

CARDINIA PLANNING SCHEME

DRAFT AMENDMENT C274CARD

EXPLANATORY REPORT

Overview

This draft amendment implements the Officer South Employment Precinct Structure Plan (PSP) and the supplementary Officer South Employment Infrastructure Contributions Plan (ICP) to guide growth in this area over the next 20 to 30 years. The PSP plans for 22,000 jobs in a State Significant Industrial Precinct and Regionally Significant Commercial Area along with a compact residential area.

It does this by incorporating the Officer South Employment PSP and the supplementary Officer South Employment ICP into the Cardinia Planning Scheme. A new schedule to the Urban Growth Zone will also be introduced to facilitate development of the precinct. Additional changes to the zoning, overlays, particular provisions, general provisions and operational provisions of the Cardinia Planning Scheme are also required to facilitate development of the precinct.

Where you may inspect this amendment

The draft amendment is available for public inspection between 25 September 2023 – 27 October 2023 online at:

Engage Vic

<http://engage.vic.gov.au/officersouthemployment>

Victorian Planning Authority

<https://vpa.vic.gov.au/project/officer-south-employment>

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

Victorian Planning Authority

Victorian Planning Authority
Level 25, 35 Collins Street Melbourne, VIC 3000
www.vpa.vic.gov.au

Cardinia Shire Council

Cardinia Shire Council
20 Siding Avenue, Officer, VIC 3809
www.cadinia.vic.gov.au

If you don't have access to the internet and the above offices are closed or not accessible during office hours, please contact the VPA on 9651 9600 to make alternative arrangements to obtain a copy of this draft amendment.

Submissions

Any person who may be affected by the draft amendment may make a submission to the planning authority. Submissions about the draft amendment must be received by 5pm, 27 October 2023. A submission must refer to Officer South Employment PSP and ICP draft amendment and be sent to:

Online: <http://engage.vic.gov.au/officersouthemployment>

Email: osepsp@vpa.vic.gov.au

Post: Officer South Employment PSP c/- Victorian Planning Authority Level 25, 35 Collins Street Melbourne, VIC 3000

Panel hearing dates

If required, this project will be subject to the VPA Projects Standing Advisory Committee (VPA SAC),

appointed pursuant to Part 7, section 151 of the Planning and Environment Act 1987 (the Act) to advise the Minister for Planning and the Victorian Planning Authority (VPA) on referred projects and plans and associated draft planning scheme amendments.

While the VPA will seek to resolve any issues raised, unresolved issues or particular matters will be referred to the VPA SAC, which will contact submitters and then determine the best way to consider unresolved matters - either by round table discussions, written submissions or a public hearing. The VPA SAC will provide advice on the draft amendment to the VPA and Minister for Planning.

The VPA will then make recommendations to the Minister for Planning, who will consider the appropriate approval pathway for the draft amendment.

If required, dates for the OSE SAC are reserved for:

- directions hearing: week commencing 29 January 2024
- panel hearing: week commencing 26 February 2024

Details of the amendment

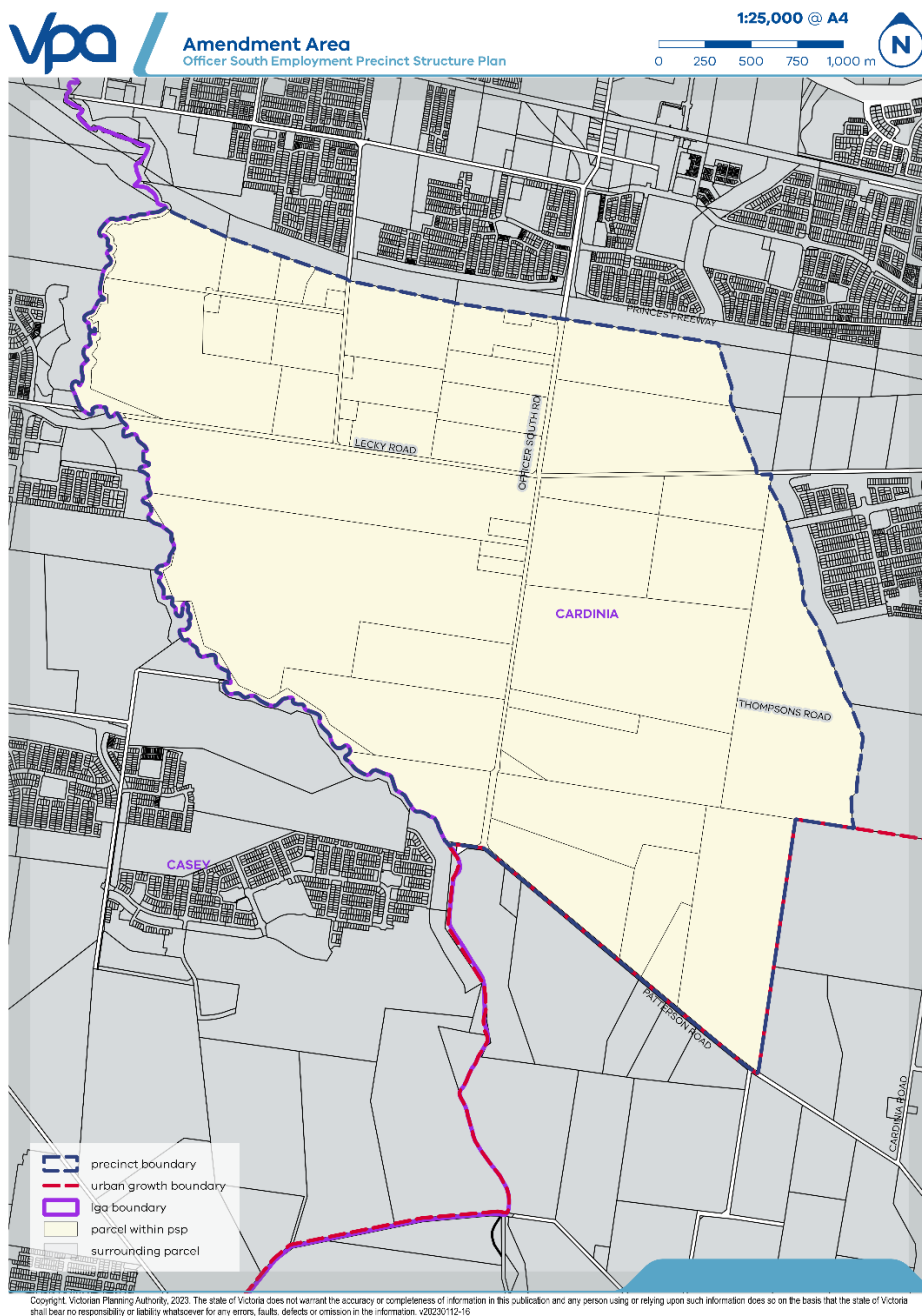
Who is the planning authority?

