue from Guthrie Avenue due to the lack of a turning arrow and red-light running, and confusing line markings and inadequate signal times at the Weddell Road intersection. Believes additional traffic generated by the proposal will exacerbate these existing problems and result in failure of the road network in the area. | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |
| 25. | Objection | <p>Objects to the proposed conversion of the car park into green space, citing significant concerns about the loss of essential parking for students, local businesses, and employees. They note that Council’s recent shift from all-day to 1–2 hour on-street parking has already increased pressure.</p> <p>Requested Changes:</p> <p>Retain the existing car park rather than converting it to green space.</p> <p>Redirect Council’s renewal efforts to the CBD instead of removing commercial parking capacity in Geelong West.</p> | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |
| 26. | Objection | Objects to the removal of the car park next to Oxygen Music, stating it is essential for students and workers who need convenient access for schooling and employment. They argue that replacing the car park with green space is unnecessary | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |

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| | | given the proximity of the Botanical Gardens less than 10 minutes away. | | | |
| 27. | Objection | <p>1. Building heights & increased density</p> <ul style="list-style-type: none"> Strong objection to proposed building heights in Pakington North, requesting a two-storey reduction across the precinct (Wellington/Waratah St to Clonard St/railyards). Concerns that current heights will overshadow, overlook, and overwhelm adjoining heritage overlay residential streets, erode village character, and create heat island/wind tunnel impacts. Notes Pakington Street is already functioning well and should not be redeveloped “like the CBD.” <p>2. Traffic, car parking & public transport</p> <ul style="list-style-type: none"> Deep concerns that increased density will exacerbate existing congestion, parking shortages, and safety issues in narrow side streets, particularly in heritage precincts like Waterloo. Notes inadequate traffic data (based on 2009 studies) and calls for an updated traffic and parking management plan. Highlights safety issues for residents and emergency vehicles, reliance on on-street parking, and rat-running in heritage side streets. Argues Geelong West lacks adequate public transport alternatives, with infrequent buses and no metro system, so residents will remain car dependent. <p>3. Drainage & infrastructure capacity</p> <ul style="list-style-type: none"> Questions how century-old stormwater and sewer systems will cope with additional population and development pressures. <p>4. DDO controls (DDO56 & DDO57)</p> | <p>Building Heights; Traffic, Car Parking and Public Transport; Drainage; DDO Controls; Strategic Merit and Engagement Process;</p> | <p>1. See response to theme 3. 2. See response to theme 2. 3. See response to theme 4. 4. See response to theme 8. The majority of Maitland Street, Waterloo Street and Anglesea Terrace sit outside of the Pakington North Precinct; no zoning changes are proposed to that area through this amendment. 5. See response to theme 1.</p> | <p>Refer submission to independent Planning Panel.</p> |

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| | | <ul style="list-style-type: none"> Requests stronger protections for Waterloo heritage streets (Maitland, Anglesea, Waterloo), including ensuring they remain zoned NRZ3, are not used for rear access to Pakington developments, and avoid commercial encroachment. <p>5. Strategic Merit & Engagement process</p> <ul style="list-style-type: none"> Argues Council is applying a "Melbourne" scale to a regional setting, ignoring Geelong's different context. Suggests growth should instead be directed to Central Geelong, South Geelong, East Geelong, and the North Geelong Saleyards redevelopment, which were previously identified for higher-density growth. Claims exhibition notification was inadequate, with only residents within 4–5 houses of Pako formally notified. Argues this skews submissions towards business/landowners and breaks earlier undertakings that all Geelong West residents could comment at amendment stage. | | | |
| 28. | Objection | <p>1. Local policy (Clause 11.03-6L-06)</p> <ul style="list-style-type: none"> Supports the amendment but requests that public realm objectives proposed for deletion from Clause 15.01-1L-02 be reinstated in Clause 11.03-6L-06. Suggested objectives/strategies include: preserving public realm amenity (solar access and wind protection) and requiring new development to achieve high-quality architectural outcomes. <p>2. DDO controls (DDO56 & DDO57)</p> <p>Mandatory Provisions:</p> <ul style="list-style-type: none"> Recommends adopting the phrase "a permit cannot be granted" for shadow/wind requirements or at minimum including decision guidelines referencing "comfortable" wind conditions (Clause 58.04-4). <p>Wind Impacts:</p> | Local Policy; DDO Controls; | <ol style="list-style-type: none"> See response to theme 9. See response to theme 8. | Change recommended. Refer submission to independent Planning Panel. |

