

## 21.04 ECONOMIC DEVELOPMENT

19/10/2017  
C211

This clause provides local content to support Clause 11 (Settlement) and Clause 14 (Natural Environment) and Clause 17 (Economic Development) of the State Planning Policy Framework.

### 21.04-1 Employment

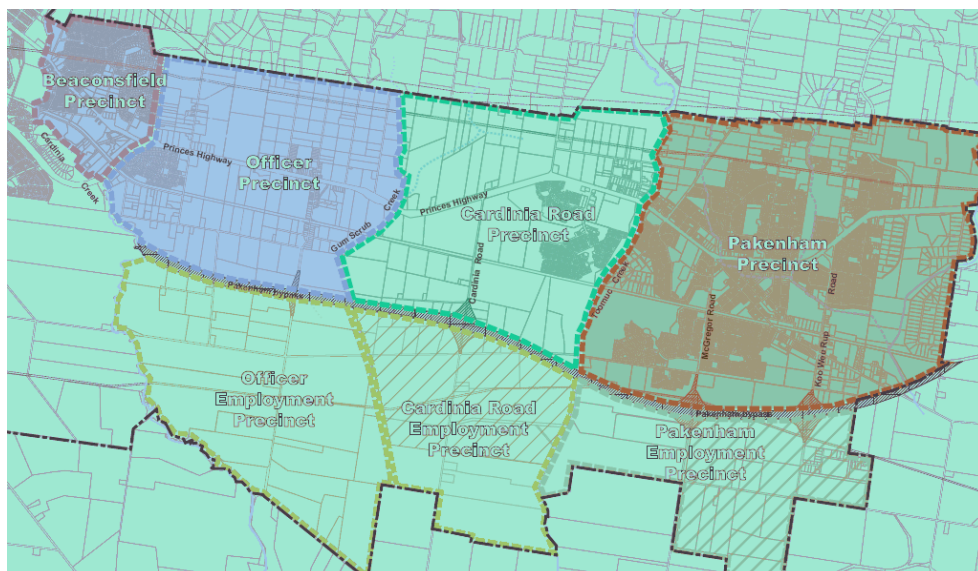
19/10/2017  
C211

#### Overview

Economic development is critical to the overall wellbeing of the municipality, both in terms of providing employment opportunities for residents and in attracting business investment. The *Casey-Cardinia Growth Area Framework Plan* identifies a large employment corridor of approximately 2,500 hectares to the south of the Pakenham Bypass in Pakenham and Officer as well as activity centres to assist in providing opportunities for local employment for the growing resident population in the area.

The seven precincts that make up the Cardinia Urban Growth Area are shown in Figure 3 below.

**Figure 3: Cardinia Urban Growth Area**



#### Key issues

- Recognising the need to diversify, improve and develop employment opportunities and a strong employment base within the municipality to meet the demands of the growing population.
- 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.
- 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.

### **Implementation**

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

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

- When deciding on applications for use or development of land designated for employment, consider, as appropriate, the relevant Precinct Structure Plans and Activity Centre Structure Plans.
- When developing Precinct Structure Plans, Activity Centre Structure Plans and Township Strategies, considering the issue of employment and any relevant employment strategies.

**Application of zones and overlays**

- Including land in business, mixed use and industrial zones to facilitate appropriate development that will encourage employment within the municipality.

**Further strategic work**

- Developing precinct structure plans for the employment precincts south of the Pakenham Bypass with the priority being Pakenham and Cardinia Road Employment precincts.
- Considering developing a local policy for guiding development and land use in mixed use precincts.

**Reference documents**

Cardinia Employment Lands: Stage 1 Assessment Macroplan Australia Pty Ltd , 2007  
 Regional Economic Strategy for Melbourne's South East (2003 – 2030), 2003  
 Pakenham Structure Plan (March 2017)  
 Any listed in Clause 11(Settlement) of the State Planning Policy Framework

**21.04-2**

10/08/2017  
 C215

**Agriculture**

This section provides local content to support Clause 14.01 (Agriculture) of the State Planning Policy Framework.

