

Addendum Submission

Tract

Officer South Employment Precinct Structure Plan

Planning Scheme Amendment c274card

Prepared for Development Victoria

Acknowledgement of Country

We pay our respects to the Traditional Custodians of Country throughout Australia, their Elders and ancestors, recognising their rich heritage and enduring connection to Country and acknowledging the ongoing sovereignty of all Aboriginal and Torres Strait Islander Nations.

We recognise the profound connection to land, waters, sky and community of the First Nations peoples, with continuing cultures that are among the oldest in human history. We recognise that they are skilled land shapers and place makers, with a deep and rich knowledge of this land which they have cared for, protected and balanced for millennia.

Our Country, 2022

88 x 119 cm Acrylic on canvas

Original artwork by

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Quality Assurance

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Officer South Employment Precinct Structure Plan
Planning Scheme Amendment c274card

Project Number
0318-0435-00-P-30

Revisions

No.	Date	Description	Prepared By	Reviewed By	Project Principal
-	01/11/2023	Draft	GB	GB	GW
02	19/12/2023	Final	GB	GB	GW

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Development Victoria Submission

Introduction

Development Victoria commends the Victorian Planning Authority (VPA) on the exhibited Officer South Employment Precinct Structure Plan (the PSP), the first PSP to be exhibited in accordance with the draft “PSP 2.0 Guidelines” under a pilot process. Development Victoria is supportive of the aims of the PSP 2.0 Guidelines, particularly how the Guidelines can promote a streamlined PSP process and highlight the opportunities growth areas present in creating Melbourne’s newest sustainable communities.

This submission concerns Development Victoria’s landholding at **185 Officer South Road, Officer South**.

Vision

Development Victoria is the State Government’s development arm, constituting a statutory corporation operating on behalf of the Victorian Government to deliver government policy through property development and urban renewal – achieving social and economic outcomes for the Victorian community.

Development Victoria is guided by five policy pillars:

Housing: to promote housing diversity and facilitate and deliver social and affordable housing, focused in areas close to jobs, transport and amenities.

Economic development: to facilitate and deliver projects which drive economic activity in employment zones, industrial precincts and major activity centres within metropolitan Melbourne and key regional centres.

Urban renewal: to play a central role in the planning and development of the State’s key urban renewal precincts as determined by government.

Value creation and capture: to pursue value capture and creation opportunities in accordance with the Victorian Government’s Value Creation and Capture Framework.

Social and economic infrastructure: to deliver capital works projects – such as cultural, recreational and civic facilities – intended to achieve positive outcomes for the community.

Development Victoria’s role as a landowner and developer within the Officer South Employment PSP has the capacity to deliver on all the above policy pillars.

Further, Development Victoria recognises the current crisis in accessibility to affordable and well-located housing, particularly for low and very-low income households within our State. The agency is focussed on prioritising affordable housing which not only meets local needs, but also meets the criteria of its social housing partners so that the provision and ongoing maintenance of affordable housing is made as simple as possible for these not-for-profit groups.

Victoria’s Housing Statement – The Decade Ahead 2024-2034 has recently set a target to build 800,000 new homes – 80,000 a year – across the state over the next 10 years, delivered through an Affordability Partnership with the housing industry. A key factor in the delivery of affordable housing lies in the streamlining of approval processes to ensure projects are ‘shovel ready’ as quickly as possible.

Submission to Planning Scheme Amendment C274card

Development Victoria's formal submission to C274card was submitted to the Victorian Planning Authority on 3 November 2023.

It covered the following key topics:

1. Streamlining approvals.
2. Dwelling density.
3. Housing typology.
4. Place-based plan.
5. Public realm & open space.
6. Delivery.
7. Integrated water management.
8. Bushfire hazard areas.
9. Requirements & guidelines.

This Addendum submission is to be read in conjunction with Development Victoria's letter dated 3 November 2023.

Further matters

As foreshadowed within the formal submission to C274card, following a detailed review of the documentation comprising the amendment, some specific changes are suggested for the VPA's consideration.

