

1 CARDINIA PLANNING SCHEME AMENDMENT C206

FILE REFERENCE INT1610980

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RECOMMENDATION

That Council:

- Receive and consider all submissions received during the exhibition of Planning Scheme Amendment C206
- In accordance with Section 23 of the Planning and Environment Act 1987, all submissions
 received be referred for consideration to an independent panel to be appointed by the
 Minister for Planning.
- That all late submission to Amendment C206 be accepted by Council

Attachments

1 Summary of submissions 5 Pages

EXECUTIVE SUMMARY

Amendment C206 seeks to rezone Pepis land in Emerald and to concurrently consider a planning permit application to develop the land for the purpose of a netball court and club rooms.

The amendment seeks to rezone the land from the Rural Conservation Zone to Public Park and Recreation Zone. The amendment also seeks to remove the Environmental Significance Overlay, which will allow for the consistent application of this overlay within the Cardinia Planning Scheme with this overlay not applied to public use zones within Emerald.

The concurrent permit application seeks to use and develop the land for the purpose of netball courts and club rooms.

The amendment was placed on public exhibition for a period of one month, and 21 submissions were received. Council officers recommend that the submissions be referred to an independent planning panel to be appointed by the Minister for Planning.

BACKGROUND

Council has purchased the land at 16 Beaconsfield-Emerald Road, Emerald, known as Pepi's Land and has undergone a rigorous community consultation process to develop a strategic direction for the site that would enable the development of the site for public purposes consistent with community requirements and to achieve Council overall objectives to provide improved health and wellbeing for all.

The use of Pepi's land as public open space was noted in Emerald District Strategy June 2009 with further work to be completed to provide direction to community facilities within Emerald. Council through a consultative process formulated the Emerald Community Facilities Spatial Plan June



2012 which was a long term plan to identify the future location of Council community facilities. This plan recommended the preparation of a master plan for Pepi's Land.

A master plan for the land has been developed through a consultation process including a number of key stakeholders, the community and was developed through a steering committee process. The Pepi's Land Master Plan was adopted by Council on 16 March 2015. The master plan indicates that given the terrain of the land and the geotechnical characteristics of the soil, it has been found that there is adequate space for the provision of four netball courts, club house style building, road access, car park, overflow parking and children's playground.

The amendment including the rezoning of the land and the removal of one of the overlays allows for the full implementation of the Pepi's Land Master Plan including the construction of the netball courts that cannot be achieved under the current zone.

POLICY IMPLICATIONS

The amendment is consistent with the Cardinia Planning Scheme. The State Planning Policy Framework which seeks to support the objectives of planning in Victoria which are outlined under Section 4 of the Planning and Environment Act 1987. These objectives include providing 'for the fair, orderly, economic and sustainable use, and development of land' and 'to protect public utilities and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community'.

This amendment supports these objectives by implementing the Victorian Planning Provisions through the appropriate zoning of Council owned land to a Public use and provides for the consistent application of overlays within the Cardinia Planning Scheme.

The amendment also supports a number of objectives of the State Planning Policy Framework including:

- Clause 11.03-1 (Open Space Planning) which seeks to assist the creation of a diverse and integrated network of public open space commensurate with the needs of the community;
- Clause 11.04-7 (Green Wedges) which provides for the protection of the green wedges of Metropolitan Melbourne from inappropriate development;
- Clause 12.01-2 (Native vegetation management) aims to ensure that permitted clearing of native vegetation results in no net loss in the contribution made by native vegetation to Victoria's biodiversity.
- Clause 12.04-1 (Environmentally sensitive areas) seeks to protect and conserve environmentally sensitive areas.
- Clause 12.04-2 (Landscapes) provides for the protection of landscapes and significant open spaces that contribute to character, identity and sustainable environments.
- Clause 13.05-1 (Bushfire planning strategies and principles) seeks to assist the strengthen community resilience to bushfire.

It also implements the objectives of Plan Melbourne including:

- Initiative 3.4.1 (Making Neighbourhoods Pedestrian-friendly) seeks to increase more pedestrian routes or connections in a given area.
- Initiative 3.4.2 (Create a Network of High-Quality Cycling Links) seeks to ensure High-Quality Cycling Links.
- Directions 4 (Liveable Communities) provides built environments which promote increased psychical activity by delivering facilities or physical activity (such as sports grounds, swimming centres and playgrounds. Supports healthy by design principles. Encourages the development of 20- minute neighbourhoods.



