

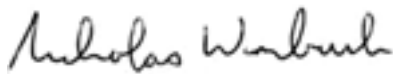
**GREATER GEELONG PLANNING  
SCHEME  
AMENDMENT C123  
LARA STRUCTURE PLAN**

**PANEL REPORT**

**JUNE 2007**

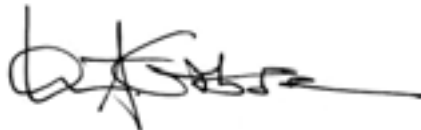
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**PANEL REPORT**



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**Nick Wimbush, Chair**



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**Ian Gibson, Member**



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**Maxine Cooper, Member**

**JUNE 2007**

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# 1. Summary

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Amendment C123 to the Greater Geelong Planning Scheme proposes to facilitate the implementation of the Lara Structure Plan, adopted by Council in mid 2005.

The Amendment proposes to do this by inserting a significantly revised Clause 21.31: Lara in the Planning Scheme and modifying Clause 21.08: Urban Growth to include reference to relevant directions from the Lara Structure Plan.

The new Clause 21.31 also includes a Structure Plan map based on Map 15 in the Lara Structure Plan itself.

Thirty four submissions were received by Council on the Amendment, the greater majority of these requesting changes to the Amendment relating to particular geographic areas or land parcels.

Key issues in the Amendment were:

- Appropriate identification of areas for urban growth;
- Need to clarify the vision and future directions for Lara;
- Protection of key environmental features;
- Management of flooding and drainage;
- Proposals for additional rural living areas; and
- Identification of existing rural living areas that may be suitable for more intense development.

In general the Panel strongly supports the intent of the Lara Structure Plan and Amendment C123, that of logical strategic planning for the town's future. The Panel has some concerns, shared by parties at the hearing, that the preparation process has taken a long time. This has resulted in the planning environment, which is by its nature dynamic, moving on beyond the plan on some issues. The Panel has made recommendations relating to future plan development and timing.

The Panel recommends:

**Subject to the recommendations in this report, Amendment C123 to the Greater Geelong Planning Scheme should be adopted.**

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## 2. Background

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### 2.1 The Amendment

Amendment C123 to the Greater Geelong Planning Scheme affects the Lara township, approximately 15 km north of Geelong. The Amendment proposes to, as described in the explanatory report:

- *Replace the existing Local Planning Policy for Lara at Clause 21.31 of the Greater Geelong Planning Scheme with a revised Clause 21.31 that will include the land use directions and policies identified in the recently prepared and adopted Lara Structure Plan, June 2005 and the Lara Town Centre Urban Design Framework. The revised Clause will outline the directions for urban growth, consolidation of the town centre, provision of open space within residential subdivisions, and will include the Lara Structure Plan map; and*
- *Amend the Local Planning Policy on urban growth at Clause 21.08 of the Greater Geelong Planning Scheme to update the recommendations for Lara.*

The exhibited text of the proposed 21.08 and Clause 21.31 are shown in Appendix A.1 and B.1 respectively.

The Amendment does not propose the rezoning of any land. The Planning Authority is the City of Greater Geelong ('the Council').

### 2.2 The Lara township

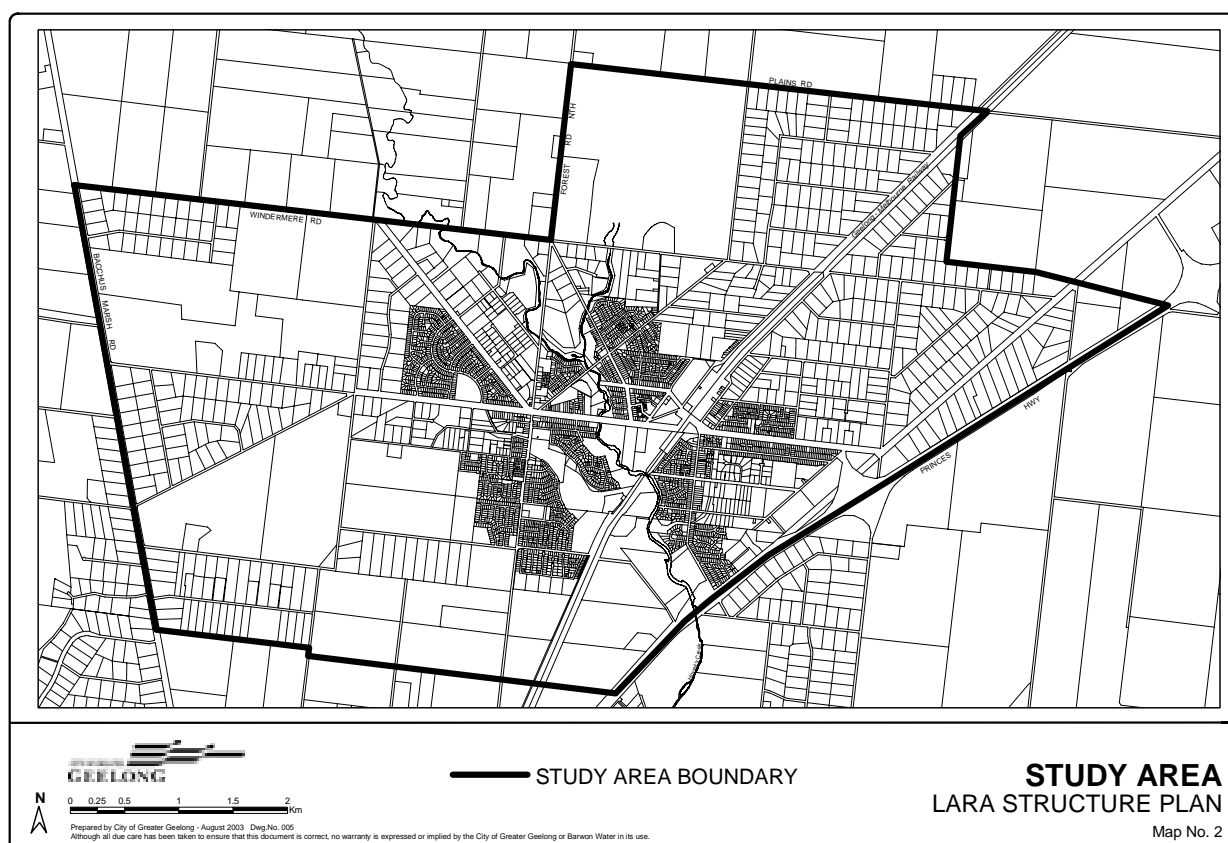
The Lara township is described in Section 2.0 of Council's submission to the Panel. Key features from this description include:

- Lara is the major settlement in the north of the City of Greater Geelong and it functions as an urban satellite of Geelong as well as being home to people commuting to Melbourne with good road and rail access to both centres;
- The town consists of a residential core surrounded on the north, east and west by extensive rural residential areas;
- There is one major shopping centre and one smaller shopping centre in Lara and primary and secondary schools;

- Lara is recognised as a having elements of a 'rural township' with wide streets and extensive open spaces within the town;
- The town is bisected by Hovells Creek and drainage and flooding is a significant issue; and
- The population of Lara in 2006 was estimated to be between 10,698 and 11,750 and growing strongly (annual growth recorded at 4.64% in the 1996-2001 Census period).

The study area is shown in Figure 1.

**Figure 1 – The Lara study area (from LSP)**



## 2.3 The Panel

### 2.3.1 Appointment

The original Panel of Mr Nick Wimbush, Mr Peter Sheehan and Ms Maxine Cooper was appointed in late 2006 to consider submissions to the Amendment. However, following the Directions Hearing in mid December it became apparent that Mr Sheehan would not be able to sit for the main Hearing due to timing issues.

The new Panel was appointed under delegation on the 21<sup>st</sup> January 2007 under Sections 153 and 155 of the *Planning and Environment Act 1987* to hear and consider submissions in respect of the Amendment.

The Panel consisted of:

- Chairperson: Mr Nick Wimbush
- Member: Ms Maxine Cooper
- Member: Mr Ian Gibson

### 2.3.2 Hearings and inspections

A Directions Hearing was held on Wednesday 13<sup>th</sup> December 2006 in the Council Chamber at the City of Greater Geelong. In addition to general directions regarding the Hearing arrangements, the Panel directed as follows in relation to Serendip Wildlife Sanctuary and the Caddy's Road area:

*A DSE submission addressed to the City of Greater Geelong dated 12th December 2006 (ref SP422629 WD-LA/03/0084) was received by the Panel via e-mail on 12th December 2006.*

*The submission relates primarily to the land south of Windermere Road adjacent to the Serendip Wildlife Sanctuary and supports the retention of the Rural Living Zone in this area.*

*In relation to this matter the Panel directs:*

- *The City of Greater Geelong to circulate the DSE letter to all submitters immediately if it has not yet done so.*
- *The City of Greater Geelong to make available for public viewing the report Review of the impacts of increased urban land use on bird life at the Serendip Wildlife Sanctuary at its Corio and Geelong Customer Service Centres and, in consultation with DSE, provide electronic copies to those submitters requesting it.*
- *DSE to provide an additional written and/or verbal submission to the Panel clarifying whether it supports the retention of the entire Rural Living Zone south of Windermere Road or a proportion adjacent to the sanctuary (the figure of a 200m buffer is mentioned in some submissions and in the report 'Review of the impacts of increased urban land use on bird life at the Serendip Wildlife Sanctuary').*

The Panel is satisfied that directions were complied with. The main Hearing was held on the dates and in locations as shown in Table 1.

**Table 1 – Hearing dates and locations**

DAY	DATE	VENUE
1	Monday 5th March 2007	Council Chamber, City Hall, Gheringhap Street, Geelong
2	Tuesday 6th March 2007	Planning Panels Victoria Nicholson Street East Melbourne
3	Wednesday 7th March 2007 (half day)	Planning Panels Victoria Nicholson Street East Melbourne
4	Tuesday 13th March 2007	Council Chamber, City Hall, Gheringhap Street, Geelong
5	Wednesday 14th March 2007	Council Chamber, City Hall, Gheringhap Street, Geelong
6	Friday 16th March 2006	Council Chamber, City Hall, Gheringhap Street, Geelong
7	Monday 26 <sup>th</sup> March 2006 (half day)	Kardinia Park, Geelong

The Panel inspected Lara and its surrounds on a number of occasions outside of the Hearing timetable without any accompaniment by parties to the Hearing. During the Hearing, an accompanied inspection of some of the key sites was undertaken by all three Panel members on the afternoon of Tuesday 13<sup>th</sup> March. The remainder of the key sites were inspected on the afternoon of Wednesday 14<sup>th</sup> March in an accompanied inspection undertaken by Mr Wimbush and Mr Gibson.

### **2.3.3 Procedural issues**

During the Hearing there was considerable discussion regarding the area known as Caddy's Road (discussed in detail in Section 6.2). The area is proposed in the Lara Structure Plan to be retained in the Rural Living Zone. Submissions were made by Bisinella Developments Pty Ltd to the effect that the land is suitable for residential development in the short term, and the Panel should recommend a change to the Lara Structure Plan accordingly.

There was considerable discussion and substantial submissions on the issue of, if the panel was to recommend such a change, would the change require further notice to be given to affected parties at this time. Alternatively, if such a change was recommended by the Panel, would the statutory notice required during any rezoning proposal be sufficient.

At the scheduled close of hearings on the 16<sup>th</sup> March, the Panel agreed to give the parties (Bisinella Developments Pty Ltd and Council) more time to discuss the issue to see if an agreed position could be reached. Written

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directions on this issue were circulated by the Panel as shown in Appendix C.

The Panel reconvened on the 26<sup>th</sup> March in Geelong and further submissions were taken by the Panel. It became apparent that the issue has not been significantly advanced. At this stage Bisinella Developments Pty Ltd indicated that they would discuss the issue with Council further and attempt to persuade Council to provide an additional submission supporting the change to the Amendment.

The Panel advised that they would commence drafting their report and planned to submit it within the normal eight week timeframe. If an additional submission from the Council was received in this time then an appropriate course of action would be considered. At the time of submitting this report no further advice had been received from Council and the Panel thus submits this report as its final recommendations on the Amendment.

## **2.4 Submissions**

### **2.4.1 Who made submissions**

Thirty four submissions were referred to the Panel by the City of Greater Geelong. Of these, 28 sought changes to the Amendment and six supported the Amendment or had no objection. It is worth noting that whilst there were many requests for changes and concerns over the time taken in the process, there were no 'in-principle' objections to the Structure Plan itself.

The City of Greater Geelong presented a substantial written submission and elements of this are considered in this report.

The Panel have considered all written and oral submissions and all material presented to it in connection with this matter.

The Panel heard the parties listed in Table 2 (in order of hearing) below.

**Table 2 – Parties heard at the Hearing**

Submittor	Represented By
Greater Geelong City Council	Ms Susan Williamson, Strategic Planner Mr Ian McCartney, Strategic Planner Mr Stephen Gladwell, Consultant Engineer
Residents of Manzeene Avenue (full list provided in Attachment 1A of submission)	Mr Keith Broadbent Mr Herb Picker
Township of Lara Care Group	Mr Anthony Sang, St Quentin Consulting
Mr B. Spalding The Wilks Family Mr & Mrs G Rees Mr G Cullen & Mrs C Young	Mr Geoff Underwood of Underwood & Hume Pty Ltd who called the following expert witness: - Mr Chris McNeill, Land Supply Issues, Spade Consultants Pty Ltd
L Bisinella Developments Pty Ltd	Mr Adrian Finanzio, Barrister, instructed by Mr Phillip Bisset of Minter Ellison Lawyers who called the following expert witnesses: - Ms Julie Katz, Town Planning, The Planning Group - Dr Mark Jempson, Hydraulic Analysis, WBM Pty Ltd - Mr Jason Walsh, Traffic Engineering, Cardno Grogan Richards - Mr Brett Lane, Flora and Fauna, Brett Lane & Associates Pty Ltd - Mr Stephen Mueck, Flora and Fauna, Biosis Research
Mr Angelo Martucci	Mr Nick Crawford of Best Hooper who called the following expert witness: - Mr Trevor Dando, Drainage and Flooding, Sinclair Knight Merz Pty Ltd
Mr and Mrs F Kapteina	Mrs Fides Kapteina
Mr Brian Smith	Ms Joanne Preece, TGM Group Pty Ltd
Boomaroo Nurseries Pty Ltd	Mr Rob Milner, Coomes Consulting who called the following expert witnesses: - Mr Jonathon McLean, Stormwater Management and Drainage, Coomes Consulting - Mr Michael Dowsett, Acoustics, Marshall Day Acoustics

Submittor	Represented By
Lara Greyhound Education Centre	Mr Rob Milner, Coomes Consulting who called the following expert witnesses: <ul style="list-style-type: none"> <li>- Mr Jonathon McLean, Stormwater Management and Drainage, Coomes Consulting</li> <li>- Mr Michael Dowsett, Acoustics, Marshall Day Acoustics</li> </ul>
Plains Water Ltd	Mr Mike Jones, Executive Director, who called the following expert witness: <ul style="list-style-type: none"> <li>- Mr Mark Tansley, Town Planning, URS Australia Pty Ltd</li> </ul>

A list of all submitters to the Amendment is included in Appendix D.

### 2.4.2 Key issues from submissions

From the submissions to the Amendment, the Panel identified a number of key issues. These can be summarised as follows:

- Planning context
- Approach to the Structure Plan
- General Issues
  - Flooding and Drainage
  - Rural Living Zones
  - Heales Road Industrial Estate
  - Avalon Airport
  - Open Space Network and Contributions
- Specific areas in Lara
  - Caddys Road
  - Area 4
  - Manzeene Avenue
  - Kees Road
  - Archimedes Avenue
  - Ponds Drive
  - Bath Street
  - Boomaroo Nurseries
  - Lara Greyhound Education Centre

These are explored in more depth in the following sections.

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## **3. Planning context**

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### **3.1 Procedural issues**

#### **3.1.1 Conditions imposed as part of the authorisation of the Amendment**

The Amendment was authorised by the Minister for Planning on 13<sup>th</sup> June 2006. The authorisation included the following statement:

*The Council acknowledges the importance of the Avalon Airport as a major strategic asset for the City, and it is suggested that the implementation of Clause 21.31 also include the application of Airport Environs Overlay for the areas which are susceptible to high levels of aircraft noise which are located to the north and east of Lara. This provision aims to limit residential development affected by significant levels of aircraft noise and ensure that the use and development are compatible with the operation of the Avalon Airport.*

This issue is discussed further in Section 5.5.

#### **3.1.2 Strategic Assessment Guidelines**

Ministerial Direction Number 11, *Strategic Assessment of Amendments* has the following purpose:

*.....to ensure a comprehensive strategic evaluation of a planning scheme amendment and the outcomes it produces.*

The Department of Sustainability and Environment has prepared a Practice Note for guidance to planning authorities to undertake the strategic assessment. The City of Greater Geelong has undertaken this strategic assessment in the explanatory report and in Section 5 of their main submission to the Panel.

The Panel is satisfied that the strategic assessment undertaken is comprehensive and meets the purpose of Ministerial Direction 11.

## 3.2 State Planning Policy Framework

The City of Greater Geelong highlighted the following clauses in the State Planning Policy Framework (SPPF) as being most relevant to the Amendment.

### **Clause 14 – Settlement**

- Requirement for structure planning for urban growth areas

### **Clause 15.01 – Protection of catchments, waterways and groundwater and Clause 15.02 – Floodplain management**

- Waterways protection and flooding management

### **15.04 – Air quality and 15.05 Noise abatement**

- Protection of rural living and residential areas from the Heales Road Industrial Estate (and vice versa)

### **15.09 – Conservation of native flora and fauna**

- Direction of residential growth away from remnant vegetation and habitat

### **Clause 15.10 – Open space**

- Proposes linkages for open space and the provision of additional open space in negotiation with developers

### **Clause 16.01 – Residential development for single dwellings**

- Provides for normal residential densities and supports water sensitive urban design

### **Clause 17.01 – Activity centres**

- Promotes expansion and consolidation of the town centre

### **Clause 17.03 – Industry**

- Maintains the buffer around the Heales Road Industrial Estate

### **Clause 17.05 – Agriculture**

- Avoids urban expansion on to high quality agricultural land

The Panel considers that in general, the SPPF supports the proposed Amendment and the Amendment will, in turn, help to implement the objectives of planning in Victoria.

The Panel also notes that no submissions provided arguments against the Amendment based on inconsistency with the SPPF.

### 3.3 Local Planning Policy Framework

The City of Greater Geelong highlighted the following clauses in the Local Planning Policy Framework (LPPF) as being most relevant and provided a detailed submission indicating LPPF support for the Amendment:

#### **Clause 21.05 - Planning Principles**

- Maintaining the long standing policy of a non-urban break between Geelong and Melbourne.

#### **Clause 21.08 - Urban Growth**

- Directs urban growth to a number of locations across Geelong and recommends that a new Structure Plan be prepared for Lara to investigate suitable opportunities for new residential growth in Lara.

#### **Clause 21.09 - Rural Residential [Living] Development**

- Encourages township expansions and consolidations as a substitute for rural living development.

#### **Clause 21.12 - Flood Management**

- Growth directions have taken account of the need to avoid areas affected by flooding and recommend the application of the appropriate flooding zone/overlay tools.

#### **Clause 21.15 - Open Space**

- Provides a network of open spaces to link growth locations to the established urban area and to respond to the community's physical and social recreation needs. Proposes negotiation with developers to provide open space land contributions.

#### **Clause 21.20 - Commercial and Retail Activity Centres**

- Supports the existing hierarchy of retail centres and promoting the expansion and consolidation of the town centre.

#### **Clause 21.24 - Agriculture and Rural Land**

- Directs growth onto land that is not high quality agricultural land.

#### **Clause 21.26 - Integrated Transport**

- Includes transport strategies to create a safe and integrated transport and movement network within the township.

#### **Clause 21.28 - Airfields**

- Protects Avalon Airport from residential and rural living encroachment to ensure its future development potential can be realised.

### Clause 21.30 - Design and Built Form

- Requires new subdivisions to respect Lara's rural township character

The Amendment makes significant changes to Clause 21.31 – Lara in the LPPF. Council submitted that the key directions in the amended Clause 21.31 are:

- *It retains Lara as an urban growth location in the City of Greater Geelong.*
- *It continues to acknowledge that future urban development will be limited by existing physical constraints.*
- *It establishes a limit to expansion.*
- *It notes that new residential subdivision needs to implement water sensitive urban design techniques.*
- *It reinforces the area around The Centreway (Lara town centre) as the primary activity centre and promotes the redevelopment of the town centre in accordance with the Urban Design Framework.*
- *It restrains any encroachment/expansion to the south of Canterbury Road to respect the 1000 metre buffer to the Heales Road Industrial Estate.*
- *It includes the aim of the Structure Plan to retain the character of Lara as a rural township.*
- *It introduces a new objective to provide a network of usable open spaces within the township and it seeks open space contributions at desired locations as detailed in the revised Structure Plan.*
- *It includes the desire to create new and improve community services in the town including a library and town square.*
- *The adopted Lara Structure Plan will replace reference to the 1985 Lara Structure Plan and the North Eastern Area Strategic Land Use Plan 1994.*

The Panel considers that in general, the LPPF supports the proposed Amendment and the Amendment will, in turn, help to implement the objectives of planning in Victoria. No submissions argued that the Amendment is inconsistent with the LPPF in principle.

The Panel notes that the LSP or associated Amendment documents contain little if any reference to medium density housing and housing choice and that Council is currently preparing a Medium Density Housing Strategy.

The draft strategy identifies some areas near the Lara railway station as 'Proposed Increased Housing Diversity Areas'. Whilst there is some recognition of the need to provide higher density housing and diversity of choice (for example in Clause 21.30 design principles), the directions of this strategy will need to be included in the next review of the LSP.

### **3.4 Other planning strategies**

#### **3.4.1 North Eastern Area Strategic Land Use Plan (1994)**

NEASLUP is reference document in Clause 21.31 of the Greater Geelong Planning Scheme. For Lara, NEASLUP contained key recommendations that are still relevant today and are behind major directions in the Lara Structure Plan, including:

- Limited expansion of the town with the area known as ' Grand Lakes Estate' on Canterbury Road West nominated for growth;
- Maintaining the non-urban break between Lara and Little River;
- Providing protection to the Serendip Sanctuary;
- Providing a buffer to the Barwon Prison; and
- Developing a 1000m buffer to the Heales Road industrial estate.

These issues are discussed in this report in the relevant geographic sections.

#### **3.4.2 Urban Growth Strategy (1996)**

The Urban Growth Strategy was prepared in 1996 and has directed and managed an expected population of an additional 71,000 people by 2020. For Lara the Strategy includes:

- *Investigating opportunities if future urban growth at Lara  
(subject to resolution of physical and infrastructure constraints)*

The issue of population growth in Lara is discussed in Section 4.2 of this report.

#### **3.4.3 Open Space Strategy**

Council adopted its 'Study of Open Space Networks' in 2001. This document has underpinned the open space proposals in the LSP, primarily focussed on strengthening and expanding the open space networks in Lara.

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## 3.5 Conclusions and recommendation

Having considered the planning context, the Panel is satisfied that the Amendment is appropriate and necessary for the future logical planning of Lara and to achieve the objectives of planning in Victoria. The Panel does have some concerns and comments regarding the LSP and its implementation via Amendment C123 and these are addressed in the following sections of this report.

The Panel recommends:

**Subject to the recommendations in this report, Amendment C123 to the Greater Geelong Planning Scheme should be adopted.**

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## 4. Approach to the structure plan

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The Panel considered that the development of the Lara Structure Plan (LSP) was an important advance in planning for the town. The previous structure plan had been adopted in 1985, and was clearly out of date. Change has occurred rapidly in Lara, particularly over the past few years. Furthermore, the significance of place-based planning has re-emerged in recent years, and comprehensive and creative structure plans with strong community input and ownership are playing an increasing role in Planning Schemes.

The LSP, as adopted in June 2005, has identified a number of key planning issues, and taken steps toward their resolution. However, the Panel concluded that it had several fundamental shortcomings:

- The tension between Lara's role as a growth node within the City of Greater Geelong and the desire of some local submitters to retain its 'country town' feel was identified, but not resolved in a way that provided clear direction for local residents, developers, planners or other stakeholders.
- The LSP provides an indication of the number of new lots required to meet subdivision requirements in the future, but lacks depth in its analysis of future population and housing needs of Lara. The lack of a clear housing strategy for Lara or for the municipality results in a lack of context within which future housing needs are assessed.
- The LSP lacks a focus on sustainability, particularly the integration of social, environmental and economic principles. It provides a sound analysis of planning constraints and opportunities, but lacks a model that underscores the implementation of the town's vision. An example is the lack of a clear focus on social sustainability – areas of potential for residential development are identified, and the nature of community facilities reviewed (pp. 53-56), with a conclusion that 'This section of the Structure Plan highlights the current identified needs and /or wishes of the Lara community for community infrastructure. A more detailed study will be required to identify expected longer term community infrastructure and service requirements as the population grows'. The Panel concluded that more rigorous community planning should have been integrated into the LSP process, especially in a town experiencing Lara's growth.

The Panel considered that a key reason for these shortcomings was the gestation period of the Structure Plan. It had commenced in the early 2000s,

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and the Public Discussion Document had been released for public comment between 12th January and 12th March 2004. The LSP was adopted by Council on 28<sup>th</sup> June 2005, and the Lara Town Centre Urban Design Framework completed in March 2006. Amendment C123 was exhibited between 2<sup>nd</sup> August 2006 and 11<sup>th</sup> September 2006, and Panel hearings conducted in March 2007.

The Panel recognises that the development and adoption of structure plans, and their subsequent inclusion in planning schemes, can take long periods. Nevertheless, if the period of gestation is extended for too long, a turnover of stakeholders can limit ownership of the process and the final plan, the energy of contributors can be sapped, elements of the plan can become out of date, and the plan can fail to incorporate other relevant issues or policies that may emerge. The Panel concluded that this has happened in the case of the LSP.

## **4.1 Overall vision for Lara**

### **4.1.1 Background**

The Panel agreed with Greater Geelong City Council and numerous other submitters that the prime issue underlying the debate over the future of Lara is the tension between Lara's recent role as a growth centre within the City of Greater Geelong, and the desire of residents to retain a 'country town' feel. For example, the Greater Geelong City Council submission to the Panel notes that 'preservation of the township's characteristics as part of any additional growth of the town is a desired outcome of the Lara Structure Plan and the Amendment'.

The issue is a practical one. Lara's role as a growth centre reflects the reality of recent years, and the implication for the Planning Scheme is that more land must be made available to meet the demands of development. Similarly, services and infrastructure must also be available to meet the needs of a growing population. On the other hand, it is more difficult to specify the characteristics which create a 'country town feel', let alone the methods which would encourage its retention.

The Panel considered that the Lara Structure Plan did not clarify the vision for Lara. It raised the issue of the conflict between Lara's roles as a growth centre and the preservation of its country town feel, but failed to provide clear direction to assist local residents, potential developers or other stakeholders in planning for the future of the town.

## 4.1.2 Discussion

Several of the submissions to Amendment C123 related to the locations for potential new residential developments in Lara (examples included large-scale residential developments in Area 4 on Map 10 of the LSP and Caddy's Road; intensification of development within or abutting current residential areas, such as Archimedes Avenue and Ponds Drive; and potential intensification of rural or low density areas such as Manzeene Avenue, the Rural Living area to the north-east of Lara, and the Lara Greyhound Education Centre proposal). This is not surprising, given the interests of the landowners and potential developers in making land available for a growing population.

It is also consistent with Greater Geelong Planning Scheme. The Municipal Strategic Statement under Clause 21.08 refers to Council's urban growth directions, which include 'limited growth of the Lara township'. Clause 21.31: Lara notes that 'Over the past 20 years Lara has expanded significantly and sustained steady population growth'. This reflects a range of strategy documents identifying Lara's role growth as a centre for the municipality. Examples are the Rural Residential Strategy (1994) and the City of Greater Geelong Urban Growth Strategy (1996).

The LSP also notes the role of Lara as a growth centre: 'Lara has a central role in Council's urban growth strategies...(p. 5)'. The growth centre role is manifested in the LSP in the population which is anticipated to grow to 13,500 (p. 31); analysis of inadequate lot supply to meet the needs of the population (p. 32-33); analysis of opportunities for future residential development (Chapter 7); and identification of areas for residential growth or intensification in the short or long term (Chapter 12, particularly Map 15).

On the other hand, Clause 21.31: Lara also notes the constraints on growth and the need for balancing conflicting objectives: 'With urban growth to be balanced against the physical constraints around the township, preservation of the character of Lara is an overall objective'.

The LSP notes that 'an attraction of Lara is its character as a rural township surrounded by farmland and with spacious residential allotments, established street trees, gardens and wide residential streets. Preservation of this characteristic as part of any additional growth of the town is a desired outcome of this Structure Plan' (p. 5). The relevant Structure Plan policies aimed at achieving this are:

- *All new residential subdivision will be required to incorporate the residential design principles as outlined in this Structure Plan and in Clause 21.30 of the Municipal Strategic Statement.*

- *To maintain Lara's country town character, all new residential subdivisions must be consistent with the Residential Character Vision Statement for Lara and, where applicable, consistent with the relevant Residential Character Precinct Brochure.*

In addition, Map 15 of the LSP proposes a number of limits to residential development, such as "maintain 'rural living' buffer along Windermere Road" (which would have the effect of limiting residential development in the Caddy's Road area), and 'maintain quality rural residential subdivision' at Manzeene Avenue, aiming to limit intensification of Rural Living lots in the area.

