



AGENDA APPENDIX
Council Meeting
Wednesday 27 February 2013

**AGENDA ITEM FOR SEPARATE DISTRIBUTION TO COUNCILLORS AND
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E.8 SOUTHERN LEONGATHA OUTLINE DEVELOPMENT PLAN

APPENDIX 1: PANEL REPORT

**APPENDIX 2: SOUTHERN LEONGATHA OUTLINE
DEVELOPMENT PLAN**

APPENDIX 3: COUNCIL REPORT 22 AUGUST 2012



**SOUTHERN LEONGATHA OUTLINE
DEVELOPMENT PLAN**

APPENDIX 1:

Panel Report



Planning and Environment Act 1987

Panel Report

South Gippsland Planning Scheme

Amendment C76

Southern Leongatha Outline Development Plan

10 January 2013

Planning and Environment Act 1987

Panel Report pursuant to Section 25 of the Act

Amendment C76 to the South Gippsland Planning Scheme

Southern Leongatha Outline Development Plan

A handwritten signature in blue ink, appearing to read 'H. Turnbull', written in a cursive style.

Henry Turnbull, Chairman

A handwritten signature in blue ink, appearing to read 'Jodi Kennedy', written in a cursive style.

Jodi Kennedy, Member



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Amendment Summary

The Amendment	Amendment C76 to the South Gippsland Planning Scheme
Purpose of Amendment	<p>The amendment:</p> <ul style="list-style-type: none"> • Implements into the Municipal Strategic Statement section of the South Gippsland Planning Scheme new provisions at Clause 21.04-4 'Leongatha' titled 'Southern Leongatha Growth Area'. • Update the 'Leongatha Framework Plan' map to improve its readability having regard to the issues identified in the new provisions. • Amend the 'Leongatha Town Centre Framework Plan' map to remove reference to the 'Direct heavy vehicle link' on Turner Street. <p>The purpose of the Amendment is to guide the use and development of land for residential and commercial development over the next 20 years and beyond.</p> <p>The Amendment applies to land south of the established Residential 1 Zone of the township, north of Boags Road and Simons Lane, east of the Rail Trail and west of Coalition Creek.</p>
The Proponent	South Gippsland Shire Council
Planning Authority	South Gippsland Shire Council
Exhibition	<p>Public notice was placed in the Government Gazette on 17 May 2012, and was exhibited for one month, concluding on 18 June 2012.</p> <p>Notice was sent to owners/occupiers within and immediately adjoining the area identified in the Outline Development Plan.</p> <p>Notice was also placed in the two local newspapers.</p>
The Panel	<p>Henry Turnbull, Chairman</p> <p>Jodi Kennedy, Member</p>
Panel hearings	<p>A Directions Hearing was held on Friday 19 October 2012</p> <p>The Hearing was held on Thursday 29 November 2012.</p>
Site inspections	An unaccompanied site inspection was undertaken on the 29 November 2012
Date of this report	10 January 2013
Appearances	<p>Mr Ken Griffiths, South Gippsland Shire Council</p> <p>Mr Neil Breeden, Woorayl Lodge Inc.</p> <p>Mr Gary Chisholm of Beveridge Williams, representing Larapinta 9386 Pty Ltd.</p> <p>Mr Lindsay Love</p>



Submissions

Janice Pell, South Gippsland Water

John Brennan, Department Sustainability and Environment

Gary Williams

Garry Kay, EPA Victoria

Neil Breeden, Woorayl Lodge Inc

Gary Chisholm of Beveridge Williams, representing Larapinta 9386 Pty Ltd

Lindsay Love

1 Introduction

The South Gippsland Shire Council, as Planning Authority, prepared amendment C76 to the South Gippsland Planning Scheme. As exhibited, the amendment proposes to:

- Implement into the Municipal Strategic Statement section of the South Gippsland Planning Scheme new provisions at Clause 21.04-4 'Leongatha' titled 'Southern Leongatha Growth Area';
- Update the 'Leongatha Framework Plan' map to improve its readability having regard to the issues identified in the new provisions; and
- Amend the 'Leongatha Town Centre Framework Plan' map to remove reference to the 'Direct heavy vehicle link' on Turner Street.

The amendment applies to an area of 203 Ha located on the southern boundary of Leongatha. The land is bounded by the established Residential 1 Zone of the township, north of Boags Road and Simons Lane, east of the Rail Trail and west of Coalition Creek as detailed in Figure 1 below.



Figure 1 Southern Leongatha Outline Development Plan Area

The South Gippsland Highway divides the Southern Leongatha Outline Development Plan (SLODP) area, with approximately 84 hectares located on the western side of the Highway and 119 hectares on the eastern side.

The Amendment was authorised by the Department of Planning and Community Development (DPCD) on 23 February 2012 and placed on public exhibition between 17 May 2012 and 18 June 2012, with four opposing submissions received:

- Larapinta 9386 P/L – generally supportive of the Amendment, however has concerns regarding ‘Highway Frontage Commercial Area’. In particular their concerns relate to the suitable zoning for such a purpose. In addition the submission is concerned with reference to ‘pedestrian connectivity – separated to roads’ as stated in Attachment 2 to the Outline Development Plan;
- Mr Lindsay Love – concern that the SLODP does not provide sufficient information regarding road design, cost of proposed development (including the lack of a developer contributions plan), and lack of clarity and ability to implement its intent for the proposed commercial areas; generally supportive;
- Woorayl Lodge Inc. – generally supportive of the Amendment, however would like to see it changed to identify their site on the SLODP as being ‘future aged care facility’; and
- Mr Gary Williams – suggests that the area identified for rural living suffers from flooding and therefore would be better to rezone land along Racecourse Road for Rural Living purposes.

At its meeting of 22 August 2012, Council resolved to refer the submissions to a Panel. As a result, a Panel to consider Amendment C76 to the South Gippsland Planning Scheme was appointed, under delegation from the Minister for Planning, on 4 October 2012 and comprised Henry Turnbull (Chairman), and Jodi Kennedy.

A Directions Hearing was held at Leongatha in relation to the Amendment on 19 October 2012.

The Panel Hearing was held in the Memorial Hall complex on 29 November 2012 to hear submissions in respect of Amendment C76 (the Amendment). Following the Panel Hearing, the Panel undertook an unaccompanied inspection of the subject site and its surrounds.

Those in attendance at the Panel hearing are listed in Table 1.

Table 1 Parties to the Panel Hearing

Submitter	Represented by
South Gippsland Shire Council	Mr Ken Griffiths, Strategic Planning Officer
Woorayl Lodge Inc.	Mr Neil Breen
Larapinta 9386 P/L	Mr Gary Chisholm of Beveridge Williams
Lindsay Love	

In reaching its conclusions and recommendations, the Panel has read and considered all the submissions and a range of other material referred to it. This includes written submissions, and verbal presentations. The following chapters of this report discuss the issues raised in submissions relating to the Amendment in further detail, with the Panel’s conclusions and recommendations provided in Chapter 4.

2 Background

2.1 Planning Context

(i) State Planning Policy Framework (SPPF)

Council submitted that Amendment C76 is supported by the objectives of the SPPF. Council provided a detailed analysis of the SPPF with the most relevant clauses reproduced below.

Clause 11 – Settlement

The Amendment responds to *Clause 11 Settlement* by providing for sufficient land zoned and serviced (15 years) for residential, commercial, retail, industrial, recreational, institutional and other community uses. The proposed Amendment identifies areas that would be suitable to be rezoned for residential and commercial uses to provide sufficient land supply within Leongatha.

Consistent with Clause 11.02-3 Structure Planning, Amendment C76 provides ‘*effective planning and management of land use and development*’ through the incorporation of the Southern Leongatha Outline Development Plan into the South Gippsland Planning Scheme.

The objective of Clause 11.05-4 – Regional planning strategies and principles, is ‘*to develop regions and settlements which have a strong identity, are prosperous and are environmentally sustainable*’. The Southern Leongatha Outline Development Plan provides the basis for further work that is looking to strengthen, develop and support the residential and highway (bulky goods) development for Leongatha.

Clause 16 Housing

Amendment C76 responds to this clause by encouraging a range of lot sizes, provision of infrastructure and open space, all connected through safe road and pedestrian networks within the identified area.

Clause 17 Economic Development

The intent of Amendment C76 meets the objectives of the Clause. The key objective of this clause relevant to this Amendment is:

To encourage development which meet the communities’ needs for retail, entertainment, office and other commercial services and provides net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities.

Amendment C76 promotes and encourages commercial development, in the form of bulky goods retailing to locate on the western side of the South Gippsland Highway, and ‘highway frontage commercial area’ to locate on the eastern side of the highway. The uses proposed in these locations are not competing with the Town Centre of Leongatha, but contributing to the overall offering of retail and commercial uses within the township.

Clause 18 Transport

Amendment C76 responds to this clause by promoting cycle and pedestrian friendly subdivision design and ensuring new development provides for transport connectivity to the existing Town Centre. The Amendment provisions identify the benefit in minimising the number of new intersections along the South Gippsland Highway and the long term potential for the Highway to be duplicated as far south as Simons Lane.

Clause 19 Infrastructure

The Amendment has taken into consideration the need to plan for Leongatha's growth to ensure that both social and physical infrastructure have been planned *'in a way that is efficient, equitable, accessible and timely.'*

(ii) Local Planning Policy Framework (LPPF)

Council submitted that Amendment C76 provides the opportunity to provide greater strategic direction within the LPPF for the future development of Leongatha. The Panel considers Amendment C76 is consistent with the objectives of the LPPF.

The most relevant clauses from Council's submission are set out below.

Clause 21.03 Vision

The Southern Leongatha Outline Development Plan is consistent with the vision statements below:

- *Encourage investment and development to facilitate population growth and employment.*
- *Capitalise on the Shire's proximity to Melbourne.*

Amendment C76 introduces the Southern Leongatha Outline Development Plan that identifies new residential and commercial opportunities and recognises that proximity to Melbourne is likely to see increasing growth pressures in the Shire's western areas, creating a demand for zoned residential land.

Further the Amendment updates the Leongatha element of the LPPF to provide greater strategic direction to plan for the future development of the Southern Leongatha Growth Area.

Clause 21.04-2 Economy

Element 7 of this clause has the following objectives that are relevant, in particular to Amendment C76:

- *To encourage businesses which generate employment opportunities and provide goods and services to meet the needs of the community.*
- *To strengthen existing town centres by encouraging commercial development within identified precincts.*
- *To support commercial development that enhances the amenity of the town, and is safe and functional in its layout.*

The amendment promotes commercial development on the South Gippsland Highway frontage but retail uses that typically locate in the Town Centre are strongly discouraged in the Growth Area of Southern Leongatha.

Clause 21.04-3 Settlement

The Amendment seeks to address the following objectives of this clause through the identification of new residential areas within Southern Leongatha as well as addressing housing diversity through the ODP:

- *To encourage diversity in housing types to meet the changing needs of the population.*
- *To promote new housing that provides for the retention and development of sustainable communities throughout the Shire.*
- *To encourage consolidated residential development adjacent to central activity districts of towns to achieve a more efficient use of urban infrastructure.*

(iii) Other Strategic Issues

Reforms to Planning Zones

At the time of the Amendment, the Minister for Planning had announced a review of Victoria's planning zones.

Of particular relevance to the parties involved in Amendment C76 was the proposal to include:

New and more flexible Commercial 1 and Commercial 2 Zones replacing five existing Business zones.

As the zones were subject to review, there was concern expressed as to the possible uses which would be allowed if current Business Zones were adopted but then amended.

It was common ground that the commercial uses in the SLODP area should not impact on the primacy of the Town Centre and its economic viability. However, the Panel believes that since the Amendment does not rezone any land, the appropriate zone(s) will be subject to further assessment and can take into account any changes to the planning scheme zones as a result of the Minister's review.

2.2 Strategic Assessment

The Panel considers that Amendment C76 is consistent with State and Local planning policy. In addition the Panel considers the Council has undertaken a significant amount of strategic work and assessment to prepare the amendment. Council also provided information regarding additional work that is currently or about to be undertaken that will further strengthen the intent of Amendment C76.

3 Key Issues

Whilst the Panel has noted in the previous section that no issues have been identified by an assessment against the Strategic Assessment Guidelines, the written submissions to the Amendment raise a number of key issues for resolution.

The Panel has summarised these as follows:

- Why is the Amendment required?
- What planning controls should be applied to the area identified as ‘Highway Frontage Commercial Area’?
- Level of detail required for an Outline Development Plan.
- Minor amendments to the Outline Development Plan.

The Panel was assisted in its consideration of these issues by the submissions of the various parties and will now address these issues in detail.

3.1 Why is the Amendment Required?

(i) What is the Issue?

Council provided the Panel with a detailed planning history regarding the subject land, which has been part of a number of planning studies and investigations. In particular, the Panel considering Amendment C35 (2005) that proposed to rezone land on both sides of the South Gippsland Highway to Business 4 Zone to facilitate a bulky goods retail precinct made the following recommendation:

While the Panel generally endorses the approach taken by Council in preparation for this amendment, the Panel does not consider there has been enough information and strategic justification for the subject land, as exhibited, being rezoned to Business 4 at this time.

The reasons for this are as follows:

- *There has been little engineering, traffic, planning (amenity) and drainage documentation to support the redevelopment of the subject land;*
- *The Panel has not been convinced that Mr Browning’s land is either required or appropriate to be rezoned;*
- *The proposal suffers due to lack of a Development Plan to accompany the Development Plan Overlay, even in an indicative layout form;*
- *The approach taken by Council should have been better articulated; and*
- *The Panel needs to be convinced that the amendment and any subsequent development proposal can work consistently, and that there have been adequate opportunities for all landholders and interested parties to be involved in such a process.*

For the reasons outlined in this report, the Panel therefore makes interim recommendations that Council undertake the preparation of an Outline Development Plan and Development Plan to enable the outstanding matters to be resolved.

Unfortunately Amendment C35 lapsed due to the preparation of an Outline Development Plan for the Southern Leongatha area not being completed within the required timeframe.

However, Council has since prepared the SLODP, which was adopted by Council in August 2011. The SLODP provides direction for the growth and development of the Southern Leongatha area over the next 25 years and beyond.

Amendment C76 seeks to implement the key recommendations of the SLODP into the South Gippsland Planning Scheme.

(ii) Discussion

The majority of submissions received were generally supportive of the overall intent of Amendment C76. However, Mr Love in his submission questioned whether Amendment C76 should be abandoned or at least put on hold until more detailed studies were undertaken to provide greater certainty regarding how the area affected by Amendment C76 would be serviced and these services funded.

Further Mr Love raised concerns regarding the implications to Amendment C76 of the proposed changes to the Business and Industrial Zones that are currently being considered by the Minister for Planning. This matter is discussed in more detail in section 3.2 of this report.

Mr Love considered that given the level of uncertainty regarding how the area would be serviced and these services funded, as well as considering the implications of the proposed zone changes, that it was premature for the Council to be introducing Amendment C76.

Council argued that whilst there is still significant work to be undertaken regarding traffic and other servicing requirements for the area, the ODP and Amendment C76 is *'a sequential step in a planning process that commenced with the Amendment C35 Panel Report in 2005'*. Further, Council considers Amendment C76 to be *'an important step to facilitate and coordinate development in the ODP Growth Area'*.

Council emphasised in its submission that *'the suitability of the ODP area to support development was considered in detail in the preparation of the Leongatha Structure Plan and by the Panel considering the implementation of the Structure Plan into the Planning Scheme (Am C46)'* and therefore does not need to be re-considered by this Panel.

Council acknowledges that there is still considerable work required to facilitate the implementation of the SLODP. This includes additional work regarding the identification and provision of essential development infrastructure to implement the SLODP over time.

Council informed the Panel that the next stage for implementation of the SLODP is the preparation of a detailed traffic, drainage and urban design study of the area.

Council also informed the Panel that it has already received a number of rezoning proposals within the ODP Area, which Council has informed proponents that *'adoption and implementation of the ODP is strongly preferable before the amendments proceed.'* Council considers that these rezoning applications demonstrate a strong level of development interest in the southern Leongatha area.

(iii) Findings

The Panel considers that Amendment C76 is an appropriate step in the planning process to implement the ODP. However, the Panel does consider that it would have benefited from the preparation of a Development Plan, in order to address concerns raised regarding what infrastructure is required and how it is going to be provided, both from an on the ground perspective but also financially.

3.2 What planning controls should be applied to the area identified as 'Highway Frontage Commercial Area'?

(i) What is the Issue?

The key issue to be resolved is the application of the most suitable planning controls to implement Councils intent regarding the development of 'bulky goods retailing' on the western side of the South Gippsland Highway, and 'Highway Frontage Commercial Area' to the east of the South Gippsland Highway.

Generally, the parties are supportive of the overall intent of Amendment C76 however, there is discourse regarding the appropriate zoning and policy controls required to facilitate Council's intent, particularly for the 'Highway Frontage Commercial Area' to the east of the South Gippsland Highway. This has been further exacerbated by the current review of planning scheme zones by the State Government.

(ii) Discussion

Amendment C76 proposes to incorporate the SLODP into the South Gippsland Planning Scheme at the policy level only. Council indicated that it had been questioned as to why other controls such as applying a Development Plan Overlay (DPO) to the whole area or preparation of rezonings did not form part of this Amendment. Council's response was that *'too many uncertainties remain to take this step at this time'*. Further, it *'would also be difficult to set out through a DPO schedule a development contributions regime..... given the absence of design details and the anticipated extended development timeframes'*.

The Council sought advice regarding how best to incorporate the SLODP into the planning scheme and it was recommended that instead of just including the SLODP as a Reference Document, it would add greater weight to decision making if Council distilled *'the key elements out of the ODP and place them in the Municipal Strategic Statement'* (MSS).

The key area of concern that submitters have to Amendment C76, as raised by Mr Chisholm is that the policy provisions proposed within Clause 21.04-4 do not provide sufficient clarity regarding the intent for the area identified as 'Highway Frontage Commercial Area'. Council sought to address these concerns following further discussions held with submitters following the Panel Directions Hearing and suggested a number of changes to Clause 21.04- (refer Appendix B).

Details of these changes were circulated (via post) to the owners and occupiers of the land affected by the changes as well as to adjoining landowners and submitters to this Amendment and have been formally considered by Council.

In its submission Council informed the Panel that the intent of the Commercial Highway Precinct is to facilitate the development of uses that would not typically locate in the Town Centre retail core and would benefit from highway frontage. Further Council stated that:

The challenge of this outcome is to attract uses that will not create links or synergies with the Bulky Goods Retail Precinct and create 'cross-highway' vehicle traffic and pedestrian movement.

Mr Chisholm argued that whilst the proposed changes go some way to addressing his clients concerns, there still needs to be greater certainty regarding the purpose of the 'Highway Frontage Commercial Area' and what uses would be considered appropriate by Council to locate in this Area. Mr Chisholm stated that to date it has been difficult for his clients to 'convey to either purchasers or prospective businesses any clear indication of Council's intent for the zone.'

Mr Chisholm suggested that a proposed Special Use Zone should be included as an appendix to the SLODP. He suggested that by doing this 'it will be possible to articulate with at least some degree of certainty the nature of these uses proposed by Council'. As part of his written submission, Mr Chisholm included draft SUZ provisions for consideration for the future zoning of the land. The Panel notes that this Amendment does not go as far as to rezone the land but is simply a step in the process. The suggested provisions will be part of the material available to Council when it makes a decision on the zones in due course.

Council informed the Panel, that currently within the suite of Zones that form part of the Victorian Planning Provisions (VPPs) there is no 'off the shelf' zone that would implement the intent of the 'Highway Frontage Commercial Area'. Further, having reviewed the proposed changes to the Business and Industrial Zones currently being considered by the Minister, Council believes they do not produce a suitable zone for the site. Council officers concur with Mr Chisholm that the most suitable zone for the area identified in the SLODP as 'Highway Frontage Commercial Area' is the Special Use Zone.

Mr Love in his submission and presentation to the Panel reiterated the concerns of Mr Chisholm in relation to the proposed changes to Clause 21.04-4 stating that they are 'very vague terms and basically indicate a planning scheme which does not really know what it is trying to achieve and is poorly prepared.'

