

**Greater Geelong Planning Scheme Amendment C457ggee
Highton Village Urban Design Framework**

Panel Report

Planning and Environment Act 1987

29 May 2025

How will this report be used?

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

The planning authority must consider this report before deciding whether to adopt the Amendment.

[section 27(1) of the *Planning and Environment Act 1987* (the PE Act)]

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

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

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

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

Planning and Environment Act 1987

Panel Report pursuant to section 25 of the PE Act

Greater Geelong Planning Scheme Amendment C457ggee

Highton Village Urban Design Framework

29 May 2025



Michael Ballock, Chair

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Glossary and abbreviations

the activity centre	Highton Village neighbourhood activity centre
C1Z	Commercial 1 Zone
Council	Greater Geelong City Council
DDO52	Design and Development Overlay Schedule 52
DTP	Department of Transport and Planning
GRZ4	General Residential Zone 4
Highton UDF	Highton Village Urban Design Framework January 2024
Highton Village	Highton Village neighbourhood activity centre
IHDA	Increased Housing Diversity Area
PE Act	<i>Planning and Environment Act 1987</i>
Planning Scheme	Greater Geelong Planning Scheme

Overview

Amendment summary

The Amendment	Greater Geelong Planning Scheme Amendment C457ggee
Common name	Highton Village Urban Design Framework
Brief description	The Amendment proposes to implement the <i>Highton Village Urban Design Framework January 2024</i> by rezoning land from a General Residential Zone 4 (GRZ4) to Commercial 1 Zone (C1Z), introducing a new planning policy and applying a Design and Development Overlay Schedule 52 (DDO52) to the commercially zoned extent of the centre.
Subject land	Highton Village neighbourhood activity centre (Highton Village)
The Proponent	City of Greater Geelong
Planning Authority	City of Greater Geelong
Authorisation	4 June 2024, with conditions
Exhibition	31 October to 9 December 2024
Submissions	Number of Submissions: 28 Opposed: 28 Refer to Appendix A

Panel process

The Panel	Michael Ballock, Chair
Directions Hearing	By video, 31 March 2025
Panel Hearing	Wurriki Nyal, 137-149 Mercer Street, Geelong, 6 May 2025
Site inspections	Unaccompanied, 6 May 2025
Parties to the Hearing	Refer to Appendix B
Citation	Greater Geelong PSA C457ggee [2025] PPV
Date of this report	29 May 2025

Executive summary

Greater Geelong Planning Scheme Amendment C457ggee (the Amendment) seeks to implement some of the recommendations of the *Highton Village Urban Design Framework January 2024* (Highton UDF).

Key issues raised in submissions included:

- the height of development
- changes to the character of Highton Village
- the rezoning of Council car parks to Commercial 1 Zone (C1Z),
- traffic impacts
- the affordable housing local policy
- the timing of the Amendment exhibition
- car parking, roads and intersections treatments
- the potential development sites
- the impact on public facilities.

The Amendment is focused on the Highton Village by:

- introducing a local policy to encourage the provision of affordable housing
- introducing the Design and Development Overlay Schedule 52 (DDO52) to the entire centre
- consolidating the C1Z by rezoning General Residential Zone 4 (GRZ4) and within the centre.

A number of submissions opposed the preferred building heights of four storeys proposed in the DDO52 and the rezoning of land to the C1Z among other issues. In response to submissions Council proposed in its Day 1 version of the Amendment documents to reduce the preferred building height to two stories and to remove the Highton UDF as a reference document.

In the Panel's view, these changes address the main issues that could be considered as part of the Amendment. However, a number of issues raised in submissions, such as car parking and intersection treatments, were beyond the scope of the Amendment.

The opposition to the rezoning to a C1Z remained unresolved. The Panel concluded these matters would be considered as part of a development application and the rezoning of the land to C1Z was more in line with the activities of the Highton Village.

For these reasons the Panel accepted Council's submissions and recommended adoption of the Amendment with the post exhibition changes proposed by Council.

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The proposed changes to Clause 16.01, provisions of Design and Development Overlay Schedule 52, and application of the Commercial 1 Zone are appropriate.

Some matters raised in submissions are beyond the scope of the Amendment.

Recommendations

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

- 1. Adopt the exhibited Greater Geelong Planning Scheme Amendment C457ggee with the following changes:**
 - a) Revise Clause 16.01 as shown in the Panel recommended version in Appendix E.**
 - b) Revise Design and Development Overlay Schedule 52 as shown in the Panel recommended version in Appendix F.**
 - c) Delete the reference to the Highton Village Urban Design Framework in the Schedule to Clause 72.08 Background Documents.**

1 Introduction

1.1 The Amendment

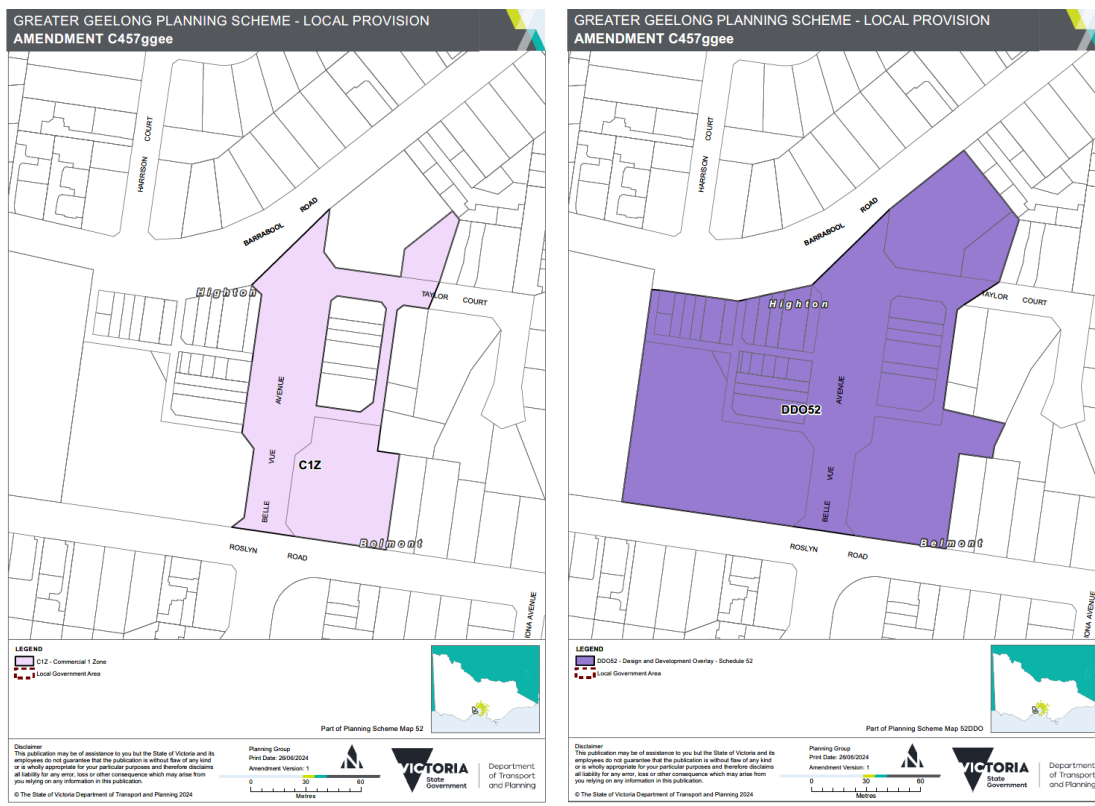
(i) Amendment description

The purpose of the Amendment is to implement the Highton *Highton Village Urban Design Framework January 2024* (Highton UDF) into the Greater Geelong Planning Scheme (Planning Scheme).

Specifically, as exhibited, the Amendment proposes 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).
- 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
- apply a new Design and Development Overlay Schedule 52 (DDO52) to all land in the Highton Village
- amend the Schedule to Clause 72.08 (Background Documents) to reference the Highton Village Urban Design Framework (January 2024) as a Background Document.

Figure 1 Proposed C1Z and DDO52 maps



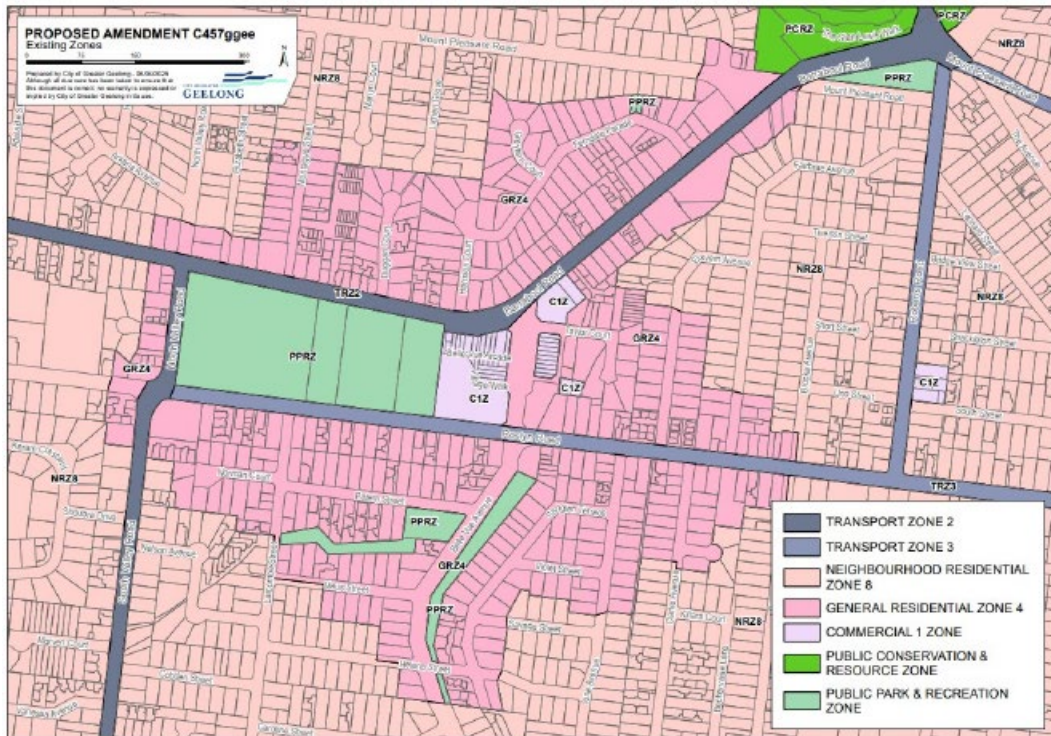
(ii) The subject land

The Amendment applies to land in the Highton Village as shown in Figure 2. Part of Highton Village is currently zoned C1Z as shown in Figure 3.

Figure 2 Highton Village neighbourhood activity centre



Figure 3 Highton Village and surrounds zoning map



Highton Village is one of 24 neighbourhood activity centres across Greater Geelong and is located 5 kilometres 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 1.5 kilometres to the east.

1.2 Background

The Highton UDF was prepared by Council to address a number of issues including:

- population growth in the surrounding neighbourhood
- residential subdivisions adjoining the Geelong Ring Road
- speculation about the future of the Highton Library
- a lack of investment in the streetscapes of the centre.

Council determined to prepare the Highton UDF to “*consider streetscape upgrades, promote active travel and ensure the planning framework meets community and market expectations.*” In addition, the Highton UDF was intended to provide an overall plan for investment, upgrades and maintenance of infrastructure as well as where additional floorspace could be provided.

Council provided the following background to the Amendment.

Table 1 Chronology of events

Date	Event
2017	Draft Highton UDF prepared
October 2017	Second phase of consultation over six weeks - consultation on the draft Highton 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 Highton UDF prepared
July – August 2021	Fifth phase of consultation over six weeks with consultation on the interim final Highton UDF
October 2022	Council considers report recommending adoption of the Highton UDF and support for the preparation of a planning scheme amendment to implement the development outcomes Council adopts the Highton UDF subject to changes
2023	Preparation of the Amendment, drafting of the DDO52, review of potentially contaminated land for the two Council car parks to be rezoned
January 2024	Finalisation of changes to the Highton UDF as resolved by Council
19 March 2024	Council requested Ministerial authorisation to prepare and exhibit the Amendment
25 March 2024	Department of Transport and Planning (DTP) placed the Amendment on further review
4 June 2024	Council was authorised to prepare and exhibit the Amendment subject to

Date	Event
	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
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	The Amendment was placed on exhibition.. Notices sent for exhibition of the Amendment
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	Panel Directions Hearing held
6 May 2025	Panel Hearing held

1.3 The Panel's approach

Key issues raised in submissions were:

- the proposed 4-storey height for the Highton Village
- the rezoning of the two Council car parks and the road reserves
- the loss of car parking throughout the Highton Village
- the potential for a future multistorey car park
- the potential Impact of high density living in the Centre and on the character and feel of the Centre
- the inclusion of affordable which should be in residential locations only
- the loss of essential services including the library and public toilets
- the proposed new pedestrian crossings in Belle Vue Avenue
- changes to the Barrabool Road – Belle Vue Avenue intersection.

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

The Panel considered all written submissions made in response to the exhibition of the Amendment, observations from site visits and submissions, evidence and other material presented to it during the Hearing. It has had to be selective in referring to the more relevant or determinative material in the report. All submissions and materials have been considered by the

Panel in reaching its conclusions, regardless of whether they are specifically mentioned in the report.

This report deals with the issues under the following headings:

- Strategic issues
- Clause 16.01
- Design and Development Overlay Schedule 52
- Commercial 1 Zone
- Other matters.

