SETTLEMENT AND HOUSING

Housing

Overview
Housing within the Cardinia Shire is currently dominated by detached dwellings in both urban and rural areas. The urban area includes the Urban Established Area and the Urban Growth Area, while the rural area comprises Townships and rural-residential development.

The urban area in the Cardinia Shire will continue to attract predominantly young families into the foreseeable future. However, as the housing market progressively matures and the needs of households change there will be increasing demand for more diverse forms of housing.

Key issues
- Providing for a diversity of housing types and densities, including increased housing density around activity centres.
- Balancing diversity of housing choices in rural townships while ensuring consistency with the character of the township.
- Recognising the need for affordability and availability of housing choice for different income levels in both the rental and purchaser markets.
- Recognising the demand for specialist design housing including housing for the aged, people with a disability or mobility issues.
- Identifying the demand for social and community housing.
- Providing opportunity for development of ‘Affordable Housing’.

Objective 1
To encourage a diversity in housing to meet the needs of existing and future residents.

Strategies
- Ensure that future housing growth is effectively managed to maintain and enhance the qualities of the municipality.
- Encourage a range of lot sizes and housing types in new developments that satisfy the needs and aspirations of the community.
- Encourage an increase in densities that has a high standard of urban design, timely provision of infrastructure and is consistent with the existing and/or preferred neighbourhood character.
- Encourage medium density housing to be located within or at the interface of activity centres and overlooking local and linear open space.
- Ensure residential development and subdivisions are designed to be responsive to existing urban character.
- Ensure that new development is located within a safe, attractive and well planned environment that allows residents to maximise opportunities to undertake physical activity.

Objective 2
To encourage the provision of housing to cater for groups within the community with specific housing requirements.

Strategies
- Encourage the development of a diverse, flexible, adaptable range of housing types and tenures.
- Encourage the establishment of social and community housing in townships and areas within the urban growth boundary with good access to public transport and services.

- Encourage and facilitate the development of ‘Affordable Housing’ as set out in the Planning and Environment Act 1987, in townships and within the urban growth boundary with good access to public transport and services.

- Encourage the development of appropriately located and designed accommodation for the aged including options for ageing in place.

- Encourage development that supports adaptive housing, in appropriate locations.

**Implementation**

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

**Use of policy and exercise of discretion**

- When assessing new developments and residential subdivisions use the Healthy by Design (January 2017) checklist, as appropriate.

**Application of zones and overlays**

- Applying the Comprehensive Development Zone to substantial development sites with a mix of uses.

- Applying the Low Density Residential Zone to land located within the urban growth boundary, and within townships where bushfire exposure is not higher than 12.5 kw/sqm and development can be adequately serviced.

**Further strategic work**

- Progressively rezoning land for residential purposes in accordance with township strategies.

- Reviewing the application of the Comprehensive Development Zone and rezoning to standard zones when development is complete.

- Further develop the draft Childcare Centre Policy as a local policy to also include all non-residential uses in residential areas.

**Reference documents**

*Casey-Cardinia Growth Area Framework Plan, 2006*

*Southern Regional Housing Statement, Southern Regional Housing Working Group, April 2006*


*Healthy by Design, January 2017, (Cardinia Shire)*

**Urban Established Area - Beaconsfield and Pakenham**

Part of the Cardinia Shire, between Beaconsfield and Pakenham East, is located within the Casey-Cardinia Growth Area for metropolitan Melbourne, and has been recognised as part of a metropolitan growth corridor since 1971.

The Cardinia Shire urban area is divided into ten precincts. The Beaconsfield and Pakenham precincts represent the Urban Established Area of the Shire, as shown in Figure 1.
Key issues

Key elements of the Urban Established Area includes:

- Land for residential purposes in Beaconsfield, and generally north of the Princes Freeway in Pakenham.
- Land for employment purposes in Beaconsfield Activity Centre, and in Pakenham Major Activity Centre land north of Greenhills Road.
- A Major Activity Centre at Pakenham.
- A Large Neighbourhood Activity Centre at Beaconsfield.
- Open space corridors along Toomuc Creek and Deep Creek.
- An arterial road network including the Princes Freeway (Pakenham Bypass), Princes Highway, Beaconsfield-Emerald Road, McGregor Road, Greenhills Road, Healesville-Koo Wee Rup Road, and Racecourse Road.
- A principal public transport network comprising railway stations at Beaconsfield and Pakenham along the Gippsland Railway Line, and a regional bus route along the Princes Highway to the Pakenham Town Centre.