Mr Love further queried whether it is appropriate for the Amendment to be considered whilst the Minister for Planning was reviewing the proposed changes to the zones within the VPPs. Mr Love is concerned that the SLODP, in particular the proposed commercial areas, are 'fundamentally flawed' and that Council should review 'planning for these potential growth areas and determine which areas best serve the town and maintain the primacy of the town centre and have the least impact on the highway system'.

In response to submissions made to the Panel, Council reiterated its position that Amendment C76 is an important step in the planning process to facilitate and coordinate development in the SLODP Growth Area that will occur over a significant period of time. Further, Council submitted that the changes made to the proposed provisions at Clause 21.04-4 'clarify Council's expectations and preferences for the area and provide improved certainty for developers and surrounding landowners.'

In response to Mr Chisholm's submission, Council informed the Panel that it was generally supportive of the proposal to apply the SUZ to the land identified as 'Highway Frontage

Commercial Area’ in the SLODP and would work with the landowners regarding the details of the SUZ provisions.

(iii) Findings

The Panel is comfortable that the suggested amended version of Clause 21.04-4 of the South Gippsland Planning Scheme (refer Appendix B), subject to some minor amendments identified in section 3.4 of this report, addresses the concerns of the submitters regarding Council’s intent for the ‘Highway Frontage Commercial Area’.

The Panel encourages Council to work with the owners of this land to further develop up a SUZ that meets the policy objectives of Clause 21.04-4, and would provide clarity for landowners, developers and the community in general regarding the future development within the SLODP area.

3.3 Level of detail required for an Outline Development Plan

(i) What is the Issue?

A number of submitters raised concerns regarding the lack of detail that informed the development of the SLODP. In particular, concern was raised regarding the extent and cost of infrastructure required to facilitate the level of development envisaged in the SLODP.

(ii) Discussion

In his submission, Mr Love raised a number of concerns, in particular the need for greater information before the Amendment is resolved. Mr Love was concerned that allowance for important traffic requirements (including the possibility to duplicate the South Gippsland Highway) and the provision of other infrastructure has not been resolved prior to Amendment C76 being considered.

Mr Love was concerned that the impacts of any substantial works were not being communicated to, or understood by, potential landowners that would be affected by such works. In particular Mr Love stated:

The Traffic Study has determined that there are substantial issues for intersections outside of the designated “Southern Leongatha” development area – namely at Greenwood Parade and Parr St. These intersections will require substantial upgrades, which will possibly involve land acquisitions. The adjacent residents or businesses at these intersections have not been adequately informed of the potential impacts if this Amendment proceeds.

Mr Love sought greater involvement from VicRoads regarding the impacts Amendment C76 would have on the future provision and management of the road network in Leongatha.

The Traffic Study undertaken by SMEC provided some recommendations regarding traffic works required to implement the overall development intent of the SLODP. However, this study did not provide any functional designs to test the recommendations made. Council informed the Panel that further traffic work is about to commence that will address functional design and other matters raised by submitters, including the number and location of roundabouts and the potential to duplicate the South Gippsland Highway.

Mr Love thought that the SMEC traffic study did not address the opportunity for an east-west connection with the potential for Bass Highway to be redirected via the Parr Street extension and Greenwood Parade to create a *'route with major benefits for the town'*. Further Mr Love considered such works would provide the potential to relocate the commercial growth area along the new Bass Highway and Holt Street, reducing the number of intersections identified in the SMEC report along the South Gippsland Highway.

In relation to this suggestion, the Panel notes that it is not a matter before the Panel. The strategic merit or otherwise is a matter for Council and VicRoads. On the surface, there appears to be sufficient merit to suggest that at least a preliminary review should be made by Council and VicRoads' engineers. This work would inform Council's infrastructure and development contributions studies, but does not in the Panel's opinion warrant any adjournment of the current consideration of the Amendment.

Both Mr Love and Mr Chisholm raised concerns regarding the need for the proposed infrastructure works to be costed and for these costs to be distributed fairly between all parties. In particular, Mr Love was concerned that given the significant amount of works envisaged for the area, the local ratepayers will end up paying for a significant proportion of the works, not the developers. Mr Love stated that *'it would appear that the omission of the Development Contributions Levy from the Amendment is done purposefully so that people are not fully appraised of these further issues and hence there is less area for public debate and concern.'*

Council acknowledged that due to the level of detail currently available, Amendment C76 was purely a policy change. However, it is still considered an important step in the process required to implement the vision and objectives for development of the South Leongatha area. In particular, Council informed the Panel that following implementation of the SLODP, Council would undertake detailed traffic, drainage and urban design studies of the area to inform the next stage in the planning of this important area.

Council indicated in its submission that the traffic, drainage and urban design studies will provide the level of detail that Mr Love considers to be missing from Amendment C76, and will provide the foundation for the preparation, consultation and implementation of Development Plans and Development Contributions for the Southern Leongatha Area.

In its concluding comments, Council emphasised that the SLODP is a sequential step in the planning process and was a recommendation in the South Gippsland C35 Interim Panel Report dated 2005. Council has completed the Leongatha Structure Plan, and adopted the SLODP. Council reinforced that this Amendment seeks to include the key recommendations of the SLODP in the South Gippsland Planning Scheme *'where they can be used to support the rezoning of land and the application of overlay controls to further guide development'*.

Finally, Council argued that the revised provisions as set out in Appendix B clarify Council's expectations and preference for the Highway Frontage Commercial Area and provide sufficient detail to be implemented in their current form now, whether or not the Minister's Zone Review proposals are adopted.

(iii) Findings

The Panel acknowledges the concerns raised by submitters regarding the level of detail currently available to assist in understanding the traffic, servicing requirements and costs required to implement the SLODP objectives on the ground.

However, the Panel accepts the position put by Council that the Amendment's intent is to implement into the South Gippsland Planning Scheme the key objectives of the SLODP, and essentially is a policy implementation amendment. Preparation of Development Plans, Developer Contribution Plans and rezonings are the next step in the planning process for this area.

The Panel would encourage Council to undertake this work and prepare these documents as soon as practicable, and also encourage the Council to ensure the traffic study addresses issues raised in the submissions, particularly Mr Love's regarding planning for a potential future duplication of the South Gippsland Highway.

The Panel is satisfied that there is sufficient detail and justification to support the implementation of the revised Clause 21.04-4 generally as detailed in Appendix B (The Panel has however suggested some further minor amendments as detailed in Section 3.4 of this report).

3.4 Minor amendments to the ODP

(i) What is the Issue?

A number of submitters raised concerns regarding the wording of the proposed Clause 21.04-4. Following exhibition, Council tried to address some of these concern by suggesting changes to the proposed Clause 21.04-4 and in particular, Council's intent for the land identified as 'Highway Frontage Commercial Area'. The changes suggested by Council are highlighted at Appendix B.

In addition a number of matters were raised at the Hearing, which if adopted, would require minor amendments to Amendment C76 and the SLODP. These issues are addressed separately below:

- Woorayl Lodge Incorporated requested that its land on the north east corner of the intersection of Boags Road and the South Gippsland Highway be identified for use as an 'Aged Care Facility'.
- Mr Chisholm, representing Larapinta Pty Ltd, requested that even though not technically part of the Amendment that the following wording in Attachment 2 to the Outline Development Plan – Road Reserve infrastructure Plan (which is a reference document) should be amended so that '*pedestrian connectivity – separate to roads*' is amended to '*pedestrian connectivity*'.

(ii) Discussion

Woorayl Lodge Land

Woorayl Lodge representatives informed the Panel that the site they have purchased for the purpose of development as an Aged Care facility is within 500m of the Leongatha Hospital, is relatively flat, and can be easily serviced and accessed by the road network.

In its submission, Council argued that the Amendment provisions include the Strategy:

Investigate and support the potential to establish residential aged care land uses in close proximity to the Leongatha Hospital

but that the subject site is not considered to be in close proximity. Instead Council would prefer land on the western side the highway to be considered for such a use. Further, Council argued that the *‘merits of an Aged Care facility on the subject land can be tested when a planning permit application is made.’*

In discussion, Woorayl Lodge noted that immediate proximity to the hospital was not necessary as any transfer between the Aged Care facility and the hospital would be undertaken by taxi or ambulance in any event.

Following discussion of this matter, Council sought direction from Panel regarding suitable wording in the proposed Clause 21.04-4 to address this matter.

Amending Appendix to the Southern Leongatha ODP

Mr Chisholm on behalf of his client argued that whilst he supported the intent of having pedestrian connectivity through his client’s land, he did not consider it appropriate to have to provide it ‘separate to the road’.

Following discussion at the Hearing, Council agreed and was supportive of the SLODP Appendix being amended to address this issue.

Minor Amendments

Following exhibition of the Amendment Council sought to address some of the concerns raised by submitters. As a result a number of minor amendments were suggested by Council, which are marked up on the Clause 21.04-4 provisions at Appendix B.

There was general support for the majority of these minor changes.

(iii) Findings

Woorayl Lodge Land

The Panel questioned Council regarding why it did not consider the land purchased by Woorayl Lodge to be within close proximity to the Leongatha Hospital. The Panel considers that given the site is located approximately 500m from the Hospital, and its clients would attend the hospital primarily by taxi or ambulance and will be part of a residential growth front, then it is suitable for identification as a ‘future Aged Care facility’.

The Panel regards it as significant that Woorayl Lodge has already purchased the land and intends to proceed to develop when able. Accordingly, to provide ‘clarity in planning’, a suitable identification as requested would seem appropriate.

The Panel agrees with Council that the planning permit process will determine the suitability of any proposed development for the site.

Amending Appendix to the Southern Leongatha ODP

The Panel considers the request by Mr Chisholm to amend Attachment 2 to the ODP, whilst outside the scope of this Amendment should be acted upon by Council. This would address what the Panel considers to be an oversight by Council and would provide certainty and clarity regarding the future pedestrian link.

Minor Amendments

The Panel has reviewed the minor amendments suggested by Council following exhibition of Amendment C76 in order to provide greater clarity regarding Council's intent for the land identified as 'Highway Frontage Commercial Area'. Overall the Panel is generally supportive of the intent of the minor amendments suggested to Amendment C76 by Council following exhibition and in consultation with landowners and submitters.

Where it considers these suggestions require refinement or are not appropriate, the Panel has recommended further changes. These changes are included (and highlighted) in the Panel's recommended version of the Clause 21.04-4 provisions included at Appendix C.

4 Conclusions and Recommendations

The written submissions received have assisted the Panel in considering the suitability of amending Clause 21.04-4 to implement the key land use and development recommendations of the Southern Leongatha Outline Development Plan, including making the SLODP a 'Reference document' in the South Gippsland Planning Scheme.

For the reasons outlined in this report, the Panel recommends that Amendment C76 to the South Gippsland Planning Scheme should be adopted as exhibited subject to the following recommendations:

1. **Adopt the changes to the exhibited Clause 21.04-4 as shown in the Panel preferred version attached as Appendix C.**
2. **Amend the Southern Leongatha Outline Development Plan to identify land on the north-east corner of the intersection of Boags Road and the South Gippsland Highway (5 Boags Road) as 'Future Aged Care Facility'.**
3. **Amend Attachment 2 to the Outline Development Plan – Road Reserve to remove the wording 'separate to roads' after 'pedestrian connectivity'.**

Appendix A List of Submitters

No.	Submitter
1	Janice Pell, South Gippsland Water
2	John Brennan, Department Sustainability and Environment
3	Gary Williams
4	Garry Kay, EPA Victoria
5	Neil Breeden, Woorayl Lodge Inc
6	Gary Chisholm of Beveridge Williams, representing Larapinta 9386 Pty Ltd
7	Lindsay Love

Appendix B Council suggested revised Clause 21.04-4 Provisions

Explanatory Note

- Black text is existing Planning Scheme text to remain.
- Blue underlined text displays the formally exhibited Amendment provisions.
- Red underlined text displays the provisions included for the re exhibition process.
- Green underlined text displays further changes which have not been exhibited but are recommended to the Panel for approval.
- Text of any colour with ~~strikethrough~~ displays text that is suggested for deletion from the Amendment.

21.04-4 Leongatha

1/20
C76

Overview

Leongatha is the principal township of the South Gippsland Shire and a centre of State significance in the dairy milk processing industry. As the largest provider of retail, professional, industrial and social services, Leongatha plays a central role as a service provider to the South Gippsland community with elements such as leisure, health and educational services, fulfilling a broader regional role. Situated between the coastal development fringe of Bass Coast and the industry of the Latrobe Valley, and within comfortable driving distance of Melbourne, Leongatha retains a rural township feel valued by its residents. Key issues in Leongatha include establishing a Town Centre heavy vehicle bypass; the development of a bulky goods retail precinct; the provision of additional industrial land and development of the surplus railway precinct land.

Leongatha's future will depend on consolidating and growing its commercial sector, promoting residential development and by defining and building upon Leongatha's broader role within the greater Gippsland region.

Objectives

- To retain Leongatha as the major regional service centre in the Shire.
- To ensure that sufficient areas of residential land, at a range of densities, is available to accommodate future township growth.
- To achieve sequential and staged residential development that integrates with existing infrastructure networks.
- To maintain the primacy of the Town Centre as the retail and service hub of the township.
- To provide adequate areas of commercial and industrial land.
- To provide strong pedestrian and cycling connectivity to the Town Centre and key community assets.
- To improve heavy vehicle and highway traffic movement through and around the township.

Strategies

- Promote the use and development of land in accordance with the strategic direction in the Leongatha Framework Plan and the Leongatha Town Centre Framework Plan.
- Monitor the availability and development of residential land and encourage the rezoning of appropriate areas identified in the Leongatha Framework Plan to maintain an estimated 15-year residential land supply.
- Require the preparation of development plans for new residential estates that establish appropriate integration with existing residential areas and infrastructure; provide pedestrian

and cyclist connectivity to the Town Centre [and key community features](#), and protect the environmental values of the land.

- Promote higher density residential development and retirement living within a 400m radius of the existing commercially zoned land in the Town Centre.
- Ensure a high standard of building design, layout and landscaping for all new development, and particularly at the highway entrances to the town.
- Ensure that adequate land is available to accommodate [new](#) retail, social, community, commercial and entertainment facilities within the Town Centre.
- Maintain a compact Town Centre that reduces the need for car usage, with all key features and major retail activities within comfortable walking distance of the intersection of Bair Street and McCartin Street.
- Discourage the development of retail uses outside of the Town Centre where such uses may weaken the principal role of the Town Centre.
- Promote the establishment of a bulky goods retail precinct on the western side of the South Gippsland Highway, and commercial use precinct for uses not appropriate to a Town Centre location on the eastern side of the Highway, at the southern entry to the township – [see Southern Leongatha Growth Area provisions below](#).
- Focus industrial development within existing industrial areas and promote the expansion of industrial uses into the land north and west of the golf course recreation reserve while integrating the potential for heavy vehicle connectivity to the South Gippsland Highway.
- Pursue the establishment of a highway bypass of the Leongatha Town Centre by the diversion of South Gippsland Highway traffic along Long Street and Hughes Street in accordance with the Leongatha Town Centre Framework Plan.
- Pursue options to improve heavy vehicle traffic movements from the South Gippsland Highway to the industrial estate.
- Ensure new development and road traffic improvements do not compromise the longer-term potential return of rail services to Melbourne.

[Southern Leongatha Growth Area](#)

[The Southern Leongatha Growth Area is situated on the southern development boundary of Leongatha and is defined by Simons Lane and Boags Road to the south, the Great Southern Rail Trail to the west and Coalition Creek to the east. This area presents significant opportunities for residential and highway frontage commercial development over the next 25 years and beyond.](#)

[To guide development in this area Council has prepared the Southern Leongatha Outline Development Plan \(ODP\) July 2011. The ODP forms the basis for the Southern Leongatha Growth Area provisions. The ODP and Growth Area provisions build upon the land uses identified in the Leongatha Framework Plan map and should be considered in addition to the other 'Leongatha' provisions in this Clause. The Growth Area provisions offer direction on key land use and development issues to be considered when land is being rezoned, or planning permits assessed.](#)

[The Objective for the Growth Area is:](#)

[To achieve high quality residential and commercial development that responds to the landform, amenity and ~~development~~ and community infrastructure requirements of the subject land and its surrounds in an equitable long-term manner.](#)

[Rezoning and Development Plan requirements](#)

[Applications to rezone land should be supported by Development Plans that respond, as appropriate, to the issues identified in the strategies. ~~Rezoning applications involving the~~ Development Plan Overlays ~~should require~~ a site analysis and design response and building / subdivision plans as part of the rezoning process that display the proposed outcomes on the land. Development Plans should be prepared with close consideration to linkages and impacts on the broader surrounding area, especially in relation to traffic and storm water management planning and other infrastructure provision.](#)

Rezoning and Development Plans must represent a logical land development unit bounded by main roads, natural features or the boundaries of the Development Plan Overlay map area. Residential rezonings and Development Plans on individual small lots on the eastern side of the Highway will be discouraged unless it can be clearly demonstrate that the requirements of the ODP can be satisfied.

Residential Development

Based on the level of demand for new dwellings in the five years to 2011, the Growth Area has the potential to satisfy more than 25 years residential land supply for Leongatha. Development in the Growth Area should specifically consider the following strategies:

- Promote the application of the Residential 1 Zone and the subdivision of land to maximize the efficient use of land across a range of lot sizes – while having specific regard to:
 - Minimise the number of residential lots with boundaries adjoining the highway frontage commercial uses. Adjoining lots should have sufficient size / depth to allow landscaping to soften the potential visual and amenity impact of commercial uses.
 - Avoid the creation of residential lots in the Coalition Creek flood plain, except where the potential exists for dwellings to be located within lots above the flood level. Roads must not be located in flood prone areas.
- Retain (where existing) and support application of the Low Density Residential Zone to the land immediately north of Simons Lane and Boags Road, and the land south of the proposed commercial area on the eastern side of the Highway.
- Promote the staged and sequential rezoning and subdivision of Residential 1 zoned land that integrates with the existing road network and infrastructure to the north, avoiding the creation of isolated development, or development with poor connectivity to the north.
- Investigate and support the potential to establish residential aged care land uses in close proximity to the Leongatha Hospital.

Highway frontage commercial area

- The Leongatha Framework Plan map identifies a ‘Bulky Goods Retail Area’ on the western side of the Highway and a ‘Highway Frontage Commercial Area’ on the eastern side.

The Bulky Goods Area should primarily support larger floor plate ‘Restricted retail premises’ type uses such as the retailing of furniture, whitegoods, electrical equipment, bedding and manchester, lighting, automotive parts, camping and outdoor equipment, tools, building materials and DIY and homemaker products.

The ‘Highway Frontage Commercial Area’ should primarily support uses that are not suited to a Town Centre location, benefit from highway exposure and that will have visitation patterns that do not encourage cross highway vehicle and pedestrian traffic movements. Such uses may include Car wash, Conference / Function centre, Emergency services facility, Hotel, Landscape gardening supplies, Motel, Motor vehicle boat or caravan sales, Place of worship, Service station, Trade supplies, and Veterinary centre.

Where a planning permit is required for the use of land it is policy to discourage on either side of the Highway the following uses, Accommodation, Food and drink premises, Industry, Office, Place of assembly (excluding those listed above), Retail premises (excluding those listed above) and Warehouse.

The establishment and consideration of these uses and developments should be guided by the following strategies:

- Strongly discourage commercial or community uses that may weaken the primacy of the Town Centre.
- Strongly discourage the establishment of industrial uses, or other discretionary uses, that may detrimentally affect the amenity of surrounding sensitive land uses.
- Promote high quality urban design, site layout, building and landscape design suitable to a township entry point, which provides / encourages;

- Appropriate buffers to adjoining sensitive land uses.
- Generally consistent building setback lines with buildings of not more than 10 metres height above ground level. Building layout should consider the long term potential for widening of the highway.
- Ample onsite car parking, without visually dominating front setbacks.
- Subdivision, building layout and access design that avoids the requirement to create new highway access points.
- Building siting and design which makes efficient use of land with specific regard to minimizing unused areas of land (not including landscaping) to the side and rear of development.
- ~~Promote uses in the Highway Frontage Commercial Area that are not suited to a Town Centre location, benefit from highway exposure and that will have visitation patterns that do not encourage cross highway vehicle and pedestrian traffic movements. Investigate the potential to apply a Special Use Zone to this land.~~
- Investigate the implementation of a Design & Development Overlay, or design guidelines, over the land adjoining the highway frontage that will promote urban design outcomes suitable to a township entry point.

