

## 21.03 SETTLEMENT AND HOUSING

13/07/2017  
C208

This clause provides local content to support Clause 11 (Settlement), Clause 15 (Built Environment and Heritage) and Clause 16 (Housing) of the State Planning Policy Framework.

### 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 growth 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. Housing needs may differ between the townships of the municipality and the urban growth area.

#### 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.

#### 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 residential development that is consistent with Precinct Structure Plans.
- 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 provided it occurs in the context of an increase in the standard of urban design, timely provision of infrastructure and is consistent with the existing and/or preferred neighbourhood character.
- Encourage medium density housing (average of 20 dwellings per hectare) 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 with attractive streetscapes and 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.
- Encourage the establishment of social and community housing within all townships and areas within the urban growth zone with good access to public transport and services.
- Encourage the development of appropriately located and designed accommodation for the aged.
- Encourage development that supports ageing in place including adaptable housing.

## Implementation

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

### Use of policy and exercise of discretion

- When deciding on applications for residential subdivision and development in rural townships, considering, as appropriate:
  - Township Strategies.
  - Township Character Assessments.
- When deciding on applications for residential subdivision and development within the urban growth boundary, considering, as appropriate:
  - Relevant Precinct Structure Plans.
- When developing Precinct Structure Plans and Township Strategies, considering the issue of housing diversity.
- When assessing new developments and residential subdivisions use the Healthy by Design (January 2017) checklist, as appropriate.

### Application of zones and overlays

- Applying an appropriate residential zone to residential areas.
- Applying the Urban Growth Zone to undeveloped land within the urban growth boundary.
- Applying a schedule to the Urban Growth Zone to implement Precinct Structure Plans.
- Applying the Comprehensive Development Zone to substantial development sites with a mix of uses.
- Applying the Low Density Residential Zone to existing and future land that is located within the urban growth boundary and within townships where development can be adequately serviced.

### Future strategic work

- Developing a local housing strategy to identify and address local housing needs.
- Progressively preparing precinct structure plans for land within the urban growth boundary.
- 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.

### Reference documents

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

Healthy by Design (January 2017)

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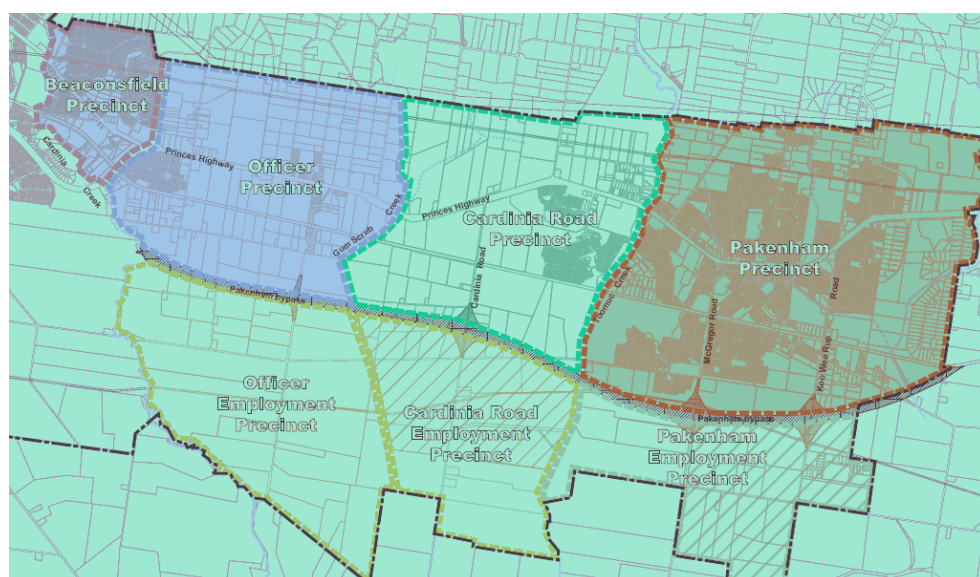
## Urban growth area

### Overview

Part of the Cardinia Shire between Beaconsfield and Pakenham 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 *Casey-Cardinia Growth Area Framework Plan* was released by the State government in 2006, and the purpose of the framework plan is to set long term strategic planning directions to guide the creation of more sustainable communities.

