

**21.07**05/12/2013  
C135(Part 2)**GUIDING FUTURE TOWNSHIP DEVELOPMENT**

The townships of the Peninsula provide a base from which many of the social and economic needs of the community are met. Planning for the Peninsula's townships will also have a critical influence on environmental outcomes. Planning for these townships requires a range of land use issues to be considered. These are addressed in the following elements:

- 21.07-1 Housing and integrated local area planning
- 21.07-2 Local area character
- 21.07-3 Activity centres
- 21.07-4 Industrial areas

**21.07-1**05/12/2013  
C135(Part 2)**Housing and integrated local area planning**

The Mornington Peninsula Strategic Framework Plan anticipates an increase in the Shire's population by approximately 26,000 people over the next 20 years. The intention expressed in the framework plan is to contain this growth within defined areas of the Peninsula's major townships, including Mornington, Hastings Somerville, Dromana/Safety Beach and Rosebud.

This strategy, of focussing future population growth in major towns, is seen to:

- Meet the demand for housing on the Peninsula in areas that already have the highest levels of access to services, facilities and employment opportunities.
- Build the population base of the major townships to support the provision of a wider range of services and facilities.
- Reduce the pressures for more dispersed development that is incompatible with the Peninsula's other strategic priorities.

Both within existing townships and in new growth areas, Council is committed to servicing and developing communities and promoting equity of access to a broad range of services and programs. Environmental sustainability is also applied as a guiding principle, with a need to balance and integrate social needs, ecological care and economic development. This range of objectives may be addressed through integrated local area planning.

In the context of the Peninsula's townships this will involve:

- Providing for balanced development, with appropriate areas of commercial, industrial and public land included in structure plans for major townships.
- Ensuring major areas of new residential development have reasonable access to employment centres, commercial services and public transport.
- Providing for a diversity of housing choice and promoting more sustainable forms of residential development, in terms of construction practices, energy conservation, waste water and storm water disposal.
- Improving access to recreational and open space areas, including open space linkages to regional open space networks.
- Improving accessibility between residential areas and activity centres/community facilities, including the provision of pedestrian and bicycle paths.
- Appropriate provision for traffic management and the creation of a safe and efficient road hierarchy.
- Protecting and enhancing local environmental conditions and environmentally sensitive features, particularly associated with areas of remnant vegetation, streamlines and wetlands.

- Ensuring the timely provision of all infrastructure, including health, education and community care facilities.
- Establishing equitable mechanisms for funding the provision of infrastructure.

These principles are also applicable to established areas, areas of low density residential development and to townships and villages that are not intended to accommodate expansion, and there may be additional focus in these areas on maintaining local character and environments.

### **Key issues**

- Council's commitment to servicing and developing communities requires an approach that integrates environmental, social and economic planning.
- Provision for housing diversity is necessary to cater for the changing housing needs of current and future communities. This demand may be accommodated with less disruption in newly developing areas.
- The efficient and equitable provision of infrastructure requires an appropriate combination of public investment and private development contributions.
- The distribution of demographic and household characteristics throughout the municipality is very uneven and it is important to consider the current and likely future population profile of particular areas when planning for service and facilities, and providing for housing diversity.

### **Objectives - what we want to achieve**

#### **Objective 1**

To provide for land use and development within township areas which meets the needs and respects the values of local communities.

#### **Strategies**

Strategies to achieve this objective include:

- Direct growth to major townships to give these towns the population base necessary to support a wider range of infrastructure, facilities and services and to encourage the development of a stronger employment base.
- Plan and coordinate the development of townships having regard to the surrounding environment, the character and functions of the particular settlement, and to achieving a balance between planned population growth and:
  - The level of public investment in services, open space and other facilities and infrastructure to be provided.
  - Provision for the development of retail and commercial floor space.
  - The areas set aside for the development of service industries and manufacturing.
  - The facilities provided to encourage and support tourism.
- Provide for the development of greater housing diversity in new growth areas and through appropriate consolidation within established areas, having regard to:
  - The function of each township.
  - Existing and projected population characteristics.
  - Environmental capacity and principles of best practice environmental management.

- The available and accessibility of services and infrastructure.
- The capacity of local infrastructure systems and roadways.
- The character of the neighbourhood and heritage significance of the site or precinct.
- Require the preparation of comprehensive development plans for major areas of new development.
- Clearly define areas for future residential development in order to facilitate the efficient, equitable and coordinated provision of infrastructure and services.
- Encourage the development of multi-function facilities and the co-location of services to the extent that this is compatible with maintaining and improving the accessibility of services.
- Ensure that development does not reduce the extent or integrity of areas of significant indigenous vegetation and provides for the reinstatement of native vegetation and the creation of habitat corridors where development is proposed adjacent to areas of environmental sensitivity
- Ensure that proposals for new development provide appropriate stormwater treatment measures and that construction activities do not adversely impact on the regional drainage function of waterways, drains, retarding basins and floodplains.
- Require that major new development areas be connected to reticulated sewerage.
- Ensure that infill development proposals which will result in new or increased waste water discharge are approved only where connected to reticulated sewerage or where the applicant demonstrates that wastewater discharges will meet State environmental standards and will not contribute further to the pollution of groundwater or surface waters.
- Ensure that all development, including drainage, roads and sewerage systems are designed to protect the air environment, land, waterways and ground water resources from polluting discharges and activities in accordance with State Environment protection policies and relevant best practice environmental management guidelines.
- Ensure that proposals for non residential uses in residential areas respect the character and amenity of residential areas.