**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.
- 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.
- Provide for the restructuring of lots in agricultural areas to reduce the impact of old and inappropriate subdivisions on the agricultural viability of the area.
- 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**

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

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

- Request any application for agricultural development provide the following information as appropriate:
  - An assessment in relation to the buffer distances in the EPA publication *AQ 2/86 - Recommended Buffer Distances for Industrial Residual Air Emissions* and any relevant code of practice for the agricultural activity.
- When deciding on applications for use and development related to agriculture, considering, as appropriate:
  - The actions set out in the Casey and Cardinia Regional Agricultural Audit and Action Framework 2004.
  - The Land Capability Study for the Shire of Cardinia (1997).

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

- Applying a Special Use Zone to preserve the peaty clay soils of State significance in the Koo Wee Rup Swamp area for horticultural production by preventing the intrusion of urban and non soil based uses and the fragmentation of land.

### **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.

### **Reference documents**

Cardinia Western Port Green Wedge Management Plan (May 2017)

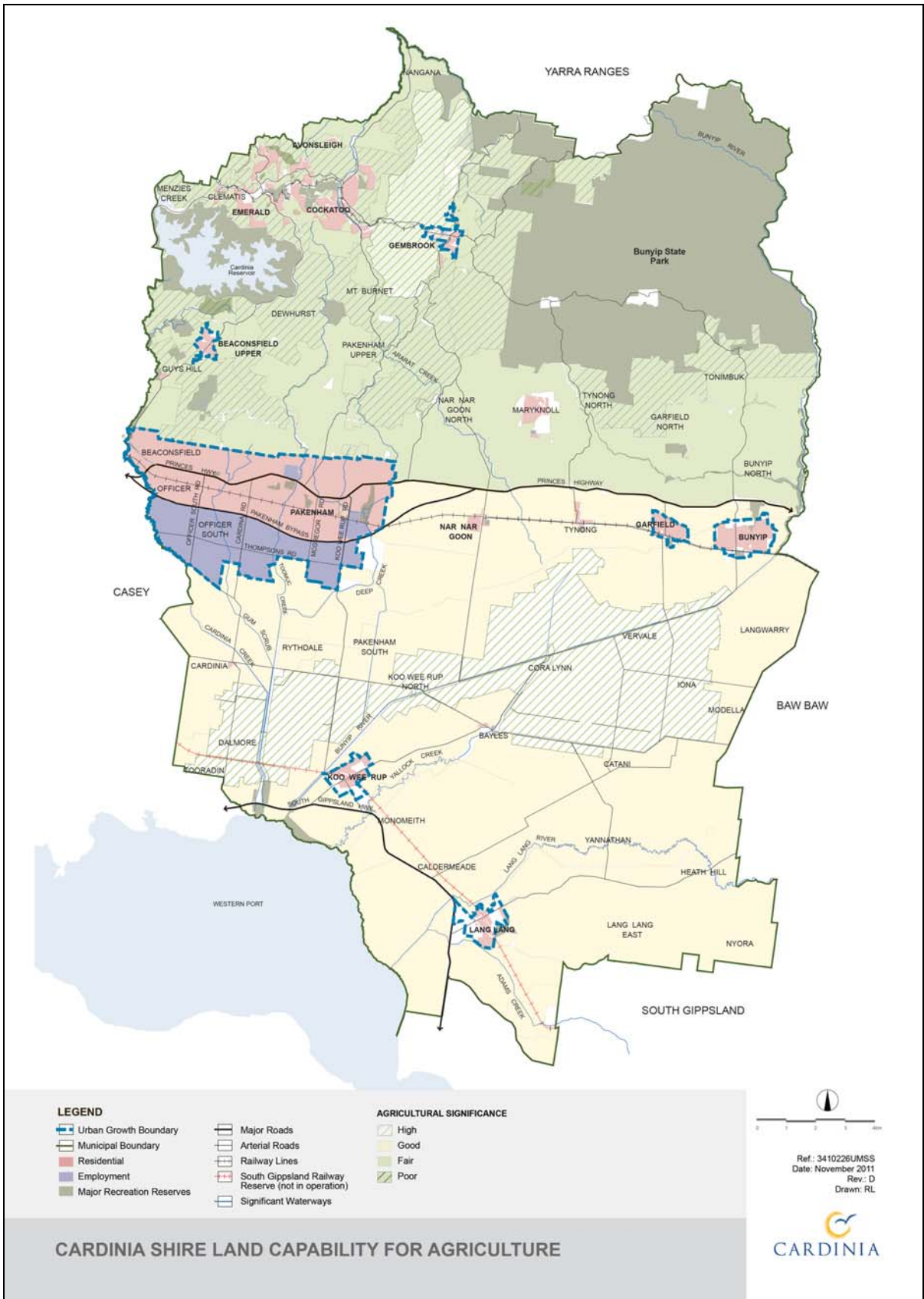
Casey and Cardinia Regional Agricultural Audit and Action Framework 2004.