1.4 Versions of the Amendment

The Panel directed Council to circulate a 'Day 1' version of the Amendment documentation before the commencement of the Hearing. Council circulated:

- Clause 16.01 (Document 9)
- DDO52 (Document 10)
- Clause 72.08 Schedule (Document 11).

The Day 1 version incorporated a number of post exhibition changes as well as those in response to submissions. No further changes were proposed to the Day 1 versions except for a correction to the proposed DDO52.

Except where stated otherwise, the Panel supports the changes in the Day 1 versions, which provide greater clarity and improve the operation of the controls.

2 Strategic issues

2.1 Planning context

This chapter identifies planning context relevant to the Amendment. Appendix D highlights key imperatives of relevant provisions and policies.

Table 2 Planning context

	Relevant references
Victorian planning objectives	section 4 of the PE Act
Municipal Planning Strategy	Clause 2
Planning Policy Framework	Clauses 02.03-1 (Settlement), 02-03-5 (Built environment and sustainability), 02.03-6 (Housing) Clauses 11.03-1S (Activity Centres), 11.03-1L (Activity Centres) Clauses 13.04-1S (Contaminated and potentially contaminated land) Clauses 15.01-1S (Urban design) 15.01-1L-01 (Development in Activity Centres), 15.01-2S (Building Design), 15.01-5S (Neighbourhood character) Clauses 16.01-1S (Housing supply), 16.01-1I-02 (Increased housing diversity areas, 16.01-2S (Housing affordability) Clause 17.01-1S (Business) Clause 18.02 (Movement networks)
Other planning strategies and policies	Housing Diversity Strategy 2007 The City's Settlement Strategy 2020 Social Housing Plan 2020-2014 Retail Strategy 2020-2036
Planning scheme provisions	Commercial 1 Zone Design and Development Overlay
Ministerial directions	Ministerial Direction (The Form and Content of Planning Schemes) Ministerial Direction 1 (Potentially Contaminated Land) Ministerial Direction 11 (Strategic Assessment of Amendments)
Planning practice notes	Planning Practice Note 46: Strategic Assessment Guidelines, September 2022

2.2 Strategic justification

(i) Submissions

Council submitted that the intent of the Highton UDF was to develop:

- a community vision for the future Highton Village
- an overall plan to guide future investment and development
- concepts for streetscape upgrade works
- an access and movement plan for vehicles, walkers and cyclists

- a staged and costed implementation plan
- planning guidelines for new developments within and around the Highton Village to enhance the village character.

Council added that the preparation of the Highton UDF was driven by the need to undertake a refresh of Highton Village public infrastructure. In addition, the Highton UDF was to identify where additional floorspace could be delivered to support Council's Settlement Strategy 2020 and planning policy both of which seek to facilitate infill development and, by allowing for a modest increased housing opportunities in an activity centre, increase housing supply.

Council submitted that the Amendment essentially implements the key land use planning elements of the Highton UDF into the Planning Scheme.

(ii) Discussion

The Highton UDF provides an appropriate strategic justification for the Amendment, as exhibited, by addressing the key policy objectives in the relevant provisions of the Greater Geelong Planning Scheme including Clauses 02, 11 and 16.

While the changes proposed by Council diminishes the potential contribution that the Highton Village could make to Council's settlement and housing diversity strategies, it does not negate the strategic justification for the Amendment.

The Panel agrees that the Amendment through the changes proposed in Clause 16.01 and the application of the DDO52 delivers a net community benefit and sustainable development as required by Clause 71.02-3.

(iii) Conclusions

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

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

3 Clause 16.01

(i) The issue

The issue is whether the proposed changes to Clause 16.01 are appropriate.

(ii) Background

The Amendment proposes to insert the following text into Clause 16.01.

16.01-2L Social and Affordable Housing

Policy Application

This policy applies to a residential development within the Commercial 1 Zone land in the Highton Shopping Centre Increased Housing Diversity Area as identified in the map at Clause 16.01-1L-02 Increased housing diversity areas.

Strategy

Encourage social and affordable housing contributions through agreements with landowners under Section 173 of the Planning and Environment Act 1987 for mixed use and residential development.

Policy guidelines

Consider as relevant:

- Providing at least 5 per cent of dwellings as an affordable housing contribution that meets the following requirements:
 - be delivered within the land to which the planning permit application applies.
 - be functionally and physically indistinguishable from other dwellings within the development.
 - be distributed across the development.
 - provide a mix of housing types, including social housing to respond to local housing needs.
 - include access to all common facilities within the building at no extra fee for occupants of affordable housing dwellings; and
 - allocate one or more bicycle parking space per dwelling for the life of the affordable housing.
- Encouraging the affordable housing contribution to be provided:
 - as a transfer of dwellings to a Registered Housing Association under the Housing Act 1983
 - for zero consideration (Primary Obligation); or
 - a monetary contribution to a Registered Housing Association under the Housing Act 1983 or as directed by the Responsible Authority, which is of equal value to the Primary Obligation; or
 - a combination of the above options; or
 - in any other way as agreed between the permit applicant and the Responsible Authority.

The exhibited version of Clause 16.01 included the Highton UDF as a policy document. The Day 1 version (above) removed this reference to the Highton UDF.

(iii) Submissions

Council submitted that the inclusion of the social and affordable housing policy builds on its commitment to increase the housing supply. It added:

Unlike the South Geelong UDF, the Highton UDF document does not make a specific reference to a social and affordable housing contribution in the Highton Village Shopping Centre. It does support the growth of the Highton Village Shopping Centre to provide additional commercial and residential use/space, in line with its designation in the Highton Increased Housing Diversity Area. The UDF supports Council's goal of providing for 50 per

cent of future housing needs through urban infill, as well as delivering housing diversity and affordability. For new residential use in Highton Village, this will be achieved through vertical development in any above ground level development.

Council added that the Planning Policy Framework supports the provision of social and affordable housing as does the State Government's Housing Statement. The local policy will provide the basis for a negotiation on the provision as part of any planning permit for a residential use. Highton Village provides access gained to public transport, recreation and leisure services and facilities.

With the change of the preferred maximum height in the Day 1 version of the DDO52 from four to two storeys Council acknowledged that:

...that there is less scope for providing new housing in the centre but there is still opportunity to consider and provide above ground floor accommodation uses.

Council submitted that any gain in social and affordable housing, *"no matter how modest"* was worth pursuing.

With respect to the removal of the Highton UDF as a policy document, Council explained that it made the change to the exhibited Clause 16.01-2L:

... because the UDF does not directly address a social and affordable housing contribution being made in Highton Village and it would be inappropriate to continue this reference in the proposed local policy.

Submission 12 raised concern that the five per cent affordable and social housing in residential buildings was only *"window dressing"* and fails to address car parking issues. Submission 1 opposed any four-storey development with a car park and affordable housing.

Submissions 10, 17, 18, 21 and 22 were concerned that because social and affordable housing *"does not fit the Village"*, it will change the feel and structure of the Highton Village and should be located in residential and not commercial areas.

Submission 9 noted the Highton UDF did not include an affordable and social housing component but it did identify two potential development sites. The submitter offered to be involved in the detailed planning, design and construction phases of any development.

(iv) Discussion

The provisions of Clause 16.01-2L are consistent with the objective of facilitating affordable housing outlined in section 4(1)(fa) of the *Planning and Environment Act 1987* (PE Act). The proposed addition of Clause 16.01-2L adds a framework for the Council to negotiate the inclusion of affordable housing as part of any residential development and the provisions are limited to the Commercial 1 Zone land in the Highton Shopping Centre Increased Housing Diversity Area.

The Panel does not agree with submissions that affordable housing will have a detrimental impact on the Highton Village. Any additional housing would increase the population within the catchment providing a net benefit to the Highton Village. In addition, the policy only seeks a relatively small contribution of five per cent affordable housing.

The Panel accepts Council's submission that even a modest increase is an acceptable outcome. However, the Panel is concerned that reducing the preferred maximum height to two storeys may affect the ability to achieve that outcome.

Given that the definition of affordable housing in the PE Act includes social housing, the reference to affordable and social housing in the title and strategy section of Clause 16.01-2L should be

replaced with 'affordable housing' to be consistent with the definition in the PE Act and the text in the rest of the Clause.

Conclusion and recommendation

The Panel concludes that the proposed changes to Clause 16.01 are appropriate.

The Panel recommends:

- 2. Revise Clause 16.01 as shown in the Panel recommended version in Appendix E.**

4 Design and Development Overlay Schedule 52

(i) The issue

The issue is whether the provisions of Design and Development Overlay Schedule 52 are appropriate.

(ii) Background

The objectives of the DDO52 are:

- To support a low-rise built form character for Highton Village.
- To maintain and enhance the established high-street character of Belle Vue Avenue and the intimate character of the laneways.
- To enhance Highton Village's character as a desirable destination for local shopping and recreation by promoting contemporary design and built form that demonstrates design excellence.
- To prioritise the pedestrian environment by encouraging active frontages at ground floor level adjacent to existing roads and laneways.
- To consolidate lots within the retail core to improve overall design and development outcomes while retaining the fine grain pattern of the streetscape.

(iii) Submissions

Council submitted that the Highton UDF included design guidelines to protect the character of the Highton Village which included a maximum preferred height of three to four storeys while retaining the current scale along Belle Vue Avenue. The western side of the Highton Village, opposite the Highton Reserve, was as an appropriate location for higher development. The building heights in DDO52 were obtained from the Highton UDF.

In proposing the Day 1 reduction in the exhibited building heights, Council explained:

In response to exhibition, the submissions clearly and almost unanimously, outlined that these heights were too great for the Village Centre and would overwhelm the character and feel of their experience of going to or working there.

Council has considered these submissions and in response resolved to support further changes to the height provisions to restrict the maximum preferred building height limit to across the centre in the Day 1 DDO52 to 9 metres/2 storeys.

Council submitted that this change was consistent with the first two objectives of DDO52. In addition, the Highton UDF was deleted as a background document and map 1, the UDF framework plan, was deleted from the Day 1 DDO52. Council explained:

A background document is not part of the Planning Scheme and is not to be relied upon directly for decision making. It may however, be referenced in the scheme, although not compulsorily. The key elements of the Highton UDF for decision making on development applications are included in the DDO (heights, setbacks, street wall heights etcetera). These substantive elements of the UDF have been included in the scheme and require no further explanation from a background document.

According to the Practitioner's guide to Victoria's planning schemes April 2022, a document that includes a lot of information that is not directly relevant to the specific provision of the scheme will not be suitable for mention as a background document. In this case, the UDF contains a lot of material about public realm upgrades and projects that is not relevant to the DDO. With the changes to the Day 1 DDO52 in response to submissions, the scheme

provision will be quite different from the adopted UDF which if it was to be retained, will be confusing

Council submitted that the reduction in building height effectively dealt with any potential overshadowing issues which were expressed in some submissions. In addition, any development in the C1Z would be considered against the decision guidelines in Clause 38.01-8 which include the impacts of overlooking and overshadowing.

Many of the objecting submissions commented that the Highton UDF and the Amendment were proposed against the wishes of local community as expressed in petitions, previous consultations on the UDF and Council decisions.

Most of the opposing submissions considered the character of the activity centre will be lost with new, higher development and expansion into the potential development sites. These submitters identified the community-oriented atmosphere, characterised by low-rise buildings, green spaces and easy accessibility as being threatened by higher levels of development. Increasing building heights and traffic congestion would undermine this ambiance, deterring residents from utilising local amenities and the Highton Village.

Submitters 2, 4, 5, 12, 22 and 27 opposed redevelopment of the two key development sites because of the loss of car parking and community facilities.

(iv) Discussion

The Highton Village currently has no design guidelines or preferred heights. From this perspective, the DDO52 fills a vacuum in guidance for any future development in the activity centre. While the design guidelines were developed in the Highton UDF, neither the exhibited DDO52 nor the Day 1 version include the Highton UDF as a reference document. Given the removal of the Highton UDF as a reference document from Clause 16.01, the reference to the document in the Schedule to Clause 72.08 is no longer relevant and should be removed.

The Panel acknowledges that submitters who attended the Hearing supported the reduction in the preferred maximum building height to two storeys. The Panel accepts Council's submission and the reduction in preferred building heights as contained in the Day 1 version of DDO52.

The Panel notes that DDO52 does not identify any key development sites. The key development sites are only identified in the Highton UDF. Consequently, any redevelopment of these sites would require a planning permit which would be subject to the guidelines in DDO52 which applies to the whole activity centre. Given that there are no proposals before Council, the Panel does not accept the view expressed in some submissions that development of these sites will result in the loss of car parking or community facilities.

(v) Conclusion and recommendations

The Panel concludes that the provisions of the Design and Development Overlay Schedule 52 are appropriate.

The Panel recommends:

- 3. Revise Design and Development Overlay Schedule 52 as shown in the Panel recommended version in Appendix F.**
- 4. Delete the reference to the Highton Village Urban Design Framework in the Schedule to Clause 72.08 Background Documents.**

5 Commercial 1 Zone

(i) The issue

The issue is whether the application of the Commercial 1 Zone is appropriate.

