Who is the planning authority?

The Mornington Peninsula Shire Council is the planning authority for this amendment.

Land affected by the amendment.

The amendment affects land that is outside the Urban Growth Boundary under the Mornington Peninsula Planning Scheme.

What the amendment does.

The amendment introduces a Green wedge camping and caravan park policy into the Mornington Peninsula Planning Scheme on a permanent basis.

This policy is designed to provide guidance on the location and design of camping and caravan parks throughout the green wedge area in the Mornington Peninsula Planning Scheme, as a means of minimising potential adverse impacts on the character and values of the green wedge.

The objectives of the Policy relate to:

- the regulation of the location, scale and design of camping and caravan parks;
- the provision of tourist accommodation and short stay holiday accommodation; and
- the linking of camping and caravan parks with the provision of significant new outdoor recreation facilities.

Strategic assessment of the amendment

Why is the amendment required?

The amendment is required to address the current need for greater control over camping and caravan parks in the green wedge area in the Mornington Peninsula Planning Scheme. A local policy is considered a useful tool to guide the use and development of camping and caravan parks and to minimise adverse impacts on green wedge land.

The Green wedge camping and caravan park policy recognises the important role of camping and caravan parks as tourist accommodation and seeks to maintain this role, while discouraging the establishment of de facto residential villages.
The Mornington Peninsula has traditionally been and continues to be, a popular holiday destination, particularly for Melburnians. Camping and caravan parks represent one type of holiday accommodation for a particular market and will remain an important part of the Peninsula holiday experience. However, there have been recent examples of camping and caravan parks being intensely developed and used for purposes that do not complement the green wedge.

The policy aims to encourage the development of camping and caravan parks that are located to support tourist and recreation uses, provide an appropriate mix of accommodation for visitors rather than part-time residents and which do not have an adverse impact on the landscape, environmental values or rural amenity of the green wedge, nor exclude or limit legitimate rural land uses.

It is noted that a Green Wedge Plan is currently being prepared by the Mornington Peninsula Shire Council and should be finalised in 2010. However, this amendment is required to address increasing pressure for inappropriate camping and caravan park development in the green wedge, particularly along the edge of the Urban Growth Boundary.

The density of housing outside the Urban Growth Boundary is limited through a combination of subdivision controls, with a default minimum lot area of 40 hectares, a requirement for a planning permit for any new dwelling and a prohibition of more than one dwelling on a lot. This ensures that the purpose and character of the green wedge is not compromised by residential development.

There are additional limitations placed on other forms of accommodation, such as Group accommodation, Residential building and Residential Hotel and these include the ‘in conjunction with’ requirement, limitations on numbers of dwellings or bedrooms and a minimum lot size requirement of 40 hectares. (See Table below) These controls have regulated accommodation development within the green wedge and are designed to promote compatible land uses as well as minimise the environmental and landscape impacts of development.

Specific limitations in the Green Wedge Zone for some accommodation types are as follows:

<table>
<thead>
<tr>
<th>Group accommodation</th>
<th>Must be used in conjunction with Agriculture, Outdoor recreation facility, Rural industry, or Winery.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>The number of dwellings must not exceed the number specified in a schedule to the zone or 40 dwellings, whichever is the lesser.</td>
</tr>
<tr>
<td></td>
<td>The lot on which the use is conducted must be at least the minimum subdivision area specified in a schedule to this zone. If no area is specified the lot must be at least 40 hectares.</td>
</tr>
<tr>
<td>Residential building (other than Residential hotel)</td>
<td>Must be used in conjunction with Agriculture, Outdoor recreation facility, Rural industry, or Winery.</td>
</tr>
<tr>
<td></td>
<td>Must be used to provide accommodation for persons away from their normal place of residence.</td>
</tr>
<tr>
<td></td>
<td>The lot on which the use is conducted must be at least the minimum subdivision area specified in a schedule to this zone. If no area is specified the lot must be at least 40 hectares.</td>
</tr>
<tr>
<td>Residential hotel</td>
<td>Must be used in conjunction with Agriculture, Outdoor recreation facility, Rural industry, or Winery.</td>
</tr>
</tbody>
</table>
In contrast, although camping and caravan parks are subject to planning approval, the provisions set no maximum limit on the number of caravans, cabins, tents or the like that may be located on any site, regardless of lot area. This has meant that a wide range of camping and caravan parks are permissible, some of which represent intense development that is incompatible with the values of the green wedge and which could be used as de facto residential villages that would compromise the planned settlement pattern on the Peninsula.

