



Maddocks

Date 28 May 2020

Submission on behalf of the Planning Authority
Amendment C258case to the Casey Planning Scheme

Council's submission: Part A

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Introduction

1. These submissions are made on behalf of Casey City Council (**Council**).
2. Council is the Planning Authority for Amendment C258case (**Amendment**) to the Casey Planning Scheme (**Scheme**). Council has prepared and is the proponent of this Amendment.
3. The Amendment applies to all land throughout the City of Casey.
4. As exhibited, the Amendment proposes to:
 - 4.1 implement the *City of Casey Activity Centres Strategy 2019* (**Activity Centres Strategy**);
 - 4.2 amend clause 21.05 (Economic Development) of the Scheme;
 - 4.3 replace clause 22.01 (Retail Policy) with a new clause 22.01 titled 'Activity Centre Policy' in the Scheme;
 - 4.4 amend clause 22.02 (Non Residential Uses in Residential and Future Residential Areas Policy) of the Scheme; and
 - 4.5 amend the following clauses to reflect the new activity centre hierarchy, include updated recommendations of the Activity Centres Strategy, and update references to the Activity Centres Strategy and local policy names:
 - 21.01 – Introduction
 - 21.02 – Key Issues and Strategic Vision
 - 21.03 – Settlement and Housing
 - 21.06 – Transport
 - 21.07 – Built Environment
 - 21.09 – Berwick Northern Area
 - 21.10 – Berwick Southern Area
 - 21.11 – Botanic Ridge/Junction Village
 - 21.12 – Casey Coast
 - 21.13 – Casey Farm
 - 21.14 – Casey Foothills
 - 21.15 – Cranbourne
 - 21.16 – Cranbourne East
 - 21.17 – Casey North
 - 21.18 – Casey West
 - 21.19 – Doveton/Eumemmerring

- 21.20 – Endeavour Hills
 - 21.21 – Hallam
 - 21.22 – Hampton Park
 - 21.23 – Lynbrook/Lyndhurst
 - 21.24 – Narre Warren
 - 21.25 – Narre Warren South
5. In summary, the Amendment seeks to
- 5.1 ensure that the Scheme reflects the most up to date activity centre nomenclature used in state policy;
 - 5.2 clearly identify the activity centre hierarchy in Casey;
 - 5.3 provide guidance on out of centre development;
 - 5.4 encourage a more diverse employment floor space in activity centres; and
 - 5.5 provide guidance on built form in activity centres.
6. The Amendment is based on a strategic assessment and economic analysis of activity centres in the municipality (as reflected in the Activity Centres Strategy) and provides a holistic approach to activity centres planning in the City of Casey.

Panel directions

7. This submission responds to Direction 4 of the Panel Directions letter, dated 4 May 2020 (**Panel Directions**), which requires Council to circulate its 'Part A' submission to all parties on the distribution list by 28 May 2020 and specifying items to be included in the Part A submission (**Part A submission**).
8. All of the matters identified in Direction 4 of the Panel Directions are addressed in this Part A submission. Accordingly, this submission is arranged under the following headings:
- 8.1 Background to the Amendment, including a chronology of events (see also **Attachment 1**);
 - 8.2 Preparation and exhibition of the Amendment;
 - 8.3 Strategic context and assessment, which includes an overview of how the Amendment aligns with:
 - the Metropolitan Planning Strategy, *Plan Melbourne*
 - applicable elements of the Planning Policy Framework
 - applicable elements of the Local Planning Policy Framework
 - applicable Ministerial Directions and Planning Practice Notes
 - 8.4 Identification of the issues raised in submissions and Council's response; and

- 8.5 Post-exhibition changes to the Amendment, that is, changes Council supports to the documentation as a result of the issues raised in submissions (see also **Attachment 3**).
9. Together with this Part A submission, Council has also circulated the expert evidence of Julian Szafraniec of SGS Economics & Planning (**SGS Expert Report**). Mr Szafraniec's evidence speaks to the methodology and outcomes of the *Casey Activity Centres: Retail and Other Employment Floorspace Assessment (November 2017)* prepared by SGS Economics & Planning (**SGS Assessment Report**).
10. Council's 'Part B' submission, which will be delivered at the Panel hearing, will address the matters in accordance with Direction 14 of the Panel Directions.

Background to the Amendment

11. A chronology of events is set out at **Attachment 1**.
12. In support of this, an overview of the key background studies and preparation of the key material for the Amendment is set out below.

Background studies and planning

City of Casey Activity Centres Strategy, October 2006

13. The *City of Casey Activity Centres Strategy, October 2006* (**2006 Strategy**) is currently a reference document to the Scheme and provides policy direction for activity centres in the municipality. It is given effect in the Scheme, primarily through Casey's existing Retail Planning Policy (clause 22.01).
14. The vision in the strategy is:

To develop a diverse, robust activity centre system focused on viable retail goods and services cores that form vibrant foci for community life and which are capable of evolving to accommodate changing needs.
15. The 2006 Strategy has provided a clear direction for the development of a highly accessible activity centre network in Casey. It built upon previous activity centre planning and implemented the then Metropolitan Planning Strategy (Melbourne 2030), which had recently been adopted by the State.
16. This strategy set a good foundation for the activity centre planning that would follow, but its relevance is limited today due to the rapid growth of Casey and significant expansion of the Urban Growth Boundary since 2006.
17. By way of example, in 2006 the population of Casey was approximately 216,000. At the time of the preparation of the 2006 Strategy, the population was expected to increase to 318,000 by 2021. Well beyond those predictions, the municipality has grown significantly since that time, reaching a population of 353,000 in 2019. It is now expected that by 2041, the population of the municipality will reach 514,800.

Activities Areas and Non-Residential Uses Strategy, December 2012

18. The *Activities Areas and Non-Residential Uses Strategy, December 2012* was a review and update of the 2006 Strategy in response to significant growth and changes to activity centres. The strategy was adopted by Council but it has not been given effect in the Scheme.

19. This strategy provided more direction for the review of out-of-centre development and sought to direct out-of-centre development to locate in or near Activity Centres, or 'Activity Areas' as the 2012 strategy called them. It also aligns with the now outdated Melbourne 2030 policy framework.
20. An emphasis was placed in this strategy update on a holistic net community benefit analysis for discretionary planning permits and urban design.

Planning for growth areas

21. Casey's growth areas are planned to ultimately be home to around 200,000 residents.
22. The Victorian Planning Authority (**VPA**) prepares Precinct Structure Plans (**PSPs**) for each growth area with input from Council. Generally, PSPs are planned to have relatively self-contained catchments for activity centres below a major activity centre.
23. As part of the planning process, the estimated commercial floorspace demand for each PSP is calculated and spread over the proposed number of activity centres providing local shopping needs and walkable catchments. An indicative layout is included in the PSP for each activity centre, showing the proposed mix of retail, other commercial space and any in-centre residential development (generally only in higher density areas).
24. Often, particularly for larger activity centres, an Urban Design Framework (**UDF**) is prepared for the centre following the PSP and prior to permit applications. This enables a more detailed consideration of site layout and design considerations and requirements. The commercial floorspace to be accommodated within a PSP activity centre is, however, largely determined at the outset as part of the PSP planning process.

Retail and Other Employment Floorspace Assessment, November 2017

25. In 2016 Council engaged SGS Economics & Planning Pty Ltd (**SGS**), to prepare a city-wide economic assessment of activity centre floorspace demand. The purpose of this background work was to inform Council's review and update of the current activity centre strategy policies, including the preparation of subsequent planning scheme amendments.
26. Accordingly the scope of SGS's engagement included consideration of:
 - 26.1 The current and future demand for retail and other commercial office floor space within the municipality's activity centres.
 - 26.2 How growth should be apportioned across Casey's network of activity centres.
 - 26.3 If the activity centre hierarchy should be revised accordingly.
 - 26.4 The statutory planning and non-regulatory levers Council can utilise to attract more non-retail employment and local jobs in activity centres.
 - 26.5 How the City of Casey can encourage, incentivise and facilitate the delivery of job-rich, mixed-use development within its activity centres.
27. SGS completed the SGS Assessment Report in November 2017.
28. The SGS Expert Report speaks to the preparation and outcomes of the SGS Assessment Report in detail. By way of summary, however, the main recommendations of the assessment are:
 - 28.1 an updated activity centres hierarchy;

- ## Preparation of Casey Activity Centres Strategy, 2019

- ## Background Paper

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stakeholder consultation done in 2016/17 (further described below), detailed activity centre profiles, and an in-depth discussion of the rationale for the chosen non-retail floorspace and building height targets.

41. For example, at section 3.2 the Background Paper observes that the objective of increasing non-retail employment floorspace and building heights in Casey's activity centres to accommodate more local knowledge-based higher wage job opportunities is consistent with Plan Melbourne (Policy 1.1.7 and Direction 1.2) and the Casey Council Plan (Objective 2).
42. The Background Paper also notes that the following factors were considered when determining appropriate non-retail floorspace targets for each centre type in the new activity centre hierarchy:
 - 42.1 the SGS Assessment Report's "Optimal Centre Rollout" projections;
 - 42.2 comparable precinct-level non-retail floorspace targets developed by the State Government in Casey's growth areas and other relevant metropolitan area strategic work; and
 - 42.3 industry stakeholder consultation.
43. Each consideration is detailed further in the paper (see pages 14-17).
44. The Background Paper is not intended to form a part of the strategy nor become a background document formally recognised in the Scheme. However it does contain key information which fed into and informed the Activity Centre Strategy.

Casey Activity Centres Strategy, 2019

45. The Activity Centres Strategy builds on Casey's previous strategies, prepared in 2006 and 2012, and addresses current concerns and policy gaps uncovered in the community consultation and SGS Assessment Report.
46. It contains the following key updates:
 - 46.1 A focus on job creation within activity centres with specific emphasis on the role of non-retail employment within centres, which has been lacking in previous strategies.
 - 46.2 A revised hierarchy of centres that conforms with the latest Plan Melbourne and is evidence-based with a planning horizon to 2036.
 - 46.3 Policy direction to balance the need for new/expanding centres to cater for significant growth in greenfield areas and preserving the integrity of existing centres.
 - 46.4 Planning strategy that acknowledges and responds to the ascendance of online retailing and large format discount retail.
 - 46.5 Policy direction for the appropriate location and design of 'out-of-centre' non-residential uses in residential areas, such as childcare, medical centres and places of worship.
 - 46.6 Incorporation of Urban Design Guidelines for Casey's activity centres.
47. The Strategy is structured around three themes:

- 47.1 *A citywide network of activity centres* – which describes how retail and commercial development in Casey can be consolidated into a network of large and small activity centres that provide all residents with convenient access to goods and services.
- 47.2 *Activity centres are the economic engines of Casey* – which includes strategies to increase employment in Casey’s activity centres through planning policies such as encouraging commercial office floorspace with new retail developments, supporting innovative planning regulations and more efficient planning processes and other non-regulatory economic development measures.
- 47.3 *Activity centres are great places for people* - supports design guidelines and policies to achieve higher quality urban design and better walkability in activity centres. This section also encourages locating community facilities and more housing in and around activity centres to bring more people and activity into centres, thereby increasing the important role they play in the life of the community.
48. A more detailed overview of the key elements of the Activity Centres Strategy, particularly as relevant to the submissions to the Amendment and the Panel’s questions, will be provided in the Part B submission at the hearing.

Action Plan

49. The Action Plan accompanies the Activity Centres Strategy.
50. The actions set out in the Action Plan outline how the Activity Centres Strategy will be delivered over the near, medium, and long term.

Preparation and exhibition of the Amendment

Ministerial Authorisation

51. On 18 April 2019, Council sought Ministerial Authorisation to prepare and exhibit the Amendment.
52. On 12 September 2019, Council was granted Ministerial Authorisation. The Minister’s authorisation was subject to three conditions:
1. Relocate high level strategic direction and strategies relating to activity centres to the Municipal Strategic Statement, remove duplication with the Planning Policy Framework and include other drafting improvements by updating Clause 21.05 (Economic Development) and the proposed re-write of Clause 22.01 (Activity centres policy) to be generally consistent with the version provided to the Department of Environment, Land, Water and Planning by council officers on 11 September 2019.
 2. The amendment and draft strategy must be updated to resolve inconsistencies in the naming conventions used throughout the Casey Planning Scheme for the following centres identified in Plan Melbourne 2017-2050:
 - Fountain-Gate Narre Warren Metropolitan Activity Centre (remove reference to the CBD)
 - Cranbourne Major Activity Centre (remove reference to the Town Centre)
 - Berwick Major Activity Centre (remove reference to the Village)
 - Endeavour Hills Major Activity Centre (remove reference to the Town Centre)

- Hampton Park Major Activity Centre (remove reference to the Town Centre)
 - Clyde North Major Activity Centre (update reference to the Hardy's Road Major Town Centre)
 - Clyde Major Activity Centre (remove reference to the Town Centre)
3. The amendment must be updated to reflect the approval of Casey Planning Scheme Amendments C224 which implemented the Fountain Gate-Narre Warren CBD Structure Plan 2018 on 25 July 2019.
53. The letter of authorisation also contained the following comment:
- Proposed floor space targets
- Throughout the amendment process your council must demonstrate that the proposed floor space targets are appropriate, will meet future demand and not unreasonably constrain the use and development in Metropolitan and Major activity centres. Your council should also consider the impact of the zoning of activity centre land on the practical implementation of these targets.
54. In relation to condition 1, prior to receipt of the letter of authorisation Council and DELWP officers had spent considerable time discussing wording and ease of translation into the new PPF structure. In compliance with condition 1, Council utilised the final version of policy provisions provided to DELWP on 11 September 2019 (ie. the version referred to in condition 1).
55. In relation to condition 2, it is noted that Metropolitan and major activity centres are designated by Plan Melbourne. In some instances, the common name that the centres are known by is different to official names in Plan Melbourne. Condition 2 sought alignment between the relevant material, and this was done prior to the exhibition of the Amendment.
56. In relation to condition 3, as Amendment C224 to the Scheme was approved after Council had sought authorisation for Amendment C258, by the time authorisation for Amendment C258 was granted, there was a misalignment in the policy provisions. Both amendments affect a number of local policy provisions. Again, this misalignment was rectified prior to exhibition of Amendment C258.
57. On 3 October 2019, DELWP confirmed that all conditions of authorisation had been complied with.
58. The further comment raised in the letter of authorisation, namely the request that Council demonstrate that the proposed floorspace targets are appropriate, will meet future demand and will not unreasonably constrain use and development in Metropolitan and Major activity centres, will be specifically addressed in the Part B submission at the Panel hearing.

