

Development Plan Overlay Schedule 10

Proposed Amendment

Version history	
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Accessibility

Council has made every effort to ensure this digital document meets accessibility guidelines as defined under the WCAG2 Level AA requirements. However, due to the importance and complexity of some of the figures, Council recommends anyone having difficulties viewing or interpreting non text components of this document seek assistance.

Acknowledgement of Country

Cardinia Shire Council wishes to acknowledge the Bunurong and Wurundjeri peoples as the Traditional Owners of the land that makes up Cardinia Shire and pays respect to their Elders, past and present.

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1. Introduction

Planning Scheme Amendment C75card in August 2006 rezoned the land in the south of Pakenham bordered by Greenhills Road to the South and Healesville-Koo Wee Rup Road to the East from a Rural Zone – Schedule 1 to a Industrial Zone – Schedule 1 and introduced Development Plan Overlay Schedule 10 (DPO 10) to the Cardinia Planning Scheme.

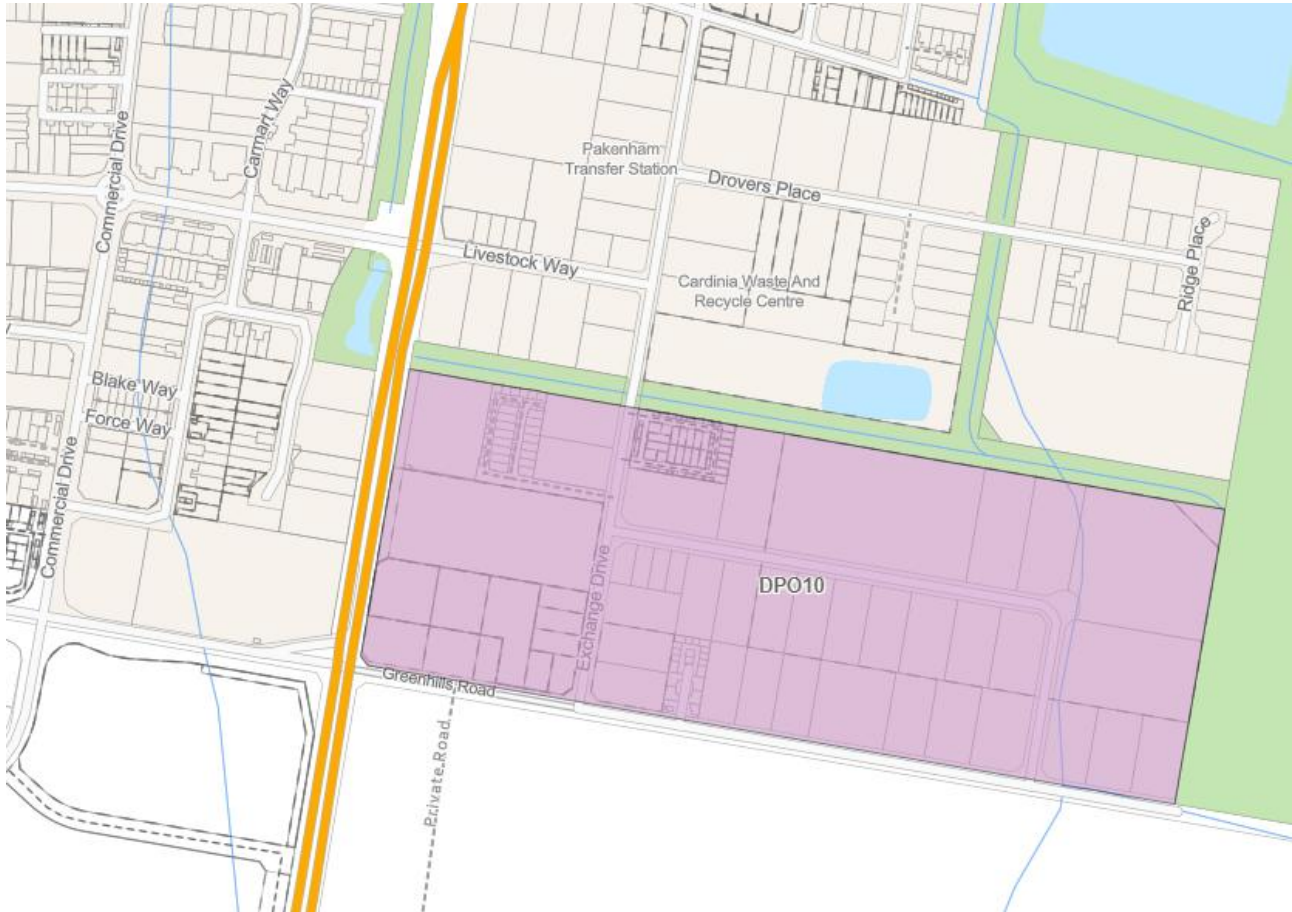


Figure 1: DPO10 Extent

There have been two previously approved Development Plans for DPO10:

- The first Development Plan was approved by Council on 3 April 2008
- An amendment to this Development Plan was approved by Council on 14 July 2017

Development Plan (14 July 2017) is the current approved Development Plan pursuant to the Development Plan Overlay Schedule 10 of the Cardinia Planning Scheme. The Development Plan was prepared as an amendment to the approved Development Plan (3 April 2008), referred to as 1110 Healesville – Koo Wee Rup Road, Pakenham.

The approved Development Plan includes;

- All the land formerly associated with 1110 Healesville – Koo Wee Rup Road, Pakenham;
- Lot S3 on PS 806463Q, Greenhills Road Pakenham (i.e. Balance Lot);
- Proposed Industrial Subdivision Design Guidelines, Bosco Johnson, dated Feb 2008.

This amendment to the existing Development Plan proposes to include land that was previously excluded at 1084 Koo Wee Rup Road, Pakenham into the Development Plan. Given much of the land to which the approved development plan applies, has already been developed as shown in Figure 2, most of the existing elements of the approved Development Plan are proposed to be applied to the additional land at 1084 Koo Wee Rup Road Pakenham.



Figure 2: Aerial Imagery (2026) showing completed surrounding development with the subject land shown in red

The Plan seeks to ensure the matters outlined in Schedule 10 of the Development Plan Overlay (DPO10) of the Cardinia Planning Scheme are suitably considered and addressed.

1.1 Site Analysis

The balance land to be included in the approved development plan combines Lot A Greenhills Road and 1084 Koo Wee Rup Road in Pakenham, formally identified as Lot A on PS 806463Q and Lot 1 on PS 134749 respectively. This land herein is referred to as the 'Balance Lot'.

Table 1: Balance Lot Features

Element	Description
Balance Lot Area	6.24 ha
Easements, Restrictions or Covenants	Greenhills Road has a registered restrictive covenant (25 November 2020). It requires that development of the land be in accordance with the Bosco Jonson Design Guidelines 2008 (as per the approved Development Plan). This covenant is in Attachment 1.
Configuration	The land is predominantly a square configuration
Existing conditions	Vacant land parcel.
Buildings and Structures	The land is devoid of any buildings or structures.
Topography	The land is generally flat with less than 1 metre of fall across the site.

Abuttals	North – Spark Circuit in part, service station and existing industrial development. East – Exchange Drive and industrial development. South – Greenhills Road, dwelling and agricultural land. West – The recently upgraded Healesville Road- Koo Wee Rup Road and constructed service lane.
Road Access	- Greenhills Road (subject to a part-upgrade as part of a future subdivision/development application) - Exchange Drive - Healesville-Koo Wee Rup Road The service road egress from 1100 Healesville-Koo Wee Rup Road, also provides future access to Lot A along the western property boundary.
Vegetation, Flora and Fauna	No vegetation exists on site. The land is subject to the requirements of the Melbourne Strategic Assessment program. The future construction of Greenhills Road will be subject to a flora and fauna assessment against Clause 52.17 Native Vegetation of the Cardinia Planning Scheme. This road alignment is somewhat fixed given that the Healesville-Koo Wee Rup / Greenhills Road intersection is now existing and understanding that the land to the east required for the widening of Greenhills Road has been set aside. The land parcel at 1084 Koo Wee Rup Road is therefore the ‘missing piece’ to enable the abutting road to be upgraded.
Cultural Heritage	The land is not within an area of cultural heritage sensitivity based on the Aboriginal Cultural Heritage Register and Information System (ACHRIS) mapping and a Cultural Heritage Management Plan has not been prepared.

2. Cardinia Planning Scheme

Clause 17.03 Industry

Clause 17.03 seeks to ensure that there is an availability of land for industry through the following strategies:

Provide an adequate supply of industrial land in appropriate locations including sufficient stocks of large sites for strategic investment.

Identify land for industrial development in urban growth areas where:

- Good access for employees, freight and road transport is available.
- Appropriate buffer areas can be provided between the proposed industrial land and nearby sensitive land uses.

Protect and carefully plan existing industrial areas to, where possible, facilitate further industrial development.

