

PANEL SUBMISSION PART A



GREATER GEELONG PLANNING SCHEME AMENDMENT C457ggee

Highton Urban Design Framework

Part A Submission to the Independent Panel

Date: Wednesday 23rd April 2025

Presented by: City of Greater Geelong

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1 INTRODUCTION

1. This Part A submission has been prepared by the Planning Authority, the City of Greater Geelong (Council), in response to the Panel's Direction No. 7 issued on 2 April 2025 which states:

Council must file a Part A (Background and context) submission by 12 noon on Thursday 24th April 2025 that includes:
 - a) a summary of the physical context of the subject land and surrounds
 - b) background to the Amendment including chronology of events.
 - c) a summary of the conditions of authorisation and how they have been met.
 - d) a summary of the strategic context, including:
 - i. relevant planning policies and provisions.
 - ii. any other recently approved or upcoming amendments that might impact on the Amendment.
 - e) a summary of any permit applications or recently granted permits that might impact on the Amendment.
 - f) a summary of the issues raised in submissions, including an explanation of which (if any) of those issues have been resolved and how.
 - g) any other strategic material that Council intends to rely upon in support of the Amendment that has not yet been provided, or that might assist the Panel in its consideration of the Amendment.
2. The structure of this Part A submission follows the above Panel Direction.

1.1 Summary of the amendment

3. In summary, the amendment seeks to implement the Highton Village Urban Design Framework January 2024 (UDF) into the Greater Geelong Planning Scheme.
4. Specifically, the amendment as exhibited proposes to:
 - a) Amend Planning Scheme Map No. 52 to rezone two Council-owned car parks at 19 Belle Vue Avenue and 1A Taylor Court, Highton, and the road reserves from General Residential Zone 4 (GRZ4) to Commercial 1 Zone (C1Z).

- b) Amend Planning Scheme Map No. 52DDO to apply the Design and Development Overlay Schedule 52 (DDO52) to all land within the Highton Village Shopping Centre.
- c) Insert Clause 16.01-2L (Social and affordable housing) into the Greater Geelong Planning Scheme to facilitate the delivery of affordable housing in line with State and Regional Policy.
- d) Insert Schedule 52 to Clause 43.02 Design and Development Overlay.
- e) Amend the Schedule to Clause 72.08 (Background Documents) to insert the Highton Village Urban Design Framework (January 2024) as a Background Document.

2 SITE AND CONTEXT

2.1 Highton Context

5. Land subject to the Amendment includes the study area for the UDF as shown on Figure 1.

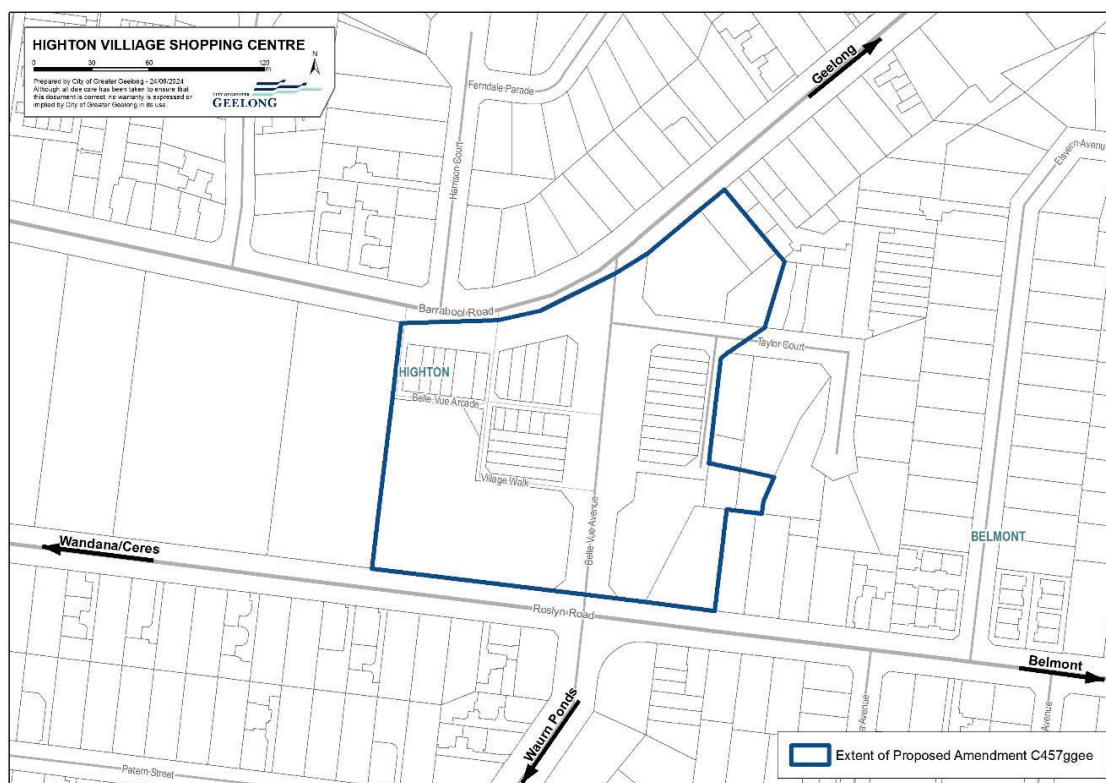


Figure 1 – Highton UDF and C457ggee extent

6. Highton Village is located 5km from Central Geelong on Barrabool Road, which is the primary movement corridor between Central Geelong, the Barwon River, and the Geelong Ring Road. Roslyn Road to the south provides access to Belmont's High Street 1.5km to the east.
7. Highton has experienced strong population growth from 2001 to 2011 with an annual population change of 2.6% over the period. A higher rate of growth than Geelong overall. In 2016, the total population of Highton-Wandana Heights - Ceres was estimated to be 21,244 people (ABS census 2016). It is expected to increase by over 2,600 people to 23,906 by 2026. This is based on an increase of over 1,600 households during the period. Population growth after 2025 will steady as the new housing estates to the west of the Village are completed.
8. Highton Village is one of twenty-four neighbourhood activity centres across Greater Geelong,

9. The location of the Centre is within the middle of the Highton Increased Housing Diversity Area (IHDA), and this is a desirable, middle-distance suburb of Geelong.
10. Highton Village is a thriving centre that plays a local day-to-day retail and hospitality role within Highton. As the much larger centres of Waurn Ponds and Belmont cover the wider catchment, Highton will continue to serve a local, neighbourhood centre role. The Centre currently comprises 7,000sqm retail floor space with a mix of unique and independent stores offering the opportunity to continue to capitalise on the trend in retailing and consumer behaviour to seek 'experiences' rather than just a marketplace for goods and services.
11. The Geelong Retail Strategy 2020-2036 identifies the need for an additional 1,000sqm of floorspace in the Highton Village by 2031 to meet the shopping needs of the community.

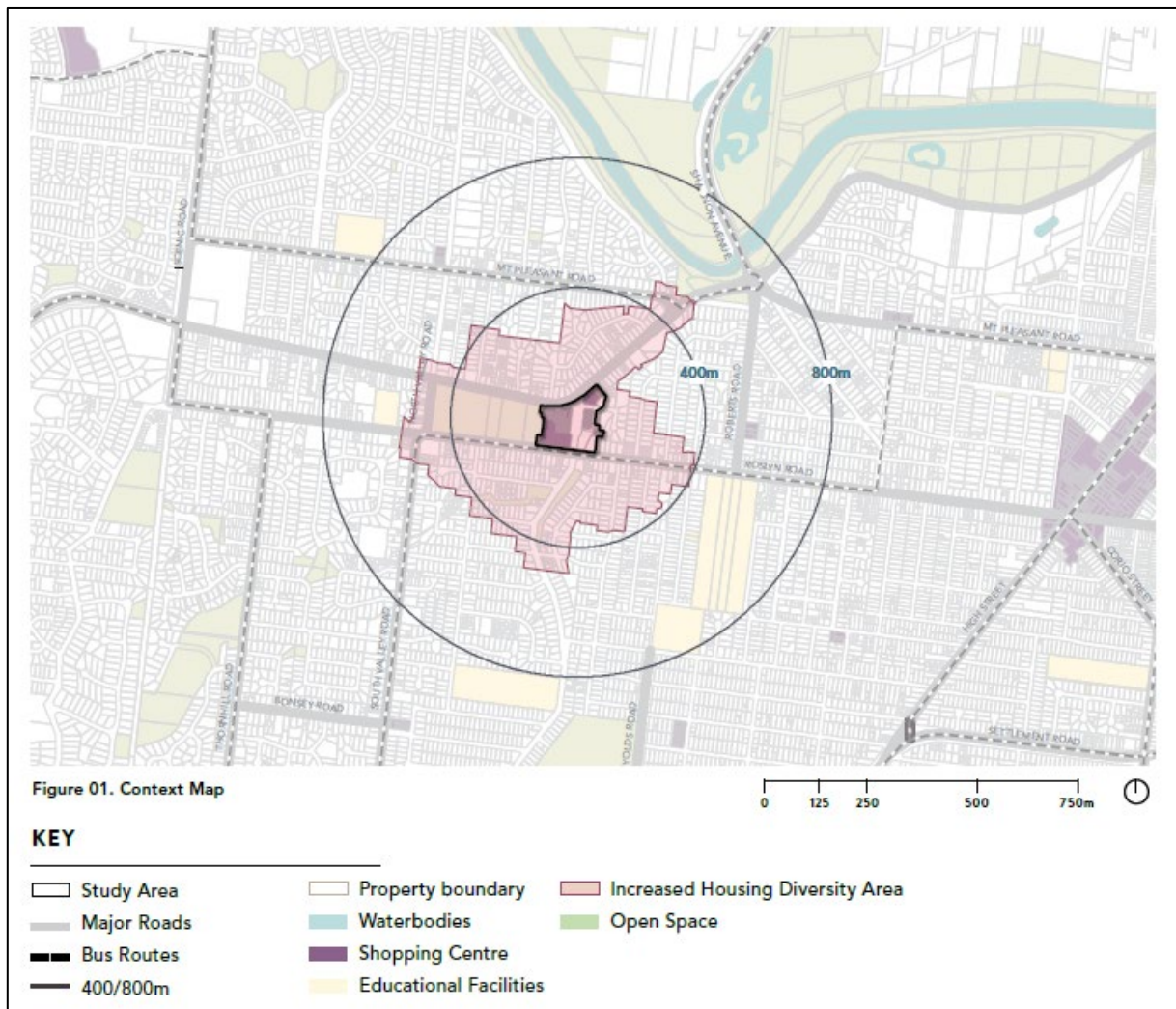


Figure 2 – Highton Village context

2.2 Increased Housing Diversity Area

12. The City of Greater Geelong has nominated Increased Housing Diversity Areas (IHDA) that are designated in and around activity centres and train stations to accommodate more significant increases in dwelling density.
13. Highton Village and its surrounding residential area has been identified as an IHDA. The extent of the current IHDA around Highton Village can be seen in figure 2.
14. The Highton Increased Housing Diversity Area (IHDA) is located within the walkable catchment of the Highton Village activity centre and is earmarked to accommodate residential growth and increased housing diversity including medium density housing, townhouses, units and other multi-dwelling developments.
15. The IHDA is within the General Residential Zone - Schedule 4 and is also influenced by a Special Building Overlay in some areas.