Exhibition of the Amendment

59. The Amendment was formally exhibited under section 19 of the *Planning and Environment Act 1987 (Act)* for a period of 10 weeks extending from 14 October 2019. The closing date for submissions was 24 December 2019.
60. Notice of the Amendment was:
- 60.1 made available, including all exhibited documents, at the Planning Counter at Council's office and on Council's and DELWP websites;
 - 60.2 sent to prescribed Ministers and public authorities;

- 60.3 published in the Berwick and Cranbourne Star newspapers;
- 60.4 published in the Victorian Government Gazette on 24 October 2019.
- 60.5 Due to all commercial and residential properties throughout the City of Casey being affected, Council considered it impractical to notify all owners and occupiers. Instead Council undertook an informal community engagement campaign through:
 - (a) One on one discussions with eight key stakeholders prior to exhibition, and further notification to them during exhibition (a further three stakeholders did not take up the invitation for consultation).
 - (b) Notification in the Casey Cardinia Business network newsletter (approximately 5,000 businesses in the local area).
 - (c) Publication in the Casey Development Industry Newsletter on 25 September 2019.
 - (d) Presentation at the Casey Developers Forum, attended by a wide range of local developers, businesses and community leaders on 28 October 2019.
 - (e) Media Release issued 4 November 2019 and taken up by some local press.
 - (f) Article in Casey Community News, a single or double page spread in local newspapers on 9 November 2019.
 - (g) Publication in *The Casey Catch Up* November 2019 edition emailed to subscribers.
 - (h) Notification to local business groups/chambers of commerce, encouraging them to notify their members of the Amendment, and offering for officers to speak at their meetings about the Amendment (none took up this offer).
 - (i) Notification to planning consultants that work in the area, inviting them to forward on to their clients.
 - (j) Notification in *City News* prior to exhibition, a magazine distributed to all households and businesses in the City of Casey, advising readers of upcoming exhibition.
 - (k) Numerous posts on Casey's Facebook page and the Casey Cardinia Region Facebook page, linking to the Amendment.
 - (l) Public Information session at Bunjil Place.
 - (m) Drop-in information sessions at Lynbrook Community Centre, Selandra Rise Community Centre and Autumn Place Community Centre for a day to enable interested people to drop in and discuss locally.
- 61. The exhibited Amendment documentation comprised the following:
 - 61.1 the Explanatory Report;
 - 61.2 the Notice of Preparation of an Amendment;
 - 61.3 the Instruction Sheet;

- 61.4 full copy of all Amendment clauses, one version as proposed, and a second version marked up showing changes;
- 61.5 a four page information sheet and FAQ's prepared to explain the Amendment;
- 61.6 the Activity Centres Strategy;
- 61.7 the Activity Centres Action Plan;
- 61.8 a full copy of the SGS Assessment Report; and
- 61.9 the Background Paper.

Submissions

- 62. Council received 15 submissions (including 2 late submissions) in response to the exhibition of the Amendment.
- 63. Of the 15 submissions:
 - 63.1 11 submissions objected or sought changes to the Amendment;
 - 63.2 3 submissions (being from referral authorities) expressed no objection to the Amendment; and
 - 63.3 1 positive submission was received to the Amendment, supporting it as exhibited.
- 64. The late submission from the CFA was considered by Council on 3 March 2020.
- 65. The late submission from Reeds Consulting was received after the Council Meeting on 3 March 2020, so was not considered by Council. The submission was accepted under delegation.
- 66. The late submission from Reeds Consulting raised a number of issues related to a proposed planning permit on the site of the Eden Rise Shopping Centre. These permit matters are outside the scope of this Amendment and will not be addressed in Council's submissions to the Panel.
- 67. One of the 15 submissions was withdrawn. This was from Planning & Property Partners on behalf of Kaufland, and as such is not discussed further in Council's submissions.
- 68. A detailed summary of the issues raised in submissions and the Council officer response was included in the Council minutes of 3 March 2020. Council will expand on its position in the Part B submissions at the Panel Hearing.

Post-exhibition consultation

- 69. Some submissions raised an issue for clarification or a concern with a provision that officers considered capable of resolution through minor changes to the Amendment or better explanation. Other submissions raised issues where officers required a better understanding of content raised in the submission.
- 70. In those instances, officers undertook discussions with the submitter following exhibition of the Amendment.
- 71. An overview of this post-exhibition consultation is outlined below.

Ratio Consulting

72. Ratio Consulting requested four minor changes to local area maps (shown in clauses 21.09-21.05). Two of these were being addressed through Amendment C198 which had been adopted and was awaiting gazettal. A further two were considered omissions from the local area mapping.
73. Officers supported the changes requested in the submission, and this position was endorsed by Council. The changes are reflected in the post-exhibition changes supported by Council for the purposes of this Panel Hearing.

Cardinia Shire Council

74. Cardinia Shire Council's submission sought a better understanding of how the future/aspiring major activity centre was determined. A written explanation was provided and is attached to this Part A submission (**Attachment 2**).

Wendy Snook

75. Ms Snook's submission raised several issues regarding access and equity. Many of the issues do not relate directly to planning controls but are relevant to the Activity Centres Strategy. Officers called her to discuss the issues, and how Council is addressing some of these through the strategy.

Scentre Group

76. Officers had a telephone meeting with Scentre Group to discuss its submission.
77. Officers advised that at clause 22.01-5, the term 'Encourage' regarding building heights is intended to provide some flexibility but set the starting point for discussions regarding new development.
78. Officers also explained that the requirement for non-retail use in individual developments over 1,000 square metres will not apply to centres where detailed strategic planning has been undertaken, and this has been implemented through a planning scheme amendment. For example, Narre Warren Fountain Gate Metropolitan Activity Centre where a Structure Plan has been prepared and implemented into the Scheme through Amendment C224.

Rigby Cooke Lawyers

79. Council officers had a telephone meeting with Rigby Cooke lawyers to discuss their submission on behalf of ISPT Pty Ltd and Vicinity Centres. Officers sought clarification of the examples quoted in their submission of out of centre supermarket development (outside of Casey).
80. Officers also discussed similar issues as with Scentre group regarding building heights and non-retail commercial uses.

CFA

81. Officers contacted the CFA to gain a better understanding of their submission. CFA raised a number of issues regarding bushfire risk and were seeking to ensure that bushfire risk is taken into consideration when planning for activity centres. CFA acknowledged that the risk in these areas is likely to be at the lower end of the scale.

Reeds Consulting

82. Reeds Consulting made a late submission on behalf of Kameel Pty Ltd.

- ## Strategic context and assessment

- ### Ministerial Direction on the Form and Content of Planning Schemes-Section 7(5) of the P&E Act

- Ministerial Direction No. 9 – Metropolitan Planning Strategy

- Ministerial Direction No. 11 – Strategic Assessment of Amendments

- ## Ministerial Direction No. 15 – The Planning Scheme Amendment process

- ## Planning Policy Framework (PPF)

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104. A further key strategy is found in **Clause 17.01-1R – Economic Development – Diversified Economy**, which the aim is to support the employment and servicing role of Health and Education Precincts by encouraging co-location of facilities to better utilise existing infrastructure. The Amendment identifies and designates the Berwick Health and Education Precinct, thus appropriately recognising the supporting the future successful role of this precinct.

Local Planning Policy Framework (including MSS)

105. The Amendment is also supported by the following provisions of the Local Planning Policy Framework (**LPPF**).
106. At **Clause 21.03-2 – Settlement and housing**, strategy 1.2 is to focus activity into identified activity centres and community places to create a sense of place, create physical community landmarks and focal points, and reinforce community identity. The Amendment seeks to reinforce this objective, focussing commercial and community activity into a hierarchy of activity centres.
107. Strategy 2.3 is also relevant. It seeks to encourage higher-density housing, particularly one and two bedroom dwellings, on well located sites within 400 - 800 metres walking distance of activity centres, community facilities and public transport. The Amendment and Activity Centres Strategy encourage a diversity of uses in activity centres, including higher density housing in and around activity centres, consistent with this strategy.
108. At **Clause 21.03-3 – Settlement and housing**, strategy 3.5 is to facilitate the establishment of Places of Assembly/Worship around planned neighbourhood nodes in new residential areas, and close to similar non-residential uses where located on the periphery of an activity centre or commercial/industrial area. The Amendment seeks locate non-residential uses in and near activity centres, and on well-connected locations. This is emphasised through the proposed changes to clause 22.02.
109. **Clause 21.05 – Economic Development** is a key local policy provision in the context of this Amendment. It includes a number of strategies regarding activity centres, and specific strategies relating to the Fountain Gate-Narre Warren Metropolitan Activity Centre. Particularly relevant to all activity centres is Strategy 2.5, which is:
- Promote leading practice activity centre development that provides for economically robust centres with a vibrant community focus, and which can evolve to accommodate changing needs.
110. The Amendment is consistent with the strategies in this clause and seeks to build upon them. Clause 21.05 is sought to be substantially amended and updated by the recent work undertaken through the Amendment.
111. The Amendment seeks to promote leading practice activity centre development and robust, vibrant centres with a community focus. The Amendment also seeks to diversify uses in activity centres, creating more non-retail employment, and generating greater use by the community of activity centres on a daily basis through employment (such as offices), services (medical and childcare), and community uses (such as community centres).
112. The main changes sought to by introduced into the Scheme by this Amendment are to the MSS and local policy. The Amendment seeks to use local policy to encourage non-retail commercial development and identify future activity centres required to support planned population growth in the City of Casey.
113. Accordingly, the Amendment makes changes to strategies of the MSS to make Casey a more liveable city. Specifically, the Amendment reinforces the hierarchy of activity centres as established in Plan Melbourne 2017-2050, and introduces a strategy encouraging residential

development applicants in activity centres to consider the amenity impacts of commercial activity on future residents.

114. The Amendment also includes strategies for specific activity centres in local area plans where these strategies have been identified in the Activity Centre Strategy.
115. The Amendment also seeks to encourage a greater diversity of land uses and commercial activity, particularly office space in activity centres. Much of Casey's activity centre network is expanding and it is considered consistent with State and local policy planning to encourage both a proportion of non-retail floorspace as part of that expansion, in conjunction with policies that encourage an intensification of development in existing centres in accordance with their expected role in the activity centre hierarchy.
116. The Amendment also revises Clause 22.02 (Non-residential Uses in Residential and Future Residential Areas Policy) to provide greater clarity to applicants about the use and development of residential areas for commercial purposes.
117. This will provide greater clarity to applicants when first selecting a site for their proposal and what considerations a proposal must address.

Planning Practice Notes

118. Two Planning Practice Notes (**PPN**) are relevant to this Amendment.
119. **PPN08 – Writing a Local Planning Policy**, which addresses the role of local policy and provides guidance on how to draft a local policy. Clauses 22.01 and 22.02 were written in accordance with this practice note. Consistent with the guidelines in the PPN, the local two local policies provide applicants and planners with guidance on how discretion will be exercised.
120. **PPN46 – Strategic Assessment Guidelines**, which explains the assessment required for preparing and evaluating planning scheme amendments. The amendment has been prepared and evaluated in accordance with this practice note, and requirements of the PPN are addressed in the explanatory report.

Identification of the issues raised in submissions and Council's response

121. The key issues raised in the submissions are summarised as follows:
 - 121.1 Opposition or changes sought to the built form strategy.
 - 121.2 Opposition or changes sought to requirements for non-retail floor space.
 - 121.3 Issues with SGS Assessment Report , in terms of methodology, and exclusions, including differences between the SGS report and the submitter's perceptions of the development industry.
 - 121.4 Opposition to, and queries in relation to how urban design guidelines will be implemented, including 'Main Street' layout/design.
 - 121.5 Queries regarding differing floorspace recommendations for a centre with the same classification.
 - 121.6 Network hierarchy and its alignment with Plan Melbourne (including aspirational status).
 - 121.7 Consideration of out of centre development.

- ### Changes to be made to the Amendment

- ## Conclusion

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Attachment 1 – Chronology of events

Date	Event
March 2016	Council released a Request for Quotation seeking bids from suitably qualified economic consultants to conduct an employment floorspace assessment of Casey's activity centres, ultimately hiring SGS Economics & Planning Pty Ltd to complete the assessment.
November-December 2016	Community consultation conducted by Council Officers including surveys conducted online and face to face at 15 activity centres throughout the municipality. 810 surveys were completed and returned.
May 2017	Initial Industry Stakeholder Consultation, including in depth stakeholder interviews with key property owners and businesses in Casey's activity centres.
November 2017	SGS Assessment Report completed and delivered to Council.
May 2018-January 2019	Council Officers prepare the Draft Casey Activity Centres Strategy, and Action Plan, and contents of the Background Paper, informed by the SGS Assessment Report, public consultations, and extensive further consultation across Council departments and relevant external agencies such as DELWP. A Project Control Group composed of Council Officers from relevant teams met regularly in October and November to review and finalise the draft document.
November 2018-February 2019	Council Officers prepare the draft planning scheme amendment implementing the Draft Strategy, using a collaborative approach across relevant Council departments.
02 April 2019	Council resolution to endorse the draft Activity Centres Strategy for consultation (concurrently with the amendment), seek authorisation to prepare Amendment C285, and once authorisation is provided to exhibit the amendment.
18 April 2019	Authorisation request lodged with DELWP.
12 September 2019	Authorisation granted, subject to conditions.
3 October 2019	DELWP confirmed that all conditions of authorisation had been complied with
14 October 2019	First exhibition notice sent.
24 October 2019	Notice of the amendment published in the Victorian Government Gazette.
24 December 2019	Exhibition closes, with 13 submissions received.
08 January 2020	Late submission received from the CFA
03 March 2020	Council resolved to request the Minister for Planning appoint an independent planning panel to consider Amendment C258.
23 March 2020	Council receives late submission from Reeds Consulting.
29 April 2020	Directions Hearing held.
11 June 2020	Panel Hearing commences



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Attachment 2 – Post-exhibition correspondence with Cardinia

From: [Bryan Colbourne](#)
To: [Genna Walkley](#)
Cc: [Daniel Borton](#)
Subject: RE: Cardinia Submission to Casey Amendment C258
Date: Tuesday, 24 December 2019 1:43:30 PM
Attachments: [image006.png](#)
[image008.png](#)
[image010.png](#)
[image012.png](#)
[image014.png](#)
[image015.png](#)
[image017.png](#)
[image018.png](#)
[image004.jpg](#)
[image019.jpg](#)
[image020.png](#)
[image021.png](#)
[image022.jpg](#)
[image023.png](#)
[image024.jpg](#)
[image025.jpg](#)

Hi Genna,

Thank you for the Cardinia Shire submission. It has been lodged. We appreciate you taking the time to review the exhibited documents and making your submission.

I note that the letter states “We would like to understand and explore the impact of the proposed aspirational major activity centres specifically relating to the economic assessment floor space, population and feasibility with the nearby catchment.”

The Draft Casey Activity Centres Strategy 2019 is underpinned by a report called “[Casey Activity Centres: Retail and Other Employment Floorspace Assessment by SGS Economic and Planning, 2017.](#)” This floorspace assessment report projects activity centre floorspace demand into the future based on population and jobs projections and distributing that demand to the network of centres. The floorspace assessment report and the draft Activity Centres Strategy recognise that some centres have the potential to outgrow their current designation and as a matter of planning policy would be better classified as a different centre type.

Eden Rise/Berwick Springs

The floorspace assessment report finds that Eden Rise is expected to reach employment floorspace levels of over 30,000 sqm by 2036 (including retail and commercial/office). The report notes on Page 84 that when combined with the adjacent Berwick Springs land to the northwest, the two sites will have a combined capacity “for a more substantial levels of employment floorspace that is required in centre types with a subregional role. It has thus been designated an aspirational activity centre major, albeit at the lower end of the range within this centre type. This will also enable Council to encourage it to take on a broader employment role, rather than just being very large ‘retail only’ centres.”

Page 12 of the [Background Paper](#) summarises the strategy to form an aspirational major activity centre at the Eden Rise/Berwick Springs site:

The Eden Rise centre is a significant Medium Neighbourhood Activity Centre located at the southern end of Berwick. It is on the larger end of the spectrum for a Medium NAC, with approximately 15,000 square metres floorspace currently and the market catchment that provides the potential to grow to approximately 32,000 square metres in floor area by

2036. Berwick Springs is an ad-hoc grouping of retail developments to the northwest of Eden Rise. This development is currently not designated as an activity centre and has been established over time through a series of discretionary planning permit approvals on residential zoned land due to its locational attributes at the intersection of two arterial roads and its close proximity to Eden Rise.

The Employment Floorspace Assessment provides strategic justification for the future establishment of a Berwick South Central Major Activity Centre in Plan Melbourne. This would be a consolidation of the Eden Rise and Berwick Springs Medium Neighbourhood Activity Centres into a single Major Activity Centre. This aspirational Major designation is not proposed in the new hierarchy but is recommended as future advocacy item to include in the next update of Plan Melbourne. In the meantime, Eden Rise and Berwick Springs are proposed to be designated as two separate Medium NACs.

