

6.1.2 Amendment C238 Glismann Road - Consider submissions and refer to Planning Panel

Responsible GM: Nigel Higgins Author: Lorna Lablache

Recommendation(s)

That Council:

- Receive and consider all submissions to Planning Scheme Amendment C238card.
- Supports changes to Planning Scheme Amendment C238card outlined in Attachment 4.
- In accordance with Section 23 of the Planning and Environment Act 1987 refer all submissions to an independent planning panel to be appointed by the Minister for Planning.

Attachments

- 1. Land affected by the Amendment C238 (as exhibited) [6.1.2.1 1 page]
- 2. Amendment C238 Development Plan (Schedule Plan as exhibited) [6.1.2.2 1 page]
- 3. Amendment C238 Explanatory Report (as exhibited) [6.1.2.3 10 pages]
- 4. Summary of Submissions and Response [**6.1.2.4** 8 pages]

Executive Summary

Council exhibited Amendment C238 from 9 July 2020 to 14 September 2020 and received 15 submissions. A range of matters raised by submitters cannot be resolved and it is recommended Council resolve to refer the submissions to an independent Planning Panel to be appointed by the Minister for Planning. Following receipt of a Planning Panel report a further report will be prepared for Council consideration.

Background

Council received authorisation from the Minister for Planning to prepare Amendment C238 on 23 April 2020 (subject to conditions).

What land is affected by the amendment?

The Amendment applies to the 21 hectares of land in Beaconsfield described as large rural living style lots on Glismann Road including four lots fronting Old Princes Highway at the southern end of Glismann Road and an irregular shaped lot fronting Mahon Avenue (Attachment 1).

Why is the amendment required?

Council adopted the Beaconsfield Structure Plan December in 2013 setting out strategic directions including guidance for built form, use and development outcomes for the next 10 – 15 years. A structure plan action is to rezone land in the 'Glismann Road area' from the Rural Living Zone (RLZ1) to a residential zone with a development plan and infrastructure plan. Amendment C238 is required to achieve the Beaconsfield Structure Plan action.



What does the amendment do?

The amendment proposes to:

- Rezone land within the 'Glismann Road Area' from the Rural Living Zone (RLZ1)
 and General Residential Zone (GRZ1) to the Neighbourhood Residential Zone
 (NRZ2) that recognises the natural topography, visual sensitivity, and landscape
 features of the area.
- Apply a Development Plan Overlay (DPO19) to facilitate an integrated design within an area of fragmented ownership and facilitate best practice planning initiatives in relation to subdivision layout, urban design, service provision and environmental considerations.
- Apply a Development Contributions Plan Overlay (DCPO5) that shares the cost of key infrastructure items triggered by the new development in a fair and reasonable manner.
- Facilitate the provision of local open space through the DCP (that would otherwise be collected under Clause 53.01 of the Cardinia Planning Scheme).
- Incorporate the Glismann Road Development Contributions Plan into the Cardinia Planning Scheme. (The Glismann Road Development Contributions Plan will be exhibited alongside this amendment).

Policy Implications

Plan Melbourne 2017-2050: Metropolitan Planning Strategy

Plan Melbourne is the Metropolitan Planning Strategy for Melbourne. It sets out the vision and directions to guide Melbourne's growth through to 2050. The amendment is consistent with the directions as it facilitates the rezoning of land that is currently within the RLZ1 that is inconsistent with the surrounding area. The topographical constraints of the amendment area are addressed through lot density which will facilitate a range of housing types for the community.

State Policy (PPF)

State planning policy is contained in the Planning Policy Framework (PPF) in the planning scheme. The Amendment supports the objectives and strategies of the PPF by providing:

- Infill development that responds to its context in terms of character, cultural identity, natural features (including significant slope) and surrounding landscape (including significant view lines).
- A diverse range of housing options and facilitates an increase of residential and housing supply in an existing urban area.
- A development contributions plan to share the cost of new infrastructure.

Local Planning Policy Framework (LPPF)

The Municipal Strategic Statement (MSS) and Local Planning Policy Framework (LPPF) provides the vision for land use planning and development within Cardinia Shire. The amendment will provide for greater housing choice that will create an attractive, functional, well-serviced and sustainable development that is consistent with the MSS. Varying dwelling densities and the use of building envelopes will ensure that the subdivision of the area has minimal impact to the unique environment, in particular the landscape and topographical site features.

Relevance to Council Plan

- 1.5 Our People Variety of recreation and leisure opportunities
- 1.5.1 Provide active and passive recreation facilities to meet the needs of residents.



2.1 Our Community - Our diverse community requirements met

2.1.2 Promote access to and encourage, a mix of housing types to cater for the varying needs of people in the Cardinia community.

Climate Emergency Consideration

The land within the Glismann Road area presents an opportunity to create conditions for a more sustainable and resilient community. DPO19 promotes pedestrian connectivity within a street network that has 'walkable' gradients. A connected local street network will enable long term behavioural change and improve the amenity of new neighbourhoods.

Council is seeking to protect the landscape qualities of the Glismann Road Area by implementing planning controls to manage development for this infill area. The DPO19 provisions foster the integration and retention of natural features and landforms of the area. These provisions also help maintain biodiversity and ensure established vegetation and view corridors are key features in the neighbourhood.

The provision of Integrated Water Management (IWM) will also plan for and manage all elements of the water cycle including wastewater management, alternative and potable water supply, and stormwater management.

Consultation/Communication

Notification - formal exhibition of Amendment C238

Amendment C238 was exhibited from 9 July 2020 to 14 September 2020 including a notice published in the Victoria Government Gazette (9 July 2020).

Notification was sent to owners and occupiers within and adjoining the amendment area, community groups, Beaconsfield Progress Association, Beaconsfield Primary School, and relevant Authorities. A letter was also sent to the Minister for Education (as resolved by Council 19 August 2019) requesting options for expanding Beaconsfield Primary School.

The amendment was also displayed on Cardinia Shire Council and DELWP website.

Submissions and responses

15 submissions were received to Amendment C238. 12 submissions were received during the exhibition period, with 3 submissions and 1 letter after the closing date.

- 5 from public Authorities, all in support
- 1 from Beaconsfield Primary School in support.
- 4 from landowners/occupiers from outside the amendment area objecting.
- 6 were from landowners/occupiers and/or consultants on behalf of landowners (one
 consultant submission was made on behalf of 8 landowners/occupiers). Two objected
 to the amendment while the remaining 4 supported the amendment in principle but
 raised objection to content/detail.

Department of Education and Training (DET) submitted a response advising it was not intended to be a submission for the amendment.

Issues raised in submissions

Some of the submissions are detailed referencing sections across the amendment documentation. Matters raised by submissions include the following topics:

Request to be excluded from the amendment.