The Policy seeks to provide guidance on the type of camping and caravan park development that is appropriate within the green wedge. It aims to encourage the appropriate form of accommodation to support tourism on the Mornington Peninsula, maintain the integrity of the Urban Growth Boundary, protect the values of the green wedge and avoid the development of semi-permanent residential enclaves removed from necessary infrastructure.

It is particularly important that those camping and caravan parks within the green wedge are located more than two kilometres from the Urban Growth Boundary so as to maintain the important separation between townships on the Peninsula and the integrity of the Urban Growth Boundary which can be readily distinguished in the existing landscape in many locations.

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

All of the objectives of planning in Victoria relate to the amendment, as follows:

- **(a) to provide for the fair, orderly, economic and sustainable use, and development of land;**
  The amendment is intended to provide guidance on a specific issue that is currently compromising the integrity of the Urban Growth Boundary and adversely affecting the values of the green wedge within Mornington Peninsula Shire.
  The policy will assist in reinforcing the Urban Growth Boundary from a landscape perspective and this is consistent with orderly development.

- **(b) to provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity;**
  The green wedge is an important environmental resource and its protection from inappropriate development should assist in the maintenance of ecological processes and genetic diversity.

- **(c) to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria;**

---

1 [Section 4(1) Planning and Environment Act, 1987](#)
Protection of the green wedge allows for significant recreational opportunities on the Mornington Peninsula. In addition, the policy should lend support to the development of new recreational facilities.

- (d) to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;

Green wedge areas are of aesthetic and cultural value and the amendment serves to maintain these values.

- (f) to facilitate development in accordance with the objectives set out in paragraphs (a), (b), (c), (d) and (e);

The amendment will guide development with respect to camping and caravan parks in the green wedge so as to support the objectives listed above.

- (g) to balance the present and future interests of all Victorians.

The protection of green wedge areas is an important planning policy for both present and future Victorians.

It is considered that a policy discouraging inappropriate residential development from occurring in the Green Wedge Zone supports the orderly and sustainable use of land and the protection of natural resources.

To maintain the long term stability and sustainability of Melbourne’s green wedges, it is critical that there is no opportunity for incremental change in terms of residential development. If there are to be any changes to those areas available for residential use, this should occur through a proper strategic planning process resulting in a change of the UGB rather than as an ad hoc response to isolated development applications for camping and caravan parks. It is noted that the existing UGB on the Mornington Peninsula is regarded as a permanent demarcation between rural and urban areas that had its genesis in the mid-1970s with the Westernport Regional Planning Authority’s Conservation Plan for the Southern Mornington Peninsula. The Mornington Peninsula UGB was not subject to review in the State Government’s recent investigation for expansion of the UGB.

The Policy will provide greater certainty regarding the development of camping and caravan parks, thereby reducing the possibility of inconsistent decision-making and providing for the fair use of land.

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

**Environmental Effects**

The amendment will have a positive effect on the environment, as it will encourage the appropriate regulation of camping and caravan parks to minimise environmental impacts and assist with the protection of the green wedge for its intended purpose.

**Social and Economic Effects**
The amendment supports social and economic objectives of broad green wedge policy, including: the protection of productive agricultural land; the consolidation of urban uses within the UGB; the maintenance of the recreational and tourism role of rural landscapes; and the minimisation of land use conflicts. The provision of a range of tourist accommodation throughout the Mornington Peninsula is of importance. It is noted that caravan and camping tourism attracted 1,931,000 overnight domestic visitors and 63,000 overnight international visitors to Victoria in 2007 and a proportion of these visitors stay on the Peninsula.² The international visitors are particularly important as their numbers have been steadily increasing over recent years and are an important market segment. They are mainly European, aged between 25-44 years, visiting on holiday and are attracted to the region as a premium food and wine destination. It is important that camping and caravan parks are available for domestic and international tourists within the green wedge, to provide a valuable rural experience. These facilities should not be threatened by alternative accommodation purposes (i.e. holiday homes) which are more appropriately located inside the UGB.