Cranbourne Town Centre

Page 84 of the the floorspace assessment report states that “SGS has identified a need for the Cranbourne Town Centre to play a role as a metropolitan activity centre in the centre hierarchy once this corridor is developed. This is due to the level of growth anticipated in the growth areas of the south-eastern region of metropolitan Melbourne.” And the report further details the strategic basis for that on Page 84 of the report.

Page 10 of the Background Paper summarises the strategy to form an aspirational metropolitan activity centre at Cranbourne Town Centre:

Cranbourne Town Centre is a key established activity centre within a rapidly growing and changing surrounding context. Cranbourne Town Centre is the next largest activity centre in the City of Casey after Fountain Gate-Narre Warren CBD. Its position in the southern part of Casey’s urban area means that it should serve the daily needs of the local population but also provide higher-order employment, open space, recreation and entertainment facilities and community services for a larger catchment area. This is currently designated as a Major Activity Centre but is aspiring to a future metropolitan activity centre status to recognize its full potential as Casey’s southern metropolitan activity centre serving a regional catchment.

The Activity Centre Zone currently applies to the centre, which implements the vision set forth in the Cranbourne Town Centre Structure Plan. The centre has a total of approximately 268,816 square metres of employment floorspace. Over the next 20 years, there is a forecast demand for the centre to grow to approximately 348,056 square metres in total employment floorspace.

The objectives of the Cranbourne Town Centre are:

- To play a key regional role in the metropolitan economy, providing a diverse range of employment opportunities for the region.*
- To provide a broad mix of higher-order services and activities in the south of the municipality, including a department store and discount department stores, entertainment, and attract a significant level of visitation.*

- To develop an accessible, high amenity and high connectivity centre, with consideration for adequate transport provision, walkability, safety, and attractive environments.

The future focus of the Cranbourne Town Centre should be the attraction and fostering of higher order commercial activity to play a greater role in the provision of a diverse range of local employment opportunities in Casey.

I hope this information is helpful. We look forward to working with Cardinia Shire wherever possible on the planning for our regions' network of activity centres and would be glad to respond to any further queries you may have about C258.

Kind Regards,
Bryan



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Cc: Anita Ransom <a.ransom@cardinia.vic.gov.au>; Luke Connell <L.Connell@cardinia.vic.gov.au>
Subject: Cardinia Submission to Casey Amendment C258

Good Afternoon,

Please see attached Cardinia Shire Council Officer's submission to Casey's Planning Scheme Amendment C258 Activity Centres Strategy update.

Regards,

Genna Walkley | Senior Strategic Planner | Planning Strategy and Urban Design



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Attachment 3 – Post-exhibition changes to provisions

21.0103/05/2018
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Proposed C258case

INTRODUCTION**Municipal profile**

The City of Casey is located in Melbourne's south-east region. It forms part of the Casey-Cardinia Growth Area and is one of the fastest growing municipalities in Australia. Covering an area of 395 square kilometres, Casey is characterised by a diverse environment that extends from the foothills of the Dandenong Ranges to the shores of Western Port, providing an interface between country Victoria (Gippsland) and metropolitan Melbourne.

Casey comprises five distinct geographical regions:

- The foothills of the Dandenong Ranges, which are characterised by areas used for grazing, horse agistment and passive recreation, are located north of Casey's population centre and include the rural-residential and village locales of Harkaway, Lysterfield South and Narre Warren North.
- The residential and commercial heart, which generally follows the Princes Highway and South Gippsland Highway corridors, and includes the suburbs of Beaconsfield (part), Berwick, Cranbourne, Doveton, Eumemmerring, Endeavour Hills, Hallam, Hampton Park and Narre Warren.
- The urban growth area, which is characterised by strong building activity and rapid population growth, is located centrally in Casey extending to the east, south and west of the established urban area, and includes the developing suburbs of Botanic Ridge, Clyde (part), Clyde North, Cranbourne East, Cranbourne North, Cranbourne West, Junction Village, Lynbrook, Lyndhurst and Narre Warren South.
- The farm belt, which is mainly used for market gardening, flower growing and grazing, is located in Casey's south and includes the rural and village locales of Clyde, Cranbourne South, Devon Meadows and Pearcedale. Part of the farm belt also contains urban growth areas that are transitioning from farming in Clyde, Cranbourne South and Devon Meadows.
- The Western Port coastal environs, which include the villages of Blind Bight, Cannons Creek, Tooradin and Warneet, contain extensive and internationally significant coastal reserves that also form a link between the popular tourist destinations of the Mornington Peninsula and Philip Island.

Prior to European settlement, the Bunurong and Wurundjeri peoples occupied the Casey area. As a result, a number of sites of significance to these indigenous communities are located throughout the municipality, particularly within coastal areas and near creeks and waterholes.

Casey is experiencing rapid growth in all areas, including housing, industry, and commercial and retail facilities, which is supported by the ongoing roll-out of associated infrastructure. New housing is the major growth catalyst and is particularly evident in the urban growth areas, which will benefit over time from major new and upgraded transport infrastructure to support the vibrant communities that are establishing.

Casey is served by a range of activity centres varying in size from local neighbourhood activity centres to its two primary activity centres: Fountain Gate-Narre Warren Metropolitan Activity Centre and Cranbourne Major Activity Centre. The Fountain Gate-Narre Warren Metropolitan Activity Centre is the urban focal point for the northern part of the municipality, being approximately

40 kilometres from Melbourne's GPO, while for the southern part it is the Cranbourne Major Activity Centre, which is approximately 45 kilometres from the GPO. It is expected that the role of these two centres in providing high-level regional services will increase over the next decade

as links with the Cardinia Employment Corridor and Gippsland along the two highway corridors continue to grow.

Casey's rapid growth, size and geographical diversity have added a layer of complexity to its planning. Its suburban areas are framed by a backdrop of open, green and fertile pasture land, an environmentally significant coastline in the south and wooded foothills in the north. Pressures brought about by urban development mean that planning is required to give careful consideration to the protection of the City's resources, natural ecosystems and heritage places associated with its pre- and post-contact history, and to the promotion of integrated development planning to create a sustainable urban environment.

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Community context

Casey is a diverse and multi-cultural community, its Aboriginal cultural heritage having provided the foundation upon which this rich cultural diversity has developed over the years. The current community of Casey is an amalgam of a number of individual communities contained within discrete geographical boundaries; some are well established, while others are emerging and being shaped.

From a demographic perspective, the age and development of Casey's communities are not uniform. The issues in each community differ depending on their stage of evolution and their population mix. In developing communities such as Narre Warren South, new roads, community facilities and shops are most important. In established communities such as Endeavour Hills, youth issues are more prominent. In older communities such as Doveton, the refurbishment or redevelopment of community facilities is important. There are many areas with a growing aged population that require access to a broad range of services and facilities, including home care, meals-on-wheels and seniors' clubrooms, while there are some facilities, such as shared paths, that benefit all age groups and communities.

Like many of metropolitan Melbourne's outer municipalities, Casey is experiencing significant development pressures in its established residential areas. These pressures are characterised by the substantial investment in new medium-density housing, stemming from the comparatively low cost and generous size of residential allotments in older areas when compared to other metropolitan municipalities. The South East Growth Corridor Plan seeks to provide for further growth in these areas, as well as forming and developing new communities in areas such as Cranbourne West, Cranbourne North and Clyde North.

In managing these development pressures there is a need to identify and protect various intrinsic community values, such as the maintenance of Casey's "country feel, city living" image. To this end, Council recognises that its local areas have different neighbourhood characteristics, such as built form, landscape features and community identity, and acknowledges that new and infill development must be appropriately managed to ensure these characteristics are retained and enhanced.

The building and strengthening of all communities, in terms of physical planning and community development and recognising their diverse needs, values and characteristics, will be key tools in managing development pressures into the future. It will underpin the land use planning decisions by Council and ensure that the balance of competing planning, economic, social and environmental objectives is managed in a way that reflects local community values and aspirations.

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Environmental context

Casey boasts a beautiful and diverse environment that is characterised by extensive areas of land with outstanding agricultural, natural landscape, cultural heritage or environmental value. These include the Western Port coastal environs that are listed under the Ramsar Convention on Wetlands of International Importance, the Royal Botanic Gardens Cranbourne and Churchill National Park. Most of these areas fall within the Southern Ranges, Westernport and South East Green Wedges that are set out under *Plan Melbourne* Casey shares its Green Wedges with neighbouring and nearby municipalities:

- South East – Frankston, Greater Dandenong and Kingston.
- Southern Ranges – Cardinia, Knox and Yarra Ranges.
- Westernport – Cardinia and Frankston.

The protection and management of these areas, and the ecosystems that underpin them, are important to ensure the City maintains soil fertility and clean, fresh air and water. The bushland and waterways provide recreational opportunities and are a source of inspiration, pride and cultural identity. They also provide both permanent and seasonal habitat for a broad range of native animals, birds, reptiles, insects and microbes, including some rare species listed under Commonwealth legislation and protected by international treaties.

However, it is widely acknowledged that the biological diversity of the City is in a state of decline, primarily from residential, industrial and agricultural development pressures, including those pressures arising from the need to satisfy the considerable recreational demands of a large growing population. The resultant land use impacts have reduced the pre-settlement biodiversity of the municipality to about 7 per cent of its former extent.

As such, the management of remnant vegetation and fauna throughout the City is important in order to achieve a net gain in the extent and quality of native vegetation, and protect and conserve biodiversity. Of particular importance is the protection and enhancement of biolink corridors that provide critical linkages for the survival of threatened species in Casey, such as the Southern Brown Bandicoot and the Dwarf Galaxias. In general, the most extensive and highest quality vegetation remnants and fauna habitats are found on public land, such as within Churchill National Park, the Royal Botanic Gardens Cranbourne and the Western Port coastal environs. However, biodiversity resources on private land include some of the rarest and most threatened flora and fauna populations and vegetation types within the region.

These sites need to be protected through the planning process, not only on a case-by-case basis but also as part of a coordinated strategic approach that has regard to the State Government's Native Vegetation Framework. This would enable the retention of unique examples of pre-existing flora and fauna, the protection of important sites and the provision of a future seed resource for revegetation using locally indigenous species.

Water management is a critical component of the conservation of biodiversity. There is a fundamental link between what we do on the land and the quality of our waterways, and the quantity, quality and seasonal flow of water all contribute to the health of aquatic environments. The major waterways of the City include Cardinia, Dandenong, Eumemmerring and Troups Creeks, the Hallam Valley Main Drain and Western Port itself. There is a need to prevent and reduce stormwater impacts on waterways, while opportunities exist to develop a series of green corridors and recreational linkages along them. The wider management of catchments at a regional level is also important in achieving the coordination of land and water management programs.

Increasing controls on waste collection and disposal, combined with State-legislated targets for the recovery of resources, present significant challenges for waste management in Casey.

Appropriate locations for waste disposal or resource-recovery facilities in the metropolitan region are scarce, and Council has a significant role in the protection of existing sites, the planning for future sites and the application of appropriate waste management technologies.

At a broader level, climate change predictions necessitate planning for a carbon-constrained future in which greenhouse gas emissions will have to be limited and the reliance on non-renewable resources will need to be reduced. As a consequence, people will need to change the nature and patterns of energy generation and use, manage resources more efficiently, modify the way that buildings are designed and sited, and alter transport usage and some agricultural and land use practices. This will require a commitment by both the public and private sector to embrace new green technologies and achieve land use and development outcomes focused on environmentally sustainable solutions. The low-lying areas along the Western Port coast, including the villages of Cannons Creek, Tooradin and Warneet, have been identified as being sensitive to the impacts of climate change from rising sea levels.

21.01-4 Economic context

--/--/----Proposed C258case The City of Casey has a broad economic base that is reflective of the two main periods of the City's development: pre-World War 2, when the City was broadly rural and newly settled, and the post-war expansion of population and settlement that is continuing today.

The pre-war period has left the municipality with a strong agricultural base that includes horticultural and animal husbandry industries, with a particular focus on market gardens, dog breeding and the equine industry. Most of these industries are located in the south and east of the municipality. There is also the presence of number of extractive industries, such as clay, sand and rock.

The post-war period led to continued economic expansion and the emergence of population-driven employment sectors. Typically, these jobs fell within the building and construction, manufacturing, retail goods and services, professional, education and health services' sectors. The City has a good range of these industries, with a large manufacturing precinct located in Hallam, smaller service industries' precincts located in Doveton, Cranbourne, Narre Warren and Berwick. Berwick has a strong medical and education focus, highlighted by the Casey and St John of God Hospitals, the Chisholm Institute of TAFE and Federation University campuses. Retail, office and professional services' jobs are located in the key activity centres, such as Fountain-Gate-Narre Warren Metropolitan Activity Centre, Cranbourne Major Activity Centre and Berwick Major Activity Centre.

As Casey will continue to experience significant population and housing growth for the foreseeable future, growth in population-driven employment sectors will continue to expand and provide a broad range of employment options. However, as the structure of the economy is changing, new types of jobs will be created based around knowledge, innovation and technological expertise. It is these types of jobs that need to be secured and grown if Casey is able to provide suitable employment choices for its residents.

With a number of highly valued natural assets, including the Royal Botanic Gardens Cranbourne, Cranbourne Racecourse, the Ramsar-listed wetlands along the Western Port coastline, Tooradin and Warneet boat launching facilities, Churchill National Park, Lysterfield Park and the Dandenong Police Paddocks Reserve, tourism will also be a key employment sector for the future.

The municipality also sits within a broader regional context, with the neighbouring City of Greater Dandenong, and Dandenong South in particular, being a significant employment destination for Casey's residents. In the future, the Shire of Cardinia will also be an important employment destination for Casey's residents, with Casey itself ultimately fulfilling a similar role for residents

of these municipalities. Improving public transport and road connections to both municipalities will therefore be an important objective for the future.

The strength of Casey's economy has rested on retail, medical, service industry, manufacturing, construction and agribusinesses. It is important for Casey to continue to attract new businesses that are employment generators and add value to the existing goods and services that are produced and distributed in the City.

There is also a need to continue to attract major new businesses to the region that not only support the growth in residential population, but also help to diversify the economy. Promoting diverse business types and employment is critical to a developing city that comprises a range of backgrounds and skills in the resident population base.

New clusters of technology and export-oriented industries are also integral to a developing economy to generate wealth, attract skilled staff and to create a clear point of difference for a municipality. The successful establishment and expansion of the Berwick Health and Education Precinct, Fountain Gate-Narre Warren Metropolitan Activity Centre and Cranbourne Major Activity Centre provide strategic locations for training, research and development, as well as new venture capital.

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Regional context

Casey's municipal neighbours are Yarra Ranges and Knox to the north, Greater Dandenong and Frankston to the west, Mornington Peninsula to the south and Cardinia to the east. Excluding Yarra

Ranges and Knox, Casey and its other four neighbours had a combined population of approximately 745,700 people in 2011, according to State Government estimates. The population of the region is forecast to grow to over 1,038,000 people by 2031, making it similar in size to the City of Adelaide and an important region in its own right.

