



# City of Frankston

## Appendix 4: State and regional PPF/rural zones



During the audit period, a review of Victoria's Planning Policy Framework (PPF) was changing the content of planning schemes. Planning schemes are always dynamic. However, the PPF translation is particularly significant because it re-organises the structure of the entire local policy portion of a planning scheme in one amendment.

KEY:	
✘	No support
◐	Some support (could be augmented).
●	Strong support
N/A	Not applicable

	Frankston Planning Scheme: PPF											Frankston Planning Scheme: Zone Schedules			Council Plans, Policies, Strategies				Notes:
	Clause 11.01-R Green Wedge Areas	Clause 11.03S Peri-Urban Areas	Clause 11.03-5S Distinctive Areas and Land-scapes	Clause 14 Natural Resource Management	Clause 14.01-1S Protection of Agricultural Land	Clause 14.01-1R Protection of Agricultural Land - MM	Clause 14.01-2S Sustainable Agricultural Land Use	Clause 17.01-1S Diversified Economy	Clause 21.04 Settlement	Clause 21.09 Natural Resource Management	Clause 35.04 Green Wedge Zone Schedule	Clause 35.06 Rural Conservation Zone Schedules 1-4	Clause 35.07 Farming Zone Schedule	Council Plan 2017-2021	Frankston Health and Wellbeing Plan 2017-2021	Frankston Green Wedge Management Plan (Adopted) 2019) (not implemented)	PSA C140 (Implements GWMP)		

### Peri-urban Planning Scheme Audit Benchmarking Principles

Food Production	Does the planning scheme support 'accepted agricultural practices' and 'accepted farm structures' by exempting them from the requirement to obtain a planning permit (note: other regulation may apply).	N/A	✘	✘	N/A	✘	✘	◐	N/A	✘	✘	✘	✘	✘	N/A	N/A	N/A	✘	Default outbuilding exemptions in rural zones. RCZ2 specifies low key rural uses on small to medium size rural holdings in the Skye and Langwarrin areas.
	Does the planning system facilitate expansion of the array of food produced - to satisfy demand for local food and expand access to local food for the community.	N/A	N/A	N/A	N/A	N/A	N/A	◐	✘	◐	◐	N/A	N/A	N/A	✘	✘	◐	✘	GWMP not implemented into the planning scheme. Action 18 is <i>Encourage and advocate for the expansion of horticultural activities in the Green Wedge by working with existing agricultural/ horticultural operations to ensure their needs are met.</i> Action 20 is: <i>Encourage continued investment into cottage industries, market gardens and potential tourism attractions.</i>
	Does the planning system facilitate resilience against climate change, peak oil, and other threats?	N/A	N/A	✘	✘	N/A	N/A	◐	N/A	N/A	✘	N/A	N/A	N/A	✘	N/A	◐	✘	
	Does the planning scheme support new sources of revenue on-farm, such as non-exempt agricultural uses, by taking a generally flexible and scale-sensitive approach? These might include farm-based businesses, agritourism, and direct sales.	N/A	N/A	N/A	N/A	N/A	N/A	◐	◐	✘	✘	N/A	N/A	N/A	N/A	N/A	●	✘	GWMP not implemented into the planning scheme. Action 21 is: Use planning policy to encourage existing horticultural and agricultural industries to pursue value-add opportunities including farm-stays and pick-your-own, on-site restaurants, wellness retreats, etc..

