AGENDA APPENDIX
Council Meeting
Wednesday 27 April 2011

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E.7 LEONGATHA SOUTHERN OUTLINE DEVELOPMENT PLAN
APPENDIX 1
# Table of Contents

1. **INTRODUCTION** .................................................................................................................. 3  
   1.1 WHAT IS THE ROLE OF AN OUTLINE DEVELOPMENT PLAN? .................................................. 4  
   1.2 SOUTHERN LEONGATHA – CURRENT PLANNING FRAMEWORK AND RECENT HISTORY .......... 4  

2. **SUMMARY OF KEY ISSUES AND CHALLENGES** ................................................................. 6  
   2.1 DEVELOPMENT SCENARIOS OVERVIEW .............................................................................. 6  
   2.2 RESIDENTIAL DEVELOPMENT CHALLENGES AND OPPORTUNITIES .............................. 6  
   2.3 COMMERCIAL DEVELOPMENT CHALLENGES .................................................................... 7  
   2.4 INFRASTRUCTURE CHALLENGES ......................................................................................... 7  
   2.5 OTHER MATTERS ............................................................................................................. 9  

3. **VISION AND OBJECTIVES** .................................................................................................. 11  

4. **LAND USE FRAMEWORK** .................................................................................................. 12  
   4.1 SOUTH GIPPSLAND HIGHWAY FRONTAGE USES .............................................................. 12  
   4.2 RESIDENTIAL DEVELOPMENT ........................................................................................... 14  

5. **INFRASTRUCTURE FRAMEWORK** ...................................................................................... 19  
   5.1 SOUTH GIPPSLAND HIGHWAY ........................................................................................... 20  
   5.2 SIMONS LANE ..................................................................................................................... 23  
   5.3 PARR STREET EXTENSION .................................................................................................... 26  
   5.4 BOAGS ROAD ....................................................................................................................... 27  
   5.5 TARWIN RIDGE BOULEVARD ............................................................................................... 27  
   5.6 COALITION CREEK PATHWAY .............................................................................................. 28  
   5.7 STORMWATER DRAINAGE ................................................................................................... 29  
   5.7.1 Principles for Stormwater Planning .................................................................................. 29  

6. **OTHER MATTERS** ............................................................................................................... 33  
   6.1 RETICULATED SEWER AND WATER .................................................................................... 33  
   6.2 ENVIRONMENTAL SIGNIFICANCE OVERLAY SCHEDULE 5 EROSION ............................. 33  
   6.3 ENVIRONMENTAL SIGNIFICANCE OVERLAY SCHEDULE 6 FLOODING .......................... 33  

7. **NEXT STEPS & IMPLEMENTATION** .................................................................................... 34  
   7.1 PROCESSES FOLLOWING ADOPTION OF THE OUTLINE DEVELOPMENT PLAN ................ 34  
   7.2 IMPLEMENTATION OF THE OUTLINE DEVELOPMENT PLAN INTO THE PLANNING SCHEME ...... 34
Introduction

1. Southern Lentonaga Outline Development Plan Area

The Southern Lentonaga Outline Development Plan (ODP) provides a strategic planning policy framework to guide decision-making on land use and development over the next 20 years and beyond.

The ODP area includes all of the urban residential development investigations which extend beyond the ODP area. These broader implications are identified in the Lentonaga Structure Plan – June 2006. The ODP area is depicted within the red line in Figure 1.

Figure 1: Southern Lentonaga Outline Development Plan Area

After this decision has been taken, Issues surrounding Simpsons
because development expectations in this area are currently less clear;
the Rural Land Zone are significantly less than applying in urban zone, and
ODP Study area because the development constraints of the application of
The Farming Zone land west of the Rail Trail has not been included in the
and discussed in this ODP.
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
The Southem Leongatha ODP seeks to fulfill commercial land uses between areas north of Bowes Road and Simmons Lane. 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 Area.’ The action includes the key recommendations of the Leongatha Structure Plan (including the Integrated Development of the Subject Area and Its Surrounds).

