



AGENDA APPENDIX
Council Meeting
Wednesday 23 October 2013

AGENDA ITEM FOR SEPARATE DISTRIBUTION TO COUNCILLORS AND
EXECUTIVE LEADERSHIP TEAM DUE TO DOCUMENT SIZE.

THE ITEM IS ACCESSIBLE VIA THE COUNCIL WEBSITE OR BY
CONTACTING COUNCIL ON 03 5662 9200.

**E.1 – ADOPTION OF AMENDMENT C85: IMPLEMENTATION OF
LEONGATHA CENTRAL BUSINESS DISTRICT (CBD) PARKING
STRATEGY**

Appendix 1 – Proposed changes to the Local Policy Planning
Framework

21.12 TRANSPORT

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21.12-1 Transport

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Overview

It is important to maintain a safe and efficient transport network across the Shire. Many of the roads within the Shire are facing increased usage by large transport vehicles associated with agriculture, timber haulage and other industries. The ongoing development of freight transport opportunities is required for the future economic prosperity of the Shire. Future opportunities such as the reopening of the South Gippsland railway for freight transport and the development of a deepwater port and industrial precinct at Barry Point will improve access to national and international markets.

The current lack of public transport facilities within the Shire restricts the movement of residents within the municipality and impedes visitors to the region who do not have access to a vehicle. Additional public transport facilities, such as rail and bus, are required to improve accessibility for both the resident population and the wider community. There is a need to ensure sustainable pedestrian and car parking facilities are provided across the Shire, in accordance with the needs of a regional area.

The Leongatha aerodrome is the only commercially operating airfield within the Shire, and has recently been subdivided to facilitate future aviation related development opportunities. The area surrounding the aerodrome needs to be protected to ensure that incompatible development does not restrict its future expansion.

Objectives and strategies

Objective 1 To maintain a safe and efficient road network across the Shire

- Strategy 1.1 Ensure that the use and development of land does not prejudice the safety and efficiency of roads
- Strategy 1.2 Encourage the development of road underpasses for the movement of stock
- Strategy 1.3 Encourage improvements to the South Gippsland and Strzelecki Highways
- Strategy 1.4 Ensure that the road network is capable of serving the transport needs of the farming community on an equitable basis
- Strategy 1.5 Ensure that the design and siting of advertising signs does not interfere with the safety or efficiency of a road or public way

Objective 2 To encourage new freight transport facilities and activities that will improve economic development opportunities

- Strategy 2.1 Develop the region as a strategic base for transport and logistics companies for State and interstate activities
- Strategy 2.2 Ensure that adequate provision is made for transport interchange facilities in appropriate locations
- Strategy 2.3 Promote and encourage the development of transport and logistic enterprises
- Strategy 2.4 Facilitate and promote the development of a deep-water port at Barry Point to open up opportunities for linkages to national and international markets

- Strategy 2.5 Facilitate the use and expansion of the terminal facility at Port Welshpool for recreation, passenger and freight activities
- Strategy 2.6 Ensure that the future expansion of the Leongatha aerodrome is not prejudiced by the encroachment of incompatible land use and development
- Strategy 2.7 Encourage aviation-related industrial and commercial activities including the provision of regular freight and passenger services from Leongatha aerodrome
- Objective 3 To deliver sustainable public transport, pedestrian and car parking facilities across the Shire**
- Strategy 3.1 Provide interconnected pedestrian, bicycle and bridle paths throughout the Shire
- Strategy 3.2 Ensure that adequate car parking facilities are provided to support land use and development and are suitable to a rural and regional area
- Strategy 3.3 Provide additional public transport facilities, including rail and bus, to improve accessibility for both the resident population and the wider community

Implementation

Strategies relating to transport will be implemented by:

Policy guidelines

- Applying ~~the Car Parking local policy at Clause 22.03~~ Clause 52.06 Car Parking for applications that require a reduction or waiver of car parking requirements
- Applying the guidelines of the *South Gippsland Paths and Trails Strategy 2010* (as amended)
- Applying the Tourism Victoria and VicRoads *Tourist Signing Guidelines* for tourism signage on road reserves

Application of zones and overlays

Applying appropriate zones and overlays in the South Gippsland Planning Scheme, including:

- The Parking Overlay at Clause 45.09 to ensure sustainable car parking facilities in Leongatha Central Business District
- the Airport Environs Overlay in the vicinity of the Leongatha aerodrome to restrict land uses that are sensitive to aircraft noise and to require appropriate noise attenuation measures in noise sensitive buildings
- the Public Acquisition Overlay to land identified for future road infrastructure development
- Road Zones – Category 1 & Category 2 according to the function of the road

Further strategic work

- Developing and implementing a policy for road standards within the Shire, and ensuring that all new roads are constructed in accordance with this policy
- Developing and implementing a development contributions policy to finance improvements and additions to physical infrastructure such as roads, bridges, carparking and footpaths, where new development is likely to impact on the capacity of existing infrastructure

- Reviewing the significance of the Melbourne to Leongatha railway line
- Developing a master plan for the Leongatha aerodrome

Further actions

- In consultation with relevant government agencies, formally closing unmade road reserves within the Shire that are no longer required to provide access and facilitate the sale and consolidation of the land to adjoining owners

21.15 LOCAL AREAS

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This clause focuses on local area implementation of the objectives and strategies for particular townships or landscape character areas. This clause should be read in conjunction with the rest of the Municipal Strategic Statement.

This clause is organised under the following local area headings:

- 21.15-1 Leongatha
- 21.15-2 Korumburra
- 21.15-3 Mirboo North
- 21.15-4 Foster
- 21.15-5 Nyora
- 21.15-6 Loch
- 21.15-7 Poowong
- 21.15-8 Meeniyan
- 21.15-9 Venus Bay
- 21.15-10 Waratah Bay
- 21.15-11 Sandy Point
- 21.15-12 Tarwin Lower
- 21.15-13 Eastern District Towns (Port Franklin, Toora, Welshpool and Port Welshpool) and Localities (Mt Best, Agnes and Hedley)
- 21.15-14 Small towns
- 21.15-15 Landscape Character Areas
 - Character Area 1.3 – Bunurong coast and hinterland
 - Character Area 1.4 – Tarwin floodplain
 - Character Area 1.5 – Waratah Bay/Corner Inlet
 - Character Area 2.3 – Cape Liptrap
 - Character Area 3.2 – Welshpool hills and Mount Hoddle
 - Character Area 4.1 – Venus Bay dunes

21.15-1 Leongatha

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Leongatha is the principal township of the South Gippsland Shire and a centre of State significance in the dairy milk processing industry. Key issues in Leongatha include establishing a town centre heavy vehicle bypass route, 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 defining and building upon Leongatha's broader role within the greater West Gippsland region.

Car parking within the Leongatha Central Business District area was reviewed in the Leongatha CBD Parking Strategy 2013; As a consequence, the parking overlay was introduced to this precinct.

Local area implementation

- Ensure that any proposed use and development of land in Leongatha is generally in accordance with the *Leongatha Framework Plan* and the *Leongatha Town Centre Framework Plan*
- Retain Leongatha as the major regional service centre in the Shire

Settlement

- Ensure that sufficient areas of residential land, at a range of densities, are available to accommodate future township growth
- Achieve sequential and staged residential development that integrates with existing infrastructure networks
- Encourage the rezoning of appropriate areas identified in the *Leongatha Framework Plan* to maintain an estimated 15-year residential land supply
- Promote higher density residential development and retirement living within a 400m radius of the existing commercially zoned land in the town centre
- 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

Economy

- Maintain the primacy of the town centre as the retail and service hub of the settlement
- Discourage the development of retail uses outside of the town centre where such uses may weaken the principal role of 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
- Ensure that adequate land is available to accommodate new retail, social, community, commercial and entertainment facilities within the town centre
- Provide adequate areas of commercial and industrial land
- 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
- 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

Landscape and built form

- Ensure a high standard of building design, layout and landscaping for all new development, and particularly at the highway entrances to the town

Infrastructure

- Provide strong pedestrian and cycling connectivity to the town centre and key community assets
- Improve heavy vehicle and highway traffic movement through and around the township
- Ensure new development and road traffic improvements do not compromise the longer-term potential return of rail services to Melbourne

Further strategic work

- 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'
- 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

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. The area has significant opportunities for residential and highway frontage commercial development over the next 25 years and beyond.

