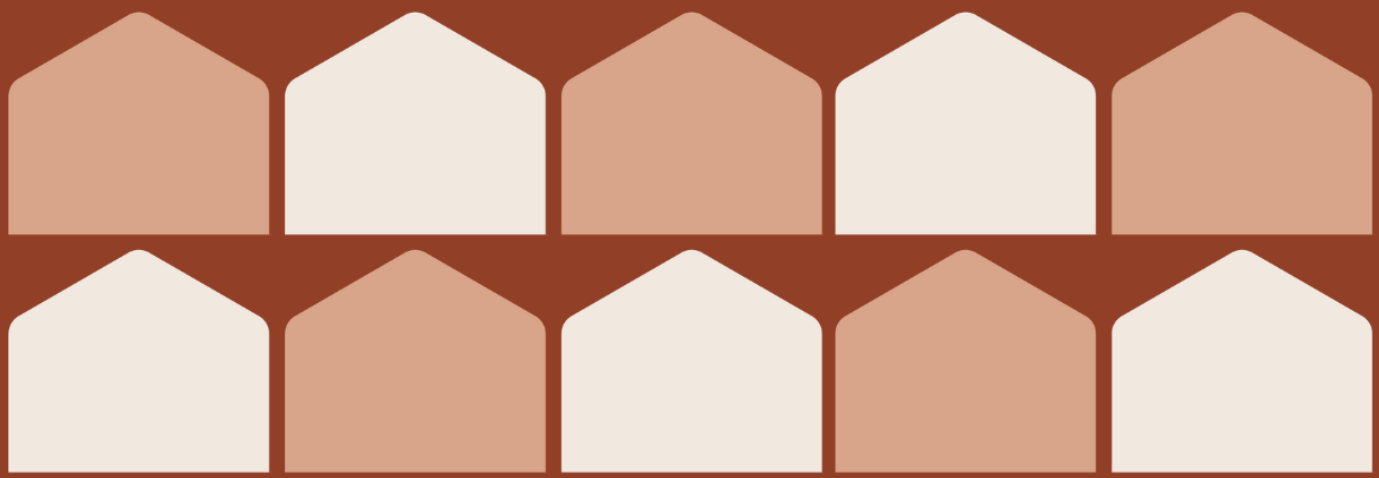
Draft

GLOSSOP

Planning Scheme Review

Part B: Local Policy Review

Cardinia Shire Council



Glossop Quality System			
Author	JG / EL / MG	**Checked By**	JG
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Executive Summary

Consolidated Recommendations

Theme	Consolidated recommendations
Municipal Planning Strategy	• Update Clause 02.01 (Context) to include an Acknowledgement of Country, key economic drivers and updated population forecasts. • Update the Vision at Clause 02.02 to reflect the Community Vision 2024 and the Council Plan 2025-2029. • Include at Clause 74.02 - Undertake further strategic work to define the Shire's settlement hierarchy and the role played by urban and rural settlements in meeting State policy on housing and settlement. • Amend Clause 02.03-1 (Settlement) to include a description of the Shire's three green wedges. • Once Green Wedge Management Plans have been completed or reviewed for each green wedge, update the relevant strategic directions at Clause 02.03-1 (Settlement). • Amend Clause 02.03-1 (Settlement) to include a tabular hierarchy for activity centres. • Include in clause 74.02 - Undertake further strategic work to define the role of each activity centre classification within the activity centre hierarchy. • Update Clause 02.03-3 (Environmental risks and amenity) to include the relevant strategic directions from the Climate Change Adaptation Strategy. • Amend Clause 02.03-4 (Natural resource management) to recognise the Strategic Extractive Resource Area (SERA) classifications of resources in Lang Lang and Nyora West. • Amend Clause 02.03-5 (Built environment and heritage) to align with the relevant objective from the Council Plan 2025-2029.

	• Review Clause 02.03-6 (Housing) after revising and strengthening policies on housing following the completion of further strategic work on settlement and housing. • Update Clause 02.03-7 (Economic Development) to reflect updated strategic directions for the Officer-Pakenham SSIP, acknowledge the role of activity centres, tourism and agriculture and recognise the importance of employment generating uses, as outlined in the Council Plan 2025-2029. • Amend Clause 02.03-8 (Transport) to include the strategic directions from the Draft Pedestrian and Bicycle Strategy (2026) once adopted. • Amend Clause 02.03-9 (Infrastructure) to include a strategic direction for the timely provision of infrastructure, in line with the objective in the Council Plan 2025-2029. • Review and amend the Strategic Framework Plans at Clause 02.04 to align with the strategic directions in Clause 02.03 and the Planning Policy Framework.
Green wedges	• Strengthen local planning policy relating to green wedges through updates to the Municipal Planning Strategy and Planning Policy Framework, with particular emphasis on protection of productive agricultural land, agricultural viability and food production, biodiversity and environmental values, non-urban character, and management of urban and non-rural land use pressures including from places of worship, data centres and Battery Energy Storage Systems (BESS). • Continue preparation of the Southern Ranges and Yarra Valley and Dandenong Ranges Green Wedge Management Plan and implement the outcomes of that work through future planning scheme amendments once completed. • Include in Clause 74.02 – Further Strategic Work a future review of the Westernport Green Wedge Management Plan 2017 and retain the current actions relating to preparation of outstanding Green Wedge Management Plans, local policy for conjunctional uses and boundary realignments.
Housing and neighbourhood character	Include in clause 74.02 - Undertake further strategic work to develop a comprehensive position on settlement and housing, then update the

	Municipal Planning Strategy and Planning Policy Framework to reflect these directions.
Pakenham and Officer town centres	• Update terminology within the Planning Scheme for the Pakenham and Officer Activity Centres to align with their designations in Plan for Victoria. • Include in Clause 74.02 - Review the Pakenham Major Activity Centre Structure Plan and Activity Centre Zone – Schedule 1. • Include at Clause 74.02 - Undertake a review of the planning framework for the Officer Town Centre by no later than 2029.
Flood hazard	• Amend Clause 02.03-3 (Environmental risks and amenity) to identify riverine and overland flows as flood risks within the municipality. • Work with Melbourne Water to implement updated flood modelling into the Planning Scheme. • Review the local policy at Clause 13.03-1L (Floodplain management) following any amendment to State-level policy as part of the State Government's flood reforms expected to be implemented by the end of 2026.
Tourism and recreation	• Amend Clause 02.03-7 (Economic Development) to recognise tourism opportunities. • Amend Clause 17.04-1L (Tourism) to include policy directions from the Council Plan 2025-2029 and Tourism Destination East Management Plan. • Explore opportunities for tourism in the development and review of Green Wedge Management Plans and the Economic Development Strategy.
Extractive industries	• Amend Clause 02.03-4 (Natural resource management) to recognise the SERA classifications of resources in Lang Lang and Nyora West. • Undertake a review of the Lang Lang Township Strategy. • Continue to advocate for the delivery of the Lang Lang Bypass.
Employment and jobs	• Amend Clause 02.03-7 (Economic Development) to reflect the Council Plan 2025-2029 objective for economic development and refine the role of the Officer-Pakenham SSIP and Officer-

	Pakenham Business Corridor as the Shire's key industrial, commercial and employment corridor. • Introduce a strategy under policy at either Clause 17.01-3L or 17.01-1L (Diversified economy) to support employment generating uses and discourage non-compatible and low employment generating uses in the SSIP and business corridor. • Amend Clause 02.03-1 (Settlement) to list and tabulate all activity centres. • Include at Clause 74.02 - Undertake further strategic work to clearly define the role of each activity centre.
Transport and infrastructure	• Amend Clauses 02.03-8 (Transport) and 18.01-3L (Pedestrian and bicycle network) to include the strategic directions from the Pedestrian and Bicycle Strategy (2026) once adopted. • Amend Clause 18.01-7L to update the policy document reference Plan for Victoria. • Amend Clause 02.03-9 (Infrastructure) to include a strategic direction for the timely provision of infrastructure, in line with the objective in the Council Plan 2025-2029. • Continue to advocate to the State Government in relation to road safety and lowering speed limits on arterial roads.

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Glossary of Terms

Term	Meaning
ACZ	Activity Centre Zone, a zone used to implement an integrated framework for land use and development in an activity centre.
Act	*Planning and Environment Act 1987*.
Amendment	A formal change to the text (ordinance), maps or incorporated documents of a planning scheme.
Council	Cardinia Shire Council.
CPP	Core Planning Provisions at Clause 51.02 of the planning scheme, which regulate specified uses and subdivision of metropolitan green wedge land.
Deemed to comply	A codified planning requirement that, when met, cannot form a basis for refusing the application in relation to that requirement.
DTP	Department of Transport and Planning.
Green wedge land	Non-urban land in metropolitan Melbourne outside the Urban Growth Boundary and protected under Part 3AA of the Act.
GWMP	Green Wedge Management Plan, a council-prepared long-term strategic plan for protecting, enhancing and managing green wedge land.
HCAP	Housing Capacity Assessment Platform, the State Government tool used to estimate the capacity of planning schemes to accommodate housing targets.
MPS	Municipal Planning Strategy at Clause 02 of the planning scheme, which sets out the municipality's context, vision and strategic directions.

Overlay	A planning scheme provision that applies in addition to the zone to address a particular issue, such as heritage, flooding, landscape or environmental significance.
Part A Report	*Final Cardinia Planning Scheme Review – Part A* (June 2026).
Part B Review	The policy-focused component of the Cardinia Planning Scheme Review documented in this report.
Planning Scheme	Cardinia Planning Scheme.
Planning Scheme Review	The combined Part A and Part B review undertaken under section 12B of the Act.
PPF	Planning Policy Framework at Clauses 10 to 19 of the planning scheme, comprising integrated State, regional and local planning policy.
PPN	Planning Practice Note issued by the Victorian Government to guide planning authorities, responsible authorities and practitioners.
PSP	Precinct Structure Plan, a strategic plan that guides land use, development and infrastructure in a defined growth area.
Schedule	Local content attached to a standard planning provision to specify locally applicable objectives, requirements or exemptions.
SERA	Strategic Extractive Resource Area, land identified for the protection and long-term development of strategically significant stone and sand resources.
SSIP	State-significant Industrial Precinct, an industrial area of metropolitan significance that is protected for long-term industrial use and employment.
UGB	Urban Growth Boundary, which defines the extent of metropolitan urban development and separates urban land from green wedge land.

UGZ	Urban Growth Zone, a zone used to manage the transition of land from non-urban to urban use and development.
VPP	Victoria Planning Provisions, the statewide statutory template from which Victorian planning schemes and provisions are constructed.
Zone	The primary planning control that guides the use and development of land and establishes what activities are prohibited, permitted or require approval.

1. Introduction

Glossop Town Planning has been engaged by Cardinia Shire Council (the **Council**) to assist it complete its planning scheme review in accordance with the requirements of Section 12B of the *Planning and Environment Act 1987* (the **Act**).

The Cardinia Planning Scheme Review (the **Planning Scheme Review**) comprises two parts:

- **Part A (Administrative)** focuses on text and ordinance corrections to the zones, overlays and particular provisions schedules which were not affected by the restructuring of the Planning Scheme's local policies into the integrated Planning Policy Framework (the **PPF**) and Municipal Planning Strategy (the **MPS**) under Planning Scheme Amendment C271card on 13 March 2026.
- **Part B (Policy)** focuses on reviewing the PPF and MPS to address the legislative requirements and State Government guidance for the Planning Scheme Review and respond to issues identified in stakeholder engagement and the Part A review.

Part A of the Planning Scheme Review was undertaken by Council and is documented in the *Final Cardinia Planning Scheme Review – Part A* Report (the **Part A Report**), which was adopted by Council in June 2026.

Part B of the Planning Scheme Review commenced in June 2026, following the adoption of the Part A Report. It is focused on reviewing the MPS and PPF. However, we have also reviewed the zone, overlay and particular provision schedules and considered the impact of emerging policy issues on these controls.

The Part B Review builds upon the work undertaken in the Part A review. To this extent, this review does not further analyse the components of the Planning Scheme Review that were delivered in Part A.

This report is to be read in conjunction with the Part A Report. Collectively, the two reports comprise the Cardinia Planning Scheme Review as required under section 12B of the Act.

1.1 Project initiation

The Part B project commenced with a project inception meeting involving members of the consulting team (John Glossop and Matthew Gilbertson) and Council.

Since then, weekly governance meetings have occurred with Council where the report's progress has been discussed and timelines re-affirmed.

As part of the preparation of this report, John Glossop and Matthew Gilberston have had discussions with Council staff from other departments to discuss various issues. Where appropriate, these conversations have been noted in the Part B report (typically as footnotes).

1.2 Documents that have been considered

The following documents have been considered in preparing this Part B report:

- The Cardinia Planning Scheme.
- Final Cardinia Planning Scheme Review – Part A (June 2026).
- The Planning and Environment Act 1987.
- Relevant practice notes and guidance prepared by the Department of Transport and Planning (see Section 2, Context).
- The Cardinia Shire Council Plan 2025-2029.

2. Context

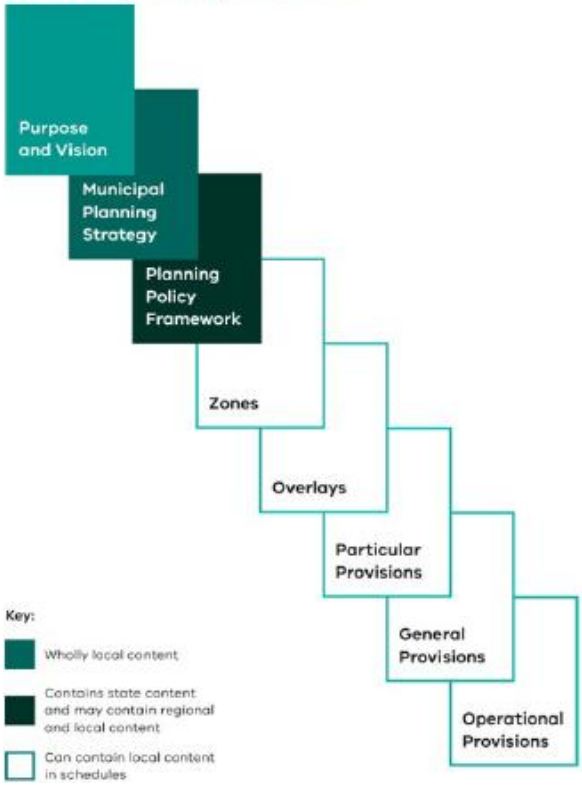
2.1 The Cardinia Planning Scheme

The Cardinia Planning Scheme (the **Planning Scheme**) guides how land within the Cardinia Shire is used, developed and protected to meet community needs while aligning with state planning objectives. It sets out the Council's long-term vision and strategic policy directions and establishes the statutory framework for assessing planning permit applications.

The Planning Scheme comprises of planning provisions which are set at the state and regional levels, along with locally specific content. Although Council cannot directly amend state and regional policies, it can advocate for change to the Minister for Planning.

The components of the Cardinia Planning Scheme, including whether the content is state, regional or local are set out below.

Figure 1.1: Components of a planning scheme



Components of the Cardinia Planning Scheme

Planning Scheme History

The Planning Scheme commenced on 26 August 1999. At the time of its commencement, the Planning Scheme comprised state policies, particular and general provisions derived from the Victoria Planning Provisions and:

- The Municipal Strategic Statement (at Clause 21).
- Seven (7) local policies (at Clause 22).
- 15 zones (with 17 schedules) (at various clauses).
- 13 overlays (with 20 schedules) (at various clauses).

Over its life (as at the time of this report), the Planning Scheme has been subject to a total of 516 planning scheme amendments, which have amended, added or deleted provisions. At the time of this review, the local content of the Planning Scheme now comprises:

- The Municipal Planning Strategy (at Clause 02).
- 41 local policies (at Clauses 11-19).
- 22 zones (with 43 schedules) (at various clauses).
- 21 overlays (with 75 schedules) (at various clauses).

This reflects a Planning Scheme that has experienced substantial change since its introduction in response to significant growth and transformation in the municipality and a planning environment that continues to evolve.

2.2 Planning Scheme Review

Legislative Requirements

Section 12B of the *Planning and Environment Act 1987* (the **Act**) requires a council to regularly review its planning scheme. Section 12B(a) of the Act states that a planning authority must review its planning scheme:

> *(a) no later than one year after each date by which it is required to approve a Council Plan under section 90 of the Local Government Act 2020; or*
>
> *(b) within such longer period as is determined by the Minister.*

The most recent Council Plan was adopted on 20 October 2025.

