

6.1.3 Cardinia Planning Scheme Amendment C250

File Reference: Nil.
Responsible GM: Tracey Parker
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Recommendation(s)

That Council:

- Adopt the recommendations of the Amendment C250 Panel Report, with the exception of dot point number one of Recommendation 1, for the reasons discussed in this report.
- Adopt the modified Amendment C250 to the Cardinia Planning Scheme under Section 29 of the Planning and Environment Act 1987 and submit to the Minister for Planning for approval under Section 31 of the Planning and Environment Act 1987

Attachments

1. Amendment C250 Documentation [6.1.3.1 - 90 pages]
2. Cardinia C250 Panel Report [6.1.3.2 - 20 pages]

Executive Summary

Under Section 12B of *Planning and Environment Act 1987*, Council is required to regularly review and update the Cardinia Planning Scheme.

The *Cardinia Planning Scheme Review* was prepared and presented to Council in June 2018. Following Council's endorsement of this review, it was placed on public consultation, and nine (9) submissions were received. The *Cardinia Planning Scheme Review* was then adopted by Council on 10 December 2018.

Following this process, Amendment C250 was prepared to implement the changes identified in the Cardinia Planning Scheme Review December 2018 into the Cardinia Planning Scheme.

The amendment was exhibited between 14 November and 16 December 2019 and eight (8) submissions were received. As several submissions sought changes to the amendment, it was referred to an independent panel appointed by the Minister for Planning.

The Panel was held on 28 April 2020. The Panel Report was received on 9 June 2020. The report was generally supportive of the amendment.

Background

Under Section 12B of the Planning and Environment Act 1987, every Municipal Council must review its planning scheme within one year after approving a Council Plan that is required under Section 125 of the Local Government Act 1989.

The review of Cardinia Planning Scheme was completed and endorsed by Council on 10 December 2018 and was then submitted to the Minister for Planning for consideration.

The review identified sixty-one (61) actions to update the Municipal Strategic Statement (MSS) in the Local Planning Policy Framework (LPPF) of the Cardinia Planning Scheme. Amendment C250 seeks to implement the changes to the MSS.

Authorisation to prepare the amendment was granted by the Minister for Planning on 21 August 2019, subject to conditions.

The amendment was then placed on public exhibition between 14 November and 16 December 2019, and eight (8) submissions were received.

Two (2) of the submissions were supportive of the amendment and one (1) had no objection to it. Five (5) of the submissions seek changes to the amendment and therefore it was required to be referred to an independent planning panel appointed by the Minister for Planning.

A one-day Panel Hearing was held via video conference on 28 April 2020. The Panel Report was received on 9 June 2020.

The Panel Report

The Panel recommended that Amendment C250 be adopted subject to four changes. These are outlined below with a response to each.:

1. **Make the changes proposed by Council in response to submissions, namely:**
2.
 - **include an updated map of Extractive Industries Interest Area in an appropriate location in the Municipal Strategic Statement.**
 -
 - **include a further strategic work item to identify uses that need protection from encroachment from sensitive uses Area in an appropriate location in the Municipal Strategic Statement.**
 -
 -

Recommendation 1 is in response to submissions made by authorities, with the first dot point being in relation to a submission received from Department of Jobs, Precincts and Regions (DJPR) and the second from the Environment Protection Authority (EPA).

The submission from DJPR was in relation to the Extractive Industries Interest Area (EIIA) map that identifies areas within the Shire that contain significant sand or stone resources. The map that is currently included in the MSS is from 2003, and therefore is now outdated.

After further discussion with DJPR, following receipt of the Panel Report, they have noted it is preferred that the map is not included at all as it will become outdated over time.

There is also a process currently being undertaken by Department of Environment, Land, Water and Planning (DELWP) to streamline planning schemes and minimise repetition between local sections of planning schemes and state policy. As well, the State Government is currently reviewing the provisions in relation to Extractive Industries to make these provisions more transparent within Planning Schemes, including enhancing the provisions in relation to Extractive Industries at a state and regional level.

It is considered that between these two changes, the need for this map will likely become obsolete, and so it recommended that this map be removed.

The submission from the EPA sought some changes to the MSS, some of which the Panel considered appropriate and some that were considered outside the scope of the MSS review.

A change to Clause 21.04-4 Industry includes, under Future strategic work, "*preparing further policy that identifies uses, including major hazard facilities and significant industrial uses, that require protection from encroachment from sensitive uses*".

3. Amend Clause 21.04-3 Activity Centres Overview to include reference to all three large neighbourhood centres – Beaconsfield, Lakeside Boulevard and Lakeside Square/Cardinia Road.

4. The Panel considered that the current references to Beaconsfield, Lakeside Boulevard and Lakeside Square/Cardinia Road were inconsistent within Clause 21.04-3. This has been updated to ensure that all three activity centres are recognised as large neighbourhood activity centres through out the relevant sections of the MSS.

5.
6. Include a map and list along the lines provided to the Panel (Figure 1 of this Report) in Clause 21.04-3, and consider also noting the location of the Pakenham Homemaker Precinct as it is referred to in the text of the Municipal Strategic Statement.

7. A new map has been included at Clause 21.04-3, which shows all of the activity centres, including the Pakenham Homemaker Centre, and the status of each of these.

8. Review the Municipal Strategic Statement text to ensure there is consistent naming of activity centres and making sure there is no confusion between ‘Lakeside Boulevard’, and ‘Lakeside Square/Cardinia Road’.

9.
10. The naming of Lakeside Boulevard and Lakeside Square/Cardinia Road caused some confusion during the Panel Hearing. After further consideration by Council Officers, it is considered that Lakeside Boulevard is the best option to refer to the activity centre adjacent to the Cardinia Cultural Centre, and Lakeside Square to refer to the activity centre adjacent to Cardinia Station, to avoid confusion with Arena Shopping Centre, which is also located on Cardinia Road. This is consistent with how these activity centres are referred to by Growth Area Planning. The relevant clauses in the MSS have been updated accordingly.

Next Steps

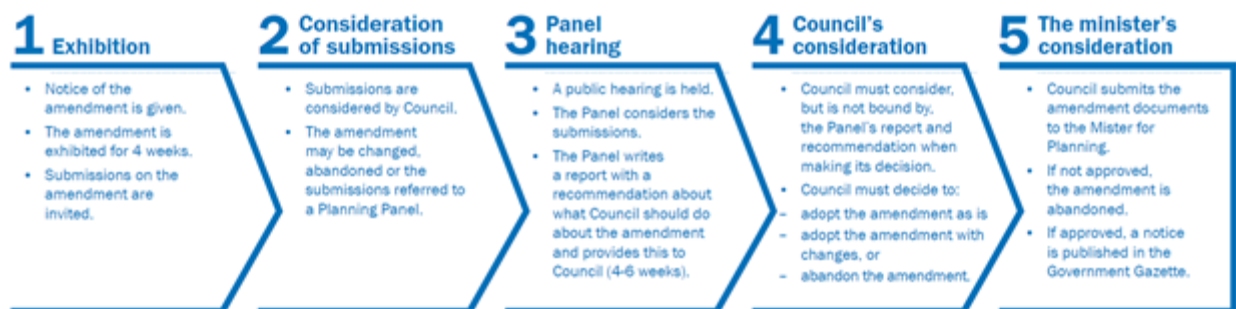


Figure 21. Steps in the Planning Scheme Amendment process

Following adoption of the modified Amendment documentation, Council officers will prepare the final documents and submit these to the Minister for Planning for Approval (Stage 5). Approval timeframes of the Amendment cannot be confirmed and are subject to processes undertaken by DELWP.

Policy Implications

Amendment C250 seeks to make a number of changes to the MSS to ensure it is consistent with the Council Plan, the Liveability Plan, Pedestrian and Bicycle Strategy, Casey Cardinia Visitation Strategy, Arts and Cultural Facility Feasibility Study, Equestrian Strategy, and Play Space Strategy.

A number of relevant State government policies have also been reviewed to identify any areas where the Cardinia Planning Scheme is inconsistent with these policies.

Relevance to Council Plan

Nil.

Climate Emergency Consideration

Nil.

Consultation/Communication

Amendment C250 was placed on exhibition from 14 November to 16 December 2019. A notice was placed in the Pakenham Gazette and letters sent to community groups and township committees, as well as to organisations and individuals who made submissions during the public consultation period for the 2018 review of the Cardinia Planning Scheme. Individual letters were not sent to residents as this would have required a letter to be sent to every owner and occupier within the Shire and would have been a significant cost and resource burden to Council.

A total of eight (8) submissions were received during the exhibition period. Six (6) were from authorities and two (2) were from or on behalf of landowners.

Financial and Resource Implications

The cost of this amendment is covered by the operational budget of Planning, Strategy and Urban Design. The review of the MSS will ensure that the Cardinia Planning Scheme is up to date and therefore there are no redundant or unnecessary clauses included in the MSS, which will ensure efficiency in planning decisions.

Conclusion

Amendment C250 has been considered by an independent planning panel, appointed by the Minister for Planning. The Panel is supportive of the amendment subject to some minor changes.

It is considered that majority of these changes should be made, the amendment adopted and sent to the Minister for Planning for approval.

Planning and Environment Act 1987

CARDINIA PLANNING SCHEME

AMENDMENT C250card

EXPLANATORY REPORT

Who is the planning authority?

This amendment has been prepared by the Cardinia Shire Council which is the planning authority for this amendment.

The Amendment has been made at the request of Cardinia Shire Council.

Land affected by the Amendment

The Amendment applies to all land within the Municipality of the Cardinia Shire.

What the amendment does

The Amendment implements the findings of the *Cardinia Planning Scheme Review 2018*.

The Amendment proposes to update the Local Planning Policy Framework by introducing a new Municipal Strategic State (MSS) at Clause 21 of the Cardinia Planning Scheme.

The MSS has been revised to reflect the Council's strategic direction for the Cardinia Shire, strategic work that has been completed, and relevant State policy and legislation.

Specifically the amendment:

- Introduces a new MSS at Clause 21 of the Cardinia Planning Scheme.

The key elements of the new Clause 21 are summarised below:

Clause 21 – Municipal Strategic Statement

The revised MSS has been increased from 7 to 8 clauses as follows:

Current MSS		Revised MSS	
21.01	Cardinia Shire Key Issues and Strategic Vision	21.01	Cardinia Shire Key Issues and Strategic Vision
21.02	Environment	21.02	Environment
21.03	Settlement and Housing	21.03	Settlement and Housing
21.04	Economic Development	21.04	Economic Development
21.05	Infrastructure	21.05	Infrastructure
21.06	Particular Uses and Development	21.06	Particular Uses and Development
21.07	Local Areas	21.07	Local Areas – Hills Region
		21.08	Local Areas – Western Port Region

Overall changes:

- Each section has been reviewed to remove content that is repeated in several clauses throughout Clause 21.
- References to the State Planning Policy section have also been removed in accordance with “A Practitioner’s Guide to Victorian Planning Schemes”, August 2019.
- The heading and information listed under “Use of Policy and exercise of discretion” has been deleted as the information contained in these sections outlined is considered unnecessary.
- Application of zones and overlays has been updated in each relevant section to delete work that has been done and only identify zones and overlays that need to be applied.
- Further strategic work that has been completed or is no longer required has been deleted and new work identified.
- Updates to the maps to show the extent of the Urban Growth Area, including Pakenham East.
- Changes to wording where the intent was unclear and where information could be condensed
- Reference and Incorporated documents updated

Specific changes:

Clause 21.01 – Cardinia Shire Key Issues and Strategic Vision

Clause 21.01 Cardinia Shire Key Issues and Strategic Vision, provides a profile of Cardinia Shire, and outlines the key influences and key issues facing Cardinia Shire, and sets out Council’s strategic vision and a strategic framework plan for the Shire.

The Strategic vision has been updated to ensure consistency with the current Council Plan (*Cardinia Shire Council, Creating the Future, Council Plan 2018*).

Other updates to this clause address:

- the importance of the State-significant Officer-Pakenham Industrial Precinct identified by *Plan Melbourne 2017- 2050* as a major provider of employment and business opportunities for Melbourne’s south-east.
- current population data.
- updated reference documents.

Clause 21.02 Environment

Clause 21.02 Environment, focuses on the natural environment and cultural heritage.

The ‘Wildfire management’ theme has been renamed to ‘Bushfire management’ to be consistent with State Planning Policy

The key themes are:

- Clause 21.02-1 Catchment and coastal management
- Clause 21.02-2 Landscape
- Clause 21.02-3 Biodiversity
- Clause 21.02-4 Bushfire management
- Clause 21.02-5 Open space
- Clause 21.02-6 Post-contact heritage
- Clause 21.02-7 Aboriginal cultural heritage
- Clause 21.02-8 Resource conservation

This clause has been updated to:

- recognise the impacts of climate change in-line with *Plan Melbourne 2017 - 2050 - Direction 6.2: Reduce the likelihood and consequences of natural hazard events and adapt to climate change*.
- align with revised State planning policy at 'Clause 13.02 Bushfire' of the PPF.

Other updates to this clause address:

- provision of varied play spaces and open space within walkable distances to residents.
- reducing food waste and reusing water to grow food.
- sustainable technology in the design of new buildings.

Clause 21.03 Settlement and Housing

Clause 21.03 Settlement and Housing, sets out the key directions in relation to settlement and housing, and addresses issues such as housing diversity and density, demand for infrastructure, and the principles set out in *Plan Melbourne 2017 - 2050*.

A new theme, 'Urban Established Areas – Beaconsfield and Pakenham', has been introduced by separating and updating the content relating to these established areas that is currently contained in the 'Urban Growth Area' theme.

The key themes are:

- Clause 21.03-1 Housing
- Clause 21.03-2 Urban Established Areas –Beaconsfield and Pakenham
- Clause 21.03-3 Urban Growth Area
- Clause 21.03-4 Rural Townships
- Clause 21.03-5 Rural Residential Development

This clause has been updated to recognise:

- 'Affordable Housing' as set out in the *Planning and Environment Act 1987*.
- the impacts of climate change in-line *Plan Melbourne 2050 - Direction 6.2: Reduce the likelihood and consequences of natural hazard events and adapt to climate change*.
- the provision of art and cultural facilities in-line with *Plan Melbourne 2017 - 2050 - Direction 4.2: Build on Melbourne's cultural leadership and sporting legacy*.
- revised State planning policy at 'Clause 13.02 Bushfire' of the PPF.

Other updates to this clause address:

- the staging of development of land in the Urban Growth Area, and the provisions for collecting contributions to fund future infrastructure.
- attraction of commercial investment and create diverse employment opportunities.
- delivery of arts and cultural facilities.
- Pakenham Upper designated as a Rural locality, not a Small rural township as currently nominated as it does not actually contain a township.

Clause 21.04 Economic Development

Clause 21.04 Economic Development, sets out the key directions in relation to employment and economic development in Cardinia.

The key themes are:

- Clause 21.04-1 Employment
- Clause 21.04-2 Agriculture
- Clause 21.04-3 Activity Centres
- Clause 21.04-4 Industry
- Clause 21.04-5 Tourism
- Clause 21.04-6 Extractive Industry

This clause has been updated to recognise:

- the importance of the State-significant Officer-Pakenham Industrial Precinct identified by *Plan Melbourne 2017 - 2050* as a major provider of employment and business opportunities for Melbourne's south-east.
- ~~Provide more clarity on the activity centre hierarchy across the Shire~~

Other updates to this clause address:

- innovation, diversification and resilience within the local economy.
- ~~Provide more clarity on the activity centre hierarchy across the Shire~~
- Provision of a clear classification of activity centres within the
- emerging technology and new types of employment into the future.
- protection of agricultural land from incompatible uses such as schools and places of worship.
- locating non-rural uses such as schools and places of worship in or adjoining townships to protect Green Wedge land.
- boundary realignments that fragment agricultural land.
- access to locally grown food.
- the significant employment and economic benefits generated by the Pakenham Racecourse at Tynong as a major attractor of visitors from adjoining regions.
- the positive economic and employment benefits generated by Gumbuya World as a significant recreation facility that attracts tourists from the region.
- the natural environment of Cardinia shire as a significant tourist attraction.
- the further growth of Puffing Billy as a tourist attraction of State significance.
- delivery of cultural precincts for arts and cultural facilities.

Clause 21.05 Infrastructure

Clause 21.05 Infrastructure, sets out the key directions in relation to infrastructure provision in Cardinia.

The key themes are:

- Clause 21.05-1 Infrastructure provision
- Clause 21.05-2 Freeways, declared arterial roads
- Clause 21.05-3 Local roads
- Clause 21.05-4 Public transport
- Clause 21.05-5 Pedestrian and bicycle network
- Clause 21.05-6 Community services and facilities

This clause has been updated to address:

- the provisions for collecting contributions to fund future infrastructure.
- the Great Southern Rail Trail as a significant regional project across four municipalities.

- the provision of a continuous and safe off-road along Princes Highway between Beaconsfield and Pakenham.
- provision of a walking and cycling network that is inclusive of people with mobility difficulties.
- provision of DDA compliant paths, ramps and rest areas along appropriate trails.

Clause 21.06 Particular Uses and Development

Clause 21.06 Particular Uses and Development, provides a section in the MSS where policies and strategies for particular uses and development can be included.

One new theme, 'Golf course redevelopment', is introduced to recognise issues relating to the redevelopment of golf courses.

The 'Design and Built Form' theme has been renamed to 'Urban Design'. References to equity of access to publicly accessible premises has also been deleted as this is addressed elsewhere in the Scheme and in other Acts and legislation.

The key themes are:

- Clause 21.06-1 Urban design
- Clause 21.06-2 Community safety
- Clause 21.06-3 Subdivision restructure
- Clause 21.06-4 Gaming
- Clause 21.06-5 Airport
- Clause 21.06-6 Golf course redevelopment

Clause 21.07 Local Areas – Hills Region

Clause 21.07 Local Areas, has been divided into the two distinct regions of Cardinia Shire. The Local Areas in the Hills Region remain at Clause 21.07, while the Local Areas in the Western Port Region are moved to new Clause 21.08. These Clauses provide a section within the MSS where implementation strategies for particular Local Areas can be included.

The Local Areas in the Hills Region are:

- Clause 21.07-1 Gembrook
- Clause 21.07-2 Cockatoo
- Clause 21.07-3 Emerald, Avonsleigh and Clematis
- Clause 21.07-4 Upper Beaconsfield

Other updates to this clause address:

- the need to progressively review each Township Strategy and apply appropriate planning provisions.
- delete content that is not a planning concern and does not assist in decision making.

Clause 21.08 Local Areas – Western Port Region

Clause 21.07 Local Areas, has been divided into the two distinct regions of Cardinia Shire. The Local Areas in the Hills Region remain at Clause 21.07, while the Local Areas in the Western Port Region are moved to new Clause 21.08. These Clauses provide a section within the MSS where implementation strategies for particular local areas can be included.

The Local Areas in the Western Port Region are:

- Clause 21.08-1 Lang Lang
- Clause 21.08-2 Bunyip
- Clause 21.08-3 Koo Wee Rup

Other content in this clause addresses:

- the need to progressively review each Township Strategy and apply appropriate planning provisions.
- Improvement of passive recreation including by continuing to develop a network of trails,
- delete content that is not a planning concern and does not assist in decision making

Additional Local Area sections will be introduced as needed. This is likely to occur when a new strategic plan for an area is prepared, such as a new Township Strategy or Structure Plan.

Strategic assessment of the Amendment

Why is the Amendment required?

The amendment is required to implement the *Cardinia Planning Scheme Review, 10 December 2018* (the Review).

The Review found that the current Municipal Strategic Statement (MSS) was updated in 2012 via Amendment C124, which entailed a comprehensive restructure of the previous MSS which had not been updated since 1999. The Review therefore did not consider deleting the current MSS and starting from scratch, but focussed on what changes have occurred since it was approved in 2012, and what updates are required.

The Review has identified numerous updates and further strategic work that need to be articulated in the Cardinia Planning Scheme to ensure that it is consistent with current State Government policy and legislation, it reflects the current vision and strategic direction of the Cardinia Shire Council, and includes the key objectives and strategies of recently completed strategic work. The Review lists sixty-one actions outlining the required changes to the MSS to bring the Cardinia Planning Scheme up-to-date.

Accordingly, the amendment introduces a new MSS at Clause 21 of the Cardinia Planning Scheme.

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

The amendment implements the objectives of planning in Victoria as outlined in Section 4 of the *Planning and Environment Act 1987*. In particular, it supports the following objectives:

- To provide for the fair, orderly, economic and sustainable use, and development of land.
- To provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity.
- To secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria.
- To conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value.
- To protect public utilities and other assets and enable the orderly provision and coordination of public utilities and other facilities for the benefit of the community.

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

The amendment is expected to have positive environmental, social and economic effects through ensuring that the objectives and strategies in relation to environmental, social and economic issues are up to date and clearly articulated. The new and updated sections of the revised MSS will provide a sound decision-making framework to guide land use and development in the municipality, in which environmental, social and environmental effects are considered, and should provide clarity to the community and the municipality's commercial and development industries.

Does the Amendment address relevant bushfire risk?

The amendment addresses Bushfire risk by updating all relevant clauses of the MSS to further State planning policy objectives and strategies set out at Clause 13.02 of the Planning Policy Framework (PPF).

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

Form and Content

The Amendment is consistent with the *Ministerial Direction on the Form and Content of Planning Schemes* under Section 7(5) of the *Planning and Environment Act 1987*.

Metropolitan Strategy

The Amendment is consistent with *Ministerial Direction No. 9 – Metropolitan Strategy* which requires a Planning Authority to have regard to the Metropolitan Strategy, *Plan Melbourne 2017 - 2050*. The amendment will assist in the implementation of *Plan Melbourne 2017 - 2050* as it makes specific updates to the MSS to reflect its principles and directions to address gaps that were identified by the *Cardinia Planning Scheme Review, 10 December 2018* (the Review). More specifically, the updates to the MSS respond to the following *Plan Melbourne 2017 - 2050* directions to address the gaps identified by the Review:

- Direction 4.2: Build on Melbourne's cultural leadership and sporting legacy.

Council has developed and adopted the *Arts and Cultural Facilities Feasibility Study, June 2015* which identifies the need and appropriate locations for arts and cultural precincts and facilities in the Municipality. Currently there is no mention of arts or cultural facilities in the Cardinia Planning Scheme. Accordingly relevant Clauses in the MSS are updated to recognise the need to provide arts and culture facilities.

- Direction 6.2: Reduce the likelihood and consequences of natural hazard events and adapt to climate change.

While the MSS recognises areas of the Shire that are at risk of natural hazard events, it does not recognise climate change. Accordingly, Clause 21.02-1 Catchment and coastal management and Clause 21.02-4 Bushfire management of the MSS are updated to acknowledge that environmental risks will increase due to climate change.

The Review also identified specific policy in *Plan Melbourne 2017 - 2050* that nominates Cardinia Shire as the location for: a State-significant Transport Gateway which would accommodate a possible South-East Airport; and the 2,500 hectare State-significant Officer-Pakenham Industrial Precinct which will be a major provider of employment for Melbourne's south-east region. Accordingly, relevant Clause of the MSS are updated to acknowledge and plan for the development of these major regional facilities.

Strategic Assessment

Ministerial Direction No. 11 – Strategic Assessment of Amendments requires a comprehensive strategic evaluation of the amendment and its outcomes, to determine whether an amendment supports or implements relevant State Planning Policy, and the Planning Policy Framework (PPF) and Local Planning Policy Framework (LPPF) of the planning scheme. The Amendment complies with the requirements of this Ministerial Direction as set out in this Explanatory Report.

Victorian Planning Authority

Ministerial Direction No. 18 - Victorian Planning Authority advice on planning scheme amendments (January 2018) requires a planning authority to consult with the Victorian Planning Authority (VPA)

when preparing an amendment to rezone land which they have been approved or directed by the Minister for Planning to provide advice.

As this amendment does not seek to rezone land it is not required to be referred to the VPA. However, as it seeks to make changes to local policy contained in the MSS in relation to land within the Urban Growth Zone, the VPA were consulted. ~~They have suggested some changes and have asked to be notified of the exhibition of the amendment. They were notified of the amendment during exhibition but did not make a submission.~~

Environment Protection Authority

Ministerial Direction No. 1 – Potentially contaminated land requires a planning authority, when preparing an amendment which would allow potentially contaminated land to be used to for a sensitive use, agriculture or public open space, to satisfy itself that the environmental conditions of land are, or will be, suitable for that use.

~~The amendment does not seek to rezone any land for a sensitive use, agriculture or public open space/~~

~~This Direction also states that a planning authority's task of complying with this Direction will be significantly harder in relation to amendments affecting all (or large parts) of the municipality. The Direction is not designed to discourage proper reviews of a whole scheme (or large parts of it). Planning authorities undertaking such exercises are encouraged to identify all the potentially contaminated land in the planning area, and to concentrate on satisfying itself about environmental conditions if the uses referred to in Clause 4 of the Direction could be allowed under the relevant amendment.~~

~~This Direction further states that the nature of the task may make it reasonable to seek an exemption from the Direction and Clause 6 of the Direction enables a request for exemption to be made to the Minister. A ground for exemption may be that the potentially contaminated land is already used for the uses referred to in Clause 4. An exemption may also be appropriate if the form of (for example) prior industry use of the land was particularly benign and extremely unlikely to result in any contamination. Before a request is made, a planning authority should discuss the matter with the Environment Protection Authority.~~

Ministerial Direction No. 19 - the preparation and content of amendments that may significantly impact the environment, amenity and human health (October 2018) requires that a planning scheme review under section 12B of the *Planning and Environment Act 1987* must seek the written views of the EPA about the potential impacts of the proposed review or amendment and any strategies, policies, plans or reviews forming the strategic basis for the review or amendment, including precinct structure plans, on the environment, amenity and human health.

The draft Cardinia Planning Scheme Review was referred to the EPA during consultation in July 2018. Council and EPA Officers also met to discuss the Review.

~~EPA provided written comments, with the following conclusions:~~

~~EPA does not object to the proposed review of the Cardinia Shire Planning Scheme.~~

~~EPA recommends that Council consider the following advice for consideration of future growth within the municipality:~~

- ~~1. Note the importance of managing the encroachment of residential development into industrial areas. Industrial areas may include land uses such as, but not limited to landfills, general industry, waste water treatment plants, intensive animal industries, and other EPA licenced sites. An assessment against EPA Publication 1518, Recommended Separation Distances for Industrial Residual Air Emissions should be conducted to ensure that adequate separation distances are maintained and protected.~~
- ~~2. Ensure that the recommendations of Ministerial Direction No. 1 – Potentially Contaminated Land have been adhered to (e.g. where industrial land is changing to a more sensitive land use). This Direction should be considered in detail when sites for the development of sensitive land uses are identified, investigated and planning changes proposed.~~
- ~~3. Council could consider undertaking a stocktake of contaminated land to inform the application of the Environmental Audit Overlay (EAO) particularly to those areas previously used for industry that are transitioning to more sensitive uses.~~

~~These conclusions have been included, and responded to, in the final *Cardinia Planning Scheme Review* which forms the basis of this amendment.~~

~~Cardinia Shire notes that EPA has raised no specific issue regarding the proposed changes to the MSS, and has considered EPA's recommendations as follows:~~

- ~~1. The *Planning and Environment Act 1987*, and the VPPs in all planning schemes are very clear that any site-specific amendment that seeks to amend planning controls to facilitate "encroachment of residential development into industrial areas" must consider and ensure safe separation distances are maintained and protected, in collaboration with the EPA.~~

~~This amendment does not seek to change any site-specific planning controls. It is considered that the *Planning and Environment Act 1987*, the VPPs in all planning schemes, and the MSS in the *Cardinia Planning Scheme* already sufficiently requires that any such amendment must properly address the issue of safe separation distances. As such, it is considered that there is no need to amend the MSS to repeat these requirements.~~

- ~~2. The *Planning and Environment Act 1987*, and the VPPs in all planning schemes are very clear that any site-specific amendment that seeks to amend planning controls to facilitate the development of industrial land for sensitive land uses, must consider *Ministerial Directions No. 1 – Potentially Contaminated Land*, and ensure that the potential contamination of that land is properly identified and investigated, in collaboration with the EPA.~~

~~This amendment does not seek to change any site-specific planning controls. It is considered that the *Planning and Environment Act 1987*, the VPPs in all planning schemes, and the MSS in the *Cardinia Planning Scheme* already sufficiently requires that any such amendment must properly address the requirements of *Ministerial Direction No. 1 – Potentially Contaminated Land*. As such, it is considered that there is no need to amend the MSS to repeat these requirements.~~

- ~~3. While it is desirable to conduct a municipal-wide stocktake of land previously used for industry and apply EAO's where there is thought to be contamination, it would not be an efficient use of Council's resources as most industrial land is not under pressure to transition to a sensitive use. At present, Council is aware of one industrial area within the municipality where developers have shown an interest in rezoning to residential. Council has advised that an Environmental Site Assessment (ESA) is required before it could be considered, followed by an Environmental Audit (EA) should the ESA identify that an EA is required. This approach to site-specific rezoning enquiries ensures the requirements of Ministerial Direction No.1 and the EPA will be addressed, whilst also providing an efficient use Council's resources.~~

~~Cardinia Shire is satisfied that additional changes to the MSS in the *Cardinia Planning Scheme* are not required to address the requirements of Ministerial Direction No. 1, Ministerial Direction No. 19, and the recommendations of EPA's submission that was made during the consultation on the *Cardinia Planning Scheme Review 2018*.~~

~~The amendment was also sent to EPA as part of exhibition of the amendment. They made a submission to the amendment. These were considered by Council and the Panel and some changes have been made to the amendment to address the issues raised.~~

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

The revised local content in the MSS is consistent with and helps to support and implement all relevant objectives and strategies contained in the Planning Policy Framework (PPF).

Consistent with the recommendations of the *Cardinia Planning Scheme Review 2018 (10 December 2018)*, the Amendment updates the MSS to ensure that is consistent with State Government policy and legislation.

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

The amendment supports and strengthens the Local Planning Policy Framework by ensuring revisions to the MSS reflect Cardinia Shire Council's current strategic direction and recently completed work, along with relevant State policy and legislation.

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

The amendment makes proper use of the Victoria Planning Provisions through updating and strengthening the MSS. The updated MSS is generally consistent with the *Planning Practice Note 4 Writing a Municipal Strategic Statement*.