- The land should be rezoned to the General Residential Zone (GRZ) and not the Neighbourhood Residential Zone (NRZ) so that it is consistent with surrounding area.
- Detail in Development Plan Overlay (DPO19) relating to specific provisions, including the loss of notification and third-party review rights in the process that takes place after the DPO19 has been approved by the Minister for Planning.
- Due to the fragmentated landownership the development plan should be coordinated and managed by Council and the cost reimbursed through the DCP.
- Density as proposed and density should be driven by a design response not an average density target.
- Areas of substantial slope and how it is addressed in the amendment
- Glismann Road, the road network and open space.
- Development Contributions Plan (projects and cost).

A resolution to all matters raised was not able to be achieved. A more detailed summary of the issues raised in the submission and a response is included in Attachment 4 to this report.

Council officers consider the following changes could be made to the amendment to address some matters raised as follows:

- Amend Figure 1: Glismann Road Development Plan and text in DPO19 regarding
 residential density to focus on a design response for individual site features rather
 than average lot yield. The development density of properties located at the crest of
 the hill and/or contain clusters with substantial slope of 20% and over is likely to
 remain low.
- 2. Review what impact, if any, the changes proposed in (1) will have on the Glismann Rd DCP.
- 3. Amend DPO19 to state the Development Plan will be facilitated and managed by Council.
- 4. Amend the Glismann Road DCP with a new \$70,000 item for the cost of preparing a Development Plan.
- 5. Remove the footpath shown on 4 Glismann Road.
- 6. Amend text in DPO19 to include a provision to address the impact on adjoining lots regarding access management, the design/levels of Glismann Road and the impact with site boundaries regarding the use of cut/fill and retaining walls.
- 7. Remove 11 Mahon Avenue from all the documents relating to Amendment C238 and that the submitter be advised that Council maintains its position that the development of 11 Mahon Avenue will be affected by the compounding impact of significant site constraints which impact on the development potential of the site.
- 8. Address any anomalies or errors if they do not change the intent of the suite of documents that form part of Amendment C238.



Next steps



Figure 1 Steps in the Planning Scheme Amendment Process for Glismann Road
We are at Stage 2 of the Planning Scheme Amendment process (Figure 1). Matters raised by submissions cannot be resolved and must now be considered by an independent Planning Panel to be appointed by the Minister for Planning. It is recommended that Council adopt the amendment with the changes outlined in Attachment 4. A public hearing will be held and all submissions considered prior to a Panel report prepared for Council.

Financial and Resource Implications

Attachment 4 outlines changes to amendment C238 considering submissions received. As outlined in some of the submissions, a practical solution to help overcome the complexities of the fragmentated land ownership is for Council to coordinate and prepare a development plan for the area.

It is estimated the Development Plan for Glismann Road would take 6 –7 months to complete and cost \$70,000. This cost (as identified in submissions) could be included in any Development Contributions Plan however, Council would need to fund the project upfront.

Costs associated with the remaining amendment process are to be provided in current and proposed operating budgets.

Conclusion

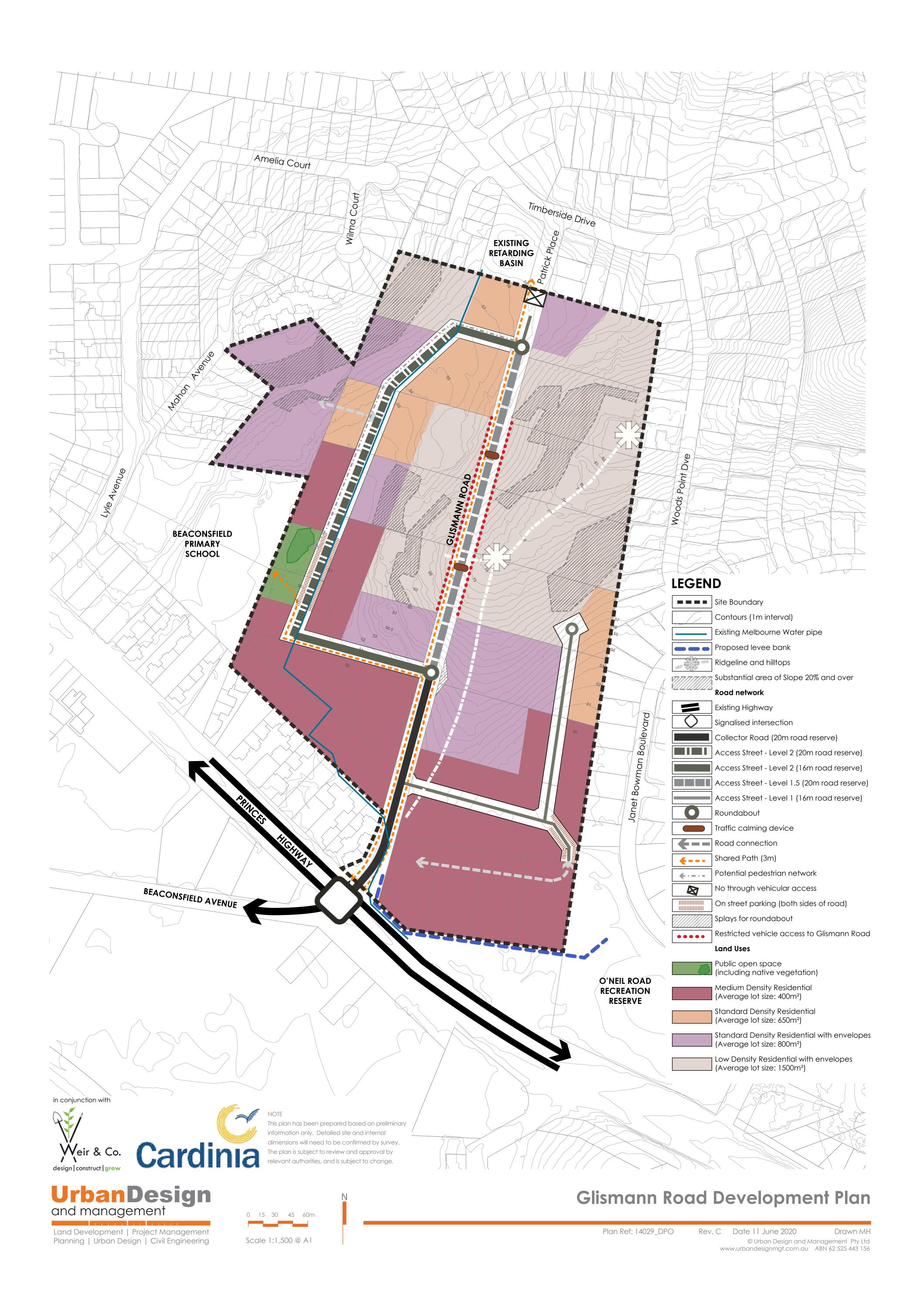
Amendment C238 was exhibited in response to the Beaconsfield Structure Plan. The rezoning and new Development Plan Overlay will ensure high quality urban design outcomes through a variety of lot sizes responding to the natural topography and landscape features of the development plan area. The Development Contributions Plan shares the cost of key infrastructure triggered by the new development in a fair and reasonable manner

Amendment C238 was exhibited from the 9 July 2020 to 14 September 2020 with 15 submissions and 1 letter received. Matters raised by submissions cannot be resolved. It is recommended Council accepts all 15 submissions, supports changes outlined in Attachment 4, and refers the submissions to a Planning Panel for consideration.