Section 12B(3) sets out the objective of a planning scheme review, which is to enhance the effectiveness and efficiency of the planning scheme in achieving:

> *(a) the objectives of planning in Victoria; and*
>
> *(b) the objectives of the planning framework established by this Act.*

The scope of a planning scheme review is set out in Section 12B(4), which states that a review must evaluate the planning scheme to ensure that it:

> *(a) is consistent in form and content with the directions or guidelines issued by the Minister under section 7; and*
>
> *(b) sets out effectively the policy objectives for use and development of land in the area to which the planning scheme applies; and*
>
> *(c) makes effective use of State provisions and local provisions to give effect to State and local planning policy objectives.*

Guidance

This review has considered the following guidance:

- The *Ministerial Direction on the Form and Content of Planning Schemes*, issued under section 7(5) of the *Planning and Environment Act 1987*.
- The Planning Advisory Note: Planning Scheme Reviews (2026)[1].
- The Practitioner's Guide to Victorian Planning Schemes (Version 8, August 2025) (the Practitioner's Guide).
- Relevant Practice Notes.

[1] Dated 13 March.

3. Review of the Local Policy Provisions & Response to Key Policy Issues

The Part A Report identified the following key policy issues to be explored in the Part B Review:

- **Municipal Planning Strategy**.
- **Green Wedges**.
- **Agriculture**.
- **Housing**.
- **Pakenham and Officer town centres**.
- **Flood hazard**.
- **Tourism and recreation**.
- **Extractive industries**.
- **Employment and jobs**.
- **Transport and infrastructure**.

These identified issues also align with some of the themes that are required to be considered in the review of the planning scheme in accordance with Planning Advisory Note: Planning Scheme Reviews (2026) (the **2026 Advisory Note**). Where appropriate, we have combined the consideration of the issues in the 2026 Advisory Note with the matters identified in the Part A Report.

Each of these issues is considered in the commentary below.

These themes cover a fairly broad spectrum of policy issues, following the thematic structure of the Planning Policy Framework (PPF). As part of our review of these issues, we have reviewed each of the local policies in the PPF. Our review and analysis below considers each of the relevant local policies.

3.1 Municipal Planning Strategy

The Municipal Planning Strategy (MPS) was introduced into the Planning Scheme by Amendment C271card on 13 March 2026. The Amendment adopted a generally 'policy neutral' translation of the previous Local Planning Policy Framework at Clauses 21 and 22 of the Planning Scheme.

Part A of the Planning Scheme Review did not extensively review the MPS, given that it had only just been introduced into the scheme.

This section of the report audits the MPS. The audit has been undertaken to identify drafting errors, policy gaps or inconsistencies with State and regional policy and other issues affecting the efficiency and effectiveness of the ordinance within the MPS.

The audit has reviewed the MPS having regard to the *Ministerial Direction on the Form and Content of Planning Schemes*, the Practitioner's Guide and other relevant practice guidance.

The overarching finding of the review is that the MPS generally complies with the *Ministerial Direction on the Form and Content of Planning Schemes* and the Practitioner's Guide.

However, there is a need to align the MPS with Council's recently adopted *Council Plan 2025-2029* and the Community Vision. The existing vision and some thematic directions were written to reflect an earlier strategic direction that no longer represents the Council's current priorities, requiring resolution through the implementation stage as part of this review.

This review, and consultation undertaken during the Part A review, has also identified strategic policy gaps that are explored under the relevant individual issues below.

Clause 02.01 Context

The Practitioner's Guide says that the Context section should be a concise description of the geographic, economic and demographic qualities of the municipality. It also outlines that a short Acknowledgment of Country can be included.

Clause 02.01 provides a reasonable overview of the Shire's geographic, natural and demographic characteristics. The population forecast statistics have been reviewed in the Part A Report and it would be appropriate to update the statistics in Clause

02.01 to reflect these figures. There is also an opportunity to briefly describe the key economic drivers and how these drivers may change in the future, which is currently omitted from the clause.

The clause also lacks an Acknowledgement of Country. While this is an optional component, the inclusion of an Acknowledgement would align with the Community Vision, which expressly recognises the Traditional Owners of the land and seeks to incorporate their contributions.

Recommendations
Update Clause 02.01 (Context) to include an Acknowledgement of Country, key economic drivers and updated population forecasts.

Clause 02.02 Vision

The Practitioner's Guide outlines that the Vision should be concise and must focus on land use and development issues capable of being influenced by the Planning Scheme. The Vision, together with the Strategic Directions in Clause 02.03 provide the opportunity to set out the local directions of the planning scheme.

The Vision requires redrafting to align with the relevant land use planning components of the vision and strategic directions contained in the Community Vision 2024 and the *Council Plan 2025-2029*. This will, in turn, require changes to the Strategic Directions at Clause 02.03 to align with the Council Plan.

Recommendations
Update the Vision at Clause 02.02 (Vision) to reflect the Community Vision 2024 and the Council Plan 2025-2029.

Clause 02.03 Strategic Directions

The Practitioner's Guide says that the Strategic Directions describe how a municipality will implement its vision and manage key issues. The Strategic Directions are the basis for high-level policy intentions and provide the basis for more detailed policy in the Planning Policy Framework and planning controls.

The Strategic Directions must be supported by background strategic work that has already been undertaken by Council. If the work to support strategic directions has not yet been undertaken, then it must form the basis of further strategic work at Clause 74.02.

Clause 02.03-1 – Settlement

The Settlement theme is divided into explanations about the Shire's overall settlement pattern, the Western Port Green Wedge and Activity Centres.

The Settlement theme lacks an overall narrative about the hierarchy for settlement patterns. This clause says that:

> *Most of the Shire's population is located within the urban areas of Beaconsfield, Officer and Pakenham. These areas, along with Cardinia Shire's newest suburb currently referred to as Pakenham East, are part of the Casey-Cardinia South-east Growth Corridor of metropolitan Melbourne. This corridor will accommodate most of the future residential and commercial growth. The remainder of the population is located within Cardinia's townships and rural residential areas.*
>
> *Settlement is primarily focused in ten precincts within the Shire's urban areas, as well as the rural townships listed in Table 1. In the urban area there are two precincts in the 'Urban Established Areas', being Beaconsfield and Pakenham identified in the plan at Clause 02.04-2, and eight precincts in the 'Urban Growth Areas' identified in the plan at Clause 02.04-3, which cover Officer, Officer South, Pakenham East and part of Pakenham South.*

The Shire's thirty rural townships are set out in Table 1 of this clause and arranged into three categories:

- Large rural townships;
- Small rural townships and
- Rural localities.

This clause contains eight strategic directions for 'settlements' which are to:

1. Direct residential development to:
   - The Urban Established Area in Beaconsfield.
   - The Urban Established Area generally north of the Princes Freeway in Pakenham.
   - The Urban Growth Area north of the Princes Freeway (Pakenham Bypass).
2. Protect land in the Urban Established Areas from development that limits the future orderly and efficient development of the land for urban purposes.
3. Support Emerald and Koo Wee Rup as a focus for higher order commercial and community facilities and services.
4. Limit residential development, including rural residential subdivision, in the hills towns (Emerald, Gembrook, Cockatoo, Upper Beaconsfield, Clematis, Avonsleigh, and Maryknoll) unless provided for by the township strategies or the development results in significant environmental or community benefits.
5. Develop Gembrook township as a major tourism destination based on a heritage theme and the scenic qualities of the area.
6. Consolidate and activate Koo Wee Rup's commercial and civic town centre.
7. Provide for the restructuring of inappropriate subdivisions.
8. Provide a distinct character and identity for urban areas through retention of existing vegetation, respect for topography, appropriate streetscaping and provision of adequate open space.

These strategic directions are, for the most part discrete targeted statements that are either area specific (such as directions 1, 3, 4 and 5) or thematic (see directions 2, 7 and 8).

What Clause 02.03-1 is lacking is an overall strategic narrative that establishes a settlement hierarchy for the Shire and explains the overall role to be played for each settlement, the housing it is meant to provide and any growth opportunities and constraints.

Content of this kind is typically found in a housing strategy or similar strategic document. We note that the Council has not developed a housing / settlement strategy but has included the preparation of a comparable strategy on its 2028/2029 work program[2]. It is common for contemporary planning schemes to identify:

- Areas of significant change.
- Areas of moderate change.
- Areas of incremental and/or minimal change.

These areas are often mapped in a strategic framework plan. Such an approach follows policy direction at Clause 16.01-1R to:

> *Identify areas that offer opportunities for medium and higher density housing near employment and transport in Metropolitan Melbourne.*

[2] We understand that this could be a housing strategy and/ or a settlement plan.

Allow for a range of minimal, incremental and high change residential areas that balance the need to protect valued areas with the need to ensure choice and growth in housing.

The Cardinia Planning Scheme on the other hand contains:

- A strategic framework plan at Clause 02.04 (which identifies a range of higher order issues such as employment, agricultural land, waterways and so on);
- An urban established area plan; and
- An urban growth areas plan.

These three plans are largely descriptive rather than directional and provide limited assistance to decision makers, particularly in respect of planning scheme amendments. The absence of this information is likely to make it more difficult to explain the strategic justification for a housing or settlement related amendment.

This is explored in further detail in Section 3.4 Housing and Neighbourhood Character below.

Similarly, the commentary in relation to activity centres lacks an overarching narrative about the hierarchy of activity centres. While the strategic directions at this clause seek to encourage development that '*reinforces the hierarchy of activity centres in the urban area*', the hierarchy and the role of each centre is not clearly defined. This makes it difficult to define the opportunities and expected outcomes within each centre. While policy at Clause 11.03-1L provides direction for some centres, it is relatively limited. There is a need for the role of each centre type within the hierarchy to be defined. Further strategic work will be required to support any future definitions. This work may be included as part of the development of settlement directions recommended at Section 3.4 Housing and Neighbourhood Character.

The Shire includes part of the Western Port, Southern Ranges and Yarra, Yarra Valley and Dandenong Ranges Green Wedges. Despite having part of three separate green wedges within its municipal boundary, the discussion in relation to green wedges at this clause only considers the Western Port green wedge. While it is acknowledged that there are no Green Wedge Management Plans to provide the policy basis for the other two green wedges, there is an opportunity to acknowledge and address the other green wedges within the Strategic Directions both prior to and following these

management plans being completed. We explore this issue further in Section 3.2 Green Wedges below.

Recommendations

Undertake further strategic work to define the Shire's settlement hierarchy and the role played by urban and rural settlements in meeting State policy on housing and settlement.

Amend Clause 02.03-1 (Settlement) to include a description of the Shire's three green wedges.

Once Green Wedge Management Plans have been completed or reviewed for each green wedge, update the relevant strategic directions at Clause 02.03-1.

Amend Clause 02.03-1 (Settlement) to include a tabular hierarchy for activity centres.

Undertake further strategic work to define the role of each activity centre classification within the activity centre hierarchy.

Clause 02.03-2 Environmental and landscape values

Clause 02.03-2 recognises that important environmental and landscape values of the Yarra Ranges and Westernport and the ecological and biodiversity outcomes that are supported in these locations.

The clause also outlines policy directions in relation to river corridors and waterways.

The policy in relation to the environmental and landscape values theme is generally well developed, reflecting the historic strategic work that Council has undertaken to support the application of planning controls to protect environmental and landscape outcomes in these sensitive areas.

These directions remain appropriate. However, there may be an opportunity to review the directions at this clause in the development and implementation of future Green Wedge Management Plans.

Clause 02.03-3 Environmental risks and amenity

Clause 02.03-3 identifies that parts of the Shire are prone to bushfire, flooding and erosion. The clause also briefly recognises that climate change will increase risks in relation to bushfire and flooding.

There is an opportunity to streamline the policy directions at this clause and to draw on the Council's adopted *Climate Change Adaptation Strategy*, which provides greater direction on responding to climate change.

We understand that updated flood modelling will be introduced into the Planning Scheme later this year as part of a program undertaken by Melbourne Water, the State Government and other stakeholders. It is recommended that directions in relation to flooding and inundation be reviewed as part of that process to ensure the policies remain appropriate.

Recommendations
Update Clause 02.03-3 (Environmental risks and amenity) to include the relevant strategic directions from the Climate Change Adaptation Strategy.

Clause 02.03-4 Natural resource management

The natural resource management theme explores policy directions in relation to agriculture and extractive industries.

The agriculture directions recognise that parts of the Shire have high quality soils and make an important contribution to the State's economic base. A number of submissions have been made in relation to agriculture and these are explored in discussion about green wedges and agriculture in Sections 3.2 and 3.3 below.

The extractive industry directions recognise the Shire contains significant stone and sand resources in the north and south of the municipality. The strategic directions require some minor updates to recognise and align with the policy for Strategic Extractive Resource Areas (SERAs) introduced into the Planning Scheme.

Recommendations
Amend Clause 02.03-4 (Natural resource management) to recognise the SERA classifications of resources in Lang Lang and Nyora West.

Clause 02.03-5 Built environment and heritage

Clause 02.03-5 contains policy directions for urban design and heritage.

The urban design directions are fairly generic and provide no real guidance in relation to neighbourhood character or key urban design outcomes.

A minor update to this clause is required to align with the objectives of the Council Plan 2025-2029.

As part of the development of township strategies and / or plans, there is an opportunity to consider whether further strategic direction is required regarding the use of Neighbourhood Character Overlays or Design and Development Overlays in townships.

Recommendations
Amend Clause 02.03-5 (Built environment and heritage) to align with the relevant objective from the Council Plan 2025-2029.

Clause 02.03-6 Housing

Clause 02.03-06 Housing notes that the municipality is 'dominated by detached dwellings in both urban and rural areas'. It goes on to observe that while the Shire predominantly attracts young families and will continue to do so 'there will be increasing demand for more diverse forms of housing' as the market matures.

Due to the extent of non-urban land, this clause identifies issues with 'indiscriminate development of land' for small lot rural and rural residential development.

It sets out six strategic directions for housing, which are:

1. Provide for diversity of housing types and densities, including increased housing density around activity centres.
2. Provide opportunities for development of 'affordable housing'.
3. Integrate rural residential and rural living developments with an urban area or township.
4. Facilitate diversity of housing choices in rural townships while ensuring consistency with the character of the township.
5. Minimise the impacts of rural residential and rural living developments on the environmental characteristics and constraints of the area.
6. Minimise the encroachment of rural residential and rural living developments on agricultural land.

In many respects, these strategic directions are unhelpful either because they simply repeat what is said elsewhere in the Planning Scheme (e.g. Direction #1, which essentially repeats policy at Clause 16.01-1R) or provides little or no real guidance (see

Direction #2 which says to provide opportunities for 'affordable housing' but provides no clarity on how, what or where these opportunities should be).

The observations we made previously in respect of Council's settlement policies apply equally to its housing policies and are emblematic of a lack of an overarching position on settlement and housing.

While we consider that the strategies and policies on settlement and housing need to be strengthened, there is no strategic basis for that to occur now.

Recommendations
Review Clause 02.03-6 (Housing) after revising and strengthening policies on housing following the completion of further strategic work on settlement and housing.

Clause 02.03-7 Economic development

The policy directions in relation to economic development centre around the Officer-Pakenham State-significant Industrial Precinct (SSIP), tourism and the Western Port green wedge.

There are some notable omissions from this clause, including a consideration of the contribution to the economy made by agriculture and the role of tourism in other parts of the Shire outside of the Western Port green wedge.

There is a need to review and update the clause to:

- Better reflect the pre-eminent role that the Officer-Pakenham SSIP and Officer-Pakenham Business Corridor will play in economic development opportunities for industrial and commercial activity and job creation, having regard to Plan for Victoria, the Melbourne Industrial and Commercial Land Use Plan and the South Eastern Growth Corridor Plan and South East Economic Corridor Strategic Context Report to 2060.
- Focus on the importance of employment generating land uses.
- Acknowledge the role of activity centres, tourism and agriculture in economic development.

This should be considered in conjunction with further recommendations later in this section in the report in relation to tourism, economic development and jobs.

