

Planning Panels Victoria

Greater Geelong Planning Scheme Amendment C433ggee Pakington Street and Gordon Avenue Urban Design Frameworks

Panel Report

Planning and Environment Act 1987

13 April 2026

How will this report be used?

This is a brief description of how this report will be used for the benefit of people unfamiliar with the planning system. If you have concerns about a specific issue you should seek independent advice.

The planning authority must consider this report before deciding whether to adopt the Amendment.
[section 27(1) of the *Planning and Environment Act 1987* (the PE Act)]

For the Amendment to proceed, it must be adopted by the planning authority and then sent to the Minister for Planning for approval.

The planning authority is not obliged to follow the recommendations of the Panel, but it must give its reasons if it does not follow the recommendations. [section 31 (1) of the PE Act, and section 9 of the *Planning and Environment Regulations 2015*]

If approved by the Minister for Planning a formal change will be made to the planning scheme. Notice of approval of the Amendment will be published in the Government Gazette. [section 37 of the PE Act]

Planning Panels Victoria acknowledges the Wurundjeri Woi Wurrung People as the traditional custodians of the land on which our office is located. We pay our respects to their Elders past and present.

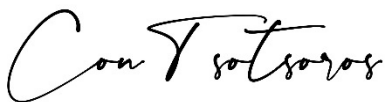
Planning and Environment Act 1987

Panel Report pursuant to section 25 of the PE Act

Greater Geelong Planning Scheme
Amendment C433ggee

Pakington Street and Gordon Avenue
Urban Design Frameworks

13 April 2026



Con Tsotsoros, Chair



Jessica Tulloch, Member

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Glossary and abbreviations

Built Form Testing	Pakington North Precinct Built Form Testing (The City of Greater Geelong, July 2025)
C1Z, C2Z, C3Z	Commercial 1 Zone, Commercial 2 Zone, Commercial 3 Zone
Council	City of Greater Geelong
DELWP	Department of Environment, Land, Water and Planning (former)
GAPT	Gordon Avenue Property Trust
Gelprop	Gelprop Nominees Pty Ltd
GRZ	General Residential Zone
MUZ	Mixed Use Zone
PE Act	<i>Planning and Environment Act 1987</i>
Planning Scheme	Greater Geelong Planning Scheme
PN UDF	Pakington North Urban Design Framework (City of Greater Geelong, May 2024)
PSGA BFF	Pakington Street and Gordon Avenue Built Form Framework (Hodyl & Co, August 2021)

PSGA UDF	Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, adopted December 2021, updated May 2024)
RGZ	Residential Growth Zone
Traffic Network Impact Assessment	Traffic Network Impact Assessment (One Mile Grid, 23 September 2021)
VCAT	Victorian Civil and Administrative Tribunal

Note: A number following a zone or overlay code refers to a schedule number

Overview

Amendment summary

The Amendment	Greater Geelong Planning Scheme Amendment C433ggee
Common name	Pakington Street and Gordon Avenue Urban Design Frameworks
Brief description	Implements two urban design frameworks for the growth and development of land along and adjacent to Pakington Street, Geelong West into the Greater Geelong Planning Scheme.
Subject land	Land shown in Figure 1
Planning Authority	City of Greater Geelong
Authorisation	20 June 2025, with conditions
Exhibition	31 July to 1 September 2025
Submissions	51

Panel process

The Panel	Con Tsotsoros (Chair) and Jessica Tulloch
Supported by	Georgia Thomas of Planning Panels Victoria
Directions Hearing	By video, 16 January 2026
Panel Hearing	City of Greater Geelong offices and by video, 17, 18, 19 and 20 February 2026
Site inspections	Unaccompanied, 16 and 20 February 2026
Parties to the Hearing	<ul style="list-style-type: none"> - Greater Geelong City Council represented by Kate Morris of Harwood Andrews, who called experts evidence on: <ul style="list-style-type: none"> - planning from John Glossop of Glossop Town Planning - urban design from Amanda Roberts of LatStudios - Gelprop Nominees Pty Ltd represented by Jack Zhang of Planning & Property Partners Pty Ltd, who called expert evidence on planning from Sophie Jordan of Contour Consultants - Gordon Avenue Property Trust represented by William Pearce of Human Habitats - Angela Mangan - Dr Jane Mooney - Pati Seiler
Citation	Greater Geelong PSA C433ggee [2026] PPV
Date of this report	13 April 2026

Executive summary

In 2018, Greater Geelong City Council (Council) commenced work for the Pakington Street and Gordon Avenue Urban Design Framework, which identifies three precincts – Gordon Avenue, Heritage Core and Pakington Street North. Between 2018 and 2024, Council undertook comprehensive community consultation to inform the subsequent Urban Design Framework. Council's strategic work and community engagement resulted in three documents:

- Pakington Street and Gordon Avenue Built Form Framework (City of Greater Geelong, 2021) (PGSA BFF)
- Pakington Street and Gordon Avenue Urban Design Framework (Greater Geelong City Council, 2024) (PSGA UDF)
- Pakington North Urban Design Framework (Greater Geelong City Council, 2024) (PN UDF).

Greater Geelong Planning Scheme Amendment C433ggee (the Amendment) seeks to implement the PSGA UDF and PN UDF by making changes to local planning policy, rezoning land for commercial and residential purposes and applying the Design and Development Overlay (DDO) and Environmental Audit Overlay (EAO) to specific properties.

The Amendment was exhibited from 31 July to 1 September 2025 and received 51 submissions. Key issues raised in submissions related to the zone and overlay application, common built form provisions in the DDO schedules, specific DDO56 and DDO57 provisions, site specific issues, traffic and car parking, local policy, drainage and open space. Experts called by Council at the Hearing raised further issues regarding the provisions and how they are drafted.

Strategic issues

For the reasons set out in this report, the Panel considers the Amendment:

- is supported by, and implements, the relevant sections of the Planning Policy Framework
- is consistent with the relevant Ministerial Directions and Practice Notes
- is well founded and strategically justified
- should proceed subject to addressing the more specific issues raised in submissions as discussed in the following chapters.

Zone and overlay application

It is appropriate and justified to apply:

- Residential Growth Zone Schedule 1 to land proposed by the Amendment
- the Commercial 1 Zone as proposed by the Amendment
- the Environmental Audit Overlay, as exhibited.

The Commercial 1 Zone should not be applied to the Homes Victoria sites through the Amendment because they are located outside the study area and rezoning them would be beyond its scope.

Common built form provisions

Built form capacity and building heights

The built form testing that informed the exhibited built form provisions has some shortfalls, however, when combined with other Council considerations, are sufficient to progress the Amendment. The longer-term time horizon of the Urban Design Frameworks provides an opportunity for Council to consider more comprehensive built form testing in the future.

The proposed maximum building heights appropriately consider amenity, preferred neighbourhood character and heritage.

Interface and side separation

Side setback requirements in the Design and Development Overlay schedules should clarify that balconies should not encroach into the specified setbacks.

Design and Development Overlay Schedule 56 should include a transition zone of about 2 metres between public parkland and private development to provide a better interface at the lower levels.

Design and Development Overlay Schedule 57 should reduce the discretionary tower side separation distance from the property boundary from 9 metres to 6 metres for built form above 8 storeys.

Landscaping

The exhibited Building design requirements regarding landscaping in the Design and Development Overlay schedules are appropriate but would benefit from further guidance on how to achieve the intended outcomes.

Solar access and overshadowing

The overshadowing requirements should be expressed as mandatory provisions rather than the exhibited discretionary provisions for identified footpaths and proposed public open space.

There is no supporting work or justification to measure the overshadowing requirements from an offset distance within the property boundary.

There is no need to:

- clarify where canopies or weather protection are required and the applicability of active frontage requirements in the Design and Development Overlay schedules
- revise the solar access application requirement because it requires shadow diagrams to comply with the overlay's solar access requirements including those in Clause 2.0.

Site coverage

The discretionary maximum site coverage requirements in the exhibited Design and Development Overlay schedules are not strategically justified or appropriate and should be removed.

DDO56 (Gordon Avenue Precinct) provisions*Pakington Street building setback*

It is not appropriate to apply a 'none specified' building setback to Pakington Street because this would not achieve the intended outcome of a 0-metre setback. Design and Development Overlay Schedule 56 should specify a mandatory setback of 0 metres consistent with most other buildings along Pakington Street.

Floor area ratios

The exhibited floor area ratios proposed for Design and Development Overlay Schedule 56 should be deleted because they are:

- inappropriate and not strategically justified
- unnecessary as they can be achieved through the other built form provisions specified in the schedule.

Laneways

There is sufficient strategic justification to indicate future laneways on Design and Development Overlay Schedule 56 Map 1 and Figures 3, 4 and 5, but there is insufficient strategic work to identify them more definitively. Design and Development Overlay Schedule 56 appropriately identifies the laneways as 'indicative' because it clarifies that their alignment may vary. Through a separate process, Council should consider an appropriate mechanism of how to acquire land to achieve the indicative laneways and to avoid any procedural delay in the future.

DDO57 (Pakington North Precinct) provisions*Mandatory provisions*

It is appropriate and justified to apply the ground-level setbacks and wind safety requirements in Design and Development Overlay Schedule 57 as mandatory provisions.

Street corner typology

The Pakington primary Street Interface treatment (Type 1A, 1B and 1C) in Design and Development Overlay Schedule 57 should extend around corners, up to 5 metres before it transitions to the side-street typology. Design and Development Overlay Schedule 57 should discourage an abrupt side street interface transition between two typologies.

39-45 Gordon Avenue

The site at 39-45 Gordon Avenue is not large enough or in location to be considered a strategic site. It does not demonstrate any special reason to justify different built form provisions to those proposed in Gordon Avenue Precinct.

95-103 Pakington Street (Pakington Strand site)*Master planned approach*

There is benefit in preparing a master plan for 95-103 Pakington Street (Pakington Strand site). A master plan should be implemented through the Development Plan Overlay. Design and Development Overlay Schedule 57 should be applied to the site

through the Amendment to guide development until the Development Plan Overlay is applied through a separate process.

References to the Pakington Strand site and the Indicative Concept Plan should be deleted from Clause 11.03-6L-06, as they are not supported through strategy and have limited value.

Open space and plaza

A single public open space area of at least 10 per cent of the site area, should be provided south of the Former Donaghy's Rope Walk building. The heading 'Open space interface' in Design and Development Overlay Schedule 57 should be revised to 'Open Space' to more accurately reflect the content of that section.

Overshadowing

It is appropriate to maintain solar access to key footpaths and public open space between 10:00am and 2:00pm at the Spring equinox. Overshadowing requirements should apply to the new area of public open space, however, these requirements are unlikely to be achievable on smaller parks and plazas and should not apply in those instances. The overshadowing requirement for open spaces in Table 3 of Design and Development Overlay Schedule 57 should be deleted because it repeats the requirement in 'Open Space'.

Pedestrian connections and new roads

Pedestrian connections and new roads should form part of any new development on the Pakington Strand site. Design and Development Overlay Schedule 57 should include a requirement to:

- provide east-west and north-south pedestrian and/or vehicle connections through the site (without identifying any specific alignment)
- identify the pedestrian connection to Donaghy Street.

Site coverage

A site coverage of 60 per cent is inappropriate and not strategically justified for 95-103 Pakington Street (Pakington Strand site). The Mixed Use Zone site coverage requirement of 70 per cent already applies to the Pakington Strand site, therefore there is no need for an additional site coverage requirement in Design and Development Overlay Schedule 57. Design and Development Overlay Schedule 57 should not include a site coverage requirement for 95-103 Pakington Street (Pakington Strand site).

28-64 Pakington Street (Rail sidings yard)

The rail sidings yards are essential rail infrastructure to be protected, and this should be reflected in local policy. Design and Development Overlay Schedule 57 should remove all references to urban renewal on 28-64 Pakington Street (Rail siding yards).

Other issues

Traffic

The the Traffic Network Impact Assessment (One Mile Grid, 23 September 2021) is not current or comprehensive enough to understand whether future development may

unreasonably increase traffic congestion in Geelong West. However, the Amendment can progress without further work at this stage because:

- change will be incremental which will enable a future traffic review
- further assessments will be required at the planning permit stage.

Car parking

The provision of car parking spaces can be managed through Planning Scheme Clause 52.06 and by implementing the Pakington Street (Geelong West) Public Parking Plan.

It is appropriate to identify the existing Autumn Street car park as future public open space.

Local policy and drainage

The exhibited Clauses 11.03-6L-06 and Clause 16.01-2L are generally appropriate but would benefit from changes recommended by Mr Glossop and accepted by Council.

The Amendment has appropriately considered, and responded to, drainage matters in the Gordon Avenue Precinct.

Open space

It is unclear whether the Pakington Street and Gordon Avenue Precincts have enough open space to accommodate the population expected from future development. Greater Geelong's future open space strategy will inform future open space requirements for these precincts.

The Amendment does not have to wait until the open space strategy is completed because the strategy can inform the next Urban Design Framework review.

Drafting matters

The Amendment would benefit from drafting changes that make the planning provisions more consistent, clearer and more operable.

Recommendations

Based on the reasons set out in this Report, the Panel recommends that Council:

- 1. Adopt Greater Geelong Planning Scheme Amendment C433ggee as exhibited with the following changes.**
- 2. Amend Clause 11.03-6L-06 to:**
 - a) delete references to the Pakington Strand site and the associated Indicative Concept Plan**
 - b) include a policy objective for the Pakington North Precinct that seeks to protect the rail sidings yard at 28-64 Pakington Street as an essential site for operating rail services in Geelong**
 - c) revise the second strategy for 'Pakington North Precinct' to:**
Encourage retention of existing heritage design elements in buildings and street infrastructure, whilst creating Pakington North's own distinct character.
 - d) revise the third strategy for 'Gordon Avenue Precinct' to:**

Provide setbacks to Gordon Avenue to facilitate street planting and tree canopy cover.

3. Amend Clause 16.01-2L to replace the third policy application with:

Land in the Pakington North Key Development Area and Gordon Avenue Key Development Area as identified in the maps at Clause 16.01-1L-02 Increased housing diversity areas.
4. Amend Design and Development Overlay Schedule 56, as shown in Appendix B, to:
 - a) include a transition zone of 2 metres between public parkland and private development
 - b) clarify that balconies should not encroach into setbacks
 - c) provide more guidance on landscaping measures and outcomes in 'Building design and landscaping'
 - d) revise the relevant solar access to be mandatory for the identified footpaths and public open space
 - d) delete the maximum site coverage requirements and Map 2
 - e) replace 'None specified' for Pakington Street in Table 3 (Street interface) to '0 metres'
 - f) delete the floor area ratio controls
 - g) make drafting changes that clarify its provisions, makes them more consistent and improves their operation.
5. Amend Design and Development Overlay Schedule 57, as shown in Appendix C, to:
 - a) reduce the discretionary tower side separation distance from the property boundary from 9 metres to 6 metres for built form above 8 storeys
 - b) clarify that balconies should not encroach into setbacks
 - c) provide more guidance on landscaping measures and outcomes in 'Building design and landscaping'
 - d) revise the relevant solar access to be mandatory for the identified footpaths and public open space
 - e) delete the maximum site coverage requirements and Map 3
 - f) note in Table 2 that Street Interface Type 1A, 1B and 1C only applies to side streets up to 5 metres
 - g) revise the requirement for transitions on a side street to discourage an abrupt interface between the two typologies
 - h) replace the heading 'Open space interface' with 'Open space'
 - i) specify that a single area of open space be required, south of the Former Donaghy's Rope Walk building, that:
 - is at least 10 per cent of the site area
 - is publicly accessible, open to the sky and receives good solar access
 - 50 per cent of the open space is not overshadowed by development between 10:00am – 2:00pm on 22 September
 - j) exclude public gathering places like small plazas at the entrance of buildings on the site from the 10 per cent open space calculation

- k) revise Figure 8 to reflect the scale of the Former Donaghy's Rope Walk building and discretionary building heights further north**
- l) include a provision in 'Access, parking and services' that seeks to:**
 - encourage an east-west and north-south pedestrian and/or vehicle connections through the Pakington Strand site**
 - maintain the existing pedestrian connection to Donaghy Street from the Pakington Strand site**
- m) delete Figure 4: Type 6D residential interface**
- n) remove Type 6D Rear Interface from the image and legend from Map 2**
- o) realign the precinct boundary to remove 28-64 Pakington Street (Rail sidings site) from Maps 1, 2 and 3**
- p) make drafting changes that clarify its provisions, makes them more consistent and improves their operation.**

1 Introduction

1.1 The Amendment

(i) Amendment description

The Amendment seeks to implement two urban design frameworks which outline the vision for the growth and development of land along and adjacent to Pakington Street, Geelong West into the Greater Geelong Planning Scheme. These are:

- the Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, May 2024) (PSGA UDF) which:
 - outlines the overall vision
 - identifies the three precincts in the study area
 - details the built form objectives for two of those precincts (the Gordon Avenue Precinct and the Heritage Core)
- the Pakington North Urban Design Framework (City of Greater Geelong, May 2024) (PN UDF) which details the built form objectives for the Pakington North Precinct.

Specifically, the Amendment proposes to:

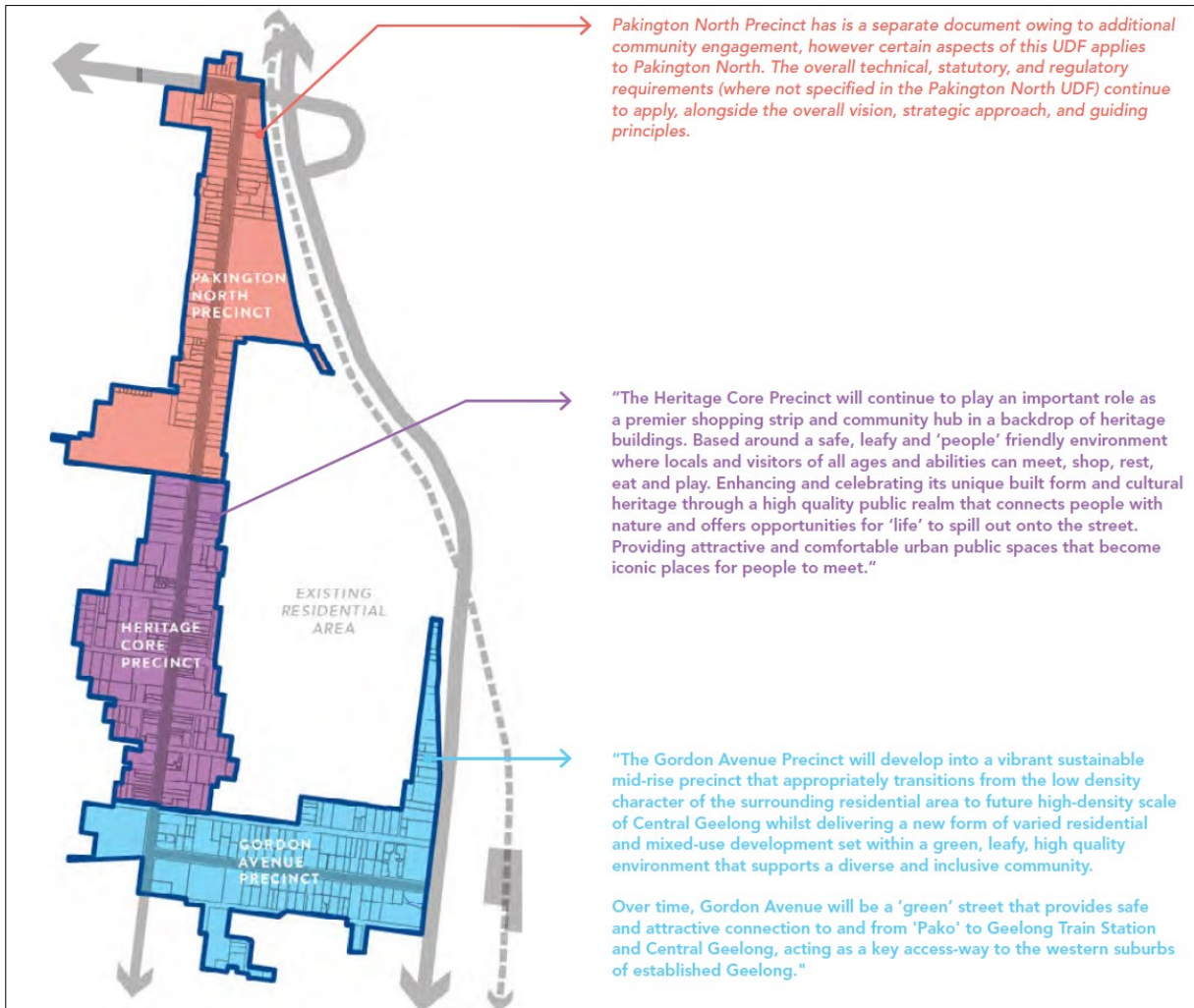
- insert Clause 11.03-6L-06 Pakington Street Geelong West to implement objectives and strategies for Pakington Street Geelong West identified in the PSGA UDF
- delete Clause 15.01-1L-02 Pakington Street North urban design
- amend Clause 16.01-1L-01 Integrated housing and housing diversity to identify the Pakington North and Gordon Avenue Precincts as Key Development Areas.
- amend 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
- insert Clause 16.01-2L Social and affordable housing
- remove Design and Development Overlay Schedule 17 from the Latrobe Terrace area and the west side of Latrobe Terrace
- rezone:
 - 22- 42 Spring Street, Geelong West from General Residential Zone (GRZ4) to Residential Growth Zone Schedule 1 (RGZ1)
 - 4- 40 and 9 - 37 Gordon Avenue, Geelong West, including laneways; 15, 44 - 60, and 59 - 63 Spring Street, Geelong West; 6 - 46, 9 - 19 and 35- 55 Autumn Street, Geelong West; 2 - 8 Western Street, Geelong West; 1 - 5 and 2 - 4 Villamanta Place, Geelong West; and 13 Coronation Street, Geelong West, from Commercial 2 Zone (C2Z) to RGZ1
 - 158- 224 Latrobe Terrace, Geelong West; 2A Gordon Avenue, Geelong West; 2 Autumn Street, Geelong West; 1 and 2 Hope Street, Geelong West; 1A Weller Street, Geelong West, from C2Z to Mixed Use Zone (MUZ)
 - 57- 59 and 69 Autumn Street, Geelong West, including 1/69 and 2/69 Autumn Street; 39 - 45 and 42 - 46 Gordon Avenue, Geelong West, from C2Z to Commercial 1 Zone (C1Z)

- 21- 33 Autumn Street, Geelong West, from C2Z to Public Park and Recreation Zone
 - Part 46 - 50 Villamanta Street, Geelong West, from C2Z to General Residential Zone (GRZ4)
 - 2- 8 Church Street, North Geelong and part of 23 Pakington Street, Geelong West, from General Residential Zone (GRZ1) to C1Z
 - 134- 156 Latrobe Terrace, Geelong West; 4 and 5 - 7 Preston Street, Geelong West, from C2Z to MUZ
 - 1- 79, 2 - 26 and 66 - 100A Pakington Street, Geelong West; 17 - 29 Church Street, Geelong West; 1 Britannia Street, Geelong West; 2 - 4 Collins Street, Geelong West; and 1 Isabella Street, Geelong West, from C2Z to C1Z
 - Part 1/2 Waratah Street, Geelong West, from MUZ to Neighbourhood Residential Zone Schedule 3
- apply a new Design and Development Overlay Schedule 56 (DDO56) to the Gordon Avenue Precinct
 - apply a new Design and Development Overlay Schedule 57 (DDO57) to the Pakington North Precinct
 - Environmental Audit Overlay (EAO) to potentially contaminated land
 - amend the Clause 72.08 Schedule to insert the PSGA UDF and PN UDF as background documents
 - amend the Clause 74.02 Schedule to identify future work including for the Rail Sidings Yard Key Strategic Site.

(ii) The subject land

The Amendment applies to land shown in Figure 1.

Figure 1 Subject land



Source: PSGA UDF

1.2 Documents supporting the Amendment

The Amendment was informed and supported by documents shown in Table 1.

Table 1 Documents supporting the Amendment

Document	Referred to in this report as
Gordon Avenue Infrastructure Capacity Assessment (Stantec, October 2023)	-
Gordon Avenue Population Projections (Hill PDA, June 2023)	-
Pakington North Community Panel Summary Report (Capire, 2024)	-
Pakington North Precinct Built Form Testing (The City of Greater Geelong, July 2025)	Built Form Testing
Pakington North Urban Design Framework (City of Greater Geelong, May 2024)	PN UDF

Document	Referred to in this report as
Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, adopted December 2021, updated May 2024)	PSGA UDF
Pakington Street and Gordon Avenue Built Form Framework (Hodyl & Co, August 2021)	PSGA BFF
Pakington Street and Gordon Avenue Urban Design Framework Traffic Network Impact Assessment (OneMileGrid, 23 September 2021)	Traffic Network Impact Assessment

1.2.1 Pakington North Urban Design Framework

The *Pakington North Urban Design Framework (City of Greater Geelong, May 2024)* (PN UDF) includes a vision for:

A vibrant destination with local shops, offices and communal spaces at lower levels fronting Pakington Street and residential living above. As a people friendly and inclusive precinct, businesses will thrive, residents will benefit from a range of housing choices close to amenities and visitors will be inspired by the quality of the public realm and architecture. Pakington Street will be enhanced as a green street that improves the urban environment and contributes to the canopy cover targets for Geelong.