Preserve locally significant industrial land for industrial or employment generating uses, unless long-term demand for these uses can be demonstrably met elsewhere.

Avoid non-industrial land uses that will prejudice the availability of land in identified industrial areas for future industrial use.

Clause 33.01 Industrial 1 Zone

The purpose of the Industrial 1 Zone is to:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To provide for manufacturing industry, the storage and distribution of goods and associated uses in a manner which does not affect the safety and amenity of local communities.

Clause 33.01 Industrial 1 Zone – Schedule 1

Schedule 1 to the Industrial 1 Zone specifies no additional requirements

Clause 43.05 Development Plan Overlay

The purpose of the Development Plan Overlay is to:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To identify areas which require the form and conditions of future use and development to be shown on a development plan before a permit can be granted to use or develop the land.
- To exempt an application from notice and review if a development plan has been prepared to the satisfaction of the responsible authority.

Clause 43.05 Development Plan Overlay - Schedule 10

Before Council can approve a Development Plan it must be assessed against Development Plan Overlay - Schedule 10 which stipulates the following requirements that must be satisfied.

- The subdivision concept for the land including the location of industrial, business or other proposed uses, and public open space.
- The staging of development.
- The relationship of the land to existing or proposed uses on adjoining or nearby land.

- Arrangements for vehicle access to the development including the road layout and construction standards, and traffic management. Such arrangements shall include the construction of a connection to Exchange Drive to the north, the interface with Kooweerup Road and provision for a controlled intersection at the intersection of Kooweerup Road and Greenhills Road (including any necessary road widening).
- The provision of utility services infrastructure required for the development of the land.
- A stormwater management plan including provision for outfall drainage from the area. The stormwater management plan must incorporate measures to reduce input of sediment and pollutants into waters downstream of the site to the satisfaction of the Department of Sustainability and Environment and Melbourne Water.
- Urban design guidelines for the development including streetscape, building design (setbacks, height and materials), vehicle access and carparking, loading and storage areas, pedestrian movements, community safety and graffiti control.
- Vegetation and landscaping guidelines including weed control and replanting where appropriate using locally indigenous plants and trees.
- Guidelines for environmental sustainability including stormwater management, water efficiency and energy efficiency.
- An environmental management plan for the construction phase of the development including the control of waste and wind blown rubbish, dust, noise and sediment pollution.

Clause 45.12 Specific Controls Overlay

The purpose of the Specific Controls overlay is to:

- To apply specific controls designed to achieve a particular land use and development outcome in extraordinary circumstances.

The land is subject to SC010: "Healesville-Koo Wee Rup Road (Princes Freeway to Manks Road) Incorporated Document, December 2019"

3. Response to Clause 43.04 Development Plan Overlay Schedule 10

Clause 43.04 of the Cardinia Planning Scheme requires an assessment of the application against Schedule 10 of the Development Plan Overlay, as shown in Table 2;

Table 2: Assessment of the application against Schedule 10 of the Development Plan Overlay

Schedule 10 A development plan must include the following requirements:	Overview
The subdivision concept for the land including the location of industrial, business or other proposed uses, and public open space.	Refer to Section 4.1.
The staging of development.	Refer to Section 4.2
The relationship of the land to existing or proposed uses on adjoining or nearby land.	Refer to Section 4.3
Arrangements for vehicle access to the development including the road layout and construction standards, and traffic management. Such arrangements shall include the construction of a connection to Exchange Drive to the north, the interface with Kooweerup Road and provision for a controlled intersection at the intersection of Kooweerup Road and Greenhills Road (including any necessary road widening).	Refer to Section 4.4
The provision of utility services infrastructure required for the development of the land.	Refer to Section 4.5
A stormwater management plan including provision for outfall drainage from the area. The stormwater management plan must incorporate measures to reduce input of sediment and pollutants into waters downstream of the site to the satisfaction of the Department of Sustainability and Environment and Melbourne Water.	Refer to Section 4.6
Urban design guidelines for the development including streetscape, building design (setbacks, height and materials), vehicle access and carparking, loading and storage areas, pedestrian movements, community safety and graffiti control.	Refer to Section 4.7
Vegetation and landscaping guidelines including weed control and replanting where appropriate using locally indigenous plants and trees.	Refer to Section 4.8
Guidelines for environmental sustainability including stormwater management, water efficiency and energy efficiency.	Refer to Section 4.9
An environmental management plan for the construction phase of the development including the control of waste and wind blown rubbish, dust, noise and sediment pollution.	Refer to Section 4.10

4. Review of Development Plan Requirements

4.1 The subdivision concept for the land including the location of industrial, business or other proposed uses, and public open space.