(ii) Background

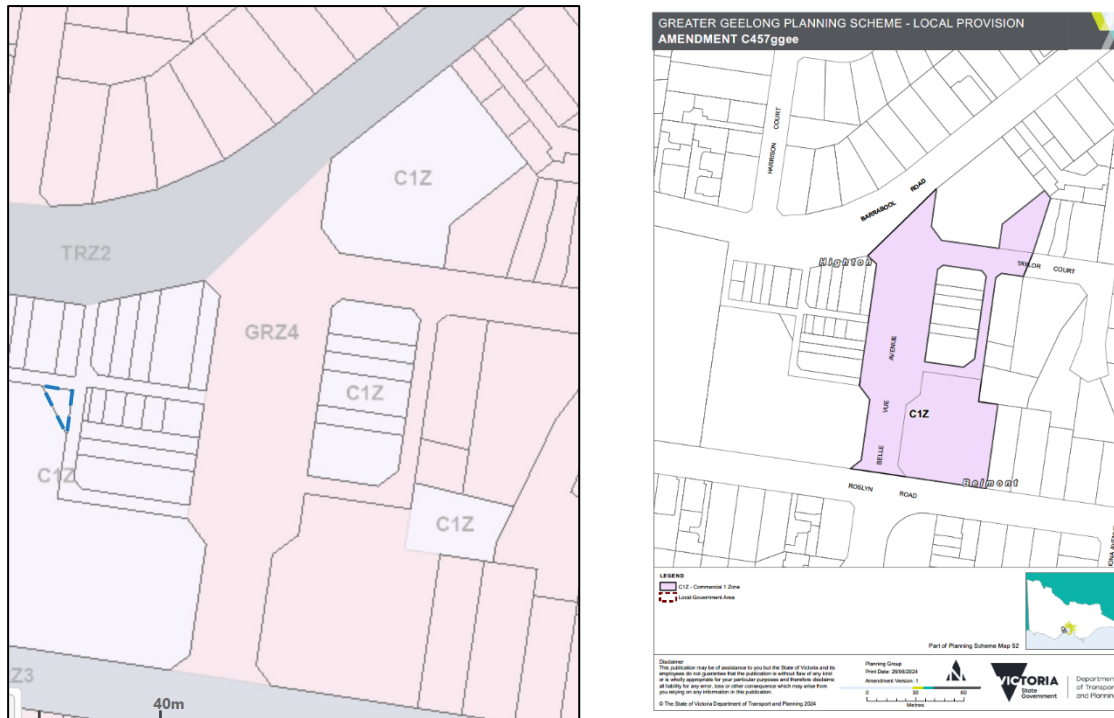


Figure 4 Existing and proposed Highton Village C1Z

(iii) Submissions

Council submitted that:

- the Amendment proposes to rezone two Council owned carparks and Belle Vue Avenue from GRZ4 to C1Z because the residential zoning of the car parks is “at odds with their role as carparks for the activity centre and location within the extent of the activity centre.”
- one of the conditions of authorisation for the Amendment was to also rezone the road reservations of Belle Vue Avenue, part of Taylor Court and the laneway to the east of Belle Vue Avenue to C1Z.

The Highton UDF identified the northern portion of the Belle Vue Avenue car park as a key development site. Council added:

The land use of ‘car park’ is a permit required use in both the GRZ4 and the C1Z; buildings and works for a car park require a permit in both zones; and notice and review rights apply regardless of a GRZ4 or C1Z zoning.

Council acknowledged that before any development could occur on this land, a planning permit would be required regardless of the zoning of the land.

A number of submissions:

- opposed the rezoning because it could result in a multistorey car parking development which would become a paid parking and be less safe for users
- stated that the rezoning gives Council the power to sell or lease parts of the land, including the Belle Vue Avenue road reserve, to developers for new commercial spaces.

At the Hearing, a number of submitters stated that the provision of car parking is vital to the survival and functioning of the centre.

Submission 12 acknowledged the intent of the rezoning of the car parks to the C1Z as clearing up historical anomalies but was concerned that it would result in higher commercial rates because of an agreement with traders on the east side Belle Vue Avenue that rates would reflect the closeness of the public car park and toilets.

(iv) Discussion

The Panel agrees with Council that the zoning of the car parks should reflect the purpose for which they are used. In this instance, the car parks support the retail and commercial uses in the activity centre. Consequently, the C1Z is appropriate and the GRZ4 would be an anomaly.

The purposes of the C1Z are:

- To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.
- To provide for residential uses at densities complementary to the role and scale of the commercial centre.

The change in zoning does not lead to the establishment of a particular use or development or the loss of car parking. A change in use or a development of the car parks would, in most cases, require a planning permit which would be guided by the purposes of the zone. Because of the location of the car parks, the Panel accepts Council's submission that the car parks should be in the same zone as the rest of the Highton Village.

The inclusion of Belle Vue Avenue in the C1Z is simply an administrative and mapping exercise which will not lead to the development of the road any more than the current GRZ4. The rates paid by traders and any agreement on how they are calculated or apportioned is a matter for the Council and not something the Panel can consider.

(v) Conclusion

The Panel concludes that the application of the Commercial 1 Zone is appropriate.

6 Other matters

(i) The issue

The issue is whether other matters raised in submissions are beyond the scope of the Amendment.

(ii) Submissions

Other matters raised in submissions include:

- the impact of traffic generated from new development in the area
- the need for a detailed traffic and transport impact assessment study
- future development in the Highton Village will need to be consistent with the Clause 18 – Transport
- the Amendment was exhibited during caretaker period in November and in December, the busiest time of year for retailers
- the loss of available car parking
- the development of a pay-to-park model
- additional pedestrian crossings in Belle Vue Avenue
- changes to the Barrabool Road – Belle Vue Avenue intersection
- the relocation of the clock tower
- the need to provide for more retail floorspace in the Village Centre, as there are current vacancies
- the loss of the public toilets
- the current location of the library
- Council to focus on doing the basics for repairs and maintenance.

Council submitted that many of these matters were only relevant to the Highton UDF which it proposed to remove as a reference document. Other matters would be considered when assessing a planning permit application.

Council submitted the following detail about the exhibition of the Amendment:

Following receipt of authorisation, the preparation for exhibition came too close to the caretaker period and Council election. Council officers deferred the exhibition until after the close of the election to avoid any conflict with this process. As the Amendment timelines would be affected, Council sought an exemption from DTP for the giving of notice of the Amendment within 40 business days after authorisation. On 31 July 2024, DTP granted an exemption for the deferment of exhibition on the condition that the Amendment be exhibited as soon as possible following the result of the election held on 26 October 2024.

Notices for the Amendment were sent out on 31st October with exhibition concluding on Monday 9th December 2024. Exhibition was timed to avoid being close to the Christmas period and ending just into December.

(iii) Discussion

The Amendment effectively introduces the following three changes to the Planning Scheme:

- the affordable housing policy in Clause 16.01-2L
- DDO52
- rezoning land from GRZ4 to C1Z.

The matters which are the subject of the Amendment, including the Council's proposed changes in response to submissions in the Day 1 version, have been explored earlier in this report.

There are no proposals included in the Amendment that would require consideration of these matters raised in submissions and consequently they are beyond the scope of the Amendment and the Panel. The Panel understands that none of these matters are being considered by Council. Furthermore, some of these matters are properly considered as part of a planning permit application where the detail of what is proposed can be ventilated and assessed. The Panel accepts Council's submission that some of these issues matters fall within the scope of the Highton UDF which the Panel agrees should be removed as a reference document from Clause 16.01-2L.

With respect to the timing of the Amendment, the Panel accepts Council's submission that it was undertaken consistent with the requirements of the PE Act and the caretaker period to provide an appropriate time for submissions.

Conclusion

The Panel concludes that other matters raised in submissions are beyond the scope of the Amendment.

Appendix A Submitters to the Amendment

Number	Submitter
1	William Adams
2	Nicholas Alesios
3	Nicholas Alesios (Duplicate)
4	Spiros Alesios
5	Telly Alesios
6	Victoria Alesios
7	Katrina Anastasopoulos
8	Tania Anastasopoulos
9	Munshi Nawaz
10	Bruno Esposti
11	Paul Gardner
12	Graham Hobbs
13	Achalen Holmes
14	Christos Kyvetos
15	Ana Medjed
16	Ana Medjed (Duplicate)
17	Antonio Nardi
18	Kristen Nardi
19	Rachel Nardi
20	Rachel Nardi (Duplicate)
21	Rosalia Nardi
22	Simon Nardi
23	Simon Nardi (Duplicate)
24	Emily Palioudis
25	Scott Robinson
26	Ellie O'Neill
27	Erin Heer
28	Caroline Brockman

Appendix B Parties to the Panel Hearing

Submitter	Represented by
Greater Geelong City Council	Susan Williamson, Senior Strategic Planner
Graham Hobbs	
Simon Nardi	
Scott Robinson	
Spiros Alesios	
Ana Medjed	
Nicholas Alesios	
Erin Heer	
Mehul Dahal	

Appendix C Document list

No.	Date	Description	Provided by
1	12-Mar-25	Directions Hearing notice letter	Planning Panels Victoria (PPV)
2	31-Mar-25	Combined submissions redacted	City of Greater Geelong (Council)
3	2-Apr-25	Panel directions version 1 and timetable version 1	PPV
4	8-Apr-25	Map of submitters	Council
5	8-Apr-25	Submissions 9, 11 and 12 with linked documents	Council
6	22 Apr-25	Supplementary submission of Graham Hobbs	Graham Hobbs
7	23-Apr-25	Council Part A submission	Council
8	2-May-25	Council Part B submission	Council
9	5-May-25	Day 1 version Clause 16.01	Council
10	5-May-25	Day 1 version DDO52	Council
11	5-May-25	Day 1 version Clause78.08 schedule	Council
12	5-May-25	Hearing timetable and distribution list version 2	PPV
13	6-May-25	Revised submissions list	Council
16	6-May-25	Hearing submission	M Lovett
17	7-May-25	Day 1 version DDO52 corrected version	Council

Appendix D Planning context

D:1 Planning policy framework

Council submitted that the Amendment is supported by various clauses in the Planning Policy Framework, which the Panel has summarised below.

Victorian planning objectives

The Amendment will assist in implementing the following State policy objectives set out in section 4 of the PE Act by:

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

The 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 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 DDO52 seeks to ensure that new development is compatible with the village atmosphere of the centre while providing for the future growth that is required to provide more floorspace.

Clause 2 (Municipal Planning Strategy)

The Amendment is consistent with the following clauses of the Planning Policy Framework and will assist in achieving their intent:

Clause 11.03-1S Activity Centres

The Amendment supports Clause 13.03-1S by rezoning the 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.

Clause 11.03-1L Activity Centres

This Amendment implements Clause 13.02-1S by introducing the 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 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.

An analysis of the history, available information and local circumstances has been undertaken for the land proposed to be rezoned in this Amendment. This analysis has concluded that the land would not be affected by the potentially contaminated land provisions.

Clause 15.01 Urban design

The Amendment implements Clause 15.01 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.
- The application of the DDO52 support these strategies through targeted built form controls and will complement the existing requirements of the C1Z.
- The built form provisions of the DDO52 which 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.

Clause 16.01 Housing supply

The Highton 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.

The general strategy for maximising housing opportunity in the Highton Increased Housing Diversity Area (IHDA) 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.

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 Highton UDF consultation process. The Highton 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 Highton 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.

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.

The Amendment includes a policy element to encourage affordable housing contribution as part of any residential development within the 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.

Clause 17.02-1S Business

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.

Clause 18.02 Movement networks

The Highton UDF has addressed movement and transport both within and to the Highton Village. The Highton 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 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.

D:2 Other relevant planning strategies and policies

i) Housing Diversity Strategy 2007

Highton is identified as an 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. Planning scheme provisions
- A common zone and overlay purpose is to implement the Municipal Planning Strategy and the Planning Policy Framework.

ii) The City's Settlement Strategy 2020

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 UDF 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:
- Maximise opportunities for a diverse mix of housing types around activity centres in Increased Housing Diversity Areas.

iii) Social Housing Plan 2020-2041

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.

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.

iv) Retail Strategy 2020-2036

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

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

The Retail Strategy identifies Highton Village as a strong performing neighbourhood centre, with significant amounts of office and community/public use.

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.

D:3 Planning scheme provisions

i) Zones

The land is in the Commercial 1 Zone. The purposes of the Zone are:

- To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.
- To provide for residential uses at densities complementary to the role and scale of the commercial centre.

ii) Overlays

The land is subject to Schedule 52 of the Design and Development Overlay. The purposes of the Overlay are:

- To support a low-rise built form character for Highton Village.
- To maintain and enhance the established high-street character of Belle Vue Avenue and the intimate character of the laneways.
- To enhance Highton Village's character as a desirable destination for local shopping and recreation by promoting contemporary design and built form that demonstrates design excellence.
- To prioritise the pedestrian environment by encouraging active frontages at ground floor level adjacent to existing roads and laneways.
- To consolidate lots within the retail core to improve overall design and development outcomes while retaining the fine grain pattern of the streetscape.

D:4 Ministerial Directions, Planning Practice Notes and guides

Ministerial Directions

The Explanatory Report discusses how the Amendment meets the relevant requirements of Ministerial Direction 11 (Strategic Assessment of Amendments) and *Planning Practice Note 46: Strategic Assessment Guidelines*, August 2018 (PPN46). That discussion is not repeated here.

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 potentially contaminated land provisions.

Ministerial Direction No. 11 – Strategic Assessment of Amendments

This Explanatory Report has been prepared in accordance with the strategic assessment requirements. This Amendment complies with Ministerial Direction No. 11 Strategic Assessment of amendments under section 12 of the Planning and Environment Act 1987. The 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 Amendment has been prepared in accordance with this direction.