Thus, the LSP treads a fine line between support for expanding Lara's population, housing and available lot numbers, and taking advantage of natural and planning constraints to limit growth. The retention of the country town feel is also promoted through encouragement of design which reflects the existing low density nature of the town.

Examples of the use of natural constraints to limit growth in Lara are the proposed buffer to the Serendip Sanctuary, and drainage constraints in a number of possible residential areas. The problem with using these as limits to population and housing growth is that their logic is removed if methods are found to resolve the buffer or drainage issues. For example, the argument relating to the Serendip buffer was strongly questioned by the proponents of development at Caddy's Road, when they reached agreement with the Department of Sustainability and Environment for a buffer significantly smaller than that originally proposed.

In the absence of other clear policy measures to limit population and maintain the country town feel of Lara, this leaves a focus on techniques to encourage particular styles of design within new subdivisions. In the exhibited amendment, this involved a requirement for new residential subdivision to incorporate the residential design principles as outlined in Clause 21.30, and a requirement for new residential subdivisions 'to be consistent with the Residential Character Vision Statement for Lara and, where applicable, consistent with the relevant Residential Character Study: Character Precinct Brochures September 2001'.

Following exhibition, L Bisinella Developments submitted that:

*The inclusion of 'Residential Character Precinct Brochures' are unnecessary. The brochures are extremely general and were prepared in 2001. Lara has a varied character which is likely to develop further with time. The reference to the brochure in the LSP will unnecessarily fetter*

*architectural expression and the emergence of new or varying streetscapes or urban character.*

In its submission to the Panel, the City of Greater Geelong supported a softening of the requirement noted in the exhibited amendment:

*None of the current Residential Character Precinct Brochures extends to the newly developing areas identified in the Lara Structure Plan, making it difficult to understand the objection to these being referenced and used in the proposed clause 21.31. However, to clarify the intent of the existing brochures and the guidance for the newly developing areas, Council supports changing proposed clause 21.31 as follows:*

- *Encourage new residential development to reflect the design elements contained within the Vision Statement for Lara contained in the Lara Township Brochure September 2001.*

*...Since the LSP was adopted and this Amendment drafted, Clause 56 has been introduced as a standard VPP clause into all Victorian Planning Schemes. This clause now addresses residential subdivision and is to be applied as the standard provisions for all residential subdivision. In this context, Council considers it appropriate to change the Amendment to delete the requirement for residential subdivision to implement the clause 21.30 principles as the new Clause 56 provisions now prevail. Accordingly, Council supports deleting the strategy dot point two under Objective 2 of proposed clause 21.31.*

The Panel considered whether the Residential Character Study: Character Precinct Brochures (September 2001) provide clear direction, and therefore whether consistency with them should be 'required' (exhibited version) or 'encouraged' (modified version). The Vision Statement for Lara states that:

Lara will retain and strengthen its identity as a country township surrounded by open rural land, and its diversity will be unified by:

- Ensuring the siting of buildings to reflect spacing patterns
- Ensuring building form and scale reflects predominant patterns
- Encouraging the use of indigenous vegetation in public and private planting schemes
- Encouraging open front boundary treatments

The Panel concluded that these were generic residential character statements that provide little guidance for designers of new residential subdivisions, or for the Responsible Authority when assessing permit applications. Irrespective of their merit, they do not describe how Lara can retain its country town feel.

It therefore reviewed whether or not it was worthwhile to include the modified wording 'Encourage new residential development to reflect the design elements contained within the Vision Statement for Lara contained in the Lara Township Brochure September 2001' in Clause 21.31: Lara. While the modified statement is unlikely to be particularly useful in providing clear direction on the preferred nature of development in Lara, it is indicative of the type of urban fabric in residential areas that the Council prefers.

The Panel therefore accepted the modified wording of Clause 21.31: Lara as a reasonable compromise, but strongly suggests that it be refined in future reviews of Local Policy, particularly following the next update of the Lara Structure Plan.

In its submission to the Panel, Greater Geelong City Council referred to the submission by the Nicol Group relating to the Wilks family in 'Area 4', which:

*...questions Council intention for the role of Lara as a growth front, given the continued references in the LSP to the town's role as a significant growth front in a strategic location. Their submission goes on to state that "Lara, as a growth front, and the high demand for development land in the area, do not appear to be strongly recognised in the Structure Plan or amendments proposed to the Planning Scheme." This is considered to be a reflection of the words used to describe the growth intentions for Lara in Clause 21.08, which states at page 2 :*

- "Limited growth of the Lara township;"*

*And at page 3*

- "Due to its strategic position between Geelong and Melbourne, Lara has been designated as a location for some urban growth."*

*These phrases have perhaps understated Lara's urban growth role and Council has supported changing the exhibited Amendment to delete the words "limited" and "some" from the above phrases proposed in Clause 21.08.*

Thus, Council has proposed some clarification of Lara's 'growth' role by modifying the exhibited Amendment. The Panel accepts that this is reasonable recognition of the reality of Lara's likely growth, but leaves the 'country feel' of the town largely undefined.

### 4.1.3 Conclusions and recommendations

The Panel is aware that it is up to the Lara community and the Greater Geelong City Council to establish a clear vision for the future of the town, and to establish a range of planning tools to deliver that vision. It was not convinced that the Lara Structure Plan or Amendment C123 has gone far enough in clarifying the vision and providing directions for the future.

It is also aware of the good work that has been done in the structure planning process, and in the subsequent Urban Design Framework. The LSP is an important step, but requires a follow-up process in the short-term, to address the significant outstanding issues that remain. Debate over the merits of specific proposals such as Caddy's Road, Area 4 and Manzeene Avenue are manifestations of the lack of clarity in the assumptions and framework of the LSP. The Panel is concerned that further uncertainty will generate unnecessary conflict, and therefore proposes that Amendment C123 be followed up with a more rigorous process of defining Lara's vision, and clarifying the future directions and planning tools to achieve it.

The Panel therefore recommends that:

**Lara's future vision should be carefully defined in the next review of the Lara Structure Plan.**

Greater Geelong City Council initially proposed a review period of 10 years for the Structure Plan, but suggested that this be reduced to five years at the Panel hearings. The Panel considers that five years from 2007 is also too long, and that a review process should begin within the next year or two (the timing of the review is addressed in Section 4.4 of this report). The gestation period for the next version of the Lara Structure Plan should be considerably shorter than the current version, but will still involve a significant challenge in resolving the tension between growth and retention of the country town feel.

The Panel does not suggest how the desired characteristics of Lara should be described, because that will be the task of the next phase of structure planning. However, it considers that 'country town feel' requires considerable refinement, to reflect the reality of Lara and its role. Lara is already a town of around 10,000 residents, with a limited town centre reflecting its location within a few kilometres of Geelong, and its role with a significant number of commuters to Geelong and Melbourne for work.

The Panel therefore recommends that:

**The preferred future character of Lara should be carefully defined in the next review of the Lara Structure Plan.**

Further, in accordance with the proposal of the Greater Geelong City Council, the Panel recommends that:

**The exhibited Clause 21.08 should be modified to remove the words 'limited' from 'Limited growth of the Lara township' (page 2) and 'some' from 'Due to its strategic position between Geelong and Melbourne, Lara has been designated as a location for some urban growth' (page 3).**

The change is shown in tracked changes in Appendix A.3 of this report.

## **4.2 Population growth and demand analysis**

### **4.2.1 Background**

Much of the content of the LSP and Amendment C123 relates to the availability of residential land to meet the requirements of Lara's growth in population and housing. Figures 2 and 3 respectively indicate that Lara is an important area for both urban growth and rural residential.

The shortage of land supply in Lara was not contested during the amendment process. Nevertheless, the LSP provides limited analysis of the appropriate residential development required to meet the housing needs of the future population of Lara. The town currently provides a mix of residential areas in Residential, Low Density Residential and Rural Living Zones, but the LSP provides limited direction on the appropriate mix for the future.

This partly relates to the unfortunately long gestation period of the Structure Plan. Material such as data from the 2006 Annual Report of the Urban Development Program was cited by some witnesses at the panel hearing but was not available at the time of preparation of the LSP.

Figure 2 – Proposed urban growth areas (from LSP)

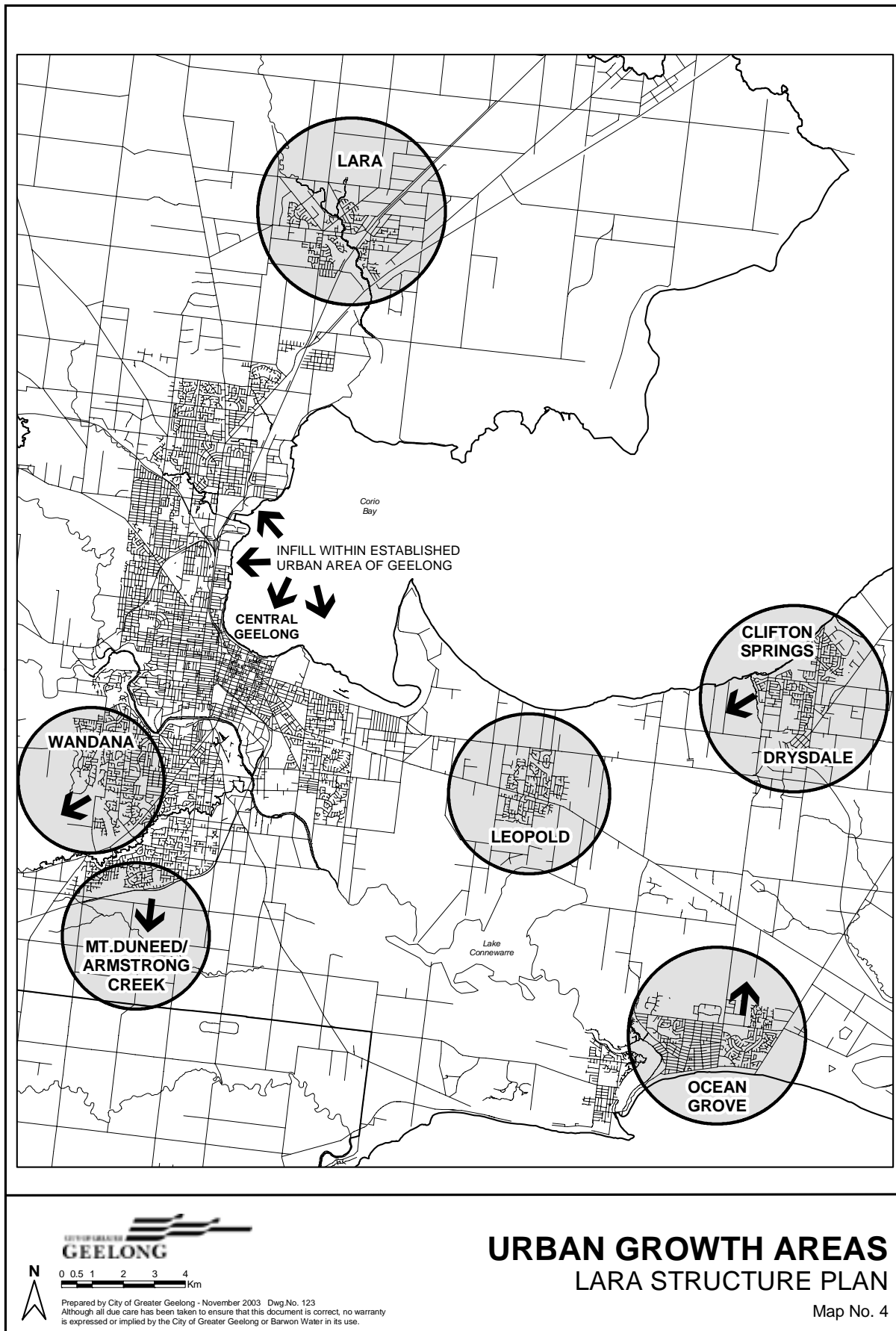
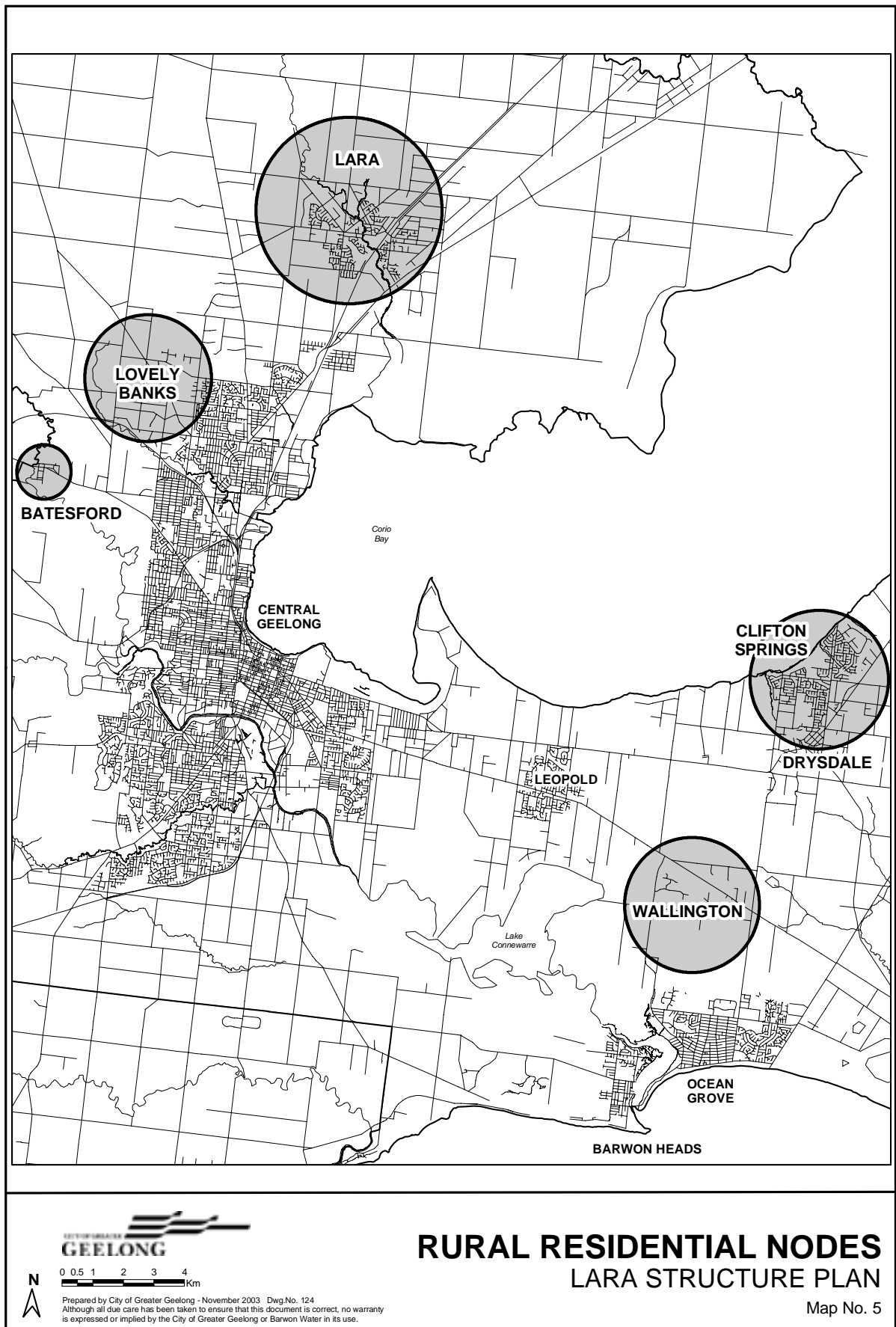


Figure 3 – Rural residential nodes (from LSP)



## 4.2.2 Discussion

The LSP includes a brief section that identifies the 'expected population' of the town (Section 5.3, p. 31). This notes that 'if all the recommended locations for residential rezoning develop to their potential, the overall Lara population will reach approximately 13,500 persons'. This is qualified because the lot yield for the potential residential areas may be reduced 'due to drainage constraints'. The methodology is to identify the yield from potential developable areas, then calculate the additional population that may be sustained by future residential lot supply.

The 'driver' therefore becomes the lot yield from potential new residential developments, rather than the housing needs of a growing and changing population in Lara. A more appropriate methodology would be to develop population and housing projections based on likely growth in Lara (constrained by drainage, infrastructure and buffer requirements), clarify the housing needs based on the changing demographic and social characteristics of Lara into the future, and then analyse the best way to meet future housing requirements. Analysis of lot yield is one input into the process, but only after housing needs have been analysed.

A rigorous assessment of housing needs is particularly important in Lara, because its current mix of residential, low density residential and rural living options provides significant constraints on future development. The desirable mix of housing to meet the needs of a growing and changing population is therefore limited by the current zoning framework within and surrounding the town.

The data on land availability within the LSP is of limited value for decision-making in 2007, even within the limits of its methodology. The base of the analysis is Council's Residential Lot Supply Project of 1995, updated to take account of building activity until 2003. Irrespective of the methodology, the conclusion of Section 6.2 on Residential Lot Supply is that:

*It is therefore to be assumed that Lara is almost out of developable land. Additional land supply is therefore a matter of urgency addressed in the recommendations of this Structure Plan (and provides a basis for exhibiting some areas for rezoning prior to the approval of this Structure Plan).*

In particular, the 94 hectares of land at Canterbury Road West is currently the subject of consideration in Amendment C86, aiming to ameliorate the immediate problem of insufficient residential zoned land.

Several submitters pointed to the urgent need to expand the availability of developable land. For example, the expert evidence of Mr Chris McNeill referred to the State Government's Urban Development Program ('UDP'), which is 'the primary tool used to advise the state government about the supply and demand of residential and industrial land within metropolitan Melbourne and the Geelong Region'.

Mr McNeill noted that the 2006 Annual Report of the UDP showed that land supply in the Geelong Region is limited, and that "a key message to be taken from any analysis of the Geelong Region is the importance of ensuring an adequate 'pipeline' of supply is planned in those places identified for growth and the need for some degree of flexibility in the planning system to ensure against unexpected shortages in supply".

With regard to Lara, he noted that:

*The adequacy of land supply at Lara will be significantly improved with the rezoning of land as recommended in the Lara Structure Plan. However, given recent and long term levels of construction activity, land supply is likely to fall below the state government's established benchmark of ten years zoned supply within several years of the life of the new Structure Plan.*

He concluded:

*In short it is my contention that, while the Lara Structure Plan (2005) correctly identifies land for potential long term growth, the qualification that this land be further considered only as part of the next Structure Plan review, anticipated in approximately ten years, is likely to result in tightening land supply conditions at Lara well within the expected life of the new Structure Plan.*

*Moreover the proposed land supply framework proposed at Lara is likely to result in;*

- A failure to comply with established State Government benchmarks for land supply;*
- A failure to adhere to the City of Greater Geelong's endorsed land release benchmark outlined in the Armstrong Creek UGP.*

Mr McNeill's conclusion was reinforced by the expert evidence of Ms Julie Katz, who also referred to the UDP conclusion that 'the current supply of zoned residential land is considered extremely low in the Geelong region...'

In its submission to the Panel, Greater Geelong City Council confirmed the shortage of residential land:

*This was the very reason for Council preparing the LSP - to respond to the considerable under-supply and the need to urgently redress this situation. Ahead of the LSP being included into the Planning Scheme (as proposed by this Amendment) Council has supported the rezoning (C86) of the Canterbury Road West (Grand Lakes Estate) site to provide for the immediate development need in Lara. Development of the Grand Lakes Estate is expected to yield up to 800 lots over a 5-10 year period. The coming on stream of this Amendment, if approved, will address the immediate need for land in Lara, with a rezoning application also lodged for Canterbury Road East likely to add to the short term supply.*

The fact that there is a limited supply of developable residential land in Lara was not contested throughout the Panel hearings. The issue is not whether there should be areas of potential residential development identified in Lara; rather, the key questions in Amendment C123 are:

- Is the role of Lara in meeting future residential growth in the Geelong region clearly described in the LSP and Amendment?
- Is the mix of future residential development and potential number of lots in Lara clearly demonstrated?
- Are the appropriate sites for future residential development identified (accepting that further analysis of constraints such as drainage may be required)?
- Does the LSP and Amendment describe the future role of different developable sites in a way that clarifies their role, scale and timing for stakeholders?

The Panel concluded that the LSP and Amendment C123 go some way in providing answers to these questions, but there are qualifications regarding all of them. As noted in Section 4.1 above, the Panel is not convinced that the LSP and Amendment C123 have clearly enunciated Lara's role, particularly given the uncertain relationship between its role as a growth centre and its desire to retain its 'country town feel'. Furthermore, a focus of Geelong's future residential growth is the Armstrong Creek Urban Growth Plan (2006). However, there is no dispute that Lara will provide for some future residential growth. Thus, despite its misgivings about methodology and data, the Panel has accepted that residential growth in Lara is justified. Further, in spite of the uncertainties about the potential number of lots in Lara and especially about the appropriate mix of housing and lot types, it is clear that a substantial increase in the availability of lots is justifiable. The LSP identifies a number of appropriate sites for development, but (as described below in Sections 5 and 6) the Panel does not consider that the priorities for development are all the most appropriate. In the case of sites that have been selected, the LSP and Amendment C123 have provided some

indications about their role, scale and timing, but the descriptions are often rather loose.

### **4.2.3 Conclusions and recommendations**

The Panel concluded that the LSP is an important step in planning for Lara. The consequent implementation of the LSP through Amendment C123 therefore has merit as a key action in an ongoing process, and the Panel therefore supports its adoption subject to the refinements outlined in this Panel Report. However, it also concluded that there are significant shortcomings in the methodology and timeliness of the current LSP, and that a review should commence sooner rather than later. This is considered in Section 4.4 below.

Amendment C123 relates solely to the inclusion of reference to the Lara Structure Plan (2005) in Clause 21.08 on Urban Growth , and an update of Clause 21.31: Lara to take account of the Council-adopted Structure Plan and the Lara Town Centre Urban Design Framework (March 2006). A significant element is the inclusion of Map 15 of the LSP (the 'Structure Plan') as part of Clause 21.31. The details of this map generated most of the submissions to the Amendment and discussions at the Panel hearing. The Panel is proposing a number of modifications to this map, as outlined in the sections below.

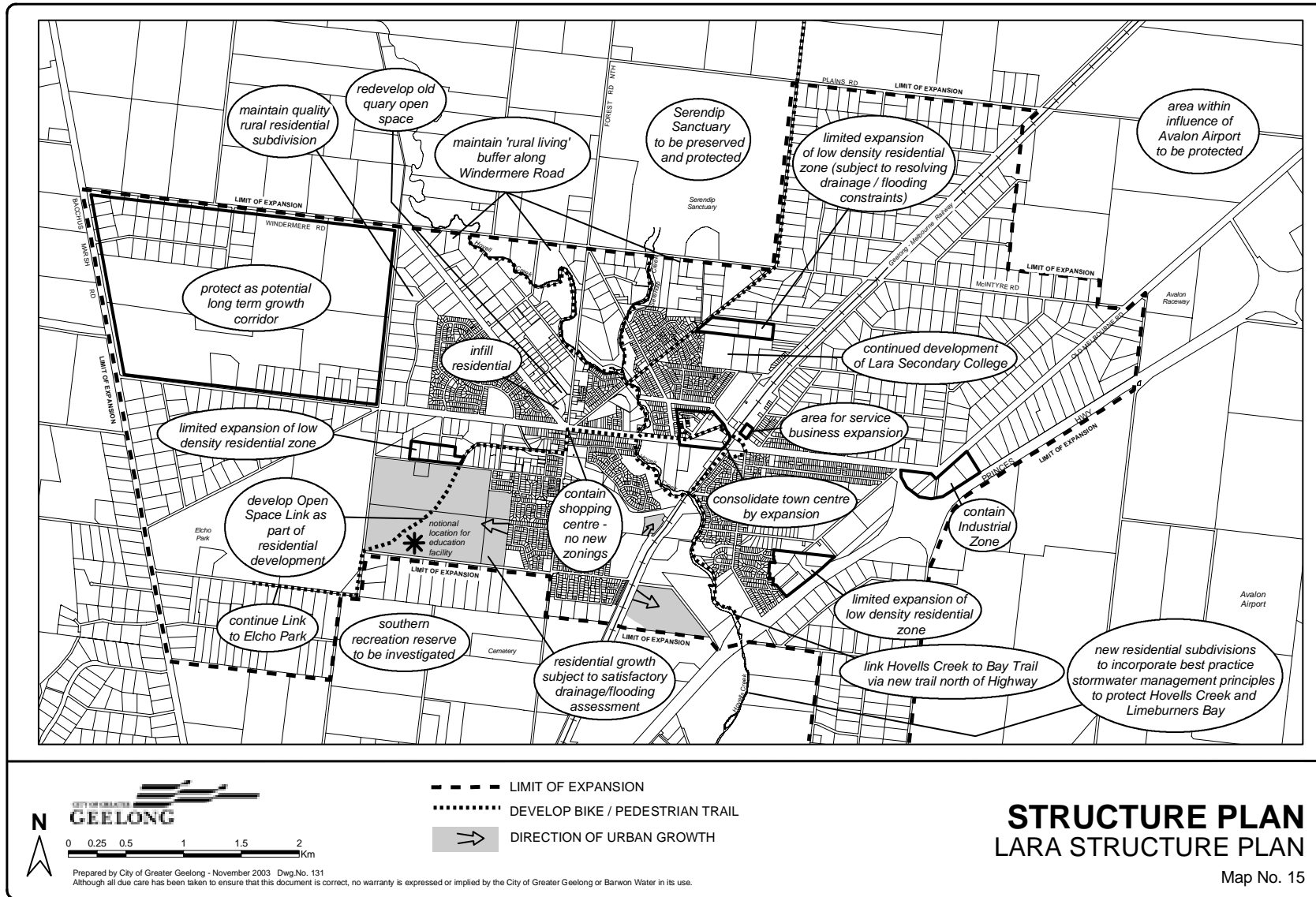
The Panel has therefore reached a conclusion of qualified support for Amendment C123 and recommended accordingly.

## **4.3 Structure plan drafting**

### **4.3.1 Background**

As noted above, the long gestation period of the LSP has resulted in the inclusion of outdated elements within the plan, and a failure to incorporate other relevant issues or policies that have emerged since its commencement. These, together with some concerns about the clarity of the Structure Plan map ('Map 15'), were issues relating to drafting addressed by the Panel. Map 15 from the LSP is shown in Figure 4.

Figure 4 – Lara Structure Plan (from LSP)



### 4.3.2 Discussion

The Panel noted that the data relating to population, housing and lot availability in the LSP reflects the information available at the time of the original drafting of the document. While this is understandable, it detracts from the impact of the Plan.

A further issue is the presentation of the Structure Plan Map, Map 15. The Panel is aware that different approaches to the presentation of Structure Plans are possible, and that there is frequently a tension between prescription of future land use in specific areas and identification of directions for development with some flexibility. For example, some structure plans identify exact areas for development, while others may use broad arrows proposing directions for development.

The LSP uses a mix of techniques. A dotted line specifies a 'Limit of Expansion', although its relationship to a more formal Urban Growth Boundary is unclear. Some specific areas are identified (examples are Area 4, Canterbury Road West and Canterbury Road East). In some cases, 'bubbles' are used to describe intentions (an example is a bubble stating 'maintain quality rural residential subdivision' with a pointer to a property in Manzeene Avenue – the intent is to relate the words to all the properties in Manzeene Avenue, but this is not necessarily clear). In a couple of cases (Canterbury Road West and Canterbury Road East), broad arrows are used to suggest the direction of urban growth. In the south east, there is a bubble stating 'new residential subdivisions to incorporate best practice stormwater management principles to protect Hovells Creek and Limeburners Bay', with a pointer to Hovells Creek. The Structure Plan Policy states that 'all new residential rezoning proposals must adequately address drainage and flooding issues, subdivision layout and provision of infrastructure as part of the planning scheme amendment process' (p. 61), implying that all subdivisions will incorporate best practice stormwater management. The Panel therefore does not consider that the content of this bubble is particularly enlightening.

The Panel does not wish to be prescriptive in proposing a modified format for the map. It has a preference for identification of the equivalent of an Urban Growth Boundary and areas for development, inclusion of broad arrows to identify the direction of development, and limiting descriptive words to those that have specific spatial relevance. However, it considers that reconsideration of the format of the map should occur at the next review of the LSP with greater emphasis on simplification and consistency in approach to achieve greater clarity.

An exception to the Panel's general position is the case of the buffer to the Heales Road Industrial Area. As stated in Section 5.4, the Panel considers that the one kilometre buffer should be clearly presented on the map.

The Panel notes that Ms Julie Katz, in giving evidence for Bisinella Developments Pty Ltd, suggested a modified 'residential growth boundary' within a 'future township boundary' (see Appendix 7 of Ms Katz's expert evidence). The township boundary is extended in a few minor areas but the residential growth boundary perhaps more strongly identifies those areas in a coherent form likely to be suitable for residential development subject to detailed issue resolution.

The Panel does not indicate strong support or otherwise for this particular plan but considers it would be a useful input to discussions around the development of the next version of the LSP.

