



burwood heights activity centre structure plan

part a: the plan

prepared for the City of Whitehorse by hansen partnership pty ltd

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1 executive summary

The Burwood Heights Activity Centre Structure Plan has been prepared by Hansen Partnership in association with Parsons Brinckerhoff and Charter Keck Cramer.

1.1 the project

The aim of the project is to prepare a Structure Plan for the Burwood Heights Activity Centre in accord with the Department of Sustainability's (DSE) Practice Note for 'Structure Planning for Activity Centres'. The aim of the Structure Plan is to develop a clear Vision for the centre and establish strategic principles by which to achieve this vision direct and recommendations to manage future change and development in the centre and surrounds over time.

The Burwood Heights Activity Centre Structure Plan has been prepared through an intensive 14 month community led consultative process and anchored in sound analysis. The community's engagement and positive input into the project has led to the delivery of a comprehensive and implementable structure plan that will act to realise a vision for the Activity Centre that responds to the community and other stakeholder's needs.

1.2 the place

The Burwood Heights Activity Centre has been designated as a Major Activity Centre in Melbourne 2030, the State Government's 30 year planning and environment strategy. The Burwood Heights Major Activity Centre covers an area that is generally around the intersection of Burwood Highway and Middleborough Road, Burwood.

The Activity Centre study area includes the following key features:

- Existing local shopping centre with a mix of retail and commercial uses.
- Royal Society for the Protection of Cruelty Against Animals (RSPCA), Victorian Head Office and animal welfare facilities.
- Major strategic redevelopment site at the Former Brickworks Site at 78 Middleborough Road (20.5ha).
- Located on the Principal Public Transport Network (PPTN) and served by a tram and bus services.
- Connections to regional linear open space networks.
- Surrounded by an established, low rise residential area.



A key re-development site exists in the Activity Centre at 78 Middleborough Road (the Former Brickworks Site). In parallel with the structure planning process for the Activity Centre, an Interim Structure Plan has been prepared for the Former Brickworks Site on behalf of the owners, Reading Properties. A Framework Plan for the Former Brickworks Site has been prepared as part of that process and has been adopted by Council. In July 2005 Reading Properties sought Council to request the Minister of Planning to consider a rezoning of the Former Brickworks Site to a Priority Development Zone (PDZ). Amendment C63 was gazetted on 23 February 2006.

The structure plan sets the strategic framework for land use and development within the Activity Centre. Guidance is provided in regard to the appropriate use and development of the Former Brickworks Site where required. Particular regard is given to the appropriate management of interfaces and mix of uses on this site. The structure plan is consistent with the adopted Framework Plan for the Former Brickworks Site, however in part goes beyond this plan to provide further guidance to Council when considering development applications and plans in the future. The Framework Plan should be referred to in conjunction with the Activity Centre Structure Plan.

1.3 the vision

The vision for the Burwood Heights Activity Centre has been developed through consultation and reflects the aspirations of the community and of other stakeholders.

The vision for the centre is as follows:

'Burwood Heights will evolve as an inclusive and vibrant Activity Centre that reinforces the existing sense of community and neighbourhood spirit. It will comprise a wide mix of uses that complement the role and function of other Activity Centres in the region and the range of services currently available in the existing centre.'

Burwood Heights will be easy to get to by public transport and will be easy and comfortable to move through via well defined, designed and active walking and cycling networks.

The centre will integrate and respect the character and amenity of its surrounds. It will embrace the topographical, physical and environmental features of the locality and develop as an attractive and memorable place that integrates strong built form and landscape elements'.



1.4 key elements of the plan

The structure plan is based on a set of key strategic principles that relate to:

- role and function;
- movement;
- form;
- open space and environment;
- residential surrounds; and
- facilitation and development.

The structure plan establishes a set of 21 key elements to realise the vision for the Activity Centre, and respond to the agreed strategic principles identified above and the objectives contained in Melbourne 2030. Generally, the key elements of the structure plan are as follows:

- **Land Use**
 - It is recommended that the Activity Centre support an increased mix of uses in the future through the re-development of both the existing shopping centre and the Former Brickworks Site. The opportunity to support 'longer stay' activities such as entertainment, leisure and dining is encouraged at the Former Brickworks Site. An increase in compatible retail, office and commercial development at the Former Brickworks Site is also encouraged. The structure plan acknowledges that the Framework Plan and planning controls for the Former Brickworks Site ensure that appropriate regard is given to the existing retail hierarchy, particularly the existing shopping centre, through development applications for retail uses.
 - The structure plan recognises that significant opportunities for re-development of the existing shopping centre exist in the form of increased retail and commercial offer as well as new mixed use development incorporating residential at upper levels.
 - To support the Activity Centre and the overarching principles of sustainability, recommendations have been made regarding the opportunity to provide additional housing in and around the Activity Centre in the form of medium density housing. Appropriate locations for this form of housing are identified along the public transport corridors of Burwood Highway and Middleborough Road as well as through the re-development of the Former Brickworks Site and the existing shopping centre in the future.



- **Built form and height**

- The structure plan identifies opportunities for height at key locations within the Activity Centre, including on the RSPCA site, the existing shopping centre and the Former Brickworks Site. It is generally considered that taller form feature buildings should be developed to help mark and define the Activity Centre at particular gateways as well as maximise views to the city and the Dandenong Ranges.
- In terms of built form, the structure plan identifies that appropriate regard is given to achieving well designed and articulated frontages to main roads that present as a positive interface to the public domain. The Middleborough Road frontage to the Former Brickworks Site is considered as a key location for significant design and built form treatments to present a high profile address to the site and the Activity Centre generally.
- Guidelines have also been prepared to ensure appropriate regard is given to the management of sensitive interfaces, particularly to residential areas to the north of Eley Road, the east and north-west interfaces with the Former Brickworks Site, and south of the existing shopping centre.

- **Access and Movement**

- The structure plan prioritises an increased role for alternative modes of transport in the Activity Centre in the future. The plan identifies opportunities to upgrade and better connect public transport to the centre through for example the relocation of existing east-west tram stops on the Burwood Highway to a super stop located in a central mid block location. Opportunities to integrate bus services with the super stop have also been considered.
- Walking and cycling are also prioritised through recommendations to establish on and off road walking and cycling networks that are clearly marked, well signed and provide adequate rest facilities. Achieving permeability and a high level pedestrian environment at the Former Brickworks Site is also strongly encouraged.
- The structure plan recognises the important road function of Burwood Highway and Middleborough Road and acknowledges the need for the maintenance of efficiency and safety on these roads through any re-development of the Activity Centre in the future.
- The structure plan recommends that car parking associated with new development in the Activity Centre should be easily accessible however where possible should be provided 'out of sight' i.e. underground, to improve the amenity of the pedestrian environment and maximise potential for land use.



- **Open space and landscape**

- The structure plan identifies opportunities to improve the landscape environment of Burwood Heights in order to mark and define the Activity Centre. Initiatives such as greening the median on Burwood Highway through the provision of a grass floor along the tram corridor; establishing a landscape theme for the Burwood Highway that reinforces this key address to the centre; provision of new development at the north-east edge of the centre fronting Burwood Highway located within a campus style setting on the Former Brickworks Site; and the provision of upgraded and new open space and meeting areas within both the existing shopping centre and the Former Brickworks Site.

1.5 implementation

Key issues addressed in relation to implement include:

- Regarding management and coordination – Retaining the Partnership Group, appointing a development facilitator or place manager, restructuring the project control group to include relevant Council DSE and DOI officers, and reconsidering the ongoing role of the Working Group.
- Amending the Whitehorse Planning Scheme to update the local planning policy for the whole of the Burwood Heights Activity Centre and the separate policy specifically for the Former Brickworks Site.
- The need for Council to take a proactive role in facilitating redevelopment of the Former Brickworks Site and other key redevelopment opportunities in the activity centre such as the RSPCA site and the existing shopping centre site.
- Identification of some of the infrastructure improvements likely to be required as a consequence of the development envisaged by the structure plan.
- The need for Council to prepare an infrastructure funding policy to clearly identify the sources of funds for the various types of infrastructure that will need to be provided, and the degree and means by which it is appropriate to seek funds from the private sector.
- A list of other additional more detailed work that will be required to be undertaken.
- A work program that lists the key things that need to be done and the responsibility for doing them.



2 introduction

The Burwood Heights Activity Centre Structure Plan is contained within two volumes of work: Part A and Part B.

Part A of the Structure Plan refers to the plan itself, including the overall vision and principles for the Activity Centre as well as the Guidelines and Actions to realise this Vision.

Part B of the Structure Plan refers to the key influences that will drive change in the Activity Centre in the future. The key influences have derived from the background analysis, assessment and consultation that have underpinned the structure planning process.

The following documentation forms Part A of the Structure Plan.

2.1 the land affected by the plan

The Burwood Heights Activity Centre has been designated as a Major Activity Centre in Melbourne 2030, the State Governments 30 year planning and environment strategy. The Burwood Heights Major Activity Centre covers an area that is generally around the intersection of Burwood Highway and Middleborough Road, Burwood.

The boundary of the Burwood Heights Activity Centre Structure Plan Study Area is illustrated in **Figure 1**. This boundary is however flexible. The boundary illustrated in Figure 1 is based on the study area that was identified by the City of Whitehorse as the starting point for commencing the structure plan process and which was amended after community feedback early in the process.

Comments and recommendations are made throughout this report that relate to land adjacent to or beyond the boundaries of the study area. This is done where the future use and development of those areas is considered to be relevant to the planning of land within the defined study area.



burwood heights activity centre, structure plan

figure 1: study area

legend



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The Activity Centre study area includes the following key features:

- Existing local shopping centre with a mix of retail and commercial uses.
- Royal Society for the Prevention of Cruelty to Animals (RSPCA), Victorian Head Office and animal welfare facilities.
- Major strategic redevelopment site at the Former Brickworks Site at 78 Middleborough Road (20.5ha).
- Located on the Principal Public Transport Network (PPTN) and served by a tram and bus services.
- Connections to regional linear open space networks.
- Surrounded by an established, low rise residential area.

The study area also includes a residential area to the south-west of the centre which was identified as an area of substantial change in Council's Housing Strategy (2003) for further review as part of the Structure Plan process.

The DSE Practice Note 'Structure Planning for Activity Centres' identifies that a boundary should be defined for the Activity Centre. The Burwood Heights Activity Centre boundary has been defined based on the rate of change and current and proposed intensity of activity within the study area. The boundary generally accommodates all non residential zoned land within the 'study area' including the Former Brickworks Site, the RSPCA and the existing shopping centre, and will also include the Melbourne Water Retarding Basin and the residential area on Middleborough Road, south of Eley Road. (Refer **Figure 2: activity centre boundary**). Recommendations will also relate to areas beyond the boundary.



burwood heights activity centre, structure plan

figure 2: activity centre boundary

legend



activity centre





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2.2 former brickworks site, 78 middleborough road

The structure plan will focus strategic direction on the land within the Activity Centre area. In relation to the strategic redevelopment opportunity at the Former Brickworks Site, 78 Middleborough Road, the structure plan will provide guidance where it is considered appropriate to do so. A framework plan has been concurrently prepared for the Former Brickworks Site by Urbis JHD (Refer to Section 1.4.2).

The structure plan will influence any redevelopment on that site in regard to the following:

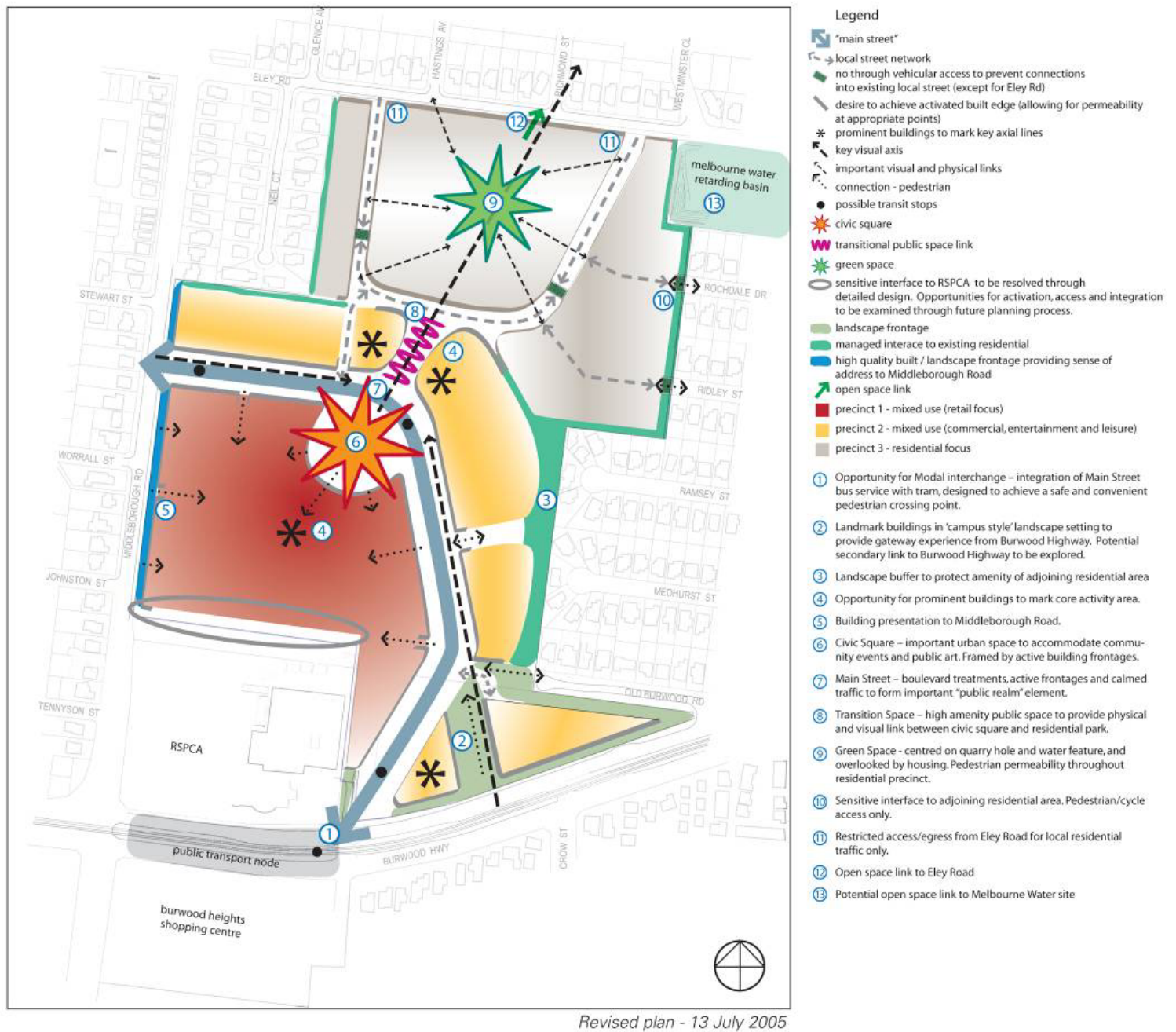
- Its treatment of sensitive interfaces, particularly the residential areas to the east and north of the site; and the RSPCA to the south.
- Its treatment of main road interfaces, as well as a desired level of responsiveness to internal road networks on the site.
- Preferred height and scale at main road frontages and abutting sensitive interfaces; including degrees of transition for built form in these locations.
- Preferred height and scale of development throughout the site where appropriate, as well as preferred density of development, particularly residential.
- Range and scope of land uses on the site where appropriate.
- Permeability and accessibility into the site from the existing residential areas, particularly for pedestrians and public transport.
- Protection of locally significant features including open space opportunities where appropriate.
- Implementation of appropriate planning controls for the site.

In regard to the range and scope of land uses on the Former Brickworks Site, and having regard to other land uses in the Activity Centre, the Structure Plan will provide guidance where it is considered appropriate to do so in order to achieve an overall net community benefit within the Activity Centre.

Having regard to the economic analysis undertaken as part of the structure plan process, the structure plan encourages a mix of uses to be incorporated into any redevelopment proposed on the Former Brickworks Site. The structure plan acknowledges that the Former Brickworks Site presents as a strategic redevelopment opportunity that is quite unique in the context of a metropolitan Melbourne Major Activity Centre. To this end, the structure plan will encourage redevelopment of the site in a manner that is cohesive with the existing pattern of Activity Centres in the area, balanced against an expressed need from the community to transform the site from its current unsightly and unusable state.