Physical Development Infrastructure Provision

Significant physical development infrastructure improvements must occur in the Growth Area, and the broader surrounding area, to support development. The provision of infrastructure should be guided by the following strategies:

- Encourage the location and design of new highway intersection treatments that facilitate development on both sides of the highway, avoiding the proliferation of highway entry points.
- Where residential areas are accessible through commercial areas, encourage the creation of wide landscaped road reserves that create a residential *sense of place*.
- Create an internal road network that considers the future requirements of adjoining undeveloped land and the potential for cumulative increased usage over time.
- Consider the requirement for road and pathway infrastructure upgrading and funding at locations separated from development sites.
- Investigate the creation of a new connector road between Parr Street and Nerrena Road and the relocation of the Simons Lane Bass Highway intersection to a safer location further north of the existing intersection.
- Create a shared pathway network around the boundaries of the Growth Area and along both sides of the highway.
- Promote integrated storm water management on a 'whole of catchment' basis, avoiding the duplication of drainage assets or reliance on overland flows outside of drainage easements and declared waterways.
- Encourage the provision of reticulated sewage assets that consider the development requirements of surrounding land and avoid asset duplication and the need for incremental asset upgrading.

Infrastructure provision must address the requirements of Council's Infrastructure Design Manual.

Open space / Community use / Neighbourhood retail

- Provide and/or reserve an open space reserve of approximately 4ha on the flatter sections of the residential area west of the highway. Additional open space should also be provided at a location adjoining the rail trail if this is not achieved by the 4ha.
- Provide and/or reserve a 1ha (minimum) land parcel west of the highway for future community physical development infrastructure.
- Provide continuous lineal open space connectivity between the eastern end of Parkside Close and the wetland area adjoining the Boags Road / Tarwin Ridge Boulevard.
- Investigate the potential to provide a small local park adjoining Coalition Creek.

- Investigate the potential to locate a small neighbourhood retail service centre (adjoining an open space reserve) in the residential area west of the highway.

Actions for implementation

- Prepare a detailed ~~physical~~ development infrastructure plan (in accordance with Council's Infrastructure Design Manual) that will form the basis for a developer contributions scheme to be implemented through a Development Contributions Plan Overlay or section 173 Agreements instigated when land is rezoned or developed. The plan should address, but not be limited to:
 - the full construction of the whole length of Simons Lane; upgrading the Boags Road / Simons Lane highway intersection.
 - Improvements to the Simons Lane / Bass Highway intersection including its potential relocation further north.
 - Improvements to the South Gippsland Highway intersections with Parr Street and Greenwood Parade.
 - The provision of shared pathways, open space drainage and community infrastructure.

Infrastructure planning must be considered on a 'full development scenario' and consider the timing / staging (trigger points) of infrastructure provision.

- Investigate the application of a Special Use Zone to the 'Bulky goods retail area' and the 'Highway frontage commercial area' to guide the use of the precinct in a manner that responds to the amenity interface issues of the proposed residential areas, does not weaken the established commercial role of the Town Centre, and minimises the 'cross Highway' commercial interrelationships of the land uses.
- Review the existing zoning of the Town Centre and immediate surrounds and prepare a detailed strategic plan for the Town Centre which includes consideration of the areas identified as 'Town Centre Expansion Investigation Areas' and 'Future Commercial Investigation Area'.

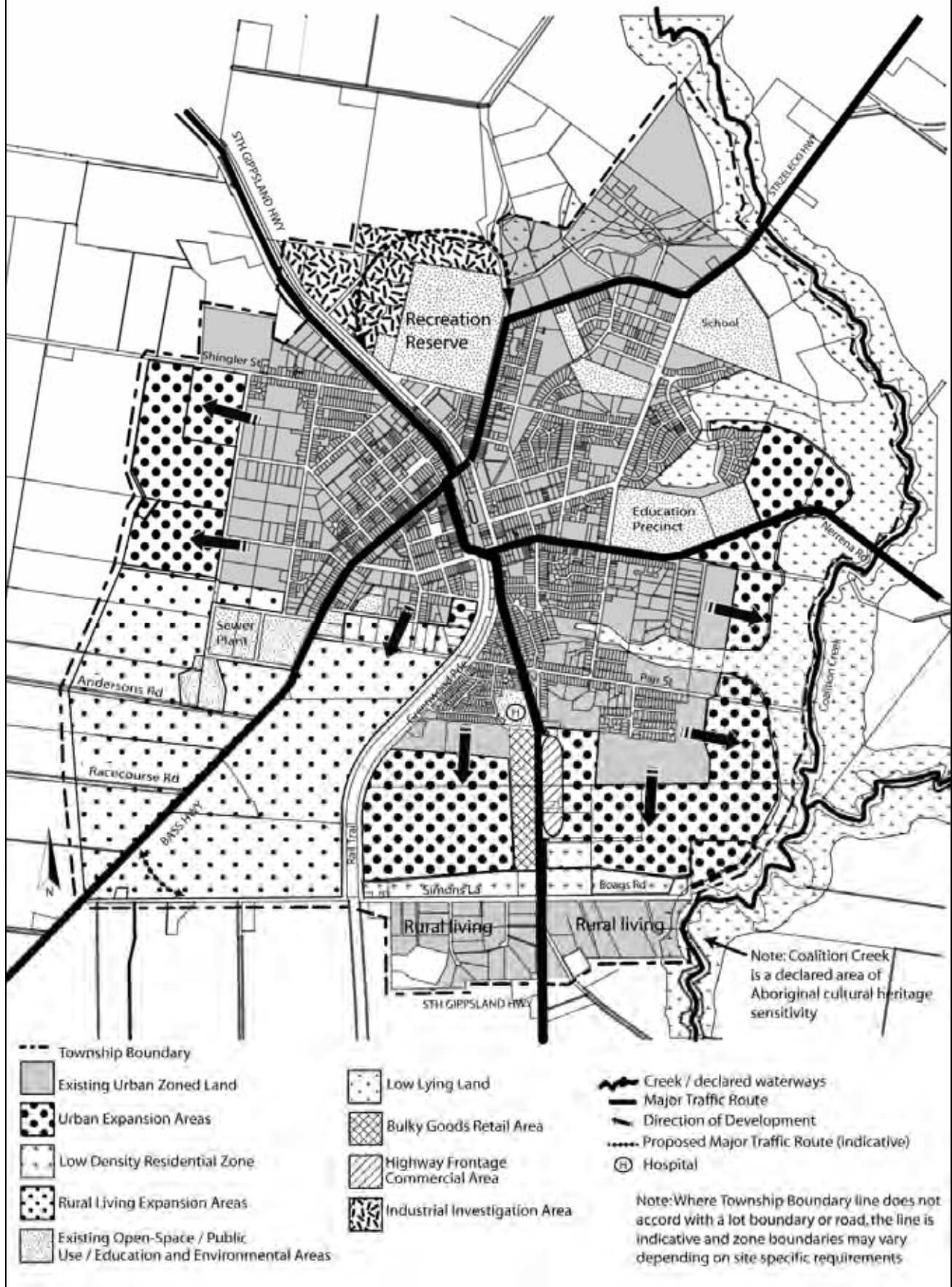
Reference Document

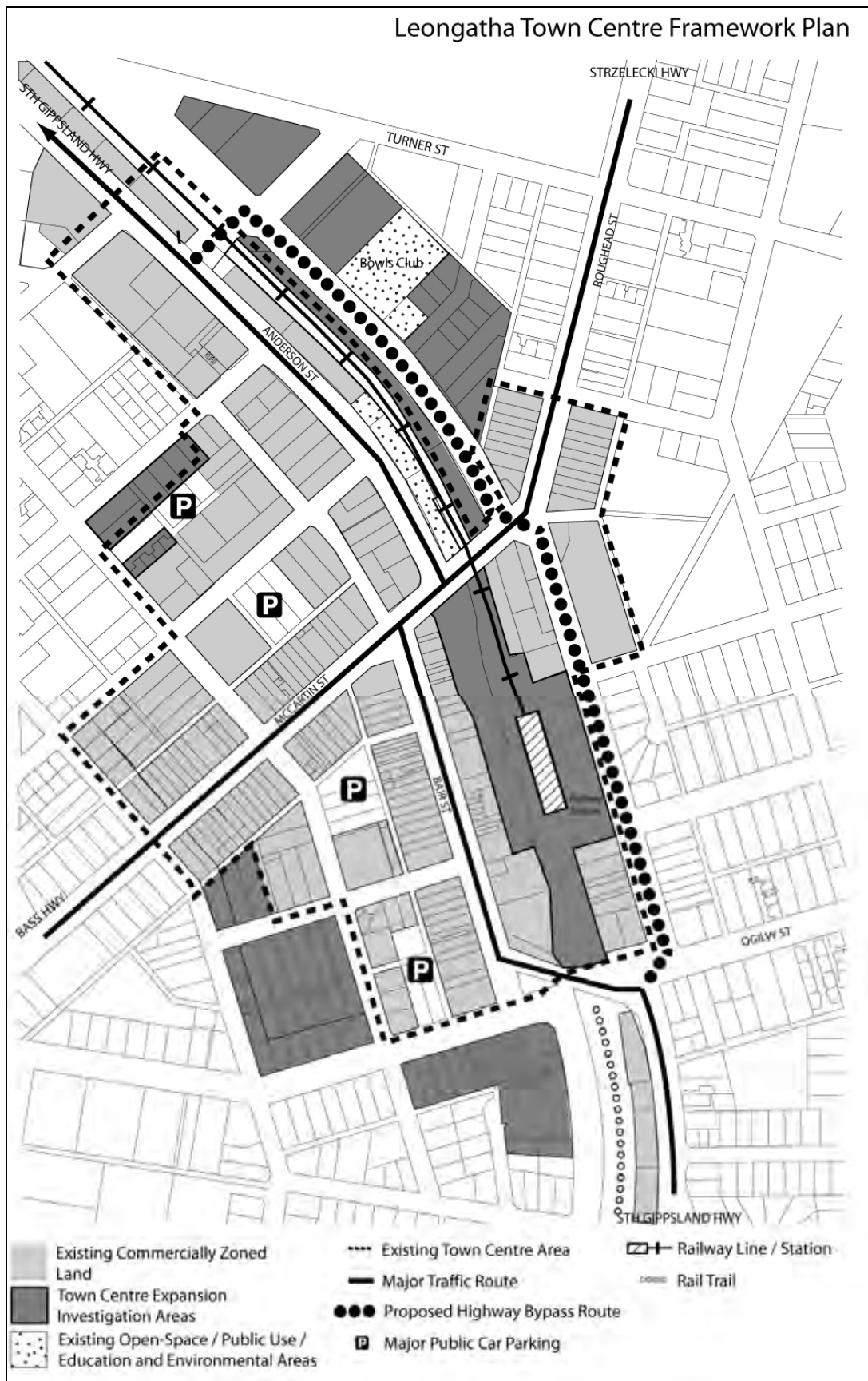
Leongatha Structure Plan, June 2008

Southern Leongatha Outline Development Plan July 2011 (as amended)

South Gippsland paths and Trails Strategy 2010 (as amended)

Leongatha Framework Plan





Amendment C76 Exhibition Note: [This map remains unchanged except for the deletion of the 'Direct Heavy Vehicle Link' on Turner Street.](#)

Appendix C Panel recommended Clause 21.04-4 Provisions

Explanatory Note

Inclusions recommended by the Panel are marked in blue with underlining

Deletions suggested by the Panel are marked in ~~red with strikethrough~~

21.04-4 Leongatha

____/____/20____
C76____

Overview

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To guide development in this area Council has prepared the Southern Leongatha Outline Development Plan (ODP) July 2011. The ODP forms the basis for the Southern Leongatha Growth Area provisions. The ODP and Growth Area provisions build upon the land uses identified in the Leongatha Framework Plan map and should be considered in addition to the other 'Leongatha' provisions in this Clause. The Growth Area provisions offer direction on key land use and development issues to be considered when land is being rezoned, or planning permits assessed.

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- Promote high quality urban design, site layout, building and landscape design suitable to a township entry point, which provides / encourages;
 - Appropriate buffers to adjoining sensitive land uses.
 - Generally consistent building setback lines with buildings of not more than 10 metres height above ground level. Building layout should consider the long term potential for widening of the highway.
 - Ample onsite car parking, without visually dominating front setbacks.

- Subdivision, building layout and access design that avoids the requirement to create new highway access points.
- Building siting and design which makes efficient use of land with specific regard to minimizing unused areas of land (not including landscaping) to the side and rear of development.
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- Promote integrated storm water management on a 'whole of catchment' basis, avoiding the duplication of drainage assets or reliance on overland flows outside of drainage easements and declared waterways.
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Infrastructure provision must address the requirements of Council's Infrastructure Design Manual.

Open space / Community use / Neighbourhood retail

- Provide and/or reserve an open space reserve of approximately 4ha on the flatter sections of the residential area west of the highway. Additional open space should also be provided at a location adjoining the rail trail if this is not achieved by the 4ha.
- Provide and/or reserve a 1ha (minimum) land parcel west of the highway for future community development infrastructure.
- Provide continuous lineal open space connectivity between the eastern end of Parkside Close and the wetland area adjoining the Boags Road / Tarwin Ridge Boulevard.
- Investigate the potential to provide a small local park adjoining Coalition Creek.
- Investigate the potential to locate a small neighbourhood retail service centre (adjoining an open space reserve) in the residential area west of the highway.

Actions for implementation

- Prepare a detailed development infrastructure plan (in accordance with Council's Infrastructure Design Manual) that will form the basis for a developer contributions scheme to be implemented through a Development Contributions Plan Overlay or section 173 Agreements instigated when land is rezoned or developed. The plan should address, but not be limited to:
 - the full construction of the whole length of Simons Lane; upgrading the Boags Road / Simons Lane highway intersection.

- Improvements to the Simons Lane / Bass Highway intersection including its potential relocation further north.
- Improvements to the South Gippsland Highway intersections with Parr Street and Greenwood Parade.
- The provision of shared pathways, open space drainage and community infrastructure. Infrastructure planning must be considered on a 'full development scenario' and consider the timing / staging (trigger points) of infrastructure provision.
- Investigate the application of a Special Use Zone to the 'Bulky goods retail area' and the 'Highway frontage commercial area' to guide the use of the precinct in a manner that responds to the amenity interface issues of the proposed residential areas, does not weaken the established commercial role of the Town Centre, and minimises the 'cross Highway' commercial interrelationships of the land uses.
- Review the existing zoning of the Town Centre and immediate surrounds and prepare a detailed strategic plan for the Town Centre which includes consideration of the areas identified as 'Town Centre Expansion Investigation Areas' and 'Future Commercial Investigation Area'.

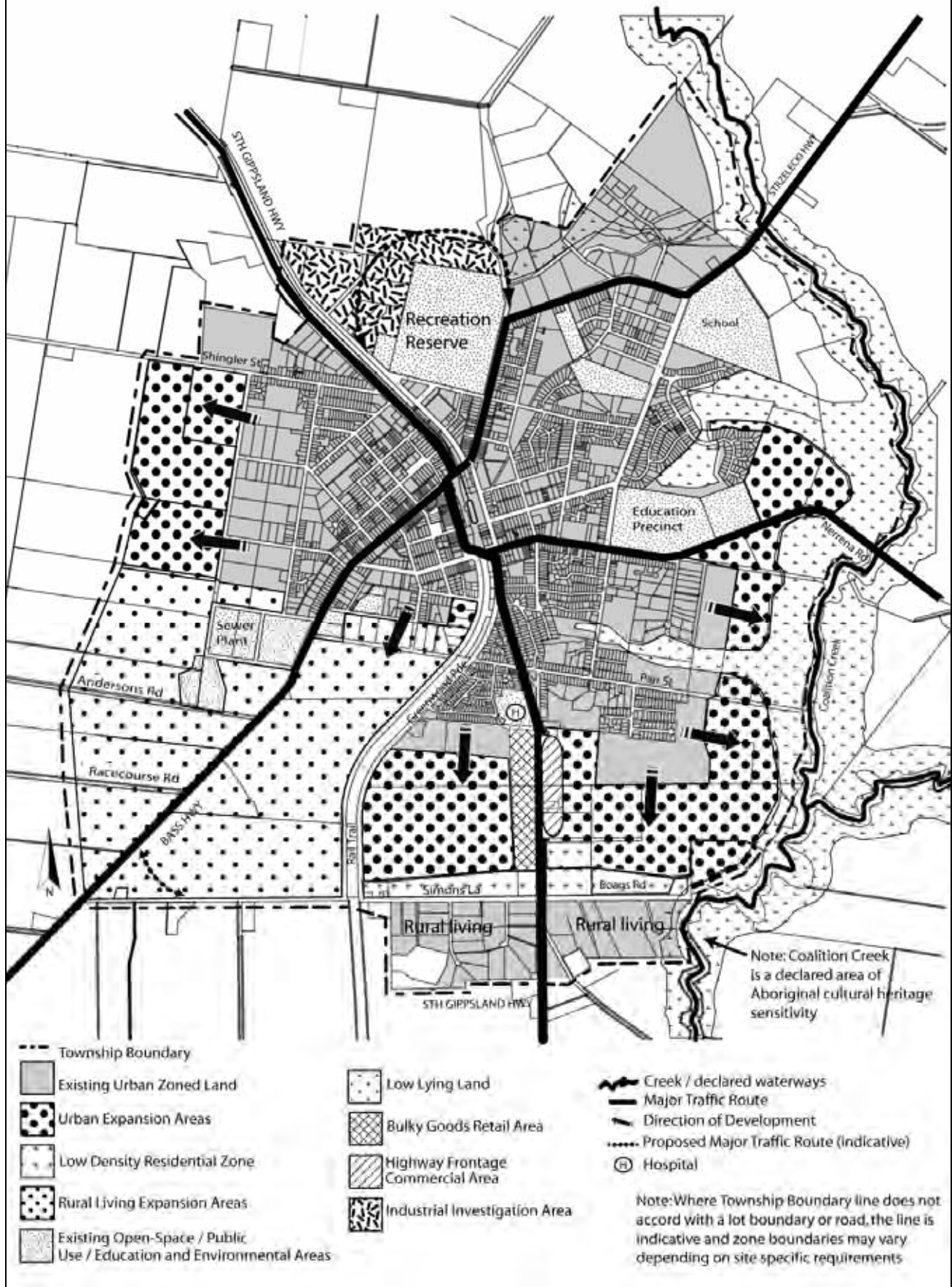
Reference Document

Leongatha Structure Plan, June 2008

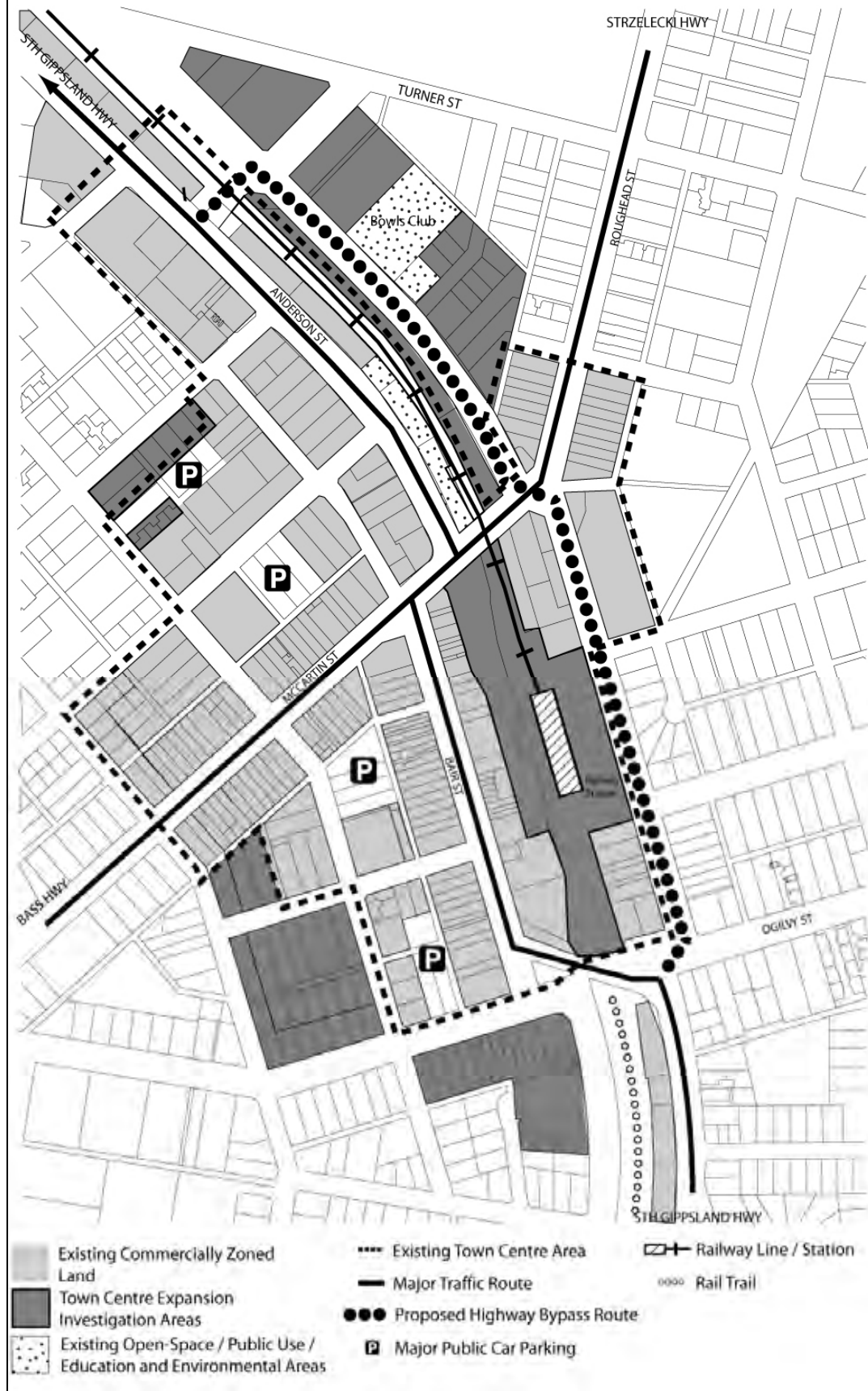
Southern Leongatha Outline Development Plan July 2011 (as amended)