The PN UDF seeks to deliver the vision through objectives group by four themes:

Land Use and Activity

- To support a vibrant mix of retail, entertainment, services, and residential functions along this part of Pakington Street that enhance and complement the Heritage Core Precinct.
- To promote greater housing diversity and accommodate a range of housing typologies and densities which meet the needs of existing and future residents while respecting existing amenity.
- To establish a thriving activity centre that ensures a safe environment for the community at all hours.
- To seek opportunities for new public open spaces and pedestrian connections.

Access and movement

- To establish Pakington North Precinct as a destination by supporting balanced multi modal movement and to minimise adverse impacts of through traffic on Pakington Street.
- To improve public transport services and access to and through Pakington North Precinct.
- To deliver safe and attractive environments for pedestrians and bicycle connecting Pakington North Precinct to the larger movement network including key destinations in Geelong.
- To strategically consider access, sustainability goals and local economic gains when designing car parking.

Development and interface management

- To protect the amenity of key public spaces including footpaths, future plazas and new public open spaces from overshadowing impacts.
- To implement a range of building heights and setbacks that reinforces the mid rise scale of the Pakington North Precinct whilst appropriately transitioning to sensitive heritage and residential interfaces to protect the amenity of existing and future residents.
- To establish a high quality interface between buildings and the public realm and contribute to an active and people focussed precinct.
- To support opportunities for urban renewal in Strategic Sites.

- To ensure equitable development potential across the precinct.
- To integrate services into building design of new developments.

Public realm and open space

- To establish a vibrant streetscape on Pakington Street that reinforces the sense of place and improves local accessibility and amenity.
- To facilitate public open spaces that are inclusive and inviting by focusing on pedestrian oriented places for all genders and age groups.
- To respond to climate change and increase environmental sustainability.
- To celebrate and enhance the cultural canvas through the integration of public art, materiality, streetscape elements and native planting.

The Panel has considered the vision and these objectives when considering the appropriateness of the exhibited planning provisions.

1.2.2 Pakington Street and Gordon Avenue Urban Design Framework

The Pakington Street and Gordon Avenue Urban Design Framework (PSGA UDF) includes the following vision:

Over the next 25+ years, the Pakington Street (Geelong West) and Gordon Avenue area will be a vibrant, compact and thriving urban village that is:

A place of Inclusion

A village that showcases universal design to ensure everyone can access the varied local attractions, services and businesses offering plenty of opportunities for all to participate and contribute to the vibrant street and community life.

A place of Opportunities

A village that provides a variety of spaces and places to rest, reflect and socialise that are comfortable, attractive and relaxing. There's always something happening with plenty of community events showcasing local design, culture and business.

A place for People

A village that puts people first and respects the human scale at the street level. Designing streetscapes that allow for the integration of varied transport modes while providing enough room for activities. The green leafy trees provide shade and comfort helping to create a healthy, safe and attractive urban village.

It seeks to achieve the vision through guiding principles:

Shared vision

The long term success of the Precincts requires collaboration between the local community and the public and private sectors, who all have an interest in the area and benefit from ensuring it continues to thrive.

Thriving business and activity

There is a unique range of niche specialised retail, offices and cafés in the three Precincts that benefit from the exposure and address to Pakington Street. Improvements to the public realm, access for everyone and a growing residential population will continue to support growing local businesses.

Places for people

Streets should be designed for people to enjoy public life. Attractive, friendly and safe streets are key to providing amenity for residents and visitors of all ages and abilities; having the potential to attract and retain business and economic activity. There exists opportunities for public and private investment.

Urban greening and sustainable development

Apart from the aesthetic benefits of incorporating more trees and landscaping, quality green urban areas positively impact biodiversity, human health and well-being and liveability of Geelong West. In order to build a better future for the area, we must advocate and support sustainable development.

A great place for everyone

As the Precincts continue to develop into people-friendly environments, serving a diversity of local residents and visitors, their built environment and streetscapes must showcase universal design, ensuring services and public infrastructure that is safe, convenient and accessible to everyone.

Design excellence

Well designed and maintained buildings are a key part of what creates local identity and influences the attractiveness of the area as a place to visit or invest in. Built form should respect the human scale, showcase heritage buildings and invite activity to spill out onto the street.

Identity and place

There are many opportunities to enhance the sense of identity and place in the area. Celebrating its history and adding public and community art that can promote local creative talent and supports more events.

The Panel has considered the vision and guiding principles when considering the appropriateness of the exhibited planning provisions.

1.2.3 Parkington Street and Gordon Avenue Built Form Framework

The Parkington Street and Gordon Avenue Built Form Framework (Hodyl & Co, 2021) (PSGA BFF) provides a built form vision for the Parkington North and Gordon Avenue precincts, supported by specific guidance on urban design outcomes sought in each area. Guidance in the PSGA BFF was into the PSGA UDF.

The PSGA BFF includes design objectives that:

- Design buildings that are sensitive to the context
- Create engaging streets and laneways
- Deliver high-amenity housing and commercial tenancies
- Integrate landscape as a key driver of building design.

1.2.4 Built Form Testing

Council conducted built form testing after exhibiting the Amendment. It circulated the Comprehensive Built Form Testing Parkington North (City of Greater Geelong, February 2026) (Built Form Testing) to parties on 6 February 2026.

The Built Form Testing demonstrates how the adopted built form aligns with the Parkington North UDF objectives. It adopted the following assessment criteria:

- Context sensitivity
- Solar access and overshadowing
- Scale and proportion
- Development proportion.

It applies the criteria in different scenarios, as shown in Table 2.

Table 2 Built form testing assessment

Criterion	Adopted option	Minimum development scenario	Maximum development scenario
Context sensitivity	✓	✓	✗
Solar access	✓	✓	!
Scale and proportion	✓	!	✗
Development potential	✓	✗	✓

Three development scenarios (see Table 3) were tested against the consistent set of built form parameters in Table 2 to understand their performance in relation to context sensitivity, solar access and overshadowing, scale and proportion and development potential.

Table 3 Built Form Testing outcomes summary

Criterion	Scenario A	Scenario B	Scenario C
Context sensitivity	✗	✓	✓
Solar access	✗	✓	✓
Scale and proportion	✗	!	✓
Development potential	✓	✗	✓

The Built Form Testing prefers Scenario C for the Pakington North Precinct, and explains:

It presents a balanced built form response that supports the need for increased development capacity whilst achieving good urban design outcomes. Increased scale is directed towards non sensitive interfaces and the northern end of Pakington Street whilst maintaining a sensitive transition to adjoining residential areas and Heritage Core Precinct to the south.

Scenario C delivers a built form that:

- respects heritage
- ensures reasonable solar access to public realm
- protects residential amenity
- ensures pedestrian comfort
- defines the edges to Pakington Street
- encourages activation
- reduces visual bulk and
- enables sustainable intensification.

1.3 Background

Table 4 Chronology of events

Background summary	
2018	Council commenced work for the Pakington Street and Gordon Avenue UDF, which identifies three precincts – Gordon Avenue, Heritage Core and Pakington Street North
2018-2024	Council consulted on the UDFs, consisting of four phases of community engagement and a deliberative panel process
14 Dec 2021	Council resolved to adopt the PSGA UDF, and to continue community consultation for Pakington North Precinct

Background summary

2022	Council conducted community consultation for the PN UDF, which resulted in insufficient support Council decided to undertake a deliberative community engagement process
Feb 2023	Council commissioned Capire Consulting to design and deliver a deliberative community engagement process, involving a community panel
23 Oct 2023	Council adopted Capire Consulting's proposed engagement strategy
Feb-Apr 2024	Capire Consulting led the deliberative community engagement process involving a representative community panel, and an invitation to 66 community members to participate on the panel
2 May 2024	Capire Consulting issues its report (Pakington North Urban Design Framework – Community Panel Engagement Summary Report) which identified: <ul style="list-style-type: none"> - 79% of panellists felt the Pakington North UDF reflected the work of the panel - 61% supported its role in guiding development - 60% were comfortable with it going to Council for adoption
28 May 2024	Council resolves to adopt the PN UDF and request that the Minister for Planning authorise the Amendment to implement the UDFs
20 Jun 2025	The Minister for Planning authorised the Amendment subject to conditions
31 Jul 2025	The Amendment was exhibited until 1 September and received 51 submissions
25 Nov 2025	Council resolved to request a planning panel

1.4 The Panel's approach

The Panel has assessed the Amendment against the principles of net community benefit and sustainable development, as set out in Clause 71.02-3 (Integrated decision making) of the Planning Scheme.

The Panel considered all written submissions made in response to the exhibition of the Amendment, observations from site visits, and submissions, evidence and other material presented to it during the Hearing. All submissions and materials have been considered by the Panel in reaching its conclusions, regardless of whether they are specifically mentioned in the Report.

This Report deals with the issues under the following headings:

- Strategic issues
- Zone and overlay application
- Common built form provisions
- DDO56 (Gordon Avenue Precinct) provisions
- DDO57 (Pakington North Precinct) provisions
- Site-specific issues
- Other issues
- Drafting matters.

1.5 Versions of the Amendment

The Panel directed Council to circulate a Version 1 of the Amendment documentation before the commencement of the Hearing, and a final version with its closing submissions. Council circulated:

- Amendment documents Version 1 (Documents 15e, f, g) and h))
- Final version Amendment documents (Documents 27a, b, c) and d)).

Version 1 incorporated changes in response to submissions. The final version incorporated further changes in response to matters raised during the Hearing.

Parties were given the opportunity to provide written comments on drafting matters following the close of the Hearing. Ms Seiler elected to do so.

The Panel has had regard to all comments on the final version in developing its recommended version.

The Panel's recommended DDO56 and DDO57 in Appendices B and C respectively use the exhibited version as the starting point.

2 Strategic issues

2.1 Planning context

This chapter identifies planning context relevant to the Amendment.

Table 5 Planning context

	Relevant references
Victorian planning objectives	- section 4 of the PE Act
Municipal Planning Strategy	- Clause 02.03-1 (Settlement) - Clause 02.03-2 (Environmental and landscape values) - Clause 02.03-3 (Environmental risk and amenity) - Clause 02.03-5 (Built environment and sustainability) - Clause 02.03-6 (Housing) - Clause 02.03-8 (Transport) - Clause 02.03-9 (Infrastructure)
Planning Policy Framework	- Clauses 11.01-1S (Settlement), 11.01-1R (Geelong G21), 11.01-1L-01 (Greater Geelong) - Clause 11.03-6S (Regional and local places) - Clauses 15.01-1S (Urban design), 15.01-1L-02 (Pakington Street North urban design) - Clause 15.01-2S (Building design) - Clause 15.01-5L (Neighbourhood character) - Clauses 15.03-1S and 15.03-1L (Heritage conservation) - Clauses 16.01-1S (Housing supply), 16.01-1R (Infill housing - Geelong G21), Clause 16.01-1L-02 (Increased housing diversity areas) - Clause 16.01-2S (Housing affordability) - Clause 17.01-1S (Diversified Economy) - Clause 19.02-6L (Open space)
Other planning strategies and policies	- City of Greater Geelong Settlement Strategy (City of Greater Geelong, August 2020) - City of Greater Geelong Retail Strategy 2020-2036 (City of Greater Geelong and SGS Economics and Planning, August 2020) - Plan for Victoria (Department of Transport and Planning, 2025)
Planning scheme provisions	- Commercial 1 Zone and Commercial 2 Zone - Mixed Use Zone - Design and Development Overlay - Environmental Audit Overlay
Planning scheme amendments	- Greater Geelong Amendment C432ggee [13 Nov 2025] - Greater Geelong Amendment C457ggee [8 Jan 2026]

Relevant references

- Greater Geelong Amendment C469ggee proposes to implement the recommendations of Council's Local Policy Review 2023 and Housing Framework Review 2024 [in progress]

Ministerial directions

- Ministerial Direction (The Form and Content of Planning Schemes)
- Ministerial Direction 1 (Potentially Contaminated Land)
- Ministerial Direction 11 (Strategic Assessment of Amendments)
- Ministerial Direction 15 (Planning Scheme Amendment Process)
- Ministerial Direction 19 (Amendments that may result in impacts on the environment, amenity and human health)

Planning practice notes

- Planning Practice Note 30 (Potentially contaminated land)
- Planning Practice Note 46 (Strategic Assessment Guidelines)
- Planning Practice Note 59 (The role of mandatory provisions in planning schemes)
- Planning Practice Note 91 (Using the residential zones)

2.2 Strategic justification

Several submissions considered the Amendment was not strategically justified and inappropriate. One submission considered Pakington Street to be inappropriate and unviable for housing because apartments would be too expensive.

Mr Glossop considered the Amendment to be strategically justified. He supported changes proposed to the Planning Policy Framework subject to drafting changes discussed in this report.

Council submitted that the Amendment is strategically justified. It referred to a comprehensively prepared explanatory report which explains why (Table 5 shows relevant references from that report).

Council did not agree with the submission regarding housing around Pakington Street. It submitted that State planning policy specifically encourages:

- higher density housing on sites that are well-located in relation to jobs, services and public transport
- diverse housing that offers choice and meets changing household needs.

Council referred to State planning policy that seeks to provide opportunities for a range of income groups to choose housing in well-serviced locations. It added that the Pakington North and Gordon Avenue Precincts are the types of locations where higher density housing should be encouraged. Council explained this should be subject to appropriate built form provisions and guidelines to protect, among other considerations:

- public realm amenity
- existing neighbourhood character
- heritage values of surrounding properties.

(i) Discussion

The Amendment is strategically justified and necessary to achieve State and local planning policies regarding housing, sustainability, and climate change. The Amendment seeks to apply planning provisions to land that is generally unrestricted by building height measures to implement two urban design frameworks for the Pakington North Precinct and Pakington Street and Gordon Avenue Precinct. Both urban design frameworks are well informed through considerable strategic work and comprehensive community engagement. They form a robust basis for strategically justifying the Amendment. While it may be beneficial to conduct further targeted built form modelling, this is not necessary to progress the Amendment.

(ii) Conclusions and recommendation

For the reasons set out in this report, the Panel concludes that the Amendment:

- is supported by, and implements, the relevant sections of the Planning Policy Framework
- is consistent with the relevant Ministerial Directions and Practice Notes
- is well founded and strategically justified
- should proceed subject to addressing the more specific issues raised in submissions as discussed in the following chapters.

The Panel recommends Council:

**Adopt Greater Geelong Planning Scheme
Amendment C433ggee as exhibited with the changes recommended in this
report.**

3 Zone and overlay application

3.1 Residential Growth Zone Schedule 1

(i) The issue

The issue is whether it is appropriate and justified to apply RGZ1 to land proposed by the Amendment.

(ii) Evidence and submissions

One submission did not support applying the RGZ to 22-42 Spring Street, Geelong West which is currently zoned General Residential Zone Schedule 1 (GRZ1). It explained:

Such a change will pave the way for taller buildings—potentially up to four or five stories—in a street that is already quite constrained in width.

...

Introducing higher-density structures in this location threatens to alter the established character of the neighbourhood. Many residents, myself included, value the existing open garden outlook and the sense of spaciousness that the GRZ4 currently provides. The prospect of taller developments raises concerns about overshadowing, loss of natural light to existing homes, and diminished outlooks, all of which would negatively impact both amenity and quality of life for current residents.

Council submitted the Amendment's approach is consistent with Planning Practice Note 91 (Using the Residential Zones) which states the RGZ should be:

Applied to areas suitable for housing diversity and housing at increased densities in locations offering good access to services, jobs and public transport, and to provide a transition between areas of more intensive use and development such as activity centres and other residential areas.

Council added:

- the RGZ was the appropriate zone for land in the Gordon Avenue Precinct *“to facilitate mid-rise, residential development in a well-serviced location which provides a transition between the higher scale built form in Central Geelong and the low-density residential areas surrounding the Gordon Avenue activity centre”*
- this approach reflected the vision for the Gordon Avenue Precinct:
A vibrant sustainable mid-rise precinct that provides an appropriate transition from the low density character of the surrounding residential area to the future high-density scale of Central Geelong.

Mr Gossop found the Amendment appropriately applied the RGZ. Regarding 22-42 Spring Street, he stated:

These properties are currently developed with mostly detached dwellings although to their east and west are commercial operations. It is logical to rezone the whole of the north side of Spring Street to a consistent zone. I note that 34 Spring Street is located in a site specific Heritage Overlay (HO765). This does not preclude the potential for some redevelopment in the future (at the rear) including higher density housing. Any such development would need to be considered on its merits at that time.

Mr Glossop considered the 'unusual' application of the RGZ south of Spring Street where the existing C2Z 'dog-legs' southeast from properties on Halstead Place, Villamanta Place to the west side of Coronation Street. He added:

These properties clearly need to be rezoned, since it would be illogical to retain their C2Z, yet it does create an unusual boundary between the RGZ and GRZ. In simple terms the RGZ will facilitate four storey buildings, while the GRZ only allows three storeys. If starting from 'scratch', the zone boundary would be unusual and potentially problematic but given the existing conditions I have concluded it is acceptable.

(iii) Discussion

The Panel agrees with Council and Mr Glossop that the Amendment appropriately applies the RGZ1. The Gordon Avenue Precinct is a well-serviced location, near the Geelong railway station and Central Geelong. Its application is consistent with Planning Practice Note 91 and with the vision for the precinct set out in the PSGA UDF.

The proposed zoning of 22-42 Spring Street is logical and will provide a consistent planning approach for land on the northern side of Spring Street.

The Panel echoes Mr Glossop's observations regarding the unusual nature of the proposed RGZ boundary south of Spring Street. While this matter was not raised in submissions, the Panel accepts the approach proposed through the Amendment. However, through its next relevant strategic planning review, Council should consider a more consistent zoning pattern in this area.

(iv) Conclusion

The Panel concludes it is appropriate and justified to apply Residential Growth Zone Schedule 1 to land proposed by the Amendment.

3.2 Commercial 1 Zone

(i) The issues

The issues are:

- whether it is appropriate and justified to apply the C1Z as proposed by the Amendment
- whether properties owned by Homes Victoria should be rezoned to C1Z.

(ii) Evidence and submissions

Some submitters raised issues about applying the C1Z in the Pakington North Precinct. They explained:

- the zone will allow residential uses and an increased population growth might have a negative impact on the area
- *"Pakington North is not equipped to take such intensive housing" and height "should be capped at 4 storeys"*
- the Commercial 3 Zone (C3Z) would be more appropriate to *"sustain growth in the creative industries, support small-scale manufacturers and start-up businesses (which are already prominent in this precinct) and is better suited to conversion of small historical allotments and fine grain urban pattern"*.

Mr Glossop considered the Amendment appropriately applied the C1Z. Regarding Pakington North, he explained that rezoning the land would provide an opportunity to revitalise the area by shifting its focus away from general commercial uses toward retail,

hospitality and residential activities. In his view, this *“will provide for the retail shortfall identified in the Retail Strategy, increase activity levels and improve built form outcomes (in particular by improving the public / private interface)”*.

Regarding the C1Z land in the Gordon Avenue Precinct, Mr Glossop noted that a planning permit had been granted for part of 39–45 Gordon Avenue for a mixed-use development incorporating a residential hotel, office, shop and restricted recreation facility. He considered it appropriate:

- for the land to remain commercially zoned
- to apply the C1Z for the proposed uses rather than the C2Z.

He added:

The proposed rezoning map also logically captures the parcels opposite this permitted development in Gordon Avenue creating a ‘cleaner’ activity centre edge.

Mr Glossop stated:

- permitting Accommodation land uses through the C1Z would create a considerable area of well-located land for new housing opportunities
- Pakington Street provides an excellent opportunity to supply the type of urban infill sought by policy
- housing would be near services including the Geelong Railway Station
- residents would enjoy living within what will be an attractive, high amenity location
- additional housing will increase foot traffic along Pakington Street, improve safety and support broader activity centre functions.

Mr Glossop noted that the Amendment would reduce the total supply of C2Z land in the municipality. He said this is common when land around activity centres is identified for renewal because the imperative for well-located housing often outweighs the imperative for such businesses.

Mr Glossop concluded that the land is *“not a ‘good’ location for C2Z land and that the net community benefit of creating more C1Z land outweighs the retention of retaining the land in a C2Z”*.

Council submitted the C1Z is the appropriate zone for land in the Pakington North Precinct than the requested C3Z. Council referred to the C1Z purpose to *“create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses”* and *“provide for residential uses at densities complementary to the role and scale of the commercial centre”*. Council explained this reflects the PN UDF vision:

Pakington North Precinct will be a vibrant destination with local shops, offices and communal spaces at lower levels fronting Pakington Street and residential living above. By becoming a people friendly and inclusive precinct, businesses will thrive, residents will benefit from a range of housing choices close to amenities and visitors will be inspired by the quality of the public realm and architecture.

Pakington Street will be enhanced as a green street that improves the urban environment and contributes to the canopy cover targets for Geelong.

Homes Victoria requested that several properties in the Gordon Avenue Precinct be rezoned to C1Z. Council explained:

- these properties were outside the study area so there was no strategic justification for rezoning them through the Amendment

- 46-50 Villamanta Street is *"currently in two different zones and the Amendment proposes to correct this anomaly by rezoning the entire site to the GRZ (consistent with the current land use)"*.

(iii) Discussion

The Panel agrees with Council and Mr Glossop that applying the C1Z is appropriate for land in the Pakington North Precinct and at the western end of the Gordon Avenue Precinct. As discussed in Chapter 3.1 of this report, the Pakington Street and Gordon Avenue Precincts are suitable locations for urban renewal given their proximity to the Geelong railway station and Central Geelong. This approach is consistent with the vision set out in both the PN UDF and the PSGA UDF.

C3Z is not appropriate for Pakington Street because it is typically applied to industrial areas intended to transition to mixed-use, creative employment precincts. This is not the case for Pakington Street.

While C3Z permits residential development, it tightly controls such uses so that employment uses remain the primary focus. Such restrictions would not support the level of housing growth envisaged by relevant policy, including the Planning Policy Framework, the Geelong Settlement Strategy (City of Greater Geelong, August 2020), and the City of Greater Geelong Retail Strategy 2020-2036.

At the Hearing, a party cited examples of start-up businesses in the area they claimed are valued by the community. C1Z permits shop and office uses. By contrast, C3Z prohibits a shop such as a mattress and bed retailer if the leasable floor area exceeds 200 square metres.

The Panel agrees with Council that it is not appropriate for the Amendment to rezone the Homes Victoria sites because they are located outside the study area and rezoning them would be beyond its scope. The Panel supports applying GRZ to 46–50 Villamanta Street, having regard to its current land use.

(iv) Conclusions

The Panel concludes:

- It is appropriate and justified to apply the Commercial 1 Zone as proposed by the Amendment.
- The Commercial 1 Zone should not be applied to the Homes Victoria sites through the Amendment because they are located outside the study area and rezoning them would be beyond its scope.

3.3 Environmental Audit Overlay

(i) The issue

The issue is whether the Environmental Audit Overlay (EAO) has been applied appropriately.

(ii) Background

Ministerial Direction 1:

- seeks to ensure land is suitable for any proposed use that could be adversely affected by contamination
- sets out requirements where land is identified by the planning authority as potentially contaminated
- applies obligations for 'sensitive uses' (defined as residential uses, childcare centres, kindergartens, pre-school centres or primary schools)
- requires an environmental assessment under *the Environment Protection Act 2017* to confirm the land is fit for its intended purpose where an Amendment would enable a 'sensitive use' (with or without a permit)
- encourages contamination issues to be resolved at the Amendment stage and allows deferral where this is difficult or inappropriate
- in such cases, the Environmental Audit Overlay (EAO) can be applied to ensure environmental audit requirements are addressed at a later stage.

Planning Practice Note 30 provides guidance on:

- how to identify potentially contaminated land
- the appropriate level of assessment of contamination in different circumstances
- appropriate provisions in planning scheme amendments
- appropriate conditions on planning permits.

Council relied on the Landserv Environment report titled City of Greater Geelong History Review of Planning Scheme Amendment Areas, Environmental Audit Overlay Recommendations, South Geelong and Pakington St / Gordon Avenue UDFs, Geelong, Victoria (30 June 2023) (Landserv report). The recommendations from the Landserv report are summarised in Figure 2.