Gembrook Rural Review – Action Plan 2004.

A Land Capability Study for the Shire of Cardinia 1997

Any listed in Clause 14.01 (Agriculture) of the State Planning Policy Framework

Figure 4: Land Capability for Agriculture



**21.04-3 Activity centres**19/10/2017  
C211

This section provides local content to support Clause 11.01 (Activity Centres) and Clause 11.04 (Metropolitan Melbourne) of the State Planning Policy Framework.

**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 within the urban growth boundary. Emerald in the north and Koo Wee Rup in the south of the municipality are larger townships with smaller centres dispersed throughout the municipality.

**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 growth area.
- Facilitating development of retail, commercial, community, residential and entertainment activities within activity centres, to meet the needs of the existing and future community.
- Ensuring appropriate links between activity centres and surrounding residential communities.
- Controlling the orderly expansion and management of the Pakenham Activity Centre.
- 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.
- Facilitate the development of medium density housing (average of 20 dwellings per hectare) within activity centres and between surrounding residential areas.
- Encourage higher order retail at Pakenham and Officer 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.
- Ensure the provision of safe and accessible pedestrian, cycle and local traffic links between the activity centres and the surrounding residential neighbourhoods.

- 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.

#### **Neighbourhood centres**

- Ensure that the development of the proposed neighbourhood centre at Cardinia Road is integrated with the establishment of a new railway station.

#### **Implementation**

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

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

- When deciding on applications for use or development within activity centres, considering, as appropriate:
  - Precinct Structure Plan.
  - Activity Centre Structure Plan
  - Urban Design Framework or urban design guideline.
  - Township Strategy.
- When developing Precinct Structure Plans, Activity Centre Structure Plans and Township Strategies, considering the role and function of activity centres.

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

- Applying a Commercial 1 Zone to encourage the intensive development of business centres for retailing and other complementary commercial, entertainment and community uses.
- Applying a Commercial 1 Zone to encourage the development of offices and associated commercial uses.
- Applying a Commercial 2 Zone to encourage the development of a mix of bulky goods retailing and manufacturing industry and their associated business services.
- Applying a Mixed Use Zone to designate activity centres with a mixed use function and community activity clusters.
- Applying Development Plan Overlays to areas of development to ensure appropriate development and design principles are employed.

##### **Future 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**

Pakenham Structure Plan (April 2017)

Beaconsfield Structure Plan (December 2013 expires 31 March 2019)



Beaconsfield Structure Plan Background Paper (December 2013)  
 Woods Street North Urban Design Guidelines (May 2013)  
 Cardinia Urban Growth Area – Retail Review March 2007  
 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  
 Any listed in Clause 11.01 (Activity Centres) and Clause 11.04 (Metropolitan Melbourne) of the State Planning Policy Framework.