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

The draft Cardinia Planning Scheme Review was placed on public consultation for six weeks during July and August 2018. Public authorities were consulted during this review period and their input has informed the *Cardinia Planning Scheme Review 2018 (10 December 2018)*.

~~An opportunity will be provided through the formal public notification period for further input by relevant agencies.~~

Agencies were given a further opportunity to respond during the exhibition period. Several agencies chose to respond and their submissions have been considered.

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

The Amendment will not have a significant impact on the transport system, and has no applicable statements of policy principles prepared under section 22 of the TIA.

Resource and administrative costs

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

The amendment is expected to have a positive impact on the resources and administrative costs of the responsible authority, as it will introduce a clearer and more consistent MSS into the Cardinia Planning Scheme. This will assist in decision making on planning permit applications by Council's Planning Officers, Council and Victorian Civil and Administrative Tribunal. The "Future Strategic Work" section will help to assist Council in identifying and budgeting for strategic work.

Where you may inspect this Amendment

~~The Amendment is available for public inspection, free of charge, during office hours at the following places:~~

~~**Cardinia Shire Council**
20 Siding Avenue
OFFICER~~

~~During opening hours at the following places:~~

~~**Emerald Library**
400B Belgrave-Gembrook Road
EMERALD~~

~~**Lang Lang Community Centre**
7 Westernport Road
LANG LANG~~

~~**Pakenham Library**
John Street
PAKENHAM~~

~~**Cardinia Shire Council Mobile Library**
(see www.cardinia.vic.gov.au for locations)~~

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

Submissions

~~Any person who may be affected by the Amendment may make a submission to the planning authority. Submissions about the Amendment must be received by 16 December 2019.~~

~~Electronic submissions are preferred and should be sent to mail@cardinia.vic.gov.au~~

~~Or mail to:~~

~~Cardinia Shire Council, Planning Strategy and Urban Design~~

~~PO Box 7 Pakenham~~

~~3810 VIC~~

~~Panel hearing dates~~

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

- ~~• directions hearing: Week of 16 March 2020~~
- ~~• panel hearing: Week of 27 March 2020~~

*Planning and Environment Act 1987***CARDINIA PLANNING SCHEME****AMENDMENT C250card****INSTRUCTION SHEET**

The planning authority for this amendment is the Cardinia Shire Cardinia

The Cardinia Planning Scheme is amended as follows:

Planning Scheme Ordinance

The Planning Scheme Ordinance is amended as follows:

1. In Local Planning Policy Framework – replace Clause 21.01 with a new Clause 21.01 in the form of the attached document.
2. In Local Planning Policy Framework – replace Clause 21.02 with a new Clause 21.02 in the form of the attached document.
3. In Local Planning Policy Framework – replace Clause 21.03 with a new Clause 21.03 in the form of the attached document.
4. In Local Planning Policy Framework – replace Clause 21.04 with a new Clause 21.04 in the form of the attached document.
5. In Local Planning Policy Framework – replace Clause 21.05 with a new Clause 21.05 in the form of the attached document.
6. In Local Planning Policy Framework – replace Clause 21.06 with a new Clause 21.06 in the form of the attached document.
7. In Local Planning Policy Framework – replace Clause 21.07 with a new Clause 21.07 in the form of the attached document.
8. In Local Planning Policy Framework – insert Clause 21.08 in the form of the attached document.

End of document

CARDINIA PLANNING SCHEME**Environment**

- The protection of environmentally significant areas including the northern hills and the Western Port coast.
- The protection and management of biodiversity.
- The protection of the Koo Wee Rup swamp area, which contains important groundwater reserves and horticultural soils in the Western Port basin.
- The maintenance and enhancement of existing significant landscapes.
- The protection of life and property in terms of flooding and bushfire.
- The protection and enhancement of areas and places of heritage significance.
- The reduction in greenhouse gas emissions and potable water usage.
- The provision of a range of open space functions to meet community needs, encourage an active lifestyle and protect the environment.

Settlement and housing

- The management of urban growth including urban pressures on the rural hinterland and the Western Port Green Wedge.
- The sustainable development of the Urban Established Areas, Urban Growth Area, and rural townships.
- The provision of appropriate rural residential and rural living development.
- The integration of health into planning communities to allow people to choose to be active in an environment that is convenient, safe and pleasant.

Economic development

- The development of the State-significant Pakenham-Officer Industrial Precinct as a major provider of employment for south-east Melbourne.
- The development of a balanced local economy and local employment opportunities for residents.
- The need to support and strengthen existing businesses.
- The attraction of new business, particularly to the State-significant Officer-Pakenham Industrial Precinct south of the Princes Freeway.
- The protection and sustainable use of agricultural and particularly land with soil that is of a high quality within the Western Port Green Wedge.
- The role of tourism within the wider business community.

Infrastructure

- The provision of infrastructure to meet the needs of the existing and future community.

Particular use and development

- Encouraging an attractive, functional and sustainable built form in existing and future development.
- The restructure of inappropriate subdivisions.
- The integration of community safety with new and existing use and development.
- The location and characteristics of gaming venues.
- Encouraging the investigation of potential locations for a third airport in Melbourne's southeast.
- Ensuring any redevelopment of golf courses has net community benefit and does not adversely impact upon the environment.

CARDINIA PLANNING SCHEME

21.01 CARDINIA SHIRE KEY ISSUES AND STRATEGIC VISION28/03/2018
VC145**21.01-1**---
Proposed C250card**Snapshot of Cardinia Shire**

The Cardinia Shire is located on the south east fringe of Melbourne and is one of eight 'interface Councils' which form the perimeter of metropolitan Melbourne, providing a transition between urban and rural areas. The municipality has an area of approximately 1,280 square kilometres, comprising a variety of landforms and landscapes.

The northern part of the Cardinia Shire is set in the foothills of the Dandenong Ranges, and includes the Bunyip State Park and the Cardinia Reservoir. The red volcanic soils around Gembrook have been historically significant for potato production. The area is located within two water catchments being the Yarra Valley and Westernport catchments.

The Koo Wee Rup swamp and Western Port form the significant features of the southern part of the Cardinia Shire, and includes high quality agricultural land of State significance. The land is generally flat alluvial plains which have been substantially cleared of vegetation. The exception to this is the Heath Hill area, which is recognised as being of landscape significance by the National Trust.

The Princes Highway and the Princes Freeway corridor runs east-west through the centre of the Cardinia Shire and provides a demarcation between the hills in the northern part of the municipality and the alluvial plains to the south. The corridor is a key road and rail link between Melbourne, the Latrobe Valley and Gippsland. The South Gippsland Highway is a key link to South Gippsland and a tourist route to Phillip Island.

The majority of the Cardinia Shire's population is located within the urban areas of Beaconsfield, Officer and Pakenham. These areas are within the Casey-Cardinia South-east Growth Corridor, and will accommodate the majority of future residential and commercial growth. The remainder of the population is located within Cardinia's townships and rural residential areas.

The population within the Cardinia growth area is expected to grow 82% from a current population of around 109,000 people (2018) to approximately 198,000 people in 2041.

The future Officer-Pakenham Industrial Precinct, located south of the Princes Freeway, has been identified by *Plan Melbourne 2050* as a State-significant Industrial Precinct. When developed, this 2,500 hectare employment corridor will be a major provider of employment and business opportunities for Melbourne's south-east region.

21.01-2 Key influences---
Proposed C250card

The key influences in relation to the municipality are:

- Urban growth including urban pressures on the rural hinterland and management of green wedge areas.
- The quality and character of existing rural townships.
- Infrastructure to meet the needs of the existing and future community.
- Environmentally significant areas.
- Areas of significant landscape value.
- The protection and sustainable use of agricultural land.
- The local economy including employment opportunities.

21.01-3 Key issues---
Proposed C250card

The key issues facing Cardinia are focused around five strategic themes:

CARDINIA PLANNING SCHEME

21.01-4 Strategic vision

Proposed C250card

Cardinia Shire Council's corporate plan *Creating the Future, Cardinia Council Plan 2018 - 2023* describes the following vision for the municipality:

"Cardinia Shire will be developed in a planned manner to enable present and future generations to live healthy and productive lives and to enjoy the richness of the diverse and distinctive characteristics of the Shire"

Council is committed to fostering the sustained wellbeing of the community and environment in the Cardinia Shire. In doing this, it seeks to balance the competing needs of the environment, economic development and the community by

- Developing a strong economic base.
- Recognising and protecting the diverse and significant environmental and cultural heritage values in the municipality.
- Providing opportunities to create and maintain a cohesive, safe and robust community.
- Enhancing the experience of people who live, work and visit the municipality.

21.01-5 Strategic framework plan

Proposed C250card

The Cardinia Shire Strategic Framework Plan (Figure 1) sets out the general pattern for land use and development to respond to the key influences and issues to achieve the strategic vision for the municipality.

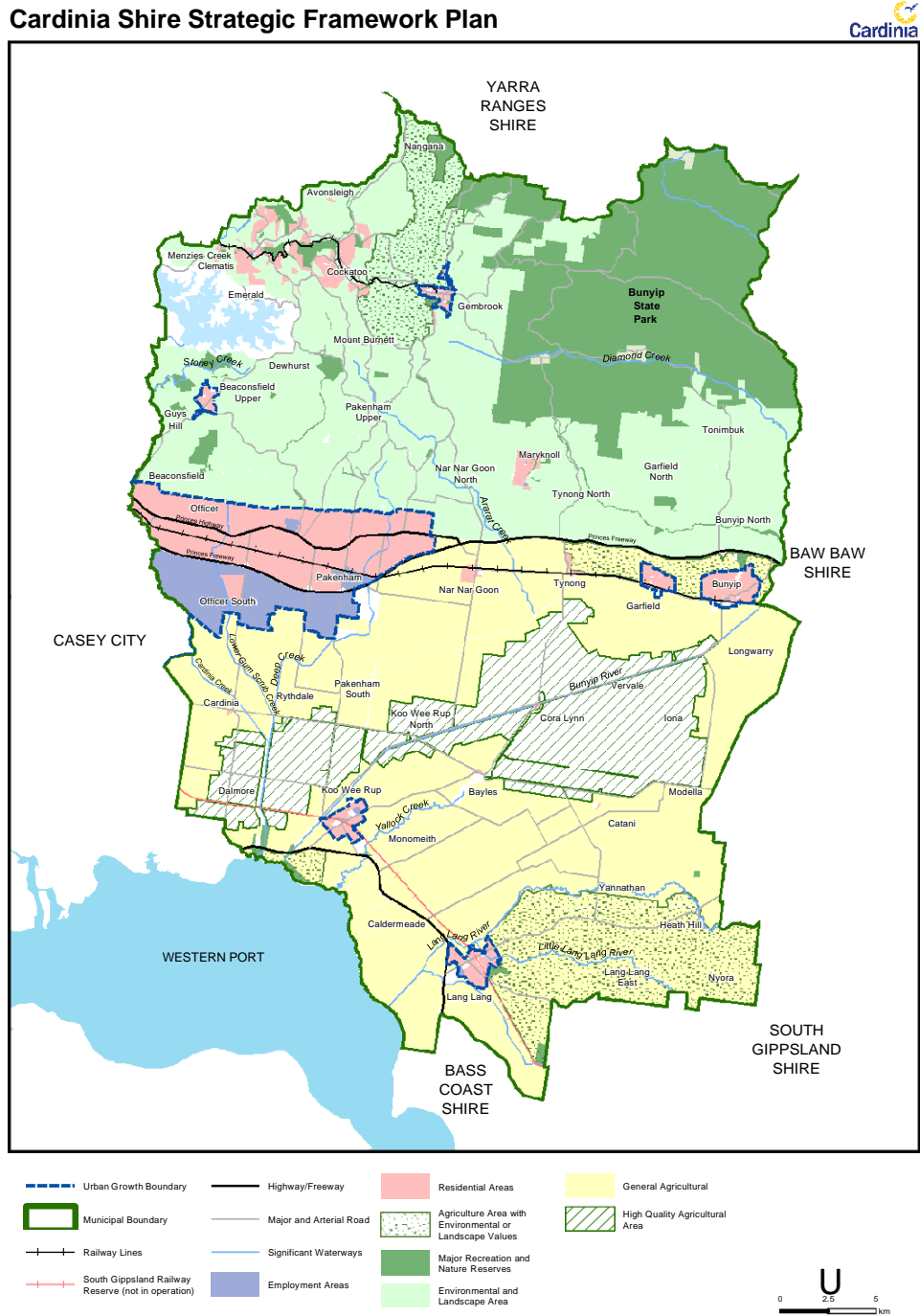
The purpose of the framework plan is to provide an overview of land use in the Cardinia Shire and to identify locations where specific land use outcomes will be supported and promoted.

The major strategic directions identified in the Cardinia Shire Strategic Framework Plan include:

- Identification of major landscape features within the Cardinia Shire, including:
 - Western Port.
 - Cardinia Reservoir.
 - Bunyip State Park.
 - Dandenong Ranges Foothills.
- Locations of areas primarily used for general agriculture.
- Locations of areas identified as having high quality soils for agriculture and horticulture.
- Locations of areas identified as having environmental and landscape significance.
- Locations of rural townships and the urban growth area.
- Existing major transport links.
- Natural and man-made drainage.

CARDINIA PLANNING SCHEME

Figure 1: Cardinia Shire strategic framework plan



CARDINIA PLANNING SCHEME

21.02

Proposed C250card

21.02-1

Proposed C250card

ENVIRONMENT**Catchment and coastal management****Overview**

The majority of the Cardinia Shire is contained in the Western Port catchment, which is a Ramsar wetland, with a small section in the northern part of the municipality being within the Yarra catchment. The *Port Phillip & Western Port Regional Catchment Strategy* (www.ppwrcc.vic.gov.au) describes the catchment assets and how they are interrelated. It indicates what needs to be done to manage and use the assets in a sustainable and integrated way, and outlines goals and priorities for the future.

Key issues

- Recognising that a catchment is an integrated environmental system, and that development and actions undertaken in one part of the catchment have an effect on other parts of the catchment.
- Retaining and re-establishing native vegetation along waterways to minimise erosion and sediment.
- Managing stormwater and effluent in both urban and rural areas.
- Recognising that areas within the municipality have a shallow groundwater table, which increases the potential for salinity and its impacts on infrastructure and the environment.
- Controlling the amount of water entering the groundwater table in recharge areas in order to manage salinity.
- Recognising that climate change will increase the risk from flooding.

Objective 1

To protect and improve the environmental health and social and economic values of water resources and ensure their efficient management.

Strategies

- Encourage the retention and, where appropriate, the re-establishment of native vegetation to minimise erosion and sediment entering waterways, reduce salinity and protect areas of landscape and biodiversity value.
- Encourage the protection of waterway environs including the fencing off of waterways and the re-establishment of riparian vegetation, especially in rural areas degraded by the impact of stock.
- Encourage the maintenance and upgrade of levee banks in the Koo Wee Rup Flood Protection District, particularly along the Bunyip Main Drain.
- Protect groundwater resources in the Western Port Basin.
- Protect Western Port and the associated significant estuarine, intertidal and immediate marine habitat of Western Port and promote sustainable outcomes.
- Minimise erosion and the entry of sediment into waterways associated with earthworks.

Objective 2

To effectively manage development to mitigate impacts on the operation and health of waterway systems.

CARDINIA PLANNING SCHEME**Strategies**

- Encourage the use of measures to manage and treat stormwater quality in both urban and rural areas including wetlands, litter and pollution traps, retarding basins and revegetation along waterways.
- Provide for the retention and treatment of domestic wastewater on-site in accordance with the *State Environment Protection Policy (Waters,)* October 2018, where reticulated sewerage is not available.
- Maximise the potential to utilise recycled wastewater for agricultural, urban and other purposes.
- Require best practice water sensitive urban design and improvements in drainage in all new developments.

Objective 3

To minimise the impact of shallow groundwater conditions and salinity on the built and natural environment, including both native vegetation and agricultural land, and to ensure that development does not contribute to increasing the risk or extent of salinity.

Strategies

- Ensure any development in an identified shallow ground water or potential salinity risk area is subject to a risk assessment which identifies appropriate mitigation measures.
- Discourage development that will be at risk from salinity or that will potentially increase the risk or extent of impacts from salinity.

Objective 4

To recognise areas within the municipality that are liable to flooding and inundation and to minimise potential risk to life, property and the environment.

Strategies

- Minimise development on land liable to flooding and inundation, and where development is permitted, ensure that the siting of buildings and works takes into account the potential depth of flooding, the route of major floodways, and the impact on the operation of the waterway system.

Implementation**Further strategic work**

- Identify land that is at risk from land-slip and investigate the application of an appropriate environmental overlay.
- Identify land that is at risk from salinity and investigate the application of an appropriate environmental overlay.

Reference documents

Land Capability Study of the Cardinia Shire, 1997

Salinity - Land Capability Study 2004 (Cardinia Shire)

Planning Decision Support Framework for Salinity, 2005 (Cardinia Shire)

Domestic Wastewater Management Plan, 2007 (Cardinia Shire)

Cardinia Shire Integrated Water Management Plan 2015-2025, September 2015

Cardinia Shire Waste and Resource Recovery Strategy 2017-2026, December 2017

Cardinia Shire Sustainable Environment Policy 2018-2028, June 2018

Yarra Valley Future Water: Water Plan 2013/14 to 2017/18, October 2012

CARDINIA PLANNING SCHEME

South East Water: 2013-2018 Water Plan

Port Phillip & Western Port Regional Catchment Strategy - www.ppwrcs.vic.gov.au,

Summary of the Regional Catchment Strategy for the Port Phillip & Western Port region, August 2015

State Environment Protection Policy (Waters), October 2018

21.02-2

Proposed C250card

Landscape**Overview**

The diverse landscapes within the Cardinia Shire are one of the municipality's strongest attributes. Five areas within the Cardinia Shire have been recognised as significant landscapes by the National Trust. These are the Western Port Coast, Heath Hill, Cockatoo Creek, Puffing Billy Corridor and Menzies Creek Valley.

Key issues

- Protecting significant landscapes, including the protection of the specific features of each landscape.
- Recognising that the landscape is an important element in the sustainable development of tourism in the municipality.
- Acknowledging that ridgelines are particularly vulnerable to inappropriate development.
- Recognising the pressures to develop land in locations of high scenic value.

Objective

To recognise and protect the diverse landscape and areas of significant landscape value.

Strategies**Landscape values**

- Protect significant landscapes recognised by the National Trust including the Western Port Coast, Heath Hill, Cockatoo Creek and Menzies Creek Valley from development that is inconsistent with the landscape values and built form of the surrounds.
- Protect the scenic corridor of the Puffing Billy Tourist Railway from extensive native vegetation removal and development that is inconsistent with the landscape values of the existing corridor.
- Recognise the value of the landscape to the community and as a competitive strength for the sustained development of tourism in the municipality.
- Ensure that development in the urban growth area does not intrude or adversely impact on the landscape values of the area north of the Princes Highway and maintains significant vistas.
- Recognise the landscape values associated with rural land including areas south of the Princes Highway.
- Recognise the contribution of drains and bridges to the character of the rural landscape.
- Protect exotic vegetation if it is of heritage, cultural or economic value, or contributes to the character of an area.
- Minimise the fragmentation of land and removal of vegetation in areas of high landscape value.

Design and built form

CARDINIA PLANNING SCHEME

- Require the use of building materials and colours which are in context with the surrounding environment in areas of landscape significance and in rural residential and rural living areas.
- Ensure the sensitive siting of buildings and other structures having regard to the protection of prominent ridgelines, significant views and areas of remnant vegetation.

Implementation**Application of zones and overlays**

- Applying a Significant Landscape Overlay to protect the significant landscapes of the Koo Wee Rup Swamp area recognised by the National Trust and progressively over other identified significant landscapes and ridgelines.
- Applying an Environmental Significance Overlay over the northern hills area and other sites of significance to protect landscape and environmental values.
- Applying a Vegetation Protection Overlay to hills areas where vegetation is a significant factor in the landscape character.

Further strategic work

- Identify significant landscapes of the Koo Wee Rup Swamp area other than those recognised by the National Trust.
- Development of a policy for replacement planting ratios for the removal of vegetation in an Environmental Significance Overlay, Significant Landscape Overlay and Vegetation Protection Overlay.
- Prepare local policies to address the siting and design of horticultural structures, and the siting and design of large sheds in rural areas, and investigate whether a single policy can address both issues.
- Undertake a cultural landscape assessment of the Cardinia Western Port Green Wedge to consider the cultural landscape significance of the former Dalmore and Koo Wee Rup swamp environs and the Western Port coastline, including consideration of Indigenous history, the drainage of the swamp, former railway lines and the Soldier Settlement period.

Reference documents

Cardinia Shire Sustainable Environment Policy 2018-2028, June 2018

Puffing Billy Corridor Landscape Evaluation Study (1992)

21.02-3

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Proposed C250card

Biodiversity**Overview**

Cardinia Shire contains a diverse environment with a wide range of native flora and fauna habitats. The municipality is known to contain State and Nationally significant rare and threatened species including the Southern Brown Bandicoot, Growling Grass Frog, Swamp Skink, Masked Owl, Helmeted Honeyeater, Powerful Owl, Emerald Star Bush, Matted Flax-Lily and indigenous grasslands, dwarf galaxias and Australian grayling.

The decline and fragmentation of habitats resulting in the loss of biodiversity is a key issue. Over 75% of the native vegetation in Cardinia Shire has been cleared leaving those areas of remnant vegetation of particular significance and value in terms of maintaining biodiversity within the Municipality.

Cardinia Shire forms part of the UNESCO Mornington Peninsula and Westernport Biosphere Reserve, protection of this biosphere relies on good environmental management of the catchment of which Cardinia shire is a key part.

CARDINIA PLANNING SCHEME**Key issues**

- Recognising that native vegetation provides habitat for key fauna species and provides for diverse flora species throughout the municipality.
- Maintaining biodiversity especially in areas of significance.
- Maintaining and re-establishing wildlife corridors.
- Recognising that soil erosion occurs on steep land where there are dispersible soils and in areas prone to landslips as a result of native vegetation removal.
- Controlling the spread and extent of pest plants and animal within the municipality.

Objective 1

To achieve no net loss in the quantity and quality of native vegetation in the municipality.

Strategies

Encourage the retention and re-establishment of native vegetation to protect areas of habitat and landscape value, minimise erosion, reduce sediment entering waterways and Western Port, reduce the potential for flooding on the Koo Wee Rup Swamp, and to reduce the potential for salinity.

- Protect areas of significant remnant vegetation (particularly endangered and vulnerable Ecological Vegetation Classes) as shown on the mapped Ecological Vegetation Classes provided by the Department of Environment, Land, Water and Planning.
- Ensure that the siting of buildings and works avoids and minimises the removal or fragmentation of native vegetation, especially in areas of biodiversity significance, and where appropriate, building envelopes should be approved as part of subdivision plans to minimise the removal of vegetation.
- Require the replanting of indigenous vegetation where earthworks have been undertaken, particularly on steeply sloping land, on land subject to erosion, or in close proximity to a watercourse to manage and reduce sediment generation

Objective 2

To maintain and enhance the diversity of indigenous habitats and species.

Strategies**Areas of biodiversity significance**

- Avoid the fragmentation of land in areas of biodiversity significance and create new habitat corridors/biolinks.
- Encourage or, if appropriate, require landowners to undertake steps to conserve and enhance sites of biodiversity significance through a Conservation Covenant, or agreements under Section 173 of the Planning and Environment Act 1987.
- Protect and enhance biodiversity within natural waterways and man-made drains and dams through subdivision design, development design and appropriate management.
- Protect and enhance the environmental and landscape values of the land including habitat of botanical and zoological significance.
- Ensure the identification, protection and linking of important biodiversity areas within the growth area through Precinct Structure Plans including the provision of Native Vegetation Precinct Plans and Biodiversity Management Plans where required.

Threatened species

- Protect and enhance the habitat of threatened flora and fauna species, including the growling grass frog and southern brown bandicoot.

CARDINIA PLANNING SCHEME**Objective 3**

To reduce the spread and extent of pest plants and animals.

Strategies

- Encourage land management practices which control and remove noxious and environmental weeds.

Implementation**Application of zones and overlays**

- Applying a Rural Conservation Zone or a Public Conservation and Resource Zone in areas of high biodiversity value.

Further strategic work

- Developing Native Vegetation Precinct Structure Plans and Biodiversity Management Plans in the Urban Growth Area.
- Identifying and mapping areas of endangered flora and fauna such as Growling Grass Frog and Southern Brown Bandicoot for inclusion in the Environmental Significance Overlay or Vegetation Protection Overlay.

Reference documents

Pest Plant Management Strategy 2012-2017

*Targeted Survey and Conservation Management Plan for the Growling Grass Frog *Litoria reniformis*: Pakenham Urban Growth Corridor, Ecology Partners, 2006*

Southern Brown Bandicoot Strategic Management Plan for the former Koo Wee Rup Swamp Area, Ecology Australia, 2009

21.02-4

Proposed C250card

Bushfire management**Overview**

Areas within the Cardinia Shire, particularly north of the Princes Highway, are prone to bushfires due to the topography and vegetation cover. During the Ash Wednesday fires of 1983, there was a significant loss of life and property in the Upper Beaconsfield and Cockatoo areas.

Bushfire risk is the product of a number of factors including fuel levels, slope, climatic conditions, population and the degree of preparation of individual property owners to cope with a fire. Other factors such as the accessibility of land to fire fighting vehicles and the availability of water will affect the risk levels for individual properties.

Key issues

- Recognising that climate change will increase the risk from bushfires.
- Prioritising human life over all other policy considerations.
- Directing new development to low risk locations.
- Where new development is permitted in high risk areas, safe access is provided.
- Ensuring that any further strategic work has regard to the significant bushfire risk faced by many parts of the Shire, including the development of township strategies and structure plans.
- Ensuring that any development in bushfire risk areas can implement bushfire protection without unacceptable biodiversity impacts.

CARDINIA PLANNING SCHEME**Objective**

To recognise that areas in the municipality are prone to bushfire and to minimise the potential risk to life, property and the environment.

Strategies**Subdivision**

- Ensure that the siting and design of subdivisions has fully considered the impact of existing slope, aspect and vegetation in terms of risks of bushfire, particularly with regard to the location of building envelopes.

Siting and design

- Ensure that the siting and design of houses and other accommodation in high risk bushfire areas minimises the potential risk of loss of life or property from wildfire, particularly in terms of the existing slope, aspect and vegetation.
- Ensure all development has appropriately designed access for emergency vehicles.
- Ensure development provides adequate access to water.
- Encourage the use of roads as a buffer between housing and bushland.

Fuel reduction

- Encourage the use of controlled burning to reduce ground fuel levels and to help maintain healthy and diverse forests and woodlands consistent with the Ecological Vegetation Class (EVC).
- Support the implementation of the *Cardinia Municipal Fire Prevention Plan, 2016* and *Cardinia Municipal Wildfire Preparedness Plan 2005*.

Reference documents

Cardinia Municipal Fire Prevention Plan, 2016

Cardinia Municipal Wildfire Preparedness Plan, 2005

21.02-5

Proposed C250card

Open space**Overview**

Cardinia Shire has a significant amount of regional open space, including Aura Vale Lake Park at Cardinia Reservoir, Gembrook Regional Park, Bunyip State Park, and Emerald Lake Park. In addition, regional parklands are proposed along the Cardinia Creek for the protection of the environmental values of the corridor and the provision of a regional passive recreation resource in recognition of the projected population growth in the Casey-Cardinia Growth Area.

There are also other significant waterways and streams throughout the Municipality that provide passive open space linkages. The *Pedestrian and Bicycle Strategy, August 2017* identifies primary, secondary and township path and trails network providing and improving access to key community and recreation facilities.

Key issues

- Providing open space to produce an attractive urban environment with a clear sense of place and identity and building a cohesive community.
- Providing active, passive and environmental open space, including varied play spaces, within the Urban Established Areas, Urban Growth Area, and townships to meet the needs of current and future communities and to protect environmental values.
- Developing open space linkages.
- Providing off road tracks and trails for walking and cycling.

CARDINIA PLANNING SCHEME

- Developing and maintaining appropriate infrastructure for recreational horse riding.
- Providing for greater connectivity and amenity that encourages physical activity (including walking and cycling) throughout the Shire.

Objective 1

- To ensure that land is provided and developed for a range of open space functions to meet community needs for active and passive open space (including linkages) and for the protection of the environment.

Strategies**Open space contributions**

- Ensure adequate active and passive open space is provided for communities and ensure that this is not constrained by environmental, drainage or other constraints.
- A minimum public open space contribution of 8% of the land to be subdivided must be provided as part of the subdivision of land for urban residential purposes.
- An 8% public open space contribution shall comprise land unencumbered by other constraints (eg: land required by Melbourne Water for drainage purposes, land within service easements) to allow its full use for recreation purposes.
- Any encumbered public open space should be provided in addition to the 8% public open space contribution for recreation purposes.

Location and design

- Balance the recreational, environmental and bushfire management objectives of open space reserves.
- Recognise the importance of open space in contributing to an attractive urban environment with a clear sense of place and identity.
- Co-locate community and recreational facilities and encourage joint management of these facilities.
- Provide play spaces within open space in accordance with *Cardinia Shire Play Space Strategy, 2014*.
- Discourage the fragmentation of open space within new developments and subdivisions.
- Ensure that the design of open space is functional having regard to its intended use, minimises maintenance and ensures community and personal safety.
- Support the ongoing development of recreation reserves in the rural townships in the municipality as an important focus of recreational activities for the community.
- Support the progressive development of the Cardinia Creek Regional Parklands as a regional passive recreation resource and for the protection of the creek environs as outlined in the *Cardinia Creek Parklands Future Direction Plan, 2002*.
- Recognise open space of high environmental value (e.g. Chambers Reserve, Mt Cannibal, and creek reserves) and ensure that the management of such open space protects and enhances the environmental values of the land.
- Develop open space corridors along major waterways which can be used for passive open space to improve water quality and act as wildlife corridors.
- Develop and maintain a network of off-road pedestrian, bicycle and equestrian trails within the municipality.

CARDINIA PLANNING SCHEME**Objective 2**

To provide open space which allows people to choose to be active in an environment that is convenient safe and pleasant.

Strategies

- Ensure the location of open space is planned to allow residents to maximise opportunities to undertake physical activity.
- Ensure that open space is well connected to encourage physical activity.