### 4.3.3 Conclusions and recommendations

The Panel therefore recommends that:

**The format of the Structure Plan Map should be refined in the next review of the Lara Structure Plan with greater emphasis on simplification and consistency in approach to achieve greater clarity.**

## 4.4 Review of Lara Structure Plan

### 4.4.1 Background

Like its predecessors, the Lara Structure Plan will have a limited life. The LSP itself flags a 10-year life (p. 61). In its submission to the Panel, Greater Geelong City Council noted criticisms of the 10-year planning horizon from submitters concerned about planning for the potential long term growth corridor (particularly Area 4), and noted that:

*Since the preparation and adoption of the LSP, Council has implemented a new Structure Plan process that provides for review every 5 years rather than every 10 years. It is considered that this will go a significant way to addressing the delays in bringing land for development on-line. The next review of the LSP should address in detail the parameters for the development of the corridor (including the Manzeene Avenue area to the east), paying particular attention to the:*

- *Broad road network, including connections with the existing roads, and in particular Bacchus Marsh Road*
- *Physical infrastructure requirements*

- 
- *Future community facilities including schools, kindergartens, community centres etc..*
  - *Density and form of development*
  - *Interfaces with the surrounding rural areas to the north, west and south*
  - *Interrelationship with the existing Lara urban area to the east*
  - *Allowance for flooding and drainage reserves*
  - *Provision of local/neighbourhood shopping and commercial facilities*

#### **4.4.2 Discussion**

The Panel supports the view that a 10-year period between reviews of the Structure Plan is too long, especially given the long gestation period of the current LSP, the limitations of the LSP outlined in this report, and the extent of changes presently happening in Lara. The Panel supports the approach to review structure plans every five years, particularly in areas of significant growth and change. It also notes that the issues to be considered relating to the corridor are of the utmost importance, and will require detailed research, high quality information exchange, and a detailed and transparent consultation process.

The issue for the Panel was whether a five-year period for review of the Structure Plan is adequate – or, rather, when the five-year period should begin in this case.

As noted above, the current version of the LSP commenced in the early 2000s, the Public Discussion Document was released for comment in March 2004, and the LSP was adopted by Council in June 2005.

The Panel accepts that the preparation and adoption of structure plans can be time-consuming, expensive and energy-sapping, particularly in communities that suffer from consultation fatigue. However, because of the pressing need for an update of the LSP to take account of the changes of the last couple of years, as well as those emanating from the Amendment C123 process, the Panel concluded that it would be reasonable to aim for the equivalent of the Public Discussion Document five years after the last one. In other words, the process should begin in time to prepare the formal consultation document to be released by March 2009. The Panel anticipates that the issues to be addressed will be highly significant, and have the potential to transform the character of Lara. That means that the scoping of issues and design of

consultation processes should begin earlier than Council is currently proposing.

The Panel suggests the review (and future reviews) could be aligned with the release of Australian Bureau of Statistics Census data. The 2006 data will be released in mid 2007 and this may be an opportune time to commence the new LSP.

Given the fact that the current LSP and the Urban Design Framework have considerably advanced the state of planning for the town, it is unlikely that a review and update of the LSP should take as long as the latest version. In particular, the gap between release of a Public Discussion Document and Council adoption of a Structure Plan should be reduced, as well as the gap between this adoption and resolution of a subsequent Planning Scheme amendment process. The Panel considers that the following indicative timetable is achievable:

- Design of structure planning approach and consultation: Late 2007 – early 2008;
- Scoping of Public Discussion Document: June 2008;
- Release of Public Discussion Document: March 2009;
- Council adoption of Structure Plan: August 2009;
- Exhibition of Amendment: November 2009.

The Panel found that, even if a review process starts relatively soon after the resolution of Amendment C123, and even if it is shorter than the last process, its conclusion is likely to be well into the year 2010. A review should not be delayed any longer than this.

#### **4.4.3 Conclusions and recommendations**

The Panel therefore recommends that:

**The next review of the Lara Structure Plan should commence as soon as possible after the release of the 2006 Census data in June 2007, or at the latest, early 2008, in order to achieve no more than a five-year gap between the preparation of Public Discussion Documents. Further, the next Public Discussion Document should be prepared for release by March 2009.**

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## 5. General Issues

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### 5.1 Flooding and drainage

#### 5.1.1 Background

Because of the flat nature of the topography, the relatively impervious soil types and the upland areas to the north and west, flooding is a long term, ongoing issue within Lara. This is recognised in the Planning Scheme in Clause 21.31 which states:

*“Considerable areas in and around the township are liable to flooding from Elcho Creek and Hovell’s Creeks systems that converge immediately south of Lara.*

*Hovell’s Creek creates a wide flood plain that bisects the town and inundates several established residential areas. Flooding in much of this area consists of deep fast flowing water. Along most of the Elcho Creek a different type of flooding occurs, generally caused by poor drainage on flat land. Considerable areas of land are inundated by sheets of water which are normally shallow and slow flowing.*

*Another major constraint to growth in the Lara township is the difficulty in providing for stormwater drainage which results from the relatively flat topography and the inability of the existing drainage network to cope with additional stormwater runoff.”*

The Lara Structure Plan (LSP) adopted in June 2005 also recognises the difficulties in urban planning and the growth of Lara related to flooding in Section 2.3. Council’s designated flood areas are shown in Map 7 of the LSP.

Council addressed the Panel on this issue in their submission in Section 6.3. Some of the key points raised were:

- Lara has a long history of significant flood events;
- Some previous urban development in Lara was undertaken in the floodplain prior to proper flood assessment, resulting in some residential area of the township being subject to inundation today;
- Since the mid 1980s the Council has been progressively undertaking more and more detailed flood investigation in Lara;
- Flood investigations undertaken to date show that much of Lara is covered by the 1% Annual Exceedence Probability (AEP) flood extent;

- Incorporating the latest flood mapping into the Planning Scheme will most likely occur during the Planning Scheme Review in 2008 and will be addressed through site specific proposals in the interim;
- Flood mitigation works are progressively being undertaken as the flood risk is more accurately mapped and as funds become available;
- New development may occur in some areas with careful drainage design with the costs generally borne by the development itself; and
- Any new development must demonstrate that it can achieve the Planning Schemes flood management objectives on site and not contribute to flooding elsewhere within the catchment.

### 5.1.2 Discussion

There is no doubt in the Panel's mind that drainage and flooding is a significant constraint to future land use in the Lara township and an impact on some existing properties due to past planning decisions.

The difficulty however is in achieving the balance between the general statement that 'Lara has a flooding problem' and the detailed impacts of flooding on a particular property. Where a particular property may otherwise be suitable in planning terms for a higher land use, for example residential development, the extent to which flooding can be addressed may be the critical issue.

This situation can be summarised into the following points in the Panel's mind:

- Whether it is technically feasible to drain a particular property to the appropriate criteria if it were developed more intensively;
- If technically feasible, at what cost can the drainage issues be managed?;
- Does it result in a 'finely tuned' drainage management system requiring expensive regular maintenance, and if so, who pays?; and
- Are there opportunities in providing a new drainage system to ameliorate existing drainage problems in the vicinity?

Within the broad guidance of the LSP, these issues can only be addressed on a site specific basis between proponents and Council's experts. The bigger issue perhaps is that of the Lara township as a whole and whether there is an absolute limit to development based on the capacity of the flooding and drainage system.

This is not clear to the Panel and may not be clear until Council has completed its detailed flood mapping for the township, and even not then. In the context of the Lara Structure Plan and this Amendment, there is little

the Panel can usefully add to this issue beyond noting that flooding and drainage is a significant, well known issue that requires considerable effort and expense in managing in the planning system.

### **5.1.3 Conclusions and recommendations**

The LSP appropriately recognises flooding as a significant issue that needs to be addressed strategically by Council in finalising and implementing its flood mapping in the Planning Scheme and addressing the issue in detail when considering specific rezonings.

Additional comments on drainage and flooding are made in Section 6 in relation to particular parcels of land.

The Panel makes no specific recommendations for the Amendment on this issue.

## **5.2 Rural living zones**

### **5.2.1 Background**

A key issue relating to the LSP and Amendment C123 is the future of the Rural Living areas, which are extensively represented to the west, north, south-east and especially to the north-east of Lara. Amendment C123 generated a number of submissions relating to the development of properties in the Rural Living Zone, and these could be grouped into two categories:

- Representatives of properties currently in the Rural Living Zone submitting that subdivision to Low Density Residential is an appropriate intensification of land use – examples are Rural Living properties in Manzeene Avenue and Kees Road; and
- The submission from Plains Water, proposing that Rural Living properties to the north and northeast of Lara be made available for subdivision to enable the funding of a major water recycling project.

### **5.2.2 Discussion**

#### **Intensification of Rural Living Zones**

The LSP outlines the significant role that Lara has played as a Rural Residential node in the City of Greater Geelong, noting that there are approximately 836 existing zoned rural residential allotments, with only 75 of these lots vacant (p. 39). This is seen as a valid living option, but with limits:

*Rural residential development surrounding Lara in effect acts to constrain the continual outward urban growth of the township itself and further rural residential development around Lara is also therefore constrained (p. 39)...*

*Expansion of the rural living areas beyond the current zoned limits is not provided for in this structure plan. The Council's Rural Residential Strategy recommended that only infill development occur in Lara due to the constraints of the surrounding area and to avoid sprawling of a substantial land use (p. 40).*

The exhibited Amendment C123 only covered modifications to two clauses within the Greater Geelong Planning Scheme, without any rezoning. However, some of the submitters flagged support for immediate rezoning as part of the Amendment, or at least a clear flagging of future rezoning in the Structure Plan Map included in Clause 21.31: Lara as part of the Amendment.

The Minister for Planning has made a number of directions that Planning Authorities must take into account under Section 12(2)(a) of the *Planning and Environment Act 1987*. The Panel considered that Minister's Direction No. 6 (October 2006) relating to rural residential development is a key consideration in the low density residential development proposals.

Minister's Direction No. 6 states:

*In preparing an amendment which would have the effect of allowing rural residential development, a planning authority must demonstrate and show in the explanatory report that the proposed rural residential development:*

- Is consistent with the housing needs and settlement strategy of the area.*
- Is supported by and supports sustainable and viable settlements and communities.*
- Does not compromise the sustainable future use of existing natural resources, including productive agricultural land, water, mineral and energy resources.*
- Protects existing visual and environmental qualities of the area, such as landscape, water quality, native vegetation, habitat and biodiversity.*
- Avoids predictable adverse environmental processes and effects, such as flooding erosion, landslip, salinity or wildfire.*
- Can efficiently be serviced by social and physical infrastructure, at an acceptable and sustainable community cost.*

The Department of Sustainability and Environment provides guidance to relating to rural residential developments through the General Practice Note, *Rural Residential Development Guidelines* (October 2006). This describes the steps that are required to be taken in considering proposals for rural residential development, including new Low Density Residential rezonings.

The General Practice Note explains that four broad questions must be answered in sequence:

- **Strategy:** *Does rural residential development fit into the overall strategic planning of the municipality?*
- **Housing need:** *How much rural residential development is required to provide appropriate housing diversity and choice to meet housing needs?*
- **Location:** *Where should new rural residential development take place?*
- **Subdivision and design:** *Is the new rural residential development subdivided and designed in an attractive setting, offering high amenity and efficient infrastructure?*

Often, these requirements are applied in the case of proposals to develop new Rural Living or Low Density Residential subdivisions in existing Farming or Rural Zones. Nevertheless, the guidelines in the Practice Note are unambiguous, and apply to 'the rezoning of land to the Low Density Residential Zone, Rural Living Zone or the Green Wedge A Zone'. In the case of the Amendment C123, the proposals of the submitters are aimed at increasing density in current Rural Living Zones through rezoning to Low Density Residential, and therefore the Guidelines apply.

The existence of extensive areas zoned Rural Living reflects the support for rural residential development around Lara, a strategy that has been in place for many years (since the Geelong Regional Commission's Rural Residential Strategy of 1983). This strategy has been modified more recently, and the Greater Geelong Planning Scheme at Clause 21.09 - Rural Residential (Living) Development now encourages township expansions and consolidations as a substitute for rural living development. This is reflected in one of the themes of the LSP and the proposed new clause 21.31 in Amendment C123, with its constraint on future low density rural residential development. The first of the sequential question relating to 'Strategy' in the *Rural Residential Development Guidelines* is thus addressed, with an acceptance of rural residential as a valid living option, but with limits on future rezonings.

The Panel was not convinced that the other three questions in the guidelines were answered. In particular, the issue of 'Housing need' has not been addressed in Amendment C123, as outlined in Section 4.2 of this report. While the issue of 'Location' is addressed with regard to future residential subdivisions, the location of rezoning from Rural Living to Low Density Residential has been flagged only in broad terms. 'Subdivision and design' relates more to site-specific rezoning which is likely to follow implementation of the LSP and adoption of Amendment C123.

The implication is that any submissions arguing for intensification of residential development in Rural Living Zones by rezoning to Low Density Residential would have to answer all four sequential questions, particularly in the absence of rigorous and up-to-date housing and rural residential strategies for the municipality. The Preamble to the Ministerial Direction No. 6 describes its objective as 'to manage the provision of sustainable rural residential development so that it supports sustainable housing and settlements and does not compromise Victoria's agricultural, natural, environmental, landscape and infrastructure resources' – rural residential living is a valid option, but requires a high level of rigour in its justification.

### **The Plains Water Submission**

The Greater Geelong City Council's submission to the Panel outlined the thrust of the submission by Plains Water:

*The Plains Water Consortium has submitted that the Amendment should include a policy supporting the intensification of development in the Rural Living and the Low Density Residential Zone Estates. This would be achieved through the retro-fitting these estates with dual water reticulation (Class A recycled water and potable water) and on the basis of reducing water consumption by greater than 45% on low density residential locations.*

*It is submitted that Geelong's proximity to large water treatment facilities and availability of large land areas for suitable water use make it one of the few places for large-scale recycling in an economic manner. The Torquay Heights format used in a subdivision in the Surf Coast Shire represents the type of outcome possible for the Lara area.*

*The submission seeks a change to the Rural Living Zone to enable 4,000m<sup>2</sup> minimum allotments – the size considered necessary to achieve the full benefits of water savings and water recycling. No changes to the minimum lot size in the LDRZ are identified in the submission.*

The Council submission recognised the worthwhile aim of the Plains Water proposal, but did not support a modification to Amendment C123:

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*With the current drought conditions being experienced in this Region and the application of Stage 4 water restrictions from 9 December, the issue of water recycling is very topical and all solutions to address the crisis are being explored by the relevant water authorities.*

*The minimum lot size for the Rural Living Zone is 1.0ha with the average minimum lot size for any subdivision to be 1.5ha. This has been a long established policy in the Geelong Region since the early 1980's with the advent of the Geelong Regional Commission's Rural Residential Strategy 1983. This Amendment does not seek to make any changes to the minimum lot size which applies across the municipality nor has it been entertained in the development of the Lara Structure Plan 2005. This is a wider issue that should be addressed across all Rural Living locations, not just in Lara.*

The Council submission refers to the recently completed Greater Geelong Draft Rural Land Use Strategy, which was adopted by Council in May post-Hearing. The Draft Strategy includes the following direction regarding Rural Living:

*Rural living in the form traditionally provided in Geelong should be limited to the existing nodes, any further expansion of these should be strictly limited and no further nodes developed. Rural Living in this form is contrary to the vision of an open farmed landscape. It is recognised that some rural land, although zoned for agriculture, is or will, in reality, be used for larger scale rural living...*

*The LSP does not address the need to make a 2 to 3 fold increase in the development density of the Rural Living Zone (or the Low Density Residential Zone) nor the implications of making such a change, such as on capacity of the drainage and flooding infrastructure to cope with an increased development density. This is also without the consideration of the visual, and landscape and character impacts arising from increasing the development density of the Rural Living and Low Density areas around the periphery of Lara.*

The Panel concluded that, despite the very strong merit of the proposal to use recycled water, the modification to the Amendment proposed by Plains Water has not been justified. Increased densities in the Rural Living Zone may be justified following a detailed analysis of housing needs in general, and rural residential needs in particular, but not driven by the need to fund recycling infrastructure. Even if the Planning Scheme is amended in future in a way that facilitates the type of project proposed by Plains Water, it would certainly not do so in a way that earmarked one private sector proposal rather than any others. Thus, an increase in density may eventually

be justified following a housing needs analysis, and may have the additional benefit of supporting the recycling proposal. However, the proposed changes to the exhibited Amendment C123 have not been justified, and could be the subject of future investigations.

### 5.2.3 Conclusions and recommendations

The proposals for additional Rural Living and Low Density Residential development are addressed in Section 6, but the general conclusion of the Panel is that they have not answered the sequential questions adequately, and that the most they can justify is a flagging of intensification within the Structure Plan Map, subject to substantial further analysis.

In relation to the Plains Water submissions, the Panel has concluded that no further changes to Amendment C123 are justified to support the proposal, however worthy it may be, and has not made any recommendation regarding it.

## 5.3 Lara Town Centre

### 5.3.1 Background

Following exhibition of Amendment C123, Australian Property Partnership (APP) provided a submission on behalf of Shalari Pty Ltd, the largest landholder within the Lara Town Centre. APP sought greater flexibility in Objective 3 of proposed clause 21.31: Lara to enable variation from the Lara Town Centre Urban Design Framework (UDF), and therefore encourage the establishment of a full-line supermarket as soon as possible.

A further submission from Fadgyas Associates criticised the wording of Objectives 3, 5 and 6, and argued that the strategies cannot be achieved through the planning system.

### 5.3.2 Discussion

APP submitted that proposed wording changes as follows be made by Council:

- *Consolidate and develop the Lara Town Centre generally in accordance with the aims and objectives of the Lara Town Centre Urban Design Framework 2006*
- *Allow centre layout options other than that recommended within the Lara Town Centre Urban Design Framework provided all aims and objectives are adhered*

In its submission to the Panel, the City of Greater Geelong noted that 'there are still some key planning and project management actions required prior to realising the start of a reconfigured and expanded town centre'. Further, the Council submission accepted the need for immediate planning to facilitate the supermarket development. It concluded that:

*It is appropriate to build in some flexibility to the proposed clause to ensure that it does not unnecessarily restrict the achievement of an expanded supermarket before all aspects of the town centre reconfiguration are delivered. To this end, Council supports amending the wording in exhibited Clause 21.31 to more closely follow the UDF wording:*

- *Consolidate and develop the Lara Town Centre generally in accordance with the aims and strategies of the Lara Town Centre Urban Design Framework 2006.*

*As requested by the submission, Council also supports adding the following strategy to Objective 3 :*

- *Allow centre layout options other than that recommended within the Lara Town Centre Urban Design Framework provided all aims and strategies are adhered.*

The submission from Fadgyas Associates requested several modifications to Objective 3 (relating to the role of the area around The Centreway Shopping Centre, and the provision of goods and services to accommodate population growth), Objective 5 (relating to open space) and Objective 6 (relating to transport and movement) in proposed Clause 21.31: Lara:

Regarding **Objective 3**, the submission notes that 'Council has no effective control over the provision of goods and services within the town centre, so that is a superfluous objective'. Further, "the two 'strategies' concerning 'increasing retail offer and choice', and 'develop sites...which have the capacity to increase retail floor space', are beyond Council's control and unless developed on Council-owned land, Council will have no effective control. They should therefore be removed from the amendment."

In its submission to the Panel, Council's response was that:

*Council supports changing the wording of the objective to clearly reflect Council's intention that the town centre expands to be capable of providing additional retail and other commercial services to the Lara population...*

Regarding the strategies under Objective 3, it argued:

*Council acknowledges that these strategies are intended to reflect Council's recent work on the Lara Town Centre Urban Design Framework which seeks to achieve a reconfigured town centre in which a full-line supermarket, additional specialty shopping and other commercial facilities can expand. It is accepted that unless developed on Council owned land that a policy in the exhibited wording can't be implemented. Council supports changing the wording of these two strategies to better reflect the intent that the Town Centre is to be reconfigured and rezoned to allow for these additional services to be achieved.*

With regard to **Objective 5**, the Fadgyas Associates submission notes that "it is difficult to see how the strategy 'to retain Austin Park as one of the key focal points of the town centre' will be achieved by turning it into a car park for the town centre". Further, "the statement 'improve parking and servicing opportunities within the town centre' should be removed from any association with Austin Park", while it is "difficult to understand the statement 'reduce the amount of unusable space', since there is no description, qualification or definition of the term 'unusable'".

Council's response regarding Objective 5 was:

*It is Council's position that the UDF recommends the retention of Austin Park as part of the town centre, albeit in a reduced size and configuration. Council considers that no change to the strategy is necessary in response to this submission.*

Further:

*...As described on page 105 of Volume 1 of the UDF, the current configuration of the Park results in sections that are not useable. In particular, the present road configuration creates narrow and angular pieces of land, which are difficult and dangerous to use for leisure and recreational activities. By diverting Station Lake road around the Park a better park layout will be achieved. The UDF includes detailed plans showing a more useable Austin Park better connected to the retail centre. To clarify the role of Austin Park Council supports changing the wording of the strategy to delete "reduce the amount of unusable space" and replace it with:*

- Maximise the use of the Park for civic and recreation purposes*

Also, Council supported the shift of the Strategy “*improve parking and open servicing opportunities within the town centre*” from Objective 5 to Objective 2 ‘as it equates to the whole of the town centre and not just Austin Park’.

Fadgyas Associates submitted that the third dot point for **Objective 6** suggests that ‘Council has some control over the land owned by Vic Track’. A better wording is suggested as:

- *Encourage (or support) the development of additional commuter car parking spaces at the new transit interchange.*

Council noted that it ‘supports this suggested change as it reflects the intention of the UDF in relation to the Lara Railway Station’.

### 5.3.3 Conclusions and recommendations

The Panel reviewed each of the proposed modifications to the exhibited Clause 21.31: Lara, and determined that they provided additional clarity, while not significantly changing the content of the exhibited amendment. It therefore recommends that:

**The modifications to the Objectives and associated Strategies in Clause 21.31: Lara, as provided in a ‘track changes’ version of the Clause (shown in Appendix B.3 of this report) to the Panel, should be adopted.**

## 5.4 Heales Road industrial area

### 5.4.1 Background

The Heales Road industrial area to the south-west of Lara is Geelong’s premier industrial area for future industrial development. Since the North Eastern Area Strategic Land Use Plan (1994), it has been identified in a number of Greater Geelong City Council’s strategic planning documents as an area that should be protected from residential development, with a clear buffer to minimise amenity impacts.

The Panel considered that the Lara Structure Plan and the Greater Geelong Planning Scheme needs to be clear in its expression of the protection of the Heales Road area.

## 5.4.2 Discussion

The Greater Geelong City Council submission to the Panel noted:

*The dominant industrial location in Lara is the Heales Road Industrial Estate. The Structure Plan supports Council's commitment to maintaining the rural buffer between the Estate and urban Lara to safeguard the future of the Estate for its optimal development potential and to protect the amenity of residential estates.*

The buffer around the Heales Road Industrial Estate is referred to in the Planning Scheme, with Clause 15.04 and 15.05 protecting residential and rural living uses from air and noise emissions, and Clause 17.03 maintaining a buffer and separation between Lara and the Heales Road Industrial Estate.

The buffer is reinforced in one of the key directions in Clause 21.31: Lara, as part of the exhibited Amendment C123, which 'restrains any encroachment/expansion to the south of Canterbury Road to respect the 1000 metre buffer to the Heales Road Industrial Estate'.

The Panel supports this approach, but considered that the Structure Plan Map should clearly and accurately reflect the location of the buffer. The 1,000 metre buffer is clearly described in the LSP (pp. 20-21), and is presented in Map 8 of the LSP, but should also be identified in the Structure Plan Map ('Map 15').

## 5.4.3 Conclusions and recommendations

The Panel therefore concluded that a clear line should be added to identify this important buffer. It recommends that:

**The Structure Plan Map to be included in Clause 21.31 should be modified to clearly define the edge of the 1000m buffer surrounding the Heales Road Industrial Estate.**

## 5.5 Avalon airport

### 5.5.1 Background

Avalon Airport is located five kilometres east of Lara, and is highly important in terms of its infrastructure, economic and employment roles. It also plays a significant role in the LSP because of constraints imposed on potential development as a result of aircraft noise. This is addressed in Section 3.3 of the LSP (pp. 21-23).

A number of strategies are proposed in the LSP, aimed at protecting the viability of the airport and enhancing its future expansion options. These include discouragement of noise sensitive land uses (particularly residential subdivisions) in the environs of the airport, and support for continuing operation and development of aerospace and airport related activities.

The implications for Amendment C123 are that an Airport Environs Overlay aimed at protecting future development of Avalon is flagged in Clause 21.31: Lara, and that proximity to the airport is an issue in a number of the submissions relating to development to the east of Lara (for example, the Plains Water, Boomaroo Nurseries and Lara Greyhound Education Centre submissions). The specific submissions are addressed in Section 6 below.

### 5.5.2 Discussion

The City of Greater Geelong submission to the Panel noted that the Authorisation from the Minister for Planning for preparation of Amendment C123:

*...included the suggestion "that the implementation of Clause 21.31 also include the application of Airport Environs Overlay for the areas which are susceptible to high levels of aircraft noise which are located to the north and east of Lara." Accordingly, a change was made to the draft clause 21.31 for exhibition to include the following action in the 'Undertaking further strategic work' section: "Investigate the areas of influence of the Avalon Airport to which the Airport Environs Overlay could be considered and applied."*

Avalon Airport is highly important to Lara, the region and the state, while some development proposed by submitters to Amendment C123 to the east of Lara has the potential to generate land use conflicts.

### 5.5.3 Conclusion and recommendations

The Panel supports the investigation of the application of the Airport Environs Overlay as worded in draft Clause 21.31 shown in Appendix B.3 of this report.

## **5.6 Open space network and contributions**

### **5.6.1 Background**

The Greater Geelong City Council submission to the Panel notes that Amendment C123 is consistent with the provisions of Clause 21.15 - Open Space, because it 'provides a network of open spaces to link growth locations to the established urban area and to respond to the community's physical and social recreation needs', and 'proposes negotiation with developers to provide open space land contributions'.

Open space is a significant issue in Amendment C123, for a number of reasons:

- Open space is a major part of the structure plan itself as Chapter 11 of the LSP (pp. 57-60), and its role within Lara should be consistent with the City of Greater Geelong's broader Open Space Network Strategy;
- The Serendip Sanctuary plays a special open space and environmental role within Lara and its region, and its protection is a central issue (particularly with regard to possible residential development in the Caddy's Road area); an
- The LSP proposes a policy to 'negotiate with developers as part of the rezoning of the growth areas to provide a 10% open space contribution' (p. 63).

### **5.6.2 Discussion**

#### **Protection of Serendip Sanctuary**

The protection of the Serendip Sanctuary is one of the prime objectives of the LSP: 'To protect and enhance areas of environmental significance in and around Lara such as the Serendip Sanctuary, Hovells Creek and significant roadside vegetation'.

While there is no dispute over the importance of the Serendip Sanctuary and the need to ensure that its environmental values are protected, there are considerable differences about the implications of more intensive development in the area to the south of the Sanctuary. In particular, there has been considerable debate over the width and nature of any buffer between the sanctuary and more intensive residential in the Caddy's Road area, and this is discussed more fully in Section 6.2 below.

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## 10% Open Space Contribution

The City of Greater Geelong's submission to the Panel outlines concerns of submitters relating to the proposed 10% open space contribution as part of residential subdivision:

*It is submitted [by those opposing the proposed 10% contribution] that the Planning Scheme and Subdivision Act already provide the suitable mechanisms to require open space to be provided for a series of purposes, including for passive and active purposes. The 10% contribution proposed as part of C123 is considered to be unjustified and there is no empirical analysis of why this figure is being applied. The submission from L. Bisinella Developments (submission 3) seeks a change to the wording of the Amendment to read "Negotiate with developers as part of the rezoning of the urban growth areas to provide appropriate open space as a land contribution".*

The Council submission accepted the argument from L Bisinella Developments, because the issue will be addressed on a municipal-wide scale in a revised Municipal Strategic Statement:

*The LSP at page 59 discusses the issue of future public open space provision, stating that a key element of acquiring land for open space is through the subdivision and land development processes. Council's adopted Study of Open Space Networks September 2001, includes the policy to negotiate with developers as part of a rezoning process to obtain a minimum 10% of the land area as unencumbered open space.*

*This policy is to apply to the whole municipality and will be incorporated into the revised MSS, with public exhibition scheduled to commence in June 2007. This is not a policy developed specifically for Lara, rather it has been included in this Amendment as Lara is one of Council's growth locations and this Amendment is preceding the general MSS Review Amendment.*

*However, with the impending change to the MSS to include the minimum 10% open space requirement as an overall municipal wide policy, Council supports changing this Amendment to delete reference to the minimum 10% open space requirement and to be replaced with the following:*

*"Negotiate with developers as part of the rezoning of the urban growth areas to provide appropriate open space as a land contribution".*

The Panel supports this modification to the Amendment. If a change to the Planning Scheme such as the 10% requirement is to be proposed, it would require significantly more justification than provided in the LSP.

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### 5.6.3 Conclusions and recommendations

The Panel has reviewed issues regarding open space, and recommends that:

**The Structure Plan Policy in the LSP should be modified to delete reference to the minimum 10% open space requirement, to be replaced with the following: 'Negotiate with developers as part of the rezoning of the urban growth areas to provide appropriate open space as a land contribution'.**

This change is also proposed and supported by the Panel under Objective 5 in Clause 21.31 in Appendix A.3 of this report.

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## 6. Specific areas in structure plan

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### 6.1 Council supported changes to area recommendations

#### 6.1.1 Background

A number of submissions supported existing proposals in the Lara Structure Plan for the following areas:

- Canterbury Road West;
- 945-955 Princes Highway and 9 Hopgood Court;
- 4 McHarrys Road.