This draft amendment has been prepared by the Victorian Planning Authority (VPA), which is the planning authority for this draft amendment.

Land affected by the amendment

The draft amendment applies to land included in the Officer South Employment Precinct Structure Plan (PSP) as shown on Map 1 below. The PSP area is located south of the Officer Township and covers approximately 1,069 hectares of land. It is generally defined by the Princes Freeway to the North, Lower Gum Scrub Creek to the East, Cardinia Creek to the West and the Urban Growth Boundary to the South.

Map 1 – Amendment C274card area



A mapping reference table is attached at [Attachment 1](#) to this Explanatory Report.

What the amendment does

The draft amendment proposes to implement the Officer South Employment PSP and Infrastructure Contributions Plan (ICP) by introducing a new Schedule 7 to the Urban Growth Zone to the Cardinia Planning Scheme (the Scheme) and applying it to the precinct.

More specifically, the draft amendment proposes the following changes to the Cardinia Planning Scheme:

- Inserts Schedule 7 to 37.07 Urban Growth Zone (UGZ7) into the Cardinia Planning Scheme and rezones land from Urban Growth Zone (UGZ) to Urban Growth Zone Schedule 7 (UGZ7) to part of the land within the draft amendment area.
- Rezones part of the land within the draft amendment area from Public Conservation and Resource Zone (PCRZ) to Rural Conservation Zone (RCZ).
- Rezones land within the draft amendment area which is a designated conservation area under the Biodiversity Conservation Strategy (BCS) from UGZ to RCZ and applies Schedule 3 (RCZ3) to the 'cultural value investigation area'.
- Inserts Schedule 8 to Clause 37.07 Special Use Zone (SUZ8) and rezones land that is within the electricity transmission line easement from UGZ to SUZ8. The SUZ8 includes land use and development controls to facilitate the development of the land generally in accordance with the PSP.
- Inserts a new Schedule 7 to Clause 42.01 - Environmental Significance Overlay (ESO7) and applies the ESO7 to land within the draft amendment area that is a designated conservation area under the BCS
- Inserts Incorporated Plan Overlay Schedule 3 (IPO3) and applies the IPO3 to land within the draft amendment area which is a designated conservation area under the BCS. The IPO3 is also applied to the land identified as 'cultural value investigation area' in the PSP.
- Amends the application of the Heritage Overlay (HO) in Map 11 by reducing the extent of the HO boundaries relating to HO91 (410 Officer South Road, Officer) and HO92 (425 Officer South Road, Officer).
- Amends the Schedule to Clause 43.01 to apply tree controls and to permit prohibited uses at HO91 and to permit prohibited uses at HO92.
- Amends the extent of the Floodway Overlay (FO) along Lower Gum Scrub Creek to be contained within the conservation area.
- Amends the Schedule to Clause 45.01 Public Acquisition Overlay (PAO) to insert PAO8 allowing acquisition by Head, Transport for Victoria for 'road construction' associated with the following.
 - Princes Freeway – Officer South Road south-eastern interchange exit ramp. PAO8 is proposed to affect 185 Officer South Road, Officer.
 - Reserves land for the construction of Thompsons Road between Cardinia Creek and Lower Gum Scrub Creek.
- Apply the Environmental Audit Overlay (EAO) to 94 Princes Freeway, Officer.
- Inserts Schedule 3 (ICO3) to Clause 45.11 Infrastructure Contributions Overlay to land within the draft amendment area.
- Amends the Schedule to Clause 45.12 Specific Controls Overlay (SCO) to insert SCO14 which prohibits the use and development of land for urban purposes across part of the precinct until the five key State infrastructure items within the precinct have been satisfactorily constructed, or have a confirmed state government funding commitment. The five key state infrastructure items are:
 - Lecky Road bridge (interim standard) across Lower Gum Scrub Creek.
 - Thompsons Road bridge (interim standard) across Lower Gum Scrub Creek.
 - Officer South Freeway interchange intersection upgrade.
 - Grices Road bridge (ultimate standard) across Cardinia Creek.
 - Thompsons Road bridge (ultimate standard) across Cardinia Creek.

- Amends the Schedule to Clause 52.17 Native Vegetation to identify native vegetation that is exempt from requiring a planning permit for its removal.
- Amends the Schedule to Clause 66.04 Referral of Permit Applications Under Local Provision to require:
 - Referral to Secretary to the Department of Energy, Environment and Climate Action for an application to subdivide land containing a conservation area as shown in the Biodiversity Conservation Strategy for Melbourne's Growth Corridors (Department of Environment and Primary Industries, 2013) as 'Conservation Area'.
 - Referral to the Department of Transport and Planning of an application to subdivide land, use land or the construction of a building or carrying out of works on land identified as 'service station site' on Plan 3 of the PSP.
- Amends the Schedule to Clause 66.06 Notice of Permit Applications Under Local Provisions to require notice to the gas pipelines licensee under the Pipelines Act 2005 for a permit application for Accommodation (other than Dwelling), Child care centre, Cinema based entertainment facility, Corrective institution, Education centre, Hospital, Place of assembly, Residential aged car facility, Retail and service station within the '240m measurement length' shown on Plan 3 of the PSP.
- Amends the Schedule to Clause 72.03.
- Amends the Schedule to Clause 72.04 Documents Incorporated in this Planning Scheme to incorporate the Officer South Employment Precinct Structure Plan, September 2023, the Officer South Employment Infrastructure Contributions Plan September 2023 and the Site specific control – State Infrastructure Items – Officer South Employment Precinct Structure Plan September 2023.

Strategic assessment of the amendment

Why is the amendment required?

The draft amendment implements the Officer South Employment PSP and Officer South Employment ICP into the Cardinia Planning Scheme

The South East Growth Corridor Plan identifies this land for urban development (business with residential, industrial and land within biodiversity and landscape values) to cater for Melbourne's population growth. Plan Melbourne 2017-2050 and the relevant Melbourne Industrial and Commercial Land Use Plan (MICLUP) identifies the southern part of the Precinct within a State Significant Industrial Precinct and the northern part of the Precinct within a Regionally Significant Commercial Area.