Recommendations
Update Clause 02.03-7 (Economic development) to reflect updated strategic directions for the Officer-Pakenham SSIP and Officer-Pakenham Business Corridor, acknowledge the role of activity centres, tourism and agriculture and recognise the importance of employment generating uses, as outlined in the Council Plan 2025-2029.

Clause 02.03-8 Transport

The Transport policy directions acknowledge that the Shire's geography presents significant challenges to the provision of road infrastructure and active and sustainable transport.

Council is proposing to adopt an updated *Pedestrian and Bicycle Strategy* (2026) and there is a need to update policy directions to reflect this proposed strategy.

Recommendations
Amend Clause 02.03-8 (Transport) to include the strategic directions from the Draft Pedestrian and Bicycle Strategy (2026), once adopted by Council.

Clause 02.03-9 Infrastructure

Clause 02.03-9 sets out key directions in relation to infrastructure. The provision of infrastructure is identified and acknowledged as one of the major issues facing the municipality.

The directions within this clause generally remain appropriate. However, there is an opportunity to align the directions with the overarching objective statement from the Council Plan 2025-2029.

Recommendations
Amend Clause 02.03-9 (Infrastructure) to include a strategic direction for the timely provision of infrastructure, in line with the objective in the Council Plan 2025-2029.

Clause 02.04 – Strategic Framework Plans

As identified in commentary in relation to Clause 02.03, some of the Strategic Framework Plan maps are descriptive, rather than strategic. There is also some guidance that is contained within the plans that does not relate to any directions found in the Municipal Planning Strategy or Planning Policy Framework.

Recommendations
Review and amend the Strategic Framework Plans at Clause 02.04 (Strategic Framework Plan) to align with the strategic directions in Clause 02.03 (Strategic Directions) and the Planning Policy Framework.

3.2 Green Wedges

The 2026 Advisory Note outlines that the following is relevant for Green wedges:

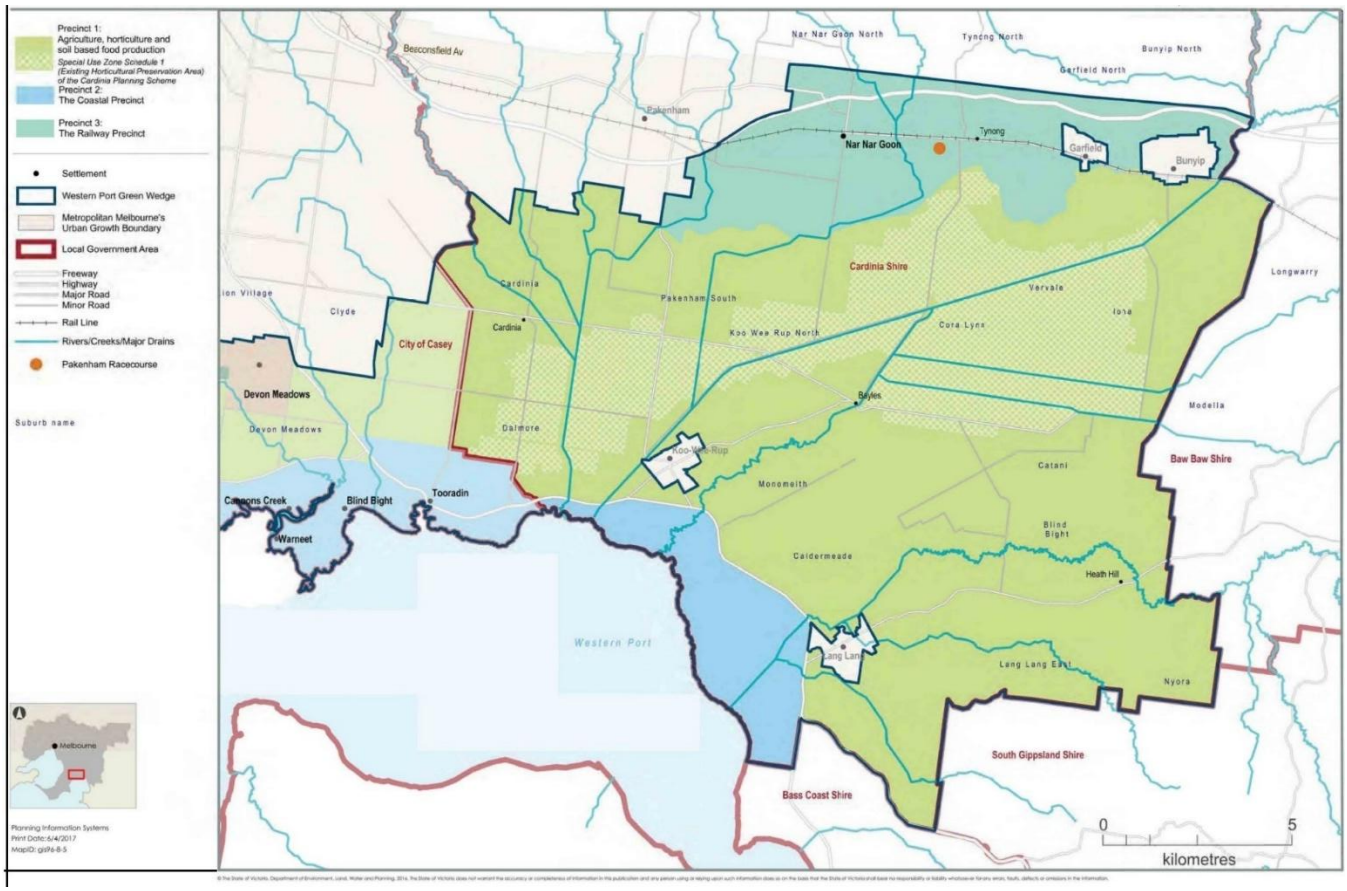
> ***For councils required under Part 3AA of the Act to prepare, adopt and review green wedge management plans (that is, councils with green wedge land), consider the requirements of the Ministerial Direction on the preparation and content of Green Wedge Management Plans to ensure plans are in place for all green wedges and existing plans are reviewed and up to date in planning schemes.***
>
> **Relatedly, point 8 of the Advisory Note says that:**
>
> ***In rural and regional areas, identify settlement boundaries or identify issues to be resolved to establish a Settlement boundary[3].***

There are three green wedge areas within the Cardinia Shire. These green wedges are the:

- Southern Ranges;
- Yarra Valley and Dandenong Ranges; and
- Westernport.

The following image is taken from a Council fact sheet (Green Wedge Fact Sheet March 2016) and shows the location of the Shire's three Green Wedges.

[3] Cardinia Shire is arguably neither rural nor regional, but we have had regard to this issue regardless.



Cardinia's Green Wedges (Source: Cardinia Planning Scheme Clause 11.01-1L-09)

Relevant strategic background

Planning for Melbourne's green wedges arguably began with the release of *Planning Policies for the Melbourne Metropolitan Region* (1971) and the introduction of Statements of Planning Policy for the Dandenong Ranges, Mornington Peninsula, Western Port and Yarra Valley. The term 'green wedges' was formally recognised in the 2002 metropolitan strategy entitled *Melbourne 2030: Planning for Sustainable Growth.*

The Act defines green wedge land as land in a metropolitan fringe planning scheme as being outside of the Urban Growth Boundary (UGB)[4]. Green wedges are distinctly different from each other and broadly reflect differing soil, climatic and land use patterns.

[4] Section 46AC.

In 2024, the Department of Transport and Planning (DTP) released the *Planning for Melbourne's Green Wedges and Agricultural Land Action Plan*. It describes green wedges as follows:

> *Melbourne's green wedge and peri-urban areas are non-urban areas outside the urban growth boundary. They were set aside in the 1970s to conserve rural activities and significant natural features and resources between the growth areas of metropolitan Melbourne as they developed along major road and rail links.*
>
> *Since 2002, green wedge land has been defined under the Planning and Environment Act 1987. There are 12 designated green wedge areas located within the 17 metropolitan fringe local government areas that border Melbourne's urban growth boundary.*
>
> *The green wedges and peri-urban areas are places for food production, tourism, quarries, airports, sewage treatment, water catchment, and waste and resource recovery.*
>
> *They have some of Victoria's best farmlands – producing 10 per cent of the state's gross value of agricultural production.*

The Action Plan is the culmination of a strategic review of the green wedges that commenced in 2018 and aims to strengthen the protection of green wedges by supporting right-to-farm and protecting the open character of peri-urban regions.

The actions are grouped around the following six themes:

- Protecting Melbourne's Food Bowl (4 actions)
- Planning for Future Farming (2 actions)
- Securing the Right to Farm (2 actions)
- Establishing Stronger Protections (3 actions)
- Adopting Smarter Land Use (3 actions)
- Setting Tighter Controls (6 actions)

An implementation timeline for these 20 actions is included in the Action Plan.

Although the Action Plan is not listed in the Cardinia Planning Scheme, it would be reasonable for decision makers to consider it when planning any changes to green wedge policy and/or developing new or updated green wedge management plans.

The Cardinia Planning Scheme addresses green wedge matters in several locations:

- Clause 02.03-1 Settlement (Western Port Green Wedge)
- Clause 02.03-7 Economic development
- Clause 11.01-1R Green wedges – Metropolitan Melbourne
- Clause 11.01-1L-09 Western Port Green Wedge
- Clause 12.05-2S Landscapes
- Clause 14.01-1R Protection of agricultural land – Metropolitan Melbourne
- Clause 14.01-1L Protection of agricultural land
- Clause 17.01-1L Diversified economy – Cardinia
- Clause 17.04-1L Tourism
- Clause 19.01-2R Renewable energy – Metropolitan Melbourne
- Clause 51.02 Metropolitan Green Wedge land: Core planning provisions
- Clause 35.04 Green Wedge Zone
- Clause 35.05 Green Wedge A Zone
- Clause 74.02 Further strategic work (Schedule 1.0)

It follows that a change to green wedge policy at a municipal level must implement and not contradict Regional green wedge policy. Furthermore, because green wedge policy is dealt with in many locations in the planning scheme (see list above), changes to green wedge directions have the potential to result in consequential amendments to multiple clauses.

Issues raised in Part A Report

Green wedges were the highest ranked policy issue raised through stakeholder engagement and consultation undertaken as part of the Planning Scheme Review. The key themes identified included:

- Protection of productive agricultural land, particularly within the Koo Wee Rup region;

- Ongoing economic viability of agriculture;
- Farming succession and generational change;
- Pressure for urban and non-rural land uses within green wedge areas; and
- Concerns regarding lot sizes and subdivision outcomes.

Many submitters struggled to grapple with the practical question of how green wedge land can remain economically viable whilst maintaining its productive, environmental and landscape values.

The Part A Report identifies that Cardinia contains three Green Wedge Regions:

- Westernport Green Wedge Region;
- Southern Ranges Green Wedge Region; and
- Yarra Valley and Dandenong Ranges Green Wedge Region.

Policy Direction

Part B should focus on strengthening local green wedge policy in a manner that is consistent with State planning policy and responsive to issues identified through community engagement.

The 2026 Advisory Note specifically requires councils with green wedge land to consider the requirements of the Ministerial Direction on the Preparation and Content of Green Wedge Management Plans. The Advisory Note also directs councils to ensure that plans are in place for all green wedges and that existing plans are reviewed and up to date in planning schemes.

The Part A Report identifies an existing policy gap because the Municipal Planning Strategy currently contains policy guidance derived primarily from the Westernport Green Wedge Management Plan, while Green Wedge Management Plans for the Southern Ranges and Yarra Valley and Dandenong Ranges Green Wedge Regions have not yet been completed.

Relevantly, Clause 74.02 Further strategic work lists the following actions:

- *Prepare Green Wedge Management Plans for the Northern Ranges Green Wedge and the Southern Ranges Green Wedge areas*[5].
- *Develop a local policy that addresses uses in the Green Wedge Zones that are required to be in conjunction with Agriculture, Natural systems, Outdoor recreation facility, Rural industry or Winery, and sets out parameters of how these uses are to be established.*
- *Prepare a local policy to provide guidance on boundary realignments in green wedge areas, including policy to ensure new dwellings are associated with agricultural or horticultural uses farm.*

Given the importance of Green Wedge Management Plans in establishing the strategic basis for changes to the planning scheme, it is appropriate that the two outstanding Green Wedge Management Plans are prepared before targeted policy guidance on specific land uses are developed.

Analysis

Ministerial Direction requirements

The Ministerial Direction requires councils preparing Green Wedge Management Plans to:

- Consult with Registered Aboriginal Parties;
- Consult with the local community;
- Consult with relevant government agencies, Ministers and public authorities;
- Consult with Catchment Management Authorities;
- Identify the non-urban values and non-urban uses to be protected, enhanced and promoted; and
- Develop strategies to protect, enhance and promote those values and manage green wedge land in accordance with Part 3AA of the Act.

Council has commenced preparation of the Southern Ranges and Yarra Valley and Dandenong Ranges Green Wedge Management Plan. This work will assist Council to

[5] The Northern Ranges Green Wedge in Cardinia Shire comprises the southern part of the Yarra Valley and Yarra and Dandenong Ranges Green Wedge. The Council now uses the term 'Dandenong Ranges Green Wedge' instead of 'Northern Ranges Green Wedge'.

address the expectations of the Ministerial Direction and the matters identified in the Planning Scheme Reviews Advisory Note.

Strategic planning context

State planning policy provides strong protection for metropolitan green wedge land through Clause 51.02 (Metropolitan Green Wedge Land: Core Planning Provisions) and associated provisions. The principal objectives include:

- Protecting agricultural, environmental, landscape and conservation values;
- Protecting productive agricultural land from incompatible uses;
- Maintaining the non-urban character of green wedge land; and
- Directing urban activities to urban areas.

The Part A Report notes that local planning policy must not contradict applicable State policy settings. It identifies that many requests for increased subdivision and development within green wedge areas are unlikely to be supported because of the statutory framework applying to metropolitan green wedges.

Relevantly, Part 3AA of the Act means that planning scheme amendments that would result in additional subdivision opportunities within green wedge land generally require ratification by both Houses of Parliament. Consequently, many subdivision-related issues raised through consultation sit beyond the scope of the current Planning Scheme Review and would require broader State Government policy intervention.

Westernport Green Wedge Management Plan

The Westernport Green Wedge Management Plan was approved in May 2017 and provides the principal strategic basis for local green wedge policy in the Cardinia Planning Scheme.

While the Plan remains a relevant strategic document, it is now approaching ten years since adoption and predates several important planning policy changes, including:

- Amendment VC148 and the introduction of the Planning Policy Framework;

- Amendment VC283 implementing Plan for Victoria housing and settlement policies; and
- Subsequent updates to State planning policy and planning provisions.

A review of the effectiveness, implementation and continuing relevance of the Westernport Green Wedge Management Plan is warranted. However, a comprehensive review would require dedicated strategic investigations, consultation and resourcing and is beyond the scope of the current Planning Scheme Review process.

Southern Ranges and Yarra Valley and Dandenong Ranges Green Wedge Regions

The Part A Report identifies that Green Wedge Management Plans for the Southern Ranges and Yarra Valley and Dandenong Ranges Green Wedge Regions are currently being prepared and are anticipated to be completed during the current Council Plan period.

Until these plans are completed, Council lacks a comprehensive strategic basis for introducing detailed local policy for these green wedge areas. It is, therefore, appropriate that any substantive policy changes for these regions occur following completion of the Green Wedge Management Plan process.

A future policy response should:

- Strengthen recognition of the role and function of Cardinia's Green Wedge Regions;
- Protect productive agricultural land and strategically significant agricultural soils;
- Support sustainable and economically viable agricultural activity;
- Protect biodiversity, landscape and environmental values;
- Reinforce the non-urban character and purpose of green wedge land;

- Provide clearer policy guidance regarding non-rural land uses, including schools, places of worship and other urban-related activities (such as data centres and battery storage facilities) where appropriate[6];
- Improve alignment between the Municipal Planning Strategy, Planning Policy Framework and adopted strategic work; and
- Establish a framework to implement future Green Wedge Management Plans as they are completed.

With respect to the issue of non-rural land uses in the green wedge, we note that the Council resolved at its meeting of 17 August 2006 to advocate to the Victorian Government to develop a strong, transparent and integrated state-wide strategic framework for the location and development of Battery Energy Storage Systems (BESS). It also resolved that the Municipal Association of Victoria 'call on the Victorian government to partner with local government and multi-faith peak bodies to review and reform Victoria's planning framework for new places of worship, recognising them as essential social infrastructure in growing communities'. Both motions have potential consequences for green wedge planning policy[7].