[South Gippsland Paths and Trails Strategy 2010 \(as amended\)](#)

Leongatha Framework Plan



Leongatha Town Centre Framework Plan





**SOUTHERN LEONGATHA OUTLINE
DEVELOPMENT PLAN**

APPENDIX 2:

**Southern Leongatha Outline
Development Plan**



South Gippsland
Shire Council
Come for the beauty. Stay for the lifestyle

Southern Leongatha Outline Development Plan



February 2013

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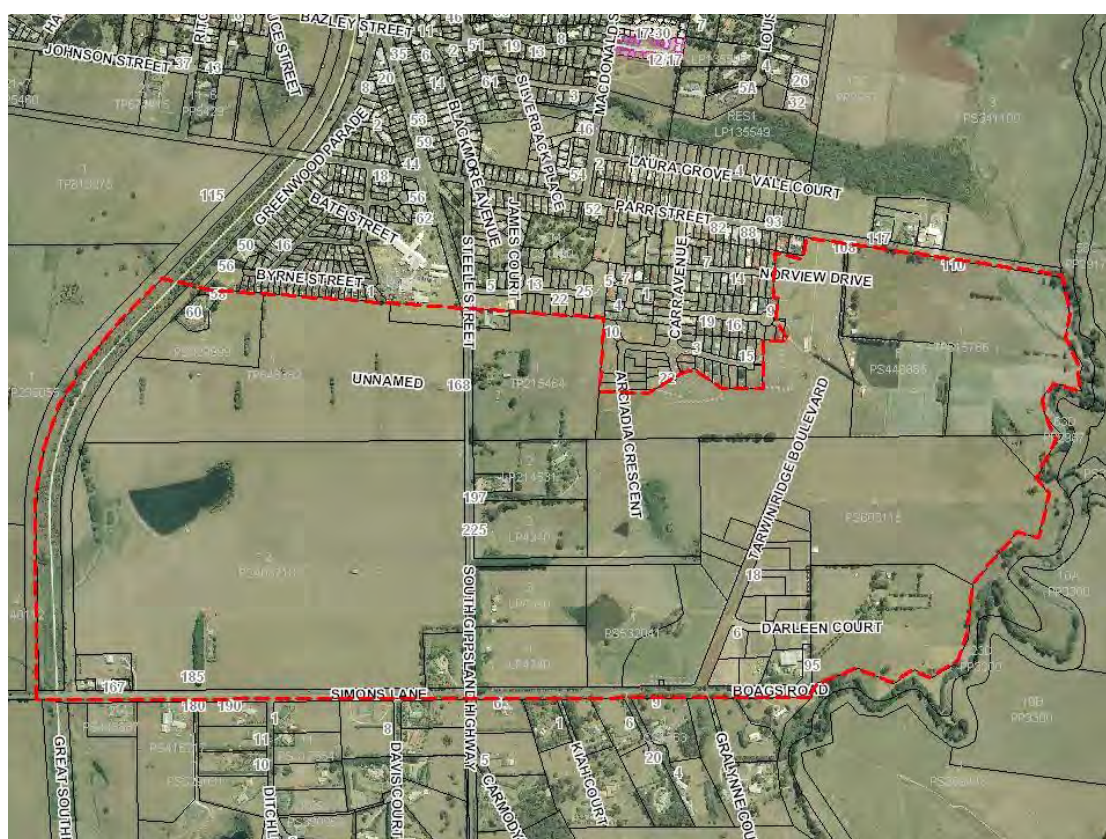
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1. INTRODUCTION

The Southern Leongatha Outline Development Plan (ODP) provides a strategic planning policy framework to guide decision-making on land use and development for public and private investment in the Southern Leongatha area over the next 20 years and beyond.

The Southern Leongatha ODP area is displayed within the red line in Figure 1 below.

Figure 1 Southern Leongatha Outline Development Plan Area



The ODP area includes all of the urban residential development investigation areas identified in the Leongatha Structure Plan - June 2008. The development of this area will have road management and traffic implications which extend beyond the ODP area. These broader implications are identified and discussed in this ODP.

The Farming Zone land west of the Rail Trail has not been included in the ODP study area because the development consequences of the application of the Rural Living Zone are significantly less than applying an urban zone, and because development expectations in this area are currently less clearly understood. While this decision has been taken, issues surrounding Simons

Lane and its Bass Highway intersection remain critical to the preparation of the ODP.

1.1 What is the role of an Outline Development Plan?

An Outline Development Plan (ODP) provides a blue print to guide the use and development of a particular site or locality over an extended period of time. It is a document to be used by all parties (public and private) to guide decision-making and to clarify the expectations and requirements that development will involve. It also sets out the future strategic investigations required to achieve the objectives of the ODP.

As its name implies, an ODP provides an 'outline' to guide development. It provides the big picture principles, objectives and strategies to guide decision-making based on current best estimates of how land is most likely to be used and developed in the future.

An ODP typically provides a higher level of site specific information than a township structure plan (such as the Leongatha Structure Plan) but less detailed information than a master plan. Because it is an 'outline plan' it must provide a level of flexibility to accommodate changes that respond to the outcomes of further investigations of particular issues in the ODP area. Accordingly, an ODP should be viewed as a high level indicative plan and not a representation of exactly how land will be used and developed in the future.

In keeping with its high level nature, it is not necessary for the ODP to consider in detail any planning matter that will require more detailed consideration through the Planning Scheme as part of a future rezoning request or development application. For example, the dwelling development provisions of Clause 54 & 55, and the subdivision provisions of Clause 56 of the Planning Scheme can be considered when planning permit applications are assessed.

ODP requirements are also set out in Council's Infrastructure Design Manual (IDM) which was adopted by Council in July 2010 – see Appendix A. The Southern Leongatha ODP addresses many, but not all of the issues set out in the IDM. A number of the requirements of the IDM relate to subdivision design matters that may be fully considered when subdivision applications are being prepared and assessed. Future developments should address the requirements of both the Southern Leongatha Outline Development Plan and the IDM.

1.2 Southern Leongatha – Current Planning Framework and Recent History

Council adopted the Leongatha Structure Plan in June 2008. Within the ODP area identified in Figure 1 above, the Structure Plan identifies a Bulky Goods Retail Precinct on the western side of the South Gippsland Highway; a

Commercial Investigation Area on the eastern side of the Highway and a mix of urban and rural residential development options on the balance of the land.

The challenges involved in achieving the aims of the Leongatha Structure Plan in the ODP area were highlighted in 2005 when land on both sides of the Highway was proposed to be rezoned 'Business 4' to facilitate a Bulky Goods Retail Precinct (Amendment C35). The Independent Planning Panel review of the proposal highlighted in detail the issues that should be considered before commercial development is promoted in the area. The Panel recommended the development of an ODP and set out the issues it should consider.

The C35 Panel recommendations have been acknowledged in the Leongatha Structure Plan with the requirement that:

“Rezoning or broad scale development of the area (the ODP area) should be accompanied by an Outline Development Plan to direct the integrated development of the subject area and its surrounds”.

The key recommendations of the Leongatha Structure Plan (including the Structure Plan map) were included in the South Gippsland Planning Scheme at Clause 21.04-4 in July 2010 (Amendment C46). The Planning Scheme now includes the 'Action for implementation' to *“Prepare an outline development strategy to guide the integrated planning of the proposed residential and commercial land uses between areas north of Boags Road and Simons Lane and the established township.”* The Southern Leongatha ODP seeks to fulfil this Action.

2. SUMMARY OF KEY ISSUES AND CHALLENGES

2.1 *Development Scenarios Overview*

- The Southern Leongatha Outline Development Plan Area (see Figure 1) has a total land area of 203ha, of which 84ha is on the western side of the South Gippsland Highway and 119ha east of the Highway. The ODP area currently has a combined area of 24.5ha within the Residential 1 Zone; 41ha in the Low Density Residential Zone and 137.5 ha in the Farming Zone.
- The ODP area is predominantly undeveloped pasture however there are (at the time of document preparation) seven dwellings west of the Highway (predominantly clustered in the south western corner) and ten dwellings (including two under construction) east of the Highway. A retail plant nursery (now closed) and motel immediately adjoin the eastern side of the Highway.
- The rezoning of land across the ODP area to accord with the directions of the Leongatha Structure Plan would result in:
 - Approximately 14ha in a commercial land zone – adjoining both sides of the Highway.
 - Approximately 188ha in an urban residential zone (anticipated to be the Residential 1 Zone) of which 41ha is already zoned Low Density Residential.
- Based on the above rezoning scenarios, the ODP area (regardless of other locations around town) could be subdivided to create approximately 1,470 Residential 1 Zone lots and 67 Low Density Residential lots – including the Low Density lots that already exist. Based on the past ten years new dwelling approval statistics in Leongatha (average 50 new dwellings per year), the ODP area alone has the potential to satisfy more than 30 years of Leongatha's residential land demand.
- Based on an estimated average occupancy of 2.4 persons per household, the ODP area at full development has the capacity to accommodate approximately 3,600 persons. With consideration to open space requirements, buffers for commercial uses and the typically lower than average residential densities of country towns, it is reasonable to assume that 2,500 to 3,000 persons is a more likely approximation of the population outcome. At 3,000 persons, this is a 65% increase on the total current population of Leongatha - 4,667 persons (ABS Census 2006).

2.2 *Residential Development Challenges and Opportunities*

The ODP area contains 13 large lots, each in separate ownership (smallest lot is 3.5ha) that are identified for potential future residential development. In response to the development scenario outlined above, the ODP challenges are to:

- Identify indicative main collector roads through the residential areas.
- Identify road, pedestrian and infrastructure service links between separate land parcels to form integrated residential developments – including connectivity to established areas.
- Identify candidate open space opportunities.
- Provide a basis from which to undertake further investigation of the requirements for new social infrastructure.

Note: The ODP does not consider residential land supply issues – e.g. how much land is released in order satisfy the 15 year land supply requirement of the Planning Scheme. These issues must be addressed when land is proposed to be rezoned.

2.3 Commercial Development Challenges

The proposed commercial development areas fronting the South Gippsland Highway affect seven lots, each in separate ownership – five of which are on the eastern side of the Highway. The ODP challenges are to:

- Minimise detrimental amenity effects resulting from commercial uses on existing and future residential developments.
- Promote commercial developments while protecting the retail primacy of the Town Centre.
- Identify traffic management options / road infrastructure requirements along the South Gippsland Highway to service developments on both sides of the Highway – including potential residential development access points to the Highway.
- Create an attractive southern township entry point to Leongatha.

2.4 Infrastructure Challenges

Roads Infrastructure

Development of the ODP area will necessitate the provision of new and costly road infrastructure within the subject land; immediately adjoining the land, and in some cases, at points distant from the land. It is anticipated that two new highway traffic treatments will be required and an upgrading of the existing highway intersection at Simons Lane / Boags Road. The full length of Simons Lane will require sealing to a level sufficient to handle a full development scenario, with safety improvements necessary at its intersection with the Bass Highway. The intersections of Greenwood Parade and Parr Street with the South Gippsland Highway (Koonwarra Road) will require improvement. The ODP challenges are to:

- Identify the areas where significant road infrastructure work is likely to be required.
- Identify a priority for works to guide the staged development of the area – e.g. what works are required when what land is developed?

- Outline principles which clarify expectations for development contributions.
- Initiate a process to formalise the infrastructure requirements and funding arrangements through the Planning Scheme.

Stormwater drainage

Stormwater drainage currently occurs across much the ODP area outside of declared waterways and drainage easements. This is acceptable for undeveloped land however new commercial and residential development will require consideration to stormwater connectivity to avoid further exacerbating the existing drainage problems emerging in the area. The ODP challenges are to:

- Identify the natural drainage lines across the ODP area.
- Identify key areas where new stormwater connectivity is required – including connections between the eastern and western sides of the highway.
- Establish indicative easement locations to create stormwater connectivity to Coalition Creek.
- Establish principles to guide public and private sector investment in stormwater drainage.

Social Infrastructure

A full development scenario of the proposed residential land in the ODP area will most likely require the provision of new community social infrastructure such as (for example) an aged care facility, a kindergarten, childcare centre or even (potentially) a school. These uses are normal to residential areas and often do not require land rezoning. This fact, combined with the difficulty in determining when such features are likely to be required means that the ODP does not seek to identify exactly where, when and how these uses should be established.

The provision of key social infrastructure in the ODP area has implications for Leongatha as a whole, as well as the broader surrounding region. If new social infrastructure is not to be provided in the ODP area it must be recognised that population growth within this area will place additional pressure on the township's existing services.

Decisions on the planning for key social infrastructure, such as schools and aged care facilities typically extend beyond the scope and direct influence of councils. As part of the ongoing implementation of the ODP, Council should seek to engage the State and Federal Governments to ensure that funding is secured to provide an equitable level of new or improved social infrastructure services commensurate to Leongatha's anticipated growth.

Until greater certainty is available, the future subdivision of Area C on the Land Use Plan (see Attachment 1) benefits from the identification of a reserve

area of at least 4ha suitable for the provision of future social infrastructure. This matter should be further explored in consultation with the landowner as part of the land rezoning process – see additional comments at Section 4.2.

Open space is also identified in Area C on the Land Use Plan in the general vicinity of the wetland area adjoining the Rail Trail. The location of open space adjoining the Rail Trail has clear connectivity advantages and depending on its size, the land may also provide stormwater drainage / management opportunities. The Crown Land reserve in the north east corner of Area H may also provide open space opportunities subject to further investigation.

Infrastructure Cost Recovery

The Outline Development Plan identifies a range of key infrastructure features that are likely to be required for the ODP area to function in an effective manner in a full development scenario. The Plan identifies the key features that require provision by private development interests, and those features where contributions should be sought on a proportional basis from private developers to supplement Council costs - for example, where works are not immediately associated with a particular private development and a greater community benefit is derived from that infrastructure.

Public infrastructure cost recovery can occur through a number of means - e.g. planning permit conditions, Section 173 Agreements and Development Contribution Plan Overlays. The aim of this Outline Development Plan is to identify the key physical infrastructure features Council believes is required in the area and to identify how it is to be provided. Other than general estimates, costing of infrastructure has not been scoped in the ODP however it will be important for a clearer understanding of infrastructure costs to emerge before land is rezoned to facilitate development. It is currently envisaged that a Development Contributions Plan (DCP) study will be required following the adoption of the ODP. The DCP study will take the key ODP recommendations and indicative cost estimates and formalise the infrastructure and funding requirements in a Development Contributions Plan Overlay or through Development Plan Overlays (incorporating s173 Agreements) to be implemented at the time land is rezoned. *Note: The State Government recently announced (May 2011) a review of the Development Contributions System. The outcomes of this review will be important in guiding further consideration of this matter.*

2.5 Other Matters

Leongatha Hospital Helipad

The Leongatha Hospital Helipad is currently located adjoining land which is already in the Residential 1 Zone. The land adjoining the Hospital (fronting the highway) is identified in the Leongatha Framework Plan for commercial development. Safe helicopter access to the Helipad must be protected.

Planning Scheme Amendment C54 (currently under consideration) seeks to protect helicopter flight path access via the introduction of height controls (Design and Development Overlays – (DDO)) to the surrounding area. The outcomes of Amendment C54 will require consideration in the rezoning and development of land in the area proposed to be affected by the DDO's.

Gippsland Southern Health Service is planning the redevelopment of the Leongatha Hospital. The development footprint is substantial and will require the relocation of the helipad. In consideration of the safety and performance requirements of emergency services helicopters, the preferred location for the future helipad is immediately south of the existing site, to approximately the boundary with 168 South Gippsland Highway. This will increase the impact of helicopter operations on the development potential of the adjoining land.

The development of 168 South Gippsland Highway should seek to ensure that subdivision design and development does not compromise the preferred future location of the helipad site, however, if this site is seriously entertained by the Hospital, the Hospital should seek to acquire the land necessary to secure safe helicopter access, or apply a Public Acquisition Overlay (PAO) to reserve its future acquisition rights. Application of the PAO makes the Hospital a referral authority for planning permit applications in the PAO. Relocation of the helipad will require reconfiguration of the abovementioned DDO.

Highway access to the Hospital is discussed in Section 5.1 'South Gippsland Highway'.

High Speed Broadband Installation

High speed broadband is being rolled out across the region. The installation of this infrastructure has consequences on new development (especially subdivision) in terms of the location of these assets in relation to other underground assets such as sewer, water and power lines. This is a newly evolving planning matter and should be acknowledged when development proposals are considered.

3. VISION AND OBJECTIVES

With consideration to the issues and challenges outlined above, the **Vision** of the Southern Leongatha Outline Development Plan is:

To achieve a high quality residential and commercial development layout that responds to the landform, amenity and infrastructure requirements of the subject land and its surrounds, in a long-term equitable manner.

The **Objectives** of the Outline Development Plan are to provide a planning framework that will:

- Clearly identify preferred future land uses for particular areas and the relationship of these uses to the surrounding area.
- Identify areas where new and upgraded road traffic and pedestrian infrastructure is required within and around the subject land to facilitate the commercial and residential development of the land.
- Provide principles and site specific recommendations to address the amenity issues which may result from the interface of future residential developments with highway frontage commercial uses.
- Identify key drainage lines, waterways, connectivity bottlenecks and stormwater management principles that will facilitate appropriate stormwater management in a full development scenario.
- Clarify expectation for both the public and private sector on the provision and funding of infrastructure necessary to achieve high quality integrated planning of the area.
- Provide a basis from which to investigate in detail the social infrastructure requirements necessary to support a full development scenario.
- Encourage the development of sustainable communities in accordance with the principles of ecologically sustainable development.
- Provide a framework for further strategic investigations to further the Vision and Objectives of the Outline Development Plan.

4. LAND USE FRAMEWORK

The land use pattern envisaged for the ODP area is expressed in the ODP Land Use Plan – see **Attachment 1**.

The Land Use Plan is based on the Leongatha Framework Plan at Clause 21.04-4 of the Planning Scheme. The plan details Council's preferred uses for the areas within the ODP. The exact locations of the boundaries defining the proposed uses are indicative and may vary depending on site specific justification provided when rezoning is considered.

4.1 *South Gippsland Highway Frontage Uses*

Area A - Bulky Goods Retail Area

Extensive investigation and review has determined this area (approximately 8ha) as the preferred location and configuration for Bulky Goods Retailing in Leongatha.