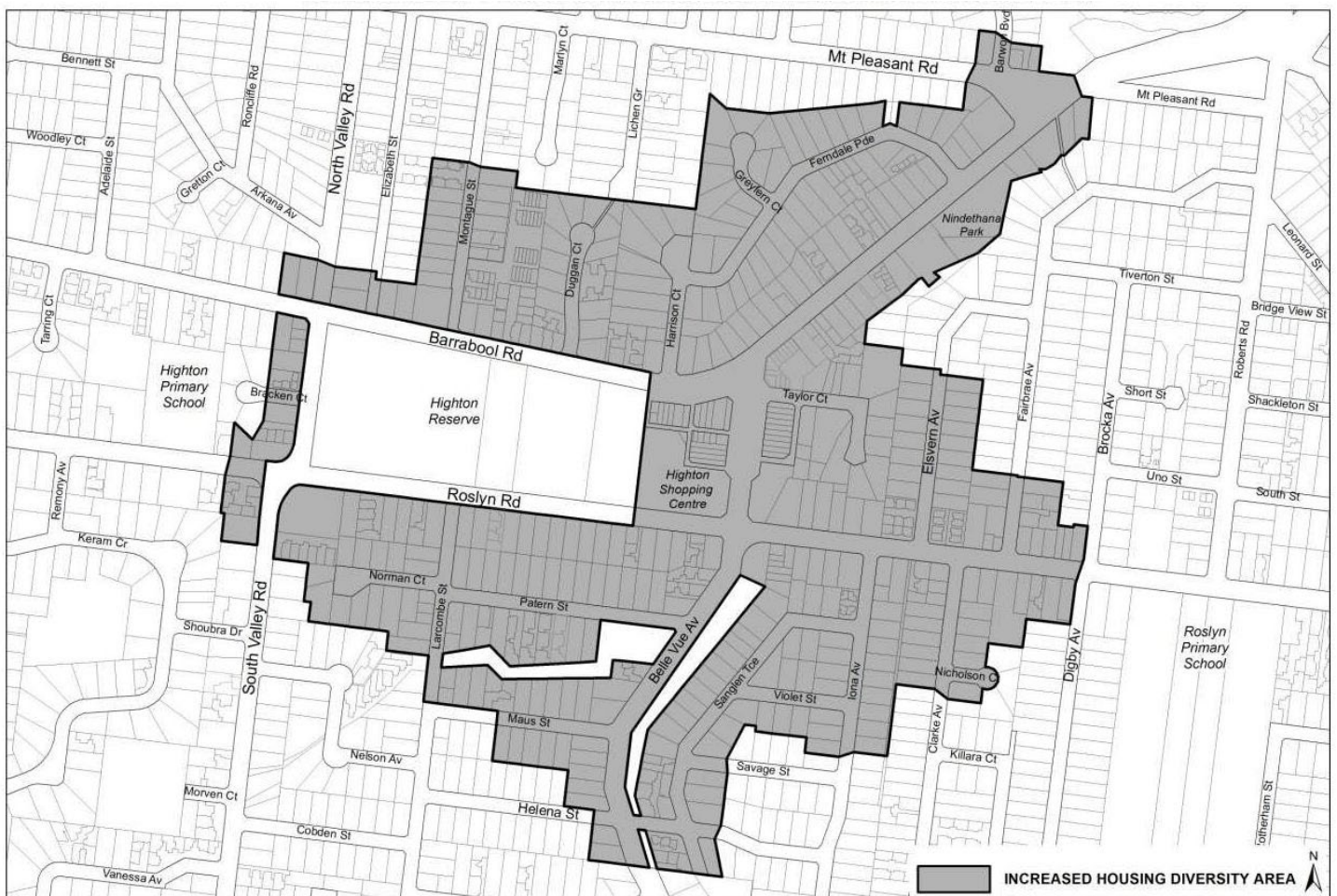


Figure 3 – Highton IHDA – Greater Geelong Planning Scheme Clause 16.01-1L-02

2.3 Existing Zoning

16. Figure 4 shows the current land use zoning pattern in Highton Village, consisting mainly of the Commercial 1 Zone (C1Z) with the roads of Belle Vue Avenue, Taylor Court, the laneway at the rear of the shops fronting the east side of Belle Vue Avenue and the Council car parks included in the General Residential Zone Schedule 4 (GRZ4). Land to the west of the shopping centre is included in the Public Park Recreation Zone (PPRZ). Barrabool Road to the north is included in Transport Zone 2 (TRZ2) and Roslyn Road to the south is included in the Transport Zone Category 3 (TRZ3).

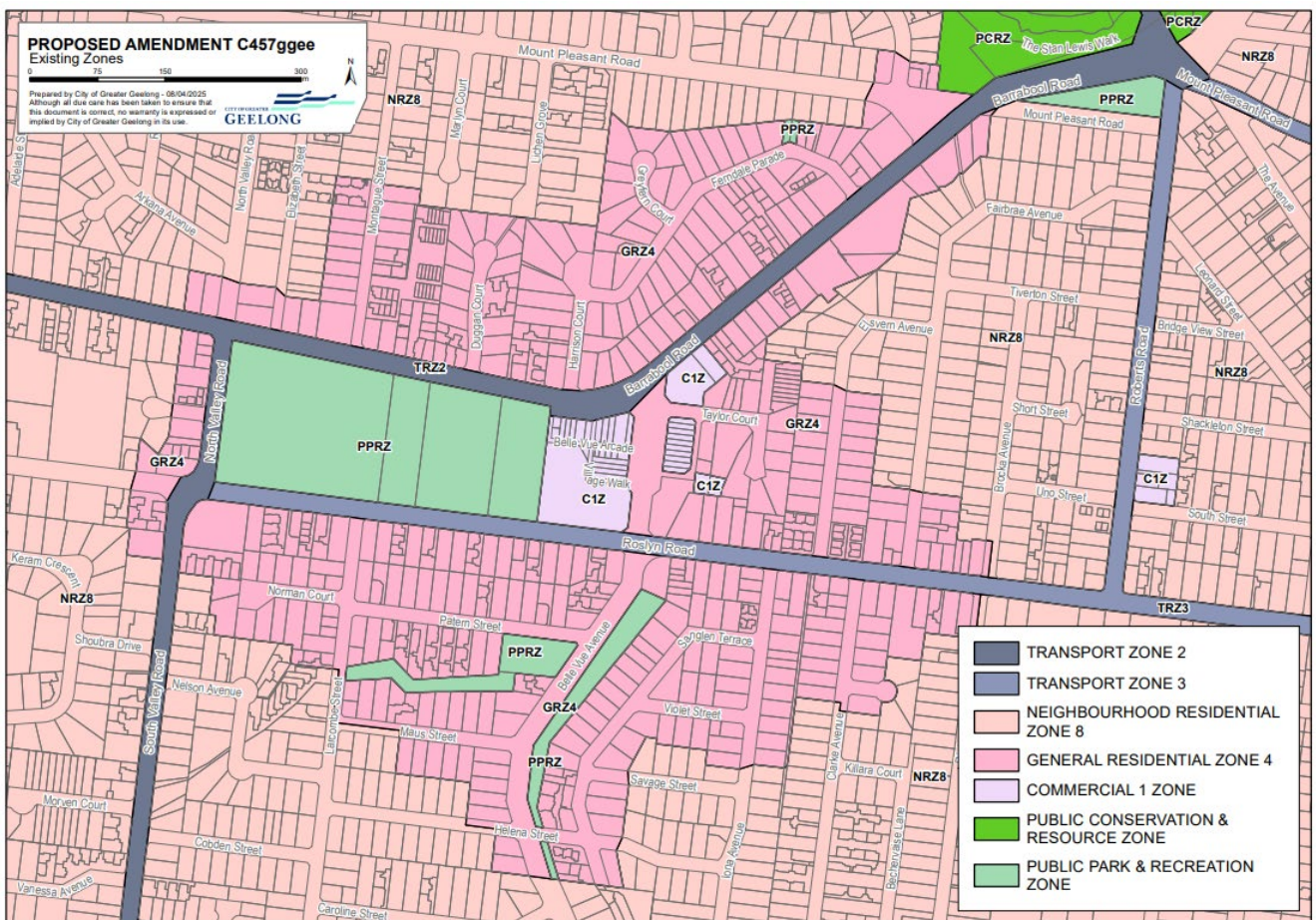


Figure 4 – Existing Zoning Map

2.4 Existing Overlays

17. The only overlay applicable to the shopping centre is the Special Building Overlay (SBO) as shown in Figure 5.

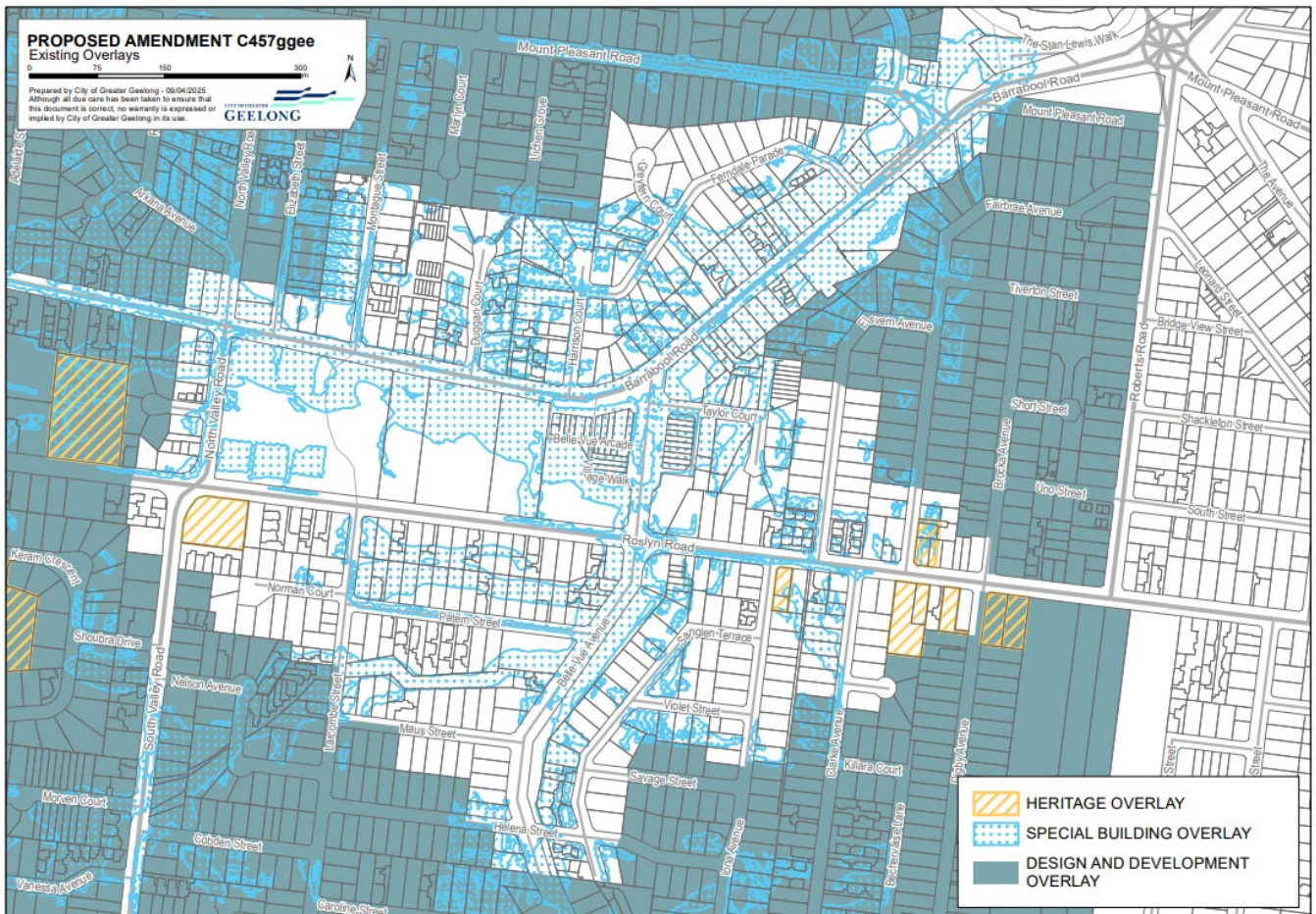


Figure 5 – Existing Overlay Map

3 BACKGROUND

18. This section of the submission sets out the background to the Amendment including a chronology of events as requested in Direction no. 7b of the Panel Directions.

3.1 Urban Design Framework

19. The UDF was prepared internally by Council.

20. The brief for the UDF noted that the surrounding neighbourhood is experiencing population growth through infill development (including a few large unit developments in the vicinity, particularly in Barrabool Road), residential subdivisions adjoining the Geelong Ring Road and speculation about the future of the Highton library. It had also been many decades since the last investment in the streetscapes of the centre. To ensure the centre would continue to flourish into the future Council determined to prepare the UDF to consider streetscape upgrades, promote active travel and ensure the planning framework meets community and market expectations.

21. Also, looking at activity centres that support IHDA's like Highton, the centres of Drysdale, Leopold, Ocean Grove, South Geelong, and Geelong West were subject to the preparation of UDFs. Some of these are implemented in the planning scheme whilst others are going through the process to get to that point.

22. The UDF identifies that Highton Village is thriving; has great businesses, the treed character and unique shopping and dining experiences attract customers from far and wide. With this success brings challenges and opportunities for improvement. It had been many years since the streetscapes in Highton Village have been updated and some infrastructure is old and tired and presents hazards for walkers that need attention.

23. Council considered that without an overall plan for investment, upgrades and maintenance of infrastructure will be replaced in an ad hoc way.

24. The Highton UDF also identifies where additional floorspace could be provided.

25. The UDF includes an implementation plan that addresses short and medium term and ongoing milestones to be achieved over the next 10 years:

- Preparation of a planning scheme amendment to implement the built form objectives
- Preparation of detailed streetscape design plans for the streets
- Parking precinct plan
- Working with VicRoads on the Barrabool Road intersection
- Developing wayfinding and public art opportunities
- Promoting the Highton Village as a destination and for events
- Undertaking a feasibility study on mixed use development on the Council car park site

26. The chronology of events documents the phases of engagement that Council undertook with traders and the community and the development process of the UDF.