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CASEY PLANNING SCHEME

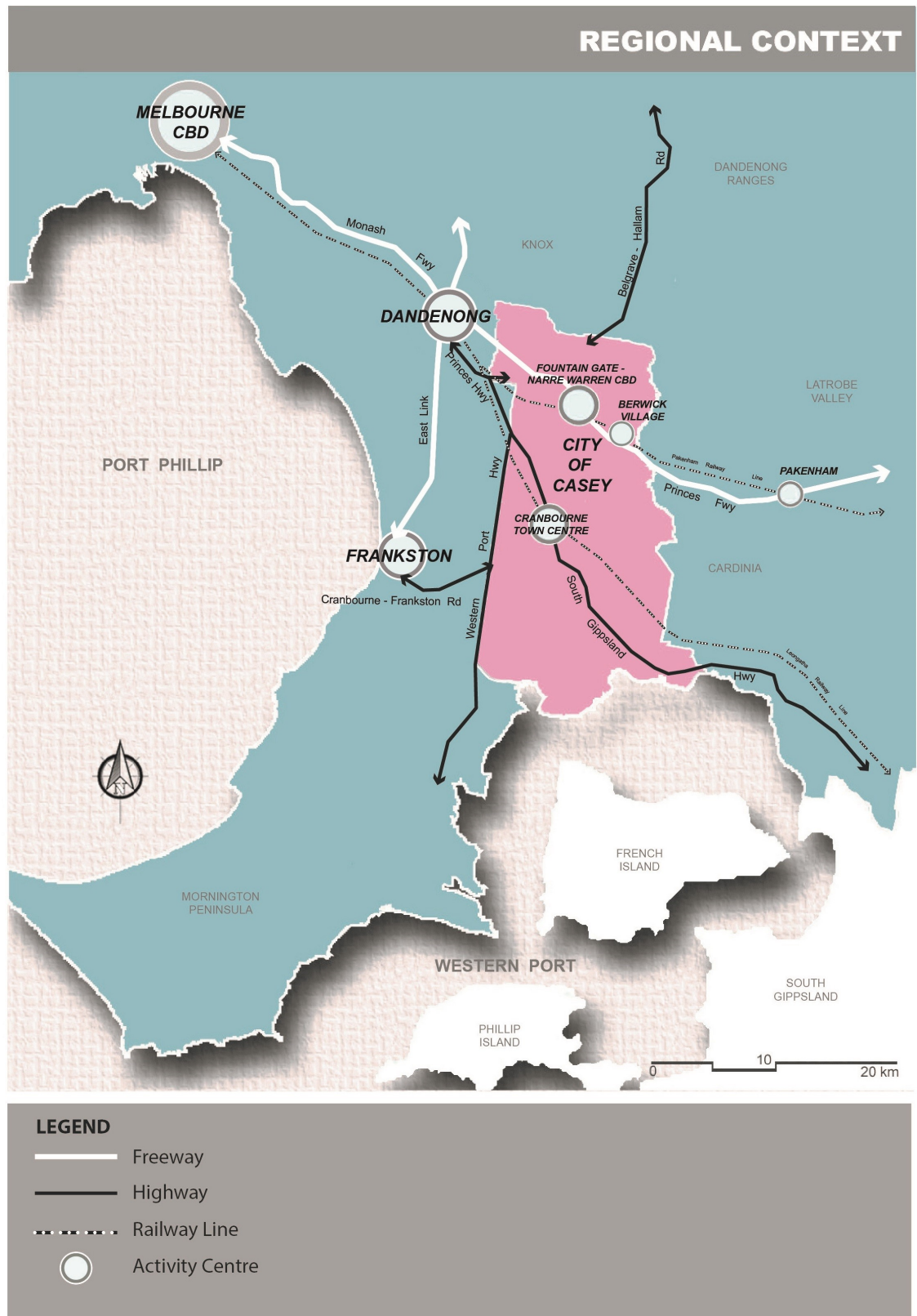
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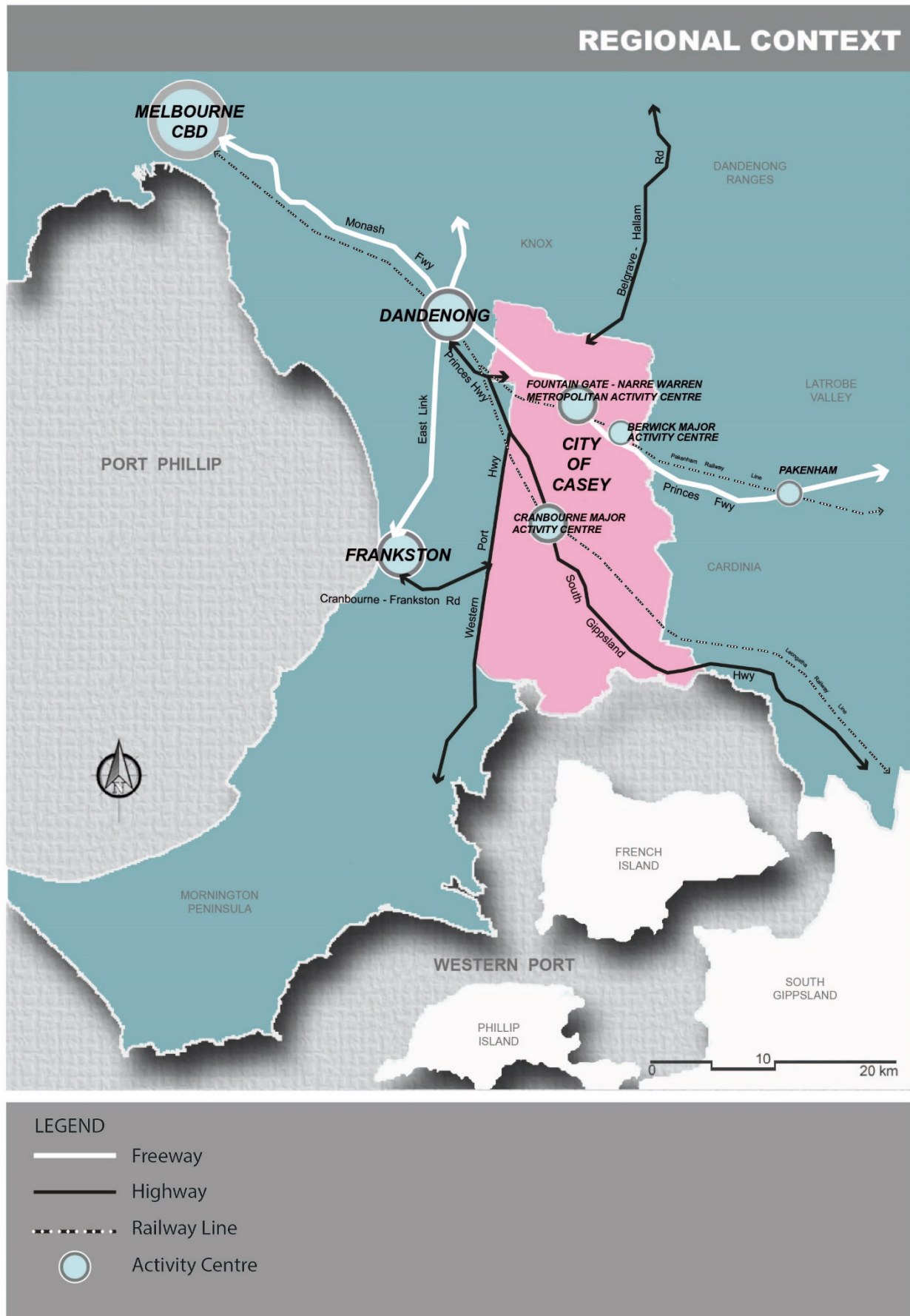
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KEY ISSUES AND STRATEGIC VISION

Key issues

The key issues facing Casey can be grouped into five strategic themes:

Settlement and housing

- The management of rapid urban growth to meet the social and physical needs of a diverse community.
- The management of urban development and its impacts on surrounding rural areas and areas of landscape and environmental significance.

Environment

- The protection and restoration of Casey's biodiversity.
- The protection and management of areas of State, national and international significance.
- The protection of life and property arising from the impacts of climate change, flooding and wildfire.
- The protection and enhancement of significant rural landscapes.
- The formulation of ecologically sustainable land use and development practices.

Economic development

- The development of a diverse, prosperous and sustainable economic base for Casey.
- The development of a strong knowledge-based business sector, providing local employment for residents.
- The need to support and strengthen existing businesses, including home-based businesses.
- The protection and sustainable use of agricultural land.
- The development of Casey's tourism and eco-tourism potential.

Transport

- The development of a transport system that addresses Casey's accessibility needs and provides for increased use of public transport.
- The need to upgrade regional transport routes in order to improve access for Casey's residents to the major employment precincts to the west.
- The development of a multi-use trail network in Casey that links community places and other key destinations.

Built environment

- The protection and enhancement of local neighbourhood character.
- The retention and maintenance of heritage places for the benefit of present and future generations.
- The protection of Casey's diverse local areas, townships and villages from inappropriate use and development.

21.02- Casey's land use vision

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The *Casey C21: A vision for our future* strategy ("Casey C21 Strategy"), which was adopted by Council on 3 September 2002, articulates the land use vision for Casey. It arose out of the

recognition by Council that a holistic, long-term vision needed to be created for the municipality that complemented and strengthened the key directions of the City's Council Plan.

This vision was created from the "ground up", comprising strategic directions that are based on a detailed understanding of the values of the Casey community and how those values vary in a spatial sense. It is about creating Casey's own identity as a city by developing and strengthening its communities, protecting and enhancing its natural assets, improving the accessibility of its residents to services, and stimulating economic development by building on its advantages.

Casey C21 – Building a Great City is an update of the *Casey C21 Strategy* that was adopted by Council on 19 July 2011. While retaining the direction and vision of the original strategy, it refines these into a form that is more accessible to the community and updates various references and actions arising from the implementation of the strategy. Any reference to the *Casey C21 Strategy* throughout the Local Planning Policy Framework of this planning scheme should therefore also be read as a reference to *Casey C21 – Building a Great City*.

21.02-3 Casey's Municipal Strategic Statement

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The Municipal Strategic Statement (MSS) is based on the *Casey C21 Strategy*, which is the main reference document of the Local Planning Policy Framework of this planning scheme. Only those aspects of the strategy relevant to land use, subdivision and development planning policy have been included in this MSS, but the responsible authority will have regard to all of the strategy in its decision-making.

The conceptual model for Casey's MSS examines the municipality using two discrete, but related, analytical approaches:

- A **thematic approach**, based on the development of strategic responses to key economic, social and environmental development and land use planning issues, comprising the following five themes (refer to Clauses 21.03-21.07):
 - Settlement and housing.
 - Environment.
 - Economic development.
 - Transport.
 - Built environment.
- A **local area approach**, based on the analysis of the following 17 local areas derived from those identified in the *Casey C21 Strategy* (refer to Clauses 21.08-21.25):
 - *Berwick Northern Area* (including part of Beaconsfield).
 - *Berwick Southern Area* (including part of Clyde North).
 - *Botanic Ridge/Junction Village*.
 - *Casey Coast* (including Blind Bight, Cannons Creek, Tooradin, Warneet and part of southern Pearcedale).
 - *Casey Farm* (including Clyde, part of Clyde North, Devon Meadows, Pearcedale and Cranbourne South).
 - *Casey Foothills* (including Harkaway, Lysterfield South, Narre Warren North and part of Endeavour Hills and the northern area of Berwick).

- *Cranbourne.*
- *Cranbourne East.*
- *Cranbourne North.*
- *Cranbourne West.*
- *Doveton/Eumemmerring.*
- *Endeavour Hills (Urban area).*
- *Hallam.*
- *Hampton Park.*
- *Lynbrook/Lyndhurst.*
- *Narre Warren.*
- *Narre Warren South.*

The two approaches are necessary, as a single approach fails to cover the full spectrum of planning issues. Some issues have widespread relevance to the municipality, whereas other issues are location-specific. The thematic approach set out in Clauses 21.03-21.07 complements the local area approach set out in Clauses 21.08 to 21.25. The combination of the two approaches ensures that both broad thematic issues and location-specific issues are addressed as part of Council's longer term strategic vision, and also demonstrates how the broader thematic issues are translated into their local context.

Both approaches respond to the issues in the form of objectives, strategies and implementation actions.

21.02-4 Casey's Strategic Framework Plan

Casey's key strategic directions for future land use planning and development are illustrated by the Strategic Framework Plan. The purpose of the Strategic Framework Plan is to identify locations where specific land use outcomes will be supported and promoted. It also identifies potential development opportunity areas where significant land use change may be expected, as well as areas where land use constraints may restrict future development.

Separate Local Area Maps have also been prepared for each of the 17 local areas (refer Clauses 21.08-21.25). These maps advance the broad strategic directions shown on the Strategic Framework Plan.

The major strategic directions identified on the Strategic Framework Plan are:

- A hierarchy of activity centres that caters for the growth of individual centres and provides diversified employment opportunities.
- Regional transport corridors supported by a “mile-grid” of arterial roads.
- An open space network to create linear corridors that link major destinations.
- Capacity for new suburban areas within the Urban Growth Boundary to cater for up to an additional 78,000 households, as of 2011.
- Green Wedge land that is afforded long-term protection from urban growth pressures.
- A mix of housing opportunities incorporating suburban and large-lot housing (“lifestyle living”).
- Land for future employment growth in a number of large new employment precincts.

Environmental protection of conservation areas.