Practitioner's Guide

A Practitioner's Guide to Victorian Planning Schemes Version 1.5, April 2022 (Practitioner's Guide) sets out key guidance to assist practitioners when preparing planning scheme provisions. The guidance seeks to ensure:

- the intended outcome is within scope of the objectives and power of the PE Act and has a sound basis in strategic planning policy
- a provision is necessary and proportional to the intended outcome and applies the VPP in a proper manner
- a provision is clear, unambiguous and effective in achieving the intended outcome.

Appendix E Panel recommended version of Clause 16.01

16.01
31/07/2018
VC148

RESIDENTIAL DEVELOPMENT

16.01-1S20/12/2021
VC174**Housing supply****Objective**

To facilitate well-located, integrated and diverse housing that meets community needs.

Strategies

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-serviced locations.

Plan for growth areas to provide for a mix of housing types through a variety of lot sizes, including higher housing densities in and around activity centres.

Policy documents

Consider as relevant:

- *Homes for Victorians - Affordability, Access and Choice* (Victorian Government, 2017)
- *Apartment Design Guidelines for Victoria* (Department of Environment, Land, Water and Planning, 2021)

16.01-1R

09/10/2020
VC169

Infill housing - Geelong G21

Strategy

Facilitate infill development in Central Geelong and West Fyans and around activity areas within urban Geelong and district towns.

Waurn Ponds Key Development Area Map



West Fyans Key Development Area Map



Geelong Saleyards Key Development Area Map



16.01-1L-02 Increased housing diversity areas07/07/2022
C417ggee**Policy application**

This policy applies to residential land located in Barwon Heads, Bell Park - Separation Street, Bell Post Shopping Centre, Bellarine Village and Newcomb Central, Belmont - High Street, Corio Village Shopping Centre, Drysdale, East Geelong - Ormond Road, Geelong West Manifold Heights and Newtown, Hamlyn Heights - Vines Road, Highton Shopping Centre, Lara and Lara Station, Leopold, Marshall Station, North Geelong Station, Ocean Grove, Ocean Grove Market Place, Portarlington, South Geelong Station, St Leonards and Waurin Ponds as identified in the Increased Housing Diversity Areas maps in this clause.

Objectives

To evolve the character of Increased Housing Diversity Areas (IHDA) through more intensive development.

To support development that makes a positive architectural and urban design contribution to the IHDA.

To maintain streetscape character in heritage areas. To promote pedestrian safety within the IHDA.

General strategies

Maximise opportunities for housing in IHDA by accommodating:

- High density housing in the activity centres consistent with their primary commercial and retail role.
- Medium density housing in residential areas with more intensive development being located closest to the core of activity centres.

Encourage a diversity of housing types to cater to a variety of lifestyle needs.

Encourage development to provide a high level of on-site amenity for future residents.

Built form strategies

Encourage development that incorporates a combination of horizontal and vertical articulation, materials, textures and colours to create visual interest.

Encourage a sympathetic design response when addressing any unique characteristics such as heritage places, significant vegetation, topography and public spaces.

Discourage storage areas located within the minimum area of secluded open space.

Support development that does not reduce opportunities for neighbouring sites to reasonably develop.

Building height strategies

Design development to recess upper levels to reduce dominance of the building from adjoining properties and the streetscape.

Design development on interface properties, between an IHDA and other residential areas, so that the height and bulk is responsive to the adjoining character and provides a transition in the built form between areas.

Building height policy guidelines

Consider as relevant:

- Encouraging development of up to three stories. Three storey development should be located on larger sites abutting the activity centre or where the amenity of adjoining properties will not be unreasonably impacted.
- Encouraging the recessing of third storeys to reduce dominance of the building from adjoining properties and the streetscape.

Subdivision and consolidation strategies

Encourage the consolidation of lots to increase development potential.

Discourage the fragmentation of sites and underdevelopment of sites.

Car parking strategies

Locate car parking structures behind the line of the front façade and design them to form a visually unobtrusive part of the building to minimise their visual prominence.

Minimise the number of vehicle crossings and where possible, provide access from lower order roads and rear laneways.

Car parking policy guideline

Consider as relevant:

- Where more than one car space is provided, encouraging the use of a single-width garage or carport and a tandem parking space on existing or proposed lots with a frontage of less than 10.5 metres.

Heritage strategies

Design development adjacent to heritage places to respect and be sympathetic to the significance of the place.

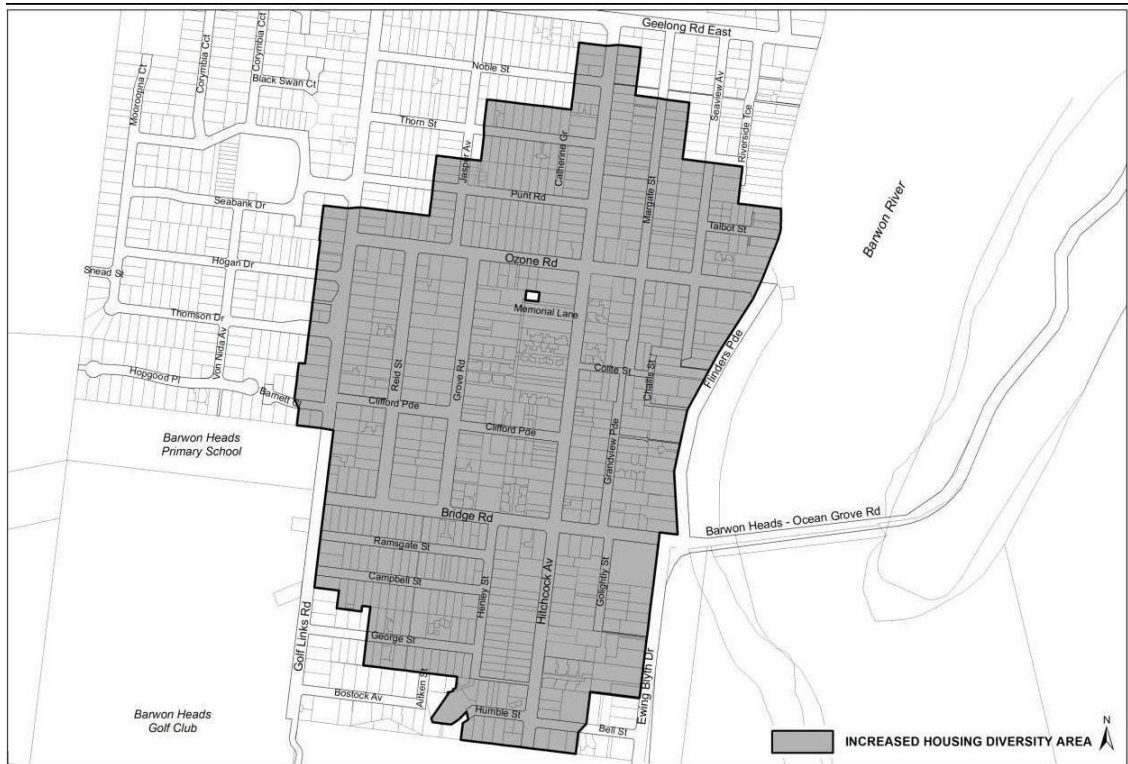
On sites adjacent to a heritage place, set back building elements above one storey in height behind the roof ridgeline of the heritage buildings.

Policy document

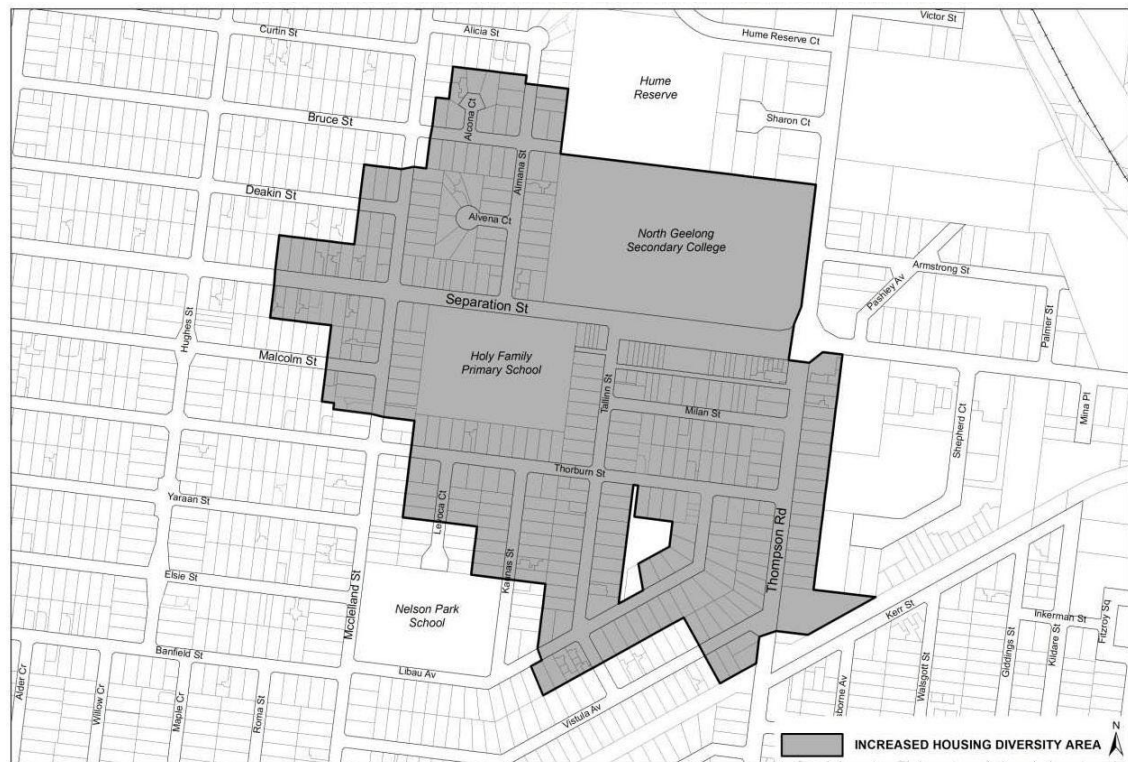
Consider as relevant:

- *City of Greater Geelong Housing Diversity Strategy* (alphaPlan, David Lock Associates and the City of Greater Geelong, 2007)

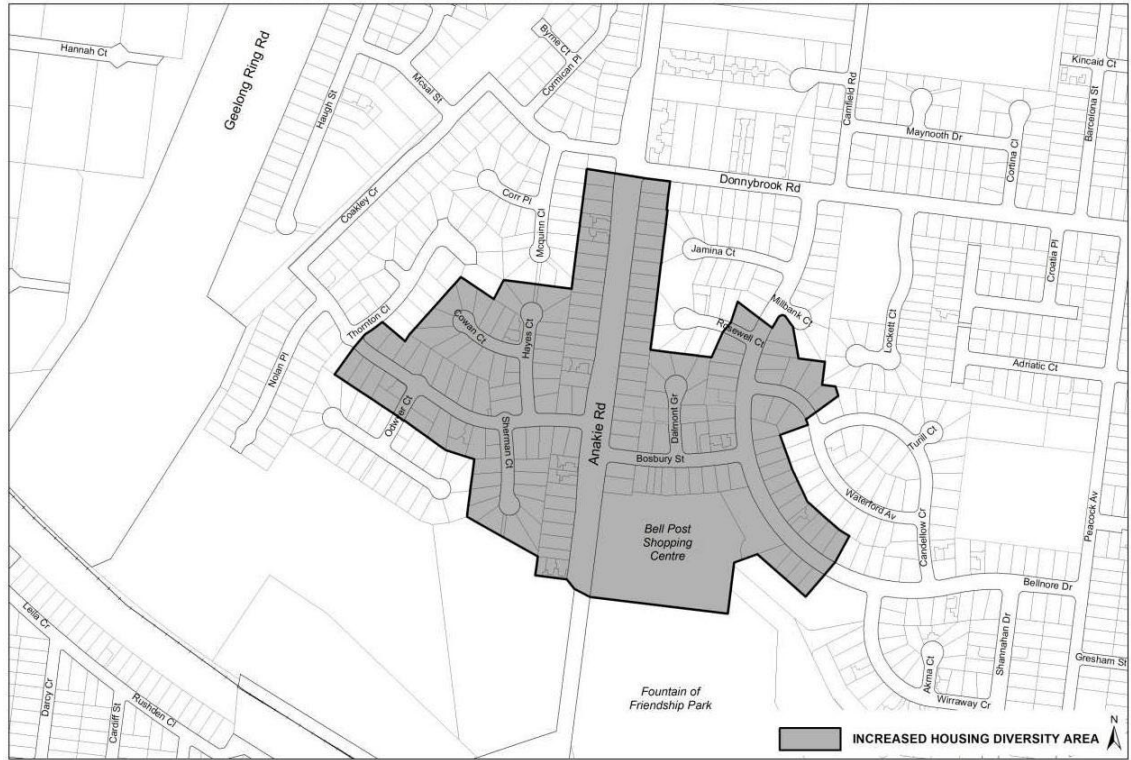
Barwon Heads Increased Housing Diversity Areas Map