3.2 Council adoption and authorisation

27. The UDF was adopted by Council at its meeting on October 2022 subject to changes and resolved to request the Minister for Planning to authorise the preparation and exhibition of a planning scheme amendment to implement the UDF.

28. Further work was undertaken in 2023 to update the UDF with the Council resolution and to prepare the amendment including the drafting of the Design and Development Overlay schedule and to assess the potential for contamination of the council car parks.

29. On 19 March 2024, Council requested Ministerial authorisation to exhibit Amendment C457ggee. The application was put on further review on 25 March 2024.

30. On 4 June 2024, Council was authorised to prepare and exhibit Amendment C457ggee subject to conditions. The conditions of authorisation and how Council met these conditions are discussed further later in this submission.

3.3 Exhibition and Submissions

31. Preparation of the amendment for exhibition came too close to the caretaker period and Council election. Officers deferred the exhibition until after the close of the election and sought an exemption from the amendment timelines from DTP. On 31 July 2024, DTP granted an exemption for the

deferment on the condition that the amendment be exhibited as soon as possible following the result of the election held on 26 October 2024.

32. The amendment and supporting documents were placed subsequently on exhibition from 31 October to 9 December 2024.
33. Letters were mailed to 31 October 2024 to 225 directly affected owners and occupiers of properties potentially impacted by the amendment. Email of the letter was sent to all 78 people that made a submission about the Highton UDF project. Letters were also sent to relevant government and service authorities and prescribed ministers.
34. Statutory notices were published in the Times News Group Newspaper on 1 November 2024 and in the Victorian Government Gazette on 7 November 2024.
35. All amendment documents and supporting documents were posted onto Council's amendments C457ggee webpage during this period.
36. In response to exhibition, Council received 25 submissions. These submissions have been previously provided to the Panel.
37. Council resolution regarding the submissions
38. On 25 February 2025 Council considered a report on the submissions and made the following decision:

RESOLUTION – Item 2.2

Amendment

Moved Cr A Katos seconded Cr E Kontelj -

That Council, having considered all submissions to Amendment C457ggee to the Greater Geelong Planning Scheme, resolves to:

1. Request the Minister for Planning appoint an independent panel under Part 8 of the Planning and Environment Act 1987;
2. Refer all submissions to the panel; and
3. Submit to the panel its response to the submissions as outlined in this report, including the supported changes to remove the Highton Village Urban Design Framework (UDF) Framework Plan from Design and Development Overlay Schedule 52 (DDO52) and to remove the UDF as a Background document in the Planning Scheme, and also subject to reducing the maximum preferred DDO52 building height limit to 9 meters for the entire Commercial 1 zone area to maintain the character of Highton Village.

Carried

3.4 Planning Panel

39. On 26 February 2025 Council requested the Minister to appoint a Planning Panel and refer all submissions to the Panel and a Panel was appointed on 27 February 2025.

3.5 Chronology of events

40. As requested in the Panel Directions, the following is a chronology of the key events relating to current planning scheme amendment C457ggee:

Table 1. Chronology of events for Amendment C457ggee

Date	Event
2016	UDF Project set up and scope, technical reports, and referrals
November 2016	First phase of consultation – in person workshops with the community and traders
2017	Draft UDF prepared
October 2017	Second phase of consultation over six weeks - consultation on the draft UDF involving an online survey
2018	Third phase of consultation – targeted with traders on alternate options for Belle Vue Ave through workshop, survey, and online submissions
2020	Fourth phase of consultation – targeted with traders on alternate options for Belle Vue Avenue through workshop
2021	Interim Final UDF prepared
July – August 2021	Fifth phase of consultation over six weeks with consultation on the Interim Final UDF
October 2022	Council considers report recommending adoption of the UDF and support for the preparation of a planning scheme amendment to implement the development outcomes Council adopts UDF subject to changes
2023	Preparation of the planning scheme amendment, drafting of the DDO, review of potentially contaminated land for the two Council car parks to be rezoned
January 2024	Finalisation of changes to the UDF as resolved by Council
19 March 2024	Council requested Ministerial authorisation to prepare and exhibit the amendment
25 March 2024	DTP placed the amendment on further review
4 June 2024	Council was authorised to prepare and exhibit the amendment subject to conditions
29 July 2024	Council determined to defer the exhibition of this amendment until after the upcoming Council election to ensure that the proposed amendment does not conflict with the Council election period

Date	Event
31 July 2024	Council lodged an exemption request under section 5 of Ministerial Direction No. 15 to the requirements of section 4(1) by a planning authority to prepare and give notice of an amendment within 40 business days after authorisation
5 August 2024	Exemption request granted by DTP delegate conditional on the amendment being exhibited as soon as possible following the result of the Council election on 26 October 2024
31 October – 9 December 2024	Amendment C457ggee was placed on exhibition Notices sent for exhibition of Amendment C457ggee
7 November 2024	Notice of exhibition published in the Government Gazette
25 February 2025	Council considered a report on submissions and resolved to refer them to an independent panel to review all submissions Council also resolved to change the amendment
26 February 2025	Council submitted the request for a panel
31 March 2025	Directions hearing held
6 May 2025	Panel Hearing to be held

4 CONDITIONS OF MINISTERIAL AUTHORISATION

41. Panel Direction 7c asks Council to document the summary of conditions of authorisation and how they have been met.
42. On 4 June 2024 under delegation from the Minister, Council was authorised to prepare and exhibition Amendment C457ggee subject to the following conditions (see Appendix 1 for the Authorisation letter and the accompanying track changes documents):
- Council must submit a supporting document which outlines the strategic basis of proposed Clause 16.01-2L. These details are also to be included in the exhibited Explanatory Report.
 - Include the rezoning to Commercial 1 Zone of Belle Vue Avenue, part of Taylor Court and the laneway to the east of Belle Vue Avenue.
 - Remove the parcel of land at the rear of 15 Belle Vue Avenue, being Lot 2 of LP92525, from the DDO52.
 - Revise the Explanatory Report and Instruction Sheet in accordance with the attached track-changes documents.
 - Revise the proposed DDO52 Schedule generally as outlined below, and the previous comments/edits provided by Department of Transport and Planning (DTP) officers:
 - Where practical, consolidating the information on Maps 2 – 4 into a single map.
 - Including a table to more clearly show preferred setbacks, street wall heights, and building heights, similar to the DDO exhibited as part of Amendment C432ggee; and
 - Correcting language and formatting errors.
43. Council amended the documents including the explanatory report, instruction sheet, proposed planning scheme maps, proposed DDO52 in accordance with DTP officer comments and previous advice.
44. Council chose to consolidate the information from maps 2-4 into two maps rather than one single map due to legibility issues. Council consolidated maps 2 and 3 into a single map, retaining map 4 as a stand-alone map.

45. Council submitted a supporting document to DTP accompanying the exhibition request to outline the basis for the proposed new clause 16.01-2L. This document was placed on exhibition and has been provided to the Panel at the time of the panel request.

5 STRATEGIC CONTEXT

5.1 Strategic Assessment

46. Panel Direction 7d asks Council to provide a summary of the strategic context for the Amendment, including relevant planning policies and provisions.
47. Minister's Direction No. 11 requires a planning authority to evaluate and discuss how an amendment addresses several strategic considerations. What should be considered as part of the Direction is explained in the Practice Note 46 (May 2017): "Strategic Assessment Guidelines for preparing and evaluating planning scheme amendments." The exhibited Explanatory Report includes a Strategic Assessment, and this is the basis for the response to the Strategic Assessment Guidelines.
48. The Amendment implements the following objectives of planning in Victoria set out in section 4(1) of the Act:
49. The amendment gives effect to and is consistent with the following objectives of the Planning and Environment Act 1987:
- (a) *To provide for the fair, orderly, economic and sustainable use, and the development of land.*
 - (b) *To secure a pleasant, efficient, and safe working, living and recreation environment for all Victorians and visitors to Victoria.*
 - (c) *To balance the present and future interests of all Victorians.*
50. This amendment will achieve these objectives by implementing a well-planned framework and requirements for development in the commercial centre of Highton that addresses the needs of the existing and future community of Highton.
51. The amendment introduces new development provisions for the centre to create a place where the community can live, work, and play safely. The new provisions will guide future growth and development of the centre to enhance the current feel and experience.
52. The DDO52 seeks to ensure that new development is compatible with the village atmosphere of the centre whilst providing for the future growth that is required to provide more floorspace.

5.2 Consideration against the Planning Policy Framework

53. This section builds on the assessment in the Explanatory Report about how the amendment implements/supports the Planning Policy Framework.
54. The proposed amendment has been assessed against the relevant objectives and strategies of the PPF:
55. **Clause 11.03-1S Activity Centres** seeks to encourage the concentration of major retail, commercial, residential, administrative, entertainment and cultural developments into activity centres that are accessible to the community.
56. The amendment applies to the land in the commercial areas of Highton Village. It proposes to rezone current commercial car parks to the C1Z and the adjoining road reserves in Belle Vue Avenue and part of Taylor Court and the abutting laneway to the east.
57. **Clause 11.03-1L Activity Centres** supports the role and function and the continued diversification over time of centres in the Geelong Retail Centre hierarchy. It seeks to achieve this through several strategies including encouraging a mix of uses, supporting accommodation uses above ground floor level, encouraging redevelopment of car parking areas for commercial and residential uses, supporting increased intensity and vertical growth of centres, and encouraging development that supports a diversity of retail forms.
58. This amendment introduces a new DDO52 to provide guidance on built form that can accommodate above-ground floor level accommodation, allows development to support active uses along ground floor frontages and contains development opportunities to support maintaining the neighbourhood centre level role within the retail hierarchy.
59. The Highton Village UDF has identified a key redevelopment site at the northern end of the 19 Belle Vue Avenue car park. This offers a long-term opportunity to provide a 'book end' development to the existing shops. Any new development of this site should address both Belle Vue Avenue and the car park and would accommodate a mix of uses. There is no current planned development for this site.
60. **Clause 13.04-1S Contaminated and potentially contaminated land** seeks to ensure that contaminated and potentially contaminated land (PCL) is used and developed safely.

61. An analysis of the history, available information and local circumstances of the land proposed for rezoning in this amendment, the land would not be affected by the PCL provisions.
62. **Clause 15.01 -1S Urban design** seeks to create urban environments that are safe, healthy, functional, and enjoyable and that contribute to a sense of place and cultural identity. It does so by requiring development to respond to its context in terms of character, cultural identity, surrounding landscape, and climate.
63. This amendment reinforces this aim of the Clause by including built form provisions that respect the low-rise nature of the centre, prioritising a pedestrian friendly environment, the inclusion of landscaping and sensitivities towards the surrounding built residential areas.
64. **Clause 15.01-1L-01 Development in activity centres** includes strategies to ensure development respects adjacent sensitive land uses, provides visually interesting and active street frontages, encourages parking to the side or rear of a centre, provides landscaping in front setbacks and ensures safe and convenient pedestrian connections.
65. The Highton Village UDF and the application of the DDO52 support these strategies through targeted built form controls and will complement the existing requirements of the C1Z.
66. **Clause 15.01-2S Building design** seeks to achieve design and siting outcomes that make a positive impact on the local context, enhance the public realm, and support sustainable development.
67. This amendment seeks to achieve the same outcomes for Highton Village through the UDF implementation and a DDO52. Many strategies of this clause are achieved by the DDO52 including for example minimising the detrimental impact of development on neighbouring properties, the public realm, and the natural environment.
68. **Clause 15.01-5S Neighbourhood character** recognises, supports, and protects neighbourhood character, cultural identity, and a sense of place.
69. The DDO52 and its built form provisions have been developed from a detailed built form analysis and community engagement. This analysis is represented in the Highton UDF and aims to manage future development in a way that recognises and responds to the character of Highton Village.