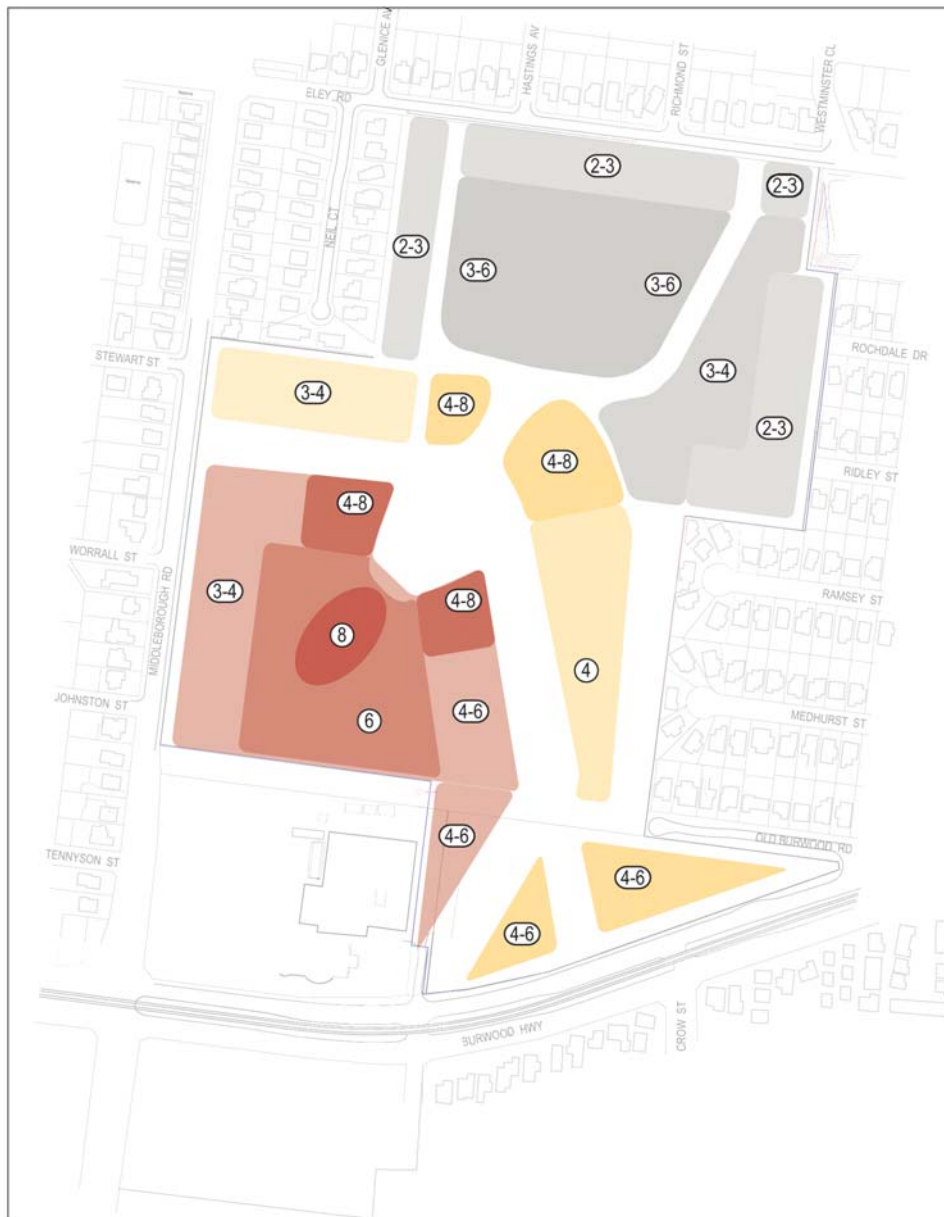
In July 2005 the owners of the site requested that the City of Whitehorse ask the Minister of Planning to consider the re-zoning of the site from the Special Use Zone (Extractive Industry) to a Priority Development Zone (PDZ). (Refer to Section 1.4.2). The amendment, C63, was gazetted on 23 February 2006. A Framework Plan for the Former Brickworks Site has been adopted by Council (refer **Figure 3 & 4**) and forms part of the Priority Development Zone.

burwood heights activity centre structure plan: part a – the plan



Note: coloured areas represent land use only (not building footprints)

figure 3: framework plan for former brickworks site



Note: the building height plan refers to building heights in terms of number of levels above ground floor. This assumes residential buildings to have a ground floor height of 4.0m and upper floor heights of 3.2m. Commercial/retail buildings are assumed to have a ground floor height of 5.0m and upper floor heights of 4.0m. On-roof plant has not been included in proposed building heights.

Legend
 (4-8) Number of levels.

Revised plan - 13 July 2005

figure 4: building height plan for former brickworks site

2.3 what is an activity centre?

Melbourne 2030 is the State Government's 30 year planning and environment strategy. Released in 2001, Melbourne 2030 seeks to deliver a more sustainable future for Melbourne. Melbourne 2030 establishes nine key directions by which to achieve a sustainable city as follows:



- Direction 1: A more compact city;
- Direction 2: Better management of metropolitan growth;
- Direction 3: Networks with the regional cities;
- Direction 4: A more prosperous city;
- Direction 5: A great place to be;
- Direction 6: A fairer city;
- Direction 7: A greener city;
- Direction 8: Better transport links;
- Direction 9: Better planning decisions, careful management.

Of specific relevance to this structure plan is Direction 1 of Melbourne 2030. Direction 1 seeks to deliver a more compact city for Melbourne. Policies established to implement Direction 1 include:

- **Policy 1.1:** Build up Activity Centres as a focus for high-quality development, activity and living for the whole community.
- **Policy 1.2:** Broaden the base of Activity Centres that are currently dominated by shopping to include a wider range of services over longer hours, and restrict out-of-centre development.
- **Policy 1.3:** Locate a substantial proportion of new housing in or close to Activity Centres and other strategic redevelopment sites that offer good access to services and transport.

Under Direction 1, Activity Centres across metropolitan Melbourne have been classified into five types:

- Central Activities District;
- Principal Activity Centres;
- Major Activity Centres;
- Specialised Activity Centres;
- Neighbourhood Activity Centres.

The classification defines the role and function of centres, including preferred uses, scale of development and links to the public transport system.

Burwood Heights has been designated as a Major Activity Centre. Other Major Activity Centres in Whitehorse include:

- Nunawading 'Mega Mile';
- Tally Ho Business Precinct;
- Forest Hill Shopping Centre.



In close proximity to the Burwood Heights Major Activity Centre are the following Principal and Specialised Activity Centres:

- Box Hill Principal Activity Centre;
- Glen Waverley Principal Activity Centre;
- Deakin University Specialised Activity Centre.

Major Activity Centres are defined by Melbourne 2030 as having similar characteristics to Principal Activity Centres but serving smaller catchment areas.

Continued development at Major Activity Centres is encouraged to supplement the network of Principal Activity Centres and provide additional scope to accommodate ongoing investment and change in retail, office, service and residential markets.

Having regard to the above, Melbourne 2030 defines the role of Major Activity Centres as follows:

'As with Principal Activity Centres, the development of this network of Major Activity Centres is critical to metropolitan Melbourne's future economic performance. The intent is to substantially reinforce the network by connecting most of these centres into the Principal Public Transport Network and encouraging more mixed-use development in appropriately located centres.'

Melbourne 2030 encourages continued broadening of the range of uses in Major Activity Centres and upgrading of public transport services. Existing Major Activity Centres that lack good public transport links will not be allowed to grow substantially at the expense of better-located centres serving the same catchment. New Major Activity Centres will have to be on the Principal Public Transport Network or be linked to it as part of the cost of developing the site.' (Melbourne 2030, p48).

It is important to note that the role, function and form of Major Activity Centres varies within this classification – that is, Major Activity Centres differ from place to place in terms of mix of uses, local and regional significance, public transport provision etc, despite being developed around the same general criteria (as identified above).

Currently the existing shopping centre at Burwood Heights functions as a neighbourhood centre. However it has the ability to meet its potential as a Major Activity Centre in the future, particularly due to development potential at the key redevelopment site at the Former Brickworks Site. The realisation of this by Council and DSE has actively supported the designation of this centre as a Major Activity Centre.

2.4 what is a structure plan?

The Department of Sustainability and Environment (DSE) has prepared a practice note for structure planning of Activity Centres. The practice note defines structure planning as:



'Structure planning is the process of developing a framework for the integrated development of an Activity Centre.'

Structure plans will guide the major changes to land use, built form and public spaces that together can achieve economic, social and environmental objectives for the centre.

The aim of structure planning for Activity Centres is to give effect to the policies and objectives set out for Activity Centres in Melbourne 2030: Planning for Sustainable Growth and to provide effectively for changing community needs.' (Planning Practice Note: Structure Planning for Activity Centres)

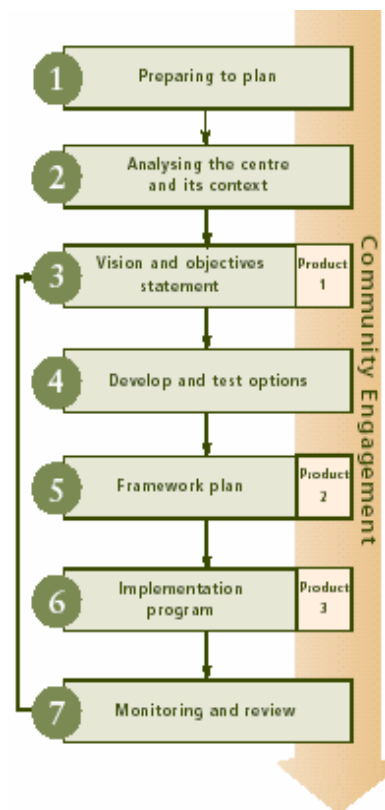
In accord with the practice note, the aim of structure planning for Activity Centres is to:

- Set the strategic framework for the use and development of land in and around the centre, and give clear direction to investors about preferred locations for investment;
- Support the roles and functions for the centre that will result from its classification housing intensification and the development of the public transport network;
- Outline the scale and direction of development that will meet the future needs of the community. This will need to be outlined in three dimensions for key precincts within the centre, and, depending on the extent of change anticipated, may need to occur for the whole centre.
- Support greater transport choice and provide for adequate transport and traffic management.
- Identify the need for new street and pedestrian connections.
- Encourage the enhancement of the public environment.
- Promote development which is environmentally sustainable.
- Reflect Melbourne 2030's performance criteria, policies and objectives for Activity Centres.
- Provide greater certainty for development that are consistent with the structure plan (Planning Practice Note: Structure Planning for Activity Centres).

2.4.1 the structure planning process

As directed by the DSE, structure planning for Activity Centres is to occur via a three tiered process (as identified in the opposite diagram) that includes:

- A statement of the vision and objectives.
- A framework plan.
- The implementation program.





The structure planning process for the Burwood Heights Major Activity Centre has followed this approach to deliver an integrated and comprehensive plan for the centre.

Community consultation and stakeholder liaison has been central to this process and is a necessary and important part of the model. Consultation has been largely facilitated by the Council appointed independent facilitator Bruce Turner, Phoenix Facilitations.

The structure plan is an overall strategic document that will provide guidance on particular elements and opportunities for future redevelopment. It will not provide detailed master planning for particular sites within the Activity Centre. Concurrent with the Structure Plan, more detailed planning and development is taking place by the owners of the Former Brickworks Site, RSCPA and gymnasium sites.

2.4.2 the interim structure plan process (former brickworks site)

An Interim Structure Plan (ISP) for the Former Brickworks Site has been prepared concurrently with the Activity Centre structure plan.

The ISP process was established by DSE in late 2004 as a way of managing ongoing development proposals that are lodged in an Activity Centre during the normal structure planning process. According to the DSE Practice Note on Interim Structure Plans:

'Interim Structure Plans will help protect key features and opportunities in centres on a temporary basis while final Structure Plans are being prepared.'

In accord with the Practice Note, the Minister will consider a ministerial amendment, pursuant to Section 20(4) of the Planning and Environment Act, to introduce an Interim Structure Plan where:

- *A formal request in writing is received from the planning authority.*
- *The planning authority can demonstrate that the interim structure planning provisions:*
 - *are based on substantive progress of a structure plan that has involved community consultation and is consistent with the General Practice Note - Structure Planning for Activity Centres (December 2003), and*
 - *would allow sufficient scope to provide for economic and population growth including provision for local housing needs consistent with the regional housing aspirations outlined in Melbourne 2030.*
- *The planning authority commits to complete structure planning within a specified time.*
- *The planning authority commits to constructively participate in the Regional Housing Working Groups.*

Having regard to the above, substantive progress of a structure plan is defined in the Practice Note as follows:



'Completion of steps 1-3, or equivalent, should establish the strategic basis for any interim provisions through community consultation and an analysis of the role of the centre against the State and Local Planning Policy Provisions and Melbourne 2030.

Support for an Interim Structure Plan would depend on the quality and quantity of work in reaching this stage. The planning authority will have to demonstrate the strategic basis for the amendment.

The more progressed the structure planning process is, the greater the level of control capable of being introduced as part of the interim structure plan. For instance, the level of control capable of being introduced would be less at step 3 than at step 7, as the strategic basis supporting the proposed provisions will be more advanced at the later stages.'

In accord with this process, and having completed relevant requirements identified by the Practice Note including development of a vision and objectives for both the Activity Centre and the Former Brickworks Site as well as advancement of draft concept plans for both study areas, the owners of the Former Brickworks Site sought the re-zoning of the site to a Priority Development Zone (PDZ).

The rezoning request was lodged in July 2005 and takes the form of Amendment C63 to the Whitehorse Planning Scheme. This Amendment was gazetted on 23 February 2006.

2.5 how will the plan be used?

The aim of the structure plan for Burwood Heights is to provide greater certainty for all stakeholders in terms of delivering a preferred future for the centre.

The structure plan will be used by:

- The City of Whitehorse:
 - as a basis for introducing new planning policies, zones and overlay controls into its planning scheme;
 - in assessing planning permit applications;
 - in assessing requests to rezone land;
 - in guiding non-statutory initiatives, arrangements or partnerships to assist in realising potential future opportunities within the Activity Centre.
 - in preparing capital works budgets to implement public works; and
 - in delivering community services.
- The Community – to understand how the area is likely to change in the future.
- Existing Business Owners – to create greater certainty and appreciation regarding the future direction of the centre at large.



- By Developers – to understand the development opportunities that exist and the matters that will be taken into account by planning authorities in assessing development proposals.
- By other Government agencies – in coordinating infrastructure improvements with work undertaken by the City of Whitehorse and other agencies including public transport, roads, water etc.

3 the vision for the centre

Having regard to the above influences, an overall vision for the centre has been developed with the community that reflects the aspirations of the community and of other stakeholders. The vision for the centre is as follows:

'Burwood Heights will evolve as an inclusive and vibrant Activity Centre that reinforces the existing sense of community and neighbourhood spirit. It will comprise a wide mix of uses that complement the role and function of other Activity Centres in the region and the range of services currently available in the existing centre.'

Burwood Heights will be easy to get to by public transport and will be easy and comfortable to move through via well defined, designed and active walking and cycling networks.

The centre will integrate and respect the character and amenity of its surrounds. It will embrace the topographical, physical and environmental features of the locality and develop as an attractive and memorable place that integrates strong built form and landscape elements'.

3.1 the key principles underlying the plan

The structure plan is based on a set of key strategic principles that relate to:

- role and function;
- movement;
- form;
- open space and environment;
- residential surrounds; and
- facilitation and development.

These principles support the Vision for the centre and are underpinned by feedback generated through community consultation. The principles act as the practical element of the Vision and provide greater clarity about how the Vision will be expressed on the ground in the centre. These principles will be integral in guiding the implementation of the structure plan and assessment of development opportunities and capital works in the centre in the future.



These strategic principles underlying the plan are documented as follows:

role and function

- For Burwood Heights to evolve as a showcase example of a cohesive and integrated major Activity Centre, that incorporates a mix of uses, a greater density of activities and transport options as envisaged by Melbourne 2030.
- For Burwood Heights to capitalise on the unique redevelopment opportunities presented in the Activity Centre and to evolve these in a cohesive manner over time.
- For Burwood Heights to accommodate a mix of uses including retail, commercial, community, entertainment, health, leisure, residential and other associated uses that respond to the needs of the local and regional population now and into the future.
- To recognise the existing role of the shopping centre within the wider Activity Centre and the opportunities for the evolution of its elements, and their ongoing viability, as the Activity Centre matures.
- For Burwood Heights to evolve as a major Activity Centre that complements the existing pattern of Activity Centres in the region.
- To recognise the role of the centre as a driver of economic growth and local employment in the future.
- For Burwood Heights to develop as a strong community focal point that provides a range of community uses and recreation / leisure opportunities that support all segments of the community.

movement

- To be easily accessible for residents, workers and visitors by non car-based transport.
- To manage traffic, vehicle access and movement within the centre and from key land uses at main road frontages.
- To establish / develop easily accessible and well connected uses within the centre.
- To provide better public transport connections between Burwood Heights and the network of other Activity Centres and key destinations in the region.

form

- To mark the centre with attractive and distinctive urban form and design feature elements that distinguish it from its surrounds in a sensitive manner, which mark it as a major concentration of activity and as a community focal point.
- To achieve building forms and streetscape treatments along Burwood Highway and Middleborough Road, and along existing and new roads within the Activity Centre, which address the street in a positive way and which provide attractive, active and interesting places for pedestrians and passing traffic.



- To achieve a higher intensity of built form and activity that is appropriate for a major Activity Centre in a suburban context, but which responds to its lower density surrounds in a sensitive manner.
- To utilise existing environmental and physical features of area as the basis for a network of open spaces and open space links.
- To provide an open and permeable network of streets, pedestrian routes, cycle routes and open space corridors throughout the centre, and between the centre and its surrounds, whilst managing through traffic to create a safe and attractive environment within the centre.

open space and environment

- To utilise existing environmental and physical features to establish areas of open space through the centre which are visible to the public, which provide the opportunity for landscaping and for the greening of the centre, and which contribute to the overall appearance and amenity of the Activity Centre.
- To provide logical, convenient and high amenity open space and pedestrian / cycling links between areas of open space and major activity nodes established within the centre, and to the regional open space network in which the Activity Centre is located.
- To improve the quality and distribution of local open space and ensure long-term protection of public open space.
- To establish a landscape theme for the centre that balances the evolution of Burwood Heights as a major Activity Centre with a strong built form, and recognises and incorporates elements of the garden suburban character of the area in this location.

environmentally sustainable development (ESD)

- To incorporate ESD principles in the future planning and development of the Activity Centre including: minimising energy use through efficiently designed places and spaces; maximising opportunities for northern orientation; and incorporating water sensitive design techniques in new developments.
- New developments must develop ESD guidelines for new uses to the satisfaction of appropriate referral authorities.

residential surrounds

- To maintain and enhance a high level of residential amenity of residential precincts surrounding the Activity Centre, including limiting non-residential traffic; limiting activities that generate unreasonable noise levels; and enhancing streetscape and landscape treatments in residential streets.
- To integrate development within the centre with the surrounding network of streets and public space to provide easy pedestrian and cycle access to the centre, whilst avoiding the introduction of additional vehicle traffic into residential precincts.



facilitation and development

- To facilitate and coordinate public and private investment in the Activity Centre consistent with the structure plan.
- To provide flexibility for public and private investment to prepare creative and exciting plans for investment within the centre, within the general framework established by the structure plan.
- To avoid stifling the opportunity to consider new and exciting initiatives not foreshadowed in the structure plan, provided the principles enunciated in the plan are not prejudiced and the principle of net community benefit is maintained.
- To ensure the timely delivery of infrastructure, including water, roads and public transport, through development contribution schemes to support the evolution of the Activity Centre.