### **Implementation**

These strategies will be implemented by:

### **Zones and overlays**

- Ensuring that appropriate areas of land are zoned for residential, commercial and industrial activities to reflect a balance between current and likely future needs and the role of specific townships in the Peninsula's hierarchy of towns and villages.
- Applying the Residential 1 Zone to the major areas set aside for future residential development.
- Utilising the Road Zone to identify major roads where the control over new access points is required.
- Utilising Environmental Significance Overlays and the Vegetation Protection Overlay to identify significant features and maintain environmental values within township areas.
- Utilising the Erosion Management Overlay to identify areas of slope instability or land degradation within township areas.

- Applying the Floodway Overlay and the Land Subject to Inundation Overlay to floodprone land along waterways within townships.
- Applying a Development Plan Overlay to 23 – 25 Rosebud Parade, Rosebud to provide for a retirement village.
- Applying an Environmental Audit Overlay to potentially contaminated land.

**Policies and the exercise of discretion**

- Requiring the preparation of comprehensive outline development plans where appropriate for areas of new development, including major redevelopment sites.
- Applying a local policy to ensure environmental standards are maintained. (Clause 22.13 - Township environment).
- Ensuring that proposals for redevelopment of sites in public ownership are based on a strategic assessment in consultation with the local community.
- Requiring that proposals for non-residential uses in residential zones meet local policy objectives. (Clause 22.12 - Non residential uses in residential zones).
- Applying local policies to facilitate land stability (Clause 22.16 Ballar Creek and Clause 22.20 Landslide Susceptibility).
- Applying a local policy to the northern part of Mornington (Clause 22.21 Mornington North Policy).

**Further strategic work**

- Developing strategic statements for specific townships to provide more detailed direction.
- Reviewing existing outline development plans and developing integrated implementation strategies, including the preparation of development contribution plans, for major areas of new development and areas where infrastructure capacity requires upgrading.
- Completing the review of the Mornington East Development Contribution Plan and introduce a Development Contributions Plan Overlay to provide for equitable contributions towards the future provision of infrastructure and facilities.
- Developing an implementation program for the Recreational Cultural and Open Space Strategy within township areas.
- Reviewing the Mornington Peninsula Drainage and Stream Condition Due Diligence report to:
  - Identify necessary environmental management actions.
  - Identify potential engineering infrastructure requirements.
  - Develop storm water management plans, policies and provisions to implement adopted recommendations.
- Investigating the requirements for facilities, including traffic management and car-parking works, to manage peak demands associated with recreational visitors.
- Liaising with the County Fire Authority (CFA) to complete fire hazard mapping as a basis for the introduction of appropriate overlay provisions.
- Liaising with Melbourne Water to complete mapping of land subject to inundation as the basis for the introduction of appropriate overlay provisions.

### Other actions

- Coordinating Council’s capital works program and development contribution plans, in conjunction with other service and infrastructure providers to respond to current and anticipated community needs and to reinforce the township development strategy.
- Completing a Community Needs Profile to assist in the development of relevant service programs.
- Establishing more effective mechanisms for ongoing community consultation, including targeted consultation with specific groups.
- Facilitating the development of management plans for major areas of public open space, including foreshores, recognising their environmental and recreational values.
- Liaising with other public authorities to extend opportunities for community use of facilities in off peak periods.
- Pursuing an asset rationalisation strategy to ensure effective use of resources in meeting community needs.
- Encourage home based businesses that are compatible with maintaining residential amenity.

### 21.07-2

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### Local area character

#### Overview

There is continuing demand for new housing on the Peninsula and, as with the rest of Melbourne, a changing demographic profile in some areas, that may be reflected in greater demand for medium density housing. The availability of a range of housing may also enable people with different housing needs at different stages of their lives to remain in an area and maintain community contacts.

However, there is concern that in some areas the cumulative effect of market driven changes may adversely effect the features of residential environments which are valued by existing residents. It is therefore critical to identify areas where change to the residential environment may be both appropriate and desirable, areas where some change is possible without adverse impact and areas where minimal change is appropriate. One of the key challenges in this process is to identify local area character.

The concept of local area character is still in the process of being defined and translated into operative planning principles and provisions. However, planning on the Peninsula has sought to reinforce the sense of place associated with different townships, and different areas within townships, recognising that this is one of the things that makes the Peninsula special and that it is highly valued by residents and visitors. To this end, efforts have been made to maintain the relationship between townships, coastal areas and rural landscapes by containing expansion and preserving the non-urban areas between and around townships.