70. **Clause 16.01-1S Housing supply** seeks to facilitate well-located, integrated, and diverse housing that meets community needs.
71. The UDF and DDO52 outlines opportunities for new mixed-use development up to four storeys within the centre including the development of residential premises above ground level active uses. This is expected to complement the lower density of the surrounding Highton residential area.
72. **Clause 16.01-1L-02 Increased housing diversity area** applies to residential land located in and around the neighbourhood activity centres across the municipality including at Highton Village, with the objectives to evolve the character of the area through more intensive development, supporting development that makes a positive architectural and urban contribution to the area and promotes pedestrian safety.
73. The general strategy for maximising housing opportunity in the Highton IDHA is to accommodate high density housing in the activity centre with medium density housing in the residential areas. Built form strategies encourage development that includes measures to achieve visual interest, sympathetic designs, discourage storage within the secluded open space. Building height strategies include designing development to reduce dominance of the building from the streetscape and adjoining properties and encouraging development of up to three stories on larger sites abutting the activity centre. This Clause also encourages the consolidation of lots to increase development potential and discourage the fragmentation of sites and underdevelopment. Car parking strategies seek to locate car parking structures behind the line of the front façade, reduce their visual dominance and minimise the number of vehicle crossings.
74. DDO52 aims to achieve these strategies while also preserving the existing look and feel of Highton Village and avoiding the overdevelopment of the commercial centre based on the community aspirations gained through the UDF consultation process. The Highton Village UDF has sought to limit height along the Belle Vue Avenue frontage within the activity centre to two storeys. This will affect the opportunity to accommodate more and higher density housing and contrast to the surrounding GRZ4 areas of the IHDA which encourages development up to three storeys in height. Overtime the central, core street of the commercial centre of the IHDA may have a lower development height than that of the edges of the commercial area and the surrounding residential component. This

has come about through Council seeking to preserve the existing look and feel and avoiding overdevelopment of the centre of the commercial centre based on the community aspirations gained through the UDF consultation process.

75. The DDO, combined with other provisions of the planning scheme, promotes new development to prioritise pedestrian movements and remove conflict with vehicles.
76. **Clause 16.01-2S Housing affordability** seeks to deliver more affordable and social housing closer to jobs, transport, and services.
77. Housing affordability and the supply of social housing is one of the key issues front of mind for the planning actions undertaken by the City of Greater Geelong. One of the key strategies of the City's Social Housing Plan is to enable the delivery of more social housing supply through negotiation for a meaningful developer contribution and inclusion of social housing in all new private developments where rezoning and planning approvals add value to land.
78. Amendment C457ggee includes a policy element to encourage social and affordable housing contribution as part of any residential development within Highton Village. The Planning Policy Framework of the Planning Scheme already includes support for social and affordable housing, and this is actively being encouraged by the State Government's Housing Statement. The inclusion of a local policy element that is specific to Amendment C457ggee will further bring alignment between state policy objectives in housing, local policy in the IHDA and opportunity to provide certainty in triggering negotiations for site specific inclusion of social and affordable housing.
79. **Clause 17.02-1S Business** encourages development that meets the community's needs for retail, entertainment, office, and other commercial services.
80. The DDO52 built form provisions will provide certainty to the local community about the scale and form of new development in their neighbourhood centre. This will provide opportunities for new commercial, retail, and other services in an activity centre that is centrally located to the Highton community. The built form controls encourage ground floor development that provides active frontages to further enhance the commercial and pedestrian activation of the centre.

81. **Clause 18.02 Movement networks** seek to facilitate efficient and safe walking and cycling networks and increase the proportion of trips made by these active transport modes through well planned, safe, connected, comfortable and accessible routes.
82. The UDF has addressed movement and transport both within and to the Village. The UDF seeks to ensure pedestrian and cyclist amenity, increase the attractiveness and safety of the key pedestrian routes within the centre, provide the right amount of short- and long-term parking for staff and customers, promote sustainable transport choices, promote safety within the centre, promote the convenience of public transport and manage car parking intrusion into residential areas.
83. The DDO52 reinforces these objectives through prioritising the pedestrian environment and encouraging active frontages at ground floor level, locating vehicle access and car parking at the rear of buildings, incorporating reduced or shared parking amenities where possible and supporting active transport through bicycle parking and change facilities.

5.3 Consideration against other Amendments

84. Direction 7d(ii) of the Panel Directions asks Council to provide a summary of any recently approved or upcoming granted permits that might impact on this amendment.
85. A review of local planning policy and the housing framework has been undertaken by Council and its consultants as required by Section 12B of the *Planning and Environment Act 1987*.
86. Council adopted the recommendations of the Local Policy Review (2023) and Housing Framework Review (2024) on 23 July 2024 and authorised the preparation of a planning scheme amendment to introduce the proposed changes into the planning scheme.
87. Council is currently preparing documentation for **Amendment C469ggee - Planning Policy Framework Review and Housing Framework Review** which looks to implement the Local Policy Review and Housing Framework Review.
88. A summary of the proposed changes to the Greater Geelong Planning Scheme that are relevant to Amendment C457ggee are as follows:
- Update Clause 02.03 to use the Social Housing Plan 2020-2021 to include affordable housing strategic directions at Clause 02.03-6.
 - Update Clause 16 to implement the Social Housing Plan.
 - Update residential zone schedules in accordance with the Housing Framework Review.
89. Aside from the above, there are no location specific recommendations or changes in the PPF Review that affect Highton Village.

6 RELEVANT PERMIT APPLICATIONS

90. Direction 7e of the Panel Directions asks Council to provide a summary of any permit applications or recently granted permits that might impact on the Amendment.
91. We have reviewed the Planning Register for any relevant permit applications. There are no current permit applications that would be affected by Amendment C457ggee.
92. The following planning permit issued in August 2022 would be the most recent relevant permit associated with buildings and works for the centre.
93. Planning Permit No. PP-510–2022 applies to 73 Barrabool Road Highton, the site of the former Commonwealth Bank, see Figure 6.

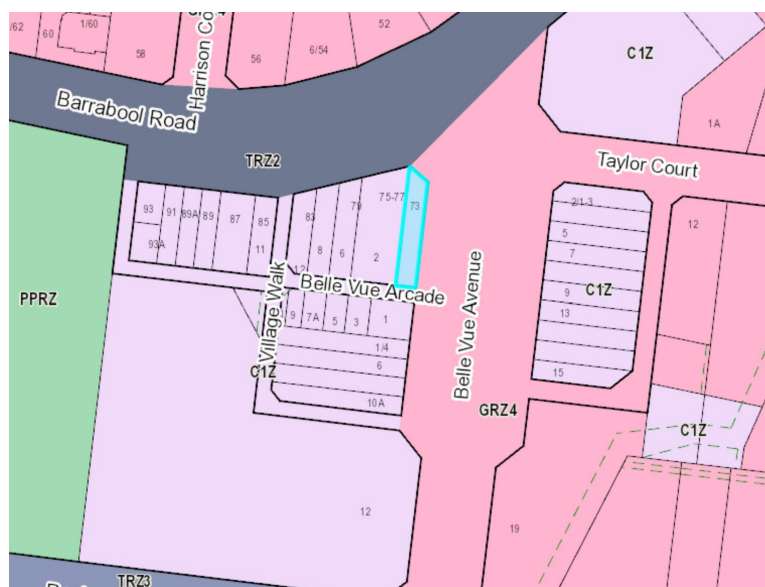


Figure 6 – Location of PP-510-2022

94. The permit allows for construction of a mixed-use commercial building and reduction of car parking requirement.
95. The current building onsite will be demolished (this does not trigger a planning permit for demolition)
96. The proposed development will be a 3-storey space that will be 11.5 metres in height. The ground floor will be developed as a retail tenancy being 102 square metres and an office area of twenty-seven square metres. With one fronting Barrabool Road and the other facing Belle Vue Arcade.
97. The first floor will be developed as office space being 150 square metres. This floor will be built to the Barrabool and Belle Vue Ave boundaries and setback 2.98 metre from the south title boundary. The

second floor will also be developed as office space being 112 square metres. This level is setback 8.41 metres from Barrabool Road and 8.11 metres from Belle Vue Ave with two balconies to the north and south.

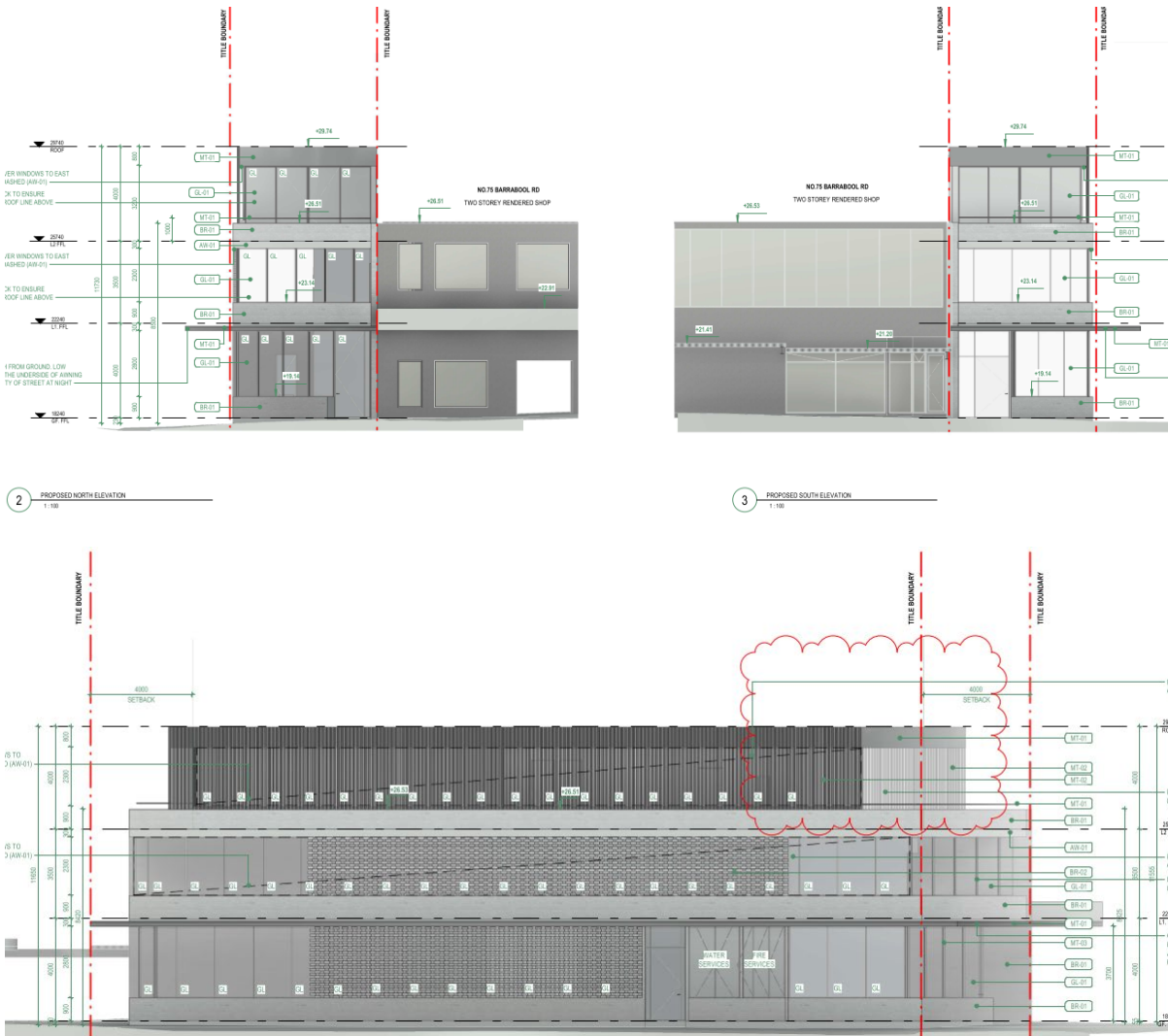


Figure 7 – Development proposed by PP-510-2022

98. On 7 September 2022, Council granted a permit for the redevelopment.

7 DIRECTIONS HEARING CLARIFICATIONS

7.1 Clarification of Land East of Belle Vue Avenue

99. During the Directions Hearing the Panel requested Council to clarify the zoning and overlay status of the land to the east side of the Belle Vue Avenue shops.

100. Council's authorisation application included the proposed rezoning of the Council car parks and the application of the DDO52 as shown in figure 8.