The Leongatha Framework Plan shows four precincts in the Southern Leongatha Growth Area. The precincts comprise:

- The *Bulky Goods Retail Area* on the west side of the South Gippsland Highway north of Simons Lane
- The *Highway Frontage Commercial Area* on the east side of the South Gippsland Highway north of Boags Road
- *Urban Expansion Areas* on both sides of the South Gippsland Highway south of the existing urban development
- *Low Density Residential Zone* on both sides of the South Gippsland Highway located south of the Urban Expansion Areas

The following provisions for the Southern Leongatha Growth Area should be considered in addition to the other 'Leongatha' provisions in this clause.

Local area implementation

- Ensure that any proposed use and development of land in the Leongatha Growth Area is generally in accordance with the Southern Leongatha Growth Area policies.
- 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.

Bulky Goods Retail Area

- Promote application of a Special Use Zone in the Bulky Goods Retail Area identified on the Leongatha Framework Plan.
- Direct large floor-plate developments/uses defined as 'Restricted retail premises' to the 'Bulky Goods Area' identified on the Leongatha Framework Plan.
- Discourage Accommodation (excepting Hotel and Motel) Food and drink premises, Office, Place of assembly (excluding Conference / Function centre and Place of worship), Retail premises (excluding Restricted retail premises) and Warehouse.
- 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.

Highway Frontage Commercial Area

- Promote application of a Special Use Zone in the Highway Frontage Commercial Area identified on the Leongatha Framework Plan.
- Direct uses that benefit from highway exposure, that are not suited to a Town Centre location and that will have visitation patterns that do not encourage cross-highway vehicle and pedestrian traffic movements to the 'Highway Frontage Commercial Area' identified on the Leongatha Framework Plan. Such uses may include (but are not restricted to) 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.
- Discourage Accommodation (excepting Hotel and Motel) Food and drink premises, Office, Place of assembly (excluding Conference / Function centre and Place of worship), Retail premises (excluding Restricted retail premises) and Warehouse.
- 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.

Urban Expansion Areas

- Promote the application of the Residential 1 Zone in the Urban Expansion Areas identified on the Leongatha Framework Plan.
- Promote the subdivision of land to maximize the efficient use of land across a range of lot sizes
- 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, and avoids the creation of development that is isolated or has poor connectivity to the north.
- 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 and associated access to and within the lot is above the flood level.
- Minimise the number of residential lots with boundaries adjoining the highway frontage commercial uses.
- Encourage the creation of wide, landscaped road reserves that create a residential sense of place in residential areas accessed through commercial areas.

Low Density Residential Zone

- Promote the retention and 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 as identified on the Leongatha Framework Plan.
- Encourage connectivity with the land to the north.

Landscape and built form

- Minimise the number of highway entry points through subdivision, building layout and access design that avoids the requirement to create new highway access points.
- Promote high quality urban design, site layout, building and landscape design suitable to a township entry point that includes:
 - Generally consistent building setback lines with buildings of not more than 10 metres height above ground level.
 - Building layout that considers the long term potential for widening of the highway.
 - Ample onsite car parking, without visually dominating front setbacks.
 - 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.
- Encourage appropriate buffers to adjoining sensitive land uses

- Provide sufficient size and depth to residential lots adjoining commercial uses so that screening landscaping can be applied to soften the potential visual and amenity impact.

Infrastructure

- Encourage the location and design of new highway intersection treatments that facilitate development on both sides of the highway.
- Create an internal road network that considers the future requirements of adjoining undeveloped land and the potential for cumulative increased usage over time.
- Encourage creation of a new connector road between Parr Street and Nerrena Road.
- Consider the requirement for road and pathway infrastructure upgrading and funding at locations separated from development sites.
- Avoid location of roads in flood prone areas of the Coalition Creek flood plain.
- 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.
- Avoid 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.
- Provide and/or reserve an open space reserve of approximately four hectares on the flatter sections of the residential area west of the highway. If this cannot be achieved, additional open space should also be provided at a location adjoining the rail trail.
- Provide and/or reserve a one-hectare (minimum) land parcel west of the highway for future community development infrastructure.
- Provide continuous linear open space connectivity between the eastern end of Parkside Close and the wetland area adjoining the Boags Road / Tarwin Ridge Boulevard.
- Encourage provision of a local park adjoining Coalition Creek.

