

## 7.2.1 Plan Victoria - Council Submission

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### Recommendation(s)

That Council endorse the enclosed submission in Attachment 1 in response to Plan Victoria's consultation and forward the submission to the Department of Transport and Planning for consideration.

### Attachments

1. 09. Plan Victoria Final Submission version 2 6.8.208 [7.2.1.1 - 17 pages]

### Executive Summary

The Department of Transport and Planning (DTP) are preparing to replace Plan Melbourne (2017-2050) with a new planning strategy called Plan Victoria to guide future population growth, employment, community development and sustainability. In late 2023 the Department of Transport and Planning commenced community and industry consultation seeking ideas on five pillars to help address important issues to develop a new plan for Victoria and to set into action what the state will look like over the coming decades. The five pillars are:

1. Self-determination and caring for country
2. Affordable Housing and Choice
3. Equity and Jobs
4. Sustainable Environments and Climate Action and
5. Thriving and Livable Suburbs and Towns

Formal written submissions on the five pillars are to be submitted by 30 August 2024, on the understanding in late 2024 the Department of Transport and Planning would report back to local government, prior to Plan Victoria becoming live in late 2024.

During public consultation the State Government released the Draft Housing Targets advising the draft housing and future population each Council could be expected to deliver by 2050. Cardinia Shire Council has a draft Housing Target of 36,000 houses by the year 2050. At some stage we will need to review the capacity of existing strategic policies, services and infrastructure to determine if the proposed population growth can be accommodated.

It is recommended that the enclosed submission in Attachment 1 is endorsed by the Council and forwarded to the Department of Transport and Planning for consideration.

### Background

In November 2023 the Department of Transport and Planning commenced industry and local government consultation. Cardinia Shire Council's Mayor and Chief Executive Officer were invited to a webinar and a roundtable. The purpose of the consultation was to:

- Acknowledge the central role of the stakeholders in driving action for Victoria to become more liveable, affordable and sustainable.
- Launch the engagement program for the new plan for Victoria.

- Outline the role of a state-wide plan – guiding us to where we want to be in 30 years.
- Seek out partnership and participation in developing the plan and
- Hear early feedback on some preliminary ideas.

In May 2024 the Department of Transport and Planning met with our Executives to:

- Provide an update on the new plan for Victoria work program as shown in Figure 1.
- Report on emerging engagement findings.
- Outline the next steps for engaging with our council and
- Discuss our current approach to planning for housing, planning controls and the Social & Affordable Housing Strategy implementation.

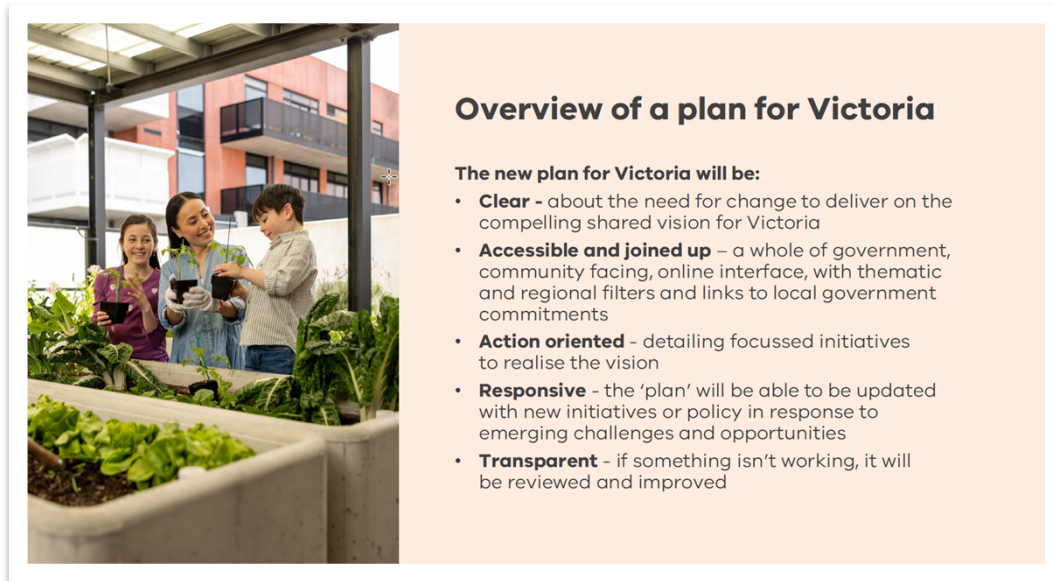


Figure 1 – Work program for Plan for Victoria

On the 17 June 2024 the Department of Transport and Planning (released via Engage Victoria) Draft Housing Targets for each of Victoria's 79 Councils, to guide Councils on where future homes should be built across Victoria. A new target of 2.24 million homes by the year 2050 has been established. The draft housing targets are designed to create more housing choice where there is existing and planned public transport, jobs and services in Melbourne and regional cities. In regional Victoria, the targets provide for growth based on existing trends and prioritise regional cities that are best positioned to accommodate more people. Once finalised, the targets will form part of Plan Victoria.

On the 19 June 2024 Council staff were briefed by the Department of Transport on the Draft Housing Targets and were advised:

- The draft housing targets represent an initial distribution of the Housing Statement aspirations across local councils (*The Housing Statement – the decade ahead 2024-2034 September 2023*).
- Cardinia Shire has been designated a Draft Housing Target of 36,000 houses, which means we need to find capacity to provide an additional 36,000 houses or an estimated additional population of 100,800 people by the year 2050.
- The Draft Housing Targets are being validated through a modelling process that will provide a sense of how growth can be distributed within a municipality based on its attributes. The modelling will be used to determine if current and future strategic planning will provide sufficient planned housing capacity.
- Submissions to the Draft Housing Targets opened on 1 July until 30 August 2024.
- The final housing targets will be released in Plan for Victoria.

- The final housing targets will drive local placed-based planning and potential changes to legislation, the Victorian Planning Provisions, Ministerial Directions and Housing Strategies (Local provisions).
- The State Government will continue to monitor the housing target during implementation.