21.02-5 Reference documents

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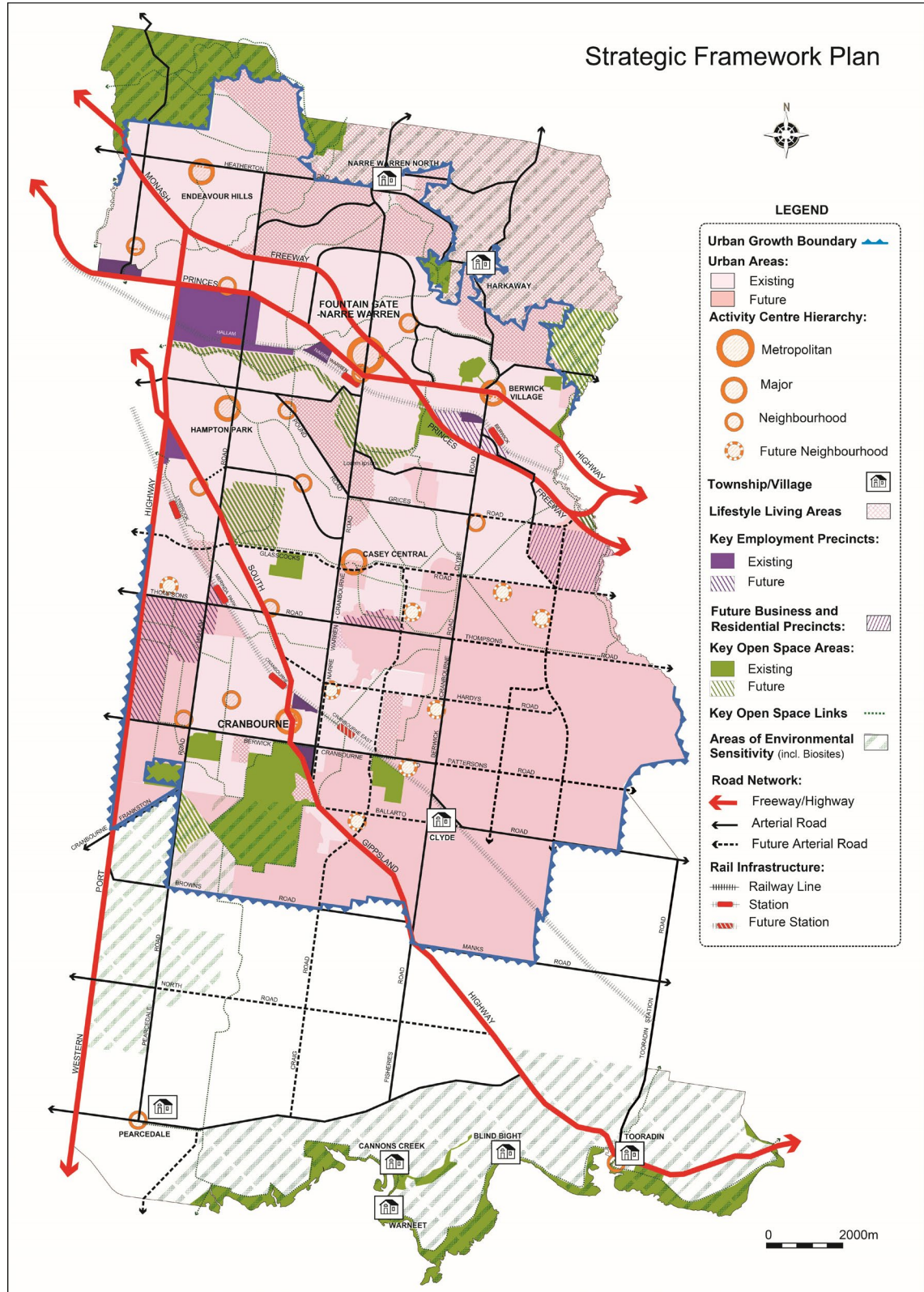
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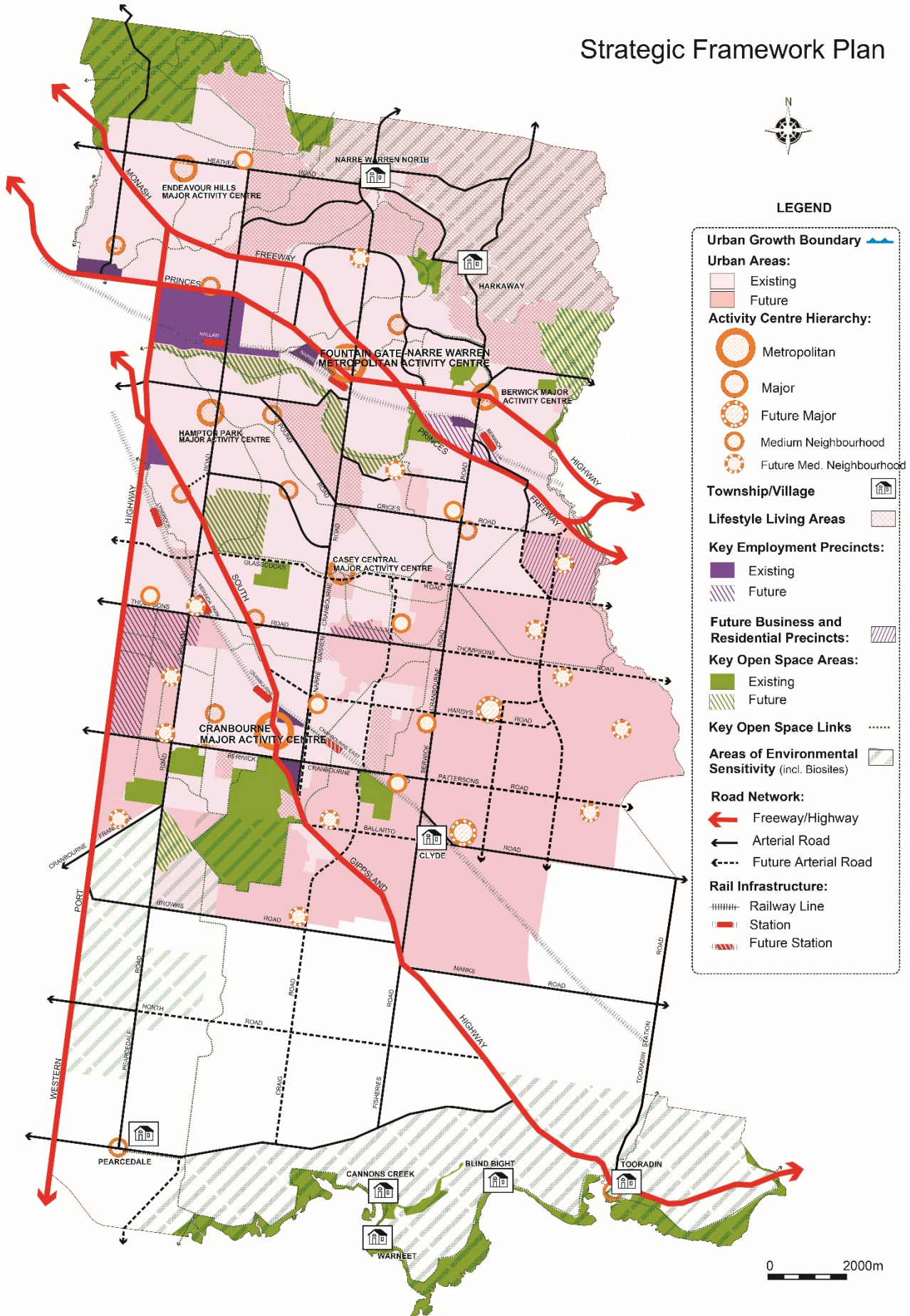
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Strategic framework plan



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Strategic Framework Plan



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SETTLEMENT AND HOUSING

Overview

The sustained building and strengthening of communities will improve physical, social, environmental and economic outcomes for local areas. It will result in the identification and articulation of the community's vision for their area and ensure that land use planning and development decisions better reflect these local values and aspirations.

Enhancing and strengthening the liveability of Casey's communities will in turn provide an incentive for greater choice, quality and diversity within local areas.

Casey is experiencing significant population increases associated with large numbers of young couples with young families moving into new residential estates. However, there are also a number of established suburbs with maturing populations. There is an increasing ethnic mix in some areas, and household type, income levels, education levels and other socio-economic characteristics vary widely across the municipality. Different communities of interest amongst Casey's residents also extend across geographic boundaries (such as religious or sporting communities).

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Objective 1

To provide a framework for urban growth and development that will support and strengthen the diverse communities in Casey.

Strategies

- Strategy 1.1 Create clear physical delineations between Casey's communities.
- Strategy 1.2 Focus activity into identified activity centres and community places to create a sense of place, create physical community landmarks and focal points, and reinforce community identity.
- Strategy 1.3 Maintain, enhance and reinforce inter-suburban breaks, with an emphasis on the progressive development of the Hallam Valley Floodplain ('Casey Valley Parklands') as passive parkland accessible by the public.
- Strategy 1.4 Maintain key rural views.
- Strategy 1.5 Discourage transition rural-residential lot sizes between suburban Casey and surrounding rural areas.
- Strategy 1.6 Encourage rural-residential and rural-living lots in identified locations, but not as a buffer or transition.
- Strategy 1.7 Provide for appropriate non-residential uses to establish in residential areas for the convenience of local residents.
- Strategy 1.8 Ensure all new development makes an appropriate contribution to upgrading local physical and community infrastructure.
- Strategy 1.9 Manage land release and development having regard to the South East Growth Corridor Plan.
- Strategy 1.10 Provide a safe and convenient open space system that offers a variety of opportunities and caters for a wide range of community needs.

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Objective 2

To provide quality housing to accommodate significant population increases and to suit a range of household types and lifecycle needs.

Strategies

- Strategy 2.1 Encourage and facilitate housing and lifestyle choice within Casey by providing a wide range of lot sizes to cater for different household types, also recognising life cycle stages of households.
- Strategy 2.2 Encourage well designed medium-density development in suburban residential areas that respects and enhances neighbourhood character, responds to its local landscape context, and minimises off-site amenity impacts.
- Strategy 2.3 Encourage higher-density housing on well located sites within easy walking distance of Metropolitan and Major activity centres and public transport.
- Strategy 2.4 Provide for properly serviced rural-residential and large-lot opportunities in appropriate areas that reflect local environmental attributes, and which contribute to the range of housing and lifestyle choices in Casey.
- Strategy 2.5 Plan new suburban subdivisions to ensure a range of lot sizes is provided throughout Casey's growth areas.
- Strategy 2.6 Encourage the balanced provision of well located affordable housing to meet special housing needs within the community, including aged care, student housing, low-cost housing, social housing and public housing.
- Strategy 2.7 Encourage the redevelopment and renewal of existing public housing stock that meets local community needs and expectations.
- Strategy 2.8 Ensure housing development in and adjoining activity centres incorporates measures that minimise adverse amenity impacts, such as noise [and visual impacts](#), that existing and proposed non-residential uses will have upon new residential uses.

21.03-409/02/2017
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To recognise, value, provide and facilitate a choice of facilities, including learning centres and services that reflect the diverse needs of the Casey community.

Strategies

- Strategy 3.1 Provide the community with a range of leisure and recreation opportunities to increase the overall participation by residents in leisure activities.
- Strategy 3.2 Provide a range of sports facilities and functions, using a hierarchy of provision (Regional, Municipal, District and Local) at multi-use, single-use or stand alone facilities.
- Strategy 3.3 Develop a diverse mix of quality arts facilities and performing arts facilities that service Casey and the region.
- Strategy 3.4 Recognise and protect the Old Cheese Factory (Berwick) as an opportunity to create an arts and cultural icon in Melbourne.
- Strategy 3.5 Facilitate the establishment of Places of Assembly/Worship around planned neighbourhood nodes in new residential areas, and close to similar non-residential uses where located on the periphery of an activity centre or commercial/industrial area.
- Strategy 3.6 Provide visible clusters of local facilities to encourage active participation in community life.
- Strategy 3.7 Develop a network of community-based learning centres throughout Casey ranging from pre-schooling to tertiary education, including community centres, neighbourhood houses and other local learning centres.
- Strategy 3.8 Investigate future demand for new tertiary education facilities in designated growth areas.
- Strategy 3.9 Develop new double-unit pre-schools co-located with other community facilities, including primary schools, in Casey's growing suburbs.
- Strategy 3.10 Encourage the establishment of new learning centres on, or with good accessibility to major public transport routes.

Strategy 3.11 Provide for the master-planning of new learning centres to, among other things:

- Ensure access and car parking for learning centres is adequately provided on-site, or in the case of public schools, in a shared parking area in an abutting community place, where available.
- Ensure there are three road frontages to each new learning centre, with the fourth side adjoining parklands.

21.03-5

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Proposed C258case

Implementation

These strategies will be implemented by the following measures:

Policy guidelines

- Using the Activity Centres Policy at Clause 22.01 to consolidate the role of the Fountain Gate-Narre Warren Metropolitan Activity Centre and the Cranbourne Major Activity Centre and the hierarchical development of all other designated activity centres.
- Using the Non-Residential Uses in Residential and Future Residential Areas Policy at Clause 22.02 to facilitate the provision of non-residential uses in appropriate locations where they do not detract from the amenity, character and function of existing and future residential land uses.
- Using the Non Agricultural Uses in Green Wedge Areas Policy at Clause 22.08 to protect Casey's Green Wedge farm land from ad-hoc and inappropriate development.

Application of zones and overlays

- Applying the General Residential Zone to established and committed residential areas that are capable of being fully serviced.
- Applying the Low Density Residential Zone to established and committed residential areas where larger lots are appropriate, and which may not be fully serviced but can treat and retain all wastewater.
- Applying the Township Zone to the coastal and rural settlements of Blind Bight, Cannons Creek, Harkaway, Narre Warren North and Warneet to provide for a range of appropriate residential, commercial and industrial uses.
- Applying the Urban Growth Zone to undeveloped land designated for future urban purposes, to manage the transition from non-urban to urban in accordance with a precinct structure plan.

- Applying the Commercial 1 Zone to activity centres with a primary retail function, or with an office and commercial function.

- Applying the Commercial 2 Zone to activity centres with an office and manufacturing function, or with a restricted retail, manufacturing and service business function.

- Applying the Mixed Use Zone to activity centres with a mixed use function, including employment centres and community activity clusters.

Applying the Activity Centre Zone to provide for the integrated use and development of land for activity centres of metropolitan and regional significance consistent with the adopted structure plans.

- Applying the Rural Living Zone to provide for residential development and living opportunities in a rural environment that are already developed for this purpose.
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Applying the Green Wedge Zone and Green Wedge A Zone to the rural areas of Casey outside the Urban Growth Boundary to recognise local agricultural and environmental attributes, maintain the viability of rural industry and facilitate sustainable land management practices.

- Applying the Farming Zone to non-urban land inside the Urban Growth Boundary, to protect it from use and development that may compromise any future use of the land for urban purposes.

Applying the Public Use Zone to identify land required for the provision of public uses,

- services and facilities.

Applying the Public Park and Recreation Zone to recognise, protect and conserve areas for

- recreation and open space.

Applying the Special Use Zone to provide for the use and development of land for site-

- specific purposes.

Applying the Development Plan Overlay to provide for the integrated and orderly planning of future and developing residential and employment areas, activity centres and other mixed use/commercial areas as appropriate.

- Applying the Public Acquisition Overlay to all land required for the future provision of public uses, services and facilities.
- Applying the Development Contributions Plan Overlay to future and developing residential areas, employment areas and activity centres to facilitate the timely delivery of appropriate transport, physical and community infrastructure.

Further strategic work and other actions

- Undertaking a detailed program of further strategic work and other actions set out in the Casey C21 Strategy.
- Developing and implementing “whole-of-community” plans throughout each of Casey’s local areas, where warranted, to deliver integrated community benefits.
- Engaging the community in the development and implementation of Casey’s community development programs and policies, encouraging understanding and ownership of the processes and outcomes.
- Developing and facilitating community-based responses to local safety issues.
- Developing and implementing the concept of a ‘Casey Valley Parklands’ through a memorandum of understanding between Council, Melbourne Water and Parks Victoria and the preparation of a master plan.

21.03-6 Reference documents

~~---/---Proposed C258case~~ Casey C21: *A vision for our future* (City of Casey, 2002).

Casey C21: *Building a Great City* (City of Casey, 2011).

Casey Housing Strategy (City of Casey, 2005).

City of Casey Activity Centres Strategy, City of Casey, 2019.

City of Casey Open Space Strategy Technical Report (City of Casey, in association with EDAW (Aust.) Pty Ltd, 2001).

CASEY PLANNING SCHEME

City of Casey Stormwater Management Plan (City of Casey, in association with Kellogg Brown & Root Pty Ltd, 2004).

Council Plan 2013-2017 (City of Casey, 2015).

South East Growth Corridor Plan (Growth Areas Authority, 2012).

Fountain Gate-Narre Warren CBD Structure Plan (City of Casey, 2018).

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C233**21.05-1**

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Proposed C258case

ECONOMIC DEVELOPMENT**Overview**

The prosperity of a community is directly linked to the health of its existing enterprises. Casey has significant regional competitive advantages, which, if properly managed and sustained, will provide positive social, economic and environmental outcomes for the City. These advantages include significant population and housing growth, a regional CBD at Fountain Gate-Narre Warren, tertiary education facilities, potential for the development of a strong commercial sector, tourism and eco-tourism opportunities, a productive and diverse rural sector, a strong equine sector, extractive industrial resources, and locational advantages as a gateway to Gippsland and to the Melbourne metropolitan area.

As we move into the 21st century, one vision is gaining increasing support: jobs of the future will be based around knowledge. Knowledge-based jobs are linked to areas of high liveability. Knowledge-based business and industry require universities and other technology-related infrastructure at their core, which provides Casey with opportunities for securing knowledge-based jobs in “technology precincts” based around its tertiary education and related facilities.

The Berwick Health and Education Precinct presents the opportunity to create at least 10,000 such jobs alone in a high-density technology precinct based around the Federation University, TAFE College and Casey Hospital in Berwick.

The benefits of the creation of new knowledge-based job opportunities within Casey will have broader flow-on effects throughout the whole community, by diversifying and improving local employment opportunities, encouraging a more skilled and flexible workforce, and securing a strong and diverse economic base for the City of Casey well into the future.

21.05-2 Objective 1

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Proposed C258case

To facilitate the creation of knowledge-based jobs in Casey.

Strategies

- 1.1 Foster employment and investment opportunities to create knowledge-based jobs.
- 1.2 Support the development of a broad range of learning centres to address emerging skills' needs, with a focus on knowledge-based sectors.
- 1.3 Facilitate the development of the Berwick Health and Education Precinct as a high-density, health and education precinct based around the Federation University, Chisholm Institute of TAFE and Casey Hospital campuses in Berwick.
- 1.4 Facilitate the development of 'Minta Farm' in Berwick as a high-amenity, integrated employment precinct that incorporates office, research, manufacturing, learning and living components.
- 1.5 Facilitate the development of new industry and business parks in Cranbourne West to provide a diverse range of employment opportunities, including large-lot traditional and “advanced” manufacturing to take advantage of access to Western Port Highway.
- 1.6 Facilitate the development of the Fountain Gate-Narre Warren Metropolitan Activity Centre as a premier, large, diverse, densely developed CBD to provide a focus for the Casey and wider regional community.
- 1.7 Encourage a diverse, densely developed business and employment corridor in the non-residential areas along the road and rail corridor from Dandenong to Pakenham.