Council reaffirmed its support for the directions for these properties shown in the LSP.

Submissions were also made that the Canterbury Road East proposed residential area be extended to the south east outside the 1000m buffer to the Heales Road Industrial Estate. Council in submissions supported this change as the site has no other apparent constraints for residential development and is in an area that could be brought forward in the short term for residential development.

#### 6.1.2 Discussion

The Panel supports the directions and/or changes proposed above in relation to the LSP. The proposed change from the exhibited plan, that at Canterbury Road East, is logical given the shortage of land supply close to the town centre and the lack of physical constraints to the land.

The Panel notes that the property is adjacent to the Princes Freeway and appropriate standards of noise protection should be considered during the rezoning, subdivision and development process.

#### 6.1.3 Conclusions and recommendations

The Panel makes the following recommendation:

**The Structure Plan map to be included with Clause 21.31 (based on Map 15 in the LSP) in the Greater Geelong Planning Scheme be revised to include all of the Nash family property at Canterbury Road East outside the 1000m**

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to the Heales Road Industrial Estate in the 'Direction of Urban Growth' shading and the 'Limit of Expansion' boundary be revised accordingly.

## 6.2 Caddys Road

### 6.2.1 Background

The 'Caddys Road' area is approximately 20ha located north of the Lara town centre and is generally bounded by Flinders Avenue, Windermere Road, Serendip Creek and residential development to the south. It is immediately south of the Serendip Wildlife Sanctuary.

The area is currently zoned Rural Living and the exhibited LSP proposed keeping the land in this zoning as a buffer between the sanctuary and residential development.

Submissions were received supporting changes to the LSP to identify this land as being suitable for residential development in the short term. These submissions argued that the land is:

- Close to schools and the Lara town centre;
- The land can be serviced with infrastructure;
- Development will improve pedestrian and cycle linkages in the area;
- The area is sparsely developed and is thus a good greenfields site;
- Traffic can be managed; and
- View sharing can be achieved.

In support of the submissions for this area, Mr Adrian Finanzio for Bisinella Developments called a number of expert witnesses in the fields of:

- Town Planning (Ms Julie Katz);
- Flora and fauna (Mr Brett Lane and Mr Stephen Mueck);
- Traffic (Mr Jason Walsh);
- Dr Mark Jempson (Drainage and flooding).

All the experts gave evidence in their respective fields that there are no insurmountable issues preventing residential development in this area, and in planning terms there is considerable policy support for development.

A submission was received from the Township of Lara Care Group opposing any move to identify the land as suitable for residential development in the LSP on the following grounds:

- Negative impacts on the Serendip Sanctuary (impacts on birdlife, loss of habitat, increasing cats and dogs);

- 
- Flooding and drainage issues around the Serendip Creek;
  - Opposition to high density development in a rural residential buffer zone; and
  - Sewerage constraints.

Council supported the LSP as exhibited, which did not propose identifying this land for residential development. Council acknowledges the attributes of the land for residential development but submitted there are local reasons why it should not be supported at this stage. It was put in a Council report in June 2005 thus:

*Despite the strategic attributes of the land for residential development, the Caddy's Road area was not recommended for rezoning to residential in the Public Discussion Document. Reasons given for not including the land for rezoning were: possible impacts on the Serendip Sanctuary, loss of views for existing residential properties, diminishing of the rural residential buffer and traffic impacts.*

In the same Council report it was noted that there was strong opposition to the land being rezoned to residential and that DSE had expressed concern about residential development adjacent to the Serendip Sanctuary and had suggested a 200m buffer.

The Panel had directed DSE to provide additional information on the buffer issue either in person at the Hearing or via written advice. A further written submission was received by the Panel during the hearing on 6<sup>th</sup> March 2007. Key points in the submission, in summary, were:

- DSE did not object to the exhibited LSP;
- Either of two suggestions for the Serendip Sanctuary/Caddy's Road area interface would be acceptable:
  - Provisions of lots of 1ha size, and not less than 100m depth from Windermere Road, or
  - Provision of a revegetation strip (of original EVC vegetation community) 50m in width adjacent Windermere Road;
- Stressing the conservation, recreational and educational values of the Serendip Sanctuary.

The change in advice regarding a buffer distance (previously put at 200m) appears to have resulted from a change in the 'Guidelines for Rural Residential Development' which have moved from a generic 200m distance to National Parks and Crown land to a more flexible, site specific, merits based approach.

## 6.2.2 Discussion

The arguments in favour of the Caddy's Road area being considered for residential development appear persuasive to the Panel and indeed are made in the exhibited LSP itself on Page 42. As discussed elsewhere in this report Lara is short of land for residential development and this is a parcel of land with strong policy and planning support in close proximity to the town centre and associated facilities.

A number of issues need resolution including drainage and the buffer to the Serendip wildlife sanctuary, but having heard evidence and submissions on these and other issues, the Panel considers they are issues that can be satisfactorily resolved through the normal planning process. The State agency charged with the protection of the Sanctuary has itself not objected to development of the area subject to conditions and a buffer as discussed in the previous section.

The Panel is not overly concerned regarding habitat loss as the pasture habitat will still exist in the area and the opportunities for continued habitat re-establishment along the Serendip Creek can be further explored alongside any development proposals.

The issue of local opposition remains and this is understandable. Many of the existing residential properties to the south have a pleasant rural outlook which would be lost or detrimentally affected by residential development in the existing Rural Living area. However, this in itself is not a reason to prevent development as this situation is faced on the urban fringe every day and the protection of amenity of existing residents must be balanced with the need to find suitably located land for residential development.

The amenity issues can be accommodated to some extent by good urban design and the location of open space areas, but this is an issue that will need to be considered in detail if proposals progress for development in this area.

The Panel does have concerns from a process point of view. The exhibited LSP identified this area as remaining in the Rural Living zone and submitters may have made, or not made, their submissions in the light of this position. If the Panel were to recommend that the Caddys Road area appears suitable to be earmarked for residential development in the short-medium term, would this then require further notice prior to the Panel making this recommendation to provide an opportunity for affected landowners to comment?

Alternatively, could the Panel make the recommendation and let the additional public comment be made during the site specific recommendation that would then need to occur?

These apparently simple questions attracted considerable attention in the Panel Hearing and substantial legal argument from Mr Finanzio for Bisinella Developments. In summary, the position of Bisinella is that enough notice has already been given as evidenced by the Township of Lara Care submission; that the Panel can not legally direct further notice be given; and that the Panel has enough material in front of it to make a strong 'pro-development' recommendation for this area within the current LSP Amendment.

In response, Council advised in their memo to the Panel on Friday 16<sup>th</sup> March that, in summary:

- It would appreciate advice from the Panel on this issue in principle as it has a number of structure plans coming through the planning system which may be affected;
- Council would be concerned if the Panel recommended the area for future residential development without further notice to surrounding landowners; and
- If the Panel were to go down this path Council would prefer it be considered in the next review of the LSP

The Panel provided additional time for Council and Bisinella Developments to consider this issue but agreement on a way forward could not be reached.

### **6.2.3 Conclusions and recommendations**

The Panel concludes that based on the evidence and submissions put before it in the Hearing there is a strong case for the Caddys Road area to be considered for residential development in the short to medium term subject to detailed investigations and design. The arguments in favour of this are made in the LSP itself and Council's submission as well as submissions from Bisinella Developments.

The arguments against this course of action relate primarily to the Serendip Sanctuary and provided DSE are consulted during any rezoning and development to ensure their buffer requirements are met the Panel does not consider this to be a 'knockout' issue.

The Panel however is concerned that surrounding residents, particularly those in the residential area to the south, have not been given a full opportunity to comment.

The Panel would be reluctant to recommend that the area be reconsidered 'in 5 years' time in the next structure plan review as the land appears to be some of the most logical for residential development in Lara. However, with the Panel's recommended 'expedited' review discussed in Section 4.4, it considers that a proposal for residential development of the Caddys Road area be aired via this process.

The Panel thus recommends:

**The City of Greater Geelong note the revised position of the Department of Sustainability and Environment in relation to the need for a buffer to Serendip Sanctuary.**

**In the next review of the Lara Structure Plan, recommended to commence in late 2007 or early 2008, the Caddys Road area be considered as a high priority for residential development.**

Council also raised the general issue of Panels considering proposals put forward by the development industry through the Panel process when Council, perhaps over a long period of time, has been resisting including the proposal in structure planning. In response, the Panel can only stress that it has looked at the LSP before it on its merits and recommended accordingly as it sees fit.

The Panel cannot 'guarantee' the outcome of future Panel deliberations except to say that the outcome that is achieved, in terms of Panel recommendations, should to the maximum extent possible reflect the arguments put to the particular Panel.

## **6.3 Area 4**

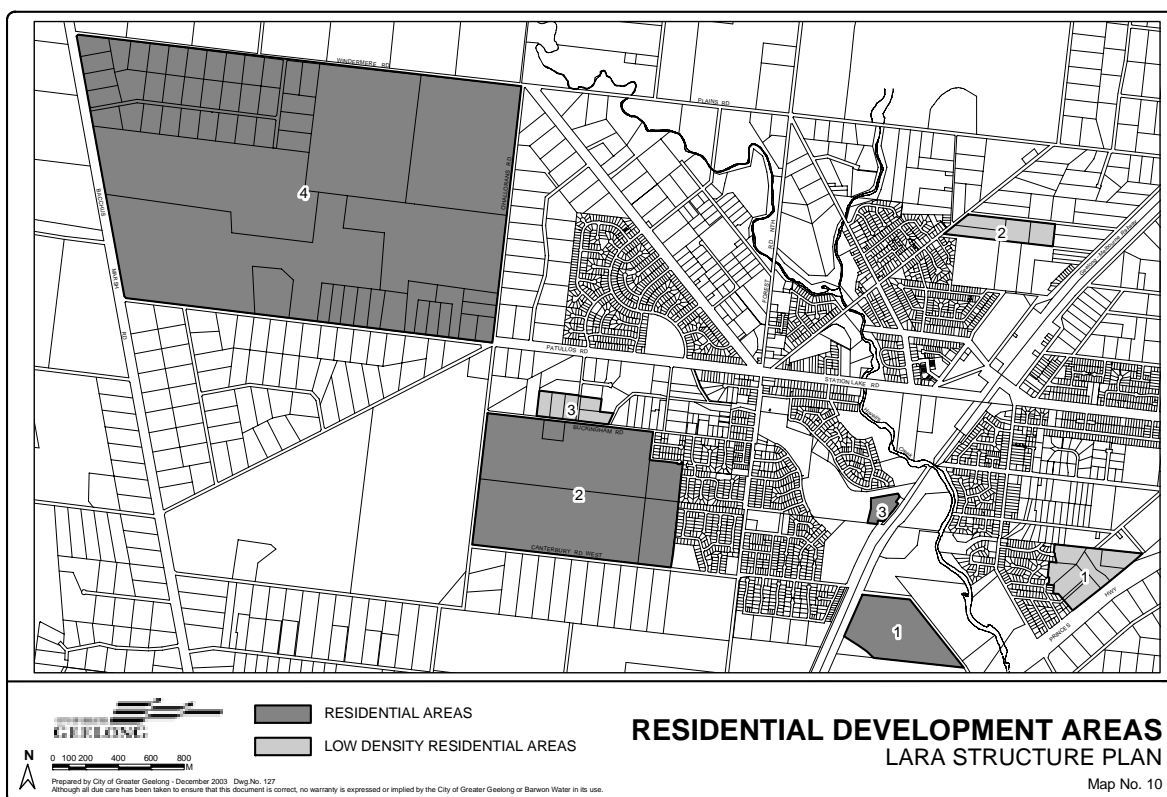
### **6.3.1 Background**

The LSP identifies a large expanse of land bounded by Patullos, Bacchus Marsh, Windermere and O'Hallorans Roads as the key potential long-term corridor for Lara. It is identified as 'Area 4' in the LSP on Map 10 (see Figure 5 below). The land is mainly used for low intensity farming, with some rural residential lots in the West Gateway subdivision and fronting the eastern end of Patullos Road.

The issue of whether the area is an appropriate location for long-term residential development was not contested in submissions to the exhibited amendment or during the Panel hearings. The main debate during the Panel hearing was whether the description of the land as 'protect as potential long

term growth corridor' provided sufficient confidence for detailed planning to proceed over the next few years.

**Figure 5 – Map 10 from the Lara Structure Plan**



### 6.3.2 Discussion

The LSP outlines the current and proposed status of Area 4:

*Lara is a significant growth area for the Geelong region. The subject area provides the best unfragmented opportunities for Lara's future long term growth beyond the next decade and such opportunities should not be prejudiced. This area is to be protected from further rural residential and low-density residential subdivision for its value as a potential long-term growth corridor for Lara. Rezoning and subdivision to allow for rural residential or low density residential development will remove the land from this long term option and would preclude any future conversion to residential by virtue of the number of landowners, subdivision pattern and housing placement.*

*The recommendations to rezone other areas of land to residential will provide a significant additional supply of residentially zoned land for the township and accordingly it is not recommended at this time to rezone this land. However, it should be designated in the Structure Plan as potential long-term growth corridor for Lara. The status of this land should be further considered in the next Structure Plan review, anticipated in approximately ten years time.*

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*It is recommended that this area retains its current Rural Zone but be designated on the Structure Plan Map (Map 15) as a potential long-term corridor for Lara."*

Mr Underwood presented a submission to the Panel on behalf of a number of landowners within Area 4, including Mr B Spalding, the Wilks Family, Mr and Mrs G Rees, and Mr G Cullen and Mrs C Young.

He argued that the designation of the area as a potential long-term corridor was inadequate, because it provided insufficient certainty regarding the nature and timing of development to enable detailed planning to proceed with confidence.

His 'expectation of the process' was that the Panel would:

- *endorse the suitability of Area 4 for residential use,*
- *agree that there was no justification to a time step in the rezoning process,*
- *recommend that the City of Greater Geelong respond positively and in a timely way to a rezoning request for Area 4.*

Specifically, he requested the Panel to recommend the following modifications:

1. *Amend clause 21.08 Urban Growth, Importance and Key Issues, in that part regarding Council's urban growth directions (page 2 of 9), omit "Limited growth of the Lara township" and insert "Limit growth of the Lara township to the areas identified as 'Residential Areas' on Map 10 of the Lara Structure Plan".*
2. *Amend clause 21.08 Urban Growth, Importance and Key Issues, page 3, paragraph 7, line 4 to read "infill locations and land at Canterbury Road West, East and in areas bordered by Windermere Road, Patullos Road, Bacchus Marsh Road and O'Hallorans Roads have been selected for future urban growth",*
3. *In the same paragraph, delete the sentence "A potential growth direction to the west of the township is also identified as the long-term direction for Lara's future growth."*
4. *Clause 21.31 "Lara, Importance and Key Issues", calls up figure 1, a map labelled Lara Structure Plan. With suitable amendment to the annotations on the map, other changes to the wording of the clause can be made.*

*On figure 1, on the owners' land area bordered by Windermere Road, Patullos Road, Bacchus Marsh Road and O'Hallorans Roads,*

*delete the annotation "protect as long term growth corridor"; insert "residential growth area".*

5. *Consequential amendments to clause 21.31 follow:*
  - *On page 2 of 6, Objective 1, Strategies, dot point 3, delete the proposed words and insert "Direct new conventional residential development to the designated growth areas of Canterbury Road West, Canterbury Road East, Drakes Road, Patullos Road, Bacchus Marsh Road, Windermere Road and O'Hallorans Roads as shown on figure 1 - Lara Structure Plan Map".*
  - *Reword dot point 5 to read "Protect the area bound by Patullos Road, Bacchus Marsh Road, Windermere Road and O'Hallorans Road for rezoning and subdivision for residential use."*

In his closing submission to the Panel, Mr Underwood noted the City of Greater Geelong Council proposal to reduce the review period for the LSP from 10 years to five, which could have been perceived to have the effect of ameliorating the problem that planning for Area 4 would be postponed for more than 10 years because of its 'long-term' designation. However, he argued that this was also unacceptable:

*In its closing submission, Council has conceded that the subject land could be reviewed in 5 years rather than 10 years as first proposed. The substantive submissions argued that a time step was undesirable. It follows that the 5 year review proposition is not acceptable either as it too will cause problems for Lara.*

- *Five years would heighten a tight land supply situation,*
- *Delaying the inevitable would not be sound social policy and bring no good at all,*
- *Neither would postponement of the introduction of a new player into the Lara land market.*

*If a time step is left in place the owners are highly unlikely to begin the work to assess the land and to undertake the necessary preplanning studies because of the uncertainty about the future that remains. In that situation, virtually nothing beneficial is achieved by Amendment C123.*

The issue of the timing of the next LSP review has been dealt with in Section 4.4 above.

In its submission to the Panel, the City of Greater Geelong accepted that 'the land provides the best opportunity for the next extension of the Lara Township in the future – it is an area relatively unencumbered by flooding,

noise exposure from aircraft and is outside the buffer to the Heales Road Industrial Estate'. However, it considered that a number of issues should be addressed within the next version of the LSP:

*The next review of the LSP should address in detail the parameters for the development of the corridor (including the Manzeene Avenue area to the east), paying particular attention to the:*

- Broad road network, including connections with the existing roads, and in particular Bacchus Marsh Road*
- Physical infrastructure requirements*
- Future community facilities including schools, kindergartens, community centres etc.*
- Density and form of development*
- Interfaces with the surrounding rural areas to the north, west and south*
- Interrelationship with the existing Lara urban area to the east*
- Allowance for flooding and drainage reserves*
- Provision of local/neighbourhood shopping and commercial facilities*

The Council position was that the shift from a 10-year review period to a five-year review would address the matter:

*It is considered that this will go a significant way to addressing the delays in bringing land for development on-line. It is considered the appropriate approach for this earlier review of the LSP to address the detail for the planning of the corridor.*

Further, Council proposed a modification to Amendment C123 to clarify the role of the corridor:

*It is also appropriate for this position to be reflected in Amendment C123. To this end it is recommended that Clause 21.31 be amended to include a new objective that addresses the future planning approach for the corridor and sets out the parameters outlined above for the detail of the future comprehensive planning for the development of the corridor. To complement this, it would be appropriate to consider applying an Incorporated Plan Overlay as part of the Structure Planning process to provide for the coordination of future development.*

The Panel considered that there is a large amount of work to be done on planning for Area 4. Its location some distance to the west of the Lara town centre means that very careful planning will be required to ensure that the

area becomes an integral part of Lara, rather than a separate community or one that links more closely to Corio. The area has the potential to significantly increase Lara's population, and its impact on what is currently described as Lara's 'country town feel' would have to be analysed in detail.

Planning for Area 4 is therefore one of the key reasons why the Panel concluded that the five-year review of the LSP should commence in late 2007 or early 2008.

### 6.3.3 Conclusions and recommendations

With regard to Mr Underwood's specific recommendations, the Panel has concluded as follows:

1. Under clause 21.08 Urban Growth, Importance and Key Issues, omit 'Limited growth of the Lara township' and insert "Limit growth of the Lara township to the areas identified as 'Residential Areas' on Map 10 of the Lara Structure Plan".

There are two issues in this request – the first is to change the meaning of the future residential development from 'limited growth' to a more-open-ended view of the expansion of Lara's population and housing; the second is to impose a constraint on where growth should occur.

The issue of a need to clarify the future vision of Lara and specify more clearly how the tension between growth and retention of Lara's character is to be resolved is covered in Section 4.1 of this report. On the issue of limiting the location of future growth, the Panel considered that the 'Residential Development Areas' on Map 10 are clear in identifying the most likely residential growth areas, but excludes Caddy's Road. Map 10 also focuses on substantial greenfields sites, and does not refer to any potential for intensification of existing residential areas. It therefore does not support this suggestion from Mr Underwood.

- 2 and 3.** Amend Clause 21.08 Urban Growth, Importance and Key Issues, to read 'infill locations and land at Canterbury Road West, East and in areas bordered by Windermere Road, Patullos Road, Bacchus Marsh Road and O'Hallorans Roads have been selected for future urban growth', and remove the sentence 'A potential growth direction to the west of the township is also identified as the long-term direction for Lara's future growth.'

This request aims to identify Area 4 in the same way as Canterbury Road West and East. The Panel considered that, even though there was no dispute over the fact that Area 4 is earmarked for eventual residential development, its timing is not likely to be the same as for Canterbury Road West (which is already the subject of a Planning Scheme amendment) and Canterbury Road East, and a substantial amount of planning and investigative work is required before a rezoning will happen. It concluded that the last sentence describing Area 4 as being the long-term direction for Lara's growth is a clear and accurate description.

4. On the Structure Plan Map, delete the annotation to Area 4 as 'protect as long term growth corridor', and insert 'residential growth area'.

The basis of the request was to provide a greater degree of certainty that Area 4 has actually been earmarked for residential development, to enable costly and time-consuming planning to proceed. The Panel saw merit in the argument, particularly because there was no dispute about Area 4 as a location for future residential development. Further, the Panel considered that it was appropriate for consideration of the planning issues to commence sooner rather than later, because they are likely to be quite challenging. Nevertheless, it considered that there were significant differences in the likely timing of development in areas closer to the Lara Town Centre, so there should be in clear difference in the status of Area 4.

The proposed description of Area 4 as 'residential growth area' is less qualified than Canterbury Road West's description as 'residential growth subject to satisfactory drainage/flooding assessment'; the Panel therefore concluded that the description should include some temporal dimension, and that 'long-term residential growth area' was a reasonable compromise.

It therefore recommends that:

**On the Structure Plan map to be included in Clause 21.31, the annotation to Area 4, 'protect as long term growth corridor', should be deleted and replaced with 'long-term residential growth area'.**

- 5 (a) Modify clause 21.31: Lara by deleting the proposed words in dot point 3 of Objective 1, Strategies and inserting 'Direct new conventional residential development to the designated growth

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areas of Canterbury Road West, Canterbury Road East, Drakes Road, Patullos Road, Bacchus Marsh Road, Windermere Road and O'Hallorans Roads as shown on figure 1 - Lara Structure Plan Map'.

The Panel's response is covered in the response to points 2, 3 and 4 above. The Panel accepted the argument that Area 4 is a long-term residential growth area, but that does not mean that 'new conventional residential development' should be directed to it in the life of the LSP, especially if a review is to occur in the next couple of years.

- 5 (b)** Modify clause 21.31: Lara by rewording Objective 1, Strategies, dot point 5, to read 'Protect the area bound by Patullos Road, Bacchus Marsh Road, Windermere Road and O'Hallorans Road for rezoning and subdivision for residential use.'

The proposed part of Clause 21.31 designates Area 4 as 'a potential long-term growth area for Lara. Protect this area from rezoning and subdivision for Rural Living or Low Density Residential subdivision'. Mr Underwood is seeking a change to flag the area for residential rezoning, rather than protecting it from inappropriate low density subdivisions.

The Panel concluded that the issues are not mutually exclusive. Long-term future residential use has not been disputed by the submitters to Amendment C123, although all agree that considerable work will need to be carried out before this can happen. In the meantime, protection from inappropriate subdivision should be absolutely clear in the Planning Scheme.

It therefore recommends that:

**In the version of Clause 21.31: Lara shown in Appendix B.3 of this report, the following additional change be made. Objective 1, Strategies, dot point 5, should be deleted and replaced with 'Designate the area bound by Patullos Road, Bacchus Marsh Road, Windermere Road and O'Hallorans Road as a long-term residential growth area. Protect it from rezoning and subdivision for Rural Living or Low Density Residential subdivision in order to facilitate future rezoning and subdivision for residential use.'**

## 6.4 Manzeene Avenue

### 6.4.1 Background

Mr Broadbent and Mr Picker submitted to the Panel on behalf of a group of residents in the Manzeene Avenue area. The area is currently zoned Rural Living and the LSP proposes (see Map 15 on page 62 of the LSP) to retain it in this form with the text 'bubble' worded as:

*maintain quality rural residential subdivision*

The submission to the Panel from Mr Broadbent and Mr Picker was that the area has characteristics that make it suitable for Low Density Residential living and the LSP should not remove this potential opportunity.

Key factors in their argument were:

- Higher density development has good policy support and would result in better land utilisation as the site is within the 'Limit of expansion' boundary;
- Low density residential would still provide an attractive environment;
- The area can be serviced;
- Development of the area would provide a better connection to the long term growth area (Area 4 discussed in Section 6.3); and
- Drainage concerns in the area have been overstated and mainly result from a lack of maintenance of the existing drainage system.

The submission requested a flood study and had the primary recommendation of:

*That the Lara Structure Plan include provision, subject to the satisfactory resolution of drainage and flooding issues, for the Manzeene Ave area to be designated for future redevelopment as a low density residential zone.*

In response, Council did not disagree in principle that the area could be developed at higher densities in conjunction with Area 4 to the west, and possibly at residential densities, rather than low density residential. However, Council's primary position is that further investigations on how this might be done, including drainage and flooding studies, should be done in the context of the next review of the LSP.

Council's drainage engineer outlined a significant number of concerns relating to the area including downstream flooding impacts on the adjacent existing residential area.

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Council submitted that the LSP and Amendment not be changed for this area.

#### **6.4.2 Discussion**

There did not appear to be any disagreement in principle between Council and submitters that the Manzeene Avenue area may be appropriate for higher density development of some form subject to more detailed planning and resolution (if possible) of drainage and flooding issues.

The Panel believes there is merit in considering the future of this area in detailed planning associated with Area 4 to the west to address issues such as drainage, traffic and lot servicing strategically. The Panel agrees it would make a logical connection between Area 4 and the residential development to the east. It is different in this regard to the Kees Road submissions as the Manzeene Avenue area forms a discrete block that could be considered as a development front heading westwards.

The Panel is not concerned at the potential loss of rural living that may result given the large amount of RLZ land in Lara and surrounds.

The difficulties in considering the area for development should not be underestimated in terms of drainage management or addressing the current form of development. There are currently 26 properties in the Manzeene Avenue area and coordinating planning and development over such a diverse ownership would be difficult, even if every one of the owners agreed in principle.

The Panel notes the ten year review cycle for the LSP suggested by Council and this issue is discussed at length in Section 4.4. It includes a Panel recommendation that the next review of the LSP start in late 2007 or early 2008 and be conducted in a much shorter timeframe.

#### **6.4.3 Conclusions and recommendations**

Council and submitters agree in principle that the Manzeene Avenue may have a role to play in higher density development between existing residential development and future residential development in Area 4.

The Panel agrees with this and considers that planning and drainage investigations for Area 4 and the Manzeene Avenue area should be coordinated to provide a strategic approach to addressing these issues.

The Panel does not consider a specific recommendation that actively advances this point in the current LSP and Amendment is appropriate as no

notice has been given to surrounding landholders that more intense development of this area might occur. This general issue is discussed in principle in relation to Caddys Road in Section 6.2.

The Panel thus recommends:

**In the next review of the Lara Structure Plan, recommended to commence in late 2007 or early 2008, the Manzeene Avenue area be considered for higher density development in conjunction with planning for Area 4 (the area bounded by Patullos Road, Bacchus Marsh Road, Windermere Road and O'Hallorans Road).**

## **6.5 Kees Road**

### **6.5.1 Background**

The owners of land at the corner of Gebbies and Kees Road, Lara submitted that the land should be identified in the LSP as a suitable location for rezoning from Rural Living Zone to Low Density Residential Zone. They argued that the land was a natural extension of the Low Density Residential Zone to the south east.

The City of Greater Geelong opposed the proposal.

### **6.5.2 Discussion**

R and N Farrell and A and G Keen submitted that their land is suitable to be rezoned from Rural Living to Low Density Residential Zone. A previous submission by one of the owners proposed a rezoning to Residential 1 Zone, but the owners now consider that Low Density Residential is appropriate:

*Due to this parcel of land's proximity to the low density rural zone it makes a lot of sense to rezone land on this side of Lara to extend and compliment the adjoining lots and make further use of the existing services and infrastructure.*

The City of Greater Geelong submission to the Panel opposed the proposal:

*As the LSP has not entertained the extension of the LDRZ northward along Kees Road there is no strategic justification for Council to support a change to the Amendment.*

*Council's Engineers make the following observations about the submission:*

- *Submission appears to show the site incorrectly on the location plan. The proposed rezoning site is on north side of Gebbies Rd.*

- *This area was subdivided in 1980's using lower drainage design standards which were applicable at that time. No drainage infrastructure was provided as part of the subdivision.*
- *The sub-catchment has not been subject to a flood study.*
- *The site is relatively flat & outlet drainage would need to cross a ridge to access any outlet to Hovells Creek. A new outfall to the creek is not desirable, and would require significant investment.*
- *Existing drainage infrastructure along Gebbies Rd discharging to the Creek is dedicated to development on the south side of Gebbies Rd and provides capacity for minor storms only. It is not expected that this infrastructure could be utilised by this development.*
- *It is not feasible to drain the site to the west where the established RLZ area has a substandard drainage system. Upgrade costs of any existing systems to the west are likely to prohibit development.*
- *Any proposed On Site Detention is likely to be problematic. Any retarding basin footprint would be substantial (very shallow) which would impact lot yield. Retarding basins to service individual allotments or small groups of allotments pose an unacceptable maintenance burden upon the Responsible Authority.*
- *Evidence exists of previous flooding of the site (1988). The owner of 120 Kees Rd has previously complained to COGG about failure of property drainage due to lack of outlet drainage confirming that site is constrained with respect to drainage.*
- *Rezoning of these two lots would establish precedent for rezoning of other RLZ lots within this area and the cumulative impact of this would be detrimental to the wider area as well as existing residents.*
- *WSUD would be difficult to achieve within this flat area as swales require a minimum longitudinal gradient of 1% to be effective... Again this may pose significant infrastructure cost and affect lot yield.*
- *Existing easements within adjacent lots are currently occupied by vegetation, and access is limited.*
- *A SSMP must be produced in order to demonstrate feasibility of a more dense development with 'zero adverse impact' and in order to prove satisfaction of current engineering design*

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*standards. The SSMP must include a Flood Impact report and a Water Quality Impact Report as Clause 56 requires WSUD within LDRZ.*

The Council recommends to the Panel that 'given the site's location opposite the northern end of Manzeene Avenue, it is considered appropriate for the next review of Structure Plan to consider the future of the Rural Living Zone along Kees Road between Gebbies and Windermere Roads and its relationship to any future change to Manzeene Avenue.'