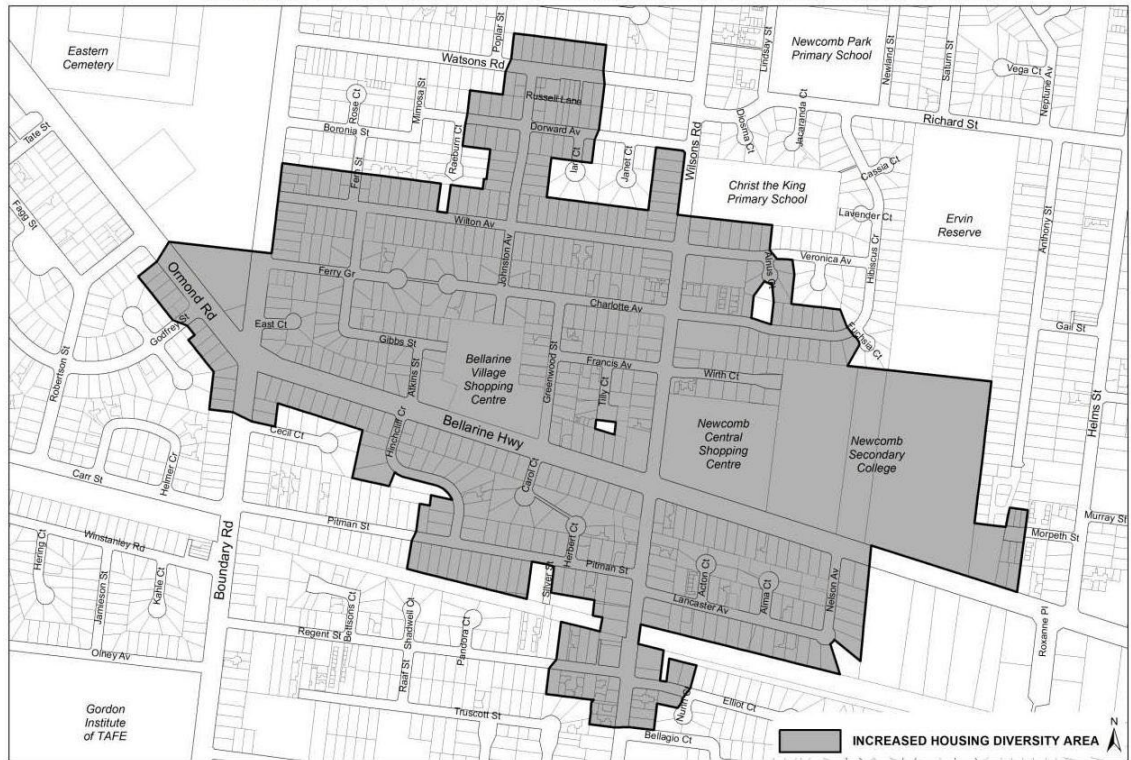
Bell Park - Separation Street Increased Housing Diversity Areas Map



Bell Post Shopping Centre Increased Housing Diversity Areas Map



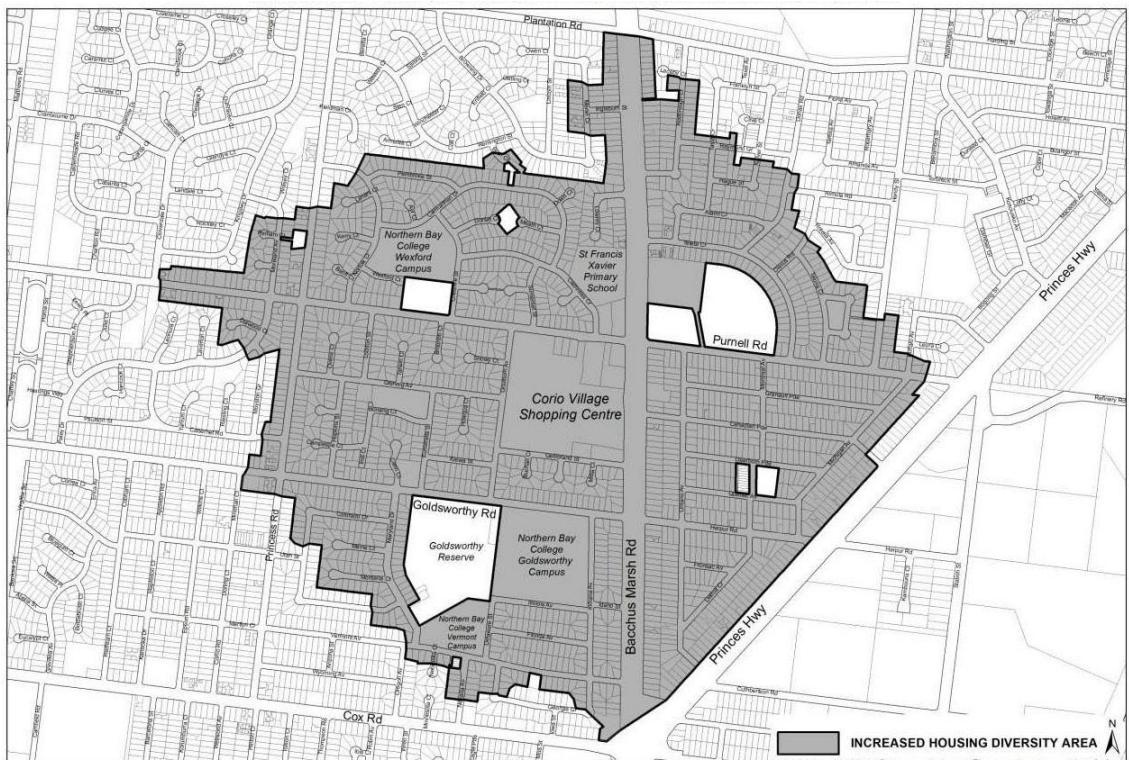
Bellarine Village and Newcomb Central Increased Housing Diversity Areas Map



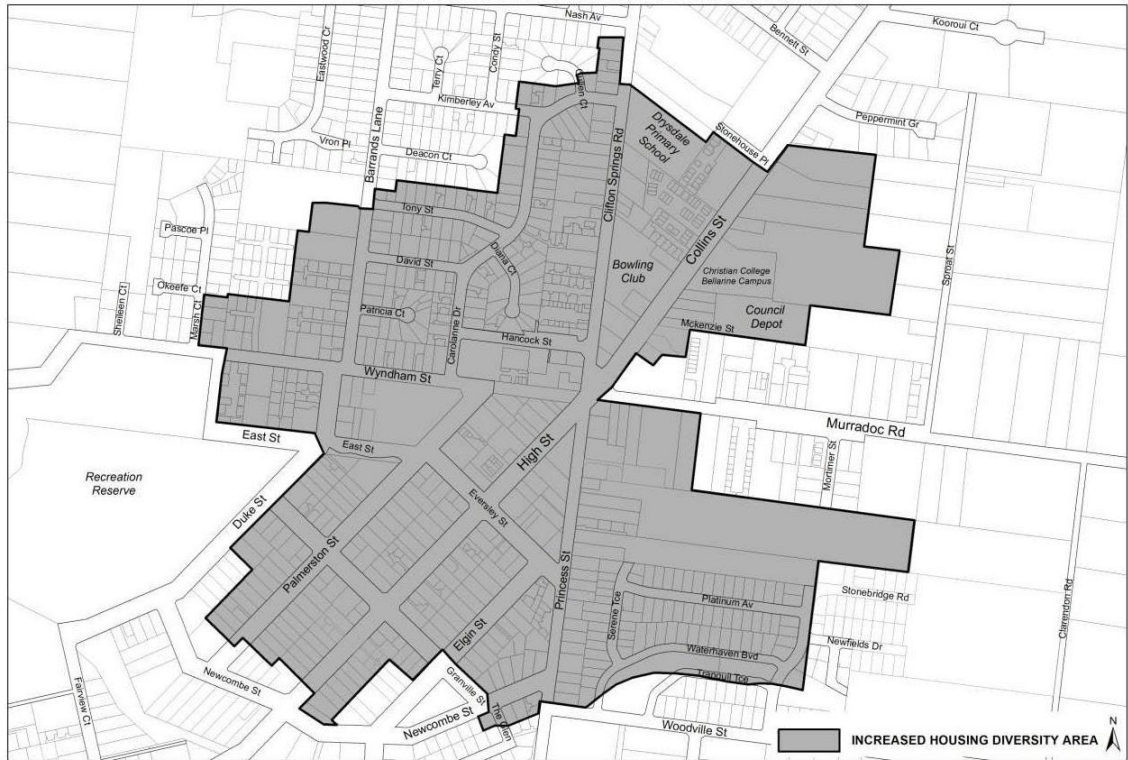
Belmont - High Street Increased Housing Diversity Areas Map



Corio Village Shopping Centre Increased Housing Diversity Areas Map



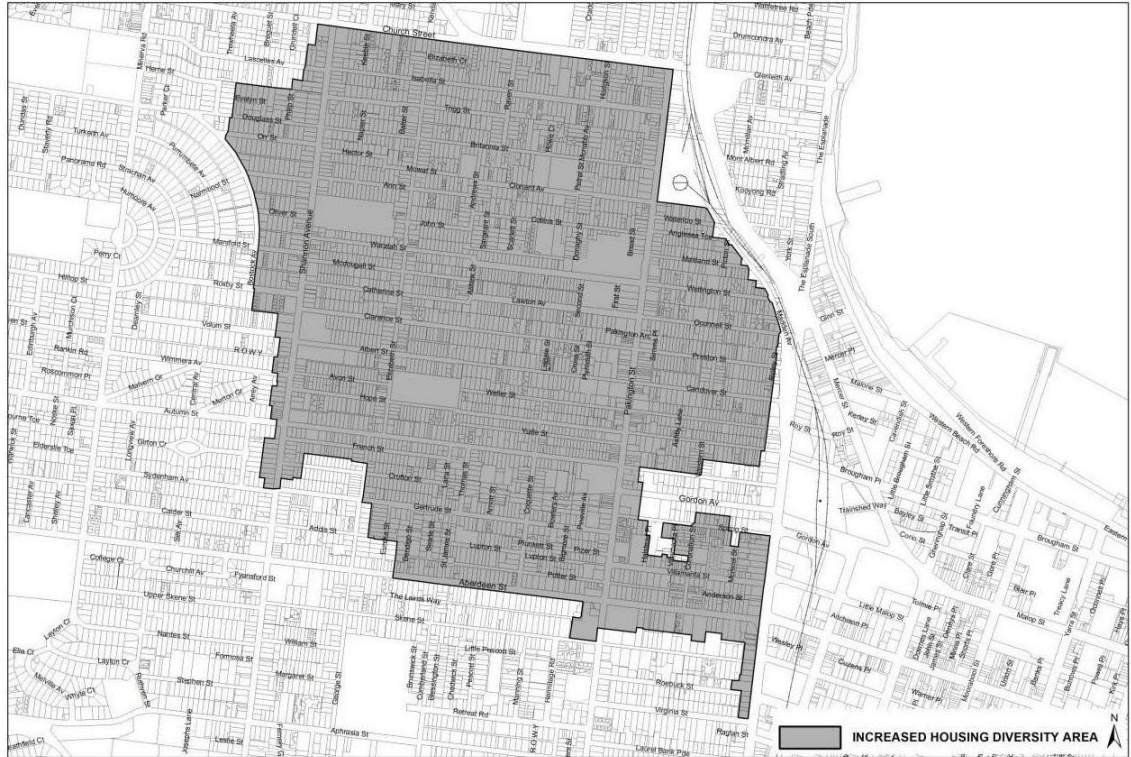
Drysdale Increased Housing Diversity Areas Map



East Geelong - Ormond Road Increased Housing Diversity Areas Map



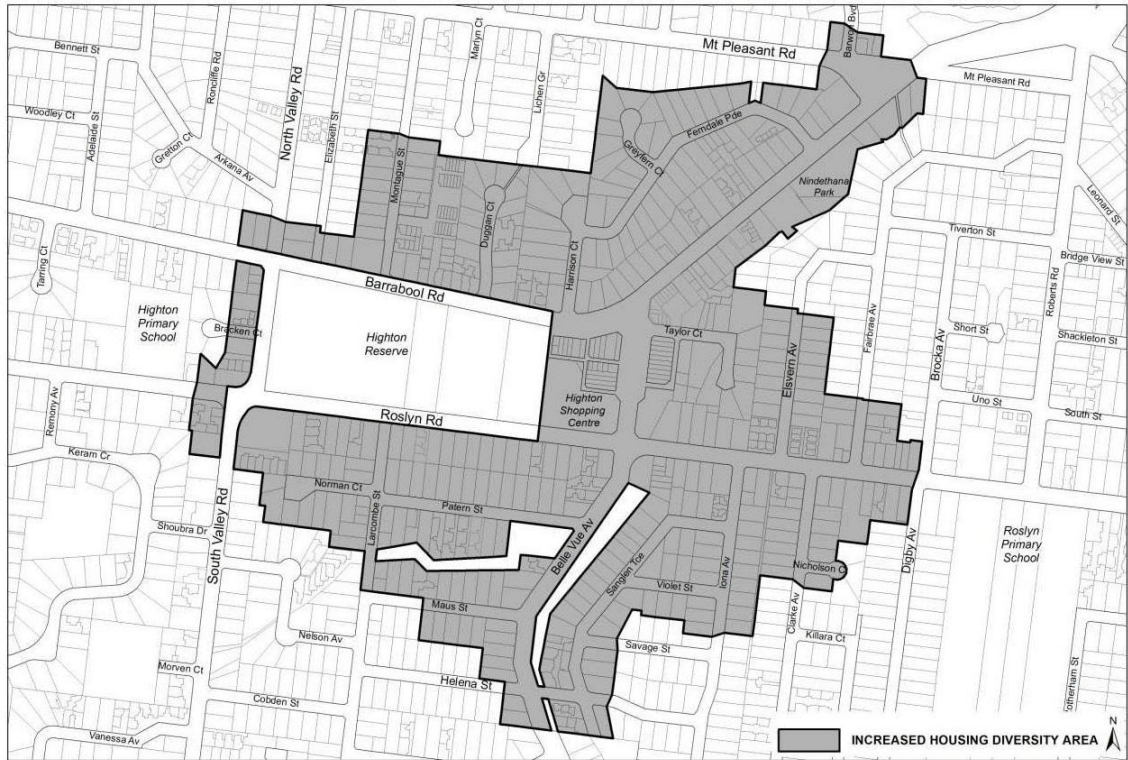
Geelong West, Manifold Heights & Newtown Increased Housing Diversity Areas Map