We consider that the resolution of these issues should be a priority for the Council given these motions, together with the importance of these issues and the Council's long standing commitment to develop land use policy guidance for non-rural uses in green wedges. Further, this work will clearly need to go beyond the further work identified in Clause 74.02 of the Planning Scheme that covers only the 'in conjunction with' terms in Section 2 of the Green Wedge and Green Wedge A Zones.

This future policy work might also result in policy updates to Clauses 02, 12, 13 and 14 of the Planning Policy Framework to improve policy clarity and consistency for decision-makers.

This approach is consistent with the findings of the Part A Report that future policy changes should focus on implementation and achievable outcomes.

[6] That said, we would not object if the Council embarked on a short term policy development process to provide guidance on uses such as data centres and battery storage facilities in advance of finalizing its Green Wedge Management Plans.
[7] See:

Settlement boundaries

Implementing a Strategic Settlement Boundary (PPN99)(March 2026) provides practitioner guidance with respect to settlement boundaries. It notes that there are three types of settlement boundaries:

- Urban Growth Boundary (UGB): Applies to metropolitan Melbourne's fringe planning schemes, including the Mornington Peninsula through Part 3AA of the Planning and Environment Act 1987. The UGB can only be changed by a majority vote in both houses of parliament.
- Protected Settlement Boundary (PSB): Applies to Distinctive Areas and Landscapes declared under section 3AAB of the Planning and Environment Act 1987 and specified in a Statement of Planning Policy (SPP). A PSB can only be changed through a resolution passed by both houses of parliament.
- Strategic Settlement Boundary (SSB): Applies to settlements in regional Victoria. It is shown on planning scheme maps but is not established in legislation. A planning scheme amendment is required to change an SSB.

Taken at face value, the Urban Growth Boundary is the only settlement boundary that could be applied in areas such as Cardina. That said, we see nothing wrong (in concept) with the Council defining settlement 'extents' through a future strategic planning process. That said, we consider that the presence of the Green Wedge Zone and Green Wedge A Zone act as a defacto settlement extents given the practical difficulties in allowing green wedge land to be subdivided into more lots or smaller lots.

It follows that we do not oppose the idea of establishing settlement boundaries as part of Council's review of its rural settlements (see discussion at Chapter 3.4 Housing and Neighbourhood Character) but make no formal recommendation on that at this time.

Recommendations

Strengthen local planning policy relating to green wedges through updates to the Municipal Planning Strategy and Planning Policy Framework, with particular emphasis on protection of productive agricultural land, agricultural viability and food production, biodiversity and environmental values, non-urban character, and management of urban and non-rural land use pressures including from places of worship, data centres and Battery Energy Storage Systems (BESS).

Continue preparation of the Southern Ranges and Yarra Valley and Dandenong Ranges Green Wedge Management Plan and implement the outcomes of that work through future planning scheme amendments once completed.

Include in Clause 74.02 – Further Strategic Work a future review of the Westernport Green Wedge Management Plan 2017 to assess implementation outcomes, review consistency with contemporary State planning policy, consider emerging agricultural, environmental and land use issues, and identify whether a replacement or updated Green Wedge Management Plan is required.

3.3 Agriculture

In addition to the green wedges, the Part A Report includes a separate discussion on agriculture. It does this despite an acknowledgement that there are significant overlaps between the green wedge and agricultural themes.

Context

Agriculture is a key industry within the Shire.

Clause 02.03-4 'Natural resource management' recognises that the Koo Wee Rup Swamp area with peaty clay soils is high quality agricultural land of State significance, while the Gembrook area's red volcanic soils support an important potato producing industry.

State, regional and local policies at Clause 14.01 'Agriculture' all seek to protect agricultural land and to avoid the permanent loss or removal of productive agricultural land.

As explored in Section 3.2 Green Wedges above, there is extensive policy and commentary in relation to green wedges that overlaps with directions for agriculture.

Part A Planning Scheme Review Submissions & Commentary

The Part A report noted that agriculture was a significant theme in stakeholder consultation. A key issue that arose was centred around the definition of 'productive agricultural land' and the importance of primary production for food security, among other matters.

The following issues were raised in the Paret A report:

- The historical use of pesticides has had a detrimental impact on agriculture, particularly across the Yarra Valley & Dandenong Ranges Green Wedge Region.
- The presence of pest species such as Potato Cyst Nematode (PCN) has had a detrimental impact on agriculture, particularly across the Yarra Valley & Dandenong Ranges Green Wedge Region.
- There is some disagreement regarding the definition of 'productive agricultural land' in the Special Use Zone 1 (SUZ1) – Horticultural Preservation. The SUZ1 has

been applied to soils of high agricultural value across the Westernport Green Wedge Region. These areas are shaded green in figure 27.

- The importance of primary production for food security and the continued protection of agricultural land.
- Food biosecurity importance in the green wedge regions.

In addition, we also understand that issues of succession for farming families, rural worker accommodation host farms and short stay accommodation for tourists are recurring issues for the Council.

Analysis & Review

The agricultural industry makes an important contribution to the Shire and the Planning Scheme provides strong recognition both within the Municipal Planning Strategy and in State, regional policy at Clauses 14.01-1S and 14.01-1R and local policy directions at Clause 14.01-1L. Relevantly, local policy cannot contradict State and Regional planning policy. Rather, its role is to give local expression to those directions.

We presume that the stakeholder feedback in relation to defining 'productive agricultural land' arises from policy directions at Clause 14.01 (Agriculture) which seek to protect productive agricultural land and avoid its permanent removal from the State's agricultural base.

There is no definition of 'productive agricultural land' within the Planning Scheme.

Clause 73.01 includes the following definitions in relation to agricultural activities:

Agricultural production	*Any form of primary production of renewable commodities. It does not include extractive industry, Mineral extraction, or timber production from native forest.*
High quality productive agricultural land	*Land which is used for animal husbandry or crop raising, and is capable of continuing to sustain agricultural production, and:* *a) is of prime, or very good, agricultural quality, having regard to soil type, growing season, and availability of infrastructure, and is of sufficient extent to support agricultural activities on an economically viable scale; or* *b) has been identified through a regional, sub-regional, or local study as being of particularly good quality and strategic significance for agriculture in the regional or local context.*
Sustainable agriculture	*The use of farming practices and systems which maintain or enhance:* *a) the economic viability of agricultural production;* *b) the natural resource base; and* *c) other ecosystems which are influenced by agricultural activities.*

Clause 14.01-1L (Protection of agricultural land) discourages non-soil based uses being located on soils which are of high agricultural significance as shown on the land capability for agriculture map at that clause. Relevantly, that map aligns with the application of the Special Use Zone – Schedule 1 'Horticultural Production' and also defines soils of agricultural significance from 'high' to 'poor', on a four part scale.

In this respect, the local policy and controls within the Planning Scheme already provide a degree of definition around what constitutes high-quality productive agricultural land (land identified with 'high agricultural significance') and productive agricultural land (land identified with 'high agricultural significance' and 'good agricultural significance').

In our view, this provides a reasonable framework to support a view that areas of high and good agricultural significance can fairly be considered land capable of being productive agricultural land, unless an applicant were able to demonstrate through a

specific investigation (such as a farm management plan, agricultural or land capability assessment) that the land was not productive.

We do not consider that it is necessary to introduce a specific definition of productive agricultural land. Depending on how it is defined, putting limits on what constitutes productive agricultural land beyond the mapped areas in the scheme may have the effect of further loss of productive agricultural land.

This may further affect the issues concerning food security and the primary focus of the green wedge for agriculture, identified in stakeholder feedback.

If Council considers that a definition is required, further strategic work would be required.

In relation to the stakeholder feedback in the Part A Review on food security, biosecurity and other identified issues, we consider that these issues are best addressed through the preparation and review of green wedge management plans identified in Section 3.2.

3.4 Housing & Neighbourhood Character

Context

Within the planning scheme, the PPF requires (at Clause 16 Housing) planning authorities to:

> *Plan to accommodate housing targets and provide clear direction on the locations where growth should occur and ensure sufficient realisable capacity in planning schemes.*
>
> *Ensure ongoing development opportunities and supporting infrastructure are available to support sustainable development.*

Clause 16.01-1S (Housing supply) and Plan for Victoria outline a housing capacity target for Cardinia of 30,000 new dwellings by 2051. This comprises 21,000 in greenfield areas and 9,000 in established areas.

PPN90 outlines that the Department of Transport and Planning's Housing Capacity Assessment Platform (HCAP) provides a state-wide, consistent way of estimating the capacity of planning schemes to deliver the housing targets outlined in Clause 16.01-1S and Plan for Victoria.

HCAP allows planning authorities to estimate housing capacity under different zoning scenarios. The platform applies a discounting to developability within each zone depending on the expected level of change, access to opportunities and services, as well as considering constraints such as relevant planning overlays. The HCAP can be used to estimate the extent to which a housing strategy achieves a municipality's housing target specified in Clause 16.01-1S (Housing supply).

Issues to consider

The Project brief says that:

- DTP has advised the Council that it is 'likely' to have the capacity to meet its housing targets.
- The Part B review should review policy, zones and overlays to ensure increased housing is enabled in appropriate locations, particularly where access to opportunities and services is the highest.

- Consider the distribution of housing capacity to meet the greenfield and established area housing targets for growth municipalities. This must take into account the Greenfield Housing Choice Program that DTP is presently investigating[8].
- Address the application of residential zones considering Planning Practice Note 90 Planning for housing (PPN90) and Planning Practice Note 91 Using the residential zones (PPN91).
- Review any neighbourhood character policy in the context of the reforms to residential development provisions.

The Part A Report

The Part A report argues that the present Municipal Planning Strategy (MPS) does not adequately reflect the new State policy framework created by Plan for Victoria. In particular:

- Cardinia's housing targets are largely focused on growth areas and rural townships.
- There is insufficient recognition of the role and purpose of the Pakenham Activity Centre in delivering housing, particularly established-area housing targets.
- Local policy lacks clarity about exactly where housing growth should be directed.

The report identifies a need to update both the MPS and Local Planning Policy Framework provisions relating to settlement and housing.

Stakeholder consultation identified a strong desire for:

- More affordable and social housing in accessible locations such as Pakenham, Officer and Beaconsfield.
- A greater diversity of housing types.
- Better alignment between housing growth and infrastructure delivery.

[8] There is very little information currently available for this program. In essence, we understand that it will seek to increase housing densities in Precinct Structure Plan areas. Following discussions with Council it was agreed that the brief need not explore this program in detail but that we should take into account the Program's overall aims.

- Clearer guidance about the extent to which growth should occur in rural townships and green wedge settlements.

The report generally suggests that future housing growth should be concentrated in well-serviced urban locations rather than dispersed across rural settlements.

Neighbourhood character in planning schemes

Victoria's Housing Statement, Plan for Victoria and recent amendments to the planning scheme have significantly changed the consideration of neighbourhood character within planning schemes.

Amendments VC267, VC282 and VC300 have introduced development codes for residential development of up to 6 storeys. Where the standards set out in these codes are met, development is 'deemed to comply' and policy (including neighbourhood character policy) within the planning scheme cannot be considered, unless there is an overlay in place (such as a Neighbourhood Character Overlay or Design and Development Overlay). In those limited cases, neighbourhood character would (or could) be a relevant consideration.

In the context of these changes, PPN90 (Planning for Housing) has also been updated and no longer provides any reference to the development of neighbourhood character studies. Instead, it identifies that:

> *When planning for housing, planning authorities must also consider environmental, social, and economic factors, including special characteristics like heritage, neighbourhood character and landscape significance. Competing policies should be balanced in favour of net community benefit and sustainable development.*

PPN91 (Using the residential zones) provides some commentary about the role of neighbourhood character objectives in zones, and varying residential development standards.

PPN43 (Understanding neighbourhood character) provides an overview to understanding neighbourhood character that is helpful in development character guidance, but it is worth noting that it has not been updated to consider recent reforms to the planning scheme.

As is evident from the context set out above, there has been significant change in the way that the planning scheme considers neighbourhood character. When assessing

planning permits for dwellings, neighbourhood character policy is only activated in very limited circumstances, when residential development standards set out in Clauses 54, 55 and 57 cannot be met (or if the land is affected by a relevant overlay).

Overall, the Planning Scheme applies a 'light touch' to the issue of neighbourhood character. There is no local policy or specific statutory control on neighbourhood character for the majority of the Shire's residential areas. However, a different approach has been adopted for the Shire's rural townships. In some of those areas, a more integrated approach has been developed. Relevantly, Clause 15.01-5L Rural township character applies to the settlements of:

- Upper Beaconsfield;
- Gembrook; and
- Emerald district.
- This clause contains general and settlement-specific neighbourhood character strategies. It also lists three documents as incorporated documents, each of which contains settlement-specific neighbourhood character guidelines. This policy approach is complemented by a series of zones and overlays that implement a character- and landscape-driven approach to the design of residential development.

Elsewhere, the Shire's residential development policies are appropriately more streamlined and straightforward given their zoning and the development expectations.

It follows that we have not identified the need to adjust the Planning Scheme's policies on neighbourhood character in the Part B report but we have elsewhere suggested options to streamline controls where the statutory and policy settings favour built form change.

Housing policy

A relevant question is whether the Planning Scheme's settings at Clause 16.01-1L and Clause 16.01-2L reflect current practice guidance with respect to housing policy.

The introduction of Plan for Victoria and municipal housing targets have shifted the accepted (and appropriate) methodological approaches to determining whether planning for housing supply is appropriate.

Under the former policy settings in the planning scheme, it would typically be expected that a planning authority derive housing supply from an analysis of forecast population growth and land supply to determine whether a minimum and rolling 15 year supply of residential land was provided. In this scenario, determining the expected future population is critical to determining the required housing supply.

Under the revised guidance in PPN90 (Planning for housing) and State policy, it is evident that there is now a shift away from determining the expected future population to be linked to land supply. Instead, housing capacity targets are specified in Clause 16.01-1S (Housing supply) and planning authorities are required to ensure that the introduction of a housing strategy will accommodate the expected housing target in developing and implementing the Plan for Victoria housing targets. Planning authorities are expected to use the Department's HCAP to confirm that the housing target is met through modelling of the capacity under proposed zones.

This new approach represents a significant and meaningful change in the way councils are expected to undertake and implement these studies. What this means is that the practice guidance and policy settings in the planning scheme establish that planning for housing supply is demonstrated to the Department (through HCAP) that the zoning and overlay regime provides sufficient capacity to ensure that the housing capacity target can be met. If a council can satisfy its housing capacity target, it is effectively accepted that the housing strategy has provided sufficient housing supply.

Relevantly, by letter dated 27 January, the Minister for Planning wrote to the Council confirming that DTP considers that the Cardinia Planning Scheme has sufficient capacity to meet its housing targets.

However, the Minister went on to say that the Council should still 'review policy, zones and overlays to ensure increased housing is enabled in appropriate locations, particularly where access to opportunities and services is highest'.

Clause 16.01-1S (Housing supply) includes the following strategies which seek to deliver housing diversity:

> *Ensure that an appropriate quantity, quality and **type** of housing is provided, including aged care facilities and other housing suitable for older people, supported accommodation for people with disability, rooming houses, student accommodation and social housing.*

> *Facilitate **diverse** housing that offers choice and meets changing household needs by widening housing diversity through a mix of housing types.*
>
> *Support opportunities for **a range of income groups** to choose housing in **well-serviced locations**[9].*

PPN90 (Planning for housing) identifies that strategic planning for housing should consider a range of housing opportunities across the municipality. It also identifies that in developing a Housing Strategy, a planning authority should undertake a detailed analysis of demography and housing. As we explored in the section above, there is no longer an expectation that councils undertake population forecasting in planning for housing supply in numerical terms. Using the HCAP tool to demonstrate that housing capacity can accommodate the housing capacity target is sufficient.

However, the housing target and HCAP only considers capacity in numerical terms and does not consider whether the Housing Strategy or subsequent planning settings will achieve appropriate housing diversity to meet the needs of a diverse community.

The challenge of providing the 'right housing in the right locations'

Evidently, the Cardinia Planning Scheme provides sufficient overall capacity, but the challenge is to ensure that this capacity is being delivered in the 'right locations' and is delivering the 'right type' of housing to meet the needs of its community.

