

Greater Geelong Planning Scheme

Amendment C468ggee

Explanatory Report

Overview

The amendment identifies the South-West Geelong Investigation Area (SWGIA) as a site for future investigation by introducing strategic directions in accordance with the recommendations of the *South-West Employment Land Review* (HillPDA, 2023). It is also proposed to include the Review as a background document.

It does this by identifying the SWGIA within the Municipal Planning Strategy and by adding strategic directions to guide further work required to determine the extent of employment and potential ancillary residential or tourism uses; and by updating the incorporated document *Armstrong Creek Urban Growth Plan Framework Plan, November 2008 (updated September 2012 and June 2015)* to reclassify the Western Industrial Precinct as an area of further investigation within the SWGIA. It makes associated changes to relevant planning scheme ordinance.

Where you may inspect this amendment

The amendment can be inspected free of charge at:

- City of Greater Geelong website at www.geelongaustralia.com.au/amendments/
- By appointment only during office hours at Wurriki Nyal Wadawurrung Country, 137-149 Mercer Street, Geelong - Monday to Friday 8am to 5pm

The amendment can also be inspected free of charge at the Department of Transport and Planning website at <http://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 **Monday 14th October 2024**.

A submission must be sent to:

The Coordinator
Strategic Implementation
City of Greater Geelong

- either by mail to: PO Box 104, GEELONG VIC 3220
- or by email to: 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 hearing dates have been set for this amendment:

- directions hearing: week beginning 16th December 2024
- panel hearing: week beginning 17th February 2025

Details of the amendment

Who is the planning authority?

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

Land affected by the amendment

The amendment applies to the South-West Geelong Investigation Area (SWGIA) which is approximately 710 hectares of land in Waurm Ponds and Mount Duneed (see Figure 1). It is generally bounded to the east by Drayton Road; to the north by McPherson Road, the Geelong-Warrnambool Railway Line, Baanip Boulevard, and the Armstrong Creek; to the west by Airport Road; and to the south by Whites/Reservoir Road.