In addition, some areas, such as parts of Mornington and Sorrento, have a strong heritage element, while in others the natural environmental features and landform have produced a definite local character. In a number of these areas a key factor is the balance between open space, built form and vegetation. One key distinction is between areas where the street space is defined and enclosed by buildings in contrast to areas where open space, landform and landscape are dominant and provide a setting for buildings.

It is clear that the extent of site coverage has a direct effect on the ability to retain or establish site vegetation and that the ability to retain a “bushland” or “woodland” setting is often dependent on retaining larger lot sizes. It is therefore important to define requirements for site- and area-responsive design—design that integrates subdivision and development with the natural landform and vegetation and recognises the importance of existing townscapes and streetscapes.

## Key issues

- There is a continuing strong demand for housing on the Peninsula, with changing demographic and housing demand profiles in some areas.
- It is appropriate to accommodate demand for greater diversity of housing to the extent that is compatible with the achievement of other planning objectives for the Peninsula.
- Limits need to be clearly established to avoid the loss of critical values, including the distinctive character of some of the Shire's existing residential areas.

## Objectives - what we want to achieve

### Objective 1

To ensure that the design and intensity of new residential subdivision and development is site and area responsive, having regard to:

- Environmental capacity and principles of best practice environmental management.
- The availability of infrastructure.
- The neighbourhood character and heritage of the area.
- The accessibility of the area to facilities, services and employment centres.

### Strategies

Strategies to achieve this objective include:

- Identify areas of distinctive character based on land form, environmental, heritage or building and subdivision design elements
- Require site and location responsive design in the subdivision of land and in the siting and design of buildings and other development.
- Ensure that proposed subdivision and development within existing townships demonstrates regard to:
  - Environmental features and environmental capability.
  - The retention of native vegetation of local provenance and other existing vegetation.
  - The established residential fabric.
  - Sites and areas of heritage significance.
  - Maintaining the balance between open space, vegetation and building density.
  - The landform and avoiding extensive or excessive excavation or landfill.
  - Building profiles that complement the natural topography of the site.
  - Energy conservation.
  - The relationship between the intensity of land use, traffic circulation, and parking requirements.
  - The capacity of local streets and safe pedestrian movement.
  - The provision of appropriate landscaping and the capacity of drainage systems and other infrastructure.
- Identify sites and areas of State and regional heritage significance based on existing heritage studies, promote greater understanding of the value of these sites and develop more specific provisions for the effective and equitable conservation.

## Implementation

These strategies will be implemented by:

### Zones and overlays

- Utilising land use zoning to identify the intended township boundaries and to maintain the relationship between townships and the surrounding rural and coastal landscapes.
- Applying the Residential 1 Zone in combination with Development Design Overlays to recognise areas of greater sensitivity where the design of development must respect particular locational, environmental, infrastructure or landscape factors and the limited capacity of these areas to absorb further development.
- Utilising Design and Development Overlays to identify a density of development which is considered to be consistent with maintaining the character and environmental values of specific areas - having regard to the potential cumulative impact of higher density infill and site redevelopment within established areas.
- Providing siting, design and height provisions within Design and Development Overlays to encourage site responsive design.
- Applying specific Environmental Significance, Vegetation Protection and Heritage Overlays within parts of the township areas, where adequate information is available, in order to ensure appropriate site responsive design.
- Applying a Development Plan Overlay to the Park Road area of Mt Martha to provide for a more site responsive redesign of an existing subdivision.

### Policy and the exercise of discretion

- Recognising the locational advantage of sites within walking distance (approximately 400 metres) of commercial activity centres for medium density housing and redevelopment, subject to consideration of environmental, township character and infrastructure factors.
- Applying a local policy in the consideration of applications involving sites and locations of cultural heritage significance. (Clause 22.04 - Cultural heritage places and Clause 22.05 - Aboriginal cultural heritage).
- Requiring site analysis and design response plans, where appropriate, as part of applications for single dwellings in areas of greater sensitivity
- Requiring development plans based on a site analysis and design response plan, as part of subdivision applications in areas of greater sensitivity.
- Requiring all proposals for major site development or redevelopment, including those involved in the disposal of public land, to be based on a comprehensive site analysis conducted in conjunction with extensive community consultation.
- Applying a local policy in consideration of proposals for non residential uses within the residential zones in order to protect residential amenity. (Clause 22.12 - Non residential uses in residential areas).

### Further strategic work

- Completing the exhibition of proposed Heritage Overlays that implement the recommendations of existing Heritage Studies.
- Preparing a more detailed Housing Strategy for the Mornington Peninsula, which will provide a clear definition of those areas where Council supports different degrees of change in response to anticipated housing demand.

- Undertaking a Local Area Character Study to refine the methodology of assessment and provide the basis for development of performance based principles and provisions, aimed at promoting excellence in design outcomes.
- Completing the Hastings Heritage Study, reviewing existing Heritage Studies and preparing a more detailed policy regarding the future use and development of heritage sites and precincts.
- Investigating the use of Development Contribution Plans to fund necessary upgrades in infrastructure and facilities, including, drainage systems, road capacity and street scape improvements in areas subject to proposals for infill development.