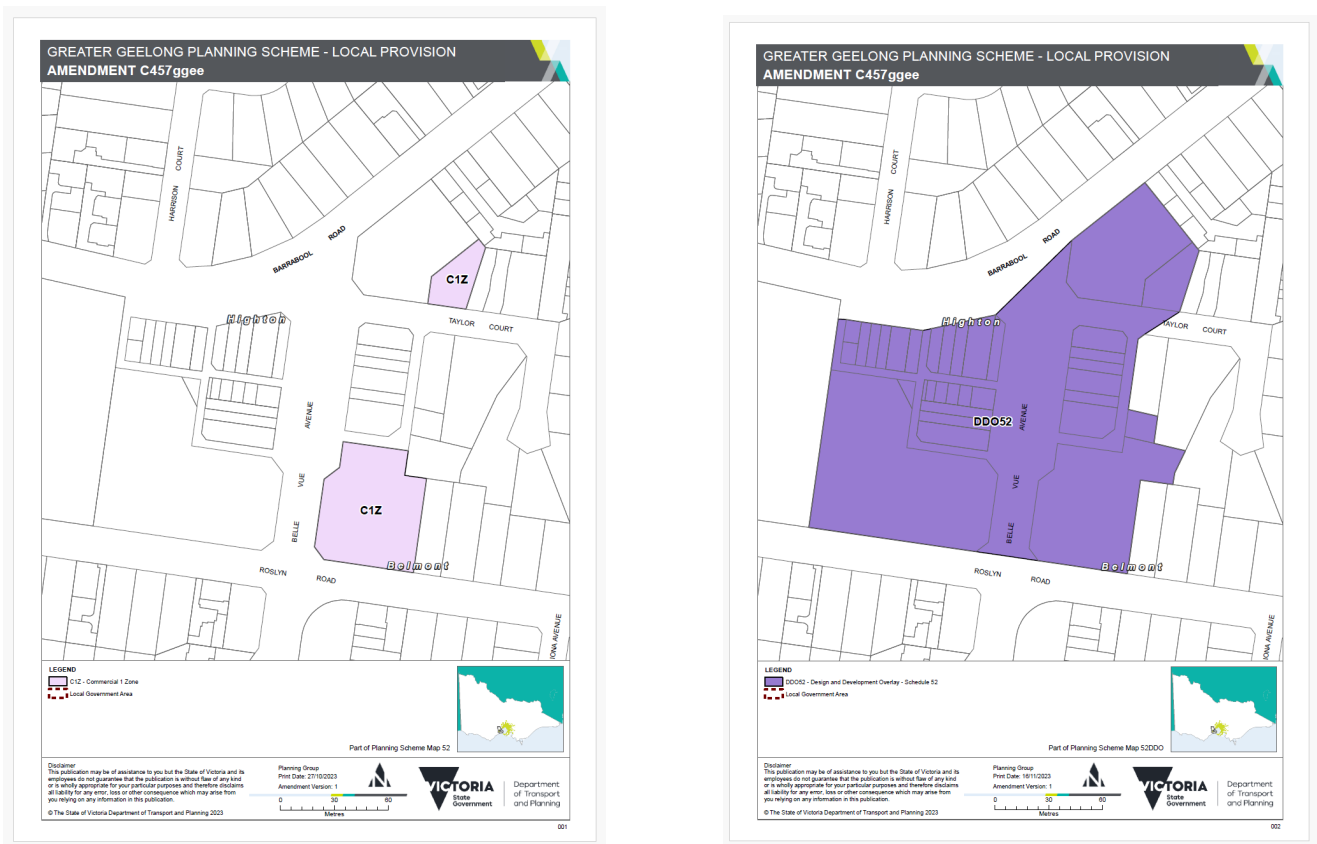


Figure 8 – Zoning and DDO52 Maps in Authorisation Application

101. Authorisation conditions for the amendment addressed two changes for exhibition:

- Include the rezoning to Commercial 1 Zone of Belle Vue Avenue, part of Taylor Court and the laneway to the east of Belle Vue Avenue
- Remove the parcel of land at the rear of 15 Belle Vue Avenue, being Lot 2 of LP92525, from the DDO52

102. 19 Belle Vue Avenue Belmont comprises the following: Lot 3 LP74202, Lot 4 LP74202, Lot 21

LP42956, and Lot 22 LP42956. The eastern most part of 15 Belle Vue Avenue is east of the laneway

at the rear of Belle Vue Avenue and lies immediately to the north of Lot 3 LP74202 and is known as Lot 2 LP92525. Refer to Figure 9.

103. Lots 3 and 4 of LP74202 are already zoned C1Z. Lot 3 lot forms part of the current car park. Lot 4 is vacant, undeveloped land.

104. The extent of the proposed DDO52 was planned by Council to align with the study area extent of the UDF. This was scaled back for exhibition to address the authorisation condition listed above.



Figure 9 – Lots for 15 and 19 Belle Vue Avenue

7.2 Address Clarification

105. During the Directions Hearing, Mr Nardi sought clarification of property addresses.

106. The Council car park located on the eastern side of the southern end of Belle Vue Ave is listed in Councils GIS as 19 Belle Vue Avenue, Belmont.

107. The land owned by Mr Nardi is listed in Council's GIS as 15 Belle Vue Avenue, Highton. Refer to Figure 10 for this extent.

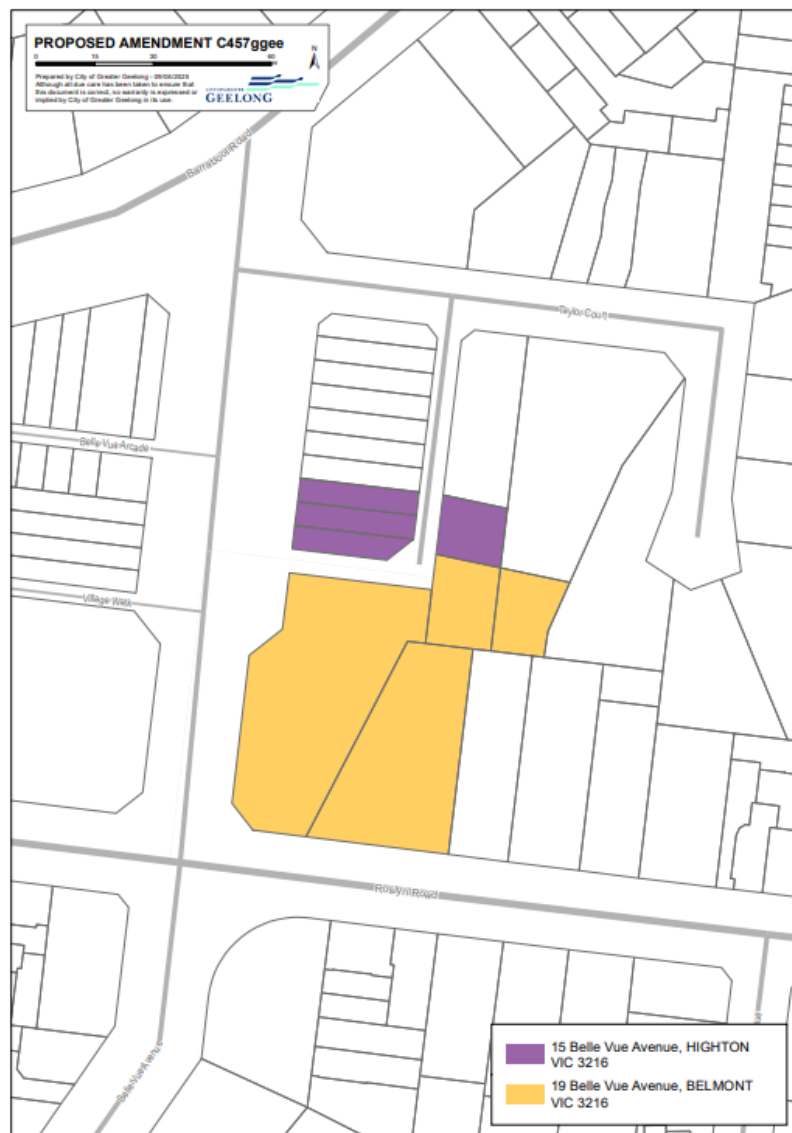


Figure 10 – 15 Belle Vue Avenue, Highton and 19 Belle Vue Avenue, Belmont

8 SUMMARY OF ISSUES RAISED IN SUBMISSIONS

108. The Panel Direction 7f requests a summary of the issues raised in submissions, including an explanation of which (if any) of those issues have been resolved and how.

109. The Council Report of 25 February 2025 provides a detailed summary of the key issues raised in submissions and Council Officers response to each of the issues.

110. The key issues raised in submissions were grouped under the following themes:

8.1 AMENDMENT SPECIFIC ISSUES

- **Height of development**

111. Objection to the maximum 4-storey height limit for the following reasons:

- a) preferring a nine metre/two storey or three-storey height for new development
- b) loss of visual amenity
- c) allows for over-development.

112. **Council has resolved** to accept this point of submission by reducing the preferred maximum height across Highton Village to nine metres/ two storeys.

- **Change to Character of Highton Village**

113. Objection to the loss of the character of Highton Village from new, higher development and expansion onto the potential development sites.

114. **Council has partially resolved this point** by reducing the preferred maximum height across Highton Village to nine metres/ two storeys.

- **Overshadowing**

115. Objection to the proposed four storeys on the ground that it may have a potential shadowing effect in winter for the low-rise residential properties on the south side of Roslyn Road.

116. **Council has resolved** this point of submission by reducing the preferred maximum height across Highton Village to nine metres/ two storeys.

- **Rezoning of Council Car Parks to Commercial 1 Zone**

117. Objection to the rezoning of the two Council car parks and the road reserves to Commercial 1 Zone for the following reasons that rezoning will lead to:

- a) multi-storey, paid car parking
- b) be less safe
- c) Council sell/lease the land
- d) changes to the rates for adjoining owners, particularly for traders on the eastern side Belle Vue.

- **Traffic Impacts on Highton Village**

118. Objection to the traffic impact generated from new development and need for a traffic management study.

119. Objection to the proposal on map 3 in the DDO52 for an exit south from the Woolworths site onto Roslyn Road.

- **Affordable Housing Local Policy**

120. Objection to the local policy for the following reasons:

- a) a five percent contribution is insufficient.
- b) no detail on where residents will park.
- c) Affordable housing will change the feel and structure of the Village
- d) social and affordable housing does not fit the Village and should be in residential areas only.

- **Timing of exhibition**

121. Objection to the exhibition of the amendment timing during caretaken period and in December.

8.2 UDF SPECIFIC ISSUES

- **Loss of Car Parking from Highton Village**

122. Objection to the loss of car parking available in Highton Village.

123. Objection to the replacement of at-grade parking with multi-level car parks.

- **Potential Development sites**

124. Objection to the potential development sites on either side of the southern end of Belle Vue Avenue for the following reasons:

- a) impact on the character of Highton Village.
- b) overdevelopment by short term development interests.
- c) No need for additional floorspace due to current vacancies
- d) Potential for oversupply of floorspace and impact on existing business operators
- e) Loss of current car parking space
- f) Negative impact to the laneway to the south of or adjacent to Nardi's Cellarbrations impacting car and truck access for deliveries.

125. **Council has partially resolved this point** by removing the Framework Plan from the DDO52 and removing the UDF as a background document.

- **No Additional Pedestrian Crossings**

126. Objection to any additional pedestrian crossings in Belle Vue Avenue for the following reasons:

- a) impede traffic flow.
- b) increase congestion.
- c) frustrate drivers.
- d) pose a safety risk to pedestrians.

127. **Council has resolved to correct the Framework Plan in the UDF** to delete the additional pedestrian crossings in Belle Vue Avenue.

- **Belle Vue Avenue/Barrabool Road intersection**

128. Objection to any changes to the Barrabool Road – Belle Vue Avenue intersection preferring it to remain in its current state, including retention of the clock tower.

129. DTP may require a detailed Traffic and Transport Impact Assessment (TTIA) study to support any intersection upgrades.

130. **Council has resolved to correct the Framework Plan in the UDF** to delete the intersection upgrade of Belle Vue Avenue and Barrabool Road.

- **Loss Of Public Facilities**

131. Objection to the loss of the public toilets affected by the potential development site on the southeastern end of Belle Vue Avenue.

132. Objection to any changes to the current location of the Highton library.

- **Maintain the Basics of Highton Village**

133. Objection on the grounds that Council should focus on basics of repairs and maintenance of the existing Centre rather than changes to Highton Village.

9 CHANGES TO THE AMENDMENT IN RESPONSE TO SUBMISSIONS

134. Direction 7f of the Panel Directions requests Council to list any changes to the Amendment in response to submissions.

135. The Council Report on considering submissions (25 February 2025) discussed several proposed changes to the Amendment in response to submissions. The Council resolution also included changes to the amendment.

136. The Council resolution to change the amendment to include lower height across the Highton Village to 9 metres/2 storeys has led Council officers to make commensurate changes to table 1 in the DDO52 that affect the public open space interface and maps 2 and 3.