C238 Proposed Amendment Sketch Cardinia Parkview Cct Ct S) Wilma (Timberside Dr 32-34 ď Patrick F 40 42 3/15 1/15 7/15 14/15 3-15 16/15 Mahon 1/3 2/3 4/3 5/3 D Point Woods / **Beaconsfield** Rd Glismann F 1/79 Bvd 3/101 2/101 102-112 Old Princes Hwy Jones Ct Bown 2/114-120 Janet 1105 4/107-Beaconsfield Av 111-113 115-117 119-121 123-125 O'Neil Rd Oval 1:3.000

ORDINARY COUNCIL MEETING 15 FEBRUARY 2021

ATTACHMENT 6.1.2.2



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Planning and Environment Act 1987

CARDINIA PLANNING SCHEME AMENDMENT C238card EXPLANATORY REPORT

Who is the planning authority?

This amendment has been prepared by the Cardinia Shire Council, which is the planning authority for this amendment.

The Amendment has been made at the request of Cardinia Shire Council.

Land affected by the amendment

The Amendment applies to the 21 hectares of land in Beaconsfield. The amendment area is described as large rural living style lots on Glismann Road, which includes four lots fronting the Old Princes Highway road reserve at the southern end of Glismann Road and an irregular shaped lot, which has a narrow frontage to Mahon Avenue.

The land is currently held in 21 individual title lots (by 21 landowners). The properties are:

- 1 to 16 Glismann Road, Beaconsfield;
- 111 to 123 Old Princes Highway, Beaconsfield; and,
- 11 Mahon Avenue, Beaconsfield.

The properties are shown bordered in blue on the plan below. A map and reference table can be found at Attachment A to this Explanatory Report.



What the amendment does

The Amendment seeks to rezone the land from Rural Living Zone Schedule 1 (RLZ1) and General Residential Zone Schedule 1 (GRZ1) to Neighbourhood Residential Zone Schedule 2 (NRZ2) and apply a Development Plan Overlay Schedule 19 (DPO19) and a Development Contribution Plan Overlay Schedule 5 (DCPO5) to guide the future development of the land.

More specifically, the amendment makes the following changes to the Cardinia Planning Scheme:

- Insert Schedule 2 to Clause 32.09 Neighbourhood Residential Zone into the Cardinia Planning Scheme.
- Rezone 1 to 16 Glismann Road and 111 to 123 Old Princes Highway, Beaconsfield from the RLZ1 to the NRZ2.
- Rezone 11 Mahon Avenue, Beaconsfield from GRZ1 to NRZ2.
- Insert Schedule 19 to Clause 43.04 Development Plan Overlay into the Cardinia Planning Scheme.
- Apply DPO19 to the land at 1-16 Glismann Road, 111 to 123 Old Princes Highway, and 11 Mahon Avenue, Beaconsfield.
- Insert Schedule 5 to Clause 45.06 Development Contributions Plan Overlay into the Cardinia Planning Scheme.
- Apply DCPO5) to land at 1-16 Glismann Road, 111 to 123 Old Princes Highway, and 11 Mahon Avenue, Beaconsfield.
- Amend Schedule to Clause 53.01 Public Open Space Contribution and Subdivision to exempt subject land from paying public open space contribution as it is to be provided in accordance with the Glismann Road Development Contributions Plan.
- Amend Schedule to Clause 72.04 Documents incorporated in this planning scheme to list the Glismann Road Development Contributions Plan (Urban Enterprise, June 2020) as an incorporated document.
- Amend the relevant Planning Scheme Maps accordingly.

Why is the amendment required?

The majority of land subject to this amendment is currently within the RLZ1, which is inconsistent with the surrounding area.

The current RLZ1 is inconsistent with State planning policy that is focused on reducing urban sprawl by promoting increased urban densities within existing settlements and maximising the use of existing infrastructure, particularly in areas that are close to public transport.

In December 2013, the *Beaconsfield Structure Plan* was adopted by Council, which sets out the strategic directions for Beaconsfield and provides a framework for change to guide built form, use and development outcomes for the centre for the next 10 – 15 years. An action of the structure plan is to rezone land in the 'Glismann Road area' from the RLZ1 to a residential zone to allow for residential subdivision with a development plan and infrastructure plan. This amendment is required to achieve the Beaconsfield Structure Plan action.

11 Mahon Road Beaconsfield is currently located within a residential zone (GRZ1) however the site irregular in shape and has significant constraints which impacts on its development potential. Including this property within this amendment provides the site with an alternative access point and ability to be further developed to urban densities.

The Development Plan will ensure that properties are developed in a cohesive manner. The current title boundaries of the lots do not lend themselves to be developed in isolation of each other. A development plan is required to manage an integrated design for the amendment area and ensure best practice planning initiatives and solutions in relation to subdivision layout, urban design, service provision and environmental considerations.

The development plan not only provides the foundation for determining what role each property has to play in achieving the overall objectives of the amendment area, but it will also streamline the future planning permit process by removing notice requirements and third-party review rights from planning permit applications for proposals that conform to the requirements of the development plan.

The Development Contributions Plan (DCP) will be used to collect payments (or works-in-kind) towards the provision of infrastructure triggered by new development. The Glismann Road Development Contributions Plan will be exhibited as part of this amendment.

How does the amendment implement the objectives of planning in Victoria?

The amendment implements the objectives of planning in Victoria (sections 4(1) and 12(1) (a) of the *Planning and Environment Act 1987*).

The amendment seeks to develop land through the guidance of a development plan that provides clear direction regarding the residential density, traffic management, road network, pedestrian movement and public open space provision.

The amendment balances the need for new housing against the environmental constraints and opportunities of the area. It also ensures natural and visually prominent site features are protected and integrated into the development of the land to minimise adverse impact on the amenity of the area.

How does the amendment address any environmental, social and economic effects?

Environmental

Conservation

The amendment area forms part of the metropolitan wide Melbourne Strategic Assessment (MSA) program area (as it fell within one of the existing 28 urban precincts within the 2005 Urban Growth Boundary). The MSA required the Victorian Government to make commitments to the Commonwealth Government in relation to conservation outcomes and measures to protect matters of national environmental significance, which led to the Biodiversity Conservation Strategy for Melbourne's Growth Corridors (BCS) (Victorian Government Department of Environment and Primary Industries, June 2013) and other sub-regional reports. The BCS is the overarching strategy for protecting biodiversity in Victoria's growth corridors.

The Melbourne Strategic Assessment (Environment Mitigation Levy) Act 2020 (MSA Act) establishes a new Victorian legislative framework for the existing Melbourne Strategic Assessment program and takes effect from 1 July 2020. Its purpose is to impose a levy to fund measures to mitigate impacts on biodiversity caused by the development of land in Melbourne's growth corridors.

The liability to pay an MSA levy is triggered when the land is subdivided.