Clearer guidance on the location of camping and caravan parks will also have the effect of maintaining the high amenity of the green wedge, which is of social and cultural importance.

While the amendment will discourage certain forms of use and development it is considered that adequate mechanisms are available to consider proposals of social or economic significance, on their merits. Furthermore, the co-location of camping and caravan parks with outdoor recreation facilities may result in the development of more significant and economically viable proposals. There are examples already on the Peninsula connected with equestrian activities and there would appear to be further potential for other needed recreation facilities such as mountain bike tracks.

- Does the amendment comply with the requirements of any Minister’s Directions 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 (the Act). The amendment is also consistent with Ministerial Direction No. 11 (Strategic Assessment of Amendments). The land affected by the amendment is located outside the Urban Growth Boundary and the amendment does not create any additional subdivision potential.

The planning authority is required to have regard to the Ministerial Direction No. 9 (Metropolitan Strategy) under section 12(2) (a) of the Act, as outlined below:

- What aspects, if any, of the Metropolitan Strategy are relevant?

The most relevant aspect of the Metropolitan Strategy is considered to be Policy Direction 2: Better Management of Metropolitan Growth.

- How does the Metropolitan Strategy affect the amendment?

It is noted that the land affected by the amendment is located outside the Urban Growth Boundary (i.e. within the green wedge).

² Source: Tourism Victoria Caravan & Camping Tourism Market Profile Year Ending December 2007
• **Policy 2.1** of the Metropolitan Strategy aims to establish an urban growth boundary to set clear limits to metropolitan Melbourne’s outward development.

• **Policy 2.2** aims to concentrate urban expansion into growth areas that are served by high-capacity public transport.

• **Policy 2.4** aims to protect the green wedges of metropolitan Melbourne from inappropriate development.

These policies clearly support the location of residential development inside the UGB and therefore are wholly supported by the amendment. Melbourne 2030 has allowed for tougher planning controls over use and development, as a means of protecting the green wedges for non-urban uses. The amendment addresses an issue unique to the Mornington Peninsula that is currently threatening the integrity of the Urban Growth Boundary.

In addition, **Policy 5.2** of the Metropolitan Strategy – ‘Recognise and protect cultural identity, neighbourhood character and sense of place’ is supported by the amendment through further protection of the green wedge and its associated cultural significance. The Mornington Peninsula is an extremely important recreational resource for Melburnians and it is important that its unique values and features are retained, particularly the green wedge component.

• **Is the amendment consistent with any directions and policies in the Metropolitan Strategy?**

The amendment is considered to be consistent with the above policies and supports the aim of avoiding inappropriate development within the green wedges. The nature of some camping and caravan parks being developed in the green wedge is inappropriate and the amendment provides for greater control over their location and form. The Policy will allow for camping and caravan parks to serve tourists and provide for short holidays but will discourage those camping and caravan parks that are designed to become quasi-residential.

• **Does the amendment support, give effect to or assist the implementation of the Metropolitan Strategy or can it be reasonably modified to do so?**

The amendment is considered to support, give effect to, and to assist the implementation of the Metropolitan Strategy as outlined above. The amendment is designed to maintain the integrity of the green wedge and therefore contribute to better management of metropolitan growth. It is noted that there remains the opportunity to further guide the development of camping and caravan parks on a statewide basis through legislative and other related changes to the VPPs to allow for better differentiation between tourist caravan parks and residential villages.