Implementation**Application of zones and overlays**

- Applying the Infrastructure Contributions Overlay (ICO), or Development Contributions Plan Overlay (DCPO), as appropriate, in areas within the Urban Growth Area and the Urban Established Area, to fund the acquisition and development of district open space and linear open space along major waterways.

Further strategic work

- Develop a policy for the provisions of open space in commercial and industrial areas for inclusion in the schedule to Clause 53.01 seeking a contribution rate of 2%.
- Finalise the draft Developer Landscape Guidelines and implement appropriate planning policy.

Reference documents

Equestrian Strategy (2001)

Cardinia Creek Parkland Future Direction Plan, Parks Victoria, 2002

Recreation Open Space Strategy 2000

Cardinia Growth Corridor Sports Strategy (2005)

Any listed at Clause 11.04 (Open space) of the State Planning Policy Framework

Healthy by Design (January 2017)

21.02-6

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Proposed C250card

Post-contact heritage**Overview**

The rich and diverse cultural heritage of Cardinia Shire illustrates the historic use, development and occupation of the land. This history is demonstrated by a wide range of heritage places that include buildings and structures, monuments, trees, landscapes and archaeological sites. These places give Cardinia a sense of historic continuity as well as demonstrating the economic, social and political circumstances of the time.

Key issues

- Protecting recognised sites and precincts of heritage significance with State, Regional and Local Significance.
- Defining the extent of heritage places to be included in a Heritage Overlay.
- Recognising and protecting significant trees.

Objective

To provide for the protection and appropriate management of sites of heritage significance.

Strategies

- Protect sites of State, regional and local heritage significance.

CARDINIA PLANNING SCHEME

- Promote the conservation of sites of local heritage interest.
- Encourage and support the reuse of existing heritage places for appropriate land uses, including, where appropriate, prohibited uses if that use will assist in the preservation of the heritage site
- Give consideration to the heritage context of sites which adjoin sites of heritage significance.
- Recognise the significance of heritage buildings and sites in contributing to the character of townships within the municipality.
- Recognise and protect the cultural significance of war memorials and avenues of honour in the municipality.
- Recognise and protect the cultural significance of the Western Port Green Wedge, particularly the significance of the former Dalmore and Koo Wee Rup swamp environs and the Western Port coastline.

Implementation**Further strategic work**

- Investigate development and implementation of a Heritage Policy to assist with assessment of proposals for heritage properties and adjoining properties that addresses a range of issues including subdivision, demolition, redevelopment and urban design.

Reference documents

Cardinia Shire (North) Heritage Study – Volume 1 Heritage Program (1996)

Cardinia Shire (North) Heritage Study – Volume 2 Environmental History (1996)

Cardinia Shire (North) Heritage Study – Volume 3 Heritage Places (1996)

Cardinia Shire (Emerald & Cranbourne Districts) Heritage Study – Volume 1 Environmental History (1998)

Cardinia Shire (Emerald & Cranbourne Districts) Heritage Study – Volume 2 Heritage Places (1998)

Cardinia Local Heritage Study Review – Volume 1: Executive Summary (May 2013) (Sept 2015)

Cardinia Local Heritage Study Review – Volume 2: Key Findings & Recommendations (May 2013) (Sept 2015)

Cardinia Local Heritage Study Review – Volume 3: Heritage Place and Precinct Citations - Revised September 2017

The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Heritage Significance (2013)

Old Emerald Bakehouse – 1 Kilvington Drive (rear), Emerald (December 2012)

Cardinia Shire Council Significant Tree Study (May 2009)

21.02-7

Proposed C250card

Aboriginal cultural heritage**Overview**

The Cardinia Shire Council acknowledges that the municipality contains Aboriginal heritage sites and places of cultural significance, some of which have been identified and formally recorded but many which have not. All Aboriginal heritage sites, whether formally registered or not, are protected under the *Aboriginal Heritage Act 2006*. Aboriginal heritage sites and places are highly valued by traditional and contemporary Aboriginal groups and should also be valued by the broader Australian community. The Cardinia Shire Council seeks to promote best heritage practices by ensuring heritage sites and places are preserved for current and future generations.

CARDINIA PLANNING SCHEME**Key issue**

- Identifying and protecting sites of significant Aboriginal heritage.

Objective

To provide for the protection and management of significant Aboriginal heritage sites, material culture, and places of historical and spiritual significance to relevant contemporary Aboriginal people.

Strategies**Consultation**

- Work in partnership with Registered Aboriginal Party/s and any other relevant stakeholders to manage and protect indigenous cultural heritage values
- Develop a process of consultation with Registered Aboriginal Party/s which will allow them to have input into development decisions at a strategic planning level.

Conservation sites

- Use public open space or linked corridors of public open space, within and between development areas, where possible, to conserve Aboriginal heritage sites, taking into account and balancing other community and environmental needs.

Reference documents

Shire of Cardinia Urban Growth Corridor Aboriginal Heritage Study (2004)

21.02-8

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Resource conservation

Conserving, reducing and effectively managing the resources we use are essential to achieving ecological sustainable development. The use of fossil fuels, particularly in electricity generation and transport has been the major source of greenhouse gas emissions resulting in climate change. The community needs to respond to climate change through strategies to reduce greenhouse gas emissions and the implementation of adaptation strategies to reduce vulnerability to projected future impacts of climate change. Three key areas for reducing the impact on the environment within the municipality are air, water and general waste.

Key issues

- Minimising greenhouse gas emissions and developing greenhouse adaptation strategies.
- Reducing water consumption and improving water quality.
- Reducing waste generation and minimising waste going to land fill.
- Recognising the need to reduce and divert food waste from landfill and reuse water to grow food.

Objective

To develop and promote more environmentally sustainable ways of living and working, including greenhouse gas emission reductions.

Strategies**General**

- Support the implementation of key regional activities identified through Western Port Greenhouse Alliance to reduce greenhouse gas emissions.

Reduction of greenhouse gas emissions

CARDINIA PLANNING SCHEME

- Encourage developments that are based around public transport and alternative forms of transport including walking and cycling.
- Promote sustainable communities through appropriate urban design that encourages alternate forms of transport to reduce energy consumption.

Reduction in water consumption

- Ensure water sensitive urban design principles for all developments and subdivisions including the use of the third pipe recycled water systems and the use of water tanks where appropriate.
- Encourage the use of recycled or alternative water in the construction of roads in all subdivision and in other works and ongoing maintenance activities, where this water is available.

Design and construction

- Encourage the use of environmentally sustainable construction materials and techniques.
- Encourage development that incorporates sustainable building design including design that promotes the health and well being of occupants.
- Encourage the inclusion of, or provision for, sustainable technology in the design of new buildings.
- Provide and preserve landscaping that enhances amenity and maintains ecosystems.

Implementation**Further strategic work**

- The development of local sustainable buildings guidelines.

Reference documents

Sustainable Development and Greenhouse Reduction Strategy – Cardinia Local Action Plan 2006

Sustainable Water Use Plan (2006)

Cardinia Shire Council Stormwater Management Plan (2002)

CARDINIA PLANNING SCHEME

21.03 SETTLEMENT AND HOUSING

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Proposed C250card

21.03-1 Housing

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Overview

Housing within the Cardinia Shire is currently dominated by detached dwellings in both urban and rural areas. The urban area includes the Urban Established Area and the Urban Growth Area, while the rural area comprises Townships and rural-residential development.

The urban area in the Cardinia Shire will continue to attract predominantly young families into the foreseeable future. However, as the housing market progressively matures and the needs of households change there will be increasing demand for more diverse forms of housing.

Key issues

- Providing for a diversity of housing types and densities, including increased housing density around activity centres.
- Balancing diversity of housing choices in rural townships while ensuring consistency with the character of the township.
- Recognising the need for affordability and availability of housing choice for different income levels in both the rental and purchaser markets.
- Recognising the demand for specialist design housing including housing for the aged, people with a disability or mobility issues.
- Identifying the demand for social and community housing.
- Providing opportunity for development of 'Affordable Housing'.

Objective 1

To encourage a diversity in housing to meet the needs of existing and future residents.

Strategies

- Ensure that future housing growth is effectively managed to maintain and enhance the qualities of the municipality.
- Encourage a range of lot sizes and housing types in new developments that satisfy the needs and aspirations of the community.
- Encourage an increase in densities that has a high standard of urban design, timely provision of infrastructure and is consistent with the existing and/or preferred neighbourhood character.
- Encourage medium density housing to be located within or at the interface of activity centres and overlooking local and linear open space.
- Ensure residential development and subdivisions are designed to be responsive to existing urban character.
- Ensure that new development is located within a safe, attractive and well planned environment that allows residents to maximise opportunities to undertake physical activity.

Objective 2

To encourage the provision of housing to cater for groups within the community with specific housing requirements.

Strategies

- Encourage the development of a diverse, flexible, adaptable range of housing types and tenures.

CARDINIA PLANNING SCHEME

- Encourage the establishment of social and community housing in townships and areas within the urban growth boundary with good access to public transport and services.
- Encourage and facilitate the development of ‘Affordable Housing’ as set out in the *Planning and Environment Act 1987*, in townships and within the urban growth boundary with good access to public transport and services.
- Encourage the development of appropriately located and designed accommodation for the aged including options for ageing in place.
- Encourage development that supports adaptive housing, in appropriate locations.

Implementation

The strategies in relation to housing will be implemented through the planning scheme by:

Use of policy and exercise of discretion

- When assessing new developments and residential subdivisions use the Healthy by Design (January 2017) checklist, as appropriate.

Application of zones and overlays

- Applying the Comprehensive Development Zone to substantial development sites with a mix of uses.
- Applying the Low Density Residential Zone to land located within the urban growth boundary, and within townships where bushfire exposure is not higher than 12.5 kw/sqm and development can be adequately serviced.

Further strategic work

- Progressively rezoning land for residential purposes in accordance with township strategies.
- Reviewing the application of the Comprehensive Development Zone and rezoning to standard zones when development is complete.
- Further develop the draft Childcare Centre Policy as a local policy to also include all non-residential uses in residential areas.

Reference documents

Casey-Cardinia Growth Area Framework Plan, 2006

Southern Regional Housing Statement, Southern Regional Housing Working Group, April 2006

Housing Strategy 2013 – 2018, Strategic Action Plan, December 2013

Healthy by Design, January 2017, (Cardinia Shire)

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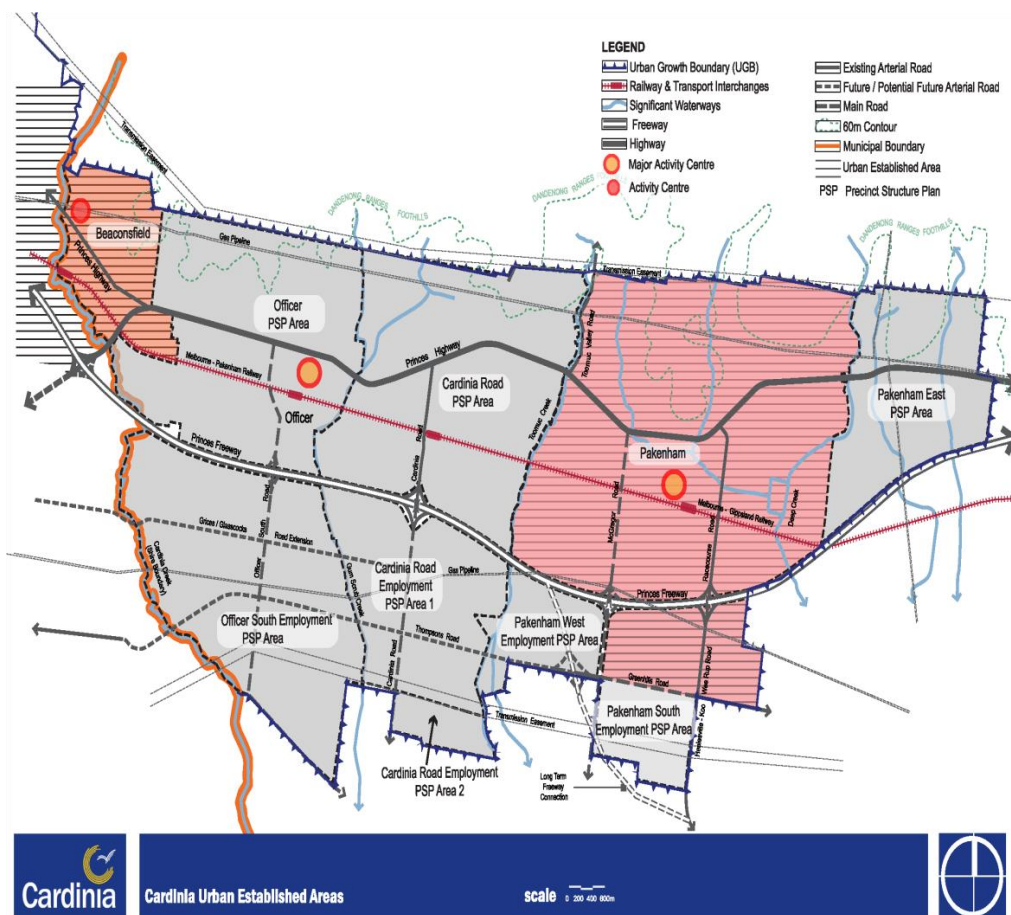
Urban Established Area - Beaconsfield and Pakenham

Part of the Cardinia Shire, between Beaconsfield and Pakenham East, is located within the Casey-Cardinia Growth Area for metropolitan Melbourne, and has been recognised as part of a metropolitan growth corridor since 1971.

The Cardinia Shire urban area is divided into ten precincts. The Beaconsfield and Pakenham precincts represent the Urban Established Area of the Shire, as shown in figure 3.

CARDINIA PLANNING SCHEME

Figure 3: Cardinia Urban Established Area



Key issues

Key elements of the Urban Established Area includes:

- Land for residential purposes in Beaconsfield, and generally north of the Princes Freeway in Pakenham.
- Land for employment purposes in Beaconsfield Activity Centre, and in Pakenham Major Activity Centre land north of Greenhills Road.
- A Major Activity Centre at Pakenham.
- A Large Neighbourhood Activity Centre at Beaconsfield.
- Open space corridors along Toomuc Creek and Deep Creek.
- An arterial road network including the Princes Freeway (Pakenham Bypass), Princes Highway, Beaconsfield-Emerald Road, McGregor Road, Greenhills Road, Healesville-Koo Wee Rup Road, and Racecourse Road.
- A principal public transport network comprising railway stations at Beaconsfield and Pakenham along the Gippsland Railway Line, and a regional bus route along the Princes Highway to the Pakenham Town Centre.

Key principles for development include:

- To coordinate the appropriate staging and development of land.
- To ensure greater diversity of housing types and size.

CARDINIA PLANNING SCHEME

- To increase ‘Affordable Housing’ for very low, low and moderate income households.
- To attract commercial investment and create diverse employment opportunities.
- To create vibrant well serviced activity centres.
- To provide sustainable transport networks.
- To ensure that urban areas are well serviced by utility infrastructure.
- To deliver accessible community facilities and infrastructure.
- To deliver arts and cultural facilities.
- To create multi use, linked open space networks.
- To increase environmental sustainability.
- To achieve good urban design outcomes with a strong urban character.
- To ensure the development of new infrastructure supports and encourages an active lifestyle.

Objective

To create a functional, attractive, safe and sustainable urban environment for the existing and future community of the Urban Established Area.

Strategies

- Provide for the development in the Urban Established Area in accordance with approved Development Plans, Structure Plans, Urban Design Frameworks, and Incorporated Provisions.
- Provide for Infrastructure Contributions or Development Contributions, as appropriate, to fund physical and community infrastructure associated with urban development.
- Protect areas of future urban development from inappropriate subdivision and development that limits the future orderly and efficient development of the land for urban purposes.
- Provide a distinct character and identity for urban areas through retention of existing vegetation, respect for topography, appropriate streetscaping and provision of adequate open space.

Implementation

The strategies in relation to the Urban Established Areas will be implemented through the planning scheme by:

Use of policy and exercise of discretion

- When deciding on applications for use and development within the Urban Established Areas, considering, as appropriate:
 - *Healthy by Design checklist, 2017.*

Application of zones and overlays

- Applying the Comprehensive Development Zone to substantial redevelopment sites with a mix of uses.
- Applying the Development Contributions Plan Overlay (DCPO), as appropriate, to areas with approved Infrastructure Contributions Plans or Development Contributions Plans to facilitate timely provision of infrastructure.

Further strategic work

- Implement the actions identified in the Pakenham Structure Plan.
- Investigate a policy or development plan to appropriately manage subdivision, infrastructure provision, and development within Ryan Road area in Pakenham.

CARDINIA PLANNING SCHEME

Reference documents

- Casey-Cardinia Growth Area Framework Plan, 2006*
- Housing Strategy 2013 – 2018, Strategic Action Plan, December 2013*
- Healthy by Design, January 2017 (Cardinia Shire)*
- Beaconsfield Structure Plan, December 2013*
- Pakenham Township Development Contributions Plan, September 1997 (Amended June 2017).*
- Pakenham Structure Plan, March 2017*
- Former Pakenham Racecourse Comprehensive Development Plan, February 2010*
- Arts and Cultural Facilities Feasibility Study, June 2015 (Cardinia Shire)*

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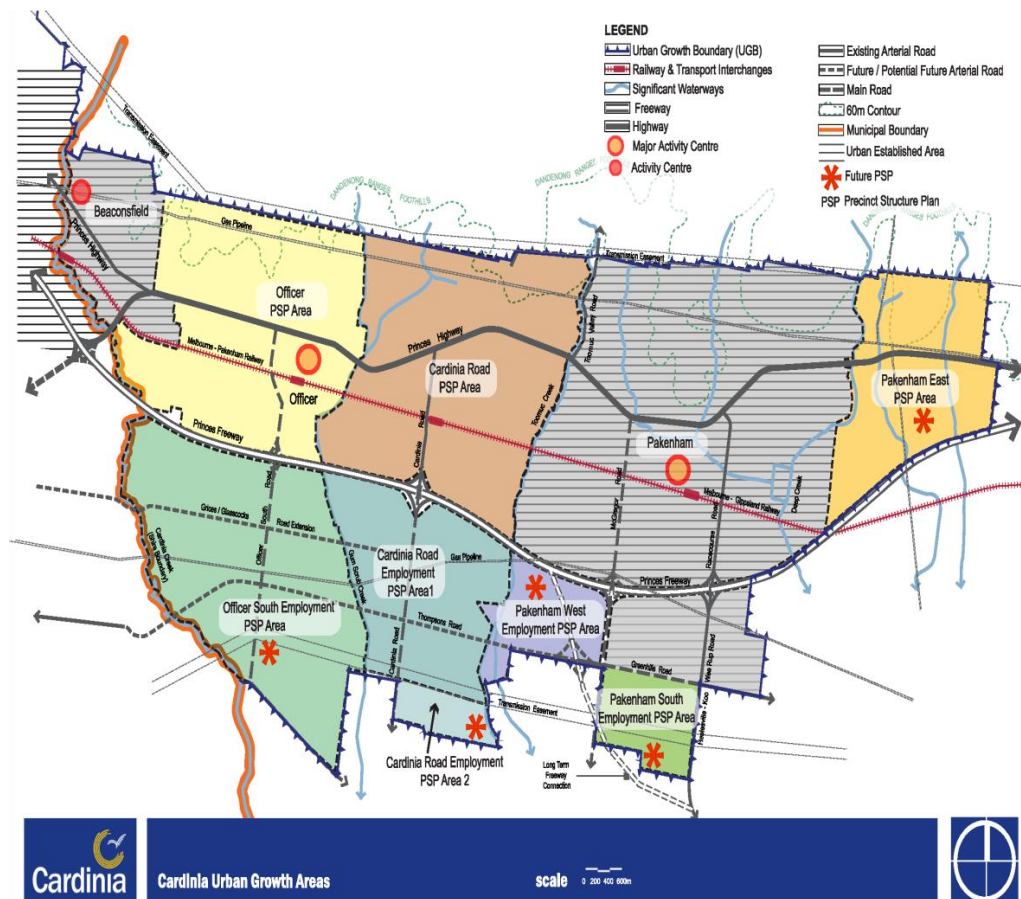
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Urban Growth Area

Overview

Within the Cardinia urban area, there are eight precincts that make up the Urban Growth Area of the Shire as shown in Figure 2.

Figure 2: Cardinia Urban Growth Area



Key issues

Key elements of the Casey-Cardinia Growth Area Framework Plan, 2006 in relation to the Cardinia Urban Growth Area include:

CARDINIA PLANNING SCHEME

- An urban growth boundary generally defined by the electricity transmission line easement to the north, Mount Ararat North Road and Mount Ararat South Road to the east, and generally the electricity transmission line easement and Koo Wee Rup Flood Protection District to the south.
- Land for urban residential purposes north of the Princes Freeway (Pakenham Bypass).
- A major employment corridor (Pakenham-Officer State-significant Industrial Precinct) of approximately 2,500 hectares south of the Princes Freeway (Pakenham Bypass).
- A Major Activity Centre at Officer.
- Large Neighbourhood Activity Centres at [Lakeside Square](#) ~~Cardinia Road~~ and Lakeside Boulevard.
- Open space corridors along Cardinia Creek, Gum Scrub Creek, Toomuc Creek and Deep Creek, including regional parklands associated with Cardinia Creek.
- An arterial road network including the Pakenham Bypass (Princes Freeway), Princes Highway, Thompson Road to Greenhills Road connection, Beaconsfield Emerald Road, O'Sheas Road connection, Officer South Road, Cardinia Road, Pakenham Road, McGregor Road and Koo Wee Rup Road.
- A principal public transport network comprising railway stations at Beaconsfield, Officer, Cardinia Road and Pakenham along the Gippsland Railway Line, and a regional bus route along the Princes Highway to the Pakenham Town Centre.

Key principles for the development of precincts include:

- To coordinate the appropriate staging and development of land.
- To ensure greater housing choice, diversity and affordability.
- To increase 'Affordable Housing' for very low, low and moderate income households.
- To attract commercial investment and create diverse employment opportunities.
- To create vibrant well serviced activity centres.
- To provide sustainable transport networks.
- To ensure that urban areas are well serviced by utility infrastructure.
- To deliver accessible community facilities and infrastructure.
- To deliver arts and cultural facilities.
- To create multi use, linked open space networks.
- To increase environmental sustainability.
- To achieve good urban design outcomes with a strong urban character.
- To ensure the development of new infrastructure supports and encourages an active lifestyle.

Objectives

To create a functional, attractive, safe and sustainable urban environment for the existing and future community of the Urban Growth Area.

To provide for development of Precinct Structure Plans in accordance with the South East Growth Corridor Plan.

Strategies

- Provide for the staging of development in the Urban Growth Area in accordance with the following table:

CARDINIA PLANNING SCHEME

Location	Staging
Cardinia Road Precinct Structure Plan	Short to medium term
Officer Precinct Structure Plan	Short to medium term
Pakenham East Precinct Structure Plan	Medium term
Pakenham South Employment Precinct Structure Plan	Short to medium term
Pakenham West Employment Precinct Structure Plan	Long term
Cardinia Road Employment Precinct Structure Plan Area 1	Short to medium term
Officer South Employment Precinct Structure Plan	Medium to long term
Cardinia Road Employment Precinct Structure Plan Area 2	Review the option of potential development in this area in the long term

(Base year 2018: short term – 0 to 5 years, medium term – 5 to 15 years, long term - 15 years +)

- Provide for development in the Urban Growth Area in accordance with approved Precinct Structure Plans.
- Provide for infrastructure contributions or development contributions, as appropriate, to fund physical and community infrastructure associated with urban development.
- Protect areas of future urban development from inappropriate subdivision and development that limits the future orderly and efficient development of the land for urban purposes.
- Provide a distinct character and identity for urban areas through retention of existing vegetation, respect for topography, appropriate streetscaping and provision of adequate open space.

Application of zones and overlays

- Applying the Infrastructure Contributions Overlay (ICO), or Development Contributions Plan Overlay (DCPO), as appropriate, to areas with approved Infrastructure Contributions Plans or Development Contributions Plans to facilitate timely provision of infrastructure.
- Applying the Comprehensive Development Zone to substantial redevelopment sites with a mix of uses.

Further strategic work

- Progressively prepare detailed Precinct Structure Plans, Activity Centre Structure Plans and Infrastructure Contribution Plans for precincts within the Urban Growth Area.

Reference documents

Casey-Cardinia Growth Area Framework Plan, 2006

Cardinia Road Precinct Structure Plan, September 2008

Cardinia Road Precinct Development Contributions Plan, September 2008 (Revision 1.4 2017).

Cardinia Road Employment Precinct Structure Plan, September 2010

Officer Precinct Structure Plan, September 2011

Officer Development Contributions Plan, 2011 (Amended June 2017)

Pakenham West Comprehensive Development Plan, 1 September 2005

Housing Strategy Strategic Action Plan 2013-2018

CARDINIA PLANNING SCHEME

Arts and Cultural Facilities Feasibility Study, 2015

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Rural townships

The Cardinia Shire covers an area of 1,280 square kilometres with the pattern of settlement primarily focused in the Urban Established Area, Urban Growth Area and townships ranging from large rural townships to rural localities as shown in the table below.

Large rural townships	Small rural townships	Rural localities
Emerald	Avonsleigh	Tynong North
Gembrook	Clematis	Tonimbuk
Cockatoo	Bayles	Pakenham South
Upper Beaconsfield	Cardinia	Pakenham Upper
Garfield	Maryknoll	Iona
Bunyip	Tynong	Cora Lynn
Koo Wee Rup		Catani
Lang Lang		Heath Hill
Nar Nar Goon		Caldermeade
		Monomeith
		Dewhurst
		Modella
		Yannathan
		Guys Hill
		Nangana

Key issues

- Retaining and enhancing the existing rural township character.
- Setting clear limits for development for the townships.
- Acknowledging that the capacity for growth varies depending on the environmental and infrastructure capacities of each of the towns.
- Designing with regard to the surrounding unique characteristics of the townships.
- To deliver arts and cultural facilities.

Objective 1

To provide for the sustainable development of townships in the municipality having regard to environmental and servicing constraints.

Strategies

- Provide sewage treatment and stormwater management systems to minimise the impact of existing township development on the environment, and to enable development to occur in townships in accordance with strategy plans.

Objective 2

To maintain and enhance the distinct character and environmental qualities of each of the townships.

CARDINIA PLANNING SCHEME**Strategies**

- Ensure that the siting and design of new buildings and works complement the rural character of the township, and does not dominate the landscape or surrounding built form character.
- Maintain the current diverse range of lot sizes in the hills towns as an intrinsic part of their character.
- Protect the natural environment and character of the area, particularly areas of remnant vegetation in the hills townships.
- Maintain and promote the overall historic character within each township.
- Encourage new development to include works that enhance the environment including the protection of waterways and remnant vegetation, weed control and revegetation.

Objective 3

To create sustainable and functional townships that support a range of commercial, retail, community and recreational facilities and services.

Strategies

- Limit residential development, including rural residential subdivision, in the hills towns (Emerald, Gembrook, Cockatoo, Upper Beaconsfield, Clematis, Avonsleigh, and Maryknoll) unless provided for by the township strategies or the development results in significant environmental or community benefits.
- Recognise Emerald in the northern part of the municipality and Koo Wee Rup in the southern part of the municipality as a focus for higher order commercial and community facilities and services.

Implementation**Use of policy and exercise of discretion**

- When assessing new developments and residential subdivisions use the *Healthy by Design checklist, January 2017*, as appropriate.

Application of zones and overlays

- Applying the Restructure Overlay to facilitate the restructuring of old and inappropriate subdivisions within rural townships.

Further strategic work

- Preparing a Design and Development Overlay to apply to land included in a Neighbourhood Residential Zone in Koo Wee Rup, Lang Lang and other townships.
- Preparing a Design and Development Overlay to apply to land included in a General Residential Zone in Garfield and Bunyip.
- In consultation with the local community, prepare a policy statement for all small rural townships that will establish a basis for future strategic planning decisions in each township.
- Preparing Township Strategies for large rural townships where one has not yet been prepared.
- Progressively undertake reviews of each Township Strategy.
- Investigate the sustainable development of towns within the green wedge, with a priority to investigate Nar Nar Goon, Tynong, Garfield and Bunyip.

Reference documents

Township Character Assessment – Garfield, Bunyip, Koo Wee Rup and Lang Lang, November 2006

Bunyip Township Strategy, September 2009.

CARDINIA PLANNING SCHEME

Cockatoo Township Strategy, March 2008.

Emerald District Strategy, June 2009.

Garfield Township Strategy, August 2002.

Koo Wee Rup Township Strategy, October 2015.

Lang Lang Township Strategy, July 2009.

Upper Beaconsfield Township Strategy, July 2009.

Healthy by Design, January 2017 (Cardinia Shire)

Arts and Cultural Facilities Feasibility Study. 2015 (Cardinia Shire)

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Rural residential and rural living development**Overview**

Rural residential development is defined as the development of single dwellings on lots of between 0.4 hectare and 2.0 hectares. Rural living is defined as residential development on lots between 2 hectares and 16 hectares. The *Land Capability Study of the Cardinia Shire, 1997* undertaken for the Cardinia Shire Council recognises that the indiscriminate development of land for small lot rural and rural residential purposes may result in extensive land and water degradation, loss of high quality agricultural land and unnecessarily high development and maintenance costs.

Key issues

- Integrating rural residential and rural living development with an urban area or township.
- Recognising that rural residential and rural living development impacts on the environmental characteristics and constraints of the area.
- Recognising the impact of rural residential and rural living development encroaching on agricultural land.

Objective 1

To recognise the demand for rural residential and rural living development, and to provide for this development where it is closely integrated with an existing township or urban area.

Strategies

- Ensure that rural residential and rural living development is appropriately located to minimise its impact on surrounding agricultural land.
- Encourage rural residential development within existing urban areas and townships.

Objective 2

To ensure development reflects a high quality of design and does not result in environmental degradation.

Strategies

- Ensure subdivisions and developments are designed to take into account the constraints of the area and limit detrimental impacts to the surrounding environment.
- Ensure that rural residential and rural living development on land affected by environmental hazards and constraints is undertaken in a manner which prevents environmental degradation and minimises any risk from hazards.

CARDINIA PLANNING SCHEME

- Ensure that any proposal for rural residential and rural living development is assessed in relation to its ability to contain all wastewater within the site.
- Ensure that proposed development will not increase and will adequately control pest plants and pest animals on site.

Implementation

Further work

- Rezoning Rural Living Zones within the Urban Growth Boundary to a residential zone.