The following represents additional comments Development Victoria seeks to make in relation to some of the amendment documentation. **Development Victoria reserves the right to make submissions in relation to any document exhibited as part of C274card, even if it is not mentioned within this addendum submission.**

The land at 185 Officer South Road is proposed to be mapped as:

1. Urban Growth Zone. The following applied zones:
 - Commercial 1 Zone (town centre).
 - Mixed Use Zone (mixed areas).
 - Residential Growth Zone (balance).
 - Rural Conservation Zone (BCS area along Creek).
2. Incorporated Plan Overlay Schedule 3 (BCS area along Creek).
3. Floodway Overlay Schedule 2 (BCS area along Creek).
4. Public Acquisition Overlay Schedule 8 (freeway off-ramp).
5. Environmental Significance Overlay Schedule 7 (BCS area along Creek).

Urban Growth Zone Schedule 7

The following comments are provided:

Application requirements

Subdivision and Housing Design Guidelines

An application for “subdivision – residential development” must be accompanied by “Subdivision and Housing Design Guidelines”, according to the exhibited UGZ7.

We request this be removed as an application requirement.

The UGZ Schedule 7 requires a Concept Masterplan, which under the Precinct Structure Plan requirement 48 includes “Built Form Design Guidelines for landmark sites” as well as an assessment against Table 6: UDPA performance measures, and for town centre locations, Appendix 6: Local town centre design criteria.

The requirement for additional design guidelines to guide subdivision and housing design is an added level of red tape which will add time and cost to the approvals process. It is considered that the PSP contains adequate design guidance in relation to subdivision and housing design, whilst landmark sites will be afforded their own specific design guidelines.

Bushfire Management Plan

The requirement for a Bushfire Management Plan for areas adjacent to ‘Bushfire Hazard Areas’ shown on Plan 8 of the PSP, is a duplication of the requirement within the proposed Incorporated Plan Overlay Schedule 3.

Conditions and requirements for permits

Duplication with IPO

There are several conditions and requirements for permits which directly duplicate those listed within the proposed schedule to the Incorporated Plan Overlay. These include conditions and requirements for:

- An Environmental Management Plan for subdivision of land, construction of a building, or to construct or carry out works within 50 metres of land shown as a conservation area.
- A Land Management Co-operative Agreement for subdivision of land containing a conservation area.
- Security of conservation land for subdivision of land containing a conservation area.
- Fencing of conservation areas for subdivision of land where works are required to carry out the subdivision, or to construct or carry out works on land including or abutting a conservation area.
- Alignment of protective fencing for buildings and works.

The above conditions and requirements should be deleted from the UGZ7.

Incorporated Plan Overlay Schedule 3

Conditions and requirements for permits

Bushfire Management Plan

The land is within a Bushfire Prone Area and is not mapped as being affected by a Bushfire Management Overlay.

In accordance with the Planning Policy Framework contained within the Cardinia Planning Scheme, Clause 13.02 – Bushfire Planning may apply to land that is:

- Within a designated bushfire prone area;
- Subject to a Bushfire Management Overlay; or
- Proposed to be used or developed in a way that may create a bushfire hazard.

It includes a use and development control which is stated in full below.

In a bushfire prone area designated in accordance with regulations made under the Building Act 1993, bushfire risk should be considered when assessing planning applications for the following uses and development:

- *Subdivisions of more than 10 lots.*
- *Accommodation.*
- *Child care centre.*
- *Education centre.*
- *Emergency services facility.*
- *Hospital.*
- *Indoor recreation facility.*
- *Major sports and recreation facility.*
- *Place of assembly.*
- *Any application for development that will result in people congregating in large numbers.*

When assessing a planning permit application for the above uses and development:

- *Consider the risk of bushfire to people, property and community infrastructure.*
- *Require the implementation of appropriate bushfire protection measures to address the identified bushfire risk.*
- *Ensure new development can implement bushfire protection measures without unacceptable biodiversity impacts.*

Further the AS 3959-2018 Construction of Buildings in Bushfire-prone Areas (Standards Australia, 2018) must be considered.

The exhibited IPO3 (and the exhibited UGZ7) seeks to enforce requirement for a Bushfire Management Plan for all applications to subdivide land adjacent to a 'Bushfire Hazard Area' shown in Plan 8 of the PSP.

In the first instance, we request that this requirement be removed from the IPO3 and UGZ7 in favour of utilising existing policy which may apply in any event for Bushfire Prone Areas at Clause 13.02 – Bushfire Planning of the planning scheme.