### Other actions

- Establishing more effective means of community consultation in relation to housing issues.
- Developing management plans for local areas of public open space to recognise environmental and cultural features, and to increase recreational value.
- Liaising with servicing authorities to coordinate programs for the installation of new infrastructure and to promote the use of techniques which create least disruption to the residential environment, including the use of underground cables, joint trenching and co-location of structures.
- Investigating the use of traffic calming and local area traffic management plans in areas in proximity to town centres to avoid intrusive traffic movements through residential areas and to reduce the impact of peak visitor traffic and parking demand.

### 21.07-3

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### Activity centres

#### Hierarchy of activity centres

The Mornington Peninsula Strategic Framework Plan forming part of Clause 21.04 highlights the settlement pattern of the Mornington Peninsula.

The hierarchy of activity centres on the Mornington Peninsula plays an important role in reinforcing this settlement pattern. Whilst each centre has its own individual character and its role in servicing the community; collectively, the array of centres contributes to the sense of place of the Peninsula as a whole.

Activity centres are focal points for community life that reflect local character and identity. They offer a wide range of services to residents and visitors. They provide the majority of business and employment opportunities, contribute to the variety of housing choices and support public transport links.

*Melbourne 2030 – Planning for Sustainable Growth* recognises the role and function of Mornington, Rosebud and Hastings as Major Activity Centres, as referred to in Clause 12.01-2. Within the level of Neighbourhood Activity Centres specified in Clause 12.01-2 the following sub-levels have been identified for the Peninsula.

- *Large Township activity centres*

These are generally the focus of a larger settlement (with a population typically in excess of 10,000 people) and serve that community in a way that complements major centres. They have a leasable floor area (LFA) in the order of 10,000 square metres to 25,000 square metres. The commercial land uses typically include a major supermarket (with a LFA in excess of 2,000 square metres), office-based services (usually with a LFA of in total in excess of 1,000 square metres) and some restricted retail premises (usually with a LFA of in total less than 1,500 square metres).

- *Small Township activity centres*

These are generally the focus of a medium size settlement (with a population typically in the range of 5,000 to 10,000 people) and serve that community in a way that complements larger centres. They have a leasable floor area (LFA) in the order of 3,000 square metres to 10,000 square metres. The commercial land uses typically include a medium-size supermarket (with a LFA in the range of 1,000 - 2,000 square metres), few office-based services and no restricted retail premises.

- *Local Activity Centres*

These are generally the focus of a smaller settlement (with a population typically less than 5,000 people) and serve that community in a way that complements larger centres. They generally have a LFA in the order of 1,000 square metres to 3,000 square metres. The commercial land uses typically include a small supermarket (usually with a LFA less than 1,000 square metres), few office-based services and no restricted retail premises.

- *Convenience Centres*

These generally serve neighbourhoods within settlements. They generally have a LFA that is less than 1,000 square metres. The commercial land uses typically include a convenience shop/general store, with some other retail premises and no office-based services or restricted retail premises.

The hierarchy of activity centres on the Peninsula is specified in Table 1 to this clause and on the map to this clause.

The classification of activity centres in Table 1 reflects a ‘best fit’ assessment of activity centres against a range of criteria that include the population catchment, the total Leasable Floor Area and the mix of retail, office-based and other activity. Table 1 does not express as policy that activity centres should meet all criteria for centres in their category.