3.2 how could these principles translate on the ground in the activity centre?

The vision and principles for Burwood Heights will guide the evolution what is currently a localised neighbourhood centre into a well designed and integrated Major Activity Centre.

The principles could assist in the strengthening of the existing neighbourhood centre to the south with retail and mix use forms fronting the highway, and opportunities for better connections to residential areas to south. In addition, a new integrated tram stop and public transport hub could be located towards the eastern edge of the precinct to serve as a stepping stone to the new development area to the north, as well as creating good links with the existing shopping centre.

A landscape and design theme for the Activity Centre could result in the greening of the Burwood Highway as a grand boulevard which could assist in defining the centre and creating a sense of place that is unique to Burwood Heights. A landscape theme such as this would also build on the existing character of the area.

Consolidation of form and activity along Burwood Highway and Middleborough Road is encouraged. To support this both sides of Burwood Highway could establish service roads adjacent to commercial and or office development to ensure a more harmonious interface at the street level. If appropriate, this technique could be repeated on the eastern side of Middleborough Road fronting any new development at the Former Brickworks Site depending on detailed planning for that site.

As a result of the master planning process being undertaken for the Former Brickworks Site, a new diagonal connector will be established between Middleborough Rd north and the Burwood Highway (through the Former Brickworks Site) which will present a chain of events and activities along its axis.



The new development area at the Former Brickworks Site will be encouraged to firmly address its Highway and Middleborough Road frontages but soften at its interfaces to the eastern residential area, and in particular in and around an open space contribution to the north. This open space will be at the northern focus of the site and connect into a regional network of open space, cycle trails and related activities.

Opportunities for a substantial built element with some considerable height may easily be accommodated at an appropriate location on the Former Brickworks Site given the landscape threshold which surrounds it. Such a pivotal location should respect the ongoing nature of the RSPCA which fronts the Burwood Highway and Middleborough Road but also contain its considerable open space and landscape resource.

The new development area at the brickworks site will be the location for new active retail and entertainment services and facilities. Frontages are to be presented to all streets with service access and the like well concealed within the building bulk.

Movement through and across the study area could be supported by a new grid pattern of streets, laneways, pedestrian link and view lines that effectively “connect” the new development area of the Former Brickworks Site with the surrounding urban fabric. This access structure could be supported by taller feature buildings at key external corners that signify gateways and entries into both the new development area and the Activity Centre.

The surrounding established residential stock, and opportunities to integrate more dense residential development in specific, well serviced areas, will evolve naturally over time through land amalgamation and redevelopment according to market and demographic forces. Residential streets will be enhanced through local traffic management measures and street tree planting.



4 the plan

4.1 key illustrations

The key elements of the Burwood Heights Major Activity Centre structure plan are summarised in the following diagrams:

- **Figure 5 – Land Use**

Figure 9 represents the overall concept for the Activity Centre. The concept is based on a series of key planning and design elements which will guide the use, look and feel of the Activity Centre in the future through the application of associated guidelines and actions. These elements are discussed in sections 3.1 and 3.2 of the Plan.

The following figures summarise the key planning and design components that underlie the Plan:

- **Figure 6 - Built Form**
- **Figure 7 - Access and Movement**
- **Figure 8 - Open Space and Environment**

Figures 6, 7 and 8 illustrate in detail the key features of the overall concept plan and clearly articulate the individual key elements of the Structure Plan.



burwood heights activity centre, structure plan

figure 5: land use

- legend
- activity centre study area
 - former brickworks site boundary
 - natural change residential areas
 - preferred medium density housing
 - preferred mixed use (commercial/retail)
 - green open space
 - key public urban spaces
- former brickworks site
- precinct 1: mixed use (retail focus)
 - precinct 2: mixed use (commercial, entertainment and leisure)
 - precinct 3: residential focus



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Dwg No.: UDD-005
Date: 19.05.06
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burwood heights activity centre, structure plan

figure 6: built form

legend

- activity centre study area
- former brickworks site boundary
- preferred height (storeys) up to 3-4
- existing arterial roads
- existing/ proposed local roads
- visual connections
- open residential frontage
- active frontage
- possible feature corner buildings
- mixed use



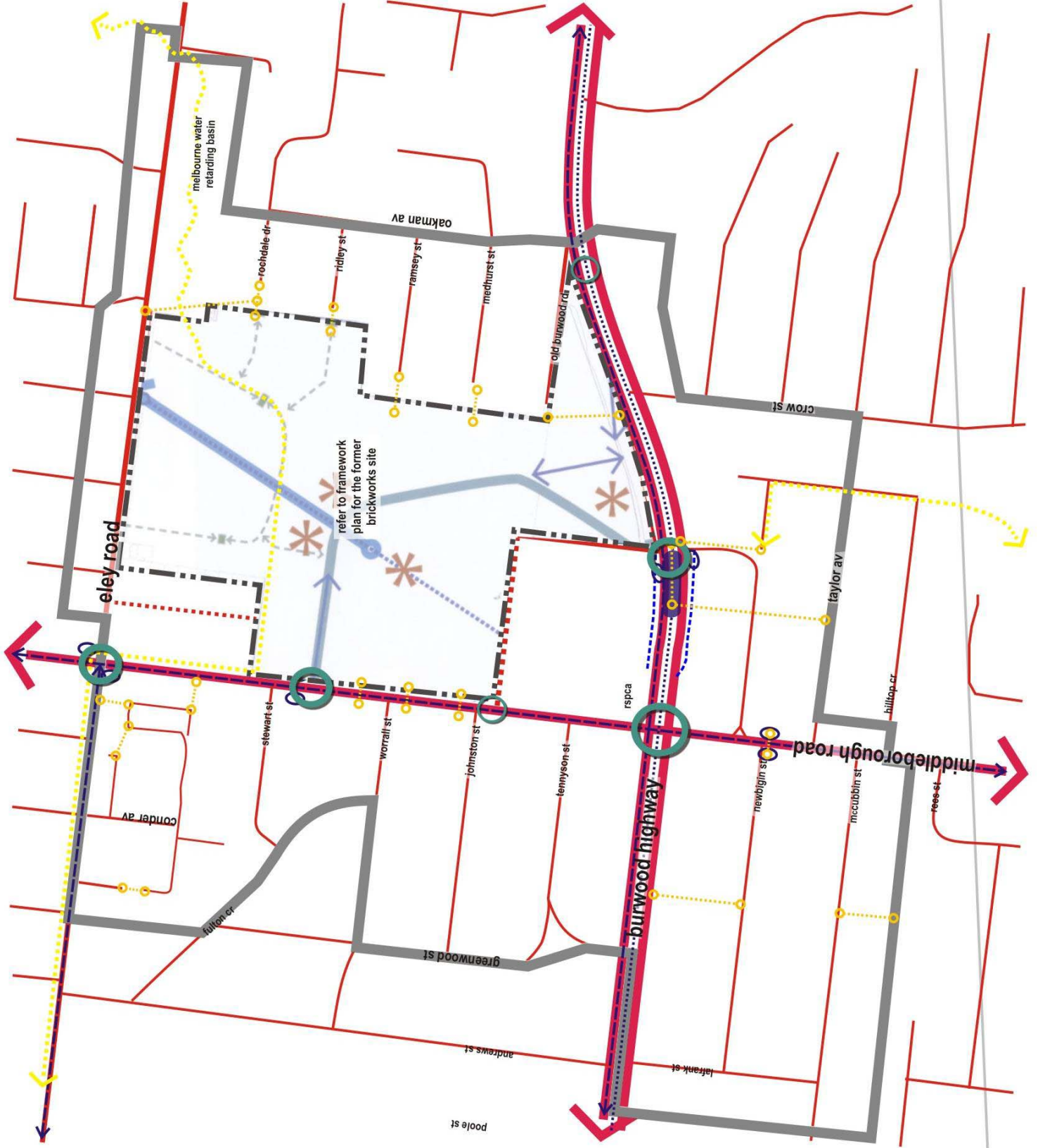
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burwood heights activity centre, structure plan

figure 7: access & movement

- legend**
- activity centre study area
 - former brickworks site boundary
 - primary/ secondary junctions
 - existing arterial roads
 - existing/ proposed local roads
 - existing/ proposed slip lanes & lane access
 - proposed pedestrian/bicycle linkages
 - proposed regional linkages
 - bus & tram routes
 - proposed transport hub/ bus stops





burwood heights activity centre, structure plan

figure 8: landscape & environment

legend

- activity centre study area
- former brickworks site boundary
- proposed pedestrian/bicycle linkages
- proposed regional linkages
- visual connections
- green open space
- key public urban spaces
- landscaped spaces
- streetscape planting



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5 the key elements of the plan

The structure plan contains 21 key elements that seek to guide the future development of the centre. Each of the key elements of the plan is described below and illustrated in **Figure 9**.

5.1 land use

5.1.1 former brickworks site

The Former Brickworks Site represents a major redevelopment opportunity and provides the vehicle by which to transform Burwood Heights from its existing role as a neighbourhood activity centre to its designation as a major activity centre. The structure plan for the Activity Centre has been prepared in parallel with a framework plan that has been prepared for the Former Brickworks Site by Reading Properties.

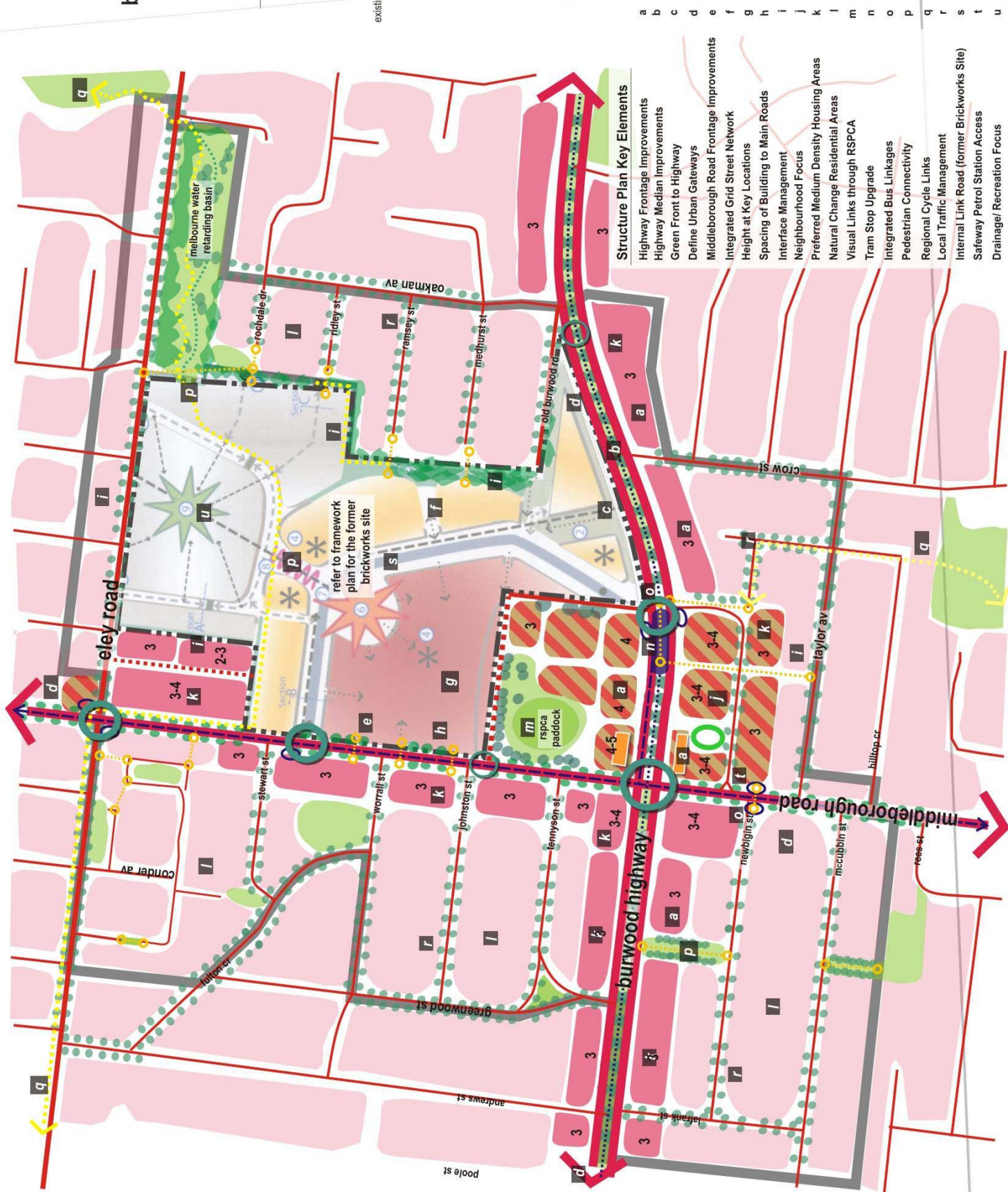
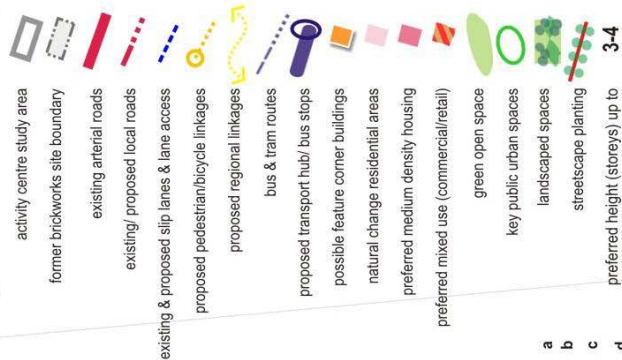
Consultation undertaken as part of the Structure Plan process revealed that there was generally a high level of support for the redevelopment of the 20.5ha Former Brickworks Site. The opportunity to facilitate change on this dormant, unattractive, site in the near future was one of the key driving factors behind community support as well as the opportunity to attract a broader range of uses into the Activity Centre.

The community supported the opportunity to re-develop the Former Brickworks Site for a range of uses including:

- “longer stay” activities such as entertainment, dining, leisure and even accommodation;
- “lifestyle” retail activities including large sporting, outdoor, music and book stores;
- general retail activities that would build on the existing offer in the Activity Centre;
- community facilities and open space; and
- a mix of housing type and sizes.

At the same time, some members of the community were concerned about the potential impact that any re-development of the Former Brickworks Site would have on the existing shopping centre. Consultation revealed that the existing shopping centre is highly valued by the local community for its convenience and familiarity. Other stakeholders, including small shop owners, were also very concerned about the impact of any re-development of the Former Brickworks Site on the ongoing viability of their shops and the centre in general. Particular concern was raised in relation to the potential of a full line supermarket being developed at the site.

legend





In response to these concerns, an economic assessment was undertaken by Charter Keck Cramer, part of the Hansen Partnership consultant team, in mid 2005. The aim of the assessment was to determine the potential for additional retail floorspace to be accommodated on the Former Brickworks Site given the existing retail activity within the Activity Centre and in close proximity to the site.

The economic assessment revealed that opportunities to generate new activities and a sense of vibrancy in the Activity Centre were strongly supported particularly in the form of leisure and lifestyle related retailing. This reinforced the findings of the community who were enthusiastic about opportunities for an increased mix in retail and entertainment in the Activity Centre to compliment other long stay uses such as restaurants, hotels, and leisure. Opportunities for convenience related retail activities are also supported at the Former Brickworks Site.

In summary, the economic assessment undertaken by Charter Keck Cramer concluded the following:

Supermarket:

- It is estimated that the current level of supportable supermarket floorspace at the Burwood Heights Activity Centre is approximately 5,275 sq.m.
- Given the existing floorspace occupied by Safeway (3,900sqm), this means that there is potential for an additional minimum 1,375sqm of supermarket floorspace to be supported in the Activity Centre.
- 1,375sqm of supermarket floorspace represents a small scale supermarket.
- The impact upon the existing Safeway supermarket at Burwood Heights of a new full line supermarket in the Activity Centre is potentially significant with consequences for smaller retailers within the centre that are dependent upon this supermarket to attract visitors.
- The development of a larger supermarket (greater than 1,375sqm), at this point in time is estimated to reduce the turnover of the existing supermarket by 42%.
- Potential exists to support a larger supermarket in the Activity Centre in the future when there is a substantial increase in the local resident population and catchment. It is forecast that to increase the level of additional supportable floorspace to 3,000sqm for a full –line supermarket, an additional 1,250 households (approximately) would be required in the immediate area.