• **Will the amendment compromise the implementation of the Metropolitan Strategy?**

The amendment will not compromise the implementation of the Metropolitan Strategy. It serves to maintain the existing role of the Mornington Peninsula green wedge and strengthen the Urban Growth Boundary.
How does the amendment support or implement the State Planning Policy Framework? Clause 12.02-2 of the State Planning Policy Framework (SPPF), *Strategies*, includes the following provisions:

**Urban growth boundary**

*Establish an urban growth boundary to set clear limits to Metropolitan Melbourne’s urban development by:*

- Defining the urban area of Metropolitan Melbourne with an urban growth boundary to manage outward expansion, to facilitate achievement of a compact city, to protect non-urban areas and to ensure ready access to infrastructure in the key transport corridors.
- Defining the non-urban area of Melbourne to be retained for rural and agricultural uses, natural resources, landscape, heritage, open space and conservation values.
- Containing urban development within the established urban growth boundary. Any change to the urban growth boundary must only occur to reflect the needs demonstrated in the designated growth areas.
- Protecting the continued rural use of land within the urban growth boundary until conversion to urban use is required and the extension of urban services is approved as part of the sequencing of development.

**Green wedges**

*Protect the green wedges of Metropolitan Melbourne from inappropriate development by:*

- Ensuring strategic planning and land management of each green wedge area to promote and encourage its key features and related values.
- Supporting development in the green wedge that provides for environmental, economic and social benefits.
- Consolidating new residential development with existing settlements and in locations where planned services are available and green wedge area values can be protected.
- Planning and protecting major transport facilities that serve the wider Victorian community, such as airports and ports with their associated access corridors.
- Protecting important productive agricultural areas such as Werribee South, the Maribyrnong River flats, the Yarra Valley, Westernport and the Mornington Peninsula.
- Protecting areas of environmental, landscape and scenic value.
- Protecting significant resources of stone, sand and other mineral resources for extraction purposes.

The amendment clearly supports both of the above strategies in the SPPF. The Urban Growth Boundary (UGB) is a key feature of green wedge planning and should not be compromised. Where camping and caravan parks have been developed close to the UGB, they often operate as an extension of existing residential development inside the UGB and blur the boundaries of the green wedge. It is important to maintain the peri-urban break along the UGB as it is an important landscape element. Appropriate locations for camping and caravan parks are usually some distance from the UGB and there is the opportunity for them to be close to inland tourist attractions and recreational opportunities within the green area.
wedge. They would be complemented by the existing coastal camping and caravan parks that are generally inside the UGB.

Certain types of camping and caravan parks, particularly those located close to the UGB, are considered inappropriate development in the green wedge. They can occupy valuable agricultural land and do not necessarily support recreational and tourism uses, due to their location and design.

Some camping and caravan parks comprise a large proportion of fixed cabins and are set up to be attractive for use as holiday homes, or even as permanent accommodation. To avoid this style of development, the Policy includes a number of standards on the design and composition of camping and caravan parks. The preferred style of development would comprise 100 sites or less, with no more than 15% of sites available for cabins, movable dwellings and permanent on-site caravans, which would have an average gross floor area of 60 square metres or less.

These standards are designed to prevent intensely developed camping and caravan parks, yet allow for viable short-term accommodation. Sites of 60 square metres or less will generally be of a form that reads as holiday accommodation, in an urban design sense, rather than as regular residential development. The design requirements also mean that future conversion to dwellings is less likely.

It is recognised that these requirements may impact on the economic viability of some camping and caravan park proposals. The 60m² size is considered ample for tourist accommodation and allows for a two bedroom cabin which can accommodate an average size family. The 100 site maximum is drawn from existing camping and caravan parks on the Mornington Peninsula (mainly inside the UGB) which range in size from less than 50 sites to over 500. 60% of these parks have less than 100 sites and this is considered a reasonable figure to allow for financial feasibility, while encouraging appropriate development. The recommendation for no more than 15% fixed cabins is reflective of a recent proposal submitted to Council, (Tower Road in Mount Eliza), and this composition is considered appropriate.

In the green wedge, the majority of sites should be available for tents or temporary caravans or recreational vehicles. This style of development lends itself to providing a rural tourist experience. Inside the Urban Growth Boundary, it may or may not be appropriate for camping and caravan parks to operate as residential villages offering low cost housing. This Policy will not affect this scenario as it will only apply to land that is outside the UGB (e.g. in the Green Wedge Zone), where it is important that camping and caravan parks fulfil a tourism accommodation role only.