The Cardinia Urban Growth Area has been divided into seven precincts as shown in Figure 2 below:

**Figure 2: Cardinia Urban Growth Area**



The Casey-Cardinia Growth Area Framework Plan identifies that structure plans are the primary mechanism for the implementation of the framework plan, and that there are three main types of structure plans:

- Precinct structure plans for new communities
- Precinct structure plans for employment areas
- Activity centre structure plans.

### Key issues

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

- An urban growth boundary generally defined by the electricity transmission line easement to the north, Deep Creek and the Pakenham waste water treatment plant to the east, and the electricity transmission line easement and Koo Wee Rup Flood Protection District to the south.
- Land for urban residential development north of the Pakenham Bypass (Princes Freeway). The population within the Cardinia growth area is expected to grow from a current population of around 35,000 people (2009) to 75,000 people by 2020, and to approximately 105,000 people in 2030.

- A major employment corridor of approximately 2,500 hectares south of the Pakenham Bypass (Princes Freeway).
- Major activity centres at Pakenham and Officer.
- Large neighbourhood activity centres at Beaconsfield, 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 attract business 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 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 Cardinia Urban Growth Area.

### Strategies

- Provide for the staging of development in the urban growth area in accordance with the following table:

Location	Staging
Beaconsfield and Pakenham Precincts	Short term
Cardinia Road Precinct	Short to medium term
Officer Precinct	Medium to long term
Pakenham Employment Precinct (north of electricity transmission line easement and east of McGregor Road)	Short to medium term
Pakenham Employment Precinct (West of McGregor Road)	Medium to long term
Cardinia Road Employment Precinct (north of electricity transmission line easement)	Short to long term
Officer Employment Precinct	Long term

Location	Staging
Pakenham, Cardinia Road and Officer Employment Precincts (south of electricity transmission line easement)	Review the option of potential development in this area in the long term

(Base year 2008: 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 the following approved precinct structure plans.
  - Cardinia Road Precinct Structure Plan (September 2008)
  - Cardinia Road Employment Precinct Structure Plan (September 2010)
- Provide for the development in the urban growth boundary area in accordance with the following approved Activity Structure Plans.
- Beaconsfield Structure Plan (December 2013 expires 31 March 2019).
- Provide for development contributions 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.
- Work with state agencies to facilitate the timely provision of state infrastructure to support urban development.

### Implementation

The strategies in relation to the urban growth corridor 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 growth area, considering, as appropriate:
  - Relevant Precinct Structure Plans and Activity Centre Structure Plans.
  - Healthy by Design (2017) checklist.

#### Application of zones and overlays

- Applying the Urban Growth Zone to undeveloped land within the urban growth boundary.
- Applying a schedule to the Urban Growth Zone to implement Precinct Structure Plans.
- Applying the Development Contributions Plan Overlay to areas with approved Development Contributions Plans to facilitate timely provision of infrastructure.
- Applying the Comprehensive Development Zone to substantial development sites with a mix of uses.

#### Future strategic work

- Progressively preparing detailed Precinct Structure Plans and Development Contribution Plans for the various precincts within the growth area.
- Review the current planning strategy for Pakenham townships, including the development contributions plan for the Pakenham township
- Introducing the Beaconsfield Structure Plan into the Planning Scheme and progressively implement the identified actions.