Key principles for development include:

- To coordinate the appropriate staging and development of land.
- To ensure greater diversity of housing types and size.
• To increase ‘Affordable Housing’ for very low, low and moderate income households.
• To attract commercial investment and create diverse employment opportunities.
• To create vibrant well serviced activity centres.
• To provide sustainable transport networks.
• To ensure that urban areas are well serviced by utility infrastructure.
• To deliver accessible community facilities and infrastructure.
• To deliver arts and cultural facilities.
• To create multi use, linked open space networks.
• To increase environmental sustainability.
• To achieve good urban design outcomes with a strong urban character.
• To ensure the development of new infrastructure supports and encourages an active lifestyle.

**Objective**

To create a functional, attractive, safe and sustainable urban environment for the existing and future community of the Urban Established Area.

**Strategies**

- Provide for Infrastructure Contributions or Development Contributions, as appropriate, to fund physical and community infrastructure associated with urban development.
- Protect areas of future urban development from inappropriate subdivision and development that limits the future orderly and efficient development of the land for urban purposes.
- 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.

**Implementation**

The strategies in relation to the Urban Established Areas will be implemented through the planning scheme by:

**Use of policy and exercise of discretion**

- When deciding on applications for use and development within the Urban Established Areas, considering, as appropriate:
  - *Healthy by Design checklist, January 2017.*

**Application of zones and overlays**

- Applying the Comprehensive Development Zone to substantial redevelopment sites with a mix of uses.
- Applying the Development Contributions Plan Overlay (DCPO), as appropriate, to areas with approved Infrastructure Contributions Plans or Development Contributions Plans to facilitate timely provision of infrastructure.

**Further strategic work**

- Implement the actions identified in the Pakenham Structure Plan.
- Investigate a policy or development plan to appropriately manage subdivision, infrastructure provision, and development within Ryan Road area in Pakenham.
Reference documents

Casey-Cardinia Growth Area Framework Plan, 2006
Healthy by Design, January 2017 (Cardinia Shire)
Beaconsfield Structure Plan (December 2013), expires 31 December 2021
Pakenham Township Development Contributions Plan, September 1997 (Amended June 2017).
Pakenham Structure Plan, March 2017
Former Pakenham Racecourse Comprehensive Development Plan, February 2010
Arts and Cultural Facilities Feasability Study, June 2015 (Cardinia Shire)

Urban Growth Area

Overview

Within the Cardinia urban area, there are eight precincts that make up the Urban Growth Area of the Shire as shown in Figure 2.

Figure 2: Cardinia Urban Growth Area

Key issues

Key elements of the Casey-Cardinia Growth Area Framework Plan, 2006 in relation to the Cardinia Urban Growth Area include:
An urban growth boundary generally defined by the electricity transmission line easement to the north, Mount Ararat North Road and Mount Ararat South Road to the east, and generally the electricity transmission line easement and Koo Wee Rup Flood Protection District to the south.

- Land for urban residential purposes north of the Princes Freeway (Pakenham Bypass).
- A major employment corridor (Pakenham-Officer State-significant Industrial Precinct) of approximately 2,500 hectares south of the Princes Freeway (Pakenham Bypass).
- A Major Activity Centre at Officer.
- Large Neighbourhood Activity Centres at Lakeside Boulevard and Lakeside Square.
- Open space corridors along Cardinia Creek, Gum Scrub Creek, Toomuc Creek and Deep Creek, including regional parklands associated with Cardinia Creek.
- An arterial road network including the Pakenham Bypass (Princes Freeway), Princes Highway, Thompson Road to Greenhills Road connection, Beaconsfield Emerald Road, O’Sheas Road connection, Officer South Road, Cardinia Road, Pakenham Road, McGregor Road and Koo Wee Rup Road.
- A principal public transport network comprising railway stations at Beaconsfield, Officer, Cardinia Road and Pakenham along the Gippsland Railway Line, and a regional bus route along the Princes Highway to the Pakenham Town Centre.

Key principles for the development of precincts include:

- To coordinate the appropriate staging and development of land.
- To ensure greater housing choice, diversity and affordability.
- To increase ‘Affordable Housing’ for very low, low and moderate income households.
- To attract commercial investment and create diverse employment opportunities.
- To create vibrant well serviced activity centres.
- To provide sustainable transport networks.
- To ensure that urban areas are well serviced by utility infrastructure.
- To deliver accessible community facilities and infrastructure.
- To deliver arts and cultural facilities.
- To create multi use, linked open space networks.
- To increase environmental sustainability.
- To achieve good urban design outcomes with a strong urban character.
- To ensure the development of new infrastructure supports and encourages an active lifestyle.