If this request cannot be met, we request that this requirement be modified to only apply to 'subdivision of more than 10 lots' in accordance with Clause 13.02 – Bushfire Planning.

Precinct Structure Plan

A detailed review of the exhibited Officer South Precinct Structure Plan has been included at the end of this submission, including recommendations to modify or delete (or relocate) material. Some queries have also been made and we request clarification from the VPA in relation to these matters.

In addition to the detailed review, we would like to recommend a structural change to the PSP document which would ensure implementation and assessment using the document is as straight forward as possible.

It is requested that the requirements and guidelines which are relevant to the UDPA Area and/or residential development, be separately located within the document. At present there is some confusion amongst requirements and guidelines as to whether they apply to all development, non-residential development, or residential development only.

It is noted that the detailed review contained at the end of this document is made predominantly in the context of a proposal for residential subdivision or residential development.

Place-based plan

The following specific comments on the Place-based Plan are made below:



Detailed Precinct Structure Plan review

Item	Page	Location	Item
1	12	PSP Vision	Modify by removing "twenty-four-hour activation" and "entertainment".
2	13	Value add to existing communities	Modify wording regarding the 'additional mixed-use precincts'. This text is very aspirational and specific, land uses should be driven by the applied zone and community demand over time and require flexibility in order to be viable.
3	15	Place Based Plan	Identifying 'key destinations' for potential non-residential uses via an asterisk on plan would be preferred.
4	19	Figure 1	Modify the plan to be on a full-page size for readability.
5	19	The Village	Modify the wording by deleting specificity around typologies and creating flexibility.
6	20	O1	Clarify whether the town centre is a 'neighbourhood' or 'local' town centre.
7	20	R2	Suggest this should be a Guideline. Whilst desirable, it is unrealistic to expect this as the only outcome.

Item	Page	Location	Item
8	20	G2	Change 'must' to 'should' as this is a guideline.
9	20	Table 1	Delete or Label jobs in the mixed use precinct as indicative. Development Victoria reserves the right to make further submissions regarding jobs within the UDPA.
10	20-21	Table 2	Query. PSP should document how to interpret / use 'performance requirements' and 'performance outcomes'.
11	22	G5	Suggest deletion of the two northern mixed use areas in the absence of strong evidential support. Development Victoria reserves the right to make further submissions regarding the proposed mixed use areas.
12	22	G6	Modify to apply to non-residential development only, to discourage use of body corporate structures and maintain housing affordability in the UDPA.
13	23	R6	Remove requirement and provide an example cross section instead to demonstrate what this may look like.
14	23	R8	Modify to reflect the fact an applicant can only construct public transport suitable roads and has no control over the final routes or service provision.
15	23	R9	Modify this requirement to simplify, reduce duplication with the PPF, and provide guidance appropriate to a planning permit application-level of information (i.e. not detailed design). In addition, <i>Council's Enhanced Standard Universal Design Standard 2020</i> is not publicly available.
16	24	R12	Suggest that stormwater in subdivision applications is effectively managed via Clause 53.18 – Stormwater in Urban Development and Clause 56.07-4 – Stormwater Management objectives and Standard C25 of ResCode.
17	24	G10	Modify to apply to non-residential development.
18	24	G11	Modify by clarifying this relates to <i>future connection opportunities</i> to Officer Train Station and Town Centre regional destinations.
19	27	Plan 5	Modify the Public Transport and Active Path Networks. The off-road shared path should be located within public open space reserves such as the northern freeway reserve, the eastern Creek reserve and the drainage reserve. This will result in more efficient use of land and better amenity of users.