Implementation

Strategies relating to the Leongatha Growth Area will be implemented by:

Policy guidelines

Requiring the following information (as appropriate) to be supplied to accompany an application to rezone land in the Bulky Goods Retail Area and the Highway Frontage Commercial Area:

- A detailed assessment of the appropriate zone provisions to accord with zoning for commercial use to maintain the primacy of the Leongatha Town Centre and with the Leongatha and Southern Leongatha policy provisions.

Requiring the following information (as appropriate) to be supplied to accompany an application to rezone land and/or to develop land:

- A detailed Development Plan that includes but is not limited to:
 - A site analysis and design response.
 - Building / subdivision plans that display the proposed outcomes on the land.
 - An assessment of traffic generated by the proposed building/subdivision.
 - The scenario of a logical development unit that is bounded by main roads, natural features or the boundaries of the Development Plan Overlay map area, including consideration of linkages with and impacts on the broader area surrounding the development.

- A detailed Development Infrastructure Plan (that addresses the requirements of 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.
- Clear demonstration that the requirements of the Leongatha Outline Development Plan can be satisfied, where residential rezoning and Development Plan applications are submitted for individual small lots on the eastern side of the highway.
- Agreements instigated when land is rezoned or developed are to address, but not be limited to:
 - The full development scenario, including consideration to linkages with and impacts on, the broader area surrounding the development.
 - 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.
 - The timing, staging and trigger points for infrastructure provision.

Further strategic work

- 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.
- 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.
- Investigate the relocation of the Simons Lane /Bass Highway intersection to a safer location further north of the existing intersection.
- Investigate the potential to locate a small neighbourhood retail service centre (adjoining an open space reserve) in the residential area west of the highway.

Reference documents

Leongatha Structure Plan, 2008

Southern Leongatha Outline Development Plan July 2011 (as amended)

South Gippsland Paths and Trails Strategy 2010 (as amended)

Infrastructure Design Manual (version 3.0 September 2010) (as amended)

Leongatha CBD Parking Strategy 2013 (as amended)

21.16

REFERENCE DOCUMENTS

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The following strategic studies have informed the preparation of this planning scheme. All relevant material has been included in the Scheme. Decision-makers should use these for background research only. Material in these documents that potentially provides policy guidance on decision-making but which is not specifically referred to by the Scheme, should not be given any weight.

- *Coastal Spaces Landscape Assessment Study, South Gippsland Municipal Reference Document* (2006)
- *Coastal Spaces Landscape Assessment Study, State Overview Report* (2006)
- *Draft Guidelines for the Assessment of Heritage Planning Applications* (Heritage Victoria, 2000)
- *Foster Structure Plan*, (2008)
- *Gippsland Regional Waste Management Plan* (Gippsland Regional Waste Management Group, 1999) (as amended)
- *Housing and Settlement Strategy* (as amended)
- *Infrastructure Design Manual (version 3.0 September 2010)* (as amended)
- *Korumburra Structure Plan* (2010) (as amended)
- *Korumburra Town Centre and Structure Plan Priority Development Panel Report* (May 2010)
- *Leongatha CBD Parking Strategy (2013) (as amended)*
- *Leongatha Structure Plan*, (2008)
- *Loch Urban Design Framework* (2005)
- *Mirboo North Structure Plan*, (2004)
- *Nyora Structure Plan*
- *Regional Sand Extraction Strategy: Lang Lang to Grantville* (1996, Department of Infrastructure)
- *Rural Tourism Development Strategy* (2009)
- *Sandy Point Urban Design Framework: Settlement Background Paper* (2006)
- *South Gippsland Heritage Study* (2004)
- *South Gippsland Municipal Public Health and Wellbeing Plan* (as amended)
- *South Gippsland Rural Land Use Strategy*, (2011)
- *South Gippsland Shire Council Paths and Trails Strategy* (2010) (as amended)
- *Tarwin Lower Urban Design Framework: Settlement Background Paper* (2006)

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- *The Burra Charter: The Australia ICOMOS Charter for the Conservation of Places of Cultural Heritage Significance* (1999)
- *Tourist Signing Guidelines – Information for Tourism Businesses* (VicRoads, 2009) (as amended)
- *Venus Bay Urban Design Framework: Settlement Background Paper* (2006)
- *Waratah Bay Urban Design Framework: Settlement Background Paper* (2006)
- *Water Supply Catchment Development and Land Use Guidelines* (South Gippsland Water, 2012)

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C85**CAR PARKING[NO CONTENT]**

This policy applies to the use and development of land

Policy basis

This policy builds on Clause 21.12 1 of the Municipal Strategic Statement which seeks to ensure that adequate car parking facilities are provided to support land use and development across the Shire, at a rate which is suitable to a rural and regional area.