21.05-3

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Proposed C258case

Objective 2

To take advantage of Casey's competitive edges to create local employment opportunities across a diverse economic base to secure a sustainable and prosperous future.

Strategies

Economic opportunities

- 2.1 Enhance economic prosperity through the development of a broad, diverse and sustainable business and industrial base to increase business investment and employment opportunities.
- 2.2 Manage development of Casey's undeveloped urban areas to maximise their development potential.
- 2.3 Encourage the sustainable growth of home-based businesses.

Activity centres

- 2.4 Realise the significant potential of the Fountain Gate-Narre Warren Metropolitan Activity Centre and Cranbourne Major Activity Centre as centres of metropolitan and regional significance, providing a broad range and high intensity of activities that maximise their future capacity.
- 2.5 Promote leading practice activity centre development that provides for economically robust centres with a vibrant community focus, and which can evolve to accommodate changing needs.
- 2.6 Promote more diverse, non-retail employment opportunities within activity centres.

Rural activities

- 2.7 Support the consolidation and expansion of horse-related activities in Casey.
- 2.8 Encourage the growth of sustainable land and resource industries and markets.
- 2.9 Protect productive farming by ensuring that high quality agricultural land is retained for agricultural purposes, and is not eroded or prejudiced by inappropriate urban land uses and development.
- 2.10 Support farming and rural-based businesses to ensure their ongoing viability is maintained and to encourage environmentally sustainable land management practices.

Tourism

- 2.11 Harness and sensitively manage the eco-tourism potential of Tooradin Village.
- 2.12 Support the ongoing eco-tourism opportunities of the Cranbourne Gardens.
- 2.13 Develop Wilson Botanic Park as a significant tourist attraction.
- 2.14 Recognise and promote emerging tourism and eco-tourism opportunities within Casey, ensuring that the design and development of tourist-related facilities reflects the farming and environmental attributes of the locality.

Sand and stone resources

- 2.15 Protect future options to extract sand and stone resources in Extractive Industry Interest Areas.
- 2.16 Manage existing sites shown on the Local Area Maps for both their extractive/filling potential as well as for their potential parkland use.
- 2.17 Maintain appropriate separation distances between extractive industries and any sensitive uses to protect residential amenity and ensure valuable resources are not sterilised.

21.05-4

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Proposed C258case

Objective 3

To consolidate Casey's retail, commercial, institutional and community facility development patterns into a hierarchical network of activity centres, both existing and planned, with appropriately sized centres to meet the needs of Casey's communities through to 2036

Strategies

- 3.1 Direct retail, commercial and appropriate non-retail development into a hierarchical network of activity centres consistent with the typology identified in Table 1 and Map 1 to this clause.
- 3.2 Encourage non-retail employment-generating uses in activity centres.
- 3.3 Support uses and development that deliver a net community benefit.
- 3.4 Facilitate a health and education-based employment precinct that fosters the continued development, growth and clustering of significant health and education facilities into the Berwick Health and Education Precinct, as identified in Table 1 and Map 1 to this clause.
- 3.5 Support restricted retail precincts that offer convenient access to a diverse range of bulky goods across the municipality, by directing restricted retail development into designated restricted retail precincts as identified in Table 1 and Map 1 to this clause.

- 3.6 Discourage retail and commercial development proposals (including rezonings) that are inconsistent with this clause or Clause 22.01 *Activity Centres*.
- 3.7 Support temporary treatments and uses for unused land in activity centres that help activate the centre prior to development, including food stalls, food trucks, community gardens, pop up markets, or other low-cost temporary land uses and public open space concepts.
- 3.8 Promote and prioritise pedestrians and cyclists over vehicles in and around activity centres.
- 3.9 Discourage restricted retail development from locating outside of designated restricted retail precincts identified in Map 1 to this clause, unless in Metropolitan or Major Activity Centres.

21.05-5 Implementation

---/---Proposed C258case These strategies will be implemented by the following measures:

Policy guidelines

- Using the Activity Centres Policy at Clause 22.01 to consolidate the role of the Fountain Gate-Narre Warren Metropolitan Activity Centre, and the Cranbourne Major Activity Centre and the hierarchical development of all other designated activity centres.
- Using the Industrial Development Policy at Clause 22.03 to provide for the development of local employment centres and to ensure new industrial development achieves a high standard of visual amenity.

Application of zones and overlays

- Applying the Industrial 1 Zone to preserve industrial land for industrial uses and to protect against inappropriate commercial development.
- Applying the Industrial 3 Zone to industrial land adjacent to residential areas to protect these areas from inappropriate industrial uses, where appropriate.
- Applying the Commercial 1 Zone to activity centres with a primary retail function, or with an office and commercial function.
- Applying the Commercial 2 Zone to activity centres with an office and manufacturing function, or with a restricted retail, manufacturing and service business function.
- Applying the Mixed Use Zone to activity centres with a mixed use function, including employment centres and community activity clusters.

Applying the Green Wedge Zone and Green Wedge A Zone to the rural areas of Casey outside the Urban Growth Boundary to recognise local agricultural and environmental attributes, maintain the viability of rural industry and facilitate sustainable land management practices.

- Applying the Activity Centre Zone to activity centres of metropolitan and regional significance to ensure the use and development of the centres are consistent with adopted structure plans.

Further strategic work and other actions

- Undertaking a detailed program of further strategic work and other actions set out in the *Casey C21 Strategy*.
- Encouraging local businesses to embrace new technology in order to gain a competitive advantage.
- Promoting links between Council, businesses, Government and educational institutions within Casey to facilitate the transfer of new ideas and opportunities and promote local business opportunities.

21.05-6 Reference documents

---Proposed C258caseCasey C21: A vision for our future (City of Casey, 2002).

Casey C21: Building a Great City (City of Casey, 2011).

City of Casey Activity Centres Strategy City of Casey, 2019.

Council Plan 2009-2013 (City of Casey, 2009).

Melbourne Supply Area – Extractive Industry Interest Areas Review, Technical Record, 2003/2 (Geological Survey of Victoria, 2003).

South East Growth Corridor Plan (Growth Areas Authority, 2012).

Fountain Gate-Narre Warren CBD Structure Plan (City of Casey, 2018).

21.05-7 Table 1: Casey activity centres typology

Typology	Role and Function
Metropolitan Activity Centre	<p>To provide:</p> <ul style="list-style-type: none"> Higher order activities that play a key regional role in the metropolitan economy, providing a diverse range of employment opportunities for the region. A broad mix of high-order activities, including entertainment uses, to attract a significant level of visitation. Approximately 40 per cent non-retail commercial, institutional and community uses floor area for the whole of the centre. Strong focus on commercial uses, health and education facilities, and high density residential uses. Buildings of at least three storeys, except where there is an interface with residential areas, or a development plan or similar has been prepared that provides further guidance. Department stores and multiple discount department stores. Easily accessible connections to the Principal Public Transport Network. Multiple supermarkets of various sizes. Strong focus on specialty retail and hospitality uses. Some restricted retail uses.

CASEY PLANNING SCHEME

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Major Activity Centre	<p>To provide:</p> <ul style="list-style-type: none"> ▪ A broad mix of higher-order activities, including entertainment uses, to attract a significant level of visitation. ▪ Approximately 30 per cent non-retail commercial, institutional and community uses floor area for the whole of the centre. ▪ A strong focus on specialty retail and hospitality/entertainment uses. ▪ Medium focus on commercial uses. ▪ Some health and education facilities. ▪ Total floorspace for non-residential uses generally between 20,000 square metres and 100,000 square metres. ▪ Building heights of at least two storeys, except where a development plan or similar has been prepared that provides further guidance. ▪ Focus on high density residential uses. ▪ Easily accessible connections to the Principal Public Transport Network. ▪ Multiple supermarkets of various sizes. ▪ Multiple discount department stores. <p>Some restricted retail uses.</p>
Medium Neighbourhood Activity Centre	<p>To provide:</p> <ul style="list-style-type: none"> ▪ A broad mix of activities to provide for day-to-day and weekly retail and service needs at a neighbourhood level. ▪ Approximately 25 per cent non-retail commercial and community uses floor area for the whole of the centre. ▪ A strong focus on supermarkets, with a mix of full-line and small format supermarkets. ▪ Medium focus on specialty retail and hospitality uses. ▪ Medium focus on commercial uses. ▪ Total floorspace for non-residential uses generally between 5,000 square metres and 20,000 square metres.

CASEY PLANNING SCHEME

Typology	Role and Function
	<ul style="list-style-type: none"> Buildings of at least two storeys. Focus on medium density residential uses.
Local Neighbourhood Activity Centre	<p>To provide:</p> <ul style="list-style-type: none"> A broad mix of activities to provide for day-to-day and weekly retail and service needs at a neighbourhood level. Approximately 25 per cent non-retail commercial and community uses floor area for the whole of the centre. Strong focus on convenience retailing and medium density housing. Small format supermarket. Some specialty retail and hospitality uses. Some commercial uses. Total floorspace for non-residential uses of up to 5,000 square metres. Focus on medium density residential uses.
Health and Education Precinct	<p>To provide:</p> <ul style="list-style-type: none"> A strong focus on major health and education facilities and commercial uses. Some specialty retail and hospitality uses, particularly where they service the health and education facilities of the precinct. Complementary high density residential uses
Restricted Retail Precinct	<p>To provide:</p> <ul style="list-style-type: none"> A strong focus on restricted retail uses. Small amount of hospitality uses that support the restricted retail businesses.

Notes: For any activity centres within the Urban Growth Zone, Comprehensive Development Zone or Activity Centre Zone, growth areas where a Precinct Structure Plan (PSP) applies, outcomes refer to the PSP for as relating to specific retail and/or commercial floorspace target should primarily be guided by any relevant requirement or guideline set out in the relevant plan in the zone schedule or incorporated into the Casey Planning Scheme.

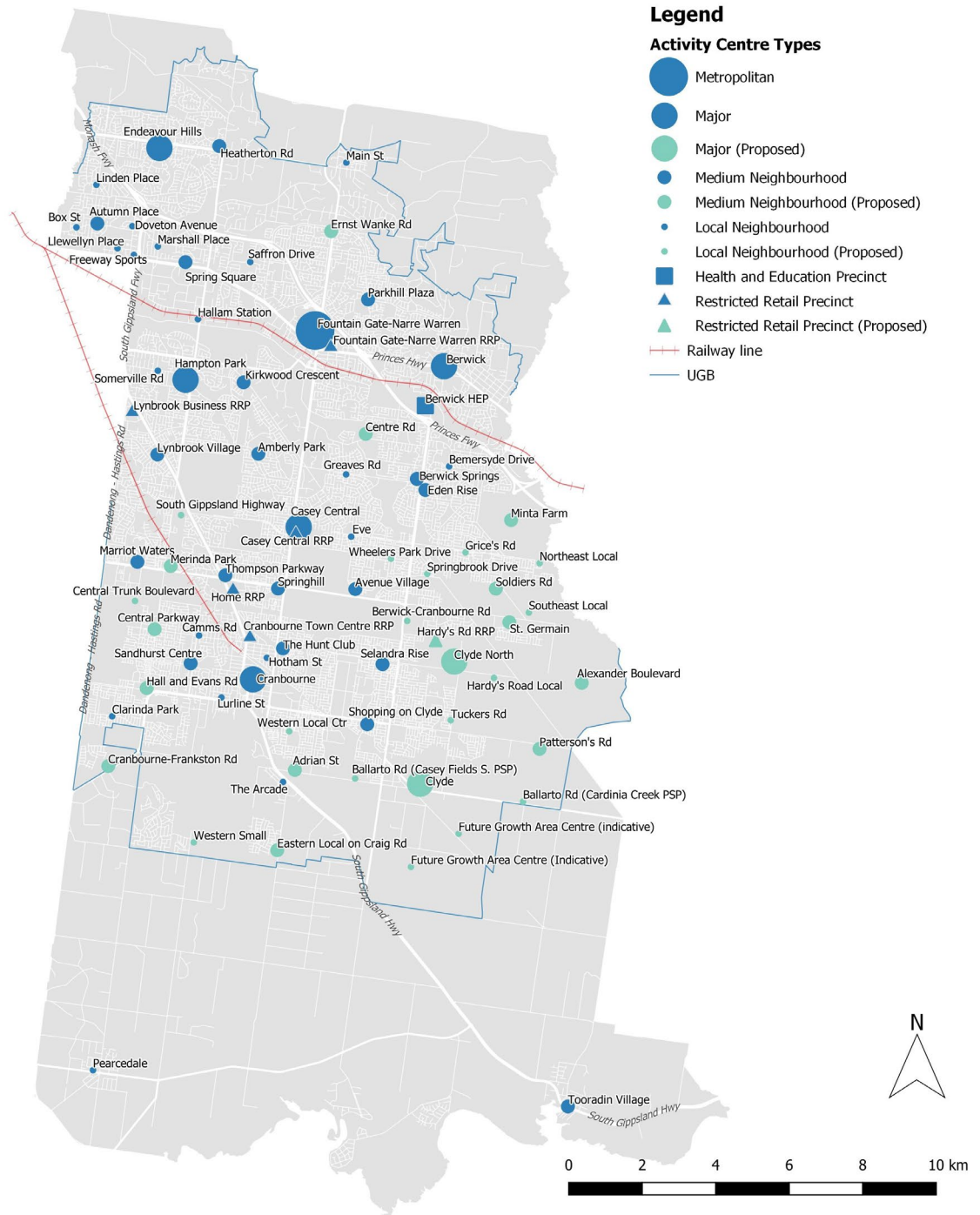
Floorspace areas/percentages are typical only and are not caps.

21.05-8

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Casey activity centre network

CASEY PLANNING SCHEME



Proposed C258case

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17/01/2019
C228

21.10-1

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C250

BERWICK SOUTHERN AREA

Profile

The southern area of Berwick, south of the Princes Freeway, is a quality, treed suburban living environment, close to the countryside but with easy access to a full range of employment, learning, shopping and community services. The area of Clyde North within the urban growth boundary will become a well planned, integrated suburban area that will also benefit from its “country” living environment and primarily rely on the services and facilities provided within the southern area of Berwick.

21.10-2

09/02/2017
C250

Objectives

- To maintain and extend Berwick’s established, green-treed country feel and character.
- To create quality and diverse housing opportunities.
- To create a community focus for Berwick’s southern area.
- To create a new key employment precinct that creates a job-rich urban environment.
- To develop, expand and refurbish Berwick Southern Area’s spaces, places and programs to reflect population growth.
- To upgrade main roads/intersections and provide safer local streets, convenient bus services and a safe trail network.
- To protect and restore the natural and environmental qualities of the Cardinia Creek Valley.

To create a new integrated residential precinct in Clyde North, within the urban growth boundary.

21.10-3

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Proposed C258case

Strategies

- Extend and strengthen Berwick’s established, green-treed country feel and character throughout its growing suburban areas to the south by encouraging extensive tree planting within streets, parks, public spaces and on private land, and by maintaining views and links through to open space and non-urban areas.
- Maintain and enhance the residential streetscapes as a garden suburb environment, characterised by a quality and diverse built form in a landscaped setting.
- Provide for a full range of suburban housing opportunities throughout the residential areas, including well designed and integrated medium-density housing around activity centres and major open space.