Item	Page	Location	Item
20	28-34	3.4	Modify. This entire section is lengthy and very detailed for a structure plan. Suggest simplifying substantially to aid in implementation and assessment of permit applications
21	28	R15	Suggest this requirement should relate to non-residential subdivision only.
22	29	R16	Delete – trees and vegetation choices in the public realm are determined at detailed landscape plan stage (after a permit is issued). This requirement is better implemented as a permit condition.
23	29	R17	Delete by relocating R17 to the UGZ and modify the wording to simplify and enable the plan to be 'to the satisfaction of the responsible authority'. This reflects the challenge in delivering 30 per cent tree canopy coverage in some scenarios, including when it is averaged over several stages of permit applications.
24	29	R18	Modify to remove detail and provide flexibility in how bushfire risk is to be managed on an application-by-application basis. Suggest deletion of wording related to management of vegetation within bushfire setbacks. This should be implemented and enforced via a permit condition or referral response from CFA. Further modify to provide flexibility in how a design may respond to bushfire risk - a perimeter road is not the only outcome.
25	29	R19	Query whether Council be required to consult with landowners on either side of the spine regarding a masterplan? It is assumed Council will be responsible for construction and delivery.
26	30	R21	Suggest modifying to improve clarity.
27	30	R22	Suggest moving this into the UGZ as a permit condition in order to ensure full implementation at the appropriate stage of development.
28	30	R24	Delete and replace with a different method of implementation which would be more effective long term. Ideally this should be an internal process of Council, to consult with the RAP regarding names. It is not suitable as a PSP item given place-names are nominated after a planning permit has issued.
29	30	R25	Suggest deletion. This should be a future permit condition which would allow more formal consultation with BLCAC prior to detailed landscape plans being prepared.
30	30	R27	Suggest deletion. If retention of conservation areas is guided by legislation then this does not need to be stated within the PSP.
31	30	R29	This requirement would be better implemented by referencing Melbourne Water requirements.

Item	Page	Location	Item
32	30	R30	<p>Given it is unclear what types of permit application this applies to, and the requirement is so broad, it would be prudent to delete this from the PSP and allow such requirements to be stated by the relevant referral agency in its referral response.</p> <p>Alternatively, the requirement could be written to apply more specifically to certain applications, and a IWM Plan could form an 'application requirement' within the UGZ schedule to the satisfaction of the responsible authority.</p>
33	30-31	R31	As 'final layout and design' occurs after a planning permit is granted, this would be better placed as a future permit condition.
34	31	R34	Plan 9: Integrated Water Management should be modified to include only those infrastructure items costed within the ICP. Aspirational infrastructure which is to be optionally implemented should not be included within the PSP itself, as it is subject to further costings, functionality and feasibility investigations. The Spiire IWM Assessment is a suitable place for these aspirational pieces of infrastructure to be stated.
35	31	R35	This requirement reads as information, not as a requirement. Suggest deletion. It is noted that any Sodic and Dispersive Soil Site Management Plan (required by UGZ7) will explore a variety of management methods to avoid or mitigate risk of erosion. This information isn't needed in detail at a PSP-level.
36	31	R37	Suggest deletion. Growling Grass Frog areas are designed in accordance with the "Growling Grass Frog Habitat Design Standards", the requirements of which require "minimal tree canopy cover". This requirement is therefore duplicative and should be removed.
37	31	R38	Suggest deletion. The referral response from DEECA will cover this / or it is suitable as a future permit condition given public lighting is designed only after a permit is granted.
38	32	R43	<p>Suggest deletion. It is noted that the Precinct Structure Plan cannot be enforced unless a planning permit is triggered under the Cardinia Planning Scheme.</p> <p>This requirement appears to attempt to enforce vegetation management prior to a permit application being sought, to ensure the developable area nominated in Plan 8 (outside separation distances) is maintained. This is not considered something the Cardinia Planning Scheme is able to enforce.</p> <p>Development Victoria suggests separation distances should be specified during the planning permit application phase (as determined by a Bushfire Risk Assessment) and not within the PSP.</p> <p>In addition, Plan 8 does not adequately describe where separation distances should be measured from, and bushfire hazards are described only as</p>

