

GREATER GEELONG PLANNING SCHEME

AMENDMENT C434ggee

EXPLANATORY REPORT

Who is the planning authority?

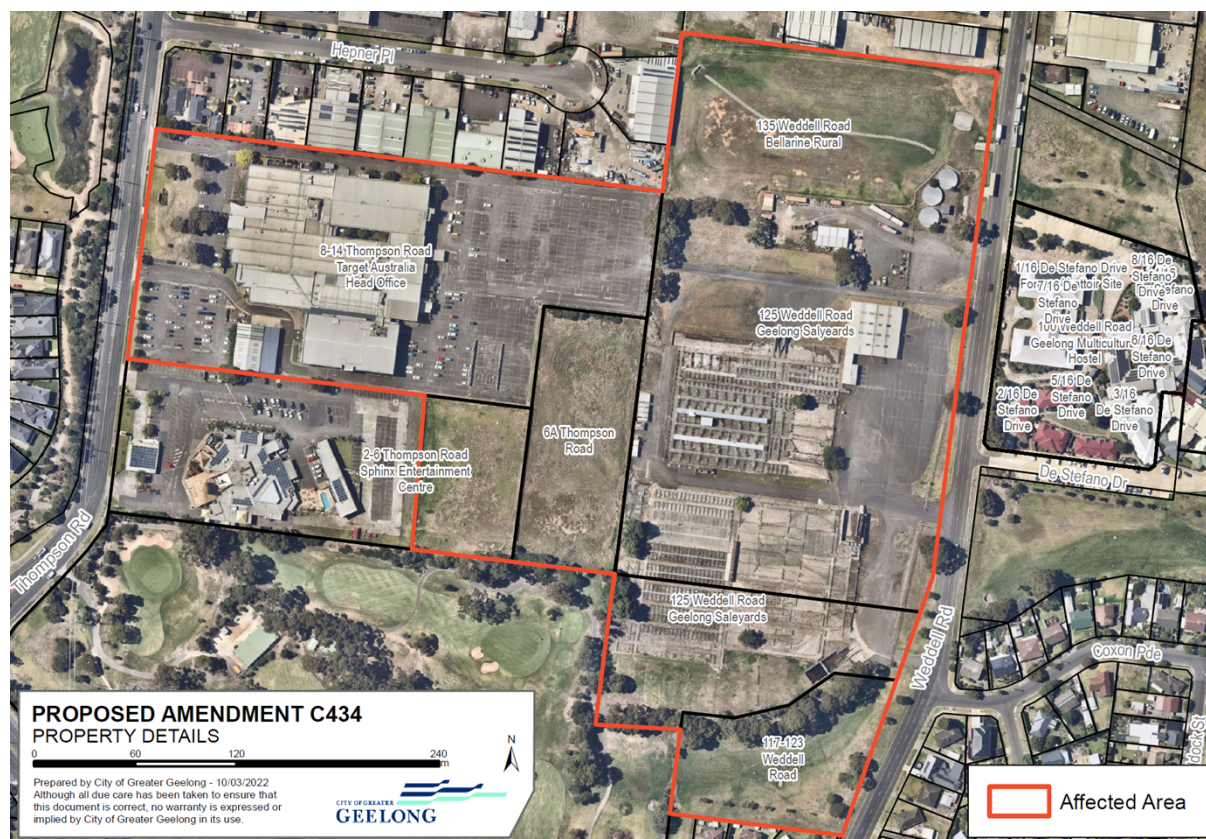
This proposed amendment has been prepared by the City of Greater Geelong, which is the planning authority for this amendment.

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

Land affected by the amendment

The proposed amendment applies to former Geelong Saleyards site (125-135 Weddell Road), Gateways Support Services site (8-14 Thompson Road), 6A Thompson Road, part of the Sphinx Hotel land (2-6 Thompson Road) and 117-123 Weddell Road, in North Geelong. The affected land is shown in the map below, outlined in red.

Map 1 – Amendment area



What the amendment does

The proposed amendment will facilitate the use and redevelopment of the former Geelong Saleyards site, Gateways Support Services site and other adjoining undeveloped land, primarily for residential as well as a limited mix of other uses generally in accordance with the *Saleyards Comprehensive Development Plan, May 2022* (City of Greater Geelong).