The draft amendment provides for the development of approximately 630 hectares of the precinct to accommodate land for the purpose of industrial and commercial development, creating approximately 22,000 jobs in a variety of sections for the region in the long term. In addition, the draft amendment also provides for the development of approximately 1,600 new homes to accommodate an expected population of 5,000 residents.

The draft amendment complements and, in some cases, replaces existing provisions of the scheme. In particular the draft amendment streamlines and integrates processes for native vegetation management, infrastructure provision, national biodiversity outcomes, bushfire protection and housing diversity on smaller lots. In most cases, all aspects of development in the draft amendment area will be addressed through the issue of a single planning permit following the approval of the draft amendment.

The UGZ7 details the uses permitted within the precinct, along with the statutory requirements for planning permits and permit applications in accordance with the Precinct Structure Plan. The IPO3 details the statutory requirements for planning permits in accordance with the PSP for land within the draft amendment area that falls outside the UGZ. The draft amendment does not duplicate any management provisions for the land and development contained in other acts or regulations.

A high-pressure gas pipeline traverses the precinct in an east-west direction. The pipeline requires protection to ensure it is not ruptured during the course of development. The UGZ7 has been drafted to require a construction management plan to be submitted prior to any works (including demolition) being carried out within 50 metres either side of the pipeline easement. An application for certain

sensitive uses and types of development will require notice to be given to the gas pipeline licensee where these uses or development types are proposed within the measurement length for the pipelines, as shown in the PSP.

The ICP:

The ICP system has been revised to improve the method for securing land for public purposes. On 2 July 2018, the *Planning and Environment Amendment (Public Land Contributions) Act 2018* came into operation. This Act requires all public land identified in an ICP to be provided as a direct land contribution, thereby removing a monetary contribution (i.e., the existing public land standard levy amount) from the ICP system. The Act also prescribes the method by which the cost of providing all public land is equalised across all landowners with a PSP area.

A Supplementary Levy ICP has been prepared and is also the subject of this draft amendment and includes a supplementary rate of \$114,316.30 for transport construction.

ICPs and the associated planning controls are required to ensure collecting agencies can lawfully collect infrastructure contributions from landowners. This draft amendment incorporates an ICP and applies it to land affected by the Officer South Employment PSP. This draft amendment incorporates a supplementary levy ICP, which will be applied to the Officer South Employment PSP area by inserting the ICO3.

The ICP is designed to ensure the provision of basic and essential infrastructure is provided to the Officer South Employment PSP community. The ICP will be supplementary to fund infrastructure that is too difficult to standardize and infrastructure on land that has numerous constraints where items need to be constructed to unusual standards.

The total net developable area is 672.23 hectares, and the total contribution land is 725.4 hectares.

The ICP provides timeframes (short 0-5 years, medium 5-10 years and long term 10 years onwards) for the delivery of ICP funded infrastructure projects.

The SCO14:

The SCO14 has been included over part of the draft amendment area to prohibit the use and development of land for urban purposes until either the identified key state infrastructure items have been constructed or have a confirmed funding commitment and are programmed to be delivered. The five identified state infrastructure items are:

- Lecky Road bridge (interim standard) across Lower Gum Scrub Creek.
- Thompsons Road bridge (interim standard) across Lower Gum Scrub Creek.
- Officer South Freeway interchange intersection upgrade.
- Grices Road bridge (ultimate standard) across Cardinia Creek.
- Thompsons Road bridge (ultimate standard) across Cardinia Creek.

In the absence of an appropriate planning tool to specifically coordinate the staging of development in line with infrastructure delivery, the SCO14 has been applied to ensure the sequencing of development is in sync with the funding and delivery of essential state infrastructure across the draft amendment area. It is expected that as these state infrastructure items are delivered, one or multiple administrative amendments will be prepared to reduce the extent of the SCO14 in line with the staging identified within the PSP. Once all five, key state infrastructure items have been satisfactorily constructed, the SCO will be entirely removed from the precinct.

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

The draft amendment will facilitate residential, retail, commercial and community infrastructure development by introducing planning provisions that apply fairly and transparently to all affected landowners. The amendment facilitates this development in a location where existing services and infrastructure can be easily expanded.

The draft amendment implements 12(1)(a) of the Act by facilitating development of land within the Urban Growth Boundary of metropolitan Melbourne and will provide for the efficient and sustainable servicing of the land.

The draft amendment allows for further urban development in Melbourne that will improve the supply of housing, provide employment opportunities, and create a robust neighbourhood structure with a legacy of funded local infrastructure projects.

It will also implement an infrastructure contributions scheme to fund community and development infrastructure to service the future urban land within the Officer South Employment PSP.

The Officer South Employment ICP will implement applicable objectives of planning in Victoria under section 4 of the Planning and Environment Act 1987 (Act) through the implementation of a contributions collection scheme to facilitate the delivery of infrastructure to service the approved precinct structure plan. The draft amendment applies the necessary planning controls to implement the ICP, which will provide a clear structure of contributions required to fund development and community infrastructure within the precincts for residential and commercial development and will ensure the fair and equitable provision of community and development infrastructure.

The amendment implements a number of the objectives of planning in Victoria under Section 4 of the *Planning and Environment Act 1987* (Act). In particular:

- To provide for the fair, orderly, economic and sustainable use and development of land

The draft amendment will facilitate the development of a new community with good access to services, employment and public open space. The delivery of housing makes effective use of the available land within the area with a required average density across the PSP of approximately 35 to 40 dwellings per net developable hectare.

Employment generating uses have been catered for through the applied zones listed in the UGZ7. The business, industrial and local town centre areas will provide the primary locations for employment. The delivery of community infrastructure such as schools, community centres and childcare facilities, and the establishments of home-based businesses within residential areas will also provide employment opportunities.

The precinct has been planned to ensure dwellings are located within walkable distance to public transport. Connections via shared bicycle and pedestrian links encourage sustainable modes of transport and an alternative to the private vehicle. Essential local infrastructure such as arterial roads, intersections, bridges, community facilities, sports and recreation facilities and open space will be funded via the ICP. Infrastructure items are outlined in the PSP and the ICP will be incorporated into the Scheme concurrently with the PSP and will outline the developer contributions required to fund the necessary infrastructure.