- Support the consolidation of Eden Rise and Berwick Springs Medium Neighbourhood Activity Centres into a Major Activity Centre.
- Develop 'Minta Farm' as an integrated and diverse employment precinct for the Berwick region, incorporating office, research, manufacturing, learning, and living components.
- Provide extensive boulevard planting along the main road network.
- Develop Sweeney Reserve as an important regional-level active parkland.
- Enhance the Old Cheese Factory as an arts icon in Melbourne.
- Upgrade Greaves Road/O'Shea Road to an arterial road standard to cater for an extension of O'Shea Road to connect with the Princes Freeway/Pakenham Bypass interchange.
- Provide strong regulatory protection for Cardinia Creek Valley's natural places to minimise further loss of natural values.

Encourage the development of open space areas along Cardinia Creek as a major inter-suburban break and passive parkland area.

- Create and maintain habitat links through the Cardinia Creek Valley.
- Provide for the orderly expansion of the suburban area of Clyde North, south of Grices Road, east of Pound Road, west of Cardinia Creek and north of Thompsons Road, within the Urban Growth Boundary.

21.10-4 Implementation

These strategies will be implemented by the following measures:

Use of policy and the exercise of discretion

- Ensuring that the future use and development of land is generally in accordance with the Berwick Southern Area Local Area Map.
- Ensuring that the future use and development of land is generally in accordance with the Clyde North Precinct Structure Plan, the Berwick Waterways Precinct Structure Plan and the Minta Farm Precinct Structure Plan.
- Using the Activity Centres Policy at Clause 22.01 to provide for the orderly development and expansion of activity centres, including the Eden Rise Medium Neighbourhood Activity Centre, Grices Road (West) and Soldiers Road future Medium Neighbourhood Activity Centres, Bemersyde Drive Local Neighbourhood Activity Centre and Grices Road (East) and Thompsons Road future Local Neighbourhood Activity Centres.

Application of zones and overlays

- Applying the Commercial 1 Zone to activity centres with a primary retail function, including the Eden Rise Medium Neighbourhood Activity Centre and Bemersyde Drive Local Neighbourhood Activity Centre.
- Applying the Rural Conservation Zone to protect and conserve the environmental values of Cardinia Creek and adjoining land.
- Applying the Special Use Zone to provide for the use and development of land in Soldiers Road, Clyde North for an Education Centre (Hillcrest Christian College).
-

Applying the Urban Growth Zone to undeveloped land designated for future urban use and development, to manage the transition from non-urban to urban in accordance with a precinct structure plan.

- Applying the Heritage Overlay to heritage places of national, State and local significance, as identified in Council's relevant heritage studies and strategic work.
- Applying the Incorporated Plan Overlay to land within the Cardinia Creek corridor to give effect to the Minta Farm Precinct Structure Plan.
- Applying the Development Plan Overlay to provide for the integrated and orderly planning of developing residential areas, mixed use areas and activity centres, as appropriate.
- Applying the Development Contributions Plan Overlay or Infrastructure Contributions Overlay to future and developing residential and employment areas to facilitate the timely delivery of transport, physical and community infrastructure.

Further strategic work

- Undertaking a heritage study to provide for the protection of all sites of State, regional and local significance in the planning scheme.
- Preparing urban design guidelines to ensure new residential and commercial development adds value to the character of the area.

Other actions

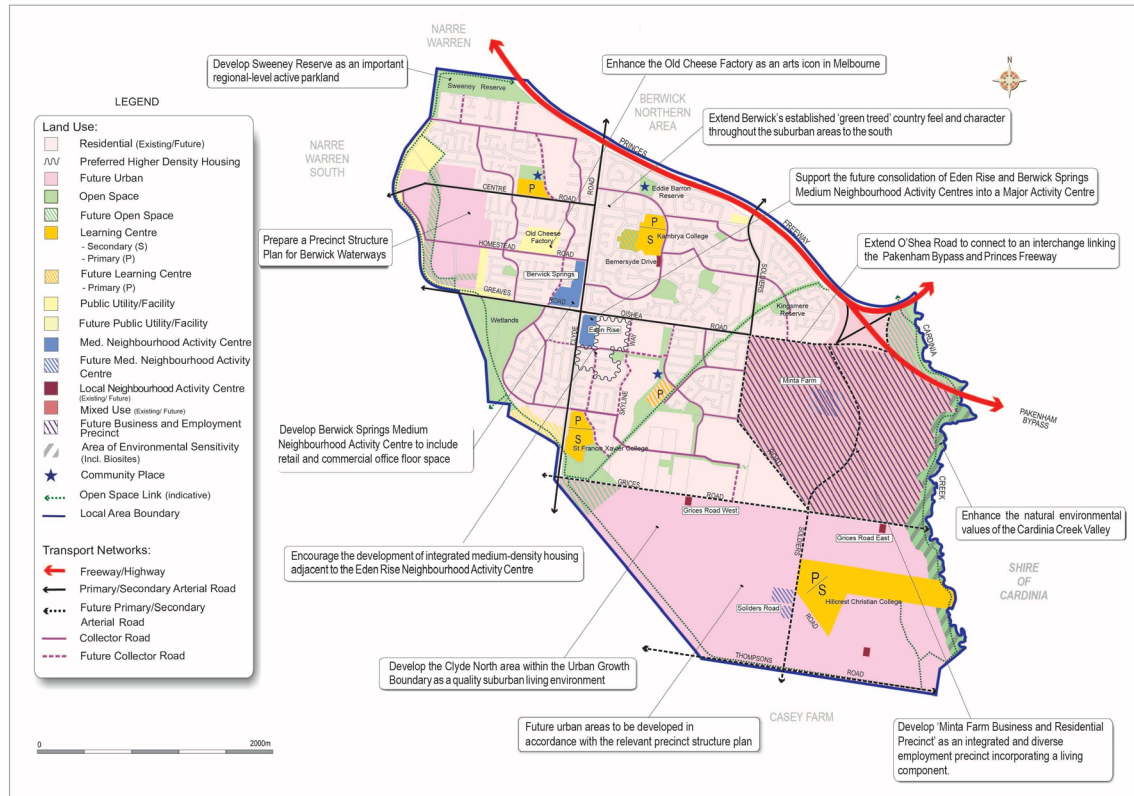
- Considering the preparation of a Berwick Community Plan.

21.10-5

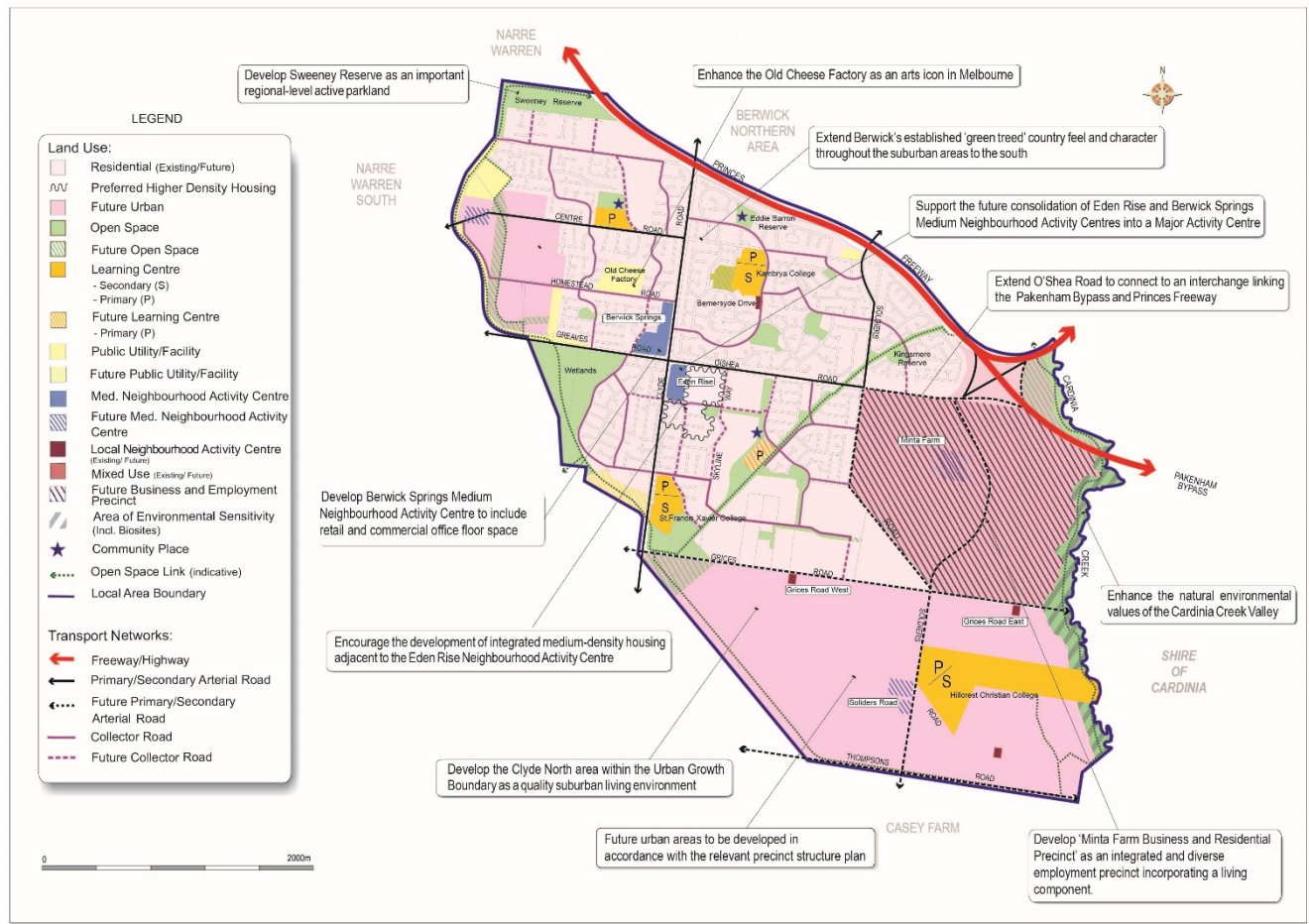
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Berwick Southern Area Local Area Map

CASEY PLANNING SCHEME



Proposed C258case



21.24

03/05/2018
C233

NARRE WARREN

21.24-1

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Proposed C258case

Profile

Narre Warren is a maturing community focused on the Fountain Gate-Narre Warren Metropolitan Activity Centre that will continue to strengthen its mature, green-treed image over the long-term, enjoying great freeway and rail access and a full range of services inside its boundaries.

21.24-2

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Proposed C258case

Objectives

- To maximise redevelopment potential of the Fountain Gate-Narre Warren Metropolitan Activity Centre, providing a wide range of retail, commercial, community, civic, residential, and entertainment facilities, based on a walkable built form and character.
- To enhance the Fountain Gate-Narre Warren Metropolitan Activity Centre's role as a community hub.
- To maintain the ability to extend main road and intersection access without constraining the further growth of the Fountain Gate-Narre Warren Metropolitan Activity Centre.
- To retain and enhance the retail and local convenience functions of the Narre Warren Village Neighbourhood Activity Centre, while supporting higher density residential development integrated with other land uses.
- To develop high quality pedestrian linkages within the Fountain Gate-Narre Warren Metropolitan Activity Centre, including connections to the Narre Warren railway station.
- To consolidate and extend the green-treed suburban image of Narre Warren.
- To create quality and diverse housing opportunities.
- To enhance the Troups Creek waterway and parkland attributes of the creek.
- To enhance the visual break qualities and the waterway and parkland attributes of the Hallam Valley Floodplain ('Casey Valley Parklands').

To develop, expand and refurbish Narre Warren's spaces, places and programs to reflect population growth.

21.24-3

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Proposed C258case

Strategies

- Develop the Fountain Gate-Narre Warren Metropolitan Activity Centre as the primary focus of the City, characterised by an integrated, attractive and exciting CBD image and urban form.
- Facilitate the development of the Fountain Gate Shopping Centre and its associated retail and business precincts into one of the premier shopping centres in Melbourne.

Develop Bunjil Place within the Fountain Gate-Narre Warren Metropolitan Activity Centre as the centre of municipal governance for the City, including associated community facilities and services.

- Accommodate all "one-off" higher order activities, such as a Court/legal complex, in the Fountain Gate-Narre Warren Metropolitan Activity Centre.
- Ensure the design and built form outcomes within the Fountain Gate-Narre Warren Metropolitan Activity Centre facilitate a sense of place and deliver active street frontages, high levels of pedestrian amenity and youth-friendly spaces.
- Develop the Fountain Gate Business Park as an employment location of metropolitan significance.
-

Develop the Vesper Drive service industry/commercial area as a complementary precinct within the Fountain Gate-Narre Warren Metropolitan Activity Centre.

- Improve the amenity and structure of Narre Warren Village as a high amenity community shopping/convenience retail precinct that includes a transport interchange.
- Provide for the development of a new Local Neighbourhood activity centre (Ernst Wanke Road) on the south-western corner of Ernst Wanke Road and Narre Warren North Road that includes:
 - A range of specialised retail goods and services.
 - Functionally and visually linked built form elements.
 - Physically separated pedestrian and vehicular circulation routes.
 - Active and articulated building facades.
- Create a green-treed image and strengthen the landscape character of the area by encouraging extensive tree planting within streets, parks, public spaces and on private land.
- Provide for a full range of suburban housing opportunities throughout the residential areas, including well designed medium-density housing.
- Maintain and enhance the residential streetscapes as a garden suburb environment, characterised by a quality and diverse built form in a landscaped setting.
- Encourage quality medium to high-density residential development on well located sites within proximity of the Fountain Gate-Narre Warren Metropolitan Activity Centre, that respects the existing neighbourhood character.
- Provide extensive boulevard planting along the main road network.
- Maintain and enhance, in consultation with relevant public land managers, the Hallam Valley Floodplain ('Casey Valley Parklands') as an inter-suburban break between Narre Warren and Narre Warren South, Narre Warren and Hampton Park, and Narre Warren and Berwick, and progressively develop it as passive parkland accessible by the public, while respecting its primary function as a floodplain.
- Create, in consultation with relevant public land managers, a suburban bushland and open space area adjacent to Troups Creek West Branch to act as an inter-suburban break between Narre Warren and Hallam.
- Develop Sweeney Reserve as an important regional-level active parkland.
- Retain the vehicular separation of the suburbs of Narre Warren and Berwick (Northern Area) between Narre Warren North Road and Ernst Wanke Road/Parkhill Drive.
- Upgrade Centre Road to a collector road standard linking Narre Warren-Cranbourne Road with Hallam South Road.
- Provide for a future collector road linking Tinks Road and the Monash Freeway with Heatherton Road, via Glenwood Road and Jacques Road.

21.24-4 Implementation

---/---/---Proposed C258case These strategies will be implemented by the following measures:

Use of policy and the exercise of discretion

- Ensuring that the future use and development of land is generally in accordance with the Narre Warren Local Area Map.
- Using the Activity Centres Policy at Clause 22.01 to consolidate the role of the Fountain Gate-Narre Warren as a Metropolitan Activity Centre and to provide for its orderly development and expansion along with the future Ernst Wanke Road Local Neighbourhood Activity Centre.
- Using the Industrial Development Policy at Clause 22.03 to create an attractive and well maintained industrial area.