At a strategic level, Cardinia's settlement strategy comprises areas of traditional urban growth in established areas and in greenfield areas within a growth corridor. Outside the growth corridor settlement comprises nine large rural townships, six small rural townships and fifteen (15) rural settlements, for a total of thirty (30) rural settlements.

We do not consider that the Shire's thirty rural settlements are 'appropriate locations' where increasing housing is to be **enabled**. Instead, these areas can be conceptualised as legacy areas that provide an opportunity for people to live in a non-urban environment. Also, these areas will not make a sizeable contribution to housing growth given existing environmental and other constraints. The large rural

[9] Emphasis added.

townships are constrained by zoning and the relevant strategies direct different urban use and development compared to urban areas.

The current rural township strategies are relatively old in planning terms. The following list sets out the strategies and their dates:

- Bunyip Township Strategy (2009).
- Cockatoo Township Strategy (2008).
- Emerald District Strategy (2009).
- Garfield Township Strategy (2002).
- Gembrook Township Strategy (2011).
- Koo Wee Rup Township Strategy (2015).
- Lang Lang Township Strategy (2009).
- Upper Beaconsfield Township Strategy (2009)[10].

We understand that the Council has commenced a strategic review of the large rural settlements[11] and we endorse that decision given the age of the strategic documents mentioned above. Without seeking to limit the scope of those reviews or to direct them in anyway, we would expect that growth opportunities would be limited having regard to a variety of factors.

Council has recently adopted the Nar Nar Goon Township Strategy (in July this year), but is yet to pursue a planning scheme amendment for its implementation.

Lastly, we understand that the Council is in the process of establishing how it will approach the task of revising these documents. It is beyond the scope of this review to be conclusive on the process that the Council should follow. However, an option might be to prepare a document to act as an overarching policy position that might then identify or guide settlement specific reviews. This could also be an input to any future Council housing or settlement study.

For the reasons explained above, we consider that the current suite of planning controls that apply to these townships can be different and can provide a greater

[10] These are listed in the order found in the Cardinia Planning Scheme and Clause 11.01-1L.
[11] Also, see comment regarding Lang Lang Township in Section 3.8 Extractive industries.

emphasis on character and landscape responsive development. Any changes to the policy settings for these settlements will be identified during that review process.

The Council has recently agreed to develop a social and affordable housing policy. This will replace Council's existing Social and Affordable Housing Strategy (2018-2025) and its Social and Affordable Housing Strategy Action Plan (2018-2025), both of which expired last year. There is limited information available on this policy at this stage. However, we understand that it will:

- Not have an action plan.
- Establish Council's position on social and affordable housing.
- Direct this type of housing to areas that are close to transport and other services (like town centres and activity centres).
- Be used by Council to advocate for more social and affordable housing with government and other providers and to negotiate outcomes with developers.

The new policy may be capable of being included in the Planning Scheme, and we would encourage the Council to develop it with this outcome in mind.

Does the Council need a housing strategy or a housing policy?

We note that the Council has not developed a housing strategy and it may not need one given its ability to satisfy its housing targets using the HCAP methodology. However, as we have previously established, the Planning Scheme contains an imprecise description of its settlement hierarchy and we also note that the Council is embarking on a number of important strategic projects (Green Wedge managements plans, rural township reviews and a Social and Affordable Housing Policy) that will all touch on residential development to a greater or lesser extent.

A Housing Strategy (or similar) would be a useful overarching strategic document that could be used to guide these projects. Given that the Council has already met its housing capacity targets, it is possible that this document need not be as comprehensive as a housing strategy. However, it would need to be capable of forming the overall strategic basis for future projects that include a residential or housing component.

The City of Glen Eira's City Plan (February 2020) (City Plan) provides an example of the sort of document we are thinking of. While City Plan focussed more on activity centres than residential development and housing per se, its relevance to this Part B

report is the way it framed housing as an issue and was able to be used as the overall strategic basis upon which the Council could base other more locationally discrete plans. In respect of housing, it addressed the themes of:

- Aged persons housing
- Student housing
- Social and affordable housing
- Managing growth by supporting the right housing in the right location
- Where will housing growth be directed?
- Adequate capacity for housing growth

While not all of these are relevant to the Cardinia Shire, it is clear that the Planning Scheme does not address many relevant issues in detail and these gaps demonstrate a lack of strategic clarity that an overall housing policy could address.

Recommendations
Undertake further strategic work to develop a comprehensive position on settlement and housing. Following this, update the Municipal Planning Strategy and Planning Policy Framework to reflect these directions.

3.5 Pakenham & Officer Town Centres

The 2026 Advisory Note outlines the following matter that is recommended to be considered in this Planning Scheme Review:

Removing roadblocks to improvement
Assess whether new Victoria Planning Provisions tools would be more appropriate to implement planning objectives. For example, the Built Form Overlay in place of existing overlays or the Precinct Zone in place of the Activity Centre Zone or the Special Use Zone.

Context

Pakenham and Officer are both identified as Major Activity Centres within the Municipal Planning Strategy. Plan for Victoria identifies these centres as 'Activity Centres – Housing Choice and Stations'. Clauses 11.01-1S and 11.01-1R identify Activity Centres - Housing Choice and Stations as locations for investment and growth. The relevant strategy at Clause 11.01-1R seeks to:

> *Develop mixed use neighbourhoods at varying densities, including through the development of urban-renewal precincts and Activity Centres – Housing Choice and Stations.*

State and regional housing policies at Clauses 16.01-1S (Housing supply) and 16.01-1R (Housing supply – Metropolitan Melbourne) encourage increased housing density and diversity within these centres. Policy at Clause 17.02 (Commercial) encourages commercial activity to be located within existing and planned activity centres.

The Strategic Directions at Clause 02.03-1 (Settlement) recognise Pakenham and Officer as the Shire's largest activity centres although apart from that, there is no specific direction for the centres.

Local policy at Clause 11.03-1L (Activity Centres) encourages higher order retail in the Pakenham and Officer Major Activity Centres and to optimise the provision of adequate and functional car parking.

The Pakenham Activity Centre is within the Activity Centre Zone – Schedule 1 (**ACZ1**). The ACZ1 was introduced by Amendment C228card in September 2021.

The Officer Town Centre is within the Urban Growth Zone – Schedule 4 (**UGZ4**). The Officer Precinct Structure Plan that underpins the UGZ4 was developed in 2011 and

then amended in November 2019. The 2019 review and amendment to the Precinct Structure Plan focused on a review of the Town Centre provisions and directions, given that there had been limited development within the town centre.

The UGZ4 requires that a planning permit must not be granted to use or develop land until an urban design framework has been prepared. The Officer Town Centre Urban Design Framework was adopted in February 2024. Any permit granted under the UGZ4 must be consistent with the urban design framework.

Part A Planning Scheme Review Consultation & Commentary

There is an overarching view articulated within the Part A Review Report and in the strategic work undertaken by Council in the last 5-10 years that the Pakenham and Officer centres have not achieved the level of development and change expected – for differing reasons.

The Part A Planning Scheme Review identified that:

> *The effectiveness of planning scheme instruments for commercial areas of Pakenham Activity Centre Zone and Officer Town Centre need to be reviewed. If planning instruments are not achieving the desired outcomes for vibrant and thriving commercial places, they should be updated* [...].

The Part A Planning Scheme Review identified that Council officers felt that the ACZ1 for the Pakenham Activity Centre was too complex and vague, which was inhibiting residential and commercial growth opportunities. There was a view that the commercial vision for land use is unclear and the schedule is too rigid to allow innovation.

The Part A Review Report includes a recommendation to:

> ***Recommendation 5a***
>
> *Track and report annual planning permit dwelling approvals for established and greenfield areas, Pakenham ACZ and Officer Town Centre to ensure we are meeting our housing target obligations set by Plan for Victoria.*

Recommendation 5b

Review the effectiveness of planning scheme instruments for commercial (employment) areas of the Pakenham Activity Centre Zone and Officer Town Centre.

Analysis & Review

There are two key planning issues in relation to the Pakenham and Officer Activity Centres.

The first relates to the planning frameworks that apply to these centres (and particularly the commercial core). The question on this issue is whether the policy and planning controls for each centre set the appropriate framework to facilitate the type of use and development that is expected.

The second, broader issue is whether the planning settings across the municipality for employment and jobs are appropriate. Pakenham and Officer are key locations that are expected to deliver a wide range of commercial activity to support the local and regional population. There is a need to define the role of the Shire's commercial and activity centres more broadly as we discuss in Section 3.9.

In terms of the planning frameworks that apply to each of these centres, we observe that since the introduction of the ACZ1 and UGZ4, there has been significant reform to the Victorian planning system, including the introduction of codified residential development standards and new planning controls to facilitate development in preferred locations.

The introduction of codified residential development provisions up to 6 storeys within the last 18 months is expected to incentivise development on land within conventional residential zones. Within these areas, development that meets the codified standards is exempt from an assessment against the Municipal Planning Strategy, the Planning Policy Framework, decision guidelines and other parts of the Planning Scheme. It is expected that development that meets these standards will achieve a planning approval.

It is appropriate to assess the effectiveness of the ACZ and the UGZ4 within the context of those reforms.

A corollary of this change is that areas where planning controls like the ACZ or UGZ have traditionally facilitated development may no longer be seen as attractive areas for achieving medium and higher density residential development – as applications must be assessed against discretionary and complex requirements within the ACZ or UGZ and policy within the planning scheme.

This is important to acknowledge and understand given the role of Officer and Pakenham as the highest order activity centres within the municipality. State and local policy directs the most significant level of housing change to occur within and surrounding these activity centres.

More broadly, while codification in this context is clearly focused on residential development, we consider that these changes may also have implications for commercial and mixed use development within these centres. For instance, disincentivising residential development within the centre (relative to other locations) may reduce the retail catchment for commercial uses within the centres.

Beyond this issue, our review of the statutory and policy settings for these centres reveals that there are some challenges to achieving the level of change and development expected.

We observe that there is generally limited local policy direction within the Municipal Planning Strategy and the Planning Policy Framework about the local and regional role of these centres and the type of commercial activity that is expected to be achieved. While the ACZ1 for Pakenham does include land use objectives that identify Pakenham's role as a regional hub, there is an opportunity to articulate this role within the Municipal Planning Strategy at Clause 02.03-1 'Settlement'. This is consistent with our commentary in Section 3.1 and the Panel's findings in Amendment C250card. In our view, this would more clearly frame the narrative about where Council expects commercial change and growth to occur and that Pakenham and Officer are key locations to deliver a wide range of commercial activity to support the local and regional population.

There is a need to define the role of the Shire's commercial and activity centres more broadly, as we discuss in Section 3.9 below.

Beyond the policy settings, there is also a need to review whether the ACZ1 and UGZ4 are appropriately facilitative of development, as discussed below.

Officer Activity Centre

As identified above, the Officer Activity Centre Urban Design Framework has been in place since February 2024. The approval of the urban design framework will allow development activity to commence within the town centre and any application must be generally in accordance with the urban design framework.

The framework has been the subject of consideration at the Tribunal in *Officer Holdings (VIC) Pty Ltd (ACN 633 421 459) v Cardinia SC* [2026] VCAT 42, where a declaration was sought in relation to whether the urban design framework reflected the intent of the Planning Policy Framework, the PSP and the UGZ4 in relation to the delivery of a diversity of housing types and densities in the commercial core part of the town centre.

The applicant's contention was that townhouse development is supported by the PSP and UGZ4 and that this support had not effectively been translated into the urban design framework.

Within the commercial core, the applied zone is the Commercial 1 Zone, the Purpose of which includes:

> *To provide for residential uses at densities complementary to the role and scale of the commercial centre.*

The Council's contention in the case was that the provision of townhouse development would be inconsistent with the urban design framework, the broader PSP and the applied zone provisions, noting that the use of land for Accommodation requires a permit if a frontage of greater than 2 metres at ground floor level.

The PSP envisaged that residential development could be achieved within the core of the town centre, provided it did not compromise the active frontages at ground floor level.

The Tribunal found there was a lack of clarity in the drafting of the urban design framework, but that residential land use was intended to be a secondary land use within the core precinct. The Tribunal directed that the urban design framework

should be amended to clarify that within areas identified for retail and commercial use that high density residential was permitted above ground floor.

The urban design framework is being amended to address the concerns identified above.

Beyond the urban design framework being amended, it is too premature to determine whether the planning controls have facilitated (or will facilitate) the sort of development that is expected within this centre. We observe that this centre is within an emerging growth front and that the urban design framework for the centre has only been in place since February 2024. That framework was introduced following a review of the settings introduced in 2011. This is a sign of effective monitoring and review of the Planning Scheme. It is appropriate that Council and the State Government continue to monitor the effectiveness of these provisions and undertake a further review by 2029, which will be five years since the urban design framework was adopted.

That review should consider similar issues to those identified for Pakenham below.

Pakenham Activity Centre

In Pakenham, the ACZ1 has been in the Planning Scheme for five years. The *Pakenham Major Activity Centre Structure Plan* identifies that a desktop review of the appropriateness of the objectives and strategies will occur every five years. It is now timely to review the Structure Plan and the ACZ1 to determine whether the implementation and planning framework remains appropriate. The review should consider:

- Changes to policy directions at a state level for activity centres and residential development, including Plan for Victoria and the codification of residential development.
- Whether the land use and built form directions remain appropriate.
- The effectiveness of the Activity Centre Zone – Schedule 1 in achieving land use and development in line with the directions of the Structure Plan.
- Whether alternative planning controls may be required.

Recent Planning Reform & Controls

The Precinct Zone and Built Form Overlay have been introduced by the State Government to guide the development of areas that are identified for substantial change. Both planning controls include the opportunity to set 'deemed to comply' provisions and to more clearly express minimum and maximum requirements for development outcomes. It may be that these controls provide a more appropriate framework for development within Pakenham and Officer.

Recommendations
Update terminology within the Planning Scheme for the Pakenham and Officer Activity Centres to align with their designations in Plan for Victoria.

Review the Pakenham Major Activity Centre Structure Plan and Activity Centre Zone – Schedule 1.

Undertake a review of the planning framework for the Officer Town Centre by no later than 2029.

3.6 Flood Hazard

The Planning Scheme Reviews Advisory Note outlines the following matter that is recommended to be considered in this Planning Scheme Review:

Environmental risks
Identify where mapping of environmental risks should be updated.

Context

Parts of the Cardinia Shire are vulnerable to riverine and overland flooding.

The risk of flooding and inundation is identified in the Cardinia Planning Scheme through the application of the Urban Floodway Zone, Floodway Overlay, Land Subject to Inundation Overlay and the Special Building Overlay. The age of the flood studies that underpin the application of these controls is varied.

These controls are supported by local policy direction in the Municipal Planning Strategy at Clause 02.03-3 (Environmental risks and amenity) and Clause 13.03-1L (Floodplain management), which contains the following singular strategy:

> *Support the maintenance and upgrade of levee banks in the Koo Wee Rup Flood Protection District, particularly along the Bunyip Main Drain.*

Council's *Climate Change Adaptation Strategy* identifies that climate change is expected to result in more extreme flooding impacts and an increased risk of coastal inundation in the future.

There is ongoing flood intelligence investigations and planning reform that is expected to result in significant change to the way that flood hazard is identified and managed within the Cardinia Planning Scheme.

Melbourne Water is the relevant floodplain manager within the Cardinia Shire. It is undertaking extensive modelling to update flood information across the metropolitan area as part of the Greater Melbourne Flood Information Program. Within Cardinia Shire, Melbourne Water is undertaking six projects to update flood modelling for the following:

- Lang Lang River.
- Bunyip River.

- Woori Yallock Creek.
- Cardinia, Toomuc, Deep and Ararat Creeks.
- Stormwater drains.
- Dalmore Outfalls.

The updated flood modelling was subject to public consultation in August 2025 and Melbourne Water is refining the flood modelling. It is expected that updated flood modelling will be finalised in the forthcoming year.

Alongside updated flood modelling, the Department of Transport and Planning, Melbourne Water and Catchment Management Authorities have been developing new risk-based planning policy and planning and building controls to provide clearer flood risk information.

It is expected that new planning policy and controls for managing flood risk will be introduced into the Victoria Planning Provisions later this year. It is unclear whether the new controls will be applied to implement the updated flood models into the Cardinia Planning Scheme.