- Initiative 4.5.2 (Provide New Neighbourhood Parks and Open Space) increases the quantity and quality of public open space and of leisure, recreation and sporting facilities.
- Initiative 5.2.1 (Increase the protection and restoration of biodiversity areas) aims to protect and restore areas of biodiversity significance.

Further the amendment will allow for appropriate community infrastructure for the Emerald community by implementing the objectives of the Municipal Strategic Statement including:

- Clause 21.01-2 (Key Influences) ensures infrastructure which meets the needs of the existing
 and future community and protects environmentally significant and significant landscape
 value areas.
- Clause 21.01-3 (Key Issues) provides for the provision of infrastructure which meets the needs of the existing and future community.
- Clause 21.01-4 (Strategic Vision) aims to foster the sustained wellbeing of the community and environment in the Cardinia Shire and recognise and protect the diverse and significant environmental and cultural heritage values in the municipality.
- Clause 21.02-2 (Landscape) protects the Puffing Billy Scenic Corridor by ensuring sensitive building design, protecting vegetation important to character and minimising land fragmentation.
- Clause 21.02-3 (Biodiversity) aims to maintain and re-establish areas wildlife corridors and establish a net-gain in native vegetation.
- Clause 21.02-5 (Open Space) aims to ensure adequate unrestrained open space areas which
 are well linked, provide of walking and cycling trails, have a sense of identity, are co-located
 with community and recreational facilities which are included within the Public Park and
 Recreation Zone.
- Clause 21.03-3 (Rural townships) aims to ensure developments works and vegetation protection complement the rural character of a township.
- Clause 21.05-1 (Infrastructure provision) provides for the timely provision of an adequate level of physical and social which is necessary to foster economic development, ensure the wellbeing of the community and protect the environment.
- Clause 21.05-5 (Pedestrian and bicycle network) aims to develop well-located, safe and
 interconnected pedestrian and bicycle networks which are well connected between new and
 existing development providing for important recreational pursuits.
- Clause 21.05-6 (Community services and facilities) aims to provide a reasonable level of community facilities including local recreational facilities which allow for a diverse range of age groups.

Other strategic documents that have been adopted by Council provide a clear support for the rezoning of Pepi's Land with a summary of the documents directions including:

- Recreational Open Space Strategy (2002) where it is noted to utilise Pepi's Land as an open space link.
- Emerald District Strategy (June 2009) which seeks to; utilise Pepi's Land as public open space with passive recreational facilities which meets the needs of a wide range of users; provide for the long term management of the environmental and conservation values of open space reserves; provides a legible and permeable interlinked open space network; foster a Council-Community partnership approach towards achieving a strong, healthy, resilient and integrated community; protect the Puffing Billy scenic corridor; contribute to the 'cultural heritage trail' and provide civic and community focussed uses, public open space, playground and recreational uses and facilities, non-active uses, with associated carparking.
- Emerald Community Facilities Spatial Plan (June 2012) including: developing a plan
 incorporating all of Pepi's Land; considering different types of recreation and community uses
 on the site; considering the important of planning overlays and zoning; considering the



importance of the site and its location to other public/community spaces; providing extensive vegetation enhancement works; providing a passive trail network and providing for the relocation of 4 netball courts from Worrell Recreation Reserve.

- Play Space Strategy (2014) through providing play spaces in the currently undersupplied Emerald Area; provides a range of play opportunities (for a range of ages) by providing both formal and unstructured open space area and natural features and provides play spaces within 500m of households.
- Municipal Public Health and Wellbeing Plan (2013-2017) though; providing for active travel
 opportunities; encouraging local healthy sporting environments; providing open spaces with
 good surveillance, safe pedestrian access, walking paths, trees for shade and accessible
 public amenities and allowing for a potential increase physical activity within the Shire by
 allowing for greater levels of access to areas of public open space.
- Healthy By Design Guidelines are implemented through; utilising site topography, encouraging increased physical activity by ensuring that the built environment within township of Emerald naturally supports active lifestyles; providing a well-planned network of walking and cycling routes; providing an active environment that is convenient, safe, and pleasant for people; provides open space within 400m of dwellings (closest property 35m); providing large local parks within safe and comfortable walking distance from dwellings (e.g. 800m); allows for landscaping of public and open space which provides pleasant environments for people to sit meet and talk, specifically at viewing locations.; provides for a range of facilities to create active recreation opportunities for all ages; provide exercise and training equipment along the existing walking paths to encourage more vigorous activity and provides a space allocated to potential future community gardens with the provision of water if demand arises.