Applications to rezone and develop land in the Bulky Goods Retailing area should be guided by the following principles:

- A site layout that provides;
 - Generally consistent building setback line (allowing for architectural articulation) incorporating car parking spaces within the front setback in sufficient quantity to contain anticipated car parking demand at full development.
 - Preferred building height of no more than two storeys, or ten metres, above natural ground level.
 - A buffer to existing and future residential area of sufficient depth to soften (through screen planting) the visual appearance of commercial developments.
 - The long term potential for Highway lane duplication and intersection upgrading along the road frontage – to a width of 5 metres along the Highway.
- Provide high quality building and landscape design suitable to a township entry point.
- Provide building setbacks and/or building height restrictions to protect the safe operation of the Hospital helipad – see Section 2.5 Leongatha Hospital Helipad.
- The Bulky Goods Retail Precinct is to be used for Bulky Goods Retailing and strongly discourage industrial land uses or other uses which may have an adverse impact on the amenity of the surrounding area. Retail and commercial uses typically located in the Town Centre are to be strongly discouraged from establishing in the Bulky Goods Retail Precinct.

- Development of the area may occur in stages. Rezoning and development proposals must demonstrate an ability to provide integrated development across the entire Bulky Goods area in terms of building layout and site operation; internal traffic movements and car parking; minimising highway entry points; and integrated stormwater drainage. Proposals will benefit from the provision of a Development Plan Overlay (or similar mechanism) that demonstrates how integrated development may be achieved within the site, and over time – if staging is proposed.
- Hours of operation to be restricted to protect the residential amenity of the surrounding area.
- Car parking to be provided within the site at a rate of not less than a minimum of 1.5 spaces per 100sqm of retail floor space.
- The initial application to rezone land for Bulky Goods Retailing should consider the development of a Local Planning Policy to guide Council decision-making discretion in the area on both sides of the Highway proposed for commercial development.

Traffic access matters regarding the Bulky Goods Retail Precinct are considered in Section 5 Infrastructure Framework.

Area B - Highway Frontage Commercial Area

The Highway Frontage Commercial Area has an area of approximately 5ha situated south of the established township and north of the road reserve at the southern boundary of Lot 2 LP4340. Development of this area shares many of the challenges faced by the Bulky Good Retail Precinct in terms of its interface with surrounding land uses, traffic management and infrastructure provision.

Applications to rezone and develop land in the Highway Frontage Commercial Area should be guided by the following principles:

- Provide a buffer to existing and future residential area of sufficient depth to soften (through screen planting) the visual appearance of commercial developments.
- Provide building setbacks and/or building height restrictions to protect the safe operation of the Hospital helipad – northern area only.
- Provide high quality building and landscape design suitable to a township entry point.
- The Highway Frontage Commercial Area is to establish uses that:
 - Are uses not typically located in the Town Centre and will not weaken the primacy of the Town Centre;
 - Are unlikely to have a relationship with the Bulky Goods Retail Precinct that will generate large volumes of cross highway traffic movements;
 - Gain commercial benefit from exposure to passing highway traffic;

- Are not industrial uses or likely to adversely affect the amenity of future surrounding residential areas.
- Development of the area may occur in stages. Rezoning and development proposals must demonstrate an ability to provide integrated development across the entire area in terms of traffic movements, minimising highway entry points and integrated stormwater drainage. Proposals will benefit from the provision of a Development Plan Overlay (or similar mechanism) that demonstrates how integrated infrastructure development may be achieved within the site.
- Provide a buffer area for the long term potential for Highway lane duplication and intersection upgrading along the road frontage – to a width of 5 metres along the Highway.
- The initial application to rezone land for Highway Frontage Commercial Use should consider the development of a Local Planning Policy to guide Council decision making discretion within the area.

Traffic matters regarding the Highway Frontage Commercial Area are considered in Section 5 Infrastructure Framework.

4.2 Residential Development

The Outline Development Plan area represents a prime residential growth option for Leongatha and has sufficient land to accommodate more than 30 years of residential development based on recent new dwelling construction figures. As noted above, the ODP does not seek to control residential land supply – e.g. when and how much land is released. The ODP seeks to promote integrated development across multiple ownerships to achieve the abovementioned Vision.

In addition to the requirements of the Planning Scheme, applications to rezone and develop land for residential development should be guided by the following principles:

- Promote the rezoning of residential land on a precinct basis and avoid where possible lot specific rezonings – especially in relation to smaller lots;
- Promote contiguous urban development which integrates with existing development – avoiding isolated (leapfrog) development.
- Place boundaries between different residential zones along roadways and open space.
- Have close regard to the requirements of the ODP especially in relation to the layout, provision and funding of infrastructure and the requirements of the Infrastructure Design Manual.

The following points highlight some of the site specific issues associated with residential development within the ODP area.

Area C

Area C contains the two largest greenfield residential development lots within the ODP Area. Area C has a total area of approximately 60ha in three separate ownerships. The large lot size, concentrated ownership and suitable landform, provides this area the opportunity to be developed over an extended period of time in an integrated and staged manner.

In addition to the requirements of the Planning Scheme, the rezoning and development of this area should consider / provide for, the following.

- Apply the Residential 1 Zone (R1Z) to the area. As a key greenfield site, residential development should seek to maximise efficient use of the land through subdivision at Residential 1 Zone densities.
- Apply a Development Plan Overlay or similar planning control to guide the integrated layout of the entire area. The site layout should provide road connectivity (in the long term) from Greenwood Parade through to Simons Lane and the South Gippsland Highway, using a layout that discourages the use of these roads by non local traffic – see Attachment 2.
- The identification (in consultation with the affected landowner) of a
 - 4ha (minimum) open space reserve to be sited in the northern half of Area C on the less sloping land in this locality.
 - 1ha land parcel to be reserved for future community infrastructure – to be situated adjoining the open space reserve.Establishment of both reserves should be considered in the preparation of a Development Plan Overlays for the site. Provision of open space is a requirement of the Planning Scheme subdivision provisions however a Public Acquisition Overlay (PAO) may be required to secure the entire 4ha land parcel. A PAO is likely to be required (subject to negotiations with the landowner) to secure the 1ha community infrastructure site.
- Provide a residential subdivision pattern along the boundary of the Bulky Goods Retail Area that assists in reducing the potential amenity impacts resulting from this interface. For example, minimise the number of adjoining residential lot, or provide lot depth sufficient to allow additional vegetation screening within these lots.
- Consider the current and future operational requirements of the Leongatha Hospital Helipad in the layout of subdivisions in the immediate proximity to the Helipad. *Note: flight path protection to the Helipad is currently subject to planning scheme amendment C54. Surrounding developments must have regard to the outcomes of the amendment when implemented.*
- Investigate the potential for a small open space reserve adjoining the wetland area next to the rail trail. *Note: Council does not normally support the use of drainage and wetland areas for open space however a small local park in this location would complement the Rail Trail use.*

Area D

Identified in the Leongatha Structure Plan as a 'Rural Living Investigation Area', Area D is to provide a buffer between the existing Rural Living Zone developments adjoining Simons Lane and Boags Road and future Residential 1 Zone development to the north. Consideration may be given to application of the Low Density Residential Zone (LDRZ) in this area as this zone will also achieve the required buffer effect. The land on the eastern side of the Highway has been identified as possible 'Future aged care facility' in accordance with the recommendations of the Amendment C76 Panel Report.

Area E

Identified in the Leongatha Structure Plan as 'Future Urban Residential' this individual lot of 4ha (lot 3 LP4340) is suitable for inclusion in the Low Density Residential Zone. Use of the LDRZ will reduce residential interface issues with the commercial uses occurring in Areas A & B and accords with the existing zoning of Area G and potential zoning of Area D. Application of the LDRZ will assist in protecting the visual amenity of the southern township entry. Residential subdivision of the land should avoid the creation of road or driveway access to the Highway unless this access can safely integrate with the traffic management measures required to facilitate the commercial developments in Areas A and B.

Area F

This land is suitable for inclusion in the Residential 1 Zone. As per Area C, the interface between residential and commercial uses will require sensitive buffer treatment to protect the amenity of adjoining residents. Residential development of the three western lots should be discouraged until the eastern boundary of Area B is established through rezoning or development. Road access to/from the highway should be discouraged unless access can be safely integrated with traffic management measures required to facilitate the development of Area B. Development of lot 6 LP4340 must have close regard to the waterway and drainage requirements of the area and provide a subdivision layout which retains the ability to provide vehicle access to the road reserve adjoining the lots southern boundary.

Opportunity exists through subdivision layout and lineal open space reserves to create continuous pedestrian connectivity from the open space reserve at the eastern end of Parkside Reserve (Res 1 PS534165) south east through Area F, linking into Tarwin Ridge Boulevard – see Attachment 2.

Development of Lot 1 TP215464U should investigate potential soil contamination from the previous use of the northern adjoining (up hill) land formerly used as an aerial spraying (crop dusting) airfield – Sky Farmers site.

Area G

Land currently zoned Low Density Residential and subdivided in accordance with the zone density. Retain in the Low Density Residential Zone.

Area H

The area is zoned Low Density Residential and subject to a current planning permit for Low Density Residential subdivision which is yet to be acted upon. Should the current planning permit not be acted on, the land has characteristics that support the application of the Residential 1 Zone – subject to land supply assessment.

The eastern area of the lot is subject to inundation from Coalition Creek. The subdivision lot yield and layout in this area (if superseded by the currently approved subdivision permit) will require close consideration to the requirements of the Catchment Management Authority. In combination with Areas K & I, the lot's frontage to Coalition Creek provides stormwater drainage opportunities for an extensive drainage catchment which must be considered in the subdivision of the land. Subdivision of the land should investigate the provision of open space adjoining the Crown Land reserve. Depending on the impacts of potential inundation, retention of the Low Density Residential Zone in the area adjoining the waterway is considered appropriate.

Area I

This land is currently in the Farming Zone and surrounded on two sides by Low Density Residential zoned land. In consideration of the lot's distance from the Town Centre, topography and proximity to Coalition Creek, the Low Density Residential Zone or Rural Living Zone are the preferred residential zones for this land. Given its location on the edge of the ODP area, its long term retention in the Farming Zone will not adversely impact the development of other sites in the ODP area. The subdivision of Area H should allow for connectivity to Area I to facilitate future development.

Area J

Currently in the Residential 1 Zone and subject (in part) to a planning permit to create Residential 1 Zone lots, the land should remain in the Residential 1 Zone.

Area K

Currently in the Farming Zone, the land is identified in the Leongatha Structure Plan as 'Future Urban Residential'. Subject to consideration of inundation (as per Area H & I) the land is suitable for application of the Residential 1 Zone. Application of the Low Density Residential Zone or Rural

Living Zone in the area adjoining Coalition Creek may be required in response to inundation issues.

Part of this area is used as a vineyard. It is not the purpose of this Outline Development Plan to either encourage or discourage via planning measures the continuation of this use. It is noted however that legitimate operational requirements of the vineyard (e.g. machinery operation, chemical spraying etc) may generate amenity concerns for future adjoining residents and these concerns may place operational pressures on the vineyard. The potential for conflict is evident and future rezoning and subdivision applications will benefit from open discussion and understanding on how these matters may be considered.

5. INFRASTRUCTURE FRAMEWORK

Successful development of the Southern Leongatha Precinct will be predicated on the timely provision of the required physical infrastructure necessary to support each stage in the development of the area.

The land uses identified in the Outline Development Plan will require the provision of new physical infrastructure within and adjoining the subject sites, and in some cases, the upgrading of infrastructure (such as Highway intersections) at locations distant from the subject site. This includes areas outside of the boundaries of the ODP. The ODP Road Reserve Infrastructure Plan is provided in Attachment 2 'Road Reserve Infrastructure Plan'.

In accordance with normal development principles, private developers will be required to pay for the provision of physical infrastructure (e.g. roads, footpaths, open space, drainage, sewer pumping stations & other utilities) within the boundaries of the land they are developing. Where new or upgraded infrastructure is required on road reserves or other public land immediately adjoining a private development site, the developer will be required to provide or fund the provision of infrastructure, if that infrastructure is primarily required to facilitate the private development. Where infrastructure upgrades are required on public land to facilitating private development (however a greater community benefit will also be accrued from the provision of that infrastructure) the costs should be borne between the public and private sector at an agreed rate.

Attachment 2 details key road reserve infrastructure required to facilitate development within the ODP area at a full development scenario. The purpose of the plan is to demonstrate key layout principles and infrastructure provision obligations which should be considered when land is rezoned and developed. The recommendations expressed in the Plan are based on the findings of the O'Brien Traffic Report (Proposed rezoning to Business 4 & Residential – South Gippsland Highway, Feb 2009) and the SMEC Traffic Report (Transport and Traffic Impact Assessment Report – Southern Leongatha, January 2011). The O'Brien report was prepared on behalf of a private development interest. The SMEC report was prepared at the request of Council, specifically to inform the preparation of the Southern Leongatha ODP.

The Road Reserve Infrastructure Plan is based on current best estimates of future land uses. The infrastructure requirements may vary in time depending on specific development requirements and the requirements of agencies like VicRoads, however the principles expressed in the plan, in combination with the ODP infrastructure *Objectives* detailed above remain relevant. It is specifically noted that the ODP's preference for roundabout intersection treatments is predicated on current traffic engineering practices. Alternative treatments in the future may be appropriate and should be considered on merit at the time as appropriate. Infrastructure cost estimates have been

provided by Council's Engineering Department and have been determined without the detailed design plans necessary to provide accurate costings.

The various highway infrastructure responses detailed below have been prepared in response to the position of VicRoads that highway speed limits will not be reduced until development is occurring. This is a significant impediment to establishing development in the ODP Area. Council should continue its discussions with VicRoads to amend this position for the ODP Area and seek to implement a low speed environment that will reduce infrastructure requirements.

The following comments discuss specific elements within the infrastructure plan.

5.1 South Gippsland Highway

The South Gippsland Highway is a State Highway and the responsibility of the Roads Corporation (VicRoads). All buildings and works within the road reserve must be designed and constructed to the satisfaction of VicRoads. The roundabouts discussed below are intended to be single vehicle width carriageways, however new development planning (including the application of Public Acquisition Overlays if required) should consider the long term potential for duplication of the South Gippsland Highway as far south as Simons Lane. *Note: VicRoads currently have no plan to duplicate this area of the Highway.*

Feature 1 - Highway roundabout

A single carriageway roundabout should be situated to provide sole access to the development on the lots on both sides of the highway, including the future residential area behind the commercial development on the western side of the highway. Allowing highway access for the western residential area will reduce pressure on Greenwood Parade and the Simons Lane / South Gippsland Highway intersection. Residential access through a commercial area is not ideal and should be addressed by providing a wide road reserve to allow significant landscape plantings to soften the visual appearance of the residential gateway entry.

Similar measures may be possible for access to the residential areas on the eastern side of the highway however this land (Lot 1 TP215464) has the potential to connect to the established and approved (but not yet developed) road network connecting to Parr Street and Tarwin Ridge Boulevard. These connections should be explored before residential access through the eastern commercial area is promoted. If residential access is allowed, similar access measures to those on the western side of the highway should be promoted.

Infrastructure is to be provided / funded by the benefiting developer. The works should be completed prior to the commencement of the adjoining uses. Exact location of the roundabout is subject to further investigation.

Hospital access

Primary access to the Leongatha Hospital is via the intersection of Parr Street and the South Gippsland Highway. This intersection is substandard and potentially hazardous. VicRoads 'Crashstats' recorded 3 reported crashes between 2002 and 2007, which is the highest for any intersection on the South Gippsland Highway south of the Town Centre. The Hospital is being redeveloped and would like to improve its primary road access.

The SMEC Traffic Report identifies the potential to access the hospital from the roundabout (Feature 1), through the commercial and residential areas and either directly into the hospital site or via Bryne Street. The Hospital has expressed concern with the SMEC option as it is viewed as an overly complex route to reach the Hospital. To address this problem, the Hospital has recommended that the roundabout be moved closer to the southern boundary of the Hospital so that a service road can be connected along the highway to the Hospital. This would provide more direct access to the Hospital however it would place the roundabout nearer to the crest in the highway and could likely generate traffic safety issues. In the absence of a traffic study to address this specific matter, the hospital access options are included in Attachment 2 as indicative options.

The traffic studies that support the ODP do not clarify how close to the highway crest a roundabout may be safely constructed, or what highway speed limits would be necessary to create a safe traffic environment. Developments in the surrounding areas may require highway speed limit reductions prior to this feature being developed, which may then provide greater flexibility in the siting of this roundabout. However in the absence of more detailed traffic investigations, and the difficulty in reducing speed limits prior to development occurring, the preferred location for the roundabout is midway (or further south) of the highway frontage of 168 South Gippsland Highway.

Feature 2 – Highway roundabout

The preferred location for a roundabout is opposite the road reserve adjoining Lot 3 LP4340. This location provides the option to use the unmade road reserve east of the highway to provide access to the eastern residential areas. Investigate options to offset the roundabout to the west to avoid the need to acquire private land to construct a suitably sized highway roundabout.

The subdivision / development of Area E (Low Density Residential Development) should use the adjoining road reserve as a highway access point, reducing or removing the need to create new access points onto the highway.

Infrastructure is to be provided / funded by the benefiting developer. The works should be completed prior to the commencement of the adjoining commercial uses.

Feature 3 – Upgraded South Gippsland Highway intersection treatment

The O'Brien Traffic Impact Assessment February 2008 found that development of the Bulky Goods Retail Precinct alone will not necessitate the upgrading of the intersection however the subdivision of Residential 1 zoned land (with access to Simons Lane) will require intersection upgrading. Further residential subdivision of land east of the highway (with access to Boags Road) will also place additional pressure on this intersection. See below comments on the closure of Simons Lane.

Both the O'Brien and SMEC traffic reports recommend the upgrading of the intersection with a roundabout. This is likely to require the acquisition of small sections of the four privately owned lots fronting the intersection. If provision is made for highway duplication (which is likely to end at Simons Lane) a Public Acquisition Overlay will be required to secure enough land to construct the roundabout.

In recognition of the time, cost and technical challenges involved in facilitating the development of this intersection upgrade, Council, VicRoads and the private development interests in the area should implement measures in the near-term to develop and implement a process, such as a Development Contributions scheme, to facilitate the upgrading of the intersection.

The upgrading of this intersection will be largely determined by the outcome of the decision to either close Simons Lane (for through traffic to the Bass Highway) or to keep the road open and upgrade it to manage the anticipated additional vehicle movements. These matters are discussed in Section 5.2 'Simons Lane' below.

Features 4 and 5 Upgraded South Gippsland Highway intersection treatment

The SMEC traffic report has assessed the suitability of the existing South Gippsland Highway (Koonwarra Road) intersection arrangements at Parr Street and Greenwood Parade to manage a full development scenario. The report has determined that both intersections require upgrading and that roundabouts are an appropriate response. The Parr Street intersection is already a substandard intersection and additional residential traffic from Areas C & D (see Attachment 1) will place significant additional pressure on the Greenwood Parade / Highway intersection.

Improvement to these intersections presents one of the more significant challenges to the development of the ODP Area. The intersections are already substandard and the broader community benefit to be gained from their upgrading means that requiring developer interests in the ODP area to pay

the full cost of intersection upgrades cannot be achieved. Intersection upgrades will be expensive and the primary responsibility of VicRoads. The upgrading of these intersections is not considered essential for the initial establishment of commercial uses in the ODP Area however will be required in a full development scenario.

The longer term upgrading of these intersections should be included as part of a development contributions scheme. Further discussions with VicRoads are required. The timing of these works will be affected by any decision to close Simons Lane and the longer term option to extend Parr Street to the Bass Highway.

South Gippsland Highway Speed Limit

Development of the highway frontage in accordance with the ODP should trigger a reduction in the current 100kph speed limit to a lower limit approved by VicRoads. 70kph is considered by Council the maximum speed that should be applied to the area north of Simons Lane and should form the basis for further discussion with VicRoads. In a full development scenario the Simons Lane / South Gippsland Highway intersection becomes the southern gateway to the town and a logical starting point for a 60kph zone – especially following the establishment of highway roundabouts.

