



AGENDA APPENDIX
Council Meeting
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E.3 SOUTHERN LEONGATHA OUTLINE DEVELOPMENT PLAN
APPENDIX 1



South Gippsland
Shire Council

Come for the beauty. Stay for the lifestyle

Southern Leongatha Outline Development Plan



July 2011

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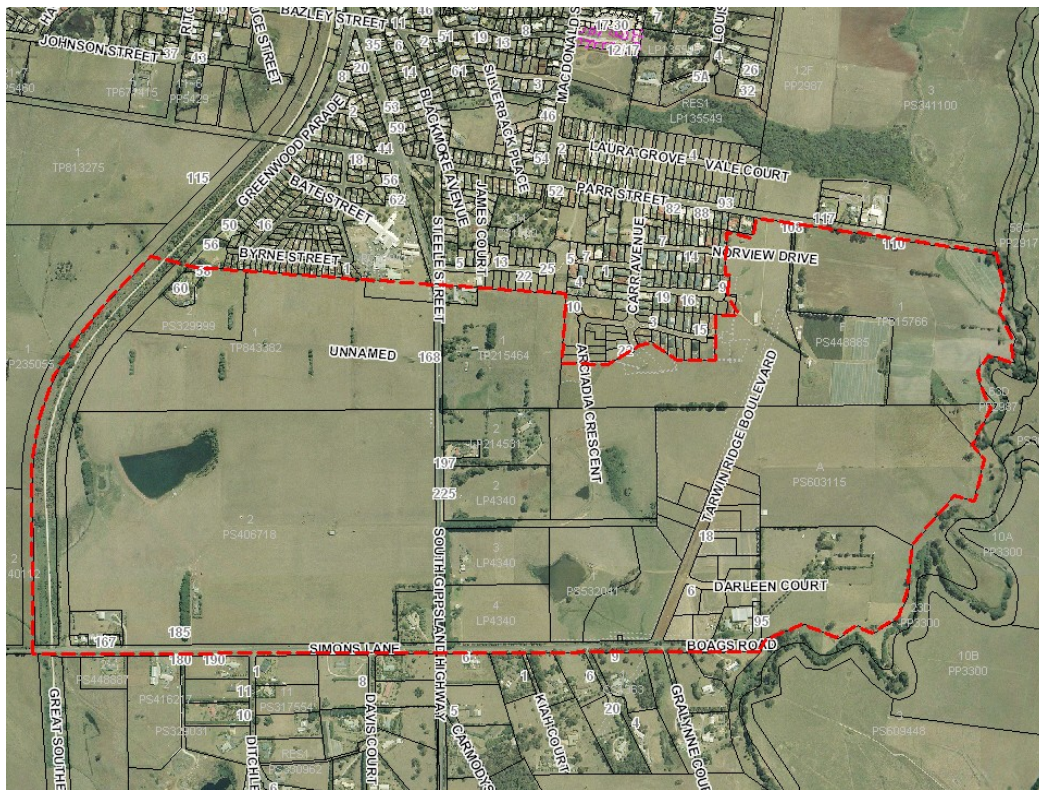
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1. INTRODUCTION

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

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

Figure 1 Southern Leongatha Outline Development Plan Area



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

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

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

1.1 *What is the role of an Outline Development Plan?*

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

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

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

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

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

1.2 *Southern Leongatha – Current Planning Framework and Recent History*

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

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

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

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

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

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

2. SUMMARY OF KEY ISSUES AND CHALLENGES

2.1 *Development Scenarios Overview*

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

2.2 *Residential Development Challenges and Opportunities*

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

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

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

2.3 Commercial Development Challenges

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

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

2.4 Infrastructure Challenges

Roads Infrastructure

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

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

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

Stormwater drainage

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

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

Social Infrastructure

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

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

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

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

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

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

Infrastructure Cost Recovery

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

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

2.5 Other Matters

Leongatha Hospital Helipad

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

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

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

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

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

High Speed Broadband Installation

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

3. VISION AND OBJECTIVES

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

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

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

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

4. LAND USE FRAMEWORK

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

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

4.1 *South Gippsland Highway Frontage Uses*

Area A - Bulky Goods Retail Area

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

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

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

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

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

Area B - Highway Frontage Commercial Area

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

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

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

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

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

4.2 Residential Development

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

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

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

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

Area C

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

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

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

Area D

Identified in the Leongatha Structure Plan as a 'Rural Living Investigation Area', Area D is to provide a buffer between the existing Rural Living Zone developments adjoining Simons Lane and Boags Road and future Residential 1 Zone development to the north. Consideration may be given to application of the Low Density Residential Zone (LDRZ) in this area as this zone will also achieve the required buffer effect.