Discount Department Store (DDS):

- A DDS is a store such as Target, Kmart, BigW or Harris Scarfe.
- A new DDS at the Burwood Heights Activity Centre will compete primarily with the existing Kmart Plaza (East Burwood), and to a lesser extent other DDS's at Forest Hill Chase Shopping Centre.
- Given the proximity to these stores (Kmart in particular) any new DDS is likely to have a similar customer catchment area. The current level of DDS floorspace supported by this catchment is estimated to be just over 13,000 sq.m.



- It is estimated that this catchment could support an additional 4,600 – 8,060 sq.m. of DDS floorspace. However, a DDS development at the upper end of this range would impact significantly upon the Kmart Plaza (East Burwood), albeit only reducing turnover levels to industry benchmarks.

Other Retail:

- In the absence of a full-line supermarket being developed immediately on the Former Brickworks Site the analysis found that there is scope for alternative forms of retail related activities to be pursued.
- Given the role of the existing shopping centre as the primary centre for weekly food and grocery shopping in the surrounding area (reflecting the presence of a Safeway supermarket), any additional food retailing floorspace catering to these needs on the Former Brickworks Site will primarily have a convenience role.
- It is considered that this type of convenience retailing will provide a complimentary role to the existing retail offer within the Activity Centre.

Cinema:

- The total level of supportable cinema screens at the Burwood Heights Activity Centre is dependent upon the nature of the development and the extent to which it incorporates other lifestyle activities that may strengthen its competitiveness relative to other cinemas.
- Based upon surveyed residents, current use of cinemas, and industry benchmarks for attendances per screen, it is estimated that a minimum of six screens would be supportable at the Burwood Heights Activity Centre.
- This number could be increased depending upon the extent of complementary facilities provided.

Commercial Offices:

- The Burwood Heights Activity Centre is well positioned to support additional commercial office activities covering corporate offices and smaller strata office suites.
- Demand for office space is expected to continue to be supported by an underlying shift to suburban locations by occupants seeking the opportunities offered with respect to occupancy costs, building form, accessibility and amenity.
- A growing supply of office space in nearby office precincts may limit the level of demand for space at Burwood Heights but medium to longer-term demand is expected to support a mix of office development opportunities.
- It is recommended that potential development only be undertaken upon sufficient pre-commitment to ensure that an over-supply of office space does not result.

Having regard to the above analysis, the Burwood Heights Activity Centre Structure Plan envisages the following land use outcomes on the Former Brickworks Site.



- The Former Brickworks Site should be re-developed as a major mixed use development that will comprise:
 - Retail and commercial uses that promote lifestyle and leisure based retail experiences in a mixed use development.
 - A range of retail and commercial uses that complement the existing shopping centre on the south side of Burwood Highway and recognise opportunities for the evolution of the elements of the existing centre and their ongoing viability as the Activity Centre matures.
- Retail and commercial uses based on a cinema / entertainment role and lifestyle retail activities are considered to complement the current retail role of the existing shopping centre on the opposite side of Burwood Highway.

Draft local planning policy and zoning controls that have been prepared for the Former Brickworks Site have had regard to the above analysis and the Framework Plan prepared by Reading Properties for the site reflects the land use mix identified. The zoning controls provided for the Former Brickworks Site require a detailed economic analysis before convenience retail uses like a supermarket could establish on the site, which is seen as the biggest threat to the ongoing viability of the existing centre.

Guidelines:

- Actively facilitate the integration of the Former Brickworks Site with the balance of the Activity Centre and provide a complementary retail, entertainment and lifestyle development to the retailing activity which already exists.
- Ensure the development of the Former Brickworks Site has appropriate regard to local and regional retail and commercial activities.
- Ensure the development of a mix of housing types and sizes throughout all precincts of the site.
- Ensure that residential population and local catchment is sufficient to support any expansion of retail, commercial or entertainment facilities at the site in the future.
- Provide opportunities for the development of a dining and entertainment node within the site to serve both the local and regional community.
- Manage interfaces to minimise adverse impacts on surrounding residential areas through the appropriate siting of land uses throughout the site.
- Provide suitable community facilities and open spaces.

Actions:

- City of Whitehorse to require detailed economic impact assessments of retail based development proposals for the Former Brickworks Site where relevant.
- City of Whitehorse to liaise with Reading Properties to ensure appropriate planning and design controls are developed to assist in realising the vision for the site and the broader Activity Centre.

5.1.2 existing shopping centre

The existing shopping centre is currently the main focus of retail activity at Burwood Heights. It is a local retail centre anchored by a supermarket that serves the daily and weekly shopping needs of the local community. The existing shopping centre also contains a small number of associated shops and businesses. Economic analysis undertaken for this Structure Plan identifies that the greatest risk to the future of the existing centre is from the establishment of a large full-line supermarket on the Former Brickworks Site.



figure 10: middleborough road looking north at existing shopping centre

As outlined in section 1.2 the Priority Development Zone, zone schedule, and local policy prepared by Council for the Former Brickworks Site has been approved by the Minister as Amendment C63 to the Whitehorse Planning Scheme. The zoning and policy controls have been drafted so that a planning permit is required before a supermarket can be established on the site, and that a detailed economic impact assessment is required to be submitted with any planning permit application for such use.

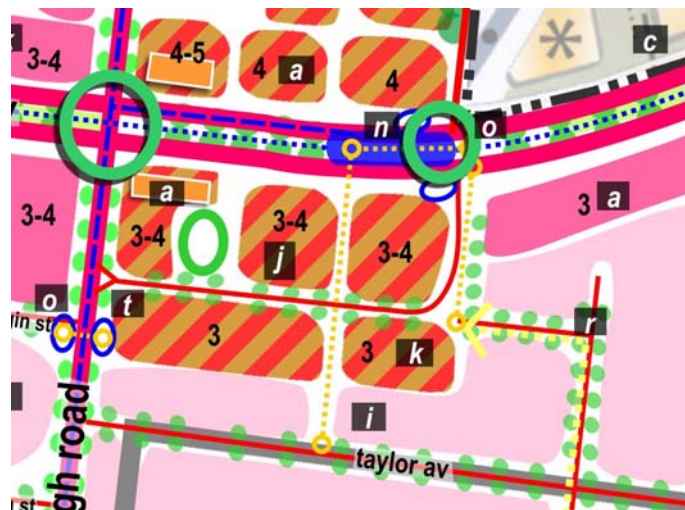


figure 11: burwood heights shopping centre

The structure plan envisages an ongoing role for the existing shopping centre as a convenience retail centre for the local community.



However, the role and function of the centre would be expected to change over time in response to the wide range of retail, commercial and entertainment activities that are likely to be located on the Former Brickworks Site. The structure plan identifies considerable development potential in an effort to provide the flexibility for the existing shopping centre to expand its activities and its customer base, i.e. an increase in office activity at upper levels; re-development of the site to include further mixed use development that also potentially accommodates residential at upper levels (Refer Section 5.2); and public transport upgrades adjacent to the site.

Guidelines:

- Investigate opportunities for the re-development of the existing shopping centre to strengthen the range of local convenience retail uses, small offices and residential development where appropriate.
- Encourage the upgrading and activation of buildings along the Burwood Highway frontage.
- Consider opportunities to 'double front' retail premises to encourage an active and permeable shopping centre.
- Investigate opportunities to create better permeability through the centre, particularly from the main road frontages.
- Appropriate regard will need to be given relating to car parking provision, and its location, associated with any new development at the site.

Actions:

- Burwood Heights Traders Association and land owners to prepare a master plan for the re-development of the site.

5.1.3 rspca

The RSPCA has a long standing tradition of operation in the Burwood Heights Activity Centre. Located on the corner of Middleborough Road and Burwood Highway, the RSPCA accommodates both administrative and animal welfare related facilities on its site.

Through the structure planning process the long term suitability of this site as an appropriate facility within a Major Activity Centre has been questioned. The consultation revealed that there was a lot of resident dissatisfaction about noise from the dog kennels on the site and there were concerns that the site would 'disconnect' the balance of the centre due to its lack of integration with surrounding uses.

The RSPCA has long term intentions to remain at this site and has prepared a master plan for the site. The RSPCA recognise the local concerns identified above and intend to address these through this master planning process so that they can continue to be an integral part of the local community and a 'good neighbour' into the future.



A draft of the Master Plan was issued in June 2005 to the Burwood Heights Activity Centre Working Group. Stage 1 of the Master Plan largely relates to the upgrading of animal related facilities in the eastern portion of the site.

The Structure Plan strongly supports the re-development of the Burwood Highway frontage of the RSPCA to accommodate a mix of active uses within a taller building form where appropriate. The activation of this edge of the site will assist in improving the public realm through enhancing one of the significant addresses in the Activity Centre.

The opportunity for 'sharing' the green space on the northern portion of the site with any re-development of the Former Brickworks Site is also encouraged be it through visual or physical connections.

To enhance the permeability of the Activity Centre, the Structure Plan encourages the "opening up" of the RSPCA site through the introduction of north-south visual links with physical pedestrian through connections in the future where possible respecting however the RSPCA's site security requirements.

Guidelines:

- Encourage opportunities for an intensification of uses along the Burwood Highway frontage, including animal related retail, office and commercial development.
- Encourage feature buildings or higher building forms on the corner of the site fronting Burwood Highway and Middleborough Road.
- Minimise off-site amenity impacts through upgrading and maintenance of facilities as appropriate.
- Provide opportunities for visual or physical permeability through the site where possible.

Actions:

- RSPCA to liaise with Reading Properties regarding opportunities for 'sharing' the green space in the north of the site by creating a suitable interface.
- City of Whitehorse to liaise with RSPCA regarding upgrading of facilities and implementation of master plan.

5.2 preferred medium density residential areas

There is an underlying planning policy basis in both State and Local policy, which supports urban consolidation and the principles of a more compact city for Melbourne, via redevelopment within established residential areas in middle ring suburbs such as Burwood Heights.

Melbourne 2030 reinforces such policies with a particular emphasis on substantially increasing densities in and around public transport based Activity Centres.



An aging population in this area, combined with the proximity of the Activity Centre to Deakin University, suggest that there is a need to consider a variety of housing forms and sizes within this Activity Centre in the future to meet the diverse needs of both older and younger people.

The City of Whitehorse Housing Strategy (2003) identifies the residential area to the south-west of the Activity Centre as an “area of substantial change” in terms of residential development and density. The assessment of this area as such was largely due to the area’s proximity to the existing shopping centre (within 400metres) and public transport services. The Former Brickworks Site was identified in the Strategy as a “potential large redevelopment site” and also earmarked as an area for “substantial change”.

Upon more detailed assessment of the housing situation within the Activity Centre it is no longer considered appropriate to regard the area to the south-west of the study area as an area for “substantial change” for residential development. This is largely because of the residential development potential that could be realised by the re-development of the Former Brickworks Site and the opportunity for a change in residential form along the Burwood Highway corridor.

This is not to say that the area to the south-west cannot support any future residential change or development, however any re-development is likely to be a more conservative form and as such this area is no longer to be regarded as an area for “substantial change” given opportunities for medium and high density residential development in alternative locations.

Within this context, residential areas within the study area have been distinguished as follows:

- Those in which clear policy support exists for a high degree of change towards medium or higher density housing (i.e. preferred medium density residential areas); and
- Those in which ‘natural’ or incremental change should occur within the framework set by ResCode.

Guidelines:

Preferred medium density residential areas include the following:

- *Main Road Residential Areas:* Residential development along main roads in the Activity Centre is largely characteristic of the single storey established residential nature of this area. However, evidence of infill medium density development does exist in parts. The main roads in this area provide key interfaces with the main existing and future areas of activity within the centre and are located on public transport networks. These locations provide key opportunities to support medium density housing, and enable a concentration of population in close proximity to the centre. Redevelopment along these main road spines will also provide opportunities for an increase in built form quality and visual amenity of these roads.



- The preferred locations for this type of housing are along Burwood Highway east and west of the Activity Centre and on the eastern side of Middleborough Road north of Burwood Highway. The opportunity for medium density housing redevelopment in the existing pocket of residential on Middleborough Road between Eley Road and the edge of the Former Brickworks Site is also strongly encouraged.
- *Immediate Edge of Existing Shopping Centre:* Opportunities also exist in the future to redevelop the southern edge of the existing shopping centre (currently car park), for medium density residential, perhaps in the form of mixed use development, as a means of activating the centre and providing greater accessibility for residents to shopping, employment and public transport. Upper level residential should be encouraged to 3 storeys with possible upper level 4 storey elements that are appropriately setback to respond to sensitive interfaces to the south. Any redevelopment within this area will be contingent upon the provision of adequate car parking to accommodate the car parking demands of both existing and new development. This will most probably require underground or decked parking on part of the site. Any development adjacent to residential properties in Taylor Avenue will need to be sensitively designed to have due regard to the amenity of those properties.
- Medium density housing could also be encouraged along the eastern edge of the internal road that abuts the Safeway building. This housing should front the internal road as a means of opening up this space, making it more active and providing opportunities for informal surveillance of this area.

The preferred medium density residential areas update Council's Housing Study (2003) by revising the appropriateness of areas that can support a high degree of change towards medium and higher density housing.

The practical difference between preferred medium residential density areas and other natural change residential areas (as identified below) is as follows:

- Council will support well designed apartments of up to three storeys, with underground or in-building car parking, in preferred medium density residential areas. In natural change residential areas the type of redevelopment is more likely to be in the form of one and two storey villa unit and town house development.
- Consolidation of lots will be encouraged in preferred medium density areas, with incentives provided for a higher intensity of development on consolidated lots.
- Both areas will remain in a Residential 1 Zone and the Provisions of Clause 55 will continue to apply to both. However in applying the neighbourhood character objectives and other relevant objectives contained in Clause 55:
 - in preferred medium density areas greater weight will be given to a preferred future character involving apartment style development of up to three storeys;
 - whereas in natural change areas greater emphasis will be given to the existing character of the area.



The opportunity for change in the identified preferred medium density and main road residential areas is restricted by the fragmented land ownership pattern. Consolidation of sites is encouraged. The following guidelines provide an indication of the form of development envisaged within the preferred medium density residential areas:

- On sites of 1,000sqm or less and with a frontage of 25 metres or less, buildings generally will be up to 2 storeys. The preference is for villa unit or townhouse style developments on such lots.
- On large lots or consolidated lots of greater than 1,000sqm and with a frontage of more than 25 metres the preferred building height is up to three storeys. The preference is for residential apartment style developments on larger and consolidated lots, rather than villa units or townhouses. Development on such lots should incorporate the following design features:
 - Buildings should be set back a minimum of 6 metres from the front property boundary and that area should be well landscaped.
 - Buildings and driveways should be set back a sufficient distance from side and rear boundaries to provide a generously dimensioned area at ground level for landscaping along a significant proportion of the length of any wall. Setbacks of buildings should generally be in accordance with Standard 17 of Clause 55. However the lower levels of a building (below the highest point of any wall) should be setback the full setback distance calculated in relation to the highest part of a wall, in order to provide ground level space for substantial landscaping.
 - Car parking spaces and access (other than across a front setback) should be provided primarily within buildings (i.e. within a basement) rather than at ground level, in order to maximise the opportunity to use ground level open space for landscaping, communal and private open space.
 - Open space should be in the form of individual terraces and balconies for each unit (8 square metres) with well landscape communal areas where appropriate and possible.
 - The interface with abutting 'natural change' residential areas needs to be sensitively managed in relation to amenity, overlooking, visual bulk, building height and overshadowing. Consideration should be given to a 'stepped' building form or greater setbacks for higher building elements adjacent to sensitive locations along such interfaces, particularly on sloping sites.

Considerable opportunities exist for medium and higher density housing as part of the redevelopment of the Former Brickworks Site. That development will be master planned as part of the overall redevelopment of that site and will not be subject to the guidelines provided in this section.

Actions:

- City of Whitehorse to update the Housing Study (2003) and local planning policy framework to reflect changes recommended by the Structure Plan.



- Council to support planning permit applications for well designed medium density residential development consistent with the above guidelines and other relevant considerations included in Clause 55 of the Planning Scheme.

5.3 natural change residential areas

Residential areas that are not identified as preferred areas for medium density residential are more likely to establish a more conservative form of redevelopment in the future that has regard to the existing character of the area as directed by Clause 55 of the Planning Scheme: ResCode. ResCode supports increased densities close to Activity Centres and allows for development up to three storeys in all residential areas provided a range of objectives are satisfied including that any new development has appropriate regard to existing neighbourhood character in its design and limits off-site amenity impacts in the form of overlooking, overshadowing or visual bulk.

The applicability of individual applications for such development in natural (or incremental) change areas will be considered by Council on their merits. However, it needs to be emphasised that medium density housing is considered appropriate in areas close to Activity Centres and public transport.

As mentioned previously, Council's Housing Study (2003) identified the area to the west of the existing shopping centre as the preferred location for medium density residential development. While this area has undergone incremental change over time, opportunities for significant increases in density have been limited due to the single ownership of properties and the ad hoc nature of re-development in this area. In light of redevelopment opportunities at the Former Brickworks Site, it is considered that the area to the west of the centre is now appropriately designated an area for natural residential change. It is considered that it is residential development in this area will generally remain up to two storeys, consistent with the existing urban form and market potential in this area.

The amenity of the natural change areas will be protected and enhanced through traffic calming techniques to manage the incidence of non-residential traffic in residential streets; and street tree plantings within the existing landscape character of the area and the application of planning standards through ResCode to protect residential amenity.

Guidelines:

- Support incremental development in the natural change residential areas.
- Ensure that residential amenity and character is preserved through any residential change which does naturally occur.
- Support street tree planting in residential streets in accordance with Council's streetscape policy.