Industrial, Business and Other Uses

A detailed subdivision concept plan is attached (See Attachment 3). The size of the lots to be created is consistent with the broader surrounds. Moreover, they are a regular configuration to meet a range of end user needs, including industrial, business and other similar uses.



Figure 3: Snapshot of detailed Staging Plan, taken from Attachment 3.

Note: Stage 1 (Lot 1 on PS930430m) is part of planning permit T250118 issued on 26-06-2025.

Public Open Space and Clause 53.01 of the Cardinia Planning Scheme

Open space will be provided as per Clause 53.01 *Open Space Contributions and Subdivision* of the Cardinia Planning Scheme, as part of any future subdivision planning permit application requirement. Land for open space is not required to be designated on the subject land. However, there will be a cash

in lieu contribution payment equivalent to two per cent or a greater, required to the satisfaction of the Responsible Authority for public open space, when the land is subdivided.

4.2 The staging of development

The overall development plan has been staged. Stage 3 is the last stage to be developed and is applicable to this development plan.

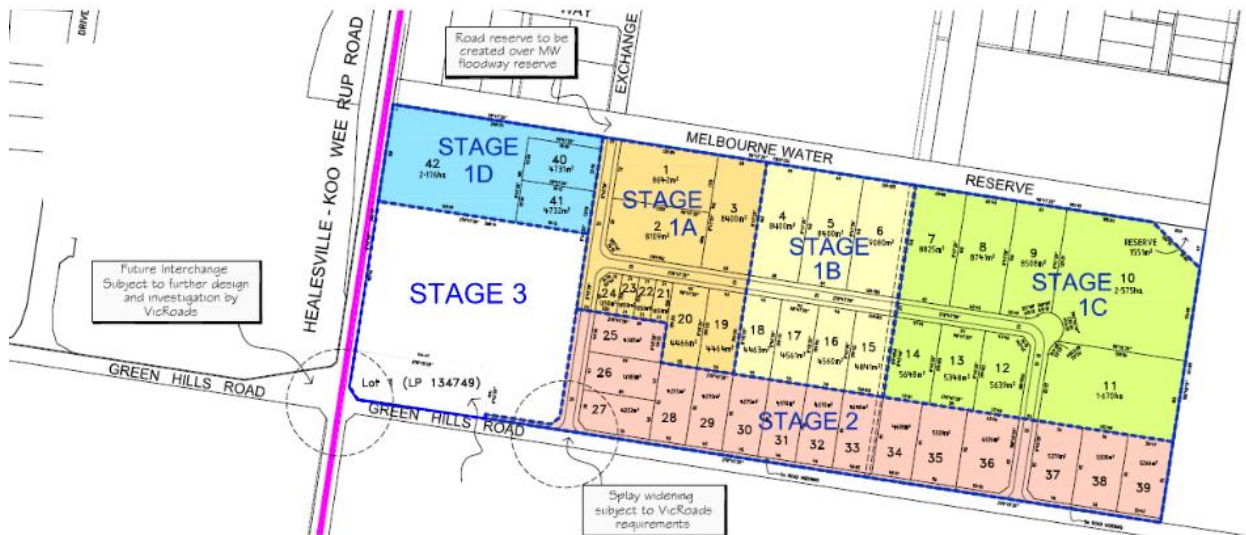


Figure 4: Staging Plan

4.3 The relationship of the land to existing or proposed uses on adjoining or nearby land.

The land to the north, west and east have largely been developed for industrial purposes. A range of end users occupy the existing industrial precinct,

Land to the south is identified as being required for the future expansion of the South Eastern Water treatment plant. It has recently been subject to Amendment GC272 in April 2026 which applies a Public Acquisition Overlay (PAO10) to land at 1070 Koo Wee Rup Road, Pakenham to facilitate the acquisition of land by South East Water for the purpose of delivering the South East Water Regional Water Recycling Plant

4.4 Arrangements for vehicle access to the development including the road layout and construction standards, and traffic management. Such arrangements shall include the construction of a connection to Exchange Drive to the north, the interface with Kooweerup Road and provision for a controlled intersection at the intersection of Kooweerup Road and Greenhills Road (including any necessary road widening)

The Pakenham South Employment Precinct Structure Plan (PSP) documentation identifies the following in close proximity of the subject site:

- The Greenhills Road/Koo Wee Rup Road intersection located towards the southwest corner of the site as a signalised intersection – recently upgraded but is required to be upgraded again as part of the Pakenham South Employment Precinct Structure Plan.