Reference documents

Land Capability Study of the Cardinia Shire, 1997

PPN37 – Rural Residential Development, June 2015

CARDINIA PLANNING SCHEME

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ECONOMIC DEVELOPMENT

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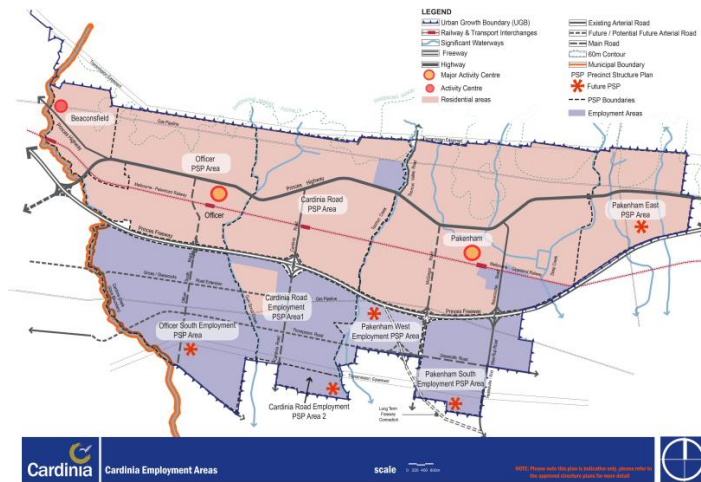
Employment

Overview

Economic development is critical to the overall well-being of the municipality, both in terms of providing employment opportunities for residents and in attracting commercial investment. The Casey-Cardinia Growth Area Framework Plan, 2006 identifies a large employment corridor of approximately 2,500 hectares to the south of the Princes Freeway (Pakenham Bypass) in Pakenham and Officer South as well as activity centres to assist in providing opportunities for local employment for the growing resident population in the area. Plan Melbourne 2050 further identifies the employment corridor as the ‘Officer-Pakenham State-significant Industrial Precinct’ that will be a major provider of employment and business opportunities for residents of Cardinia Shire and Melbourne’s south-east region.

Employment land within Cardinia Shire’s urban area is shown in Figure 1.

Figure 1: Cardinia Employment Areas



Key issues

- Recognising the need for innovation, diversification and resilience within the local economy to improve and develop employment opportunities and a strong employment base within the municipality to meet the demands of the growing population.
- Recognising the importance of emerging technology and new types of employment into the future.
- Supporting the development and enhancement of economically sustainable businesses within the municipality including within rural townships.
- Staging and timing of the release of land for employment and providing for high quality urban design to encourage investment.
- Providing infrastructure to service future employment land. Improving access to employment areas by residents.

CARDINIA PLANNING SCHEME

- Acknowledging the high level of commuting by residents for employment to areas outside the municipality.
- Improving provision and access to higher education and skills development for residents.
- Providing additional east-west linkages to connect employment precinct with Melbourne's south-east.

Objective

To develop diverse local employment opportunities to meet the needs of a growing residential population.

Strategies**Employment opportunities**

- Assist in meeting local and regional employment needs in terms of the supply, type, quality and availability of employment land by facilitating appropriate development.
- Encourage development that provides a diverse mix of employment opportunities including for 'new economy' workers and people with business, professional and management skills.
- Encourage development that provides sufficient local jobs to meet the needs of the existing and future community.
- Retain and develop businesses in rural townships to ensure access to a range of commercial services is available to local residents and to provide for local employment.
- Provide the opportunity for people to work from home where the activity undertaken does not adversely impact on the amenity of the local area.

Infrastructure

- Provide appropriate and timely infrastructure including water, sewerage, drainage, and roads to support the development of employment land.
- Ensure a timely and adequate supply of serviceable land for business and industrial activities both within urban growth area and rural townships.
- Recognise the significant industrial and employment activity areas in Dandenong, Monash and Kingston as opportunities for employment and work with government agencies to improve transport access and connections to these major employment areas.
- Improve the telecommunication capacity within the municipality through broadband and fibre optic infrastructure.

Skills and education

- Advocate for access to education and training, especially for young people.
- Support the establishment of tertiary and vocational facilities with links to the local economy.

Reference documents

Casey-Cardinia Growth Area Framework Plan, 2006

South East Growth Corridor Plan, Growth Areas Authority, 2012

Regional Economic Strategy for Melbourne's South East 2009-2030, January 2009 Cardinia Shire Council, Creating the Future, Council Plan 2018, May 2018 Cardinia Shire's Liveability Plan 2017-29, September 2017

Casey Cardinia Region Economic Development Strategy 2016-17

Cardinia Employment Lands: Stage 1 Assessment Macropplan Australia Pty Ltd, 2007 Pakenham Structure Plan, March 2017

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Agriculture**Overview**

The annual gross value of agricultural production from the Port Phillip and Western Port Region is estimated at around \$1 billion which is 15 per cent of Victoria's annual gross value of agricultural production. The average gross value of agricultural production per hectare from the Port Phillip and Western Port Region's farms is the highest of any catchment management region in Victoria and is around four times greater than the State average. The general distribution of land capability for agriculture in Cardinia Shire is shown in Figure 4.

The Koo Wee Rup Swamp area contains a peaty clay soil which is recognised as being of high quality agricultural land of State significance. This area now produces 90% of Australia's asparagus crop and approximately 50% of this production is exported annually (Casey-Cardinia Agricultural Audit).

The Gembrook area in the northern part of the municipality has also been a significant producer of potatoes historically. This area has been affected by dieldrin contamination and the Potato Cyst Nematode (PCN) which places restrictions on cattle grazing and potato distribution. The Gembrook Rural Review addressed this issue and has identified a number of actions to maintain agriculture as a viable activity in the area.

Key issues

- Maintaining and protecting high value of agricultural land within the municipality.
- Protecting productive agricultural land from incompatible uses and inappropriate development and subdivision, including non-soil based farming on lands with high soil quality.
- Accessing sustainable water supplies for agricultural activities.
- Implementing the four key areas for action towards achieving the longer-term outcomes desired for Gembrook including; attracting new industries, companies and lifestyle investors to the area; assisting potato growers to make decisions about their future; enhancing environmental and landscape values; and building local support.
- Recognising the impact of intensive farming on surrounding uses.
- Developing Green Wedge Management Plans to fulfil statutory, strategic, environmental, economic and social requirements.

Objective

To maintain agriculture as a strong and sustainable economic activity within the municipality.

Strategies**Sustainability of agricultural land**

- Protect agricultural land, particularly areas of high quality soils, from the intrusion of urban uses, inappropriate development and fragmentation which would lead to a reduction in agricultural viability, the erosion of the right of farmers to farm land, and ultimately the loss of land from agricultural production.
- Discourage boundary realignments that create the opportunity for fragmentation of agricultural land and the creation of a concentration of residential uses outside the urban growth boundary and township boundaries.
- Discourage non-rural uses such as primary and secondary schools, and places of worship from locating on land zoned green wedge and encourage these types of uses to locate within existing townships and within the green wedge land that adjoins the UGB, subject to strategic justification.
- Recognise the importance of access to locally grown food for Cardinia Shire's residents.

CARDINIA PLANNING SCHEME

- Recognise the growing demand for food, both domestically and internationally, and capitalise on opportunities to export fresh produce and processed food products.
- Encourage the establishment of value added industries to process local agricultural produce.
- Ensure the use or development, including subdivision, of agricultural land takes into consideration land capability.
- Encourage the establishment of economically and environmentally sustainable farming practices. Encourage sustainable water supply to agricultural areas including the use of recycled water.

Agricultural use

- Discourage non-soil based uses (eg: poultry farms) being located on soils which are of high agricultural quality and, recognising the economic importance of such uses, encourage their location on land with a lesser soil quality.
- Encourage the establishment of alternative and innovative agricultural activities such as herb farming or small nurseries, particularly in areas where fragmented lot sizes limit opportunities for broadacre agricultural activities.

Access

- Ensure efficient transport access to agricultural areas by heavy vehicles with particular attention to road system improvements and the structural capacity of bridges.

Amenity

- Ensure that any agricultural development proposal is appropriately located in terms of buffer distances of surrounding uses.
- Provide for the establishment of intensive agricultural activities (eg: poultry farms and green houses) in a location and manner which minimises the impact on nearby residents and the environment.
- Encourage responsible land management to minimise environmental degradation by pest plants and animals.

Implementation**Further strategic work**

- Reviewing the planning framework for Gembrook to facilitate potential investment in more intensive agricultural enterprises.
- Reviewing the appropriateness of the Rural Conservation Zone within the municipality particularly land south of South Gippsland Highway.
- Preparing Green Wedge Management plans for the Northern Ranges Green Wedge and the Southern Ranges Green Wedge in conjunction with the relevant councils and government departments.
- Develop a local policy that addresses uses in the Green Wedge Zones that are required to be in conjunction with Agriculture, Natural systems, Outdoor recreation facility, Rural industry or Winery, and sets out parameters of how these uses are to be established.
- Prepare a local policy to provide guidance on boundary realignments in green wedge areas, which also includes policy to ensure new dwellings are associated with an agricultural or horticultural use and not for a rural residential property or hobby farm.

Reference documents

Cardinia Shire Council, Creating the Future, Council Plan 2018, May 2018 Cardinia Shire's Liveability Plan 2017-29, September 2017

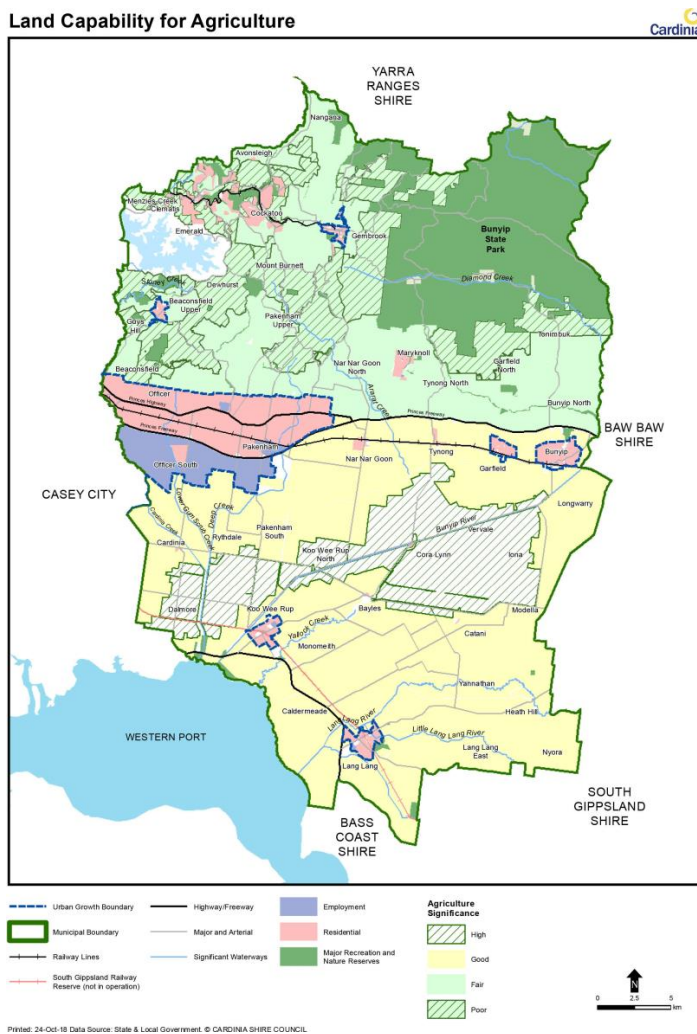
Land Capability Study for the Shire of Cardinia, 1997

CARDINIA PLANNING SCHEME

Cardinia Western Port Green Wedge Management Plan, May 2017

Casey and Cardinia Regional Agricultural Audit and Action Framework, 2004 Gembrook Rural Review – Action Plan, 2004

Figure 4: Land Capability for Agriculture



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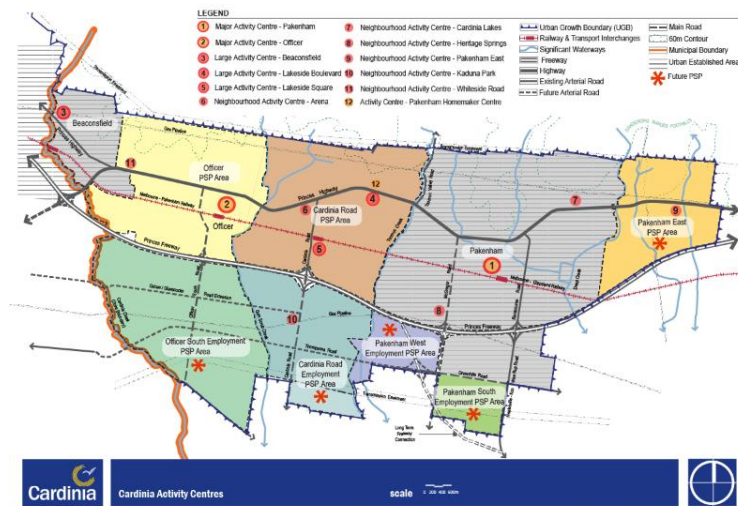
Activity centres

Overview

Activity centres provide a range of retail, commercial, entertainment and community services activities integrated with housing in a location which is highly accessible by road, public transport, foot and bicycle. Activity centres are a focus for community activity and interaction in a location with a strong sense of place and urban character.

Officer and Pakenham are designated Major Activity Centres, and Beaconsfield, Lakeside Boulevard and Lakeside Square are designated as a large Neighbourhood Activity Centre within the urban growth boundary. Emerald in the north and Koo Wee Rup in the south of the municipality are larger township activity centres and there are smaller centres dispersed throughout the municipality.

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Key issues

- Facilitating the creation and expansion of activity centres proportionate with population growth within the municipality.
- Recognising and developing the existing and future retail hierarchy of activity centres in the urban area.
- Facilitating development of retail, commercial, community, residential and entertainment activities within activity centres, to meet the needs of the existing and future community.
- Recognising the need for innovation, diversification and resilience to improve and develop employment opportunities and a strong employment base within the municipality.
- Recognising the importance of emerging technology and new types of employment into the future.
- Ensuring appropriate links between activity centres and surrounding residential communities. Controlling the orderly expansion and management of the Pakenham Activity Centre.

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- Managing the establishment of bulky goods retailing precincts.
- Developing and implementing urban design frameworks to facilitate high quality development within activity centres.

Objective

To establish a network of activity centres in the growth area creating opportunities for a range of activities including retail, commercial, community, residential and entertainment to meet the needs of the community.

Strategies**Activity centres**

- Develop structure plans for urban precincts and activity centres within the growth area with a focus on retail, commercial, community, entertainment and residential activities.
- Encourage higher order retail at Pakenham and Officer Major Activity Centres supported by high quality pedestrian access, public transport and urban design.

Design and location

- Encourage development that enhances and complements the identity of the activity centres and facilitates improved urban design outcomes.
- Optimise the provision of adequate, integrated, accessible and functional car parking as an integral part of activity centres.
- Encourage main street development as the standard form of retail development in activity centres.
- Encourage two story development along main streets of activity centres.

Bulky goods

- Facilitate the future establishment of associated commercial activities such as bulky goods retailing within the Pakenham Homemaker Precinct and facilitate its effective integration within the Lakeside activity centre.

Implementation**Application of zones and overlays**

- Applying Development Plan Overlays to areas of development to ensure appropriate development and design principles are employed.

Further strategic work

- Developing car parking precinct plans and a local schedule for car parking provision in activity centres
- Preparing Precinct Structure Plans for the urban growth area and Activity Centre Structure Plans or Urban Design Frameworks for existing and future activity centres.
- Investigating the possibility of establishing activity centres in the employment precincts to the south of Pakenham and Officer to provide employment related services and facilities.

Reference documents

Casey-Cardinia Growth Area Framework Plan, 2006

South East Growth Corridor Plan, Growth Areas Authority, 2012

Cardinia Shire Council, Creating the Future, Council Plan 2018, May 2018 Cardinia Shire's Liveability Plan 2017-29, September 2017

Beaconsfield Structure Plan, December 2013

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Beaconsfield Structure Plan Background Paper, December 2013 Woods Street (North) Urban Design Guidelines, May 2013 Cardinia Urban Growth Area – Retail Review, March 2007 Pakenham Structure Plan, March 2017

Pakenham Town Centre Urban Design Framework, 2004 Pakenham Homemaker Precinct Urban Design Framework, 2004 Pakenham Rail Station Urban Design Framework, 2005 Cockatoo Town Centre Urban Design Framework, 2007

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Industry**Overview**

The main industrial area within the municipality is established within Pakenham with smaller industrial precincts also located in Emerald, Maryknoll, Beaconsfield, Officer, Bunyip, Koo Wee Rup and Lang Lang. A number of existing industries add value to the process of agricultural production.

In the Casey-Cardinia Growth Area, 2,500 additional hectares have been set aside for employment uses, including industry and commerce. South East Industrial Business Park (located at the intersection of Bald Hill Road and Koo Wee Rup Road, Pakenham), will provide 167 hectares of industrial land to support more jobs to be created near Pakenham.

Key issues

- Enhancing the appearance and functionality of existing industrial areas and the design of future industrial development to create an attractive, functional and safe business environment.
- Providing for investment and development both for local businesses and larger industries. Facilitating the development of the Pakenham and Cardinia Road Employment Precincts.
- Facilitating linkages between industry and agricultural uses particularly in terms of transport networks.
- Locating future industry to ensure appropriate access from the transportation network.
- Recognising that future industry development will be increasingly linked to a range of knowledge-based services.
- Recognising the need for innovation, diversification and resilience to improve and develop employment opportunities and a strong employment base within the municipality.
- Recognising the importance of emerging technology and new types of employment into the future.

Objective

To develop manufacturing and service industries that provide services to local residents and businesses, support local employment and reflect a high standard of urban design.

Strategies**Subdivision**

- Encourage a range of lot sizes to meet the needs of different users, including the encouragement of larger lots for major developments on main or arterial roads.

Use

- Provide for limited retailing (restricted retail and trade supplies) in industrial areas along arterial roads provided the retailing activities do not conflict with nearby activity centres.
- Provide for office and research and development in association with industrial activities in appropriate locations.
- Encourage the establishment of industries which add value to local agricultural produce.

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- Consider the establishment of rural industries in green wedges if they are directly related, or contribute, to agricultural production.
- Encourage the establishment of service industries in townships to meet the needs of local residents and to provide for local employment.

Design

- Encourage a high standard of building design that contributes to the overall streetscape character to create an attractive working environment.
- Ensure developments provide a functional layout in terms of access, carparking and loading. Ensure that development adjacent to arterial roads provides active frontages to the road network.

Infrastructure

- Ensure appropriate vehicle, bicycle and pedestrian access and parking is provided within industrial developments.
- Ensure appropriate services are provided for industrial development.

Implementation**Future strategic work**

- Considering a local policy on Design Guidelines for Industrial Development or the application of a Design and Development Overlay to ensure appropriate development of existing and future industrial land, including the industrial land on Bald Hill Road and around Purton Road.
- Preparing structure plans for both the Pakenham West Employment Precinct and the Pakenham South Employment Precinct.
- Review the application of all industrial zones to identify land that is appropriate to rezone to the Commercial 2 Zone, Commercial 3 Zone, or Industrial 3 Zone to provide a buffer between heavy industrial areas and other areas, and allow for leisure and recreation uses to be located in these areas.
- Considering the application of a Commercial 2 Zone along some arterial roads where there is industrial development.
- **Preparing further policy that identifies uses, including major hazard facilities and significant industrial uses, that require protection from encroachment from sensitive uses.**

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Reference documents

Casey-Cardinia Growth Area Framework Plan, 2006

South East Growth Corridor Plan, Growth Areas Authority, 2012

Regional Economic Strategy for Melbourne's South East, 2009-2030, January 2009 Cardinia Shire Council, Creating the Future, Council Plan 2018, May 2018 Cardinia Shire's Liveability Plan 2017-29, September 2017

Cardinia Employment Lands: Stage 1 Assessment Macroplan Australia Pty Ltd, March 2007
Design Guidelines for Industrial Development, 2000

Pakenham Structure Plan, March 2017

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Tourism**Overview**

Tourism is defined as a multi-faceted industry which combines diverse activities including travel, leisure, recreation, entertainment, hospitality, business and conferences, and is supported by activities in a range of sectors including visitor attractions, visitor accommodation, retailing,

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transport and other services. Although Cardinia is not generally considered a tourist destination, the municipality offers opportunities for visitors to experience the area's boutique farm produce, arts and crafts, cultural and historic locations, and the natural environment.

Key issues

- Acknowledging that tourism is an important economic activity in the municipality.
- Recognising that Puffing Billy Tourist Railway is an asset of cultural, historic and economic significance and is a major attractor of tourists to the municipality.
- Recognising that Pakenham Racecourse at Tynong is a major horse racing and training facility that provides significant employment and economic benefits, both directly and indirectly, as a major attractor of visitors from adjoining regions.
- Recognising that Gumbuya World is a significant recreation facility that attracts increasing numbers of tourists from the region and provides positive economic benefits, including local employment.
- Recognising that the natural environment of Cardinia Shire is an asset that attracts visitors to the municipality.
- Protecting and enhancing the scenic and environmental values of the landscape in Cardinia, including the rural outlook from key tourist routes.
- Minimising the adverse impacts of development on the landscape and environment through appropriate scale and design.
- Linking with neighbouring tourism regions especially Yarra Ranges, South Gippsland and West Gippsland.
- Undertake a balanced approach between supporting new and growing businesses and protecting the Green Wedge environment and rural assets upon which the business is based.

Objective

To provide support for the maintenance and development of tourism related activities.

Strategies**Assets**

- Support further growth of the Puffing Billy Tourist Railway and associated facilities as a tourist attraction of State significance.
- Ensure that the visual corridor along the Puffing Billy Tourist Railway is protected from inappropriate development.
- Support further growth of Gumbuya World as a tourist attraction of regional significance.
- Support the Pakenham Racecourse and associated facilities as a tourist attraction of regional significance.
- Support and facilitate the development of Cultural Precincts for arts and cultural facilities aligned to Activity Centres and other community infrastructure in major townships and population areas.
- Promote the natural environment of Cardinia Shire while ensuring environmentally significant areas are respected and preserved.
- Protect areas of high scenic value and landscape quality, especially the rural outlook from key tourist routes.
- Support better linkages with both Dandenong Ranges and Gippsland tourism regions by establishing local tourism infrastructure and facilities to complement major regional attractions.

CARDINIA PLANNING SCHEME**Activities**

- Encourage the establishment of tourism activities in rural townships within the municipality through the establishment of activities including accommodation, restaurants, cafes, galleries, markets, and through undertaking streetscape improvements and upgrading public amenities.
- Develop Gembrook township as a major tourism destination based on a heritage theme and the scenic qualities of the area.
- Support the development of tourist accommodation within the municipality which does not adversely impact on the environment or affect the amenity of local residents.
- Ensure that tourism development is of a scale and design that is compatible with the locality and minimises adverse impacts on the environment.
- Recognise the importance of and opportunities for links between tourism and agriculture (eg: wineries, host farms and rural displays).
- Facilitate the development of complimentary facilities at golf courses including accommodation, conferencing and dining facilities where appropriate.
- Facilitate the development of recreational facilities and events that attract people into the municipality.

Implementation**Application of zones and overlays**

- Including the Puffing Billy Railway land in a Public Use Zone to allow the operation of the railway as provided for under the Emerald Tourist Railway Act.
- Applying the Special Use Zone Schedule 2 (Recreation and Tourism) to areas to preserve and enhance the establishment of tourism and recreation facilities.
- Applying a Vegetation Protection Overlay, Significant Landscape Overlay and Environmental Significance Overlay to protect significant landscapes and areas of landscape quality generally.

Reference Documents

Casey Cardinia Visitation Strategy 2017-2020 Cardinia Shire Tourism Strategy, May 2013

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Extractive industry**Overview**

In Cardinia Shire, there are areas identified as extractive industry interest areas, which significantly overlap with areas of high environmental and landscape values. These areas contain significant stone resources, being hard rock which is extracted primarily from the hills north of the Princes Highway, and sand resources in the Lang Lang area. ~~The Department of Primary Industries has identified extractive industry interest areas within the Cardinia Shire (shown in Figure 7).~~

Key issues

- Protecting resources from development that may impact on the extraction of these resources.
- Acknowledging the potential amenity impacts of extractive industry operations including noise, dust, transport and blast vibration.
- Recognising that Lang Lang - Grantville area is expected to become the major source of concrete sand for the Melbourne supply area over the next 10 to 20 years as resources in the Heatherton- Dingley area are exhausted.

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- Providing for the extraction of resources and rehabilitation of sites in a manner which minimises the impact on the environmental, economic and social values of the area.
- Providing for the rehabilitation of sites consistent with the expected end use/s of the site including detail of the proposed rehabilitation works.
- Appreciating the transport requirements of extractive industry operations.

Objective

To recognise and protect significant sand and stone resources in the municipality and allow the extraction of these resources if it can be demonstrated that the extraction operation will not adversely impact on the environment or community.

Strategies**Protection of resources**

- Protect sand and stone resources and existing extractive industry operations from inappropriate development which may impact on their viability.
- Support potential future extractive industry, particularly in the northern area of the Western Port Green Wedge.

Amenity impacts

- Ensure that developments mitigate potential impacts of extractive industry on surface water, ground water, biodiversity (Flora and Fauna), visual landscape, transport infrastructure, residents amenity (i.e. noise dust, transport blast vibration) and cultural heritage (notably Aboriginal Heritage).
- Ensure the provision of appropriate buffer distances from surrounding sensitive uses to ensure minimal conflict of uses and amenity impacts.

Rehabilitation

- Ensure that rehabilitation details (including progressive requirements) are included as an integral part of the extractive industry approval.
- Ensure that the proposed end use is compatible with adjacent land-use and development.

Transport

- Designate transport routes between extractive industry sites and the arterial road network, and require contributions towards the upgrading and maintenance of transport routes from extractive industry sites.

Implementation**Further strategic work**

- Completing the planning and design of the Lang Lang Bypass for sand truck traffic.
- Preparing a strategy for the Lang Lang region to outline the preferred adaptive re-use of land once sand extraction has been completed.

Reference documents

Regional Sand Extraction Strategy, Lang Lang to Grantville, 1996

Sustainable Environment Policy 2018-2028, June 2018

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INFRASTRUCTURE**21.05-1**

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Infrastructure provision**Overview**

The provision of an adequate level of physical and social infrastructure is one of the major issues facing the Cardinia Shire over the coming decades. The timely provision of infrastructure is necessary to foster economic development, ensure the well being of the community and protect the environment.

Key issues

- Recognising the infrastructure demands of an interface Council with significant urban growth and substantial rural areas and townships.
- Providing for funding mechanisms to ensure the provision of infrastructure in developing areas.
- Coordinating infrastructure provision.

Objective

To ensure the timely provision of physical and social infrastructure in order to foster economic development, ensure the well being of the community and protect the environment.

Strategies**Funding**

- Provide for the payment of infrastructure contributions and development contributions, as appropriate, to fund physical and community infrastructure associated with urban development.
- Provide for the sale of surplus Council owned land to assist in funding the provision of infrastructure.
- Work in partnership with the Federal and State Governments to identify priorities, and secure funding for capital works projects.

Provision

- Provide appropriate and timely infrastructure services including water, sewerage, drainage and roads.
- Encourage the development of both pedestrian and bicycle links throughout the municipality.
- Encourage links between different forms of public transport, activity centres and surrounding residential areas.
- Provide for the establishment of high capacity telecommunications infrastructure (eg fibre optic cables) particularly in existing and future employment lands.

Implementation**Application of zones and overlays**

- Applying a Infrastructure Contributions Overlay (ICO), or Development Plan Overlay (DCPO), as appropriate, to the Urban Established Area precincts to require the provision of infrastructure as part of new developments or redevelopments.
- Including surplus Council owned land in an appropriate zone to facilitate its sale and development.

Further strategic work

- Amending Schedule 1 to the Development Contributions Plan Overlay to apply the *Pakenham Township Development Contributions Plan, September 1997 (Amended June 2017)* to the Pakenham township.

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21.05-2 Freeways, declared arterial roads

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Overview

Freeways and Declared Arterial Roads are managed by VicRoads under the *Road Management Act 2004*. One of Council's key objectives as part of its Corporate Plan is to ensure a quality road network. Freeways and declared arterial roads perform an important function in the movement of people and freight, including tourist traffic. It is therefore critical that through land use and transport planning, Council seeks to maximise the efficiency, safety and visual outlook of these roads

Key issues

- Providing for access and associated intersection works to declared arterial roads.
- Providing for the upgrade and construction of future declared arterial roads, including Koo Wee Rup Road and the Koo Wee Rup and Lang Lang bypasses.
- Designating and managing future declared arterial roads (eg McGregor Road).
- Provide east-west connections within the southern parts of the urban growth area.
- Widening, upgrading and realigning existing roads.
- Concentrating commercial activities along arterial roads to within strategic nodes.

Objective

To provide for an efficient, safe and attractive arterial road network and to ensure effective integration of land use, transport and environmental outcomes.

Strategies**Road upgrades**

- Provide for the upgrading of the interchange with the Princes Highway at Beaconsfield to provide access for Beaconsfield residents to the Princes Freeway.
- Provide for the future upgrading of the Koo Wee Rup Road to provide a high standard arterial road connection between Pakenham and South Gippsland Highway.
- Seek the construction of the Koo Wee Rup bypass as a priority.
- Provide for the timely future upgrading of interchanges with the Pakenham bypass to meet increasing traffic demands at Beaconsfield, Officer South Road, Cardinia Road and McGregor Road.
- Facilitate the development of the Lang Lang bypass.
- Provide for the extension at Thompsons Road from Cranbourne through to Koo Wee Rup Road.
- Provide for the extension of Grices Road from Berwick South to Cardinia Road to a standard capable of consideration as an arterial road.
- Encourage the upgrade of existing substandard declared arterial roads through pavement widening, rehabilitation and realignment.

Development

- Ensure the location and design of any access has regard to the efficient and safe movement of traffic along the road.
- Ensure the integrated planning of future declared arterial roads as shown in the *Casey-Cardinia Growth Area Framework Plan 2006* (or as amended).
- Avoid ribbon commercial development along arterial roads, and limit main road oriented commercial activities to strategic nodes preferably within township and urban areas.
- Ensure that access to new developments conform with Vic Roads Access Management Policy.