On the 12 July 2024 Council staff were invited to attend a Plan for Victoria Housing Target webinar for local government, which provided an overview of the model methodology and assumptions that determined the Draft Housing Targets for each Council. During the briefing Council staff were also advised that moving forward the Department of Transport and Planning will:

- Create a framework for partnership.
- Agree on how the results are interpreted and
- Identify skill gaps and support and enable planning to be informed by the best available information.

After 12 July 2024 the Department of Transport and Planning released an email to the public advising feedback has helped to identify eight *Big Ideas* to Plan Victoria and they now request for feedback on the best way to deliver these ideas, being:

- More homes in locations with great public transport access.
- More housing options for all Victorians including social and affordable homes.
- More jobs and opportunities closer to where you live.
- More options for how we move from place to place.
- More certainty and guidance on how places will change over time.
- More trees and urban greening in our parks and community spaces.
- More protections from flooding, bushfire and climate hazard and
- Greater protection of our agricultural land.

Based on the five pillars, the draft Housing Targets, and the big ideas, Council staff and Councillors have suggested a variety of recommendations/actions to be considered for the development of Plan Victoria, as outlined in Attachment 1.

### **Policy Implications**

Plan Victoria will be the key strategy plan to guide current and future growth of Victoria and it is assumed it has been prepared with guidance from existing Commonwealth, State, and Local Planning policies.

Key policy documents the Department of Transport and Planning may have utilised for guidance include:

- Commonwealth Policy and Legislation:
  - *Environmental Protection and Biodiversity Conservation (EPBC) Act 1999*
- State Policy and Legislation
  - *Planning and Environment Act (1987)*
  - *Fauna and Flora Guarantee Act (1988)*
  - Victoria Planning Provisions
  - Plan Melbourne Addendum (2019)
  - The six draft land use framework plans for Melbourne Metropolitan regions (2017-)
  - South East Growth Corridor Plan (August 2012)
  - VPA - Precinct Structure Planning Guidelines – New Communities in Victoria Oct 2021
  - *Transport Integration Act (2010)* and
  - Biodiversity Assessment Guidelines for the Permitted Clearing of Native Vegetation (2013)

## **Relevance to Council Plan**

The Council Plan seeks to balance the needs of development (economy), the community and the environment. This balance has been a key consideration when reviewing the five pillars, the draft housing target and the big ideas. Councils' submission responds to the following principles of Councils Plan:

### **1.1 We empower our communities to be healthy, connected and resilient**

1.1.1 Plan for, and support the delivery of, accessible health and social services that address critical gaps in provision.

1.1.3 Lead by example in creating an inclusive and welcoming community for all by facilitating community education, capacity building, connection and celebration of our diversity.

### **2.1 We support the creation of liveable spaces and places**

2.1.1 Advocate, plan for and deliver accessible community infrastructure and services that address community need.

2.1.2 Plan and maintain safe, inclusive and connected open spaces, places and active travel routes.

2.1.3 Plan for housing diversity that meets community need, is affordable and delivers environmental sustainability, safety and healthy living outcomes.

2.1.4 Advocate for increased and more-connected public transport options.

2.1.5 Upgrade Council's road network to improve safety and connectivity while considering traffic demand and freight transport needs.

### **3.1 We value our natural assets and support our biodiversity to thrive**

3.1.2 Actively move towards zero waste through increasing waste recovery and reuse.

3.1.4 Plan and advocate for better water cycle planning and management to reduce environmental impacts.

### **4.1 We support our productive land and employment land to grow local industries**

4.1.1 Facilitate better planning for our agricultural land to support industry, innovation, local food economy and local job growth.

4.1.2 Plan for sustainable employment precincts to entice new industries to the region and support new business.

4.1.3 Improve local learning and employment pathway opportunities through strategic partnerships.

4.1.4 Drive local innovation in technology to better support and attract businesses and industries.

4.1.5 Strengthen and promote our shire's unique identity and visitor attractions.

### **5.1 We practise responsible leadership**

5.1.1 Build trust through meaningful community engagement and transparent decision-making.

5.1.2 Manage our finances responsibly and leave a positive legacy for future generations.

### **Climate Emergency Consideration**

The Council submission to Plan Victoria considers policy and actions that provide for both climate change mitigation and adaptation, in response to the key pillar entitled Sustainable Environments and Climate Action.

### **Consultation/Communication**

The Department of Transport and Planning placed Plan Victoria on formal public exhibition from December 2023 until 30 August 2024 seeking ideas on five pillars, the draft housing targets and big ideas to help address important issues to develop a new plan for Victoria and to set into action what the state will look like over the coming decades.

The exhibition program has included:

- All information on Plan Victoria is available on the Engage Victoria website. The website provides different avenues to provide online feedback.
- Pop-ups across the State.
- CALD ambassadors' workshops.
- Youth ambassadors' workshops.
- Conversation kits.
- Grassroots community group workshops.
- Roundtables and webinars with Councils.
- Roundtables and webinars with industry.

### **Financial and Resource Implications**

There are no financial or resource implications to complete the enclosed submission in Attachment 1

### **Conclusion**

Accordingly, it is requested Council endorse the enclosed submission in Attachment 1 in response to Plan Victoria's consultation and forward the submission to the Department of Transport and Planning for consideration.



# Cardinia Shire Council

## Plan Victoria

### Council Submission

19 August 2024

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Cardinia Shire Council acknowledges and pays respect to the traditional custodians of these lands, the Bunurong and Wurundjeri people.

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## 1 Introduction

This is Cardinia Shire Council's 'without prejudice' submission to Plan Victoria. This submission has been prepared by Council officers with input from Councillors and adopted by Council on the 19 August 2024.

Cardinia Shire Council welcomes the State Government's efforts to seek feedback on various issues to develop a new plan for Victoria that will manage growth and change across metropolitan Melbourne and regional Victoria for current and future generations. The enclosed submission provides an explanation of Cardinia Shire Council's concerns and suggests recommendations (**actions**) that fall within the Plan Victoria consultation framework:

1. Self-determination and caring for country
2. Affordable Housing and choice
3. Equity and Jobs
4. Sustainable Environment and Climate Action
5. Thriving and Liveable Suburbs and Towns.

Councils' submission has taken the opportunity in Appendix 1 to summarise all actions and demonstrate what actions are policy or implementation actions.

Cardinia Shire Council reserves its right to change this submission based on the merits of future conversations with the Department of Transport and Planning and relevant State/Local Government departments regarding this matter.