South Gippsland Highway Shared Pedestrian / Cycle path

A shared pedestrian / cycle path should be constructed from Simons Lane to the existing footpath network adjoining the Hospital. Footpaths adjoining the Bulky Good Retail Precinct should be provided by the developer of the land at the time of initial development. Pathway access past the Hospital is constrained by the narrow and steep landform of the road reserve. Development of a pathway may require use of a small section of the south eastern boundary of the Hospital site. A pathway may be required on the eastern side of the highway depending on the nature of the uses that establish on the eastern highway frontage. Pathways on both sides will reduce the likelihood of uncontrolled pedestrian crossing of the Highway.

5.2 Simons Lane

Simons Lane – Current Conditions

Simons Lane is sealed between the South Gippsland Highway and Ditchley Court, a distance of approximately 500 metres. West of Ditchley Court the surface is unsealed for a distance of approximately 2km, ending at the Bass Highway intersection. The Bass Highway intersection is situated immediately north of a crest in the highway which makes right hand turns into and out of Simons Lane potentially dangerous.

Traffic counts taken at the western end of Simons Lane display approximately 130 daily vehicle movements (both directions), while counts taken between Ditchley Court and Davis Court display 285 daily vehicle movements, however the location of the traffic counter does not capture vehicles turning east from Davis Court. At its current level of usage the existing mix of sealed and unsealed road surface and basic highway intersection treatments are adequate to manage traffic demand, however Simons Lane is poorly placed to manage increased demand without significant upgrading.

Closing Simons Lane

The O'Brien and SMEC traffic reports are based on different study methodologies and plan for different outcomes. While differences exist, it is clear from both reports that highway frontage commercial development will impact Simons Lane to a point that the road must either be upgraded or closed.

In broad overview the O'Brien report estimates that the establishment of 8ha of bulky goods retailing on the highway would increase daily traffic volumes on Simons Lane to 1,460 vehicle movements per day. In a full development scenario (involving residential development between the highway and the Rail Trail) this figure increases to 2,513 movements. The SMEC report, which factors into its assessment a full development scenario on the eastern side of the highway (commercial and residential) estimates a daily rate of 2,834 movements. Council's Road Asset Management Plan recommends that consideration be given to the sealing of unsealed roads once traffic movements exceed 150 vehicles per day.

While the traffic study figures are very high, the traffic generation rates used to calculate the number of visits made to the commercial areas per hour are based on averages derived from large urban centres (O'Brien report) and the Road Traffic Authority in Sydney (SMEC report). The SMEC report estimates that 8ha of bulky goods retailing will generate 800 vehicle trips in a peak hour. It is exceptionally unlikely that this generation rate will be achieved in a small country town.

Although the commercial traffic generation rates could be more than double the likely outcome for a rural scenario, it is clear that only a very limited introduction of new development in the subject area will necessitate the upgrading of Simons Lane.

Assuming the developer of Area D seals the unmade section of Simons Lane east of the Rail Trail, the remaining section of road west of the Rail Trail would (if undertaken in the short term) be primarily the responsibility of Council. In combination with improvements to the Bass Highway intersection, preliminary cost estimates for these works exceed \$2 million. Council does not presently have this money available to commit to these works.

It is the recommendation of the Outline Development Plan that Simons Lane be formally closed at the Bass Highway intersection as a short to medium term measure to facilitate the establishment of commercial developments in the ODP area. VicRoads do not object to this recommendation. Permanent ongoing closure of Simons Lane is unlikely to be an acceptable outcome in a full development scenario. A development contributions scheme is critical to the long term funding of the works required to reopen Simons Lane to an appropriate standard. The consequences of closing Simons Lane are discussed below.

Simons Lane / Bass Highway Intersection

As noted above, the intersection of the Simons Lane and the Bass Highway (see Attachment 2, Feature 7) is substandard and potentially dangerous due to the poor sight lines resulting from the crest in the Bass Highway immediately south of the intersection. The existing intersection configuration is poorly suited to handle additional traffic and will require significant upgrading to safely handle a full development scenario.

Both the O'Brien and SMEC traffic reports recommend that turning slip lane ('seagull' treatments) be placed in the Bass Highway to allow vehicles to safely slow down on the Highway before turning into Simons Lane. The slip lanes allow non turning traffic to continue at speed through the intersection. Preliminary cost estimates for these intersection works are between \$1.3 and \$1.5 million.

Slip lanes will improve traffic safety however the highway crest will continue to obscure sightlines for vehicles heading north through the intersection. The best option to address the intersection safety issues is to relocate the intersection further to the north to a location with safe sightlines (in accordance with Austroads guidelines) allowing more reaction time for drivers on the Highway. Assuming the closure of Simons Lane, the relocation of this intersection is a longer term objective and should be included in the development contributions scheme to assist in the funding of the works. An indicative location for the intersection realignment is provided in Attachment 2. A detailed traffic investigation is required before a precise location for the realignment is identified. Acquisition of private land will be required. The realignment should seek to minimise the potential impact on the dwelling situated near the intersection at 75 Simons Lane.

Intersections along Simons Lane

The O'Brien Traffic report recommends roundabout construction at the Simons Lane intersections with Ditchley Court and Davis Street. This option was presented in the ODP Discussion Paper. The SMEC traffic report does not support this option and recommends that road access from Area C (through Area D) be provided by two new T intersections offset a safe distance from the Ditchley Court and Davis Street intersections. The provision of two T intersection access points generally accords with the subdivision

design standards of Clause 56.06-7 (Standard 20) of the Planning Scheme. This option has been incorporated into the final version of the ODP.

The creation of new road access points onto Simons Lane should be strongly discouraged until such time as the Simons Lane / South Gippsland Highway intersection has been upgraded and Simons Lane sealed to the Bass Highway and that intersection upgraded.

The speed limit along Simons Lane should be reduced to 60kph at the time when residential development is established on the northern side of the road.

Closing Simons Lane will improve safety at the Rail Trail crossing – see Feature 6. In a full development scenario (Simons Lane open to the Bass Highway) improved safety / warning measures will be required at the Rail Trail crossing. This may involve lowering the speed limit west of the crossing point.

5.3 *Parr Street extension*

Closing Simons Lane is an interim response to facilitating development in the ODP Area. In a full development scenario it is critical that east / west access be provided to the Bass Highway, either via the full construction of Simons Lane or by the establishment of a new route.

If Simons Lane is closed, the incremental establishment of commercial and residential development across the ODP area will over time increase traffic movements through the Town Centre and onto the Bass Highway. Young Street will experience gradual increase usage. Gwyther Siding to the south of the ODP area may also experience increased usage by local residents aware of this link between the highways.

The SMEC traffic report identifies the option to construct Parr Street west of Greenwood Parade to the Bass Highway – opposite the cemetery. This would provide an alternative route to the use of Simons Lane and also reduce usage on Young Street. The road reserve already exists. A preliminary costing for the construction of Parr Street west of the Rail Trail to the Bass Highway (including intersections at the Bass Highway and Greenwood Parade) is \$1.9 million. This does not include the estimated \$2.5 million required to upgrade the intersection at Parr Street / South Gippsland Highway.

The cost of developing Simons Lane (full seal and intersection works) and the Parr Street extension to handle traffic in a full development scenario are such that it is unlikely that both options will be feasible except in the very long term – 20 to 30 years or more. It is the preference of this ODP that priority is given to constructing Simons Lane and its associated intersection upgrades. This provides a more effective means to respond directly to the most immediate traffic generation issues that will result from the establishment and ongoing development of the ODP area.

Town Centre Bypass

While preference is given to upgrading Simons Lane, the long term option to extend Parr Street has been included in the Road Reserve Infrastructure Plan.

Beyond the scope of the ODP is the continuing objective of Council to create a Town Centre bypass along Hughes Street and Long Street. If this is constructed, it raises the potential to use the Parr Street extension as a means to remove vehicles from McCartin Street. This potential is contingent on the Town Centre bypass being constructed as well as the upgrading of the Parr Street / South Gippsland Highway (Koonwarra Road) intersection, however the benefits that may be gained from this outcome warrant its inclusion in the ODP as a long term transport option. Further detailed investigation of this option is required before it is seriously entertained especially in relation to the impacts of this route on the adjoining established residential areas.

5.4 Boags Road

Currently sealed, Boags Road is unlikely to require upgrading (widening or higher construction level) in the short or medium term. At a full development scenario upgrading may be required depending on the eventuating traffic demand.

The SMEC traffic report statics (by extrapolation) estimate that Boags Road in a full development scenario (with Simons Lane open) will service approximately 2,700 vehicles per day. Pursuant to Planning Scheme Clause 56.05-8 'Lot access objectives' this is equivalent to 'Access Street - Level 2' (lower status than a connector road) A shared pedestrian / cycle path should be provided on the northern side of Boags road.

The time at which Boags Road might require upgrading and the shared pedestrian / cycle path provided, should be considered as part of a developer contributions scheme - DCPO or other cost recovery method.

5.5 Tarwin Ridge Boulevard

Tarwin Ridge Boulevard should be constructed through to Parr Street generally in accordance with the location detailed in the subdivision plan approved as part of planning permit 2004/346 – as detailed in Attachment 2. Tarwin Ridge Boulevard should form the primary north / south link between Boags Road and Parr Street. The existing shared pedestrian / cycle path should be extended to Parr Street and linked to the existing pathway network on the northern side of Parr Street. Existing gaps in the Parr Street footpath network should be rectified to service existing use requirements as a priority separate to this Outline Development Plan.

5.6 Coalition Creek pathway

Where residential development is located in close proximity to waterway reserves, informal walking tracks often develop as residents use the land as passive open space or as informal connectivity to surrounding areas. Lineal waterway reserves can be difficult and costly for Council to maintain and can present risks when floods occur. Despite this, a pathway along the waterway would provide an amenity and connectivity benefit to the area. Subdivision of land adjoining the waterway should provide Council the longer term option to create a pathway along the waterway – subject to further investigation and consultation with the Catchment Management Authority. This pathway is identified in the Paths and Trails Strategy 2010 as a 'Proposed gravel path'.

5.7 Stormwater Drainage

Achieving integrated stormwater drainage for new residential developments is already presenting challenges in the ODP area. Problems typically occur when new developments do not have direct access to a declared waterway and require private land (not in the ownership of the developer) to achieve stormwater drainage. While Council has compulsory acquisition powers that may be used to secure drainage outcomes, the ODP process presents the opportunity to develop a plan to guide future developments and avoid drainage bottlenecks and infrastructure duplication. The ODP Objective in relation to stormwater drainage is to:

- Identify key drainage lines, waterways, connectivity gaps and stormwater management principles that will facilitate appropriate stormwater management in a full development scenario.

Attachment 3 'Drainage Plan' details drainage watersheds, drainage lines, wetlands, stormwater infrastructure and areas (gaps) where stormwater connectivity is required.

The planning system provides guidance in the management of stormwater through the State Planning Policy Framework; the residential development and subdivision provisions of Clause 55 & 56 of the Victorian Planning Provisions, and through the implementation of Water Sensitive Urban Design principles promoted by drainage and catchment authorities. Drainage planning is also captured at local government level by Council's adopted Infrastructure Design Manual.

It is not feasible in an Outline Development Plan to provide a high level of detail regarding the drainage infrastructure likely to be required across the ODP area. This is because subdivision and development plans are yet to be developed from which stormwater flows and off site impacts may be fully understood. While acknowledging these shortcomings, and the existing body of policy direction, the following points discuss a number of the site specific issues that must be considered by developers in the preparation of their rezoning or development applications. These points should also be considered by Council and the Catchment Management Authority in their further planning for development in the ODP area.

5.7.1 Principles for Stormwater Planning

In addition to the requirements of the Planning Scheme, applications to rezone and develop land for both commercial and residential development should be guided by the following principles:

- Applications to rezone land where development details are not provided (e.g. no subdivision plan provided) should be accompanied by a stormwater management plan which displays how stormwater can be managed across the site and distributed to a legal point of discharge when development occurs.
- Applications to develop and subdivide land should be accompanied by a detailed stormwater management plan. This requirement may be varied if stormwater issues have been previously addressed through, for example, an approved Development Plan or other Council approved plan or agreement.
- Rezoning, development, and subdivision applications (as discussed in the above two dot points) must consider as part of their stormwater management planning the drainage requirements of upstream and down stream development requirements within the catchment.
- The developer will be entirely responsible for the provision of stormwater drainage infrastructure within a development site and for adjoining infrastructure in public land where the works are primarily required to facilitate a private development. Where works are required distant from a development site and the works benefit both the developer and the community, Council may request developer contributions (through a DCPO) to fund the works.
- Stormwater management infrastructure should be provided on a precinct basis which avoids the duplication of drainage reserves or other drainage infrastructure necessary to service an area.

The following points discuss specific elements within the stormwater drainage plan.

Catchment A

Catchment A drains to the wetlands adjoining the Rail Trail. The natural fall of the catchment to the south west provides ideal stormwater drainage characteristics. A declared waterway connects to the wetlands (and dam) providing the western stormwater exit point from the ODP area. Filling of the agricultural dam should be considered to maximise efficient development. A Development Plan (addressing integrated stormwater management) is required across this area to demonstrate clear continuous connectivity across the catchment to the wetland area, then exiting the ODP area.

Catchment B

Catchment B extends across the central area of the ODP on both sides of the South Gippsland Highway. With the minor exception of a small extent of frontage to Simons Lane, this area drains exclusively to the drainage reserve west of Darleen Court from where it exits the ODP area via the declared waterway crossing Boags Road, west of Tarwin Ridge Boulevard.

Catchment B - West of the South Gippsland Highway

The Catchment extends 350m west of the highway. The ODP identifies this area for Bulky Goods Retailing and a small amount of residential development. Bulky Goods Retailing will generate extensive hard surface stormwater runoff which must be managed to avoid adverse impacts on the highway and properties east of the highway. Currently drainage across the highway is managed by two 300mm culverts. The northern culvert drains water into an undeclared waterway / wetland crossing the boundaries of 167 and 197 South Gippsland Highway. The southern culvert drains into the back of the highway road reserve adjoining 235 South Gippsland Highway. East of the highway stormwater flows informally for approximately 300m before entering a declared waterway.

Applications to rezone or develop land within the Bulky Goods Retailing area must be accompanied by a stormwater management plan that demonstrates how stormwater will be managed across the entire area to be rezoned or developed. The plan must detail how stormwater will be retarded within the site to avoid impact on the Highway or lands east of the highway. The drainage plan must consider / account for increased stormwater flows to be generated from new residential development west of the Bulky Goods area. Off site stormwater infrastructure upgrades directly related to developments in this area will be the responsibility of the developer.

Catchment B - East of the South Gippsland Highway

The land east of the South Gippsland Highway is identified for Commercial Use (excluding 235 South Gippsland Highway & Lot 4 LP4340) with residential development to occur behind it. This area represents a stormwater gap, or missing link, in that drainage over this area is informal and affects up to six different landowners. Should stormwater runoff from the land west of the highway increase significantly, there is currently no formal method of achieving controlled stormwater drainage across this area to a declared waterway.

Further and more detailed investigations are required to address these issues however drainage from the southern culvert may be managed via pipe diversion to the road reserve north of 235 South Gippsland Highway, from where it may be drained directly into the drainage reserve.

Drainage across the Highway Frontage Commercial Area flows to the south and can link to the declared waterway in Lot 6 LP4340. The sequencing of development across multiple ownerships will add complexities to integrated stormwater management across this area however each development should account for the anticipated drainage requirements of the adjoining land and provide drainage infrastructure in a location most likely to achieve this outcome.

Achieving legal stormwater drainage to the waterway on Lot 6 LP4340, and from this lot into the drainage reserve adjoining Boags Road is critical to the integrated drainage planning for all of Catchment B. Benefiting developers should seek to negotiate drainage access across Lot 6 LP4340 to drain the land to the north and west. Should stormwater drainage across this land fail to be secured and this failure detrimentally affects the Objective of this Outline Development Plan, Council has the option to consider the use of its compulsory acquisition powers to secure stormwater drainage access across this land.

Catchments C and D

Both Catchments drain to Coalition Creek and present no significant problems to achieving integrated stormwater development. Two declared waterways extend into the catchments. Affecting predominantly large undeveloped lots, the layout of subdivisions should consider the drainage requirements of adjoining lots and seek to minimise the duplication of drainage reserves fronting the creek where possible.

6. OTHER MATTERS

6.1 *Reticulated sewer and water*

Residential subdivision planning throughout the ODP area should provide logical connectivity points to adjoining land to facilitate future development. Developers should discuss sewer and water requirements with the service authority before submitting rezoning or subdivision applications to Council. Council has limited involvement in the provision or location of these services and the ODP considers the provision of these services to be the responsibility of the developer. Most of the ODP area is sited on land higher than the sewage treatment plant (relative to the Australian Height Datum) however the distance from the plant and the undulating topography means that additional waste water pumping capacity will be required.

6.2 *Environmental Significance Overlay Schedule 5 Erosion*

The Environmental Significance Overlay Schedule 5 'Areas Susceptible to Erosion' (ESO5) currently affects all of the land in the Farming Zone across the ODP area. The overlay was applied without specific regard to topography or soil form in this area.

The maximum slope within the ODP area is 20% - located at 95 Boags Road. The balance of the land is moderately undulating and presents no land stability concerns. The ESO5 should be removed across the entire ODP area as rezonings are conducted.

6.3 *Environmental Significance Overlay Schedule 6 Flooding*

The Environmental Significance Overlay Schedule 6 'Areas Susceptible to Flooding' (ESO6) currently affects the southern half of the land on the eastern side of the South Gippsland Highway. The overlay was applied with little regard to the flood potential of the land. With the exception of the areas adjoining Coalition Creek, the balance of the area within the ESO6 is unlikely to flood. In consultation with the Catchment Management Authority, the removal of the ESO6 should be considered at the time of the first rezoning application in the ODP area affected by the control. Application of the Land Subject to Inundation Overlay (or similar flood overlay control) should be investigated for those areas adjoining Coalition Creek before the ESO6 is removed.

7. NEXT STEPS & IMPLEMENTATION

7.1 Processes following adoption of the Outline Development Plan

Adoption of the Outline Development Plan provides a basis from which to undertake more detailed investigations of the infrastructure required to support development in the ODP area, including the preparation of an infrastructure cost recovery method.

The provision and payment of infrastructure is a key issue in the development of the ODP area. The adopted ODP will form a basis to guide the provision of infrastructure in accordance with the principles outlined in the ODP and a starting point for the preparation of a detailed Development Contributions Plan to apportion costs for those features not directly related to the development of particular lots. Implementation of a Development Contributions Plan will require significant Council resources (time and money) and should be a Council priority.

Adoption of the Outline Development Plan will remove a procedural impediment to the commencement of the processing of a number of planning scheme amendment requests in the subject area. The establishment of commercial uses adjoining the highway is a long standing Council priority. If these amendment requests are considered prior to the formal preparation and implementation of a development contributions scheme, Councils should seek to negotiate outcomes with these developers to secure appropriate contributions for non development specific physical and social infrastructure on a case by case basis. The outcomes of these negotiations should be formally integrated into planning scheme amendment requests via Development Plan Overlays, section 173 agreements or other transparent and binding methods.

7.2 Implementation of the Outline Development Plan into the Planning Scheme

For the Outline Development Plan to be an effective long term planning tool to guide decision making, it should be included in the Planning Scheme as either a 'Reference document' or a component of the Municipal Strategic Statement. The document is not considered suitable for inclusion as an 'Incorporated document' because of the flexibility required to plan this area over an extended period of time.

Incorporation of the ODP into the planning scheme will require a planning scheme amendment and this is likely to provide the opportunity for the merits of the ODP to be tested before an Independent Planning Panel. Planning Scheme implementation of the ODP should occur at the first available

opportunity and not later than the implementation of the first rezoning to facilitate development in the ODP area.

Note (Jan 2013): The ODP is to be introduced into the Planning Scheme by Planning Scheme Amendment C76. The previously adopted version of the ODP (dated July 2011) has been amended in accordance with the recommendations of the C76 Panel Report. The changes are limited to:

- The identification of the land at 5 Boags Road, Leongatha (lot 4 LP4340) as 'Future Aged Care Facility' in the Land Use Plan map
- Reference added to 'Future Aged Care Facility' in the Chapter 4.2 Residential Development – Area D.
- Deletion of the words "separate to roads" in the map key for 'Pedestrian connectivity' in the Road Reserve Infrastructure Plan.