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| | | <ul style="list-style-type: none"> • Replace "safe" with "comfortable" for wind conditions in both DDOs. • Set wind assessment triggers at 5 storeys (not 16m) in both DDOs. • Remove wording in DDO57 that limits wind reporting to commercial buildings. <p>Solar access:</p> <ul style="list-style-type: none"> • Apply DDO57's overshadowing objective to DDO56. • Clarify "all other streets" in DDO57 and provide specific time periods for solar access. • Extend eastern Pakington footpath protection to 3pm. • Adopt winter solstice (not spring equinox) as the test date for overshadowing of public open spaces in DDO56. • Requests decision guidelines in DDO57 be updated to reference both "all other streets" and public open space. <p>Open space</p> <ul style="list-style-type: none"> • Requests DDO57 specify approximate sizes for proposed new open spaces rather than leaving this detail to the planning permit stage. | | | |
| 29. | Objection | The submitter objects to the proposal, noting they work in the area and rely on the existing car park. They express concern that, if the car park is removed, there will be no suitable alternative parking available for workers. | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |
| 30. | Objection | <p>1. Strategic Merit</p> <ul style="list-style-type: none"> • Submitter argues the amendment applies a "Melbourne-centric" approach unsuited to Geelong's infrastructure and transport context. • Concern it will erode Pakington North's village character and liveability. • Recommends reconsidering overall housing density to better reflect Geelong's unique heritage and local constraints. | Strategic Merit and Engagement Process; Traffic, Car Parking and Public Transport; Building Heights; Drainage; Open Space | <ol style="list-style-type: none"> 1. See response to theme 1. 2. See response to theme 2. 3. See response to theme 3. 4. See response to theme 4. | Refer submission to independent Planning Panel. |

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| | <p>2. Traffic, Car Parking and Public Transport</p> <ul style="list-style-type: none"> Existing congestion is already severe. Says amendment relies on flawed/outdated traffic data (2010) and that promised connections like the Madden Avenue extension have not been delivered. Narrow side streets (<7m wide) may become unsafe “rat runs.” Significant existing parking pressure from businesses and limited off-street residential parking. Concerned new development won't provide enough on-site spaces, pushing overflow into nearby residential streets. Geelong's limited, disconnected bus/train services are not a realistic alternative to cars, contrary to assumptions in the UDF. Requests Council undertake up-to-date traffic and parking studies and prepare a reliable traffic management plan before development proceeds. <p>3. Building Heights</p> <ul style="list-style-type: none"> Strong opposition to proposed 4–6 storey heights in Pakington North, arguing they are excessive compared with the two-storey heritage core and adjoining heritage streets (Maitland St, Anglesea Terrace, Waterloo St). Concerns about overshadowing, amenity loss, and poor transition to residential/heritage areas. Requested change: Reduce proposed heights by 2 storeys across the precinct (Wellington/Waratah to Clonard Street). <p>4. Drainage</p> <ul style="list-style-type: none"> Belief that the ageing stormwater and sewer system cannot accommodate additional density, especially in overland flow areas. <p>5. Open Space</p> <ul style="list-style-type: none"> Concerns about loss of the large railyard siding maintenance site as open space. | | <p>5. See response to theme 5.</p> | |
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| | | <ul style="list-style-type: none"> Only two small open spaces are proposed, seen as inadequate to meet local needs or address urban heat impacts. Requested change: Provide additional green space, with commitments to deliver rail site open space followed through. | | | |
| 31. | Objection | The submitter objects to the removal of the car park, explaining they rely on it for all-day parking while at work. They note that all-day parking in the area is already limited, and they cannot reasonably move their car during the day, making the existing facility essential. | Traffic, Car Parking and Public Transport | See council officer response to theme 2. | Refer submission to independent Planning Panel. |
| 32. | Acceptance | The submitter expresses support for the amendment, noting it will improve the area and encourage stronger commercial use of the proposed locations. | N/A | Noted. | Submission supportive. Refer submission to independent Planning Panel. |
| 33. | Acceptance | <p>The submitter expresses strong support for Amendment C433gee, particularly the proposed rezoning of land at Hope Street, Geelong West from Commercial 2 Zone (C2Z) to Mixed Use Zone (MUZ) with associated overlays.</p> <p>Key Reasons for Support:</p> <p>Rezoning to MUZ supports the fair, orderly, and sustainable use of land under the Planning and Environment Act 1987 and aligns with the Planning Policy Framework and local housing strategies.</p> <p>Current C2Z restrictions discourage residential redevelopment. MUZ will enable sensitive residential and mixed-use projects more suited to community needs.</p> <p>Supports State and Council objectives for increased housing supply and diversity in established areas close to services, jobs, and transport.</p> | N/A | Noted. | Submission supportive. Refer submission to independent Planning Panel. |