The Policy has a provision that camping and caravan parks are sited on lots of at least 40 hectares (or 80 hectares in GWZ4). This requirement is designed to ensure adequate separation between land uses and provides an opportunity for sufficient landscaping where appropriate. It is important that uses throughout the green wedge are appropriately sited so as to minimise conflict and because camping and caravan parks are a form of residential use

---

3 It is noted that Section 518 of the Residential Tenancies Act works against Planning Schemes restricting the length of tenure in camping and caravan parks.
(albeit temporary), they need to be developed with appropriate buffers to agricultural use and the like.

The development of camping and caravan parks that are akin to residential villages close to the UGB is to be discouraged within the green wedge as it adversely impacts the environmental and landscape values and agricultural role of the green wedge and compromises the lifestyle of tenants, as they are removed from the infrastructure and services that should be associated with residential development. The amendment assists with the implementation of the SPPF as it supports the intention of the green wedge and UGB.

In addition, Clause 14 Settlement, in the State Planning Policy Framework is relevant to the amendment. This Clause relates to planning for urban settlement and clearly states that environmentally sensitive areas (including the Mornington Peninsula green wedge) should be protected from development that will diminish their environmental conservation or recreation values. The amendment will assist the implementation of this clause as it discourages inappropriate camping and caravan parks from locating in the green wedge.

- How does the amendment support or implement the Local Planning Policy Framework?

Clause 21.09 of the Local Planning Policy Framework - Planning for Rural Areas outlines a framework to maintain the range of values associated with the rural areas of the Peninsula into the future.

This framework is expressed in terms of three components:
- 21.09-1 Conserving environmental values.
- 21.09-2 Supporting agriculture and primary production.
- 21.09-3 Maintaining and enhancing landscape, cultural and recreational values.

In all three subsections of the Local Planning Policy Framework (LPPF) the importance of maintaining subdivision controls and avoiding urban residential development is emphasised. Subdivision and numbers of dwellings are addressed through the local schedules to the Green Wedge Zone.

As previously noted, there exists no similar mechanism to control camping and caravan parks. It is considered that the introduction of a local policy is a useful means of guiding the development of camping and caravan parks and in doing so, conserving the environment, supporting agriculture and maintaining other important green wedge values.

The proposed amendment will support the strategic directions of the LPPF through the provision of policy designed to ensure that any camping and caravan park development is appropriate for the green wedge.

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

The form of the amendment makes proper use of the Victoria Planning Provisions by introducing a local policy within the Local Planning Policy Framework (LPPF). The form of the policy is consistent with the Practice Note.