**Table 1 to Clause 21.07-3: Hierarchy of activity centres**

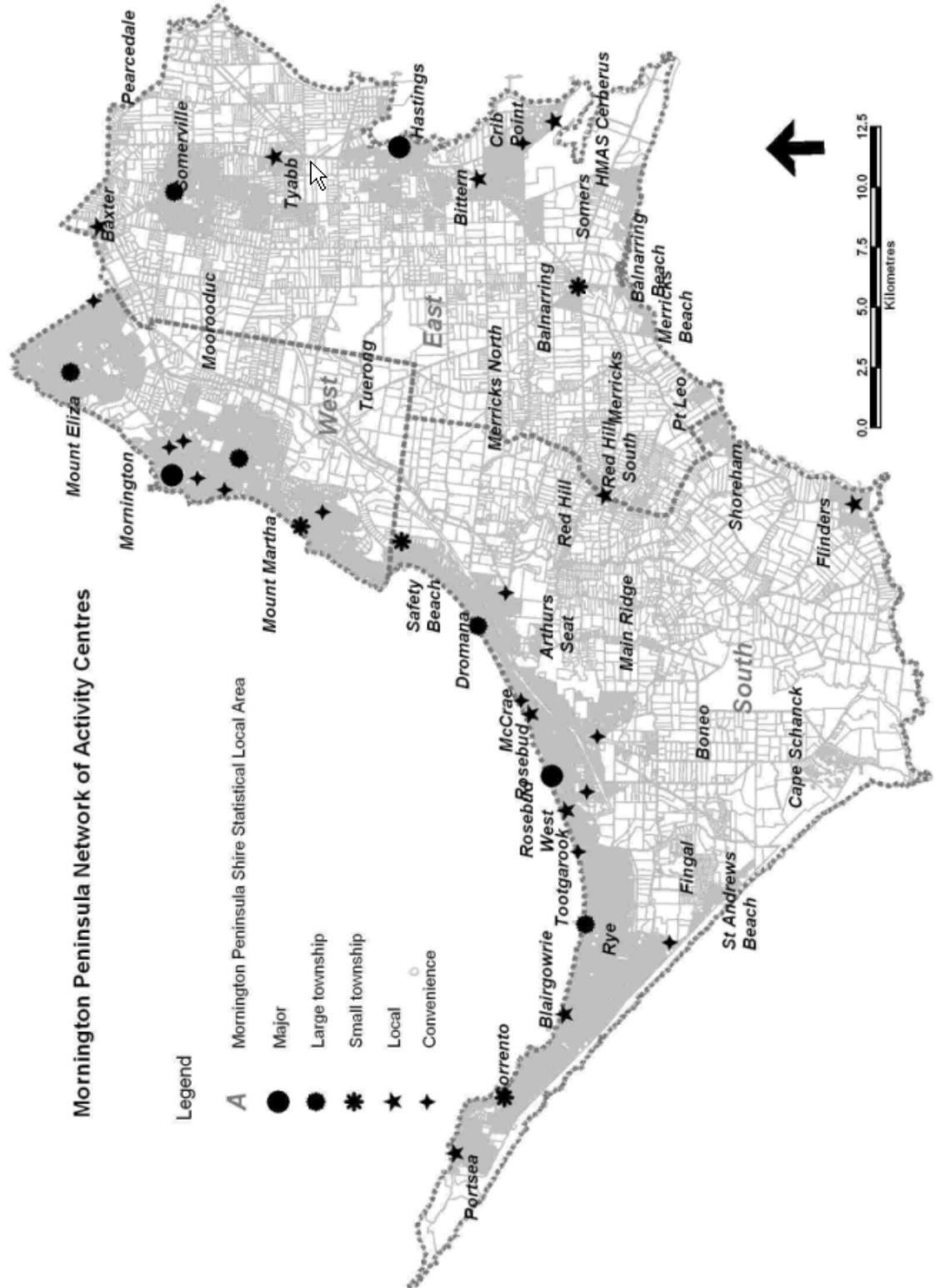
Major	Township Large	Township Small	Local	Convenience
<b>Statistical Local Area: Mornington Peninsula Shire (West)</b>				
				Humphries Road, Mt Eliza
	Mt Eliza			Beleura Hill Road, Mornington
Mornington				Robertson Drive, Mornington
	Bentons Square			Wilsons Road, Mornington
		Mt Martha		Dava Drive, Mornington
				Walara Drive, Mt Martha
Major	Township	Township Small	Local	Convenience
<b>Statistical Local Area: Mornington Peninsula Shire (South)</b>				
		Martha Cove		Boundary Road, Dromana
	Dromana		McCrae (cnr. Lonsdale Street)	McCrae (cnr. Beverley Street)
Rosebud			Rosebud West	Old Cape Schanck Road, Rosebud
	Rye		Blairgowrie	Illaroo Street, Rosebud West
		Sorrento		Carmichael Street,

				Tootgarook
			Portsea	Dundas Street, Rye
<b>Major</b>	<b>Township</b>	<b>Township Small</b>	<b>Local</b>	<b>Convenience</b>
<b>Statistical Local Area: Mornington Peninsula Shire (East)</b>				
	Somerville		Baxter	
			Tyabb	
Hastings			Bittern	
		Balnarring	Crib Point	Disney Street, Crib Point
			Red Hill South	
			Flinders	

*Note 1: The boundaries of the Statistical Local Areas are shown on the map to this clause.*

*Note 2: Activity centres are generally identified by the extent of the Business 1 and 5 Zones in the specified localities.*

Map to Clause 21.07-3 - Hierarchy of activity centres on the Mornington Peninsula



The activity centres in Table 1 to this clause and on the map to this clause are complemented by a range of local convenience shops/general stores. These play a valuable complementary role in local convenience shopping, but are not considered activity centres. Only the activity centres specified in Table 1 to this Clause are considered activity centres in terms of Clause 12.01.2, in terms of this clause or in terms of any other clause of this Planning Scheme.

*Directions for commercial growth*

The State Planning Policy Framework favours a compact development pattern for the metropolitan area. It encourages new commercial development to focus on activity centres that are best able to cope with change.

The Strategic Framework Plan forming part of Clause 21.04 seeks a compact development pattern for the Mornington Peninsula. Population growth is to be contained within the Peninsula's main townships. To support this compact development pattern, commercial growth should be directed in a way that strengthens the hierarchy of activity centres on the Peninsula.