Area E

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

Area F

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

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

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

Area G

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

Area H

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

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

Area I

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

Area J

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

Area K

Currently in the Farming Zone, the land is identified in the Leongatha Structure Plan as 'Future Urban Residential'. Subject to consideration of inundation (as per Area H & I) the land is suitable for application of the Residential 1 Zone. Application of the Low Density Residential Zone or Rural Living Zone in the area adjoining Coalition Creek may be required in response to inundation issues.

Part of this area is used as a vineyard. It is not the purpose of this Outline Development Plan to either encourage or discourage via planning measures

the continuation of this use. It is noted however that legitimate operational requirements of the vineyard (e.g. machinery operation, chemical spraying etc) may generate amenity concerns for future adjoining residents and these concerns may place operational pressures on the vineyard. The potential for conflict is evident and future rezoning and subdivision applications will benefit from open discussion and understanding on how these matters may be considered.

5. INFRASTRUCTURE FRAMEWORK

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

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

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

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

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

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

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

The following comments discuss specific elements within the infrastructure plan.

5.1 South Gippsland Highway

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

Feature 1 - Highway roundabout

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

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

Hospital access

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

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

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

Feature 2 – Highway roundabout

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

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

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

Feature 3 – Upgraded South Gippsland Highway intersection treatment

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

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

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

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

Features 4 and 5 Upgraded South Gippsland Highway intersection treatment

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

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

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

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

South Gippsland Highway Speed Limit

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

South Gippsland Highway Shared Pedestrian / Cycle path

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

5.2 Simons Lane

Simons Lane – Current Conditions

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

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

Closing Simons Lane

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

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

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

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

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

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

Simons Lane / Bass Highway Intersection

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

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

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

Intersections along Simons Lane

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

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

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

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

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

5.3 Parr Street extension

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

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

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

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

Town Centre Bypass

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

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

5.4 Boags Road

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

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

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

5.5 Tarwin Ridge Boulevard

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

5.6 Coalition Creek pathway

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

5.7 Stormwater Drainage

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

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

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

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

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

5.7.1 Principles for Stormwater Planning

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

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

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

Catchment A

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

Catchment B

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

Catchment B - West of the South Gippsland Highway

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

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

Catchment B - East of the South Gippsland Highway

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

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

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

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

Catchments C and D

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

6. OTHER MATTERS

6.1 *Reticulated sewer and water*

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

6.2 *Environmental Significance Overlay Schedule 5 Erosion*

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

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

6.3 *Environmental Significance Overlay Schedule 6 Flooding*

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

7. NEXT STEPS & IMPLEMENTATION

7.1 Processes following adoption of the Outline Development Plan

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

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

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

7.2 Implementation of the Outline Development Plan into the Planning Scheme

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

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

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

See attached maps overleaf

Appendix A

Infrastructure Design Manual (Chapter 4) - Outline Development Plans

IDM infrastructure design manual

4 OUTLINE DEVELOPMENT PLANS

4.1 OBJECTIVES

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

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

4.2 GENERAL

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

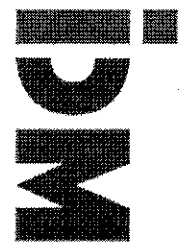
- Where the land is subject to a Development Plan Overlay (DPO) and/or Incorporated Plan Overlay (IPO);
- Multiple-staged subdivision development;
- Developments where more than one landowner is potentially involved;
- Single staged subdivisions with more than 10 allotments; and
- Where directed by Council.