If you have any further enquiries regarding this submission, please contact:

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### 1.1 Plan Victoria Consultation

Cardinia Shire Council understands the Department of Transport and Planning has conducted broad public consultation to assist obtaining feedback on Plan Victoria. Cardinia Shire Council is concerned that consultation has not occurred directly with our community and request for future consultation to occur in our Shire to assist our community's participation on such an important matter.

Cardinia Shire Council also requests the Department of Transport and Planning organise future workshops with the Western Region, Northern Region, Eastern Region, Southern Region and inner South East Region Councils to facilitate Council's participation in the refinement of Plan Victoria and its implementation plan.

### 1.2 Cardinia Shire Council Overview and Plan Victoria Vision

Cardinia Shire is an interface and growth area Council located fifty kilometres south-east of Melbourne's central business district and covers an area of 1,281 square kilometres. The estimated population of 135,147 people in 2024 is forecast to grow by 35.28 per cent to a population of 182,833 people by the year 2041<sup>(1)</sup>. The majority of Cardinia'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 most of the future residential and employment growth, including a State Significant Industrial Precinct. The remainder of the population is located within Cardinia's townships and rural residential areas.

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 Koo Wee Rup swamp and Western Port form the significant features of the southern part of the Shire and includes high quality agricultural land of State significance.

(1) [Home | Cardinia Shire | Population forecast \(id.com.au\)](#)

Cardinia Shire growth corridor encompasses approximately 9 per cent of the Shire, while 50 per cent of the southern part of Cardinia is in the 'Westernport Green Wedge' and 40 per cent of the northern part of Cardinia is located in the 'Southern Ranges Green Wedge' and 5 per cent in the 'Yarra Valley and Dandenong Ranges Green Wedge'. Cardinia Shire comprises a variety of landforms and landscapes and Council is committed to fostering the sustained wellbeing of the community and environment. In doing this, it seeks to balance the competing needs of the environment, economic development and community.

Similarly, it is hoped that Plan Victoria's vision will provide clear objectives and direction for the future of metropolitan Melbourne and regional Victoria and clearly articulate how implementation of the plan will occur. Clarity is required on whether Plan Victoria will be the overarching plan with a metropolitan and regional strategy or if Plan Victoria will be the framework for the whole of the state and clearly distinguishes the issues experienced between metropolitan and regional Victoria. A critical issue for the development of Plan Victoria is organising an implementation framework that is controlled by a governing body that is funded and resourced and works in collaboration with Councils and key stakeholders to manage the actions from the implementation plan. Council requests the State Government ensures that the planning and delivery of the implementation plan keeps pace with growth and has the flexibility to change if required.

## 2 The Pillars

Council understands the pillars represent the strategic framework for the development of Plan Victoria. What is unclear is what topics sit under each pillar. As an example, where does infrastructure delivery and staging, transport and movement, the 20-minute neighbourhood principles, heritage, open space, green wedge, rural issues, integrated water management, flora and fauna and community services and facilities exist based on the existing pillar names? Council requests the pillars are updated to define what each pillar incorporates to assist determining if any strategic matter has been omitted and/or to assist clarifying if any new pillar should be developed.

Cardinia Shire Council request a resilient and sustainable food bowl be considered as a pillar. The State Government needs to take an integrated approach across all departments to bolster and ensure the long-term security of our food bowl in green wedge and farming areas, to ensure Victorians can access nutritious, affordable food into the future and to protect us from shocks (natural disasters/climate, pests, fuel increases etc). Maintaining a resilient and sustainable food bowl is complex and requires collective effort from many angles (environment, planning, health, economic development, infrastructure etc). Access to nutritious food is a basic human right, just like housing, and should be given the same level of priority. For more information, please refer to Council's submission on Securing Victorian Food Supply in the following link. [FINAL CSC Submission Securing Victorian Food Supply .pdf](#)

Cardinia Shire Council request for transport and movement to be a pillar of its own. Transport and movement are essential aspects of modern society, facilitating the flow of people and goods. Understanding the mode of transport and patterns of movement are crucial for developing efficient transport systems and addressing demands for rail, freight, vehicle, cycle and pedestrians and what infrastructure is required to be developed.

### Action 1

Cardinia Shire Council requests in reference to the pillars:

- a. Develop sub-headings for the pillars that clearly defines what each pillar represents to assist determining if any strategic matter has been omitted and/or to assist if any new pillars need to be developed.
- b. Requests for a resilient and sustainable food bowl/ green wedge/farming to be a pillar of its own.
- c. Requests for a transport and movement pillar of its own.

### 3 Self-Determination and Caring for Country

Self-determination is a fundamental right for Aboriginal and Torres Islander people in Australia. It encompasses the right to freely determine their political status and pursue their economic, social and cultural development to ensure that indigenous people have the freedom to live well according to their values and belief. In practice, self-determination can manifest in many ways and the following actions are recommended by Council to assist our Aboriginal community's self-determination.

#### Action 2

The State Government to ensure processes are simplified to support and enable First Nations to care for country by:

- a. Ensuring adequate funding models are in place.
- b. Ensuring processes are simplified to support and enable First Nations to be involved and care for country by:
  - Facilitating and supporting places of connection (gathering places). The closest gathering spaces to Cardinia are located in Doveton (32km away), Healesville (58km) and Morwell (91km) which are a barrier for our local community. We currently do not have a community hub, gathering place or specific services that support our community. With over 1,100 Aboriginal and Torres Strait Islander people within our Shire accessing services elsewhere, there is a need and a desire for these services to be developed for our community.
  - Creating opportunities through education, employment and other collaborative projects.

#### Action 3

The State Government to facilitate the development and funding of a wholistic Cultural Heritage Management Plan for all of Cardinia Shire to provide an overarching strategic planning framework on values and intangible heritage values that need to be protected and/or celebrated to assist land-use planning. This would also assist Council to have greater certainty when developing Council plans or land-use framework plans for the Shire. It would also assist when Council receives enquiries on investment attraction in the Shire to guide decisions.

### 4 Affordable Housing and Choice

Affordable and social housing are essential components of the housing system, designed to provide housing options for those who may not be able to afford market priced housing. There are a variety of factors that influence the need for affordable and social housing and Plan Victoria must be bold and instigate change to increase the opportunity for social and affordable housing.