See attached maps overleaf

IDM infrastructure design manual

4 OUTLINE DEVELOPMENT PLANS

4.1 OBJECTIVES

The objectives of the Outline Development Plan (ODP) are as follows:

- To ensure compliance with planning scheme requirements, particularly where overlays exist;
- To ensure that adequate information is provided at initial planning stages to allow the orderly review, assessment and approval of land development;
- To ensure that developments provide effective and economical infrastructure that service the area;
- To ensure that staged or multi-Developer projects are able to be delivered in a safe, efficient and effective manner, and
- To ensure that infrastructure is planned for the full potential of development and that unnecessary duplication or oversizing of infrastructure is avoided.

4.2 GENERAL

An Outline Development Plan will generally be required for any of the following developments:

- Where the land is subject to a Development Plan Overlay (DPO) and/or Incorporated Plan Overlay (IPO);
- Multiple-staged subdivision development;
- Developments where more than one landowner is potentially involved;
- Single staged subdivisions with more than 10 allotments; and
- Where directed by Council.

Details of overlays already incorporated into the Council's planning schemes can be obtained via the Department of Sustainability and Environment (DSE) website, or by contacting the Council's planning department. Draft Development Plan Overlays may be under consideration by Council, and consultation with the planning department is essential.

The Outline Development Plan shall generally be prepared by an experienced consultant appointed by the Developer, or a group of Developers. Council assistance will be given where available, however the Outline Development Plan shall be undertaken at the cost of the Developer or Developers.

Outline Development Plans should be submitted for review with a written response to the provisions in the Planning Scheme (for residential developments), and guidelines contained within this manual. Consideration should also be given to the 'Safer Design Guidelines for Victoria' published by the Department of Sustainability and Environment, and the draft VicRoads brochure 'Safer Urban Environments – Road Safety and Land Use Planning Guide' and any Healthy Urban Design Guidelines developed by Councils.

Unless agreed otherwise, any submission and review of an Outline Development Plan shall require a meeting with Council's planning and engineering staff. Relevant service authorities and other referral authorities such as VicRoads and DSE should be invited to attend this meeting as required. The Developer's Representative shall be responsible for co-ordinating the meeting.

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4.3 REQUIREMENTS

Any Outline Development Plan submitted for consideration by Council shall be prepared in accordance with the planning scheme requirements and should, as a minimum, include the following:

- Existing surface level contours to Australian Height Datum (AHD) as per the requirements of Table 1;
- Existing features, adjoining property features that may impact upon the engineering design including the type and standard of trees, historical aspects, topographical features, abnormal or significant features;
- Proposed surface level contours that will enable the development to be 'self-draining' during normal and minor system blockage conditions for up to a 1 in 100 year annual recurrence interval (ARI) event;
- A traffic engineering report designating street hierarchy, maximum predicted traffic volumes, traffic control, bus routes, and other relevant information as may be requested;
- General layout of allotments, indicating approximate size, range, shape and orientation of allotments;
- Overall road network and intersection concepts;
- Location and approximate size of public open space;
 - If there is an approved strategy or plan for a particular urban area the provision for public open space shall be in accordance with the provision of that strategy. This may include, but not be limited to Council's cycling strategies, playground strategies or spatial network plans.
 - Open space areas and facilities should be provided in locations that maximise accessibilities for all users, including people with poor mobility, such as older adults and people with a physical disability, and parents with prams and strollers.
 - Local open space should not be located on major roads, however there should be good sight lines into an open area from neighbouring streets, house, schools or other buildings. Isolated pockets of land within a park (i.e. dead spaces) or those areas which cannot be overlooked should be avoided.
 - Local parks and playgrounds should have active frontages on at least three sides to provide surveillance, and should avoid bordering rear yards.
 - Parks shall comprise a minimum area of 0.75 Ha.
- Drainage and flooding provisions, including location and size of drainage reserves, and drainage retardation and treatment systems;
- Water Sensitive Urban Design philosophy;
- Interconnectivity of road, cycle, and pedestrian networks, internal and external to the subject area; and
- Identification of social and community infrastructure requirements, including the locations and type of facilities proposed.
- Identification of public transport requirements.
- Identification of CFA requirements in relation to water supplies and access.

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Engineering design requirements for an Outline Development Plan proposal are as follows:

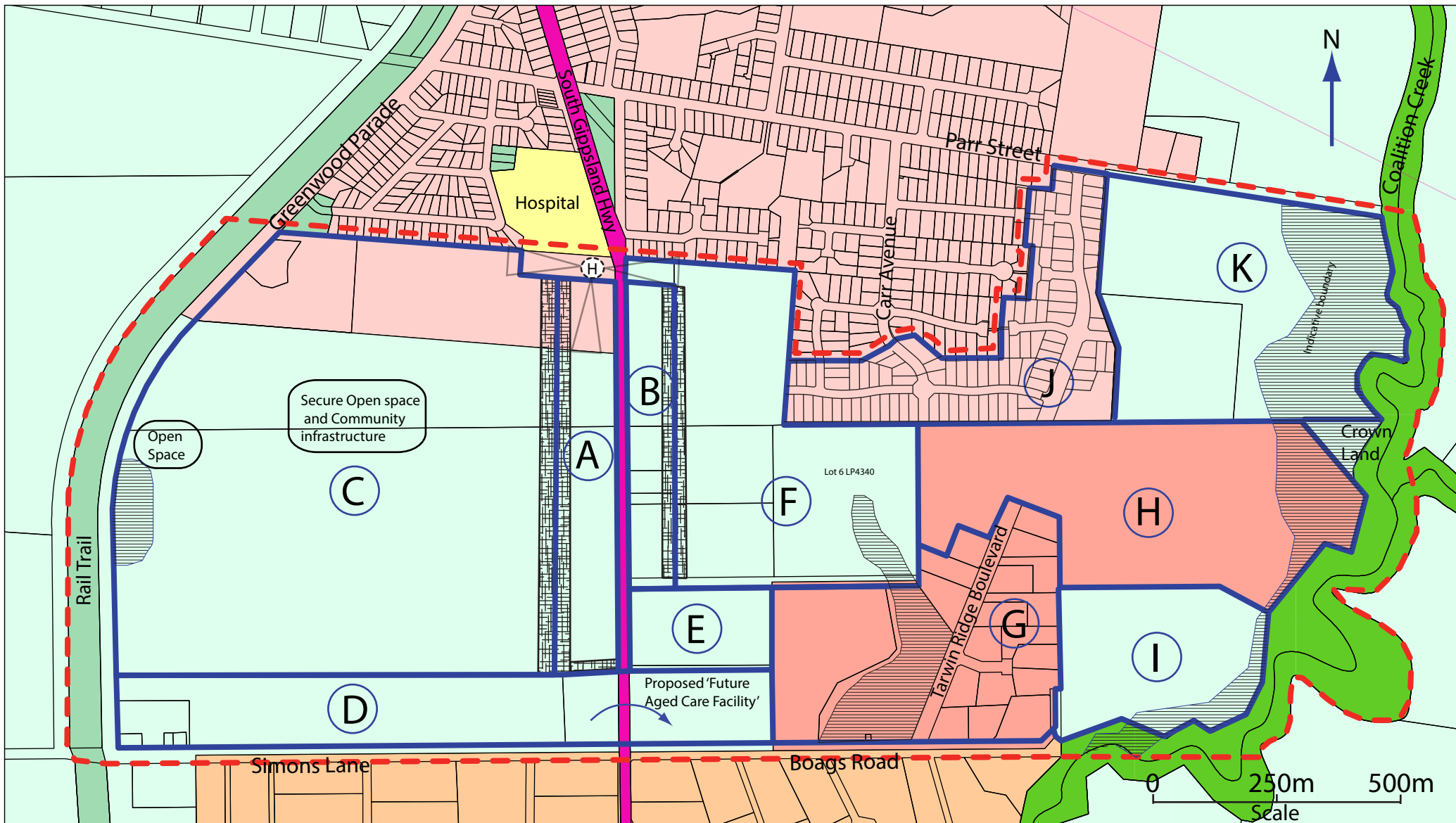
- Residential subdivision developments must be designed to meet the provisions of the Clause 56 of the planning scheme, except where varied by this Manual.
 - Drainage surface flow paths must have practical and satisfactory destinations. Surface flow paths should not be directed through property easements or re-directed into piped systems. Surface flow should be directed on road reserves or through Council's drainage reserve. Surface flow paths re-directed through piped systems will only be considered in exceptional situations. In this instance, these systems shall be designed for the peak flow resulting from a 1 in 100 year ARI storm event.
 - Arterial, sub-arterial and trunk collector roads must have a design layout suitable for future connections, or be positioned relative to boundaries such that viable future extensions can be achieved.
 - Cul-de-sacs shall be shown with court bowl ends. Hammerhead or 'T' heads are not permitted. The use of nooks and extended driveways can be utilised provided they are common property and there is a drainage pit provided at the boundary of the common property and the road reserve and garbage pads are provided on the road reserve.
 - The road network must not give rise to traffic 'overload' in minor streets. Suitable shorter alternative routes may need to be provided. The layout should demonstrate good traffic circulation and distribution to higher-order streets. The objectives of Clause 56.03 of the planning scheme should be considered when designing and assessing road networks for residential subdivisions.
 - The road and intersection design must create efficient clearance of traffic, particularly at school sites and other public facilities. The proposed road network should not overload or detrimentally affect existing or proposed residential streets and intersections.
 - Adequate sight distance should be provided, especially where road alignment deflections occur at acute angles.
 - Road layouts should provide natural traffic speed control, appropriate to the street type. The introduction of specific speed control devices should be considered only as a secondary option. Roundabouts may be implemented at intersections, however care must be taken to provide adequate sized roundabouts and therefore road reservation boundaries must be designed to accommodate the radius required and sightlines.
 - Road layouts must be designed for all road users appropriate to the street type, including service vehicles, emergency vehicles, waste collection vehicles and street-sweepers. Bus routes need to be considered when developing road networks and be based on the Department of Infrastructure publication entitled "Public Transport Guidelines for Land Use Development".
 - Road reserve widths must be adequate for the intended road type, and should comply with Section 12.3.2 of this manual. The Outline Development Plan should include a typical cross-section of differing road types, detailing the intended function of the road, e.g. bike lanes, drainage, landscaping.
 - Proposed street names shall conform to the Guidelines for Geographic Names Victoria and with any relevant Council policy.
- In addition to the engineering information to be provided on the Outline Development Plan, additional information will be required in support of the proposal. This may include, but not be limited to, the following:
- A Traffic Management Strategy addressing the impact and management of traffic relating to the development.
 - A Drainage Management Strategy addressing the management of both quantity and quality stormwater. This includes stormwater arriving from upstream, passing through, and moving downstream from the site; Evidence of a

ICM infrastructure design manual

written agreement, approval or clearance from the adjoining owners, if surface flow paths discharge to neighbouring properties;

- Approval from all relevant service authorities whose assets or land may be affected by surface or pipe flow discharge. In particular it should be noted that a separate permit from the relevant Catchment Management Authority may be required if:
 - There is a direct connection to a waterway
 - There is a bridge of culvert over a waterway
 - Construction of floodways especially if piping of a waterway is proposed
 - Water quality infrastructure in proximity to a waterway
 - Construction of a retardation basin
 - Where construction or development may be impacted by mainstream or coastal inundation

Attachment 1 Outline Development Plan - Land Use Plan



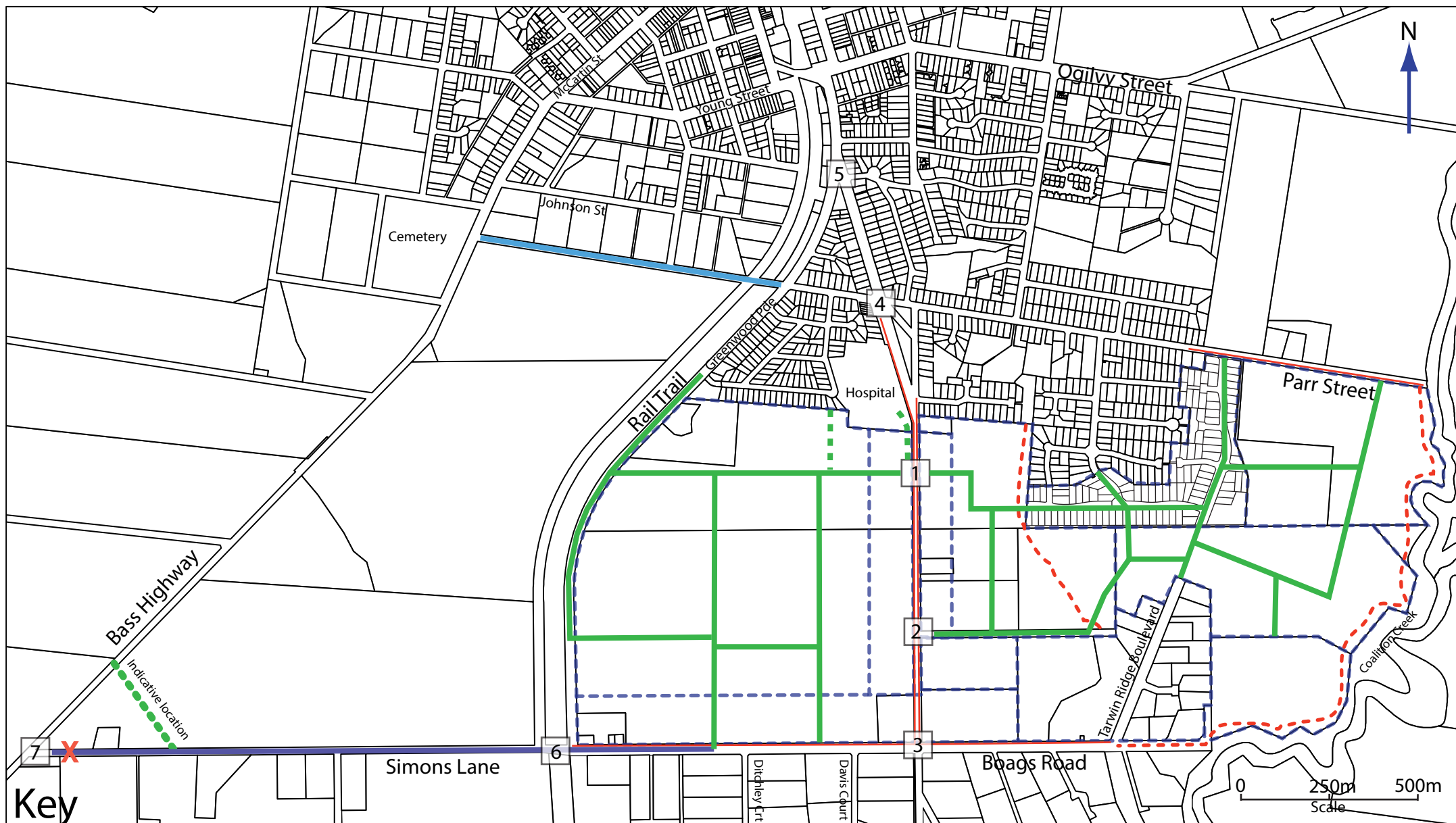
Key

- ODP Study Area Boundary.
- Land Use Areas. See ODP Section 4 for Area descriptions.
- Landscape buffer to commercial uses.
- Wetlands Inundation areas.
- Helipad & approach.
- See ODP Chapter 4 for area descriptions.

Note: Map colours represent Planning Scheme land zoning at March 2011. See Scheme for colour key.

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Attachment 2 Outline Development Plan - Road Reserve Infrastructure Plan



Key

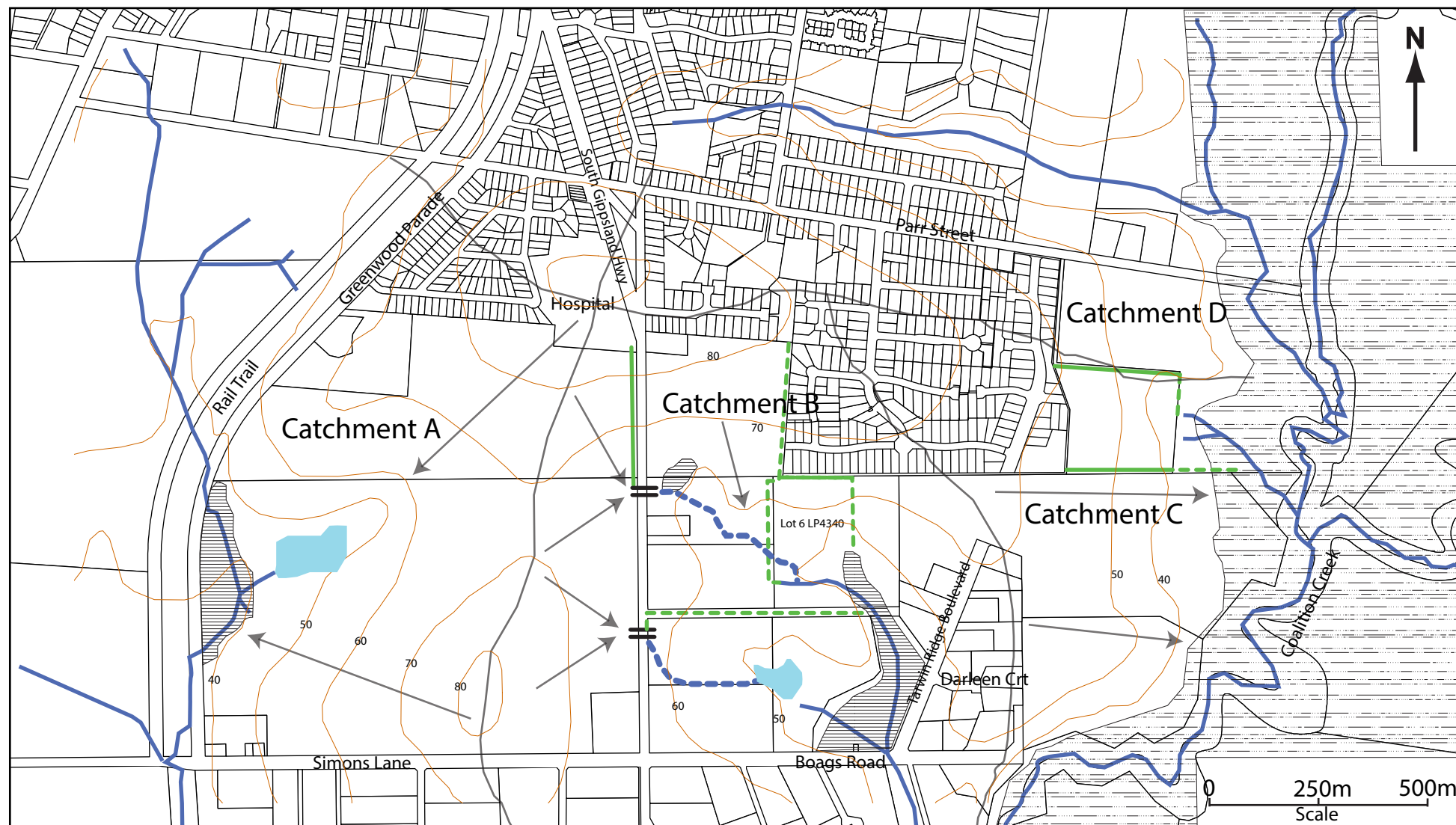
- | | | | | | | | |
|--|--|--|--|--|--|--|---|
| | Internal roads. Note: Locations are indicative and establish general connectivity principles. All new roads to have footpaths in accordance with Infrastructure Design Manual. | | Footpaths required for existing roads. | | Hospital access options (indicative). | | Simons Lane Upgrade required for full development scenario. |
| | Critical Intersection. See ODP Section 5. | | Pedestrian connectivity (indicative). | | Simons Lane intersection realignment option. Road closure point. | | Parr Street extension (long term option) |
| | Land Use Areas. See Attachment 1 | | | | | | |



South Gippsland
Shire Council

February 2013

Attachment 3 Outline Development Plan - Drainage Plan



- | | | | |
|--|---|---|--|
| <p>Key</p> <ul style="list-style-type: none"> Declared waterway. Undeclared overland stormwater flows. Dams. | <ul style="list-style-type: none"> Wetland / waterlogged. Waterway Inundation Potential. Drainage Easement (existing). | <ul style="list-style-type: none"> Future Drainage Easement / Reserves (indicative). Catchment Boundaries (watersheds). Indicative stormwater flow directions. | <ul style="list-style-type: none"> Drainage culverts 300mm (existing). Contours - 10m intervals. |
|--|---|---|--|



**SOUTHERN LEONGATHA OUTLINE
DEVELOPMENT PLAN**

APPENDIX 3:

Council report 22 August 2012

E.6 PLANNING SCHEME AMENDMENT C76 SOUTHERN LEONGATHA OUTLINE DEVELOPMENT PLAN

Development Services Directorate

EXECUTIVE SUMMARY

Planning Scheme Amendment C76 implements the key recommendations of the Southern Leongatha Outline Development Plan (adopted by Council in August 2011) into the South Gippsland Planning Scheme.