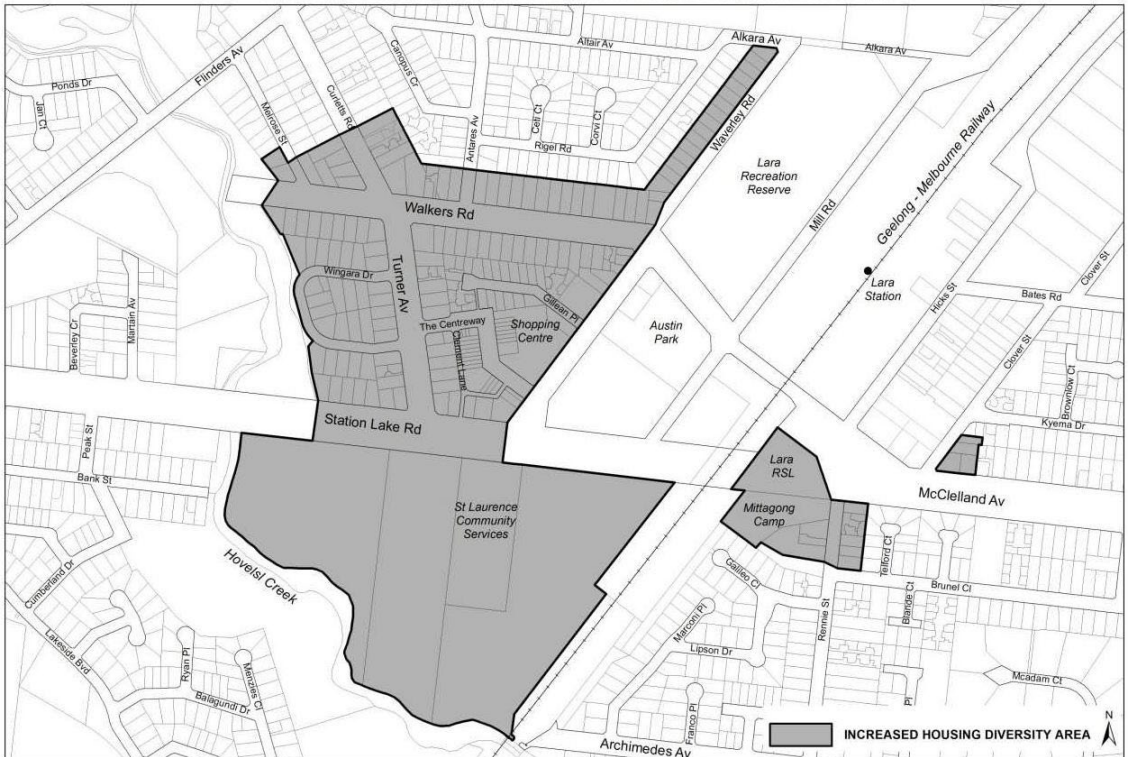
Hamlyn Heights - Vines Road Increased Housing Diversity Areas Map



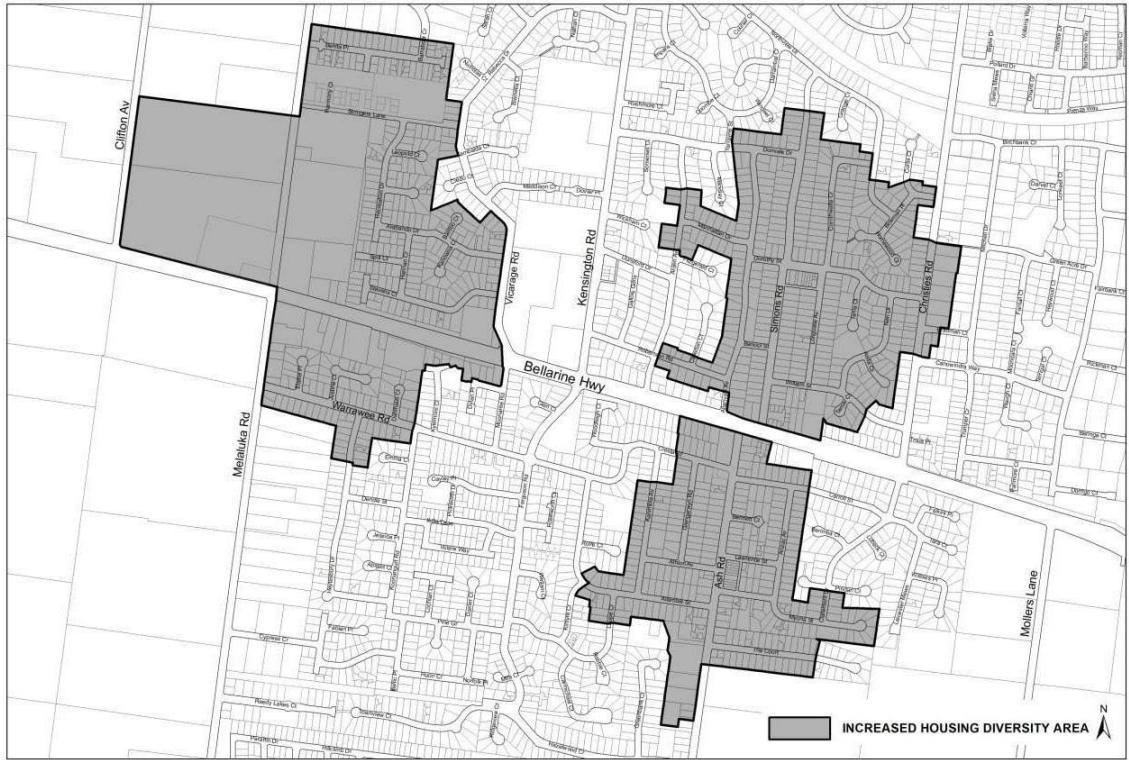
Highton Shopping Centre Increased Housing Diversity Areas Map



Lara and Lara Station Increased Housing Diversity Areas Map



Leopold Increased Housing Diversity Areas Map



Marshall Station Increased Housing Diversity Areas Map



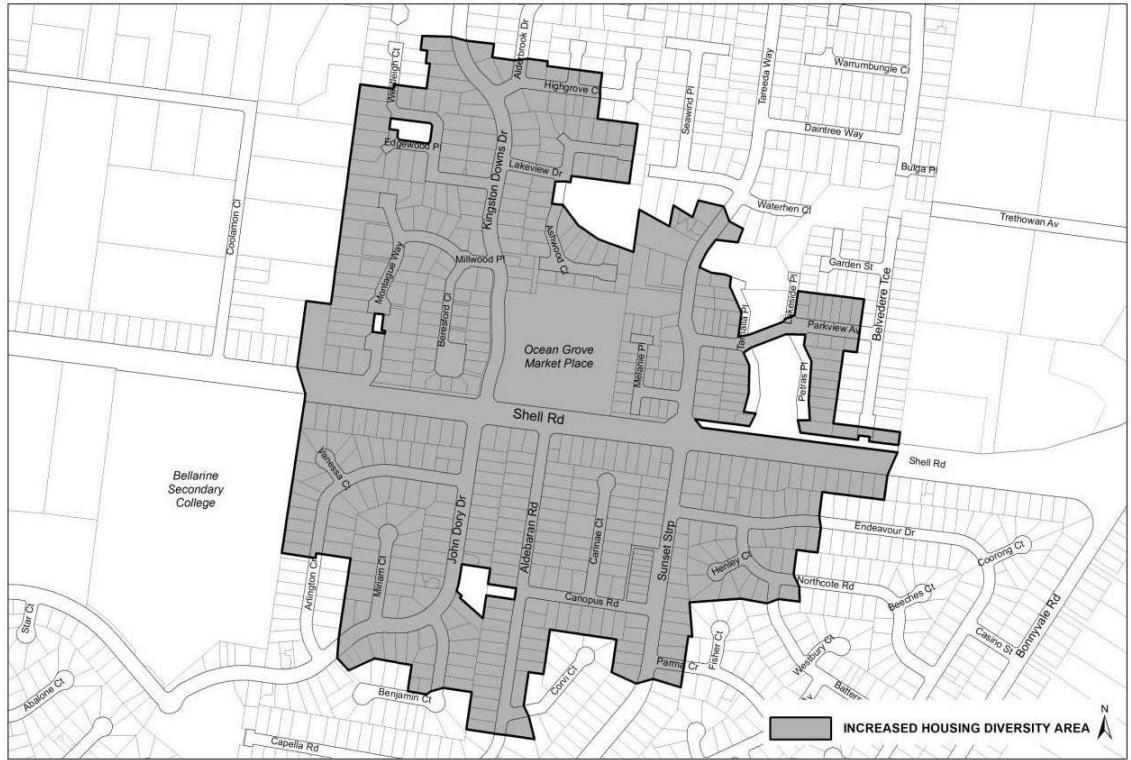
North Geelong Station Increased Housing Diversity Areas Map



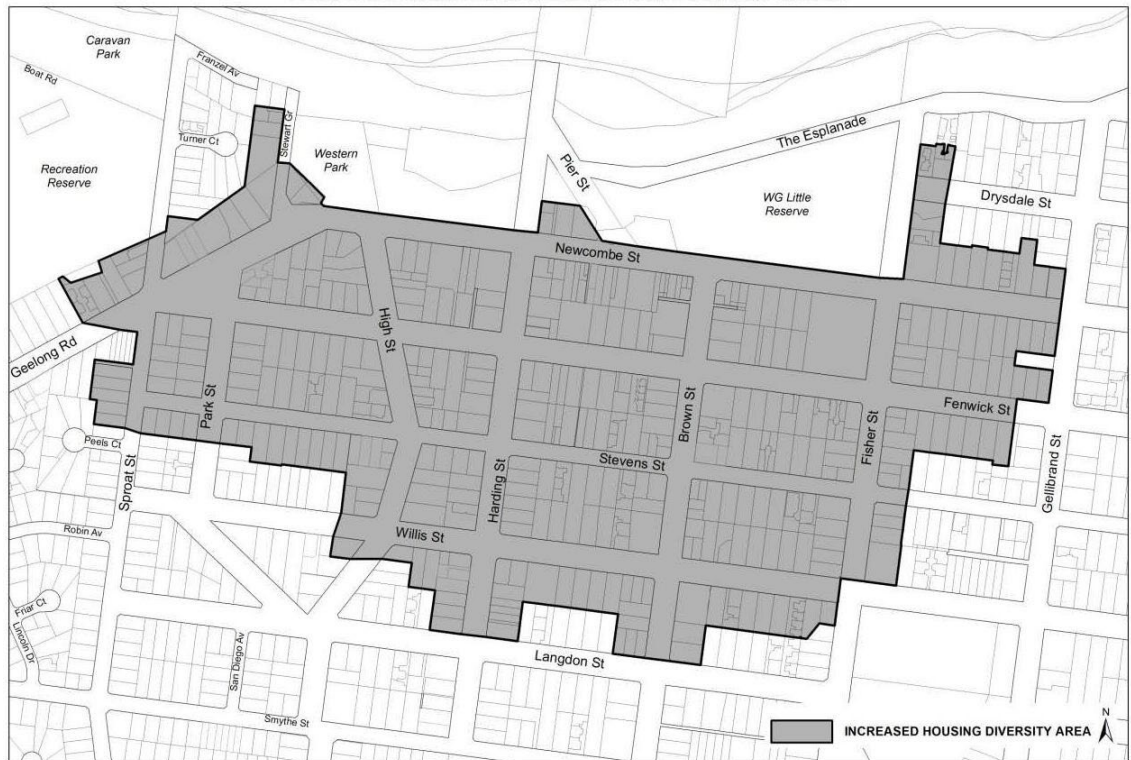
Ocean Grove Increased Housing Diversity Areas Map