### **6.5.3 Conclusions and recommendations**

The Panel considered that this was another classic example of the problems encountered when there are substantial tracts of Rural Living zoned land surrounding a town with growth pressures. Inevitably, there will be demands for intensification of residential land use, and a rezoning from Rural Living is not always straight-forward. In particular, a rezoning to Low Density Residential would require a high degree of justification. A key part of the justification would address the way in which the proposal would meet the mix of housing identified in a rigorous housing needs analysis.

The Panel concluded that insufficient justification had been provided in the submissions to the Amendment and to the Panel to support the flagging of a rezoning in Clause 21.31: Lara, including reference on the Structure Plan Map. However, the suggestion that intensification of residential development along Kees Road and in the Manzeene Avenue area should be considered at the next review of the LSP has merit, and this would enable the proposal for the corner of Kees and Gebbies Roads to be addressed in a wider context.

The Panel did not consider that any change to Amendment C123 was necessary as a result of the submission. The Panel recommend:

**In the next review of the Lara Structure Plan, recommended to commence in late 2007 or early 2008, the long term future for the Kees Road area be considered in the context of strategic land use planning in Lara.**

## 6.6 Archimedes Avenue

### 6.6.1 Background

The TGM Group Pty Ltd provided a submission to the Panel on behalf of Mr Brian Smith regarding the property at 105-125 Archimedes Avenue in Lara. The property is currently zoned Rural Living (RLZ) and could potentially be subdivided into three lots under the provisions of that zone.

The property is bounded by the Residential 1 Zone (R1Z) to the north and the Low Density Residential Zone (LDRZ) to the west. The essence of the TGM submission is that the LSP should not exclude the site from a future rezoning to a higher density, and in particular LDRZ.

Part of the site is shown in the LSP as being a designated flood area.

TGM argued that higher density development is appropriate and supported by relevant State and Local Policy. They argued:

*We acknowledge that the site, like most sites, has constraints. Initial analysis suggests that these can be managed using open drains, detention basin and other water sensitive urban design principles and are not so significant as to warrant blanket prohibition of the possibility of a future higher density residential development of the land.*

TGM outlined a detailed list of amendment options and recommendations in Section 8 of their submission to facilitate a future rezoning of the site.

Council opposed to a change in the LSP or Amendment C123 based primarily on concerns related to drainage and the ability of the site to accommodate the necessary flood management infrastructure or to meet the Water Sensitive Urban Design Clauses of Clause 56.07 of the Planning Scheme.

Council also expressed concern at the potential cumulative effects on drainage in this area if a rezoning of this land triggered similar proposals nearby.

### 6.6.2 Discussion

The arguments advanced by TGM in support of a higher density future for Mr Smith's property on Archimedes Avenue have considerable planning merit. The provision of Low Density Residential development adjacent to an existing LDRZ and R1Z appears to make good planning sense.

There are two issues however that the Panel is concerned about. The first is drainage. TGM presented a clear submission that indicated that a development of approximately 10 lots might be possible with a properly designed drainage system. The Panel has no reason to doubt in principle that this ought be possible, but it does share some of Council's concerns regarding the degree of engineering needed to achieve the drainage criteria, and in particular the future management and maintenance of these.

The second issue relates to planning more generally in this area of Lara. It appears there are a number of parcels of land in the RLZ that might meet similar planning criteria as this property west of the Princes Freeway in the vicinity of Watt Street.

The Panel considers it would be preferable to consider the whole of this area strategically in terms of drainage and possible rezoning to LDRZ and subsequent subdivision and development. This should be done during the next review of the LSP as discussed in Section 4.4 to allow time for proper consideration of the planning issues in this area.

Whilst there is a pressing need for lot supply in Lara as presented in the evidence of Mr McNeill, on his figures of 94 lots required per year the development of 105-125 Archimedes Avenue would only provide just over a month's supply and thus is not critical site in terms of easing demand.

### 6.6.3 Conclusions and recommendations

The Panel concludes that 105-125 Archimedes Avenue has policy support for more intensive development than the RLZ but the resolution of drainage and planning issues should be undertaken on a more strategic basis across this part of Lara.

The site and vicinity should be considered for more intensive development in the next review of the LSP.

The Panel recommends:

**In the next review of the Lara Structure Plan, recommended to commence in late 2007 or early 2008, the property at 105-125 Archimedes Avenue be considered for higher density development in the strategic context of the broader Archimedes Avenue and Watt Street area.**

## 6.7 Ponds Drive

### 6.7.1 Background

Sinclair Knight Mertz (SKM) provided a submission to the exhibited amendment on behalf of the owners of 42-44 Ponds Drive, Mr Angelo Martucci.

The property is a relatively small allotment at the end of Ponds Drive, backing on to a levee protecting the area from flooding from Hovells Creek. Part of the site is currently zoned Urban Floodway Zone, and the submitters request that 'the site be identified as appropriate for in-fill residential development and future residential rezoning within the Lara Structure Plan'.

### 6.7.2 Discussion

The SKM submission noted that the Corangamite Catchment Management Authority (CCMA) considered the site to be 'flood-free', while Map 9 of the LSP also identifies the site as 'free of flooding risks or constraints associated with stormwater drainage'. It notes that 'the UFZ applies to mainstream flooding in urban areas where the primary function of the land is to convey active flood flows. It also applies to urban floodway areas where the potential flood risk is high due to the presence of existing development or pressures for new or more intensive development'.

SKM argues that the UFZ is inappropriate in this case, because the land does not meet the characteristics of an urban floodway area. It suggests that the levee bank provides protection from the one in 100 year flood. It proposes a combined planning scheme amendment and planning permit process to rezone the land to Residential 1 Zone, including the application of a Development Plan Overlay or Incorporated Plan Overlay to the site.

At the Panel Hearing, Mr Crawford on behalf of the owner noted that:

*The issues germane to Mr Martucci's concerns are:*

- (a) establishing that the Land is not prone to flooding, or at least the type of flooding that would attract the application of the UFZ;*
- (b) confirming that it is appropriate to zone the Land for residential purposes; and*
- (c) showing that local policy and the LSP should recognise the above to facilitate the future rezoning of the land.*

With regard to Amendment C123, Mr Crawford submitted that:

*The Amendment should recognise the Land, and land proximate to it, is not subject to riverine flooding and should be zoned R1Z. The Amendment should encourage the rezoning of the Land for residential purposes as an infill residential site.*

He argued that Map 10 (which shows Residential Development Areas) should be modified to include the site. Further, he argued that the Structure Plan Map 15, which forms part of the exhibited Clause 21.31), should include a prong pointing to the site as 'residential infill'.

The City of Greater Geelong submission to the Panel noted that Council had met with the submitter and advised that:

- *Council engineers are concerned at the ability of the sub catchment and the drainage outlet to cater for more intense development;*
- *A Flood Study of the sub catchment (bound by Forest Rd/Flinders Ave/Hovells Ck) is required to guide decision making about future development of the land;*
- *Council officers will seek funding to undertake the study in the 2007/2008 financial year;*
- *Strategic planning may be in a position to consider an amendment in 2007 following the Flood Study;*
- *Any rezoning/amendment would need to deal with the adjoining property to the west (60 Forest Road North) and the adjoining Council reserve at the same time as these properties are similarly affected;*
- *Prior to removal of the UFZ in favour of an alternative land use zone, Council would require approval of a subdivision layout, a Development Plan Overlay (DPO) or some similar mechanism;*
- *It is unlikely Council would entertain anything more than a 2 lot subdivision of the site, and expects subdivision may not be feasible, but it may remove the UFZ to provide flexibility for house siting and to include the land in an appropriate zone;*
- *This outline of the process for the subject land is confirmed and considered an appropriate way to manage any zoning change.*

*Council's drainage engineers further identify that the existing drainage infrastructure within and surrounding Ponds Drive is not of a standard which would currently be required to service residential development.*

*The proposed drainage/catchment study would need to address stormwater runoff and stormwater drainage issues, both major and minor, and detail proposed solutions. As part of this study Council will need to model and accurately flood map the catchment area.*

*There is no guarantee that Council will be able to obtain the money and resources in July 2007 (for next financial year 2007/2008), as this is part of the overall Council budget process.*

Nevertheless, Council supported the move to amend the zone to Residential 1 Zone. It noted that the Victoria Planning Provisions 'requires that zone boundaries should align with title boundaries or other defined features such as road centrelines or watercourses unless there is a deliberate reason not to', and that the Corangamite Catchment Management Authority (CCMA) considers the property to be 'flood free':

*If there is consensus between the CCMA and Council's drainage engineers that the land is flood free, the UFZ would no longer be relevant to protect part of the site. Upon confirmation of the land being 'flood free', the UFZ should be replaced and the Residential 1 Zone applied to the whole site, ensuring consistency between the zone and title boundaries as generally required by the Victoria Planning Provisions.*

*This is a very small parcel of land and from a strategic perspective; the issue is primarily about potential correction of the zone application to the site. Given the potential lot yield on the subject land it is considered unnecessary to make any change to the LSP map and to Clause 21.31. It would however, be appropriate to amend Map No 16 in the LSP to show the rezoning of the subject land from UFZ to R1Z.*

The Panel considers this is a sensible solution. The UFZ is clearly inappropriate for the site, and steps should be taken to rezone it to Residential 1 Zone, with appropriate overlays to cover design issues. However, it is a small site with redevelopment potential no greater than many others in Lara, and so does not warrant modifications to Maps 10 and 15 of the LSP.

### **6.7.3 Conclusions and recommendations**

The Panel therefore recommends that:

**Upon confirmation of the land being 'flood free', an amendment should be prepared to replace the UFZ with Residential 1 Zone applied to the whole site, subject to approval of a subdivision layout, a Development Plan Overlay (DPO) or similar mechanism. Further, Map 16 in the Lara**

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**Structure Plan should be modified to show the rezoning of the subject land from UFZ to R1Z.**

## **6.8 Bath Street**

### **6.8.1 Background**

The Kapteinas at 25 Bath Street submitted that their property should be rezoned from the RLZ to the R1Z. In support of their submission they argued that:

- R1Z would match residential to the south and east;
- There are no encumbrances on the property;
- The property is in a good location in terms of access to facilities in Lara; and
- Flood management on the area covered by Amendment C86 to the south will prevent any future flooding.

Council opposed changing the land's zoning on the basis that a portion on the north west is subject to flooding (see Map No. 7 in the LSP) which will not be eased by Amendment C86 and that no strategic investigation to support a rezoning had been undertaken.

### **6.8.2 Discussion**

The Panel does not support identifying this land as potentially suitable for residential development at this time for the reasons that Council outlined in its submission. It does note the planning reasons put forward by the Kapteinas for requesting a change to the Amendment (noting potentially significant drainage constraints) and believes they may be worthy of consideration if their property is put in broader context.

The strategic future of the RLZ land bounded by Bath Street, Buckingham Street, O'Hallorans Road and Patullos Road could be investigated in the next review of the LSP.

### **6.8.3 Conclusions and recommendations**

The Panel recommends no change to the Amendment as a result of this submission.

## 6.9 Boomaroo Nurseries

### 6.9.1 Background

Boomaroo Nurseries is a highly significant employer located to the east of Lara, south of Plains Road, north of McIntyre Road and east of the Melbourne-Geelong Railway line and St Andrews Drive. It is described by Mr Milner in his submission to the Panel as follows:

*Boomaroo Nurseries is an innovative, best-practice specialist vegetable seedling producer. It is highly regarded industry leader, with a research and development arm that embraces new technologies and has ongoing associations with numerous research and institutional bodies. Since establishing its facilities at its present site in 1988, Boomaroo Nurseries has become one of Australia's largest seedling suppliers, supplying around 250 million seedlings to vegetable growers in South Australia, New South Wales and Victoria.*

The total site comprises about 120 hectares, with Boomaroo's established seedling production facilities covering about 32 hectares. The balance of the site (about 88 hectares) is open rural land, and Mr Milner's submission proposed that this be identified for rural residential development.

### 6.9.2 Discussion

In his submission to the Panel, Mr Milner requested three outcomes with regard to Amendment C123. He proposed modifications to both the proposed Clauses 21.08 and 21.31, including the Structure Plan Map:

- *The Lara Structure Plan to be amended to appropriately and strategically acknowledge and recognise Boomaroo Nurseries' business and adjoining land holdings and their future use and development potential;*
- *Inclusion of the subject site within the "Long Term Rural Residential Limit" as set out in the Lara Structure Plan; and*
- *Support within the Lara Structure Plan for a future rural residential role for that part of the subject site that is not committed to nursery operations.*

### Recognition of the Boomaroo Nurseries

The Greater Geelong City Council Submission to Panel accepted that the Boomaroo Nurseries should have been afforded greater recognition in the LSP and Amendment C123:

*The LSP should have acknowledged the location and role of the Boomaroo Nursery as an important local employer and community contributor. It would be appropriate for the Structure Plan Map to designate the Boomaroo Nursery site as a location for intensive horticultural production.*

Mr Milner noted the Council position, so focused on the remaining issues.

### **Inclusion within the 'Long Term Rural Residential Limit'**

With regard to the inclusion of the site within the 'long Term Rural Residential Limit', Mr Milner argued that the LSP 'fails to acknowledge the existing operations of Boomaroo, and cuts it in half with the arbitrary boundary'. He submitted:

*Both the Study Area for the Lara Structure Plan (pp 4), and the Lara Structure Plan "limit of expansion" (pp 62), bisect the established facilities and operations of Boomaroo Nurseries.*

*This arbitrary division of the site seems to explicitly indicate that insufficient consideration has been given to the physical attributes and the role and significance of the Boomaroo Nurseries in the preparation of the Lara Structure Plan.*

The City of Greater Geelong submission to the Panel did not support a change to the 'Limit of Expansion':

*The submitter's case is partly based on the argument that the current urban growth limit line is an arbitrary choice and is not borne out by either flooding/drainage constraints or subject to significant noise exposure from Avalon Airport. The current boundary reflects the extent of development and is not considered to be arbitrary. Moving the urban growth limit boundary to the eastern side of the Boomaroo property would similarly create its own arbitrary boundary, with no consideration given to the two properties located between Boomaroo and the Princes Highway. If the urban growth boundary moves away from existing urban development and departs from the exhibited version, then where does the line stop and what is the strategic basis?*

*Council has held a long term policy position of maintaining a non-urban break between Geelong and Melbourne, with Lara being the northern urban extent of Geelong. The policies outlined in the LSP and being reflected in this Amendment seek to continue this policy through the direction of the additional urban growth for Lara to its west. For the combination of these reasons, it is considered that there be no change to the proposed clause 21.31.*

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## Future Rural Residential Development

Mr Milner submitted that rural residential development should be supported on the balance of the Boomaroo land (88 hectares).

*...the Lara Structure Plan does not consider the future use and development potential of the balance of Boomaroo's land holdings..., which are located outside of the non-urban break between Lara and Little River as specified by the North Eastern Area Strategic Land Use Plan 1994.*

*Rather, the Lara Structure Plan sets out a number of supposed constraints to the future use and development of the subject site which...either do not actually exist or can be reasonably addressed.*

He submitted that use of the balance of the Boomaroo land for rural residential development 'would make a more positive contribution to sustainable development', for the following reasons:

- *Lara's strategic position within the region and its particular characteristics suggest that it has and should continue to play an important role in accommodating rural residential demand within the City of Greater Geelong and its broader region.*
- *The subject site is immediately adjacent to established areas of rural residential land use within Lara, and is within reasonable proximity to existing physical and community services.*
- *The subject site is not constrained by flooding & drainage, the presence of flora & fauna or archaeological material, or noise associated with current and future operations at Avalon Airport.*
- *State and local planning policy do not support the use of the subject site for employment or require it as a buffer to Avalon Airport, and its moderate agricultural quality and its locations attributes indicate that it is not of strategic significance in the local or regional context, and therefore not a high priority for protection.*

*In light of the above and with specific regard to State and Local planning directions regarding rural residential development and land capability; locational suitability; existing and likely future demand/supply and the provision of services and infrastructure, the subject site effectively self-selects as an appropriate location for rural residential development.*

Mr Milner submitted an indicative Development Concept with 50 to 53 rural residential lots.

The Greater Geelong City Council Submission to the Panel did not support the proposal, citing a number of drainage and flooding problems. It concluded:

*Following the consultation for the LSP, the adopted LSP was amended to address the issue of further rural living development in the vicinity of Boomaroo with the statement included in that “due to long term planning implications it is recommended that the proposal to allow future rural residential development in the vicinity of the Boomaroo Nursery is not supported. Council should continue to work with the landowners to consider other land uses that could be supported.”*

*It would be a significant departure from the LSP for Council to abandon this adopted strategic position. Whilst the submitter has submitted further information to support their case for policy acknowledgement and Rural Living zoning, the LSP and proposed new clause 21.31 clearly state that no additional land will be zoned for rural residential development. A rezoning to Rural Living of the Boomaroo Nursery site, the Lara Greyhound Education Centre... and other land in between would constitute a significant expansion of the Rural Living Zone to the north east of Lara. This would extend the zoning beyond the long term rural residential limit in Lara and represents a major policy change for Council. This hasn't been entertained during the preparation of the LSP nor has received any community sanction through a public process.*

### **6.9.3 Conclusions and recommendations**

The Panel has concluded that the economic significance of the horticultural operation should be recognised in the LSP, as agreed by Greater Geelong City Council. It therefore recommends that:

**The Structure Plan Map in Clause 21.31 and the Lara Structure Plan review should designate the Boomaroo Nursery site as a location for intensive horticultural production.**

The Panel was not convinced that a sufficient argument had been presented to shift the boundary relating to the 'Limit of Expansion', nor to earmark the Boomaroo site for future rural residential expansion. That is not to discount the possibility that this may occur some time in the future. However, an expansion of the Rural Living Zone would require considerable justification, particularly in the context of a broader housing needs analysis for Lara. The position in the proposed Clause 21.31: Lara is that no additional land will be zoned for rural residential development, so a high degree of justification would be needed to change this direction.

Further consideration of the proposals for the Boomaroo site will occur when the LSP is reviewed, and the Panel considers that this should begin relatively soon. This would enable the strategic issues raised by the Planning Authority and this Panel to be addressed in greater detail.

## **6.10 Lara Greyhound Education Centre (LGEC)**

### **6.10.1 Background**

Mr Rob Milner presented a submission on behalf of Mr Alan Marum, the owner of the Lara Greyhounds Education Centre. The outcomes sought in the submission were expressed on Page 3 as:

- *The Lara Structure Plan to be amended to appropriately and strategically acknowledge and recognise the significant contribution that the greyhound industry makes to the local and regional economy;*
- *The Lara Structure Plan to be amended to appropriately and strategically recognise the Lara Greyhound Education Centre and those greyhound training and boarding premises located upon adjoining land holdings, as a established and economically significant "node" of established greyhound facilities and animal keeping;*
- *The Lara Structure Plan to be amended to identify a "node", incorporating the Lara Greyhound Education Centre and adjoining greyhound facilities, within which the further use and development of greyhound-related land use activities are to be supported and encouraged.*
- *The Lara Structure Plan to be amended to support and provide for the re-zoning of land which allows for the rural residential use of the Lara Greyhound Education Centre in conjunction with animal keeping, specifically the keeping, training and welfare of greyhounds.*

In relation to the last dot point Mr Milner tabled a concept plan for a six lot subdivision of the site if the land was to be rezoned to Rural Living.

Mr Milner called expert evidence in acoustics and drainage and flooding in support of the submission. Mr Michael Dowsett of Marshall Day Acoustics presented evidence on aircraft noise impacts on the LGEC site and concluded, in part:

*11.9 The existing noise environment at Site 2 (the LGEC) is not adversely affected by aircraft noise from current Avalon Airport*

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*activities and it is unlikely that proposed future residential lots would be adversely affected by aircraft noise from future Avalon Airport activities.*

Mr Jonathon McLean from Coomes Consulting was called to give evidence on drainage of the site. Mr McLean's evidence was, in summary, that:

- A drainage strategy is possible that will allow the property to be used for Rural Living;
- Some fill will be necessary to achieve a minimum 300mm floor level above the 1 in 100 year ARI flood;
- With such a strategy there will be no net loss in flood storage and no increased risk of flooding on adjacent properties; and
- Stormwater runoff quality can meet best practice guidelines.

Investigations into flora and fauna and archaeology were also carried out and did not raise substantive issues.

In their submission, Council did not support the changes proposed in the LGEC submissions. Council outlined their approach to planning for the greyhound industry which is based on a proposed local policy in the Draft Greater Geelong Rural Land Use Strategy 2006. The policy is criteria (or performance) based and outlines the standards that a greyhound facility would need to meet. It does not have a spatial component that identifies particular areas where the greyhound industry might be concentrated or encouraged to develop further.

Key elements of the policy include:

- Facilities should be in the Farming Zone (old Rural Zone);
- Buffers must be provided;
- Noise assessment and management is required;
- Impacts on agricultural land use must be considered;
- Landscape issues need to be considered; and
- Facilities should comply with the greyhound establishment Code of Practice.

Council submitted that the amenity impacts of a greyhound facility in the Rural Living Zone might be significant.

The draft rural land use strategy was adopted by Council after the Panel hearing with the above local policy intact.

Council also submitted that the property is susceptible to overland flooding and provided photographs of flooding ascribed to a 1 in 10 year flood event in 1973 in support of their submission.

## 6.10.2 Discussion

After hearing submissions the Panel is convinced that the greyhound industry is a significant and important industry to Lara and the City of Greater Geelong that does not have adequate recognition in the LSP. The Panel also considers the concentration of greyhound facilities on Mr Marum's property and the surrounding area makes a notable 'precinct' or node of such facilities that should be explicitly recognised in the LSP.

However, the Panel is not convinced that the proposal behind Mr Marum's submission (the possible rezoning and six lot subdivision) is necessary to maintain the momentum of this vicinity as a 'greyhound node'. Given the size of the property, there may be opportunities for expansion of the facility subject to permit and local policy requirements.

On the adjacent Rural Living Zone, two dogs (animals) can be kept per property as of right, and additional dogs might be considered, subject to permit. This is not to suggest the Rural Living Zone would be appropriate for a commercial greyhound establishment, as this is clearly not the intent of Council's proposed local policy, but rather, the opportunity exists to keep some dogs in a residential environment and to use the larger greyhound facilities (such as the LGEC) for training and kennelling of more dogs.

If more intensive facilities are proposed, for example a house and training/kennel facilities, then Council's proposed policy would suggest the Farming, rather than the Rural Living zone, is the appropriate place. This local policy, whilst not in the planning scheme at this time, is considered by the Panel to be a seriously entertained planning proposal as it has recently been adopted by Council.

The Panel notes that a previous Panel for the Greater Geelong New Format Planning Scheme recommended the creation of a specific greyhound area and that Council has chosen an alternative approach. The Panel does not wish to comment extensively on this issue but believes Council could consider a flexible approach where the proposed local policy is used for new facilities whilst providing some level of planning support and acknowledgement for the existing Lara greyhound node.

Whilst the proposal for this site may have particular merit related to the greyhound industry, the Panel also notes the existence of large areas of Rural Living zoned land in Lara and is reluctant to support any changes to the LSP that might increase this supply. This issue is discussed in Section 5.2.

The Panel is also concerned regarding flooding and whilst the Panel is satisfied by the expert evidence that a drainage solution is technically

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feasible, it has some concerns about a drainage response that is likely in a 1% AEP event to create a series of 'islands' of residences.

### 6.10.3 Conclusions and recommendations

In conclusion, the Panel considers that the LGEC and the greyhound industry in the area more broadly does require more substantive recognition in the LSP. The Panel recommends:

**The Structure Plan Map in Clause 21.31 and the review of the Lara Structure Plan should recognise the existence and location of the greyhound facilities in the area of the Lara Greyhound Education Centre as an important industry for Lara and the City of Greater Geelong.**

However, for the reasons outlined above the Panel is not convinced that the rezoning of this property is justified in planning terms and it would be inconsistent with Council's direction in terms of managing the greyhound industry.

The Panel does not support any changes to the LSP that may facilitate rezoning of this property to the Rural Living Zone.

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## 7. Consolidated list of recommendations

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

**Subject to the recommendations in this report, Amendment C123 to the Greater Geelong Planning Scheme should be adopted.**

**Lara's future vision should be carefully defined in the next review of the Lara Structure Plan.**

**The preferred future character of Lara should be carefully defined in the next review of the Lara Structure Plan.**

**The exhibited Clause 21.08 should be modified to remove the words 'limited' from 'Limited growth of the Lara township' (page 2) and 'some' from 'Due to its strategic position between Geelong and Melbourne, Lara has been designated as a location for some urban growth' (page 3).**

**The format of the Structure Plan Map should be refined in the next review of the Lara Structure Plan with greater emphasis on simplification and consistency in approach to achieve greater clarity.**

**The next review of the Lara Structure Plan should commence as soon as possible after the release of the 2006 Census data in June 2007, or at the latest, early 2008, in order to achieve no more than a five-year gap between the preparation of Public Discussion Documents. Further, the next Public Discussion Document should be prepared for release by March 2009.**

**The modifications to the Objectives and associated Strategies in Clause 21.31: Lara, as provided in a 'track changes' version of the Clause (shown in Appendix B.3 of this report) to the Panel, should be adopted.**

**The Structure Plan Map to be included in Clause 21.31 should be modified to clearly define the edge of the 1000m buffer surrounding the Heales Road Industrial Estate.**

**The Structure Plan Policy in the LSP should be modified to delete reference to the minimum 10% open space requirement, to be replaced with the following: 'Negotiate with developers as part of the rezoning of the urban growth areas to provide appropriate open space as a land contribution'.**

**The Structure Plan map to be included with Clause 21.31 (based on Map 15 in the LSP) in the Greater Geelong Planning Scheme be revised to include all of the Nash family property at Canterbury Road East outside the 1000m to the Heales Road Industrial Estate in the 'Direction of**

**Urban Growth' shading and the 'Limit of Expansion' boundary be revised accordingly.**

**The City of Greater Geelong note the revised position of the Department of Sustainability and Environment in relation to the need for a buffer to Serendip Sanctuary.**

**In the next review of the Lara Structure Plan, recommended to commence in late 2007 or early 2008, the Caddys Road area be considered as a high priority for residential development.**

**On the Structure Plan map to be included in Clause 21.31, the annotation to Area 4, 'protect as long term growth corridor', should be deleted and replaced with 'long-term residential growth area'.**

**In the version of Clause 21.31: Lara shown in Appendix B.3 of this report, the following additional change be made. Objective 1, Strategies, dot point 5, should be deleted and replaced with 'Designate the area bound by Patullos Road, Bacchus Marsh Road, Windermere Road and O'Hallorans Road as a long-term residential growth area. Protect it from rezoning and subdivision for Rural Living or Low Density Residential subdivision in order to facilitate future rezoning and subdivision for residential use.'**

**In the next review of the Lara Structure Plan, recommended to commence in late 2007 or early 2008, the Manzeene Avenue area be considered for higher density development in conjunction with planning for Area 4 (the area bounded by Patullos Road, Bacchus Marsh Road, Windermere Road and O'Hallorans Road).**

**In the next review of the Lara Structure Plan, recommended to commence in late 2007 or early 2008, the long term future for the Kees Road area be considered in the context of strategic land use planning in Lara.**

**In the next review of the Lara Structure Plan, recommended to commence in late 2007 or early 2008, the property at 105-125 Archimedes Avenue be considered for higher density development in the strategic context of the broader Archimedes Avenue and Watt Street area.**

**Upon confirmation of the land being 'flood free', an amendment should be prepared to replace the UFZ with Residential 1 Zone applied to the whole site, subject to approval of a subdivision layout, a Development Plan Overlay (DPO) or similar mechanism. Further, Map 16 in the Lara Structure Plan should be modified to show the rezoning of the subject land from UFZ to R1Z.**

**The Structure Plan Map in Clause 21.31 and the Lara Structure Plan review should designate the Boomaroo Nursery site as a location for intensive horticultural production.**

**The Structure Plan Map in Clause 21.31 and the review of the Lara Structure Plan should recognise the existence and location of the greyhound facilities in the area of the Lara Greyhound Education Centre as an important industry for Lara and the City of Greater Geelong.**

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## **Appendix A Exhibited Clause 21.08**

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## **A.1 Existing clause**

## 21.08 URBAN GROWTH

### Importance and Key Issues

Population projections made by the Department of Infrastructure and the Australian Bureau of Statistics indicate that the City of Greater Geelong will need to accommodate an additional permanent population in the order of 41,000 to 71,000 persons up to 2020. This projected population increase is one of the highest for a regional centre in Victoria and accordingly, Council has prepared a comprehensive urban growth strategy to direct this population increase into suitable locations within the municipality.