Item	Page	Location	Item
			'potential' while setbacks are only 'indicative'. Such information should not form the basis of a requirement which 'must' be met. Development Victoria reserves the right to alter its submission upon receipt of further information.
39	32	R46	Modify - Given this is a requirement, the words should be modified thus. If optional, this should become a guideline.
40	32	G14	Query - Does 'community hub' include schools in this case? Or refer to mixed use areas? Note: this guideline contradicts Guideline 37.
41	32	G15	Suggest deletion. Detailed design of public space doesn't occur at the planning permit application stage. This can be a permit condition and can relate to detailed landscape plans and construction drawings. This is also partially covered by Council's own guidelines.
42	32-33	G16	Modify - Linear parks should also assist in encouraging higher residential densities and should form part of the Public Open Space contribution requirement.
43	33	G23	Suggest deletion as the dairy is not covered by the Heritage Overlay and the guideline is ultra vires.
44	33	G27	Query whether the PSP should discuss voluntary CHMPs at all or simply leave it to the Regulations and Act.
45	34	G28	Suggest deletion as this is visually shown within the plans encompassing the PSP.
46	34	G30	Query - It has been Development Victoria's direct experience that Cardinia Shire Council would prefer urban farming / community gardens to occur in accordance with Council's own policies, and must be proposed by the community group in question and not by developers. It is unclear, given this stance from Council, how the guideline could therefore be achieved.
47	34	G31	As previously submitted, the implementation of any IWM options in Plan 9 (but not covered by the ICP) must be at the discretion of the applicant and are highly dependent on further investigations and costings.
48	36	Table 4	Suggest deletion - this information is located within Australian Standard AS3959-2018 (as amended) and does not need to be within the PSP (which is a 30+ year document).
49	39	Plan 8	Suggest deletion - This plan should be deleted from the PSP for the following reasons: <ul style="list-style-type: none"> • All hazards are labelled 'potential'. • All setbacks are labelled 'indicative'.

Item	Page	Location	Item
			<ul style="list-style-type: none"> • No markers are provided on plan to demonstrate the start of measured distances. • The Place-based Plan and other plans within the PSP do not respond to the information within this plan*. <p>*for example, the LP-05 should be located outside the setback area so that it can be used to create the canopy cover required to achieve 30 per cent tree canopy coverage in public realm.</p> <p>The indicative nature of the plan means that it is effectively surplus to needs within the PSP and does little to practically guide land use and development. Further, bushfire risk is adequately managed through the Victoria Planning Provisions and can be applied at the permit application stage.</p>
50	40	Plan 9	<p>Modify - Integrated Water Management</p> <p>If not deleted, this plan should be full page, and a more detailed introduction to this plan is required in order to best explain the intent of the VPA provided to DV in our recent meeting. That is, none of the innovative measures (not otherwise within the ICP or DSS) are enforceable, and all innovative measures first require further investigation, negotiation and costing and are subject to support from the applicant/proponent. The small text provided on the plan should be expanded to this effect.</p>
51	41-42	R48	<p>Modify - This requirement needs significant modification in order to simplify what is expected to be submitted under a 'subdivision concept masterplan'. DVs understanding is that this concept is to act as an overall guide and not a detailed plan. Development Victoria is opposed to the condition in its current format and reserves the right to make further submissions in regard to this requirement.</p>
52	42	R49	<p>Flexibility is required to ensure the UDPA land is a success. We request that R49 become a guideline and be modified thus.</p>
53	43	G37	<p>This guideline contradicts Guideline 14 which enables open space to abut a drainage reserve. Clarity is required.</p> <p>Modifications are further required as paper roads are typically 4-metres wide (not 4.5m). The guideline should exclude super lots as a different arrangement may be applicable for apartment-style development. A shared driveway would be applicable for apartment-style development. Side fences will always, to some extent, be required when fronting open space.</p>
54	40	Table 5	<p>In order to maintain full flexibility, Development Victoria requests removal of the available "dwelling typologies" listed within the table. Density and demand will drive typologies and they should not be suggested within particular locations at a PSP level. Development Victoria reserves the right to make further submissions in regard to dwelling density and typologies.</p>