Figure 2 Landserv report summary of recommendations

¹ Category	Potential for Contamination (PPN30)	Land Use Change PSA	Recommendations (Colour)
a)	High Potential for PCL	Change to a sensitive land use	EAO (Red)
b)	High Potential for PCL	Existing sensitive land use and no change	² Reduced Planning Requirements (Amber)
c)	High Potential for PCL	Existing non sensitive land use and no change	² Reduced Planning Requirements (Amber)
d)	Medium Potential for PCL	Change to a sensitive land use	² Reduced Planning Requirements (Amber)
e)	Medium Potential for PCL	Existing sensitive land use and no change	² Reduced Planning Requirements (Amber)
f)	Medium Potential for PCL	Existing non sensitive land use and no change	² Reduced Planning Requirements (Amber)
g)	Low Potential for PCL	Remaining sites	No action required

Note 1 – Further descriptions are provided below for each category.

Note 2 - Reduced planning requirements refers to RA obligations under Cl65.01 and Cl13.04-1S of the VPP. See description of recommended responses below for each category of 'amber' properties.

(iii) Evidence and submissions

Council considered it difficult and inappropriate to meet the environmental audit system requirements at the Amendment stage because the Urban Design Frameworks are long-term plans for the area. It submitted the recommendations of Landserv report were implemented by applying the EAO to the sites in:

- Category a) – identified as having a high potential for contamination and where the Amendment would facilitate a change to a sensitive use
- Category d) – identified as having medium potential for contamination and where the Amendment would facilitate a change to a sensitive use.

Regarding the sites in Category d), Council considered its approach to be consistent with Planning Practice Note 30 because:

- it is appropriate to apply the EAO in the absence of a Preliminary Risk Screen Assessment or an environmental audit statement to confirm if the land is suitable for sensitive land uses
- applying the EAO allows land to continue in its current use
- deferring application of the EAO through the Amendment ensures the requirement to undertake a Preliminary Risk Screen Assessment and/or obtain an environmental audit statement is done at the permit stage.

EPA noted Council's intention to defer the Preliminary Risk Screen Assessment or an environmental audit statement to the planning permit stage. They added:

Whilst it is not for EPA to support deferral of audit system requirements, the application of the EAO is consistent with policy and guidance.

EPA made the following comments about the Landserv report:

- Land identified as having a 'low' contamination potential (which is inconsistent with the Ministerial Direction 1 classification of land as either potentially contaminated or not) requires clarification.
- The recommendation for 'reduced planning requirements' for sites identified as having high or medium contamination potential if accommodating sensitive uses is inconsistent with Ministerial Direction 1 and requires further review.

Homes Victoria requested the EAO not be applied to 1/29 Church Street because the Landserv report did not specifically recommend the EAO be applied to that site. In response, Council submitted the site:

- is proposed to be rezoned to C1Z which allows sensitive land uses such as residential uses
- was identified as having a medium potential for contamination by the Landserv report, therefore it is defined as 'potentially contaminated land'.

Another submission raised concern regarding underground contamination along Gordon Avenue and considered it will constrain residential development and needs to be addressed. In response, Council submitted:

- the proposed application of the EAO is the appropriate strategic planning response to the identification of potentially contaminated land
- the EAO will provide for the necessary environmental investigations before a sensitive use (including a residential use) starts in line with Planning Practice Note 30 and the *Environment Protection Act 2017*.

Gordon Avenue Property Trust withdrew its submission regarding the application of the EAO to its site at 39-45 Gordon Avenue.

Mr Glossop considered the EAO had been applied appropriately in these circumstances.

(iv) Discussion

The Panel is satisfied that the sites identified in the Landserv report as having High or Medium Potential for contamination meet the definition of 'Potentially Contaminated Land'.

For sites that have a medium potential for contamination and a change to allow a sensitive use is proposed through an Amendment (i.e. Category d) in the Landserv report), Planning Practice Note 30 supports a precautionary, staged approach. In the matrix in Table 3 of Planning Practice Note 30, pathway B applies to these sites.

Planning Practice Note 30 states:

For planning scheme amendments that propose to allow, whether or not by permit, a sensitive use, children's playground or secondary school on land that is potentially contaminated, Ministerial Direction No. 1 requires a planning authority to satisfy itself that the land is suitable for the use by:

- 1) A PRSA statement stating that no audit is required; or
- 2) An environmental audit statement stating that the land is suitable for the proposed use; or
- 3) Where complying with 1) or 2) is difficult or inappropriate, deferring these requirements through application of an EAO or other appropriate measure.

The *Department of Transport and Planning Guide to Contaminated land and planning* outlines that for Amendments affecting large areas (precinct-based applications) with many sites in multiple ownership, the EAO should be applied to:

- sites with current uses that have a high or medium potential for contamination
- sites where previous activities with a high or medium potential for contamination are known to have taken place
- sites identified as potentially contaminated due to off-site contamination from adjoining properties.

A Preliminary Risk Screen Assessment or environmental audit has not been prepared for the sites in Category d) of the Landserv report. The Panel considers Council's approach to apply the EAO and deferring these assessments to be appropriate. The Urban Design Frameworks are long-term plans by their nature, and the precincts contain sites in multiple ownership, making it difficult to undertake this work now.

For these reasons, the EAO should be applied to the properties as exhibited, including the sites owned by Homes Victoria.

The Panel finds the use of the term 'Reduced Planning Requirements' in the Landserv report unusual. It would have been beneficial if the report used the terminology from Ministerial Direction 1 and Planning Practice Note 30.

(v) Conclusion

The Panel concludes the Environmental Audit Overlay has been applied appropriately.

4 Common built form provisions

4.1 Built form testing

(i) The issue

The issue is whether the built form testing is appropriate to inform the exhibited built form provisions.

(ii) Background

As explained in Chapter 1.2.4 of this report, the Built Form Testing resulted in Council preferring Scenario C for the Pakington North Precinct.

(iii) Evidence and submissions

Mr Glossop stated he could not find any testing to show the likely outcomes of applying the site coverage requirements, particularly for smaller lots.

Ms Roberts explained building form testing is needed to understand the relationship between building height, site coverage, and floor area ratios so that the provisions result in feasible development outcomes and acceptable open space provision.

Ms Roberts recommended built form testing to:

- demonstrate how the floor area ratios would operate in practice
- support the interface outcomes that depart from the PSGA BFF
- justify a 5-metre ground-level setback with an additional 5-metre upper-level setback above two storeys
- understand whether a developable parcel would remain on certain sites
- support her recommendation to translate overshadowing requirements into mandatory provisions to determine whether the preferred maximum building heights can be achieved in most cases.

At the Hearing in response to questions, Ms Roberts confirmed she understood the DDO57 planning provisions were not informed by the built form testing.

(iv) Discussion

Built form testing provides a better understanding of their impact in two ways. It provides an understanding of how one or more provisions such as maximum building heights and side setbacks will impact onsite and offsite amenity, and other DDO schedule requirements. It also provides an understanding of the potential capacity of the Pakington North and Gordon Avenue precincts in certain scenarios.

The Built Form Testing conducted after the exhibited Amendment is broadly appropriate, but it has some shortfalls. It is acknowledged the exhibited built form provisions are discretionary and likely to be varied in future permit applications, however, they are suitable for testing built-form scenarios. It is important to understand the resulting capacity in both precincts because the Amendment proposes to introduce more restrictive built form provisions than what currently exists.

Modelling the building envelope (formed by applying all the proposed provisions) across both precincts would have demonstrated the cumulative impact of all the built form provisions. The built form testing for the largest sites in both precincts are good examples in understanding such impact. They provide some assurance that large sites can balance development capacity with achieving the UDF vision and DDO schedule requirements. This testing was not extended to all other sites in each precinct so it is unclear whether they can achieve the same outcome.

The Panel agrees with Ms Roberts that sites can be consolidated to achieve the UDF vision and DDO schedule requirements. This assumes that lot consolidation is feasible possible in a reasonable timeframe. However, the potential impact of the proposed built form provisions on consolidated lots remains unclear.

More specifically, the overshadowing testing for the Pakington North Precinct clearly demonstrates potential overshadowing impacts. The Gordon Avenue Precinct would have benefitted from the same testing.

There is no need to model side setbacks or site coverage because their potential impacts are clear.

Having said that, the Panel agrees with Council that development in the Pakington North and Gordon Avenue precincts will be gradual over a longer-term time horizon. This provides an opportunity for Council to consider undertaking more comprehensive built form testing as part of a future UDF review.

Even with its shortfalls, the built form testing, along with Council considerations, are sufficient to progress the Amendment.

(v) Conclusions

The Panel concludes:

- The built form testing that informed the exhibited built form provisions has some shortfalls, however, when combined with other Council considerations, are sufficient to progress the Amendment.
- The longer-term time horizon of the Urban Design Frameworks provides an opportunity for Council to consider more comprehensive built form testing in the future.

4.2 Building heights

4.2.1 The issue

The issue is whether the approach to the proposed maximum building heights appropriately respond to amenity and preferred neighbourhood character and heritage.

4.2.2 Amenity and preferred neighbourhood character

(i) Background

Regarding building height, the Built Form Testing states:

Incremental increase in height from south to north, starting at 4 storeys and peaking at 10 storeys where no direct residential interface exists, on the corner of Pakington Street and Church Street.

(ii) Evidence and submissions

There were submissions that considered the proposed maximum building heights to be either too high or too low. Those seeking lower building heights, submitted the exhibited heights:

- are excessive, and will negatively impact the existing character – described as a ‘village’ and two-storey and low-rise residential
- will result in amenity impacts including noise, overlooking, overshadowing, loss of privacy, overcrowding
- should be reduced to 2 storeys across Pakington North (Wellington/Waratah Street to Clonard Street) to better transition to the heritage core and surround residential areas
- should be reduced to 4 storeys in Pakington Street.

Council did not support changing the exhibited maximum building heights. It explained the heights are discretionary and intentionally establish a flexible mid-rise built form to balance redevelopment opportunities while protecting amenity, solar access and character.

Mr Glossop stated:

- the study area is intended to grade down from Central Geelong, both visually and in land use intensity
- the Activity Centre Zone Schedule 1 applies to Geelong’s Central City where land opposite and north of Gordon Avenue is designated as the Station Precinct and is intended to accommodate some of the largest future buildings
- the building heights proposed by the Amendment generally grade upwards from the Heritage Core towards the north and east
- in DDO56 (Gordon Avenue Precinct), the tallest anticipated buildings of 36 metres “*will create a statement*” at the Autumn Street / Latrobe Terrace intersection
- heights on intervening land will range from 15 metres to 29 metres, generally responding to lot sizes and sensitive interfaces.

Ms Roberts supported the proposed maximum building heights in DDO56 and DDO57 from an urban design perspective.

(iii) Discussion

The Panel acknowledges that several submissions referred to the potential impact on existing character. However, there are numerous reasons why their position cannot be supported.

The Amendment and its supporting work do not seek to preserve existing character. Rather, they seek to evolve the character to enable development growth while preserving important amenity such as solar access. In this instance, the preferred neighbourhood character is the new higher density character sought by the PN UDF and PSGA UDF.

The Amendment proposes to introduce discretionary maximum building heights on land that in most circumstance currently has no such height restriction. In some respects, it goes part way to achieving what is sought by those several submissions. The proposed maximum building heights have been tested and found to achieve the amenity outcomes sought by the PN UDF and PSGA UDF.

Urban character and a heritage streetscape have distinctly different considerations. Heritage impact is discussed in Chapter 4.2.3.

4.2.3 Heritage impact

(i) Evidence and submissions

There were submissions which considered the proposed maximum building heights to be out of character with the heritage context and inappropriate for sensitive heritage interfaces.

Ms Roberts considered the PN UDF and PSGA UDF seek to facilitate increased residential density and opportunity while ensuring appropriate transitions to the Heritage Core Precinct. She added that DDO56 and DDO57 seek to *“facilitate development outcomes while appropriately responding to sensitive residential and heritage interfaces”*. She referred to Clause 16.01-1L-02 (Increased housing diversity areas) which seeks to maintain streetscape character in heritage areas.

(ii) Discussion

The Heritage Overlay generally includes an area around the heritage fabric so that the potential impact of proposed development within this curtilage on existing heritage can be assessed. This includes the impact on sensitive heritage interfaces. Any future development outside the Heritage Overlay does not impact heritage.

The remaining question is whether the proposed building heights appropriately respond to land where the Heritage Overlay applies. The Panel agrees with Council and Ms Roberts regarding heritage. Future permit applications proposing higher density development will have to consider existing heritage-related provisions and the built form provisions proposed for DDO56 and DDO57. The proposed provisions appropriately transition building heights to the Heritage Core Precinct.

Of note, not all properties are equal. There will be instances where future development will have apply a building height lower than the specified maximum building height to sensitively respond to identified heritage.

4.2.4 Conclusion

The Panel concludes the proposed maximum building heights appropriately consider amenity, preferred neighbourhood character and heritage.

4.3 Interface and side separation

(i) The issues

The issues are whether:

- the proposed DDO56 and DDO57 interface and side separation requirements are appropriate and justified
- setbacks should be measure from the building edge rather than from balconies
- it is appropriate and justified for the Future Park Interface to include a landscape transition zone of about 2 metres between public parkland and private development.

(ii) Background

Exhibited DDO56 and DDO57 include Street interface, Laneway interface, Residential interface, Open space interface and side separation requirements.

Exhibited DDO56 includes Figure 2 (Future Park Interface) which shows no building setback between the property boundary and proposed open space.

PN UDF explains the proposed development and interface management seeks to ensure equitable development potential across the precinct. Specifically, it seeks to:

- Ensure side setback requirements encourage lot consolidation of narrow lots while achieving appropriate built form response.
- Ensure site coverage enables the incorporation of greater landscaping within land parcels (Map 2).
- Avoid underdevelopment that is inconsistent with the vision and objectives for the precinct.
- Ensure the following side separation is achieved to mitigate bulk and provide for views to the sky.

(iii) Evidence and submissions

A submission considered the DDO56 interface requirements to be too restrictive for 39-45 Gordon Avenue.

Regarding the building separation requirements, Ms Roberts recommended that Council model the side setbacks in both DDO schedules to confirm:

- the developable building envelopes
- the separation distances allow practical development outcomes.

Ms Roberts recommended the DDO schedules be revised to:

DDO56

- clarify how separation applies when the podium or street wall heights exceed four storeys
- review upper-level side setbacks and separation distances, particularly where they exceed comparable controls in other planning schemes
- avoid excessive or untested separation distances that may unnecessarily constrain development
- measure setbacks from the building edge rather than from balconies in the figures

- allow in the Future Park Interface a landscape transition zone of about 2 metres between public parkland and private development

DDO57

- review the 9-metre upper-level separation above 8 storeys, which results in an 18-metre separation.

Ms Roberts recommended built form testing to justify a 5-metre ground-level setback plus a 5-metre upper-level setback above two storeys.

Council submitted the DDO56 and DDO57 requirements:

- are derived from the PSGA UDF and PN UDF
- are informed by built form testing and community panel feedback
- combined with the maximum building heights, are intended to facilitate high-quality medium and high density built form which transitions down to sensitive interfaces including:
 - properties in the Heritage Overlay
 - established low-scale residential areas surrounding the precinct.

Council submitted the discretionary maximum street wall/podium height of 15 metres along Gordon Avenue:

- responds to the scale and massing of existing built form
- is flexible where a proposed development meets applicable design objectives.

Regarding DDO56, Council agreed to:

- reduce the discretionary tower separation requirement to 6 metres for built form above 4 storeys on buildings built to the boundary.
- allow a transition zone of about 2 metres between public parkland and private development, as reflected in DDO56 Version 1
- clarify that balconies should not encroach into the side setbacks.

(iv) Discussion

The PN UDF, PSGA UDF and community engagement help explain the interface and side separation requirements. The requirements are generally discretionary and intended to be applied on a precinct basis.

It would be inappropriate to revise precinct-wide interface and side separation requirements because they may be considered potentially restrictive for one site. The Panel has considered site-specific matters regarding 39-45 Gordon Avenue in Chapter 7.1.

There is benefit in modelling the side setbacks in both DDO schedules to confirm the developable building envelopes and if they will result in practical outcomes. However, this is not necessary to progress the Amendment.

The Panel agrees with Ms Roberts that the exhibited 18-metre tower separation above 8 storeys in DDO57 should be reviewed. Council's proposal to reduce the separation to a minimum of 6 metres (achieving a 12-metre separation) aligns with the PN UDF's separation sought for a building:

- built to common property and greater than 22 metres
- not built to common property and 15 to 29 metres.

As discretionary provisions, the tower separation requirements can be increased if needed to achieve the intended design objectives including to mitigate bulk and provide views to the sky.

The Panel also agrees with:

- a transition zone of about 2 metres between public parkland and private development, as reflected in DDO56 Version 1, as this will provide a better interface at the lower levels
- clarifying that balconies should not encroach into the side setbacks because there are outdoor living spaces that should not form part of the built form break.

(v) Conclusions and recommendations

The Panel concludes:

- Side setback requirements in the Design and Development Overlay schedules should clarify that balconies should not encroach into the specified setbacks.
- Design and Development Overlay Schedule 56 should include a transition zone of about 2 metres between public parkland and private development to provide a better interface at the lower levels.
- Design and Development Overlay Schedule 57 should reduce the discretionary tower side separation distance from the property boundary from 9 metres to 6 metres for built form above 8 storeys.

The Panel recommends:

Amend Design and Development Overlay Schedule 56, as shown in Appendix B, to:

- a) include a transition zone of about 2 metres between public parkland and private development**
- b) clarify that balconies should not encroach into setbacks.**

Amend Design and Development Overlay Schedule 57, as shown in Appendix C, to:

- a) reduce the discretionary tower side separation distance from the property boundary from 9 metres to 6 metres for built form above 8 storeys**
- b) clarify that balconies should not encroach into setbacks.**

4.4 Landscaping

(i) The issue

The issue is whether the exhibited Building design requirements regarding landscaping in the DDO schedules are appropriate.

(ii) Evidence and submissions

Ms Roberts recommended the DDO schedules be revised to provide guidance for landscaping and open space outcomes supporting active frontages. She advised, guidance may include:

- Provide integrated soft landscaping within sites to mitigate urban heat island effects, enhance biodiversity, and support engaging streetscapes.

- Require planted/soft landscaping to comprise at least 60% of front setback areas.
- Maximise deep soil planting to support canopy trees.
- Encourage green roofs, walls, and landscaped balconies to enhance biodiversity and visual amenity.
- Use planting palettes with a minimum of 40% indigenous and 40% native species.
- Provide communal garden spaces at podium and rooftop levels.

Council agreed to including further guidance and proposed to replace the relevant provisions in DDO56 and DDO57 with:

Integrate soft landscaping with building design by incorporating green walls, green roofs, roof top gardens, landscaped balconies and functional courtyards to enhance biodiversity and visual amenity and mitigate urban heat island effects.

Encourage the provision of functional open spaces (e.g. central courtyards) and landscaped areas with deep soil planting to support canopy trees around buildings.

(iii) Discussion

The Panel agrees with Ms Roberts that DDO56 and DDO57 would benefit from further guidance on how to landscape around buildings to achieve intended outcomes. Council's proposed changes appropriately respond to Ms Roberts recommendation by providing clear guidance on landscaping measures and intended outcomes.

(iv) Conclusion and recommendation

The Panel concludes the exhibited Building design requirements regarding landscaping in the Design and Development Overlay schedules are appropriate but would benefit from further guidance on how to achieve the intended outcomes.

The Panel recommends:

Amend Design and Development Overlay Schedules 56 and 57, as shown in Appendices B and C, to provide more guidance on landscaping measures and outcomes in 'Building design and landscaping'.

4.5 Solar access and overshadowing

(i) The issues

The issues are whether:

- the solar access requirements should be:
 - mandatory provisions rather than discretionary provisions as exhibited
 - measured from an offset distance within the property boundary
- solar access application requirement should reflect the overshadowing requirements in Clause 2.0.

(ii) Background

Exhibited DDO56 includes the following requirements:

Solar access, wind and weather

Incorporate continuous weather protection such as awnings, openings and architectural detail that are well detailed and attractive when viewed from the street.

...

Avoid overshadowing of the southern footpath on Autumn Street, Gordon Avenue and Spring Street between 11am and 2pm on 22 September.

Avoid overshadowing of more than 50% of public open space between 11am and 2pm on 22 September.

Exhibited DDO57 includes the following requirements:

Solar access, wind and weather

Incorporate continuous weather protection such as awnings, openings and architectural detail that are well detailed and attractive when viewed from the street.

...

Development should ensure solar access as specified in Table 3.

Table 3: Solar Access

Location	Solar access requirement
Pakington Street	Maintain solar access to the opposite footpath on Pakington Street, measured 4 metres from the property boundary, between 10am and 2pm on 22 September.
Waratah Street	Maintain solar access to the southern footpath on Waratah Street, between 10am and 2pm on 22 September.
All other streets	Maintain solar access to southern footpaths where possible.
Public open space (including parks and plazas)	Maintain a minimum 50% solar access between 11am and 2pm on 22 June.

(iii) Evidence and submissions

A submission considered the solar access requirements should be mandatory in both DDO schedules.

Ms Roberts recommended the DDO schedules be revised to:

- apply the solar access requirements as mandatory provisions rather than discretionary provisions as exhibited
- offset overshadowing provisions from property boundaries to allow for potential public realm improvements
- clarify where canopies or weather protection are required and the applicability of active frontage requirements
- revise the solar access application requirement to reflect the overshadowing requirements in Clause 2.0 (Buildings and works).

Council did not propose changing the provisions to be offset from the property boundary or to make them mandatory. It explained the solar access provisions relate to footpaths and future public open space and are discretionary.

(iv) Discussion

The Panel commends Council's approach to generally applying discretionary provisions that enable flexibility. However, the footpaths and future public open space are likely to experience higher pedestrian movements when higher density development occurs in the area. This increases the importance of solar access at some locations and achieves DDO56 design objective:

To ensure high quality architectural design that integrates landscaping, maintains solar access and ensures comfortable wind conditions within the public realm.

It may be challenging to achieve the solar access objective if future overshadowing encroached the southern footpath and more than half of a public open space area due to most future developments not achieving the specified requirements. The Panel agrees with Ms Roberts that the overshadowing requirements should be mandatory to ensure the objectives of the PSGA UDF and DDO56 can be achieved.

There is insufficient supporting work or justification to measure overshadowing from a distance within a property boundary.

While it may be helpful to have guidance on where canopies or weather protection are required and the applicability of active frontage requirements, there is no need to include them in the DDO schedules. Any such fixtures would need to respond to other schedule objectives and requirements.

The application requirement seeks shadow diagrams to demonstrate they comply with *“the solar access requirements of this overlay”*. This includes Clause 2.0. Accordingly, there is no need to revise the application requirement because it reflects, and aligns with, Clause 2.0.

(v) Conclusions and recommendation

The Panel concludes:

- The overshadowing requirements should be expressed as mandatory provisions rather than the exhibited discretionary provisions for identified footpaths and proposed public open space.
- There is no supporting work or justification to measure the overshadowing requirements from an offset distance within the property boundary.
- There is no need to clarify where canopies or weather protection are required and the applicability of active frontage requirements in the Design and Development Overlay schedules.
- There is no need to revise the solar access application requirement because it requires shadow diagrams to comply with the overlay’s solar access requirements including those in Clause 2.0.

The Panel recommends:

Amend Design and Development Overlay Schedules 56 and 57, as shown in Appendices B and C, to revise the relevant solar access to be mandatory for the identified footpaths and public open space.

4.6 Site coverage

(i) The issue

The issue is whether the exhibited discretionary maximum site coverage requirements proposed in DDO56 and DDO57 are appropriate and justified.

Figure 4 DDO57 Map 3 (site coverage)**(iii) Evidence and submissions**

A submission considered the site coverage of 60 per cent for 39–45 Gordon Avenue to be:

- inconsistent with urban renewal
- more restrictive than the 70 per cent site coverage enabled for the adjacent General Residential Zone land.

The submission requested the preferred maximum site coverage be increased to better support active ground floors, conceal servicing, deliver a stronger public realm and allow for more functional floor plates.

Ms Roberts recommended the site coverage requirements in DDO56 be revised to clarify intended site coverage outcomes by providing detail on the preferred location and treatment of undeveloped land, particularly along Latrobe Terrace.

Mr Glossop considered the DDO56 and DDO57 site coverage requirements to be unreasonable and said the issue requires a balanced approach. Regarding whether the requirements were justified, he stated:

- the PSGA UDF and PN UDF do not clearly document any strategic justification, though it indicates a desire to 'deliver significant open space'
- the intention seems to be to allow ground level landscaping.

Council explained the maximum site coverage requirement is a discretionary provision informed by the built form testing and community consultation when preparing the PSGA UDF. It acknowledged the 60 per cent measure was "*probably too low*". It considered 70 per cent reflects:

- the various built form requirements that will apply to these sites
- an expectation for sites to provide functional open spaces and landscaped areas with deep soil planting to support canopy trees around buildings.