To ensure that enough land has been provided in the event that the higher growth forecast is reached and to allow for flexibility, Council's Strategy is based on the population of Greater Geelong increasing by 71,000 by the year 2020.

The current development and population trends that impact on the projection are expected to continue as follows:

- A further influx of retirees from the 'baby boomer' generation;
- A continuing decrease in household size;
- A continuing preference for single detached housing; and
- Development preferences to the north around Lara, to the east on the Bellarine Peninsula, and generally to the southwest to continue.

Directing urban growth enables the provision and maintenance of physical and social infrastructure to be efficiently managed. Not only is this responsible management but appropriate and timely provision of infrastructure such as roads, water, drainage systems, pedestrian paths, sewerage, child care, schools, libraries etc, is vital to the overall well-being of the populace and the creation of a sense of community. It also provides planning certainty for both the development industry and the community.

From its early settlement in the 1830's urban Geelong has undergone steady expansion so that it now covers approximately 325km<sup>2</sup> of the total municipal area.

Market preferences initially led to development in the south and east of Geelong away from the concentrated industrial locations, into areas of more interesting topography, with proximity to the coast and where land was cheaper to service. At the same time, the Bellarine Peninsula offered an alternative place for retirement as well as being an attractive living environment for those working in Geelong.

The variance of settlement types – coastal and rural townships and hamlets, inner city living, the suburbs, fringe development and rural residential living easily satisfies locational demand which Council seeks to maintain. Regardless of which settlement people reside in there is throughout the municipality a feeling that the country and coast are always close at hand. And this is a quality the Geelong community wishes to retain.

With a projected increase of 71,000 people, current land availability and future land requirements is one of the critical factors in determining the growth direction. The City of Greater Geelong Residential Lot Supply Report, 1995, surveyed all vacant broad-hectare residential and future urban zoned land and all vacant individual residential lots.

An assessment of the lot supply in 1995 against dwelling approvals estimate that the number of years supply of vacant zoned residential land available for development was 17 to 23 years (the former figure based on a take-up rate of 10 dwellings per hectare and the later on 15 dwellings per hectare).

Calculations using the lot supply data and the projected population can be used to determine the amount of land that will be required to be zoned for residential use in the future.

The projected population of 71,000 translates into 26,018 new households. On the basis of 10 dwellings per hectare, 14,537 households can be accommodated within existing zoned areas leaving a balance of 11,481 households to be accommodated within new growth areas. If development proceeds at 15 dwellings per hectare (Council's preferred density), then the figures substantially change to requiring only 6,025 lots to be created additional to the existing zonings.

Refer to Table 2 and 3 for extracts from the Lot Supply Report.

Council has in place a Strategy (Urban Growth Strategy 1996) for directing and managing the expected urban growth. Council's Strategy nominates the most suitable areas for growth to the year 2020 based on the following factors:

- Maintaining a relatively compact urban form and rejecting uncontrolled urban sprawl
- Maintaining non-urban breaks between Geelong and Melbourne and between settlements within Greater Geelong
- Recognising the amenity of the Bellarine Peninsula and its role as a tourist drawcard, and a residential and retirement location
- Ensuring that the environment is not detrimentally affected by uncontrolled urban sprawl
- Retention of valuable agricultural land
- Maintaining the Bellarine Peninsula as a predominantly rural area
- Maximising infrastructure efficiencies – both social and physical (transport and hydraulic services)
- Providing a range of future development fronts to ensure that locational preferences and consumer choice can be satisfied
- Accounting for existing natural and man-made constraints

In this context, Geelong's coastal and rural landscapes are among the region's major assets, attracting both tourists and residents. These landscapes form the non-urban breaks between settlements giving a sense of physical identity to each township and its hinterland. The non-urban breaks also protect the intrinsic qualities of settlement environs including areas of environmental sensitivity and sites of significant native vegetation. These landscapes require protection from the pressure of urban growth within the municipality. Further, these areas are often important agricultural areas within Geelong, ie the Bellarine Peninsula, which need to be protected and retained.

The technical viability of servicing land is also a determining factor in planning for urban growth. For example, in areas around Lara, a combination of soil type and inadequate slope renders land difficult to drain, whilst an area such as Armstrongs Creek/Mt Duneed can be incrementally serviced in contrast to land to the north and north west of Geelong which would require major up front trunk infrastructure upgrades.

Council's urban growth directions include:

- Designation of Stage 1 of **Armstrongs Creek/Mount Duneed** as the primary growth corridor for future urban growth.
- Designation of **Wandana Heights** for limited future urban growth;
- On-going consolidation within **Urban Geelong**;
- Continued growth of townships in accordance with the existing structure plans;
- Future urban growth on the Bellarine Peninsula focussed at **Ocean Grove** and **Drysdale/Clifton Springs**;

- Investigating opportunities of future urban growth at **Lara** (subject to resolution of physical and infrastructure constraints; and
- Limited future extension to the **Leopold** township.

The Armstrongs Creek/Mt Duneed corridor is the primary urban growth direction of Geelong. Stage 1 of the corridor will accommodate the bulk of Geelong's long term growth. It is relatively close to the centre of Geelong, is immediately adjacent to the Melbourne-Warrnambool railway line and possible railway station providing excellent public transport access to Geelong and Melbourne, and the SurfCoast and Princes Highway. The area is adjacent to existing development which means that servicing can be incremental in line with the pace of development – a major advantage. Gently undulating with minimal environmental constraints, sensitive subdivision would provide future good quality residential living well located to all major services and facilities in Geelong.

Wandana Heights is a limited growth location on the western edge of urban Geelong. The area is identified in the Growth Strategy and will provide locational choice and an alternative though limited development front to Armstrongs Creek/Mt Duneed.

The concentration of services, social and physical infrastructure and facilities in Geelong will be better utilised by the consolidation of the existing urban area. Further strategic planning work will be required by Council to identify the opportunities for more intense development.

This approach will also have the benefit of achieving the broader Council aims of a socially and environmentally sustainable city. Urban consolidation is to be assisted by seeking 15 dwellings per hectare in all future residential development.

Ocean Grove has for many years been a coastal growth location which has been provided with a resulting substantial supply of zoned vacant residential land. The Ocean Grove Structure Plan identifies future urban growth to the north of Shell Road and east of Grubb Road. Further areas will be considered for rezoning as demand arises when existing lot supply decreases below 10 years supply.

Drysdale/Clifton Springs has also for many years been designated for coastal growth on the Bellarine Peninsula and Council continues to support this strategy. It is planned for the two to link together with new residential development being 'infill' between the two townships. Further opportunities exist to consolidate the rural residential zones within the townships and generate increased subdivision and density. The Structure Plan identifies future long-term growth to the west of the township – west of Jetty Road, in the vicinity of the new primary school. Future opportunities also exist in the vicinity of the Bellarine Sub-Regional Centre which is planned to develop as a mixed use environment with two secondary colleges already on the ground and a multi-arts facility soon to commence construction.

To cater for high levels of demand in Lara, existing rural living zonings closest to the township centre are to be investigated for reconsolidation for conventional residential development. Lara is however subject to a range of physical constraints, both natural and man-made, which limit the opportunities and directions for growth. With its proximity to both Melbourne and Geelong, Lara has a key role in Council's overall strategy. A new Structure Plan is required to investigate the opportunities in detail and establish the future growth directions.

Leopold has been selected as a location for limited future growth as it is well located in proximity to urban Geelong and serves as a commuter settlement. There are severe physical constraints to extensive expansion of Leopold with drainage problems to the west and the barrier of Portarlington Road to the north. Development to the east is also undesirable as it would result in the loss of valuable agricultural land and would erode the non-urban break between Leopold and Wallington. A new Structure Plan has been prepared that makes provision for additional growth to the south of the town and a small amount of infill growth on the south side of Portarlington Road. All future development must ensure that adequate stormwater management measures are put in place to protect Lake Connewarre and Reedy Lake from nutrient laden run-off. The Structure Plan also identifies

the site of the new neighbourhood shopping centre to the northwest corner of the Bellarine Highway and Melaluka Road.

### **Objective 1**

To direct urban growth to selected suitable locations.

### **Strategies**

Limit new residential growth to designated areas in Armstrongs Creek/Mount Duneed, Wandana, Ocean Grove, Drysdale/Clifton Springs, Lara and Leopold.

Limit rural residential living development to designated nodes in Lara, Drysdale/Clifton Springs, Wallington, Lovely Banks and Batesford.

Retain high and medium quality land for agricultural production and rural land use.

Protect sites and areas of environmental sensitivity including flora, fauna, wetlands and coastal areas from urban development.

Encourage the retention of existing allotment structures and discourage the fragmentation of rural properties that will prejudice the future orderly development of urban growth areas.

### **Objective 2**

To maintain a non-urban break between Geelong and Werribee, and between settlements within the municipality.

### **Strategies**

Retain the non-urban breaks that exist between Geelong and Melbourne, and between the settlements within the municipality.

Utilise natural boundaries to define the edges of urban areas.

The rural township of Little River to the north-east of Lara is an integral part of the Geelong-Melbourne rural buffer. It is also more intensely affected by aircraft movements at Avalon Airport. Further development of this area is therefore not supported by Council.

### **Objective 3**

To confirm the western extent of the Geelong urban area.

### **Strategies**

Maintain the Geelong Bypass as the western boundary of urban Geelong north of Barrabool Road.

The urban growth boundary south of Barrabool Road is the Geelong Bypass or the re-aligned Pigdons Road whichever is the most westerly.

**Objective 4**

To promote higher residential densities within established urban areas.

**Strategies**

Target a density of 15 dwellings per hectare in new residential growth areas.

Consolidate development activity in urban Geelong and in the existing townships with medium density housing located in areas close to town centres and within urban Geelong.

Increase the availability of residential accommodation in the inner city areas to provide more opportunities for convivial high-access low-mobility lifestyles.

Encourage the redevelopment of under-utilised commercial and industrial sites to provide opportunities for medium density inner city living.

**Objective 5**

To ensure that development occurs in a manner that maximises the efficient and effective provision of infrastructure and services.

**Strategies**

Implement infrastructure funding plans.

Require Outline Development Plans to be prepared prior to subdivision and development of urban growth locations.

**Implementation**

These strategies will be implemented by:

**Using policy and the exercise of discretion**

Requiring development to take account of relevant local environmental considerations including protection of sensitive coastal and wetland areas and the creation of open space and habitat linkages.

Encouraging residential development in areas where utility services are available and have been provided.

Encouraging opportunities for medium density in areas located close to town centres and within inner Geelong.

Using local policy to promote opportunities for inner city residential development (Inner City Living Local Policy, Clause 22.02).

Supporting land use and development applications in designated urban growth areas which do not prejudice their ability to fulfil their future urban growth potential.

**Applying Zones and Overlays**

Applying the Residential 1 Zone to established and proposed residential areas.

Applying the Rural Zone to proposed urban growth areas.

Applying the Residential 2 Zone to areas on the periphery of the Central Activities Area.

Applying the Low Density Residential Zone to areas which have particular environmental and servicing constraints.

Applying the Residential 1 Zone and a Development Plan Overlay to the future urban growth location at Waurm Ponds.

Applying the Rural Zone to long term urban growth locations.

Applying the Mixed Use Zone to limited locations where a mix of residential densities and other urban activity is sought.

### **Undertaking further strategic work**

Update the 1995 Residential Lot Supply Report and publish the results.

Prepare a new Lara Structure Plan to provide the direction of future urban growth within and around the township.

Prepare an Urban Growth Corridor Plan for the Mt Duneed/Armstrongs Creek corridor which will provide the overall design framework for the area.

Prepare a series of residential sub-zone policies to guide the use and development of the municipality's residential areas.

Prepare Infrastructure Funding Plans for future growth locations as required.

Review parts of the Drysdale/Clifton Springs Structure Plan especially the area at the southern and eastern periphery of the townships.

Review the location of the urban growth boundary south of Barrabool Road.

Investigate the land use and development options for land at 215 Anglesea Road.

Investigate the potential future use of land between the Geelong Bypass and the existing Princes Highway at Waurm Ponds and recommend appropriate policy and zoning responses.

### **Other Actions**

### **References**

*City Coast Country: Urban Growth Strategy*, Perrott Lyon Mathieson Pty Ltd for City of Greater Geelong, 1996

*Mount Duneed/Armstrong Creek Urban Development Study*, Henshall Hansen Associates for the City of Greater Geelong, August 1994

*Ocean Grove Structure Plan*, City of Greater Geelong, 1993

*Drysdale/Clifton Springs Structure Plan*, Geelong Regional Commission, 1992

*Leopold Structure Plan*, City of Greater Geelong, March 2006

*Portarlinton/Indented Head Structure Plan*, Geelong Regional Commission, 1993

*Barwon Heads Structure Plan*, City of Greater Geelong, 1996

*Anakie Structure Plan*, City of Greater Geelong 1996

*Wandana Structure Plan*, City of Greater Geelong, 1997

*Geelong Ring Road Strategic Study*, VicRoads, October 2002.

**TABLE 1 : CITY OF GREATER GEELONG – RESIDENTIAL LOT SUPPLY PROJECT  
SEPTEMBER 1995****VACANT RESIDENTIAL LOTS – SUPPLY AND DEMAND (<1 ha lots and  
Broadhectare lots – 10 lots/ha yield)**

SUBREGIONS / TOWNSHIP	ESTIMATED LOT YIELD (BROAD HECTARES)	NO. OF VACANT LOTS (<1 HA)	NO. OF POTENTIAL LOTS (BROAD HECTARES)	TOTAL CAPACITY OF LOTS	TOTAL DEMAND (AVE BUILDING PERMITS PER ANNUM 1991- 1995)	YEARS OF SUPPLY (LOTS <1 HA)	YEARS OF SUPPLY (BROAD HECTARES)	YEARS OF SUPPLY (TOTAL)
Corio	10	153	596	749	48.5	3.2	12.3	15.4
Norlane	10	95	443	538	53.0	1.8	8.4	10.2
Bell Post Hill	10	94	100	194	11.3	8.3	8.8	17.2
North Geelong	10	8	0	8	2.3	3.5	0.0	3.5
Hamlyn Heights	10	90	134	224	19.3	4.7	6.9	11.6
North Shore	10	0	0	0	0.3	0.0	0.0	0.0
Bell Park	10	37	200	237	8.3	4.5	24.1	28.6
<b>NORTHERN</b>	<b>10</b>	<b>477</b>	<b>1473</b>	<b>1950</b>	<b>143.0</b>	<b>3.3</b>	<b>10.3</b>	<b>13.6</b>
Highton	10	127	503	630	146.5	0.9	3.4	4.3
Belmont	10	41	234	275	37.3	1.1	6.3	7.4
Wandana	10	119	575	694	37.3	3.2	15.4	18.6
Grovedale	10	242	3249	3491	120.8	2.0	26.9	28.9
Waurm Ponds	10							
<b>SOUTH WESTERN</b>	<b>10</b>	<b>529</b>	<b>4561</b>	<b>5090</b>	<b>341.9</b>	<b>1.5</b>	<b>13.3</b>	<b>14.9</b>
Newcomb	10	8	35	43	1.8	4.4	19.4	23.9
Whittington	10	114	869	983	80.5	1.4	10.8	12.2
Moolap	10	0	0	0	2.2	0.0	0.0	0.0
<b>EASTERN</b>	<b>10</b>	<b>122</b>	<b>904</b>	<b>1026</b>	<b>84.5</b>	<b>1.4</b>	<b>10.7</b>	<b>12.1</b>
LARA	10	209	725	934	79.2	2.6	9.2	11.8
LEOPOLD	10	315	493	808	107.8	2.9	4.6	7.5
DRYSDALE/C LIF. SPR.	10	961	886	1847	70.0	13.7	12.7	26.4
PORTARLING TON	10	493	204	697	18.0	27.4	11.3	38.7

ST. LEONARDS	10	282	493	775	11.5	24.5	42.9	<b>67.4</b>
INDENTED HEAD	10	154	770	924	3.8	40.5	202.6	<b>243.2</b>
PT. LONSDALE	10	119	497	616	17.0	7.0	29.2	<b>36.2</b>
OCEAN GROVE	10	665	915	1580	84.5	7.9	10.8	<b>18.7</b>
BARWON HEADS	10	153	480	633	28.3	5.4	17.0	<b>22.4</b>
<b>TOTAL AVERAGE</b>	<b>/ 10</b>	<b>4479</b>	<b>12401</b>	<b>16880</b>	<b>989.5</b>	<b>4.5</b>	<b>12.5</b>	<b>17.1</b>

**TABLE 2 : CITY OF GREATER GEELONG – RESIDENTIAL LOT SUPPLY PROJECT SEPTEMBER 1995**

**VACANT RESIDENTIAL LOTS – SUPPLY AND DEMAND (<1 ha lots and Broadhectare lots – 15 lots/ha yield)**

Subregions / Township	Estimated Lot Yield (Broad Hectares)	No. Of Vacant Lots (<1 Ha)	No. Of Potential Lots (Broad Hectares)	Total Capacity Of Lots	Total Demand (Ave Building Permits Per Annum 1991-1995)	Years Of Supply (Lots <1 Ha)	Years Of Supply (Broad Hectares)	Years Of Supply (Total)
Corio	15	153	894	1047	48.5	3.2	18.4	21.6
Norlane	15	95	665	760	53.0	1.8	12.5	14.3
Bell Post Hill	15	94	150	244	11.3	8.3	13.3	21.6
North Geelong	15	8	0	8	2.3	3.5	0.0	3.5
Hamlyn Heights	15	90	201	291	19.3	4.7	10.4	15.1
North Shore	15	0	0	0	0.3	0.0	0.0	0.0
Bell Park	15	37	300	337	8.3	4.5	36.1	40.6
<b>NORTHERN</b>	<b>15</b>	<b>477</b>	<b>2210</b>	<b>2687</b>	<b>143.0</b>	<b>3.3</b>	<b>15.5</b>	<b>18.8</b>
Highton	15	127	755	882	146.5	0.9	5.2	6.0
Belmont	15	41	351	392	37.3	1.1	9.4	10.5
Wandana	15	119	863	982	37.3	3.2	23.1	26.3
Grovedale	15	242	4874	5116	120.8	2.0	40.3	42.4
Waurm Ponds	15							
<b>SOUTH WESTERN</b>	<b>15</b>	<b>529</b>	<b>6843</b>	<b>7372</b>	<b>341.9</b>	<b>1.5</b>	<b>20.0</b>	<b>21.6</b>
Newcomb	15	8	53	61	1.8	4.4	29.4	33.9
Whittington	15	114	1304	1418	80.5	1.4	16.2	17.6
Moolap	15	0	0	0	2.2	0.0	0.0	0.0
<b>EASTERN</b>	<b>15</b>	<b>122</b>	<b>1357</b>	<b>1479</b>	<b>84.5</b>	<b>1.4</b>	<b>16.1</b>	<b>17.5</b>
<b>LARA</b>	15	209	1088	1297	79.2	2.6	13.7	16.4
<b>LEOPOLD</b>	15	315	740	1055	107.8	2.9	6.9	9.8
<b>DRYSDALE/CLIF. SPR.</b>	15	961	1329	2290	70.0	13.7	19.0	32.7
<b>PORTARLINGTON</b>	15	493	306	799	18.0	27.4	17.0	44.4
<b>ST. LEONARDS</b>	15	282	740	1022	11.5	24.5	64.3	88.9
<b>INDENTED HEAD</b>	15	154	1155	1309	3.8	40.5	303.9	344.5
<b>PT. LONSDALE</b>	15	119	746	865	17.0	7.0	43.9	50.9
<b>OCEAN GROVE</b>	15	665	1373	2038	84.5	7.9	16.2	24.1
<b>BARWON HEADS</b>	15	153	720	873	28.3	5.4	25.4	30.8
<b>TOTAL / AVERAGE</b>	<b>15</b>	<b>4479</b>	<b>18607</b>	<b>23086</b>	<b>989.5</b>	<b>4.5</b>	<b>18.8</b>	<b>23.3</b>

## **A.2 Exhibited clause**

## 21.08 URBAN GROWTH

### Importance and Key Issues

Population projections made by the Department of Infrastructure and the Australian Bureau of Statistics indicate that the City of Greater Geelong will need to accommodate an additional permanent population in the order of 41,000 to 71,000 persons up to 2020. This projected population increase is one of the highest for a regional centre in Victoria and accordingly, Council has prepared a comprehensive urban growth strategy to direct this population increase into suitable locations within the municipality.

To ensure that enough land has been provided in the event that the higher growth forecast is reached and to allow for flexibility, Council's Strategy is based on the population of Greater Geelong increasing by 71,000 by the year 2020.

The current development and population trends that impact on the projection are expected to continue as follows:

- A further influx of retirees from the 'baby boomer' generation;
- A continuing decrease in household size;
- A continuing preference for single detached housing; and
- Development preferences to the north around Lara, to the east on the Bellarine Peninsula, and generally to the southwest to continue.

Directing urban growth enables the provision and maintenance of physical and social infrastructure to be efficiently managed. Not only is this responsible management but appropriate and timely provision of infrastructure such as roads, water, drainage systems, pedestrian paths, sewerage, child care, schools, libraries etc, is vital to the overall well-being of the populace and the creation of a sense of community. It also provides planning certainty for both the development industry and the community.

From its early settlement in the 1830's urban Geelong has undergone steady expansion so that it now covers approximately 325km<sup>2</sup> of the total municipal area.

Market preferences initially led to development in the south and east of Geelong away from the concentrated industrial locations, into areas of more interesting topography, with proximity to the coast and where land was cheaper to service. At the same time, the Bellarine Peninsula offered an alternative place for retirement as well as being an attractive living environment for those working in Geelong.

The variance of settlement types – coastal and rural townships and hamlets, inner city living, the suburbs, fringe development and rural residential living easily satisfies locational demand which Council seeks to maintain. Regardless of which settlement people reside in there is throughout the municipality a feeling that the country and coast are always close at hand. And this is a quality the Geelong community wishes to retain.

With a projected increase of 71,000 people, current land availability and future land requirements is one of the critical factors in determining the growth direction. The City of Greater Geelong Residential Lot Supply Report, 1995, surveyed all vacant broad-hectare residential and future urban zoned land and all vacant individual residential lots.

An assessment of the lot supply in 1995 against dwelling approvals estimate that the number of years supply of vacant zoned residential land available for development was 17 to 23 years (the former figure based on a take-up rate of 10 dwellings per hectare and the later on 15 dwellings per hectare).

Calculations using the lot supply data and the projected population can be used to determine the amount of land that will be required to be zoned for residential use in the future.

The projected population of 71,000 translates into 26,018 new households. On the basis of 10 dwellings per hectare, 14,537 households can be accommodated within existing zoned areas leaving a balance of 11,481 households to be accommodated within new growth areas. If development proceeds at 15 dwellings per hectare (Council's preferred density), then the figures substantially change to requiring only 6,025 lots to be created additional to the existing zonings.

Refer to Table 2 and 3 for extracts from the Lot Supply Report.

Council has in place a Strategy (Urban Growth Strategy 1996) for directing and managing the expected urban growth. Council's Strategy nominates the most suitable areas for growth to the year 2020 based on the following factors:

- Maintaining a relatively compact urban form and rejecting uncontrolled urban sprawl
- Maintaining non-urban breaks between Geelong and Melbourne and between settlements within Greater Geelong
- Recognising the amenity of the Bellarine Peninsula and its role as a tourist drawcard, and a residential and retirement location
- Ensuring that the environment is not detrimentally affected by uncontrolled urban sprawl
- Retention of valuable agricultural land
- Maintaining the Bellarine Peninsula as a predominantly rural area
- Maximising infrastructure efficiencies – both social and physical (transport and hydraulic services)
- Providing a range of future development fronts to ensure that locational preferences and consumer choice can be satisfied
- Accounting for existing natural and man-made constraints;

In this context, Geelong's coastal and rural landscapes are among the region's major assets, attracting both tourists and residents. These landscapes form the non-urban breaks between settlements giving a sense of physical identity to each township and its hinterland. The non-urban breaks also protect the intrinsic qualities of settlement environs including areas of environmental sensitivity and sites of significant native vegetation. These landscapes require protection from the pressure of urban growth within the municipality. Further, these areas are often important agricultural areas within Geelong, ie the Bellarine Peninsula, which need to be protected and retained.

The technical viability of servicing land is also a determining factor in planning for urban growth. For example, in areas around Lara, a combination of soil type and inadequate slope renders land difficult to drain, whilst an area such as Armstrongs Creek/Mt Duneed can be incrementally serviced in contrast to land to the north and north west of Geelong which would require major up front trunk infrastructure upgrades.

Council's urban growth directions include:

- Designation of Stage 1 of **Armstrongs Creek/Mount Duneed** as the primary growth corridor for future urban growth.
- Designation of **Wandana Heights** for limited future urban growth;
- On-going consolidation within **Urban Geelong**;
- Continued growth of townships in accordance with the existing structure plans;
- Future urban growth on the Bellarine Peninsula focussed at **Ocean Grove** and **Drysdale/Clifton Springs**;
- Limited growth of the **Lara** township; and
- Limited future extension to the **Leopold** township.

The Armstrongs Creek/Mt Duneed corridor is the primary urban growth direction of Geelong. Stage 1 of the corridor will accommodate the bulk of Geelong's long term growth. It is relatively close to the centre of Geelong, is immediately adjacent to the Melbourne-Warrnambool railway line and possible railway station providing excellent public transport access to Geelong and Melbourne, and the SurfCoast and Princes Highway. The area is adjacent to existing development which means that servicing can be incremental in line with the pace of development – a major advantage. Gently undulating with minimal environmental constraints, sensitive subdivision would provide future good quality residential living well located to all major services and facilities in Geelong.

Wandana Heights is a limited growth location on the western edge of urban Geelong. The area is identified in the Growth Strategy and will provide locational choice and an alternative though limited development front to Armstrongs Creek/Mt Duneed.

The concentration of services, social and physical infrastructure and facilities in Geelong will be better utilised by the consolidation of the existing urban area. Further strategic planning work will be required by Council to identify the opportunities for more intense development.

This approach will also have the benefit of achieving the broader Council aims of a socially and environmentally sustainable city. Urban consolidation is to be assisted by seeking 15 dwellings per hectare in all future residential development.

Ocean Grove has for many years been a coastal growth location which has been provided with a resulting substantial supply of zoned vacant residential land. The Ocean Grove Structure Plan identifies future urban growth to the north of Shell Road and east of Grubb Road. Further areas will be considered for rezoning as demand arises when existing lot supply decreases below 10 years supply.

Drysdale/Clifton Springs has also for many years been designated for coastal growth on the Bellarine Peninsula and Council continues to support this strategy. It is planned for the two to link together with new residential development being 'infill' between the two townships. Further opportunities exist to consolidate the rural residential zones within the townships and generate increased subdivision and density. The Structure Plan identifies future long-term growth to the west of the township – west of Jetty Road, in the vicinity of the new primary school. Future opportunities also exist in the vicinity of the Bellarine Sub-Regional Centre which is planned to develop as a mixed use environment with two secondary colleges already on the ground and a multi-arts facility soon to commence construction.

Due to its strategic position between Geelong and Melbourne, Lara has been designated as a location for some urban growth. Whilst Lara is subject to a range of physical constraints, both natural and man-made, which limit the directions for growth, infill locations and land at Canterbury Road West and East have been selected for further urban growth. A potential growth direction to the west of the township is also identified as the long-term direction for Lara's future growth.

Leopold has been selected as a location for limited future growth as it is well located in proximity to urban Geelong and serves as a commuter settlement. There are severe physical constraints to extensive expansion of Leopold with drainage problems to the west, the barrier of Portarlington Road to the north. Development to the east is undesirable as it would result in the loss of valuable agricultural land and would erode the non-urban break between Leopold and Wallington. There is potential for development to the south to be undertaken provided adequate stormwater management measures are put in place to protect Lake Connewarre and Reedy Lake from nutrient laden run-off.

**Objective 1**

To direct urban growth to selected suitable locations.

**Strategies**

- Limit new residential growth to designated areas in Armstrongs Creek/Mount Duneed, Wandana, Ocean Grove, Drysdale/Clifton Springs, Lara and Leopold.
- Limit rural residential living development to designated nodes in Lara, Drysdale/Clifton Springs, Wallington, Lovely Banks and Batesford.
- Retain high and medium quality land for agricultural production and rural land use.
- Protect sites and areas of environmental sensitivity including flora, fauna, wetlands and coastal areas from urban development.
- Encourage the retention of existing allotment structures and discourage the fragmentation of rural properties that will prejudice the future orderly development of urban growth areas.

**Objective 2**

To maintain a non-urban break between Geelong and Werribee, and between settlements within the municipality.

**Strategies**

- Retain the non-urban breaks that exist between Geelong and Melbourne, and between the settlements within the municipality.
- Utilise natural boundaries to define the edges of urban areas.
- The rural township of Little River to the north-east of Lara is an integral part of the Geelong-Melbourne rural buffer. It is also more intensely affected by aircraft movements at Avalon Airport. Further development of this area is therefore not supported by Council.

**Objective 3**

To confirm the western extent of the Geelong urban area.

**Strategies**

- Maintain the proposed Western Bypass of Geelong as the western boundary of urban Geelong.

**Objective 4**

To promote higher residential densities within established urban areas.

**Strategies**

- Target a density of 15 dwellings per hectare in new residential growth areas.
- Consolidate development activity in urban Geelong and in the existing townships with medium density housing located in areas close to town centres and within urban Geelong.