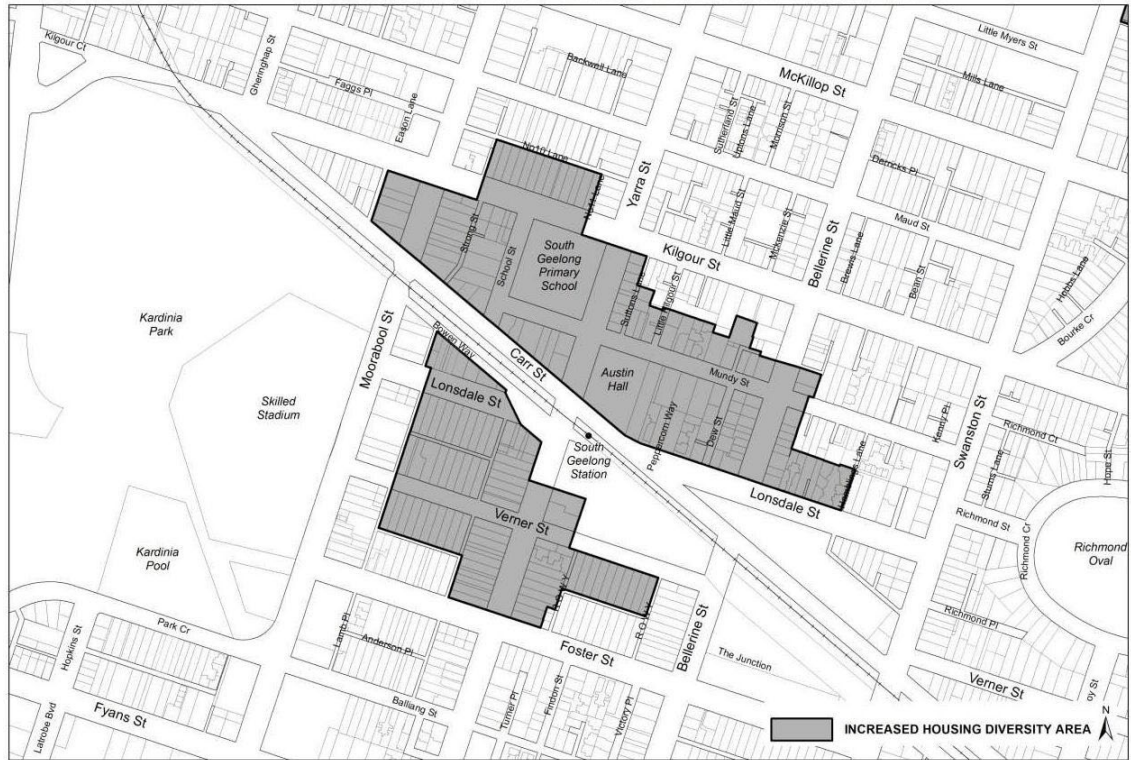
Ocean Grove Market Place Increased Housing Diversity Areas Map



Portarlington Increased Housing Diversity Areas Map



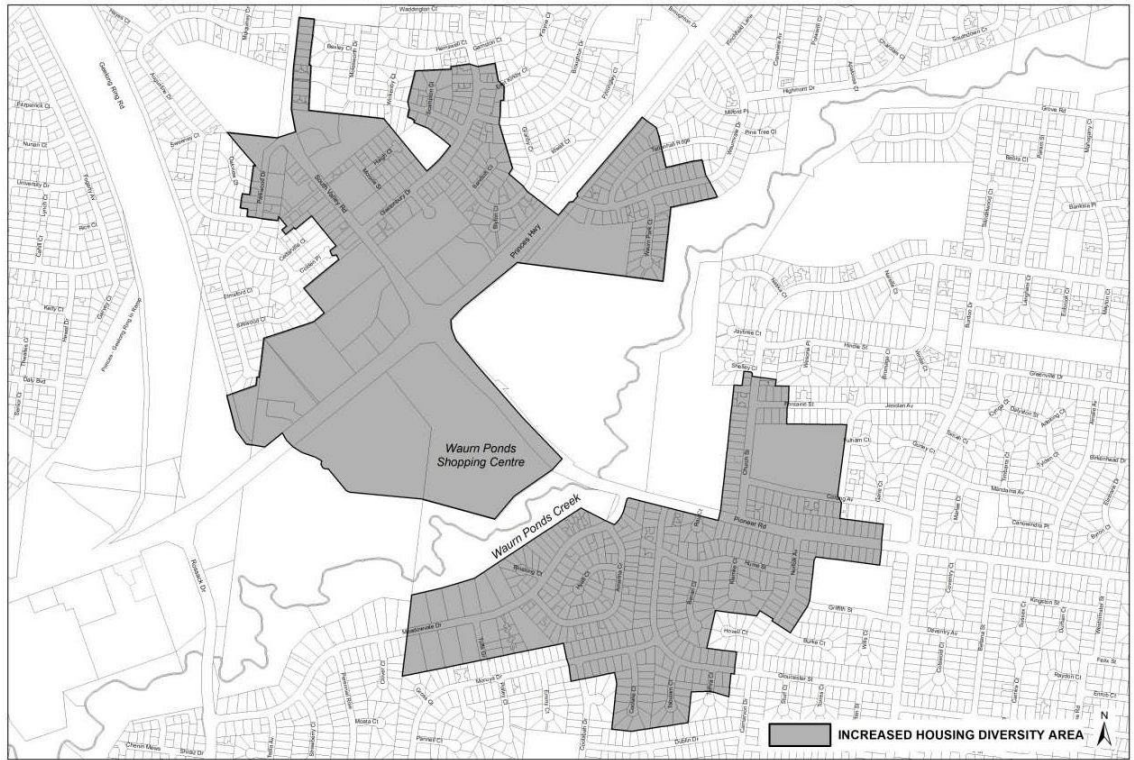
South Geelong Station Increased Housing Diversity Areas Map



St Leonards Increased Housing Diversity Areas Map



Waurm Ponds Increased Housing Diversity Areas Map



16.01-1L-03 Increased housing diversity in coastal areas

07/07/2022
C417ggee

Policy application

This policy applies to residential land located in Barwon Heads, Ocean Grove, Ocean Grove Market Place, Portarlinton and St Leonards Increased Housing Diversity Areas as identified in the maps at Clause 16.01-1L-02 Increased housing diversity areas.

Strategies

Encourage innovative architecture that respects the coastal setting by incorporating:

- A variety of lightweight materials.
- Building elements and details that contribute to a lightness of structure (including balconies, verandahs, extensive glazing, light transparent balustrading).
- Simple detailing.
- Higher building elements to capture views.

Retain the openness of the streetscape by avoiding the use of front fences or by providing low permeable front fences.

Encourage landscaping to be incorporated into the overall development including planting of a canopy tree and/or large shrubs within front setbacks.

Policy document

Consider as relevant:

- *City of Greater Geelong Housing Diversity Strategy* (alphaPlan, David Lock Associates and the City of Greater Geelong, 2007)

16.01-2S09/10/2020
VC169**Housing affordability****Objective**

To deliver more affordable housing closer to jobs, transport and services.

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.

Policy documents

Consider as relevant:

- *Homes for Victorians - Affordability, Access and Choice* (Victorian Government, 2017)

16.01-2LProposed C457ggee**Social and Affordable Housing****Policy Application**

This policy applies to a residential development within the Commercial 1 Zone land in the Highton Shopping Centre Increased Housing Diversity Area as identified in the map at Clause 16.01-1L-02 Increased housing diversity areas.

Strategy

Encourage ~~social and~~ affordable housing contributions through agreements with landowners under Section 173 of the *Planning and Environment Act 1987* for mixed use and residential development.

Policy guidelines

Consider as relevant:

- Providing at least 5 percent of dwellings as an affordable housing contribution that meets the following requirements:
 - be delivered within the land to which the planning permit application applies.
 - be functionally and physically indistinguishable from other dwellings within the development.
 - be distributed across the development.
 - provide a mix of housing types, including social housing to respond to local housing needs.
 - include access to all common facilities within the building at no extra fee for occupants of affordable housing dwellings; and
 - allocate one or more bicycle parking space per dwelling for the life of the affordable housing.
- Encouraging the affordable housing contribution to be provided:
 - as a transfer of dwellings to a Registered Housing Association under the Housing Act 1983
 - for zero consideration (Primary Obligation); or
 - a monetary contribution to a Registered Housing Association under the Housing Act 1983 or as directed by the Responsible Authority, which is of equal value to the Primary Obligation; or
 - a combination of the above options; or
 - in any other way as agreed between the permit applicant and the Responsible Authority.

Policy document

~~Consider as relevant:~~

~~–Highton Village Urban Design Framework (City of Greater Geelong, January 2024)~~

16.01-3S09/10/2020
VC169**Rural residential development****Objective**

To identify land suitable for rural residential development.

Strategies

Manage development in rural areas to protect agriculture and avoid inappropriate rural residential development.

Encourage the consolidation of new housing in existing settlements where investment in physical and community infrastructure and services has already been made.

Demonstrate need and identify locations for rural residential development through a housing and settlement strategy.

Ensure planning for rural residential development avoids or significantly reduces adverse economic, social and environmental impacts by:

- Maintaining the long-term sustainable use and management of existing natural resource attributes in activities including agricultural production, water, mineral and energy resources.
- Protecting existing landscape values and environmental qualities such as water quality, native vegetation, biodiversity and habitat.
- Minimising or avoiding property servicing costs carried by local and state governments.
- Maintaining an adequate buffer distance between rural residential development and animal production.

Ensure land is not zoned for rural residential development if it will encroach on high quality productive agricultural land or adversely impact on waterways or other natural resources.

Discourage development of small lots in rural zones for residential use or other incompatible uses.

Encourage consolidation of existing isolated small lots in rural zones.

Ensure land is only zoned for rural residential development where it:

- Is located close to existing towns and urban centres, but not in areas that will be required for fully serviced urban development.
- Can be supplied with electricity, water and good quality road access.

16.01-3L

07/07/2022
C417ggee

Rural residential development

Strategies

Limit rural living development to existing zoned land in the existing nodes at Lara, Drysdale/Clifton Springs, Wallington, Lovely Banks and Batesford.

Maintain the existing character of areas in the Rural Living and Low Density Residential Zones.

16.01-4S

04/11/2022
VC226

Community care accommodation

Objective

To facilitate the establishment of community care accommodation and support their location being kept confidential.

Strategies

Planning schemes should not require a planning permit for or prohibit the use of land in a residential area for community care accommodation provided no more than 20 clients are accommodated and the use is funded by, or carried out by or on behalf of, a government department or public authority, including a public authority established for a public purpose under a Commonwealth Act.

Facilitate the confidential establishment of community care accommodation through appropriate permit, notice and review exemptions.

16.01-5S Residential aged care facilities

09/10/2020

VC169

Objective

To facilitate the development of well-designed and appropriately located residential aged care facilities.

Strategies

Recognise that residential aged care facilities contribute to housing diversity and choice, and are an appropriate use in a residential area.

Recognise that residential aged care facilities are different to dwellings in their purpose and function, and will have a different built form (including height, scale and mass).

Ensure local housing strategies, precinct structure plans and activity centre structure plans provide for residential aged care facilities.

Ensure that residential aged care facilities are located in residential areas, activity centres and urban renewal precincts, close to services and public transport.

Encourage planning for housing that:

- Delivers an adequate supply of land or redevelopment opportunities for residential aged care facilities.
- Enables older people to live in appropriate housing in their local community.

Provide for a mix of housing for older people with appropriate access to care and support services.

Ensure that proposals to establish residential aged care facilities early in the life of a growth area are in locations that will have early access to services and public transport.

Ensure that residential aged care facilities are designed to respond to the site and its context. Promote a high standard of urban design and architecture in residential aged care facilities.

Policy guidelines

Consider as relevant:

- The Commonwealth Government's Responsible ratios for the provision of aged care places under the *Aged Care Act 1997*.

Appendix F Panel recommended version of Design and Development Overlay Schedule 52

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Proposed C457ggee

SCHEDULE 52 TO CLAUSE 43.02 DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO52**.

HIGHTON VILLAGE ACTIVITY CENTRE**1.0****Design objectives**

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Proposed C457ggee

To support a low-rise built form character for Highton Village.

To maintain and enhance the established high-street character of Belle Vue Avenue and the intimate character of the laneways.

To enhance Highton Village's character as a desirable destination for local shopping and recreation by promoting contemporary design and built form that demonstrates design excellence.

To prioritise the pedestrian environment by encouraging active frontages at ground floor level adjacent to existing roads and laneways.

To consolidate lots within the retail core to improve overall design and development outcomes while retaining the fine grain pattern of the streetscape.

2.0**Buildings and works**

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Proposed C457ggee

A permit is required to construct a fence.

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

Building height

Development should not exceed the preferred maximum building heights as shown in Map 1 and Table 1 to this schedule.

The preferred maximum building height does not include architectural features and service equipment including plant rooms, lift overruns, structures associated with roof top gardens, decks and communal outdoor spaces and their ancillary facilities or enclosed stairwells provided that the following criteria are met:

- Not more than 50% of the roof area is occupied by the equipment (other than solar panels or greening);
- The equipment is located to minimise additional overshadowing and reduce visual impact on neighbouring properties and public spaces;
- The equipment does not exceed the height limit by more than 3.6 metres; and
- The equipment and screening are integrated into the design of the building to the satisfaction of the responsible authority.

Development should meet the following minimum floor to floor dimensions:

- 4.0 metres at ground level;
- 3.2 - 3.5 metres for residential and non-residential uses in the levels above.

Streetwall heights

Development should not exceed the maximum street wall heights specified in Map 1 and Table 1 to this schedule.

Table 1 to Schedule 52 to Clause 43.02

Interface	Ground level setback	Maximum street wall height	Preferred setback above street wall	Maximum preferred building height
Interface Type A	Retain existing or 0 metres	8 metres (2 Storeys)	4 metres	9 metres (2 storeys)
Laneway Interface Type 1	Retain existing or 0 metres	4.5 metres (1 storey)	4 metres	9 metres (2 storeys)
Future Laneway interface	4 metres (forming 8 metre laneway)	4.5 metres (1 storey)	4 metres	9 metres (2 storeys)

Setbacks

Development should be constructed to the street boundary at the ground floor unless otherwise identified on Map 1 to this schedule. The ground floor setback identified in Map 1 and Table 1 must:

- Remain fully accessible to the public; and
- Be designed and treated as part of the public domain.