Actions:

- City of Whitehorse to amend the Housing Strategy in response to the recommendations in the Structure Plan.
- City of Whitehorse to amend relevant local planning policy in response to the recommendations in the Structure Plan.
- City of Whitehorse to prepare information regarding the nature of residential change and the interpretation of residential development controls to inform the local community.
- City of Whitehorse to establish street tree planting in residential streets in accordance with Council's streetscape policy.

5.4 car parking

Consultation revealed that the availability and expanse of at-grade car parking at the existing shopping centre was viewed as a major attraction for shoppers. And it was considered that the future of the shopping centre should not be compromised by removal of parking. This was a very sensitive issue for both traders and the community.

Alternatively, the consultation revealed that the opportunity existed for any development at the Former Brickworks Site to establish a different car parking condition by avoiding at-grade parking in favour of undergrounding or decking it. The community identified any development at the Former Brickworks Site as being a high quality “new generation” of activity centre that accommodated longer stay uses such as entertainment and dining in a high amenity pedestrianised environment. As such, there was general support for providing adequate car parking ‘out of sight’. The community considered that the topography of the site would also provide benefits regarding cost of undergrounding car parking within the development.

The community were concerned about the potential impact that development at the Former Brickworks Site might have on local streets in terms of loss of car parking. This has been in part mitigated through the restriction of car movements from the Former Brickworks Site into abutting residential streets, particularly to the east.

Analysis of the existing car parking situation undertaken as part of the structure plan process concluded the following for both on and off street parking:

- The existing shopping centre car parking was highly utilised for ‘short stay’ trips (i.e. one hour or less), however that in general the maximum amount of spaces used at peak times was around 78% identifying some underutilisation of the existing parking supply.
- There was ample on street car parking in local streets. This parking was largely being used over night by local residents and was not currently under pressure from non-resident vehicles.
- The on-street parking on Middleborough Road was not generally utilised given the clearway and a “self enforced” no stopping regime outside of the clearway times.



While the above analysis identifies that there is an abundance of car parking in the existing shopping centre and that undergrounding of car parking is preferred at the Former Brickworks Site there is also a need to recognise opportunities for reducing parking rates where appropriate throughout the Activity Centre. Burwood Heights is a Major Activity Centre located on the PPTN. The Activity Centre currently supports a local residential catchment however in the future will draw visitors from a wider catchment. The opportunity for these visitors to access the Activity Centre via alternative modes of transport such as bus, tram, bicycle or walking should be encouraged. In order to achieve this, the opportunity to reduce car parking provision requirements, based on the high level of accessibility by alternate modes, should be considered by developers and Council.

Guidelines:

- The provision of parking at the Former Brickworks Site should not present as a feature on the site, rather should be located to the rear of buildings, underground or decked, as a way of enhancing the pedestrian environment.
- Car parking located to the front of retail, particularly along main road frontages, should be avoided.
- Replacement parking should be provided in easily accessible locations if any re-development of the existing shopping centre should occur in the future.
- Car parking should be well designed to ensure safety of both vehicles and pedestrians and well accessible.

Actions:

- City of Whitehorse to liaise with Reading Properties regarding the location and design of car parking within any development on the Former Brickworks Site.
- City of Whitehorse to liaise with VicRoads regarding extending the hours of operation of the existing clearway on Middleborough Road.
- City of Whitehorse to consider opportunities to waive or reduce existing car parking rates where appropriate in the future.



5.5 burwood highway

The Guidelines and Actions to achieve each of the key elements for Burwood Highway are collated at the end of this section.

5.5.1 highway frontage improvements

Burwood Highway is a major east-west arterial road serving the eastern suburbs of Melbourne. Burwood Highway represents the key address to the centre. It also provides a high level of exposure to the centre due to the high volume of east and west bound traffic it carries. The presence of the tram line and bus routes on the Highway is another positive for this frontage, as is the existing built form and land use patterns in the area which are characterised by minimal setbacks from the highway in the commercial areas and more generous setbacks to residential areas.



figure 12: burwood highway interface

While a large proportion of existing uses in the centre have an address to the Highway, this address is largely underutilised at present. The Burwood Highway represents a real opportunity to intensify development at a scale and character that is consistent with a Major Activity Centre in a suburban context, and maximise this key central boulevard.

Opportunities to provide high quality, well designed buildings that activate frontages to the Highway should be supported in order to revitalise and define this key central boulevard to the centre. Creating a more vibrant, active and defined spine of activity along this corridor will not only enhance the presence of the centre, but will provide the impetus to realise land use and built form outcomes that are currently lacking in this major Activity Centre. It will also create an important focus for the centre on to the highway and reinforce the relevance of the southern element of the centre and realise the community's desire to retain and reinvigorate this part of the centre.



Opportunities for a consolidation of medium to higher density housing should be directed to this frontage, along the western and eastern extent of the Highway, to encourage an intensification of population in close proximity to public transport in order to support a modal shift away from the car for particular trips.

5.5.2 access improvements

The primary purpose of Burwood Highway is the through movement of general traffic, freights and public transport vehicles, with a secondary aspect being access to local streets and properties. The minimisation of property access movements along the through carriageways of the arterial roads is beneficial in terms of efficiency of movement and safety considerations.

Service roads along such roads provide opportunity for property access away from the through carriageway, as well as safe on-street parking locations for the local community.

The strip shopping and adjacent parking along the shopping centre frontage to Burwood Highway may benefit from the introduction of a service lane. Parked vehicles would be protected and stationary roadside objects removed from the main carriageway. A further improvement would be the marking of parking bays along this frontage.

5.5.3 highway median improvements

The Burwood Highway provides three lanes of traffic in each direction, a generous central median with tram line and slip lanes at major intersections such as at Middleborough Road.

Burwood Highway currently presents as a challenge to providing north-south pedestrian connectivity in the Activity Centre. The opportunity exists to 're-think' the appearance of the Highway and upgrade it as a significant boulevard that marks the centre. This will assist in the development of an 'image' or 'sense of place' for the centre. A key objective will be to undertake a 'greening' of the central median to soften the existing 'challenge' that is represented by the Burwood Highway and create visual linkages north to south across the Highway as well as along it.



figure 13: burwood highway looking west



5.5.4 green front to highway

Burwood Heights is defined by a landscape that incorporates established vegetation in both residential and retail/commercial areas and green streetscapes dotted with large canopied trees. Burwood Highway is marked in part by proud stately trees and mixed vegetation areas on the western wedge of the centre.

To consolidate that landscape character and amenity of Burwood Heights, elements of the vegetated wedge fronting the Highway to the west of the centre should be integrated into any redevelopment plans to deliver a 'campus style' setting for new development. Developing this entry within a landscaped setting will be an important element in softening any built form outcome on this frontage and in keeping with the overall landscape theme proposed for the Burwood Highway.

5.5.5 define urban gateways

Gateways to the Activity Centre should be established on the east and west edges on Burwood Highway. Currently these gateways do not mark the centre or create any distinguishing feature that provides recognition of a sense of place or arrival for Burwood Heights.

The idea of defining the gateways more clearly and articulating the transition into the Activity Centre as a unique and distinguishable location received a lot of support through the consultation process, particularly along the Burwood Highway corridor. A caution was noted however regarding the subtlety of the definition of gateways. The consultation identified that clear urban design themes, streetscape treatments, building heights and scale and pedestrian focus were preferred compared to bold gateway treatments in the form of urban artwork. Overall it was acknowledged that where possible these gateways should be marked by physical or natural defining elements.

Guidelines:

- Investigate opportunities for height at key locations along the Burwood Highway frontage to assist marking this boulevard entry to the Activity Centre.
- Opportunities to activate the Burwood Highway frontage to the Activity Centre through well designed, high quality buildings that generate activity and interest at ground level should be considered.
- Opportunities for the consolidation of medium to higher density residential along the Highway should be considered to maximise proximity to public transport and improve amenity of this frontage along the Highway spine to the east and west.
- Investigate opportunities for a service lane in front of Burwood Highway shops.
- Encourage marking of parking bays along this frontage.
- Encourage the 'greening' of the central tram median on Burwood Highway through the provision of a grass 'floor' similar to Whitehorse Road, Box Hill.



- Provide landscaping opportunities along the edges of the central tram median to create a boulevard effect.
- Develop a landscaping theme along Burwood Highway streetscape that reflects the significance of this boulevard.
- Retain a green frontage to the Burwood Highway at the north-eastern edge of the centre.
- The eastern gateway to the Activity Centre on Burwood Highway should continue to present as a significant green entry to the Activity Centre and transition element.
- The western gateway to the Activity Centre on Burwood Highway should be defined through a landscaping theme that signifies entry to the Activity Centre.
- Investigate opportunities to upgrade the treatment of the Burwood Highway / Middleborough Road intersection.

Actions:

- City of Whitehorse in conjunction with land owners should facilitate the redevelopment of the existing commercial frontage on Burwood Highway and encourage an intensification of uses along this frontage in high quality, well designed buildings.
- City of Whitehorse should liaise with Reading Properties to ensure the establishment of a 'campus style' of development within the landscaped north-eastern edge of the Former Brickworks Site fronting Burwood Highway.
- City of Whitehorse and VicRoads to identify traffic management improvements along this frontage including service lanes and marked parking bays.
- The City of Whitehorse should update the Council Housing Strategy and identify the Burwood Highway frontage as a preferred location for medium density residential development and encourage high quality design outcomes with landowners and applicants.
- City of Whitehorse to liaise with VicRoads and the Public Transport Division, DoI, to prepare a detailed landscape plan for the Burwood Highway median.
- City of Whitehorse to establish clear gateway design details and locations.

5.6 middleborough road

The Guidelines and Actions to achieve each of the key elements for Middleborough Road are collated at the end of this section.

5.6.1 middleborough road frontage improvements

An alternate design theme and 'identity' is required along Middleborough Road, to set it apart from Burwood Highway. It will be important however that any design theme adequately responds to the sense of place that is established by uses abutting Middleborough Road and contributes to the major Activity Centre role and is balanced with its traffic function. The existing physical constraints relating to the road and road reserve width plus current traffic



volumes will present a challenge to achieving this objective without exploring opportunities for increasing the width of Middleborough Road.

The consultation revealed concerns about new development on the Former Brickworks Site frontage to Middleborough Road and the potential visual impacts. In order to enhance the public domain significant design treatments are encouraged along Middleborough Road that signify a strong sense of address and profile for the Former Brickworks Site and Activity Centre generally i.e. landscaping, median treatments, high quality well articulated and modulate buildings etc. This is particularly encouraged along the frontage of the Former Brickworks Site where the most amount of built form change is anticipated.

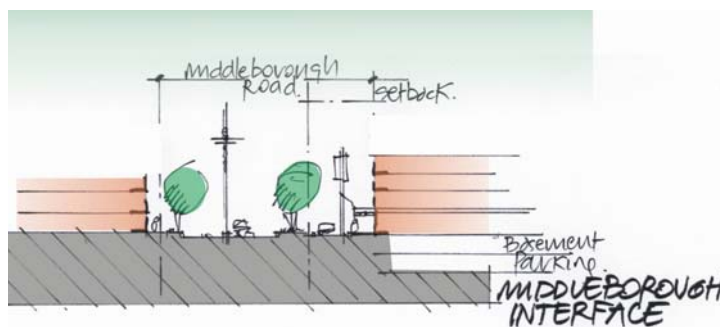


figure 14: middleborough road interface

5.6.2 access improvements

The primary purpose of Middleborough Road is to cater for the through movement of traffic, with a secondary aspect being access to local streets and properties. The minimisation of property access movements along the through carriageways of the arterial roads is beneficial in terms of efficiency of movement and safety considerations.

Middleborough Road has a self-enforced *No Stopping* regime operating along its length within the study area. Retail or commercial frontage would potentially attract on-street parking and potentially reduce the capacity and safety of Middleborough Road.

A service road on the eastern edge of Middleborough Road would provide on-street parking away from the through traffic lanes of the arterial road thereby creating a safer environment for parking manoeuvres and through traffic, and retain an efficient environment for the arterial road. Service roads along this road would also provide opportunity for property access away from the through carriageway, as well as safe on-street parking locations for the local community. VicRoads hold the position that the upgrading of Middleborough Road is not required from a traffic and safety perspective at present however will continue to monitor this condition in the future. The City of Whitehorse support improvements to Middleborough Road for amenity and presentation reasons, as a mechanism to provide an appropriate high profile address to the new development at the Former Brickworks Site and the northern gateway to the Burwood Heights Major Activity Centre.



The right hand turn movement out of the Middleborough Road car park access at the Burwood Heights shopping centre is currently at capacity. There does not appear to be a safety issue as no casualty crashes have been recorded at the access intersection however the traffic conditions combined with the Petrol Plus access arrangements present a potential safety issue. Otherwise the Middleborough Road intersection operates satisfactorily.

The alternate access to the shopping centre at Burwood Highway is controlled by traffic signals. These signals provide the opportunity for vehicles to exit the site to the east, as well as the west and north via the Burwood Highway / Middleborough Road intersection. It is not expected that these signals would be removed.

5.6.3 define urban gateways

Gateways to the Activity Centre should be established on the north and south edges of the centre on Middleborough Road. Currently these gateways do not mark the centre or create any distinguishing feature that provides recognition of a sense of place for Burwood Heights.

As identified previously, the idea of defining the gateways more clearly and articulating the transition into the Activity Centre as a unique and distinguishable location received a lot of support through the consultation process. A caution was noted however regarding the subtlety of the definition of gateways. The consultation identified that clear urban design themes, streetscape treatments, building heights and scale and pedestrian focus were preferred compared to bold gateway treatments in the form of urban artwork. Overall it was acknowledged that where possible these gateways should be marked by defining (physical or natural) elements.

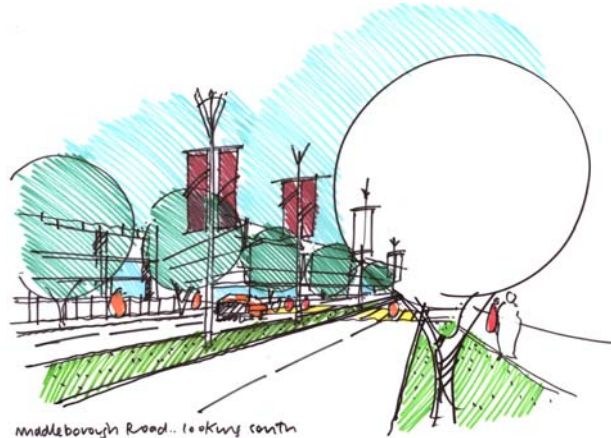


figure 15: middleborough road looking south improved profile at former brickworks site

Guidelines:

- Opportunities to substantially upgrade Middleborough Road to support access to new development at the Former Brickworks Site without impacting on the north-south function of the road should be explored, including the introduction of service lanes on the eastern edge between Eley Road and Burwood Highway, road widening, medians, right hand turn lane etc.
- Upgrade Middleborough Road to present as a high profile, high amenity address to the Activity Centre and the re-development of the Former Brickworks Site.
- An appropriate urban design theme should be established for Middleborough Road that is distinct from Burwood Highway and may incorporate new lighting treatments along the corridor through the Activity Centre.



- Investigate opportunities to upgrade the treatment of the Burwood Highway / Middleborough Road intersection.

Actions:

- City of Whitehorse to co-ordinate design treatments to Middleborough Road.
- City of Whitehorse to liaise with VicRoads, Reading Properties and the RSPCA to investigate the need for and purpose of a service lane along the eastern edge of Middleborough Road between Eley Road and Burwood Highway.
- City of Whitehorse to liaise with Reading Properties regarding opportunities to improve the amenity and profile of the Middleborough Road address to the Activity Centre and the Former Brickworks Site re-development.
- City of Whitehorse to prepare development contribution scheme to assist with the delivery of infrastructure works and upgrades.
- City of Whitehorse to establish clear gateway design details and locations.
- City of Whitehorse to facilitate other traffic management works (such as a right turn lane into the Former Brickworks Site) that may be needed to facilitate traffic flow.

5.7 integrated grid street network

The Burwood Heights Activity Centre has evolved within a grid street network of arterial and local roads. Streets in this area are generally direct and clearly defined and create easy and convenient connections in and around the Activity Centre and surrounding residential areas.

However some residential streets are effectively “cut off” from the rest of the centre, or have reduced permeability and connection in and around the centre, as a result of street layout and major land use barriers, such as the Former Brickworks Site, the RSPCA, and the existing shopping centre. This makes it hard for residents to move into and around the centre in a clearly defined and convenient manner, particularly for pedestrians.

One of the key concerns the community revealed in consultation relating to the structure plan was the fact that new development on the Former Brickworks Site may be ‘privatised’ or not have a sense of integration with the surrounding residential areas. The consultation revealed an expressed need to reinforce the community values in Burwood Heights through any redevelopment of this site, and others in the centre, and deliver an integrated and ‘inclusive’ development outcome that knits ‘old’ and ‘new’ communities together in a meaningful way allowing good access by the broader community to new facilities.

In order to respond to the community’s needs, and the principles of good planning and design for an integrated and accessible Activity Centre; any redevelopment of the Former Brickworks Site should, where possible, respond to a grid street network as a means of ‘knitting’ the development into the existing elements of the Activity Centre and creating a truly integrated development outcome. This means, for example, that new road and pedestrian connections should link with existing streets and that new cells of development should be created within



clearly defined grid networks that offer high levels of permeability through the centre and that the built form should respond to this open, permeable street network.

This same principle applies to other major redevelopment opportunities that may evolve in the centre in the future, i.e. at the existing shopping centre or the RSPCA site where appropriate. New developments, or redevelopment opportunities, should not create barriers to the existing community and surrounding activities but create clear and seamless connections.