**Objectives**

To create a functional, attractive, safe and sustainable urban environment for the existing and future community of the Urban Growth Area.

To provide for development of Precinct Structure Plans in accordance with the South East Growth Corridor Plan.

**Strategies**

- Provide for the staging of development in the Urban Growth Area in accordance with the following table:
## Location

<table>
<thead>
<tr>
<th>Location</th>
<th>Staging</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cardinia Road Precinct Structure Plan</td>
<td>Short to medium term</td>
</tr>
<tr>
<td>Officer Precinct Structure Plan</td>
<td>Short to medium term</td>
</tr>
<tr>
<td>Pakenham East Precinct Structure Plan</td>
<td>Medium term</td>
</tr>
<tr>
<td>Pakenham South Employment Precinct Structure Plan</td>
<td>Short to medium term</td>
</tr>
<tr>
<td>Pakenham West Employment Precinct Structure Plan</td>
<td>Long term</td>
</tr>
<tr>
<td>Cardinia Road Employment Precinct Structure Plan, Area 1</td>
<td>Short to medium term</td>
</tr>
<tr>
<td>Officer South Employment Precinct Structure Plan</td>
<td>Medium to long term</td>
</tr>
<tr>
<td>Cardinia Road Employment Precinct Structure Plan, Area 2</td>
<td>Review the option of potential development in this area in the long term</td>
</tr>
</tbody>
</table>

(Base year 2018: short term – 0 to 5 years, medium term – 5 to 15 years, long term - 15 years+)

- Provide for development in the Urban Growth Area in accordance with approved Precinct Structure Plans.
- Provide for infrastructure contributions or development contributions, as appropriate, to fund physical and community infrastructure associated with urban development.
- Protect areas of future urban development from inappropriate subdivision and development that limits the future orderly and efficient development of the land for urban purposes.
- 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.

### Application of zones and overlays

- Applying the Infrastructure Contributions Overlay (ICO), or Development Contributions Plan Overlay (DCPO), as appropriate, to areas with approved Infrastructure Contributions Plans or Development Contributions Plans to facilitate timely provision of infrastructure.
- Applying the Comprehensive Development Zone to substantial redevelopment sites with a mix of uses.

### Further strategic work

- Progressively prepare detailed Precinct Structure Plans, Activity Centre Structure Plans and Infrastructure Contribution Plans for precincts within the Urban Growth Area.

### Reference documents

- Casey-Cardinia Growth Area Framework Plan, 2006
- Cardinia Road Precinct Structure Plan, September 2008
- Cardinia Road Precinct Development Contributions Plan, September 2008 (Revision 1.4 2017)
- Cardinia Road Employment Precinct Structure Plan, September 2010
- Officer Precinct Structure Plan, September 2011
- Officer Development Contributions Plan, 2011 (Amended June 2017)
- Pakenham West Comprehensive Development Plan, 1 September 2005
Rural townships

The Cardinia Shire covers an area of 1,280 square kilometres with the pattern of settlement primarily focused in the Urban Established Area, Urban Growth Area and townships ranging from large rural townships to rural localities as shown in the table below.

<table>
<thead>
<tr>
<th>Large rural townships</th>
<th>Small rural townships</th>
<th>Rural localities</th>
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</thead>
<tbody>
<tr>
<td>Emerald</td>
<td>Avonsleigh</td>
<td>Tynong North</td>
</tr>
<tr>
<td>Gembrook</td>
<td>Clematis</td>
<td>Tonimbuk</td>
</tr>
<tr>
<td>Cockatoo</td>
<td>Bayles</td>
<td>Pakenham South</td>
</tr>
<tr>
<td>Upper Beaconsfield</td>
<td>Cardinia</td>
<td>Pakenham Upper</td>
</tr>
<tr>
<td>Garfield</td>
<td>Maryknoll</td>
<td>Iona</td>
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<tr>
<td>Bunyip</td>
<td>Tynong</td>
<td>Cora Lynn</td>
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<tr>
<td>Koo Wee Rup</td>
<td>Catani</td>
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<tr>
<td>Lang Lang</td>
<td>Heath Hill</td>
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<tr>
<td>Nar Nar Goon</td>
<td>Caldermeade</td>
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<td>Dewhurst</td>
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<td>Modella</td>
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<td>Yannathan</td>
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<td>Guys Hill</td>
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<td>Nangana</td>
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</table>

Key issues

- Retaining and enhancing the existing rural township character.
- Setting clear limits for development for the townships.
- Acknowledging that the capacity for growth varies depending on the environmental and infrastructure capacities of each of the towns.
- Designing with regard to the surrounding unique characteristics of the townships.
- To deliver arts and cultural facilities.