The C35 Panel recommendations have been acknowledged in the Leongatha Structure Plan with the requirement that the development of an ODP and set out the issues it should consider.

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 and a mix of urban and rural residential development options on the balance of the land.
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 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:
2.4 Infrastructure Challenges

- Create an attractive southern township entry point to Leongatha.
- Points of the highway.
- Increase potential residential development access.
- Access highways.
- Provide management options / road infrastructure requirements.
- Promote commercial developments while protecting the retail primary of the town centre.
- Existing and future residential developments.
- Minimal detrimental amenity effects resulting from commercial uses on the eastern side of the highway.
- Highway access from seven lots, each in separate ownership - five of which are on the proposed commercial development areas, forming the South Gippsland
- The proposed commercial development areas forming the South Gippsland

3.3 Commercial Development Challenges

- Be rezoned
- Planning scheme. These issues must be addressed when land is proposed to
- Requirements for new social infrastructure.
- Provide a basis from which to undertake further investigation of the
- Identify and consider open space opportunities.
- Include commercial development areas.
- Separating commercial zones from integrated residential developments.
- Identify road, pedestrian and infrastructure service links between.
- Identify non-critical main collector roads through the residential areas.
- 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
Other Matters

2.5 "Leongatha Hospital Rezoned".

The rezoning of Leongatha Hospital is intended to provide additional civic / community amenity to the community, including an additional 173,000 square metres of open space. This rezoning would be consistent with the broader development strategy for the area and would also provide an opportunity to reinvest in the local economy through increased employment opportunities.

Infrastructure Cost Recovery

Open space also provides opportunities for the development of further recreation and community facilities. This rezoning process may provide an opportunity for the reinvestment of public funds in the area, either through the development of new facilities or the enhancement of existing ones.

Additionally, the rezoning process may provide an opportunity for the development of new facilities or the enhancement of existing ones. This may include the provision of additional recreational and community facilities, or the development of new commercial or industrial facilities.

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Amendment C54 will require close consideration in the rezoning and development of land in the area proposed to be affected by the DDO’s.

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.
Vision and Objectives of the Outline Development Plan:

- Provide a framework for further strategic investigations to further the principles of ecologically sustainable development.
- Encourage the development of sustainable communities in accordance with the principles necessary to support a full development scenario.
- Provide a basis from which to investigate in detail the social infrastructure planning of the area and the funding of infrastructure necessary to achieve high quality integrated commercial management in a full development scenario.
- Clearly define key drainage lines, waterways, connectivity bottlenecks, and stormwater management principles that will facilitate appropriate developments within highway frontage commercial uses.
- Developments within highway frontage commercial uses.
- Provide principles and specific recommendations to address the amenity issues which may result from the interface of future residential developments with highway uses.
- The commercial and residential development of the area.
- Identify key areas where new and upgraded road traffic and pedestrian infrastructure is required within and around the subject land to facilitate commercial development.
- Provide principles and specific recommendations to address the amenity issues which may result from the interface of future residential developments with highway uses.

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

- Be adaptable in a long-term manner.
- Fulfill requirements of the subject land and its surrounds.
- Be consistent with the landform, amenity and infrastructure layout that responds to the landform.

To achieve a high quality residential and commercial development with consideration to the issues and challenges outlined above, the vision of the Southern Lachlan Outline Development Plan is:

3. Vision and Objectives
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.

- 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
Traffic access matters regarding the Bulky Goods Retail Precinct are proposed for commercial development.

- The initial application to reserve land for Bulky Goods Retailing should have a minimum of 1.5 storeys per 1,000m² of retail floor space.
- Car parking to be provided within the site at a rate of not less than a ratio of 1:5 spaces per 100m² of retail floor space.
- Hours of operation to be restricted to protect the residential amenity of the surrounding area.

Traffic flows are expected to be orderly with minimal impact on the residents and the surrounding area.