RELEVANCE TO COUNCIL PLAN

The rezoning implements a number of directions of Council Plan including improved health and wellbeing for all through the provision of active and passive recreation facility to meet the needs of residents, increases opportunities for participation in a range of sport, recreation and leisure activities and develop new parks gardens and reserves in a sustainable manner. The Council Plan nominates works on Pepi's Land as a specific outcome including:

- 2014-2015 Complete design of netball facilities and other active recreation facilities and commence northern trail.
- 2015-16 Complete northern activity trail and exercise station. Commence construction of netball faculties subject to external funding.

CONSULTATION/COMMUNICATION

The process for creating the Master Plan, which this amendment seeks to implement, involved the creation of the Pepi's Land Master Plan Steering Committee. This committee consisted of council officers, Ranges Ward councillors, Johns Hill Landcare group and the Emerald Village Committee, all of whom had input into its formulation. The Emerald Netball Club also submitted comments as a key stakeholder.

The amendment was placed on public exhibition from 4 January to 8 February 2016. Letters were sent to effected land owners and occupiers, and relevant servicing authorities and the township committee. In total approximately 230 letters were sent. In addition notices were placed in the local papers.



Notice was also placed on councils web site and information regarding the amendment was placed in the Emerald Library.

To date 1 supporting submission and 20 opposing submissions were received. In addition letters of no objection were received from the CFA and Melbourne Water.

Most of the submissions object to the amendment. Council officers still recommend the support of the amendment and therefore referral of the submissions to an independent panel is required.

Attachment A includes a detailed summary of the submissions received. In summary the key elements of objection are:

- Increased traffic in the area
- Removal of the ESO will impact on the flora and fauna of the area
- The netball courts will only benefit a small portion of the community
- Insufficient community consultation
- Lack of community support for the proposal
- Not consistent with Emerald District Strategy
- The MPHWP can be achieved without moving the netball courts from Worrell Reserve
- Possible vandalism and antisocial behaviour in the area.
- Non compliance with State and Local Planning Policy Framework
- Impact on outlook from adjacent dwellings
- Noise and flood light impacts
- Cost to community to relocate netball courts

As detailed earlier in the report the redevelopment of the Pepi's land has undergone extensive community consultation through the development of the Recreational Open Space Strategy (2002), the Emerald District Strategy (June 2009) and the Emerald Community Facilities - Spatial Plan (June 2012) which identify the need for openspace facilities within the Emerald area and the development of Pepis land to facilitate this. Council has also adopted the Masterplan for the protection of the site for openspace and recreational purposes. On this basis the rezoning of the land to PPRZ and the approval of the development of netball courts and a club rooms is considered appropriate.

The environmental factors of the site will be protected and enhanced with significant landscaping works to occur on the site.

In relation to the development of the netball courts and club rooms, it is not considered that the facility will significantly impact on the amenity of surrounding land owners and will not impact on traffic movements in the area.

On the basis of the submissions received it is recommended that the matter be referred to an independent panel to consider the content of the objections received.

FINANCIAL AND RESOURCE IMPLICATIONS

Council will be required to pay for the amendment process; however, this can be sufficiently covered by the budget for Planning Policy and Projects.

CONCLUSION

Amendment C206 seeks to rezone the site known as Pepi's Land to reflect the public owner ship and use and will ensure the full implementation of the Pepi's Land Master Plan.



Following exhibition of the amendment 1 supporting submission and 20 opposing submissions were received. To fully allow the consideration of these submissions it is recommended that Council resolve to seek an independent panel appointed by the Minister for Planning.