While Precinct Structure Plans set out the high-level intentions for a precinct, and provide detailed information setting out the required transport, drainage and community infrastructure required to serve a precinct, there is often a time-lag or disconnect between the delivery of land for residential, commercial or industrial development and the delivery of necessary infrastructure needed to service the development of the precinct. The VPA is seeking to address this issue by including the SCO14 over part of the draft amendment area to prohibit the use and development of the land for urban purposes until the identified state infrastructure items are constructed or have committed funding and are programmed to be delivered. In addition to the SCO14, the Officer South Employment PSP includes Requirements and Guidelines, an Infrastructure and Development Staging Plan, as well as planning controls within the UGZ7 that clearly set out the intended staging of development as infrastructure is delivered.

- To provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity.

The BCS sets out all the conservation measures required for Matters of National Environmental Significance (MNES) and State significance to satisfy Federal and State biodiversity and native vegetation requirements. Areas within the precinct have been identified for conservation purposes consistent with the BCS. The draft amendment provides statutory tools ensuring adequate protection of these conservation areas consistent with Environment Protection & Biodiversity Conservation Act 1999 (EPBC Act).

The draft amendment protects BCS Areas that sit within the precinct boundary, in line with the Melbourne Strategic Assessment (MSA). Development of Melbourne's growth areas carried out in accordance with the MSA do not need referral under the EPBC Act as the environmental outcomes have already been agreed upon by both State and Federal Governments. The Department of Energy, Environment and Climate Action is responsible for ensuring the protection and ongoing management of BCS areas and they have been consulted to ensure this draft amendment complies with the requirements of the MSA and the EPBC Act.

The precinct also contains vegetation of varying arboricultural and amenity value. The PSP aims to retain a significant number of these trees to enhance the landscape character of the area. Areas with significant amenity and character value have been set aside in the PSP to preserve and enhance the landscape and character of the precinct.

An integrated stormwater management system will convey stormwater runoff through the PSP in natural and constructed waterways, control the rate of flow and treat the quality of runoff to meet best practice standards.

The PSP sets aside land for the protection and enhancement of Cardinia Creek and Lower Gum Scrub Creek and provision of required drainage reserves. Stormwater flows will be managed through an integrated system that aims to manage flows beyond the precinct to be generally kept to pre-development levels.

- To secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria.

A safe and high amenity working environment will be encouraged through zoning for employment uses in appropriate locations.

New local parks, linear open spaces, sporting facilities, waterway corridors and drainage assets will also contribute to the creation of a pleasant living and recreational environment for the community and its visitors.

- To conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value.

Background studies informing the draft amendment have identified areas of high, medium and low significance for Aboriginal cultural heritage. The corridor of Cardinia Creek is nominated as an area of particularly high interest. Development proponents are required to comply with the Aboriginal Heritage Act 2006 in relation to any matters of aboriginal cultural significance on the land.

Two sites within the precinct are covered by Heritage Overlays (HO91 and HO92). Whilst the Heritage Overlays will be retained, background studies informing the draft amendment have identified appropriate heritage curtailment of both sites. The curtailment proposed by this draft amendment seeks to incorporate the areas surrounding the heritage sites with no heritage significance into the future urban structure whilst continuing the heritage protection of the sites under HO91 and HO92.

One site within the precinct (90 Handford Lane) is included on the Victorian Heritage Inventory (H7921-0129). Proponents are required to comply with the Heritage Act 2017 in relation to obtaining any necessary consents for works or activities which may impact the historical archaeological features, deposits, and / or artefacts at the site. This site at 90 Handford Lane is not included in a Heritage Overlay or listed on the Victorian Heritage Register.

- To protect public utilities and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community.

The draft amendment ensures that servicing of the new urban development will be of sufficient capacity to ensure future development is connected to reticulated electricity, gas, water and sewer.

The ICP sets out how arterial roads, recreation spaces and community facilities will be funded for construction.

An electricity transmission easement traverses the south-west corner of the precinct. The use and development of the easement will be partially regulated through the application of the SUZ8, which will require any uses within the easement to be generally in accordance with the PSP.

The application of the SUZ8 to the transmission easement is in accordance with Planning Practice Note 03 which states that the Special Use Zone can be applied when a standard zone or a combination of zones, overlays and local policies cannot give effect to the desired objectives or requirements. The constrained nature of the transmission easement, the specific land use outcomes sought for this land and the need to implement the requirements of the PSP to this land is such that standard zoning options (either directly or via the UGZ schedule) are inappropriate in this context and hence, the SUZ8 has been applied to the transmission easement.

The application of the SUZ8 to the transmission easement is also consistent with the Planning and Environment Amendment (Growth Areas Infrastructure Contribution) Bill 2009 which identifies rezoning land from the Urban Growth zone to be the appropriate mechanism to remove Growth Area Infrastructure Contribution requirements from non-developable land within the Urban Growth Zone. A measurement length is referred to in the PSP, adjacent to the existing high-pressure gas transmission easement, which traverses along the east-west within the precinct. The PSP will ensure sensitive land uses are minimised within the Measurement Length of the high-pressure gas transmission pipelines and that construction is managed through a mandatory construction management plan for all works within 50 metres either side of the easement to minimise risk of rupture to the pipes.

The UGZ7 has been drafted to have due consideration for the South East Water Pump Station which is located along the northern boundary of the precinct. A 180m radius has been developed around the Pump Station (South East Water proposed separation area), with the UGZ7 allocating appropriate section 2 (permit required) and 3 (prohibited) uses within this area to ensure sensitive uses are not developed within the odour and noise amenity area. The UGZ7 also requires an amenity impact assessment for any use and development within the proposed separation area to further manage any amenity impacts associated with the pump station.

- To balance the present and future interests of all Victorians

The PSP identifies land for arterial road upgrades, significant employment opportunities, sports facilities, local parks and the provision of utilities that will benefit future residents of the Precinct as well as the wider community.

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

Environmental effects

The draft amendment identifies vegetation to be protected and retained where appropriate. There is a conservation area identified under the BCS that will be managed in accordance with the EPBC Act by applying ESO7 and IPO3 to this area.

The precinct also contains several indigenous River Red Gum trees of varying arboricultural value. The PSP aims to retain a significant number of these trees to enhance the landscape character of the area. Areas with significant conservation value have been set aside in the PSP to preserve and enhance native vegetation.