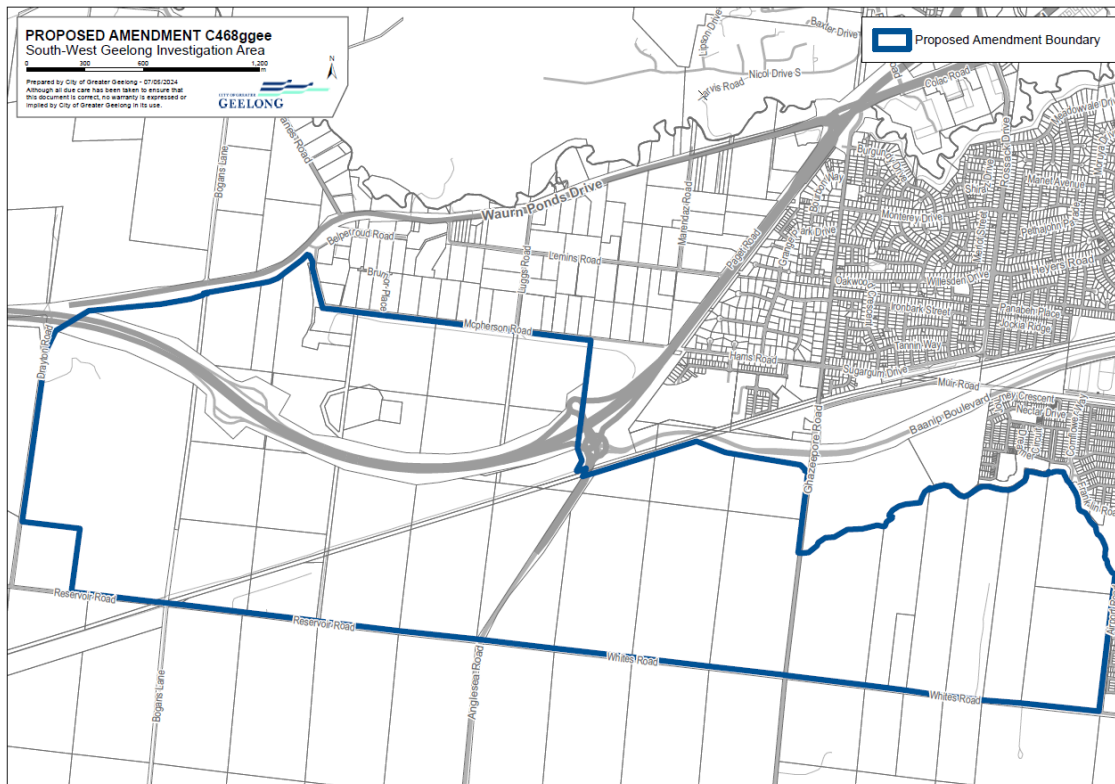


Figure 1. Land affected by the amendment

What the amendment does

The amendment identifies the South-West Geelong Investigation Area as a site for future investigation by introducing strategic directions in accordance with the recommendations of the *South-West Employment Land Review* (HillPDA, 2023) and by updating the *Armstrong Creek Urban Growth Plan Framework Plan, November 2008 (updated September 2012 and June 2015)* to reclassify the Western Industrial Precinct as an area of investigation for potential residential or tourism uses.

Specifically, the amendment makes the following changes:

Planning scheme ordinance

- Amends Clause 02.03-1 (Settlement) to insert strategic directions for the South-West Geelong Investigation Area.
- Amends Clause 02.04-1 (Municipal framework plan) to indicate the extent of the South-West Geelong Investigation Area.
- Amends Schedules 1, 2, 3, and 4 of Clause 37.07 (Urban Growth Zone) to update references to the *Armstrong Creek Urban Growth Plan - Framework Plan*.
- Amends the Schedule to Clause 72.04 (Incorporated Documents) to replace the *Armstrong Creek Urban Growth Plan - Framework Plan, November 2008 (updated September 2012 and June 2015)* with the revised June 2024 version.
- Amends the Schedule to Clause 72.08 (Background Documents) to insert the *South-West Employment Land Review* (HillPDA, 2023).

- Amends the Schedule to Clause 74.02 (Further Strategic Work) to outline further strategic work needed to implement the new strategic directions.

Incorporated documents

The implementation of the Review's recommendations requires minor changes to the incorporated *Armstrong Creek Urban Growth Plan Framework Plan, November 2008 (updated September 2012 and June 2015)*. Changes include:

- Updating phrasing in the Employment sub-section of the framework plan; and
- Replacing the map in the framework plan with a version which indicates the Western Industrial Precinct's inclusion in the South-West Geelong Investigation Area.

Strategic assessment of the amendment

Why is the amendment required?

Amendment C468ggee is a policy amendment. It sets the strategic directions for the South-West Geelong Investigation Area to ensure there is strategic justification for the further work needed to establish feasibility and best use of the land. Council resolved to adopt the *South-West Employment Land Review (HillPDA, 2023)*, hereafter 'the Review', and prepare a planning scheme amendment for its implementation on 12 December 2023. The Review recommends the Boral and WIP sites form a single investigation area to deliver approximately 170 hectares of employment land (net developable area), provides options on how the employment land could be delivered and that any land surplus to the employment needs can be considered for other strategic uses such as residential or tourism.

The amendment is required to introduce the planning principles and directions for the investigation area which were developed from the Review's recommendations. Namely, to identify the land in Figure 1 as subject to further investigation and to update the *Armstrong Creek Urban Growth Plan Framework Plan* accordingly.

The Review identifies a need for an additional 245 hectares of employment land (net developable land) in the South-West Geelong sub-region by 2051. The North East Industrial Precinct in the Armstrong Creek Urban Growth Area is forecast to provide approximately 76 hectares of the total needed within the next three decades. Investigation of the nominated study area can identify the additional 170 hectares of employment land needed to meet the identified target. The Review also recommends the activation of additional employment land as early as 2027.

This amendment provides the strategic framework which strengthens the capacity of the South-West Geelong sub-region to supply suitable employment opportunities. The policy changes included will direct short- and medium-term future work in the area and reinforce the emergence of good planning outcomes in the form of an additional 170 hectares of employment land close to public transport, arterial roads, and residential precincts. The planning scheme is the most appropriate mechanism

to enact these strategic directions.