- Increase the availability of residential accommodation in the inner city areas to provide more opportunities for convivial high-access low-mobility lifestyles.
- Encourage the redevelopment of under-utilised commercial and industrial sites to provide opportunities for medium density inner city living.

### **Objective 5**

To ensure that development occurs in a manner that maximises the efficient and effective provision of infrastructure and services.

### **Strategies**

- Implement infrastructure funding plans.
- Require Outline Development Plans to be prepared prior to subdivision and development of urban growth locations.

### **Implementation**

These strategies will be implemented by:

#### ***Using policy and the exercise of discretion***

- Requiring development to take account of relevant local environmental considerations including protection of sensitive coastal and wetland areas and the creation of open space and habitat linkages.
- Encouraging residential development in areas where utility services are available and have been provided.
- Encouraging opportunities for medium density in areas located close to town centres and within inner Geelong.
- Using local policy to promote opportunities for inner city residential development (Inner City Living Local Policy, Clause 22.02).
- Supporting land use and development applications in designated urban growth areas which do not prejudice their ability to fulfil their future urban growth potential.

#### ***Applying Zones and Overlays***

- Applying the Residential 1 Zone to established and proposed residential areas.
- Applying the Rural Zone to proposed urban growth areas.
- Applying the Residential 2 Zone to areas on the periphery of the Central Activities Area.
- Applying the Low Density Residential Zone to areas which have particular environmental and servicing constraints.
- Applying the Residential 1 Zone and a Development Plan Overlay to the future urban growth location at Waurm Ponds.
- Applying the Rural Zone to long term urban growth locations.
- Applying the Mixed Use Zone to limited locations where a mix of residential densities and other urban activity is sought.

**Undertaking further strategic work**

- Update the 1995 Residential Lot Supply Report and publish the results.
- Prepare an Urban Growth Corridor Plan for the Mt Duneed/Armstrongs Creek corridor which will provide the overall design framework for the area.
- Prepare a series of residential sub-zone policies to guide the use and development of the municipality's residential areas.
- Prepare Infrastructure Funding Plans for future growth locations as required.
- Review parts of the Drysdale/Clifton Springs Structure Plan especially the area at the southern and eastern periphery of the townships.

**Other Actions****References**

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- *Lara Structure Plan*, City of Greater Geelong, 2005

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SEPTEMBER 1995**

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North Geelong	15	8	0	8	2.3	3.5	0.0	3.5
Hamlyn Heights	15	90	201	291	19.3	4.7	10.4	15.1
North Shore	15	0	0	0	0.3	0.0	0.0	0.0
Bell Park	15	37	300	337	8.3	4.5	36.1	40.6
<b>NORTHERN</b>	<b>15</b>	<b>477</b>	<b>2210</b>	<b>2687</b>	<b>143.0</b>	<b>3.3</b>	<b>15.5</b>	<b>18.8</b>
Highton	15	127	755	882	146.5	0.9	5.2	6.0
Belmont	15	41	351	392	37.3	1.1	9.4	10.5
Wandana	15	119	863	982	37.3	3.2	23.1	26.3
Grovedale	15	242	4874	5116	120.8	2.0	40.3	42.4
Waurm Ponds	15							
<b>SOUTH WESTERN</b>	<b>15</b>	<b>529</b>	<b>6843</b>	<b>7372</b>	<b>341.9</b>	<b>1.5</b>	<b>20.0</b>	<b>21.6</b>
Newcomb	15	8	53	61	1.8	4.4	29.4	33.9
Whittington	15	114	1304	1418	80.5	1.4	16.2	17.6
Moolap	15	0	0	0	2.2	0.0	0.0	0.0
<b>EASTERN</b>	<b>15</b>	<b>122</b>	<b>1357</b>	<b>1479</b>	<b>84.5</b>	<b>1.4</b>	<b>16.1</b>	<b>17.5</b>
<b>LARA</b>	<b>15</b>	<b>209</b>	<b>1088</b>	<b>1297</b>	<b>79.2</b>	<b>2.6</b>	<b>13.7</b>	<b>16.4</b>
<b>LEOPOLD</b>	<b>15</b>	<b>315</b>	<b>740</b>	<b>1055</b>	<b>107.8</b>	<b>2.9</b>	<b>6.9</b>	<b>9.8</b>
<b>DRYSDALE/CLIF. SPR.</b>	<b>15</b>	<b>961</b>	<b>1329</b>	<b>2290</b>	<b>70.0</b>	<b>13.7</b>	<b>19.0</b>	<b>32.7</b>
<b>PORTARLINGTON</b>	<b>15</b>	<b>493</b>	<b>306</b>	<b>799</b>	<b>18.0</b>	<b>27.4</b>	<b>17.0</b>	<b>44.4</b>
<b>ST. LEONARDS</b>	<b>15</b>	<b>282</b>	<b>740</b>	<b>1022</b>	<b>11.5</b>	<b>24.5</b>	<b>64.3</b>	<b>88.9</b>
<b>INDENTED HEAD</b>	<b>15</b>	<b>154</b>	<b>1155</b>	<b>1309</b>	<b>3.8</b>	<b>40.5</b>	<b>303.9</b>	<b>344.5</b>
<b>PT. LONSDALE</b>	<b>15</b>	<b>119</b>	<b>746</b>	<b>865</b>	<b>17.0</b>	<b>7.0</b>	<b>43.9</b>	<b>50.9</b>
<b>OCEAN GROVE</b>	<b>15</b>	<b>665</b>	<b>1373</b>	<b>2038</b>	<b>84.5</b>	<b>7.9</b>	<b>16.2</b>	<b>24.1</b>
<b>BARWON HEADS</b>	<b>15</b>	<b>153</b>	<b>720</b>	<b>873</b>	<b>28.3</b>	<b>5.4</b>	<b>25.4</b>	<b>30.8</b>
<b>TOTAL / AVERAGE</b>	<b>15</b>	<b>4479</b>	<b>18607</b>	<b>23086</b>	<b>989.5</b>	<b>4.5</b>	<b>18.8</b>	<b>23.3</b>

### **A.3 Amended clause discussed during hearing**

## 21.08 URBAN GROWTH

### Importance and Key Issues

Population projections made by the Department of Infrastructure and the Australian Bureau of Statistics indicate that the City of Greater Geelong will need to accommodate an additional permanent population in the order of 41,000 to 71,000 persons up to 2020. This projected population increase is one of the highest for a regional centre in Victoria and accordingly, Council has prepared a comprehensive urban growth strategy to direct this population increase into suitable locations within the municipality.

To ensure that enough land has been provided in the event that the higher growth forecast is reached and to allow for flexibility, Council's Strategy is based on the population of Greater Geelong increasing by 71,000 by the year 2020.

The current development and population trends that impact on the projection are expected to continue as follows:

- A further influx of retirees from the 'baby boomer' generation;
- A continuing decrease in household size;
- A continuing preference for single detached housing; and
- Development preferences to the north around Lara, to the east on the Bellarine Peninsula, and generally to the southwest to continue.

Directing urban growth enables the provision and maintenance of physical and social infrastructure to be efficiently managed. Not only is this responsible management but appropriate and timely provision of infrastructure such as roads, water, drainage systems, pedestrian paths, sewerage, child care, schools, libraries etc, is vital to the overall well-being of the populace and the creation of a sense of community. It also provides planning certainty for both the development industry and the community.

From its early settlement in the 1830's urban Geelong has undergone steady expansion so that it now covers approximately 325km<sup>2</sup> of the total municipal area.

Market preferences initially led to development in the south and east of Geelong away from the concentrated industrial locations, into areas of more interesting topography, with proximity to the coast and where land was cheaper to service. At the same time, the Bellarine Peninsula offered an alternative place for retirement as well as being an attractive living environment for those working in Geelong.

The variance of settlement types – coastal and rural townships and hamlets, inner city living, the suburbs, fringe development and rural residential living easily satisfies locational demand which Council seeks to maintain. Regardless of which settlement people reside in there is throughout the municipality a feeling that the country and coast are always close at hand. And this is a quality the Geelong community wishes to retain.

With a projected increase of 71,000 people, current land availability and future land requirements is one of the critical factors in determining the growth direction. The City of Greater Geelong Residential Lot Supply Report, 1995, surveyed all vacant broad-hectare residential and future urban zoned land and all vacant individual residential lots.

An assessment of the lot supply in 1995 against dwelling approvals estimate that the number of years supply of vacant zoned residential land available for development was 17 to 23 years (the former figure based on a take-up rate of 10 dwellings per hectare and the later on 15 dwellings per hectare).

Calculations using the lot supply data and the projected population can be used to determine the amount of land that will be required to be zoned for residential use in the future.

The projected population of 71,000 translates into 26,018 new households. On the basis of 10 dwellings per hectare, 14,537 households can be accommodated within existing zoned areas leaving a balance of 11,481 households to be accommodated within new growth areas. If development proceeds at 15 dwellings per hectare (Council's preferred density), then the figures substantially change to requiring only 6,025 lots to be created additional to the existing zonings.

Refer to Table 2 and 3 for extracts from the Lot Supply Report.

Council has in place a Strategy (Urban Growth Strategy 1996) for directing and managing the expected urban growth. Council's Strategy nominates the most suitable areas for growth to the year 2020 based on the following factors:

- Maintaining a relatively compact urban form and rejecting uncontrolled urban sprawl
- Maintaining non-urban breaks between Geelong and Melbourne and between settlements within Greater Geelong
- Recognising the amenity of the Bellarine Peninsula and its role as a tourist drawcard, and a residential and retirement location
- Ensuring that the environment is not detrimentally affected by uncontrolled urban sprawl
- Retention of valuable agricultural land
- Maintaining the Bellarine Peninsula as a predominantly rural area
- Maximising infrastructure efficiencies – both social and physical (transport and hydraulic services)
- Providing a range of future development fronts to ensure that locational preferences and consumer choice can be satisfied

Accounting for existing natural and man-made constraints;

In this context, Geelong's coastal and rural landscapes are among the region's major assets, attracting both tourists and residents. These landscapes form the non-urban breaks between settlements giving a sense of physical identity to each township and its hinterland. The non-urban breaks also protect the intrinsic qualities of settlement environs including areas of environmental sensitivity and sites of significant native vegetation. These landscapes require protection from the pressure of urban growth within the municipality. Further, these areas are often important agricultural areas within Geelong, ie the Bellarine Peninsula, which need to be protected and retained.

The technical viability of servicing land is also a determining factor in planning for urban growth. For example, in areas around Lara, a combination of soil type and inadequate slope renders land difficult to drain, whilst an area such as Armstrongs Creek/Mt Duneed can be incrementally serviced in contrast to land to the north and north west of Geelong which would require major up front trunk infrastructure upgrades.

Council's urban growth directions include:

- Designation of Stage 1 of **Armstrongs Creek/Mount Duneed** as the primary growth corridor for future urban growth.
- Designation of **Wandana Heights** for limited future urban growth;
- On-going consolidation within **Urban Geelong**;
- Continued growth of townships in accordance with the existing structure plans;
- Future urban growth on the Bellarine Peninsula focussed at **Ocean Grove** and **Drysdale/Clifton Springs**;
- **Limited** growth of the **Lara** township; and
- Limited future extension to the **Leopold** township.

The Armstrongs Creek/Mt Duneed corridor is the primary urban growth direction of Geelong. Stage 1 of the corridor will accommodate the bulk of Geelong's long term growth. It is relatively close to the centre of Geelong, is immediately adjacent to the Melbourne-Warrnambool railway line and possible railway station providing excellent public transport access to Geelong and Melbourne, and the SurfCoast and Princes Highway. The area is adjacent to existing development which means that servicing can be incremental in line with the pace of development – a major advantage. Gently undulating with minimal environmental constraints, sensitive subdivision would provide future good quality residential living well located to all major services and facilities in Geelong.

Wandana Heights is a limited growth location on the western edge of urban Geelong. The area is identified in the Growth Strategy and will provide locational choice and an alternative though limited development front to Armstrongs Creek/Mt Duneed.

The concentration of services, social and physical infrastructure and facilities in Geelong will be better utilised by the consolidation of the existing urban area. Further strategic planning work will be required by Council to identify the opportunities for more intense development.

This approach will also have the benefit of achieving the broader Council aims of a socially and environmentally sustainable city. Urban consolidation is to be assisted by seeking 15 dwellings per hectare in all future residential development.

Ocean Grove has for many years been a coastal growth location which has been provided with a resulting substantial supply of zoned vacant residential land. The Ocean Grove Structure Plan identifies future urban growth to the north of Shell Road and east of Grubb Road. Further areas will be considered for rezoning as demand arises when existing lot supply decreases below 10 years supply.

Drysdale/Clifton Springs has also for many years been designated for coastal growth on the Bellarine Peninsula and Council continues to support this strategy. It is planned for the two to link together with new residential development being 'infill' between the two townships. Further opportunities exist to consolidate the rural residential zones within the townships and generate increased subdivision and density. The Structure Plan identifies future long-term growth to the west of the township – west of Jetty Road, in the vicinity of the new primary school. Future opportunities also exist in the vicinity of the Bellarine Sub-Regional Centre which is planned to develop as a mixed use environment with two secondary colleges already on the ground and a multi-arts facility soon to commence construction.

Due to its strategic position between Geelong and Melbourne, Lara has been designated as a location for **some** urban growth. Whilst Lara is subject to a range of physical constraints, both natural and man-made, which limit the directions for growth, infill locations and land at Canterbury Road West and East have been selected for further urban growth. A potential growth direction to the west of the township is also identified as the long-term direction for Lara's future growth.

Leopold has been selected as a location for limited future growth as it is well located in proximity to urban Geelong and serves as a commuter settlement. There are severe physical constraints to extensive expansion of Leopold with drainage problems to the west, the barrier of Portarlington Road to the north. Development to the east is undesirable as it would result in the loss of valuable agricultural land and would erode the non-urban break between Leopold and Wallington. There is potential for development to the south to be undertaken provided adequate stormwater management measures are put in place to protect Lake Connewarre and Reedy Lake from nutrient laden run-off.

**Objective 1**

To direct urban growth to selected suitable locations.

**Strategies**

- Limit new residential growth to designated areas in Armstrongs Creek/Mount Duneed, Wandana, Ocean Grove, Drysdale/Clifton Springs, Lara and Leopold.
- Limit rural residential living development to designated nodes in Lara, Drysdale/Clifton Springs, Wallington, Lovely Banks and Batesford.
- Retain high and medium quality land for agricultural production and rural land use.
- Protect sites and areas of environmental sensitivity including flora, fauna, wetlands and coastal areas from urban development.
- Encourage the retention of existing allotment structures and discourage the fragmentation of rural properties that will prejudice the future orderly development of urban growth areas.

**Objective 2**

To maintain a non-urban break between Geelong and Werribee, and between settlements within the municipality.

**Strategies**

- Retain the non-urban breaks that exist between Geelong and Melbourne, and between the settlements within the municipality.
- Utilise natural boundaries to define the edges of urban areas.
- The rural township of Little River to the north-east of Lara is an integral part of the Geelong-Melbourne rural buffer. It is also more intensely affected by aircraft movements at Avalon Airport. Further development of this area is therefore not supported by Council.

**Objective 3**

To confirm the western extent of the Geelong urban area.

**Strategies**

- Maintain the proposed Western Bypass of Geelong as the western boundary of urban Geelong.

**Objective 4**

To promote higher residential densities within established urban areas.

**Strategies**

- Target a density of 15 dwellings per hectare in new residential growth areas.
- Consolidate development activity in urban Geelong and in the existing townships with medium density housing located in areas close to town centres and within urban Geelong.

- Increase the availability of residential accommodation in the inner city areas to provide more opportunities for convivial high-access low-mobility lifestyles.
- Encourage the redevelopment of under-utilised commercial and industrial sites to provide opportunities for medium density inner city living.

### **Objective 5**

To ensure that development occurs in a manner that maximises the efficient and effective provision of infrastructure and services.

### **Strategies**

- Implement infrastructure funding plans.
- Require Outline Development Plans to be prepared prior to subdivision and development of urban growth locations.

### **Implementation**

These strategies will be implemented by:

#### ***Using policy and the exercise of discretion***

- Requiring development to take account of relevant local environmental considerations including protection of sensitive coastal and wetland areas and the creation of open space and habitat linkages.
- Encouraging residential development in areas where utility services are available and have been provided.
- Encouraging opportunities for medium density in areas located close to town centres and within inner Geelong.
- Using local policy to promote opportunities for inner city residential development (Inner City Living Local Policy, Clause 22.02).
- Supporting land use and development applications in designated urban growth areas which do not prejudice their ability to fulfil their future urban growth potential.

#### ***Applying Zones and Overlays***

- Applying the Residential 1 Zone to established and proposed residential areas.
- Applying the Rural Zone to proposed urban growth areas.
- Applying the Residential 2 Zone to areas on the periphery of the Central Activities Area.
- Applying the Low Density Residential Zone to areas which have particular environmental and servicing constraints.
- Applying the Residential 1 Zone and a Development Plan Overlay to the future urban growth location at Waurm Ponds.
- Applying the Rural Zone to long term urban growth locations.
- Applying the Mixed Use Zone to limited locations where a mix of residential densities and other urban activity is sought.

**Undertaking further strategic work**

- Update the 1995 Residential Lot Supply Report and publish the results.
- Prepare an Urban Growth Corridor Plan for the Mt Duneed/Armstrongs Creek corridor which will provide the overall design framework for the area.
- Prepare a series of residential sub-zone policies to guide the use and development of the municipality's residential areas.
- Prepare Infrastructure Funding Plans for future growth locations as required.
- Review parts of the Drysdale/Clifton Springs Structure Plan especially the area at the southern and eastern periphery of the townships.

**Other Actions****References**

- *City Coast Country: Urban Growth Strategy*, Perrott Lyon Mathieson Pty Ltd for City of Greater Geelong, 1996
- *Mount Duneed/Armstrong Creek Urban Development Study*, Henshall Hansen Associates for the City of Greater Geelong, August 1994
- *Ocean Grove Structure Plan*, City of Greater Geelong, 1993
- *Drysdale/Clifton Springs Structure Plan*, Geelong Regional Commission, 1992
- *Leopold Structure Plan*, City of Greater Geelong, 2004
- *Portarlington/Indented Head Structure Plan*, Geelong Regional Commission, 1993
- *Barwon Heads Structure Plan*, City of Greater Geelong, 1996
- *Anakie Structure Plan*, City of Greater Geelong 1996
- *Wandana Structure Plan*, City of Greater Geelong, 1997
- *Lara Structure Plan*, City of Greater Geelong, 2005

**TABLE 1 : CITY OF GREATER GEELONG – RESIDENTIAL LOT SUPPLY PROJECT  
SEPTEMBER 1995**

**VACANT RESIDENTIAL LOTS – SUPPLY AND DEMAND (<1 ha lots and Broadhectare lots  
– 10 lots/ha yield)**

SUBREGIONS / TOWNSHIP	ESTIMATED LOT YIELD (BROAD HECTARES)	NO. OF VACANT LOTS (<1 HA)	NO. OF POTENTIAL LOTS (BROAD HECTARES)	TOTAL CAPACITY OF LOTS	TOTAL DEMAND (AVE BUILDING PERMITS PER ANNUM 1991- 1995)	YEARS OF SUPPLY (LOTS <1 HA)	YEARS OF SUPPLY (BROAD HECTARES)	YEARS OF SUPPLY (TOTAL)
Corio	10	153	596	749	48.5	3.2	12.3	15.4
Norlane	10	95	443	538	53.0	1.8	8.4	10.2
Bell Post Hill	10	94	100	194	11.3	8.3	8.8	17.2
North Geelong	10	8	0	8	2.3	3.5	0.0	3.5
Hamlyn Heights	10	90	134	224	19.3	4.7	6.9	11.6
North Shore	10	0	0	0	0.3	0.0	0.0	0.0
Bell Park	10	37	200	237	8.3	4.5	24.1	28.6
<b>NORTHERN</b>	<b>10</b>	<b>477</b>	<b>1473</b>	<b>1950</b>	<b>143.0</b>	<b>3.3</b>	<b>10.3</b>	<b>13.6</b>
Highton	10	127	503	630	146.5	0.9	3.4	4.3
Belmont	10	41	234	275	37.3	1.1	6.3	7.4
Wandana	10	119	575	694	37.3	3.2	15.4	18.6
Grovedale	10	242	3249	3491	120.8	2.0	26.9	28.9
Waurm Ponds	10							
<b>SOUTH WESTERN</b>	<b>10</b>	<b>529</b>	<b>4561</b>	<b>5090</b>	<b>341.9</b>	<b>1.5</b>	<b>13.3</b>	<b>14.9</b>
Newcomb	10	8	35	43	1.8	4.4	19.4	23.9
Whittington	10	114	869	983	80.5	1.4	10.8	12.2
Moolap	10	0	0	0	2.2	0.0	0.0	0.0
<b>EASTERN</b>	<b>10</b>	<b>122</b>	<b>904</b>	<b>1026</b>	<b>84.5</b>	<b>1.4</b>	<b>10.7</b>	<b>12.1</b>
LARA	10	209	725	934	79.2	2.6	9.2	11.8
LEOPOLD	10	315	493	808	107.8	2.9	4.6	7.5
DRYSDALE/C LIF. SPR.	10	961	886	1847	70.0	13.7	12.7	26.4
PORTARLING TON	10	493	204	697	18.0	27.4	11.3	38.7
ST. LEONARDS	10	282	493	775	11.5	24.5	42.9	67.4
INDENTED HEAD	10	154	770	924	3.8	40.5	202.6	243.2

SUBREGIONS / TOWNSHIP	ESTIMATED LOT YIELD (BROAD HECTARES)	NO. OF VACANT LOTS (<1 HA)	NO. OF POTENTIAL LOTS (BROAD HECTARES)	TOTAL CAPACITY OF LOTS	TOTAL DEMAND (AVE BUILDING PERMITS PER ANNUM 1991-1995)	YEARS OF SUPPLY (LOTS <1 HA)	YEARS OF SUPPLY (BROAD HECTARES)	YEARS OF SUPPLY (TOTAL)
PT. LONSDALE	10	119	497	616	17.0	7.0	29.2	<b>36.2</b>
OCEAN GROVE	10	665	915	1580	84.5	7.9	10.8	<b>18.7</b>
BARWON HEADS	10	153	480	633	28.3	5.4	17.0	<b>22.4</b>
<b>TOTAL AVERAGE</b>	<b>/ 10</b>	<b>4479</b>	<b>12401</b>	<b>16880</b>	<b>989.5</b>	<b>4.5</b>	<b>12.5</b>	<b>17.1</b>

**TABLE 2 : CITY OF GREATER GEELONG – RESIDENTIAL LOT SUPPLY PROJECT  
SEPTEMBER 1995**

**VACANT RESIDENTIAL LOTS – SUPPLY AND DEMAND (<1 ha lots and Broadhectare lots – 15  
lots/ha yield)**

Subregions / Township	Estimated Lot Yield (Broad Hectares)	No. Of Vacant Lots (<1 Ha)	No. Of Potential Lots (Broad Hectares)	Total Capacity Of Lots	Total Demand (Ave Building Permits Per Annum 1991-1995)	Years Of Supply (Lots <1 Ha)	Years Of Supply (Broad Hectares)	Years Of Supply (Total)
Corio	15	153	894	1047	48.5	3.2	18.4	21.6
Norlane	15	95	665	760	53.0	1.8	12.5	14.3
Bell Post Hill	15	94	150	244	11.3	8.3	13.3	21.6
North Geelong	15	8	0	8	2.3	3.5	0.0	3.5
Hamlyn Heights	15	90	201	291	19.3	4.7	10.4	15.1
North Shore	15	0	0	0	0.3	0.0	0.0	0.0
Bell Park	15	37	300	337	8.3	4.5	36.1	40.6
<b>NORTHERN</b>	<b>15</b>	<b>477</b>	<b>2210</b>	<b>2687</b>	<b>143.0</b>	<b>3.3</b>	<b>15.5</b>	<b>18.8</b>
Highton	15	127	755	882	146.5	0.9	5.2	6.0
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Grovedale	15	242	4874	5116	120.8	2.0	40.3	42.4
Waurm Ponds	15							
<b>SOUTH WESTERN</b>	<b>15</b>	<b>529</b>	<b>6843</b>	<b>7372</b>	<b>341.9</b>	<b>1.5</b>	<b>20.0</b>	<b>21.6</b>
Newcomb	15	8	53	61	1.8	4.4	29.4	33.9
Whittington	15	114	1304	1418	80.5	1.4	16.2	17.6
Moolap	15	0	0	0	2.2	0.0	0.0	0.0
<b>EASTERN</b>	<b>15</b>	<b>122</b>	<b>1357</b>	<b>1479</b>	<b>84.5</b>	<b>1.4</b>	<b>16.1</b>	<b>17.5</b>
<b>LARA</b>	15	209	1088	1297	79.2	2.6	13.7	16.4
<b>LEOPOLD</b>	15	315	740	1055	107.8	2.9	6.9	9.8
<b>DRYSDALE/CLIF. SPR.</b>	15	961	1329	2290	70.0	13.7	19.0	32.7
<b>PORTARLINGTON</b>	15	493	306	799	18.0	27.4	17.0	44.4
<b>ST. LEONARDS</b>	15	282	740	1022	11.5	24.5	64.3	88.9
<b>INDENTED HEAD</b>	15	154	1155	1309	3.8	40.5	303.9	344.5
<b>PT. LONSDALE</b>	15	119	746	865	17.0	7.0	43.9	50.9
<b>OCEAN GROVE</b>	15	665	1373	2038	84.5	7.9	16.2	24.1
<b>BARWON HEADS</b>	15	153	720	873	28.3	5.4	25.4	30.8
<b>TOTAL / AVERAGE</b>	<b>15</b>	<b>4479</b>	<b>18607</b>	<b>23086</b>	<b>989.5</b>	<b>4.5</b>	<b>18.8</b>	<b>23.3</b>

## **Appendix B Clause 21.31**

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## **B.1 Existing clause**

**21.31 LARA****Importance and Key Issues**

Lara is the major township in the north-eastern area of the municipality approximately 15 kilometres north of the Geelong Central Activities Area, just west of the Princes Freeway. Whilst it has experienced rapid growth over the past decade, Lara retains a distinctive rural charm.

The Strategic Direction on Urban Growth, Clause 21.08, identifies Lara as an urban growth location for the City. Its location between Geelong and Melbourne, and good accessibility to road and rail transport infrastructure, underlie the high demand for residential opportunities in Lara.

However, Lara is subject to a range of physical constraints, both natural and man-made, which limit the opportunities and directions of urban growth.

Considerable areas in and around the township are liable to flooding from the Elcho and Hovells Creek systems that converge immediately south of Lara.

Hovells Creek creates a wide flood plain that bisects the town and inundates several established residential areas. Flooding in much of this area consists of deep, fast-flowing water. Along most of the Elcho Creek system, a different type of flooding occurs, generally caused by poor natural drainage of the flat land. Considerable areas of land are inundated by sheets of water which are normally shallow and slow flowing.

Another major constraint to growth in the Lara township is the difficulty in providing for stormwater drainage which results from the relatively flat topography and the inability of the existing drainage network to cope with additional stormwater run-off.

The Heales Road Industrial Estate is the primary broad-hectare location within the City for major industries requiring significant tracts of serviced land and good road or rail access. Accordingly, it is vital to retain a buffer between Lara and the Heales Road Industrial Estate to ensure that sensitive development (primarily residential and rural residential) does not locate within 1000 metres of the Estate. The extent of this buffer affects the prospects of southward expansion of the Lara township.

There are also other significant industrial operations around Lara including the Cheetham Salt production and aquaculture industries at Point Lillias, the Pains Wessex Australia manufacturing facility at Staceys Road, Anakie, various intensive agricultural food growing operations in Staceys Road and the Government's Point Wilson armaments complex.

Current sewer capacity of Lara limits opportunities for population to a maximum of 12,000. This population limit does not encompass the rural living areas which do not require access to reticulated sewerage. This is a constraint to development around Lara and needs resolution by Barwon Water.

Avalon Airport is a major strategic asset for the City. It is located approximately 5 kilometres east of Lara. Its operations (mainly noise impacts from training flights) significantly affect the surrounding areas. Avalon is expected to further develop its aviation activities and develop as a more major airport and therefore its potential must be protected from residential encroachment in the areas surrounding the airport.

Other barriers to future urban growth of Lara include:

- The Princes Freeway, which defines the south eastern to north eastern edges of the town
- Existing rural residential type subdivisions, which define much of the western and northern extremities of the town
- Sensitive areas (notably Serendip Sanctuary) which affects much of the northern boundary

- The Geelong-Melbourne Railway, which isolates various areas particularly to the south east of the town
- Aircraft noise associated with Avalon Airfield which affects much of the eastern and north eastern areas of Lara

These constraints limit future growth to the vacant capacity in existing zoned areas and to re-subdivision of existing rural residential areas to provide for additional conventional residential development.

Lara has a central role in Council's urban growth strategies. With the considerable growth demand to be balanced against the physical constraints around the township, a new Structure Plan is required to investigate the opportunities in detail and establish the future growth directions.

### **Objective 1**

To ensure that future residential development is directed to the most suitable land.

### **Strategies**

- Restrict urban growth into areas affected by flooding and inundation.
- Restrict residential and rural residential growth in the areas within the 1000 metre buffer between the Heales Road Industrial Estate and the southern urban edge.
- Restrict urban growth in the vicinity of the Avalon Airport.
- Review the existing rural residential areas closest to the existing urban edges to provide opportunities for additional conventional residential development.
- Investigate the opportunities at Lara for future urban growth.