Approximately 334 hectares or 31% of the precinct is set aside for open space of varying types. The open space network will provide opportunities for informal recreational activities within the precinct.

Existing waterways will be retained and improved to cater for increased surface water flows resulting from increased hard surface area associated with urban development.

Waterways will be complemented by water treatment facilities, wetlands and retarding basins to ensure water flowing through and out of the precinct is conveyed safely and is of a high quality.

The draft amendment includes land along the western side of Lower Gum Scrub Creek which is affected by a Floodway Overlay (FO). As agreed with Melbourne Water, this draft amendment will reduce the extent of the FO to be contained within the conservation area adjacent to the creek to not adversely impact developable land within the precinct. The distribution of open space within the precinct ensures that the majority of residential properties have access to open space within a walkable distance of 400 metres.

Economic effects

The draft amendment facilitates the delivery of land for urban growth that will include the provision of employment and residential land consistent with the objectives of the South East Growth Corridor

Plan as well as MICLUP. The Precinct has the potential to deliver approximately 22,000 jobs in a variety of sectors by creating industrial and commercial areas that will capitalise on the proximity of the draft amendment area to key rail and road transport networks.

The PSP and supporting statutory provision to be implemented by this draft amendment provide guidance to the hierarchy of centres throughout the Precinct by ensuring they are strategically located and scaled to serve the primary residential catchment but not compromise the function and roles of nearby existing town centres.

This draft amendment also proposes to implement the ICP for the PSP area, which identifies the financial levy required to be paid by developers to fund the infrastructure required for the precinct, and thus sets out an equitable and transparent means of collecting financial contributions towards servicing the future community. This reduces the burden on the responsible authority and existing communities to fund future local infrastructure.

Social effects

Development facilitated by the draft amendment is expected to generate positive social benefits through the provision of residential neighbourhoods in proximity to employment areas (retail and commercial) and well serviced by community facilities and other key infrastructure including schools, passive open space, and recreational facilities.

Planning for the development of community infrastructure such as sporting fields and other community facilities, which will have a close spatial relationship with residential neighbourhoods, will assist in the creation of a 'sense of place' by fostering social interaction within the immediate and wider community.

Development staging seeks to align the subdivision and development of the PSP with the required infrastructure delivery to ensure that new communities have timely and coordinated access to transport and community infrastructure. To provide more control over the coordination of transport infrastructure, the draft amendment applies the SCO14 to ensure the provision of key state infrastructure will be confirmed and/or delivered prior to urban development occurring in certain parts of the precinct.

Does the amendment address relevant bushfire risk?

The precinct lies within an identified Bushfire Prone Area under r.155 of the Building Regulations 2018, requiring minimum bushfire construction standards for defined types of buildings including dwellings. A significant amount of land within and surrounding the precinct is currently used for agricultural and general farming.

In the medium to long term most of the land within the precinct, beyond the land set aside for conservation will be developed for urban purposes and subsequently will reduce any identified fire risk. The land to the south is outside of the urban growth boundary and will continue to pose a fire risk.

This draft amendment has responded to the bushfire risk and the requirements of Clause 13.02-1 (Bushfire planning) and Clause 71.02-3 (Integrated decision making) of the State Planning Policy Framework and the Operation Provisions respectively and sets out fire management planning controls that will ensure that the fire risk is managed through a combination of setbacks for buildings from hazardous vegetation at the development edge and construction management requirements. These controls will work in combination with new building regulations and standard bushfire risk management provisions in a manner suitable for an area transitioning from rural to urban land uses.

This approach to bushfire is consistent with State Planning Policy as it ensures development is appropriately located with adequate access and egress for future residents and emergency service vehicles. The staging of this PSP is appropriate as it is adjacent to the Minta Farm PSP, Clyde North PSP and Cardinia Creek South PSP to the west, the Cardinia Road Employment PSP to the east and the Officer PSP to the north. Further, the location and response within the PSP ensures that the population being directed within this precinct is in a location that can achieve a radiant heat flux of less than 12.5 kilowatts/square metre under AS 3959-2009 *Construction of Buildings in Bushfire-prone Areas*.

A bushfire assessment was prepared by Terramatrix ('Bushfire Development Report for the Officer South Employment Precinct Structure Plan' dated June 2022) to determine existing hazardous vegetation and the actions required by the draft amendment to address the bushfire risk.

The bushfire assessment identified that the precinct is in a designated Bushfire Prone Area (BPA). No areas of the precinct are designated under a Bushfire Management Overlay. Overall, the bushfire assessment notes the Officer South Employment PSP as being in an area of relatively low bushfire risk, with the only appreciable bushfire hazard being at least 2.5km away. The bushfire assessment does note that higher hazard vegetation is likely to be retained or created in the two creek corridors however, this will be relatively small, isolated and narrow and will not pose a significant threat to new and existing development.

It is noted in the draft assessment that good precinct design that responds to bushfire risk will be appropriate for mitigating any associated bushfire risk.

It is intended that the Bushfire Risk is managed through Requirement 18 of the PSP. In addition, IPO3 and UGZ7 require the preparation of a Bushfire Management Plan.

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

The draft amendment complies with the Ministerial Direction on the Form and Content of Planning Schemes under section 7(5) of the Act.

The draft amendment also complies with the following relevant Ministerial Directions:

Direction No. 1 Potentially Contaminated Land

A land capability assessment was conducted (Officer South Employment Precinct Structure Plan – Land Capability Assessment – Aurecon – 2022-06-14) to determine whether there was any land that may be potentially contaminated. The report found one lot contained high risk for contamination with the remainder of the precinct identified as containing low risk for contamination.

The draft amendment proposes to apply the Environmental Audit Overlay (EAO) to the site identified as high risk for contamination in the assessment. Whilst it is not anticipated that the current use of the site as a service station will change, the EAO is proposed as the applied Industrial 1 Zone which is proposed to apply to the land does allow for certain sensitive uses at the site such as education centre.

Direction No 9 - Metropolitan Strategy

Plan Melbourne

Policy 1.2.2 Facilitate investment in Melbourne's outer areas to increase local access to employment

The PSP includes approximately 630 hectares (net developable) of land designated for commercial and industrial development and a total projection of approximately 22,000 jobs. These commercial and industrial areas are located to be generally consistent with the South East Growth Corridor Plan and MICLUP.

Policy 2.2.5 Require development in growth areas to be sequenced and staged to better link infrastructure delivery to land release.