Objective 1

To provide for the sustainable development of townships in the municipality having regard to environmental and servicing constraints.

Strategies

- Provide sewage treatment and stormwater management systems to minimise the impact of existing township development on the environment, and to enable development to occur in townships in accordance with strategy plans.

Objective 2

To maintain and enhance the distinct character and environmental qualities of each of the townships.
Strategies

- Ensure that the siting and design of new buildings and works complement the rural character of the township, and does not dominate the landscape or surrounding built form character.
- Maintain the current diverse range of lot sizes in the hills towns as an intrinsic part of their character.
- Protect the natural environment and character of the area, particularly areas of remnant vegetation in the hills townships.
- Maintain and promote the overall historic character within each township.
- Encourage new development to include works that enhance the environment including the protection of waterways and remnant vegetation, weed control and revegetation.

Objective 3

To create sustainable and functional townships that support a range of commercial, retail, community and recreational facilities and services.

Strategies

- 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.
- Recognise Emerald in the northern part of the municipality and Koo Wee Rup in the southern part of the municipality as a focus for higher order commercial and community facilities and services.

Implementation

Use of policy and exercise of discretion

- When assessing new developments and residential subdivisions use the Healthy by Design checklist, January 2017, as appropriate.

Application of zones and overlays

- Applying the Restructure Overlay to facilitate the restructuring of old and inappropriate subdivisions within rural townships.

Further strategic work

- Preparing a Design and Development Overlay to apply to land included in a Neighbourhood Residential Zone in Koo Wee Rup, Lang Lang and other townships.
- Preparing a Design and Development Overlay to apply to land included in a General Residential Zone in Garfield and Bunyip.
- In consultation with the local community, prepare a policy statement for all small rural townships that will establish a basis for future strategic planning decisions in each township.
- Preparing Township Strategies for large rural townships where one has not yet been prepared.
- Progressively undertake reviews of each Township Strategy.
- Investigate the sustainable development of towns within the green wedge, with a priority to investigate Nar Nar Goon, Tynong, Garfield and Bunyip.

Reference documents

Cardinia Township Character Assessment – Garfield, Bunyip, Koo Wee Rup and Lang Lang, November 2006

Bunyip Township Strategy, September 2009.
Rural residential and rural living development

Overview

Rural residential development is defined as the development of single dwellings on lots of between 0.4 hectare and 2.0 hectares. Rural living is defined as residential development on lots between 2 hectares and 16 hectares. The Land Capability Study of the Cardinia Shire, 1997 undertaken for the Cardinia Shire Council recognises that the indiscriminate development of land for small lot rural and rural residential purposes may result in extensive land and water degradation, loss of high quality agricultural land and unnecessarily high development and maintenance costs.

Key issues

- Integrating rural residential and rural living development with an urban area or township.
- Recognising that rural residential and rural living development impacts on the environmental characteristics and constraints of the area.
- Recognising the impact of rural residential and rural living development encroaching on agricultural land.

Objective 1

To recognise the demand for rural residential and rural living development, and to provide for this development where it is closely integrated with an existing township or urban area.

Strategies

- Ensure that rural residential and rural living development is appropriately located to minimise its impact on surrounding agricultural land.
- Encourage rural residential development within existing urban areas and townships.

Objective 2

To ensure development reflects a high quality of design and does not result in environmental degradation.

Strategies

- Ensure subdivisions and developments are designed to take into account the constraints of the area and limit detrimental impacts to the surrounding environment.
- Ensure that rural residential and rural living development on land affected by environmental hazards and constraints is undertaken in a manner which prevents environmental degradation and minimises any risk from hazards.
• Ensure that any proposal for rural residential and rural living development is assessed in relation to its ability to contain all wastewater within the site.

• Ensure that proposed development will not increase and will adequately control pest plants and pest animals on site.

Implementation

Further work

• Rezoning Rural Living Zones within the Urban Growth Boundary to a residential zone.

Reference documents

Land Capability Study of the Cardinia Shire, 1997

PPN37 – Rural Residential Development, June 2015