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

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

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

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



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4.3 REQUIREMENTS

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

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

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

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

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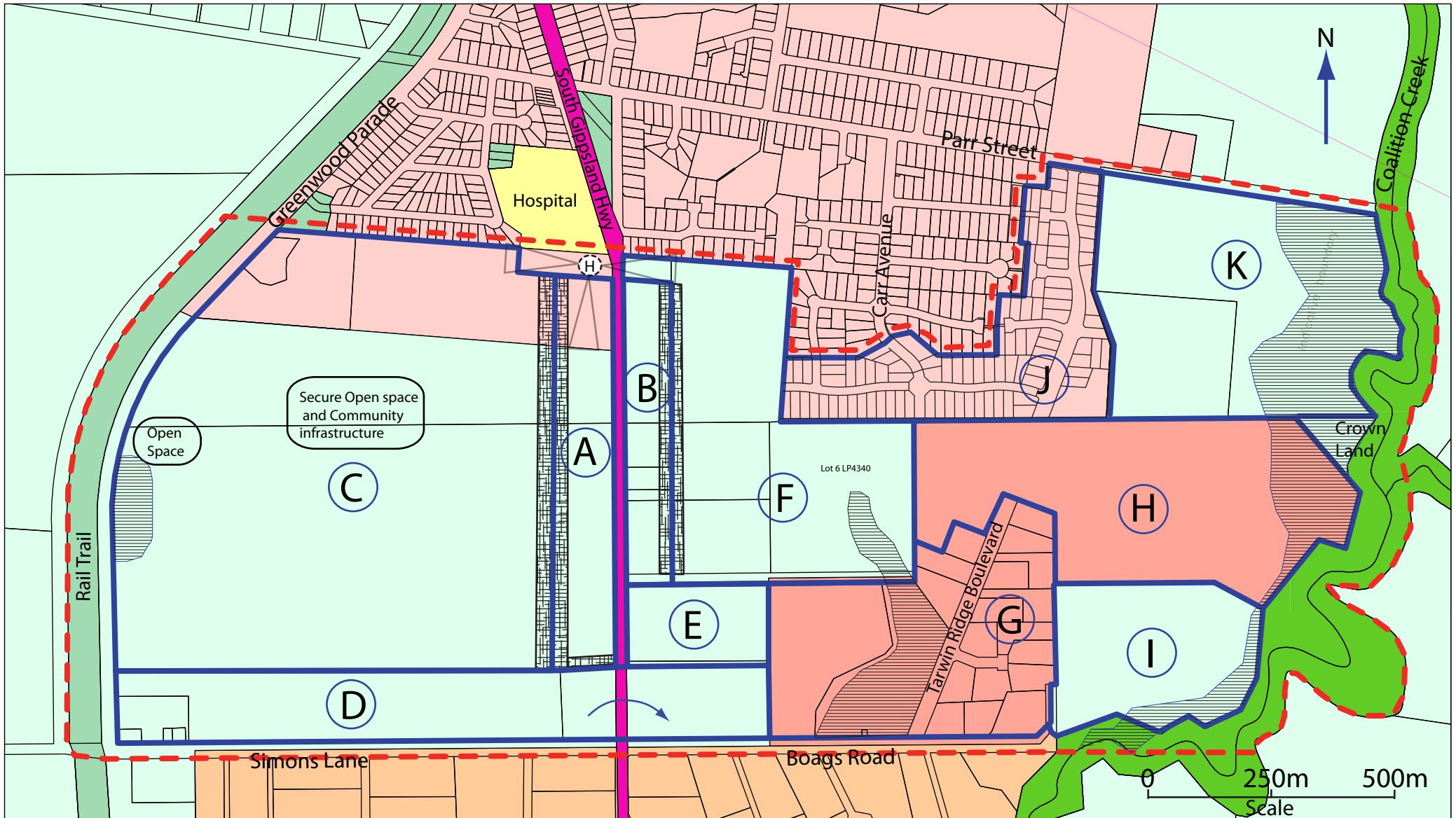
written agreement, approval or clearance from the adjoining owners, if surface flow paths discharge to neighbouring properties;