Proposals for commercial development may be achieved within the site, and an area of 2.5 ha. of land is identified for this purpose. Development proposals will benefit from the provision of a development plan that ensures an integrated and controlled development strategy. This plan would address traffic flows, internal traffic movements, and car parking requirements.
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.
However, a small local park in this location would complement the Rail Trail use. The use of drainage and wetland areas for open space would support this need. Council does not normally investigate the potential for a small open space reserve adjoining the Rail Trail, but the outcome of the amendment when implemented may influence this decision.

Consider the operational requirements of the Longmeadow Hospital. Allow additional vegetation screening within these lots.

Provide a residential subdivision pattern along the boundary of the interlluminating site.

The demand for additional residential lots or for the provision of open space is not yet sufficient to warrant rezoning the land parcel. A PAO is likely to be required (subject to the LA requirements) for a Public Access Agreement (PAO) to be entered into. The Planning Scheme requires that a Development Plan (DP) for the site, provision of open space is included in the DP, and that the DP is not to be approved in the absence of a development plan.

Establishment of both reserves should be considered in the preparation of the Planning Scheme.

The development of this area should consider / provide for the following:

1. The identification of a minimum (open) space reserve to be shared with the north of the area.
2. The identification of a detached area.
3. The establishment of the residential 1 Zone (R1Z) according to the Residential 1 Zone provisions. The speed of the residential development should not exceed 40km/h.
4. The use of access roads for commercial purposes.
5. The design of the interlluminating location to provide for the following:
   - The maximum height of buildings is limited to 10m.
   - The location of the railway line.
   - The location of the commercial development.

The area contains the two largest greenfield residential development lots within the OPD area. Area C has a total area of approximately 60ha. In the area of the OpD area, Area C contains the two largest greenfield residential development lots.
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.

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.
Development Plan is either encourage or discourage via planning measures.

Part of this area is used as a vineyard. It is not the purpose of this Outline to make

Currently in the Farming Zone, the land is identified in the Leengatha

Area K

Zone

Currently in the Residential 1 Zone, lots the land should remain in the Residential 1

Zone

Currently in the Rural Living Residential Zone, lots that are not divided by a

planning permit

Zone

Currently in the Residential 1 Zone and subject (in part) to a planning permit

Zone

Currently in the Farming Zone and surrounded on two sides by

Classification to Area L to facilitate future development.

Depending on the impacts of potential inundation, specific requirements of the

Crown Land Reserve, the provision of an open space adjoining the Crown Land Reserve.

Inundation of the Farming Zone will not adversely impact the development

considered in the Subdivision of the land. Subdivision of the land should be

considered in the Subdivision of the land. Subdivision of the land.

Appropriate subdivisions, subject to the Cootamundra Council's planning permit,

subject to a current planning permit. Subject to a current planning permit.

The area is currently in the Farming Zone.
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 operationally 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.
ment at the time as appropriate. Infrastructure cost estimates have been treated in the future may be applicable and should be considered on
requirements is predicated on current traffic engineering practices. Alterna
tively, the ODPS preference forportunistic investment
attenuates the following principles expressed in the Plan, in combination with
Verekers, however, the principles expressed in the Circular of Guidance on
on specific development requirements and the requirements of agencies like
the ODPS. The Infrastructure Framework requirements may vary in line depending
The Red Reserve Infrastructure Plan is based on current best estimates of
2. INFRASTRUCTURE FRAMEWORK

attachment 2 details key road reserve infrastructure required to facilitate
private sector at an agreed rate:

however a greater community benefit will also be achieved from the provision
requests are required on public land to facilitate private development
is primarily required to facilitate the private development. Where infrastructure
requirements to provide for the provision of infrastructure, if the infrastructure
immediately adjacent to a possible development site, the developer will be
In accordance with normal development principles, provision of infrastructure will be

...
provided by Council’s Engineering Department and have been derived at 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 after development has occurred. 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 implement a low speed environment that will facilitate development with reduced infrastructure requirement.