#### 4.1 Access to Housing

While Cardinia Shire has experienced housing growth and is relatively more affordable in comparison to many parts of Melbourne to purchase a dwelling, a growing number of our lower income and vulnerable residents lack access to appropriate and secure affordable and social housing.

#### Action 4

Social housing needs to be considered as essential infrastructure, similarly to other essential infrastructure (provision of roads, parks and community facilities). Housing providers must have the ability to request and set-aside land in precinct structure plan's, activity centre plans and township plans and negotiate with landowners upfront before these strategic plans are approved. There needs to be the statutory weight for this negotiation to occur earlier, and not be delayed until the precinct structure plan's, activity centre plans and township plans are approved.

#### Action 5

Introduce mechanisms to increase the provision of social and affordable housing including:

- a. Introduce a statewide inclusionary zoning around activity centres and key transport nodes to demonstrate the preferred location for social and affordable housing or mandatory planning controls to mandate the delivery of social and affordable housing.
- b. Introduce a statewide social and affordable housing levy or contribution rate for all new development and infill development for the purchase of land for housing providers.

- c. Exempt local government land from Windfall Gains Tax where the land is sought to be used for social and affordable housing.
- d. Reduce Windfall Gains Tax and/or Growth Area Infrastructure Contribution tax for projects that catalyse infill and greenfield land supply for social and affordable residential housing.
- e. In partnership with local councils, develop and implement delivery mechanisms for levies or contributions collected for the creation of new social and affordable housing.

**Action 6**

Negotiate regional and local agreements with Homes Victoria to improve the provision of social and affordable housing including the redevelopment of existing assets in infill areas.

**Action 7**

Establish processes and guidelines to increase the deployment of surplus State or local public land for affordable and social housing where appropriate.

**Action 8.**

Use consistent language to describe social housing in all State and local government policies. It needs to be clearly communicated to assist its implementation, as there is still confusion as to the definition of social and affordable housing.

**4.2 Draft Housing Targets**

A key concern for Council regarding the State Government's proposed Housing Target is we do not have the ability to test the modelling at this stage to determine if the proposed figures are considered reasonable. Another key concern is the cumulative impact this additional population growth will have on our community facilities, community services, recreation reserves, transport network and utility infrastructure. Council will need to review the capacity of our existing strategic policies, services and infrastructure to determine how the proposed population growth can be accommodated. Council is concerned this exercise is resource intensive and expensive. Council requires appropriate funding and planning regulations to ensure implementation of the proposed housing targets.

**Action 9**

To facilitate the Housing Targets, Plan Victoria should require local councils to develop a Housing strategy to:

- a. Determine the demand for social and affordable housing.
- b. Determine the market and impetus in major activity centres and urban areas for diverse housing typologies, including one-two-bedroom properties and developments with shared and/or communal spaces.
- c. Allocate what percentage of the Housing Targets should be social and affordable housing.
- d. Identify economic models that build a diverse mix of housing choices.
- e. Facilitate accessible and adaptable housing which allows for ageing in place or access for people living with disability or mobility issues.
- f. Determine the capacity, quantity and location for housing to respond to the State Government's Housing Targets.

**Action 10**

Cardinia Shire Council requests the State Government establishes the regulatory framework to implement the Housing Targets and works closely with Cardinia Shire Council to develop a partnership and funding model to investigate and review:

- a. existing strategic policies
- b. drainage capacity
- c. transport capacity
- d. utility service capacity
- e. community facility capacity
- f. open space capacity
- g. employment land capacity

To determine if the proposed draft 36,000 houses identified in the Draft State Government Housing Target can be achieved while ensuring the liveability and sustainability of our community.

### 4.3 Location of Affordable Housing

A key factor that influences affordable housing is not just the cost to own or rent a property, it is the affordability of living at a location. Affordable housing must be close to public transport, employment, education and a walkable distance to open space and key goods and services, to reduce reliance on a car for travel. In Cardinia Shire, our community is heavily reliant on cars as the delivery of public transport infrastructure has struggled to keep pace with our population growth. With a variety of hidden ongoing living costs, many of our residents are experiencing mortgage and rental stress, particularly when petrol prices rise.

#### Action 11

Create integrated transport and infrastructure plans for the Southern Region of Melbourne and deliver local and cross regional bus links and frequent services. Cardinia Shire Council requests:

- a. The provision of early transport infrastructure (roads and public transport etc) when planning and developing communities.
- b. A public service (a regional trackless tram or bus service) along key routes including Thompson Road with a transport interchange/node in our State Significant Industrial employment area to connect to our train stations and residents. If the State Government cannot supply the required public transport services what alternative options can be investigated to deliver these services, for example public-private partnerships.
- c. The delivery of active and more sustainable transport options to reduce car dependency. Council requires enhanced pedestrian and cycle pathways throughout our Shire, particularly connecting our rural townships to the growth corridor between Beaconsfield and Pakenham East.
- d. Secure a modern transport system with a focus on electrification, connectivity, automation and real-time data collection and analysis for user-focused transport solutions.
- e. The upgrade of the Princes Highway intersections between Nar Nar Goon and Longwarry to assist the safe ingress and egress of people onto the Princes Highway.
- f. Funding for the Lang Lang Sand Truck Bypass to assist its development for industry (quarries and agricultural) in the township that is balanced with the increased residential development occurring.
- g. A coordinated freight network that considers the proposed South East Melbourne Airport.
- h. Road projects that will alleviate congestion and improve safety and liveability for our community.

#### Action 12

- a. Cardinia Shire Council requires the location of housing is not sited at the expense of open space, landscape and environmental values.

### 4.4 Housing Typologies

Increased housing choice is required to respond to population demographics and needs. Plan Victoria should provide guidance on:

- a. The delivery of diverse housing typologies, including one- and two-bedroom properties and developments with shared and/or communal spaces in appropriate locations.
- b. The definition of low, medium, high and higher density development has changed over time. The State Government needs to clearly define what the benchmark is for higher density development in major activity centres, urban areas and large rural townships (Example: is forty dwellings per net developable hectare appropriate and where). An updated benchmark standard would be of assistance.
- c. The provision of higher-density and adaptable options in our rural townships to allow aging in place or access for people living with a disability or mobility issue.
- d. Key worker housing: affordable rental housing that is appropriate for people who work and require a physical presence to perform their work, and whose household earns very low, low or moderate incomes. The housing must be allocated and monitored by a Registered Housing Agency.
- e. Seasonal worker housing to support the horticultural/agricultural sector during seasonal crop productions.