Further information about the environment mitigation levies set out in the MSA Act can be found at https://www.msa.vic.gov.au/melbourne-strategic-assessment-act-2020

Landscape

A biodiversity assessment for the land within the amendment area was completed in 2010 (Ecology Partners Pty Ltd (October 2010) Biodiversity Assessment for Area 1, 'Beaconsfield', Beaconsfield, Victoria).

The report identified that the area is highly modified and is dominated by exotic vegetation. No national or state significant fauna species, flora species or habitats were recorded on site.

The DPO19 identifies five (5) properties that require further survey work and requires that the development plan respond to the biodiversity report.

Cultural Heritage

An approved Cultural Heritage Management Plan (CHMP) was completed in 2010 for the land affected by the amendment (Tardis Enterprises Pty Ltd (November 2010) Glismann Road, Beaconsfield Structure Plan Cultural Heritage Management Plan 11452).

The report identified that there is no previously recorded Aboriginal cultural material within the amendment area and no Aboriginal cultural heritage was identified during the desktop or standard assessments.

The DPO19 requires that the development plan respond to the CHMP.

Topography

A slope analysis identifies that the topography of the land is fairly level along the southern section of the amendment area, and a valley runs north to south, west of Glismann Road (Hansen Partnership (June 2014) Glismann Road, Beaconsfield Landscape Assessment).

The landscape assessment and management framework (Hansen Partnership (August 2014) Glismann Road, Beaconsfield Landscape Management Framework) identifies significant landscape qualities, key views and maps the 'visual sensitivity' of the area.

The DPO19 requires that the development plan respond to the slope assessment as well as the landscape assessment and management framework.

Drainage

To cater for the future development of the amendment area a drainage assessment was completed in 2014 (Water Technology (July 2014) Glismann Road Drainage Scheme) and in 2016 (Water Technology (May 2016) Additional Flooding and Water Quality Assessments (Memo) (INC1633283)).

Melbourne Water has determined that a dedicated flood detention infrastructure (retarding basin) is not required. The Melbourne Water O'Neil Road Drainage Scheme contributions will be used to construct projects downstream of the amendment area.

To ensure the properties fronting Old Princes Highway are protected from increased flooding, a temporary solution is to install a levee bank and when these properties are redeveloped (in the future), they will need to be filled above the 100-year flood level.

The DPO19 requires that the development plan respond to the drainage assessment of 2014 and 2016.

Essential services

All essential services can be made available to the amendment area, with the exception of recycled water, which is not available at this point in time.

Social and Economic

The amendment is considered to result in overall positive social and economic effects.

The amendment site is conveniently located close to the existing Beaconsfield Activity Centre, public transport, access to jobs, schools, community facilities as well as public open space and recreation facilities.

There remains a significant demand for housing in this area with provision for new residential land supply that will improve affordability and choice for homebuyers. The amendment site will allow this land to be 'unlocked' and developed in a manner that provides for a diverse range of household size and type and is consistent with the established area of Beaconsfield.

The development facilitated by this amendment triggers the need for additional infrastructure such as public open space, paths, roads and traffic management within and on the boundary of the amendment area.

The amendment ensures that this infill development provides infrastructure that is essential to the health, well-being and safety of the existing and new community. The infrastructure items will be provided through a number of mechanisms including:

- subdivision and development construction works by developers;
- development contributions (levies as shown in this amendment);
- utility service provider contributions; and
- other capital works projects by Council as well as state and federal government agencies.

Development Contributions Plan

The amendment includes a DCP for the Glismann Road Development Plan area (Glismann Road Development Contributions Plan, Urban Enterprise, June 2020) which will be implemented by a development contribution overlay.

The DCP will charge development contributions (payment or works-in-kind) to go towards planned infrastructure projects within the Glismann Road Development Plan area. The DCP includes a range of development infrastructure items, including roads, intersections, open space, shared path and associated land as well as strategic planning costs. The cost apportionment methodology adopted in the DCP relies on the nexus principle.

Local roads have been included in the DCP due to the fragmented nature of landownership and the need to equitably apportion the cost of local infrastructure that is needed to support multiple landowners and beneficiaries across the development plan area. The DCP also funds high cost elements of Glismann Road that are required due to topographical condition of section of the road.

The DCP also funds local open space land and improvements, including a new local park and upgrades to the O'Neil Road Recreation Reserve. These contributions replace the contribution that would otherwise be applicable under Clause 53.01 of the Cardinia Planning Scheme. The relevant open space provisions form part of this amendment.

Does the amendment address relevant bushfire risk?

Country Fire Authority (CFA) has advised that the land affected by the amendment is not in the Bushfire Management Overlay or a Bushfire Prone Area and is considered low risk of bushfire.

Does the amendment comply with the requirements of any Minister's Direction applicable to the amendment?

The amendment is consistent with the Ministerial Direction on the Form and Content of Planning Schemes under Section 7(5) of the *Planning and Environment Act 1987*.

Direction No.1 - Potentially Contaminated Land

An assessment on the potential for environmental contamination was completed in 2015 and updated in 2018 and 2020 (Meinhardt, (May 2020) Glismann Road Development Plan Contaminated Land Study). The assessment was based upon the current and historic land use activities and the environmental setting.

The overall likelihood or risk of contamination being encountered across the majority of the amendment site is considered 'Low'. Five (5) properties have been assigned a medium potential for contamination (PfC) rating and requires further assessment to assess whether an Environmental Audit is appropriate.

The DPO identifies the five (5) properties that require further assessment prior to any further subdivision of the land and the form of further environmental assessment required.

Minister Direction No. 19 – Preparation and content of Amendments that may significantly impact the environment, amenity and human health

As required by this direction, Council has sought the views of the Environment Protection Authority (EPA) with regard to the contaminated land study as well as the draft amendment documents.

EPA recommended that the planning controls include the following:

- the actual address of the sites requiring further assessment;
- specify the form of further environmental assessment required; and
- require that further environmental assessment occur prior to any further subdivision of the land.

The EPA recommendations have been included in this amendment.

<u>Direction No. 9 – Metropolitan Strategy</u>

Direction No. 9 requires a planning authority have regard to Metropolitan Planning Strategy, Plan Melbourne 2017-2050: Metropolitan Planning Strategy (Department of Environment, Land, Water and Planning, 2017).

The amendment is consistent with Direction No. 9 and:

- facilities the rezoning of land that is currently within the RLZ1 that is inconsistent with the surrounding area;
- addresses the topographical constraints of the amendment area through lot density which will
 ultimately housing types to cater for the community;
- provides a road network that responds to the significant slope and site constraints and provides a convenient pedestrian and cycle link to surrounding neighbourhoods, schools and open space;
 and
- includes a local park adjacent to the Beaconsfield Primary School and the road network provides an alternative access/exit point for the school.

Minister Direction No. 11 - Strategic Assessment of Amendments

This direction seeks to ensure a comprehensive strategic evaluation of a planning scheme amendment. This report addresses the requirements outlined in this direction.