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.

**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 though 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.
Highway

Point planning or removing the need to create new access points on the highway.

The subdivision / development of Area E (low density residential) acquires private land to construct a suitable sized 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 as a highway roundabout.

Feature - Highway Roundabout

Highway

midway (or further south) of the highway, running off the Campbelltown. The preferred location for the roundabout is midway between the western and the eastern residential areas.

The preferred location for the roundabout is opposite the road reserve adjoining Lot 3, LP4340. This location provides the option to use the unmade road reserve as a highway roundabout.

Traffic studies that support the ODP do not clarify how close to the roundabout the hospital access options are included in Attachment 2 as a specific matter. The hospital access options are included in Attachment 2 as a specific matter. In the absence of a traffic study to address this generality, there is no issue. In the absence of a traffic study to address this generality, there is no issue. This would place the roundabout nearest to the western of the highway and could thereby reconfigure the hospital access options. This would provide more direct access to the hospital, however, in the hospital access corridor. This routing is not considered by the hospital or the hospital's options. The hospital has not evaluated the potential to access the hospital from the roundabout (Feature 1), through the commercial and residential areas.

The SMC report identifies the potential to access the hospital from the roundabout.

Hospital access

March 2011

Southern Leongatha Outline Development Plan

Primary access to the Leongatha Hospital is via the intersection of Park Street and South Gippsland Highway, south of the Town Centre. The hospital is being redeveloped and would like to improve its primary road access.
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. Note: if less than 10% of each lot is required, a PAO may not be necessary to acquire the land.

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
Simmons Lane potentially dangerous.

north of a crescent in the highway which makes right hand turns into and out of
Highway intersection. The Bass Highway intersection is slightly immediately
surface is unusual for a distance of approximately 600 metres or 1500 metres or
Court, a distance of approximately 500 meters West of Djirriny Court the
Simmons Lane is sealed between the South Gippsland Highway and Djirriny

Simmons Lane – Current Conditions

5.2 Simmons Lane

likelyhood of uncontrolled pedestrian crossing of the highway.
intersection. Pedestrians on both sides will reduce the
safety side of the highway depending on the nature of the uses the establishment
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 the establishment
considered by the narrow and deep function of the road reserve.
the time of initial development. Planning may require use of a small section of the South
access road at the hospital. A pathway may be required on the
existing footpath network adjoining the hospital. Footpaths adjoining the
A shared pedestrian / cycle path should be considered from Simmons Lane to

South Gippsland Highway - Shared Pedestrian / Cycle path

the establishment of Highway roundabouts.

Lane / South Gippsland Highway intersection becomes the southern gateway
unique discussion with VicRoads. In a full development scenario the Simmons
by VicRoads. 70kmh is considered by Council the maximum speed that should
higher a reduction in the current 100kmh speed limit to a lower limit approved
development of the highway frontage in accordance with the ODP should

South Gippsland Highway Speed Limit

Highway.

Simmons Lane and the longer term option to extend Park Street to the Bass
in a full development scenario. Further discussion with VicRoads are
upgrading of these intersections should be included as part of
the full cost of intersection upgrades will be difficult to achieve. Intersection
upgrading of these intersections is not considered essential for the initial
years however will be expensive and the primary responsibility of VicRoads. The

South Gippsland Outline Development Plan

March 2011
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. Industry standards normally require road sealing for rates in excess of 500 movements per day.

While these figures appear 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.

Although the commercial traffic generate rates may be double the likely outcome for a rural scenario, it is clear that other than a very limited introduction of bulky good retailing 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
This option has been incorporated into the final version of the OPP. Design standards of Clause 55.06-7 (Stream 20) of the Planning Scheme, design of interconnection access points generally accord with the subdivision.