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| | | Application of DDO56 will guide high-quality design, protect neighbourhood amenity, and ensure new development integrates with existing character. | | | |
| 34. | Acceptance | The submitter supports the rezoning of 1 Hope Street, Geelong West from Commercial 2 Zone (C2Z) to Mixed Use Zone (MUZ). The property has functioned as a dwelling for over 100 years, but the previous C2Z prevented replacement with a new dwelling if demolished. Rezoning to MUZ provides a more practical outcome by allowing continued residential use while also enabling future mixed-use opportunities. The approach is seen as fair and sensible, respecting the site's history while providing flexibility for future development. | N/A | Noted. | Submission supportive. Refer submission to independent Planning Panel. |
| 35. | Comment | Supports recognition of 91–93 Pakington Street as a strategic redevelopment opportunity but seeks greater flexibility in controls to enable feasible design outcomes. 1. DDO Controls (DDO57) <ul style="list-style-type: none"> Mandatory provisions in DDO57 reduce flexibility and are not appropriate for a strategic site. Requests to remove all mandatory requirements in DDO57. Winter solstice overshadowing controls linked to proposed plazas are unfeasible. Requests overshadowing requirements linked to plaza/open space locations be removed. Reference to solar access on the north side of Waratah Street footpath is not supported. Requests to remove the Waratah Street solar access reference. 60% site coverage control is considered inappropriate, being more aligned with suburban residential standards. Requests this provision be removed. Objects to the two indicative open space/plaza locations in Map 1 of DDO57, stating they pre-empt site-specific design and compromise redevelopment potential. Requests Council delete the indicative open space/plaza locations at 91–93 Pakington Street and instead explore Council-led acquisition of open space elsewhere. | DDO Controls; Local Policy | 1. See response to theme 8. 2. See response to theme 9. | Change recommended. Refer submission to independent Planning Panel. |

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| | | <p>2. Local Policy</p> <ul style="list-style-type: none"> References to pedestrian permeability in DDO57 are inconsistent with the planning scheme. Requests Council update references to align with the correct clause. | | | |
| 36. | Acceptance | <p>Expresses support for the principles of Amendment C433ggee and the UDFs.</p> <p>Recommendations:</p> <p>Wayfinding: Implement a coordinated approach with the State Government to improve wayfinding at the Gordon Avenue and Latrobe Terrace intersection.</p> <p>Parking integration: Explore opportunities to better utilise Geelong Station parking as a destination, helping to manage demand and encourage safe movement towards the city.</p> <p>Connectivity: Prioritise safe, legible pedestrian and cycling links between the Pakington Street precinct and the Geelong waterfront in the short term, to ensure both precincts achieve their intended success.</p> | UDFs | See response to theme 10. | Submission supportive. Refer submission to independent Planning Panel. |
| 37. | Acceptance | <p>The submitter expresses support for the amendment, welcoming the proposed changes to Pakington Street as a positive step for future generations. The submission also thanks Council for its work on the project and acknowledges the challenges involved.</p> | N/A | Noted. | Submission supportive. Refer submission to independent Planning Panel. |
| 38. | Objection | <p>The submitter objects to the amendment on the basis of parking loss. They highlight that parking in the area is already very limited, with the only alternatives being behind Oxygen College or at Geelong Station, which is full before 7:30 am. The removal of the existing car park would make it extremely difficult for local workers, including themselves, to access suitable parking.</p> | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |
| 39. | Acceptance | <p>Overall submitter supports Amendment C433ggee, including its objectives, rezoning, and the strategic outcomes it seeks for Pakington Street North. The rezoning of 68 and 70 Pakington Street, Geelong West from Commercial 2 Zone (C2Z) to</p> | DDO Controls | See response to theme 8. | Refer submission to independent Planning Panel. |