#### Action 13

Create a benchmark standard on density and typologies expected in all major activity centres and large rural townships.

#### Action 14

Develop seasonal worker housing policy and guidelines for the horticultural/agricultural sector to respond to seasonal production activities (harvesting), that does not impact on green wedge or rural values.

**Action 15**

Retirement village housing and buildings in caravan parks must incorporate environmentally sustainable design. The present regulatory loophole must be closed.

**4.5 Urban Growth Boundary**

The State Government needs to clarify the role of Plan Victoria in affirming the urban growth boundary.

**Action 16**

Cardinia Shire Council seeks clarification as to the role of Plan Victoria in affirming the urban growth boundary and will the Minister for Planning consider through Plan Victoria requests from landowners to realign the urban growth boundary. Further, clarification is sought if the introduction of an urban growth boundary around existing large rural townships will be considered.

**5 Equity and Jobs**

Economic development is critical to the overall well-being of the municipality in terms of providing employment opportunities for residents and in attracting commercial-industrial investment.

**5.1 Proposed South East Melbourne Airport**

The South East Melbourne freight and passenger Airport in Cardinia is an integral part of a broader ambitious vision to secure the region's future as a significant Australian economic hub and will deliver:

- a. Victorian fresh produce to markets in Asia.
  - b. Vital manufacturing products to overseas and interstate markets quickly and on time.
  - c. Greater access and ensure the tourism sectors remains competitive by maximising tourists on ground.
  - d. Thousands of jobs in the construction and aviation sectors.
  - e. Potentially Australia's first fully sustainable airport (with net zero emissions) and sustainable transport.
- More information can be found here [South East Melbourne Airport—South East Melbourne \(gsem.org.au\)](https://www.gsem.org.au)

**Action 17**

In reference to the South- East Melbourne Airport, Cardinia Shire Council request:

- a. The location for the South-East Melbourne Airport is preserved in Plan Victoria.
- b. The State Government commences the strategic planning and business case for the South-East Airport to assess investment attraction and integration as a key focus in all employment precincts and connections to the Gippsland regional centres and Port of Hastings etc.

**5.2 Thompsons Road**

The upgrade and extension of Thompsons Road remains one of Council's highest priorities to unlock employment land, increase access to jobs and provide an east-west link to Melbourne's south-east and National Employment Innovation Clusters. We seek the State Government's commitment to fund Thompsons Road as advocated through Greater South East Melbourne Group. More information is available here [Thompsons Road—South East Melbourne \(gsem.org.au\)](https://www.gsem.org.au)

The Officer South Employment Precinct Structure Plan has recently been reviewed by a Standing Advisory Committee and a proposed staging plan will influence the functionality and timing for State infrastructure and the development of Thompsons Road. It is critical the staging plan as proposed in the precinct structure plan recognises the importance of Thompsons Road and does not delay the development of Thompsons Road to the last stage of development.

**Action 18**

In reference to Thompsons Road, Cardinia Shire Council:

- a. Seek's the State Governments commitment to fund Thompsons Road as advocated through Greater South East Melbourne Group.
- b. Request the staging plan as proposed in the Officer South Employment precinct structure plan recognises the importance of Thompsons Road and does not delay the development of Thompsons Road to the last stage of development.

- c. Seek the State Government, the Federal Government and Greater South East Melbourne Group collaborate to determine appropriate funding and/or a public-private partnership model for Thompson Road.

### **5.3 Major Activity Centres, Officer-Pakenham State Significant Industrial Land and Large Towns**

Pakenham is a designated Major Activity Centre and the vision for the centre is to provide a prosperous and sustainable activity centre accommodating high quality new development providing local employment and diverse retail, commercial and residential options with a strong sense of community pride. Supporting this vision through the revitalisation of the Major Activity Centre to accommodate the growing population and become a destination must be integrated at all levels of government.

Officer is designated as Major Activity Centre and since 2010 limited commercial/retail development and State Government investment in the town centre has occurred. Cardinia Shire Council is significantly concerned as Officer has developed and the existing residential population has limited access to a town centre with appropriate services and facilities. This creates inequity, as our residents are required to travel long distances to access services and facilities which impacts peoples time, health and wealth. Council requests the State Government focus on facilitating the development of Officer town centre; to be the focus for place making activation and make bold, city-defining moves to unleash the full potential of Officer as the Shire's cultural, service and administrative hub.

A consistent approach to decentralisation and supporting industrial and employment precincts is a core focus for Cardinia. The region has the potential to be a manufacturing powerhouse and locating new government jobs in existing Major Activity Centres or employment precincts would generate substantial benefits. A report commissioned by Greater South East Melbourne found that for every government job located in an existing National Employment and Innovation Centre (NEIC) or Metropolitan Activity Centre, another two jobs would be relocated by the private sector. More information is available here [Decentralisation and the NEICs—South East Melbourne \(gsem.org.au\)](https://gsem.org.au)

As land in the Officer-Pakenham State Significant Industrial precinct structure plans are being approved, Metro Partnerships were previously working as a facilitator for investment attraction. This agency no longer exists and this gap in having a facilitator service is a massive issue.

Investment opportunities in our large rural townships (Example: Emerald and Koo Wee Rup) to address local priorities are required.

#### **Action 19**

Cardinia Shire Council requests the State Government in collaboration with all levels of government develop a dedicated program and/or entity, governance structure and support system to work in collaboration with Council to assist attracting business, industry and education investment, jobs and revitalisation for:

- a. Pakenham Major Activity Centre.
- b. Officer Major Activity Centre and
- c. Officer-Pakenham State Significant Industrial precinct structure plans

We encourage ongoing investment that delivers employment diversity and integration as a key focus in all employment precincts to diversify local employment and education pathways, ensuring that our growing population has access to a wide range of quality jobs near home.