Part A Planning Scheme Review Submissions & Commentary

Flood hazard was identified as a significant issue through stakeholder engagement on the Part A Planning Scheme Review.

The Part A Planning Scheme Review Report identified that there is currently a disconnect between the Municipal Planning Strategy and local policy direction in relation to flood risk and that there is a significant opportunity to update Clause 13.03-1L (Floodplain management) to better capture flood hazard and risk identified by stakeholders in consultation.

Specifically, the Part A Report identifies that Clause 13.03-1L (Floodplain management) should be updated to reflect the flood hazard from both riverine and overland flooding.

Some commentary in relation to Clause 13.03-1L (Floodplain management) also advances a view that the policy has limited effectiveness because it only has one strategy.

Analysis & Review

The extent of the policy gap at Clause 13.03-1L (Floodplain management) is not entirely clear. The local policy is to be 'read down' with the State policy, which covers a broad field of issues and policy directions in relation to floodplain management.

It is expected that the State level policy for flooding and inundation at Clause 13.03-1S (Floodplain management) will be updated and amended later this year, as part of State Government reform to implement risk-based planning controls and policy.

It would be prudent to await the introduction of any new State level policy and planning provisions prior to undertaking a review and update of the local policy at Clause 13.03-1L (Floodplain management).

In the meantime, an immediate update to the Municipal Planning Strategy can recognise the sources of flooding as riverine and overland flows.

Recommendations
Amend Clause 02.03-3 (Environmental risks and amenity) to identify riverine and overland flows as flood risks within the municipality.

Work with Melbourne Water to implement updated flood modelling into the planning scheme.

Review the local policy at Clause 13.03-1L (Floodplain management) following any amendment to State level policy as part of the State Government's flood reforms expected to be implemented by the end of 2026.

3.7 Tourism & Recreation

Context

Tourism within Cardinia Shire is a valuable contributor to the local, regional and State economies. The Shire contains iconic tourist attractions including Puffing Billy Railway and Gumbuya World. The towns and rural areas within the three green wedges are also key destinations for local, interstate and overseas tourists.

The Municipal Planning Strategy states at Clause 02.03-7 (Economic development):

> *Tourism also plays an important role within the wider business community, with opportunities for visitors to experience the area's boutique farm produce, arts and crafts, cultural and historic locations, and the natural environment.*
>
> *The Cardinia Western Port Green Wedge also has scope to build a successful tourism industry based on its produce. There needs to be a balanced approach between supporting new and growing businesses and protecting the green wedge environmental and rural assets upon which the business is based.*

The Strategic Directions encourage the establishment of tourism land uses in rural townships and recognise key tourist attractions of regional and State significance, including the Pakenham Racecourse, Puffing Billy Railway and Gumbuya World.

There is a local policy at Clause 17.04-1L (Tourism), which has various strategies.

Part A Planning Scheme Review Submissions & Commentary

The Part A Report identified that there is a disconnect between the tourism opportunities identified in the Municipal Planning Strategy at Clause 02.03-7 (Economic development) and the local policy at Clause 17.04-1L (Tourism). The Report particularly considers the following changes are required to the policy:

- Greater focus on Gumbuya World, Racecourses and the Odyssey Trail (rural township tourism).
- Responding to submissions to the Part A Review which recommend changes for policy in relation to Puffing Billy Railway and food and cultural experiences.
- Promoting agritourism in all three green wedge regions.

- Better recognising natural assets such as Bunyip State Park and Kurth Kiln as flagship natural tourism locations.

The Part A Report identifies that stakeholder feedback could inform updates to the local policy in the Part B Review.

Analysis & Review

The current policy at Clause 17.04-1L (Tourism) can be distilled into the following themes:

- Managing the adverse impacts of tourism development on amenity, the environment and scenic landscapes.
- Encouraging tourism in the Western Port green wedge that has a link to agriculture and does not adversely affect agricultural productivity.
- Encouraging tourism use and development in Emerald, Upper Beaconsfield and Gembrook.

While the local policy states that tourism is clearly supported and encouraged within the Western Port green wedge and Emerald, Upper Beaconsfield and Gembrook, there is a lack of overarching support for tourism outside of these areas. Even where some tourism destinations are specifically mentioned (such as Puffing Billy Railway), the policy is generally expressed in terms of managing its impact, rather than supporting or encouraging its economic contributions.

There is an emerging policy gap in the encouragement of broader tourism opportunities, beyond specific townships, the Western Port Green Wedge or specific tourism destinations. As identified in the Part A Review, other attractions such as Gumbuya World, the Pakenham Racecourse, Bunyip State Park and Kurth Kiln have no policy directions.

There is an opportunity to leverage the Shire's natural assets and green wedge location to support growth in visitor numbers, overnight stays and the broader tourism industry. While State policy does provide high level guidance on these issues (particularly in relation to accommodation and natural assets), there is a need to develop locally-specific policy.

Council's *Economic Development Strategy 2023-2027* has an objective to support and grow the tourism sector within Cardinia and to increase visitor spend and yield.

The Council Plan 2025-2029 includes an initiative to *Support implementation of the Tourism East Destination Management Plan and report progress annually.*

The *Tourism East Destination Management Plan* notes that:

> *Cardinia Shire Council does not have a current GWMP* [for the Dandenong Ranges and Southern Ranges Green Wedges] *and a plan is needed to guide the planning frameworks for tourism development in the region.*

The absence of Green Wedge Management Plans for the Dandenong Ranges and Southern Ranges Green Wedges reinforces some of the policy gap that exists. This leads to both the Municipal Planning Strategy and Clause 17.04-1L being silent on tourism in these areas and advancing directions only for the Western Port Green Wedge.

The *Tourism East Destination Management Plan* contains specific actions to support the continued development of Puffing Billy Railway and to introduce nature based activities for Emerald Lake and Cardinia Reservoir. It also seeks to promote overnight stays, investment in new tourism accommodation and leveraging food and drink opportunities.

While some changes are able to be made to the existing policy now to support tourism in line with the Council Plan and directions from the *Tourism East Destination Management Plan,* it is evident that there is a need for an overarching strategy to guide future tourism directions within the Shire.

We observe that Council is undertaking the development of Green Wedge Management Plans for the Dandenong Ranges and the Southern Ranges Green Wedges and that the Council's Economic Development Strategy is due for review and renewal in 2027. The Council Plan 2025-2029 identifies this review as a key initiative.

The development of these strategies should consider opportunities for tourism and provide the policy basis for future tourism directions that are not supported by existing strategic work.

Recommendations
Amend Clause 02.03-7 (Economic development) to recognise tourism opportunities.

Amend Clause 17.04-1L (Tourism) to include policy directions from the Council Plan 2025-2029 and Tourism Destination East Management Plan.

Explore opportunities for tourism in the development and review of Council's Green Wedge Management Plans and Economic Development Strategy.

3.8 Extractive Industries

Context

The Cardinia Shire contains stone and sand resources that are of State and regional significance. The Shire is one of the top five strategic extractive resource locations in Victoria and is the second highest sand producing local government area within the state.

The Municipal Planning Strategy recognises that there are significant hard rock stone resources to the north of the Princes Highway, while the Lang Lang to Grantville region in the south of the Shire contains significant sand and gravel resources. It also recognises that areas identified for resource extraction overlap with areas of high landscape and environmental values and that potential amenity impacts can arise from extractive industry operations.

Land in Nyora West and Lang Lang has been identified as a Strategic Extractive Resource Area (SERAs). The State Resource Overlay and Special Use Zone apply in these areas to facilitate and protect the opportunity to extract resources of state and regional significance. In the case of Lang Lang, these controls were only recently introduced into the Planning Scheme by Amendment GC263 in April 2026.

There are two local policies at Clause 14.03-1L.

Clause 14.03-1L-01 (Extractive industries) is a broad policy that seeks to consider transport, environmental and land use compatibility impacts of extractive industry.

Clause 14.03-1L-02 (Sand extraction – Land Lang to Grantville) applies specifically to land 'in the Lang Lang area, generally south of the Lang Lang River'. It is a more detailed policy than Clause 14.03-1L-01 and seeks similar outcomes, with the addition of strategies to promote rehabilitation of land after resource extraction.

Part A Planning Scheme Review Submissions & Commentary

The Part A Report identified consistent stakeholder views about the impacts of extractive industries, particularly in relation to landscape, transport, employment and protection of sensitive uses.

The Part A Report identifies that Clause 14.03-1L-02 (Sand extraction – Lang Lang to Grantville) requires updating to be consistent with the State policy at Clause 14.03-1S (Resource exploration and extraction) and consideration should be given to whether

the Lang Lang Township Strategy requires review. The Part A Report also states that the Lang Lang Bypass '*should be identified in a way consistent with transport of extractive industries in a way that protects the amenity of the area and minimises the impact on surrounding areas*'.

Analysis & Review

We have reviewed the local policy at Clause 02.03-4 (Natural resource management) and Clause 14.03-1L-02 (Sand extraction – Lang Lang to Grantville) in the context of the State policy at Clause 14.03-1S (Resource exploration and extraction).

The State policy was amended to introduce relevant policy directions for SERAs by Amendment VC196 in 2021. The key additions to the policy were to identify and protect resources within SERA areas and to facilitate the use and development of SERA areas for extractive industries and other compatible land uses.

The local policy at Clause 14.03-1L-02 (Sand extraction – Lang Lang to Grantville) is broadly consistent with the directions of the State policy. The objective of the policy, which seeks to protect the sand resource aligns with the State objective. The accompanying strategies focus on addressing rehabilitation and amenity and environmental impacts of resource extraction. In this regard, the local policy builds on State level strategies which seek to ensure that the exploration and extraction of the resource is consistent with overall planning considerations and acceptable environmental practice.

There is an opportunity to amend the Strategic Directions at Clause 02.03-4 (Natural resource management) to recognise the SERA classification and the increased demand for resources in the Lang Lang and Nyora West communities.

At a broader strategic level, the changing context for extractive industries provides a catalyst for reviewing the appropriateness of settlement planning for the Lang Lang Township. The Lang Lang Township Strategy is 17 years old and the town has experienced growth and change in its population, as well as an increase in quarrying activities and related impacts. The State Resource Overlay buffer to quarrying operations extends to land on the eastern and south-eastern edges of the township. A review of the Lang Lang Township Strategy provides an opportunity to manage the township's future growth, consider and resolve potential land use conflict consistent with policy directions at Clauses 13.07-1S (Land use compatibility) and 14.03-1S

(Resource exploration and extraction) and assess opportunities to manage transport impacts from extractive industry. The review of the Township Strategy should be considered as part of the broader recommendations in relation to townships and settlement planning identified in Sections 3.1 and 3.4 of this report.

In relation to transport impacts and the delivery of the Lang Lang Bypass, the Strategic Directions at Clause 02.03-8 'Transport' state that Council's strategic directions for transport are to (among other things):

> *Facilitate the completion of the Lang Lang bypass to keep the heavy vehicles associated with the sand extraction industry out of the Town Centre.*

In addition, State policy at Clause 14.03-1S (Resource exploration and extraction) includes a strategy to:

> *Recognise the possible need to provide infrastructure, including transport networks, for the exploration and extraction of natural resources.*

The local policy at Clause 14.03-1L-02 (Sand extraction – Lang Lang to Grantville) has a strategy to:

> *Transport the extracted resource to its end use in an efficient and safe manner that protects the amenity of the area and minimises the impacts on existing service levels.*

There is clear recognition in policy that the transport impacts of extractive industries require consideration at the planning application stage. The transport and associated safety and amenity impacts are a significant issue for the Lang Lang community.

In the absence of the delivery of the bypass, these impacts are likely to continue and increase, as existing industry expands and identified resource opportunities in the SERA program are realised. Council's *2026 State Government Advocacy Prospectus* seeks $57 million from the State and Federal Government to begin planning and construction of a dedicated truck bypass.

While Council continues to advocate for the planning and delivery of the Bypass, the existing settings within the Municipal Planning Strategy and the Planning Policy Framework remain appropriate.

The delivery of the Bypass would be consistent with the existing state and local policy directions in the scheme, that recognise the need to provide transport networks for the extraction of resources.

Recommendations
Amend Clause 02.03-4 (Natural resource management) to recognise the SERA classifications of resources in Lang Lang and Nyora West.

Continue to advocate for the delivery of the Lang Lang Bypass.

3.9 Employment & Jobs

Context

The need for local employment opportunities to support and service the growing resident population is an identified issue within the Municipal Planning Strategy at Clause 02.03-7 (Economic development).

The Officer-Pakenham State-significant Industrial Precinct (SSIP) is one of five SSIPs in metropolitan Melbourne that are identified as strategic locations for future industrial land supply across metropolitan Melbourne. It is the largest industrial precinct within the Shire and includes the Officer South (Employment) Precinct, the Cardinia Road Employment Precinct, the Pakenham South Employment Precinct and the Pakenham West Employment Precinct, which are collectively expected to deliver approximately 40,000 jobs at full occupation.

The SSIP is classified under the *Melbourne Industrial and Commercial Land Use Plan* (MICLUP) and within the Planning Scheme as State significant industrial land. Policy at Clause 17.03-3S (Significant industrial land) seeks to protect state significant industrial land from incompatible land uses, maintain buffer distances from sensitive and incompatible uses and ensure sufficient availability of industrial land.

Smaller local industrial precincts are located throughout the Shire.

The Officer-Pakenham Business Corridor is also identified under MICLUP as regionally significant commercial land.

The Shire's activity centres serve different roles and catchments in supporting both the local resident population for its retail, commercial and service needs and in providing for local job opportunities.

As discussed earlier in this section of the report, the Shire's green wedges support employment and job opportunities in the agriculture and tourism sectors, which are also recognised as key economic activity generators.

Part A Planning Scheme Review Submissions & Commentary

The Part A Review Report identified concerns about the ability to deliver sufficient local jobs within the municipality in the future to support a growing population.

Identified issues include the presence of non-industrial uses and competing, low employment generating land uses, such as places of worship, data centres and battery energy storage systems within industrial areas. The Pat A Review Report also identified the role of the SSIP in delivering manufacturing and industrial jobs.

The strong state policy for the SSIP was acknowledged, but the Part A Review Report recommends greater local policy support to ensure competing land uses are not established within significant industrial precincts.

The Part A Report also makes specific observations about employment within the Officer and Pakenham Major Activity Centres and clarity in terms of the delivery of housing and other non-commercial or industrial uses which may compete for land and floorspace in core industrial or commercial areas. This commentary is generally reviewed and analysed in Section 3.5 above. However, there are some further overarching issues which we consider within this section.

The Part A Report recommends that Clauses 02.03-7 (Economic development) and the Cardinia Employment Areas map at Clause 02.04-5 be updated to provide local policy guidance for the Shire's employment areas, with connection to the Council Plan 2025-2029 directions related to Prosperous Economies and the role of the Officer-Pakenham SSIP. It also questions whether a local policy is required at Clause 17.03-3L to outline the critical importance of the SSIP for jobs.

Analysis & Review

There is a need to update Clause 02.03-7 (Economic development) to reflect the Council Plan's objective statement about attracting new industries, encouraging innovation and generating jobs within the community. The references to the Officer-Pakenham SSIP should also be updated to acknowledge the Cardina Road Employment Precinct and the Officer South (Employment) Precinct and their key role in delivering jobs growth.

In terms of non-industrial uses establishing within industrial areas, we observe that there is no local policy guidance for discretionary uses in these locations. This is a similar issue to that explored in relation to green wedges earlier in this section of the report. While State policy at Clause 17.03-3S seeks to protect State-significant industrial land from incompatible land uses, there is an opportunity to develop local policy to support appropriate decision-making. This policy could be introduced at Clause 17.03-3L or alternatively at Clause 17.03-1L 'Industry'.

Further research may be required in relation to how appropriate policy directions can be explored for data centres. We observe that the appropriate siting, design and impacts of data centres is a significant issue at a metropolitan level.

More broadly, the Shire's activity centres could benefit from clearer direction about their role and hierarchy, as we observed in Section 3.5 above.

While Clause 02.03-1 briefly describes the designation of seven of the Shire's activity centres, there are no detailed or appropriate policy directions for the role of each centre or how different centres will develop. We also observe that not all of the centres in the Strategic Framework Plan at Clause 02.04-4 are listed in the Strategic Directions.