- Greenhills Road to the west of the site (currently identified as a municipal road) is expected to be gazetted as an arterial road.
- Healesville - Koo Wee Rup Road is an existing arterial road along the western boundary of the site.

The PSP documentation informs that Greenhills Road to the west of the site is to ultimately be constructed as an arterial road which will provide a 34m wide cross-section accommodating dual 7m wide carriageways separated by a central median. However, to the east of Healesville-Koo Wee Rup Road including adjacent to the site, Greenhills Road is to have a lower order function and be a Council managed local access road.

As part of a future subdivision/development, Greenhills Road is to be upgraded to a sealed industrial local access street, as consistent with the existing sealed road configuration of the road to the east of Exchange Drive.

The proposed upgrades of Greenhills Road abutting the subject land will include;

- Interim signalised intersection arrangement (to be constructed as part of the development) including:
 - A shared through/left lane from Greenhills Road (East Leg of intersection).
 - A dedicated right turn lane from Greenhills Road (East Leg of intersection).
 - Any associated works.
- Ultimate signalised intersection arrangement (to be future proofed to the extent it relates to this development):
 - A realigned shared through/left lane from east of Greenhills Road to the west of Greenhills Road.
 - A median in Greenhills Road (East Leg of intersection).
 - Any associated works.

An updated concept functional layout plan for the interim signalised intersection arrangement will be provided before the finalisation of the Development Plan.

All intersection upgrades are to be done to the satisfaction of the Department of Transport and Planning and Council.

Table 3: DPO10 road network status abutting the Balance Lot

	Road Name	Construction Status	Ownership	Access Status
North	Spark Circuit	Sealed industrial	Private ownership	No new access
West	Healesville –Koo Wee Rup Road	Sealed arterial (recently upgraded)	Department of Transport and Planning (DTP)	
West	Service Road	Sealed industrial	Private ownership	Existing access
South	Greenhills Road	Sealed rural (sealed industrial east of Exchange Drive)	Cardinia Council	Current access, to be expanded once road is upgraded

East	Exchange Drive	Sealed industrial	Cardinia Council	Current access
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4.5 The provision of utility services infrastructure required for the development of the land

In the vicinity of the subject site, the following reticulated services are available;

- Sewerage (Exchange Drive)
- Main drainage (Greenhills Road)
- Telecommunications (Greenhills Road)
- Electricity supply (Koo Wee Rup Road, Exchange Drive)

Capacity of these services will or already has been upgraded in accordance with the coordinated urbanisation of the broader area.

Further investigations about the augmentation of these services within the Balance Lot would be addressed as part of a future subdivision/development application.

However by an overview;

Sewerage

The land can connect directly to the existing sewer line on Exchange Drive.

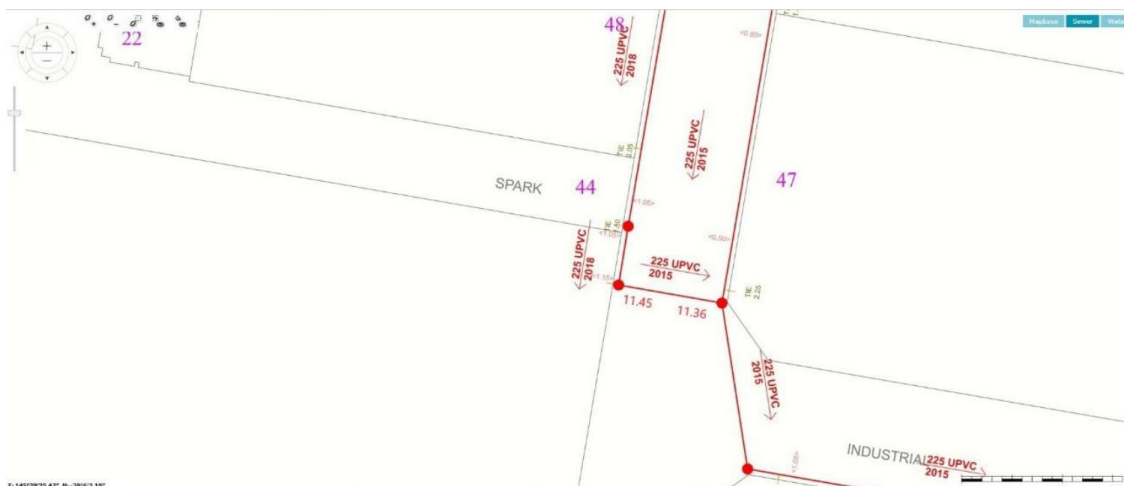


Figure 5: South East Water sewer network, corner of Spark Circuit and Exchange Drive

Main drainage

The site is located within Melbourne Water's (MW) *Deep Creek South Drainage Scheme (DSS)* [1601].