#### **Action 20**

Cardinia Shire Council requests the entity identified in Action 19 is responsible for the development of a database on industry investment gaps in the region and Shire to assist investment attraction.

#### **Action 21**

Cardinia Shire Council requests for more government jobs to be re-located to the Officer and Pakenham Major Activity Centres and employment precincts to invigorate these areas.

**Action 22**

Council requests funding to foster and drive policy and placemaking initiatives in key large towns (Example: Emerald and Koo Wee Rup etc) and Activity Centres (Pakenham and Officer) to create a resilient, prosperous, and inclusive economy that supports the well-being and liveability of all Cardinia Shire residents.

**5.4 Industry Training Institute (Centre of Excellence)**

Based on research and market engagement Cardinia Shire Council have identified an opportunity to create an industry training institute in partnership with several specialised industries in Officer South Employment Precinct Structure Plan via a Tafe/University/Registered training provider.

**Action 23**

Cardinia Shire Council requests for Plan Victoria to acknowledge the strategic intent and need for an education facility in Officer South Employment precinct structure plan to assist its future development.

**5.5 Melbourne Industrial and Commercial Land Use Plan**

With the recent release of the Draft Housing Targets, it is estimated 100,000 additional people (36K houses x 3.1 average household size) will live in Cardinia. It is unclear what impact this will have on our employment land, nor whether the overall increase in housing in the region is going to increase pressure for more employment land to be provided in Cardinia or elsewhere.

**Action 24**

Cardinia Shire Council requests:

- a. The State Government review the Melbourne Industrial and Commercial Land Use Plan to determine based on the Draft Housing Targets if additional employment land is required and if required, Plan Victoria reflects where the new employment land will be located.
- b. Council requests Plan Victoria progresses the various actions from the Melbourne Industrial and Commercial Land Use Plan and provide funding and assistance to Cardinia Shire Council to implement these actions.

**5.6 Infrastructure and Costs**

The Infrastructure Contribution Plan (ICP) system for precinct structure plans are complex and burdensome for most interface Councils. For Cardinia it has created significant financial risks and a financial deficit that is unsustainable. There is not a consistent and transparent approach to the imposition of how much a local council is expected to contribute (5%, 10% 20% etc) towards an Infrastructure Contribution Plan. Cardinia Shire Council requires the Infrastructure Contributions Plan system to be reviewed with the objective to reduce underfunded infrastructure and cap Council's contribution to the Infrastructure Contribution Plan, to decrease Council's deficit.

Infrastructure development is a critical aspect of economic growth and societal well-being. We need to provide the opportunity for people and businesses to have equitable access to telecommunications infrastructure (broadband and fibre optic etc) to work from home; to respond appropriately during emergencies and assist business/industrial innovation. Key gaps in telecommunication infrastructure exists in Cardinia and appropriate infrastructure co-ordination is required.

**Action 25**

The Infrastructure Contribution Plan (ICP) system is reviewed with the objective to reduce underfunded infrastructure and Councils overall contribution to the infrastructure contribution plan is capped to reduce a local government deficit.

**Action 26**

In reference to technology and innovation Cardinia Shire Council requests Plan Victoria:

- a. Provides direction on telecommunication infrastructure co-ordination to reduce black spots.
- b. Coordinates the location of data centres for each region. It is requested a regional data centre is positioned in Cardinia's industrial employment precinct.
- c. Supports 100 gigabyte infrastructure being made available to our employment precincts to support innovative manufacturing and commercial businesses.



## 5.7 Rural (Green Wedge) Land

Cardinia Shire's Westernport Green Wedge Management Plan has been endorsed and provides the strategic framework to protect productive agricultural land from incompatible land uses and inappropriate development and subdivision, including non-soil-based farming on lands with high soil quality.

### Action 27

In reference to Rural (Green Wedge) land, Cardinia Shire Council request:

- a. Plan Victoria supports the protection of productive agricultural land from incompatible land uses and inappropriate development and subdivision, including non-soil-based farming on lands with high soil quality.
- b. The State Government provides funding to Cardinia Shire Council to complete the Southern Ranges Green Wedge and Yarra Valley and Dandenong Ranges Green Wedge Management Plan.
- c. The State Government provides funding for the protection and investment in the interface and peri-urban agriculture sector.
- d. Plan Victoria develops a State-wide interface strategy along all urban growth boundaries to guide the interaction of farmland with urban development.
- e. Plan Victoria implements the twenty actions detailed in the *Planning for Melbourne's Green Wedges and Agricultural Land Action. 2024*.

## 6 Sustainable Environment and Climate Change

Sustainability and climate change are interconnected issues. Addressing climate change is a critical component of sustainable development, which aims to meet the needs of the present without compromising the ability of future generations to meet their own needs.

### 6.1 Climate Change and Energy Transition

Cardinia Shire Council with other Victorian Councils have declared a climate emergency, acknowledging the existential threat that climate change presents and the need to urgently avoid and reduce greenhouse gas emissions. It is also recognised that an ecological emergency exists and the connection between nature, biodiversity, climate change and the wellbeing of communities is under threat. The Victorian State Government has not officially declared a climate emergency although it is acknowledged the State Government has taken significant steps through the Victoria Climate Change Adaptation Plan 2017-2020 and the Climate Change Act 2017 to address climate change and its impacts. Climate change-induced natural hazards are increasing both in magnitude and frequency, which is having adverse effects on our ecosystems, human health and economy. Plan Victoria must provide land-use adaptation planning standards for managing climate change risks.

### Actions 28

Plan Victoria must address the climate emergency and include strategic actions that influence whole of settlement adaptation and risk mitigation strategies.

### Action 29

Plan Victoria to introduce a State-wide Environmentally Sustainable Design policy with guiding principles as to how land use and development progresses to net zero emissions.

### Action 30

Cardinia Shire Council requests for funding and support to help our community to understand and manage the risks and impacts of climate change.

### Action 31

Plan Victoria introduces a minimum 30 per cent tree canopy cover in all public realms to reduce the urban heat island effect and to provide cooling and greening benefits to communities.

### Action 32

Cardinia Shire Council requests Plan Victoria promotes Cardinia Shire as being well placed to support the transition to renewable energy and requests that complimentary renewable energy infrastructure and waste

to energy facilities are investigated to be located in our Shire. The transition to renewable energy is not only a crucial step towards a more sustainable future but also a significant driver of job creation.