The Amendment C250card Panel Report included a recommendation to list and map each activity centre. While the centres are mapped, the recommendation for the list has not been adopted. In our view, it would be appropriate to introduce a table at Clause 02.03-1 'Settlement' to more clearly list each activity centre.

Additionally, while the Strategic Directions for Activity Centres include "*encouraging development that reinforces the hierarchy of activity centres in the urban area",* we observe that neither Clause 02.03-1 or the local policy at Clause 11.03-1L clearly define the hierarchy of centres, or what the role of each centre is. While Plan for Victoria and State policy define a role for Activity Centres – Housing Choice and Stations (formerly Major Activity Centres), there is no discernible description in the planning scheme for neighbourhood activity centres, nor what defines the difference between 'large' and standard neighbourhood activity centres, in terms of their role, location or catchment.

Appropriately defining the role of each centre will support Council directions about reinforcing the hierarchy of centres and support effective decision-making about the sort of commercial activities expected.

Recommendations
Amend Clause 02.03-7 (Economic development) to reflect the objective outlined in the Council Plan 2025-2029 in relation to economic development and refine the role of the Officer-Pakenham SSIP and the Officer-Pakenham Business Corridor as the key industrial, commercial and employment corridor within the Shire.

Amend Clause 02.03-1 (Settlement) to list activity centres and tabulate all centres.

Introduce a strategy under policy at either Clause 17.01-3L (as a new local policy) or 17.01-1L (Diversified economy – Cardinia) to support employment generating uses and discourage non-compatible and low employment generating uses in the SSIP.

Undertake further strategic work to clearly define the role of each activity centre.

3.10 Transport & Infrastructure

Context

As a growing municipality, the timely delivery of transport, service and community infrastructure is important to support population and economic growth.

Strategic directions within the Municipal Planning Strategy at Clause 02.03-9 (Infrastructure) acknowledge that infrastructure provision is one of the major issues facing the municipality. It sets out key strategic directions for the delivery of physical and social infrastructure, including arts and cultural facilities and a strong focus on the delivery of open space.

Clause 02.03-8 (Transport) sets out key strategic directions that acknowledge the provision of public, active and sustainable transport options is challenged by the dispersed nature of settlements within the municipality. It recognises the need to improve road infrastructure and public and active transport options, as well as identifying the opportunity for a third airport to support tourism and trade.

Part A Planning Scheme Review Submissions & Commentary

The Part A Report identifies transport and infrastructure as key issues, with submissions focusing on:

- Road widths in new suburbs and availability of on-street parking.
- Public transport.
- Footpaths and limitations for active transport.
- Road safety and the need for slower speeds on roads.
- The South-East regional airport.

The Report recommends that Clauses 02.03-8 (Transport) and 02.03-9 (Infrastructure) be updated as appropriate to reflect the strategic objectives from the Council Plan 2025-2029 and stakeholder feedback.

It also recommends that policy at Clause 18 (Transport) be reviewed in the context of Plan for Victoria, including for the South-East regional airport.

Analysis & Review

The timely provision of transport and infrastructure within growth areas is a significant issue. The Advisory Committee report into the Officer South (Employment) PSP noted the complexities in delivering expected growth alongside the need for the timely provision of infrastructure. It is State policy to support the orderly sequencing of development and infrastructure to ensure that communities can be appropriately sustained. The Municipal Planning Strategy recognises the challenges when infrastructure is not delivered appropriately.

In relation to transport, Council has developed a draft Pedestrian and Bicycle Strategy (2026), which is proposed to be considered by Council for adoption in October 2026 and contains key strategic directions to support active transport in the Shire. There is an opportunity to update directions in Clause 02.03-8 (Transport) and Clause 18.01-3L (Pedestrian and bicycle networks) to reflect the emerging strategic direction.

Clause 02.03-9 (Infrastructure) provides a good overview of the need to ensure the timely provision of infrastructure to meet community needs and to deliver open space and recreation facilities. The clause could benefit from a strategic direction which links to the introductory text about the timely provision of infrastructure. This provides a connection with the objective in the Council Plan 2025-2029.

As noted in the Part A Report, we have reviewed the strategic direction in Plan for Victoria for the south-east airport. Plan for Victoria includes an indicative location of the airport within the Shire, close to Western Port. The directions at Clause 18.02-7L (Airport) remain appropriate, but the policy documents require updating to reflect Plan for Victoria.

Recommendations
Amend Clause 02.03-8 (Transport) to include the strategic directions from the Pedestrian and Bicycle Strategy (2026), once adopted by Council.

Amend Clause 18.01-3L (Pedestrian and Bicycle Strategy) to include the strategic directions from the Pedestrian and Bicycle Strategy (2026), once adopted by Council.

Amend Clause 18.02-7L (Airport) to update the policy document reference to Plan for Victoria.

Amend Clause 02.03-9 (Infrastructure) to include a strategic direction for the timely provision of infrastructure, in line with the objective in the Council Plan 2025-2029.

Continue to advocate to the State Government in relation to road safety and lowering speed limits on arterial roads.

4. Review of Zone, Overlay and Particular Provision Schedules

The Part A Review Report undertook a detailed review of zone, overlay and particular provision schedules within the Planning Scheme to respond to the Ministerial Direction on Form and Content and relevant practice guidance.

The Part A Review Report made some recommendations for changes to zone and overlay schedules that were identified as being 'policy neutral', such as to update reference to the relevant Department or agency responsible for planning permit application referrals or to remove duplication from the planning scheme.

However, the report also identified some changes that were not policy neutral and/or required further strategic work.

This Part B Review has considered those recommendations and has also further analysed the zones, overlays and other provisions of the Planning Scheme to consider whether the provisions comply with the Ministerial Direction on the Form and Content of Planning Schemes and relevant practitioner guidance.

A summary of the findings of this analysis is set out within the tables below. Where changes are capable of being made without further strategic work (including those identified within the Part A Review Report), we have made those changes in the marked up ordinance shown at **Appendix A**.

Unless otherwise identified in this report, the Part B Review endorses the recommendations of the Part A Review Report.

4.1 Zones

Sch.	Issues	Recommendations
Residential Zones		
LDRZ1	The subdivision requirements specify three different minimum lot sizes. The land to which each requirement applies is generally well identified. However, a better practice approach would be to adopt a separate schedule for each area, so that the subdivision requirement is clear.	Separate the land into individual LDRZ schedules based on subdivision requirements.
LDRZ2	Complies with the Ministerial Direction and Practice Guidance.	No change.
LDRZ3	Complies with the Ministerial Direction and Practice Guidance.	No change.
MUZ	Complies with the Ministerial Direction and Practice Guidance.	No change.
RGZ1	The Schedule lacks a name, which is required by the Ministerial Direction. Clause 32.07-1 states that a Schedule to the RGZ must contain design objectives to be achieved for the area. The RGZ1 contains no design objective and is non-compliant with the Ministerial Direction. Further strategic work is required to determine objectives.	Amend the Schedule to include a name. Undertake further strategic work to develop design objectives for areas where the RGZ1 applies.
GRZ1	Complies with the Ministerial Direction and Practice Guidance.	No change.
NRZ1	The Schedule lacks a name, which is required by the Ministerial Direction. Clause 32.09-1 states that a Schedule to the NRZ must contain neighbourhood character objectives for the area. The NRZ1 contains no design objective and is non-compliant with the Ministerial Direction. Further strategic work is required to determine objectives.	Amend the Schedule to include a name. Undertake further strategic work to develop design objectives for areas where the NRZ1 applies.
NRZ2	Complies with the Ministerial Direction and Practice Guidance.	No change.

Sch.	Issues	Recommendations
Industrial Zones		
IN1Z	Complies with the Ministerial Direction and Practice Guidance.	No change.
Commercial Zones		
C1Z	Complies with the Ministerial Direction and Practice Guidance.	No change.
Rural Zones		
RLZ1	Complies with the Ministerial Direction and Practice Guidance.	No change.
RLZ2	Complies with the Ministerial Direction and Practice Guidance.	No change.
GWZ1	Complies with the Ministerial Direction and Practice Guidance.	No change.
GWZ2	Complies with the Ministerial Direction and Practice Guidance.	No change.
GWAZ1	Complies with the Ministerial Direction and Practice Guidance.	No change.
GWAZ2	Complies with the Ministerial Direction and Practice Guidance.	No change.
RCZ1	Complies with the Ministerial Direction and Practice Guidance.	No change.
RCZ2	Complies with the Ministerial Direction and Practice Guidance.	No change.
FZ1	The Schedule needs to be updated to include the setback requirement for a waterway, wetland or designated floodplain in order to comply with the Ministerial Direction.	Amend the Schedule to include a setback requirement for a waterway, wetland or designated floodplain.
FZ2	The Schedule needs to be updated to include the setback requirement for a waterway, wetland or designated floodplain in order to comply with the Ministerial Direction.	Amend the Schedule to include a setback requirement for a waterway, wetland or designated floodplain.
Public Land Zones		

Sch.	Issues	Recommendations
PUZ	The Schedule specifies permit exemptions and conditions and refers to "Melbourne Parks and Waterways". This should be updated to Parks Victoria.	Amend the Schedule to update reference to Parks Victoria.
PPRZ	Complies with the Ministerial Direction and Practice Guidance.	No change.
PCRZ	Complies with the Ministerial Direction and Practice Guidance.	No change.
Special Purpose Zones		
SUZ1	The Table of uses within the Schedule requires updating to reflect changes to land use terms. The Minister has approved Amendment C283card to correct land use terms. The Application requirements and Decision guidelines need to be relocated to Use, Subdivision and Buildings and works to comply with the Ministerial Direction.	Amend the Schedule to relocate the Application requirements and Decision guidelines.
SUZ3	The Table of uses within the Schedule requires updating to reflect changes to land use terms. The Minister has approved Amendment C283card to correct land use terms. The Table of uses also lists "Any other use" in both Section 2 and Section 3. The Application requirements and Decision guidelines need to be relocated to Use, Subdivision and Buildings and works to comply with the Ministerial Direction.	Amend the Schedule to relocate the Application requirements and Decision guidelines. Amend the Schedule to delete "Any other use not in Section 1 or 2" from Section 3.
SUZ4	The Schedule requires significant review to conform with the Ministerial Direction on Form and Content.	Review the Schedule in conjunction with the Department of Transport and Planning – New Communities.
SUZ5	The Table of uses within the Schedule requires updating to reflect changes to land use terms. The Minister has approved Amendment C283card to correct land use terms.	Review the signage controls in the Schedule and

Sch.	Issues	Recommendations
	It is unclear whether the permit exemption for signs internal to the venue is consistent with the head provision of the SUZ. It appears that Clause 37.01-5 only allows the schedule to specify a different category of signage. It is unlikely that the SUZ5 is exempting a requirement for a sign under Clause 52.05.	undertake further strategic work if necessary.
SUZ6	The Table of uses within the Schedule requires updating to reflect changes to land use terms. The Minister has approved Amendment C283card to correct land use terms. The reference to the Roads Corporation requires an update to the Head, Transport for Victoria.	Amend the Schedule to update reference to the Roads Corporation to the Head, Transport for Victoria.
SUZ7	The requirement for subdivision is listed under Decision guidelines and needs to be relocated above the heading.	Amend the Schedule to relocate the subdivision requirement.
SUZ8	Complies with the Ministerial Direction and Practice Guidance.	No change.
SUZ9	Complies with the Ministerial Direction and Practice Guidance.	No change.
CDZ1	The Schedule has too many Purposes. The Ministerial Direction allows for five (5) objectives. The Table of uses within the Schedule requires updating to reflect changes to land use terms. The Minister has approved Amendment C283card to correct land use terms. The Heading at Clause 2.0 'Local Structure Plan' does not comply with the Ministerial Direction. The reference to the Roads Corporation requires an update to the Head, Transport for Victoria. The Schedule includes a neighbourhood and site description as an application requirement for single and multi-unit development. The	Amend Schedule to: • Consolidate the Purposes. • Update reference to the Roads Corporation to the Head, Transport for Victoria. • Delete the requirement for a Neighbourhood and Site Description. Review whether the Local Structure Plan requirements can remain in the schedule.

Sch.	Issues	Recommendations
	requirement no longer reflects the requirements in Clause 54 and Clause 55 and should be deleted. The Schedule to Clause 72.04 identifies that the CDZ1 should be reviewed and rezoned to standard zones where development is complete.	Review the application of the CDZ1 and whether the land can be rezoned to standard zones.
CDZ2	The Table of uses within the Schedule requires updating to reflect changes to land use terms. The Minister has approved Amendment C283card to correct land use terms. The Decision guidelines need to be relocated to Use, Subdivision and Buildings and works to comply with the Ministerial Direction. The Schedule to Clause 72.04 identifies that the CDZ2 should be reviewed and rezoned to standard zones where development is complete.	Amend the Schedule to relocate the Decision guidelines. Review the application of the CDZ2 and whether the land can be rezoned to standard zones.
CDZ3	The Table of uses within the Schedule requires updating to reflect changes to land use terms. The Minister has approved Amendment C283card to correct land use terms.	Review the Table of uses within the Schedule.
UFZ	Complies with the Ministerial Direction and Practice Guidance.	No change.
UGZ1	The Table of uses within the Schedule requires updating to reflect changes to land use terms. The Minister has approved Amendment C283card to correct land use terms. The Application requirements and Decision guidelines require change to include the guidance language in the Ministerial Direction.	Amend the Schedule to update the introductory language for Application requirements and Decision guidelines.
UGZ2	The Table of uses within the Schedule requires updating to reflect changes to land use terms. The Minister has approved Amendment C283card to correct land use terms. The Application requirements and Decision guidelines require change to include the guidance language in the Ministerial Direction.	Amend the Schedule to update the introductory language for Application requirements and Decision guidelines.

Sch.	Issues	Recommendations
UGZ3	The Table of uses within the Schedule requires updating to reflect changes to land use terms. The Minister has approved Amendment C283card to correct land use terms.	Review the Table of uses within the Schedule.
UGZ4	Complies with the Ministerial Direction and Practice Guidance.	No change.
UGZ5	Complies with the Ministerial Direction and Practice Guidance.	No change.
UGZ6	Complies with the Ministerial Direction and Practice Guidance.	No change.
UGZ7	Complies with the Ministerial Direction and Practice Guidance.	No change.
ACZ1	The Schedule contains too many Land use and development objectives to be achieved. A maximum of 20 objectives (or one A4 page) is allowed. The Schedule contains 21 objectives. The rationalisation of an extra objective should be easy to achieve. More broadly, as identified earlier in this report, it is timely to review the ACZ1 and planning for the Pakenham Activity Centre.	As part of the review of the Pakenham Major Activity Centre Structure Plan, review the content and application of ACZ1 to determine whether it remains appropriate.