More specifically, the proposed amendment will:

- Rezone the land at 125-135 Weddell Road (part), 8-14 Thompson Road, 6A Thompson Road and 2-6 Thompson Road (part), North Geelong from the Industrial 1 Zone (IN1Z) to the Comprehensive Development Zone (CDZ4);
- Amend the schedule to the Heritage Overlay (HO1915) to remove the exemption for prohibited uses;
- Delete the Design and Development Overlay (DDO20 – Industrial 1, 2 and 3 Zones) as it applies to the land;
- Apply the Environmental Audit Overlay (EAO) to the land 125-135 Weddell Road (part), 8-14 & 6A Thompson Road and 2-6 Thompson Road (part), North Geelong;
- Amend Clause 21.06-8 (Implementation) to include the Saleyards Precinct Key Development Area in the Housing and Settlement Framework Plan and Key Development Area Maps.
- Amend schedule to Clause 53.01 (Public open space contribution and subdivision) to include an amount of contribution for the land proposed to be rezoned to CDZ4.
- Amend the schedule to Clause 72.04 to include the new incorporated document titled “*Saleyards Comprehensive Development Plan, May 2022* (City of Greater Geelong)”, to inform the key use and development outcomes for the land.
- Amend the schedule to Clause 72.08 (Background documents) to include *Saleyards Precinct Plan* (City of Greater Geelong, June 2021), *Providing social housing as essential infrastructure in Geelong’s Saleyards precinct* (SGS, March 2022) and *Geelong Saleyards Precinct Surface Water Management Strategy* (BMT, April 2021).

The part of the land at 125 Weddell Road, North Geelong currently in the Public Park and Recreation Zone will be retained in that zone.

The Heritage Overlay (HO1915 – Geelong Sale Yards) applying to 125 Weddell Road and 135 Weddell Road (part) and Special Building Overlay, which affects part of the land, will also be retained.

A correction is also proposed for 117-123 Weddell Road, North Geelong which is outside the Precinct Plan boundary, to be rezoned from the Special Use Zone (Schedule 3) to the Public Park and Recreation Zone. This will reflect its existing and continuing status as public open space.

Strategic assessment of the amendment

Why is the amendment required?

The proposed amendment is necessary to implement the *Saleyards Precinct Plan* (City of Greater Geelong, June 2021). Through rezoning the subject land to the Comprehensive Development Zone (schedule 4), the proposed amendment will facilitate the redevelopment of the land primarily for higher density housing, with a high level of amenity and environmental sustainability. This zone will ensure use and development occurs in a manner that properly considers the Comprehensive Development Plan (CDP), which will be an incorporated document in the Greater Geelong Planning Scheme as listed in the schedule to Clause 72.04.

The proposed amendment is in accordance with state policy which seeks to promote and capitalise on opportunities for urban renewal and provide for sustainable and liveable urban areas in an integrated manner. It also responds to the directions of the Geelong Settlement Strategy to increase the housing supply contribution of infill development to 50 per cent by 2047, as well as ensure housing diversity is achieved in existing communities. The amendment is supported by a range of technical reports including transport, drainage, affordable housing and environmental site assessments.

The zone schedule and CDP will provide for a limited mix of commercial uses to support the precinct, as well as public open space. They will also include requirements for street layout, affordable housing, environmental performance, canopy coverage and integrated water management.

The CDP will also include requirements for the protection and interpretation of heritage fabric proposed for retention in the Saleyards Precinct Plan, as well as for all development within the area covered by the Heritage Overlay to be in accordance with the *Geelong Sale Yards Weddell Road*,

North Geelong Conservation Management Plan (Rowe and Jacobs, 2007). The existing provision in the schedule to the Heritage Overlay (HO1915) that allows permit applications for prohibited uses, will be removed as it will be controlled by the proposed zone schedule in accordance with the Precinct Plan.

The proposed amendment is also necessary to apply the correct zone to 117-123 Weddell Road, North Geelong, from its current Special Use Zone (Schedule 3), which is for private golf courses. The land is owned by Council and is not part of the adjoining Geelong Golf Club course, which is fenced along the boundary. The Public Park and Recreation Zone is considered appropriate, as it is public open space and adjoins land in this zone at 125 Weddell Road to the north and 1A Birdie Court to the south.