Summary of submissions Amendment C206 - Pepi's Land

	Summary
1	 The money should be spent rejuvenating the existing netball courts The location is too far out of town, it will not be easily accessible for the public The cut and fill will be an eye sore for residents in the area Pepi's land it the only lead off area suitable for dog walking The noise from the netball will echo through the valley
2	 There will be an increase in traffic on Beaconsfield-Emerald Road Request that 'no standing' signs be introduced on both sides of Beaconsfield-Emerald Road near the sporting complex so traffic flow is not impeded Request that boom gates be installed at the Puffing Billy line on Beaconsfield-Emerald Road due to the increase in traffic
3	Supports the amendment as it stands to ensure Pepi's meets community needs
4	 Does not wish to see land donated for community use sold off for a development which will only benefit a small part of the community Object to the removal of the ESO, the flora and fauna deserve continued protection The land is a beautiful open space, the netball courts will mean it is not attractive anymore Most of the time the courts will be unused, so why build them to take away land that is used regularly by community members The leash free area is a very important facility for dog owners
5,7 8 16, 20, 21	Not happy with the extent of the community consultation for the following reasons: Notification letters were delivered during the school holidays Notification letters were received up to 10 days apart, meaning some residents had less time to make a submission A number of residents living in streets adjacent to Pepi's land did not receive letters The communication methods utilised by Council have contributed to a selective engagement, marginalising key stakeholders Print media, the library, website and social media were ineffective engagement methods Council has not met its obligations for stakeholder consultation under both the Local Government Act and the Subdivision Act The amendment is inconsistent with the strategy for Pepi's land identified in the Emerald District Strategy (2009) The Recreational Open Space Strategy (2000) nominates Pepi's land as a high priority open space linkage between Gembrook and Emerald, rather than preserve this Council has continually reduced this land asset over the past fifteen years Considering the failures in the community consultation process it can't be determined that this decision is based on wider community demand as specified in the Master Plan Directions Council's Play Space Strategy 2014 objectives can be achieved independently of the netball courts being relocated from Worrell Reserve The Municipal Public Health and Wellbeing Plan 2013-2017 objectives can be achieved independently of the netball courts being relocated from Worrell Reserve Healthy by Design guidelines can still be applied to the remaining facilities on Pepi's land, independent of the netball courts being relocated from Worrell Reserve Healthy by Design guidelines can still be applied to the remaining facilities on Pepi's land, independent of the netball courts being relocated from Worrell Reserve Councils justification for the removal of the ESO is inadequate, it should consider: The basis for why the ESO was originally applied What has changed and warrants the removal of the ESO Have

Summary

- The current safety and security measures at the existing Emerald netball facility are currently ineffective. The area is peppered with litter and there have been instances of antisocial behaviour
- The establishment of an active recreation facility is not consistent with the Master Plan Directions of protecting and enhancing the environmental values of the site
- Clarity is required on:
 - The types of activities the facility can be used for
 - Will the service or consumption of alcohol be permitted
 - When the facility can be used
 - What noise abatement guidelines will be implemented
 - What light abatement guidelines will be implemented
 - How will stakeholders be engaged in any future proposed changes
- The cost of the facility is high and the extent of the community that will benefit is relatively small
- Bushfire risk The proposal shifts the netball courts to more than 500m from the place of last resort
- The proposal is inconsistent with SPPF Clauses 11.03-1 (Open Space Planning), 11.04-7 (Green Wedges), 12.04-1 (Environmentally Sensitive Areas) and 12.04-3 (Landscapes) In relation to the proposed development, car parking, noise and light pollution, security, vandalism, graffiti, litter and negative visual amenity, impacts on habitat and displacement of wildlife
- The proposal is inconsistent with SPPF Clause 13.05-1 Bushfire Planning Strategies and Principles
 Moving the netball courts from a bushfire safe area to an at risk area
- The proposal is inconsistent with LPPF Clauses:
 - 21.02-3 Key Issues In relation to the development of an active recreation facility, car
 parking, active recreational activity and the negative environmental, social and land use
 impacts the amendment will introduce
 - 21.02-5 Open Space The current netball courts are located within an existing active recreation precinct, separating the courts from this precinct is counterintuitive and inconsistent with Clause 21.02-5
 - 21.05-5 Pedestrian & Bicycle Network There have been no formal pedestrian crossings included to allow crossing Beaconsfield-Emerald Road. The master plan does not provide for lighting on pedestrian walkways of emergency alert features.
- The amendment does not adequately address the issue of traffic management around the Puffing Billy railway crossing on Beaconsfield-Emerald Road
- The amendment does not quantify the likely impact on vegetation as a result of the widening of Beaconsfield-Emerald Road to accommodate the turning lanes and any bus parking areas
- Road engineering Longstanding road quality issues on Hamilton Road which will be exacerbated by increased traffic volumes
- Road engineering Longstanding yield confusion at the intersection of Hamilton Road and Cloverleigh Avenue, with neither road posted with a Give Way or Stop sign
- Road engineering Longstanding issues relating to the dangerous intersection/accident blackspot at the intersection of Beaconsfield-Emerald Road and Cloverleigh Avenue
- Suggested improvements:
 - Retain the entire public land asset as open space community reserve
 - Retain the Environmental Significance Overlay
 - If the current zoning can't be retained, apply the alternate zoning proposed by Johns Hill Landcare Group (outlined in submission 19)