The PSP includes objectives that seek to ensure subdivision and development occurs in a sequenced and staged approach and requires that each lot be appropriately serviced.

The PSP seeks to achieve approximately 35 to 40 dwellings per net developable hectare, creating approximately 1,600 residential lots, providing affordable and available land to keep Melbourne competitive.

Policy 2.4.1 Support streamlined approval processes in defined locations

In general, and as intended by the PSP process, the draft amendment will streamline the process for applications generally in accordance with the approved PSP.

The UGZ7 facilitates use of the 'Small Lot Housing Code' (SLHC), which streamlines the process for development of single dwellings on lots less than 300 square metres in size by removing the need for a planning permit.

Policy 3.1.3 Improve arterial road connections across Melbourne for all road users

The local arterial road network will be significantly improved through the construction of a north-south arterial road and two east-west arterial roads, which will ultimately provide access to Minta Farm PSP, Clyde North PSP, Cardinia Creek South PSP and Cardinia Road Employment PSP.

Policy 3.2.1 Improve roads in growth areas and outer suburbs

The draft amendment clearly defines a new road network. The planned road network is characteristic of a grid pattern and allows for suitable links into future neighbourhoods to the north, east and west. The draft amendment provides a coordinated approach to the staging of urban development in the precinct by applying the SCO14 to ensure the provision of key state infrastructure will be confirmed and/or delivered prior to urban development occurring in certain parts of the precinct.

Policy 3.2.2 Improve outer-suburban public transport

The draft amendment provides for bus-capable roads serving the vast majority of the PSP area. Future development will generate additional patronage demand that will feed into improved bus services in the area.

Policy 4.4.1 Recognise the value of heritage when managing growth and change

Cultural Heritage Management Plans to protect values will be required prior to subdivision permits being issued in an area of cultural heritage sensitivity, as defined by the *Aboriginal Heritage Regulations 2018*.

Policy 4.4.2 Respect and protect Melbourne's Aboriginal cultural heritage

Cultural Heritage Management Plans to protect values including a scarred tree and stone artefacts will be required prior to subdivision permits being issued in an area of cultural heritage sensitivity, as defined by the *Aboriginal Heritage Regulations 2018*.

Policy 5.1.1 Create mixed-use neighbourhoods at varying densities

Residential areas within the precinct will be developed at higher densities to take advantage of the proximity to public transport and local services. The local town centre will provide a central spot for the community where its residents can interact, utilise recreational areas and have employment opportunities.

Policy 5.2.1 Improve neighbourhoods to enable walking and cycling as part of daily life

The PSP plans for a pedestrian and cycle network that provides extensive connections across the precinct and particularly between key destinations to encourage walking and cycling as viable transport modes.

Policy 5.3.1 Facilitate a whole-of-government approach to the delivery of social infrastructure

The PSP identifies a range of social infrastructure to be delivered across government agencies to support the new and existing residential communities

Providing for new population growth in Officer South will add to the economic well-being of the community as well as provide greater opportunities to existing residents of nearby suburbs including Cardinia Road Employment Precinct. Increases in demand for goods and services will translate into more local jobs and economic activity.

Additional opportunities for recreation and social groups will also emerge as a result of the provision of public open space, community facilities and a local town centre.

Policy 5.4.1 Develop a network of accessible, high quality, local open spaces

The draft amendment sets aside approximately 334 hectares of open space including, 8.11 hectares of planned active open space. The PSP also sets aside 14.9 hectares of local parks. Local parks and active open space are located within reasonable walking distance of all planned residential, commercial and industrial areas.

Policy 6.3.2 Improve alignment between urban water management and planning by adopting an integrated water management approach

An integrated water management strategy is proposed that will manage urban development flows across the PSP area.

Policy 6.3.3 Protect water, drainage and sewerage assets

The integrated water management strategy will manage urban development flows across the PSP area, and clearly define constructed and existing water management assets.

Policy 6.4.2 Strengthen the integrated metropolitan open space network

The PSP provides an integrated and accessible public open space network offering attractive active and passive recreation opportunities that will cater for all future residents.

Policy 6.5.2 Protect and enhance the health of urban waterways

The integrated water management strategy will manage urban development flows across the PSP area and flows entering Cardinia Creek and Lower Gum Scrub Creek, in accordance with the applicable water management standards and regulations.

Direction No. 11 – Strategic Assessment of Amendments

This direction seeks to ensure a comprehensive strategic evaluation of a planning scheme amendment. This explanatory report addresses the requirements outlined in this direction.

Direction No. 12 – Urban Growth Area

Part 6 of Ministerial Direction 12 requires that when preparing an amendment to introduce or change provisions in a schedule to the UGZ, a planning authority must evaluate and include in the explanatory report a discussion about:

How the amendment implements any Growth Area Framework Plan applying to the land

The precinct is within the published South East Growth Corridor Plan.

The South East Growth Corridor Plan identifies for Officer South Employment the following:

- Industrial for the area south of Grices Road.
- Business with residential for the area north of Grices Road.
- Biodiversity areas for a portion of the land along both Cardinia Creek and Lower Gum Scrub Creek.
- A north-south road (Officer South Road) dissecting the PSP through the middle and intersection with the Princes Freeway.
- Two east-west roads being Grices Road and Thompsons Road.

The PSP has been drafted to be consistent with the South East Growth Corridor Plan.

How does the amendment accord with the Precinct Structure Planning Guidelines (October 2021)

Hallmark 1: Viable Densities

The PSP seeks to achieve approximately 35 to 40 dwellings per net developable hectare, with the majority of lots within the local town centre walkable catchment.

Hallmark 2: Safe, Accessible and Well Connected

The PSP is well serviced through the provision of walking and cycling paths, especially alongside identified drainage corridors which provide active transport connections to key destinations across the PSP area. The PSP is also well connected to regional destinations via the provision of the Principal Public Transport Network (PPTN) on the extension of Grices - Lecky Road and Officer South Road.

Hallmark 3: Connect People to Jobs and Higher Order Services

The majority of dwellings within the PSP are within a practical walking or cycling distance to the local town centre. Active transport links are provided within the precinct to help facilitate this.

North-South connections are present within the precinct to help connect future residents to the Officer township and east-west connections are proposed to provide connections to the Minta Farm PSP, Clyde North PSP and Cardinia Creek South PSP areas to the west as well as the Cardinia Road Employment PSP to the east. The presence of an identified PPTN also assists in making these connections.