It is expected the amendment will have a net community benefit. In addition to the positive planning outcomes outlined earlier, upgrades to pedestrian and cycling infrastructure in the surrounding area are included in the Comprehensive Development Plan. They are proposed to be implemented in a Shared Infrastructure Funding Agreement as well as a Section 173 agreement, which are not a formal part of the amendment, but will be exhibited along with the rest of the amendment documents.

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

The proposed amendment implements the objectives of planning in Victoria by:

- Providing for the redevelopment and use of the subject land primarily for higher density housing, with a high level of amenity, particularly in the form of open space and pedestrian/cycling connections with the surrounding area, including public transport.
- Ensuring the land is suitable for residential use and open space through the application of the Environmental Audit Overlay.
- Encouraging infill development in an established urban area which will increase housing diversity, as well promoting environmentally sustainable development (ESD) and integrated water management.
- Providing for a limited range of mixed uses to support the precinct and protecting existing non-residential uses in the surrounding area from land use conflict, through requiring acoustic treatments to residential development within the subject land.
- Requiring the preservation and interpretation of heritage elements within the former Geelong Saleyards site.
- Requiring the provision of affordable housing.

How does the amendment address any environmental, social and economic effects?

Land use conflict with the adjoining industrial area, as well as the Sphinx hotel entertainment venue, will be avoided through recommended acoustic measures. Site contamination will also be addressed through the application of the Environmental Audit Overlay over all areas covered by the Saleyards Precinct Plan. In addition, an application requirement in the zone schedule will require a Q Fever Risk Assessment for land

No significant native vegetation has been identified that would be impacted by the proposed amendment. The Comprehensive Development Plan includes open space and green links, in addition to substantial tree canopy targets, that will add to the vegetation on the subject land and enhance amenity for future residents. A Surface Water Management Strategy has also been prepared that is based on water sensitive urban design principles.

The addition of higher density housing will have positive social effects by providing a significant contribution to housing diversity in the area. The Comprehensive Development Plan will include requirements and guidelines for high quality architectural and urban design. Priority to pedestrians and cyclists, as well as improved links through the site and the surrounding area, such as Pakington Street further south and public transport, will also promote non-vehicular modes of transport.

The amendment is expected to facilitate 1000 – 1300 residents to be accommodated on the subject land, as well as non-residential uses which will be limited to avoid significant economic impacts on existing nearby activity centres.

Does the amendment address relevant bushfire risk?

The land is not within a designated bushfire prone area, is not subject to a Bushfire Management Overlay or proposed to be used or developed in a manner that may create a bushfire hazard.

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

The amendment has been prepared to comply with the requirements of the Ministerial Direction on the Form and Content of Planning Schemes at section 7(5) of the Act.

Direction No. 1 Potentially Contaminated Land

The land is in an Industrial 1 Zone and has been used for a variety of potentially contaminating activities, including stock dipping, service station, a refuelling and washdown area and stockpiles of imported fill on the subject land. The proposed amendment involves transitioning the site to sensitive uses including dwellings and open space and therefore an Environmental Audit Overlay (EAO) is proposed for the entire for the entire area included in the Saleyards Precinct. It is noted this is not proposed to apply to 117-122 Weddell Road, which will continue to function as public open space.

Environmental Site Assessments (ESA) have been conducted by Tetra Tech Coffey/Coffey Services Australia and Golder Associates, which found contaminants or risk of contaminants on the subject land. To enable the redevelopment of the land for sensitive uses, the assessments recommend further investigation and mitigation of risks through remediation of the site and the audit process. The audits cover most of the subject land within the precinct plan, except the northern drainage area and the Sphinx land (2-6 Thompson Road).

It is considered a suitable level of assessment has been undertaken to justify rezoning the subject land, subject to the application of the EAO. The EAO will ensure the land is suitable for residential and open space use before it commences, consistent with the ministerial direction.

It is also considered necessary to provide an application requirement for a Q Fever assessment for the former Saleyards land, as this was not covered by the ESAs, but has been raised in a separate background study (Q Fever Report, Sue Hodges Productions May 2019) for the precinct plan.

Direction No. 11 Strategic Assessment of Amendments

This explanatory report fulfils the requirements of this direction.

Direction No. 19 Preparation and content of amendments that may significantly impact the environment, amenity and human health

The amendment will consider the views of the EPA. The City has sought the written views of the EPA on the potential impacts of the proposed amendment on the environment, amenity and human health in accordance with the provisions of Ministerial Direction 19.