137. These changes will be included in the Day 1 amendment to be circulated on Monday 5 May 2025.

138. Table 2 lists the proposed changes to the Amendment.

Table 2 – Changes to the Amendment in response to submissions and Council resolution

Corrections to the Highton Urban Design Framework		
Amendment document	Issue raised	Proposed change in response to submissions
Schedule 52 to Clause 43.02 (DDO52)	Height of development across the Highton Village	<ul style="list-style-type: none"> Amend table 1 to reduce the maximum preferred height for all areas 9 metres/2 storeys Amend map 2 to colour the whole centre pink (9 metres/2 storeys) and corresponding legend change
Schedule 52 to Clause 43.02 (DDO52)	Consequential changes resulting from reduced maximum preferred height	<ul style="list-style-type: none"> Amend Table 1 to remove Interface Type B and Public Open Space Interface as these will be the same as Interface Type A Update the ground level setback for Interface Type A to be 'retain existing or 0 metres' Amend map 2 to delete the Interface Type B and Public Open Space Interface and corresponding legend changes
Schedule 52 to Clause 43.02 (DDO52)	Highton Village UDF Framework Plan as Map 1 in the DDO52	<ul style="list-style-type: none"> Delete Map 1 Framework Plan from the DDO52 Remove the General Requirement clause for buildings and works to be

		<p>in accordance with the Framework Plan</p> <ul style="list-style-type: none"> • Add road names to Maps 2 and 3 • Delete the reference to Map 1 from the third Building Design requirement and instead add the landmark to map 2 marked with an asterisk * • Add the active frontages to Map 2 • Delete the second decision guideline as the Framework Plan is removed • Renumber Map 2 to Map 1 • Renumber Map 3 to Map 2 • Update any map numbering references in the DDO52 to the renumbered map numbers
Clause 16.01-2L.	Inclusion of the Highton Village UDF as the policy document	Delete the Highton Village UDF as the policy document to this new clause
Schedule to Clause 72.08 Background Documents	Inclusion of the Highton Village UDF as a background document	Delete the Highton Village UDF as a background document

139. Council has reviewed the UDF to identify errors that need correction as outlined in Table 3. These changes will only be made at the time of adoption of this planning scheme amendment.

Table 3 – Corrections to the UDF

Corrections to the Highton Urban Design Framework		
Section	Change to the UDF	Page Number
Framework	Update Figure 09 Framework Plan to delete two pedestrian crossings on Belle Vue Avenue	31
Framework	Update Figure 09 Framework Plan to remove the intersection upgrade designation from the map and the legend	31
Multiple sections	Update the preferred maximum building height to 9 metres/2 storeys throughout the UDF	Multiple pages

10 OTHER STRATEGIC MATERIAL

140. Direction 7g of the Panel Directions requests Council to provide any other strategic material that Council intends to rely upon in support of the Amendment that has not yet been provided, or that might assist the Panel in its consideration of the Amendment.

141. Council provides the following strategic material which underpins the planning directions in the UDF and C457ggee and which might assist the Panel in its considerations:

- Housing Diversity Strategy 2007
- The City's Settlement Strategy 2020
- Social Housing Plan 2020-2014
- Retail Strategy 2020-2036

142. A summary of the supporting strategic material and its relevance to the Amendment is below:

10.1 Housing Diversity Strategy 2007

143. Highton is identified as an Increased Housing Diversity Area (IHDA) in the City's Housing Diversity Strategy, adopted in 2007. Clause 16.01 of the Greater Geelong Planning Scheme provides policy for residential land located in IHDAs. The Housing Diversity Strategy guides how urban consolidation should occur and defines three different area types with reference to the general density and type of development which each area is expected to accommodate:

- Key Development Areas: being large existing and future development areas that have the potential to accommodate significant amounts of new medium and higher housing, including mixed use development.
- Increased Housing Diversity Areas: being areas where a mix of high, medium, and conventional density housing will be encouraged.
- Incremental Change Areas: being residential areas where most new development will be in keeping with Geelong's traditional suburban character.

144. Highton Village sits within the Increased Housing Diversity Area.

145. Increased Housing Diversity Areas are areas where a mix of high, medium and conventional density housing will be encouraged, with the density of development being highest within the commercial core of the area and lower at the edge. This general concept is shown in Figure 11. Council will direct high density development to sites immediately within and adjoining the commercial core of the area and encourage the development of a mix of uses at the commercial core, including residential accommodation above ground floor level retailing and commercial uses.

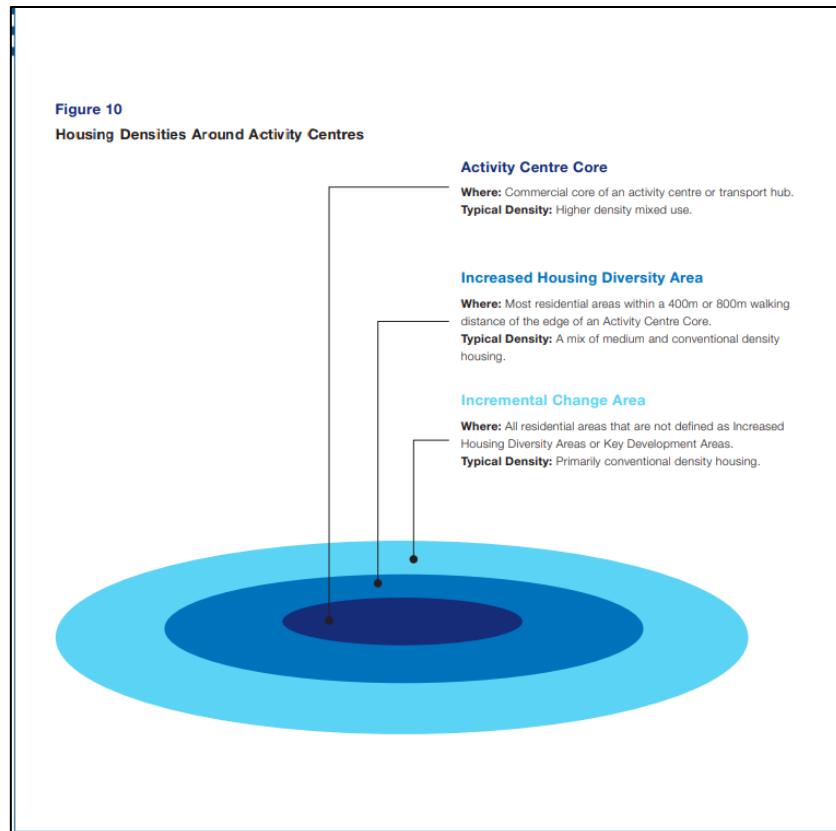


Figure 11 – Housing Densities Around Activity Centres – extract from Housing Diversity Strategy, page 34

146. As exhibited, the UDF and DDDO52 has identified the promotion of high-quality mixed-use development of up to four storeys that respects the low scale-built form of HVillage.

10.2 The City's Settlement Strategy 2020

147. The City of Greater Geelong Settlement Strategy provides a framework and gives direction on where growth and development should occur, to ensure the City can meet the housing needs of the municipality by 2036. The principles and directions relevant to the Highton Village Urban Design Framework and C457ggee are as follows:

- Direct the majority of future housing needs to urban Geelong.
- Continue to implement and build upon the Housing Diversity Strategy to increase housing diversity in existing communities.
- Facilitate infill development to increase its housing supply contribution to 50 per cent, by 2047.
- Support affordable housing in areas suitable for urban consolidation.
- Continue to support the following policy directions set out in the Housing Diversity Strategy:
 - a) Maximise opportunities for a diverse mix of housing types around activity centres in Increased Housing Diversity Areas.

148. Greater housing diversity and densities are encouraged in activity centres with medium density housing located around activity centres.

149. The UDF and amendment C457ggee are occurring in an Increased Housing Diversity Area and activity centre within established urban Geelong.

10.3 Social Housing Plan 2020 – 2041

150. Council adopted the Social Housing Plan 2020 - 2041 on 25 February 2020. The Social Housing Plan aligns with the Settlement Strategy and its overarching purpose is to facilitate an increase in the supply of social housing.

151. The Social Housing Plan states that estimated demand for social housing is 13,500 new dwellings over 21 years to 2041, including the replacement of 1,500 existing public dwellings that will come to the end of their economic life. This equates to the delivery of an average of approximately 675 social housing dwellings (or an investment of \$235 million) per annum to 2041.

152. The Social Housing Plan outlines five key goals for increasing supply of social housing across the City:

- increase the supply of social housing from the current three per cent to seven per cent of total households by 2031 (an estimated increase in supply of 6,000 dwellings) and to 10 per cent by 2040 (a further 6,000 dwellings).

- increase the supply of social housing through the provision of City owned land for social housing developments, and a new requirement for all development on City owned land to contribute to an increased supply of social housing.
- maximise State and Commonwealth investment in new social housing across the City.
- amend the Scheme to require the inclusion of social and affordable housing in new development based on identified need; and
- complete an 'Urban Refreshment' of areas of high social housing concentration to enhance the utilisation and quality of social housing and increase the liveability and social wellbeing of these areas.

153. Housing affordability and the supply of social housing is a key focus for the planning actions undertaken by Council. One of the key strategies of the City's Social Housing Plan is to enable the delivery of more social housing supply through negotiation for a meaningful developer contribution and inclusion of social housing in all new private developments where rezoning and planning approvals add value to land.

154. The PPF already includes support for social and affordable housing, and this is actively being encouraged by the State Government's Housing Statement. This amendment includes a policy element to encourage social and affordable housing contribution as part of any new residential development within Highton Village. This would be achieved through negotiation with applicants.

155. This proposed local policy specific to Highton will further bring alignment between state policy objectives, local policy and the IHDA.

156. The local policy also brings consistency with the South Geelong UDF amendment C432ggee which has similarly included such a local policy element.

10.4 Retail Strategy 2020-2036

157. The Retail Strategy was adopted by Council in 2018 and implemented into the Greater Geelong Planning Scheme on 20 May 2021 via Amendment C393ggee.

158. The Retail Strategy provided a review of current retailing trends, land use, population growth and makes recommendations for changes to planning policy.

159. The Retail Strategy identifies Highton Village as a strong performing neighbourhood centre, with significant amounts of office and community/public use.
160. In terms of the future role and opportunities for Highton, the Retail Strategy states that the *“thriving centre plays a local day-to-day retail and hospitality role within Highton. Given that the nearby Waurn Ponds and Belmont centres cover the wider catchment, it is likely that Highton will continue to play a local, neighbourhood centre role. This centre contains a Woolworths supermarket and a large number of specialty shops. Improvements to the streetscape would help improve the appearance of the centre. A small amount of floor space growth is forecast for this centre between 2016–2036.”* It has noted that a draft urban design framework for this centre had been prepared and that this *“framework has identified development opportunities that would deliver additional floor space within the centre. It also has a strong focus on streetscape upgrades, pedestrian, and traffic movements.”*
161. The relevance of this piece of strategic work is that it affirms a need for some additional retail floorspace in Highton Village by 2036 and the need to finalise the draft urban design framework.

11 APPENDICES

APPENDIX NO.	DOCUMENT TITLE
Appendix 1	Ministerial Authorisation Letter and accompanying explanatory report and instruction sheet track changes required

Appendix 1 – Authorisation for C457ggee from the Minister’s delegate



Department of Transport
and Planning

GPO Box 2392
Melbourne, VIC 3001 Australia
www.dtp.vic.gov.au

Ms Ali Wastie
Chief Executive Officer
Greater Geelong City Council
PO Box 104
GEELONG VIC 3220

Email: swilliamson@geelongcity.vic.gov.au

Dear Ms Wastie

PROPOSED GREATER GEELONG PLANNING SCHEME AMENDMENT C457ggee

I refer to the council’s application for authorisation to prepare an amendment to the Greater Geelong Planning Scheme. The submitted amendment proposes to implement the Highton Village Urban Design Framework (2024) in the Greater Geelong Planning Scheme by rezoning land comprising two council owned car parks from General Residential Zone 4 to Commercial 1 Zone, inserting Clause 16.01-2L (Social and affordable housing), applying a new Schedule 52 to Clause 43.02 Design and Development Overlay, and introducing the Highton Village UDF as a Background document.

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

- Council must submit a supporting document which outlines the strategic basis of proposed Clause 16.01-2L. These details are also to be included in the exhibited Explanatory Report.
- Include the rezoning to Commercial 1 Zone of Belle Vue Avenue, part of Taylor Court and the laneway to the east of Belle Vue Avenue.
- Remove the parcel of land at the rear of 15 Belle Vue Avenue, being Lot 2 of LP92525, from the DDO52.
- Revise the Explanatory Report and Instruction Sheet in accordance with the attached track-changes documents.
- Revise the proposed DDO52 Schedule generally as outlined below, and the previous comments/edits provided by Department of Transport and Planning (DTP) officers:
 - Where practical, consolidating the information on Maps 2 – 4 into a single map;
 - Including a table to more clearly show preferred setbacks, street wall heights, and building heights, similar to the DDO exhibited as part of Amendment C432ggee; and
 - Correcting language and formatting errors.

These conditions have been discussed with council officers.

The amendment must be submitted to the Minister for approval.