The table below illustrates the links between the Objectives and Policy Statements.
<table>
<thead>
<tr>
<th>Policy Objectives</th>
<th>Policy Statements</th>
</tr>
</thead>
<tbody>
<tr>
<td>To regulate the location, scale and design of camping and caravan parks so they do not have a significant adverse effect on the landscape, agricultural or environmental values of the green wedge area or the settlement pattern of the Peninsula.</td>
<td>To ensure that a camping and caravan park in the green wedge does not significantly adversely affect the biodiversity, agricultural productivity, landscape, rural amenity or other environmental values of the area.</td>
</tr>
<tr>
<td></td>
<td>To ensure that an application includes a site analysis and design response, including a landscape character assessment.</td>
</tr>
<tr>
<td></td>
<td>To ensure that a camping and caravan park includes all of the following: (dot points selected as applicable)</td>
</tr>
<tr>
<td></td>
<td>- The containment of all camping and caravan park buildings and accommodation sites within a single area of the land.</td>
</tr>
<tr>
<td></td>
<td>- Substantial landscaping to form an attractive rural setting that is consistent with the character of the local area and not reliant upon the amenity of the surrounding land.</td>
</tr>
<tr>
<td></td>
<td>To site a camping and caravan park on a lot of at least 40 hectares. This does not apply to a lot in Green Wedge Zone Schedule 4; such lot must be at least 80 hectares.</td>
</tr>
<tr>
<td></td>
<td>That the following standards should be met for any camping and caravan park:</td>
</tr>
<tr>
<td></td>
<td>- The total number of accommodation sites should be 100 sites or less.</td>
</tr>
<tr>
<td></td>
<td>- The percentage of accommodation sites for cabins, movable dwellings, permanent on-site caravans, or the like, should be 15% or less of the total number of accommodation sites.</td>
</tr>
<tr>
<td></td>
<td>The average gross floor area of all cabins, movable dwellings, permanent on-site caravans, or the like, should be 60 square metres or less.</td>
</tr>
<tr>
<td></td>
<td>To maintain the distinct character and separation of townships, the integrity of an urban growth boundary and the landscape values of the green wedge urban interface.</td>
</tr>
<tr>
<td>To provide for tourist accommodation that will enrich outdoor recreation and tourism activities in the green wedge areas of the Peninsula.</td>
<td>To locate a camping and caravan park amongst compatible land uses preferably with pedestrian access to on-site or off-site recreational facilities.</td>
</tr>
<tr>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>To provide holiday accommodation, including a low cost option, for tourists and visitors to green wedge areas.</td>
<td>To ensure that a camping and caravan park includes all of the following: (dot points selected as applicable)</td>
</tr>
<tr>
<td>- The clustering of all accommodation sites, whether or not they have individual facilities, around communal laundry, ablution, kitchen and recreation hubs that are reasonably accessible for all park users.</td>
<td></td>
</tr>
<tr>
<td>- A mix of accommodation site types and visitor facilities that responds to the reasonable visitation expectations of nearby green wedge tourist and outdoor recreation attractions.</td>
<td></td>
</tr>
<tr>
<td>- Provision of a range of affordable tourist accommodation options that includes:</td>
<td></td>
</tr>
<tr>
<td>- Powered vacant sites</td>
<td></td>
</tr>
<tr>
<td>- Unpowered vacant sites</td>
<td></td>
</tr>
<tr>
<td>- Sites for caravans or motor homes</td>
<td></td>
</tr>
<tr>
<td>- Cabins or lodge accommodation</td>
<td></td>
</tr>
<tr>
<td>- Vehicular access to the land via a sealed road network and internal access roads that cater for vehicles that are towing caravans or trailers.</td>
<td></td>
</tr>
<tr>
<td>To encourage significant new outdoor recreation facilities by supporting them with integrated on-site camping and caravan parks.</td>
<td>To locate a camping and caravan park amongst compatible land uses preferably with pedestrian access to on-site or off-site recreational facilities.</td>
</tr>
<tr>
<td>To ensure that location, siting and design of camping and caravan parks protects the amenity of park users from adverse impacts of neighbouring rural land uses.</td>
<td>To site a camping and caravan park on a lot of at least 40 hectares. This does not apply to a lot in Green Wedge Zone Schedule 4; such lot must be at least 80 hectares.</td>
</tr>
</tbody>
</table>

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

  It is anticipated that the amendment will have no adverse impact on any agency.
• What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?

The proposed amendment will result in an additional local policy that will need to be considered as part of any relevant planning application. Although in one sense this policy will add an extra ‘layer’ of assessment, the content of the policy will provide clearer guidance on camping and caravan park applications and the process could in fact be streamlined in that regard. Applications that are not supported by the Policy and are unlikely to gain support may be avoided.

It is considered that the new policy will not have a significant impact on the resource and administrative costs of the responsible authority. Camping and caravan parks already require planning permission in the Green Wedge Zone and the Policy will simply provide further guidance on their assessment. It may help to minimise costs associated with VCAT reviews.

The amendment will reinforce the directions of the metropolitan strategy and therefore facilitate effective planning.

**Where you may inspect this Amendment**

The amendment is available for public inspection, free of charge, during office hours at the following places:

Department of Planning and Community Development website
http://www.dpcd.vic.gov.au

Mornington Peninsula Shire Council:
*Hastings Office* – 21 Marine Parade, Hastings
*Mornington Office* – 2 Queen Street, Mornington
*Rosebud Office* – 90 Besgrove Street, Rosebud