It is considered the application of an Environmental Audit Overlay over the precinct will effectively deal with proposed sensitive uses on the land.

A land use buffer assessment (Landserv, February 2021) and acoustic report (Renzo Tonin and Associates, July 2019) were undertaken to assess the impact on future residential uses within the subject land from the nearby commercial and industrial uses. They found that subject to noise attenuation measures the subject land will be suitable for residential use in accordance with the precinct plan. The acoustic measures have been included as guidelines in the CDP, noting further assessment may be required as part of a planning application.

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

The proposed amendment supports and implements numerous state policies. The most relevant policies are listed below:

- 11.01-1S Settlement – by achieving the objective and relevant strategies including:
 - Focus investment and growth in places of state significance in Metropolitan Melbourne and the major regional cities of Ballarat, Bendigo, Geelong...
 - Ensure regions and their settlements are planned in accordance with their relevant regional growth plan.
 - Limit urban sprawl and direct growth into existing settlements.
 - Promote and capitalise on opportunities for urban renewal and infill redevelopment.
 - Consider as relevant...G21 Regional Growth Plan (Geelong Region Alliance, 2013)
- 11.01-1R Settlement – Geelong G21 – by achieving the relevant strategy:
 - Support the role of Central Geelong as a major regional city and revitalise and strengthen its role as Victoria's second city.
- 13.03-1S Floodplain management – the Saleyards Precinct Plan and Surface Water Management Strategy take into account flooding from west to east, including from the drains to the north and south.
- 13.04-1 Contaminated and potentially contaminated land – contamination and potential contamination have been taken into account and the Environmental Audit Overlay will be applied to the entire area proposed to be rezoned to the Comprehensive Development Zone.
- 13.07-1S Land use compatibility – by meeting the objective “To protect community amenity, human health and safety while facilitating appropriate commercial, industrial, infrastructure or other uses with potential adverse off-site impacts” and relevant strategies including:
 - Ensure that use or development of land is compatible with adjoining and nearby land uses.
 - Avoid or otherwise minimise adverse off-site impacts from commercial, industrial and other uses through land use separation, siting, building design and operational measures.
 - Protect existing commercial, industrial and other uses from encroachment by use or development that would compromise the ability of those uses to function safely and effectively.
- 15.01-4S Healthy neighbourhoods – by meeting the objective “To achieve neighbourhoods that foster healthy and active living and community wellbeing” and relevant strategies including:
 - Design neighbourhoods that foster community interaction and make it easy for people of all ages and abilities to live healthy lifestyles and engage in regular physical activity by providing:
 - Connected, safe, pleasant and attractive walking and cycling networks that enable and promote walking and cycling as a part of daily life.
 - Streets with direct, safe and convenient access to destinations.
 - Conveniently located public spaces for active recreation and leisure.
 - Accessibly located public transport stops.
 - Amenities and protection to support physical activity in all weather conditions.
- 15.02-1S Energy and resource efficiency – by achieving the objective “To encourage land use and development that is energy and resource efficient, supports a cooler environment and minimises greenhouse gas emissions.” and relevant strategies including:
 - Improve the energy, water and waste performance of buildings and subdivisions through environmentally sustainable development.
 - Promote consolidation of urban development and integration of land use and transport.