(iv) Discussion

The Panel accepts Mr Glossop's evidence on this matter. It agrees the site coverage requirements in both DDO schedules are unreasonable and a more balanced approach is needed. Even in their discretionary form, they represent an austere response to an area where notable growth and intensification is sought.

In line with Mr Glossop's evidence, there does not appear to be clear justification in the PSGA UDF for site coverage requirements. Reasons for including them appear to justify other provisions such as open space, landscaping and building setbacks.

Like the floor area ratios, the aspirations sought from the site coverage provisions can be achieved through other proposed DDO schedule requirements and objectives. Without floor area ratios, there is no justified reason to apply site coverage provisions.

(v) Conclusion and recommendation

The Panel concludes the discretionary maximum site coverage requirements and associated maps in the exhibited Design and Development Overlay schedules are not strategically justified or appropriate.

The Panel recommends:

**Amend Design and Development Overlay Schedule 56, as shown in Appendix B,
to:**

- a) delete the maximum site coverage requirements**
- b) delete Map 2.**

**Amend Design and Development Overlay Schedule 57, as shown in Appendix C,
to:**

- a) delete the maximum site coverage requirements**
- b) delete Map 3.**

5 DDO56 (Gordon Avenue Precinct) provisions

5.1 Pakington Street building setback

(i) The issue

The issue is whether it is appropriate to not specify a building setback for Pakington Street.

(ii) Background

The exhibited DDO56 Table 3 specifies 'None specified' as the mandatory ground level setback for Pakington Street.

(iii) Evidence and submissions

Mr Glossop recommended to consider whether DDO56 Table 3 should specify a 0-metre setback along Pakington Street rather than 'None specified'.

(iv) Discussion

The Panel agrees with Mr Glossop's recommendation to specify a 0 metre setback to Pakington Street rather than 'None specified'. They are distinctly different because 'None specified' means there is no mandatory ground level setback for Pakington Street so a permit application can propose any setback. It is open to the applicant and Council to negotiate a setback.

Specifying a 0 metre setback will result in no building setback from the property boundary, as intended by Council.

(v) Conclusions and recommendation

The Panel concludes:

- It is not appropriate to specify no building setback to Pakington Street.
- Design and Development Overlay Schedule 56 should specify a mandatory setback of 0 metres consistent with most other buildings along Pakington Street.

The Panel recommends:

Amend Design and Development Overlay Schedule 56, as shown in Appendix B, to replace 'None specified' for Pakington Street in Table 3 (Street interface) to '0 metres'.

5.2 Floor area ratios

(i) Background

The PSGA UDF seeks to increase preferred residential density while applying a density control in the Gordon Avenue Precinct. It states:

Floor Area Ratio (FARs) or plot ratio represents the density of a building or buildings within a land parcel. It is measured as the ratio of a new building's total floor area in relation to the size of the site it is being built on. FARs enable site specific responses and sets clear development yield whilst ensuring the delivery of a range of diverse building typologies rather than building out each site to its maximum envelope.

The Built Form Framework explains:

There is a need to manage the extent of variations from the proposed built form outcomes. This is because significant variations will undermine the delivery of the vision and design objectives.

This is exacerbated when significant variations from the preferred design outcome occur on multiple sites. This has the cumulative effect of eroding the overall vision for each precinct and reducing the character and liveability of an area.

Considering the location of the two precincts adjacent to Geelong's CBD and the waterfront, development pressure is likely to escalate once the proposed rezoning of these two precincts occurs. This will result in developers seeking to accommodate increased yield on their sites which will lead to applications for increased building heights and reductions in setbacks and/or increases in site coverage. This scale of development pressure exposes the weakness in the use of discretionary controls to shape the overall building design and its relationship to its context.

The use of mandatory building heights, upper level setbacks, setbacks from low-scale residential neighbours and site coverage control would provide a clear method of addressing this issue, however, this would result in a loss of design flexibility to support site specific design responses.

A development control that manages the overall yield that is allowable on a site is a more direct way to address this problem. This is because it is the pressure to deliver of excess yield is driving significant variations away from preferred design outcomes. A Floor Area Ratio (FAR) control is therefore proposed to manage the overall density allowable within sites.

The exhibited DDO56 includes density controls referred to as floor area ratios, as shown in Table 7. DDO56 Map 2 designates areas with different site coverage percentages.

Table 7 Exhibited DDO56 floor area ratios

Preferred maximum building height (refer to Map 1)	Preferred maximum site coverage (refer to Map 2)		
	60%	70%	80%
22 metres (6 storeys)	2.4	2.8	3.2
5 metres (4 storeys)	3.6	4.2	4.8
29 metres (8 storeys)	4.8	5.6	6.2
36 metres (10 storeys)	6	7	8

(ii) The issue

The issue is whether the exhibited floor area ratios are appropriate and justified.

(iii) Evidence and submissions

A submission considered the exhibited floor area ratio provisions to be overly prescriptive because of their cumulative interaction with height, setback and coverage. It considered a more flexible performance-based approach is needed for viable mixed-use outcomes on larger strategic sites.

Ms Roberts and Mr Glossop recommended the exhibited floor area ratios be deleted.

Ms Roberts noted the preferred building height and preferred site coverage achieved the same purpose.

Mr Glossop stated the floor area ratios:

- do not provide much purpose as drafted
- appear to add complexity to the DDO schedules.

Mr Glossop considered that floor area ratios can be effective if they are used to trigger some community benefit, allow innovative design, or both.

While Ms Roberts preferred the floor area ratios be deleted, she offered an alternative recommendation:

- undertake targeted built form modelling to test whether sites can achieve reasonable development outcomes
- present the floor area ratios consistently and clearly as ratios
- expand the UDF to provide clearer guidance on the preferred location and function of landscape areas
- undertake built form testing to demonstrate how the nominated floor area ratios translate into building height, site coverage, and open space outcomes
- clearly justify the selection of specific floor area ratios.

Council accepted Ms Roberts' recommendation to remove the floor area ratio requirements from DDO56. It explained the preferred maximum building height and site coverage requirements will achieve similar built form outcomes.

(iv) Discussion

The Panel agrees with Council's submission and the evidence of Ms Roberts and Mr Glossop to delete the floor area ratio controls from DDO56.

The PSGA UDF does not explain why enabling development to fill the building envelope is inappropriate if the preferred maximum building heights and minimum setbacks represent an appropriate design response.

The PSGA BFF does not provide a clear justification for applying floor area ratios. It seems to imply:

- development will be permitted to vary too far from the preferred maximum building heights and minimum setbacks, and that floor area ratios will somehow resolve this
- mandatory maximum building heights and minimum setbacks would somehow reduce design flexibility.

The PSGA BFF does not include credible evidence to support these claims or to justify applying the floor area ratios in any of the DDO schedules. Simpler and more commonly accepted planning provisions such as maximum building heights and minimum setbacks when combined, create a building envelope which limits the extent of development and density on a site and within a precinct.

A professional designer can skilfully find flexible design responses within the space they are given. Any proposed building height and setbacks will have to respond to associated design objectives and provisions and policies. Where met, future development with varied height and setbacks can contribute to achieving the activity centre's vision.

There is no evidence to suggest that floor area ratios will achieve better design outcomes or are needed to support the other simpler built form provisions. The Panel agrees with Mr Glossop that floor area ratios would more likely complicate the planning process. Floor area ratios would continue to allow buildings to exceed the preferred building height, but in a disproportionately skinnier built form due to the floor space restriction.

Floor area ratios have a role in some circumstances. They are an urban density control so they should have been justified accordingly. For example, where:

- there is insufficient infrastructure capacity to support a population beyond a certain number
- urban density is already unacceptable and needs to be reversed.

Consistent with Mr Glossop, the Panel could not find any justification to apply such controls in DDO56.

(v) Conclusion and recommendation

The Panel concludes the exhibited floor area ratios proposed for Design and Development Overlay Schedule 56 should be deleted because they are:

- inappropriate and not strategically justified
- unnecessary as they can be achieved through the other built form provisions specified in the schedule.

The Panel recommends:

Amend Design and Development Overlay Schedule 56, as shown in Appendix B, to delete the floor area ratio controls.

5.3 Laneways

(i) The issues

The issues are:

- whether it is appropriate to indicate future laneways on DDO56 Map 1 and Figures 3, 4 and 5
- if appropriate, how the laneways should be expressed in DDO56.

(ii) Background

DDO56 includes:

- indicative locations in Map 1 for:
 - 10-metre-wide and 6-metre-wide laneways
 - 3-metre-wide pedestrian links
- laneway interface (pedestrian) in Figure 3
- laneway interface (service) in Figure 4
- laneway interface (new street) in Figure 5.

The PSGA UDF includes an objective under *“Create engaging streets and laneways”* to:

To encourage provision of laneways which are open to the sky, publicly accessible, attractive, provide a direct route and where opportunities for activation and passive surveillance are maximized.

This was translated into an 'Active frontages' requirement in DDO56.

(iii) Evidence and submissions

Mr Glossop stated:

- there is no related requirement to provide these links, though there is a requirement to ensure they are publicly accessible, safe, have adequate sunlight access, and are open to the sky
- it can be burdensome to provide these links and the associated interfaces, particularly the 10-metre-wide laneways, and on small lots
- several adjoining sites are often needed to provide land to achieve the objective, which may be impractical.

Mr Glossop was concerned about any requirement that obligates a party to hand over land to Council without a mechanism for compensation. He added:

- it is unclear if these links are required to facilitate the regeneration of the area
- if the links are required, a more secure means of acquisition should be applied (such as the Public Acquisition Overlay).

Mr Glossop consider it would be a different matter if the links were simply a building setback mechanism. In that case, it needs to be justified like it is for other aspects of the provision. For example, the setback might be needed to provide vehicle access or landscaping. He considered Ms Roberts better placed to comment on this.

Council submitted the indicative laneways shown on DDO56 Map 1 are strategically justified and will assist in distributing traffic through the Gordon Avenue Precinct and the Pakington Street activity centre more broadly. It considered it unnecessary for the Amendment to apply the Public Acquisition Overlay or provide detail regarding potential acquisition or deliver strategies.

Council referred to several Advisory Committee and Panel reports which supported its position.

Advisory Committee for the Central Geelong Framework Plan:

Overall, the Committee is satisfied that the provision of the new laneways and through block links in the locations identified on Maps 4 and 5 in the ACZ1 are well supported from an orderly planning and urban design perspective. The acquisition strategies required to deliver these future links is not a matter for the Committee. The Committee does, however, agree with submitters that this will require consultation with and cooperation from the relevant landowners.

...

The Committee concludes:

- The aspirations for delivering laneways and connecting gaps in the Central Geelong laneway and pedestrian networks, including the preferred locations of the new laneway and pedestrian connections are appropriate, although the Committee makes no comment on the acquisition strategies for acquiring the land needed for these new connections.

Melbourne PSA C308 [2019] PPV – the Panel supported pedestrian connection requirements in the DDO schedule that sought them to be *“publicly accessible at ground level and appropriately secured by legal agreement”*.

Glen Eira PSA C237glen [2024] PPV – the Panel found:

- it appropriate to include a map showing the activity centre's access and movement network in the DDO schedule
- should clearly differentiate between existing and "*potential future publicly accessible laneways*" in the absence of the Public Acquisition Overlay.

(iv) Discussion

The Panel considers it appropriate to show indicative laneways in DDO56, with certain qualifiers.

While the laneways are indicative, DDO56 specifies definitive laneway interface responses. A proposed development can only respond to a laneway interface if there is certainty about the location of that laneway.

The Panel agrees with Mr Glossop that the purpose of each laneway is important to consider, even if the means of acquisition comes at a later stage. If any laneway is for broader public benefit, Council will have to find an appropriate mechanism to fairly acquire the land. This will require a specified land area.

(v) Conclusions

The Panel concludes:

- There is sufficient strategic justification to indicate future laneways on Design and Development Overlay Schedule 56 Map 1 and Figures 3, 4 and 5, but there is insufficient strategic work to identify them more definitively.
- Design and Development Overlay Schedule 56 appropriately identifies the laneways as 'indicative' because it clarifies that their alignment may vary.
- Through a separate process after the Amendment is introduced, Council should consider an appropriate mechanism of how to acquire land to achieve the indicative laneways and to avoid any procedural delay in the future.

6 DDO57 (Pakington North Precinct) provisions

6.1 Mandatory provisions

(i) The issue

The issue is whether it is appropriate and justified to apply the ground-level setbacks and wind safety requirements as mandatory provisions.

(ii) Evidence and submissions

Submitters raised issues regarding the mandatory provisions in DDO57. They said:

- Mandatory controls limit the ability to properly assess the trade-off between reduced developable area and wider footpaths at ground level.
- The mandatory controls may limit the ability to achieve workable floorplates, particularly on shallow sites.
- Discretionary built form controls would provide flexibility to enable well-resolved and efficient design outcomes to be explored through the permit process.
- A discretionary approach would allow more considered and site-responsive transitions.
- Wider footpaths on side streets may conflict with the established fine-grain character and minimal setbacks of the area.

Head TfV supported the mandatory ground-level setback of 6 metres along Latrobe Terrace (DDO56) as it supports improved safety and amenity along this part of the state transport corridor.

Council sought to retain the mandatory elements in DDO57; being those that relate to ground-level setbacks and wind safety requirements. It submitted:

- these are strategically justified and consistent with Planning Practice Note 59
- other provisions in the DDO schedules are discretionary or performance-based, allowing flexibility in design and decision-making.

(iii) Discussion

The proposed mandatory provisions relating to wind safety and ground-level setbacks are consistent with the criteria set out in Planning Practice Note 59.

The Panel considers that mandatory wind provisions are justified to ensure acceptable wind conditions at ground level and within the public realm. Reliance on discretionary provisions is unlikely to provide sufficient certainty.

Similarly, mandatory ground-level setbacks support a clear and legible interface between public and private realms. A discretionary approach risks inconsistent or fragmented outcomes, potentially undermining the function and amenity of the activity centre.

Given the strategic role of the precincts and the anticipated intensification, it is appropriate to secure these outcomes through a mandatory approach.

The Panel agrees with Council that the proposed mandatory controls are limited in scope and targeted to specific outcomes, with the balance of the DDO retaining flexibility through discretionary and performance-based requirements.

(iv) Conclusion

The Panel concludes that it is appropriate and justified to apply the ground-level setbacks and wind safety requirements in Design and Development Overlay Schedule 57 as mandatory provisions.

6.2 Street corner typology

(i) The issues

The issues are whether:

- the Street Interface typologies as exhibited have been appropriately applied at street corners along Pakington Street
- street wall heights and street setback requirements are appropriate.

(ii) Evidence and submissions

Mr Glossop noted that DDO57 requires a mandatory 2-metre setback along Waratah Street, including at the side of buildings facing Pakington Street. He observed at the Pakington/Waratah intersection that an existing building is already built to the street and forms part of an active retail frontage, making a setback of 2 metres to Waratah Street appear unreasonable.

Ms Jordan stated:

The identification of street interface types on Map 1 within DDO57 should be revised for street corners in particular so that the treatment along the main frontage continues along the side street.

Mr Glossop and Ms Roberts agreed in questioning that the street interface along Pakington Street should wrap around the side-street corners. Ms Roberts suggested this should be a minimum of 5 metres.

One submission opposed this view saying the footpath in the area is already narrow and this would leave little opportunity to soften the edge.

Ms Jordan raised concerns at corner interfaces where there are conflicting requirements for street wall heights and upper-level setbacks. She referred to the corner of Pakington Street and Waratah Street:

- on Pakington Street (Type 1A) the preferred street wall height is 8 metres with a preferred setback above the street wall of 5 metres
- on Waratah Street (Type 2A) the preferred street wall height is 15 metres with a preferred setback above the street wall of 3 metres.

Ms Jordan suggested that a consistent approach at corners is needed to achieve a coherent urban design outcome.

Council responded to this issue by amending DDO57 as follows:

On corner sites, the Pakington Street street wall/podium height should wrap around the corner and then transition down to the lower preferred street wall/podium height, except to Waratah Street where the transition will be to a higher preferred street wall height.

(iii) Discussion

The Panel agrees with Ms Jordan that a consistent approach to built form outcomes on corner sites is necessary. This approach should apply to all street corners within the Precinct, not just the Pakington Strand site.

The Panel agrees with Ms Roberts that the zero-metre ground level setback along Pakington Street should extend to the first 5 metres of the side street. On this basis, the Panel finds this metric could also be applied to wrap the street wall/ podium height, and the upper-level setback requirements. In effect, the Pakington Street 'Street Interfaces' typology should extend to the corresponding side street interface up to five metres, after which development should transition to the side-street typology.

A 'wrapped corner' treats the building as a single, unified design element rather than two unrelated elevations that meet. An integrated design at corners would:

- allow for continuous materials, consistent floor heights, and coordinated façade articulation
- enable a continuous and legible interface with the public realm
- support the pedestrian experience, passive surveillance and streetscape quality
- avoid inactive or unsafe edges immediately around corners, which are typically high-footfall areas.

DDO57 should seek to avoid abrupt interfaces rather than focus on whether the transition to the side street typology is downward or upward (as is the case of Waratah Street).

(iv) Conclusions and recommendations

The Panel concludes:

- The Pakington primary Street Interface treatment (Type 1A, 1B and 1C) in Design and Development Overlay Schedule 57 should extend around corners, up to 5 metres before it transitions to the side-street typology.
- Design and Development Overlay Schedule 57 should discourage an abrupt side street interface transition between two typologies.

The Panel recommends:

Amend Design and Development Overlay Schedule 57, as shown in Appendix C, to:

- a) note in Table 2 that Street Interface Type 1A, 1B and 1C only applies to side streets up to 5 metres wide.**
- b) revise the requirement for transitions on a side street to discourage an abrupt interface between the two typologies.**

7 Site-specific issues

7.1 39-45 Gordon Avenue

(i) The issue

The issue is whether the proposed provisions are appropriate for 39-45 Gordon Avenue.

(ii) Evidence and submission

Gordon Avenue Property Trust (GAPT) generally supported the broad principles underpinning the Amendment and associated PSGA UDF. It was concerned the proposed DDO56 provisions would unduly constrain development potential at its site (39-45 Gordon Avenue). It submitted:

- the discretionary 6-storey maximum building height is overly restrictive given the site's large size, robust interfaces and absence of heritage
- greater height would enable the site to be a catalyst for precinct-wide renewal
- limiting site coverage to 60 per cent and mandating minimum setbacks will:
 - unnecessarily restrict flexibility in building design, ground floor use activation and back-of-house function integration
 - reduce the efficiency and quality of built form outcomes
- the 6 and 10-metre building separation requirements are excessive and do not align with achieving high-quality urban design outcomes
- amenity, light, and ventilation can be delivered through considered design measures, and streetscape quality is better achieved through continuous, articulated and activated frontages rather than arbitrary 'gaps'
- the interface requirements including front setbacks will unreasonable impact development opportunities
- the site is worthy to be designated a 'key' or 'strategic' site in DDO56 that is more able to vary the discretionary provisions.

GAPT considered the building height of 13 storeys or about 40 metres in its original permit application would achieve an appropriate and legible transition between the 60-metre height aspirations at the eastern end of the Central Geelong Activity Centre and its site. GAPT referred to the Victorian Civil and Administrative Tribunal (VCAT) decision that considered this proposal, where the Tribunal:

- rejected the proposed 13-storey proposal
- considered 8 to 9 storeys to reasonably step down for this location.

Council submitted the mandatory ground level setback of 3 metres along Gordon Avenue is strategically justified and based on built form testing that was undertaken when preparing the PSGA UDF. It added the setback is intended to:

- avoid a cluttered and inconsistent streetscape
- provide opportunities for landscaping with canopy trees in accordance with the UDF
- improve the amenity of ground floor uses

Council submitted:

- the proposed upper-level setbacks and street wall/podium heights are discretionary provisions to provide flexibility in design outcomes
- the discretionary maximum street wall/podium height of 15 metres along Gordon Avenue responds to the scale and massing of existing built form
- it agreed the tower separation requirements should be reduced.

DDO56 (Version 1) reduced the discretionary side separation for buildings built to the boundary to 6 metres for all buildings above 4 storeys.

(iii) Discussion

The Panel found the GAPT submission to be somewhat unclear. It appears to have sought to strategically justify less restrictive provisions for its site and perhaps the broader Gordon Avenue Precinct predominantly based on a VCAT decision. This is not appropriate because strategic planning should not be guided by a statutory permit assessment of a single site proposal. Such decisions may not reflect the vision and aspirations sought by the broader community as reflected in the PSGA UDF.

The Panel is unable to place much weight on the building height and setbacks determined by VCAT because they were:

- assessed on site-specific merit based on existing Planning Scheme provisions
- not informed by the strategic work underpinning the Amendment.

The strategic work underpinning the Amendment has justified the measures for the proposed building heights and setbacks in the Gordon Avenue Precinct. As discretionary provisions, GAPT can explain through a permit application process why it considers it should exceed the specified measures.

The Panel was not persuaded by the GAPT submission that it had attributes to distinguish 39-45 Gordon Avenue as a strategic site that warranted its own planning provisions. Its size and location are like many other sites in the Precinct, unlike the Pakington Strand site (DDO57) which is a significantly scaled site in a strategic location next to the retail core.

(iv) Conclusions

The Panel concludes that 39-45 Gordon Avenue:

- is not large enough or in location to be considered a strategic site.
- does not demonstrate any special reason to justify different built form provisions to those proposed in Gordon Avenue Precinct.

7.2 95-103 Pakington Street (Pakington Strand site)

7.2.1 The issues

The issues are whether:

- the proposed DDO57 provisions are appropriate for 95-103 Pakington Street (Pakington Strand site)
- a master planned approach should be required and if so, the appropriate planning tool to implement the plan

- the 'indicative new open space/ Plaza' should be designated in the PN UDF, Clause 11.03-6L-06 and DDO57
- the pedestrian connections and new roads should be designated in Clause 11.03-6L-06 and DDO57
- the overshadowing provisions should apply to new open space on the site, and the southern footpath along Waratah Street
- a site coverage requirement of 60 per cent is appropriate for the site.

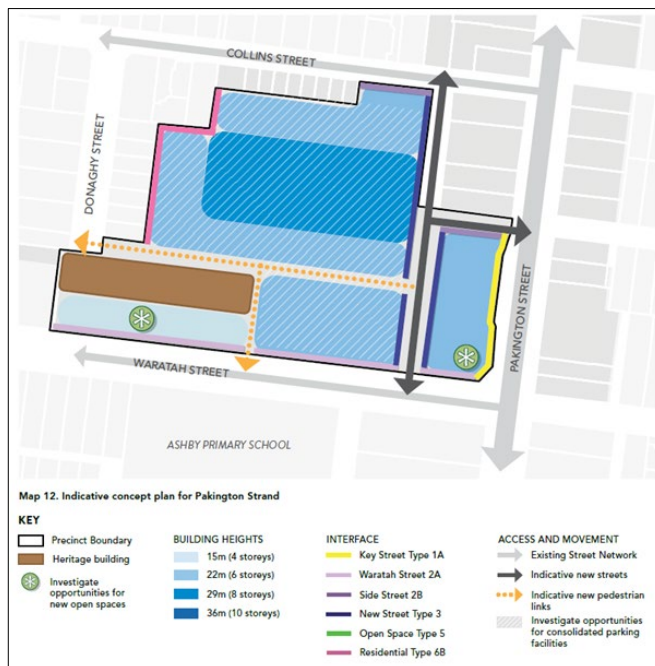
7.2.2 Background

Gelprop Nominees Pty Ltd (Gelprop) owns 95-103 Pakington Street, known as Pakington Strand site. The site is one of two Strategic Sites identified in the exhibited PN UDF. The other site is the Rail sidings yard which is discussed in Chapter 7.3.

The Pakington Strand site was identified as a strategic site due to its large size (20,997 square metres) in single ownership. The site currently accommodates a Woolworths supermarket, several smaller retail tenancies, and an open-air car park. It also includes the buildings from the Former Donaghy's Rope Walk Building, (State heritage listed, HO741).

The Amendment proposes to introduce the following plan in Clause 11.03-6L-06:

Indicative Concept Plan for Pakington Strand site



Summary of landowner submission and common ground

Gelprop objected to:

- mandatory provisions in DDO57
- designating indicative new open spaces /plaza in the PN UDF and DDO57
- overshadowing provisions for new open space on the site and the northern footpath along Waratah Street
- the proposed site coverage requirement of 60 per cent.