4.2 Overlays

Sch.	Issues	Recommendations
Environmental Significance Overlays		
ESO1	The Schedule has too many Environmental objectives to be achieved. The Ministerial Direction allows for only one (1) objective. The Permit requirements are expressed in unclear terms. The Decision guidelines include reference to the *Land Capability Study for the Cardinia Shire (February 1997)*. The Practitioner's Guide says that a Decision guideline can only include reference to a document if it is an incorporated document. The Land Capability Study is not an incorporated document.	Amend Schedule to: • Consolidate Environmental objectives to be achieved. • Update permit requirements. • Delete reference to the Land Capability Study in the Decision guidelines.
ESO2	The Schedule has too many Environmental objectives to be achieved. The Ministerial Direction allows for only one (1) objective. The Decision guidelines include reference to the State Environment Protection Policy (Waters of Western Port Bay and Catchment). The State Environment Protection Policy no longer exists. The Schedule includes reference to Background documents, which is inconsistent with the Ministerial Direction on Form and Content.	Amend Schedule to: • Consolidate Environmental objectives to be achieved. • Delete reference to the SEPP (Waters of Wester Port Bay and Catchment) in the Decision guidelines. • Delete reference to Background documents.
ESO3	The Statement of environmental significance contains reference to the Department of Sustainability and Environment, which is now generally functioning as the Department of Environment, Energy and Climate Action. There is an opportunity to update the Statement to be neutral.	Amend Schedule to: • Update the Statement of environmental significance. • Consolidate Environmental

Sch.	Issues	Recommendations
	The Schedule has too many Environmental objectives to be achieved. The Ministerial Direction allows for only one (1) objective. The reference to the referral requirement under Permit requirement is inconsistent with the Ministerial Direction on Form and Content.	objectives to be achieved. • Delete the referral requirement, which is appropriately located in the Schedule to Clause 66.04.
ESO4	The Schedule has too many Environmental objectives to be achieved. The Ministerial Direction allows for only one (1) objective. The Decision guidelines include reference to the *Land Capability Study for the Cardinia Shire (February 1997)*. The Practitioner's Guide says that a Decision guideline can only include reference to a document if it is an incorporated document. The Land Capability Study is not an incorporated document. The Decision guideline relating to an environmental and landscape impact assessment is an Application requirement and should be relocated. The Schedule includes reference to Background documents, which is inconsistent with the Ministerial Direction on Form and Content.	Amend Schedule to: • Consolidate Environmental objectives to be achieved. • Delete reference to the Land Capability Study in the Decision guidelines. • Relocate the environment and landscape impact assessment to an Application requirement. • Delete reference to Background documents.
ESO5	The Schedule has too many Environmental objectives to be achieved. The Ministerial Direction allows for only one (1) objective. The Permit requirements are malformed and expression requires updating. The Decision guidelines require updating to refer to the current Guidelines for the Removal, Destruction or Lopping of Native Vegetation.	Amend Schedule to: • Consolidate Environmental objectives to be achieved. • Amend the permit requirements. • Update the Decision guidelines to refer to the current Native

Sch.	Issues	Recommendations
		Vegetation Removal Guidelines.
ESO6	The Schedule has too many Environmental objectives to be achieved. The Ministerial Direction allows for only one (1) objective. The Permit requirements are expressed in unclear terms.	Amend Schedule to: • Consolidate Environmental objectives to be achieved. • Update permit requirements.
ESO7	The Schedule requires a name. The Part A PSR Report recommends Urban Conservation Area. The Schedule has too many Environmental objectives to be achieved. The Ministerial Direction allows for only one (1) objective. The Application requirements require updating to refer to the current Guidelines for the Removal, Destruction or Lopping of Native Vegetation.	Amend Schedule to: • Consolidate Environmental objectives to be achieved. • Update the Application requirements to refer to the current Native Vegetation Removal Guidelines.
Vegetation Protection Overlays		
VPO1	The Part A PSR Report identifies opportunities to streamline permit exemptions. The Schedule is otherwise compliant with the Ministerial Direction on Form and Content and relevant practice guidance.	Implement the Part A PSR Report recommendations for updating the Schedule's permit exemptions.
VPO2	The Part A PSR Report identifies opportunities to streamline permit exemptions. The Schedule is otherwise compliant with the Ministerial Direction on Form and Content and relevant practice guidance.	Implement the Part A PSR Report recommendations for updating the Schedule's permit exemptions.
VPO3	The Part A PSR Report identifies opportunities to streamline permit exemptions.	Implement the Part A PSR Report recommendations for updating the Schedule's permit exemptions.

Sch.	Issues	Recommendations
	The Schedule is otherwise compliant with the Ministerial Direction on Form and Content and relevant practice guidance.	
Significant Landscape Overlays		
SLO1	The Schedule refers to the railway throughout as the Puffing Billy Tourist Railway and the Emerald Tourist Railway Board. The *Puffing Billy Railway Act 2022* updates the name of the Railway and the Board. The Schedule requires amendment to align with the terms in the Act. The Statement of nature and key elements of landscape refers to a background document and is inconsistent with the Practitioner's Guide. As identified in the Part A PSR Report, the vegetation removal permit trigger requires adjustment to clarify that a permit is required to remove vegetation. The Decision guidelines introduce an informal notice or referral requirement and refer to a document which is not incorporated in the planning scheme. These must be deleted. The Schedule to Clause 66.06 also requires an update to refer to the Puffing Billy Railway Board.	Amend the Schedule to: • Align references to Puffing Billy Railway and the Puffing Billy Railway Board with the *Puffing Billy Railway Act 2022*. • Update the permit requirements. • Remove reference to background documents and informal notice/referral requirements in the Statement of nature and key elements of landscape and Decision guidelines.
SLO2	Complies with the Ministerial Direction and Practice Guidance.	No change.
SLO3	As identified in the Part A PSR Report, the vegetation removal permit trigger requires adjustment to clarify that a permit is required to remove vegetation.	Implement the Part A PSR Report recommendations for updating the Schedule's permit triggers.
SLO4	The reference to the notice requirement under Permit requirement is inconsistent with the Ministerial Direction on Form and Content and practice guidance.	Amend the Schedule to delete reference to the notice requirement.
SLO5	The reference to the notice requirement under Permit requirement is inconsistent with the Ministerial Direction on Form and Content and practice guidance.	Amend the Schedule to delete reference to the notice requirement.

Sch.	Issues	Recommendations
SLO6	Complies with the Ministerial Direction and Practice Guidance.	No change.
SLO7	The Part A PSR Report identifies opportunities to streamline permit exemptions. The Application requirements require relocation and the introductory text to be redrafted to comply with the Ministerial Direction on Form and Content.	Implement the Part A PSR Report recommendations for updating the Schedule's permit exemptions. Amend the Schedule to correct the Application requirements.
Heritage Overlay		
HO	The address for HO180 (Emerald Post Office and residence) is incorrect.	Amend the Schedule to correct the address for HO180.
Design and Development Overlays		
DDO1	The Permit requirements are expressed in unclear terms. The Decision guidelines refer to "Application requirements" rather than Decision guidelines and include reference to the *Land Capability Study for the Cardinia Shire (February 1997)*. The Practitioner's Guide says that a Decision guideline can only include reference to a document if it is an incorporated document. The Land Capability Study is not an incorporated document.	Amend Schedule to: • Update permit requirements. • Update the introductory language for Decision guidelines. • Delete reference to the Land Capability Study in the Decision guidelines.
DDO2	The Permit requirements are expressed in unclear terms.	Amend Schedule to update permit requirements.
DDO3	The Schedule has too many Design objectives. The Ministerial Direction allows for five (5) objectives. The Buildings and works requirements are unclear as to whether they are mandatory or discretionary. Some are expressed with 'must', while others are expressed with 'should'. However, the requirements are not mandatory unless accompanied by a statement that a permit cannot be granted to vary the requirement. The requirement for signage is	Amend Schedule to: • Consolidate Design objectives. • Delete the signage requirement. Review the buildings and works requirements to clarify whether those expressed with the term 'must' are

Sch.	Issues	Recommendations
	also beyond the power of the overlay and should be deleted.	intended to be discretionary or mandatory.
DDO4	The requirements in Clause 4.0 for Signs includes a permit requirement. Under Clause 62.02-2, a permit is not required for a sign and the DDO head provision does not trigger a permit for a sign unless the scheme specifies otherwise. Accordingly, the DDO4 cannot trigger a permit for a sign and the requirement should be deleted.	Amend the Schedule to delete the permit trigger for a sign. Review the signage requirements in the Schedule.
DDO5	Complies with the Ministerial Direction and Practice Guidance.	No change.
DDO6	Complies with the Ministerial Direction and Practice Guidance.	No change.
DDO8	Complies with the Ministerial Direction and Practice Guidance.	No change.
DDO9	Complies with the Ministerial Direction and Practice Guidance.	No change.
Incorporated Plan Overlays		
IPO1	Complies with the Ministerial Direction and Practice Guidance.	No change.
IPO2	The note in the Schedule is from the Ministerial Direction and should be deleted.	Amend the Schedule to delete the note.
IPO3	Complies with the Ministerial Direction and Practice Guidance.	No change.
Development Plan Overlays		
All	The Development Plan Overlay schedules have been extensively reviewed in the Part A PSR Report. We endorse the recommendations from the Part A PSR Report.	Implement the Part A PSR Report recommendations.
Erosion Management Overlays		
EMO	Complies with the Ministerial Direction and Practice Guidance.	No change.
Floodway Overlays		
FO	The Permit exemption at Clause 6.0 is non-compliant with the Ministerial Direction on Form and Content and should be relocated to Clause 3.0.	Amend the Schedule to relocate the permit exemption.

Sch.	Issues	Recommendations
	The exemption is already covered by the exemption in the head provision for roadworks on behalf of the Head, Transport for Victoria.	
Land Subject to Inundation Overlay		
LSIO	The Permit exemption at Clause 6.0 is non-compliant with the Ministerial Direction on Form and Content and should be relocated to Clause 3.0. The exemption is already covered by the exemption in the head provision for roadworks on behalf of the Head, Transport for Victoria.	Amend the Schedule to relocate the permit exemption.
Special Building Overlay		
SBO	The referral requirements at Clause 6.0 do not comply with the Ministerial Direction on Form and Content and largely repeat the text in Clause 66.	Amend the Schedule to delete Clause 6.0.
Bushfire Management Overlays		
BMO1	Complies with the Ministerial Direction and Practice Guidance.	No change.
BMO2	Complies with the Ministerial Direction and Practice Guidance.	No change.
State Resource Overlay		
SRO1	Complies with the Ministerial Direction and Practice Guidance.	No change.
SRO2	Complies with the Ministerial Direction and Practice Guidance.	No change.
SRO3	Complies with the Ministerial Direction and Practice Guidance.	No change.
Public Acquisition Overlay		
PAO	The Schedule requires updating to list the Head, Transport for Victoria as the acquiring authority for PAO1. Council advises that land relating to PAO4, PAO5 and PAO7 has been acquired and they can be rationalised from the Schedule and associated mapping.	Amend the Schedule to: • Update the acquiring authority for PAO1. • Delete PAO4, PAO5 and PAO7 and make associated mapping changes.

Sch.	Issues	Recommendations
Restructure Overlay		
RO	Complies with the Ministerial Direction and Practice Guidance.	No change.
Development Contributions Plan Overlays		
DCPO1	Complies with the Ministerial Direction and Practice Guidance.	No change.
DCPO2	Complies with the Ministerial Direction and Practice Guidance.	No change.
DCPO3	Complies with the Ministerial Direction and Practice Guidance.	No change.
DCPO4	Complies with the Ministerial Direction and Practice Guidance.	No change.
DCPO5	Complies with the Ministerial Direction and Practice Guidance.	No change.
Parking Overlays		
PO1	Complies with the Ministerial Direction and Practice Guidance.	No change.
PO2	Amendment VC277, which was gazetted in December 2025, revised the car parking provisions in Clause 52.06. The PO2 applies the Column B parking rates which have now been deleted from Clause 52.06. While Amendment VC311 introduced transitional provisions to allow for the Column B rates to continue to be applied in schedules to the PO, it may be timely for the PO2 to be reviewed to determine whether a different set of parking rates should be adopted.	Undertake a review of parking for the Officer Town Centre to determine whether the parking rates in PO2 are appropriate.
Infrastructure Contributions Overlay		
ICO1	Complies with the Ministerial Direction and Practice Guidance.	No change.
ICO2	Complies with the Ministerial Direction and Practice Guidance.	No change.
ICO3	Complies with the Ministerial Direction and Practice Guidance.	No change.
Specific Controls Overlay		
SCO	Complies with the Ministerial Direction and Practice Guidance.	No change.

4.3 Particular Provisions

Sch.	Issues	Recommendations
Clause 51 – Provisions that apply only to a specified area		
51.01	Complies with the Ministerial Direction and Practice Guidance.	No change.
51.02	The Part A PSR Report identified that there are some issues where the Green Wedge Core Provisions prohibit uses that are permissible under the zones (such as SUZ7: Industry, Manufacturing Sales and Office). Council is preparing Green Wedge Management Plans for the Southern Ranges Green Wedge and Yarra Valley and Dandenong Ranges Green Wedge. The development of those Green Wedge Management Plans should consider whether further exemptions from the Green Wedge Core Provisions are required.	As part of the development and review of Green Wedge Management Plans, consider whether amendments to the Schedule to Clause 51.01 are required.
Clause 52 – Provisions that require, enable or exempt a permit		
52.02	Complies with the Ministerial Direction and Practice Guidance.	No change.
52.05	Complies with the Ministerial Direction and Practice Guidance.	No change.
52.16	Complies with the Ministerial Direction and Practice Guidance.	No change.
52.17	The Part A PSR Report identifies that the Pakenham Bypass, Cardinia Reservoir Park and Cardinia Road Railway Station exemptions are no longer required and should be deleted from the Schedule.	Implement that Part A PSR Report changes.
52.28	The Schedule contains too many Objectives. The Ministerial Direction on Form and Content allows a maximum of five (5) objectives.	Amend the Schedule to reduce the number of Objectives.
52.32	Complies with the Ministerial Direction and Practice Guidance.	No change.
52.33	Complies with the Ministerial Direction and Practice Guidance.	No change.

Clause 53 – General requirements and performance standards		
53.01	Complies with the Ministerial Direction and Practice Guidance.	No change.
53.06	Complies with the Ministerial Direction and Practice Guidance.	No change.
53.15	Complies with the Ministerial Direction and Practice Guidance.	No change.

4.4 General Provisions

Sch.	Issues	Recommendations
Clause 66 – Referral and Notice Provisions		
66.04	The Department of Transport and Planning – New Communities (which incorporates the executive functions of the former Victorian Planning Authority) consents to its removal as referral authority for applications under UGZ4 and UGZ5.	Amend the Schedule to delete the referral requirements under UGZ4 and UGZ5 to the Victorian Planning Authority.
66.06	The Schedule requires updating for the legal names of the National Trust of Australia (Victoria) and the Puffing Billy Railway Board.	Amend the Schedule to correct the names of the National Trust of Australia (Victoria) and the Puffing Billy Railway Board.

4.5 Operational Provisions

Sch.	Issues	Recommendations
72.01	Complies with the Ministerial Direction and Practice Guidance.	No change.
72.02	Complies with the Ministerial Direction and Practice Guidance.	No change.
72.03	Complies with the Ministerial Direction and Practice Guidance.	No change.
72.04	Complies with the Ministerial Direction and Practice Guidance.	No change.
72.05	Complies with the Ministerial Direction and Practice Guidance.	No change.

Sch.	Issues	Recommendations
72.08	Complies with the Ministerial Direction and Practice Guidance.	No change.
74.01	The Schedule contains reference to the Special Use Zone 2 (Recreation and Tourism) which is no longer applied in the Planning scheme. The Schedule does not reference the application of SUZ8 and SUZ9. The Schedule does not reference the application of ICO2 and ICO3. The Schedule does not reference the application of the State Resource Overlay.	Amend the Schedule to update references to relevant zone and overlay provisions.
74.02	The Schedule complies with the Ministerial Direction and Practice Guidance. As identified in the Part A Report, there is a need to review and rationalise the schedule to: • Remove strategic work that is already complete. • Remove strategic work which has been superseded by other changes to the planning scheme. • Consolidate the further strategic work so that like requirements are captured together. • Include further strategic work arising from the Part A Report and this report.	Update the Schedule to reflect Council's strategic work program and the recommendations of the Part A and Part B Review Reports.

5. Conclusion

The Planning Scheme Review provides a 'health check' on the performance of the Cardinia Planning Scheme to determine how well it is performing at providing appropriate directions for the use and development of land within the Shire.

This Part B Review has focused on a review of the Municipal Planning Strategy and Planning Policy Framework, as well as the issues identified in the Part A Review. This Report is to be read in conjunction with the Part A Report, which collectively form the Cardinia Planning Scheme Review in accordance with the requirements of the Act.

The overarching conclusion of this Part B review is that the Cardinia Planning Scheme is generally performing well. Over the life of the scheme, since its commencement in 2000, there has been substantial physical, population and economic change within the municipality. The Planning Scheme has generally withstood and adapted to this change appropriately.

However, there are clear opportunities to strengthen the strategic direction and policy clarity within the Planning Scheme over the next four years to address identified policy gaps and align with State and regional policy directions.

This Review has been undertaken at a point in time where there is significant and ongoing reform to the Victorian planning system. There is an opportunity to review the broad directions in relation to settlement, housing, economic development and green wedges to ensure they remain contemporary and align with State policy direction.

In addition, there are several smaller administrative improvements that can be made to support improved decision-making.

This review, when combined with the Part A Report, sets out a practical program of policy updates, strategic work and advocacy actions to ensure the Planning Scheme remains fit for purpose and responsive to change.

Glossop Town Planning

August 2026

Draft

GLOSSOP

Appendix A

Audit and Assessment of the Planning Scheme – Track Changes Provisions