A subsequent amendment, subject to the preparation of an appropriate precinct structure plan (or similar mechanism), is needed to set out the detailed land use and development requirements for the investigation area, alongside a development contributions plan.

Background

The Review was commissioned as part of work conducted in the wake of Amendment C395ggee (Settlement Strategy), which was gazetted on 6 May 2021. During the preparation of Amendment C395ggee, submissions from land owners in the Waurin Ponds and Mount Duneed areas argued for the inclusion of the Boral-owned land within the settlement boundary subject to the cessation of quarrying activities at the site. In closing submissions at the panel hearing, Council identified that at any time it is open for information to be presented to seek support for changes to the strategic direction of the site now encompassed in the South-West Geelong Investigation Area, which the panel and Council agreed were beyond the scope of Amendment C395ggee. The panel report further concluded that any review of the Western Industrial Precinct (a precinct within the Armstrong Creek Urban Growth Area) should be considered in conjunction with the Boral land and the wider Armstrong Creek Urban Growth Area.

The landowners of the Boral land (all land west of Ghazeepore Road and within the investigation area shown in Figure 1) have indicated that extractive operations on the site have ceased and approached Council regarding the potential for changing the strategic direction, and subsequently the use, of the land.

The Western Industrial Precinct was identified in the Armstrong Creek Urban Growth Area Framework Plan for industrial uses as, at the time of the preparation, the quarrying operations necessitated a buffer which excluded the feasibility of that land for residential uses. Since the cessation of quarrying operations, the buffer is no longer required and a wider range of uses for the precinct might be considered. While the land was rezoned to Urban Growth Zone via Amendment C170, no precinct structure plan has yet been prepared for this area.

Given the changes in context and use of the land in question, and subsequent to the discussions which emerged during the process of Amendment C395ggee, Council is of the position that there is now greater justification to investigate the future use and development potential of the area identified in Figure 1.

Employment Land Review

The South-West Employment Land Review was prepared by HillPDA on behalf of the City of Greater Geelong to determine the state of employment land in south west Geelong. This review considered options for the amount of land needed by type over a nominal 20+ year period, having regard to factors including potential business type by sub-area, lot size, potential buffer requirements and connectivity. A draft version was circulated to landowners and select agencies, and the feedback from that

incorporated, where relevant, into the final review.

The Review recommends the Boral and WIP sites form a single investigation area to deliver approximately 170 hectares of employment land (net developable area), provides options on how the employment land could be delivered and that any land surplus to the employment needs can be considered for other strategic uses such as residential or tourism.

The recommendations of the Review are as follows:

- Enable the delivery of approximately 170 hectares of employment land (net developable area) by 2027.
- Establish a target of 60 jobs per hectare overall.
- The 'investigation area' should meet local and sub-regional needs including:
 - A range of lot sizes to accommodate large format manufacturing,
 - Meeting existing market demand for warehousing, large format retail and trade supplies and growth sectors such as social service and caring economy activities, sustainable growth and environment sectors and advanced manufacturing.
- In the medium- to long- term, explore the potential of other land uses such as residential or tourism.
- Consider the following factors in determination of appropriate land uses across the precinct:
 - Connections back to the existing or planned urban areas
 - Maximise proximity to arterial roads
 - Maximise proximity to the train station and rail corridor
 - Opportunities to enhance the Armstrong Creek open space corridor
 - Optimise access to regional open space
 - Provision of an attractive western entrance to Geelong
 - Opportunities to build on the existence and history of the quarry site including any limitations posed by site remediation
 - Maximise elevated positions and attractive view lines
 - Have regard to Wadawurrung living cultural heritage
 - Consider interfaces with existing and planned uses
 - Address site remediation and contaminated land issues
 - Consider a 'value capture' contribution if land is rezoned to a higher value in the investigation area. The contribution could be calculated as a share of the land value uplift generated by a planning change, with the proceeds invested in local community facilities and / or open space.

Note: these considerations will be addressed in a subsequent planning scheme amendment.