Ms Jordan generally supported the Amendment noting it is consistent with State regional, and local policy. Her primary concern regarding the Pakington Strand site was *"the designation of the Subject Land as a strategic site and yet the complex and constraining built form requirements that are to be imposed."*

Council highlighted the points of common ground between it and Ms Jordan:

- The Pakington Strand site is a key strategic site in the Pakington North Precinct.
- Transport 2 Zone continued to apply to the railway sidings because the site is essential to the Geelong rail network, and not available for redevelopment.
- The Pakington Strand site is currently the only viable strategic site in the Pakington North Precinct.
- A master planned approach to the site can deliver coordinated outcomes across access, open space, built form and land use.

The issue of mandatory provisions is addressed in Chapter 6.1.

7.2.3 Master planned approach

(i) Evidence and submissions

Ms Jordan stated:

- policy at Clause 11.03-6L-06 encourages a coordinated, master planned approach, supported by an indicative concept plan but there is no formal planning control requiring a master plan be prepared, assessed or approved
- the Pakington Strand site is the only genuine strategic redevelopment opportunity across the precincts and presents a significant opportunity for transformation
- replying on policy that merely 'encourages' master planning alongside detailed and prescriptive requirements while DDO57 creates uncertainty about how a master plan would influence future permit decisions.

Council explained it intentionally avoided introducing a separate provision to require the preparation of a master plan. It added that it:

- relied on local policy to encourage a coordinated approach informed by a high-level, indicative concept plan
- proposed to remove reference to the concept plan from DDO57 to limit its role to policy guidance rather than a built form provision.

Mr Glossop stated there is an important distinction between 'master planning' as a process and the preparation of 'master plan' as a document. He considered the DDO was not an appropriate mechanism if a formal master plan was expected.

Mr Glossop was comfortable with the post-exhibition changes proposed by Council that removed reference to the concept plan from DDO57.

(ii) Discussion

The Panel considers that there is benefit in preparing a master plan for the Pakington Strand site.

Removing reference to the concept plan from DDO57 goes some way to address Ms Jordan's concern. However, there is little information in Clause 11.03-6L-06 to guide the preparation of a master plan with only two relevant strategies:

Deliver landscaped areas surrounding the Ropeworks Shed ensuring activation and responding to the heritage context.

Ensure opportunities to deliver car parking for public use within the basement, rear or podium of new developments, where appropriate, with any podium parking to be wrapped with active uses on primary interfaces with the public realm.

Both matters are adequately addressed in the proposed DDO57:

- The first strategy is addressed through the provision of open space to the south of the Former Donaghy's Rope Walk building (see discussion on open space in Chapter 7.2.4).
- The second strategy is addressed in 'Access, parking and services' which seeks to ensure that at-grade car parking is sleeved, vehicle access points are limited, and visual impacts are minimised.

References to the Pakington Strand site and the Indicative Concept Plan should be deleted from Clause 11.03-6L-06. The Indicative Concept Plan includes information that is not referenced in the strategies. For example, building heights and street interface treatments derived from DDO57 are shown on the plan without any cross-references. Without the supporting policy and cross-sections in DDO57, this information has limited value.

Like Ms Jordan, the Panel prefers the DPO to enable a master plan to be prepared, assessed and approved. This would provide an opportunity to resolve competing objectives across the site, including staging considerations.

However, the Amendment does not propose the DPO, and it is not within the scope for the Panel to recommend. In the interim, DDO57 is acceptable to provide guidance for the site while the DPO is considered through a separate process.

(iii) Conclusions

The Panel concludes:

- There is benefit in preparing a master plan for 95-103 Pakington Street (Pakington Strand site).
- A master plan should be implemented through the Development Plan Overlay.
- Design and Development Overlay Schedule 57 should be applied to the site through the Amendment to guide development until the Development Plan Overlay is applied through a separate process.
- References to the Pakington Strand site and the Indicative Concept Plan should be deleted from Clause 11.03-6L-06.

7.2.4 Open space and plaza

(i) Evidence and submissions

Ms Jordan raised concerns regarding the designation of two indicative open space areas on the Pakington Strand site. She submitted that:

The rationale for identifying the Subject Land and the Rail Sidings Yard as locations for new open space appears to be based solely on the large overall site area of both strategic sites, rather than on a broader spatial or accessibility analysis.

Ms Jordan also questioned the lack of supporting analysis to guide the size, purpose or ownership arrangements of any future open space. She emphasised that, while the nomination is described as 'indicative', in her view a future development application for the Pakington Strand site would be *"expected to provide for this open space"*.

Mr Glossop similarly expressed concern that the requirement for two areas of open space to be provided by a single landowner was *"unusually onerous"*. In relation to the mapping designations, he suggested that *"it might be preferable to replace these designations with a requirement that open space be provided within this property that achieves appropriate benchmarks"*.

Mr Glossop recommended the DDO57 Open space interface requirement be revised to refer only to development abutting the north side of new open spaces when seeking development to be in accordance with Figure 8 and Map 1. He also proposed the following requirement:

Development should not overshadow more than 50% of new open spaces and / or plazas between 11am and 2pm on 22 September.

Ms Roberts recommended the requirement's intent be clarified by expressing it as *"maximum 50% of open space to be overshadowed between 11am-2pm at the winter solstice"*.

Council submitted that the identification of potential open space opportunities on the Pakington Strand site is consistent with the public realm and open space objectives and strategies in the PN UDF. Council emphasised that the locations are indicative only and are intended to provide *"both a starting point and flexibility for a permit applicant seeking to investigate an opportunity to provide open space as part of a development"*.

Notwithstanding this, Council advised:

Council proposes to amend Map 1 in the DDO57 and the Indicative Concept Plan for Pakington Strand at Clause 11.03-6L-06 to remove the new open space / plaza location at the south-eastern corner of the Pakington Strand site, noting this is not Council's preferred location for potential new open space and Council only ever intended to indicate alternative locations within the site which could be investigated for that purpose.

(ii) Discussion

The MUZ for the Pakington Strand site was introduced through Amendment C96 in July 2007. Having regard to Clause 53.01, the site would be required to contribute 5 per cent public open space for subdivision of 10 or more residential lots, as the rezoning occurred prior to 31 August 2007. Had the rezoning occurred after this date, a 10 per cent requirement would apply.

Council's Option 1 in its built form testing identifies an area of approximately 26 by 136 metres of open space to the south of the Former Donaghy's Rope Walk building, extending east beyond the building footprint. If fully realised as open space, this would equate to approximately 3,536 square metres, or 16.8 per cent of the site area. The Panel considers this to be excessive.

Strategic sites with higher density development warrant a greater provision of public open space than 5 per cent. However, the Panel considers that a requirement of approximately 10 per cent would represent a more balanced outcome, having regard to the anticipated yield.

There was general agreement to remove the second open space designation from the south-east corner of the site, and the Panel supports this approach. Concentrating a single open space to the south of the State-listed heritage building (Former Donaghy's Rope Walk) provides a logical outcome, supporting landscaping and activation opportunities consistent with the PN UDF.

The heading 'Open space interface' in DDO57 is not reflective of the content of the section, which addresses location and accessibility. This heading should be amended to read 'Open space'.

(iii) Conclusions

The Panel concludes:

- A single public open space area of at least 10 per cent of the site area, should be provided south of the Former Donaghy's Rope Walk building.
- The heading 'Open space interface' in DDO57 should be revised to 'Open Space' to more accurately reflect the content of that section.

7.2.5 Overshadowing

(i) Evidence and submissions

Ms Jordan raised concern about the reliability of the built form and shadow testing, noting a lack of detail on building height and setbacks, and whether the site coverage applied was consistent with DDO57. On this basis she questioned whether the overshadowing impacts on new open spaces have been adequately tested.

She considered that a combined set of constraints on the site (overshadowing, open space, interface controls) could significantly limit the development potential of the Pakington Strand site. She notes that locating open space to the south of taller buildings may further constrain outcomes and lacks clear justification.

Council accepted the exhibited DDO57 incorrectly referenced the winter solstice for overshadowing controls. Table 3 and Figure 8 are both proposed to be corrected to the spring equinox, with solar access assessed between 10:00am and 2:00pm.

Mr Glossop supported the discretionary approach in DDO57, which seeks to avoid additional overshadowing of key footpaths between 10:00am and 2:00pm at the equinox. He was of the view that this approach was reasonable based on the shadow analysis in the PN UDF.

(ii) Discussion

The Panel supports the intent of the PN UDF to maintain solar access to key footpaths and public open spaces. As discussed in Chapter 4.5, the Panel considers that

overshadowing requirements for identified footpaths and proposed public open space should be mandatory.

The Panel agrees that solar access should be measured at the spring equinox.

However, the Panel considers that applying overshadowing controls to all parks and plazas may be overly onerous, particularly where these spaces are small and located in proximity to taller built form.

An overshadowing requirement for public open spaces is included under the heading 'Open Space' and is repeated in Table 3. The duplicated requirement in Table 3 should be deleted.

With the removal of the rail sidings yard site (as discussed in Chapter 7.3) and the indicative open space at the south-east corner of the Pakington Strand site, only one indicative open space remains. Accordingly, DDO57 Figure 8 should be revised to better reflect the scale of the Former Donaghy's Rope Walk building and the discretionary maximum building heights to the north.

(iii) Conclusions

The Panel concludes:

- It is appropriate to maintain solar access to key footpaths and public open space between 10:00am and 2:00pm at the Spring equinox.
- Overshadowing requirements should apply to the new area of public open space, however, these requirements are unlikely to be achievable on smaller parks and plazas and should not apply in those instances.
- The overshadowing requirement for open spaces in Table 3 should be deleted because it repeats the requirement in 'Open Space'.

7.2.6 Pedestrian connections and new roads

(i) Evidence and submissions

Ms Jordan questioned the lack of detail on design, function, and delivery of the indicative new roads and pedestrian links. She was unclear whether these would be public roads or privately delivered but publicly accessed connections.

Ms Jordan did not see the benefit of a proposed pedestrian link to Donaghy Street, given its quiet residential character with limited broader connectivity benefit.

Council supported the inclusion of indicative streets and links as consistent with urban design principles promoting permeability and accessibility. It considered it was beyond the scope of the Panel to determine the exact delivery mechanism.

Council explained these connections are indicative only, intended to guide future master planning, and are flexible because they are not DDO57 requirements.

(ii) Discussion

The Panel agrees with Council that new pedestrian links and roads through the Pakington Strand site would improve permeability and accessibility.

The Indicative Concept Plan proposed for Clause 11.03-6L-06 could be replaced with a DDO57 requirement to provide east-west and north-south pedestrian and vehicle connections through the site.

The Panel sees merit in retaining the existing pedestrian connection to Donaghy Street, given the size of the site. A new pedestrian route around the perimeter of the Former Donaghy's Rope Walk building, and through the proposed public open space, could provide direct access to the school pedestrian crossing on Waratah Street. This would represent a safer and more legible outcome rather than relying on Pakington Street.

The Panel agrees that the detailed design and delivery of these connections is beyond the scope of the Amendment.

(iii) Conclusions

The Panel concludes:

- Pedestrian connections and new roads should form part of any new development on the Pakington Strand site.
- Design and Development Overlay Schedule 57 should include a requirement to:
 - provide east-west and north-south pedestrian and vehicle connections through the site (without identifying any specific alignment)
 - identify the existing pedestrian connection to Donaghy Street.

7.2.7 Site coverage

(i) Evidence and submissions

Ms Jordan considered the preferred site coverage of 60 per cent for the Pakington Strand site was inconsistent with the approach applied across the remainder of the Pakington North Precinct. She noted:

In the Pakington North Precinct, higher site coverage of 70 or 80 per cent is generally associated with areas where taller built form outcomes are anticipated...

Ms Jordan further submitted that *"a comparatively low preferred site coverage runs counter to the stated objectives of intensification,"* noting that the site is identified as a Strategic Site.

Mr Glossop also expressed concern that the proposed 60 per cent discretionary site coverage requirements was *"not reasonable"*. Referring to the 60 per cent discretionary site coverage requirements in Clause 54 and 55 he believed the *"majority of land within the study area though will be developed at densities higher than this"*.

Council advised that, on reflection, it accepted that the proposed 60 per cent site coverage for the Pakington Strand site was too low, particularly when compared to the default site coverage of 70 per cent that applies to land in the Mixed Use Zone. However, Council considered a site coverage above a discretionary 70 per cent would not be realistic for the site due to several of the competing considerations, including:

- The building design requirement of ensuring improved pedestrian amenity and permeability across the site;
- The aspiration for open space to be provided on the site combined;
- The built form requirements relating to overshadowing and interface setbacks;

- The constraint presented by the existing heritage building on the site.

(ii) Discussion

The Panel agrees with Ms Roberts and Council that the exhibited discretionary site coverage of 60 per cent is too low for a strategic site such as the Pakington Strand site.

MUZ applies to the Pakington Strand site and specifies a default site coverage of 70 per cent by referring to Clause 55 Standard B2-5 in its schedule. There is no apparent strategic reason to vary this discretionary standard to a more restrictive coverage of 60 per cent. The site's large strategic scale means that 30 per cent represents a significantly larger area of land than other sites in the precinct. Any variation to the specified site coverage can be considered through future applications in response to the proposed built form.

The Panel considers DDO57 should not include a site coverage requirement for the Pakington Strand site because it is unnecessary to duplicate or vary the one specified in Clause 55 Standard B2-5 through the MUZ schedule.

(iii) Conclusions

The Panel concludes:

- A site coverage of 60 per cent is inappropriate and not strategically justified for 95-103 Pakington Street (Pakington Strand site).
- The MUZ site coverage requirement of 70 per cent already applies to the Pakington Strand site, therefore there is no need for an additional site coverage requirement in DDO57.
- Design and Development Overlay Schedule 57 should not include a site coverage requirement for 95-103 Pakington Street (Pakington Strand site).

7.2.8 Recommendations

The Panel recommends:

Amend Clause 11.03-6L-06 to delete references to the Pakington Strand site and the associated Indicative Concept Plan.

Amend Design and Development Overlay Schedule 57, as shown in Appendix C, to:

- a) **replace the heading 'Open space interface' with 'Open space'**
- b) **specify that a single area of open space be required, south of the Former Donaghy's Rope Walk building, that:**
 - **is at least 10 per cent of the site area**
 - **is publicly accessible, open to the sky and receives good solar access**
 - **50 per cent of the open space is not overshadowed by development between 10:00am – 2:00pm on 22 September**
- c) **exclude public gathering places like small plazas at the entrance of buildings on the site from the 10 per cent open space calculation**
- d) **revise Figure 8 to reflect the scale of the Former Donaghy's Rope Walk building and discretionary building heights further north**
- e) **include provisions in 'Access, parking and services' that seek to:**

- **encourage an east-west and north-south pedestrian and/or vehicle connections through the Pakington Strand site**
 - **maintain the existing pedestrian connection to Donaghy Street from the Pakington Strand site**
- f) **delete the site coverage provisions for the Pakington Strand site.**

7.3 28-64 Pakington Street (Rail sidings yard)

(i) The issue

The issue is whether the proposed provisions are appropriate for 28-64 Pakington Street (Rail sidings yard).

(ii) Background

The rail sidings yard, owned by VicTrack, is one of the two large single ownership landholdings in the Pakington North Precinct. It is identified as a Strategic Site in the exhibited PN UDF. The Amendment does not propose to change the current zoning (TRZ1) or to apply DDO57. The three maps in DDO57 include the site in the Precinct Boundary.

(iii) Evidence and submissions

The Head, Transport for Victoria (Head TfV) submitted:

- the rail sidings yard is an essential piece of infrastructure for rail services in Geelong and that it contains the only train turntable on the Geelong line
- VicTrack and itself advised Council in February 2024 during the preparation of the Urban Design Frameworks that it is unrealistic to identify the rail sidings yard for urban renewal at this time
- it does not support the proposed new shared overpass over the Geelong-Melbourne rail line due to its proposed connection through the rail sidings yard, which will not be available for urban renewal for the foreseeable future
- a more feasible connectivity option needs to be developed in consultation with the Head TfV.

Head TFV sought changes to the Amendment to emphasise that the site is necessary for rail operations along the Geelong-Melbourne line.

In response, Council proposed the following policy objective for the Pakington North Precinct in Clause 11.03-6L-06:

To protect the rail sidings yard at 28-64 Pakington Street as an essential site for the operation of rail services in Geelong.

Council also proposed to remove the references to new open space on the rail sidings yard from DDO57.

(iv) Discussion

Based on its size and location alone, the Panel understands why the rail sidings yard site was initially considered as a potential urban renewal site. However, Head TfV and

VicTrack advised Council in 2024 of their ongoing intentions for the site and intention to protect the current use.

The Amendment does not propose to apply planning provisions that implement the shared overpass proposed in PN UDF. Accordingly, the Panel is comfortable with the PN UDF retaining this information, and other information relating to potential future improvements to the site.

PN UDF acknowledges that the *“Rail Sidings Yard will continue to be used for rail related purposes until facilities are relocated to Waurin Ponds”*. The Panel supports Council’s proposed change to Clause 11.03-6L-06 and removing references to any new open space on the site. However, DDO57 should remove all references to the rail sidings yard until the site is available for urban renewal.

(v) Conclusions and recommendations

The Panel concludes:

- The rail sidings yards are essential rail infrastructure to be protected, and this should be reflected in local policy.
- Design and Development Overlay Schedule 57 should remove all references to urban renewal on 28-64 Pakington Street (Rail siding yards).

The Panel recommends:

Amend Clause 11.03-6L-06 to include a policy objective for the Pakington North Precinct that seeks to protect the rail sidings yard at 28-64 Pakington Street as an essential site for operating rail services in Geelong.

Amend Design and Development Overlay Schedule 57, as shown in Appendix C, to:

- a) delete Figure 4: Type 6D residential interface**
- b) remove Type 6D Rear Interface from the image and legend from Map 2**
- c) realign the precinct boundary to remove 28-64 Pakington Street (Rail sidings site) from Maps 1, 2 and 3.**

8 Other issues

8.1 Traffic

(i) The issues

The issues are whether:

- the Amendment can rely on the Traffic Network Impact Assessment prepared by One Mile Grid, 23 September 2021 (Traffic Network Impact Assessment)
- future development enabled by the Amendment may unreasonably increase traffic congestion in Geelong West.

(ii) Background

The Traffic Network Impact Assessment was prepared in September 2021. It relies on historical data provided by Council and (former) Department of Transport. The Daily Traffic Volume Surveys (Table 4 in the Traffic Network Impact Assessment) uses survey data conducted between 2012 and 2021. The Traffic Network Impact Assessment explains:

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 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 suitable up to date traffic data, this methodology is considered acceptable and is outlined in more detail in the following Sections.

(iii) Evidence and submissions

Submissions raised issues related to:

- the validity of the data in the Traffic Network Impact Assessment
- increased traffic congestion resulting from an increased population in the area
- insufficient and infrequent public transport in the area.

These submissions stated Traffic Network Impact Assessment:

- was deeply flawed and relied on old data from 2010
- highlighted that traffic at major intersections in the area already exceeded capacity.

The submissions added:

- Geelong west is already nearly at a standstill during peak hour traffic
- traffic congestion on Pakington Street was already a concern
- it is difficult to navigate the narrow side streets which often have cars parked along both sides, including Maitland Street which is 6.94 metres kerb-to-kerb.

Regarding public transport, they submitted:

- there is no frequent or connected public transport that provides a practical alternative to car travel

- the nearby Geelong Railway Station is a regional trainline that is only useful for those traveling to and from Melbourne.

In response, Council submitted the Traffic Network Impact Assessment demonstrates:

- redevelopment in the study area in line with the original UDF is expected to generate a modest increase in traffic volumes (0.7 per cent over a 20-year period) which the report concludes is reasonable
- the most significant increases in traffic movements will be experienced at the Pakington Street and Gordon Avenue intersection (13 per cent during morning peak hour and 10 per cent during afternoon peak hour)
- daily traffic volumes on Spring Street and Autumn Street are expected to increase significantly.

In its closing submission, Council acknowledged that the Traffic Network Impact Assessment found three key intersections within the precincts were already operating close to or above their theoretical capacity during the peak times. They include:

- Pakington Street/Church Street operating close to capacity in the morning and afternoon peak hours
- Pakington Street/Gordon Avenue operating close to capacity in the afternoon peak hours
- Latrobe Terrace/Gordon Avenue already operating above capacity during both peak hours.

Council submitted:

- the Pakington Street/Gordon Avenue and Latrobe Terrace/Gordon Avenue intersections are likely to require upgrading to help manage future traffic growth not entirely related to future development envisaged by the UDFs
- Head TfV has identified a future upgrade for the Latrobe Terrace/Gordon Avenue intersection
- it has commenced work on an Integrated Transport Strategy
- once the Amendment introduces the final planning provisions for the precincts, Council can start planning for this with some certainty.

Head TfV advised that there is funding allocated in the 2025/26 State Budget for The Geelong Bus Network Review. It submitted:

- this will identify gaps and opportunities across the network, enabling proactive responses to emerging priorities
- Pakington Street and Gordon Avenue play an important role for current and future bus services and both corridors may need to be improved to provide for a reliable and efficient bus network for commuters.

(iv) Discussion

The Panel shares concern raised in submissions regarding the validity of the data used in the Traffic Network Impact Assessment. The data underpinning the assessment is between five and fourteen years old. More recent traffic data would have better informed the Amendment, noting four years have passed since the COVID-19 travel restrictions.

The Panel accepts the position of the Traffic Network Impact Assessment and Council that development is likely to occur incrementally and that increases in traffic volumes would be incremental, not a sudden surge. If traffic increases by the estimated 0.7 per cent per year over a 20-year period, the associated impacts, although compounding, would be gradual and predictable.

Site-specific Traffic Impact Assessment reports will be required at the planning permit stage. These assessments will enable Council to monitor traffic conditions in the surrounding streets and respond where necessary. Noting that further assessments are required, the Panel is satisfied that the Amendment can rely on the Traffic Network Impact Assessment as a high-level assessment.

The Panel is satisfied that Council and Head TfV are aware of the existing traffic management issues and will respond appropriately as conditions change. This is supported by a shift in State planning policy toward sustainable transport, the Geelong Bus Network Review, an Integrated Transport Strategy and Council's overarching aspiration to facilitate a mode shift through the Amendment.

The Panel also observes the Traffic Network Impact Assessment assumes all local streets operate with unobstructed two-way traffic. However, the on-street parking on both sides of several side streets effectively limits vehicle movement to a single shared lane. Accounting for these existing conditions in future work is likely to provide a more accurate representation of traffic capacity and the degree of saturation on side streets.

(v) Conclusions

The Panel concludes the Traffic Network Impact Assessment (One Mile Grid, 23 September 2021) is not current or comprehensive enough to understand whether future development may unreasonably increase traffic congestion in Geelong West, however the Amendment can progress without further work at this stage because:

- change will be incremental which will enable a future traffic review
- further assessments will be required at the planning permit stage.

8.2 Car parking

(i) The issues

The issues are whether:

- the Amendment will negatively impact car parking in both precincts
- it is appropriate to identify the existing Autumn Street car park as future public open space.

(ii) Background

At the Hearing, Council provided the Pakington Street (Geelong West) Public Parking Plan (Movement & Place Consulting, 26 February 2024).¹

¹ Document 17

The Amendment proposes to rezone 21-33 Autumn Street from Commercial 2 Zone to Public Park and Recreation Zone to enable it to be converted into a future open space.

(iii) Evidence and submissions

Several submitters raised concerns about the impact new development would have on parking, noting that on-street parking is already limited. One submitter said it would *“cause traffic and parking chaos for residents in this pocket who are heavily reliant on onstreet parking”*.

Council explained that it recently completed the Pakington Street (Geelong West) Public Parking Plan. It submitted the plan:

- *“aims to reduce driver frustration, improve the customer experience through reliability and availability of car parking and optimise the use of existing car parking spaces”*
- will be implemented through Council’s annual budgeting processes and the *“provision of new, off-street public parking spaces will be considered as part of future work to be undertaken by Council”*.

Council added that private car parking will continue to be assessed and regulated through the permit application process for a new use or development in accordance with Planning Scheme Clause 52.06.

Many submissions objected to the Council-owned car park at 21-33 Autumn Street being converted into public open space. Most of those submissions were students from an educational institution that abuts the land. They explained there would be no alternative parking for them to park their cars.

Council considered 21-33 Autumn Street to be an appropriate location for future public open space. It submitted:

- rezoning the land to Public Park and Recreation Zone through the Amendment will ensure that surrounding development considers and responds to the future open space
- car parking at this site will not be lost immediately but in line with future development and increased demand for open space
- provision of new off-street public parking spaces will be considered as part of future Council work.

Council explained the Pakington Street (Geelong West) Public Parking Plan aims to:

- reduce driver frustration
- improve the customer experience through reliability and availability of car parking
- optimise the use of existing car parking spaces.

(iv) Discussion

The Panel commends Council for preparing the Pakington Street (Geelong West) Public Parking Plan. While this work is separate to the Amendment process, it provides an important starting point for addressing a significant issue in the area.