5 (PS)

Walks past Pepi's land daily to and from work and asserts that it assists with mental wellbeing.
 Believes it is unfair that the netball courts are being imposed on the community, when they did not choose that as part of their lifestyle. Has severe concerns with the increase in traffic and buses on Beaconsfield-Emerald Road

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- The amendment exposes the land to risk from erosion, over development, destroying natural beauty, and destroying habitat
- The walking track and car parking council put in in 2014 has disturbed the wombats and echidnas and forced some of them to relocate, this amendment will put further stress on the animals
- These netball courts will be separated from the existing sports and recreation precinct
- Concerned about noise pollution and flood lighting

	Summary
	 Concerned about the negative social impact (loitering, littering, graffiti, intimidating behaviour by youths) of the development, as occurs as the current netball facilities in Emerald There is a lack of police presence in Emerald, they don't have the capacity to be able to patrol netball courts at all hours Requires clarification on; what the nature of the use will be, will there be noisy functions, what is the frequency and hours of use, will there be service of alcohol Concerned about traffic and buses especially the safety of children walking along Beaconsfield-Emerald road There was a lack of community consultation carried out The selling of the two blocks of land to private developers will result in overdevelopment, further impacting the native animals
7 (PS)	Our outlook will be substantially impacted. We will be exposed to noise and light pollution. The open space is an important part of the area we choose to live in
8 (PS)	We need to protect public open space as our biodiversity is rapidly diminishing. The netball courts will ruin the lovely view and peace of the area. There needs to be consideration of habitat loss of the biodiversity that uses the area.
9	 There is some concern about potential loss of privacy and increases noise from the netball courts 130verall support the development of Pepi's land as per the Master Plan as it can only be positive for the township of Emerald
10	 The amenity and the opportunity for people to use the area for passive recreation would be greatly diminished by the netball courts Would prefer a simple park and off leash dog area
11	The amendment is not supported for the following reasons: Reduction in the area of land available for recreational purposes The introduction of disruptive elements such as noise and light Congestion between the proposed carpark entrance and the railway crossing The removal of the ESO will put the habitat of the local wombat population at risk It is contrary to several aspects of the SPPF Council has not adequately responded to all concerns of the residents
12	 Oppose the removal of the ESO as Pepi's land is an important wildlife corridor between Emerald and Gembrook. Further digging and building will disturb the wildlife. The rezoning will heighten the risk of the land being sold off for commercial use Oppose that \$3.1 million is being spent on four courts for a club that only has six teams in it. It would be cheaper to fix the existing courts and clubhouse. Concerns in relation to traffic, in particular buses full of school kids and their safety. The communication for this project has been very poor
13	No submission attached.
14	 Pepi's is part of a wildlife corridor linking Cardinia reservoir, Emerald Lake Park and Wrights forest, maintaining a conservation zone protects that concept The argument for a rezoning into a public use zone appears to be so Council does not have to consult with the community for future infrastructure on Pepi's land is a concern There has been no discussion on whether any other suitable sites have been considered such as joint use facilities with local schools The plans do not provide information on how the development would be constructed, maintained and run The dieldrin contamination of the land is not considered, the earthworks may increase risks from dieldrin Car parking and construction of the courts could create issues with drainage in an area that has had land slides