- Improve efficiency in energy use through greater use of renewable energy technologies and other energy efficiency upgrades.
- Support low energy forms of transport such as walking and cycling.
- Reduce the urban heat island effect by greening urban areas, buildings, transport corridors and open spaces with vegetation.
- Encourage retention of existing vegetation and planting of new vegetation as part of development and subdivision proposals.
- 15.03-1S Heritage conservation – by meeting the objective “To ensure the conservation of places of heritage significance” and relevant strategies including:
 - Provide for the protection of natural heritage sites and man-made resources.
 - Provide for the conservation and enhancement of those places that are of aesthetic, archaeological, architectural, cultural, scientific or social significance.
 - Encourage appropriate development that respects places with identified heritage values.
 - Retain those elements that contribute to the importance of the heritage place.
 - Encourage the conservation and restoration of contributory elements of a heritage place.
 - Ensure an appropriate setting and context for heritage places is maintained or enhanced.
 - Support adaptive reuse of heritage buildings where their use has become redundant.
- 16.01-1S Housing supply – by achieving the objective “To facilitate well-located, integrated and diverse housing that meets community needs” and relevant strategies including:
 - Ensure that an appropriate quantity, quality and type of housing is provided, including aged care facilities and other housing suitable for older people, supported accommodation for people with disability, rooming houses, student accommodation and social housing.
 - Increase the proportion of housing in designated locations in established urban areas (including under-utilised urban land) and reduce the share of new dwellings in greenfield, fringe and dispersed development areas.
 - Encourage higher density housing development on sites that are well located in relation to jobs, services and public transport.
 - Identify opportunities for increased residential densities to help consolidate urban areas.
 - Facilitate diverse housing that offers choice and meets changing household needs by widening housing diversity through a mix of housing types.
 - Encourage the development of well-designed housing that:
 - Provides a high level of internal and external amenity.
 - Incorporates universal design and adaptable internal dwelling design.
 - Support opportunities for a range of income groups to choose housing in well-served locations.
- 16.01-2S Housing affordability – by achieving the objective “To deliver more affordable housing closer to jobs, transport and services” and relevant strategies:
 - Improve housing affordability by:
 - Ensuring land supply continues to be sufficient to meet demand.
 - Increasing choice in housing type, tenure and cost to meet the needs of households as they move through life cycle changes and to support diverse communities.
 - Promoting good housing and urban design to minimise negative environmental impacts and keep costs down for residents and the wider community.

- Encouraging a significant proportion of new development to be affordable for households on very low to moderate incomes.
 - Increase the supply of well-located affordable housing by:
 - Facilitating a mix of private, affordable and social housing in suburbs, activity centres and urban renewal precincts.
 - Ensuring the redevelopment and renewal of public housing stock better meets community needs.
 - Facilitate the delivery of social housing by identifying surplus government land suitable for housing.
- 19.02-6S Open space – by achieving the objective “To establish, manage and improve a diverse and integrated network of public open space that meets the needs of the community” and relevant strategies including:
 - Plan for regional and local open space networks for both recreation and conservation of natural and cultural environments.
 - Ensure that land is set aside and developed in residential areas for local recreational use and to create pedestrian and bicycle links to commercial and community facilities.
 - Ensure that urban open space provides for nature conservation, recreation and play, formal and informal sport, social interaction, opportunities to connect with nature and peace and solitude.
 - Ensure open space provision is fair and equitable with the aim of providing access that meets the needs of all members of the community, regardless of age, gender, ability or a person’s location.
 - Develop open space to maintain wildlife corridors and greenhouse sinks.
 - Plan open space areas for multiple uses, such as community gardens, sports and recreation, active transport routes, wildlife corridors and flood storage basins.
- 19.03-2S Infrastructure design and provision – by meeting the objective “To provide timely, efficient and cost-effective development infrastructure that meets the needs of the community” and relevant strategies:
 - Provide an integrated approach to the planning and engineering design of new subdivision and development.
 - Integrate developments with infrastructure and services, whether they are in existing suburbs, growth areas or regional towns.

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

The proposed amendment supports and implements the following policies from the Local Planning Policy Framework:

- Clause 21.02 City of Greater Geelong Sustainable Growth Framework – in particular elements 1 and 2 - Managing urban growth and Building sustainable infrastructure.
- Clause 21.05-7 Flooding – the amendment meets the objectives: to protect floodplains; and to minimise the potential for damage and risks to public safety and property from flooding.
- Clause 21.06-4 Housing diversity – the amendment achieves the objectives: ensure housing diversity is achieved in established and growth area communities; and increase the level of affordable and social housing in Greater Geelong.
- Clause 21.06-5 Urban consolidation – the amendment meets the objectives: facilitate infill development to increase its housing supply contribution to 50 per cent, by 2047; nominate the

preferred location for increased housing densities; and manage the impact of increased housing densities on neighbourhoods.

- Clause 21.06-7 Heritage and identity – the amendment meets the objectives: to ensure that urban development enhances Geelong’s sense of place and identity; and to identify, conserve and enhance individual places and areas of pre and post contact cultural heritage significance.
- Clause 21.07-2 Industry – the amendment meets the relevant objective to minimise land use conflicts.
- Clause 21.08-3 Development contributions – the amendment achieves the relevant objective to provide development and community infrastructure in an efficient and timely manner.