The Panel is satisfied the provision of car parking will continue to be regulated in accordance with Planning Scheme Clause 52.06. As discussed in Chapter 8.1, the Panel expects development to occur incrementally over an extended period. This will enable Council to monitor and manage parking in the precincts as change occurs. Parking demand and management approaches may evolve over time as a shift toward more sustainable transport modes occurs.

The Autumn Street car park:

- offers convenient parking for the broader community including students
- is about 400 metres from Geelong train station and about 80 metres from bus stops.

This may infer that public transport offers a suitable alternative to driving to and from the Precinct. However, based on submissions, it is unlikely that many of those currently visiting the Precinct, particularly after business hours, will be using a regional train or bus (if the bus route and stops are not within walkable distance to the travel source).

Council accepts Council's submission that existing users will continue to benefit from the Autumn Street car park because it will not be transformed into open space immediately. If at that time, future public transport has not proportionally responded to a higher population and density, then Council has mechanisms outside the planning process to secure car parking in alternative locations.

Planning involves weighing up competing interests. Pending the outcomes of Council's open space review, more open space will be needed to respond to the future intensified population density in the Precinct and to climate change including heat island effect. The Panel considers that more weight should be placed on achieving these policy objectives rather than convenient car parking.

(v) Conclusions

The Panel concludes:

- The provision of car parking spaces can be managed through Planning Scheme Clause 52.06 and by implementing the Pakington Street (Geelong West) Public Parking Plan.
- It is appropriate to identify the existing Autumn Street car park as future public open space.

8.3 Local policy

(i) The issue

The issue is whether the exhibited Clauses 11.03-6L-06 and Clause 16.01-2L are appropriate.

(ii) Evidence and submissions

One submission requested Clause 11.03-6L-06 include policy provisions relating to public realm, amenity, solar access, wind protection and high-quality built form outcomes.

Council disagreed and submitted:

- this would duplicate Victorian policy at 15.01-1S (Urban Design) and 15.01-2S (Building Design)
- DDO56 and DDO57 address public realm amenity, solar access, wind protection and high-quality built form outcomes.

Mr Glossop recommended to:

- consolidate the three social and affordable housing policies in Clause 16.01-2L
- revise Clause 11.03-6L-06 to:
 - encourage retention of existing heritage design elements in buildings and street infrastructure, whilst encouraging sympathetic feel in creating Pakington North's own distinct character
 - ensure opportunities to deliver car parking for public use within the basement, rear or podium of new developments, where appropriate
 - provide landscaped setbacks to Gordon Avenue, which can support a canopy tree in the residential centre of the precinct
 - reconsider the interface treatments for the new internal roads in the Pakington Strand site.

Council accepted Mr Glossop's recommendations.

Mr Glossop also recommended Clause 02.03-1 reflect that Pakington North is intended to become a part of the Pakington Street Specialised Activity Centre if that is what is intended. Council stated this can be reviewed as part of the current Planning Scheme review.

Head TfV's request to revise local policy relating to the rail sidings yard at 28–64 Pakington Street is discussed in Chapter 7.3.

(iii) Discussion

The Panel agrees with Council's submission regarding the request to add local policy regarding public realm, amenity, solar access, wind protection and high-quality built form outcomes. State and local policy and provisions already seek such outcomes and can be achieved without duplicating them in local planning policy. The Practitioner's Guide discourages such duplication through Rule 3 which states "*A provision must not conflict with or duplicate any other relevant legislation or planning scheme provision*".

The Panel agrees with Mr Glossop's recommended changes to Clauses 16.01-2L and 11.03-6L-06, as agreed to by Council. The changes more clearly express each provision.

The Panel agrees with Council that the appropriateness of revising Clause 02.03-1 to reflect that Pakington North is intended to become a part of the Pakington Street Specialised Activity Centre can be considered through the current Planning Scheme review.

(iv) Conclusions and recommendations

The Panel concludes:

- The exhibited Clauses 11.03-6L-06 and Clause 16.01-2L are generally appropriate and would benefit from changes recommended by Mr Glossop and accepted by Council.

- The Amendment should not change Clause 02.03-1 to reflect any intent for Pakington North to become a part of the Pakington Street Specialised Activity Centre, as this can be considered through Council's current Planning Scheme review.

The Panel recommends:

Amend Clause 11.03-6L-06 to:

a) revise the second strategy for 'Pakington North Precinct' to:

Encourage retention of existing heritage design elements in buildings and street infrastructure, whilst creating Pakington North's own distinct character.

b) revise the third strategy for 'Gordon Avenue Precinct' to:

Provide setbacks to Gordon Avenue to facilitate street planting and tree canopy cover.

Amend Clause 16.01-2L to replace the third policy application with:

Land in the Pakington North Key Development Area and Gordon Avenue Key Development Area as identified in the maps at Clause 16.01-1L-02 Increased housing diversity areas.

8.4 Drainage – Gordon Avenue Precinct

(i) The issue

The issue is whether the Amendment has appropriately considered, and responded to, drainage matters.

(ii) Evidence and submissions

Several submissions were concerned about stormwater management, drainage and sewer network capacity. They referred to areas affected by overland stormwater flow and flooding.

Council acknowledged that flooding and overland flows from the urban drainage system affected parts of the Gordon Avenue Precinct. It submitted:

- flood risk is appropriately managed through the statutory planning process because the Special Building Overlay applies to this land
- the PSGA UDF recognises flood risk and encourages an *"integrated design response to manage flood risk that integrates landscape and eliminates the need for steps at the street interface in the Gordon Avenue precinct"*.

Council submitted the mandatory minimum ground level setback of 3 metres from Gordon Avenue proposed in DDO56 ensures adequate space for a comfortable transition from street level to the raised internal floor levels. It explained the internal floor level would need to be at least 300 millimetres above the flood level.

Council advised it expects to finalise its Catchment Management Strategy in mid-2026, which includes flood modelling for Central Geelong, Newtown, Manifold Heights and East Geelong.

(iii) Discussion

Council was cognisant of existing drainage issues in the Gordon Avenue Precinct when preparing the Amendment. The existing Special Building Overlay includes planning provisions that ensure future development is designed to respond to drainage matters. The Panel agrees with Council that the proposed 3-metre setback from Gordon Avenue will enable infrastructure such as ramps that respond to any elevated ground floors.

Greater Geelong's Catchment Management Strategy will include more recent flood modelling that will better inform the appropriate elevated ground floors. No catchment management authority or other related authority raised concern about existing and future stormwater management, drainage and sewer network capacity.

(iv) Conclusion

The Panel concludes the Amendment has appropriately considered, and responded to, drainage matters.

8.5 Open space

(i) The issue

The issue is whether the Pakington Street and Gordon Avenue Precincts have enough open space to accommodate the population expected from future development enabled by the Amendment.

(ii) Evidence and submissions

Ms Roberts recommended the DDO57 Site coverage requirements be revised to:

- provide further detail on site coverage outcomes for the Pakington Strand site and Rail Sidings site
- clearly articulate the preferred location and function of non-built areas.

Some submissions considered:

- there was not enough public open space or green space in the Pakington Street and Gordon Avenue Precincts to support the future population of residents, workers and visitors
- the Amendment did not provide for enough new or enhanced open space.

Council advised it is currently 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.

Council submitted the Amendment facilitates the provision of new open space and encourages urban greening and sustainable development consistent with the each UDF's vision, principles and objectives. It explained:

- its car park at 21-33 Autumn Street is proposed to be rezoned from C2Z to Public Park and Recreation Zone to facilitate the delivery of a future park in the Gordon Avenue Precinct

- DDO56:
 - seeks *“generous landscaping at residential interfaces to contribute to urban cooling and greening, biodiversity and create a visual buffer”*
 - requires a permit application for development to *“integrate landscape planting with building design and encourage the planting of canopy trees within setbacks”* and *“encourage landscape planting in front setbacks”*
- DDO57:
 - identifies two potential indicative new open space / plaza locations in the Pakington Strand site (consistent with the PN UDF)
 - requires new open spaces generally in those locations
 - requires a permit application for development to *“integrate landscaping with building design by incorporating green walls, roof top gardens and functional courtyards”* and *“encourage the provision of open spaces ... and landscaped areas to the front and rear of buildings, including the planting of canopy trees”*.

(iii) Discussion

The Amendment would have ideally benefitted from better understanding the open space requirements needed in response to a higher density urban environment in the UDF precincts. The Panel acknowledges it is not always possible to align different assessments to suit UDF reviews. It would be impractical to pause strategic planning until all required assessments were completed.

Council has advised its current open space review is nearly completed and its strategy should be available to inform the next UDF review. This is possible because development in the precincts is likely be incremental over a longer time horizon.

Ahead of the open space review, the PSGA UDF identifies the existing Autumn Street car park as future public open space in the Gordon Avenue Precinct. This recognises the need to meet increase demand resulting from an increased population and higher urban density. The Panel has already found:

- it appropriate to transform the Autumn Street car park into a public open space
- future car parking needs can be considered through processes separate to the Amendment including future permit applications.

The Amendment’s discretionary requirements such as ‘green’ walls, landscape setbacks and rooftop gardens will positively contribute towards open space needs.

(iv) Conclusions

The Panel concludes:

- It is unclear whether the Pakington Street and Gordon Avenue Precincts have enough open space to accommodate the population expected from future development.
- Greater Geelong’s future open space strategy will inform future open space requirements for these precincts.
- The Amendment does not have to wait until the open space strategy is completed because the strategy can inform the next Urban Design Framework review.

9 Drafting matters

Council provided final track-changes versions of DDO56 and DDO57 as part of its closing (Part C) submission (Documents 27a and 27b). They consolidate changes proposed by Mr Glossop, Ms Roberts and Ms Jordan and accepted by Council.

Having reviewed them, the Panel agrees with the changes that improve clarify and assist in the effective operations of the provisions. Appendices B and C reflect the DDO schedule drafting changes supported by the Panel.

(i) Mandatory and discretionary provisions

Mr Glossop recommended explanatory provisions in Clause 2.0 (Buildings and works) in DDO56 and DDO57 to distinguish between discretionary and mandatory requirements. Council revised the wording to replace 'discretionary' with 'preferred' in the final DDO schedule version for consistency with the rest of the provision.

Recent planning provisions such as the Precinct Zone refer to 'mandatory' and 'discretionary' provisions. Council should consider referring to 'discretionary' rather than 'preferred' provisions to clarify their operation. The term 'preferred' is often used in a different content such as 'preferred neighbourhood character'. The Panel has not reflected this term in its recommended DDO schedules shown in Appendices B and C.

(ii) Corner sites

In Chapter 6.2, the Panel has recommended that DDO57 apply the ground level setback and the upper-level requirements to corner interfaces. The Panel considers this approach should apply to the same circumstances in DDO56.

The Panel's suggested wording in DDO56 is:

On corner sites, the requirements in Table 2 for the primary street interface apply to the side street frontages for a distance of 5 metres before transitioning to the side street interface requirements.

An asterix '*' has been added to Table 3 to identify Latrobe Terrace, Madden Avenue, Gordon Avenue, Pakington Street and Ripley Street as 'Primary streets'.

The Panel's suggested wording in DDO57 is:

On corner sites along Pakington Street, the requirements in Table 2 for Type 1A, Type 1B and Type 1C apply to the side street frontages for a distance of 5 metres before transitioning to the side street typology.

(iii) Setbacks to heritage buildings

The Panel agrees that the mandatory front setback requirements should not apply to buildings in the Heritage Overlay. Council proposed the following requirement in DDO57:

Development within a Heritage Overlay should retain the existing ground level setback to heritage fabric.

As shown in the Appendices B and C, the Panel has recommended:

- deleting 'fabric' because the focus is on the heritage frontage rather than the fabric

- the same requirement in DDO56.

(iv) Consistency, repetition and typographical errors

The Panel has recommended changes where a term was not used, unnecessarily repeated, could be expressed more clearly or to correct an error. This includes:

- replacing 'Responsibly Authority' with Responsible Authority' (DDO56 and DDO57)
- adopting the consistent term:
 - 'Street wall height/ podium' (Street Interfaces DDO56 and DDO57)
 - 'Indicative open space' (Figure 2, DDO56)
 - 'Laneway interface' (Map 2, DDO57)
- applying a consistent overshadowing requirement timeframe of 10:00am and 2:00pm on 22 September (DDO56)
- deleting Public Open Space requirement from Table 3, as it addressed in Open Space (DDO57).

(v) Conclusion and recommendation

The Panel concludes the Amendment would benefit from drafting changes that make the planning provisions more consistent, clearer and more operable.

The Panel recommends:

Amend Design and Development Overlay Schedules 56 and 57, as shown in Appendices B and C, to make drafting changes that clarify its provisions and makes them more consistent and improves their operation.

Appendix A Document list

No.	Date	Description	Provided by
2026			
1	19 Jan	Directions and Hearing timetable (version 1)	Planning Panels Victoria (PPV)
2	23 Jan	Greater Geelong map with submitter numbers	City of Greater Geelong (Council)
3	23 Jan	Geelong West map with submitter numbers and Homes Victoria properties	Council
4	28 Jan	Directions and Hearing timetable (version 2)	PPV
5	6 Feb	Comprehensive Built Form Testing Pakington North (City of Greater Geelong, February 2026)	Council
6	6 Feb	Pakington Street and Gordon Avenue Built Form Framework (Hodyl & Co, August 2021)	Council
7	6 Feb	Letter – Procedural issues relating to additional information from Council	Gelprop Nominees Pty Ltd (Gelprop)
8	10 Feb	Expert statement – Sophie Jordan	Gelprop
9	10 Feb	Part A Submission	Council
10	10 Feb	Expert statement – John Glossop	Council
11	10 Feb	Expert statement – Amanda Roberts	Council
12	11 Feb	Directions and Hearing timetable (version 3)	PPV
13	16 Feb	Overview of community engagement for Pakington Street Urban Design Frameworks	Council
14	16 Feb	Hearing presentation – John Glossop	Council
15	16 Feb	Part B Submission with the Amendment (version 1) attachments: <ul style="list-style-type: none"> a) Appendix A – Built Form testing b) Appendix B – Council response to DDO schedule changes c) Appendix C – Table of expert recommendations and Council response d) Appendix D – Built form testing Pakington Strand site e) Clause 11.03 Planning for Places – Mark up f) Clause 16.01-2L Social and Affordable Housing – Tracked g) DDO56 Gordon Avenue Precinct – Tracked 	Council

No.	Date	Description	Provided by
h) DDO57 Pakington North Precinct – Tracked			
16	17 Feb	Panel presentation	Dr Jane Mooney
17	17 Feb	Pakington Street Geelong West Public Parking Plan (26 February 2024)	Council
18	17 Feb	Hearing submission	Angela Mangan
19	18 Feb	Hearing submission	Gordon Avenue Property Trust
20	18 Feb	Hearing submission	Pati Seiler
21	18 Feb	Hearing submission	Gelprop
22	19 Feb	DDO57 Table 2 – Panel version	PPV
23	19 Feb	City Liveability Scorecard for Geelong: 2024	Council
24	19 Feb	Closing directions from the Panel	PPV
25	20 Feb	Drafting comments	Pati Seiler
26	20 Feb	Closing submission	Council
27	2 Mar	Council final version of Amendment provisions:	Council
		a) DDO56	
		b) DDO57	
		c) Clause 11.03	
		d) Proposed Policy – Social and affordable housing	

Appendix B Panel recommended version of DDO56

The Panel recommended changes are based on the exhibited version of the provisions and are shown as: [Tracked Added](#) and ~~Tracked Deleted~~.

SCHEDULE 56 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO56**.

GORDON AVENUE PRECINCT

1.0 Design objectives

To implement the *Pakington Street and Gordon Avenue Urban Design Framework* (City of Greater Geelong, May 2024).

To create a vibrant and sustainable mid-rise precinct with a variety of building typologies which supports a diverse and inclusive community.

To ensure high quality architectural design that integrates landscaping, maintains solar access and ensures comfortable wind conditions within the public realm.

To provide a mix of small and medium scale tenancies with activated street frontage to Gordon Avenue, and generous landscaping at residential interfaces to contribute to urban cooling and greening, biodiversity and create a visual buffer.

To ensure development appropriately transitions to sensitive interfaces such as heritage [places](#) and established low scale residential sites and open spaces.

2.0 Buildings and works

The following buildings and works requirements apply to an application to construct a building or construct or carry out works.

[A permit may be granted to vary a preferred requirement expressed with the term 'should'.](#)

[A permit cannot be granted to vary a requirement expressed with the term 'must'.](#)

[A permit cannot be amended \(unless the amendment does not increase the extent of non-compliance\) for buildings and works that do not meet a requirement expressed with the term 'must'.](#)

Building and floor heights

Development should not exceed the preferred maximum building heights specified in Map 1 to this schedule.

Provided that the below criteria are met, the preferred maximum building height does not include architectural features, masts and building services. Roof top mechanical equipment such as plant rooms, lift overruns, solar collectors and other such equipment should be sited so achieve all of the following:

- Not more than 50% of the roof area is occupied by equipment (other than solar panel or greening);
- The equipment is set back on all sides, no less than 3 metres from the edge of the building, or otherwise located to minimise additional overshadowing and reduce visual impact;
- The equipment does not exceed the height limit by more than 3.6 metres; and
- The equipment and screening is integrated into the design of the building;
- to the satisfaction of the Responsible Authority.

Buildings should provide the floor-to-floor heights set out in Table 1.

Table 1: Floor-to-floor heights

Floor	Use	Minimum floor-to-floor dimension
Ground	All	4.0 metres
Level 1 and above	Residential	3.2 metres
	Non-residential (including car-parking)	3.5 metres

Floor area ratios

Development should not exceed the floor area ratios specified in Table 2.

Where the site includes contiguous titles in the same ownership, a section 173 agreement must be entered into and registered on each title which records the amount of Floor Area Ratio developed across the entire site, and the amount (if any) of remaining Floor Area Ratio able to be developed on each title should it be individually redeveloped in future.

Table 2: Floor area ratios

Preferred maximum building height (refer to Map 1)	Preferred maximum site coverage (refer to Map 2)		
	60%	70%	80%
15 metres (4 storeys)	2.4	2.8	3.2
22 metres (6 storeys)	3.6	4.2	4.8
29 metres (8 storeys)	4.8	5.6	6.4
36 metres (10 storeys)	6	7	8

Street Interfaces

Development should not exceed the preferred maximum street wall/[podium](#) heights specified in Table 3 to this schedule.

Development must meet the [mandatory](#) ground level setbacks [specified in Table 3, unless the property is in a Heritage Overlay](#).

[Development](#) ~~and~~ should ~~be generally in accordance with~~ [meet](#) the other street interface requirements specified in Table 3 ~~and Figures 1-5 to this schedule~~.

[On corner sites, the requirements in Table 2 for the primary street interface apply to the side street frontages for a distance of 5 metres before transitioning to the side street interface requirements.](#)

[Where development interfaces with a different built form typology, a transition zone must be provided in which building height, setbacks and massing are progressively varied to achieve a gradual change in scale.](#)

Table 23: Street interface

Street interface	Ground level setback	Preferred street wall or podium height	Preferred setback above street wall/podium
Latrobe Terrace*	6 metres (preferred)	None specified	3 metres
Madden Avenue*	0 metres (preferred)	None specified	None specified
Gordon Avenue*	3 metres (mandatory)	15 metres	3 metres
Pakington Street*	None specified 0 metres (mandatory)	8 metres	5 metres
Ripley Street*	2 metres (preferred)	8 metres	5 metres
Residential Streets (Autumn Street, Spring Street, Western Street, Halstead Place, Coronation Street, Villamanta Place)	3 metres (preferred)	8 metres	3 metres

*** Primary street frontage**

Other interfaces

Development should provide the minimum setbacks specified in Figures 1-2.

Figure 1. Direct residential

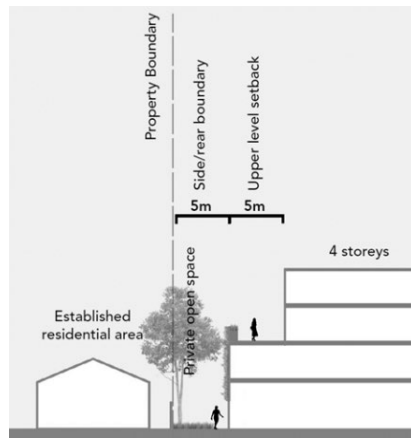
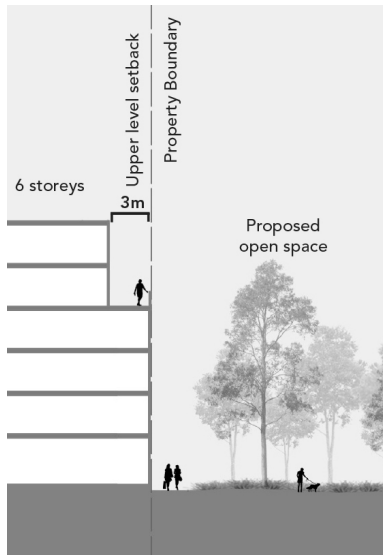


Figure 2. Future Park Indicative Open Space Interface



[Editing Note: ground floor building setback 2m from proposed open space.]

[Editing Note: replace 'Proposed open space' with 'Indicative open space']

Laneways

Encourage the provision of new laneways and streets generally in the locations shown on Map 1.

Development should provide the minimum setbacks specified in Figures 3-5.

Figure 3. Laneway interface (pedestrian existing laneways and 3 metre pedestrian links)

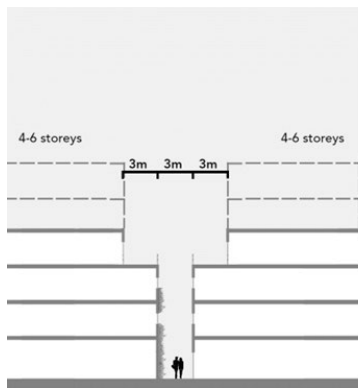


Figure 4. Laneway interface (service 6 metre laneways)

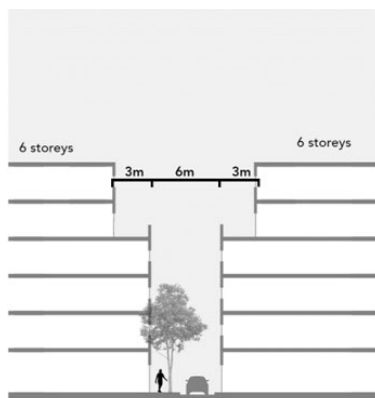
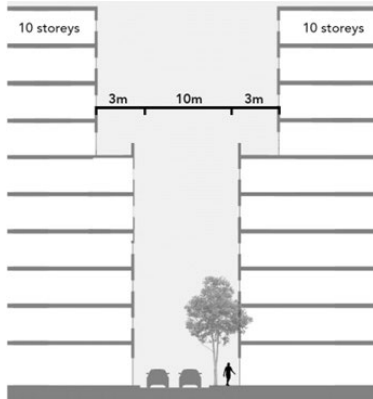


Figure 5. Laneway interface (new street 10m laneways)

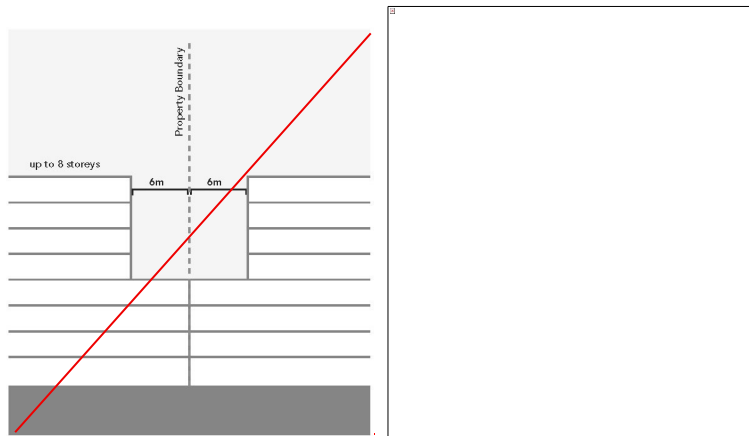


Building separation

Balconies ~~must~~ should not encroach into side setbacks.

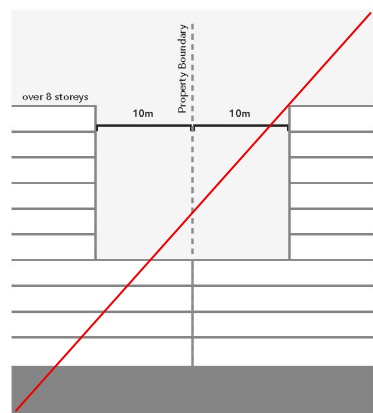
Where a building site abuts another site subject to this schedule, is to be built to a common boundary, the minimum side setbacks at Figures 6 ~~and 7~~ applies.