Guidelines: The Former Brickworks Site

Having regard to the above, the following points identify preferred means of integrating new development on the Former Brickworks Site with the existing grid street network:

- Any development at the Former Brickworks Site should draw upon the existing street grid network and orientation of the neighbourhood.
- Multiple 'entry points' to the Former Brickworks Site along Middleborough Road should be incorporated to successfully integrate any future development with the surrounding area and achieve an open urban form.
- Internal roads and entries should be off-set from Middleborough Road to minimise impact on through north-south traffic movements.
- The provision of an appropriate direct and separate access to the Former Brickworks Site to minimise impacts on traffic flow on Middleborough Road will be required.
- The Burwood Highway entry to the Former Brickworks Site should integrate with other street networks and the proposed public transport interchange.
- Vehicle access to residential streets east of the Former Brickworks Site should be prohibited. Pedestrian and other non-car based movements to these streets only should be permitted.
- Pedestrian entry to the brickworks site along the Eley Road frontage should be incorporated into the development design where possible, to encourage connectivity with the existing residential areas and as a technique to provide separation between new building forms so as to reflect the existing scale and pattern of development on the northern side of Eley Road. Appropriate management of car access in this area will be required.

Guidelines: The existing shopping centre

Having regard to the above, the following points identify preferred means of integrating new development opportunities at the existing shopping centre with the existing grid street network:

- Reconfiguration of the existing car park access to create a new east-west street, should be explored to provide better access to the shopping centre as well as opportunities for re-development to the south of this road in the future.
- Connections across Middleborough Road with existing local streets, particularly pedestrian connections, should be formalised and responded to in any redevelopment



opportunity to create better permeability and safety from the residential areas of the south-west edge of the Activity Centre.

- Connections between the existing shopping centre and the Former Brickworks Site across Burwood Highway should be provided for pedestrians and vehicles.
- Opportunities for pedestrian links to streets to the south of the existing centre into the actual centre, should be explored as part of any future redevelopment plans.

Guidelines: The RSCPA

Due to the nature of operations on the site, the RSCPA is limited in terms of opportunities for physical integration of pedestrian and vehicle connections with the existing grid network or new opportunities that are created on the Former Brickworks Sites. However, where possible, visual and physical connections from main road frontages should be explored to integrate this site into the broader Activity Centre structure and prevent it from presenting as a barrier or 'island' in the Activity Centre that restricts overall connectivity and access for residents and visitors.

The RSCPA's frontage to Middleborough Road should be carefully managed over time to ensure that appropriate measures are in place to accommodate vehicle entry and exit related to their activities against any increases in traffic related to activities at the brickworks site to ensure the optimal performance of this arterial road. The opportunity to extend a service lane along the western frontage of the site (from the Former Brickworks Site) along Middleborough Road should be explored to ensure that traffic levels and flow are maintained into the future.

Actions:

- The City of Whitehorse should reinforce maintenance of the integrity of the grid street network through the development plan approvals process for the Former Brickworks Site.
- The City of Whitehorse in conjunction with VicRoads, Reading Properties, the RSCPA and other affected land owners should investigate opportunities to significantly upgrade Middleborough Road from Eley Road to Burwood Highway.
- Major land owners should liaise with VicRoads, DoI, DSE and PTD to ensure that access arrangements to main roads are managed appropriately; do not impact on the operation of road based public transport; do not negatively impact on the pedestrian and cycling environment; and do not impact on traffic flow and operation of main roads.

5.8 height at key locations

A key aim of a Major Activity Centre is to increase the density of people around a consolidated node of activities and public transport. One way to achieve this is through the creation of higher building forms throughout the centre for office, commercial and residential uses.

The topography of Burwood Heights, particularly that created by the activities at the Former Brickworks Site, lends to opportunities to create feature buildings and height at key locations. Adequate setbacks, separation and spacing between buildings and high quality design will be



required for all higher density building forms. Particularly attention will be required to minimise the visual intrusion of higher building forms on surrounding residential areas.

Figure 6 identifies preferred building heights within the Activity Centre.

Guidelines:

- Opportunities for height at key locations to define and mark gateways should be considered.
- Opportunities for higher density development on the north-east corner of Middleborough Road and Burwood Highway, on the RSPCA site, should be encouraged to 4-5 storeys.
- Opportunities for higher density development on the south-east corner of Middleborough Road and Burwood Highway, at the existing shopping centre site, should be encouraged to 3-4 storeys.
- Opportunities for higher density development at suitable locations along the Middleborough Road frontage of the Former Brickworks Site, in the order of 3-4 should be encouraged.
- Opportunities for higher density development to 4-6 storeys exists at the eastern edge of the brickworks land fronting the Burwood Highway.
- Opportunities for feature buildings of up to 8 storeys at the core of the Former Brickworks Site should be encouraged.

Actions:

- City of Whitehorse to prepare local policy to guide building height of new development in the Activity Centre.

5.9 spacing of buildings to main roads

Opportunities for change in the centre are largely contained within the Former Brickworks Site. Any development that occurs within this site that has a frontage to a main road must ensure that it respects the existing rhythm and pattern of development fronting this road. Particular regard must be given to appropriate spacing and articulation of buildings so that they contribute to and not negatively impact on the amenity of the area.

Guidelines:

- Ensure adequate spacing and articulation of buildings at main road frontages.
- Ensure building envelopes, setbacks and height respect the prevailing character of the area without limiting new development opportunities.
- Encourage a high quality design response to main roads.
- Accommodate peripheral retailing in finer grain building footprints as opposed to traditional 'big box' formats.



- Consider opportunities to minimise at grade car parking fronting the main road.

Actions:

- City of Whitehorse to develop appropriate local policy as part of the overall policy for the Activity Centre to guide development at main road frontages.

5.10 interface management

Sensitive residential areas abut the eastern side, south-east corner and north-west corner of the Former Brickworks Site. Appropriate management of these interfaces is required as part of any redevelopment of the brickworks site in order to protect the residential amenity of these areas.

The reinforcement of existing or provision of new landscape buffers to the east of the brickworks site can assist in the management of this interface, however will need to be balanced against the need for integration of the development site with the residential areas. The landscape buffer should not “cut off” these residential areas rather it should simply screen new development while still allowing for the sensitive integration of uses at the boundary of the site. In these locations there will be a need to appropriately manage the ‘fronts’ and ‘backs’ of buildings. Frontages of buildings should look onto streets, parks or other fronts of buildings, while backs of buildings should abut other backs of buildings

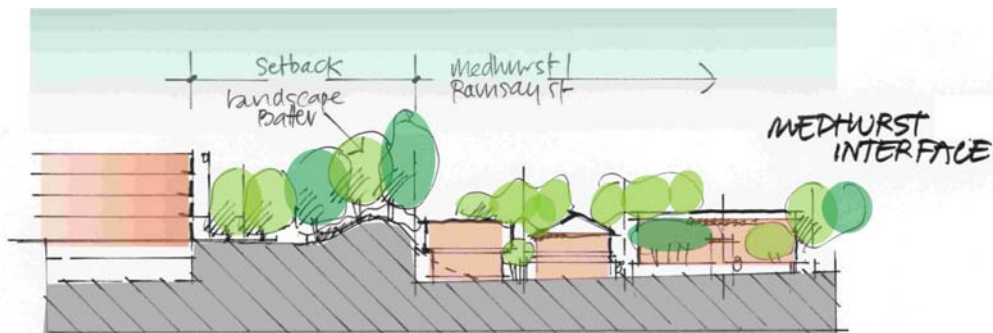


figure 16: medhurst road interface

The interface between Old Burwood Road and the Former Brickworks Site, in the south-east corner, should be managed in a similar fashion. There will be a need to appropriately manage the potential conflict between “backs” of built form or activities facing the residential area.

It is considered that these landscaped areas along the eastern boundary of the Former Brickworks Site should be permeable by pedestrians and other non-car based modes and should be fronted by sensitive yet active uses. It is not considered appropriate to establish landscape buffers setback to backs of buildings on the Former Brickworks Site which results in the creation of a ‘dead zone’ abutting the existing residential areas to the east.

Sensitive residential interfaces to the north and north-west boundary of the Former Brickworks Site should also be appropriately screened from new development through the provision of



perimeter planting. The integration of sensitive uses along this buffer should also be encouraged so as to avoid the creation of 'dead', unintegrated edges to the development. Careful management of the 'front' and 'back' of buildings along this interface will also be required.

In addition to the Former Brickworks Site, any other new development within the Activity Centre will need to have appropriate regard to the management of interfaces i.e. area south of the existing shopping centre.

Guidelines:

- Significant landscape buffers along the east and north-west boundaries of the Former Brickworks Site will be retained to manage interface issues.
- Transition in built form and scale as well as appropriate building setbacks will also be required in these locations, setback from landscaped buffers.
- Transition in uses to front the landscape buffer that will activate the area in a sensitive way and provide a positive interface to the existing residential area to the east and integrate the Former Brickworks Site development with the surrounds.
- Appropriately manage interfaces to the Former Brickworks Site including the eastern residential and Old Burwood Road interface; Eley Road to the north; the RSPCA to the south; and future development adjacent to open spaces.
- Appropriately manage interfaces at the southern edge of the shopping centre car park.

Actions:

- City of Whitehorse to develop a local policy as part of the overall Activity Centre Policy to ensure appropriate management of interfaces in line with the recommendations of the Structure Plan.

5.11 neighbourhood focus (burwood heights shopping centre)

Community consultation revealed a need for a neighbourhood focus within the existing shopping centre area – the existing meeting place for locals and focus of convenient daily and weekly shopping for residents.

The current layout of the centre is limited in terms of providing a neighbourhood or community focus for residents. At present, a small open area at the western edge of the car park in the existing centre is used as a community meeting place. While enjoying a northern orientation, this space is not designed or equipped with adequate facilities to be used to its full potential by the local community.

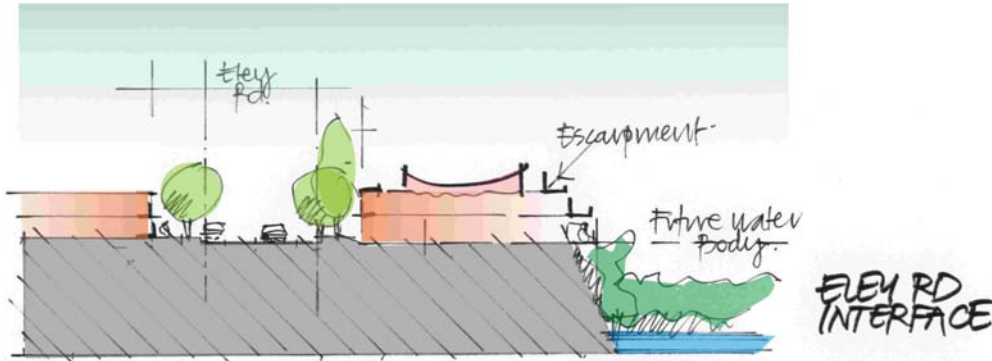


figure 17: eley road interface

Public open space is provided as part of the existing shopping centre to its eastern edge in the form of a small park. This space is currently fenced, shows limited evidence of improvement over time, and is not highly visibly or connected with the core shopping centre area. Its primary use would appear to be as a thoroughfare to the shopping centre.

The development of 'meeting places' or a variety of informal public open spaces should be woven into the Activity Centre to respond to an expressed community need. The design, location and function of these spaces should be consistent with the theme employed for the Activity Centre and clear linkages and connections between open spaces should be well articulate. This will provide much needed spaces in which the community can meet and interact and would enhance the overall level of activity within the Activity Centre.

These spaces can take a number of forms, be that green landscaped spaces or more urban spaces, and should be located throughout the centre. It will be important to create visual or physical links between meeting places throughout the Activity Centre.

The Framework Plan for the Former Brickworks Site identifies opportunities for the provision of public open spaces in three forms across the site. These spaces will assist in building community focal points within the site and a defined sense of place for the site and the Activity Centre in general. It will be important to establish links and synergies with new open spaces proposed at the Former Brickworks Site and existing spaces within the shopping centre.

Guidelines:

- Ensure public open space is easily accessible and integrated with other land uses throughout the Activity Centre to encourage use and activity.
- Public open space or 'meeting places' should be connected through visual and physical links or design themes.
- Opportunities to provide public open spaces that maximise northern sun should be encouraged.
- Ensure that public open space is well landscaped, provided with appropriate seating and lighting and other facilities as appropriate.



- Explore opportunities to redevelop the existing open space area to the south-east of the existing shopping centre for residential development to create an active edge to the broader Activity Centre.
- Public open spaces should respond to the varying needs of the community and represent a mix of passive as well as active spaces.
- Where possible public open spaces should establish clear connections with regional park and recreation networks.
- Ensure new public open spaces incorporate design principles to enhance safety and surveillance.

Actions:

- The City of Whitehorse in co-ordination with the existing shopping centre owners and local community should facilitate the transferral of the public open space provision into an accessible and better exposed location within the centre.
- City of Whitehorse to liaise with the Burwood Heights Traders Association and land owners to investigate opportunities for the upgrade of existing open spaces within the shopping centre.
- The City of Whitehorse should consider opportunities to relocate the open space to the south-east of the existing shopping centre to help fund a new link to streets to the south in the future.

5.12 visual links through rspca

The RSPCA presents as an 'iconic' feature in this centre of both local and regional significance. The RSPCA has long term intentions to remain at this site but recognises that there are a number of operational and site management issues that need to be addressed, such as maintaining a separation between animals and people on the site as required. The RSPCA is currently preparing a long term Masterplan for its site which involves the transformation of parts of its site to address these concerns and will respond to the major Activity Centre role and image of Burwood Heights in the future.

The RSPCA offers a significant and recognisable green space (paddock) to the north of its site fronting Middleborough Road. This paddock is used for animal recreation and holding, as well as open days and events. This paddock space shares an abuttal with the southern boundary of the Former Brickworks Site. Significant opportunities to create visual links and permeability where possible through the RSPCA site to any new development on the brickworks site and beyond to distant vista in the north should be maximised.

Guidelines:

- Well articulated buildings fronting the Burwood Highway should provide visual permeability through to the internal areas of RSPCA site and beyond where possible.



- Built form and uses on the southern boundary of the Former Brickworks Site abutting the RSPCA, particularly the green paddock area, should provide a positive interface and capitalise on opportunities to 'share' this open space in a visual sense.
- Enhance view lines through the site to key features and activity areas such as the Education Centre.

Actions:

- City of Whitehorse to continue ongoing liaison with the RSPCA and provide input into their master planning process.
- RSPCA master plan to have regard to the Vision and principles of the Activity Centre and key elements of the Structure Plan.
- City of Whitehorse to liaise with RSPCA and Reading Properties to ensure appropriate management and response is given to sensitive interfaces and that a visual sharing of opportunities to utilise the green open space in the northern part of the RSPCA site is achieved.

5.13 tram stop upgrade

The Activity Centre is located on the PPTN and is served by the Vermont South/ City tram route. This tram terminates to the east of the centre at the Vermont South Shopping Centre. In the future the tram line may be extended to Knox City.

The tram serves residents of Burwood Heights commuting to the City by public transport. However the trip time for this commute of around one hour compares unfavourably to alternative public transport modes in the area (for instance trains at Mt Waverley and Box Hill), nor does it compare well to the car for this journey.

'Linking Melbourne: The Metropolitan Transport Plan', outlines State Government strategy to achieve 20% of motorised trips on public transport by 20/2020, essentially achieving a mode share shift from car to public transport modes (train, tram, bus). This strategy not only relates to the longer trips, or journey to work trips, but also for shorter, or more frequent trips such as those to the local shops, to school or to the gym. The need to encourage a shift from car use to public transport use is highly important, and key components of achieving this shift are to improve pedestrian access to public transport stops, increase the standard of facilities at public transport stops, link Activity Centres by public transport, increase the frequency of public transport services and improve their reliability.

Currently, the tram service at Burwood Heights has a dedicated corridor along the median of Burwood Highway and provides an excellent opportunity to reduce local car use by accommodating additional short, local trips to and from Burwood Heights. Currently, tram stops are provided east and west of the Burwood Highway / Middleborough Road intersection. These stops have shelter and seating provided however require upgrades to meet the requirements of the Disability Discrimination Act (DDA).



In terms of servicing the Burwood Heights Activity Centre in an optimal, integrated manner, the re-location and design of the east and west bound tram stops to a central, integrated mid block location that is highly accessible for existing development and future activities in the centre should be encouraged. A well-designed, modern facility like a “super stop” facility will provide greater opportunities to encourage access to the centre and beyond via public transport and contribute to achieving mode share goals of Melbourne 2030.

Providing an integrated stop at a mid block location will provide opportunities for safer access to the tram for public transport users and will encourage use and increase patronage. Careful site selection will ensure a clear view line to the facility from both the existing shopping centre as well as the Former Brickworks Site. A new mid-block tram stop would create a north-south pedestrian and public transport focus for the broader Activity Centre.

Guidelines:

- Identify an appropriate location for a new accessible, integrated and well designed tram stop along the Burwood Highway east of Middleborough Road to relocate both east and west bound stops.
- Ensure that the new DDA compliant tram stop provides ease of access to activities both north and south of the Highway, with appropriate pedestrian linkages to both.
- Lighting, seating and timetabling information at the tram stop facility should be provided to assist existing users and attract new users.