CARDINIA PLANNING SCHEME**Implementation****Application of zones and overlays**

- Applying a Road Zone (Category 1) to declared freeway or arterial roads.
- Including land required for road improvements such as widening and realignments in a Public Acquisition Overlay.

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Local roads**Overview**

Council is responsible for the care and maintenance of the local road network within the municipality, which includes about 1,300 km of local roads of which approximately 900 km are unsealed. Future development in the Urban Growth Area will increase the demand for local roads infrastructure. There is also the existing need to provide adequate roads and streets in the townships and the upgrading of the existing local road network to support economic development and maintain environmental values.

Key issues

- Providing an appropriate hierarchy for local roads.
- Prioritising local road upgrades, taking into consideration strategic importance, maintenance cost, vehicle counts, safety rating, cost to seal, truck volume and bus route.
- Managing the impacts of new development on the existing local road network.
- Identifying bridges with a limited structural capacity, particularly timber bridges in the Koo Wee Rup swamp area.
- Completing the Lang Lang bypass to keep the heavy vehicles associated with the sand extraction industry out of the Town Centre.
- Designating and managing future arterial roads.

Objective 1

To provide an efficient, safe and attractive local road network and minimise potential adverse impacts from traffic on the amenity of adjoining residents

Strategies

- Progressively update local roads to a sealed standard.
- Facilitate the development of the Lang Lang Bypass.
- Ensure access to new development is not allowed from an unused or unconstructed road unless no other option is available for access to land via the existing road network.
- Ensure unused roads not reasonably required for existing or future access are closed and either retained as reserves or consolidated with adjoining land.

Objective 2

To manage the impact of the use, development and subdivision of land on the local road network.

Strategies

- Ensure that consideration of an application for the use, development or subdivision of land takes into account the classification of the road under the road hierarchy, the existing design, service and alignment of the road, and the likely effects it may have on future services and condition of the road.

CARDINIA PLANNING SCHEME

- Ensure that development that will significantly increase the amount of traffic or heavy vehicles using the local road network be located where access is available from a declared arterial road, local arterial road or collector road.
- Ensure that the subdivision of land to create residential or rural residential lots not be allowed unless access to lots is via a sealed road.

Implementation**Application of zones and overlays**

- Applying the Road Zone Category 2 to local arterial roads.
- Including land required for road improvements such as widening and realignments in a Public Acquisition Overlay.
- Progressively applying the infrastructure Contributions Overlay (ICO), as appropriate, to the Urban Growth Area precincts as new Infrastructure Contributions Plans are developed.

Reference documents

Pakenham Township Development Contributions Plan, September 1997 (Amended June 2017)

Cardinia Shire Council Road Safety Strategy 2016-2025

Local Road Strategy, 2004

Road Management Plan, 2004

Development of a Road Classification, Geometric Design and Maintenance Standards for Sealed and Unsealed Roads in Cardinia Shire ARRB Transport Research Ltd, 2002

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Public transport**Overview**

The sparse nature of settlement in the municipality affects the viability of providing public transport to all residents, and there is a need to look at innovative and cost effective means to maximise public transport services in the Cardinia Shire. The limited public transport services that are currently available is an issue of concern raised consistently by the community.

Development in the growth area should be undertaken in a manner which encourages the provision and use of public transport services.

Key issues

- Providing for new railway stations and upgrades of existing railway stations.
- Establishing an appropriate bus network within the entire municipality.
- Recognising the need for a more accessible and comprehensively managed community transport system that links to the Principal Public Transport Network within the growth area.

Objective

To maximise the opportunity for public transport services to be provided in a coordinated manner to meet the needs of existing and future residents.

Strategies**Design and integration**

- Provide for development in the urban growth area which encourages the effective and efficient provision of public transport services.
- Develop a best practice design that provides for development of the local road network with a coordinated approach to public and sustainable transport.

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- Ensure streets are designed to accommodate bus routes for public transport and community transport vehicles, particularly in terms of road width and associated infrastructure.
- Facilitate better integration and coordination between public and community transport services.
- Encourage improved services and integration between bus and rail services within the municipality.

Railway stations

- Support the upgrading of both the Pakenham and Officer railway stations as a key element of these major activity centres.

Bus routes

- Facilitate north-south bus route links from rural townships to Pakenham.

Implementation**Application of zones and overlays**

- Applying the Public Acquisition Overlay to any land required for future public transport and associated use.

Further strategic work

- Including adequate provisions for public and community transport services and facilities when developing planning provisions and policy.

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Pedestrian and bicycle network**Overview**

Providing infrastructure to facilitate alternative transport options such as walking and cycling is important in developing environmentally, socially and economically sustainable communities. Walking and cycling are important recreational pursuits, and are also becoming increasingly popular ways of travelling to places of work, education and retail activity. Pedestrian and cycling paths are important in order to create communities that support active lifestyles.

Key issues

- Connecting pedestrian and bicycle networks with key destinations to promote alternative transport options.
- Providing pedestrian and bicycle trails for recreational and sporting activities.
- Providing for the safety of pedestrian and cyclists when using paths.
- Recognising the Great Southern Rail Trail as a significant regional project across the four municipalities of Bass Coast Shire, Cardinia Shire, City of Casey, and South Gippsland Shire.

Objective

To develop well-located, safe and interconnected pedestrian and bicycle networks within the municipality.

Strategies**Connectivity**

- Provide for safe and efficient pedestrian and bicycle movements to connect railway stations, bus stops, activity centres and major community facilities within the Urban Growth Area and in rural townships.
- Ensure connectivity between new and existing development including pedestrian and bicycle paths.

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- Provide a continuous and safe off-road shared path along the Princes Highway between Beaconsfield and Pakenham.
- Provide a walking and cycling network that is inclusive of people with mobility difficulties.
- Support and provide for the establishment of the Great Southern Rail Trail.
- Provide for a link to the Great Southern Rail Trail from the Pakenham Railway line.

Design and safety

- Ensure that new development does not compromise existing and future pedestrian and bicycle networks.
- Facilitate appropriate crossing points at areas with high traffic.
- Ensure that the access and design of off street parking addresses pedestrian and bicycle movement.
- Encourage passive surveillance over pedestrian and bicycle paths through appropriate siting and design.
- Provide DDA compliant paths, ramps and rest areas on appropriate trails.

Implementation

The strategies in relation to pedestrian and bicycle networks will be implemented through the planning scheme by:

- Use of policy and exercise of discretion

When deciding on applications for new subdivision and other development, consider, as appropriate:

- *Pedestrian and Bicycle Strategy, August 2017.*
- *Pedestrian and Bicycle Strategy Actions Report, 2003.*
- *Healthy by Design, January 2017, checklist (Cardinia Shire).*

Reference documents

Cardinia Shire Pedestrian and Bicycle Strategy Actions Report, 2003.

Cardinia Shire Pedestrian and Bicycle Strategy, August 2017

Healthy by Design, January 2017 (Cardinia Shire)

Safer Design Guidelines for Victoria, 2005

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Community services and facilities**Overview**

The population in the Cardinia Shire is primarily focused on the activity centres and townships, with a growing emphasis on the urban growth corridor. It is important that all residents in the Cardinia Shire have a reasonable level of access to a range of services and facilities, and that these services and facilities are provided in response to community needs. The provision of local recreational and community facilities also assists in bringing people together, and developing a cohesive community.

Key issues

- Acknowledging the diversity of age groups within the Cardinia Shire and the importance of providing services to meet the needs of particular age groups such as children, youth and the aged.

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- Recognising that providing accommodation for aged people in townships is important particularly where the unavailability of such accommodation would lead to people being forced to leave a community with which they have a strong association.
- Providing adequate community services and facilities in rural townships.
- Improving access to tertiary education facilities by public transport services to the city and more locally to facilities such as Federation University and Chisholm TAFE at Berwick.
- Establishing higher education facilities in the growth corridor

Objective

To provide residents with a reasonable level of access to a range of community services and facilities and to ensure that these services and facilities are provided in response to community needs.

Strategies**Infrastructure**

- Encourage the integration of public transport linkages to improve access to higher education facilities outside of the municipality.

Location

- Establish community facilities in the most accessible location for local residents having regard to their service catchment.
- Co-locate community and recreational facilities and encourage joint management of these facilities.
- Facilitate the establishment of commercial activities (eg: medical practitioners) community based organisations (eg: churches) and early years services (ie childcare) which serve the needs of the community in activity centres and in residential areas where they can be provided in a manner which minimises any impacts on the amenity of the area.
- Provide for accessible community hubs in new residential developments comprising, where appropriate, a primary school, community centre, open space and local commercial facilities (convenience shop, medical centre, etc).
- Provide the opportunity in townships for the development of accommodation for aged people including retirement villages, special accommodation houses and nursing homes.
- Support the establishment of a higher education facility within Pakenham.

Implementation**Application of zones and overlays**

- Applying the Public Use Zone to existing and proposed publicly owned community facility sites to facilitate their development.

Reference documents

Planning for Community Infrastructure in Growth Areas, April 2008

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21.06 PARTICULAR USES AND DEVELOPMENT

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21.06-1 Urban Design

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Overview

The long term benefits of good design are a more attractive, functional and sustainable built environment. Good design is based on the principle of being site responsive, designing to take into account the character and constraints of a site and wider area.

Key issues

- Implementing Precinct Structure Plans, Activity Centre Structure Plans and Urban Design Frameworks in current and future activity centres including Beaconsfield, Pakenham, Pakenham Homemaker Precinct, Cardinia Lakes and Lakeside Square~~Cardinia Road~~ and the future Officer Town Centre.
- Providing for advertising signs that are in context with the scale of development, the surrounding environment and with the surrounding signage patterns.
- Enhancing the design and built form of existing industrial areas.
- Recognising design issues in the rural townships including the need to protect and enhance the character and appearance of the town centres and associated sites of cultural and heritage significance.

Objective 1

To promote a high standard of design which creates a strong character and identity for the area, provides for a functional built environment, and promotes community and personal safety.

Strategies

- Ensure that all development takes into account the character and constraints of the site and wider area.
- Ensure development contributes to the character, identity and sense of place of the area, particularly in newly developing areas.
- Ensure new development is designed to address public spaces and enhance the public realm.
- Maintain and improve the appearance and function of industrial precincts by ensuring high quality urban design including site layout, streetscape, building design and landscaping.
- Ensure that landscaping areas within development are adequately maintained to enhance the appearance of the area.

Objective 2

To ensure advertising signs are consistent with the surrounds whilst ensuring that businesses have adequate opportunities to identify their business.

Strategies

- Provide for the reasonable and equitable identification of businesses and facilities through advertising signs which are in context with the scale of development and surrounding environment.
- Avoid the proliferation of signs causing visual clutter and signs which do not relate to services or facilities on the land on which they are displayed.
- Encourage signs that are integrated with architectural features and compliment the style and character of the host building, abutting buildings and the overall landscape or streetscape.

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- Ensure signage has an integrated and co-ordinated sign package in terms of colour, graphic content and placement.
- Ensure that signs for individual businesses in joint occupancy buildings are of a uniform size, shape and presentation.

Implementation**Further strategic work**

- Introducing appropriate mechanisms to implement the urban design principles outlined in the Urban Design Frameworks, Township Strategies, Precinct Structure Plans and Activity Centre Structure Plans including appropriate zones and/or overlay, for example the Significant Landscape Overlay and Design and Development Overlay.
- Develop a local policy to address subdivision applications that create a battle-axe layout.
- Develop an advertising signs policy.

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Community safety**Overview**

Cardinia Shire Council is committed to maintaining and improving community safety within the municipality, and recognises the role that well designed and maintained urban environments play in achieving this goal. The *Cardinia Safer Communities Strategy 2017* addresses community safety and crime prevention through a strategic, planned, whole-of-government approach, and addresses issues such as 'young people's issues', a safe environment, alcohol and drugs, vulnerable groups, supporting families and community education. The plan also acknowledges the need to integrate community safety and emergency management.

Key issues

- Acknowledging the increased incidence of graffiti in the municipality.
- Recognising the role of design in increasing safety and the perception of safety of residents.
- Implementing and integrating the *Cardinia Safer Communities Strategy, 2017* into all aspects of development within the municipality.
- Implementing preventative and management plans including the *Municipal Fire Prevention Plan Cardinia Shire Council 2010-2013, November 2010*, and the *Cardinia Shire Municipal Emergency Management Plan, 2015*.

Objective 1

To improve community safety and the perception of safety in the municipality.

Strategies

- Encourage development that is consistent with safer design principles, including:
 - Maximising visibility and surveillance of the public environment.
 - Providing safe movement through good connections and access.
 - Maximising activity in public places.
 - Clearly defining private and public space.
 - Enabling appropriate management of public space to ensure that it is attractive and well used.
- Ensure safe access routes for pedestrian and cyclists in the development of residential, commercial and industrial developments.

CARDINIA PLANNING SCHEME**Objective 2**

To minimise the incidence and negative impact of graffiti on the community.

Strategies

- Minimise the construction of blank walls and long fences facing onto public spaces where graffiti may occur.
- Reduce the risk of graffiti through the appropriate use of landscaping, lighting materials and graffiti resistant materials.

Reference documents

Cardinia Safer Communities Strategy, 2017

Municipal Fire Prevention Plan Cardinia Shire Council 2010-2013, November 2010

Cardinia Shire Municipal Emergency Management Plan, 2015

21.06-3

Proposed C250card

Subdivision restructure**Overview**

Areas in the municipality were subdivided into urban size lots prior to the introduction of planning controls, and often in the late 1800s or early 1900s. These areas often had no services available, were on topography not suited to urban development and are in areas which were heavily vegetated. The development of housing on these lots at the density of the original subdivision is not sustainable economically, socially or environmentally, and in particular would lead to significant environmental degradation. Subdivision restructure has occurred in a number of areas in the municipality through the use of tenement controls and restructure schemes.

Key issues

- Acknowledging inappropriate subdivisions, particularly in urban lots in the Cockatoo and Emerald areas and the agricultural land in the Koo Wee Rup Flood Protection District, which includes areas of high agricultural quality.
- Assisting land owners to consolidate land.

Objective

To provide for the restructuring of inappropriate subdivisions.

Strategies

- Support the restructure of inappropriate subdivisions which, if fully developed at the original subdivision density, would result in significant environmental degradation and substantial infrastructure costs.
- Support the restructure of subdivisions in agricultural areas in the Koo Wee Rup Flood Protection District to reduce the impact of old and inappropriate subdivisions on the agricultural viability of the area.
- Provide assistance to owners to consolidate land which is required to be consolidated under provisions requiring the restructure of existing subdivisions.
- Consolidate buyback land into conservation reserves where appropriate.

Implementation**Further strategic work**

- Removal of the Restructure Overlay where the restructuring of lots has been completed.

CARDINIA PLANNING SCHEME

21.06-4

Proposed C250card

Gaming

Cardinia Shire Council is committed to minimising the negative impacts of gaming on the community by ensuring that gaming machines are only located within venues that are appropriately located and have appropriate venue characteristics.

Key issues

- Avoiding problem gambling and convenience gambling.
- Locating gaming machines away from communities vulnerable to problem gambling.
- Achieving social and economic benefits in the location and re-location of gaming machines.
- Avoiding establishment of gaming machines in the growth area ahead of sufficient population growth.
- Recognising the need to protect the rural townships in the municipality from the negative impacts of gaming.

Objective

To minimise the risk of problem gambling and convenience gambling through the appropriate location of gaming machines and appropriate characteristics of gaming venues.

Strategies

- Provide the community with access to gaming venues and machines but not in convenient locations.
- Ensure the location of gaming machines does not promote problem gambling or convenience gambling.
- Ensure the location of gaming machines achieves positive environmental, social and economic outcomes.
- Encourage the redistribution of electronic gaming machines from areas of high vulnerability to areas of low vulnerability.
- Encourage the location of gaming machines:
 - In locations where there is a choice of community centres, neighbourhood houses, clubs or hotels without gambling activities.
 - In venues that offer social and recreational opportunities other than gambling.
 - In venues that implement management and operational practices that promote responsible gaming.
- Discourage the location of gaming machines:
 - In convenient locations that would be attractive to persons who are tempted and susceptible to impulsive and opportunistic gambling.
 - Within vulnerable or disadvantaged areas that are more at risk of problem gambling.
 - In areas with high levels of pedestrian traffic, to minimise convenience gambling.
 - In a rural township where there is no alternative club or hotel without gaming machines.

Reference documents

Cardinia Shire Gaming Policy Review (December 2015), 10 Consulting Group Pty Ltd

CARDINIA PLANNING SCHEME

21.06-5

Proposed C250card

Airport**Overview**

Plan Melbourne 2017-2050: Metropolitan Planning Strategy (Department of Environment, Land Water and Planning, 2017) identifies the need to protect options for a future airport to serve the long-term needs of southeast Melbourne and Gippsland through an appropriate planning framework.

With continuous major population growth, Cardinia Shire and surrounding areas would benefit from the improved tourism and trade connections from the development of a new airport. The employment benefit to the region would also be significant.

Council sees its primary role is working in partnership with government to:

- Develop strategy to ensure an airport is achievable in Melbourne's southeast.
- Ensure that adequate consideration is given to the environmental, social and economic impacts of the land use for an unencumbered airport located in Melbourne's southeast.

Key Issues

- The southeast catchment of Melbourne serves one third of Victoria's population including residents of Gippsland.
- The southeast corridor of Melbourne is well served by good road connections and the potential of future road access.
- Difficulties associated with accessing Melbourne Airport from the east and southeast of Melbourne.
- The potential for an airport in the southeast growth corridor to be an important driver for significant job creation.
- The need to preserve long-term options for a new general aviation airport southeast of Metropolitan Melbourne.
- Ensure urban development does not infringe on the preferred site's buffer zone or flight paths.
- Council has identified potential locations for an airport between Koo Wee Rup and Lang Lang.
- Provide sufficient freight and passenger landside access to the new airport.

Objective

- To identify and protect an appropriate site for a new general aviation airport in Melbourne's southeast region including associated industrial and commercial land.

Strategies

- Ensure that environmental, social and economic impacts of the new general aviation airport are considered.
- Protect the flight paths and noise contours for the preferred site from incompatible urban development and land use.
- Protect an alignment to connect the rail line at Clyde to the preferred site.

Implementation

The strategies in relation to the airport will be implemented through the planning scheme by:

Application of zones and overlays

CARDINIA PLANNING SCHEME

- Applying appropriate zones and overlays to protect the preferred site for use as a general aviation airport including planning protection for flight paths and noise contours in the proposed airport environs.
- Applying appropriate overlays to protect an alignment between the preferred site and the rail line at Clyde.

Further strategic work

- By 2021 the Department of Environment, Land, Water and Planning in partnership with the Department of Economic Development, Jobs, Transport and Resources and local government finalise a preferred site for a possible future airport should demand warrant this beyond 2030.

Reference documents

Plan Melbourne 2017-2050: Metropolitan Planning Strategy

Cardinia Shire Council 3rd Airport for Melbourne's Southeast Policy, July 2015 (updated March 2017)

21.06-6

Proposed C250card

Golf course redevelopment**Overview**

There is increasing pressure to redevelop some of the golf courses within Cardinia Shire, due to ongoing golf course operations becoming unviable. Most of the golf courses in Cardinia Shire are located in Green Wedge areas, and therefore any redevelopment needs to appropriately respond to green wedge policy, and address a number of environmental issues.

Key Issues

- Increasing pressure to redevelop golf courses.
- Many golf courses are problematic for redevelopment as they are:
 - located within green wedge areas.
 - heavily vegetated on sloping land.
 - located in identified bushfire prone areas.

Objective

To ensure the appropriate redevelopment of golf courses.

Strategies

Apply the following principles when considering any redevelopment of golf courses:

- Any redevelopment of golf courses should be assessed having regard to net community benefit, the planning issues relevant to the site and principles of environmental and sustainable development.
- Environmental Management Plan, Landscape Management Plan, Cultural Heritage Management Plan and Comprehensive Development Plan should support a planning or rezoning application.
- Planning for urban growth should consider:
 - opportunities for consolidation,
 - redevelopment and intensification of existing urban areas;
 - neighbourhood character and landscape considerations;
 - the limits of land capability and natural hazards and environmental quality;

CARDINIA PLANNING SCHEME

21.07 LOCAL AREAS – HILLS REGION

--/--
Proposed C250card

21.07-1 Gembrook

--/--
Proposed C250card

Local area implementation

- Ensure that any proposed use or development within the Gembrook township is generally consistent with the *Gembrook Township Strategy (June 2011)*, including the Gembrook Framework Plan (Figure 8) and the Central Precincts Plan (Figure 9).

Framework Plan

The Gembrook Framework Plan illustrates the proposed land use changes for the township in the life of the strategy. The land use changes include:

- Investigating the potential to rezone two small Green Wedge Zone properties at the western end of town for light industrial purposes.
- Rezoning the Rural Living Zoned properties on Blackwood Lane and Red Road to Low Density Residential Zone, with a schedule to this zone to prevent further subdivision of these lots.
- The identification of two areas as residential development investigation areas to allow for modest growth of the township.
- The identification of two sites where retirement housing would be encouraged.
- Rezoning some existing Neighbourhood Residential zoned properties to Low Density Residential Zone and some existing Low Density Residential zoned properties to Neighbourhood Residential Zone to better reflect the character of these areas.
- The identification of a town loop pedestrian trail important in linking key features of the town, and a connection to the Gembrook Sports Ground.
- The creation of three precincts with clear guidelines to encourage appropriate land uses in the commercial area of Main Street.

Preferred future character guidelines

The rural character of Gembrook is valued by the local community. New dwellings should not replicate existing dwellings, but should seek to be respectful of existing dwelling styles while incorporating individual character and sustainable design features. The following is an outline of the desired future character.

- Detached, single or split level design which is sympathetic to the topography of the land and the surrounding landscape. Dwellings should not protrude above the tree canopy line.
- Well vegetated lots, including retention of existing established trees.
- Dwellings setback from boundaries to create a sense of openness and to allow for screen vegetation.
- Single driveway access.
- Minimal hard surface coverage, particularly within the frontage.
- No, low, open (at least 80% visual permeability) or hedge style fencing.
- Well articulated facades with elements like verandahs and porches.
- External cladding of muted tones.
- Use of traditional building materials like face brick, weatherboards, and tiled or tin roofing.

CARDINIA PLANNING SCHEME

- Retain a mix of lot sizes throughout Gembrook.
- Establish appropriate housing opportunities for older persons and people with a disability within 400m walking distance of the town centre, whilst ensuring that the potential impact of bushfire on vulnerable people is fully considered.

Economic development

- Facilitate development in Main Street in accordance with the Gembrook Framework Plan (figure 1) and the Precincts Land Use Table (table 1).
- Provide for light industrial land uses to service the township.
- Encourage the establishment of a medical practitioner in Gembrook.
- Encourage and support the establishment of a Visitor Information Centre in Gembrook.
- Encourage tourism developments to demonstrate a link with the heritage aspects of Gembrook.

Central Precincts:

Table 1 below outlines the types of uses that are appropriate in each of the precincts.

Table 1: Precincts land use table

Precinct	Preferred land use	Inappropriate/incompatible land use
Service & Mixed Use Precinct	<ul style="list-style-type: none"> ▪ Continued service industry use ▪ Offices ▪ Educational services ▪ Medium density residential development ▪ Tourist accommodation 	<ul style="list-style-type: none"> ▪ Retail and commercial
Central Retail Precinct	<ul style="list-style-type: none"> ▪ Active uses that attract daily pedestrian activity such as continued retail and commercial uses, i.e. shops and key service providers ▪ Active uses that promote evening and weekend activity such as cafes and restaurants ▪ Tourism activities 	<ul style="list-style-type: none"> ▪ Non-active uses ▪ Uses that require vehicle access from the street frontage (i.e. petrol station, car wash, drive through bottle shop or car sales yard) ▪ 'Traditional' residential development or ground floor residential development at the frontage
Arts & Community Precinct	<ul style="list-style-type: none"> ▪ Community and cultural uses ▪ Tourist accommodation ▪ Medical services ▪ Offices ▪ Tourism activities ▪ Medium density residential development located behind another use preferred in the precinct 	<ul style="list-style-type: none"> ▪ Non-active uses ▪ Uses that require vehicle access from the street frontage (i.e. petrol station, drive through bottle shop or car sales yard) ▪ 'Traditional' residential development or ground floor residential development at the frontage

Open space

- Make Gembrook a walkable town, better connecting the town to open space and encouraging recreation and active transport opportunities

CARDINIA PLANNING SCHEME**Physical Infrastructure**

- Investigate the impacts of stormwater runoff in Gembrook: develop appropriate measures to manage existing issues; and plan for reducing the impact of future development on the entire drainage catchment.

Further strategic work

- Review the *Gembrook Township Strategy, June 2011*.
- Investigate rezoning land around the intersection of Belgrave-Gembrook Road, Ure Road and Station Street for light industrial purposes as identified in the Gembrook Framework Plan.
- Initiate an amendment to the Cardinia Planning Scheme to introduce new planning controls which implement the town centre design guidelines.

Incorporated documents

Gembrook Township Strategy, June 2011 (Cardinia Shire)

Reference documents

Cardinia Local Heritage Study Review

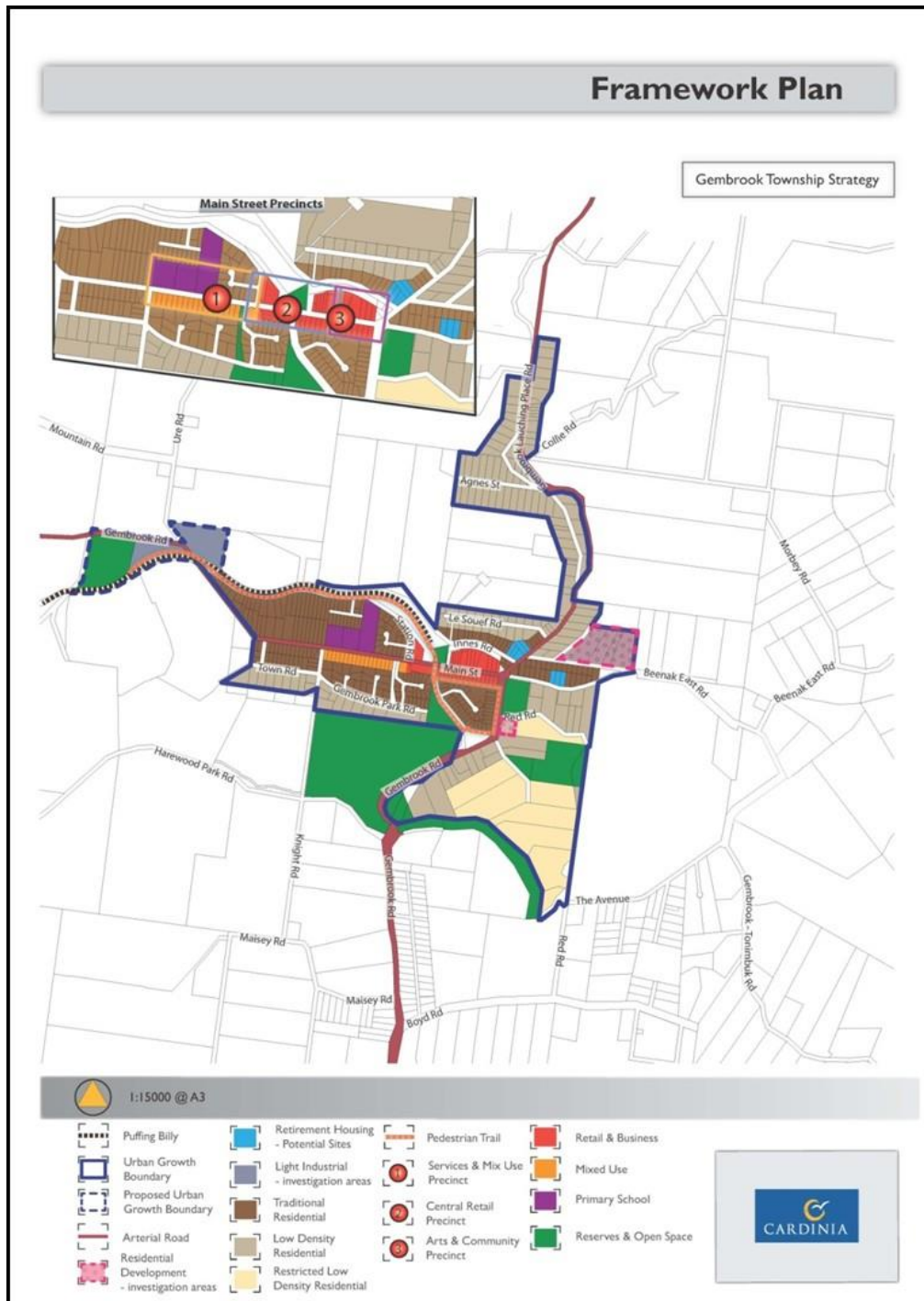
Land Capability Study of the Cardinia Shire, 1997

Cardinia Municipal Fire Preparedness Plan, 2005

Laneway Closure Scheme, 2002 (Cardinia Shire)

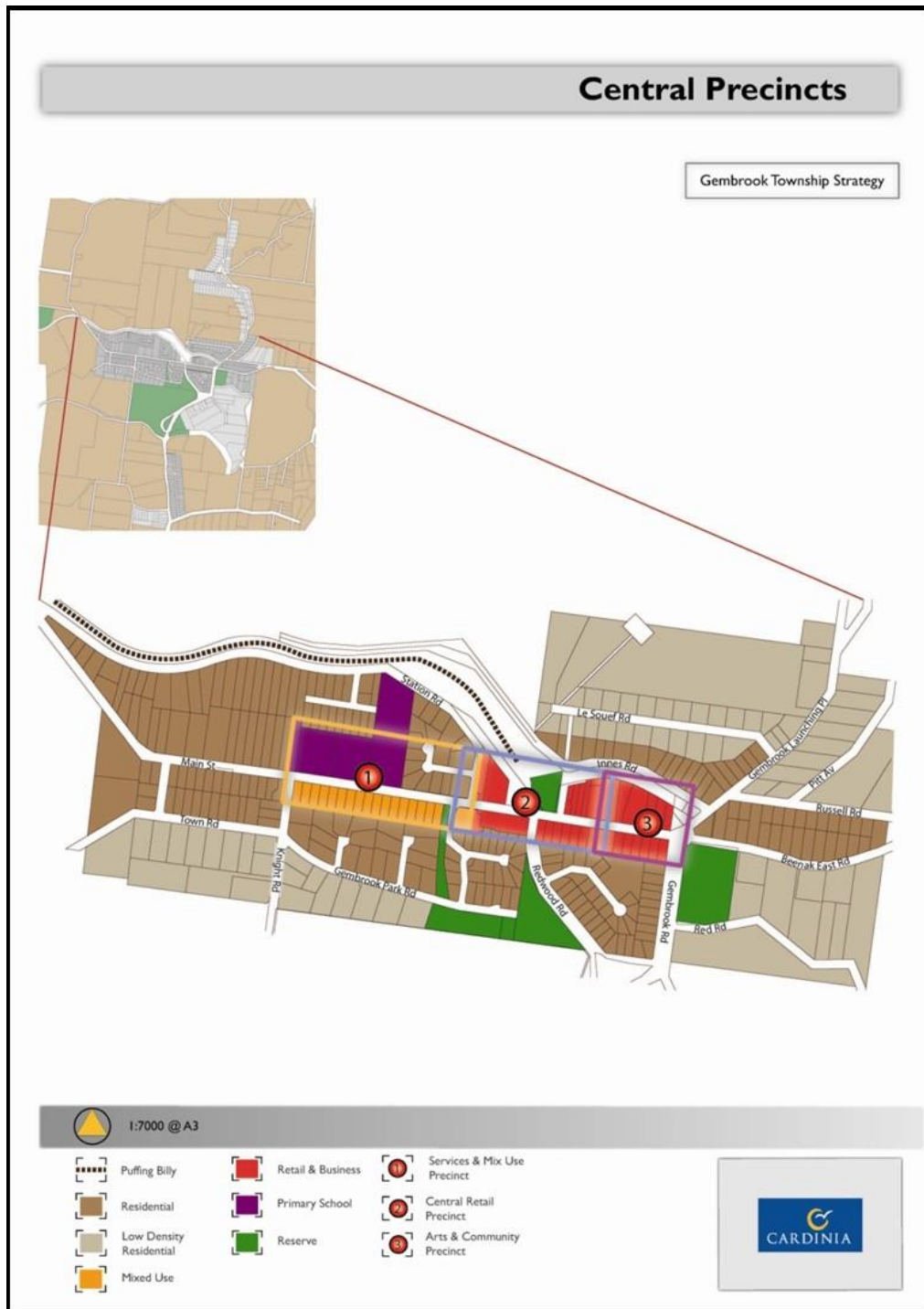
CARDINIA PLANNING SCHEME

Figure 8: Gembrook Framework Plan



CARDINIA PLANNING SCHEME

Figure 9: Gembrook Central Precincts Plan



21.07-2 Cockatoo

Proposed C250card

Local area implementation

- Ensure that any proposed use or development within or around the Cockatoo township is generally consistent with the *Cockatoo Township Strategy (March 2008)*, including the Cockatoo Framework Plan (Figure 10).