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

Attachment 1 Outline Development Plan - Land Use Plan



South Gippsland
Shire Council



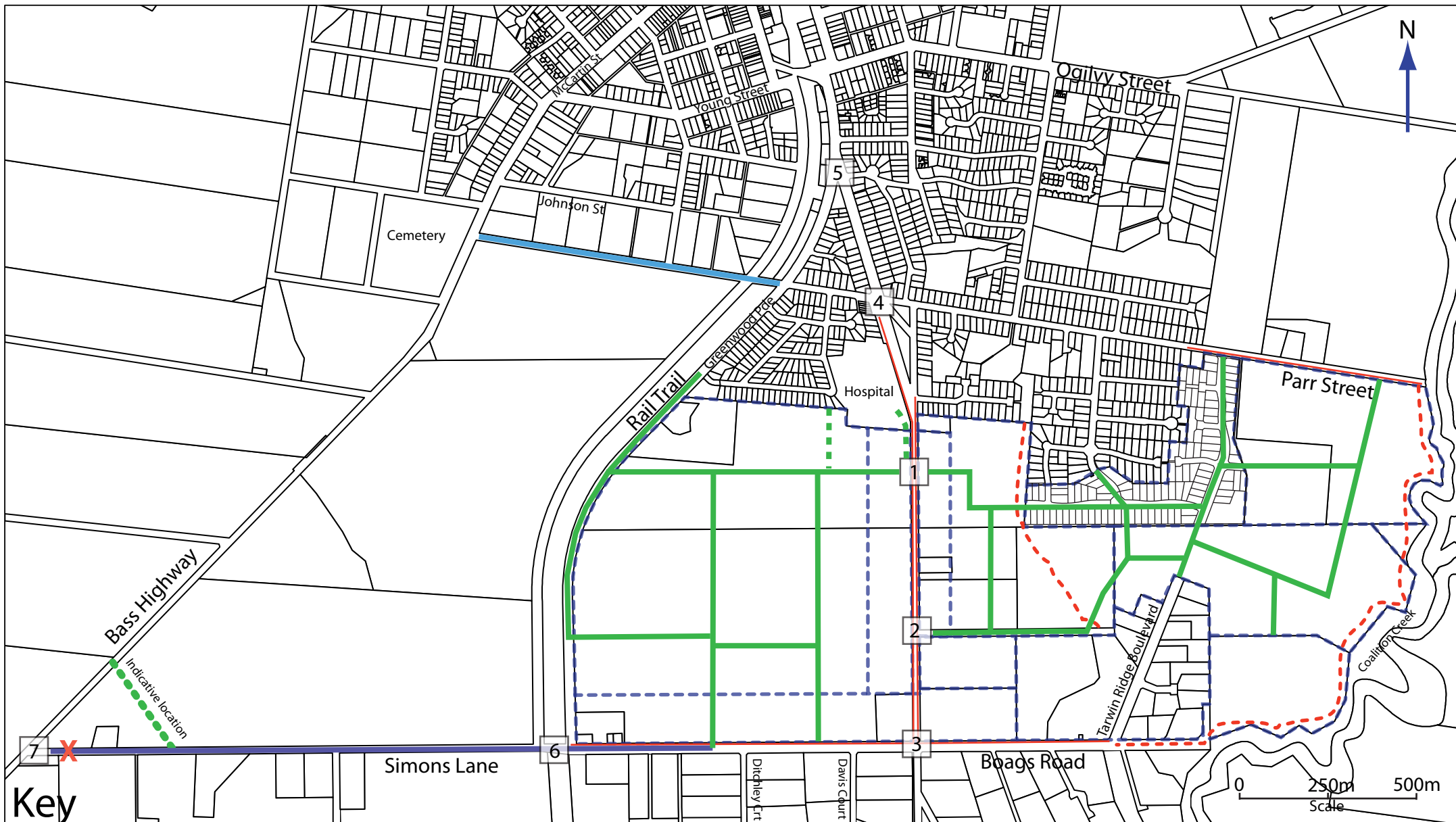
Key

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

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

July 2011

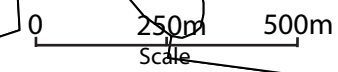
Attachment 2 Outline Development Plan - Road Reserve Infrastructure Plan