Application of zones and overlays

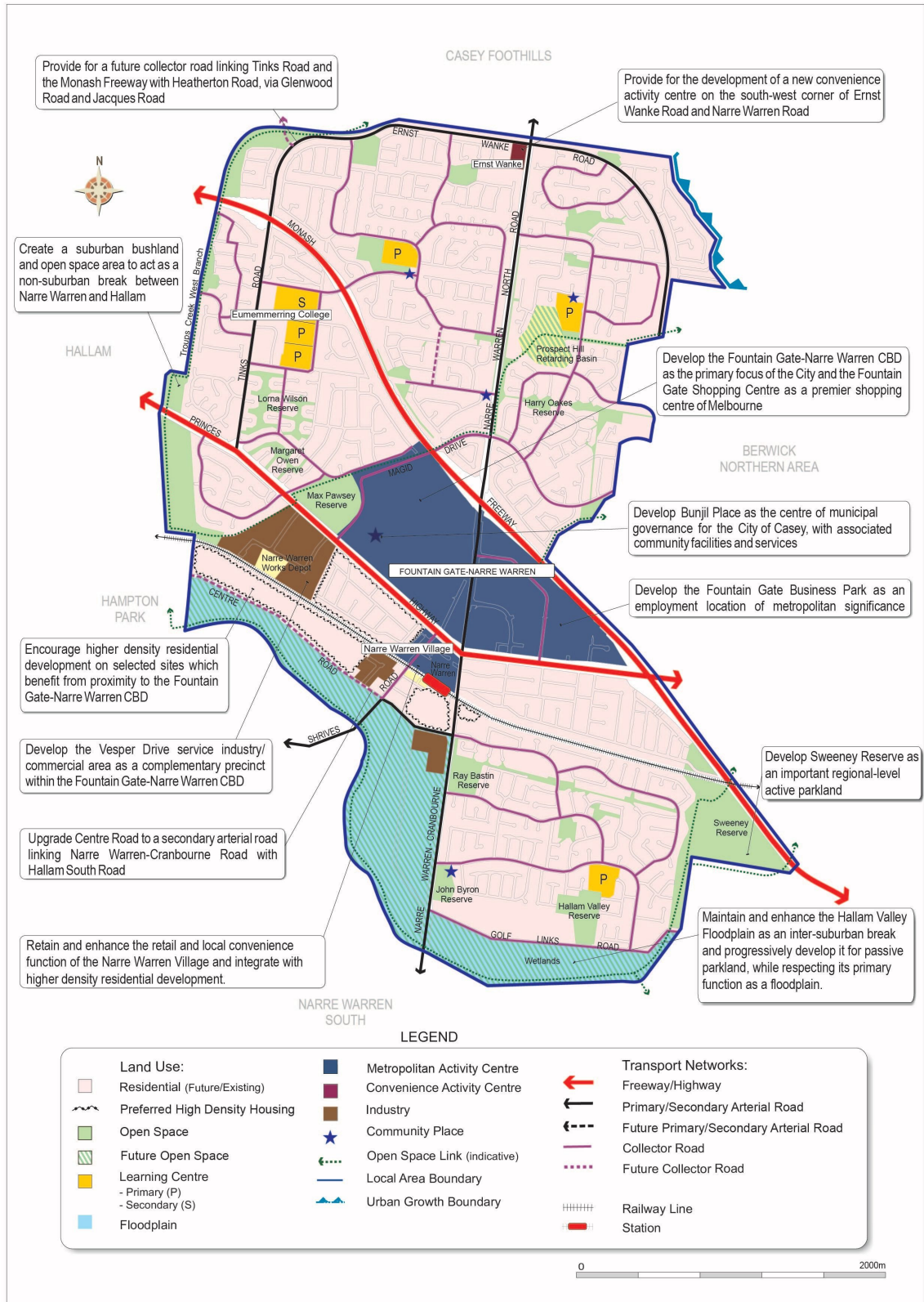
- Applying the Activity Zone to the Fountain Gate-Narre Warren Metropolitan Activity Centre (excluding Bunjil Place) to recognise the State significance of the centre and ensure that the use and development of land is consistent with the *FountainGate-NarreWarrenCBDStructure Plan* (City of Casey, 2018).
- Applying the Commercial 1 Zone to other activity centres with a primary retail function, including the Ernst Wanke Road Local Neighbourhood Activity Centre.
- Applying the Heritage Overlay to heritage places of national, State and local significance, as identified in Council's relevant heritage studies and strategic work.
- Applying the Development Contributions Plan Overlay to the Fountain Gate-Narre Warren Major Activity Centre to ensure the funding and provision of an effective road network, and the timely delivery of other physical and community infrastructure.
- Applying the Development Plan Overlay to provide for the integrated and orderly planning of future and developing residential areas and activity centres, as appropriate.

Other actions

- Considering the preparation of a Narre Warren Community Plan.

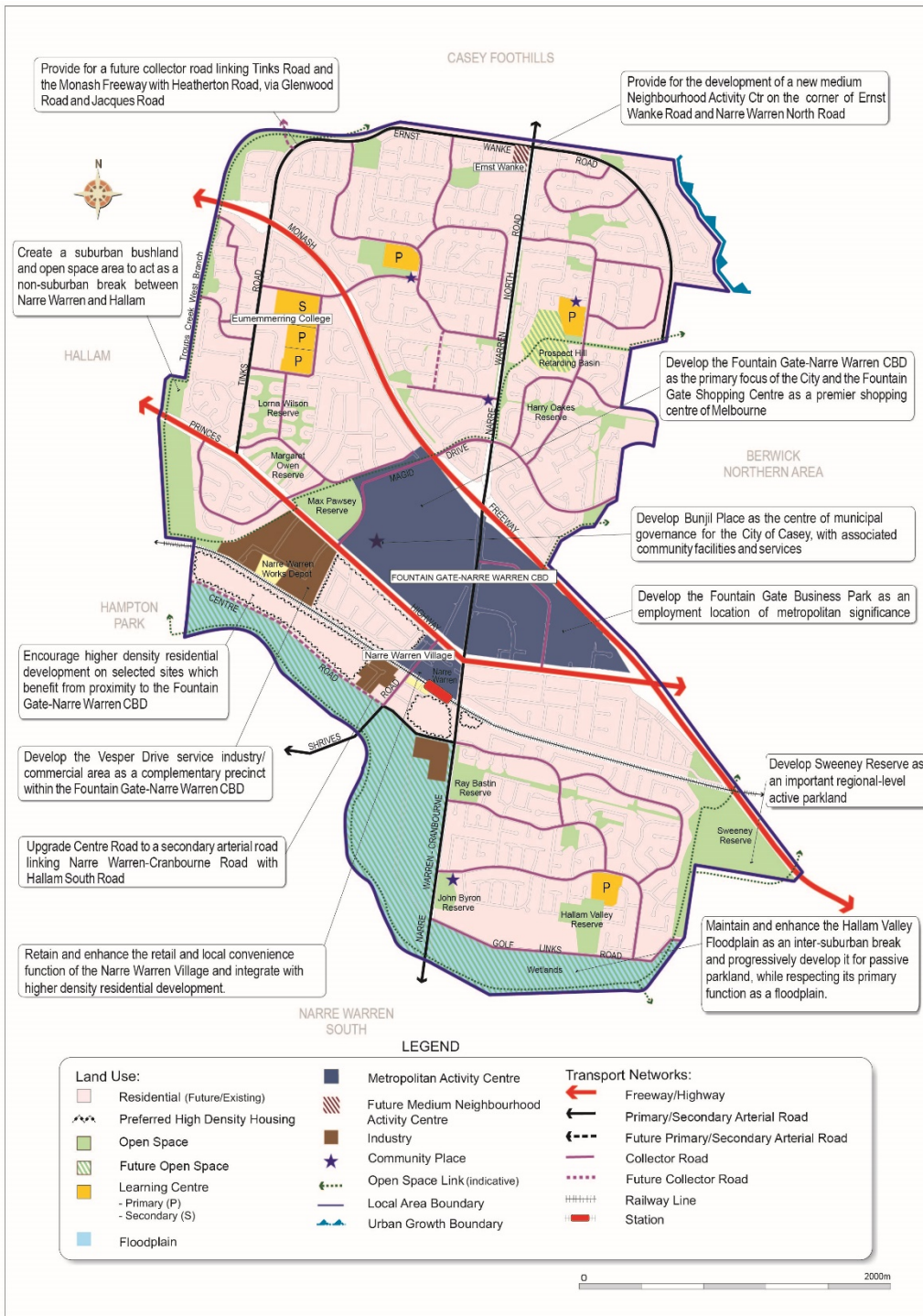
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Narre Warren Local Area Map



Proposed C258case

CASEY PLANNING SCHEME



22.01 ACTIVITY CENTRES POLICY

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Where the policy applies

This policy applies to all land.

22.01-1 Policy Basis

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The City of Casey is seeking to strengthen the role of activity centres, and the employment opportunities available locally. Almost 70 per cent of working residents leave Casey-Cardinia to go to work each day. To realise the City of Casey's aspiration to be Australia's most liveable city, activity centres need to be strong and vibrant community hubs.

The Municipal Strategic Statement (MSS) provides direction for the development of a robust activity centre network, with a number of thematic and local area objectives and strategies to achieve this direction.

This policy complements the MSS by providing a comprehensive framework for the use and development of land within existing and proposed activity centres, along with guidance on how out-of-centre proposals will be assessed.

22.01-2 Policy

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22.01-3 Activity centre network

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Objective

To facilitate the development of a thriving network of activity centres throughout Casey.

Policy

- Discourage the development of supermarkets where they are not part of an integrated component of the activity centre with other retail or commercial development.
- Discourage subdivision that results in fragmented ownership that limits the capacity of the centre to be expanded or redeveloped in the future.
- Discourage non-restricted retail uses from locating in restricted retail precincts.
- Ensure that the design of restricted retail development is not out of scale with surrounding development and is sensitive to interfaces with adjoining residential land.
- Support the growth of existing and proposed neighbourhood activity centres in growth areas to provide places for social interaction and safe pedestrian movement, and the early establishment of anchor uses including supermarkets or large offices to provide a foundation for the activity centre to build upon.

22.01-4 Out-of-centre development

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Objective

To ensure new retail and commercial development outside of designated activity centres does not compromise the activity centre hierarchy and results in a net community benefit.

Policy

It is policy to:

- Ensure that new retail and commercial development outside of activity centres is appropriately assessed.

Policy guidelines

It is policy that applications for use and development contrary to the role and function of the centre, or that propose out-of-centre development be accompanied by:

- An assessment that demonstrates the proposal:
 - Addresses a gap in the activity centre network.
 - Will result in improved accessibility and convenience for pedestrians, cyclists and public transport users.
 - Is of a scale, design and appearance of any development is complementary to the existing or preferred character of the area.
 - Will cause minimum loss of amenity, privacy and convenience to residents of nearby dwellings.
 - Delivers a net community benefit.
- An assessment of potential net community benefit that demonstrates the proposal:
 - Promotes single destination multi-purpose trips.
 - Delivers high quality and sustainable urban design outcomes.
 - Provides equitable access to services, maximising pedestrian, public transport and bicycle access and usage.
 - Meets the needs of the demographics (including age, ethnicity, socio-economic advantage and religion) of the local area.
 - Achieves environmentally sustainable development.

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Employment in activity centres

Objective

To encourage a greater amount of ~~commercial-office~~non-retail space ~~and cater for an increase in non-retail jobs~~to increase the density and diversity of employment in activity centres.

Policy

It is policy to:

- Support ~~commercial~~ development that is designed with flexible floor plans and ceiling heights so as to provide a range of ~~accommodation~~ options for ~~businesses~~non-retail commercial activity and to allow for future ~~adaptive-reuse~~adaptation of land uses.
 - Encourage development to be at least three storeys within Metropolitan Activity Centres, and at least two storeys within Major and Medium Neighbourhood Activity Centres.
- Support development of variety of work space options and sizes that cater for a varying sized
- businesses including those businesses that ~~are growing~~have the potential to grow.

Policy guidelines

It is policy ~~to assess proposals against~~ that the following ~~criteria~~ guidelines be considered as appropriate:

- For any activity centre within the Urban Growth Zone, Comprehensive Development Zone or Activity Centre Zone, outcomes should primarily be guided by any relevant requirement or guideline set out in the relevant plan in the zone schedule or incorporated in the Casey Planning Scheme. Where the relevant plan does not provide guidance, facilitate the provision of non-retail floor space across the activity centre having regard to the outcomes set out in Table 1.
- For all other activity centres, as a target the non-retail floor space of a fully developed activity centre should meet the objective set out in Table 1.
- ~~■ Developments proposals~~ of over approximately 1,000 square metres should make a contribution to a centre's non-retail floorspace so as to contribute to achieving the objective set out ~~provide leasable floorspace to non-retail uses consistent with the role and function of the centre and centre wide targets identified in Table 1 unless the physical constraints of the land or other factors make it reasonably impractical to do so, or it is unnecessary to do so as the centre already provides more non-retail floorspace than is set out in the Table 1.~~

Table 1: Floor area targets for activity centres

Typology	Centre wide target <u>objective</u>
Metropolitan Activity Centre	Approximately 40 per cent non-retail commercial, institutional and community uses floor area for the whole of the centre.
Major Activity Centre	Approximately 30 per cent non-retail commercial, institutional and community uses floor area for the whole of the centre.
Medium Neighbourhood Activity Centre	Approximately 25 per cent non-retail commercial, institutional and community uses floor area for the whole of the centre.
Local Neighbourhood Activity Centre	Approximately 25 per cent non-retail commercial, institutional and community uses floor area for the whole of the centre.

Notes: In this policy, non-retail floor space includes the floor space for commercial, institutional and community uses. ~~For activity centres in growth areas where a Precinct Structure Plan (PSP) applies, refer to the PSP for a specific retail and/or commercial floorspace target.~~
~~Floorspace areas/percentages are typical only and are not caps.~~

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Economic viability of activity centres

Objective

To support the on-going economic viability of activity centres across the network, having regard to evolving retail and commercial trends.

Policy

It is policy to:

- Support diverse retailing formats, such as discount department stores in Major Activity Centres and ‘mini-major’ stores where there is a demonstrated need in Major and Medium Neighbourhood Activity Centres.
- Support a night time economy in activity centres with late-trading businesses, such as restaurants, bars, nightclubs, live music venues and a range of evening events for all ages.
- Ensure that applications for a nightclub, hotel or tavern demonstrate that there is no unreasonable amenity impact on the surrounding neighbourhood.

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Great places for people

Objective

To ensure activity centres are accessible, high quality urban environments which support social interaction and meet the needs of the community.

Policy

It is policy to:

- Encourage community health, education and cultural/arts facilities and services be located in and near activity centres.
- Ensure missing links in the pedestrian path and bicycle network are filled, to provide continuous cycling and walking routes connecting activity centres to their surrounding neighbourhoods and to other activity centres.
- Locate on-street parking spaces near entrances of shops for short-term car parking, with the majority of car parking provided behind the building façade.

Policy guidelines

It is policy to assess proposals against the following criteria:

- Unless otherwise provided for in an approved Development Plan or the like, new development should as appropriate:
 - Provide a permeable, legible and functional development.
 - Provide continuity of pedestrian movement and activated public realm to the centre core, with vehicle and loading access movements at the periphery and rear of the activated core.
 - Provide safe and accessible spaces that are designed having regard to the principles of Crime Prevention Through Environmental Design (CPTED).
 - Achieve safe, attractive and vibrant public spaces, both during the day and at night, and integration between different land uses.
 - Place building facades on street frontages at ground level in retail and commercial mixed-use areas, to activate the street through entrances and extensive glazing at all levels.
 - Provide car parks that do not dominate the streetscape, with any at-grade car parking appropriately landscaped.
 - Provide continuity of weather protection and amenity along street frontages through consistent awnings.
 - Provide development at a pedestrian scale at the street interface.

- Ensure public open spaces, footpaths and communal spaces of buildings receive adequate sunlight.
- Ensure that all public furniture forming part of the proposal is attractive, multi-purpose, robust and easy to maintain.
- Ensure the built form and architectural treatment respects the existing character and the preferred future character of the activity centre.
- Apply Ecologically Sustainable Development (ESD) principles through Water Sensitive Urban Design, passive building design, microclimate and landscape, and material selection.
- Maximise the legibility of the public realm through the use of strong architectural markers and way-finding.
- [Transport infrastructure, crossings, intersections and traffic signals should be located and designed to promote and prioritise local walking and cycling trips over vehicular through traffic in and near activity centres.](#)
- [Design response to bushfire.](#)

22.01-8 Policy references

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