Any personal information about you or a third party in your correspondence will be protected under the provisions of the Privacy and Data Protection Act 2014. It will only be used or disclosed to appropriate Ministerial, Statutory Authority, or departmental staff in regard to the purpose for which it was provided, unless required or authorised by law. Enquiries about access to information about you held by the Department should be directed to foi.unit@delwp.vic.gov.au or FOI Unit, Department of Transport and Planning, GPO Box 3292, East Melbourne, Victoria 3001.



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

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

- giving notice of the amendment within 40 business days of receiving authorisation; and
- before notice of the amendment is given, setting Directions Hearing and Panel Hearing dates with the agreement of Planning Panels Victoria. These dates should be included in the Explanatory Report.

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

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

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

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

If you would like further information, please contact [REDACTED], Regional Planner, DTP, via email [\[REDACTED\]@delwp.vic.gov.au](mailto:[REDACTED]@delwp.vic.gov.au).

Yours sincerely



Kim McGough
Manager, Barwon South West Regional Planning Services

04/ 06/ 2024

Enc. Track-changes Explanatory Report and Instruction Sheet

Planning and Environment Act 1987

Greater Geelong Planning Scheme

Amendment C457ggee

Explanatory Report

Overview

The amendment proposes to implement the *Highton Village Urban Design Framework January 2024 (Highton UDF)* into the Greater Geelong Planning Scheme.

The proposed amendment does this by rezoning land at 19 Belle Vue Avenue and 1A Taylor Court, Highton from General Residential Zone 4 (GRZ4) to Commercial 1 Zone (C1Z), [introducing new planning policy](#), applying a Design and Development Overlay (DDO) to the commercially zoned extent of the Centre, and introducing the Highton UDF as a Background Document.

Where you may inspect this amendment

The amendment can be inspected free of charge at:

- → City of Greater Geelong's website at www.geelongcity.vic.gov.au
- → By appointment only during office hours at City of Greater Geelong, Wurriki Nyal, 137-149 Mercer Street, Geelong – Monday to Friday 8am to 5pm.
- → Department of Transport and Planning website at www.planning.vic.gov.au/public-inspection or by contacting the office on 1800-789-386 to arrange a time to view the amendment documentation.

Submissions

Any person may make a submission to the planning authority about the amendment. Submissions about the amendment must be received by (insert date) 2024.

A submission must be sent to:

The Coordinator
Strategic Implementation Unit
City of Greater Geelong
P.O. Box 104
Geelong VIC 3220; or

- → by email to amendments@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

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hearing dates have been set for this amendment.

•→ directions hearing: In the week commencing (insert date) 2024.

•→ panel hearing: In the week commencing (insert date) 2024.

Details of the amendment

Who is the planning authority?

The **proposed** amendment has been prepared by the Greater Geelong City Council, which is the planning authority for this **proposed** amendment.

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

Land affected by the amendment

The **proposed** amendment applies to **land within** the Highton Village Shopping Centre as shown in Figure 1.

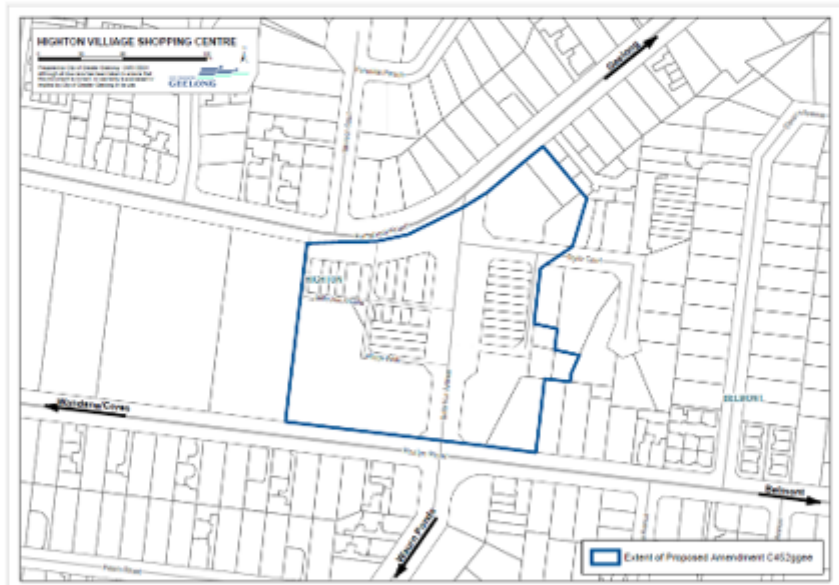


Figure 1 – Land affected by the proposed amendment.

A mapping reference table providing further information about the land affected by this **proposed** amendment is attached at Attachment 1 to this Explanatory Report.

What the amendment does

The **proposed** amendment seeks to implement the Highton Village UDF into the Greater Geelong Planning Scheme by introducing new planning policy, rezoning land

in the Highton Village Shopping Centre to Commercial 1 Zone (C1Z), applying the Design and Development Overlay Schedule 52 (DDO52) and introducing the Highton Village UDF as a Background Document.

Specifically, the proposed amendment makes the following changes proposed to:

Zoning Maps

- Amends Planning Scheme Map No. 52 to rezone the land two council-owned car parks at 19 Belle Vue Avenue and 1A Taylor Court, Highton from General Residential Zone 4 (GRZ4) to Commercial 1 Zone (C1Z).

Overlay Maps

- Amends Planning Scheme Map No. 52 DDO to apply the Design and Development Overlay Schedule 52 (DDO52) to all land within the Highton Village Shopping Centre.

Planning Scheme Ordinance

- Inserts Clause 16.01-2L (Social and affordable housing) into the Greater Geelong Planning Scheme to facilitate the delivery of affordable housing in line with State and Regional Policy.
- Inserts Schedule 52 to Clause 43.02 Design and Development Overlay.
- Amends the Schedule to Clause 72.08 (Background Documents) to insert the Highton Village Urban Design Framework (January 2024) as a Background Document.

Strategic assessment of the amendment

Why is the amendment required?

Highton Village is one of twenty-four neighbourhood activity centres across Greater Geelong, with the broader suburb of Highton-Wandana Heights-Ceres home to an estimated 21,244 residents (ABS census 2016).

Highton Village is located 5km from Central Geelong on Barrabool Road, which is the primary movement corridor between Central Geelong, the Barwon River, and the Geelong Ring Road. Roslyn Road to the south provides access to Belmont's High Street 1.5km to the east.

Highton Village is a thriving centre that plays a local day-to-day retail and hospitality role within Highton. As the much larger centres of Waurn Ponds and Belmont cover the wider catchment, Highton will continue to serve a local, neighbourhood centre role. The Centre currently comprises 7,000sqm retail floor space with a mix of unique and independent stores offering the opportunity to continue to capitalise on the trend in retailing and consumer behaviour to seek 'experiences' rather than just a marketplace for goods and services. The Geelong Retail Strategy identifies the need for an additional 1,000sqm of floorspace in the Highton Village by 2031 to meet the shopping needs of the community. The Highton UDF identifies where this additional floorspace could be provided.

The Highton Village UDF sets out the preferred development outcomes and requirements for building heights, setbacks, and other design considerations for

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development within the activity centre. These requirements are supported by analysis and guided by sound urban design principles appropriate to the context of the centre.

The Highton Village UDF has identified two parcels of Council-owned land contained within the shopping centre and which are used and will largely be retained for car parking use within the centre. Alike other retail centres across the municipality such as Pakington Street in Geelong West and Newtown, it is appropriate to include these sites within the same C1Z as the balance of the centre. The use and future of these properties better aligns with the purpose of the C1Z than the current GRZ4. The northern portion of the 19 Belle Vue Avenue site car park is identified in the Highton Village UDF as a key development site, although there is no current redevelopment plan for the land.

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

The proposed amendment gives effect to and is consistent with the following objectives of the Planning and Environment Act 1987:

(a) To provide for the fair, orderly, economic and sustainable use, and the development of land.

This proposed amendment will achieve this by implementing a well-planned framework and requirements for development in the commercial centre of Highton that addresses the needs of the existing and future community of Highton.

(b) To secure a pleasant, efficient, and safe working, living and recreation environment for all Victorians and visitors to Victoria.

The proposed amendment introduces new development provisions for the centre to create a place where the community can live, work, and play safely. The new provisions will guide future growth and development of the centre to enhance the current feel and experience.

(c) To balance the present and future interests of all Victorians.

The proposed new Schedule 52 to the Design and Development Overlay DDO52 seeks to ensure that new development is compatible with the village atmosphere of the centre whilst providing for the future growth that is required to provide more floorspace.

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

Environmental Effects

The proposed amendment is expected to have a positive impact on the environment by ensuring that new development is responsive to the local context and providing built form controls that will guide new and infill development.

The UDF features "retain and enhance the tree canopy and greenery of the Village", "encourage Environmentally Sustainable Design (ESD) in the architecture and design of buildings and public spaces", and "improve pedestrian and cyclist safety and amenity when designing new streets and buildings" as some of its core urban design guiding principles. These have important environmental benefits for the Highton



Skye K Knight (DEECA)



Include here detail of the rezoning of Belle Vue Avenue, laneway and part of Taylor Court to C1Z, as required by authorisation.

Reply

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community.¶

A component of this **proposed** amendment involves the rezoning from GRZ4 to C1Z of Council-owned land which is currently used as Council-provided car parks for the shopping centre (1A Taylor Court and 19 Belle Vue Avenue). A 'sensitive use', 'children's playground' and 'secondary school' are all allowed for in the current GRZ4 as well as in the proposed C1Z.¶

Council followed the 4-step process outlined in the *Summary Guide for Planning for potentially contaminated land* to consider if the land may be potentially contaminated, triggering the requirements of Ministerial Directions 1 and 19.¶

Both sites proposed for rezoning have been used as sealed car parks for the shopping centre for over 30 years. Car parking is not a land use identified in the Planning Practice Note 30 (PPN30) as a high or medium potentially contaminating land use. Surrounding uses to these two sites include retail, hospitality and residential, all of which are unlikely to have a detrimental or contaminating effect on the **proposed rezoning** land. An Environmental Audit Overlay (EAO) does not apply to the proposed rezoning sites or to any of the surrounding commercial or residential areas. There is no recorded environmental audit for either site. A former service station operated at 65-71 Barrabool Road, Highton, adjoining 1A Taylor Court, until 2002 when a planning permit was issued for an office and retail complex. Environmental Health Australia (EHS) Pty Ltd undertook an environmental site assessment following removal of underground storage tanks at this site concluding that the site was suitable for commercial use, with limited soil contamination detected, contaminated soil removed and conclusions that the groundwater status of the site was unlikely to transport isolated spill-off site.¶

Based on the analysis of the history, available information and local circumstances, the land ~~subject of the rezoning component of this amendment~~ **proposed for rezoning would** ~~is not be~~ affected by the potentially contaminated land (PCL) provisions. ~~These land parcels are proposed to be rezoned~~ **from GRZ4 to C1Z** ~~the General Residential Zone 4 to the Commercial 1 Zone. This is~~ **does not change** the sensitive uses, children's playgrounds or secondary schools that are allowed either as of right or by a planning permit. ~~Specially for~~ **The** 1A Taylor Court site, ~~the land~~ is encumbered by a Section 173 Agreement on title requiring the land to continue to be used for car parking associated with nearby retail premises. An additional measure of oversight is that the City is the owner of these properties and has control over any future proposals for 19 Belle Vue Avenue through its landowner status and responsibilities and obligations when selling land.¶

Social¶

The **proposed** amendment provides direction to the local community about the future development parameters and growth of the centre. Implementing the Highton UDF will ensure that excellent design and built form outcomes are to be achieved in any new development of the centre.¶

Improvements to the public realm of the Highton Village Shopping Centre through encouraging active frontages and improving pedestrian and cycling amenities will also lead to positive social effects and outcomes for customers, staff, and the wider community.¶

The City undertook five phases of community consultation on the Highton Village Shopping Centre between 2016 and 2021. This ranged from in-person workshops to

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on-line survey/submissions and input from external stakeholders. The UDF has responded to this consultation and is implementing the community aspirations for this [local neighbourhood](#) activity centre.

The amendment will generate positive social benefits by increasing affordable and social housing [diversity](#) in Highton Village.

Economic

The [proposed](#) amendment will guide the future development of the centre as it grows to accommodate additional floorspace. This will benefit the needs of the local community and provide continued access to the daily retail and services sought by residents. Additional growth of the centre will also increase local job availability.

Does the amendment address relevant bushfire risk?

Highton Village and the surrounding built residential area is not located in an area of identified bushfire risk. The location is also remote from the Barwon River corridor.

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

Ministerial Direction – The Form and Content of Planning Schemes

All schedules and consequential changes to local planning provisions in the amendment have been prepared in accordance with applicable style guides, formatting and layout as specified in the Ministerial Direction – The Form and Content of Planning Schemes.