CARDINIA PLANNING SCHEME**Residential development**

- Maintain and enhance the ‘rural country’ character of Cockatoo through the retention of larger residential lots, the retention of existing remnant vegetation (particular canopy trees) and the use of building materials and colours which complement the natural environment.
- Consider as appropriate the Precinct Character Guidelines in the *Cockatoo Township Strategy (March 2008)*.
- Maintain a diverse range of lot sizes within the township.
- Encourage permeable fences to enhance the bushland setting.
- Avoid residential development where the land has a slope greater than 20% or is designated “very poor” in the *Land Capability Study of the Cardinia Shire (1997)*.

Economic development

- Direct retail and commercial land use and development to the Cockatoo town centre.
- Direct uses that promote evening and weekend activity (such as restaurants and cafes) to McBride Street.
- Establish a small service industry within the Cockatoo town centre.

Town centre design

- Ensure that any proposed use or development within the Cockatoo town centre is generally consistent with the Cockatoo Town Centre Framework Plan (Figure 11), and that it has regard to the *Cockatoo Township strategy (March 2008)*.
- Provide for one to two storey buildings as the preferred height immediate to McBride Street.
- Ensure that second storeys are not visually intrusive, and do not interrupt view lines from Belgrave-Gembrook Road or Pakenham Road.
- Ensure that any development of the vacant land on Fairbridge Lane enhances the visual amenity of McBride Street.
- Discourage the use of roller shutters on shop fronts.

Further strategic work

- Review the *Cockatoo Township Strategy, March 2008*.
- Developing a Design and Development Overlay for the Cockatoo town centre which incorporates the built form and design guidelines outlined in the *Cockatoo Town Centre Urban Design Framework 2007*.

Incorporated documents

Cockatoo Township Strategy, March 2008 (Cardinia Shire)

Reference document

Cockatoo Town Centre Urban Design Framework (revised November 2007)

Land Capability Study of the Cardinia Shire, 1997

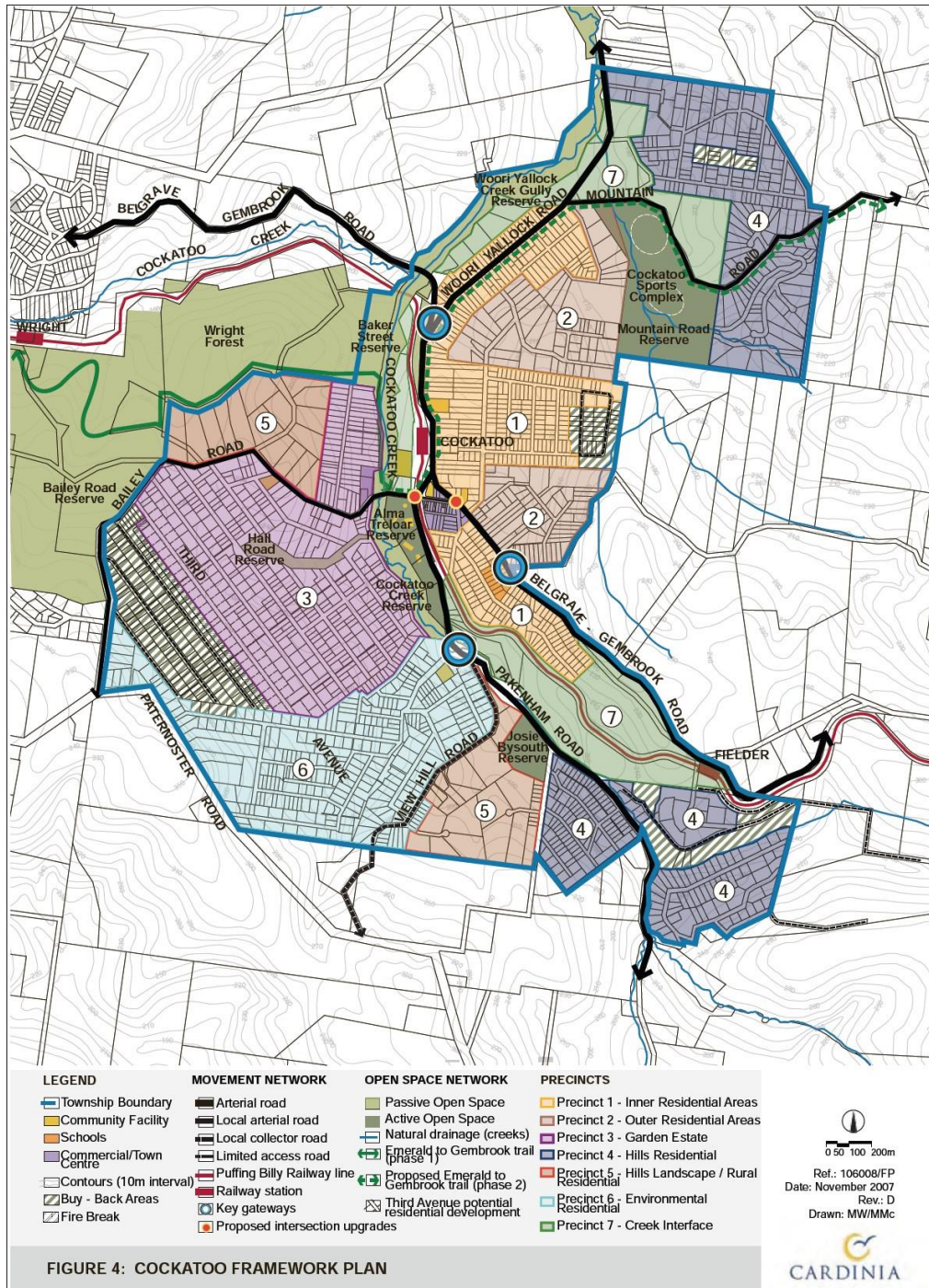
Cockatoo Community Reserve (Alma Treloar) Master Plan, 2003 (Cardinia Shire)

Cardinia Municipal Wildfire Preparedness Plan, 2005

Laneway Closure Scheme, 2002 (Cardinia Shire)

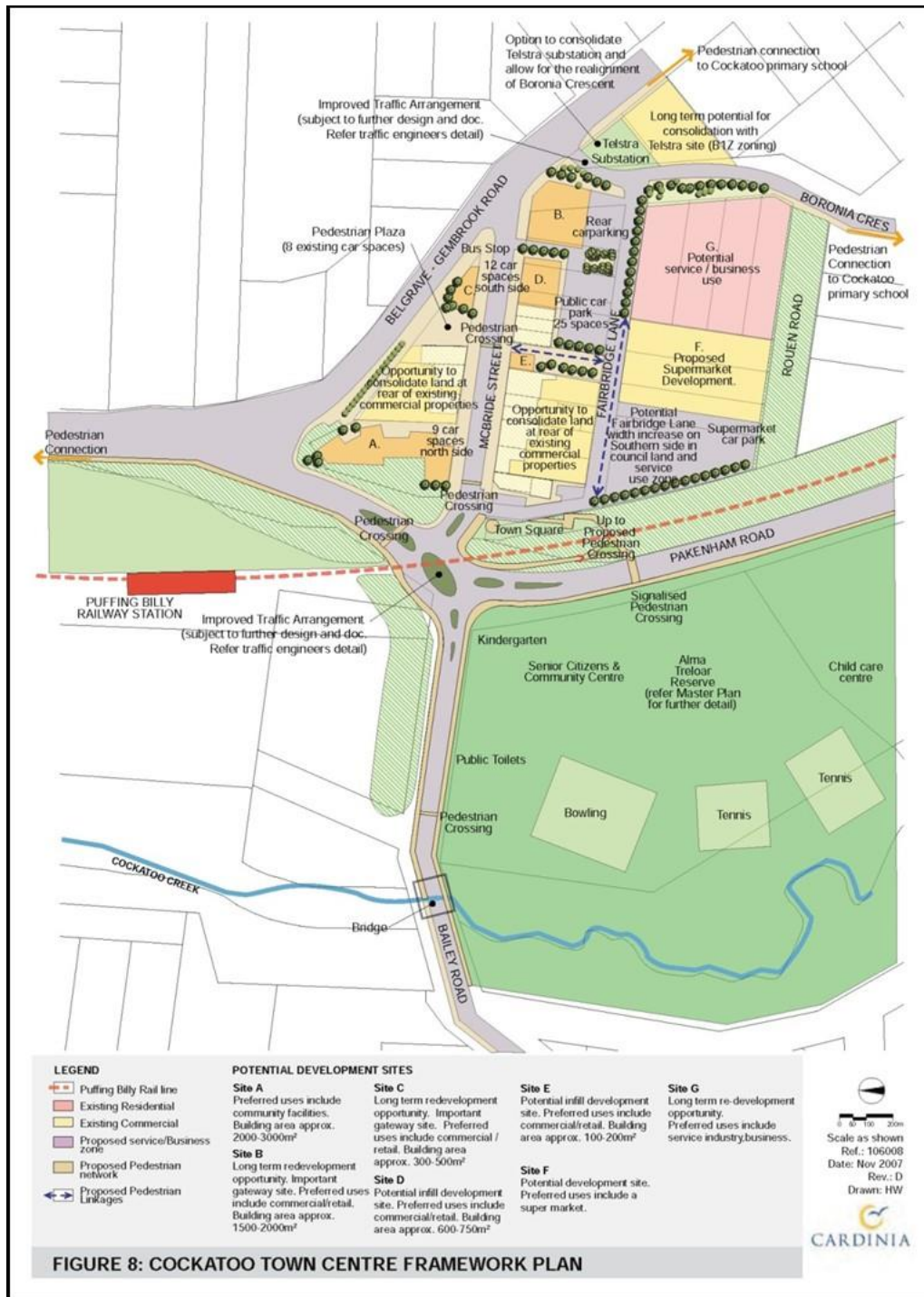
CARDINIA PLANNING SCHEME

Figure 10: Cockatoo Framework Plan



CARDINIA PLANNING SCHEME

Figure 11: Cockatoo Town Centre Framework Plan



21.07-3 Emerald, Avonsleigh & Clematis

Proposed C250card

Local area implementation

- Ensure that any proposed use or development within or around the Emerald, Avonsleigh and Clematis townships is generally consistent with the *Emerald District Strategy (June 2009)*, including the Emerald District Framework Plan (Figure 12).

CARDINIA PLANNING SCHEME**Residential development**

- Consider as appropriate the Neighbourhood Context Guidelines set out in the *Emerald District Strategy (June 2009)* to residential development within the Emerald District.
- Maintain a diverse range of lot sizes within the township.
- Encourage individuality in the design of dwellings in multi unit development, avoiding repetition within the site or of past styles.

Economic development

- Facilitate appropriate infill development within the various precincts within the Emerald town centre as identified in Figure 13.
- Facilitate mixed use development along the section of Belgrave-Gembrook Road linking the Central Retail Precinct and the Northern Retail Precinct.
- Encourage the establishment of tourism activities particularly in or near the Emerald town centre and in key locations such as the Emerald Lake Park.
- Support the development of host farms, bed and breakfasts and other holiday opportunities in association with agricultural production as a mechanism to enhance the prosperity of farms.
- Encourage the establishment of tourism related accommodation within the Emerald Golf and Country Resort.
- Develop a new cultural and heritage trail link between Gemco and the Museum by developing the existing multi-purpose trail between Kilvington Drive and Nobelius Heritage Park.

Community development

- Secure the long term use of land in Kings Road between the school oval and the Emerald Kindergarten for community purposes.

Urban design

- Ensure that any proposed use or development within the Emerald, Clematis and Avonsleigh town centres is generally consistent with the Emerald Town Centre Precinct Plan and Clematis and Avonsleigh Activity Hubs as identified in Figure 13.
- Consider as appropriate the town centre design guidelines set out in Section 12.5 of the *Emerald District Strategy (June 2009)*.
- Facilitate the redevelopment of the former nursery site on the northern side of Emerald-Beaconsfield Road and Belgrave-Gembrook Road roundabout.

Further strategic work

- Review the *Emerald District Strategy, June 2009*.
- Revise the Design and Development Overlay applying to land within and around the Emerald District to incorporate the Neighbourhood Context Guidelines set out in the *Emerald District Strategy (June 2009)*.

Incorporated documents

Emerald District Strategy, June 2009 (Cardinia Shire)

Reference documents

Municipal Wildfire Preparedness Plan 2005

Land Capability Study of the Cardinia Shire, 1997

CARDINIA PLANNING SCHEME

Figure 12: Emerald Framework Plan

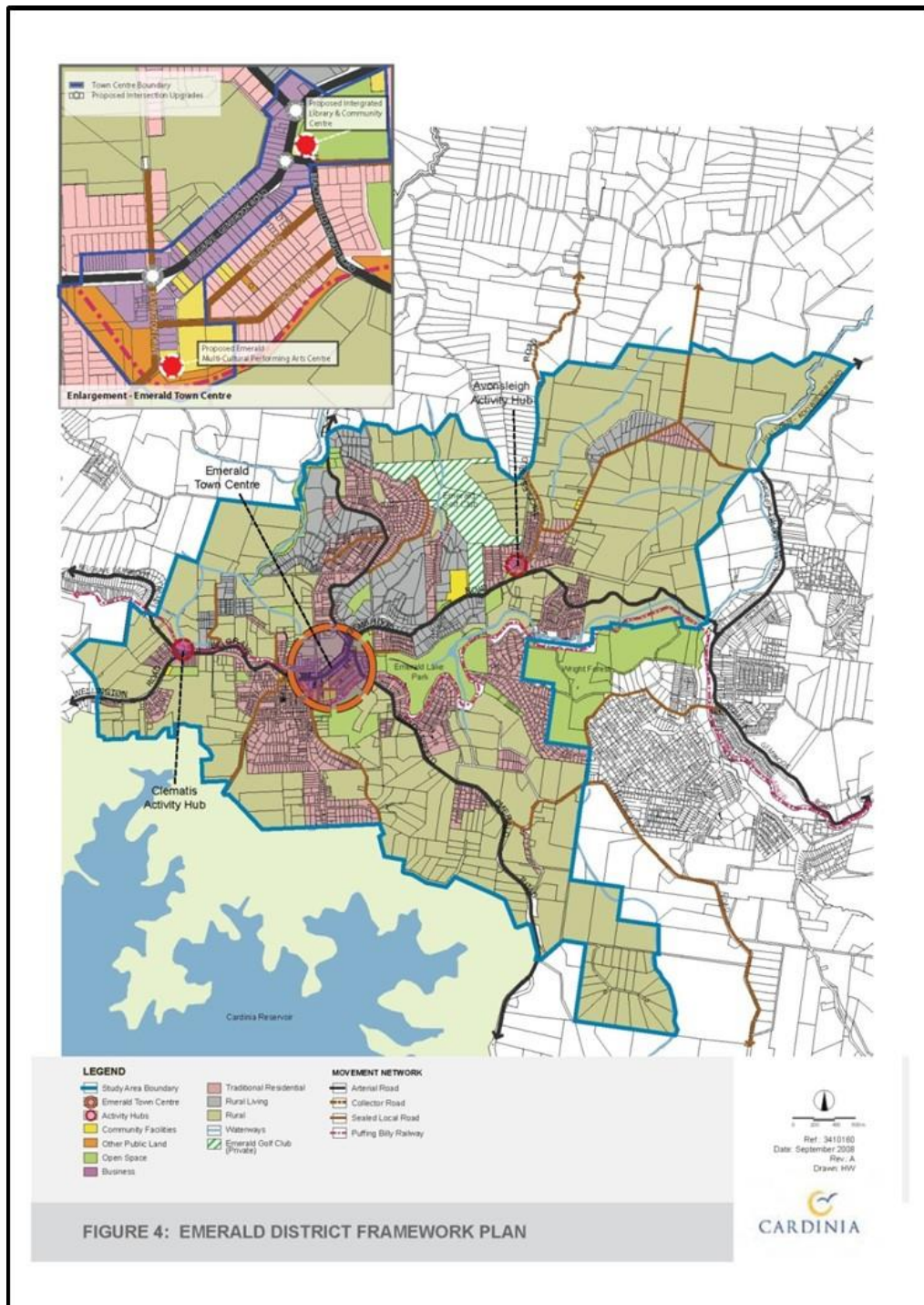
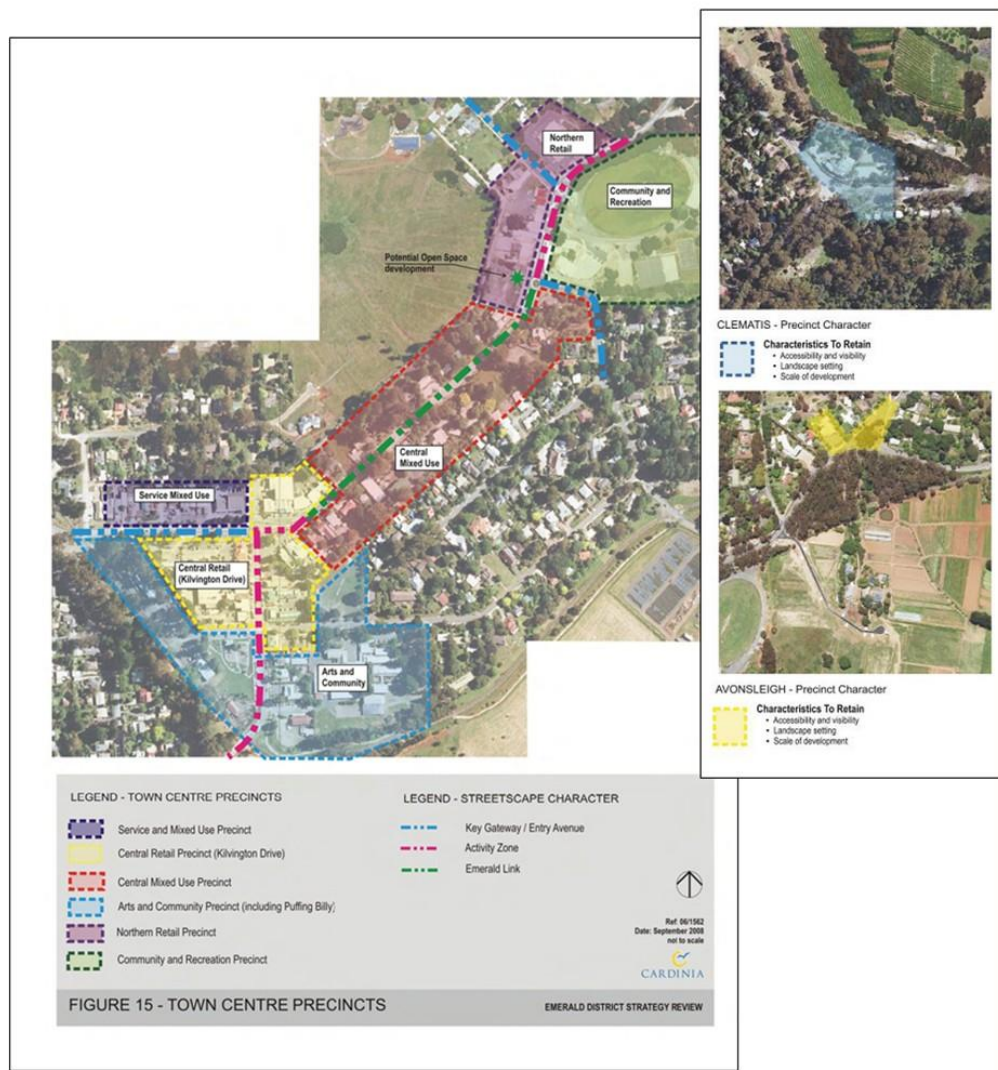


FIGURE 4: EMERALD DISTRICT FRAMEWORK PLAN



CARDINIA PLANNING SCHEME

Figure 13: Emerald Town Centre Precinct Plan and Clematis and Avonsleigh Activity Hubs



21.07-4 Upper Beaconsfield

Proposed C250card

Local area implementation

- Ensure that any proposed use or development within or around the Upper Beaconsfield township is generally consistent with the *Upper Beaconsfield Township Strategy, July 2009*, and the Upper Beaconsfield Framework Plan (Figure 7).

Residential development

- Maintain and enhance the ‘hill-top bushland character’ of Upper Beaconsfield through the retention of larger lots, the retention of existing remnant vegetation (particularly canopy trees and also ground covers where appropriate) and the use of building materials and colours which complement the natural environment of the area.
- Consider as appropriate the Precinct Character Guidelines set out in the *Upper Beaconsfield Township Strategy, July 2009*.
- Avoid residential development where the land has a slope greater than 20% or is designated ‘very poor’ in the *Land Capability Study for the Cardinia Shire, 1997*.

CARDINIA PLANNING SCHEME**Economic development**

- Encourage tourism related development in the Upper Beaconsfield township, including restaurants, cafes, galleries, art and craft shops, and tourist accommodation.
- Direct uses that promote evening and weekend activity to the town centre along Beaconsfield-Emerald Road as the preferred location.

Open space

- Support the creation of a regional open space network along Cardinia Creek and a multi-use trail linking the network to the Upper Beaconsfield township.

Town centre design

- Ensure that any proposed use or development within the Upper Beaconsfield town centre is generally consistent with the Upper Beaconsfield Town Centre Framework Plan as shown in Figure 8.

Further strategic work

- Review the *Upper Beaconsfield Township Strategy, July 2009*.
- Develop a Design and Development Overlay for the Upper Beaconsfield town centre which incorporates the town centre design guidelines outlined in the *Upper Beaconsfield Township Strategy, July 2009*.
- Review the residential zones and the Design and Development Overlay applying to land within the Upper Beaconsfield township to reflect the township character guidelines set out in the *Upper Beaconsfield Township Strategy, July 2009*.
- Investigate the preferred use and development of land adjacent to Charing Cross and along Salisbury Road once the Charing Cross intersection has been completed.

Incorporated documents

Upper Beaconsfield Township Strategy, July 2009 (Cardinia Shire)

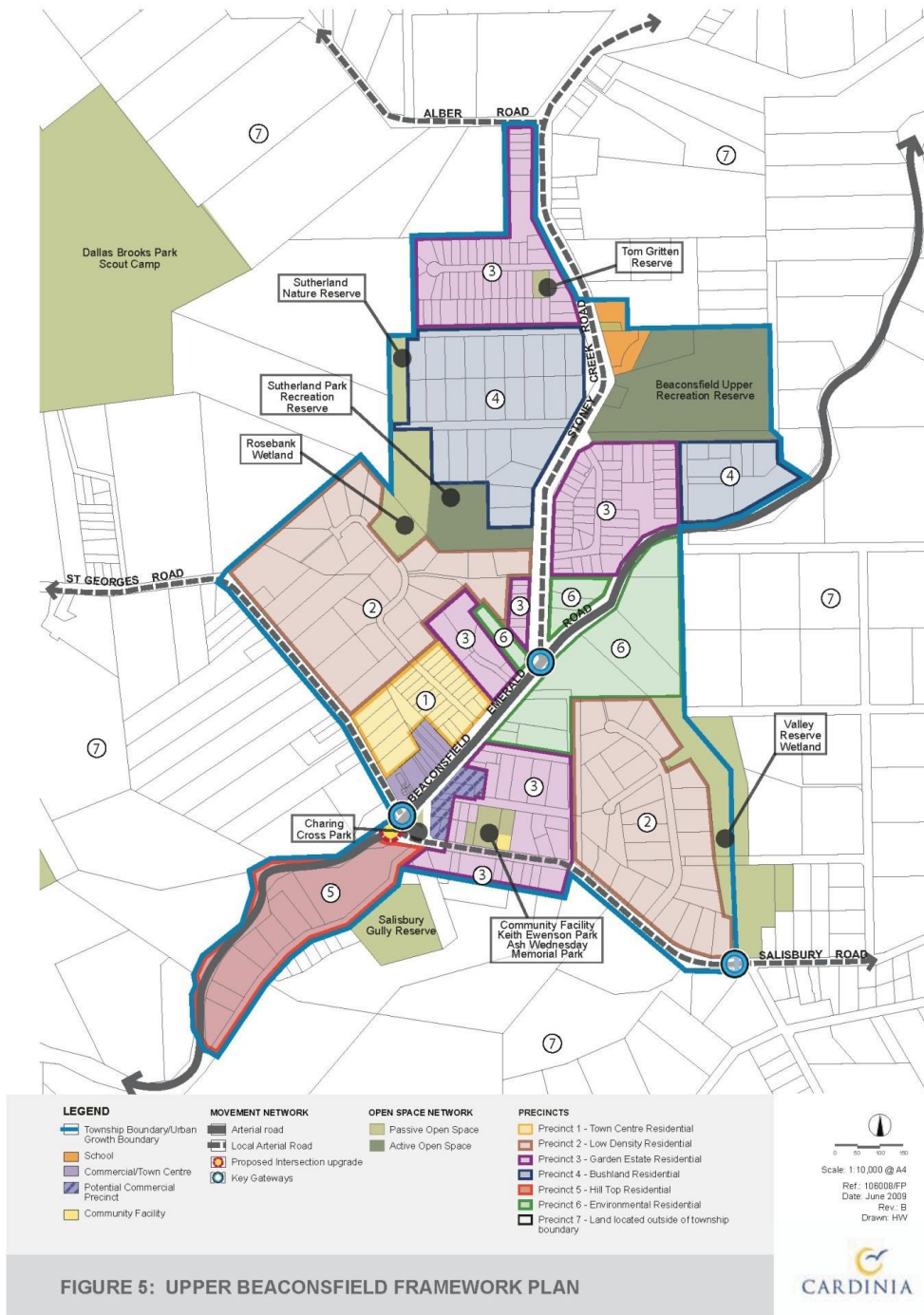
Reference documents

Cardinia Municipal Wildfire Preparedness Plan, 2005

Land Capability Study for the Cardinia Shire, 1997

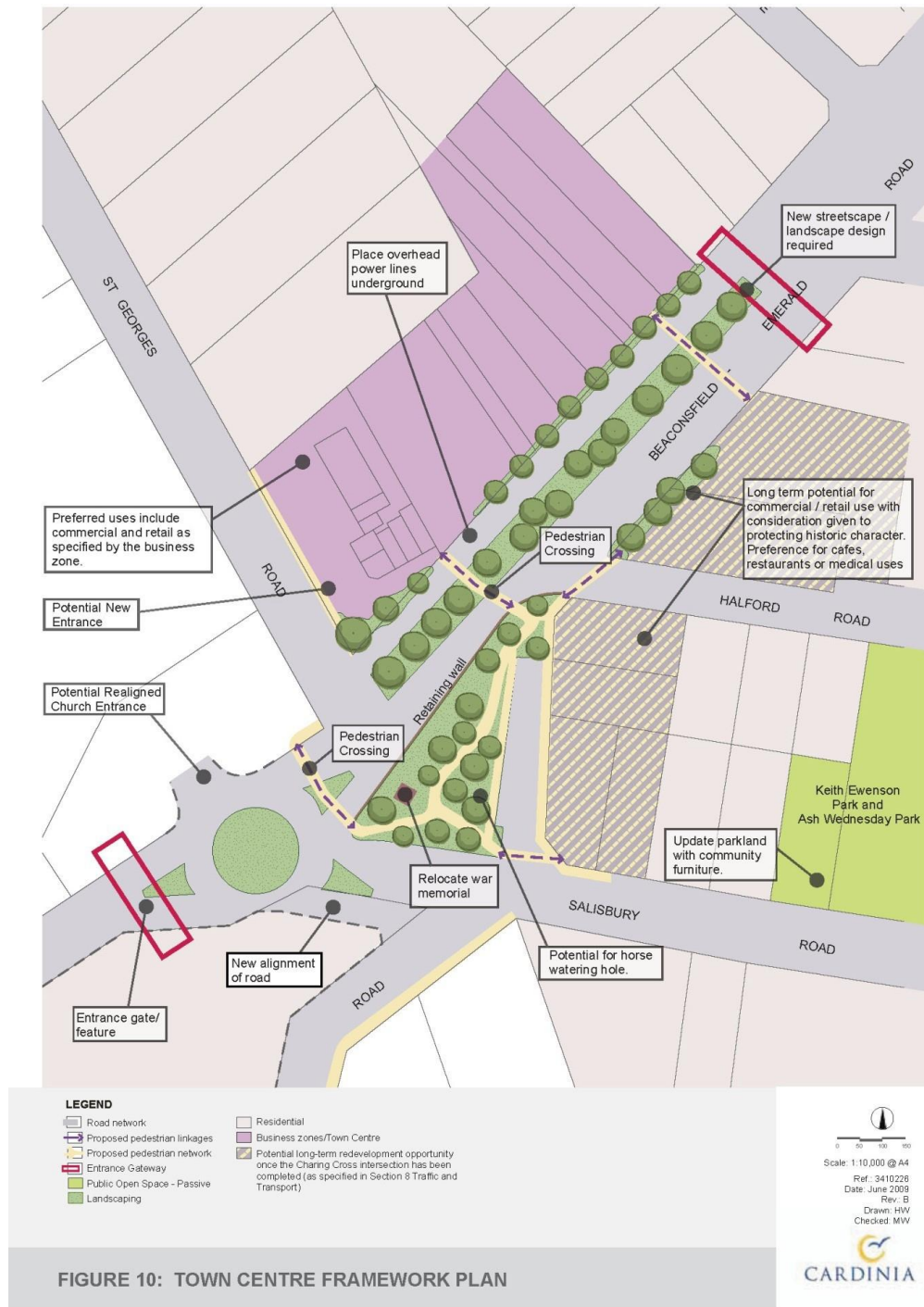
CARDINIA PLANNING SCHEME

Figure 6: Upper Beaconsfield Framework Plan



CARDINIA PLANNING SCHEME

Figure 10: Town Centre Framework Plan



21.08-1

Proposed C250card

Lang Lang

Local area implementation

- Ensure that any proposed use or development within or around the Lang Lang township is generally consistent with the *Lang Lang Township Strategy, July 2009*, including the Lang Lang Framework Plan (Figure 1).