Ministerial Direction on the preparation and content on Development Contribution Plans

This direction guides planning authorities in relation to the preparation and content of developer contributions.

The development plan provides the strategic justification for the DCP items. The Glismann Road Development Contributions Plan is exhibited alongside this amendment.

This amendment proposes to insert a development contribution overlay and incorporate the Glismann Road Development Contributions Plan into the Scheme.

How does the amendment support or implement the Planning Policy Framework and any adopted State policy?

The amendment is consistent with the directions of *Plan Melbourne* which is reflected within the planning policy framework. The amendment is consistent and has been prepared in accordance with the relevant State planning policies as follows:

Clause 11.02-1S Supply of urban land - the amendment provides the opportunity the redevelopment and intensification of existing urban areas.

Clause 12.05-2S Landscapes – the amendment ensures that sensitive landscape areas are protected through the provision of building envelopes and larger lots to protect areas of significant slope and facilitate the retention of vegetation and significant view lines

Clause 15.01-1S Urban design – the amendment requires development to respond to its context in terms of character, cultural identity, natural features and surrounding landscape.

Clause 15.01–3S Subdivision design – the amendment ensures the subdivision design achieves attractive, safe, accessible, diverse and sustainable neighbourhoods.

Clause 16.01-1S Integrated housing, 16.01-2S Location of residential development and 16.01-3S Housing density - the amendment provides for a diverse range of housing options and ensures the provision of supporting infrastructure. The amendment facilitates an increase of residential and housing supply in an existing urban area that is consistent with the objective of the policy.

Clause 18.01-1S Land use and transport planning - the amendment facilitates a permeable pedestrian network that encourages the use of walking and cycling by creating environments that are direct, safe and attractive for users.

Clause 19 Infrastructure – the amendment includes a development contributions plan to share the cost of new infrastructure.

Clause 19.02-6S Open space – the amendment includes local open space abutting the local primary school and integrates with open space from abutting subdivisions.

Clause 19.03-1S Development and infrastructure contribution plans – the amendment includes a development contribution plan overlay and seeks to incorporate the DCP into the scheme.

How does the amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?

The amendment supports the Local Planning Policy Framework and implements key provisions of the Municipal Strategic Statement (MSS).

Clause 21.01 Cardinia Shire Key Issues and Strategic Vision identifies the need to encourage an attractive, functional and sustainable built form in existing and future development to meet the needs of the existing and future community.

Key issues for the amendment are *Environment* (Cl 21.02), Settlement and housing (Cl 21.03), Economic development (21.04), Infrastructure (Cl 21.05) and Particular use and development (Cl 21.06).

The amendment will provide for greater housing choice that will create an attractive, functional, well-serviced and sustainable development that is consistent with the MSS. Varying dwelling densities and the use of building envelopes will ensure that the subdivision of the area has minimal impact to the unique environment, in particular the landscape and topographical site features.

Does the amendment make proper use of the Victoria Planning Provisions?

The amendment meets the form and content requirements of the Victoria Planning Provisions.

The use of the NRZ2is consistent with the surrounding development which is predominantly single and double storey character. This zone also acknowledges the specific character of the area which is created by the natural topography, visual sensitivity and landscape features.

The introduction of the DPO19 is the most appropriate mechanism to apply particular controls to guide future use and development of the area through the specification of conditions and requirements for permits.

The use of the DCPO5 and incorporation of the Glismann Road Development Contributions Plan (May 2020) into the Scheme provides a cost apportionment funding tool that will assist in the coordinated delivery of infrastructure, transparency between council and landowners and to ensure the proper and orderly planning for the area.

The DCP is also an appropriate tool to facilitate the provision of local open space that would otherwise be collected under Clause 53.01 of the Scheme.

How does the amendment address the views of any relevant agency?

The amendment has been prepared in consultation with Department of Environment, Land, Water and Planning, Public Transport Victoria, VicRoads, Melbourne Water, Department of Education and Training, Heritage Victoria, Aboriginal Affairs Victoria, EPA and CFA.

The views of the EPA have been sought as required by Ministerial Direction 19 as discussed above in this report. The EPA do not object to proceeding with the proposed amendment.

The views of these agencies will be sought further through the exhibition of this amendment.

Does the amendment address relevant requirements of the Transport Integration Act 2010?

The amendment is likely to have an impact on the transport system at a local level. It will require an upgrade to Glismann Road and allow the creation of new local roads that will set the future pattern of development in the amendment area.

The development plan facilitates a road network that minimises impacts on the site's topography and provides an integrated network that would otherwise be difficult to achieve with fragmented land ownership.

The Glismann Road/Old Princes Highway intersection is already at capacity. This intersection will be constructed from funds provided by the Federal Government. Construction is expected to commence later this year.

Resource and administrative costs

 What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?

The amendment will have minimum impact on the resources and administrative costs of the responsible authority.

The amendment consolidates the future rezoning and development of 21 land parcels which significantly reduces resource and administrative cost burdens on the responsible authority by avoiding piecemeal amendments.

The introduction of a development contributions plan also facilities the shared cost of key infrastructure that would otherwise be cost prohibitive to deliver. Reasonable costs and expenses incurred by a Council in preparing the development contributions plan will be refunded to Council through the DCP.

Council will have to consider a future application for approval of a development plan and subdivision of the land.

Where you may inspect this amendment

The amendment can be inspected free of charge at:

- the Cardinia Shire Council website at https://creating.cardinia.vic.gov.au/glismann-road-development-plan
- the Department of Environment, Land, Water and Planning website at www.planning.vic.gov.au/public-inspection.

Submissions

Any person who may be affected by the Amendment may make a submission to the planning authority. Submissions about the Amendment must be received by **Monday 14 September 2020**.

- Electronic submissions are preferred and should be sent to mail@cardinia.vic.gov.au
- Or mail to:

Cardinia Shire Council, Planning Strategy and Urban Design PO Box 7 Pakenham 3810 VIC

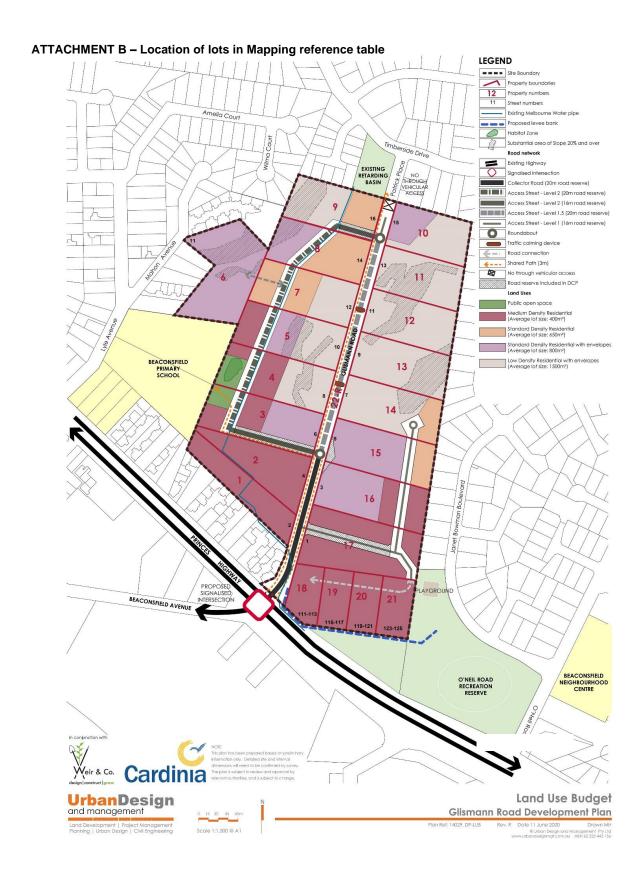
Panel hearing dates

In accordance with clause 4(2) of Ministerial Direction No.15 the following panel hearing dates have been set for this amendment:

- directions hearing to commence in the week of 24 March 2021.
- panel hearing to commence in the week of 3 May 2021.