Hallmark 4: Offer High-Quality Public Realm

The PSP is well serviced by high quality open space. The PSP plans for one active open space reserve as well as a strong network of passive open space that form green connections throughout the Precinct.

The PSP also responds strongly to matters of cultural heritage through measures to preserve tangible elements of cultural heritage within the Precinct.

Hallmark 5: Services and Destinations

The PSP is well serviced by one government proposed primary school and one potential non-government primary school. The PSP also plans for one level 2 community centre, a potential emergency services facility and a potential government health facility. These present multiple opportunities for future residents to have access to vital services.

Hallmark 6: Thriving Local Economies

Approximately 628 hectares of the precinct will accommodate land for the purpose of industrial and commercial development creating approximately 22,000 jobs in a variety of sections for the region in the long term.

Hallmark 7: Infrastructure Coordination

The Officer South Employment ICP will ensure that basic and essential infrastructure will be provided to future residents in an appropriate and timely manner.

As noted above, the PSP includes Requirements and Guidelines, an Infrastructure and Development Staging Plan, as well as planning controls within the schedule 7 to the Urban Growth Zone that clearly set out the intended roll out of development as infrastructure is delivered.

In addition, and as also noted above, the draft amendment provides a coordinated approach to the staging of urban development in the precinct by applying the SCO14 to ensure the provision of key state infrastructure will be confirmed and/or delivered prior to urban development occurring in certain parts of the precinct.

Ministerial Direction 19 - ministerial direction on the preparation and content of amendments that may significantly impact the environment, amenity and human health

The VPA is seeking the Environment Protection Authority's (EPA) advice as part of this public consultation phase of the draft amendment. The VPA has worked together with the EPA during the agency notification phase of this draft amendment and has updated controls relating to managing adverse amenity impacts associated with the South East Water Sewer Pump Station, managing potentially contaminated land addressing sodic soils management requirements and providing measures to address amenity impacts associated with noise from the adjoining Princes Freeway and other future noise generating uses within the precinct.

Ministerial Direction on the Preparation and Content of Infrastructure Contributions Plans and Ministerial Reporting Requirements for Infrastructure Contributions Plans

The Planning & Environment Amendment (Public Land Contributions) Act 2018 introduced a land contribution model for the ICP system. The land contribution model enables land for public purposes to be provided as part of an infrastructure contribution when land is developed. It changes the way land is acquired for public purposes, instead of requiring a monetary levy it will require a percentage, similar to the operation of Clause 53.01 of the Cardinia Planning Scheme.

The ICP system came into effect on 2 July 2018. The system is based on standard levies that are pre-set for particular development and land uses in order to fund the construction of basic and essential infrastructure to service the growing urban communities. This system also allows for a supplementary levy, in addition to the standard levy, if required to fund infrastructure that cannot be adequately

funded by the standard levy.

This direction guides planning authorities in relation to the preparation and content of developer contributions.

This draft amendment proposes to insert ICO3 to include the monetary component and levy rate payable within the draft amendment area. The overlay reflects the Planning & Environment Amendment (Public Land Contributions) Act 2018 model for collection of infrastructure contributions.

The proposed ICP sets out funding of infrastructure works for the precinct and levies a certain amount from developers in the precinct with the balance of funding being the responsibility of the council and other state agencies, as well as directly funded by developers through developer works. The PSP provides the strategic justification for the ICP items.

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

The draft amendment is consistent with the following clauses of the Planning Policy Framework and will assist in achieving objectives of the clauses:

- Clauses 11.01 Victoria, 11.02 Managing Growth, 11.03 Planning for Places – The draft amendment incorporates a PSP to direct how the precinct should accommodate residential growth and the relevant infrastructure to support this growth. The PSP sets out an orderly structure for development of the precinct including the location and function of a local town centre taking into account the existing and planned network of activity centres in the region; introducing land for residential, employment and industrial uses to supply and encourage urban growth; and, providing developable land with good proximity to existing and future planned amenities, services and infrastructure. The application of the SCO14 will ensure that the provision of key state infrastructure will be confirmed and/or delivered prior to urban development occurring in certain parts of the precinct.
- Clause 12.01-2S Native vegetation management – The PSP identifies vegetation to be retained and areas of vegetation that are appropriate for removal to accommodate development. The draft amendment will streamline the process for native vegetation removal provided it is in accordance with the PSP.
- Clause 13.02-1S Bushfire Planning, - The PSP has responded to the requirements of Clause 13.02 (Bushfire) of the State Planning Policy Framework through a combination of defensible space at the development edge and construction management requirements, as described earlier in this report.
- Clause 13.04-1S Contaminated and potentially contaminated land – The draft amendment responds to this clause as described earlier in this report.
- Clause 15.01 Built Environment, Clause 15.03 Heritage – The draft amendment delivers a PSP that guides urban development so that it provides for a livable and diverse community, that integrates and is well connected to existing and establishing communities. The PSP provides a Future Urban Structure that outlines a well-designed subdivision pattern and transport network that fosters more sustainable modes of transport, a safe public environment, a network of public open space, and a diverse housing stock to attract a diverse community. The PSP encourages the development of the precinct so that it builds on the natural landscape and topography. The PSP also builds upon the heritage features of the precinct by encouraging enhancement and additional protection of heritage features.
- Clause 16.01 Residential Development – The PSP plans for residential land of varying densities, with access to services, employment opportunities, community infrastructure and open spaces.
- Clause 17 Economic development – The PSP will also provide for approximately 22,000 jobs in the long term within industrial and commercial areas that will contribute to an employment hub for the south-east that is conveniently served by major arterial roads and freeways as well as the Nearby Officer Train Station. The draft amendment also provides for a new local town centre, providing essential services and employment opportunities for residents within the precinct.
- Clause 17.03-1S Industrial land supply – The PSP plans for approximately 502 hectares of industrial land which aligns with the South East Growth Corridor Plan and MICLUP. This land is strategically located to have good access to major arterial roads and freeways. The Industrial 1 Zone is applied to this land, with the Commercial 2 Zone being applied to act as a buffer between the industrial land and residential land in the PSP.
- Clause 18.01 Land Use and Transport, Clause 18.02 Movement networks – The PSP plans for a transport network that is well-integrated with the existing surrounding network. This includes

- the two east-west arterial roads (one with a planned Principal Public Transport Network), one north-south arterial road (also with a planned Principal Public Transport Network) and an interconnecting network of connector roads, shared paths and bicycle and pedestrian paths.
- Clause 19.03 Development Infrastructure - The draft amendment will implement the mechanism to collect developer contributions to fund infrastructure throughout the PSP.