Figure 6. Preferred side separation for buildings up to 8 storeys built to boundary

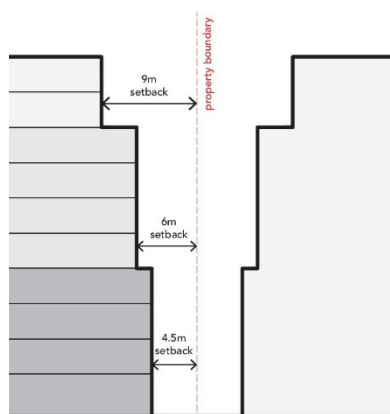


[Editing note: Figure on left replaced by Figure on right which shows two additional floors]

Figure 7. Preferred side separation for buildings over 8 storeys built to boundary



[Editing note: Deleted]

Figure 87. Preferred side separation for buildings not built to boundary

Building design and landscaping

Encourage developments at corner sites to address both street interfaces ~~with equal design quality.~~

Encourage the use of natural, tactile, and visually interesting materials, ~~and depth and façade articulation on the façade that clearly distinguishes the podium from the upper levels.~~

Create visual interest in upper levels ~~through the provision of balconies, eaves, terraces, and verandas to~~ and ensure passive surveillance of the public realm.

Ensure passive surveillance and activation for of developments that directly abut or are adjacent to public open spaces ~~with the provision of clear sight lines, views and activation to these spaces.~~

Incorporate an interim façade strategy when blank walls are visually prominent while adjoining properties are being realised.

Encourage ~~design solutions that ensure~~ integrated screening measures is integrated with the ~~facade of the building and do not substantially reduce the potential for~~ that manage on and off site amenity outcomes. ~~daylight or outlook for residents.~~

Incorporate façade design and lighting that enhances safety and security after hours including along main streets, side streets and laneways.

Minimise the potential for off-site impacts, including from noise, fumes, odour or vibrations, through the use of setbacks, acoustic barriers, high performance glazing, ~~consideration of~~ internal layout, or other relevant measures.

~~Integrate landscape planting with building design and encourage the planting of canopy trees within setbacks to sensitively transition to lower scale residential areas.~~ Integrate soft landscaping with building design by incorporating green walls, green roofs, roof top gardens, landscaped balconies and functional courtyards to enhance biodiversity and visual amenity and mitigate urban heat island effects.

Encourage the provision of functional open spaces (e.g. central courtyards) and landscaped areas with deep soil planting to support canopy trees to the front and rear of ~~to the front and rear of~~ around buildings.

Active frontages

~~Encourage frontages which employ depth and tactility with high quality materials and operable windows.~~

Encourage visual and physical permeability between the building and the street by incorporating measures such as doors facing the street, operable windows and direct residential access for ground level residences

Ensure ground floor activity through façade and internal layout ~~is designed~~ to facilitate visual and physical access between the building and adjoining public realm, ~~enhancing the pedestrian environment.~~

Avoid concealed alcoves, recessed nooks and hidden entrances that affect safety.

~~Design buildings to address the street, with legible and direct entries to support street activation whilst e~~Clearly distinguishing residential and commercial entrances.

Ensure laneways and pedestrian links are publicly accessible, safe (comply with Crime Prevention Through Environmental Design guidelines), receive adequate access to sunlight and are open to the sky.

Provide gates and other structures associated with security, vehicle access or servicing points that are integrated into the building design and provide visual permeability.

Encourage landscaping ~~planting~~ in front setbacks to improve ground-floor amenity and facilitate the transition between the public and private realms.

Allow a maximum 75% glazing on any façade and provide 50% visually permeable balcony balustrades.

Solar access, wind and weather

Incorporate ~~continuous~~ weather protection such as awnings, openings and architectural detail that are well detailed and attractive when viewed from the street.

Ensure weather protection measures do not impinge existing or future street trees.

Limit overshadowing impacts on the existing private open space of adjacent residential properties.

~~Avoid Development must not~~ overshadowing of the southern footpath on Autumn Street, Gordon Avenue and Spring Street between ~~10~~am and 2pm on 22 September.

~~Avoid Development must not result in overshadowing of~~ more than 50% of public open space ~~being overshadowed~~ between ~~10~~am and 2pm on 22 September.

Address wind gust management in building design, without the need for additional protective screens, incidental add-ons and landscaping in public spaces.

Buildings and works with an overall height equal to, or greater than 16 metres;

- ~~M~~ must ~~not ensure cause unsafe~~ wind conditions as specified in Table 4 on public land, publicly accessible areas on private land, private open space and communal open space; ~~and~~
- ~~Should achieve comfortable wind conditions as specified in Table 4 on public land, publicly accessible areas on private land, private open space and communal open space.~~

Table 34: Safe wind conditions Wind effects requirements

Wind condition	Requirement
Safe-Comfortable wind conditions	Hourly mean wind speed or gust equivalent mean speed (3 second gust wind speed divided by 1.85), from all wind directions combined with probability of exceedance less than 20% of the time, equal to or less than: 3 metres per second for sitting areas, 4 metres per second for standing areas, 5 metres per second for walking areas
Unsafe wind conditions	Annual maximum 3 second gust wind speed exceeding 20 metres per second with a probability of exceedance of 0.1% considering at least 16 wind directions.

Access, parking and services

Consolidate vehicular access points for parking and loading to minimise the number of crossovers ~~and discourage car parking in front setbacks.~~

~~Avoid direct vehicle access to Latrobe Terrace (where possible). 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. and utilise rear laneways for access and servicing, where required.~~

Encourage car parking within basements where possible and the provision of shared car parking facilities. Where car parking is provided above ground, ensure it is sleeved with active uses along street frontages and located to minimise impacts on footpaths ~~from vehicle entries and ramp access.~~

Design off-street car parking facilities to have flexible electric vehicle charging spaces. Electric charging stations should be equipped with at least 50kw charging facilities.

Services, loading and waste areas should be ~~accessed~~ located away from main streets and public spaces and ~~located where possible~~ within basements or upper levels. Access doors to any waste, parking or loading area should be designed as an integrated element of the building.

Integrate plant equipment and services into the built form design. Avoid locating services on Gordon Avenue and Latrobe Terrace and grouping them together to create long inactive edges. Service cabinets should not visually dominate street frontages and should use high quality materials.

Design and locate ~~the location and functionality of~~ gates which do not impede on public land ~~obstruct public land in their operation.~~

~~Provide easy access to bicycle parking facilities with end of trip change rooms, showers, and lockers.~~

~~Ensure that the location and design of car parks, loading bays, services areas and associated vehicle access promotes active street frontages, does not dominate public spaces, and supports safe use and access.~~

Site coverage

~~Development should not exceed the preferred maximum site coverage specified in Map 2 to this schedule.~~

Exemption from notice and review

An application or construct a building or construct or carry out works which accords with the height, setback and interface requirements of this clause is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act. This exemption does not apply to land within 30 metres of land (not a road) which is in a residential zone.

3.0 Subdivision

The subdivision of land should not ~~result in the fragmentation of land where it would~~ prevent the development of land in accordance with the objectives of this Schedule.

Exemption from notice and review

An application to subdivide land is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

4.0 Signs

None specified.

5.0 Application requirements

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme, and must accompany an application, as appropriate, to the satisfaction of the Responsible Authority:

- An Urban Context Report and Design Response demonstrating how the proposal responds to the design objectives and buildings and works requirement of this schedule and implements recommendations from other technical reports.
- Streetscape elevations showing the existing streetscape, and how the development sits within the streetscape and a three-dimensional perspective which shows the development in the context of adjacent development in the street.
- A Wind Report prepared by a suitably qualified person for buildings exceeding a height of 16 metres (5 storeys). The report should address appropriate mitigation measures to achieve safe and comfortable wind conditions, consider level of wind at ground level and its impacts on pedestrian amenity, identify publicly accessible areas for sitting, standing or walking and demonstrate that the development does not require street trees or screening elements to mitigate wind.
- A Stormwater Management Plan demonstrating potential for reuse of stormwater for onsite purposes such as landscaping and other non-portable purposes, provision for limiting maximum flows discharged from the site under storm events and incorporation of WSUD principles where possible.
- An Environmental Management Plan prepared by a suitably qualified person that demonstrates how the development provides for environmentally sustainable design measures.
- A Traffic Impact Assessment Report prepared by suitably qualified traffic engineer that assesses and minimises the impacts of traffic and parking within the precinct and promotes sustainable transport modes.
- Plans, elevations, and section drawings including for any car parking at or above ground level to show finished floor levels and a statement by a suitably qualified engineer that demonstrates the capacity for adaptation to alternative uses.
- A Landscape Plan detailing proposed hard and soft landscape elements, plant schedule, plant container details and maintenance and irrigation systems.
- Shadow diagrams to show existing and proposed shadows at hourly intervals ~~between 10:00 am and 3:00pm on 22 September~~, to demonstrate compliance with [the overshadowing solar access requirements contained in this schedule](#).
- Any application for development of land for a dwelling, ~~including dwellings as part of a mixed-use development~~, should provide an Affordable Housing Delivery Strategy to the satisfaction of the responsible authority which sets out the location and type (housing type/density/size) of the affordable housing to be delivered, the method of implementation, and proposed staging which ensures affordable housing is provided in a timely manner as development occurs.
- Any application for subdivision or development of land for Accommodation, Education ~~Centre~~ [centre](#) (other than Tertiary institution and Employment training centre) or Hospital, must be accompanied by an acoustic assessment report prepared by a qualified acoustic engineer or other suitably skilled person to the satisfaction of the responsible authority which:
 - Applies the following noise objectives:
 - Not greater than 35 dB LAeq,8h when measured within a sleeping area between 10pm and 6am.
 - Not greater than 40 dB LAeq,16h when measured within a living area between 6am and 10pm.
 - For areas other than sleeping and living areas, not greater than the median value of the range of recommended designed sound levels of Australian Standard AS/NZ 2107:2016 (Acoustics– Recommended design sound level and reverberation times for building interiors).
 - Train airborne noise received at new residential or other noise sensitive uses is attenuated to achieve a noise level of 55 dBA, Lmax in bedrooms at night and a noise

level of 60 dBA, Lmax in living areas. These noise levels are to be measured at the expected occupancy position(s) in the space relevant to the noise of interest with doors and windows closed. The preferred positions are at least 1 metre from the walls or other major reflecting surface, 1.2 metres to 1.5 metres above the floor and about 1.5 metres from windows.

- The measurements should be undertaken using a 'fast' meter time weighting and must be achieved for 95% of train pass-bys (i.e. 5%, 1 in 20 trains may exceed).
- Noise levels should be assessed:
 - Considering the cumulative noise from all sources impacting on the proposal including road traffic, railway, industry and commercial noise, as well as planned other potential noise sources;
 - Industrial noise received at new residential or other noise sensitive uses achieves internal noise levels assessed in accordance with the Noise Protocol (EPA Publication 1826.4) with the implementation of an indoor adjustment of 20 dB, while allowing for operable windows. These noise levels are to be measured internally at the expected occupancy position(s) in the space relevant to the noise of interest with doors and windows closed. The preferred positions are at least 1 metre from the walls or other major reflecting surface, 1.2 metres to 1.5 metres above the floor and about 1.5 metres from windows;
 - Operation of the rail sidings yard with respect to EPA Pub. 1826.4 Noise Protocol, where any new proposed sensitive uses constitutes the Agent of Change, and as such measures must be undertaken at sensitive uses to maintain EPA Pub. 1826.4 conformance of rail sidings yard; and
 - In unfurnished rooms with a finished floor and the windows closed and be based on average external noise levels measured as part of a noise level assessment.
- Addresses noise compatible design for buildings, with siting, orientation, and internal layout, to be considered prior to setting building envelope performance requirements.
- Addresses potential noise character (such as tonality, impulsiveness or intermittency) wherever relevant, including through the application of adjustments to the internal noise levels that are determined using the procedures to adjust industry noise levels of the Noise Protocol.

6.0 Decision guidelines

The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which must be considered, as appropriate, by the Responsible Authority:

- Whether the development adequately manages visual and internal amenity ~~through site consolidation~~ and appropriately transitions to adjoining public open spaces, sensitive residential areas, heritage places or sites.
- Whether the proposed design treatment and material selection for the development is sympathetic to adjoining heritage places or sites and transitions appropriately from the Heritage Core.
- Whether the application includes an Affordable Housing Delivery Strategy to the satisfaction of the responsible authority.
- Whether the development incorporates acoustic treatments to limit the impacts from noise from all current and potential noise generating sources such as railway operations, traffic and commercial activities.
- Whether the development contributes to an active and permeable streetscape, [provides acceptable solar access to specified locations](#), incorporates weather protection elements, and makes a positive contribution to the public realm.
- Whether the development avoids blank walls, alcoves and recesses that provide hiding places or collect dirt and litter.

- Whether the development achieves design excellence by providing high quality innovative architecture, landscape and urban design and provides community benefit.
- ~~Whether car parking demand can be appropriately managed.~~
- Whether the development achieves comfortable wind conditions.
- Whether the development is consistent with the Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, May 2024).

Variations to preferred requirements

Where an application proposes to exceed, or vary a preferred requirement ~~under a discretionary control~~ contained within this schedule consider:

- Whether the design objectives have been met.
- Whether the development exceeds the minimum 5 star Greenstar rating for Environmentally Sustainable Design (ESD).
- Whether the development results in, or substantially facilitates, the delivery of appropriately secured community benefits including:
 - Incorporation of social or affordable housing.
 - Upgrades or delivery of new local infrastructure including public spaces to meet the needs of the community and provide spaces for residents to linger and enjoy.
 - Provision of pedestrian links.
 - Provision of ~~or~~ public open space in excess of any minimum requirement in ~~this Clause 53.01 Scheme.~~
- Whether development ~~enables a variation without material~~ results in adverse offsite impacts such as visual bulk, overlooking and overshadowing to adjoining residential properties and the public realm.
- Whether the proposal presents, or substantially facilitates, an improved architectural and urban design outcome.

Map 1 to Schedule 56 to Clause 43.02

[\[Editing Note: Remove storeys from Key\]](#)



Map 2 to Schedule 56 to Clause 43.02



[Editing Note: Deleted]

Appendix C Panel recommended version of DDO57

The Panel recommended changes are based on the exhibited version of the provisions and are shown as: [Tracked Added](#) and ~~Tracked Deleted~~.

SCHEDULE 57 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO57**

PAKINGTON NORTH PRECINCT

1.0 Design objectives

To support opportunities for urban renewal, commercial development, and increased housing density by implementing the Pakington North Urban Design Framework (City of Greater Geelong, May 2024).

To create a vibrant mixed-use precinct with retail, offices and community spaces at lower levels and residential spaces above.

To promote high quality medium and higher-density built form which transitions to sensitive interfaces including heritage [places](#) and adjoining established low scale residential areas ~~to~~ [and](#) [protects](#) the amenity of existing and future residents.

To establish a vibrant public realm which reinforces the sense of place, supports multi modal movement, and improves local accessibility and amenity.

To protect the amenity of key public spaces including footpaths, future plazas and new public open spaces from overshadowing impacts.

2.0 Buildings and works

The following buildings and works requirements apply to an application to construct a building or construct or carry out works.

[A permit may be granted to vary a preferred requirement expressed with the term 'should'.](#)

[A permit cannot be granted to vary a requirement expressed with the term 'must'.](#)

[A permit cannot be amended \(unless the amendment does not increase the extent of non-compliance\) for buildings and works that do not meet a requirement expressed with the term 'must'.](#)

Building and floor heights

Development should not exceed the preferred maximum building heights specified in Map 1 to this schedule.

Provided that the below criteria are met, the preferred maximum building height does not include architectural features, masts and building services. Roof top mechanical equipment such as plant rooms, lift overruns, solar collectors and other such equipment should be sited so achieve all of the following:

- Not more than 50% of the roof area is occupied by equipment (other than solar panel or greening);
- The equipment is set back on all sides, no less than 3 metres from the edge of the building, or otherwise located to minimise additional overshadowing and reduce visual impact;
- The equipment does not exceed the height limit by more than 3.6 metres; and
- The equipment and screening is integrated into the design of the building;

to the satisfaction of the Responsible Authority.

Buildings should provide the floor-to-floor heights set out in Table 1.

Table 1: Floor to floor heights

Floor	Use	Minimum floor-to-floor dimension
Ground	All	4.0 metres
Level 1 and above	Residential	3.2 metres
	Non-residential (including car-parking)	3.5 metres

Street interface

Development should not exceed the preferred maximum street wall/podium heights specified in Table 2.

Development must meet the mandatory ground level setbacks specified in Table 2 and Map 1, unless the property is in a Heritage Overlay.

~~Development should and be generally in accordance with meet~~ the other street interface requirements specified in Table 2 and Map 1 ~~to this schedule.~~

Development within a Heritage Overlay should retain the existing ground level setback to heritage fabric frontages ~~as indicated in Map 1 to this schedule.~~

On corner sites along Pakington Street, the requirements in Table 2 for Type 1A, Type 1B and Type 1C apply to the side street frontages for a distance of 5 metres before transitioning to the side street typology.

Where development interfaces with a different built form typology, a transition zone must be provided in which building height, setbacks and massing are progressively varied to achieve a gradual change in scale.

Table 2: Street interface

Location (see Map 1 to this schedule)	Mandatory g Ground level setback	Preferred maximum street wall/podium height	Preferred setback above street wall/podium
Type 1A 28-96 and 67-103 Pakington Street Note: only applies to portion of 28-64 Pakington Street south of alignment with Britania Street)	0 metres <u>(mandatory)</u>	8 metres	5 metres
Type 1B 53-57 and 63 Pakington Street	0 metres <u>(mandatory)</u>	11 metres	5 metres
Type 1C 21-29 Church Street 9-27, 31-49, 8-20, 24-64 Pakington Street	0 metres <u>(mandatory)</u>	15 metres	5 metres

Note: only applies to portion of 28-64 Pakington Street north of alignment with Britannia Street)

Type 1D	3 metres <u>(mandatory)</u>	36 metres None specified	0 metres None specified
2-28 and 17-19 Church Street			
2-6 and 1-7 Pakington Street			
Type 2A	3 metres <u>(preferred)</u>	15 metres	5 metres
Type 2B	2 metres <u>(preferred)</u>	8 metres	2 metres
All properties abutting Collins Street, Maitland Street, Anglesea Terrace, Waterloo Street, Clonard Avenue (south)			
Type 2CB	2 metres <u>(preferred)</u>	11 metres	2 metres
All properties abutting Clonard Avenue (north), Britannia Street (south), Isabella Street			
Type 2DB	2 metres <u>(preferred)</u>	15 metres	2 metres
All properties abutting Clonard Avenue (north), Britannia Street (south), Isabella Street			
Types 3	0 metres <u>(preferred)</u>	15 metres	3 metres
New Street			

Rear Residential interfaces

Development ~~abutting~~ adjoining sites in the General Residential Zone and Neighbourhood Residential Zone zoned land should be in accordance with Figures 1-34 and Map 2 to this schedule.

[Editing Note: Update all Figures to show clear digital resolution similar to Figure 8].

Figure 1. Type 6A residential interface

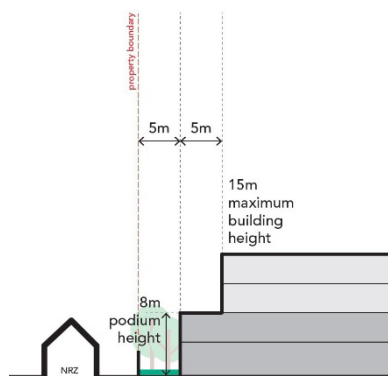


Figure 2. Type 6B residential interface

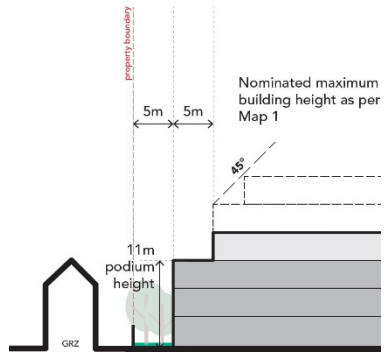


Figure 3. Type 6C residential interface

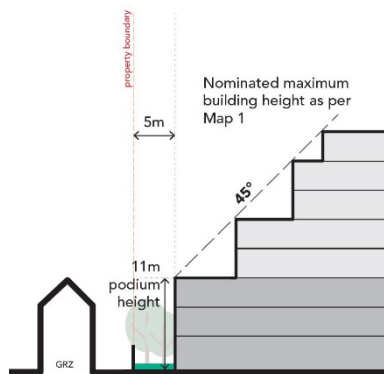
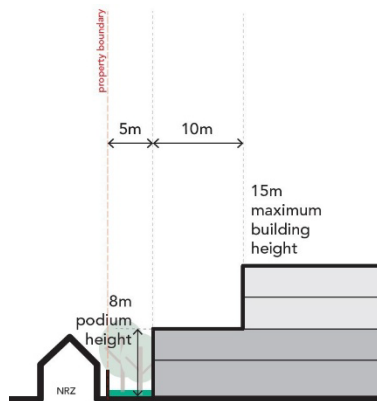


Figure 4. Type 6D residential interface



[Editing Note: Deleted]

Laneway interface

Development abutting laneways should be in accordance with Figures 45-67 and Map 2 to this schedule.

Figure 45. Type 4A laneway interface

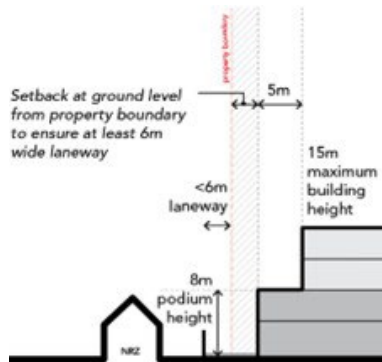


Figure 56. Type 4B laneway interface

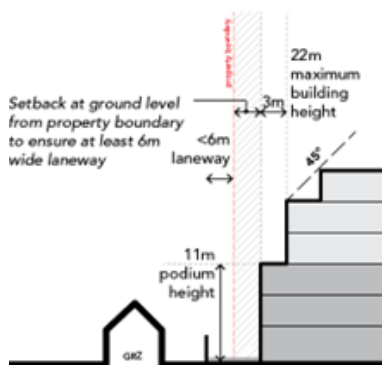
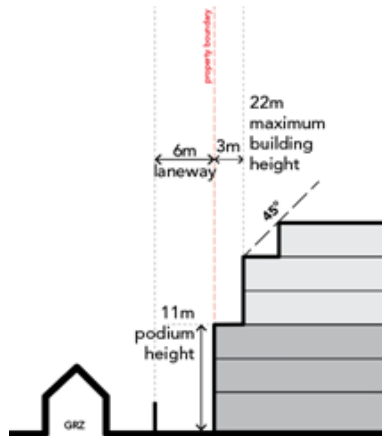


Figure 67. Type 4C rear interface



Open space interface

~~A New public open spaces and/or plazas~~ should be provided to the south of the Former Donaghy's Rope Walk building, generally in the locations indicated on Map 1 to this schedule.

~~These~~ The new public open space should be:

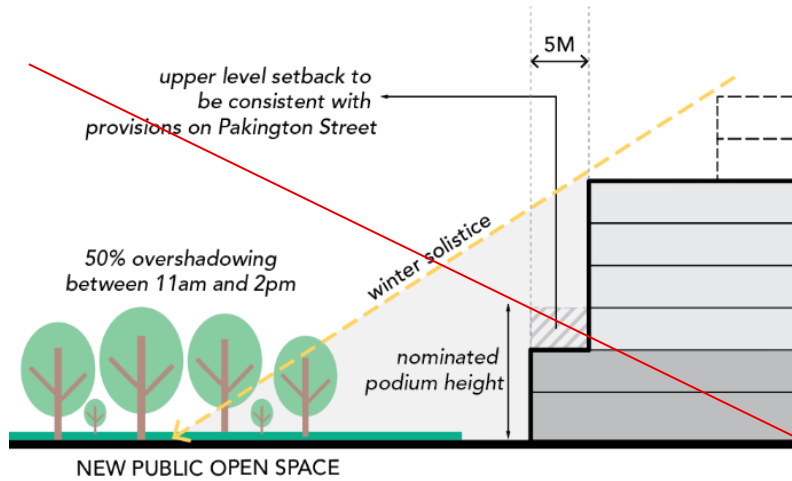
- at least 10 percent of the overall site area of the Pakington Strand Strategic Site; and
- ~~spaces should be~~ publicly accessible, open to the sky and receive good solar access.

Development must not result in more than 50% of the new public open space being overshadowed between 10am and 2pm on 22 September.