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| | | <p>Commercial 1 Zone (C1Z) is supported as a logical extension of the retail and heritage core, better aligned to surrounding residential interfaces, and consistent with broader strategic policy for activity centres.</p> <p>Requested Changes: DDO Controls (DDO57)</p> <ul style="list-style-type: none"> • Mandatory ground-level setbacks in the Type 2B (Waterloo Street) interface are too rigid and may lead to poor outcomes. Requests to replace with discretionary controls. • Rear setback controls where C1Z abuts NRZ/GRZ are overly restrictive; higher rear wall heights are needed for functional floorplates and appropriate transitions. Reconsider rear interface controls to allow greater wall heights and practical design responses. • Convert mandatory requirements in DDO57 to preferred requirements to support flexibility and site-responsive design. | | | |
| 40. | Objection | <p>The submitter objects to amendment for the following reasons:</p> <ol style="list-style-type: none"> 1. Proposed Zones <ul style="list-style-type: none"> • Objects to rezoning of 22–42 Spring Street from GRZ4 to RGZ1. Requests Council do not rezone and retain current GRZ4 zoning. • Rezoning to RGZ1 would enable 4–5 storey development, seen as excessive for a narrow street. Concerns that recent apartment projects nearby have been of poor design quality and may set an undesirable precedent. • Established open garden outlook and sense of spaciousness would be undermined by increased height and density, with risks of overshadowing, loss of natural light, and reduced outlooks. 2. Traffic, Car Parking and Public Transport | Traffic, Car Parking and Public Transport; Proposed Zones | <ol style="list-style-type: none"> 1. See response to theme 7. 2. See response to theme 2. | Refer submission to independent Planning Panel. |

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| | | <ul style="list-style-type: none"> Increased density would worsen congestion and parking pressures on Spring Street, which is already narrow and affected by existing traffic associated with Rex Gorell. | | | |
| 41. | Objection | The submitter objects to the amendment, expressing frustration at existing traffic congestion in the area. They argue that the proposed changes would deliberately worsen already busy conditions on local streets, creating further traffic problems. | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |
| 42. | Objection | <p>Objects to Amendment C433ggee for Pakington North Precinct. Concern that the amendment enables inappropriate high-density apartment development, risking overdevelopment and undermining the precinct’s role as a regional business, retail, and cultural hub.</p> <p>1. Proposed Zones (C2Z → C1Z)</p> <ul style="list-style-type: none"> Opposes rezone from Commercial 2 Zone (C2Z) to Commercial 1 Zone (C1Z), noting it prioritises apartments over existing diverse businesses and creative industries. Requests Council rezone to Commercial 3 Zone (C3Z) as a better fit, supporting small-scale manufacturing, start-ups, and creative industries alongside modest housing growth. Alternative zoning options were not presented during consultation. <p>2. Building heights</p> <ul style="list-style-type: none"> Considers heights above 15m (approx. 4–5 storeys) unsustainable in this context due to street pattern, scale, and expected impacts on the precinct’s role and character. Requests building heights to be capped at 15m in Pakington North Precinct <p>3. Traffic Car Parking and Public Transport</p> <ul style="list-style-type: none"> States traffic studies are outdated/insufficient and do not reflect current conditions (school/childcare traffic, narrow streets, emergency access). | Proposed Zones; Building Heights; Traffic, Car Parking and Public Transport; Strategic Merit and Engagement Process | <ol style="list-style-type: none"> See response to theme 7. See response to theme 3. See response to theme 2. See response to theme 1. | Refer submission to independent Planning Panel. |

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| | | <ul style="list-style-type: none"> Notes limited public transport (distance to station, single bus route, radial network) and high car dependency; indicates higher density would exacerbate congestion/parking. Requests Council obtain updated traffic and parking assessments and a parking management plan before permitting further density. Address public transport gaps prior to intensifying residential development. <p>4. Strategic Merit and Engagement Process</p> <ul style="list-style-type: none"> Questions validity of community panel process due to declining attendance and possible undeclared conflicts of interest. Claims resident voices, particularly the "Help Save Pako Street" group, were underrepresented. <p>Requests Council refer amendment to Planning Panels Victoria for independent review.</p> | | | |
| 43. | Objection | <p>The submitter raises objections to aspects of Amendment C433ggee relating to the Gordon Avenue Precinct.</p> <p>1. Proposed Zones</p> <ul style="list-style-type: none"> Objects to rezoning to RGZ along Gordon Avenue and Spring Street (to Coronation Street), stating many properties contain relatively new housing unlikely to be redeveloped. Requests amendment apply the Mixed Use Zone (MUZ) instead, as a more suitable zoning outcome. <p>2. Environmental Audit Overlay (EAO)</p> <ul style="list-style-type: none"> Concern that underground contamination along both sides of Gordon Avenue will constrain residential development potential. Believes this needs to be properly addressed before applying residential-focused zones. | Traffic, Car Parking and Public Transport; Proposed Zones; Environmental Audit Overlay (EAO) | <ol style="list-style-type: none"> See response to theme 7. See response to theme 6. See response to theme 2. | Refer submission to independent Planning Panel. |