ATTACHMENT A - Mapping reference table

Location on map	Land /Area Affected	Mapping Reference
1	2 Glismann Road Lot 2 LP64568 Beaconsfield	Cardinia C238 001znMap12
2	4 Glismann Road Lot 1 LP64568 Beaconsfield	
3	6 Glismann Road Lot 26 LP3783 Beaconsfield	Cardinia C238 002dpoMap12 Exhibition
4	8 Glismann Road Lot 25 LP3783 Beaconsfield	Cardinia C238
5	10 Glismann Road L24 LP3783 Beaconsfield	003dcpoMap12 Exhibition
6	11 Mahon Avenue PT Lot 13 LP2593 Beaconsfield	
7	12 Glismann Road Lot 23 LP3783 Beaconsfield	
8	14 Glismann Road Lot 22 LP3783 Beaconsfield	
9	16 Glismann Road Lot 21 LP3783 Beaconsfield	
10	15 Glismann Road Lot 17 LP3783 Beaconsfield	
11	13 Glismann Road Lot 16 LP3783 Beaconsfield	
12	11 Glismann Road Lot 15 LP3783 Beaconsfield	
13	9 Glismann Road Lot 14 LP3783 Beaconsfield	
14	7 Glismann Road Lot 13 LP3783 Beaconsfield	
15	5 Glismann Road Lot 12 LP3783 Beaconsfield	
16	3 Glismann Road Lot 11 LP3783 Beaconsfield	
17	1 Glismann Road Lot 10 LP3783 Beaconsfield	
18	111-113 Old Princes Hwy Lot 1 TP627007 Beaconsfield	
19	115-117 Old Princes Hwy Lot 1 TP579082 Beaconsfield	
20	119-121 Old Princes Hwy Lot 8 LP3783 Beaconsfield	
21	123-125 Old Princes Hwy Lot 9 LP3783 Beaconsfield	



Summary of submissions (and letter) received to Amendment C238 and response		
Submission # / Position	Matters raised	Officer response
Submission 1 South East Water (Water supply & Sewerage Authority) Position Support	Request that Council and Planning Panels Victoria do not provide any further correspondence regarding the amendment.	Noted.
Submission 2 GrayKinnane (Consultant) for Glismann Road landowner Position Support in principle – object to content/detail	 Acknowledge that the NRZ is an appropriate zone. Their entire site should be Medium Density Lots (400sqm average). Suggest Council facilitate the Development Plan and this cost be included in the DCP, The DCP cost and development costs is not feasible based on the current lot yield. 	 Noted. Support the review of density (in part). In response to this submission (and other submissions discussed below) it is proposed to amend Figure 1: Glismann Road Development Plan and text in the DPO schedule regarding residential density which will focus on a design response for individual site features. Support that the Development Plan be facilitated by Council with cost reimbursed to Council via the DCP. The DCP has been prepared by a specialist consultant and is in line with all relevant guidelines and legislation and can be addressed as part of the Planning Panel process.
Submission 3 Mahon Ave – abutting Glismann Road area Position Object	 Concerned about loss of vegetation / old trees the impact on the biodiversity and 'vista' of the area. Connection of Mahon Road property to Glismann Road will lead to an increase in traffic onto Mahon Avenue. 	The current ESO1 and proposed DPO includes provisions to protect and maintain the visual prominence of vegetated hilltops/hillsides. A traffic management plan would be required as part of any subdivision or development proposal.
Submission 4 Glismann Road landowner Position Object	 The amendment should use an incorporated plan overlay (IPO) and not a development plan overlay DPO). There is no text within the DPO19 that discusses consultation between landowners prior to Council considering the DP. Notice requirements and third-party review rights will be removed from 	A Development Plan Overlay (DPO) is preferred over an Incorporated Plan Overlay (IPO). The current planning scheme amendment process (Am C238) is the opportunity for affected landowners to raise concerns about what is proposed for the Glismann Road area.

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	planning permit applications. Amend DPO19 to allow third party review rights. 3. Remove the footpath shown on their site, object to the roundabout being built at the entrance, concerned the boundary interface as development occurs. 4. Concern with advice provided in the Meinhardt Report re contaminated land assessment.	Planning Panels Victoria independently assesses planning proposals and major projects by considering submissions, conducting hearings and preparing reports. The DPO cannot be modified to include notification requirements and third-party review rights. 3. The request to remove the footpath from their site is supported. Detailed plans will not be available until road construction plans are prepared and submitted to Council (as part of the subdivision permit application). 4. EPA's submission (#10) has advised that the Meinhardt report has satisfied its requirements.
Submission 5 Resident in Janet Bowman Blvd – abutting Glismann Road area Position Object	 Environmental and biodiversity is no longer protected. Land cannot be serviced. High density development is for inner metropolitan areas not this site. Concerned about the impact of soil disturbance for areas identified as 'low' and 'medium' risk of contamination. Reduction in open space. This site is 'Green Wedge' and should not be rezoned. Loss of privacy and property value. Believes Council has backflipped on their original '2014' decision and concerned about corruption around planning and property developers. 	 The current ESO1 and proposed DPO includes provisions to protect and maintain the visual prominence of vegetated hilltops/hillsides. New lots created as part of any future subdivision will have access to potable water, electricity, reticulated sewerage, drainage, gas and telecommunications infrastructure. Cardinia's Municipal Strategic Statement (MSS) states a key principle for development within Beaconsfield is to ensure greater diversity of housing types and size. EPA's submission (#10) has advised that the Meinhardt report has satisfied its requirements. There is presently no open space in the Glismann Road amendment area. The amendment proposes to include a local park alongside Beaconsfield Primary School and an additional access to O'Neil Road Recreation Reserve. The Glismann Road amendment area is not within the Green Wedge – it is within the urban growth boundary and the Urban Established Area (21.03-2 of the Cardinia Planning Scheme). Property value is not a planning consideration, however the issue of privacy by overlooking (into secluded private open space areas and habitable room windows of adjoining properties) can be addressed at the development stage. No specific detail has been provided regarding the statement that Council has 'backflipped on their original '2014' decision.