Intersection near the intersection at 75 Simons Lane

Situated near the intersection at 75 Simons Lane, the existing intersection had potential to have a significant impact on the dwelling requirements. The potential to have a significant impact on the dwelling requirements is reported. The report recommends a quality of pathway that will be required. The report recommends that a quality of pathway would be required before a quality designation for the work can be considered. A detailed design is required for the report to be considered. The design is provided in Attachment 2.

The report recommends that a quality of pathway should be required for the work. In the design, the following issues are addressed:

- The report recommends that a quality of pathway should be required for the work.
- The report recommends that a quality of pathway should be required for the work.
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$1.5 billion.

The report recommends that a quality of pathway should be required for the work. In the design, the following issues are addressed:

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Simons Lane / Bass Highway Intersections

Closing Simons Lane is discussed below. The consequences of closing Simons Lane are an acceptable scenario. The consequences of closing Simons Lane are an acceptable scenario. The consequences of closing Simons Lane are an acceptable scenario. The report recommends that a quality of pathway would be required before a quality designation for the work can be considered. A detailed design is required for the work to be considered. The design is provided in a detailed design report. The report recommends that a quality of pathway should be required for the work.

March 201

South East Queensland Outline Development Plan
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 80 kph at the time when residential development is established on the northern side of the road. When Simons Lane becomes a connector road to Area C (longer term) Simons lane east of the Rail Trail should be reduced to 60 Kph.

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
Tarnwin Ridge Boulevard should be constructed through to Par Street.

5.5 Tarnwin Ridge Boulevard

Contributions scheme - DCP or other cost recovery method.

The time at which Boogs Road might require upgrading and the shared

be provided on the northern side of Boogs Road.

5.4 Boogs Road

Residential areas, especially in relation to the impacts of this route on the adjoining establishments

investigation of this option is required before it is seriously entertained

inclusion in the ODP as a long term transport option. Further detailed

however the benefits that may be gained from this outcome warrant its

on the Town Centre bypass being constructed as well as the upgrading of Boogs Road as a

constructed, it raises the potential to use the Par Street extension as a

extends Par Street has been included in the Road Reserve Infrastructure Plan.

While preference is given to upgrading SImons Lane, the long term option to
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’.
should be guided by the following principles:

In addition to the requirements of the Planning Scheme, applications to

5.7.1 Principles for Stormwater Planning

Further planning for development in the ODP area, considered by Council and the Catchment Management Authority in their

respect of development applications. These points should also be

and the existing body

understood. While acknowledging these shortcomings, and the existing body

developed from which Stormwater rows and on-site improvements may be fully

prevented. The planning system provides guidance in the management of Stormwater

Design Manual

4.3 is also captured at a government level by Council's adopted Infrastructure

provision, through the implementation of Water Sensitive Urban Design

provisions. And through subdivision provisions of Clause 25 A.5 of the Victorian

Planning and Development Act, the Victorian Planning Framework, the residential development

through the State Planning Policy Framework, the residential development

and subdivision provisions of Clause 25 A.5 of the Victorian

Planning and Development Act, the Victorian Planning Framework, the residential development

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provision, through the implementation of Water Sensitive Urban Design

provisions. And through subdivision provisions of Clause 25 A.5 of the Victorian
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 downstream 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.
Drainage across the Highway Forefront Commercial Area flows to the South Geelong Waterway and can link to the decanted wastewater in lot 6 L/P 4340. The sedimentation of the drainage ecosystem is significant, there is currently no formal method of addressing this issue. The use of a stormwater management plan must consider the area to be a decanted wastewater management system. This area is a critical part of the drainage system and affects the South Geelong Waterway. The use of a stormwater management plan must be considered in the development of this area. The plan must detail how stormwater will be managed across the entire area to be rezoned or redeveloped. This plan must consider the use of development upgrades which will be required to develop land within the area. Further and more detailed investigations are required to address these issues.