The amendment was exhibited for one month (concluding 18 June 2012) and received eight submissions. Four submissions request changes to the amendment including one submission which details extensive concerns with the provisions. The concerns expressed in this submission cannot be resolved. It is recommended that the submissions to Amendment C76 be referred to an Independent Planning Panel for consideration.

Documents pertaining to this Council Report

- **Attachment 1** - Summary of submission issues and Planning Department responses.
- **Attachment 2** - Amendment C76 exhibited provisions.

LEGISLATIVE / ACTION PLANS / STRATEGIES / POLICIES

Planning and Environment Act 1987

INTERNAL POLICIES / STRATEGIES / DOCUMENTS

- Leongatha Structure Plan June 2008
- Southern Leongatha Outline Development Plan July 2011.

COUNCIL PLAN

Strategic Goal:	3.0	A Strong Economy
Outcome:	3.3	Infrastructure
Strategy No:	3.3.4	Land Use Planning

CONSULTATION

The Southern Leongatha Outline Development Plan (ODP) was extensively exhibited prior to its adoption by Council in August 2011.

Amendment C76 was exhibited in accordance with the normal requirements of the Planning and Environment Act 1987. Postal notification was provided to all owners and occupiers of land within and adjoining the ODP area. Copies of the amendment provisions were provided with the notification.

REPORT

Background

In July 2010 the Planning Scheme was amended to include the recommendations of the Leongatha Structure Plan June 2008. An 'Action for implementation' included in the Planning Scheme at the time identified the need to "Prepare an outline development strategy to guide the integrated planning of the proposed residential and commercial land uses between areas north of Boags Road and Simons Lane and the established township." The 'Southern Leongatha Outline Development Plan July 2011' was prepared in response to this requirement. The ODP seeks to guide the use and development of land over the next 20 years and beyond. The key recommendations of the ODP are being introduced into the Municipal Strategic Statement section of the Planning Scheme by Amendment C76.

The Amendment C76 provisions are provided in **Attachment 2**.

Discussion

Amendment C76 is a continuation of planning work since 2005 when Council initially sought to establish a Bulky Goods retail precinct in the ODP area. In 2005 the Panel considering the Bulky Goods amendment (Amendment C35) recommended that Council prepare an Outline Development Plan to demonstrate how land use and development in the area would work, particularly in regards to road infrastructure provision.

The C76 amendment provisions build upon the recommendations of the Leongatha Structure Plan June 2008 which were implemented into the Planning Scheme in 2010 after review by an Independent Planning Panel.

In response to this history, it is considered that the broad land use planning principles established in the ODP and implemented in Amendment C76 have sound strategic planning basis.

Public Infrastructure Planning and Provision

One submission to the amendment comments in detail about the cost of providing the public infrastructure required to support the future growth identified in the ODP. These are acknowledged concerns because the cost of infrastructure works could make new development economically unviable for private interests and/or place a heavy financial burden on Council to provide the infrastructure necessary to support growth.

Council is commencing preparation of a traffic and drainage study that will provide details of the location, type and cost of infrastructure works necessary to support development in the ODP area. The aim of this work is to better inform Council and private landowners of the costs associated with the development of land and to provide a basis for a cost recovery method (a development contributions scheme) for Council.

The need to undertake further infrastructure planning work is identified in the 'Actions for implementation' section of the amendment provisions and the Objectives and Strategies clearly state Council's expectations regarding the provision of developer contributions in the area. Council has the right to not support land rezonings if it is unsatisfied with the level of public infrastructure being offered by a developer. The approval of Amendment C76, in combination with the further infrastructure planning work soon to commence, will assist Council in achieving the provision of necessary infrastructure in the ODP area.

FINANCIAL CONSIDERATIONS

Amendment C76 has been initiated by Council. Council is required to pay the expected Panel costs, which are generally in the region of \$7,000.

RISK FACTORS

There is no risk involved in referring the amendment submissions to a Panel. Not referring the submissions would end the amendment process, which presents the risk of failing to support development.

CONCLUSION

Amendment C76 implements the key recommendation of the Southern Leongatha Outline Development Plan July 2011 into the Planning Scheme. The new provisions are consistent with, and build upon, the recommendations of the Leongatha Structure Plan June 2008 and will assist Council and private development interests in understanding development expectations in the area.

It is recommended that the submissions to Amendment C76 be referred to an Independent Planning Panel for consideration. No changes to the amendment provisions are recommended at this time.

RECOMMENDATION

That Council refer all submissions for Planning Scheme Amendment C76 (including any late submissions received) to an Independent Planning Panel for consideration.

Attachment 1

Summary of submission issues and responses

Submitter	Issues / comments objections.	Response
Resident Submitter 1 Higgs Street Leongatha	<p>The ODP lacks details regarding traffic & pedestrian planning, drainage, landscaping, buildings and works provisions and how public infrastructure is to be provided and funded. More specifically the submission notes that highway treatments and roundabouts cannot be developed in the manner identified in the ODP. Lack of details provided in relation to protecting the township entry points. The ODP and the Structure Plan are flawed and Council should support the realignment of the Bass Highway to connect to the South Gippsland Highway south of Johnson Street and the development of a new highway connection north of Leongatha between the Strzelecki Highway and the South Gippsland Highway. Commercial uses should be established adjoining the highway realignments.</p>	<p>The submission is 11 pages of detailed response. It is not practical to respond to all the matters raised in this format. A copy of the submission has been referred to the Asset Management department.</p> <p>A key concern of the submission is the lack of detailed road and drainage planning. The ODP is a high level document and is not intended to respond to the site specific matters addressed in the submission. These matters will be considered in detail when Development Plans are prepared for the particular sites.</p> <p>Council is shortly to commence a detailed traffic and drainage investigation in the ODP area. The information provided in this work should address many of the submitters concerns. The study also lays the ground work for a development contributions scheme.</p>

Submitter	Issues / comments objections.	Response
Resident Submitter 2 - Farming Zone land adjoining Bass Hwy	The submission comments that rural living style developments are better suited on the land on the western side of the Bass Highway (opposite the ODP area) than on the land between the Bass Highway and the Rail Trail.	The submission comments on the existing contents of the Framework Plan in the Planning Scheme which is not being changed by Amendment C76. Both areas referred to in the submission are identified as potential areas for rural living development. The relative merits of the development potential of these sites can be considered if/when development proposals are placed before Council.
Beveridge Williams on behalf of 167 South Gippsland Highway (9ha south of the motel)	<p>The 'Highway Frontage Commercial Area' identified in the Leongatha Framework Plan map is not explained in sufficient detail to understand the types of uses that may be supported in this area.</p> <p>The identification of pedestrian connectivity along the eastern boundary of the land is not supported.</p>	<p>The 'Highway Frontage Commercial Area' is already identified in the Planning Scheme. It is not a component of Amendment C76. The commercial area is identified in the Leongatha Structure Plan and was supported by the Panel which approved the Structure Plan's implementation. The ODP provisions discuss the potential to apply the Special Use Zone to this land. A Panel recommendation in 2005 said that Bulky Goods should only be located on one side of the Highway and that commercial uses on the other side of the road should not generate 'cross road' traffic. Protecting the Highway frontage for commercial use remains supported and it is not essential (from a land supply perspective) that this area be used for residential.</p> <p>Removing the requirement of pedestrian connectivity across the land to provide a link to the park at the end of Parkside Close is not supported. The precise location of where pedestrian connectivity will occur is yet to be determined however it is prudent to provide connectivity into the park.</p>

Submitter	Issues / comments objections.	Response
Woorayl Lodge	Woorayl Lodge have purchased land on the corner Boags Road and the South Gippsland Highway with the purpose of developing an aged care facility. The submission requests that the Framework Plan map in the Planning Scheme be amended to identify the land as an "Aged care facility".	The specific identification of an individual lot as an "Aged care facility" is not supported. Aged care (Accommodation) is a discretionary use in the residential zones and can be assessed and approved on their merits as required in any location. The identification of one lot for this use presupposes the outcome of an assessment that is yet to occur. It is noted that the ODP discusses the benefits in locating aged care uses in close proximity to the Hospital. This recommendation is not lot specific.
South Gippsland Water (SGW)	The submission reminds Council that the southern Leongatha area is located in the Tarwin Declared Special Water Supply Catchment. The outcome of this is that SGW are now likely to require all new development to be connected to the reticulated sewage system.	The updated position of SGW in relation to the Tarwin Catchment has been noted by the Planning Department and will form part of the decision assessment process.
West Gippsland Catchment Management Authority (WGCMA)	The WGCMA support the amendment. The submission notes that updated flood mapping work has been prepared for the ODP area however it is not yet implemented into the planning scheme.	The Planning Department is aware of the updated flood mapping work and is using this data in its development considerations.
Dept of Sustainability & Environment	No objections or comments.	
EPA	Comment that sensitive land uses (dwellings / accommodation) should not be located in close proximity to the existing sewerage treatment plan.	The Leongatha sewerage treatment facility is surrounded by an Environmental Significance Overlay which restricts the location of sensitive land uses around the facility. No additional level of planning control is required to address this matter.

Attachment 2

SOUTH GIPPSLAND PLANNING SCHEME

Amendment C76 Exhibition – blue text displays changes to the existing 'Clause 21.04-4 Leongatha' provisions proposed by Amendment C76. Both maps have been changed by the amendment.

21.04-4 Leongatha

20
C76

Overview

Leongatha is the principal township of the South Gippsland Shire and a centre of State significance in the dairy milk processing industry. As the largest provider of retail, professional, industrial and social services, Leongatha plays a central role as a service provider to the South Gippsland community with elements such as leisure, health and educational services, fulfilling a broader regional role. Situated between the coastal development fringe of Bass Coast and the industry of the Latrobe Valley, and within comfortable driving distance of Melbourne, Leongatha retains a rural township feel valued by its residents. Key issues in Leongatha include establishing a Town Centre heavy vehicle bypass; the development of a bulky goods retail precinct; the provision of additional industrial land and development of the surplus railway precinct land.

Leongatha's future will depend on consolidating and growing its commercial sector, promoting residential development and by defining and building upon Leongatha's broader role within the greater Gippsland region.

Objectives

- To retain Leongatha as the major regional service centre in the Shire.
- To ensure that sufficient areas of residential land, at a range of densities, is available to accommodate future township growth.
- To achieve sequential and staged residential development that integrates with existing infrastructure networks.
- To maintain the primacy of the Town Centre as the retail and service hub of the township.
- To provide adequate areas of commercial and industrial land.
- To provide strong pedestrian and cycling connectivity to the Town Centre and key community assets.
- To improve heavy vehicle and highway traffic movement through and around the township.

Strategies

- Promote the use and development of land in accordance with the strategic direction in the Leongatha Framework Plan and the Leongatha Town Centre Framework Plan.
- Monitor the availability and development of residential land and encourage the rezoning of appropriate areas identified in the Leongatha Framework Plan to maintain an estimated 15-year residential land supply.
- Require the preparation of development plans for new residential estates that establish appropriate integration with existing residential areas and infrastructure; provide pedestrian and cyclist connectivity to the Town Centre and key community features, and protect the environmental values of the land.
- Promote higher density residential development and retirement living within a 400m radius of the existing commercially zoned land in the Town Centre.

SOUTH GIPPSLAND PLANNING SCHEME

- Ensure a high standard of building design, layout and landscaping for all new development, and particularly at the highway entrances to the town.
- Ensure that adequate land is available to accommodate new retail, social, community, commercial and entertainment facilities within the Town Centre.
- Maintain a compact Town Centre that reduces the need for car usage, with all key features and major retail activities within comfortable walking distance of the intersection of Bair Street and McCartin Street.
- Discourage the development of retail uses outside of the Town Centre where such uses may weaken the principal role of the Town Centre.
- Promote the establishment of a bulky goods retail precinct on the western side of the South Gippsland Highway, and commercial use precinct for uses not appropriate to a Town Centre location on the eastern side of the Highway, at the southern entry to the township.
- Focus industrial development within existing industrial areas and promote the expansion of industrial uses into the land north and west of the golf course recreation reserve while integrating the potential for heavy vehicle connectivity to the South Gippsland Highway.
- Pursue the establishment of a highway bypass of the Leongatha Town Centre by the diversion of South Gippsland Highway traffic along Long Street and Hughes Street in accordance with the Leongatha Town Centre Framework Plan.
- Pursue options to improve heavy vehicle traffic movements from the South Gippsland Highway to the industrial estate.
- Ensure new development and road traffic improvements do not compromise the longer-term potential return of rail services to Melbourne.

Southern Leongatha Growth Area

The Southern Leongatha Growth Area is situated on the southern development boundary of Leongatha and is defined by Simons Lane and Boags Road to the south, the Great Southern Rail Trail to the west and Coalition Creek to the east. This area presents significant opportunities for residential and highway frontage commercial development over the next 25 years and beyond.

To guide development in this area Council has prepared the Southern Leongatha Outline Development Plan (ODP) July 2011. The ODP forms the basis for the Southern Leongatha Growth Area provisions. The ODP and Growth Area provisions build upon the land uses identified in the Leongatha Framework Plan map and should be considered in addition to the other 'Leongatha' provisions in this Clause. The Growth Area provisions offer direction on key land use and development issues to be considered when land is being rezoned, or planning permits assessed.

The *Objective* for the Growth Area is:

To achieve high quality residential and commercial development that responds to the landform, amenity and physical and community infrastructure requirements of the subject land and its surrounds in an equitable long-term manner.

Development Plan requirements

Applications to rezone land should be supported by Development Plans that respond, as appropriate, to the issues identified in the strategies. Rezoning applications involving the Development Plan Overlay are required to submit a site analysis and design response and building / subdivision plans as part of the rezoning process that display the proposed outcomes on the land. Development Plans should be prepared with close consideration to

SOUTH GIPPSLAND PLANNING SCHEME

linkages and impacts on the broader surrounding area, especially in relation to traffic and storm water management planning and other infrastructure provision.

Residential Development

Based on the level of demand for new dwellings in the five years to 2011, the Growth Area has the potential to satisfy more than 25 years residential land supply for Leongatha. Development in the Growth Area should specifically consider the following strategies:

- Promote the application of the Residential 1 Zone and the subdivision of land to maximize the efficient use of land across a range of lot sizes – while having specific regard to:
 - Minimise the number of residential lots with boundaries adjoining the highway frontage commercial uses. Adjoining lots should have sufficient size / depth to allow landscaping to soften the potential visual and amenity impact of commercial uses.
 - Avoid the creation of residential lots in the Coalition Creek flood plain, except where the potential exists for dwellings to be located within lots above the flood level. Roads must not be located in flood prone areas.
- Retain (where existing) and support application of the Low Density Residential Zone to the land immediately north of Simons Lane and Boags Road, and the land south of the proposed commercial area on the eastern side of the Highway.
- Promote the staged and sequential rezoning and subdivision of Residential 1 zoned land that integrates with the existing road network and infrastructure to the north, avoiding the creation of isolated development, or development with poor connectivity to the north.
- Investigate and support the potential to establish residential aged care land uses in close proximity to the Leongatha Hospital.

Highway frontage commercial area

The Leongatha Framework Plan map identifies a 'Bulky Goods Retail Area' on the western side of the Highway and a 'Highway Frontage Commercial Area' on the eastern side. The establishment of these uses should be guided by the following strategies:

- Strongly discourage commercial or community uses that may weaken the primacy of the Town Centre.
- Strongly discourage the establishment of industrial uses, or other discretionary uses, that may detrimentally affect the amenity of surrounding sensitive land uses.
- Promote high quality urban design, site layout, building and landscape design suitable to a township entry point, which provides / encourages:
 - Appropriate buffers to adjoining sensitive land uses.
 - Generally consistent building setback lines with buildings of not more than 10 metres height above ground level. Building layout should consider the long term potential for widening of the highway.
 - Ample onsite car parking, without visually dominating front setbacks.
 - Subdivision, building layout and access design that avoids the requirement to create new highway access points.
 - Building siting and design which makes efficient use of land with specific regard to minimizing unused areas of land (not including landscaping) to the side and rear of development.
- Promote uses in the Highway Frontage Commercial Area that are not suited to a Town Centre location, benefit from highway exposure and that will have visitation patterns that do not encourage cross highway vehicle and pedestrian traffic movements. Investigate the potential to apply a Special Use Zone to this land.

SOUTH GIPPSLAND PLANNING SCHEME

- Investigate the implementation of a Design & Development Overlay, or design guidelines, over the land adjoining the highway frontage that will promote urban design outcomes suitable to a township entry point.

Physical Infrastructure Provision

Significant physical infrastructure improvements must occur in the Growth Area, and the broader surrounding area, to support development. The provision of infrastructure should be guided by the following strategies:

- Encourage the location and design of new highway intersection treatments that facilitate development on both sides of the highway, avoiding the proliferation of highway entry points.
- Where residential areas are accessible through commercial areas, encourage the creation of wide landscaped road reserves that create a residential *sense of place*.
- Create an internal road network that considers the future requirements of adjoining undeveloped land and the potential for cumulative increased usage over time.
- Consider the requirement for road and pathway infrastructure upgrading and funding at locations separated from development sites.
- Investigate the creation of a new connector road between Parr Street and Nerrena Road and the relocation of the Simons Lane Bass Highway intersection to a safer location further north of the existing intersection.
- Create a shared pathway network around the boundaries of the Growth Area and along both sides of the highway.
- Promote integrated storm water management on a 'whole of catchment' basis, avoiding the duplication of drainage assets or reliance on overland flows outside of drainage easements and declared waterways.
- Encourage the provision of reticulated sewage assets that consider the development requirements of surrounding land and avoid asset duplication and the need for incremental asset upgrading.

Infrastructure provision must address the requirements of Council's Infrastructure Design Manual.

Open space / Community use / Neighbourhood retail

- Provide and/or reserve an open space reserve of approximately 4ha on the flatter sections of the residential area west of the highway. Additional open space should also be provided at a location adjoining the rail trail if this is not achieved by the 4ha.
- Provide and/or reserve a 1ha (minimum) land parcel west of the highway for future community physical infrastructure.
- Provide continuous lineal open space connectivity between the eastern end of Parkside Close and the wetland area adjoining the Boags Road / Tarwin Ridge Boulevard.
- Investigate the potential to provide a small local park adjoining Coalition Creek.
- Investigate the potential to locate a small neighbourhood retail service centre (adjoining an open space reserve) in the residential area west of the highway.

Actions for implementation

- Prepare a detailed physical infrastructure plan (in accordance with Council's Infrastructure Design Manual) that will form the basis for a developer contributions scheme to be implemented through a Development Contributions Plan Overlay or section 173 Agreements instigated when land is rezoned or developed. The plan should address, but not be limited to:

SOUTH GIPPSLAND PLANNING SCHEME

- the full construction of the whole length of Simons Lane; upgrading the Boags Road / Simons Lane highway intersection.
- Improvements to the Simons Lane / Bass Highway intersection including its potential relocation further north.
- Improvements to the South Gippsland Highway intersections with Parr Street and Greenwood Parade.
- The provision of shared pathways, open space drainage and community infrastructure.

Infrastructure planning must be considered on a 'full development scenario' and consider the timing / staging (trigger points) of infrastructure provision.

- Review the existing zoning of the Town Centre and immediate surrounds and prepare a detailed strategic plan for the Town Centre which includes consideration of the areas identified as 'Town Centre Expansion Investigation Areas' and 'Future Commercial Investigation Area'.

Reference Document

Leongatha Structure Plan, June 2008

Southern Leongatha Outline Development Plan July 2011

South Gippsland Paths and Trails Strategy 2010 (as amended)