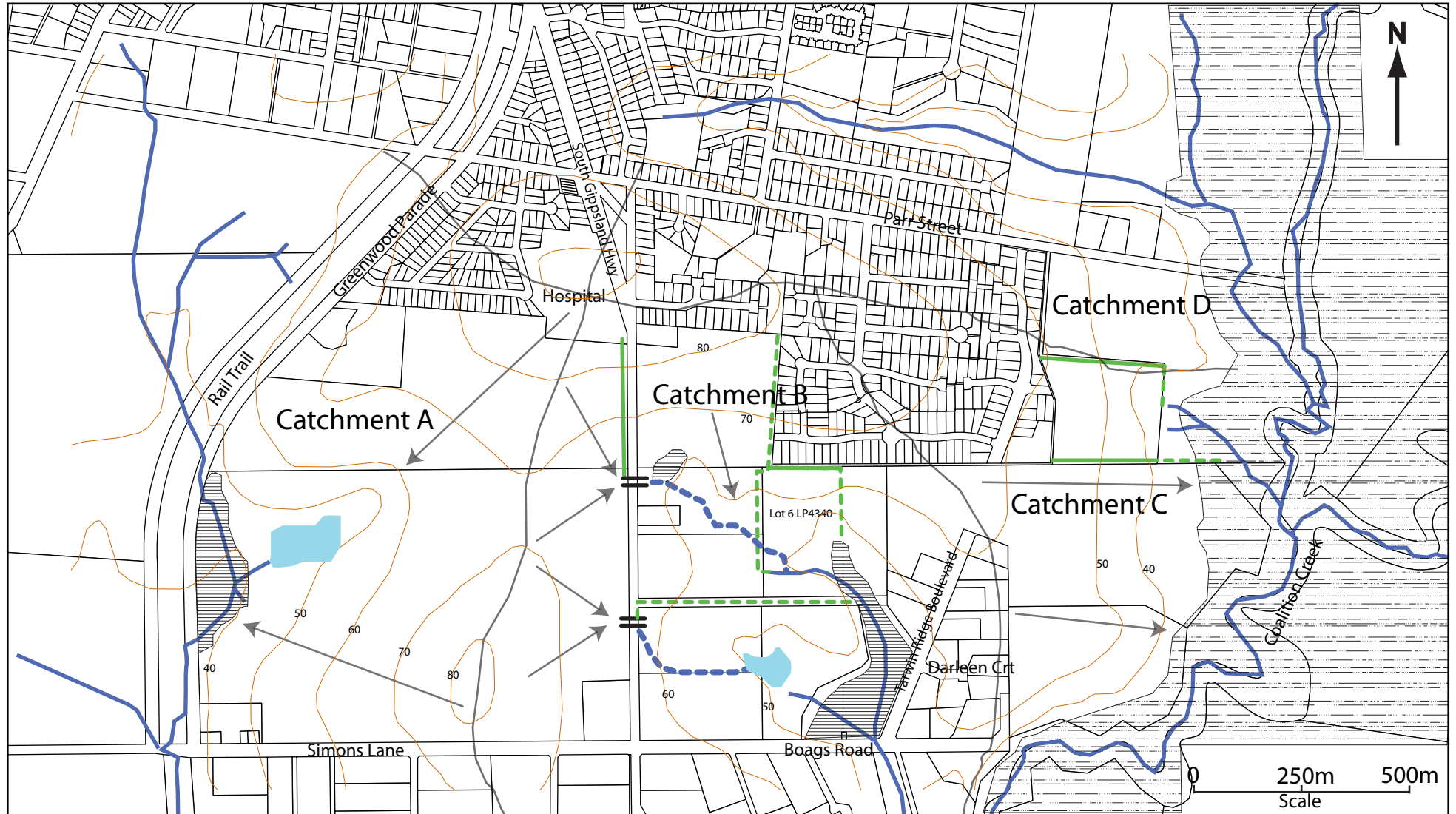
Key

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

No. Critical Intersection. See ODP Section 5.



Attachment 3 Outline Development Plan - Drainage Plan



Key Declared waterway. Undeclared overland stormwater flows. Dams.		Wetland / waterlogged. Waterway Inundation Potential. Drainage Easement (existing).		Future Drainage Easement / Reserves (indicative). Catchment Boundaries (watersheds). Indicative stormwater flow directions.		Drainage culverts 300mm (existing). Contours - 10m intervals.	
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