Catchment B - East of the South Geelong Highway

This area will be the responsibility of the developer. The stormwater infrastructure upgrades directly related to developments in this area will be generated from new residential developments. The plan must consider the area to be a decanted wastewater management system. This area is a critical part of the drainage system and affects the South Geelong Waterway. The plan must detail how stormwater will be managed across the entire area to be rezoned or redeveloped. This plan must consider the use of development upgrades which will be required to develop land within the area. Further and more detailed investigations are required to address these issues.

Catchment B - West of the South Geelong Highway

The highway stormwater flows informally for approximately 300m before merging into the decanted wastewater system at South Geelong Highway. The Catchment B area includes the highway and 177 South Geelong Highway. The highway and properties south of the highway. Currently drainage across the highway is managed by two 300m culverts. The northern culvert drains into the back water into undetected waterway. Water which will be managed across the entire area to be rezoned or redeveloped. This plan must consider the use of development upgrades which will be required to develop land within the area. Further and more detailed investigations are required to address these issues.
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. Benefitting 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.
6.3 Environmental Significance Overlay Schedule 6 Flooding

Flooding (ES06) currently affects 6% of the land on the eastern side of the South Gippsland Highway. The area is susceptible to flooding, with the highest risk being on the southern half of the land. Flooding can be prevented by the establishment of floodways (ES06) and by the implementation of measures to reduce the risk of flooding in the area.

6.2 Environmental Significance Overlay Schedule 5 Erosion

Erosion (ES05) currently affects 5% of the land and is due to soil forms such as soil erosion and gully erosion. Erosion can be prevented by the establishment of vegetation and the use of erosion control measures. The maximum slope within the area is 20%.

6.1 Reticulated sewer and water

6 OTHER MATTERS

March 2011
Southern Leongatha Outline Development Plan
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 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
4.2 GENERAL

To ensure that infrastructure is planned for the full potential of development and that unnecessary duplication or overdesign of infrastructure is avoided.

To ensure that infrastructure is provided in a safe, efficient and effective manner.

To ensure that development projects are designed to allow the orderly review, assessment and approval of land development.

To ensure that development is planned with planning scheme requirements, particularly where overlaps exist.

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

4.1 OBJECTIVES

Outline Development Plans

Infrastructure design manual
Requirements

4.3 Infrastructure design manual

- Infrastructure of fire safety
- Infrastructure of pedestrian requirements
- Infrastructure of social and community infrastructure requirements, including the location and type of facilities
- Infrastructure of travel and pedestrian networks, internal and external to the study area and
- Water service design philosophy
- Treatment systems, including location and size of drainage reserves and drainage networks and
- Parks should comprise a minimum area of 0.75 ha.
- Local parks and playgrounds should have adequate access and
- Open spaces should be located on major roads, however these should be good sights into an open
- Open spaces should be located on major roads, however these should be good sights into an open
- Open spaces and parks
- Providing people with a good mobility such as older adults and people with physical disability and
- People with
- Frequent, protective strategies or special network plans.
- Frequent, protective strategies or special network plans.
- If there is an approved strategy or plan for pedestrian movement, the provision for public open space should be in
- Location and approximate size of public open space.
- General layout of movement, including approximate size, range and orientation of allotments:
- A Traffic Engineering Report describing peak hour volume, travel volumes, traffic control, etc.
- Standard of roads, pedestrian standards, pedestrian facilities, having some of significant features
- Existent features, existing property features that may impact on the transportation design including the type and
- Existent surface level contours to Australian Height Datum (AHD) as per the requirements of Table 1
infrastructure design manual
Where construction or development may be impacted by mainstream or coastal inundation

- Construction of a retention basin
- Water quality infrastructure in proximity to a wetland
- Construction of roads or pipelines if crossing a wetland is proposed
- There is a bridge of culvert over a wetland
- There is a direct connection to a wetland

Authority may be required if:
- It should be noted that a separate permit from the relevant Catchment Management Authority is required for activities that affect coastal wetlands or the surface water of piped flow properties.

Written agreement approval or clearance from the adjoining owners or surface flow paths drainage to neighbouring