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Food Processing and Manu- facture	Does the planning system respond to the scale of an operation and developmental needs for food processing - such as other regulatory requirements, and the infrastructure needed for packaging and distribution.	N/A	N/A	N/A	N/A	N/A	N/A	✘	N/A	✘	✘	N/A	N/A	N/A	N/A	N/A	✘	✘		
	Does the planning system provide for the on-farm sale of prepared food, if components of that food are produced or processed on the farm?	N/A	N/A	N/A	N/A	N/A	N/A	◐	N/A	✘	✘	N/A	N/A	N/A	N/A	✘	◐	✘		
Aggregation, Distribution and Storage (Wholesale Distribution)	Does the planning system facilitate producers self-distributing their products, especially when they have small and medium sized farms?	N/A	N/A	N/A	N/A	N/A	N/A	✘	✘	✘	✘	N/A	N/A	N/A	✘	✘	◐	✘		
	Does the planning system facilitate producers' access to all types of local and regional supermarkets, restaurants and institutions—where most food is purchased—which is a necessary precursor to significantly expanding the consumption of locally grown products. This might relate to the availability of a variation of scales and types of on-farm and commercial storage, aggregation and distribution services.	N/A	N/A	N/A	N/A	N/A	N/A	N/A	✘	✘	✘	✘	N/A	N/A	N/A	✘	✘	✘	✘	22.08-3 Industrial/warehouse-type uses, except those defined as either 'Rural industry' or 'Rural store' in Clause 74 or where there is a clear link between the proposed industrial activity and agricultural production, not be located in Green Wedge areas: Could make it difficult to provide packaging and distribution infrastructure on farm.
	Does the planning system facilitate "secondary integrated agricultural activities" on farms – such as the sale of non-farm products (where these are ancillary to the marketing of an on-farm product), and the hosting of educational and cultural events related to farming.	N/A	N/A	N/A	N/A	N/A	N/A	N/A	✘	✘	✘	✘	N/A	N/A	N/A	✘	✘	●	✘	Educational uses and place of assembly (in some zones) are prohibited so would have to provide a legal planning argument for support.  GWMP not implemented into the planning scheme. Action 21 is: Use planning policy to encourage existing horticultural and agricultural industries to pursue value-add opportunities including farm-stays and pick-your-own, on-site restaurants, wellness retreats, etc..
	Does the planning system facilitate personal relationships among producers and consumers whose collective desire is to eat food that is healthy, fresh, tastes good, and to support those who produce it. This might encompass farmers markets, food hubs, shared marketing, shared distribution, regional brand development.	N/A	N/A	N/A	N/A	N/A	N/A	N/A	✘	N/A	✘	✘	N/A	N/A	N/A	✘	✘	✘	✘	Planning would require specific policy references – markets, food hubs, shared assets for distribution on farms. Goes against most policy direction to discourage commercial uses not directly related to the farm business.

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Nutrient Management	Does the planning system facilitate the prevention of nutrient losses in the environment, moving away from waste management to nutrient management? And	N/A	N/A	N/A	N/A	N/A	N/A	✘	N/A	✘	✘	N/A	N/A	N/A	✘	N/A	✘	✘	
	Does the planning system facilitate the production and use of compost as a valuable component of sustainable farming operations?																		
	Does the planning system facilitate sustainable agriculture practices – for example, environmental stewardship that supports soil health and biodiversity conservation/enhancement, prevents manure and fertilizer runoff, reduces soil erosion and prevents livestock access to waterways. This may be achieved with buffers and setbacks that relate to the scale of the use/development.	N/A	N/A	N/A	◐	N/A	N/A	◐	N/A	✘	✘	N/A	N/A	N/A	✘	N/A	✘	✘	GWMP provides support for biodiversity enhancement but not integrated into agricultural practice.

## Summary recommendations:

### Note for all Council Matrices

The Farm to Plate Victorian Peri-Urban Planning Scheme Audit defined the problem via a literature review, VCAT review, and a review of state and local government policy reforms, using this information to make recommendations for local planning scheme content within each Council matrix. Relevant content from publicly available, local Council strategies and plans has also influenced the recommendations. Possible changes to the wording in local policy to support local sustainable food systems have been proposed below (refer strike-through and blue text). However, planning schemes are dynamic and there can be no guarantee that the policy content that was reviewed here remains the same at time of reading.

### Locally relevant documents:

Investigate the incorporation into the scheme of elements from the Frankston Green Wedge Management Plan 2019. At the time of initial review, the details of PSA C140 (which implements GWMP) were not available. C140 does not introduce local policy at Clause 22 relating to food production – rather, it makes minor unrelated changes to Clause 21 (Municipal Strategic Statement) and introduces the Frankston Green Wedge Management Plan 2019 (GWMP) as a Background Document in the planning scheme. The current status of C140 is that a Planning Panel hearing was conducted in October 2020 and the Planning Panel report was released on 16 December 2020. The amendment has not been gazetted at time of writing.

The matrix shows that the GWMP is supportive of farm-based businesses, agritourism, and direct sales. Unfortunately, C140 does not implement this intent. Rather, proposed Clause 21.09-2 (further strategic work) is to “undertake an assessment of green wedge areas to assist with the viability of agricultural and horticultural activities”. Other further strategic work seeks to provide further guidance on settlement issues and environmental issues rather than food production. Noting the further work below, there are no recommendations for policy changes as decisions relating to the GWMP implementation have already been made. There are no other Council policies and strategies that are supportive of food systems and the local food economy.

### PSA C140 – content relevant to the further implementation of the GWMP

- Clause 21.04-2 (Settlement) Develop a green wedge local policy to implement the visions for each sub-precinct identified in the Frankston Green Wedge Management Plan 2019 and Mornington Peninsula Green Wedges to provide decision guidelines on land use within the Green Wedge.
- Clause 21.06-2 Proposed Strategy (Further strategic work) Investigate and implement planning controls to achieve the environmental objectives outlined in the Frankston Green Wedge Management Plan October 2019.
- Clause 21.09-2 New Strategy (Further Strategic Work) Support the viability and long-term future of the green wedge for agricultural and horticultural activities.