Submission 6 Resident in Janet Bowman Blvd – abutting Glismann Road area Position Object.	 Lot sizes should be consistent with size in surrounding area. Concerned that development would devalue our property. Proposing smaller blocks will bring more people to the park and playground areas in Janet Bowman Blvd – this will create traffic issues. 	Contact has been made with the submitter however no further information has been provided with regards to this issue. The amendment has been through a number of public consultation processes. 1. As outlined in the response to Submission #2 (comment #3) it is proposed to amend Figure 1: Glismann Road Development Plan and text in the DPO schedule regarding residential density, which includes a focus on design response for individual site features. 2. Property value is not a planning consideration. 3. A 400m walkable catchment assessment to open space identified a shortfall in the western section of the Glismann Road area. A 0.3ha local park has been allocated within the Glismann Road DP to meet the shortfall. The O'Neil Road Recreation Reserve masterplan (endorsed by Council 19 November 2018) identifies a potential new indented car park (5 spaces) adjacent to a road in the Glismann Road DP area and a new indented car park (18 spaces) adjacent to Janel Bowman Blvd.
Submission 7 Consultant for Mahon Ave landowner within the amendment area Position Object	 That 11 Mahon Avenue be excluded from Am C238. The site is already zoned GRZ) and has no physical connection to the 'Glismann Road Area' via pedestrian or vehicle links. A Planning Permit application will be made under the current zoning, utilising a concept similar, if not the same, as that illustrated within this submission. The 'concept development plan' is consistent with State and Local Planning Policy and proposes 21 lot subdivision with a common property road reserve and 6 visitor car parks An average lot size of 500 sq m, with lots varying in size from 870 sq m to 303 sq m (16 dw per ha) a 5.6m wide access to Mahon Avenue which leads to an internal private road (common property) with no footpath. 	1. Council supports excluding 11 Mahon Avenue from Amendment C238 as requested, however Council reaffirms the following: - Council maintains its position that the development of 11 Mahon Avenue will be affected by the compounding impact of significant site constraints which ultimately impact on the development potential of the site. - The current zone provisions of the site (GRZ1) is inconsistent with the existing single and double storey character of the area and does not reflect the true development capacity of the land. - Council does not support the concept development plan submitted with the submission. 2. Noted. 3. Council does not support the concept plan submitted and has concerns with the density, layout and access shown in the plan.

Submission 8 Resident in Janet Bowman Blvd – abutting Glismann Road area Position Object.	 Concerned about traffic, especially in and out of O'Neil Road during peak time. Traffic signals have not been constructed at O'Neil Road and Old Princes Highway. The proposed high-density development will lead to a loss of privacy and property value for existing properties surrounding the Glismann Road area. 	 Both O'Neil Road and Glismann Road are included in the Better Local Roads Project and are the first two intersections to commence construction. Works for both intersections have commenced. The O'Neil Road intersection is expected to be completed in May 2021 and the Glismann Road intersection in July 2021. Property value is not a planning consideration, however the issue of privacy by overlooking (into secluded private open space areas and habitable room windows of adjoining properties) can be addressed at the development stage.
Submission 9 Melbourne Water (MW) (Drainage) Position Support	 The site is wholly located within a Council catchment (being less than 60 hectares) - drainage works must be to the satisfaction of Council. The pipeline must also be owned and maintained by Council. MW supports the recommendations of the Water Technology Report which proposes a levee to manage flows within the subject site. 	Noted.
Submission 10 EPA Position Support	1. EPA supports the proposed amendment and notes the inclusion of EPA previous advice (provided in correspondence dated 11 March 2020 (EPA Ref: 5010497) and 9 April 2020 (EPA Ref: 5010654). 2. EPA's previous recommendations regarding the assessment of potentially contaminated land have been adopted and included in the exhibited amendment, and therefore EPA has no further comments.	Noted.
Submission 11 The North Planning (Consultant for 8 Glismann Road/Old Princes Highway landowners) Position Support in principle – object to content/detail	 Do not support the use of the Neighbourhood Residential Zone (NRZ) - the General Residential Zone (GRZ) is more appropriate. Surrounding land (that has the same topographical features) is zoned GRZ and provides a high degree of variation in lot averages and yields. The development plan should be coordinated and managed by a single entity (i.e. Responsible Authority). Greater emphasis should be based on site responsive design that will ultimately inform yields - the exhibited documents presents a density led exercise. 	 It is inappropriate to apply the General Residential Zone to areas where a planning authority seeks to respect the existing single and double storey character of an area.ⁱⁱ As noted in the response to Submission #2 (comment #3) it is proposed that the Development Plan be facilitated by Council with cost reimbursed to Council via the DCP. Ultimately, the final decision/approval will be made by Council. As outlined in the response to Submission #2 (comment #3) it is proposed to amend Figure 1: Glismann Road Development Plan

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Cardinia Planning Scheme Amendment C238 - Glismann Road - Council's response to submissions received

- The heightened importance placed on visual sensitivity and the limitations the GRDP places on the possible development of these areas are excessive and unwarranted, noting the development of surrounding areas.
- 5. There is no strategic support for the provision of a 0.3ha public open space area.
- Questions are raised in relation to the accuracy of the contamination report and methods used to determine and ultimately inform policy.
- No.'s 5-15 Glismann Road should be able to utilise this road as their primary access to the site. Concern raised with all local roads as shown on DPO19.
- 8. Secondary entry point to Beaconsfield Primary School will lead to an increased in external traffic with traffic congestions associated with the school.
- 9. There is a lack of strategic justification for the provision of a local park adjacent the western title boundary.
- 10. Question how rigorous the process was in developing the DCP's, particularly given Council's resistance to apply such document and it was only in mid 2019 that Council entertained its preparation.

- and text in the DPO schedule regarding residential density, which includes a focus on design response for individual site features.
- 4. Unlike the surrounding residential area, the amendment area (excluding the Mahon Ave property) is affected by Schedule 1 to Environment Significance Overlay). The proposes NRZ, and DPO objectives/requirements/conditions are consistent with the objectives and requirements of ESO1.
- A 400m walkable catchment assessment to open space identified a shortfall in the western section of the Glismann Road area. A 0.3ha local park has been allocated within the Glismann Road DP to meet the shortfall.
- 6. EPA's submission (#10) has advised that the Meinhardt report has satisfied its requirements.
- A significant amount of work has been undertaken to find the best solution for Glismann Road and access given its significant site constraints.
- It is important that the layout of the urban development of Glismann Road encourages connectivity to the surrounding residential area.
- A 400m walkable catchment assessment to open space identified a shortfall in the western section of the Glismann Road area. A 0.3ha local park has been allocated within the Glismann Road DP to meet the shortfall.
- 10. The DCP has been prepared by a specialist consultant and is in line with all relevant guidelines and legislation and can be addressed as part of the Planning Panel process.