**Action 33**

As part of Plan Victoria's implementation actions, Cardinia Shire Council request a pilot project demonstrating industrial land use and development with net zero emissions is showcased in Cardinia.

**6.2 Flora, Fauna and Biolinks**

In Cardinia Shire our native animals, plants and micro-organisms are the engine room of ecosystem services and include physical benefits such as shade, improved air and water quality, places for recreation and spiritual and mental health benefits. It would be constructive if Plan Victoria developed a Biolink Plan to retain and enhance biodiversity and influence the greater region through the protection and creation of effective biolink corridors – allowing species to move through the landscape and utilise as many of the remaining habitat elements as possible in both rural and urban areas. These 'biolink corridors' are recognised as critical for addressing the impacts of habitat fragmentation and more intensive land use. More information is available here [Helping animals and plants thrive in the Shire \(Biolink Plan\) - Cardinia Shire Council](#). The development and implementation of Biolinks are crucial to provide the strategic and statutory framework to protect existing ecosystems.

**Action 34**

Plan Victoria is developed with a Biolink Plan to retain and enhance biodiversity and influence the greater region through the protection and creation of effective biolink corridors.

**Action 35**

Cardinia Shire Council requests the environment levy for offsetting vegetation removal is reviewed, as the market-based approach and monetary value for vegetation is considered too low.

**Action 36**

Introduce a Statewide public open space contribution for passive encumbered land for the protection of flora and fauna.

**6.3 Water**

Melbourne Water is progressively updating all flood modelling in Victoria to respond to climate change. Flood information helps inform Cardinia Shire Council and Melbourne Water on flood risks to the community and provides fit for purpose information to quantify mitigation options and to provide advice for land development, planning controls and emergency management.

Cardinia Shire has access to large quantities of recycled water. Opportunities to support a climate resilient future and safeguard water intensive industries needs to be supported in Plan Victoria.

**Action 37**

Consistent flood mapping across all Victoria coastlines are implemented as part of a State-wide planning overlay to identify where buildings are allowed or not allowed to assist property owners and purchasers understand the rules for individual sites. Cardinia Shire Council requests the State Government implement this as part of a State-wide planning control and not rely on local Councils to implement. Cardinia Shire Council also requests the flood modelling being updated by Melbourne Water which will influence Flood Overlay's, Land Subject to Inundation Overlay's and Special Building Overlays are part of a State-wide planning control update and not reliant on local Councils to implement.

**Action 38**

Plan Victoria must encourage integrated water management to be implemented at a regional, local area and site-specific scale to support a climate resilient future. It should encourage an integrated water management system that reduces reliance on reticulated portable water, increases the re-use of water and incorporates the use of water sensitive design. An appropriate governance framework is required to be developed between all water authorities, catchment authorities and relevant stakeholders to assist the implementation of integrated water management plans.

## 6.4 Waste, Circular Economy and Resource Recovery

At present the reuse of materials is a choice. Plan Victoria needs to take the next step and require mandating through appropriate policy and legislative changes to assist decreasing waste to landfill.

### Action 39

Plan Victoria

- a. Promotes the principles of the circular economy to further guide the co-location of industrial types.
- b. Plan Victoria mandates the reuse of materials, through appropriate policy and legislative changes to assist decreasing waste to landfill.

## 7 Thriving and Liveable Suburbs and Towns

Thriving and liveable suburbs are areas that offer a high quality of life, with access to amenities, green spaces and a sense of community.

### 7.1 Community Service Strategies

A key issue when developing strategic plans for land use development is the efficient and effective delivery of regional and local services and infrastructure to meet the needs of emerging communities. Improving the coordination within government, between levels of government, and with the private sector during the planning for new communities needs to occur to ensure community service strategies are in place to identify, fund and deliver new public infrastructure that is required. Failure to plan for population growth and secure the land for public infrastructure has contributed to public authorities (health services, police, fire services etc) experiencing value uplift costs which delay public infrastructure being developed and has created pockets of disadvantage where no public service or infrastructure exists. It is important Plan Victoria provides clear guidance to support improved coordination across all levels of government, the private sector and the community on this matter.

### Action 40

In reference to community service and infrastructure planning, Plan Victoria should facilitate:

- a. Regional growth infrastructure and service plans to be developed to ensure key government agencies have strategic plans on what services are required and where, and a determination for a funding model.
- b. Improving the coordination within government, between levels of government, and with the private sector during the planning for new communities to ensure community service strategies (regional and sub-regional plans) are in place to identify, fund and deliver new public infrastructure that is required.
- c. Community analytical data from the State Government to be shared with local governments to assist with the strategic planning of community services and infrastructure. An annual collaborative review of the data should occur to determine if population growth has influenced the need to reassess community service planning and infrastructure requirements for the region.
- d. To deliver agreed demographic and social planning forecasts, including fine grain population forecasts.
- e. Setting targets to deliver regional and sub-regional public infrastructure investment for new communities, and address infrastructure inequality in existing growth area communities.
- f. Ensuring that local government has access to sufficient human and economic capital and legal advice, required to resource the technical review of precinct structure plans, structure plans and township plans.
- g. Better coordinated local planning for land use, infrastructure, and service outcomes.
- h. Integrate development and service opportunities.
- i. Create initiatives and incentives that attract private kindergarten providers to Cardinia Shire.
- j. Increase ease of access to early years services, including integration of services where possible.
- k. A Central Kindergarten Enrolment Scheme service which supports fair and equitable access to local and preferred kindergartens.
- l. Prioritise kindergartens on school sites that are planned and fully funded by the State, to meet the demands of the Best Start Best Life reform.
- m. Develop integrated community space or shared space in private facilities for service providers to visit rural towns or provide virtual outreach services.

- n. Facilitate early delivery of community development, a broad range of services and supporting infrastructure.
- o. The development of a Multicultural and Community Hub to allow new residents from all cultural and faith backgrounds to connect to relevant social, education and support opportunities, greatly assisting in their settlement within the shire and connecting to their new community.

## 7.2 Recreation and Open space

In accordance with Cardinia Shire's Open Space Strategy and Active Cardinia Strategy, the adequate provision of open space and active reserves across the Shire is critical to support mental and physical wellbeing.