MW's main drainage infrastructure and connection for the site has been constructed – being an existing DN675mm pipe transitioning to DN825mm drain, this section of the DSS is noted as pipes (X1A-X2) as shown below.



Figure 6: Site Outfall / MW Drain (Source: Melbourne Water)

Telecommunications

There is existing Optic Fibre cabling available in Greenhills Road in direct proximity to the site.

Electricity supply

There is existing high voltage (HV) electrical infrastructure on both Koo Wee Rup Road and Exchange Drive. Feasibility for a future subdivision/development application would determine whether an additional HV kiosk may be required.

4.6 A stormwater management plan including provision for outfall drainage from the area. The stormwater management plan must incorporate measures to reduce input of sediment and pollutants into waters downstream of the site to the satisfaction of the Department of Sustainability and Environment and Melbourne Water.

A stormwater management strategy has been prepared for the land and is attached to this report (Attachment 2). In general, drainage will utilise the existing Melbourne Water and Cardinia Shire Council systems, with a minor pipe extension along Greenhills Road. Stormwater from minor flows will be managed via piped systems, while major events will flow through the existing drainage channel toward Deep Creek.

Water quality requirements will be met through on-site gross pollutant traps until the future wetland-retarding basin located adjacent to Deep Creek is constructed.

4.7 Urban design guidelines for the development including streetscape, building design (setbacks, height and materials), vehicle access and carparking, loading and storage areas, pedestrian movements, community safety and graffiti control.

The established and approved guidelines prepared by Bosco Johnson already apply to 'Lot A' as a restrictive covenant. These guidelines will also apply to the land parcel known as 1084 Koo Wee Rup Road (Lot 1 on Plan of Subdivision 134749).

The approved Bosco Johnson Industrial Subdivision Guidelines have been duplicated (i.e. *Proposed Industrial Subdivision: Supplementary Design Guidelines, prepared by KLM Spatial, 6 March 2025*) to take affect for 1084 Koo Wee Rup Road. These Guidelines already apply to Lot A and will also apply to Lot 1, and are contained in Attachment 1.

Future planning applications for use and/or development will be required to comply with this established set of standards through;

- Building siting and design
- Building setbacks
- Materials and finishes
- Landscaping setbacks
- Tree planting and landscape design
- Advertising signage
- Environmental sustainability
- Transportation efficiency

New development on the site should meet the “Industrial Subdivision Guidelines” (See Attachment 1). However, for development on the corner of Koo Wee Rup Road and Greenhills Road, a higher-amenity public realm treatment, consistent with the latest Victorian Urban Design Guidelines is encouraged. The outcome of this objective is to soften the built form, improve visual quality and support sustainable precinct outcomes.

4.8 Vegetation and landscaping guidelines including weed control and replanting where appropriate using locally indigenous plants and trees.

It is expected that detailed landscape concept plans are to be required as conditions on any future planning permits for subdivision or development. These would show areas for additional planting and landscaping to the satisfaction of the Responsible Authority. Landscaping, including street trees provides a natural visual barrier for the future development of the land to existing interfaces. Species chosen are to be consistent with previously selected species list in the approved Development Plan which can be found on page 15 and 16 of Attachment 1. Landscaping in the public realm is encouraged to be provided with a minimum 30% tree canopy cover, to the satisfaction of the Responsible Authority.

Landscaping requirements are also included in the attached Design Guidelines.

Along the public realms the following landscaping is proposed:

Western Boundary (Healesville-Koo Wee Rup Road) Landscaping

The Healesville - Koo Wee Rup Road interface has recently been upgraded which has included specific planting and landscaping. Accordingly, no additional landscaping in the public realm is proposed.

Northern Boundary (Greenhills Road)

It is considered that future landscaping of the northern side of Greenhills Road will occur concurrently with the delivery of Greenhills Road. The landscaping nominated on the northern side of Greenhills Road is consistent with what has been approved along Greenhills Road, east of Exchange Drive. This species list is detailed on pages 15 and 16 of attachment 1.