## Reference documents

Cardinia Road Precinct Structure Plan (September 2008)  
 Cardinia Road Precinct Development Contributions Plan (September 2008)  
 Cardinia Road Employment Precinct Structure Plan (September 2010)  
 Housing Strategy Strategic Action Plan 2013-2018  
 Beaconsfield Structure Plan (December 2013 expires 31 March 2019)  
 Beaconsfield Structure Plan Background Paper (December 2013)  
 Healthy by Design (January 2017)

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## Rural townships

### Overview

The Cardinia Shire covers an area of 1,280 square kilometres with the pattern of settlement primarily focused in the urban growth area and townships ranging from large rural townships to rural localities. Areas of settlement outside the urban growth area can generally be categorised as “large rural townships” “small rural townships” and “rural localities”. The following table sets out the large and small rural townships, along with the rural localities, within the municipality:

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

Township strategies have been prepared for many of Cardinia’s rural townships. Specific implementation of these township strategies has been included in Clause 21.07 Local Areas, which provides more specific guidance about future land use and development in the Cardinia Shire’s rural townships. The general objectives and strategies outlined below should be read in conjunction with Clause 21.07 as appropriate.

### 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.

### 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.

### **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 elements which contribute to the overall historic character of towns like Gembrook, Bunyip and Garfield.
- 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**

- Encourage opportunities for 'over 55' and aged housing within townships.
- Limit residential development, including rural residential subdivision, in the hills towns (Emerald, Gembrook, Cockatoo, Upper Beaconsfield, Clematis, Avonsleigh, Pakenham Upper 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.

To create communities that support and encourage active lifestyles.

### **Implementation**

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

#### **Use of policy and exercise of discretion**

- When deciding on applications for use, development or subdivision of land, or planning scheme amendments within the Maryknoll Township, the responsible authority must use local planning policy Clause 22.07 Maryknoll Township Policy".
- When deciding on applications for use and development, including subdivision, in rural townships, consider, as appropriate
- Relevant Township Strategies,
  - Bunyip Township Strategy (September 2009)
  - 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)
- Relevant Township Character Assessments and character statements with a focus on the preferred future character.
- The need to upgrade infrastructure, including sewerage and access roads.
- When assessing new developments and residential subdivisions use the Healthy by Design (January 2017) checklist, as appropriate.

#### **Application of zones and overlays**

- Zoning land in and surrounding the hills townships to reflect the diversity of lots including the application of the Neighbourhood Residential, Low Density Residential and Rural Living Zones.
- Applying a Design and Development Overlay over land included in residential zones in the hills townships.
- Applying a Vegetation Protection Overlay over appropriate land in the hills townships to recognise the significance of vegetation in contributing to the character of the townships.
- Applying the Restructure Overlay to facilitate the restructuring of old and inappropriate subdivisions within rural townships.

#### **Future 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.
- Progressively prepare urban design guidelines for town centres in all large townships.
- Progressively undertake township character assessments for each of the townships as part of the review of the township strategies.
- 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.
- Reviewing the Schedules to the Neighbourhood Residential Zone within townships
- Reviewing incorporated Township Strategies.

#### **Reference documents**

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

Healthy by Design (January 2017)

#### **21.03-4**

#### **Rural residential and rural living development**

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This section provides local content to support Clause 16.02-1 (Rural residential development) of the State Planning Policy Framework.



## 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.
- 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

The strategies in relation to rural residential and rural living development will be implemented through the planning scheme by:

### Use of policy and exercise of discretion

- When deciding on applications for rural residential and rural living development, considering, as appropriate:
  - The Land Capability Study of the Cardinia Shire (1997).
  - Any relevant urban or township strategy.

### Application of zones and overlays

- Applying the Low Density Residential Zone to existing low density residential areas.
- Applying the Green Wedge A Zone to rural living land in the Green Wedge.
- Applying a Design and Development Overlay for low density residential development.

**Future strategic work**

- Establishing siting and design guidelines for low density residential areas.
- Rezoning Rural Living Zones within the Urban Growth Boundary to a residential zone.

**Reference documents**

Guidelines for Rural Residential Development (October 1997)

Land Capability Study of the Cardinia Shire (1997)