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

The amendment implements the relevant objectives of planning in Victoria as outlined in section 4(1) of the *Planning and Environment Act 1987* (the Act) as follows:

a) Provide for the fair, orderly, economic and sustainable use, and development of land

The amendment implements strategic directions to guide future outcomes that provide for the fair, orderly, economic and sustainable use and development of land within the investigation area.

b) Provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity

The amendment implements strategic directions to guide future outcomes that provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity.

c) Secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria

The amendment introduces new strategic directions for the South-West Geelong Investigation Area that lays the groundwork for creating precincts that prioritise employment functions and facilitate opportunities for industrial uses, subject to further investigation.

g) to balance the present and future interests of all Victorians

The amendment implements strategic directions which guide further work to determine potential use of land that balances the present and future interests of affected parties.

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

The amendment does not directly impact land use and development. Any 'on the ground' effects would be considered during the preparation of a precinct structure plan, rezoning or planning permit application process.

However, at a policy level, the amendment has given due regard to environmental, social and economic effects in the following ways:

- The amendment will generate positive environmental benefits by supporting the environmental restoration of the former quarry site.
- The amendment will generate positive social benefits by providing sufficient employment land up to 2051 to ensure local residents have employment opportunities close to home.
- The amendment will generate positive economic benefits by facilitating the delivery of employment land for a variety of uses, thereby supporting and generating economic activity in Geelong.

Does the amendment address relevant bushfire risk?

The portion of the investigation area east of Anglesea Road is designated as a

bushfire prone area. To ensure use and development will not result in any increase to the risk to life as a priority, property, community infrastructure and the natural environment from bushfire, a bushfire assessment will need to be prepared as part of the further work and investigation in this area.

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

The amendment complies with the requirements of the Ministerial Direction – The Form and Content of Planning Schemes (section 7(5) of the Act).

Direction No. 11 – Strategic Assessment of Amendments

The amendment complies with Ministerial Direction No. 11: (Strategic Assessment of Amendments) under section 12 of the Act. The amendment is consistent with this direction which ensures a comprehensive strategic evaluation of a planning scheme amendment and the outcomes it produces. This explanatory report provides a comprehensive strategic evaluation of the amendment and the outcomes it produces.

Direction No. 15 – The Planning Scheme Amendment Process

The amendment complies with Ministerial Direction No. 15 (The Planning Scheme Amendment Process) under section 12 of the Act. The amendment has been progressed in accordance with the instructions set out in the Ministerial Direction.

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

Clause 11.02-1S (Supply of urban land)

The amendment supports the sufficient supply of commercial and industrial land to meet forecast demand. It introduces clear directions on where growth should occur and establishes the framework for the further work needed to supply the demand. The amendment facilitates the reconsideration of the current land use (primarily extractive industry) however this can help ensure continued adequate supply of well-located land for industry and other uses.

Clause 11.02-2S (Structure planning)

The amendment introduces strategic directions which facilitate the ability to structure plan for the area, ensuring effective planning and management of the land ongoing.

Clause 11.03-6S (Regional and local places)

The amendment introduces strategic directions to guide the development specific to the local context of the identified area.

Clause 16.01-1S (Housing supply)

The amendment introduces strategic directions which flag the potential for land surplus to employment needs to be investigated for residential uses.

Clause 17.01-1S (Diversified economy)

The amendment strengthens and diversifies the Greater Geelong economy by planning for a new employment area in the south west of Geelong, an area with minimal employment land compared to other parts of Geelong, thereby improving access to jobs for people living in the southern part of Geelong. The opportunity for a range of land uses such as commercial and industrial (subject to further work) facilitates growth across a range of employment sectors.

Clause 17.01-1R (Diversified economy – Geelong G21)

The amendment builds on the region's competitive strengths and supports innovation opportunities by identifying a new employment node in the region.

Clause 17.01-1L-01 (Diversified economy – Greater Geelong)

This clause identifies key strategies relevant to the south west Geelong area (encouraging regional and national scale businesses to locate in the area; and supporting the development of a technology/business park). Providing employment land in the South-West Geelong Investigation Area increases the potential of achieving those strategic outcomes.