New land use that generates a car parking requirement should provide on-site car parking facilities, however circumstances may arise where car parking needs to be provided off-site or the parking requirement waived and/or provided by a cash in lieu contribution.

Objectives

- To recognise that the provision of car parking facilities is a function of providing access to land use activities
- To ensure the adequate provision of car spaces having regard to the use of the land and the nature of the locality
- To ensure that the use of land generally caters for car parking demand through on-site provision in accordance with Clause 52.06 and, where appropriate, the lesser provision for those uses included in the Table to this policy
- To provide an equitable, efficient and consistent approach in considering applications to reduce or waive car parking requirements
- To allow flexibility when buildings are re-developed or re-used for new purposes
- To promote the efficient use of car spaces through the consolidation of car parking facilities

Policy

It is policy to require car parking provision in accordance with Clause 52.06. Where a planning permit is required to reduce or waive requirements under Clause 52.06 for the uses identified in the following table, it is policy to require car parking provision in accordance with the car parking rate in this table

USE	CAR SPACE MEASURE	RATE
Shop	Car spaces to each 100m ² of leasable floor area	6
Plant Nursery, Saleyard, Store, Timber Yard	Car spaces to each 100m ² of total sales and storage area	2
Betting Agency	Car spaces to each 100m ² of leasable floor area	4
Office	Car spaces to each 100m ² of leasable floor area	2
Industry, Motor Repairs, Fuel	Car spaces to each 100m ² of leasable floor area	2

USE	CAR SPACE MEASURE	RATE
Depot		
Warehouse (other than specified in this table)	Car spaces to each 100m ² of leasable floor area	4
Place of Assembly	Car spaces to each seat or to each square metre of net floor area, whichever is greater	0.25
Funeral Parlour	Car spaces to each seat or to each square metre of net floor area, whichever is greater	0.25
Restaurant	Car spaces to each seat available to the public	0.25
Hotel Lounge	Car spaces to each seat	0.25
Hotel Bar	Car spaces per 100m ² of bar floor area	40
Swimming Pool, other than in conjunction with a dwelling	Car spaces to each 100m ² of site	2.5
Medical Centre	Car spaces per Practitioner	3

Decision guidelines

Before deciding on an application, in addition to the decision guidelines at Clause 52.06, the responsible authority will consider, as appropriate:

- In relation to car parking demand management:
 - the distinction between 'staff' and 'customer' car parking, of which the two user types exhibit quite different needs and behaviours
 - the efficiencies of shared and consolidated car parking supply facilities
 - the efficiencies of time sharing of car parking facilities
- In relation to the reduction or waiving of car parking requirements:
 - credit for car parking spaces for existing buildings in the context of past provision. This will be based on previous land use activity compared to the proposed use activity and generation of parking demand
 - any relevant car parking precinct plan
 - the availability of car parking in the locality
 - the availability of public transport in the locality
 - the effect of time sharing of car parking demand amongst the uses in the locality
 - the reductions in car parking demand associated with shared car parking provision
 - the actual car parking demand of the use
 - the existing car parking deficiencies associated with existing use of the land
 - local traffic management
 - local amenity, including pedestrian amenity

- ~~In regard to cash in lieu contributions:~~
 - ~~the principles of need, nexus, equity and accountability for the funds and for developments~~
 - ~~the cost per calculated car parking space, which is to be at a rate per parking space determined, and reviewed annually, by the responsible authority~~
 - ~~the cash in lieu rate, which is to reflect a proportional cost of providing additional car parking infrastructure having regard to the need to encourage appropriate development and to provide consolidated car parking infrastructure in appropriate locations~~
 - ~~cash in lieu contributions, which may be used to fund improvements to existing car parking facilities as well as for the provision of additional car parking~~