Additional retail and office development should be directed primarily to Major Activity Centres and to a lesser extent to Large Township Activity Centres, in a way that is commensurate with population growth in their catchments.

Additional retail and office development in Small Township Activity Centres and Local Activity Centres should be of a limited extent only. No material extension of Convenience Centres should take place.

There is no need for any new major, township or local activity centre on the Peninsula in addition to the activity centres shown in Table 1 to this clause and on the map to this clause.

Directing additional commercial development to Major and Large Township Activity Centres will not only support a compact development pattern on the Peninsula. It will also facilitate a high level of service to the community. It will enhance the role of activity centres as the focus for community life. Concentrating a broad range of activities in Major and Large Township Activity Centres generates multiplier effects and contributes to the 'critical-mass' for business and employment opportunities. It provides certainty needed for investment decisions for commercial development. It will also protect the smaller centres from inappropriate levels of commercial development.

Fragmentation of commercial activity is not in the long term interests of the community. Strengthening the existing hierarchy of activity centres is sustainable, equitable and achieves net community benefit.

Out-of-centre retail, service station and office developments detract from compact urban patterns. This is detrimental to the established hierarchy of centres and should be avoided.

Bulky goods retailing (restricted retail premises and trade supplies) has experienced strong growth in recent years. This type of retailing is best provided in clusters developed for that purpose, as opposed to being located inefficiently in dispersed locations on industrial land along main roads or in other out-of-centre locations. The land area and vehicular access requirements of these clusters make them unsuitable for a location in the heart of activity centres. These clusters should be directed to the edge of the three townships with major activity centres on the Peninsula. There they contribute to the overall position of the activity centres of these townships in the hierarchy.

*Design and development of activity centres*

The State Planning Policy Framework aims to build up activity centres as a focus for high quality development, activity and living for the whole community.

The character of activity centres plays an important role in the sense of place and identity of individual townships and communities. New development should contribute to the character of centres and be attractive and functional. It should enhance the urban design of

centres, which is a key factor in improving the attractiveness of activity centres for residents and visitors. This is vital for the economic performance of these centres.

Structure plans are a good tool to manage growth in activity centres. They outline where growth can be accommodated. They also show how to broaden the mix of uses, improve the quality of urban design and integrate transport options, in a way that suits individual activity centres.

### **Key issues**

- The vital role of the hierarchy of activity centres in achieving a distinct and compact settlement pattern on the Mornington Peninsula.
- The impact of the location of additional retail, service station, restricted retail and office development on the role and function of activity centres within the hierarchy.
- The impact of new commercial development on the character, scale, sense of place, transport and parking issues and infrastructure of existing centres.
- The impact of locating retail and office development as well as service stations outside activity centres, whether along main roads or in other out-of-centre locations, on the efficiency of the overall hierarchy of centres and on the role, function and viability of existing individual centres.
- The potential for the growth in bulky goods retailing to undermine the hierarchy of activity centres if provided in dispersed out-of-centre locations.

### **Objectives - what we want to achieve**

#### **Objective 1**

To strengthen the hierarchy of activity centres on the Mornington Peninsula shown on the map to this clause and in Table 1 to this clause.

#### **Strategies**

Strategies to achieve these objectives include:

- Encourage additional retail premises (not including restricted retail premises), service stations and office developments to locate in Major Activity Centres and Large Township Activity Centres. Ensure the extent of additional commercial floor area for individual activity centres is commensurate with their role and function within the hierarchy.
- Encourage restricted retail premises to locate in clusters on the edge of townships with Major Activity Centres.
- Strongly discourage retail, restricted retail, service station and office developments from locating in out-of-centre residential, industrial and non-urban locations.

#### **Implementation**

These strategies will be implemented by:

#### **Zones and overlays**

- Applying the Business 1 Zone to identify retail areas in activity centres. The extent of the zoning reflects the role and function of individual activity centres within the hierarchy.

- Applying the Business 4 Zone to primarily provide for clusters of restricted retail premises on the edge of townships with Major Activity Centres.
- Applying the Business 5 Zone to areas, generally adjacent to the main retail precincts in activity centres, where non-retail commercial development is appropriate.
- Applying the Business 1, 4 and 5 Zones to enable Major and Large Township Activity Centres to expand to meet the needs of the growing population.

### **Policies and the exercise of discretion**

- Applying a local policy to discourage inappropriate commercial land use and development in industrial areas (Clause 22.01 - Industrial Areas).
- Applying a local policy to encourage commercial land use and development that strengthens the hierarchy of activity centres and that responds to the forecasted need for additional commercial floor space (Clause 22.02 - Activity Centres).
- Applying a local policy to discourage inappropriate commercial land use and development along highways, main roads and tourist routes in rural areas (Clause 22.06 - Development on Highways, Main Roads and Tourist Routes).
- Applying a local policy to discourage inappropriate commercial land use and development in rural areas (Clause 22.07 – Commercial and Industrial Uses in Rural Areas).
- Applying a local policy to encourage appropriate non-residential uses to locate in and around activity centres (Clause 22.12 - Non-Residential Uses in Residential Zones).