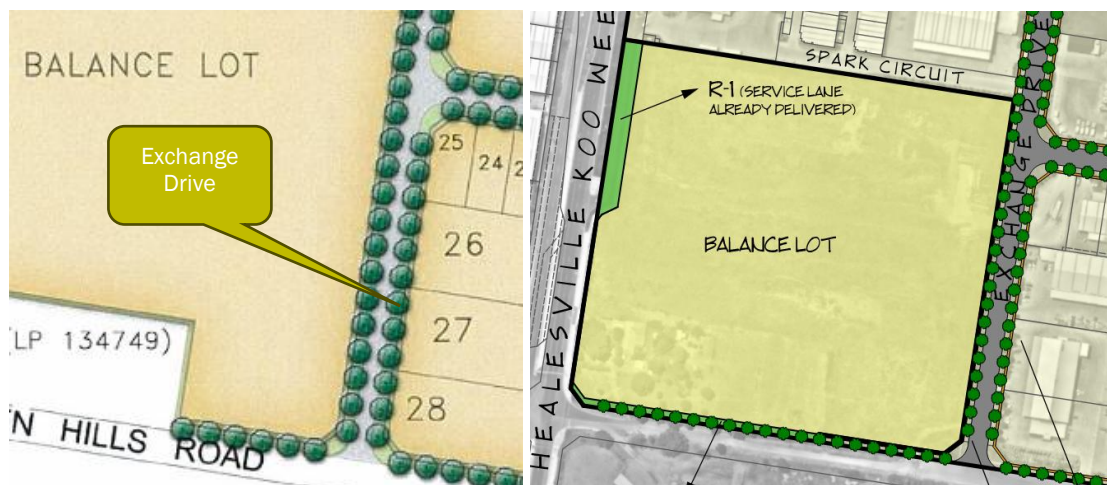
Eastern Boundary (Exchange Drive)

The existing Development Plan has a tree reserve approved along both sides of Exchange Drive, therefore the landscaping requirements for this interface are established.

Southern Boundary (Greenhills Road)

The southern boundary of the land, now including 1084 Koo Wee Rup Road, will be required to be set aside for the ultimate upgrade and widening of Greenhills Road. This will be consistent with the extent of widening/surfacing provided to the east of the site, and is to be completed to the satisfaction of the Responsible Authority.

Figure 5: South and east street tree reserves in the approved DP (left) and DP addendum (right)



4.9 Guidelines for environmental sustainability including stormwater management, water efficiency and energy efficiency.

Environmental Sustainable Design

The Design Guidelines (Refer to Attachment 1) provide the broad remit for future development to embrace the best practice sustainability initiatives required. This includes reference to specific elements such as;

- Water conservation and Water Sensitive Urban Design (WSUD) principles
- Energy efficiency

It would be at the planning permit application stage for future developments to demonstrate compliance with these standards and demonstrate best practice.

Stormwater Management

As it currently stands, the land drains into existing road reserves in the south (Greenhills Road) and east (Exchange Drive).

Future urbanisation of the land will need to be undertaken in accordance with a development specific drainage strategy. An overall Stormwater Management Strategy has been prepared to inform this Development Plan as per the attached Stormwater Management Strategy, reference 12692.00, version 1, prepared by KLM, July 2025.

Any future planning permit applications must ensure that all new lots achieve a minimum of 300mm freeboard above the 1% Annual Exceedance Probability (AEP) flood level associated with an adjacent Melbourne Water Development Service Scheme Pipe.

4.10 An environmental management plan for the construction phase of the development including the control of waste and wind blown rubbish, dust, noise and sediment pollution

Waste, Wind-blown Rubbish, Dust and Sediment Pollution

Construction and Environmental Management is discussed in the approved design guidelines (Attachment 1, page 20).

During the civil works phase of the development, environmental impacts due to construction will be carried out in accordance with the requirements of a site specific Environmental Management Plan (EMP) approved under the planning permit for subdivision of the estate.

In addition, building works carried out by contractors during development of individual allotments must consider the requirements of the Shire of Cardinia Local By-Laws and any relevant controls imposed by the EPA.

It is the responsibility of the building contractor to ensure compliance with these regulations in order to minimise the effects of construction activity upon the environment, in particular:

- Prevention of wind blown litter
- Silt traps, soil erosion control
- Avoid off-site drainage contamination.

Noise considerations

Noise impacts from future uses and development of the land are best considered a part of a future planning application rather than the Development Plan.

That said, surrounding land uses are either in, or considered to be complementary for, the Industrial 1 Zone. The existing dwelling to the south is within the Green Wedge Zone rather than a residential zone. The ultimate delivery of Greenhills Road will mean there is a 25 metre wide road with tree reserves, which acts as a visual and noise 'break' between the subject land and this dwelling.