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| | | <ul style="list-style-type: none"> • Ensure contamination issues are resolved or addressed prior to rezoning for residential growth. <p>3. Car Parking</p> <ul style="list-style-type: none"> • Objects to rezoning 21–33 Autumn Street to public open space (PPRZ), noting it currently provides all-day parking for business employees. Loss of this car park is seen as detrimental to small businesses and would exacerbate parking shortages and reliance on private rentals. • Requests Council retain the site as parking rather than rezoning to open space. | | | |
| 44. | Objection | <p>Traffic congestion in Geelong West is described as already severe, particularly at peak times due to the concentration of schools and businesses. Concern that further development will exacerbate congestion or push traffic into back streets, increasing risks for pedestrians and school children. Parking provision is considered inadequate in recent developments, attributed to poor planning standards. Concern that additional businesses and residences will worsen parking pressures.</p> <p>Requests Council address traffic and parking impacts before allowing further development and require new developments to provide sufficient on-site parking to meet demand and avoid spillover into surrounding streets.</p> | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |
| 45. | Objection | <p>The submitter objects to the proposal, stating that parking in the area is already inadequate. They argue that removing the only available all-day parking will worsen the situation and negatively affect local users who rely on it.</p> | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |
| 46. | Acceptance | <p>The submitter strongly supports Amendment C433ggee and the proposed UDF for the Pakington Street and Gordon Avenue precincts.</p> <p>Key Reasons for Support:</p> | N/A | Noted | Submission supportive. Refer submission to independent Planning Panel. |

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| | | <p>Renewal and revitalisation: The precinct shows signs of age and underuse; the UDFs present an opportunity to inject life through upgrades to streetscapes, amenities, footpaths, planting, lighting, wayfinding signage, and public art.</p> <p>Economic vitality: The amendment will help sustain existing businesses by attracting residents, visitors, and investment, while strengthening Pakington Street's identity as a boutique retail and cultural destination.</p> <p>Sustainable growth: New zoning provisions will enable development of businesses, housing, and apartments in a way that aligns with the UDF's vision while preserving local character.</p> <p>Community benefit: Revitalisation is seen as essential to maintaining liveability, lifestyle, cultural richness, and the long-term viability of the precincts.</p> | | | |
| 47. | Objection | The submitter objects to the removal of the nearby car park. They explain that it is the only convenient place for the students to park while attending classes at Oxygen College. | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |
| 48. | Objection | No comment | N/A | Noted | Refer submission to independent Planning Panel. |
| 49. | Objection | The submitter objects to the amendment, raising concerns that existing parking and lane space in the area are already insufficient. They argue that additional development would increase traffic congestion and create hazards for larger vehicles, including public transport, which already struggle to move safely and efficiently through the area. | Traffic, Car Parking and Public Transport | See response to theme 2. | Refer submission to independent Planning Panel. |
| 50. | Objection | <p>The submitter does not oppose the development in principle but requests changes to ensure parking adequacy and provision of local services.</p> <p>Requested Changes:</p> <ol style="list-style-type: none"> 1. Car Parking - Make it mandatory that each apartment includes at least one designated car space (basement or | Traffic, Car Parking and Public Transport; DDO Controls | 1. See response to theme 2. DDO57 includes design objectives and built form provisions that encourage active ground floor frontages | Refer submission to independent Planning Panel. |

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| | | <p>otherwise), rather than simply encouraging basement parking, to address existing congestion.</p> <p>Require the ground floor of larger developments to include essential services such as a supermarket, restaurants, gyms, or community facilities. If this is not feasible, set aside land specifically for the provision of these amenities, with mechanisms to ensure their delivery.</p> | | <p>and commercial uses along Pakington Street and key pedestrian areas. These provisions support retail, and hospitality at ground level. Land use will be guided by the Zone provisions.</p> | |
| 51. | Comment | <p>1. DDO Controls (DDO56)</p> <ul style="list-style-type: none"> • Supports mandatory 6m ground level setback along Latrobe Terrace for safety and amenity. • Amend DDO56 schedule to include specific objectives/controls for Latrobe Terrace and Church Street interfaces. • Amend DDO57 to include a strategy for the Rail Sidings Yard <p>2. UDFs</p> <ul style="list-style-type: none"> • Rail Sidings Yard (Pakington North Precinct) is essential infrastructure. Contains Geelong line's only train turntable. • Not realistic to identify for urban renewal. • Strong objection to the proposed shared overpass through the yard. • Modify UDFs to remove urban renewal assumption for the rail sidings yard and emphasise its strategic operational role. • Exclude or amend reference to a shared overpass through the sidings; develop alternative connectivity options in consultation with TfV. | DDO Controls; UDF's | <p>1. See response to theme 8.</p> <p>2. See response to theme 10.</p> | <p>Change Recommended.</p> <p>Refer submission to independent Planning Panel.</p> |