### **Further strategic work**

- Develop more detailed policies and guidelines in relation to clustering restricted retail premises, including the appropriate location of a cluster in Rosebud.

### **Other actions**

- Monitor the growth in retail, restricted retail and office floor space across the Mornington Peninsula and use this as a basis to review the *Mornington Peninsula Activity Centres Strategy – September 2005* every five years.

### **Objective 2**

To facilitate well-designed activity centres that:

- Make a vital contribution to the identity and sense-of-place of the localities they serve.
- Provide a high level of service to the communities in their catchments.
- Promote business and employment opportunities.

### **Strategies**

Strategies to achieve these objectives include:

- Ensure that structure plans guide the use and development of land in activity centres. These structure plans set the strategic framework for the layout of land uses, the urban design and the integrated transport in and around activity centres.
- Ensure that structure plans are combined with Coastal Management Plans in activity centres with foreshore areas.

- Encourage activity centres to provide a broad range of retail, commercial, community, recreational and tourism facilities, as well as a variety of housing opportunities, commensurate with their role and function in the hierarchy.
- Ensure that new development in activity centres contributes to the existing character and scale of activity centres and that it respects heritage values. Encourage excellence in the quality of urban design for all types of development.
- Ensure that activity centres provide good access and parking for all modes of transport and promote activity centres as the focal points for extended public transport services.
- Facilitate a variety of infrastructure funding arrangements, including contributions made by new developments.

### **Implementation**

These strategies will be implemented by:

### **Zones and overlays**

- Applying the Business 1 Zone, the Development Plan Overlay and the Design and Development Overlay to give effect to land use, urban design and integrated transport outcomes envisaged in structure plans for activity centres.

### **Policies and the exercise of discretion**

- Applying a local policy to guide commercial development in activity centres. (Clause 22.02 - Activity Centres).
- Applying a local policy to provide guidelines for advertising signs (Clause 22.10 - Advertising signs).
- Applying local policies to give effect to structure plans for individual activity centres (Clause 22.18 - Mornington Activity Centre Policy).

### **Further strategic work**

- Progressively preparing and reviewing activity centre structure plans to provide greater direction for land use and development in activity centres.
- Investigating equitable funding mechanisms for infrastructure improvements in activity centres.

### **Other actions**

- Review Council's capital works program and liaise with other service and infrastructure providers to coordinate the implementation of activity centre structure plans.
- Implement special rates schemes where this is required for the implementation of structure plans.

## **21.07-4**

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### **Industrial areas**

Manufacturing is a significant employer in the Shire; involving local service industry and manufacturing based in the townships as well as the major concentration of employment at the Western Port Industrial complex in Hastings. If the Peninsula is to expand its manufacturing employment base, it must compete with the major growth areas to the north. In this aim the Peninsula offers a number of advantages including:

- The residential attraction of the Peninsula for business owners.
- The availability of serviced sites.
- Particular advantages in relation to marine based industry and processing of agricultural products.

It is also necessary to monitor the rate of development to ensure that there is adequate land supply. Providing too little land for industry could constrain development and reduce local employment opportunities, while zoning too much would tie up serviced land within township areas that could be used for other purposes.

Care must be taken to identify areas for industry that can develop without intruding on residential areas—for example, land on the edge of towns or sites which are separated from residential areas by buffers, such as railway lines, drainage reserves or main roads. As far as possible, industrial development should be located to avoid the need for trucks and other industrial traffic to pass through residential areas. Industrial development should only be located where adequate infrastructure is available or can be provided at the time of development and where the potential for conflict between industrial zones and nearby sensitive land uses is avoided or minimised.

While Mornington Peninsula currently has a substantial supply of light industrial land, there is a relative shortage of lots larger than 2,000 square metres. It is necessary to prevent the premature subdivision of remaining industrial land to maintain a supply of larger development sites.

### **Key issues**

- Manufacturing and service industry remain a significant component of the Shire's employment base.
- The retention of a supply of land for further industrial development, in locations which facilitate industrial activity and trade is important to local economic development.
- Industrial areas are often in prominent locations at the entry to townships and adjoining main roads. It is therefore important that the standard of design applied to industrial buildings and sites contributes to the presentation of these areas and that they respect the community's aspirations for a built environment which is orderly, safe and attractive.
- The interface between industrial areas and residential areas, and the use of main roads which extend through residential areas, requires careful management to avoid loss of residential amenity or constraints on industrial use

### **Objectives - what we want to achieve**

#### **Objective 1**

To facilitate the expansion of existing industries and to attract new industries that provide services to the Peninsula community, contribute to the local employment base and that are compatible with the Peninsula's character and environment.

#### **Strategies**

Strategies to achieve these objectives include:

- Ensure that adequate areas are available in appropriate locations for a range of industrial development.
- Provide areas for industrial development on the basis of current and anticipated demand, where possible in locations that provide separation from major residential and

commercial areas and do not generate industrial through traffic on residential roads. The area of industrial land should be in proportion to the anticipated population growth of the township, unless other factors are identified.