Actions:

- City of Whitehorse to liaise with the Public Transport Division at the Department of Infrastructure (DoI) to discuss the provision of a super stop facility in an appropriate location between the Burwood Highway / Middleborough Road intersection and the signalised entry to Safeway.
- City of Whitehorse to liaise with VicRoads, RSPCA, Reading Properties and Burwood Heights Traders Association to determine appropriate locations for pedestrian access points associated with a new super stop and to coordinate the delivery of these two elements.
- City of Whitehorse to prepare development contributions schemes to assist in the funding of infrastructure works associated with public transport upgrades.

5.14 integrated bus linkages

Both east-west and north-south bus routes intersect the Activity Centre. Unlike the trams, the buses share the road space with cars and other vehicles. Buses do not have priority. As such, there is a need to ensure that the future growth of the Activity Centre will not negatively impact on the current flow of traffic and the reliability and efficiency of road based public transport.

Through consultation with public transport providers and the community, it is clear that the buses in the area provide important connections to other centres, regional activities and train stations. For commuters, the north-south bus routes provide important connections mainly to



Box Hill station in the north and to a lesser degree to Mt Waverley train station in the south. In the absence of passenger rail facilities in Burwood Heights, it is crucial that a reliable public transport connection to the rail network can be maintained by bus. The east-west bus routes also provide clear connections to schools, Deakin University and other Activity Centres. It is essential that the reliability and frequency of bus services are not compromised by increasing levels of traffic congestion in the centre and on key routes to other Activity Centres.

The consultation also revealed a need to provide buses to service the re-development of the Former Brickworks Site and into the existing shopping centre. The community considered that designing the site with bus requirements in mind was important to ensure that buses could easily move through the site and stop in highly visible and accessible locations. The level of service, particularly the frequency of buses and weekend timetabling were also identified as a key issue.

The consultation also stressed the need to ensure that any buses diverted through the Former Brickworks Site from Middleborough Road did not compromise the overall trip time and efficiency of the north-south bus movements.

Opportunities to connect any new bus movements through the Former Brickworks Site with the proposed super stop tram facility on Burwood Highway to create a multi modal interchange were supported through the consultation.

In addition to managing traffic flow and bus trip time and efficiency, the consultation revealed that there is a need to improve the status of existing bus stops in the Activity Centre to be more legible, identifiable and comfortable. Currently, bus stops within the Activity Centre are located on the side of the road, contain minimal signage, and most do not provide shelter, lighting or up to date travel information. To ensure the safety of commuters and encourage more people to use public transport within and beyond the Activity Centre, these improvements will need to be made.

Guidelines:

- New bus stops, designed in accord with existing DoI standards, located on Middleborough Road and Burwood Highway should be integrated with new development on these main road frontages to ensure ease of connections for commuters with activities in the centre.
- Any redevelopment of the brickworks site should be required to provide adequate bus access and interchange opportunities in highly visible and clearly defined locations.
- Integration of buses into the Former Brickworks Site should not adversely impact on trip time efficiency of existing services, particularly at peak times.
- The possibility of integration of buses and trams on Burwood Highway in a new, high quality interchange is encouraged and would require cooperation with key government agencies and Council.



Actions:

- City of Whitehorse to liaise with Public Transport Division at DoI and relevant public transport providers to locate funding for bus upgrades and improvements in the Activity Centre.
- City of Whitehorse to liaise with DoI and VicRoads to investigate opportunities for bus priority at key intersections within the centre and improved frequency and timetabling.
- City of Whitehorse to liaise with DoI and VicRoads to investigate opportunity for bus priority lanes and signals at key intersections.
- City of Whitehorse to liaise with Public Transport Division at DoI, relevant transport providers and VicRoads for the integration of buses and trams on Burwood Highway in a new, high quality interchange.

5.15 pedestrian connectivity

The consultation revealed that currently the Activity Centre provides a poor pedestrian environment. The following key points demonstrate the issues raised by the community:

- There is a perception that there are limited 'safe' crossing points at major roads from surrounding residential areas.
- There is limited pedestrian 'green' time provided at the main intersection at Burwood Hwy/Middleborough Road which restricts pedestrian's ease of movement through this intersection.
- The current access arrangements at the Safeway Petrol Station at the Middleborough Road entry to the existing shopping centre create safety issues for pedestrians.
- There are limited connecting 'off road' shared pedestrian and bicycle trails through the centre.
- Physical 'barriers' to walking to key activities within the centre are experienced by pedestrians. The Former Brickworks Site currently restricts the walkability of residents from the north and north-east. The Burwood Highway and Middleborough Road are also perceived by many as challenges to restricting pedestrian movements within the centre.
- The steep terrain of the area, particularly Middleborough Road, was seen as an impediment to walking.
- The impact of non-residential traffic in residential streets was identified as impacting on pedestrian amenity and presenting as a barrier to walking (and cycling) particularly for certain segments of the community i.e. children, the aged and mobility impaired.

A key aim of the structure plan is to consolidate a range of activities within a defined centre that is highly accessible for pedestrians. As such pedestrian connectivity will be prioritised to provide high levels of accessibility for local residents within and around the Activity Centre. A 'walk safe' strategy was prepared for Council early 2005 and addressed a number of these issues regarding the improvement of the pedestrian environment immediately in and around



the Burwood Heights Activity Centre. The structure plan recommendations build on that strategy.

Burwood Highway

The introduction of a new tram stop facility within the median of Burwood Highway would require appropriate pedestrian crossing facilities. The existing signals at Middleborough Road and the shopping centre access near Safeway provide opportunity to cross to the median. It is important that other avenues to cross are barred by pedestrian fencing and other measures so the pedestrians cross at designated crossings only.

The phase time of the pedestrian crossing at the Burwood Hwy signals does not allow for elderly or disabled individuals to cross both carriageways of Burwood highway in a single cycle. Consequently, pedestrians are often required to stop in the median to wait for the next cycle.

The pedestrian refuge provided within the median is poor. There is little kerb protecting pedestrians from right turners, and the refuge is basically the tram tracks, thereby creating potential conflict between waiting pedestrians and oncoming trams.

It is considered that the pedestrian facilities at this intersection be upgrade to provide a safer and more inviting environment for crossing pedestrians.

Middleborough Road

Currently there appears to be little pedestrian movement across Middleborough Road within the study area, away from the Burwood Highway intersection. While there would be expected to be some pedestrian movement across Middleborough Road following the development of the Former Brickworks Site, it is estimated that the existing pedestrian signals at Burwood Highway and Eley Road, along with signals associated with the intersection of the internal link road and Middleborough Road would be sufficient for the majority of pedestrian crossing movements.

Further enhancements to Middleborough Road, including a median, or at least pedestrian refuges at strategic locations, would narrow the pedestrian crossing distance to two-lanes from the current four, thereby increasing the ease of crossing for pedestrians without impacting on the flow of traffic along Middleborough Road.

Guidelines:

- Opportunities for safe pedestrian passage east-west across Middleborough Road are encouraged, particularly in relation to access at any redevelopment at the Former Brickworks Site and near the existing shopping centre in the south.
- Pedestrian linkages across the Highway to a high quality tram interchange are encouraged.
- Better pedestrian permeability and connectivity to the existing shopping centre from both Burwood Highway and the residential streets to the south are encouraged.



- Pedestrian and cycle only links will be provided into any redevelopment at the brickworks site from the abutting residential area to the east.
- Pedestrian and cycle only links that provide attractive and interesting trail environments are encouraged.
- These links are intended to be achieved through development processes and/or negotiated market land purchase opportunities, where necessary.

Actions:

- City of Whitehorse to apply the principles of the 'walk safe' strategy prepared in 2005 as redevelopment of the Former Brickworks Site and other sites within the Activity Centre progresses.
- City of Whitehorse to liaise with VicRoads and Reading Properties to establish strategic pedestrian connections on Burwood Highway and Middleborough Road.

5.16 regional cycle links

Currently, the centre is disconnected from regional cycle networks to the west (Gardiners Creek Trail) and the south (Damper Creek Trail). Opportunities to link the centre to regional cycling and open space networks in the area are integral to encouraging recreation and commuter opportunities for existing and new residents in the Activity Centre.

To support new bicycle connections it will be important to provide legible on street bike networks that are clearly signed and visible to other vehicles. It will also be crucial to provide appropriate trip end facilities, particularly appropriately designed and located bicycle parking.

Guidelines:

- Connect the regional cycle network at Gardiners Creek to the west, with Eley Park to the north-east of the centre. Particular attention should be given to the western end of Eley Road at Station Street to provide commuter opportunities from Deakin University.
- Connect the regional cycle network at Damper Creek to the south along local streets to the Bally Shannassy Park and the existing shopping centre.
- Encourage the provision of clearly marked on-road bicycle lanes in appropriate locations including Middleborough Road and Burwood Highway.
- Encourage the provision of well-signed, clearly identifiable off-road cycle or shared paths.
- Provide clear, defined and well signed cycle links through the Activity Centre and along residential streets as well as main arterial roads.
- These links are intended to be achieved through development processes and/or negotiated market land purchase opportunities, where necessary.
- Provide well designed and located bicycle parking within the Activity Centre in highly visible locations.



Actions:

- City of Whitehorse to review and implement the Bicycle Strategy.
- City of Whitehorse to liaise with the Whitehorse Bicycle Advisory Committee and Bicycle Victoria regarding the provision and location of appropriate trip end facilities.
- City of Whitehorse to liaise with VicRoads, the Whitehorse Bicycle Advisory Committee and Bicycle Victoria regarding the provision of on and off road cycle networks and requirements such as signage.

5.17 local traffic management

The consultation revealed concerns about 'rat running' that currently occurs. Taylor Avenue, McCubbin Street, Hilltop Crescent and Eley Road were identified as current preferred 'rat runs' by vehicles seeking alternative routes to major roads and intersections within the Activity Centre.

Concern was also raised by residents in streets abutting the Former Brickworks Site regarding the potential for 'rat running' as a result of any redevelopment of this site, and the impact this would have on the existing level of residential amenity.

The City of Whitehorse Traffic Management Strategy recognises 'rat running' as a problem. The priority focus of the Council is addressing vehicle speed as the primary cause of road crashes and the volume of vehicles (including rat running through traffic) being a secondary but linked consideration.

An imperative underlying the plan is to reduce traffic speeds and limit non-residential traffic in residential streets— particularly in light of any major redevelopment that occurs at the Former Brickworks Site or at the existing shopping centre.

Guidelines:

- Utilise traffic calming measures to limit non-residential traffic in residential streets.
- Discourage 'rat running' through local streets by avoiding direct connections between existing streets in alignment with new internal roads on the Former Brickworks Site. This is particularly relevant at the Middleborough Road frontage of the site.
- Limit opportunities for through roads from Eley Road to the main internal road at the Former Brickworks Site to minimise amenity impacts to new residential development at the north of the site.
- Prohibit vehicle movements to the Former Brickworks Site from abutting residential areas to the east. Provide pedestrian access only from this abuttal.

Actions:

- City of Whitehorse to liaise with VicRoads and Reading Properties to determine appropriate access arrangements to the Former Brickworks Site.



- City of Whitehorse to identify and respond to traffic management issues in local streets, particularly Eley Road, Taylor Avenue, McCubbin Street, Hilltop Crescent and streets to the east of the Former Brickworks Site.
- City of Whitehorse to prepare a Traffic Management Plan for residential streets in the Activity Centre.

5.18 'main street' (former brickworks site)

The Framework Plan for the Former Brickworks Site includes an internal main street that links Burwood Highway (east of the RSCPA) with Middleborough Road (about midway between Burwood Highway and Eley Road). This road is expected to provide access to commercial and retail development within the site. The road may also provide a secondary through traffic function, thereby alleviating turning movements at the Burwood Highway / Middleborough Road intersection.

Such a road is considered a typical *Type II road/environment*, as described in the RTA NSW publication – *Sharing the Main Street (2000)*, where the

“traffic functions consist of local and through vehicular traffic (including buses and cyclists) and pedestrian traffic, on-street parking and delivery and parking manoeuvres”.

In the site's mixed use / retail precinct, the streetscape is expected to handle a high level of pedestrian activity. Appropriate management will be required in order to maintain a high amenity environment for pedestrians.

The Framework Plan has not indicated the likely breakdown or amount of development on the site, and consequently an assessment of traffic generation and expected volumes on the internal roads are not available at this time. However, a determination of the impact on the Middleborough Road/ internal road intersection can be made for a range of volumes.

Reading Properties has indicated an expected 25,000 vehicles per day (vpd) to be the upper level of traffic volume along the internal road. This appears an excessive volume. For instance, noise and air quality for pedestrians are adversely affected where volumes exceed 12,000 vehicles per day, which can normally be accommodated in two traffic lanes (one in each direction). The forecast vehicle movements at the site are well in excess of this and as such careful regard will need to be given to the management of the pedestrian environment to balance out the amenity impact of expected traffic levels.

The level of service has been estimated at the proposed intersection for the following scenario:

- At 25,000 vpd (10% in the PM peak, equally distributed), the intersection will be saturated providing a poor level of service, with the eastern approach from the site also displaying a very poor level of service.



- At 15,000 vpd, the intersection will be saturated in the peak southerly direction with a fair level of service, with the eastern approach from the site displaying a poor level of service.
- At 5,000 vpd, the intersection will operate satisfactorily with a fair level of service, and the eastern approach from the site will also have a fair level of service.

The existing signalised intersection on Burwood Highway near the RSPCA, will be utilised by the internal link road to facilitate traffic movement into the Former Brickworks Site without impacting on the current level of service or efficiency.

Guidelines:

- The internal link road should assist in creating a positive pedestrian environment at the site.
- The internal link road should be designed with a median that acts to lower traffic speed and provides a pedestrian refuge.
- In the main retail area the target traffic speed should be limited to around 35km/h with a median, or 25km/h where no median is provided.
- Two traffic lanes in each direction should be sufficient, with additional parking bays and parking / bicycle / bus only lanes as appropriate.
- Upgrade the proposed intersection at the Burwood Hwy entry if the intersection becomes saturated and impacts on the level of service.
- Explore a secondary link to the Burwood Highway if the need arises.

Actions:

- City of Whitehorse to continue ongoing liaison with Reading Properties regarding the design and configuration of the internal road link.
- City of Whitehorse to liaise with Reading Properties and VicRoads regarding necessary upgrading of main road intersections.

5.19 safeway petrol station access

A major issue identified through consultation related to access to the Safeway petrol station site within the existing shopping centre. Entry to this site is via Middleborough Road. This is a shared entry with the shopping centre.

The major conflict in this area is between vehicles queuing for the petrol station and other vehicles wishing to enter and exit the car park. This is not only a traffic issue but a safety issue for pedestrians and cyclists accessing the shopping centre. The consultation revealed that priority should be given to improving this situation.

Having regard to the issue at hand, the Structure Plan acknowledges the limitations of Council to resolve this situation. While improvements could be made, it is up to the willingness of the



land owner to remedy the situation as per any concept plan that may be developed. **Figure 18** identifies a potential solution to this situation for discussion purposes.



figure 18: safeway petrol station – draft concept



Guidelines:

- Reduce the conflict between vehicle and pedestrian access at the petrol station site.
- Investigate the opportunity to separate the conflicting movements via a separated bypass.
- Investigate the opportunity to alter the access arrangements for the petrol station.
- Investigate the opportunity to create a new access to Middleborough Road and realigning the car park accesses to the petrol station.

Actions:

- A concept design for the access to this site is included as part of the Structure Plan.
- The City of Whitehorse to liaise with site owner to prepare and implement an appropriate concept design for this site that minimises pedestrian and vehicle conflict.

5.20 drainage / recreation focus

In coordination with the Melbourne Water, Council and developers, opportunities to ‘unlock’ the existing retarding basin to the north-east edge of the Former Brickworks Site and feed it into the water body at the north end of the quarry should be explored. At present, the retarding basin is restricted for public access due in part to the incidence of flash flooding.

Opening up this space as a green link between the Former Brickworks Site and Eley Park will provide new recreation options for the broader community and enable opportunities for open space sharing between any development on the brickworks site and the existing residential area.

Guidelines:

- Opportunities to ‘open up’ the retarding basin for recreation purposes should be considered in an integrated manner and having regard to Council's revised Open Space Strategy, as part of the re-development of the Former Brickworks Site.
- Opportunities for future potential stormwater management improvements should be considered.

Actions:

- City of Whitehorse to liaise with Melbourne Water and Reading Properties regarding opportunities to bring in the existing retarding basin as part of the recreation and water management provision on the Former Brickworks Site.
- City of Whitehorse to liaise with Melbourne Water to investigate potential upgrades to the existing retention system.



5.21 people and the community

Activity centre planning is all about planning for people and the community. Whilst there is a strong commercial basis to activity centres, an emphasis of Melbourne 2030 is that activity centres are also community focal points in which the wider needs of the community can be met.

The scale and form of development outlined within this structure plan will provide the potential for a very large number of people to work, to live and visit the Burwood Heights Activity Centre. It will become a major focal point and a destination in the region.

There will be a need for a wide range of community and social services and facilities to be located within the activity centre. The type and range of such services and facilities will need to be designed to meet the needs of user groups.

Council and other relevant agencies responsible for the provision of social and community services and facilities will need to monitor the form of development that occurs within the centre (once the details become known), and the number and the profile of workers, residents and visitors that are likely to work, live and be attracted to the centre. They will need to identify the type and range of social and community services and facilities that should be provided in the centre and identify a strategy to ensure that such are provided.

The opportunity exists for close cooperation between Council and other agencies, and developers in the provision of such services and facilities. Opportunities need to be explored to identify appropriate locations for relevant services and facilities within the centre. Opportunities exist to explore options for contributions towards the funding of certain services and facilities as development occurs.