	Summary
15	 Run-off into the creek and dams is a concern The visual impact of the pavilion, fencing and earthworks will detract from the passive recreation focus Light and noise pollution is a concern There is no indication of bus parking Traffic congestion is a concern The amendment goes against what is outlined in Council documents such as the Recreational Open Space Strategy 2000 and the Emerald District Strategy 2009
	 The assertion that the PPRZ will ensure community ownership and protection of the land is considered incorrect The PPRZ will open the site up to further development Unimpressed with the extent of the community consultation Requesting a reason as to why the established courts at Worrell Reserve are being removed and why relocation of these to an established facility such as Chandler Reserve is not more appropriate
16 (PS)	 The amendment is not in line with the natural and historical significance of the area The value of owning a dwelling within the vicinity of Pepi's land relates to the experience of the natural existing conditions including views, vistas, flora, fauna and ambience The proposal would destroy these positive elements, through: Forced migration of native wildlife Reduction of native flora Introduction of vehicles, sports, recreation, loitering, noise pollution Introduction of an additional traffic congestion point Increased traffic on Beaconsfield-Emerald Road
17	 Proposal should have been more widely promoted through signage and local press Since introducing the walking paths the site has been used much more for passive recreation, Council should continue to support this, not change the use The report gives limited reasons provided as to how it complies with various guidelines A sports stadium servicing a single interest group does not achieve goals of planning, particularly if accompanied by a large car park No details are given about linkages between Pepi's and Worrell reserve A better long term vision would be to keep it as it is
18	 Object to removing the ESO The amount of development that has occurred already has upset the wombats
19	 Concerned about the implication of the proposal on the environmental values of the land Pepi's land is a key component of a wildlife corridor linking Cardinia Dam Reserve to Hogan Park & Pepi's Land, and to Emerald Lake Reserve and Wrights Forest, then Bunyip State Forest through to Gembrook. The Committee has been revegetating the west of Pepi's transforming the open grass paddock to provide that link. The proposed development detracts away from this environmental link. The proposal restricts the capacity for the planning environmental corridor and has no consideration for this wildlife corridor Concerned that the new planning zone will result in a lower threshold of protection of the native environment and avoids public consultation Rezoning suggested by Johns Hill Landcare group states the land along the two watercourses should not be rezoned to PPRZ but rather it should be rezoned PPRZ
	 be rezoned PPRZ The two parcels of public land adjoining the western boundary of pepi's land should be included in the amendment to ensure consistent planning controls There appears to be a lack of detail in the planning permit application, there is a concern that the footprint of the infrastructure is at risk of becoming significantly larger The following details do not appear to have been addressed in the planning permit application: Review or comment from the CFA

	Summary
	 A reference to a Bushfire Management Plan A compliant CFA access road Fire water tank storage A noise abatement plan Water reuse considerations A scheme for water runoff containment Detail design for bus parking A traffic management plan for Beaconsfield-Emerald Road The Public Space Carpark/Netball Carpark interface A carpark capacity study Details for landscape protection Details for the site cut to the northern boundary Does not deal with the significant fill to the south side The lack of public toilets Orientation of courts is not suitable for senior competitions (sunpath issues) A lack of runoff area between courts No details for night competition lights No reference to an Environmental Impact Statement There has been no comment from Puffing Billy Does not deal with the pathway/clearance for the proposed future wildlife corridor from Cardinia Reservoirs to Emerald Lake Park It is recommended that the facility be sited at the Emerald High School grounds and used as a shared facility
20 (PS)	 Change should not be pursued where the environmental, social and/or cost impacts outweigh the benefits Emerald already has a sports and active recreation precinct, this facility should remain The introduction of an active recreational facility on a passive recreational area with such high environmental sensitivities, characteristics and values if completely inappropriate
21 (PS)	 The local wildlife need areas like Pepi's land as a corridor There are already 2 designated sports areas where this facility would be better suited – Worrell Reserve or Chandler Reserve Concerned about the noise – whistles, crowds, cars Concerned about lights being on at night time Surprised that the proposal complies with Puffing Billy guidelines Would prefer for natural flora and fauna to be planted throughout the park with more seating to ensure it is a tranquil place