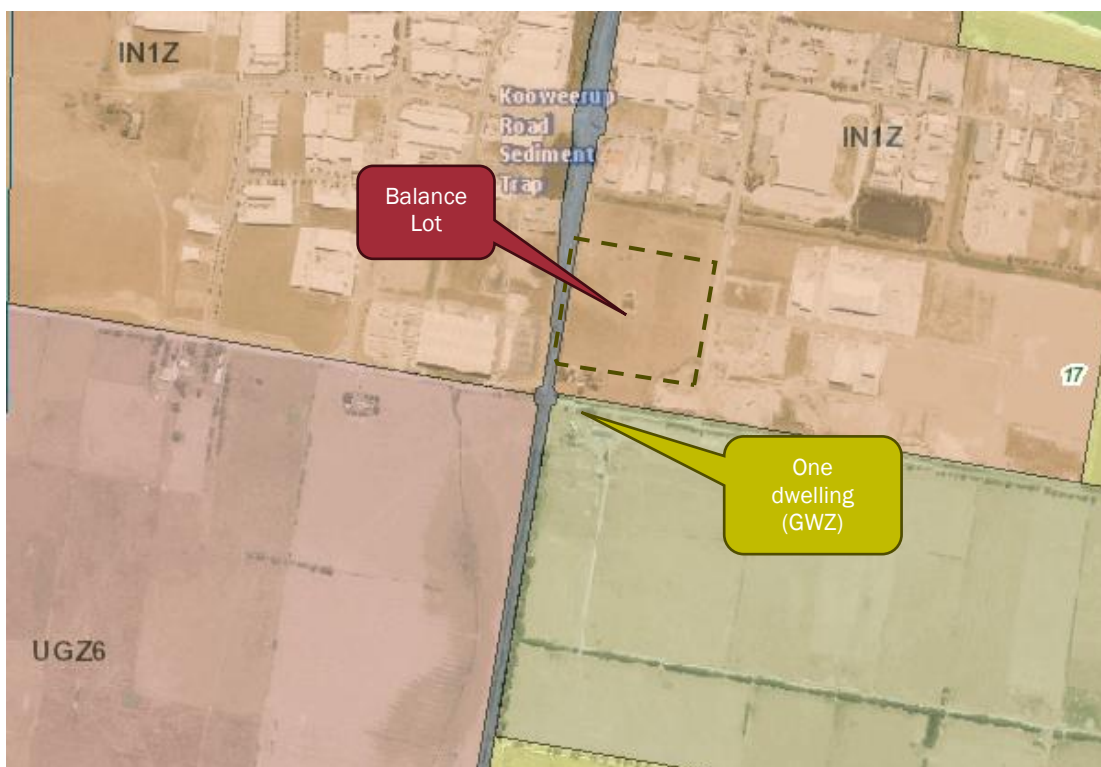


Figure 7: Zones / land uses surrounding the subject land, Cardinia Planning Maps (March, 2025)

(Satellite image date circa. 2014)

Clause 53.10 *Uses and activities with potential adverse impacts* of the Cardinia Planning Scheme is unlikely to apply for noise consideration in future, unless the following circumstances are detected;

- land (not a road) in an Activity Centre Zone, Capital City Zone, Commercial 1 Zone, Docklands Zone, residential zone or Rural Living Zone; or
- land used for a hospital, an education centre or a corrective institution; or

- *land in a Public Acquisition Overlay to be acquired for a hospital, an education centre or a corrective institution.*

Land on the southern side of Greenhills Road is in the Green Wedge Zone containing a dwelling, however this is not 'residential land'. Changes to the Environmental Protection Regulations (2021) introducing the general environmental duty (GED), require all persons and businesses to give practicable consideration of environmental pollution, including noise as a result of their activities. This protection is supported by sections 166 and 168 of the Environment Protection Act (Act) 2017.

5. Informal Engagement

To be finalised after informal engagement is completed.

6. List of Background Reports

The following plans and documents support and inform this Development Plan;

1. Industrial Subdivision Design Guidelines, 1110 Healesville-Koo Wee Rup Road, Pakenham, prepared by Bosco Jonson Pty Ltd, Feb 2008
2. Stormwater Management Strategy prepared by KLM Spatial, reference 12692.00, version 1, July 2025
3. Proposed Subdivision Layout, prepared by KLM Spatial, Version 2, July 2025
4. Concept Functional Layout Plan for Healesville-Koo Wee Rup / Greenhills Road intersection to be provided before finalisation of development plan.