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

- The amendment uses standard provisions from the Victoria Planning Provisions in the manner set out in the Act and the relevant ministerial directions. The Comprehensive Development Zone is considered the most appropriate statutory tool in this instance for the following reasons:
 - It provides for non-residential uses, particularly in the mixed use area defined in the Comprehensive Development Plan, while ensuring higher density housing is the primary use for the precinct.
 - It provides for the redevelopment of the subject land in an integrated and coordinated manner and removes the necessity for a suite of overlay controls such as a Design and Development Overlay or Development Plan Overlay, as the Comprehensive Development Plan is incorporated.
 - It provides certainty for the Council, community and other stakeholders that key outcomes and principles of the adopted Saleyards Precinct Plan will be maintained, including open space, urban design, higher dwelling densities, diversity of housing types, built form, ESD and infrastructure, which are included in the incorporated plan.
 - It capitalises on the opportunity for urban renewal, while encouraging appropriate planning outcomes that are responsive to the locational limitations of the subject land, including lack of proximity to an activity centre or convenient access to high quality public transport.
 - Encourages a distinct character for the precinct as well as to set an example for sustainable contemporary architecture, while building in sufficient flexibility where a developer proposes to divert from discretionary items.
 - Removes third-party rights where a development proposal is generally in accordance with the incorporated Comprehensive Development Plan, providing greater certainty to developers and Council.
 - Acts as a ‘one stop shop’ in terms of how it deals with the mix of land uses, the built form, building height and an infrastructure through the incorporated plan.
- The Environmental Audit Overlay is the most appropriate statutory tool in this instance for the contaminated and potentially contaminated land and is in accordance with the recommendations of the environmental assessments conducted for the subject land.
- The Public Park and Recreation Zone is the appropriate zone for 117-123 Weddell Road, North Geelong, given it is open space in public ownership and not part of the adjoining private golf course, which is the purpose of schedule 3 to the Special Use Zone.
- Amending the schedule to the Heritage Overlay (HO1915) to remove the exemption for prohibited uses is appropriate as it will no longer be required for the former Geelong Saleyards. It is also appropriate to retain the Heritage Overlay, although this may be revisited at a later date when the final redevelopment outcomes for the subject land are known.
- Deleting the Design and Development Overlay (DDO20 – Industrial 1, 2 and 3 Zones) is appropriate as the land will no longer be within an industrial zone.

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

The views of relevant agencies were sought in the preparation of the Saleyards Precinct Plan, on which the proposed amendment is based. They will also be notified during the exhibition process.

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

The Transport Integration Act 2010 requires a planning authority to have regard to a set of transport system objectives and decision making principles where a planning scheme amendment is likely to have a 'significant impact on the transport system'.

The proposed additions and changes to the existing transport system in and adjacent to the subject site will meet the transport system objectives by:

- Providing for a road system and connections that respond to the likely level of use generated by the precinct.
- Designing roads that are of a suitable scale and are compatible with the expected travel demand.
- Providing for the efficient construction of infrastructure items concurrent with works associated with the redevelopment of the subject land.

State government agencies were consulted during the preparation of the Saleyards Precinct Plan in relation to public transport provision and impacts on Thompsons Road.

Resource and administrative costs

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

The amendment will have limited additional impact on the resource and administrative costs of the responsible authority. No intervening plans are required before permit applications can be considered, which will reduce the administrative burden on Council. The amendment implements a CDP for the subject land, which provides for transparent and orderly planning by indicating as-of-right land-uses depending on their location. Resource and administrative costs will also be reduced by providing exemptions from notification and review for use, subdivision and buildings and works.

Where you may inspect this amendment

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

- by appointment during office hours, at Greater Geelong City Council, Brougham Street Customer Service Centre, Ground Floor, 100 Brougham Street. GEELONG – **8.00am to 5.00pm weekdays** and subject to any public health directives that may be in place.
- 'Amendments' section of the City's website www.geelongaustralia.com.au/amendments/

The proposed amendment can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at www.delwp.vic.gov.au/public-inspection.

Submissions

Any person who may be affected by the amendment make a submission to the planning authority. Submissions about the amendment must be received by 25 July 2022.

A submission must be sent to:

The Coordinator
Strategic Implementation
City of Greater Geelong

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

Panel hearing dates

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

- directions hearing: 17 October 2022
- panel hearing: 28 November 2022