Guidelines:

- To provide a range of social and community services and facilities within the activity centre, appropriate to the needs of future workers, residents and others attracted to Burwood Heights given its role as a major activity centre within the region.

Actions:

- City of Whitehorse to liaise with other relevant social and community service agencies to identify the type and range of social and community services and facilities required to be provided at Burwood Heights, once the details and of the development and profile of future workers, residents and visitors to the centre become known.
- For Council to work with other relevant agencies and with developers to ensure that appropriate services are provided within the centre.



6 implementation

This section of the report addresses issues to do with the implementation of the structure plan. It deals with the following matters:

- management and coordination;
- amendments to the local planning policy framework;
- rezonings;
- the Former Brickworks Site;
- realising other development opportunities;
- land assembly;
- infrastructure improvements;
- funding;
- further detailed work required; and
- a work program

6.1 management and coordination

There will be a need for close coordination between Council and various government agencies and private land owners to facilitate redevelopment within the activity centre, and to coordinate the significant investment in new public infrastructure required to implement the recommendations of the structure plan.

DSE's document *"Possible Partnership Models for the implementation of activity centre policy"* (March 2004) outlines a number of management and coordination options relevant to activity centres. This includes models such as:

- reference groups;
- development facilitators;
- DSE involvement in steering committees;
- cross government steering committees;
- advisory committees;
- place managers;
- development boards;
- joint state local government committees;
- authorities or agencies; and
- the Minister for Planning being the responsible authority



There is an existing management and coordination structure in place that has guided the preparation of the Structure Plan process to date. This has included:

- A Partnership Group – Comprising senior representatives of policy and decision making bodies (State agencies and Council) and major property owners. Council chairs this group.
- A Working Group – Comprising representatives from key stakeholder and interest groups, and senior management from DSE and Council (i.e. similar representation to the Partnership Group but with the inclusion of community representatives). The Group's role is to provide the opportunity for stakeholder and community input into the project, including advising on the best ways to engage with the wider community.
- A Project Control Group - Comprising relevant Council and DSE officers and consultant representatives. This group has directed the day to day management of the project.
- In association with the project, an independent facilitator was engaged to coordinate the Working Group and to lead the consultation process.

It is considered that the general management structure that presently exists should continue, but with the following modifications:

- Restructure the Partnership Group as the key group responsible for coordinating actions between government agencies and key private stakeholders. This will be the key decision making group and should continue to be chaired by Council.
- Appoint a development facilitator or place manager to facilitate implementation of the structure plan. This person would be employed by Council, but could be funded by either Council or DSE (or both). The role of this person would be to:
 - implement the recommendations of the Structure Plan;
 - Coordinate Council and agency responses to planning permit applications and other planning consents required in relation to development within the activity centre;
 - report to and support the Partnership Group and Project Control Group.
- Restructure the Project Control Group to include relevant Council, DSE and DOI officers. The role of this group would be to oversee the day to day management of the activities of the Place Manager.
- Consider the ongoing role of the Working Group. The role of this group was largely to act as a focus for community and other stakeholder input during the preparation of the structure plan. With the completion of the structure plan, the purpose for which the group was formed will have been served. The option exists for this group to either be disbanded, or to take on a new role (with possibly a renewed membership) within the implementation phase.



6.2 amendments to the local planning policy framework

In July 2005 Council resolved to request the Minister for Planning to prepare a Ministerial Amendment (C63) to rezone the Former Brickworks Site from a Special Use Zone 3 to a Priority Development Zone.

As part of that amendment a local policy was included in the planning scheme for the whole of the Burwood Heights Activity Centre, and a separate policy specifically for the Former Brickworks Site. Both of those policies are interim policies that are intended to expire on 31st December 2007. A detail 'schedule' is also included for the Priority Development Zone. The schedule sets out permit requirements and requirements for a development plan and various other plans to be prepared before development can proceed on the site.

The policy for the overall Activity Centre included in Amendment C63 is based on the *"Burwood Heights Activity Centre Structure Plan, Draft Key Elements Report"* (May 2004). That policy will need to be replaced to reflect the final recommendations of the structure plan as contained in this report.

Amendment C50 to the Whitehorse Planning Scheme proposes to introduce a revised municipal strategic statement into the scheme. It also proposes to introduce new housing and residential development policies. These policies categorise residential areas in Whitehorse into area of "substantial change", "natural change" and "minimal change". The residential precinct to the south-west of the intersection of Burwood Highway and Middleborough Road was identified as an area for "substantial change" in Council Housing Study (Feb 2003). The proposed residential development policy should be changed to reflect the areas identified as preferred medium density residential areas in the Structure Plan, as areas of "substantial change" in the context of Amendment C50. This will involve designation of land shown on the Structure Plan as preferred areas for medium density housing, along the Burwood Highway, along the west side of Middleborough Road and the area north-west of the Former Brickworks Site on the east side of Middleborough Road, as well as the Former Brickworks Site itself, as areas of "substantial change".

6.3 rezonings

Amendment C63 to the Whitehorse Scheme rezones the Former Brickworks Site to a Priority Development Zone. Other rezonings that will be required to implement the Structure Plan include the following:

- Rezoning of the small area of parkland at the south-east corner of the existing shopping centre, from a Public Park and Recreation Zone to a Residential 1 Zone.

In relation to other key sites / areas the following comments are made:

- The existing shopping centre – The existing Business 1 Zone that applies to this land provides adequate flexibility for the potential intensification of retail, commercial and residential uses on the site.



- RSPCA – The existing Mixed Use Zone provides for residential uses (as-of-right) and other uses such as offices and shops subject to the grant of a permit. This provides adequate flexibility to encourage the redevelopment of the site as envisaged by the RSPCA.
- West side of Middleborough Road and Burwood Highway residential frontage – The existing Residential 1 Zone provides discretion to consider residential development proposals along the frontage of these roads that are consistent with the intensity of development recommended in the structure plan. The local policy that will be included in the scheme and the classification of these areas as “substantial change” in the residential development policy in the scheme will provide adequate policy support to facilitate the level of redevelopment envisaged in the plan.
- North-west of Former Brickworks Site, on the east side of Middleborough Road – The Structure Plan supports the upgrading of Middleborough Road to provide opportunities to establish a strong sense of address and profile to the Former Brickworks Site and the Activity Centre generally. Any upgrade should be applied to land along the east side of Middleborough Road, from Eley Road in the north to Burwood Highway in the south. The detail of this upgrade will be resolved through further work including liaison between key stakeholders such as Reading Properties, RSPCA, Council and VicRoads, to establish a preferred treatment for Middleborough Road. The possibility of applying a public acquisition overlay to this land to assist with this upgrade may be considered at an appropriate time in the future.

6.4 the former brickworks site

The local policy and the schedule to the Priority Development Zone for the Former Brickworks Site, sets out detailed policies and requirements for the future development of that site. These requirements include:

- the need for a planning permit for all buildings and works;
- the need for development plans for each precinct (or part of a precinct) before development can commence;
- the need for an integrated transport plan;
- the need for an environment management plan;
- the need for an open space and landscape concept plan;
- the need for a staging plan; and
- the need for a full economic assessment before a full-line supermarket or discount department store specifically can be considered for establishment on the site and for other uses as deemed necessary.

In preparing development plans for the site and other plans to do with transport, open space, landscaping etc, it will be imperative to consider the role of the site within the context of the wider activity centre, and the way in which plans for the detailed development of the site respond to the structure plan recommendations for the wider activity centre.



6.5 realising other development opportunities

There are a number of major development opportunities within the activity centre that are at various stages in the planning and development process.

- Reading Properties is well advanced with planning of the Former Brickworks Site, and the structure planning process has proceeded in parallel with the preparation of a framework plan for that site. The Framework Plan for the Former Brickworks Site has been adopted by Council.
- The RSPCA has prepared a framework plan for the development of its site.
- No intentions have been expressed in relation to the further redevelopment of the existing shopping centre site, although ideas and opportunities for the site have been advanced throughout the Structure Plan.
- The structure plan process has identified considerable opportunities for medium density residential redevelopment along the frontages of Burwood Highway and Middleborough Road.

The Former Brickworks Site presents a ready redevelopment opportunity because it is in single ownership and is a vacant site. The single ownership of the RSPCA site also enhances its potential for redevelopment in the short to medium term. Other sites such as the existing shopping site (in particular), are constrained by existing site conditions and fragmented ownership and tenancy arrangements. It is critical to the overall role and function of the entire Burwood Heights Activity Centre that all components of the centre redevelop and upgrade to establish complementary roles and functions.

Council will need to take a proactive role in working with other major land owners, especially owners and tenants of the existing shopping centre, to realise development opportunities identified in the structure plan. The place manager / development facilitator will be instrumental in this role.

A specific item in relation to the existing shopping centre that needs attention is resolution of access issues associated with the petrol station along the Middleborough Road frontage of the site. Council should initiate immediate discussions with the owner of the site to resolve the issue.

6.6 land assembly

Most of the recommendations contained in the structure plan relate to privately owned land that has redevelopment potential, or land that is in existing public ownership. As a result the recommendations that affect the land can be achieved as part of the redevelopment process.



A small number of recommendations relate to land that is privately owned and are less likely to be redeveloped in the near future. Council (or other relevant authorities) will need to negotiate either to purchase such land, or come to some arrangement as part of the possible future redevelopment of the land, if or when a proposal arises. These circumstances include the following:

- Creating pedestrian access from the existing shopping centre into Taylor Avenue.
- The relocation of the small park at the south-east of the existing shopping centre in exchange for providing an equivalent area / value of open space that is better located to provide pedestrian access to the existing shopping centre and/or within the existing shopping centre itself.
- Possible acquisition of land along the east side of Middleborough Road to achieve the widening of the road (will affect land owned by the RSPCA, Reading Properties, and private properties to the south of Eley Road if required).
- Creating pedestrian (only) links from the Former Brickworks Site to local residential streets to the east of the site.

6.7 infrastructure improvements

Following is a summary of the main public infrastructure requirements that will need to be resolved throughout the implementation of the Structure Plan:

- The upgrading of Middleborough Road (in the form resolved following further discussions between agencies and land owners).
- The upgrading of the Burwood Highway Middleborough Road intersection.
- New traffic lights and intersection works at key intersections into development sites.
- New / relocated bus stop in Middleborough Road beside the existing shopping centre.
- Improved access into the existing shopping centre from Middleborough Road.
- New bus stops throughout Former Brickworks Site.
- A super stop / integrated tram and bus stop and pedestrian space, in Burwood Highway.
- Connections to the regional bicycle network.
- Reconsideration of regional public transport routes and services through and to the activity centre.
- Pedestrian link(s) from the existing shopping centre to Taylor Avenue to the south.
- Pedestrian (only) links from the Former Brickworks Site to local residential streets to the east of the site.
- Integration of the Eley Road retarding basin with the open space network within the Former Brickworks Site, combined with consequent stormwater and drainage improvements.
- Traffic management in surrounding residential streets.



- Upgrading of the water, sewerage and drainage infrastructure.
- Community facilities and services within the activity centre as determined by Council and other relevant agencies.

6.8 funding

A very significant investment in infrastructure will be needed to implement the recommendations of the Structure Plan and to accommodate the substantial levels of development envisaged in the Burwood Heights Activity Centre. Potential sources of funds include:

- **Contributions from private development:**
 - These are appropriate to seek where the need for infrastructure is generated by the development. They can only be applied to new development and not to existing development. Means by which contributions may be recovered from private development include a formal development contributions plan, voluntary agreements entered into with developers, and conditions on planning permits.
- **Special rates applied to properties within the activity centre:**
 - This source of funds is appropriate to apply where infrastructure is required or can be partly apportioned to existing development in the centre.
- **Contributions made by Council and or other State government agencies from general revenue sources or from specific funds:**
 - The proposed development of the Burwood Heights Activity Centre is a key initiative consistent with Melbourne 2030. The State Government is committed to the implementation of Melbourne 2030. The availability of State Government funds to assist in providing infrastructure necessary to realise the activity centre objectives of Melbourne 2030 is an important part of that commitment. All potential sources of State government funds need to be pursued in relation to the future development of the Burwood Heights Activity Centre.

Whilst the structure plan identifies likely development opportunities and infrastructure requirements, details of the form and quantum of development on key sites such as the Former Brickworks Site are not known at this time. These details will become available as the development plan is prepared for the site in accordance with the schedule to the proposed Priority Development Zone. The scale of development will in turn influence the details of the infrastructure required within the activity centre, its cost and its timing.

Council will need to prepare an infrastructure funding policy for the Burwood Heights Activity Centre. This policy will be a priority, as it will need to form the basis of determining funding arrangements that may need to be included in any agreements signed with Reading Properties, as required by the schedule to the priority development zone. A key aim of the policy should be to maximise the opportunity to recoup contributions towards the funding of infrastructure from private development, to the extent possible via established practices. In particular the policy should identify:



- the likely timing and staging of development throughout the activity centre;
- the items of infrastructure that will need to be provided, their cost and timing;
- the degree to which the cost of providing infrastructure can be apportioned to new development in the activity centre, existing development in the activity centre, or to the wider community;
- who is responsible for funding each item of infrastructure and the means by which the funds will be collected;
- whether it is appropriate to apply a development contributions overlay to the whole or to part of the activity centre to recoup funds from private development, or whether it is preferable to recoup contributions in relation to major redevelopment sites via other legitimate means such as voluntary agreements etc;
- whether it is appropriate to strike a special rate to assist in recouping funds for certain types of infrastructure or improvements, from existing development within the activity centre;
- State Government obligations for funding;
- funding implications for Council; and
- the possible need for a further amendment the planning scheme to include key elements of the infrastructure policy.

6.9 further detailed work required

A number of further detailed studies need to be undertaken to follow-on from the general recommendations and findings of the Structure Plan.

As the redevelopment of the Former Brickworks Site is likely to represent the first major redevelopment within the activity centre, further details regarding the development of that site will have implications on the wider activity centre. For example the schedule to the Priority Development Zone requires the preparation of development plans, an integrated transport plan, environmental management plan, and open space and landscape concept plan for the site. General directions regarding such matters are provided in this Local Structure Plan. However additional work will be required to be undertaken by Council to ensure that the details that emerge in relation to the Former Brickworks Site are consistent with the future planning of the wider activity centre.

Additional work required includes:

- A local area traffic management study – To realise the aim of the structure plan to minimise additional traffic in residential streets surrounding the activity centre.



- Integrated Transport Plan – Which details the general recommendations made in the Structure Plan regarding roads improvements, public transport improvements and pedestrian and bicycle access. It will need to resolve outstanding issues that will emerge once details of the scale and quantum of development on key development sites becomes known. It will need to link with the Integrated Transport Plan prepared for the Former Brickworks Site.
- An open space and landscape concept for the entire activity centre. This plan will also need to integrate with similar plans prepared for the Former Brickworks Site.
- An infrastructure funding strategy – To identify the means and the sources of funds for the public infrastructure that will be required to implement the plan and to accommodate the level of development envisaged.
- A project to detail means of connecting the activity centre into the regional pedestrian / bicycle network.
- A project to review public transport routes through and to the centre, to maximise accessibility to the centre from surrounding areas and to connect Burwood Heights to other activity centres in the region and to the railway network.
- A project to identify the social and community services and facilities required to be provided within the activity centre, and the means by which they are provided.

6.10 work program

Following is a work program that outlines actions required to implement the structure plan.

Action	Initiator	Others involved
Short term actions – within 12 months		
Amend the Whitehorse Planning Scheme.	Council	
Appoint a place manager / development facilitator.	Council	DSE
Resolve the continuing role of the Working Group.	Council	Representatives of the Working Group
Revise the ongoing role of the Partnership Group and the Project Control Group.	Council	DSE, DOI
Prepare a development contributions strategy for the activity centre – to occur in parallel with the formulation of the development plan for the Former Brickworks Site.	Council	Other relevant agencies and private development interests
Resolve existing access issues regarding the petrol station in the existing shopping centre	Council	Owner of site
Liaise with the RSPCA regarding the future development of its site.	Council	RSPCA
Identify the social and community services and facilities required to be provided within the activity centre, and the means by which they are provided.	Council	Other relevant agencies and developers
Actions to facilitate redevelopment of the Former Brickworks Site		
Work closely with Reading Properties to facilitate the	Council	Other relevant agencies



Action	Initiator	Others involved
redevelopment of the Former Brickworks Site.		
Prepare development plans, integrated transport plan, landscape and open space concept plan, environmental management plan, and staging plan for the Former Brick Works Site.	Reading	Council and other relevant agencies
Medium term 2 – 5 years		
Prepare an open space and landscape concept plan for the whole of the activity centre – integrated with the plan prepared for the Former Brickworks Site.	Council	
Prepare a local traffic management strategy for surrounding residential areas.	Council	
Undertake a study to connect the centre to the regional pedestrian network.	Council	
Regional review of public transport routes in the area to maximise access to the centre and connect it to other centres in the region and to the railway network.	DOI	Council
Prepare Integrated Transport Plan for the whole Activity Centre – integrated with plan prepared for the Former Brickworks Site.	Council	DOI, DSE
Ongoing actions		
Initiate discussion with owners and tenants of the existing shopping centre to explore and facilitate possible redevelopment options.	Council	Other land owners / tenants etc
Negotiate pedestrian links to Taylor Avenue as part of the rationalisation of the small area of open space at the south-east corner of the existing shopping centre.	Council	
Negotiate pedestrian links to local streets to the east of the Former Brickworks Site.	Council	Reading
Resolve the need for the possible purchase or acquisition of land along the east side of Middleborough Road	VicRoads	Reading, RSPCA and other land owners.