Any part of a building (including balconies) above the street wall height should be set back at least 4 metres from the street boundary.

Building design

Incorporate appropriately articulated and modulated fine grain shop front pattern and vertical proportions and provide visual interest through glazing and variation in materials and textures on frontages identified as active on Map 1 to this schedule.

Buildings fronting streets should provide:

- Clear and transparent glazing up to 2.5 metres in height, of not less than 40 per cent of the width of the frontage, excluding any column or solid plinth or base.
- Facade design that incorporates lighting to ensure a sense of safety and security at night time.

Incorporate architectural detailing that accentuates the landmark corner point identified on Map 1 to this schedule

Distinguish recessed upper-level built form from the street wall.

Incorporate variation and visual interest in the facade through form, materials, and textures.

Incorporate a high degree of passive surveillance to all road frontages, laneways, and open space (except in rear access lanes).

Avoid creating blank walls on facades fronting public areas. If windows or openings are not appropriate other design treatments may be considered to break up the surface and provide visual interest and amenity such as mural painting or vertical gardens.

Manage SBO (Special Building Overlay) level transitions within the building envelope to establish an at grade direct connection to usable spaces within ground level tenancies.

Incorporate landscaping on balconies and rooftops to limit overlooking, soften the built form and contribute to the green character of the Village.

Ensure building design on consolidated sites continues to respond to the rhythm and pattern of development on the street.

Services and storage

Balconies should not house air-conditioning or plant equipment unless they are concealed from public view.

Landscaping and public realm

Include landscaping which enhances and contributes to the green character of the Village.

Incorporate weather protection for pedestrians along street frontages in the form of verandas, awnings, or canopies over the footpath, maintaining a minimum clearance of 3.5 metres above the footpath level.

Ensure new awnings match the height and depth of existing awnings at neighbouring sites.

Access, parking and loading areas

Minimise the impact of vehicle access and car parking on the public realm by:

- Locating vehicle access and loading areas at the rear of buildings via service lanes in accordance with Map 2 to this schedule;
- Locating car parking within the basement or conceal it from the public realm if located within the podium by sleeving with active uses.

Incorporate reduced or shared car parking amenities for residential development where possible.

Support active transport through the supply of bicycle parking and change facilities.

Exemption from notice and review

An application to construct a building or to construct or carry out works is exempt from the notice requirements of Section 52(1)(a), (b) and (d), the decision requirements of Section 64(1), (2) and (3) and the review rights of Section 82(1) of the Act. This exemption does not apply to land within 30 metres of land (not a road) which is in a residential zone, land use for a hospital or an education centre or land in a Public Acquisition Overlay to be acquired for a hospital or an education centre.

3.0

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Proposed C457ggee

Subdivision

A permit to subdivide land must meet the following requirements:

Subdivision of existing sites not associated with a development proposal that achieves the design objectives and requirements of this schedule is discouraged.

Site consolidation

Sites should be consolidated where appropriate to reduce the impact of potential vehicles crossings on Belle Vue Arcade West and Village Walk south.

Site consolidation should contribute to an orderly lot size distribution, avoiding the retention of narrow unconsolidated lots that cannot achieve desired built form outcomes.

Exemption from notice and review

An application to subdivide land is exempt from the notice requirements of Section 52(1)(a), (b) and (d), the decision requirements of Section 64(1), (2) and (3) and the review rights of Section 82(1) of the Act. This exemption does not apply to land within 30 metres of land (not a road) which is in a residential zone, land used for a hospital or an education centre or land in a Public Acquisition Overlay to be acquired for a hospital or an education centre.

4.0

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Proposed C457ggee

Signs

None specified.

5.0

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Proposed C457ggee

Application requirements

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

An Urban Context Report and Design Response which details how the application:

- Responds to the urban context;
- Responds to the design objectives and buildings and works requirements of this schedule; and
- Provides design excellence through providing sustainable, high-quality architecture which articulates and minimises visual bulk, and landscape architecture and urban design enforcing liveability and activating the public realm.

Streetscape elevations showing the existing streetscape, and how the proposed development sits within the streetscape or a three-dimensional perspective which shows the proposed development within the streetscape in the context of adjacent development.

Scaled shadow diagrams to show existing and proposed shadows at hourly intervals for 10:00 am and 3:00pm on 22 September, to demonstrate compliance with overshadowing requirements.

A Traffic Impact Assessment Report (TIAR), when relevant.

A Circulation and Movement Plan prepared by a suitably qualified person demonstrating the internal road hierarchy including primary and secondary roads and areas to be accessed by loading and building services, vehicles, pedestrians, and cyclists, when relevant.

6.0

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Proposed C457ggee

Decision guidelines

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

- Whether the development appropriately responds to the design objectives and requirements including building heights, street wall heights and setbacks in this schedule.
- Whether the proposed development employs a massing strategy that reduces visual bulk.
- Whether the proposed development achieves design excellence by providing high quality and innovative architecture, landscape architecture and urban design which demonstrates function, liveability, sustainability, and public contribution to buildings and urban spaces.
- Whether the proposal contributes to the urban design, walkability, bicycle access, permeability, and streetscape appearance of the area.

Variations to preferred requirements

Where an application proposes to exceed, or vary a preferred requirement under a discretionary control contained within this schedule consideration will be given to the following:

- Whether the design objectives have been met.
- Whether the proposal is on a large site that can enable a variation to a requirement without material adverse offsite impact.
- Whether the proposal presents excellence in design.

Map 1 to Schedule 52 to Clause 43.02 Building Heights and Interfaces

Deleted



LEGEND

Preferred Maximum Building Heights

9 metres (2 Storeys)

Interface Type

Interface Type A

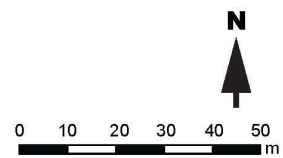
Laneway Interface Type L1

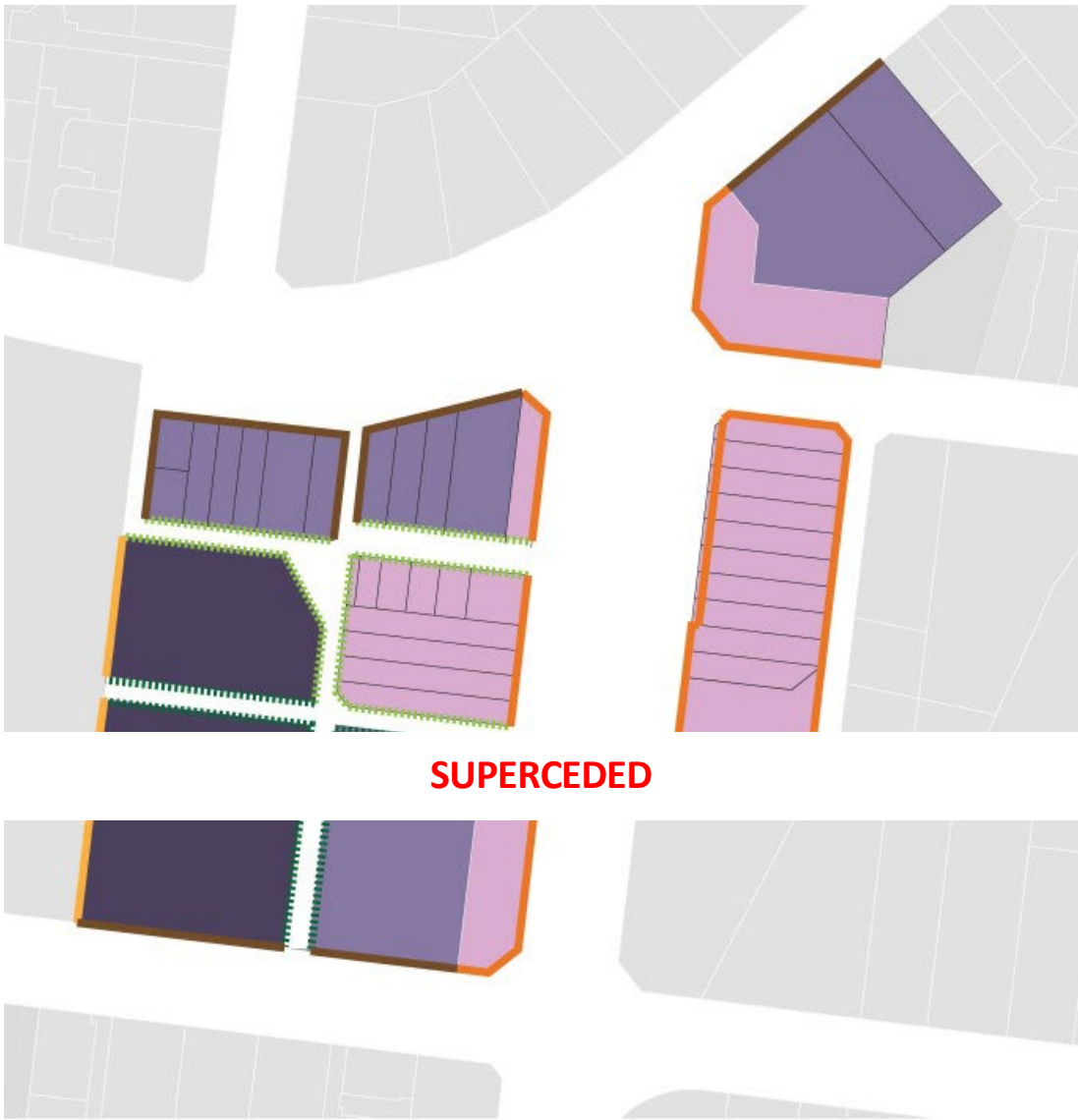
Future Laneway Interface

Frontage

Active Frontage

Landmark Corner Point










SUPERCEDED

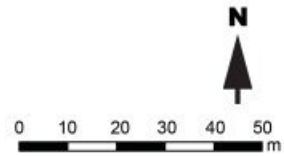
LEGEND

Preferred Maximum Building Heights

-  9 metres (2 Storeys)
-  12 metres (3 storeys)
-  15 metres (4 storeys)

Interface Type

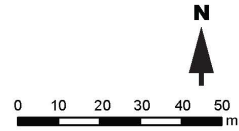
-  Interface Type A
-  Interface Type B
-  Laneway Interface Type L1
-  Future Laneway Interface
-  Public Open Space Interface

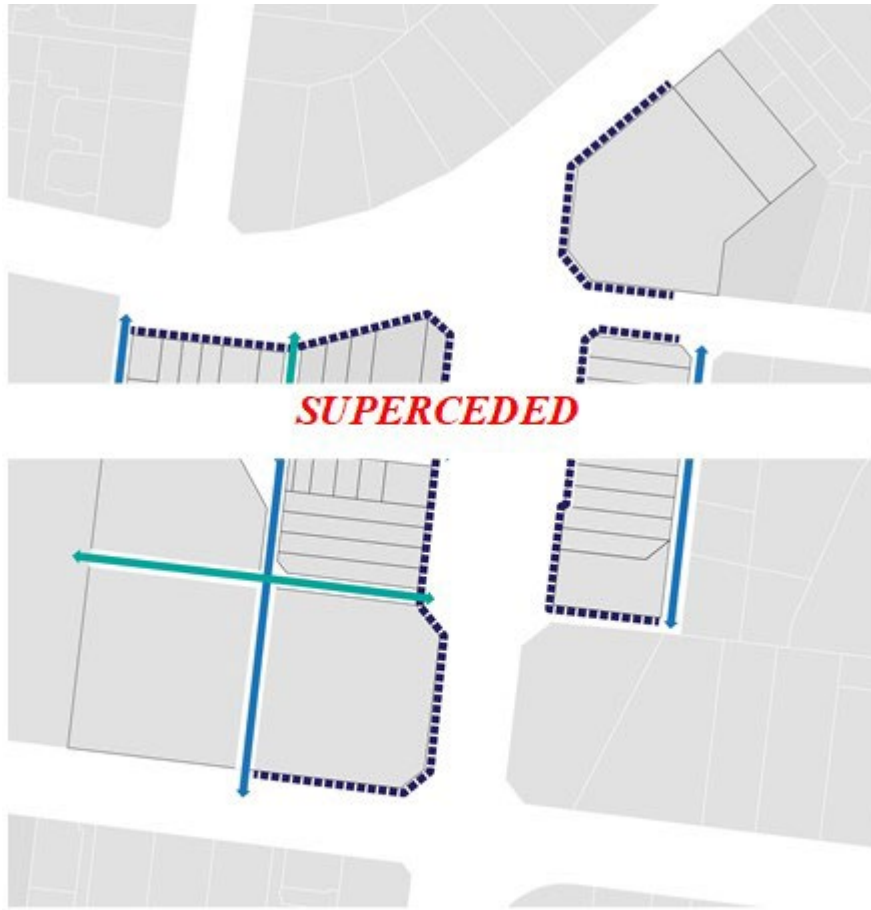


Map 2 to Schedule 52 to Clause 43.02 Access and Movement



- LEGEND
- Access & Movement
- Active laneways (no vehicular cross over)
 - Service laneways
 - No vehicular crossovers





- LEGEND
- Access & Movement
- Active laneways (no vehicular cross over)
 - Service laneways
 - No vehicular crossovers