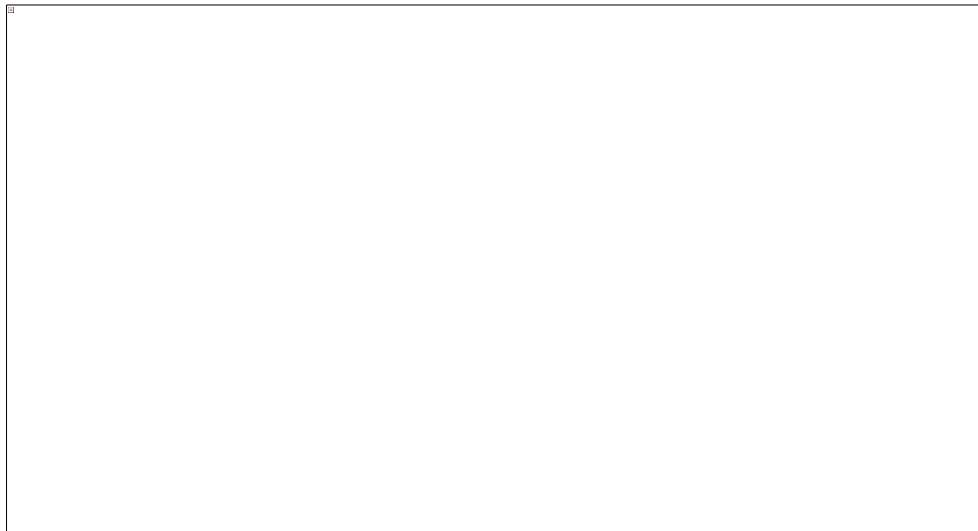
Development abutting the north side of the new public open spaces should be in accordance with Figure 78 and Map 1 to this schedule.

[Encourage public gathering places like small plazas at the entrance of buildings in addition to the new public open space.](#)

Figure 78. Public Open space interface



[Editing Note: Deleted]

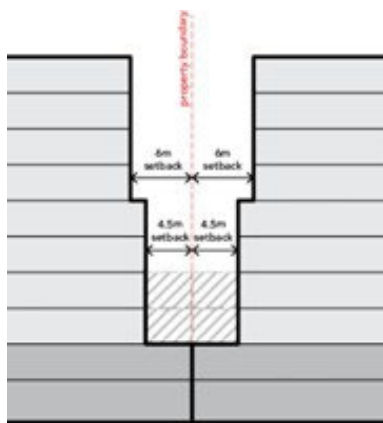
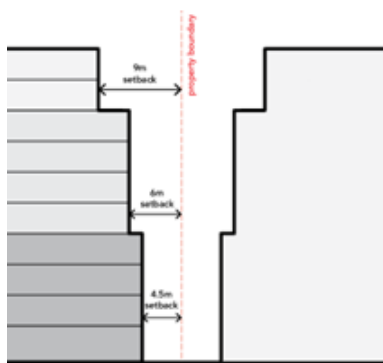


[Editing Note: Diagram to updated to reflect the scale of the Former Donaghy's Rope Walk building and the indicative building massing further to the north]:

Building separation

Balconies ~~must~~ should not encroach into side setbacks.

Where a ~~building site abuts another site subject to this schedule is to be built to a common boundary,~~ the minimum side setbacks at Figures ~~89~~ and ~~910~~ apply.

Figure 89. Preferred side separation for buildings built to boundary**Figure 910. Preferred side separation for buildings not built to boundary**

Building design and landscaping

Encourage developments at corner sites that address both street interfaces ~~with equal design quality.~~

Encourage the use of natural, tactile, and visually interesting materials and façade articulation ~~that clearly distinguishes the podium from the upper levels.~~

Create visual interest in upper levels ~~through the provision of balconies, habitable windows, eaves, terraces, and verandas to~~ and ensure passive surveillance of the public realm.

Incorporate an interim façade strategy when blank walls are visually prominent while adjoining properties are being realised.

Discourage development that mimics or replicates adjacent heritage styles.

Encourage integrated design solutions that ensure screening ~~is integrated with the facade of the building and does not substantially reduce the potential for daylight or outlook for residents~~ that manages on and off site amenity outcomes.

Incorporate façade design and lighting that enhances safety and security after hours including along main streets, side streets and laneways.

~~Ensure improved pedestrian amenity and permeability across through the Pakington Strand Strategic Site. identified in the Indicative Concept Plan at Clause 11.03-6L-06.~~

Minimise the potential for off-site impacts, including from noise, fumes, odour or vibrations through the use of setbacks, acoustic barriers, high performance glazing, ~~consideration of~~ internal layout, or other relevant measures.

Ensure passive surveillance for developments that directly abut or are adjacent to public open spaces with the provision of clear sight lines, views and activation to these spaces.

Integrate [soft](#) landscaping with building design by incorporating green walls, [green roofs](#), roof top gardens, [landscaped balconies](#) and functional courtyards [to enhance biodiversity and visual amenity and mitigate the urban heat island effect](#).

Encourage the provision of functional open spaces (e.g. central courtyards) and landscaped areas [with deep soil planting to support canopy trees around buildings](#), ~~to the front and rear of buildings, including the planting of canopy trees to sensitively transition to lower-scale residential areas.~~

Active frontages

Encourage the use of features which complement the existing character of Pakington Street, including the Heritage Core to the south, such as plinths, depth [of façade articulation](#), and tactile materials.

Encourage visual and physical permeability between the building and the street by incorporating measures such as doors facing the street, operable windows and direct residential access for ground level residences.

Design buildings to address the street, with legible and direct entries to support street activation whilst clearly distinguishing residential and commercial entrances.

Allow a maximum 75% glazing on any façade and provide 50% visually permeable balcony balustrades.

Solar access, wind and weather

Incorporate ~~continuous~~ weather protection such as awnings, openings and architectural detail that are well detailed and attractive when viewed from the street.

Ensure weather protection measures do not impinge existing or future street trees.

Address wind gust management in building design, without the need for additional protective screens, incidental add-ons and landscaping in public spaces.

~~Minimise Limit~~ overshadowing impacts on the existing secluded private open space of adjacent residential properties outside the precinct.

Development ~~should~~ [must](#) ensure solar access as specified in Table 3.

Table 3: Solar access [to footpaths](#)

Location	Solar access requirement
Pakington Street	Maintain solar access to the opposite footpath on Pakington Street, measured 4 metres from the property boundary, between 10am and 2pm on 22 September.
Waratah Street	Maintain solar access to the southern footpath on Waratah Street, between 10am and 2pm on 22 September.
All other streets	Maintain solar access to southern footpaths where possible.
Public open space (including parks and plazas)	Maintain a minimum 50% solar access between 10am and 2pm on 22 September 11am and 2pm on 22 June.

Buildings and works with an overall height equal to, or greater than 16 metres;

- ~~M~~ must ~~not cause~~ [ensure](#) ~~unsafe~~ wind conditions as specified in Table 4 on public land, publicly accessible areas on private land, private open space and communal open space; [and](#)
- [Should achieve comfortable wind conditions as specified in Table 4 on public land, publicly accessible areas on private land, private open space and communal open space.](#)

Table 4: ~~Safe wind conditions~~ Wind effects requirements

Wind condition	Requirement
Safe—Comfortable wind conditions	Hourly mean wind speed or gust equivalent mean speed (3 second gust wind speed divided by 1.85), from all wind directions combined with probability of exceedance less than 20% of the time, equal to or less than: <ul style="list-style-type: none"> ▪ 3 metres per second for sitting areas, ▪ 4 metres per second for standing areas, ▪ 5 metres per second for walking areas
Unsafe wind conditions	Annual maximum 3 second gust wind speed exceeding 20 metres per second with a probability of exceedance of 0.1% considering at least 16 wind directions.

Access, parking and services

Ensure above ground car parking is sleeved with active uses along street frontages.

Minimise or consolidate vehicular access points and carefully design ramps into basements to support increased amenity and safety for pedestrians and bicycles.

~~Where possible, provide access via local streets~~ [avoid vehicular access from Church Street and Pakington Street](#).

[Encourage east-west and north-south vehicle and pedestrian permeability through the Pakington Strand Strategic Site.](#)

[Maintain the existing pedestrian connection to Donaghy Street from the Pakington Strand site.](#)

~~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.~~

Ensure car parking frontages to the public realm are visually interesting ~~with~~ [through](#) interactive materiality and detailing and allow for adequate ventilation.

Avoid solid roller shutter doors or security grills [in Church Street and Pakington Street](#).

Design off-street car parking facilities to have flexible electric vehicle charging spaces. Electric charging stations should be equipped with at least 50kw charging facilities.

Encourage shared car parking facilities according to peak car parking demand times.

Services, loading and waste areas should ~~not~~ be [located on main street and public spaces](#). ~~Where possible, they should be located within basements or on upper levels. Access doors to any waste, parking or loading area should be designed as an integrated element of the building.~~

Integrate plant, equipment and services into the built form design. Where possible, avoid locating services on Pakington Street or grouping them together to create long inactive facades.

~~Provide easy access to bicycle parking facilities with end of trip change rooms, showers, and lockers.~~

Site coverage

~~Development should not exceed the preferred maximum site coverage specified in Map 3 to this schedule.~~

Exemption from notice and review

An application or construct a building or construct or carry out works which accords with the height, setback and interface requirements of this clause is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act. This exemption does not apply to land within 30 metres of land (not a road) which is in a residential zone.

3.0 Subdivision

The subdivision of land should not ~~result in the fragmentation of land where it would~~ prevent the development of land in accordance with the objectives of this Schedule.

Exemption from notice and review

An application to subdivide land is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

4.0 Signs

None specified

5.0 Application requirements

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme, and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

- An Urban Context Report and Design Response demonstrating how the proposal responds to the design objectives and buildings and works requirement of this schedule, responds to any adjacent residential properties, and implements recommendations from other technical reports.
- Plans, elevations, and section drawings (with finished floor levels), including for any car parking at or above ground level.
- Where car parking is proposed at ground or upper levels a statement by a suitably qualified engineer that demonstrates the capacity for adaptation to alternative uses.
- Streetscape elevations showing the existing streetscape, and how the development sits within the streetscape and a three-dimensional perspective which shows the development in the context of adjacent development in the street.
- A Wind Report prepared by a suitably qualified person for ~~commercial~~ buildings exceeding a height of 16 metres (~~5 storeys~~) which addresses appropriate mitigation measures to achieve safe and comfortable wind conditions on and nearby the site, without relying on street trees or excessive screening elements.
- An Environmental Management Plan prepared by a suitably qualified person that demonstrates how the development provides for environmentally sustainable design measures.
- A Traffic Impact Assessment Report prepared by a suitably qualified traffic engineer that assesses and minimises the impacts of traffic and parking within the precinct and promotes sustainable transport modes.
- A Landscape Plan detailing proposed hard and soft landscape elements, plant schedule, plant container details and maintenance and irrigation systems.
- Shadow diagrams to show existing and proposed shadows at hourly intervals ~~necessary~~ to demonstrate compliance with the solar access requirements ~~of this overlay contained in this schedule.~~
- Any application for development of land for a dwelling ~~including dwellings as part of a mixed-use development~~ should provide an Affordable Housing Delivery Strategy to the satisfaction of the responsible authority which sets out the location and type (housing type/density/size) of the affordable housing to be delivered, the method of implementation, and proposed staging which ensures affordable housing is provided in a timely manner as development occurs.
- Any application for subdivision or development of land for Accommodation, Education ~~Centre~~ centre (other than Tertiary institution and Employment training centre) or Hospital, must be accompanied by an acoustic assessment report prepared by a qualified acoustic

engineer or other suitably skilled person to the satisfaction of the responsible authority which:

- Applies the following noise objectives:
 - Not greater than 35 dB LAeq,8h when measured within a sleeping area between 10pm and 6am.
 - Not greater than 40 dB LAeq,16h when measured within a living area between 6am and 10pm.
 - For areas other than sleeping and living areas, not greater than the median value of the range of recommended designed sound levels of Australian Standard AS/NZ 2107:2016 (Acoustics– Recommended design sound level and reverberation times for building interiors).
 - Train airborne noise received at new residential or other noise sensitive uses is attenuated to achieve a noise level of 55 dBA, Lmax in bedrooms at night and a noise level of 60 dBA, Lmax in living areas. These noise levels are to be measured at the expected occupancy position(s) in the space relevant to the noise of interest with doors and windows closed. The preferred positions are at least 1 metre from the walls or other major reflecting surface, 1.2 metres to 1.5 metres above the floor and about 1.5 metres from windows.
 - The measurements should be undertaken using a 'fast' meter time weighting and must be achieved for 95% of train pass - bys (i.e. 5%, 1 in 20 trains may exceed).
- Noise levels should be assessed:
 - Considering the cumulative noise from all sources impacting on the proposal including road traffic, railway, industry and commercial noise, as well as other potential noise sources;
 - Industrial noise received at new residential or other noise sensitive uses achieves internal noise levels assessed in accordance with the Noise Protocol (EPA Publication 1826.4) with the implementation of an indoor adjustment of 20 dB, while allowing for operable windows. These noise levels are to be measured internally at the expected occupancy position(s) in the space relevant to the noise of interest with doors and windows closed. The preferred positions are at least 1 metre from the walls or other major reflecting surface, 1.2 metres to 1.5 metres above the floor and about 1.5 metres from windows;
 - Operation of the rail sidings yard with respect to EPA Pub. 1826.4 Noise Protocol, where any new proposed sensitive uses constitutes the Agent of Change, and as such measures must be undertaken at sensitive uses to maintain EPA Pub. 1826.4 conformance of rail sidings yard; and
 - In unfurnished rooms with a finished floor and the windows closed and be based on average external noise levels measured as part of a noise level assessment.
- Addresses noise compatible design for buildings, with siting, orientation, and internal layout, to be considered prior to setting building envelope performance requirements.
- Addresses potential noise character (such as tonality, impulsiveness or intermittency) wherever relevant, including through the application of adjustments to the internal noise levels that are determined using the procedures to adjust industry noise levels of the Noise Protocol.

6.0 Decision guidelines

The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which must be considered, as appropriate, by the Responsible Authority:

- Whether the development employs an appropriate massing strategy that reduces visual bulk.
- ~~Whether the development retains solar access to Pakington Street and Waratah Street.~~
- [Whether the development contributes to an active and permeable streetscape, provides acceptable solar access to specified locations, incorporates weather protection elements, and makes a positive contribution to the public realm.](#)
- Whether the development adequately manages visual and internal amenity ~~through site consolidation~~ and appropriately transitions to adjoining public open spaces, sensitive residential areas, heritage places or sites.
- Whether the proposed design treatment and material selection is sympathetic to adjoining heritage place or site and transitions appropriately from the Heritage Core.
- Whether the application includes an Affordable Housing Delivery Strategy to the satisfaction of the responsible authority.
- Whether the development incorporates acoustic treatments to limit the impacts from noise from all current and potential noise generating sources such as railway operations, traffic and commercial activities.
- Whether development contributes to an active and permeable streetscape, incorporates weather protection elements, and makes a positive contribution to the public realm.
- Whether the development avoids blank walls, alcoves and recesses that provide hiding places or collect dirt and litter.
- Whether the development achieves design excellence by providing high quality innovative architecture, landscape and urban design and provides community benefit.
- Whether the development ~~transitions~~ [responds](#) to the Rail Sidings Yard site in a manner appropriate for its current transport use.
- [Whether the development achieves comfortable wind conditions.](#)
- Whether the development is consistent with the Pakington North Urban Design Framework (City of Greater Geelong, May 2024).
- Variations to preferred requirements

Where an application proposes to exceed, or vary a preferred requirement ~~under a discretionary control~~ contained within this schedule consider:

- Whether the design objectives have been met.
- Whether the development exceeds the minimum 5 star Greenstar rating for Environmentally Sustainable Design (ESD).
- Whether the development results in, or substantially facilitates, the delivery of appropriately secured community benefits including:
 - Incorporation of social or affordable housing.
 - Upgrades or delivery of new local infrastructure including public spaces to meet the needs of the community and provide spaces for residents to linger and enjoy.
 - Provision of pedestrian links.
 - [Provision of](#) ~~or~~ public open space in excess of any minimum requirement in [Clause 53.01](#) ~~this Scheme.~~
- Whether development ~~enables a variation without~~ [results in material](#) adverse offsite impacts such as visual bulk, overlooking and overshadowing to adjoining residential properties and the public realm.
- Whether the proposal presents, or substantially facilitates an improved architectural and urban design outcome.

Map 1 to Schedule 57 to Clause 43.02

[Editing Note: Realign the Precinct Boundary to remove 28-64 Pakington Street (Rail sidings site) from the Precinct]

[Editing Note: identify the Pakington Strand Strategic Site]

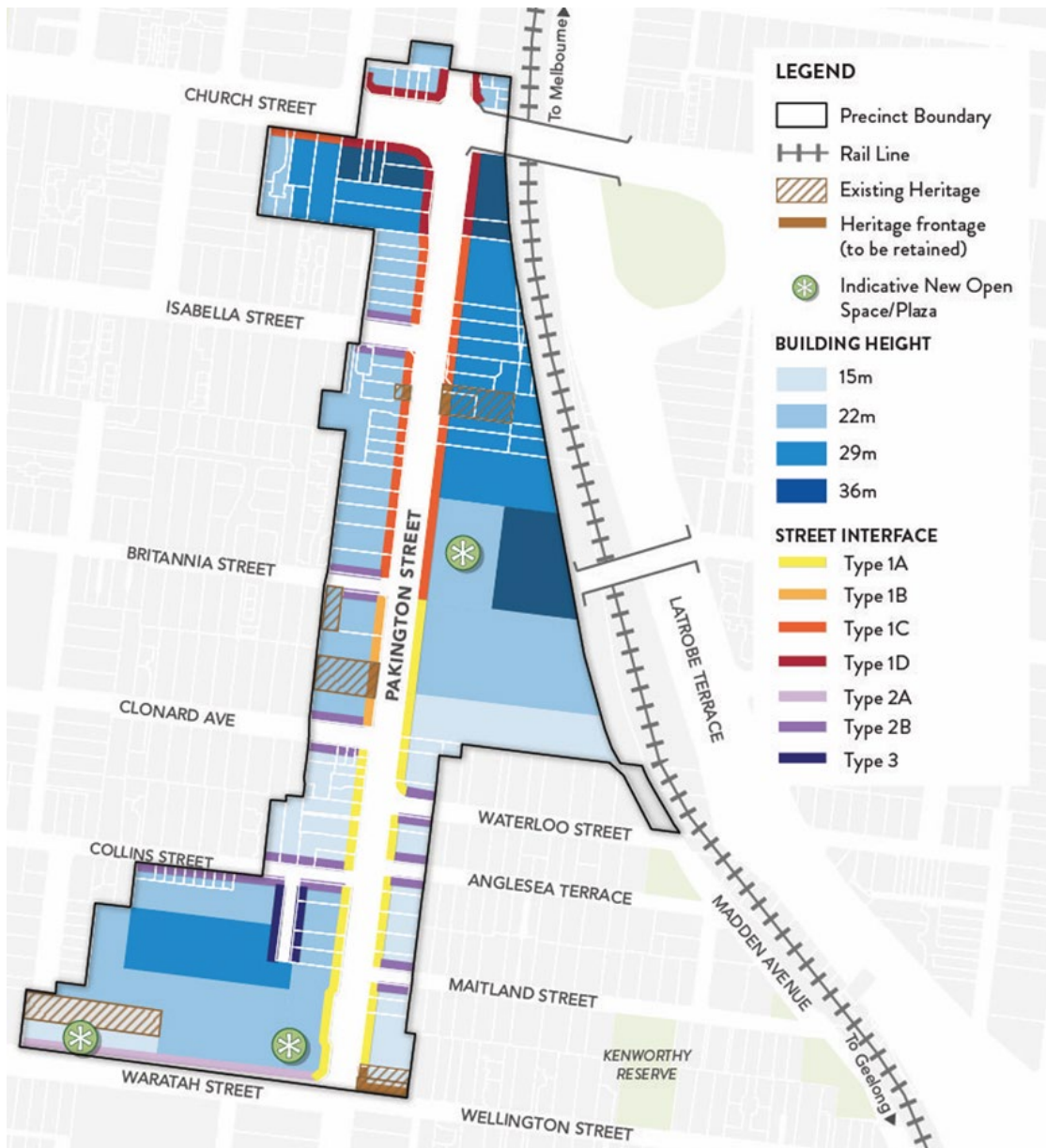
[Editing Note: Amend the Legend to read 'Indicative New Public Open Space']

[Editing Note: Remove indicative open space icon from SE corner of Pakington Strand Strategic Site]

[Editing Note: Add Type 2C and 2D to map and key – to correspond with Revised Table 2]

[Editing Note: Remove street interface designation from 2-8 Church Street]

[Editing Note: In the legend, amend 'Heritage frontage (to be retained)' to 'Heritage frontage (setback to heritage fabric to be retained)']

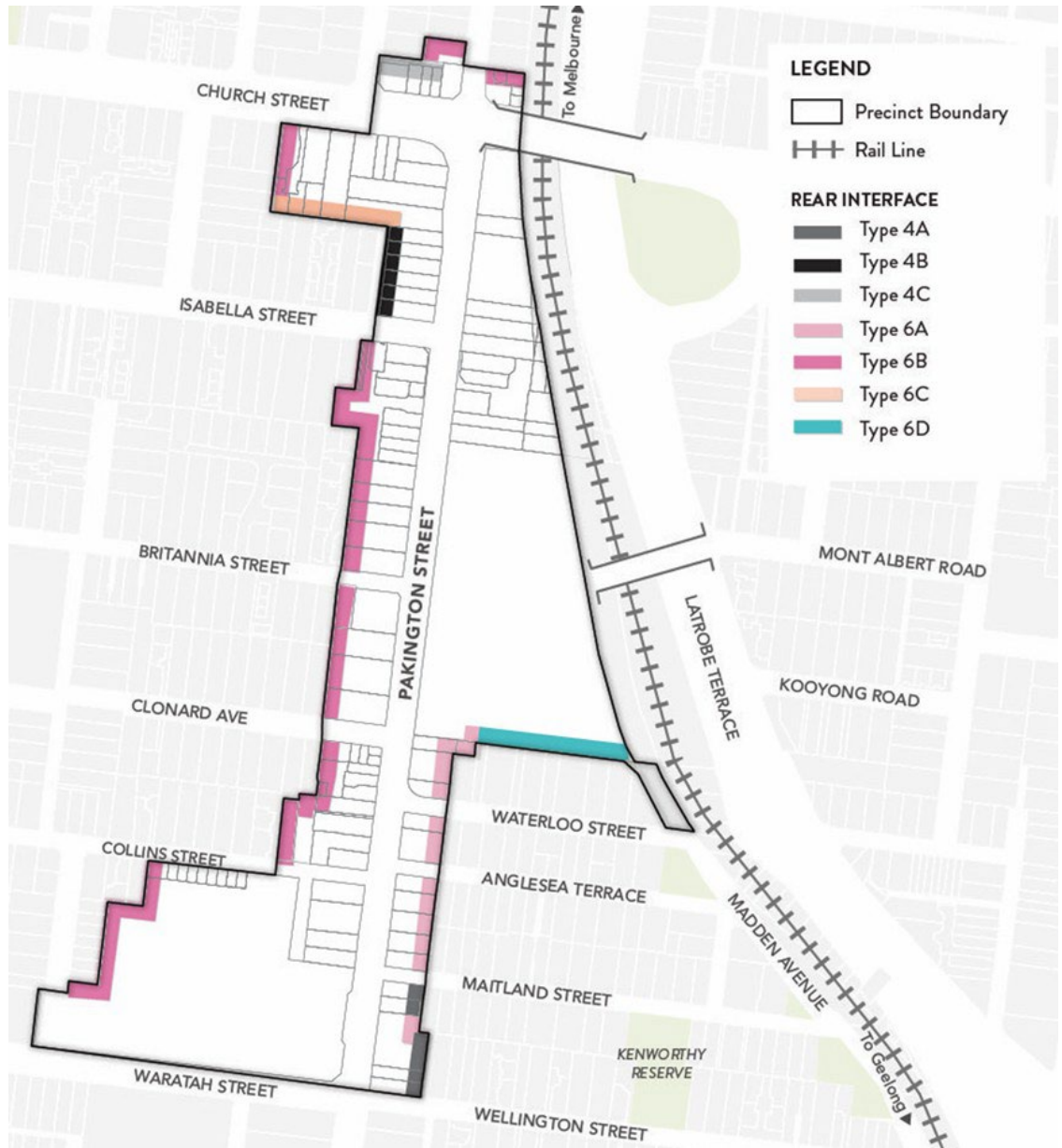


Map 2 to Schedule 57 to Clause 43.02

[\[Editing Note: Realign the Precinct Boundary to remove 28-64 Pakington Street \(Rail sidings site\) from the Precinct\]](#)

[\[Editing Note: Delete Type 6D from the Map and Legend\]](#)

[\[Editing Note: In the Legend, delete 'Rear interface'. Add a heading 'Laneway Interface' to apply to Type 4A, 4B and 4C and 'Residential interface' to apply to Type 6A, 6B and 6C.\]](#)



Map 3 to Schedule 57 to Clause 43.02