### **Objective 2**

To encourage future commercial facilities to locate centrally.

### **Strategies**

- Consolidate The Centreway as the primary commercial centre for Lara.
- Contain growth of the shopping area at the Patullos Road - Forest Road intersection.

### **Objective 3**

To promote industrial development in the Heales Road Industrial Estate and the McLelland/Princes Highway industrial area and to encourage service business development closer to the town centre.

### **Strategies**

- Encourage major industrial uses within the Heales Road industrial area.
- Confine service and repair industries in Lara to the area surrounding the corner of McClelland Avenue and Hicks Street and the areas abutting the overpass and railway land fronting Hicks Street and Mill Road, Lara.
- The Pains Wessex Australia manufacturing development at Staceys Road is supported.

## Implementation

These strategies will be implemented by:

### Using policy and the exercise of discretion

- Requiring development in areas affected by the Urban Floodway Zone, the Land Subject to Inundation Overlay and the Floodway Overlay to take into account relevant flood level information.

### Applying Zones and Overlays

- Applying the Residential 1 Zone to the established and developing residential areas.
- Applying the Low Density Residential Zone to existing areas of low density residential development.
- Applying the Business 1 Zone to existing commercial centres.
- Applying the Business 4 Zone to existing service business areas.
- Applying the Industrial 2 Zone to the Heales Road Industrial Estate.
- Applying the Industrial 3 Zone to the industrial area at McLelland Avenue/Princes Highway.
- Applying the Rural Zone to the rural land surrounding the township.
- Applying the Rural Living Zone to existing areas of rural residential development.
- Applying the Urban Floodway Zone to active and high hazard floodways.
- Applying the Public Use Zone 1 to Barwon Water sewerage and water infrastructure.
- Applying the Public Use Zone 4 to the Melbourne-Geelong railway.
- Applying the Public Use Zone 5 to the cemetery site in Forest Road.
- Applying the Public Park and Recreation Zone to the public open space facilities of the township.
- Applying the Public Conservation and Resource Zone to the public open spaces requiring conservation.
- Applying the Road Zone Category 1 to the Princes Freeway and Forest Road South.
- Applying Road Zone Category 2 to Patullous Road, Station Lake Road and McLelland Avenue.
- Applying the Heritage Overlay to sites and areas of cultural significance.
- Applying the Design and Development Overlay 7 to land on the southern side of Minyip Road to require the setback of buildings from the Industrial 2 Zone.
- Applying the Land Subject to Inundation Overlay to land subject to periodic inundation.
- Applying the Floodway Overlay to land and water within the active floodway of the Barwon River.

### Undertaking further strategic work

- Undertake a localised flood and stormwater drainage study around the township of Lara to determine the flooding and drainage impacts on future growth potential.

- Prepare a new Lara Structure Plan to provide the direction of future urban growth around the township.

### **Other Actions**

### **References**

Lara Structure Plan, Geelong Regional Commission, April 1985

North Eastern Area Strategic Land Use Plan, City of Greater Geelong, December 1994

## **B.2 Exhibited clause**

## 21.31 LARA

### Importance and Key Issues

Lara is a satellite township of Geelong, located to the north east of the Geelong Central Activities Area. Its strategic location between Geelong and Melbourne on major transport lines makes it an attractive and popular location for people commuting to both Geelong and Melbourne.

Over the past 20 years Lara has expanded significantly and sustained steady population growth. Lara offers a distinct lifestyle choice for families with the population predominantly comprised of young and middle families.

Given its strategic location between Geelong and Melbourne, and good accessibility to road and rail transport infrastructure, Lara is one of the select urban growth locations for the City. However, Lara is also subject to a range of physical constraints, both natural and man-made, which define the opportunities and directions of urban growth. These include:

- The Princes Freeway, defining the south eastern to north eastern edges of the town.
- The proximity of the Heales Road Industrial Estate to the south and the need to retain a 1000 metre buffer between it and the southern extent of Lara.
- Considerable areas in and around the township are liable to flooding from the Elcho and Hovells Creek systems that converge immediately south of Lara.
- The difficulty in providing for stormwater drainage, resulting from the relatively flat topography and the constraints of the existing drainage network to cope with additional stormwater run-off.
- The proximity of Avalon Airport, a major infrastructure asset for the State, to the east of Lara. The noise impacts from commercial commuter flights and training significantly affect the surrounding areas.
- Sensitive areas (notably Serendip Sanctuary) affecting the northern boundary of Lara.
- Existing rural living subdivisions which define much of the western and northern extremities of the town.

An attraction of Lara is its character as a rural township surrounded by farmland and with spacious residential allotments, established street trees, gardens and wide residential streets. With urban growth to be balanced against the physical constraints around the township, preservation of the character of Lara is an overall objective.

It is a long held planning principle that townships should have a strong and vibrant town centre as the basis for their shopping and community needs. The Centreway is a small shopping centre that is currently unable to service all of the needs of the existing community due to the shortfall in retail floorspace, facilities and services. A high level of escape expenditure is evident. Compounding this problem is a perceived lack of developable land in the town centre to allow for its growth to cope with increasing and future demand.

A key issue to be addressed for the township is the expansion of the town centre to provide more shops and better facilities for the current and future population of Lara. It is the vision of the *Lara Town Centre Urban Design Framework March 2006* for the town centre to be the primary activity centre for the Lara region, a multifunctional, vibrant and strong centre with positive pedestrian spaces that are the focus for trade of goods, provisions of services and positive social interaction. This vision will be facilitated through strategies which will improve the town centre, support the retail heart and maximise choice, provides sustainable transport choices and enhances the quality of the public realm. Improved connections between the town centre and the Lara railway station will assist building and strengthening the town centre.

**Objective 1**

To restrict urban development from encroaching onto land that is affected by constraints such as flooding and drainage, aircraft noise and within established buffer zones.

**Strategies**

- Contain urban growth to within the defined limit of expansion as shown on Figure 1 - Lara Structure Plan Map.
- Promote residential growth in the designated growth areas shown on Figure 1 – Lara Structure Plan Map.
- Direct new conventional residential development to the designated growth areas of Canterbury Road East, Canterbury Road West and Darkes Road as shown on Figure 1 – Lara Structure Plan Map.
- Direct new low-density residential development to the designated growth area east of Hopgood Court as shown on Figure 1 – Lara Structure Plan Map.
- Designate the area bound by Patullos Road, Bacchus Marsh Road, Windermere Road and O’Hallorans Road as a potential long-term growth area for Lara. Protect this area from rezoning and subdivision for Rural Living or Low-Density Residential subdivision.
- Restrict urban growth extending into the northern and eastern areas of Lara that are affected by flooding inundation and urban stormwater drainage limitations.
- Restrict southerly urban growth encroaching into the 1000 metre buffer around the Heales Road Industrial Estate.
- Subject to satisfactory resolution of drainage and flooding and traffic management, direct new low-density residential development to the designated Lewton Avenue and Buckingham Street areas.
- Restrict urban growth and rural living in the vicinity of the Avalon Airport.
- No additional land will be zoned for rural living development.
- Require new residential rezoning proposals to adequately address drainage and flooding issues, subdivision layout and provision of infrastructure as part of the planning scheme amendment process.

**Objective 2**

To maintain the character of Lara as a rural township.

**Strategies**

- Require new residential subdivision to implement water sensitive urban design techniques.
- Require new residential subdivision to incorporate the residential design principles as outlined in Clause 21.30.
- Require new residential subdivisions to be consistent with the Residential Character Vision Statement for Lara and, where applicable, consistent with the relevant Residential Character Study: Character Precinct Brochures September 2001.

**Objective 3**

To reinforce the area around The Centreway Shopping Centre as the primary activity centre in Lara.

To provide a wider range of goods and services within the town centre to accommodate the projected population growth of Lara.

### **Strategies**

- Consolidate and develop the Lara Town Centre as the primary retail, commercial and cultural centre for Lara.
- Consolidate and develop the Lara Town Centre generally in accordance with the principles and strategies identified in the Lara Town Centre Urban Design Framework March 2006.
- Increase the retail offer and choice within the town centre by providing a new full line supermarket as the anchor, additional specialty shops, and additional office or non-retail facilities.
- Develop sites that have been identified which have the capacity to increase the retail floor space.
- Create new and improve existing community services in the town centre to cater to existing demand and the needs of future Lara residents including a library and town square.
- Discourage further expansion of (or Contain growth of) the existing shopping area at Patullos Road – Forest Road intersection.

### **Objective 4**

To ensure that industrial and service business development establishes in designated locations so that they will not detract from the residential amenity of the township.

### **Strategies**

- Direct new service and repair industries to the unutilised railway land on the west side of Hicks Street.
- Further expansion of the Industrial 1 and Industrial 3 zones within the township is not supported.

### **Objective 5**

To provide a network of useable open spaces within the township and to maximise community accessibility to open space.

### **Strategies**

- Negotiate with developers as part of the rezoning of the urban growth areas to provide 10% open space as a land contribution.
- Design new residential subdivisions to incorporate linear open space routes (cycle and pedestrian pathways) throughout Lara to link residential areas to major open space reserves and community and commercial facilities.
- Extend the Hovells Creek pedestrian and cycle trail into the Canterbury Road West growth area to connect the urban area of Lara with Elcho Park in the west.

- Retain Austin Park as one of the key focal points of the town centre and improve it by reconfiguring the Park to:
  - Contribute to the creation of a legible town centre structure
  - Reduce the amount of unusable space
  - Create a strong visual and physical link between the retail/commercial precinct and the park
  - Improve links to the park and throughout the town
  - Improve parking and servicing opportunities within the town centre

### **Objective 6**

To create a safe and integrated transport and movement network within the township that encourages sustainable transport and movement.

#### ***Strategies***

- Improve traffic management and road safety measures in Lara and divert heavy through truck traffic around the township.
- Create a new transit interchange at the Lara Station.
- Expand the number of commuter car parks at the new transit interchange
- Promote pedestrian and bicycle connections in and around the town centre to promote and facilitate sustainable transport modes.
- Promote the use of the new transit interchange and upgraded surrounds by enhancing the links to the railway station from the town centre.

### **Objective 7**

To identify community development needs (education, recreation, and community facilities) and ensure that future facilities are located to optimise community accessibility and convenience.

#### ***Strategies***

- Negotiate with the land developer and the Department of Education to provide a site for an education facility within the Canterbury Road West growth area if deemed necessary.
- Incorporate appropriate community facilities into future residential subdivisions.

### **Implementation**

These strategies will be implemented by:

### **Applying Zones and Overlays**

- Apply the Urban Floodway Zone, Land Subject to Inundation Overlay and the Special Building Overlay as appropriate at the time of implementing the eastern Lara flood mapping into the Planning Scheme.

- Apply the Business 1 Zone to areas for expansion of the town centre at the time of implementing the Lara Town Centre Urban Design Framework.
- Apply a Development Plan Overlay to the areas for expansion of the town centre at the time of implementing the Lara Town Centre Urban Design Framework.
- Amend the application of the current Road Zone Category 2 and the Public Park and Recreation Zone in the vicinity of the town centre at the time of implementing the Lara Town Centre Urban Design Framework.

#### ***Undertaking further strategic work***

- Investigate the areas of influence of the Avalon Airport to which the Airport Environs Overlay could be considered and applied.
- Undertake a landscape plan for the publicly owned land at the former quarry in Kees Road.
- Undertake an analysis of community infrastructure needs to meet the requirements of Lara's growing population.
- Complete the Draft Lara Transport Management Plan and implement its recommendations.

#### ***Other Actions***

- Review the establishment of a permanent library in the Lara Town Centre.
- Implement a pedestrian and cycle path connection along Hovells Creek between the Princes Highway and the Creek north of Station Lake Road.

#### **References**

*Lara Structure Plan*, City of Greater Geelong, June 2005

*Lara Town Centre Urban Design Framework*, David Lock Associates, March 2006



### **B.3 Amended clause discussed during hearing**

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## 21.31 LARA

### Importance and Key Issues

Lara is a satellite township of Geelong, located to the north east of the Geelong Central Activities Area. Its strategic location between Geelong and Melbourne on major transport lines makes it an attractive and popular location for people commuting to both Geelong and Melbourne.

Over the past 20 years Lara has expanded significantly and sustained steady population growth. Lara offers a distinct lifestyle choice for families with the population predominantly comprised of young and middle families.

Given its strategic location between Geelong and Melbourne, and good accessibility to road and rail transport infrastructure, Lara is one of the select urban growth locations for the City. However, Lara is also subject to a range of physical constraints, both natural and man-made, which define the opportunities and directions of urban growth. These include:

- The Princes Freeway, defining the south eastern to north eastern edges of the town.
- The proximity of the Heales Road Industrial Estate to the south and the need to retain a 1000 metre buffer between it and the southern extents of Lara.
- Considerable areas in and around the township are liable to flooding from the Elcho and Hovells Creek systems that converge immediately south of Lara.
- The difficulty in providing for stormwater drainage, resulting from the relatively flat topography and the constraints of the existing drainage network to cope with additional stormwater run-off.
- The proximity of Avalon Airport, a major infrastructure asset for the State, to the east of Lara. The noise impacts from commercial commuter flights and training significantly affect the surrounding areas.
- Sensitive areas (notably Serendip Sanctuary) affecting the northern boundary of Lara.
- Existing rural living subdivisions which define much of the western and northern extremities of the town.

An attraction of Lara is its character as a rural township surrounded by farmland and with spacious residential allotments, established street trees, gardens and wide residential streets. With urban growth to be balanced against the physical constraints around the township, preservation of the character of Lara is an overall objective.

It is a long held planning principle that townships should have a strong and vibrant town centre as the basis for their shopping and community needs. The Centreway is a small shopping centre that is currently unable to service all of the needs of the existing community due to the shortfall in retail floorspace, facilities and services. A high level of escape expenditure is evident. Compounding this problem is a perceived lack of developable land in the town centre to allow for its growth to cope with increasing and future demand.

A key issue to be addressed for the township is the expansion the town centre to provide more shops and better facilities for the current and future population of Lara. It is the vision of the *Lara Town Centre Urban Design Framework March 2006* for the town centre to be the primary activity centre for the Lara region, a multifunctional, vibrant and strong centre with positive pedestrian spaces that are the focus for trade of goods, provisions of services and positive social interaction. This vision will be facilitated through strategies which will improve the town centre, support the retail heart and maximise choice, provides sustainable transport choices and enhances the quality of the public realm. Improved connections between the town centre and the Lara railway station will assist building and strengthening the town centre.

## Objective 1

To restrict urban development from encroaching onto land that is affected by constraints such as flooding and drainage, aircraft noise and within established buffer zones.

### Strategies

- Contain urban growth to within the defined limit of expansion as shown on Figure 1 - Lara Structure Plan Map.
- Promote residential growth in the designated growth areas shown on Figure 1 – Lara Structure Plan Map.
- Direct new conventional residential development to the designated growth areas of Canterbury Road East, Canterbury Road West and Darkes Road as shown on Figure 1 – Lara Structure Plan Map.
- Direct new low-density residential development to the designated growth area east of Hopgood Court as shown on Figure 1 – Lara Structure Plan Map.
- Designate the area bound by Patullos Road, Bacchus Marsh Road, Windermere Road and O’Hallorans Road as a potential long-term growth area for Lara. Protect this area from rezoning and subdivision for Rural Living or Low-Density Residential subdivision.
- Restrict urban growth extending into the northern and eastern areas of Lara that are affected by flooding inundation and urban stormwater drainage limitations.
- Restrict southerly urban growth encroaching into the 1000 metre buffer around the Heales Road Industrial Estate.
- Subject to satisfactory resolution of drainage and flooding and traffic management, direct new low-density residential development to the designated Lewton Avenue and Buckingham Street areas.
- Restrict urban growth and rural living in the vicinity of the Avalon Airport.
- No additional land will be zoned for rural living development.
- Require new residential rezoning proposals to adequately address drainage and flooding issues, subdivision layout and provision of infrastructure as part of the planning scheme amendment process.

## Objective 2

To maintain the character of Lara as a rural township.

### Strategies

- Require new residential subdivision to implement water sensitive urban design techniques
- ~~▪ Require new residential subdivision to incorporate the residential design principles as outlined in Clause 21.30.~~
- ~~▪ Require new residential subdivisions to be consistent with the Residential Character Vision Statement for Lara and, where applicable, consistent with the relevant Residential Character Study: Character Precinct Brochures September 2001.~~
- [Encourage new residential development to reflect the design elements contained within the Vision Statement for Lara contained in the Lara Township Brochure September 2001.](#)

### Objective 3

To reinforce the area around The Centreway Shopping Centre as the primary activity centre in Lara.

To ~~provide for the provide a wider range of goods and services within the~~ town centre ~~to expand to be capable of providing additional retail and other commercial services~~ to accommodate the projected population growth of Lara..

#### Strategies

- Consolidate and develop the Lara Town Centre as the primary retail, commercial and cultural centre for Lara.
- Consolidate and develop the Lara Town Centre generally in accordance with the ~~principles~~ aims and ~~actions~~ strategies identified in the Lara Town Centre Urban Design Framework March 2006.
- Allow centre layout options other than that recommended within the Lara Town Centre Urban Design Framework provided all aims and strategies are adhered.
- Facilitate the expansion and reconfiguration of the town centre to allow for ~~Increase the retail offer and choice within the town centre by providing a new full line the development of a full line~~ supermarket as the anchor, additional speciality shops and additional office or non- retail facilities.
- Rezone and facilitate the development of ~~Develop~~ sites that have been identified for their ~~which have the~~ capacity to increase the retail floor space.
- Create new and improve existing community services in the town centre to cater to existing demand and the needs of future Lara residents including a library and town square.
- Improve parking and servicing opportunities within the towncentre.
- Discourage further expansion of (or Contain growth of) the existing shopping area at Patullos Road – Forest Road intersection.

### Objective 4

To ensure that industrial and service business development establishes in designated locations so that they will not detract from the residential amenity of the township.

#### Strategies

- Direct new service and repair industries to the unutilised railway land on the west side of Hicks Street.
- Further expansion of the Industrial 1 and Industrial 3 zones within the township is not supported.

### Objective 5

To provide a network of useable open spaces within the township and to maximise community accessibility to open space.

#### Strategies

- Negotiate with developers as part of the rezoning of the urban growth areas to provide appropriate open space as a land contribution ~~10% open space as a land contribution.~~
- Design new residential subdivisions to incorporate linear open space routes (cycle and pedestrian pathways) throughout Lara to link residential areas to major open space reserves and community and commercial facilities.
- Extend the Hovells Creek pedestrian and cycle trail into the Canterbury Road West growth area to connect the urban area of Lara with Elcho Park in the west.
- Retain Austin Park as one of the key focal points of the town centre and improve it by reconfiguring the Park to:
  - Contribute to the creation of a legible town centre structure
  - Maximise the use of the Park for civic and recreation purposes ~~Reduce the amount of unusable space~~
  - Create a strong visual and physical link between the retail/commercial precinct and the park
  - Improve links to the park and throughout the town
  - ~~Improve parking and servicing opportunities within the town centre.~~

### Objective 6

To create a safe and integrated transport and movement network within the township that encourages sustainable transport and movement.

#### Strategies

- Improve traffic management and road safety measures in Lara and divert heavy through truck traffic around the township.
- Create a new transit interchange at the Lara Station.
- Encourage and support the development of additional commuter car parking spaces at the new transit interchange. ~~Expand the number of commuter car parks at the new transit interchange.~~
- Promote pedestrian and bicycle connections in and around the town centre to promote and facilitate sustainable transport modes.
- Promote the use of the new transit interchange and upgraded surrounds by enhancing the links to the railway station from the town centre.

### Objective 7

To identify community development needs (education, recreation, and community facilities) and ensure that future facilities are located to optimise community accessibility and convenience.

#### Strategies

- Negotiate with the land developer and the Department of Education to provide a site for an education facility within the Canterbury Road West growth area if deemed necessary.
- Incorporate appropriate community facilities into future residential subdivisions.

## **Implementation**

These strategies will be implemented by:

### **Applying Zones and Overlays**

- Apply the Urban Floodway Zone, Land Subject to Inundation Overlay and the Special Building Overlay as appropriate at the time of implementing the eastern Lara flood mapping into the Planning Scheme.
- Apply the Business 1 Zone to areas for expansion of the town centre at the time of implementing the Lara Town Centre Urban Design Framework.
- Apply a Development Plan Overlay to the areas for expansion of the town centre at the time of implementing the Lara Town Centre Urban Design Framework.
- Amend the application of the current Road Zone Category 2 and the Public Park and Recreation Zone in the vicinity of the town centre at the time of implementing the Lara Town Centre Urban Design Framework.

### ***Undertaking further strategic work***

- Investigate the areas of influence of the Avalon Airport to which the Airport Environs Overlay could be considered and applied.
- Undertake a landscape plan for the publicly owned land at the former quarry in Kees Road.
- Undertake an analysis of community infrastructure needs to meet the requirements of Lara's growing population.
- Complete the Draft Lara Transport Management Plan and implement its recommendations.

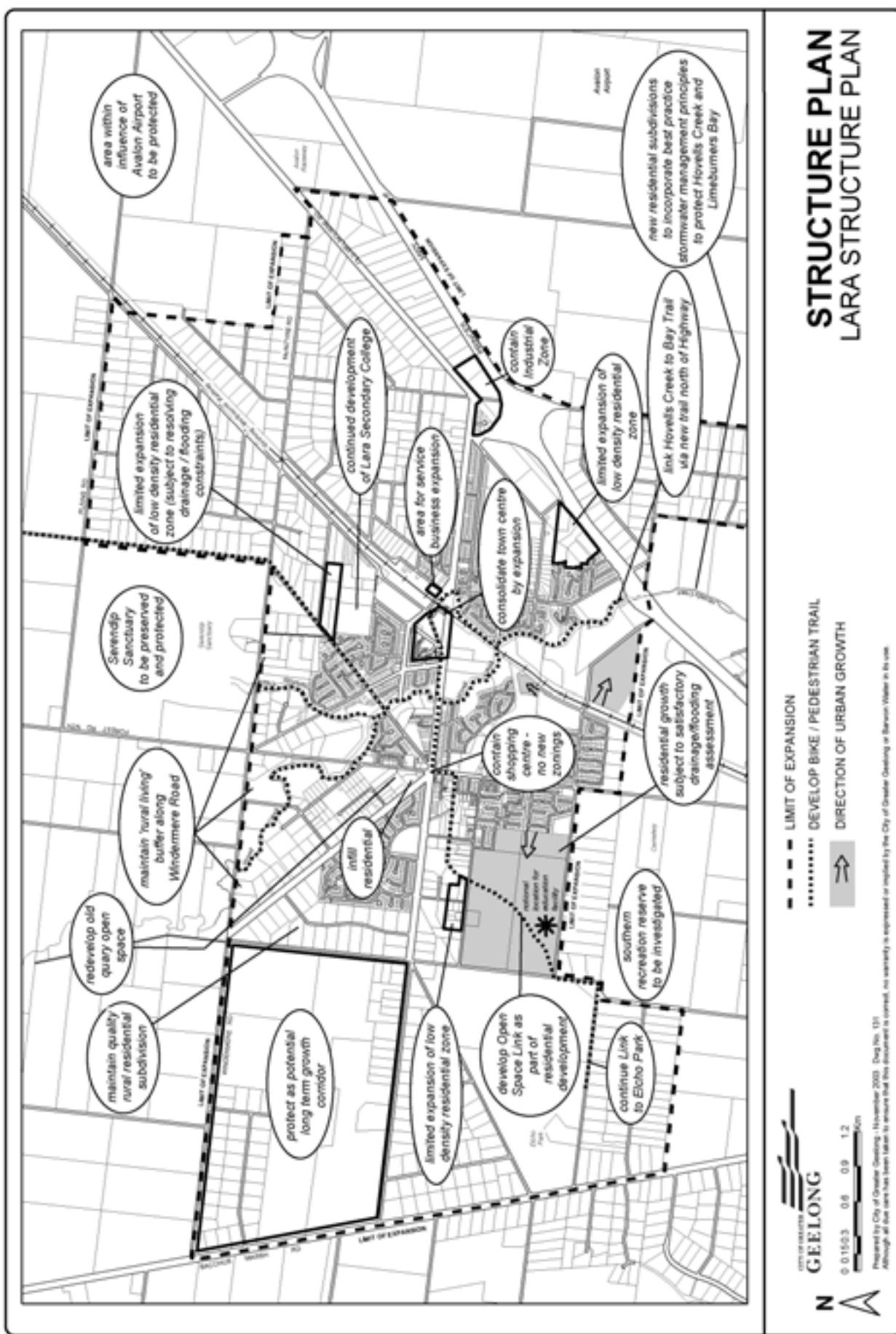
### ***Other Actions***

- Review the establishment of a permanent library in the Lara Town Centre.
- Implement a pedestrian and cycle path connection along Hovells Creek between the Princes Highway and the Creek north of Station Lake Road.

## **References**

*Lara Structure Plan*, City of Greater Geelong, June 2005

*Lara Town Centre Urban Design Framework*, David Lock Associates, March 2006



# STRUCTURE PLAN LARA STRUCTURE PLAN

- LIMIT OF EXPANSION
- ..... DEVELOP BIKE / PEDESTRIAN TRAIL
- ↑ DIRECTION OF URBAN GROWTH

**CITY OF GEELONG**

© 0 0.1563 0.6 0.9 1.2 1.5 Km

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Although all due care has been taken to ensure that this document is correct, no warranty is expressed or implied by the City of Greater Geelong or Barron-Holter in its use.

## Appendix C Written directions of the Panel on the Caddy's Road issue

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### Department of Sustainability and Environment

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East Melbourne Victoria 3002  
Telephone: (03) 9637 8000  
Facsimile: (03) 9637 8100  
ABN 90 719 052 204  
DX 210098

19 March 2007

As Addressed

Dear Sir/ Madam

**RE: GREATER GEELONG PLANNING SCHEME:  
AMENDMENT C123  
PLANNING PANEL DIRECTIONS - PANEL ADJOURNMENT**

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At the request of Bisinella Developments Pty Ltd and with the agreement of the City of Greater Geelong, the Panel has adjourned under Section 165 of the *Planning and Environment Act 1987* and will meet again on **Monday 26<sup>th</sup> March at 2.00pm** in Geelong (see attached sheet for venue).

The adjournment request relates to issues around the area in the Lara Structure Plan (LSP) known as Caddy's Road between the Lara township and the Serendip Wildlife Sanctuary.

The Panel has heard submissions on this area from parties suggesting it be retained in the Rural Living Zone (as exhibited in the LSP) or possibly earmarked for future residential development. The Panel has heard merit arguments on these submissions. The Panel has not formed a fixed view on the issue but it is open to the Panel under Section 25(2) of the *Planning and Environment Act 1987* to make recommendations supporting either of these approaches or indeed another approach.

Council submitted in its statement of 14 March 2007 that it would be concerned if further opportunity for comment was not provided to residents and adjacent owners if the Panel were to recommend that the Caddy's Road area might be suitable for future residential development as the recommendation would be different to the direction for that area in the exhibited LSP.

**Privacy Statement**

*Any personal information about you or a third party in your correspondence will be protected under the provisions of the Information Privacy Act 2000. It will only be used or disclosed to appropriate Ministerial, Statutory Authority, or departmental staff in regard to the purpose for which it was provided, unless required or authorised by law. Enquiries about access to information about you held by the Department should be directed to the Manager Privacy, Department of Sustainability & Environment, PO Box 500, East Melbourne, 3002.*



The Panel is cognisant of the fact that the LSP has been in preparation for over four years and it would not be in the interests of sound town planning to delay the completion of the process unduly. In particular it would not be equitable to delay the whole LSP in the interests of pursuing issues particular to one area of the LSP.

Notwithstanding, the issue is a complex one. If it can be resolved to each party's satisfaction within the hearing, it may improve the implementation of the LSP following consideration of Amendment C123.

In light of the above, the Panel directs as follows:

- The City of Greater Geelong and Bisinella Developments Pty Ltd meet prior to the resumption of the hearing on Monday 26<sup>th</sup> March to discuss a process for addressing possible additional exhibition requirements if the Panel were to recommend the area for future residential development.
- To the maximum extent possible, City of Greater Geelong and Bisinella Developments Pty Ltd agree on a process or methodology to progress this issue and report back on the extent of agreement to the Panel.
- This process may include some form of additional notice to affected parties in the Caddy's Road area, possibly during a period of further adjournment of the current hearing.

**It must be stressed that this direction in no way indicates a particular line of thought of the Panel at this time. The direction is to inform the Panel on process issues surrounding possible recommended changes to the Lara Structure Plan.**

Yours faithfully,



Nick Wimbush  
Panel Chair



## **Appendix D List of all submitters to the Amendment**

Submittor
Australian Property Partnership Pty Ltd
Barwon Water
Bisinella Developments Pty Ltd
K & M Y Broadbent
Boomaroo Nurseries
Lara Greyhound Education Centre
The Nash Family
A Curd
A & C Derham
A & P Dickinson
Environment Protection Authority
Fadgyas Planning Group
R & N Farrell
A J & K M Fortune
F & F Kapteina
R Keogh
P & S Kop
The Wilks Family
H Picker
Plains Water Ltd
T C Poligot
G & J Rees
H & J Ritchie
A M & W A Sims
A Martucci
P & M Smith
B Spalding
SP AusNet
B Smith
T & J Turner

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Submittor

A & P Young

C Young & G Cullen

S & A Auciello

Township of Lara Care Group

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