The provision of quality aquatic and leisure facilities supports the local community as well as visitors to the region. These facilities generate economic benefit, provide significant social and physical benefits through access to sport and wellbeing services, become community hubs for social connection, support emergency recovery and provide varying programs and essential services to engage with diverse communities. Investment in aquatic and leisure facilities requires contribution from all levels of government.

### Action 41

Council Shire Council requests Plan Victoria commits greater financial support for the planning and delivery of aquatic and leisure facilities.

### Action 42

In reference to open space, Cardinia Shire Council request Plan Victoria:

- a. Introduce a Statewide and consistent methodology to calculate open space requirements for residential and employment areas, as various local governments and the Victorian Planning Authority use different methodologies which produces different open space outcomes.
- b. Ensures the adequate provision of open space and active reserves across Cardinia Shire.
- c. Provides guidance on planning for regional parks, in terms of where they need to be, what they need to include and how they relate and link to the open space networks in local government areas.

## 7.3 Heritage

Cardinia boasts a variety of heritage houses and heritage sites that reflect the shires rich history. Unfortunately, heritage buildings and sites in many instances are eroding and not being adequately protected. Preservation, conservation and maintenance of historically or architecturally significant sites is important.

### Action 43

Cardinia Shire Council requests Plan Victoria:

- a. Ease planning controls to allow the introduction of interim Heritage Overlays to assist the protection of heritage buildings and sites efficiently.
- b. Provides local government assistance to update outdated Heritage Overlays 'Statement of Significance' records.
- c. Provides grant funding to assist local communities to update and protect heritage buildings and sites.

## 7.4 Universal Design

Universal design considerations are essential to achieve inclusive design-for-all and can be applied to all fields of design, including products and services, interactive design, architecture, and urban planning. It encompasses both the design and composition of buildings, products, environments, or services, making them accessible to all people, regardless of age, disability, background, and other factors. Universal design benefits everyone, allowing people to participate in everyday activities by reducing barriers and ultimately, improving health and wellbeing.

### Action 44

Plan Victoria should encourage universal design as an objective and apply universal design considerations to achieve inclusive design-for-all and apply to all fields of design, including products and services, interactive design, architecture, and urban planning.

## 8 Appendix 1

### 8.1 All Actions

Plan Victoria Document				Implementation Actions				
Clarification	Add in to Plan Vic	Enable/ promote/ Emphasis	Policy	Funding	Coordinate/facilitate	Scheme/ Regulatory change	Prepare	Review
<b>Action 16</b> Clarification as to the role of Plan Victoria in affirming the urban growth.	<b>Action 1</b> New Pillars.		<b>Action 11</b> Create integrated transport and infrastructure plans for the Southern Region of Melbourne.	<b>Action 18</b> Fund Thompson Road.	<b>Action 6</b> Negotiate regional and local agreements with Homes Victoria.	<b>Action 5</b> Introduce planning mechanisms to increase social housing.	<b>Action 37</b> Consistent flood mapping across all Victoria.	<b>Action 35</b> Review environment levy for offsetting vegetation removal.
	<b>Action 12</b> The location of housing is not sited at the expense of open space, landscape and environmental values.		<b>Action 13</b> Create a benchmark standard on density and typologies expected in all major activity centres and large rural townships.	<b>Action 22</b> Funding to foster and drive policy and placemaking initiatives.	<b>Action 7</b> Establish processes and guidelines to increase the deployment of surplus State land for social and affordable housing	<b>Action 9</b> Development of Housing Strategies to inform Housing Targets.		<b>Action 25</b> The Infrastructure Contribution Plan (ICP) system is reviewed
	<b>Action 17</b> The location for the South-East Melbourne Airport is preserved in Plan Victoria.	<b>Action 8</b> Use consistent language to describe social housing.	<b>Action 43</b> Interim Heritage Overlays.	<b>Action 27</b> Funding for Green Wedge Management Plans	<b>Action 19</b> Attract investment in Pakenham Major Activity Centre, Officer Major Activity Centre and Officer-Pakenham State significant industrial precinct structure plans.	<b>Action 10</b> Develop regulatory framework and funding to implement the Housing Targets.		
	<b>Action 23</b> Demonstrated industry Training Institute (Centre of Excellence)	<b>Action 32</b> Promote Cardinia Shire as being well placed to support the transition to renewable energy.		<b>Action 30</b> Funding and support to help our community to understand and manage the risks and impacts of climate change.	<b>Action 20</b> Development of a database on industry gaps in the region and shire to assist investment attraction.	<b>Action 14</b> Seasonal worker housing.		

	<b>Action 26</b> Guide Infrastructure technology, and telecommunications	<b>Action 38</b> Integrated water management.	<b>Action 44</b> Plan Victoria should encourage universal design.	<b>Action 41</b> Greater financial support for the planning and delivery of aquatic and leisure facilities.	<b>Action 21</b> More government jobs to be re-located to the Officer and Pakenham Major Activity Centres and employment precincts.	<b>Action 15</b> Housing in retirement villages and buildings in caravan parks must incorporate environmentally sustainable design.		
	<b>Actions 28</b> Develop whole of settlement adaptation and risk mitigation strategies.	<b>Action 39</b> Circular economy.	<b>Action 4</b> Social housing to be considered essential infrastructure.	<b>Action 2</b> Funding support to develop Cardinia's Reconciliation Action Plan.	<b>Action 32</b> A pilot project demonstrating industrial land use and development with net zero emissions is showcased in Cardinia.	<b>Action 23</b> Review Melbourne Industrial and Commercial Land Use Plan.		
	<b>Action 34</b> Biolink Plan.	<b>Action 40</b> Community service and infrastructure planning.	<b>Action 36</b> Introduce a Statewide public open space contribution for passive encumbered land for the protection of flora and fauna.	<b>Action 3</b> Wholistic Cultural Heritage Management Plan		<b>Action 29</b> Plan Victoria to introduce a state-wide Environmentally Sustainable Design		
						<b>Action 31</b> Plan Victoria introduces a minimum 30 per cent tree canopy cover in all public realm settings		
						<b>Action 42</b> Introduces a Statewide and consistent methodology to calculate open space requirements		