#### **21.04-4 Industry**

19/10/2017  
C211

This section provides local content to support Clause 17.02 (Industry) of the State Planning Policy Framework.

#### **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.

#### **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.
- Encourage subdivision that is consistent with relevant precinct structure plans and urban design frameworks.

### **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.
- 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.
- Encourage appropriate industrial development within both the Pakenham and Cardinia Road Employment Precincts consistent with relevant structure plans.
- Encourage development that is consistent with relevant precinct structure plans and urban design frameworks.

### **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**

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

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

- When deciding on applications for use and development in relation to industry, considering, as appropriate:
  - Any relevant Precinct Structure Plans.
  - Any relevant Activity Centre Structure Plans.
  - Any relevant Urban Design Frameworks and other urban design guidelines.
  - Best practice urban design principles where specific urban design guidelines are absent.
- When developing Precinct Structure Plans, Activity Centre Structure Plans and Township Strategies, considering the location and provision of industry.

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

- Applying the Industrial 1 Zone to land in close proximity to the proposed interchange of the Princes Freeway and Koo Wee Rup Road in Pakenham.
- Applying the Urban Growth Zone to undeveloped land identified for employment within the urban growth area.
- Specifying a minimum leasable floor area for restricted retail premises of 500 square metres in the Industrial 1 Zone.

**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.
- Preparing structure plans for both the Pakenham Employment Precinct and the Cardinia Road Employment Precinct.
- Reviewing the industrial zoned land in Officer south of the railway line.
- Considering the application of a Commercial 2 Zone along some arterial roads where there is industrial development.

**Reference documents**

Pakenham Structure Plan (March 2017)

Cardinia Employment Lands: Stage 1 Assessment Macroplan Australia Pty Ltd March (2007)

Regional Economic Strategy for Melbourne's South East, 2003-2030 (2003)

Design Guidelines for Industrial Development (2002)

The Design Guidelines for Industrial Development (2000).

Any listed in clause 17.02 (Industry) of the State Planning Policy Framework

**21.04-5**

10/08/2017  
C215

**Tourism**

This section provides local content to support Clause 17.03 (Tourism) of the State Planning Policy Framework.

**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, 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.
- 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 the Puffing Billy Tourist Railway and associated facilities as a tourist attraction of State significance.
- Ensure that the visual corridor along the railway is protected from inappropriate development.
- 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.

### 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

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

### Use of policy and exercise of discretion

- Using the Highway Development Policy (Clause 22.04) to guide development along highways, which are key tourism corridors.

### 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 Significant Landscape Overlay to protect the scenic corridor of the Puffing Billy Tourist Railway.
- Applying a Vegetation Protection Overlay, Significant Landscape Overlay and Environmental Significance Overlay to protect significant landscapes and areas of landscape quality generally.

## 21.04-6

### Extractive industry

10/08/2017  
C215

This section provides local content to support Clause 14.03 (Resource exploration and extraction) of the State Planning Policy Framework.

## 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.
- 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 north 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**

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

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

- Using the local planning policy Clause 22.02 Sand Extraction in the Lang Lang to Grantville Region when assessing development and subdivision applications in this region.
- When deciding on applications for extractive industry or for any use or development which may impact on the future extraction of resources, considering, as appropriate:
  - The Environment Management Strategy (2004-2007).
  - The Regional Sand Extraction Strategy, Lang Lang to Grantville (1996).
  - The need to prepare an Environmental Effects Statement for extractive industry operations in areas of environmental significance to comprehensively assess the value of the resources, the environmental impact and the impact on the community.

### **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)

Environment Management Strategy (2004-2007)

Any listed in Clause 14.03 (Resource exploration and extraction) of the State Planning Policy Framework.

**Figure 7: Extractive Industry Interest Areas**

(Source: Melbourne Supply Area - Extractive Industry Interest Areas Review, GSV Technical Record 2003/2, Figure 8)