Ministerial Direction No. 1 – Potentially Contaminated Land

An analysis of the history, available information and local circumstances of the land proposed for rezoning in this amendment, has deemed that it is not affected by the PCL provisions.

Ministerial Direction No. 11 – Strategic Assessment of Amendments

This explanatory report has been prepared in accordance with the strategic assessment requirements. This [proposed](#) amendment complies with Ministerial Direction No. 11 Strategic Assessment of amendments under section 12 of the Planning and Environment Act 1987. The [proposed](#) amendment is consistent with this direction which ensures a comprehensive strategic evaluation of a planning scheme amendment and the outcomes it produces.

Ministerial Direction No. 15 – Planning Scheme Amendment Process

This planning scheme amendment has been prepared in accordance with this direction.

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

The [proposed](#) amendment is consistent with the following clauses of the Planning Policy Framework and will assist in achieving their intent:

11.03-1S Activity Centres – this clause seeks to encourage the concentration of major retail, commercial, residential, administrative, entertainment and cultural

developments into activity centres that are accessible to the community.¶

The **proposed** amendment applies to the land in the commercial areas of the Highton Village **Shopping Centre**. It proposes to only rezone current commercial car parks to the C1Z.¶

11.03-1L Activity Centres – ¶this Clause supports the role and function and the continued diversification over time of centres in the Geelong Retail Centre hierarchy. It seeks to achieve this through several strategies including encouraging a mix of uses, supporting accommodation uses above ground floor level, encouraging redevelopment of car parking areas for commercial and residential uses, supporting increased intensity and vertical growth of centres, and encouraging development that supports a diversity of retail forms.¶

This **proposed** amendment **will** introduce **a new** DDO52 to provide guidance on built form that can accommodate above-ground floor level accommodation, allows development to support active uses along ground floor frontages and contains development opportunities to support maintaining the neighbourhood centre level role within the retail hierarchy.¶

The Highton Village UDF has identified a key redevelopment site at the northern end of the 19 Belle Vue Avenue car park. This offers a long-term opportunity to provide a 'book end' development to the existing shops. Any new development of this site should address both Belle Vue Avenue and the car park and would accommodate a mix of uses. There is no current planned development for this site.¶

Clause 13.04-1S Contaminated and potentially contaminated land – seeks to ensure that contaminated and potentially contaminated land (PCL) is used and developed safely.¶

An analysis of the history, available information and local circumstances of the land proposed for rezoning in this amendment, the land would not be affected by the PCL provisions.¶

15.01-1S Urban design – this Clause seeks to create urban environments that are safe, healthy, functional, and enjoyable and that contribute to a sense of place and cultural identity. It does so by requiring development to respond to its context in terms of character, cultural identity, surrounding landscape and climate.¶

This **proposed** amendment reinforces this aim of the Clause by including built form provisions that respect the low-rise nature of the Centre, prioritising a pedestrian-friendly environment, the inclusion of landscaping and sensitivities towards the surrounding built residential areas.¶

15.01-1L-01 Development in activity centres – includes strategies to ensure development respects adjacent sensitive land uses, provides visually interesting and active street frontages, encourages parking to the ~~to the side~~ or rear of a centre, provides ~~ing~~ landscaping in front setbacks and ~~to ensure~~ safe and convenient pedestrian connections.¶

The Highton Village UDF and the **application of the proposed** DDO52 support these strategies through targeted built form controls and will complement the existing requirements of the C1Z.¶

15.01-2S Building Design – seeks to achieve design and siting outcomes that make a positive impact on the local context, enhance the public realm, and support sustainable development.¶

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This **proposed** amendment seeks to achieve the same outcomes for Highton Village through the UDF implementation and a **new** DDO52. Many strategies of this clause are achieved by the DDO52 including for example minimising the detrimental impact of development on neighbouring properties, the public realm, and the natural environment.

15.01-5S: Neighbourhood Character – This Clause recognises, supports, and protects neighbourhood character, cultural identity, and a sense of place.

The **proposed** DDO52 and its built form provisions have been developed from a detailed built form analysis and community engagement. This analysis is represented in the Highton UDF and aims to manage future development in a way that recognises and responds to the character of the Village centre.

16.01-1S: Housing supply – seeks to facilitate well-located, integrated and diverse housing that meets community needs.

16.01-1L-02: Increased housing diversity areas – applies to the residential land located in and around the neighbourhood activity centres across the municipality including at Highton Village Shopping Centre, with the objectives to evolve the character of the area through more intensive development, supporting development that makes a positive architectural and urban contribution to the area and promotes pedestrian safety.

The general strategy for maximising housing opportunity in the Highton IDHA is to accommodate high density housing in the activity centre with medium density housing in the residential areas. Built form strategies encourage development that includes measures to achieve visual interest, sympathetic designs, discourage storage within the secluded open space. Building height strategies include designing development to reduce dominance of the building from the streetscape and adjoining properties and encouraging development of up to three stories on larger sites abutting the activity centre. This Clause also encourages the consolidation of lots to increase development potential and discourage the fragmentation of sites and underdevelopment. Car parking strategies seek to locate car parking structures behind the line of the front façade, reduce their visual dominance and minimise the number of vehicle crossings.

Proposed DDO52 **aims to mostly** achieve these strategies **while also preserving the existing look and feel of Highton Village and avoiding overdevelopment of the commercial centre based on the community aspirations gained through the UDF consultation process.** However, The Highton Village UDF has sought to limit height **along the in** Belle Vue Avenue **frontage** within the activity centre to two storeys. This will affect the opportunity to accommodate more and higher density housing and contrast to the surrounding GRZ4 areas of the IHDA which encourages development **to go** up to three storeys in height. Overtime the central, core street of the commercial centre of the IHDA **will may** have a lower development height than that of the edges of the commercial area and the surrounding residential component. This has come about through Council seeking to preserve the existing look and feel and avoiding overdevelopment of the centre of the commercial centre based on the community aspirations gained through the UDF consultation process.

The DDO, combined with other provisions of the planning scheme, promotes new design and development to prioritise pedestrian movements and remove conflict with vehicles.

Clause 16.01-2S: Housing Affordability seeks to deliver more affordable and social housing closer to jobs, transport and services. The proposed amendment includes

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Skye K Knight (DTP) ...

insert how the UDF/amendment provides housing opportunities in Highton Village

Reply

new planning policy encouraging the provision of social and affordable housing within any new residential development within the commercial zone of Highton Village.

17.02-1 Se Business – this clause encourages development that meets the community's needs for retail, entertainment, office, and other commercial services.

The DDO52 built form provisions will provide certainty to the local community about the scale and form of new development in their **local neighbourhood** centre. This will provide opportunities for new commercial, **retail**, and other services in an activity centre that is centrally located to the Highton community. The built form controls encourage ground floor development that provides active frontages to further enhance the commercial and pedestrian activation of the centre.

18.02 Movement Networks – seeks to facilitate efficient and safe walking and cycling networks and increase the proportion of trips made by these active transport modes through well planned, safe, connected, comfortable and accessible routes.

The UDF has addressed movement and transport both within and to the Village. The UDF seeks to ensure pedestrian and cyclist amenity, increase the attractiveness and safety of the key pedestrian routes within the centre, provide the right amount of short and long term parking for staff and customers, promote sustainable transport choices, promote safety within the Centre, promote the convenience of public transport and manage car parking intrusion into residential areas.

The **proposed** DDO52 reinforces these objectives through prioritising the pedestrian environment and encouraging active frontages at ground floor level, locating vehicle access and car parking at the rear of buildings, incorporating reduced or shared parking amenities where possible and supporting active transport through bicycle parking and change facilities.

How does the amendment support or implement the Municipal Planning Strategy?

The **proposed** amendment is consistent with the following clause of the Municipal Planning Strategy and will assist in achieving the objectives of the clauses as follows.

02.03-1 Settlement - Activity Centres and retail – seeks to ensure that the community has access to everyday services within a 20-minute drive from home, and that retail centres are encouraged to grow and transition overtime into activity centres with an extended offer including uses other than retail.

The Highton Village Shopping Centre is characterised as a Neighbourhood Centre in the retail hierarchy for Geelong, serving a neighbourhood catchment anchored by one or more supermarkets plus speciality stores.

The **proposed** amendment facilitates the strategic direction **of** ensuring development is consistent with the level of the Highton Centre in the retail hierarchy. New infill and refurbished development will allow for the centre to grow and offer **the opportunity for an activity centre with** a diverse range of uses **for the local community**.

02.03-5 Built environment and sustainability – seeks to acknowledge that Geelong's sense of place and identity is valued by its community.

The strategic direction of ensuring that development enhances Geelong's sense of place and identity, supporting **the** design and provision of healthy, walkable neighbourhoods, encouraging environmentally sustainable design in all development



Skye K Knight (DTP) ⋮

Expand on justification for new policy here.

Reply



and encouraging all development to provide high quality urban design and landscaping are met by the implementation of the new DDO52. The objectives and requirements of the DDO52 are focussed on sustainable development, prioritising the pedestrian experience, and producing excellent design outcomes in new development.

Clause 02.03-6 – Housing outlines areas for increased housing diversity, facilitates infill development and increases affordable and social housing.

The proposed amendment includes encouragement for the provision of social and affordable housing within new residential development.

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

The proposed amendment makes proper use of the Victoria Planning Provisions (VPPs) by introducing a new schedule to the Design and Development Overlay. This is the appropriate planning control for providing guidance for future built form outcomes in Highton Village and implementing the objectives of the Highton Village UDF.

Including the land at 19 Belle Vue Avenue and 1A Taylor Court, Highton within the C1Z is an appropriate application of the land use zones. These sites are Council owned car parks serving the parking needs of the Centre and inclusion in the C1Z rather than the current GRZ4 better reflects the land use and intention for these properties.

The proposed inclusion of a planning policy encouraging social and affordable housing contributions is an appropriate application of the VPPs.

Inclusion of the Highton Village UDF as a background document is an appropriate action to recognise a document that provides information on why the DDO52, and rezoning have been applied.

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

The views of relevant agencies will be considered through the public exhibition process. Council consulted with VicRoads during the preparation of the background Parking and Access Study for the Highton Village UDF.

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

The proposed amendment is providing controls over the scale and form of future development within Highton Village. Providing a pedestrian friendly environment is an objective of the both the DDO52 and the Highton Village UDF.

The proposed amendment is unlikely to have a significant impact on the transport system defined by the Transport Integration Act.

Resource and administrative costs

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Skye K Knight (DTP) ...

Expand on justification for new policy here.



Skye K Knight (DEECA) ...

Add in here rezoning of the roads to C1Z.

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

The ~~proposed~~ amendment will have minimal impact on resource and administrative costs of Council. Any increase in permit applications triggered by the DDO52 and the associated assessment of planning permit applications can be met by Council's statutory planning department. The impact on the administrative costs of Council is appropriate for implementation of the Highton Village UDF.¶

¶

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ATTACHMENT 1 - Mapping reference table

Location	Land / Area Affected	Mapping Reference	Address	Proposed changes		
				Zone	Overlay	Deletion
Highton Village	19 Belle Vue Avenue and 1A Taylor Court, Highton	Greater Geelong C457ggee-001znMap52ZM-Exhibition	19 Belle Vue Avenue and 1A Taylor Court, Highton	C1Z	-	-
Highton Village	Land within the commercial core of Highton Village shopping centre	Greater Geelong C457ggee-002ddoMap52DD-Exhibition	Belle Vue Avenue, Barrabool Road, Taylor Court, Village Walk, Belle Vue Arcade, Highton	-	DDO52	-

Skye K Knight (DEECA) ...

Add in here rezoning of roads.

Reply

Planning and Environment Act 1987

Greater Geelong Planning Scheme



AMENDMENT C457ggee



Instruction Sheet



The planning authority for this amendment is the City of Greater Geelong.

The Greater Geelong Planning Scheme is amended as follows:

Planning Scheme Maps

The Planning Scheme Maps are amended by a total of 2 attached map sheets.

Zoning Maps

- Amend Planning Scheme Map No. 52ZN in the manner shown on the one attached map marked "Greater Geelong Planning Scheme, Amendment C457ggee".

Overlay Maps

- Amend Planning Scheme Map No. 52DDO in the manner shown on the one attached map marked "Greater Geelong Planning Scheme, Amendment C457ggee".

Planning Scheme Ordinance

The Planning Scheme Ordinance is amended as follows:

- In **Overlays**—Clause 43.02, insert a new Schedule 52 in the form of the attached document.
- In **Operational Provisions**—Clause 72.08, replace the Schedule with a new Schedule in the form of the attached document.



End of document