Clause 17.03-1S (Industrial land supply)

The amendment helps ensure the availability of land for industry which has good access (including by rail) and encourages a variety of lot sizes to encourage various industrial uses and scales (subject to further work).

Clause 17.03-1L (Industrial land supply)

The amendment will help facilitate the provision of industrial land to meet a range of industrial needs in Geelong.

Clause 17.03-2S (Sustainable industry)

The amendment facilitates the sustainable operation of industry by setting the strategic directions for future industrial land.

Clause 17.04-1S (Facilitating tourism)

The amendment introduces strategic directions which flag the potential for land surplus to employment needs to be investigated for tourism uses.

Clause 18.01-1S (Land use and transport integration)

The South-West Geelong Investigation Area has strong potential to integrate via road, rail and active transport links with adjacent established residential areas. The further work enabled by this amendment ensures the planning of land adjacent the Geelong-Warrnambool Railway Line and the Geelong Ring Road has regard to the current future development and operation of the transport system.

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

The amendment makes changes to the Municipal Planning Strategy by adding

strategic directions specific to the South-West Geelong Investigation Area. These new directions are consistent with other parts of the MPS.

Clause 02.02 (Vision)

The amendment supports the following land use and development aspirations outlined in Greater Geelong's vision:

- A prosperous economy that supports jobs and education opportunities.
- Sustainable development that supports population growth and protects the natural environment.

Clause 02.03-1 (Settlement)

The amendment adds strategic directions regarding the South-West Geelong Investigation Area. These directions support the vision and intent of the MPS and support state policy within the local framework.

Clause 02.03-5 (Built environment and sustainability)

Designating this area for employment uses supports the sense of place and identity and balances conservation with renewal.

Clause 02.03-7 (Economic development)

The amendment supports the industry and tourism strategies of this clause to facilitate healthy economic development.

Clause 02.04-1 (Municipal framework plan)

The amendment updates the Municipal Framework Plan to reflect the recognition of the South-West Geelong Investigation Area.

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

The amendment makes proper use of the Victoria Planning Provisions by using local policy to implement the recommendations of the *South-West Employment Land Review* (HillPDA, 2023) and to facilitate further work necessary to identify and implement the required 170 hectares of employment land within the study area.

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

During the development of the Review, a draft was circulated to the relevant agencies, major landholders and adjoining neighbours during December 2022 to January 2023. Eight submissions were received. Relevant considerations from this feedback was incorporated into the final Review (April 2023).

Agencies

Servicing and strategic employment land advice from Barwon Water and Department of Jobs, Skills, Industry and Regions has been included in the final report where

relevant.

The Wadawurrung Traditional Owners Aboriginal Corporation were notified of the project. They will continue to be engaged in the planning scheme amendment process.

Landowners

The landowners interested in developing the precinct were supportive of the key recommendations. Both submissions advocated for the preliminary technical work to be undertaken concurrently with Amendment C468ggee which seeks to implement the investigation area and high-level planning principles into the planning scheme.

Adjoining landowners were also consulted. A request was made that consideration be given to how the proposed employment precinct will interface with the rural living precinct to the north, including the protection of the rural living amenity residents currently enjoy. This is important and a transition/buffer between the employment land and rural living land north of McPhersons Road will be considered in the future planning. A request for land west of Draytons Road to be included in the investigation area was not included in the final report as the land identified within the SWGIA is sufficient to supply the necessary 170 hectares and Draytons Road proves a logical boundary to the extent. A transition between the employment land and farming zoned land west of Draytons Road will be considered in the future planning.

The amendment will be referred to relevant agencies and stakeholders during the exhibition process.

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

This planning scheme amendment will not have a direct impact on the transport system however a transport impact assessment will be required as part of the further investigations to assess the impact on the current transport system and any needs for improvement.

Resource and administrative costs

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

The proposed initial impact on the City's resource or administrative costs is negligible. As the further work identified in the policy changes commences, there will be costs associated with the commission of technical reports and the preparation of subsequent planning scheme amendments which can be delivered in collaboration with landowners and developers.