Submission 12

School Council President -Beaconsfield Primary School (BPS) – abutting Glismann Road area

Position

Support

- Support additional land be provided in the amendment area to allow the expansion of BPS,
- 2. The proposal:
 - facilitates a safe alternative for foot, bike and car traffic during pick up / drop off times at BPS
 - encourages walking or riding to school for students in nearby estates
 - provides a safe community outdoor space especially for those living on small blocks or in units
- 3. Would like students involved in the design process of the green space.
- The Department of Education and Training has advised that the current analysis of population forecasts and the capacity of existing schools to accommodate growth indicates that schools in the Beaconsfield area have the capacity to meet anticipated enrolments over the medium to long term. <u>Therefore, the</u> <u>Department will not be pursuing the acquisition of additional land</u> for the school.
- 2. Noted.
- Students of BPS will be given the opportunity to assist in the design of the new local park. This task will take place closer to the time in which the park will be ready to be delivered to the community.

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Cardinia Planning Scheme Amendment C238 - Glismann Road - Council's response to submissions received

Submission 13

(dated 14/9/20 received via post 17/9/20 – late submission)

Glismann Road landowner

Position

Support in principle – object to content/detail

- Object to the road design of Glismann Road, specifically the proposal to remove 1.6m off the crest of the hill and the removal of street parking – this will impact on access for 7 Glismann Road.
- 2. Object to the proposed density should be able to have the same density as others within the DP area.
- 3. Does not believe that the area cannot be developed unless a developer can successfully negotiate with 20 landowners.
- A significant amount of work has been done to try and find the best solution for Glismann Road given its significant site constraints.

This design approach for Glismann Road achieves the mandatory road safety requirements, prevents the need for further road widening and reduces the required height of retaining walls as part of the road construction. Traffic calming devices are also proposed on the approaches to the crest to ensure speeds of less than 40 km/h will be maintained.

- As outlined in the response to Submission #2 (comment #3) it is
 proposed to amend Figure 1: Glismann Road Development Plan
 and text in the DPO schedule regarding residential density, which
 includes a focus on design response for individual site features.
 - The development density of properties located at the crest of the hill and/or contain clusters with substantial slope of 20% and overall is likely to remain low.
- 3. As noted in the response to Submission #2 (comment #3), it is proposed that the Development Plan be facilitated by Council with cost reimbursed to Council via the DCP.

Submission 14

(dated 14/9/20 received via post 17/9/20 - late submission)

Glismann Road landowner

Position

Support in principle – object to content/detail

- This project is unworkable a developer would need to buy 70% of properties to make it work.
- 2. Object to the proposed density should be able to have the same density as others within the DP area.
- Object to the 1.6m proposed to be taken off the crest of the hill on Glismann Road.
- 4. The trees on the site were planted in 1966 (approx.), no trees existed prior to this.
- 5. The DP shows no access to rear of property and limited access at the front this devalues the property.
- 6. Section 6.6 of Traffic Report proposed levy bank will dam up and flood the existing houses.
- The Development Plan and Development Contributions Plan
 proposed by this amendment provides information to allow
 developers to assess the viability of development from a market
 perspective. The construction of the intersection at Glismann
 Road/Old Princes Highway / Beaconsfield Avenue through the
 Better Local Roads Project is a significant infrastructure that does
 not need to be provided by developers.
- As outlined in the response to Submission #2 (comment #3) it is proposed to amend Figure 1: Glismann Road Development Plan and text in the DPO schedule regarding residential density, which includes a focus on design response for individual site features.

The development density of properties located at the crest of the hill and/or contain clusters with substantial slope of 20% and over is likely to remain low.

- 3. See Submission #13 (comment #1) above.
- 4. The Melbourne Strategic Assessment program relies on data based on 'time-stamped' land as at 2012. This is embedded in

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Cardinia Planning Scheme Amendment C238 - Glismann Road - Council's response to submissions received

Submission 15 CFA (25/9/20 – late submission) Position Support 1. The location of the amendment is in an area a hazard which is consistent with Clause 13.02-iplanning which seeks to direct population grow development to low risk locations. 2. There is a fire station nearby and safe access threat. 3. CFA encourages the incorporation of policy in the Plan Overlay to ensure that the bushfire risk is to unmanaged vegetation on future lots.	-1S Bushfire wth and to areas of low the Development
	proposes a levee to manage flows within the subject site.
	Commonwealth Government and State Government legislation. The data identifies habitat and native vegetation regardless of the extent and condition of the vegetation on the land at the time it is developed. If the 2012 'time-stamped' maps indicate native vegetation occurs on a property, then habitat compensation fees must be paid regardless of its extent and condition at the time the property is developed. 5. As outlined in the response to Submission #2 (comment #3) it is proposed to amend Figure 1: Glismann Road Development Plan and text in the DPO schedule regarding residential density, which includes a focus on design response for individual site features. This review will also review potential road connections. 'Restricted access' seeks to limit the number of driveways onto this section of Glismann Road and ensure that adequate sight lines along the roadway are achieved it does not prevent all access. As discussed in Submission #13 (comment #1) site specific factors (such as access) will be addressed through planning permit conditions, 6. In submission #9, Melbourne Water has advised that it supports the recommendations of the Water Technology Report which

Department of Education and Training (DET) - New Schools and Education Plans Division

31/12/20 -

DET does not object to proposed Am C238 and this letter is not intended to be a submission for the amendment.

- The Minister has referred Council's correspondence to the New Schools and Education Plans Division.
- 2. Regarding confirmation from DET about the need to acquire additional land for Beaconsfield Primary School.
 - Current analysis of population forecasts and the capacity of existing schools to accommodate growth indicates that schools in the Beaconsfield area have the capacity to meet anticipated enrolments over the medium to long term.
 - Therefore, the Department will not be pursuing the acquisition of additional land for the school.

Noted. This will not be counted as a submission.

Summary of proposed changes to Amendment C238

- 1. Amend Figure 1: Glismann Road Development Plan and text in DP019 regarding residential density to focus on a design response for individual site features rather than average lot yield. The development density of properties located at the crest of the hill and/or contain clusters with substantial slope of 20% and over is likely to remain low.
- 2. Review what impact, if any, the changes proposed in (1) is will have on the Glismann Road DCP.
- 3. Amend DPO19 to state that the Development Plan will be facilitated and managed by Council.
- 4. Amend the Glismann Road DCP to include a new item of \$70,000 for the cost of the preparation of the Development Plan.
- 5. Remove the footpath shown on 4 Glismann Road.
- 6. Amend text in DPO19 to include a provision to address the impact on adjoining lots regarding access management, the design/levels of Glismann Road and the impact with site boundaries regarding the use of cut/fill and retaining walls.
- 7. Remove 11 Mahon Avenue from all of the documents relating to Amendment C238 and that the submitter be advised that Council maintains its position that the development of 11 Mahon Avenue will be affected by the compounding impact of significant site constraints which ultimately impact on the development potential of the site.
- 8. Address any anomalies or errors provided that they do not change the intent of the suite of documents that form part of Amendment C238.

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O'Neil Road Recreation Reserve Masterplan

[&]quot;PPN91 Using the residential zones (Dec 2019)