Item	Page	Location	Item
55	48	Table 6	<p>Mandating a microgrid as a benchmark outcome will encourage body corporate structures and is unreasonable given the competing objectives of housing affordability. Many social and affordable housing providers refuse to accept properties with ongoing costs such as body corporate structures. The ongoing cost of body corporate fees not only causes affordability issues for regular purchasers, but also detracts from viability as purchasers seek to avoid such arrangements. Development Victoria will face challenges with viability and demand in this precinct, a micro-grid benchmark may make this more difficult.</p> <p>Likewise the availability of recycled water is dependent on many external factors which the applicant cannot control. It is unreasonable to make this a benchmark acceptable outcome.</p> <p>Development Victoria reserves the right to make further submissions in relation to Table 6.</p>
56	49	Plan 10	DV supports changes to improve connectivity between the northern freeway reserve and local park, remove the mixed use zone precincts and nominate the space between the government school and drainage reserve as an active shared path. Development Victoria reserves the right to make further submissions in relation to Plan 10.
57	50	R52	Suggest deletion. This should be a referral requirement under the UGZ and not a requirement in the PSP.
58	51	G48	Query - This Guideline should be supported by a cross section demonstrating what it means.
59	53	R59	Modify - This is a duplication with G61.
60	53-54	R60	Modify to remove the detail. This requirement could be interpreted to mean that all of the listed items must be provided for each subdivision. Suggest simplifying given it is a non-exclusive list and the ICP clearly stipulates the infrastructure costed (meaning all else is for the developer to provide).
61	54	R61	Modify to remove the detail. The text suggested for deletion is better suited as a permit condition as the detailed design of public open space and subsequent construction are subject to a suite of post-permit approvals/plans. Containing this information within the PSP does not aid in the assessment of planning permit applications.
62	55	R66	Suggest deletion. Clause 13.02 – Bushfire Planning of the Cardinia Planning Scheme allows land use and development to exceed BAL 12.5 if appropriate and adequately justified. This flexibility should not be reduced by the PSP. In addition, Clause 13.02 does not restrict subdivision to BAL 12.5, allowing future dwellings to be built to a higher fire rating if determined to be appropriate. Requirement 66 is considered an over-reach of the

Item	Page	Location	Item
			planning scheme and we request it be removed. Construction of buildings over a BAL-12.5 is an acceptable outcome if it is suitably evidenced by the applicant.
63	55	G53	Query - It is unclear how this should be demonstrated, or how it can be achieved for subdivision.
64	55	G60	Modify - Utilities should generally be located within the road reserve. Where this is not practical, <i>or-disrupts the ability to create 30% tree canopy coverage</i> , easements to place utilities at the rear of lots may be considered where there is no practical alternative.
			Flexibility should also be afforded where tree canopy coverage is a priority.
65	55-56	G61	Modify. This is a duplication with R59.
66	58	Plan 12	Modify. It is noted the pedestrian bridge to Kaduna Park is not shown.
67	82	Appendix 6	The UDPA area is subject to a concept masterplan, including built form design guidelines for key sites. We request the VPA review in detail Table 10 to remove any duplication with guidelines and requirements stated elsewhere within the PSP, and in order to create greater flexibility in regard to providing diverse housing outcomes. Development Victoria reserves the right to make further submissions in regard to this.
68	82	Table 10	Suggest deletion - Key Design Element – Performance guideline 1 & 2 Request deletion of duplications with other areas of the PSP and planning scheme.
69	82	Table 10	Suggest deletion - Key Design Element – Performance guideline 3 Suggest deleting this guideline to allow for greater flexibility within mixed use areas.
70	82	Table 10	Modify - Retail Core (local town centre) Performance requirement 5 Active frontages that address streets is a positive outcome, but may result in less active frontages facing public open space and the green spine.
71	82	Table 10	Modify - Retail Core (local town centre) Performance guideline 7, 8 & 9 The Green Spine is located within Council land, assume Council will deliver this. Specialty retail should be directed to the Officer Town Centre, not here. If articulation and clear glazing etc occurs toward the streets, it means less active uses will likely be provided adjacent to the mixed uses / green spine. Development Victoria reserves the right to make further submissions in regard to Table 10.

Item	Page	Location	Item
72	83	Table 11	Modify - Standard road cross sections & functional layout plans These need to be higher quality so they can be read.
73	86-99	Appendix 7	Modify - Connector Street Boulevard Cross section equates to 32.5 metres and needs to be corrected.
74	91	Cross section	Modify - General principles for service placement Have these general principles been considered in light of 30% average tree canopy coverage in public streetscapes? Suggest separating services on either side of the road (principle #1) is not ideal in achieving the canopy outcomes required.
75	100	Appendix 8	Query - Table 12: Design and location of underground services Where it is "possible" to place services under trees, what dictates this being an acceptable outcome?
76	101	Appendix 8	Modify - Standard road cross sections & functional layout plans These need to be higher quality so they can be read.