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

The draft amendment is consistent with the following clauses of the Municipal Strategic Statement and will assist in achieving objectives of the clauses:

Clause 21.02 Environment: Supports the protection, conservation and enhancement of natural heritage including vegetation.

Clause 21.03 Settlement and Housing: Encourages for a diversity of housing types with higher densities around the local town centre.

Clause 21.04 Economic Development: Encourages a range of employment local opportunities to meet the needs of the local population.

Clause 21.05 Infrastructure: Encourages the co-ordinated provision of infrastructure and the collection of infrastructure contributions.

Clause 21.06 Particular Uses and Development: Provides objectives and strategies to encourage high quality urban design and a functional built environment.

Local Planning Policy Framework (LPPF):

Clause 22.04 Highway Development: Encourages the provision of a high standard of design associated with development along highways and provides guidance to avoid development impeding on the efficient and safe movement of traffic.

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

The draft amendment makes proper use of the Victorian Planning Provisions. The UGZ is the most appropriate planning tool to guide future use and development intended by the PSP and the ICO3 is the appropriate mechanism to give effect to the ICP. In addition, the SCO is the appropriate tool to use to prohibit the use and development of land for urban purposes until the identified state infrastructure items are constructed or committed to by way of funding and programming. This approach aligns with the proper use of the SCO, i.e., this is an exceptional case, consistent with a major issue of policy and is necessary to achieve the planning objectives of Victoria.

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

The draft amendment has been prepared in consultation with relevant agencies including:

- Cardinia Shire Council
- Department of Transport and Planning
- APA Group
- Melbourne Water
- AusNet
- NBNCo
- Department of Government Services
- Department of Premier and Cabinet
- Department of Treasury and Finance
- Department of Health
- Department of Families, Fairness and Housing
- Department of Justice and Community Safety
- Department of Education
- Department of Energy, Environment and Climate Action
- Department of Jobs, Skills, Industry and Regions
- Country Fire Authority
- Environmental Protection Authority
- South East Water

- Melbourne Archdiocese Catholic Schools
- Department of Human Services
- Bunurong Land Council Aboriginal Corporation
- Victoria Police
- Heritage Victoria
- Parks Victoria
- Emergency Services Victoria

Does the amendment address relevant requirements of the *Transport Integration Act 2010*?

The draft amendment is likely to have a significant impact on the transport system at a local level. It plans for a new local road network that includes upgrades to the regional road network. It will also contribute to the development of the bus network in the area.

The proposed additions and changes to the existing transport system in and surrounding the PSP area will meet the transport system objectives by:

- Providing for an interconnected road system that responds to the likely level of use generated by the PSP area thereby encouraging development and services investment.
- Enabling efficient access to existing and planned employment and services, the potential future rail station and planned extensions to bus services.
- Ensuring the road network minimises impacts on the site's topography, native vegetation, and water flow regimes.
- Providing locally based sports and recreational facilities, reducing the need for travel.
- Designing the function and scale of roads to match the expected travel demand.
- Planning for the integrated construction of bus stop facilities to minimise construction costs and facilitate their appropriate location.
- The coordinating relevant government bodies to approve and/or deliver transport infrastructure and services.

The Victorian Planning Authority in itself and acting as a planning authority is an 'interface body' under the Transport Integration Act 2010. Under Section 25 of that Act:

- (1) An interface body must have regard to the transport system objectives when exercising powers and performing functions under any interface legislation which are likely to have a significant impact on the transport system.
- (2) An interface body must have regard to the decision making principles in making decision under any interface legislation which are likely to have a significant impact on the transport system.

In noting the above, the VPA has included the SCO14 to ensure the sequencing of urban development does not outpace the planning and funding for key transport infrastructure.

Resource and administrative costs

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

The draft amendment is expected to have minimal impact on the resources and administrative costs of the responsible authority. The incorporated PSP will facilitate the orderly and proper planning of the area and appropriately allows for a reduction of notice provisions for future planning permit applications.

ATTACHMENT 1 - Mapping reference table

Location	Land /Area Affected	Mapping Reference	Address	Proposed changes		
				Zone	Overlay	Deletion
Officer South Employment PSP	The entire precinct aside from those areas encumbered by the transition easement and areas of conservation	C274card Map No. 11ZN	Numerous	Rezone from UGZ to UGZ7		
Officer South Employment PSP	Land within the precinct affected by the high voltage transmission easement	C274card Map No. 11ZN	Numerous	Rezone from UGZ to SUZ8		
Officer South Employment PSP	Land generally adjacent to Lower Gum Scrub Creek	C274card Map No. 11ZN	Numerous	Rezone from UGZ to RCZ		
Officer South Employment PSP	Land generally adjacent to Cardinia Creek	C274card Map No. 11ZN	Numerous	Rezone from UGZ to RCZ3		
Officer South Employment PSP	Land generally adjacent to Cardinia Creek and Lower Gum Scrub Creek	C274card Map No. 11ESO	Numerous		ESO Schedule 7	
Officer South Employment PSP	Land generally adjacent to Cardinia Creek and Lower Gum Scrub Creek	C274card Map No. 11IPO	Numerous		IPO Schedule 3	
Officer South Employment PSP	410 Officer South Road, Officer and 425 Officer South Road, Officer	C274card Map No. 11HO	410 Officer South Road, Officer and 425 Officer South Road, Officer		HO (reduction in the HO curtilage of two properties – schedules 91 and 92)	
Officer South	Land generally adjacent to	C274card	Numerous		FO	

Employment PSP	Cardinia Creek	Map No. 11FO			(reduction in the FO extent)	
Officer South Employment PSP	Land for the south- eastern interchange exit ramp at 185 Officer South Road, Officer and for the construction of Thompsons Road between Cardinia Creek and Lower Gum Scrub Creek	C274card Map No. 11PAO	Numerous		PAO Schedule 8	
Officer South Employment PSP	94 Princes Freeway, Officer	C274card Map No. 11EAO	94 Princes Freeway, Officer		EAO	
Officer South Employment PSP	Entirety of the precinct	C274card Map No. 11ICO	Numerous		ICO Schedule 2	
Officer South Employment PSP	Entirety of the precinct excluding the north- east portion	C274card Map No. 11SCO	Numerous		SCO Schedule 14	