CARDINIA PLANNING SCHEME***Residential development***

- Protect and enhance the ‘rural character’ of the Lang Lang Township.
- Locate multi unit development within vicinity of the town centre.
- Maintain a sense of spaciousness between residential allotments.
- Ensure protection and conservation of native vegetation including street trees and roadside vegetation and encourage the inclusion of native vegetation and garden in new development.
- Consider as appropriate the Precinct Character Guidelines set out in the *Lang Lang Township Strategy, July 2009* to residential development within the Lang Lang township.
- Ensure that land within the Lang Lang urban growth boundary is released for development in a staged/controlled manner.
- Avoid cul-de-sacs in residential subdivisions, and if used, they should be connected through to another street by a wide reserve and path for safe pedestrian and bicycle access.

Economic development

- Consolidate commercial and retail uses along Westernport Road between McDonalds Track and the closed South Gippsland Railway Line, as reflected in the Lang Lang Town Centre Urban Design Framework 2008 and as set out in the *Lang Lang Township Strategy, July 2009*.
- Establish tourist accommodation facilities within and around the Lang Lang township, including bed and breakfasts, farm stays, guest houses or a caravan park.

Community development

- Encourage the establishment of health care and service providers in Lang Lang, including a general practitioner service, in appropriate locations.

Traffic and transport

- Limit direct vehicle access from private land holdings to the proposed Lang Lang sand truck bypass.
- Require improvements in the connectivity of pedestrian and vehicular networks within the township as part of new subdivisions and developments.
- Establish local road connections between properties as set out in the Lang Lang Framework Plan (Figure 1).
- Encourage an interconnected street network with links between the town centre and surrounding areas, providing good accessibility and streetscape detailing to make walking and cycling pleasant, efficient and safe.
- Maintain generous street, footpath and easement widths in new developments.

Open space

- Provide open space to meet the active and passive recreational needs of the community.
- Secure the ongoing use of Dick Jones Park for open space.
- Maintain, upgrade and provide areas for equestrian activities (including a safe and interconnected network of equestrian trails) in and around Lang Lang.
- Support the construction of a multi-use path along the South Gippsland Railway line to create a linkage between the Lang Lang and Koo Wee Rup townships.
- Establish a rail trail along the disused section of the South Gippsland Railway Line.

Urban design

- Encourage urban design which creates a strong character and identity for the area, provides for a functional built environment and promotes community and personal safety.

CARDINIA PLANNING SCHEME

- Encourage urban design that reinforces the character of the town, through sympathetic building design and standard design elements which are in keeping with the rural atmosphere of the town.
- Create a consolidated and active town centre through the development of existing vacant lots and residential lots in the main street between McDonald's Track and South Gippsland Railway Reserve.
- Support the rezoning of land known as 140 Westernport Road and 150 McDonalds Track, Lang Lang to Mixed Used Zone.

Further strategic work

- Review the *Lang Lang Township Strategy, July 2009*.
- Develop a vegetation precinct plan for the Lang Lang township that includes all public and private land and road reserves.
- Review the residential zones and the Design and Development Overlay applying to land within the Lang Lang urban growth boundary to reflect the township character guidelines set out in the *Lang Lang Township Strategy, July 2009*.

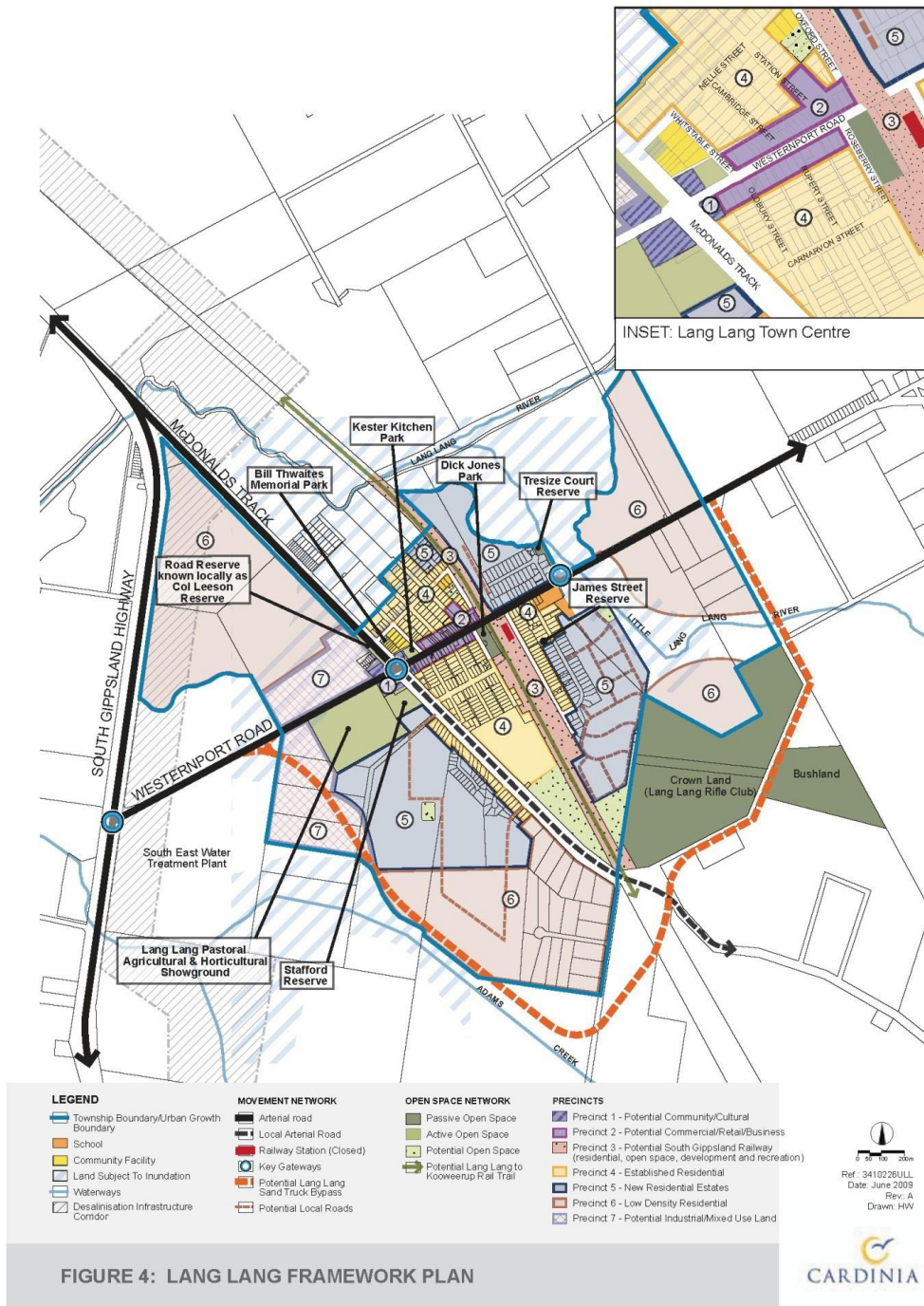
Incorporated documents

Lang Lang Township Strategy, July 2009 (Cardinia Shire)

Reference documents

Cardinia Equestrian Strategy, 2004

CARDINIA PLANNING SCHEME



CARDINIA PLANNING SCHEME

21.08 LOCAL AREAS - WESTERN PORT REGION

Proposed C250card

21.08-1 Lang Lang

Proposed C250card

Local area implementation

- Ensure that any proposed use or development within or around the Lang Lang township is generally consistent with the Lang Lang Township Strategy, July 2009, including the Lang Lang Framework Plan (Figure 1).

Residential development

- Protect and enhance the ‘rural character’ of the Lang Lang Township.
- Locate multi unit development within vicinity of the town centre.
- Maintain a sense of spaciousness between residential allotments.
- Ensure protection and conservation of native vegetation including street trees and roadside vegetation and encourage the inclusion of native vegetation and garden in new development.
- Consider as appropriate the Precinct Character Guidelines set out in the Lang Lang Township Strategy, July 2009 to residential development within the Lang Lang township.
- Ensure that land within the Lang Lang urban growth boundary is released for development in a staged/controlled manner.
- Avoid cul-de-sacs in residential subdivisions, and if used, they should be connected through to another street by a wide reserve and path for safe pedestrian and bicycle access.

Economic development

- Consolidate commercial and retail uses along Westernport Road between McDonalds Track and the closed South Gippsland Railway Line, as reflected in the Lang Lang Town Centre Urban Design Framework 2008 and as set out in the *Lang Lang Township Strategy, July 2009*.
- Establish tourist accommodation facilities within and around the Lang Lang township, including bed and breakfasts, farm stays, guest houses or a caravan park.

Community development

- Encourage the establishment of health care and service providers in Lang Lang, including a general practitioner service, in appropriate locations.

Traffic and transport

- Limit direct vehicle access from private land holdings to the proposed Lang Lang sand truck bypass.
- Require improvements in the connectivity of pedestrian and vehicular networks within the township as part of new subdivisions and developments.
- Establish local road connections between properties as set out in the Lang Lang Framework Plan (Figure 1).
- Encourage an interconnected street network with links between the town centre and surrounding areas, providing good accessibility and streetscape detailing to make walking and cycling pleasant, efficient and safe.
- Maintain generous street, footpath and easement widths in new developments.

Open space

- Provide open space to meet the active and passive recreational needs of the community.
- Secure the ongoing use of Dick Jones Park for open space.

CARDINIA PLANNING SCHEME

- Maintain, upgrade and provide areas for equestrian activities (including a safe and interconnected network of equestrian trails) in and around Lang Lang.
- Support the construction of a multi-use path along the South Gippsland Railway line to create a linkage between the Lang Lang and Koo Wee Rup townships.
- Establish a rail trail along the disused section of the South Gippsland Railway Line.

Urban design

- Encourage urban design which creates a strong character and identity for the area, provides for a functional built environment and promotes community and personal safety.
- Encourage urban design that reinforces the character of the town, through sympathetic building design and standard design elements which are in keeping with the rural atmosphere of the town.
- Create a consolidated and active town centre through the development of existing vacant lots and residential lots in the main street between McDonald's Track and South Gippsland Railway Reserve.
- Support the rezoning of land known as 140 Westernport Road and 150 McDonalds Track, Lang Lang to Mixed Used Zone.

Further strategic work

- Review the *Lang Lang Township Strategy, July 2009*.
- Develop a vegetation precinct plan for the Lang Lang township that includes all public and private land and road reserves.
- Review the residential zones and the Design and Development Overlay applying to land within the Lang Lang urban growth boundary to reflect the township character guidelines set out in the *Lang Lang Township Strategy, July 2009*.

Incorporated documents

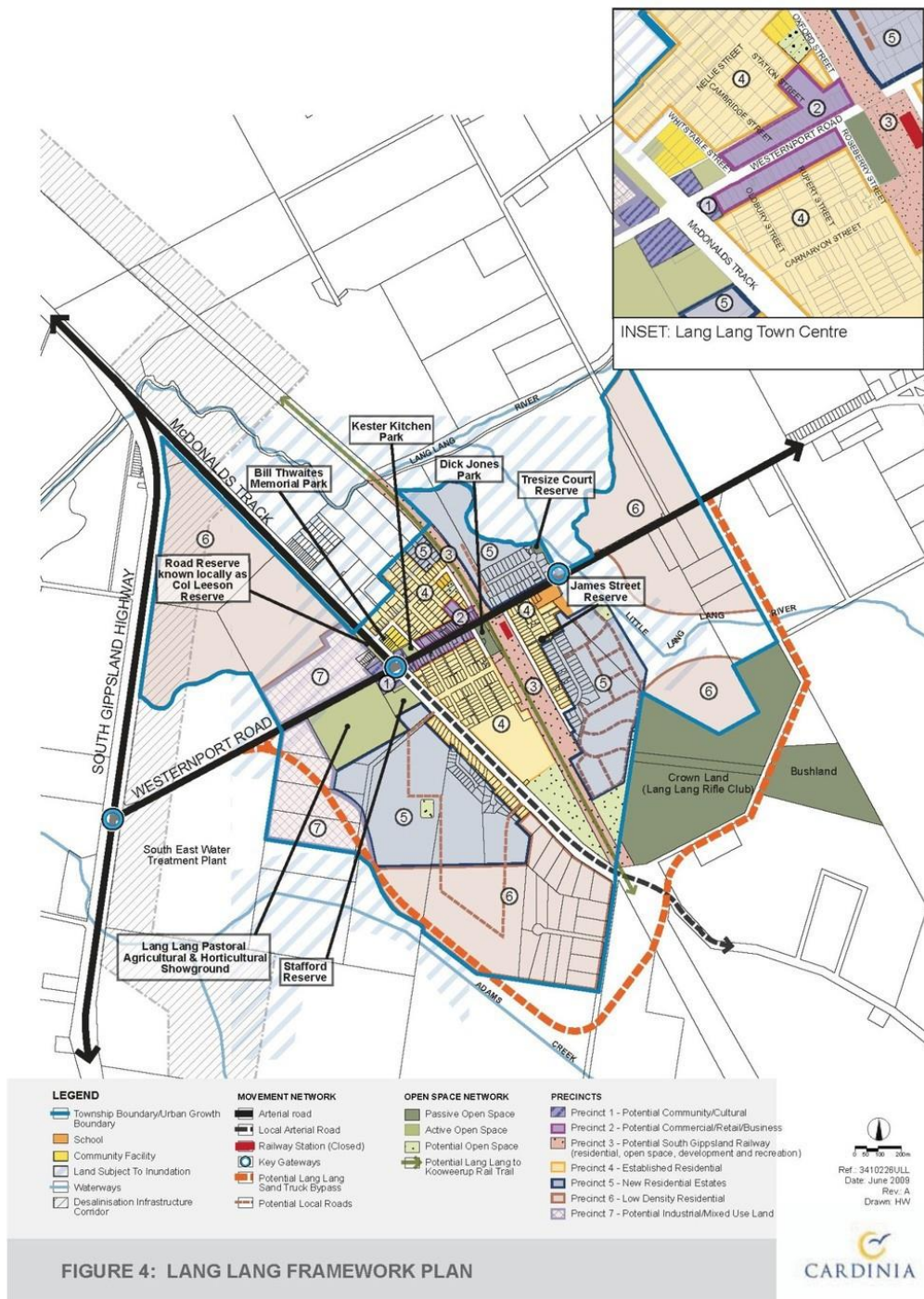
Lang Lang Township Strategy, July 2009 (Cardinia Shire)

Reference documents

Cardinia Equestrian Strategy, 2004

CARDINIA PLANNING SCHEME

Figure 1 Lang Lang Framework Plan



21.08-2
Proposed C250card

Bunyip
Local area implementation

- Ensure that any proposed use or development within the Bunyip township is generally consistent with the *Bunyip Township Strategy, September 2009*, including the Bunyip Framework Plan as shown in Figure 2.

CARDINIA PLANNING SCHEME**Residential development**

- Retain wide road verges in the approach to the township.
- Maintain the existing street grid pattern within the township.
- Maintain generous street, footpath and easement widths in new developments.
- Ensure protection and conservation of native vegetation including street trees and roadside vegetation.
- Consider as appropriate the Precinct Character Guidelines set out in the *Bunyip Township Strategy, September 2009*.

Economic development

- Direct commercial and retail uses to Main Street and the southern end of High Street.
- Promote ‘infill’ development in Main Street and High Street.
- Ensure further development of sites along Main Street does not compromise the future construction of the proposed car park at the rear of these lots.

Traffic and transport

- Construct a new path along Henry and Doran Roads to provide an off-road route to access the Bunyip Sanctuary.
- Ensure future subdivisions and developments do not compromise the future construction of a pedestrian, bicycle and equestrian path linking Garfield and Bunyip along Ti-Tree Creek.

Open space

- Ensure the protection of waterways including Ti-Tree Creek.

Urban design (landscape and townscape)

- Within Main Street:
 - Encourage active uses at street level.
 - Promote the use of parapet walls.
 - Encourage new verandahs and the reinstatement of old verandahs.
 - Where past road reserve widening has been substantial, road reserve widening should be provided as part of the further subdivision of land in order to achieve the wider rural streetscape envisaged by the original policy. If this is not possible a landscape setback within a lot should be provided to achieve the appearance of a wider street.

Further strategic work

- Review the *Bunyip Township Strategy, September 2009*.
- Develop a Design and Development Overlay for the Bunyip town centre which incorporates the town centre design guidelines outlined in the *Bunyip Township Strategy, September 2009*.
- Review the residential zones and the Design and Development Overlay applying to land within the Bunyip township to reflect the township character guidelines set out in the *Bunyip Township Strategy, September 2009*.

Incorporated documents

Bunyip Township Strategy, September 2009 (Cardinia Shire)

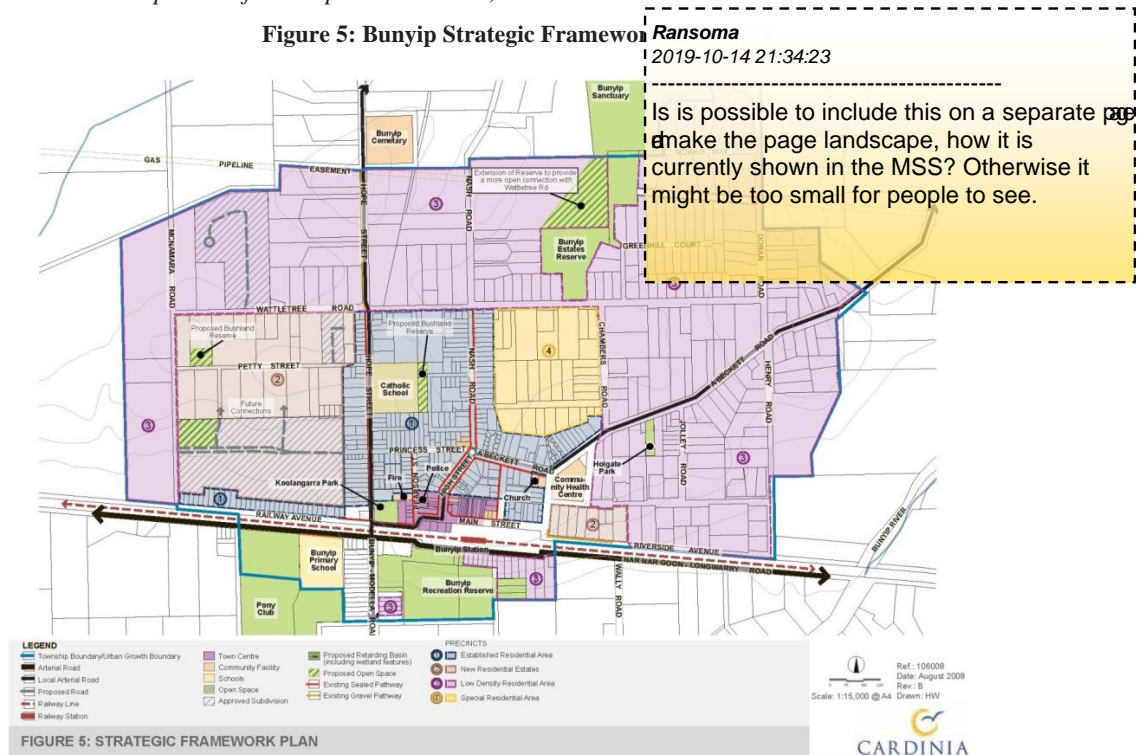
Reference documents

Cardinia Equestrian Strategy, 2004

CARDINIA PLANNING SCHEME

Cardinia Municipal Wildfire Preparedness Plan, 2005

Figure 5: Bunyip Strategic Framework



Ransoma
2019-10-14 21:34:23
Is it possible to include this on a separate page to make the page landscape, how it is currently shown in the MSS? Otherwise it might be too small for people to see.

21.08-3
Proposed C250card

Koo Wee Rup

Local area implementation

- Ensure that any proposed use or development within or around the Koo Wee Rup Township is generally consistent with the *Koo Wee Rup Township Strategy, October 2015*, including the Koo Wee Rup Framework Plan (Figure 3).

Residential development

- Ensure that any proposed residential development is in accordance with the *Koo Wee Rup Township Character Assessment, 2006*.
- Support the release of residential land in a staged and controlled manner to accommodate the expected population growth. Protect and enhance the rural township character of Koo Wee Rup.

Economic development

- Provide additional industrial land to the south of the township to encourage local employment opportunities.
- Develop diverse local employment opportunities to meet the needs of a growing residential population.
- Strengthen the role of Koo Wee Rup town centre in order to meet the needs of the local community.
- Facilitate the development of an additional industry and service industry precinct within the Koo Wee Rup township.
- Support industry that relates to agriculture.

CARDINIA PLANNING SCHEME**Traffic and Transport**

- Provide sufficient car parking within the town centre to meet local needs by consolidating rear yards to provide combined parking courts to the rear of buildings and access via the orderly arranged laneways.

Physical infrastructure

- Provide or upgrade utility services to improve the health, environment and amenity of residents and to minimise environmental impacts.
- Sensitive land uses, such as residential subdivision and dwellings, child care centre, pre-school centre or primary school, should not be located within 350m from the South East Water Treatment Plant unless permitted by South East Water, the Environmental Protection Authority and Cardinia Shire Council.
- Integrate stormwater treatment into the landscape, protect water quality of water entering Western Port and reduce the overall cost of drainage infrastructure.

Heritage

- Support the restoration and / or adaptive reuse of buildings of heritage significance.
- Ensure that future development enhances the existing characteristics of the township.

Urban design

- Consider as appropriate the general design guidelines (Town centre) set out in Section 12.4 of the *Koo Wee Rup Township Strategy, October 2015*.
- Create a sense of identity and place for the community.
- Create a consolidated town centre which has active retail, commercial and civic uses.

Further strategic work

- Review the *Koo Wee Rup Township Strategy, October 2015*
- Apply a Development Plan Overlay to the large blocks adjacent to Simms Land, bounded by Simms Lane, Rossiter Road, Supreme Road and the Urban Growth Boundary to guide development and address the issues of access, traffic movement, permeability, infrastructure provision, flood prevention and the protection and creation of habitat areas, to implement the *Koo Wee Rup Township Strategy, October 2015*.
- Apply a Development Plan Overlay to 65,73 and 85 Moody Street and 120 Boundary Drain Road in order to guide development and address issues of access, permeability, infrastructure provision, flood prevention and the protection and creation of habitat areas, to implement the *Koo Wee Rup Township Strategy, October 2015*.
- Rezone and apply a Development Plan Overlay to the property surrounding the Koo Wee Rup Regional Health Service, bounded by Rossiter Road, the Urban Growth Boundary and the Great Southern Rail Reserve from Farming Zone 1 to an appropriate residential zone and to address issues of access, permeability, traffic movement, infrastructure provision, flood prevention and the protection and creation of habitat areas, to implement the *Koo Wee Rup Township Strategy, October 2015*.
- Rezone properties to the south of the township bounded by Sybella Avenue, the South East Water sewerage treatment plan and the Great Southern Rail Reserve from Farming Zone 1 to an appropriate industrial zone to provide land for local employment opportunities.
- Investigate the preparation of a planning scheme amendment in conjunction with South East Water to introduce an Environmental Significance Overlay (or similar tool) around the Koo Wee Rup Water Recycling Plant.

CARDINIA PLANNING SCHEME

Incorporated documents

Koo Wee Rup Township Strategy, October 2015 (Cardinia Shire)

Reference documents

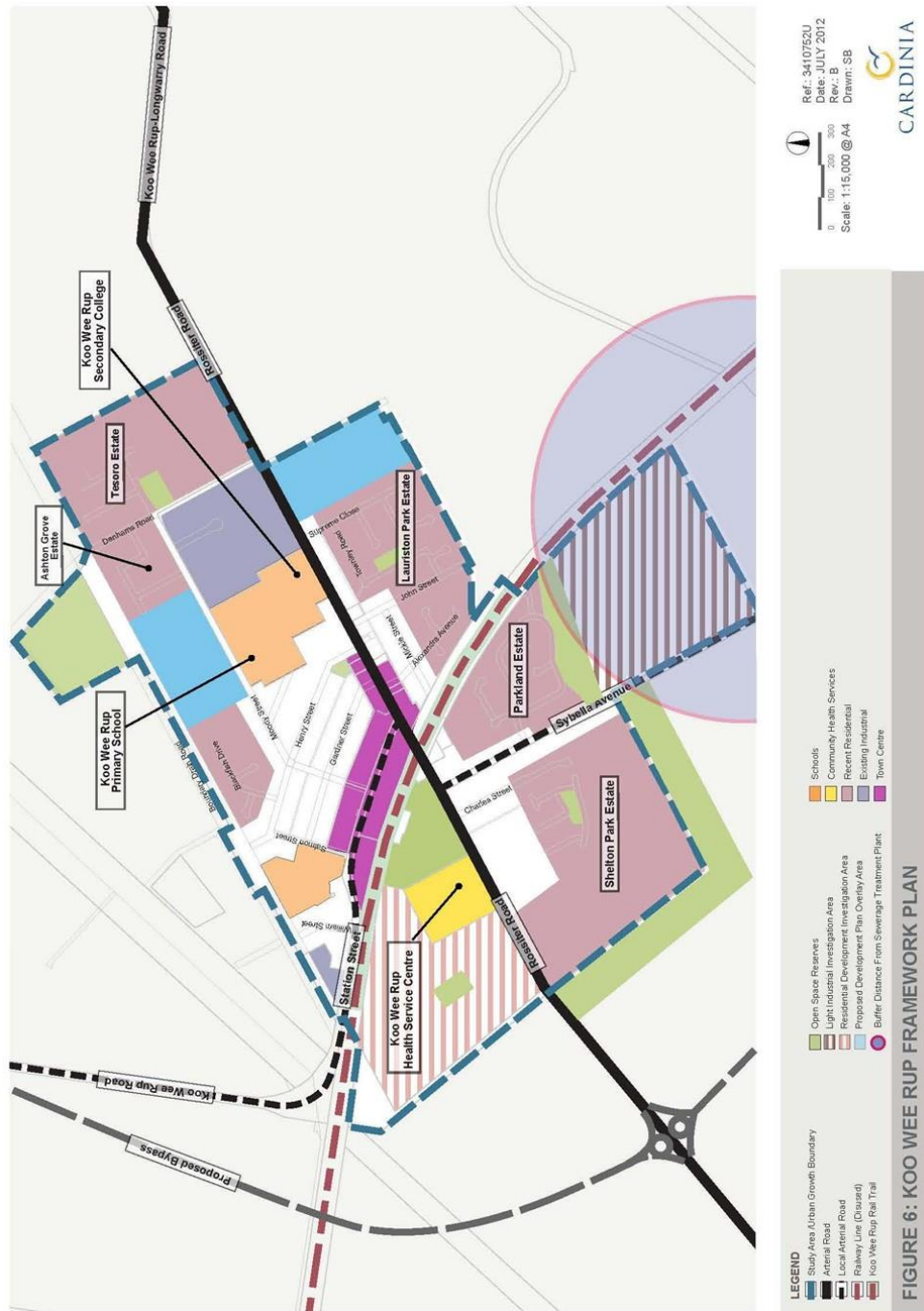
Township Character Assessment (Koo Wee Rup, Lang Lang, Garfield, Bunyip) 2006 (Cardinia Shire)

Equestrian Strategy, 2004(Cardinia Shire)

Cardinia Municipal Wildfire Preparedness Plan, 2005

CARDINIA PLANNING SCHEME

Figure 6: Koo Wee Rup Framework Plan



Planning and Environment Act 1987

Panel Report

Cardinia Planning Scheme Amendment C250

MSS review

9 June 2020

How will this report be used?