- Retain larger areas of industrial land as a resource to provide opportunities for a wider range of manufacturing activities.
- Encourage the redevelopment of older and under utilised industrial sites in a way which makes effective use of available infrastructure and improves the amenity of adjoining areas.
- Protect industrial areas from encroachment by incompatible uses that may limit future opportunities.
- Support retail or office activity in industrial areas only if:
  - It is ancillary to an industrial use on the same site (such as manufacturing sales).
  - It is intended primarily to provide services to the industrial area (such as food premises or industry supplies).
  - It consists of restricted retail premises, which require large display and storage areas, and where it is shown that the use cannot be reasonably located in existing commercial activity centres.

### **Implementation**

These strategies will be implemented by:

### **Zones and overlays**

- Applying the Industrial 3 Zones to areas suitable for industrial use and development, subject to additional assessment of the potential impact of proposed industrial uses on adjacent residential areas, including the generation of industrial traffic through residential areas.

### **Policies and the exercise of discretion**

- Protecting industrial land from inappropriate rezoning which would reduce the supply of industrial sites and the range of lot sizes available for development.
- Ensuring that subdivision and development of large industrial areas is preceded by the preparation and approval of a development plan for such areas.
- Ensuring that suitable buffer areas are provided and maintained in the approval of new industrial land uses.
- Promoting the use of access routes which minimise the likelihood of intrusion of industrial traffic into residential areas wherever possible.

### **Further strategic work**

- Establishing an inventory of industrial land available in the Shire for new industrial development.
- Preparing a development plan for the East Mornington Industrial Area and adjoining Mornington racecourse precinct.

### **Other actions**

- Establishing a trial business incubator at Hastings to encourage new business development.
- Encourage the establishment of industry and services which reinforce the Peninsula's comparative advantages in agriculture and marine based activity.

### **Objective 2**

To ensure appropriate development of industrial areas which:

- Meets best practice environmental management guidelines.
- Contributes to the efficient function of industrial area, in terms of traffic movement, car parking, and loading.
- Ensures development design and built form which complements and contributes to the township environment.
- Maintains the safety and efficiency of main roads.
- Provides and maintains appropriate buffers between residential areas and other land uses which are incompatible with industrial activity.

### **Strategies**

Strategies to achieve these objectives include:

- Require all development to be designed to ensure the protection of the air environment, land, waterways and groundwater resources from polluting discharges and activities in accordance with State environment protection policies and relevant best practice environmental management guidelines.
- Ensure industrial development is adequately serviced to avoid adverse environmental impacts or loss of amenity to adjoining areas.
- Require the preparation of a development plan prior to the development of large areas of industrial land. The development plan should:
  - Provide for coordinated servicing of the land.
  - Make provision for the control of access to main roads.
  - Establish appropriate site and building design guidelines.
  - Provide for the protection of remnant areas of vegetation, streamlines, wetlands and other environmentally sensitive features.
- Prevent the development of unsightly industrial uses in exposed locations.

### **Implementation**

These strategies will be implemented by:

### **Zones and overlays**

- Using the Development Plan Overlay to require the approval of a development plan for the Mornington Industrial Area adjacent to the Nepean Highway.
- Using the Restructure Overlay at Crib Point to provide for the consolidation of old and inappropriate subdivisions into appropriate lot sizes for new service industry.

### **Policies and the exercise of discretion**

- Using a local policy to guide the subdivision, siting and design of industrial development. (Clause 22.01 - Industrial subdivision and design).
- Using a local policy to provide guidelines for advertising signs. (Clause 22.10 - Advertising signs).
- Applying State Environment Protection Policies to industrial uses in consultation with the EPA and requiring best practice environmental management plans where appropriate.
- Encouraging the recycling and reduction of industrial wastes.
- Requiring that applications for subdivision of industrially zoned land into lots of less than 2000 square metres include:
  - A development plan for the site, demonstrating the ability of proposed lots to meet appropriate development standards.
  - An assessment of supply and demand for industrial lots of various sizes in the locality.
- Supporting industrial use and development only in the industrial zones.
- Avoiding the establishment of junkyards and other premises that are difficult to visually integrate with other forms of development on main roads or other highly exposed locations.

### **Further strategic work**

- Developing more detailed guidelines for industrial development particularly for township “gateway” areas.
- Investigating equitable funding mechanisms for physical works improvements in industrial areas where required to enhance their function and appearance.

### **Other actions**

- Coordinating Council’s capital works program and liaise with other service and infrastructure providers to reinforce industrial area strategies. This should include works to reduce the environmental and amenity impact of industrial uses, including traffic and parking management, waste water disposal and litter control.
- Working in partnership with land owners and other key agencies to improve the presentation, landscaping building design, site layout, parking and access in the Shire’s older industrial areas, particularly where these adjoin main roads, is necessary to maintain a development density and land use pattern that is compatible with protecting environmental systems.