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

The planning authority must consider this report before deciding whether or not to adopt the Amendment. [section 27(1) of the *Planning and Environment Act 1987* (the Act)]

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

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

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

Planning and Environment Act 1987

Panel Report pursuant to section 25 of the Act

Cardinia Planning Scheme Amendment C250

MSS review

9 June 2020



Lester Townsend

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Glossary and abbreviations

Council	Cardinia Shire Council
DELWP	Department of Environment, Land, Water and Planning
EAO	Environmental Audit Overlay
EPA	Environment Protection Authority
LBNAC	Lakeside Boulevard Neighbourhood Activity Centre
LPPF	Local Planning Policy Framework
MAC	Major Activity Centre
MSS	Municipal Strategic Statement
PE Act	<i>Planning and Environment Act 1987</i>
PPF	Planning Policy Framework
PSP	Precinct Structure Plan
UGB	Urban Growth Boundary
VCAT	Victorian Civil and Administrative Tribunal
VPP	Victoria Planning Provisions

Overview

Amendment summary	
The Amendment	Cardinia Planning Scheme Amendment C250
Common name	MSS review
Brief description	The Amendment implements the findings of the <i>Cardinia Planning Scheme Review 2018</i> by updating the Local Planning Policy Framework with a new Municipal Strategic Statement (MSS) at Clause 21 of the Cardinia Planning Scheme.
Subject land	The Amendment applies to the whole municipality
Planning Authority	Cardinia Shire Council
Authorisation	17 October 2019
Exhibition	14 November to 16 December 2019
Submissions	<p>Eight submissions were received, of which five sought changes to the Amendment:</p> <ul style="list-style-type: none"> • South Gippsland Shire • Victorian School Building Authority • Department of Transport • Department of Jobs, Precincts and Regions • EPA Victoria • APA Group • Susan Davies • Pioneers Market Place Pty Ltd.

Panel process	
The Panel	Lester Townsend
Directions Hearing	Officer, 1 April 2020
Panel Hearing	Video conference, 28 April 2020
Further information supplied	6 May 2020
Site inspections	Unaccompanied, 1 April and 1 May 2020
Appearances	<ul style="list-style-type: none"> - Council represented by Anita Ransom - Susan Davies - Pioneers Market Place Pty Ltd represented by Anthony Msonda-Johnson of Roberts Day
Citation	Cardinia PSA C250card [2020] PPV
Date of this Report	9 June 2020

Executive summary

Cardinia Planning Scheme Amendment C250 (the Amendment) seeks to implement the findings of the *Cardinia Planning Scheme Review 2018* by updating the Local Planning Policy Framework with a new Municipal Strategic Statement (MSS) at Clause 21 of the Cardinia Planning Scheme.

The Amendment flows from a comprehensive planning scheme review.

Key issues raised in submissions related to:

- mapping Extractive Industries Interest Areas
- separation distances for sensitive uses
- pipeline protection
- general policy and environmental issues mainly focused around Koo Wee Rup
- the Lakeside Boulevard Neighbourhood Activity Centre.

The key unresolved issue is the treatment of activity centres. The Panel concludes that the MSS would benefit from including a list of the Activity Centres and a map showing their location. At the request of the Panel Council produced such a list after the Hearing. This should be included in the MSS, and the MSS text revised to ensure consistent reference to activity centres.

Recommendations

Based on the reasons set out in this Report, the Panel recommends that Cardinia Planning Scheme Amendment C250 be adopted as exhibited subject to the following:

1. **Make the changes proposed by Council in response to submissions, namely:**
 - include an updated map of Extractive Industries Interest Area in an appropriate location in the Municipal Strategic Statement.
 - include a further strategic work item to identify uses that need protection from encroachment from sensitive uses Area in an appropriate location in the Municipal Strategic Statement.
2. **Amend Clause 21.04-3 Activity Centres Overview to include reference to all three large neighbourhood centres – Beaconsfield, Lakeside Boulevard and Lakeside Square/Cardinia Road.**
3. **Include a map and list along the lines provided to the Panel (Figure 1 of this Report) in Clause 21.04-3, and consider also noting the location of the Pakenham Homemaker Precinct as it is referred to in the text of the Municipal Strategic Statement.**
4. **Review the Municipal Strategic Statement text to ensure there is consistent naming of activity centres, and making sure there is no confusion between ‘Lakeside Boulevard’, and ‘Lakeside Square/Cardinia Road’.**

1 Introduction

1.1 The Amendment

The Amendment seeks to implement the findings of the *Cardinia Planning Scheme Review 2018* by updating the Local Planning Policy Framework with a new Municipal Strategic Statement (MSS) at Clause 21 of the Cardinia Planning Scheme.

The Amendment proposes that all MSS clauses be changed and the current local area clause be split into two clauses:

- Local Areas – Hills Region
- Local Areas – Western Port Region.

Council submitted:

- each section has been reviewed to remove content that is repeated in several clauses throughout Clause 21
- references to the State Planning Policy section have been removed in accordance with *A Practitioner's Guide to Victorian Planning Schemes, August 2019*
- the heading and information listed under 'Use of Policy and exercise of discretion' has been deleted as the information contained in these sections outlined is considered unnecessary
- the application of zones and overlays has been updated in each relevant section to delete work that has been done and only identify zones and overlays that need to be applied¹
- further strategic work that has been completed or is no longer required has been deleted and new work identified
- maps have been updated to show the extent of the Urban Growth Area, including Pakenham East
- wording has been changed where the intent was unclear and where information could be condensed
- Reference and Incorporated documents have been updated.

1.2 Background

Previous Local Planning Policy Review

Council's current Local Planning Policy Framework was introduced as part of Amendment C124 and was gazetted on 14 June 2012. That amendment updated the Municipal Strategic Statement (MSS) at Clause 21 and deleted three local policies at Clause 22, as they were no longer required.

Amendment C124 went through a public exhibition process and was subject to a Planning Panel. Before this, the Local Planning Policy had not been reviewed in full since 1999, when the New Format Planning Scheme was introduced.

¹ It is not clear to the Panel whether this approach meets the requirements of section 12A(3)(c) but would expect this type of issue to be addressed through the authorisation process.

Legislative requirements

Section 12A of the *Planning and Environment Act 1987* (PE Act) requires:

- (1.) A planning authority which is a municipal council must prepare a municipal strategic statement for its municipal district.
- (2.) A municipal strategic statement must further the objectives of planning in Victoria to the extent that they are applicable in the municipal district.
- (3.) A municipal strategic statement must contain—
 - (a) the strategic planning, land use and development objectives of the planning authority; and
 - (b) the strategies for achieving the objectives; and
 - (c) a general explanation of the relationship between those objectives and strategies and the controls on the use and development of land in the planning scheme; and
 - (d) any other provision or matter which the Minister directs to be included in the municipal strategic statement.
- (4.) A municipal strategic statement must be consistent with the current Council Plan for the municipal council approved under section 125 of the *Local Government Act 1989*.

...

Under Section 12(B) of the PE Act, every Municipal Council must review its planning scheme no later than one year after each date Council must approve a Council Plan under Section 125 of the *Local Government Act 1989*.

Section 12 (B)(3) states the objective of the review is to enhance the effectiveness and efficiency of the planning scheme in achieving:

- (a) the objectives of planning in Victoria; and
- (b) the objectives of the planning framework established by this Act.

Under Section 12(b)(4) the review must also evaluate the scheme to ensure that it:

- (a) is consistent in form and content with the directions or guidelines issued by the Minister under section 7; and
- (b) sets out effectively the policy objectives for use and development of land in the area to which the planning scheme applies; and
- (c) makes effective use of State provisions and local provisions to give effect to State and local planning policy objectives.

Section 14 of the Act requires that the duties of the Responsible Authority include:

- (a) to efficiently administer and enforce the planning scheme.

Current review

Council undertook a planning scheme review in 2018.

Council submitted that the review had been undertaken to ensure that the Cardinia Planning Scheme is consistent with the PE Act.

The planning scheme review examined:

- Changes to State Planning Policy
- Planning Practice Notes

- Changes at local level
- Significant updates to the MSS since Amendment C124
- Panel and VCAT decisions
- Council strategies
- Gaps in the Cardinia Planning Scheme
- Emerging Issues
- Further work identified in the current MSS.

The planning scheme review listed sixty actions to improve the LPPF.

It is not the role of the Panel to check whether these actions have been implemented. The Panel notes however, that the Amendment flows from a comprehensive and detailed process.

1.3 Plan Melbourne

Plan Melbourne 2017-2050 sets out strategic directions to guide Melbourne's development to 2050, to ensure it becomes more sustainable, productive and liveable as its population approaches 8 million. It is accompanied by a separate implementation plan that is regularly updated and refreshed every five years.

The key relevance of *Plan Melbourne* is in relation to activity centres.

Metropolitan Melbourne has a network of activity centres. This network is defined within *Plan Melbourne* and is classified into three main types: Metropolitan Activity Centres, Major Activity Centres and Neighbourhood Activity Centres.

Major activities in the southern region are:

- Berwick, Casey Central, Chelsea, Cheltenham, Cheltenham-Southland, Clyde (future), Clyde North (future), Cranbourne, Endeavour Hills, Hampton Park, Hastings, Karingal, Keysborough-Parkmore, Mentone, Moorabbin, Mordialloc, Mornington, Noble Park, Officer, Pakenham, Rosebud, Springvale.

Officer and Pakenham are in Cardinia.

1.4 Summary of issues raised in submissions

Three submissions raised no objections:

- South Gippsland Shire
- Victorian School Building Authority
- Department of Transport.

Five submissions sought changes:

- Department of Jobs, Precincts and Regions in relation to mapping Extractive Industries Interest Areas
- EPA Victoria in relation to separation distances
- APA Group in relation to pipeline protection
- Susan Davies raising a range of issues
- Pioneers Market Place Pty Ltd in relation to the Lakeside Boulevard Neighbourhood Activity Centre (LBNAC).

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

The Panel considered all written submissions made in response to the exhibition of the Amendment, observations from site visits, and submissions, evidence and other material presented to it during the Hearing. All submissions and materials have been considered by the Panel in reaching its conclusions, regardless of whether they are specifically mentioned in the Report.

This Report deals with the issues under the following headings:

- Resources and hazards
- Community concerns
- Activity centres.

1.5 Conclusion

The Amendment flows from a comprehensive and detailed process. The Amendment is well founded and strategically justified, and the Amendment should proceed subject to addressing the more specific issues raised in submissions as discussed in the following chapter.

2 Issues

2.1 Resources and hazards

(i) Extractive Industries Interest Areas

Council supported the Department of Jobs, Precincts and Regions (submission 2) request to include an updated map of Extractive Industries Interest Area to show all current work authorities. The Department of Jobs, Precincts and Regions agreed to provide an updated map.

This will make the scheme easier to use and is supported by the Panel.

(ii) Separation distances

The issue

The EPA submitted that the MSS needed to address the protection of industrial land and associated industrial activities, including the need to maintain appropriate separation distances under Clause 21.01-2 Key influences and Key issues.

Submissions

Council agreed that the MSS could better address protection of industrial land from sensitive uses, including the recognition of major hazard facilities (Lang Lang Gas Plant), as well as other infrastructure and uses such as gas pipelines and quarries.

Council considered that the best way to do this would be to include future strategic work in the MSS as this needs further consideration and consultation with the EPA.

Discussion and conclusion

The Panel agrees that this is an important issue, but it does not need to hold up the rest of the MSS review. It is not clear why policy is needed at a local level rather than the EPA addressing this a state level. The Panel notes that the *Practitioners Guide to Victorian Planning Schemes* also notes that:

A provision must not conflict with or duplicate other legislation, instruments or planning scheme provisions.

In any case some local identification of the hazards could be useful to give show how state policy applied in a local area. Including it as further strategic work is an appropriate approach.

(iii) Contaminated land

The issue

The EPA submitted that Council should consider undertaking a stocktake of contaminated land to inform the application of the Environmental Audit Overlay (EAO) particularly to those areas previously used for industry that are transitioning to more sensitive uses.

Submissions

Council noted that the EPA raised this matter in their submission to the Planning Scheme Review and did not support this approach.

Discussion and conclusion

It is not clear to the Panel that an audit of contaminated land in advance of any specific proposal to rezone the land is a wise use of strategic planning resources. The Panel does not think that any change to the exhibited Amendment is warranted in response to this issue.

(iv) Gas pipelines

The issue

APA VTS Australia requested the inclusion of policy to address the strategic significance of the Morwell–Dandenong, the Longford to Dandenong, the Pakenham–Wollert and the Pakenham lateral gas pipelines, so that this infrastructure can be afforded due policy consideration when significant land use changes and development are being considered.

Submissions

The APA sought the inclusion of the following wording:

Development around High Pressure Gas Transmission Pipelines

Overview

The Morwell–Dandenong Pipeline, Longford–Dandenong Pipeline, Pakenham–Wollert Pipeline and Pakenham Lateral Pipeline are high pressure gas transmission pipe lines licensed under the Pipelines Act 2005. Changes to land use and development in the vicinity of the pipeline must be carefully considered to ensure risks to human life and the functional operation of the pipeline are not impacted.

Objective: To ensure future land use and development appropriately responses to existing high pressure gas pipelines.

Strategy 1.1 Consider risks associated with land use and subdivision within the measurement length² of high pressure gas transmission pipelines.

Strategy 1.2 Encourage risk sensitive development to be located outside of the pipeline measurement length where practicable.

APA submitted:

The inclusion of a local policy reference would complete the relationship between broad state planning policy, municipality-wide local planning policy and directed spatial strategies such as the Pakenham East Precinct Structure Plan and other future spatial urban planning strategies.

Council supported in principle the APA VTS Australia submissions (submission 8) requesting the inclusion of policy to identify gas pipelines. However, there needs to be further work to consider how this will be addressed to ensure that it is useful and practical in the process of considering development in proximity to high pressure gas transmission pipelines.

² Australian Standard 2885 defines 'measurement length', as the distance at which the radiation from an ignited full bore rupture is 4.7 kW/m² – the level at which an unprotected person will receive very serious burns in under a minute. It varies with the pressure and diameter of the pipeline.

Council was hesitant to include the exact wording as proposed by APA for the following reasons:

- there is no reference to where these measurement lengths are listed (within a particular document or report), and so in the future, when planners are considering planning scheme amendments or applications, it is unclear where this information is to be obtained from
- the submission notes that the measurement lengths for some of the pipelines are 700 metres either side of the pipe and that APA seeks to limit sensitive uses from establishing within these distances. This is a significant distance, and it is also unclear what the criteria for assessing this would be given that the wording is 'seeks to limit'. The APA is not a referral authority in the Cardinia Planning Scheme except for one parcel of land within a Special Use Zone.

Council considered that as part of the future strategic work to be listed in response to the EPA submission, gas pipelines could also be given further consideration.

Discussion and conclusion

Protection of pipelines is a state-wide issue and ought to be addressed at a state level.

The Panel disagrees with APA that inclusion of specific pipeline strategies would "*complete the relationship between broad state planning policy, municipality-wide local planning policy and directed spatial strategies*". At a local level it is appropriate to identify the location of pipelines, but it is entirely unclear why considering the risks of development within the measurement length of a pipeline is a local policy rather than something that, if it were appropriate, would be addressed across the state or in all metropolitan or growth area municipalities. The proposed MSS maps the location of pipelines on relevant maps.

The Panel also agrees with Council that the impact of APA's proposed words would be unclear.

(v) Overall conclusion and recommendation

The Panel agrees with the approach proposed by Council to these issues.

The Panel recommends:

- 1. Make the changes proposed by Council in response to submissions, namely:**
 - **include an updated map of Extractive Industries Interest Area in an appropriate location in the Municipal Strategic Statement.**
 - **include a further strategic work item to identify uses that need protection from encroachment from sensitive uses Area in an appropriate location in the Municipal Strategic Statement.**

2.2 Community concerns

The issue

Susan Davies raised a range of issue related to the development and character of the municipality with an emphasis on the area around Koo Wee Rup.

Submissions

Ms Davies:

- did not support the projections in relation to population in the growth area, and population growth in the remainder of the shire
- did not support policy that encourages the investigation of potential locations for a third airport in Melbourne's South East
- requested additional policy to investigate planning overlays for the purposes of a nature link along Cardinia's waterways
- did not support providing additional industrial land to the south of the Koo Wee Rup township
- thought that Koo Wee Rup should be preserved as a special environmental area and should include strategies to:
 - investigate opportunity in conjunction with Melbourne Water to provide land of about 100 acres to create demonstration site of the former great Koo Wee Rup Swamp
 - investigate the preparation of a planning scheme amendment in conjunction with Melbourne Water for an Environmental Significance Overlay for the entire length of Yallock Outfall and Yallock Creek
- submitted that there should be a Heritage Overlay for Bayles
- proposed that Council undertake a cultural landscape assessment of the Cardinia Western Port Green Wedge to consider the cultural landscape significance of the former Dalmore and Koo Wee Rup swamp environs and the Western Port coastline, including consideration of Indigenous history, the drainage of the swamp, former railway lines and the Soldier Settlement period.

Council responded:

- The population projections are based on information from Council's Community Planners. It is collated from data collected by id. consulting and based on Census data as well as other data sets. It is also noted that the population outside the growth corridor is not expected to increase significantly.
- The policy on a new airport is already in the MSS and it is not being altered as part of the Amendment. It is also noted that the third airport is contemplated within *Plan Melbourne*.
- Council's Environment team is currently preparing a Biolinks Strategy. Community consultation is proposed for later in the year, and the submitter is encouraged to submit to this strategy as it relates to this request.
- The policy for additional industrial land near Koo Wee Rup is already in the MSS and it is not being altered as part of the Amendment.
- Restoring part of the former Koo Wee Rup Swamp would be a significant undertaking, and at this time it is unlikely that Council and Melbourne Water are resourced to do this. Council noted that the MSS (under Clause 21.01-1 Environment) recognises that the Koo Wee Rup Swamp area is an area of Environmental Significance and that this needs to be protected. As these waterways are both Melbourne Water managed, there would need to be further discussion with Melbourne Water as to whether it would be appropriate to include these waterways in an Environmental Significance Overlay, which may an unintended consequence of inhibiting their ability to manage the waterways. Melbourne Water generally have a good record of managing their waterways appropriately, including the planting and management of vegetation.

- A citation that has been prepared for the Bayles Hall Precinct Area, and Council was looking to apply a heritage overlay on this property to protect it.

Council considered that this further strategic work sufficiently addressed this concern raised by the submitter.

Discussion and conclusion

These issues were addressed at the Hearing and there was some interactive discussion. The submitter accepted Council’s approach to the issues that she had raised.

2.3 Activity centres

(i) The issue

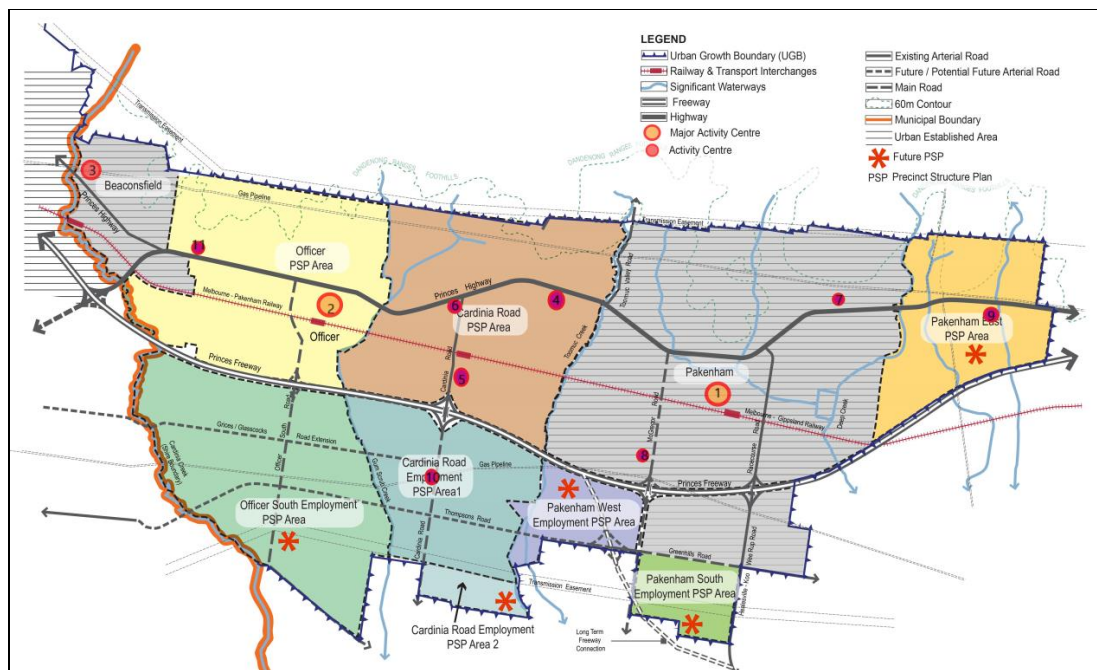
Pioneers Market Place Pty Ltd raised the treatment of the Lakeside Boulevard Neighbourhood Activity Centre (LBNAC). The consideration of this issue raises broader issues of how activity centres are treated in the revised MSS.

(ii) Relevant policies, strategies and studies

At the request of the Panel Council provided a list of activity centres together with a map of ‘established’, ‘emerging’ and ‘proposed’ activity centre in the growth corridor. Council provided a map with the following caveat:

Please note the map is just to provide more information on the location of these centres and the location of each activity centre is approximate. I have used the existing map at Clause 21.03-3 as this was the easiest to mark up, however, it is not proposed that this map be included as part of Clause 21.03-3. If the Panel decides that a map of this type needs to be included, Council’s Urban Design team would undertake this work and provide a new map.

Figure 1: Map and list of activity centres



# on map	Status	Name
Major Activity Centre		
1	Established	Pakenham
2	Emerging	Officer (Officer PSP)
Large Neighbourhood Activity Centre		
3	Established	Beaconsfield
4	Established	Lakeside Boulevard
5	Established	Lakeside Square/Cardinia Road (Cardinia Road PSP)
Neighbourhood Activity Centre		
6	Established	Arena (Cardinia Road PSP)
7	Established	Cardinia Lakes
8	Established	Heritage Springs
9	Proposed	Pakenham East (PSP not approved)
10	Proposed	Kaduna Park (Cardinia Road Employment Precinct)
11	Proposed	Whiteside Road (Officer PSP)

21.03-2 and 21.02-3 set out key issues, a number of which refer to activity centres:

- Key elements of the Urban Established Area include:
 - A Major Activity Centre at Pakenham.
 - A Large Neighbourhood Activity Centre at Beaconsfield.
- Key elements of the Casey-Cardinia Growth Area Framework Plan, 2006 in relation to the Cardinia Urban Growth Area include:
 - A Major Activity Centre at Officer.
 - Large Neighbourhood Activity Centres at Cardinia Road and Lakeside Boulevard.

Clause 21.04-3 Activity centres Overview says:

Activity centres provide a range of retail, commercial, entertainment and community services activities integrated with housing in a location which is highly accessible by road, public transport, foot and bicycle. Activity Centres are a focus for community activity and interaction in a location with a strong sense of place and urban character.

Officer and Pakenham are designated Major Activity Centres, and Beaconsfield is designated as a large Neighbourhood Activity Centre within the urban growth boundary. Emerald in the north and Koo Wee Rup in the south of the municipality are larger township activity centres and there are smaller centres dispersed throughout the municipality. (emphasis added)

Key issues include:

Recognising and developing the existing and future retail hierarchy of activity centres in the urban area.

The objective is:

To establish a network of activity centres in the growth area creating opportunities for a range of activities including retail, commercial, community, residential and entertainment to meet the needs of the community.

Strategies include:

Activity centres

...

Encourage higher order retail at Pakenham and Officer Major Activity Centres supported by high quality pedestrian access, public transport and urban design.

Design and location

...

Bulky goods

Facilitate the future establishment of associated commercial activities such as bulky goods retailing within the Pakenham Homemaker Precinct and facilitate its effective integration within the Lakeside [Boulevard] activity centre.

Clause 21.05-4 Public transport contains the strategy:

Support the upgrading of both the Pakenham and Officer railway stations as a key element of these major activity centres.

Clause 21.06-1 Urban Design Overview says:

The long term benefits of good design are a more attractive, functional and sustainable built environment. Good design is based on the principle of being site responsive, designing to take into account the character and constraints of a site and wider area.

Key issues

Implementing Precinct Structure Plans, Activity Centre Structure Plans and Urban Design Frameworks in current and future activity centres including Beaconsfield, Pakenham, Pakenham Homemaker Precinct, Cardinia Lakes and Cardinia Road and the future Officer Town Centre.

(iii) Submissions

Pioneers Market Place sought to highlight the significant role the LBNAC currently plays in the broader community pointing out that Council has established a range of community services in the Activity Centre, with the Victorian Government doing likewise.

Pioneers Market Place submitted that it owns a key land parcel in the LBNAC and seeks to ensure there is a clear, logical and strategic planning policy framework set out in the Cardinia Planning Scheme. Based on the exhibited Amendment, Pioneers Market Place formed the view the proposed planning policy framework was confusing and ultimately downplays the role of the LBNAC.

Pioneers Market Place requested that the large LBNAC is given the same level of recognition as the Beaconsfield NAC. Pioneers Market Place recommend the following changes are made to the Amendment:

- The LBNAC to be depicted at Figure 3 (Cardinia Urban Established Area) and Figure 2 (Cardinia Urban Growth Area) of proposed Clause 21.03 (Settlement and Housing) and Figure 1 (Cardinia Employment Areas) of proposed Clause 21.04 (Economic Development), consistent with the classification given to the large [Beaconsfield] NAC.
- Written references to the large LBNAC within proposed Clause 21.03 (Settlement and Housing) and Clause 21.04 (Economic Development) modified to allow for the possible future upgrade of the LBNAC to a Major Activity Centre (as per the Cardinia Road Precinct Structure Plan) in light of the significant population increase anticipated at proposed Clause 21.01-1 (Snapshot of Cardinia Shire), as

per below recommendation. With regard to Clause 21.03-3 (Urban Growth Area), under the sub heading Key Issues, the fifth point amended to:

- Large Neighbourhood Activity Centres at Cardinia Road and Lakeside Boulevard, with the Lakeside Boulevard centre possibly upgrading to a Major Activity Centre subject to necessary demand for additional land use and floor space allocations. (additional text underlined)

With regard to Clause 21.04-3 (Activity Centres), under the subheading Overview, the second paragraph amended to:

- Officer and Pakenham are designated Major Activity Centres, and Beaconsfield and Lakeside Boulevard are designated as large Neighbourhood Activity Centres within the urban growth boundary. Emerald in the north and Koo Wee Rup in the south of the municipality are larger townships with township activity centres and there are smaller centres dispersed throughout the municipality. (additional text underlined)

Pioneers Market Place were concerned that the Amendment was a precursor to the future conversion of the Cardinia Planning Scheme as part of the Smart Planning program – a conversion that is unlikely to be publicly exhibited. As such, Pioneers Market Place were of the opinion there is even more importance to ensure the Local Planning Policy Framework exhibits a consistent policy framework as a result of this Amendment to ensure it is appropriately translated into the future Smart Planning program process.

Pioneers Market Place sought changes to text dealing with the large LBNAC to allow for the possible future upgrade of the LBNAC to a Major Activity Centre (as set out in the Cardinia Road PSP) considering the significant population increase anticipated for the shire.

Council did not support a reference to upgrading the LBNAC to a major activity centre. Council noted that the reference to upgrading the LBNAC to Major Activity Centre is in the Cardinia Road Precinct Structure Plan, September 2008, on page 45. The footnote associated with this reference states that it has come from the *Melbourne 2030 Final Report: Casey – Cardinia Committee for Smart Growth*, 2005.

At the time that the *Melbourne 2030 Final Report: Casey – Cardinia Committee for Smart Growth*, 2005 was produced, none of the Precinct Structure Plans (PSPs) had been developed for Cardinia and Cardinia Road PSP was the first to be completed in Cardinia. These PSPs set out the detailed framework for how development will occur within these areas. The land that is now part of the Pakenham East PSP was not contemplated for inclusion in the UGB at that time. Given the amount of time and strategic planning work that has been undertaken since the report was released in 2005, Council considered it to be an obsolete report.

Council's view was that for the LBNAC to be considered to be upgraded to a MAC, a significant amount of strategic planning work would be required.

(iv) Discussion

It is clear from the material supplied by Council after the Hearing that it has a clear view on the activity centre hierarchy in the municipality. The MSS would be clearer if this hierarchy were included.

The MSS would benefit from including a list of the activity centres and a map.

There does not seem to be a clear basis for applying different strategies to different activity centres at the same level of the hierarchy unless they are a specific strategy related to the

physical layout of the centre. Strategies about uses and role should be consistent for all centres at the same level in the hierarchy, otherwise the hierarchy doesn't really make sense.

The Panel notes Councils' explanation that Beaconsfield is included in the overview section of clause 21.04-3 because a structure plan has been prepared for the centre. This reason is not obvious from reading the overview and mentioning one Large Neighbourhood Activity Centre and not the other two is potentially confusing. If the overview wishes to point out which centres have a structure plan it should do this explicitly.

The Panel notes the submission that LBNAC ought to be identified for growth in the future.

The Panel agrees with Council that the strategy that supports an upgrade of LBNAC to a major activity is not part of current strategy. The merits of such a strategy would need to be considered in the context of the activity centre hierarchy as a whole. This is especially the case as Major Activity Centres are identified in *Plan Melbourne*. It would also be something that land owners in the current Major Activity centres might have a view on, and the Panel has not had the benefits of these views from affected owners.

(v) Recommendations

The Panel recommends:

2. **Amend Clause 21.04-3 Activity Centres Overview to include reference to all three large neighbourhood centres – Beaconsfield, Lakeside Boulevard and Lakeside Square/Cardinia Road.**
3. **Include a map and list along the lines provided to the Panel (Figure 1 of this Report) in Clause 21.04-3, and consider also noting the location of the Pakenham Homemaker Precinct as it is referred to in the text of the Municipal Strategic Statement.**
4. **Review the Municipal Strategic Statement text to ensure there is consistent naming of activity centres, and making sure there is no confusion between 'Lakeside Boulevard', and 'Lakeside Square/Cardinia Road'.**

Appendix A Document list

No.	Date	Description	Provided by
1	14 April 2020	List of relevant background documents from Susan Davies	Susan Davies
2	14 April 2020	List of relevant background documents from Roberts Day on behalf of Pioneers Market Place	Anthony Msonda-Johnson
3	21 April 2020	Council Part A submission	Anita Ransom
4	28 April 2020	Council Part B submission	Anita Ransom
5	28 April 2020	Submission on behalf of Pioneers Market Place	Anthony Msonda-Johnson
6	4 May 2020	Email: Additional information following Panel for Cardinia Planning Scheme Amendment C250	Anita Ransom
7	6 May 2020	Email: Response to further information from Roberts Day.	Anthony Msonda-Johnson