

Burwood Village Neighbourhood Activity Centre



Looking Towards the Future

Study of planning opportunities east of Warrigal Road



Burwood Village Neighbourhood Activity Centre



Looking Towards the Future

Study of planning opportunities east of Warrigal Road

contents	3
1.0 Introduction	1
2.1 Overview of the area around the Burwood Village Neighbourhood Activity Centre	2
2.2 Context of the study area	3
2.3 Existing land use and character in the centre	6
2.4 Population characteristics	10
2.5 Transport and Traffic	11
3.0 Planning Policy Context	13
3.1 Melbourne 2030	13
3.2 Whitehorse Municipal Strategic Statement	13
3.3 City of Whitehorse Housing Study and residential development policies	13
3.4 Economic development and activity centres	13
3.5 Heritage	13
3.6 Urban Design Framework	13
3.7 Existing planning controls	14
4.0 Community consultation outcomes	15
5.0 Opportunities and constraints	16
6.0 Objectives and strategy	18
6.1 Enhancing Burwood Highway	18
6.2 Land use	18
6.3 Promoting quality development	18
6.4 Activity centre	18
6.5 Existing residential and industrial areas	18
6.6 Transport	18
7.0 Area action plan	21
7.1 Area 1	22
7.2 Area 2	23
7.3 Area 3	25
7.4 Area 4	26
7.5 Area 5	27
8.0 Summary of planning scheme recommendations	28
9.0 Attachment 1 – Methodology	29
9.1 Overall process for preparing the study	29
9.2 Inputs considered by the consultants	29
10.0 Attachment 2 – Minutes from Community Workshop	30
10.1 Welcome/ Introductions/ Purpose of the Workshop	30
10.2 Study Aims, Process and Role of each party involved	30
10.3 Study Method	30
10.4 Issues and Opportunities Workshop	30
10.5 Workshop Conclusions	30
10.6 Where to from here?	30
11.0 Attachment 3 – Response to submissions	31
11.1 Local community comments	31
11.2 Other stakeholder comments	31



This is a report examining the future of the eastern half of the Burwood Village Neighbourhood Activity Centre (NAC) and in particular opportunities for changes to the types of land uses and developments that locate in and make up this centre.

The Burwood Village NAC is an area centred around the intersection of Toorak Road, the Burwood Highway (both of which run east-west) and Warrigal Road (which runs north-south). Warrigal Road also forms the boundary between the City of Whitehorse to the east and the City of Boroondara to the west. This report examines land in that part of the centre located in the City of Whitehorse, specifically the corridor surrounding the Burwood Highway between Warrigal Road and Presbyterian Ladies College (as shown in Figure 1).

The purpose of the study is to respond to changing trends and demands in the area by:

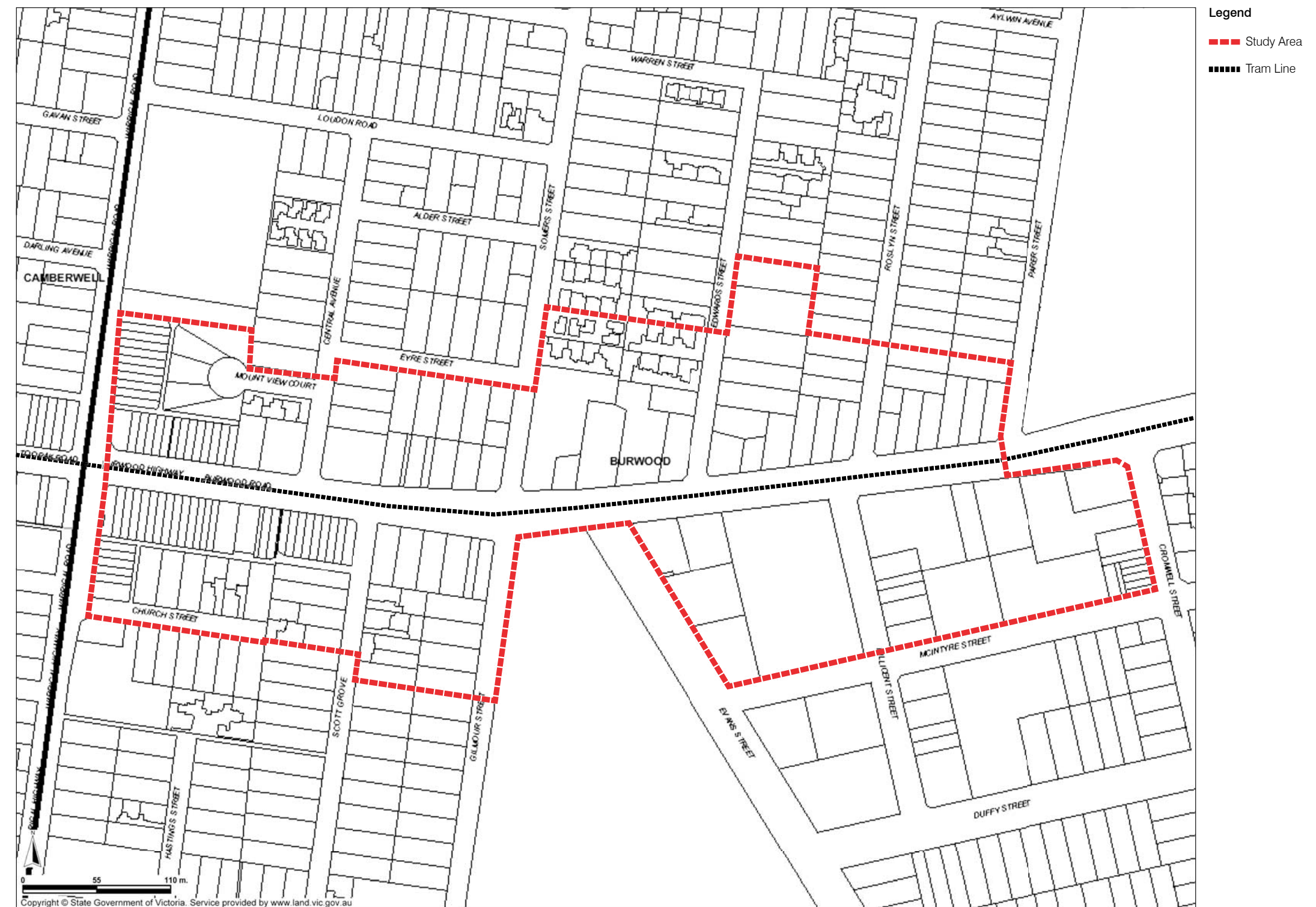
- Ensuring that land use and redevelopment are appropriate to the role of the centre;
- Ensuring that the centre responds to the needs of the community;
- Maintaining and enhancing the role of the neighbourhood activity centre as a community focus; and
- Providing the principles and guidelines to improve the appearance and amenity of the neighbourhood activity centre

The study recommends appropriate land use zoning and development controls to respond to these issues.

The origin of the study lies in a request in 2006 by the owner of land at the north-west corner of Burwood Highway and Edwards Street to rezone this sizeable portion of land from Business 4 & Residential 1 Zones to a Business 5 Zone. Whitehorse City Council considered the request and determined that before any rezoning proposal should proceed, a broader strategic approach needed to be taken to the planning of the Burwood NAC. Accordingly the preparation of this study has been requested by Council to provide a planning framework for the future development of the activity centre and has been commissioned on behalf of the owner of 85-109 Burwood Highway and 3 Edwards Street.

The overall study process, which is outlined in Attachment 1, has been designed and managed by Whitehorse City Council.

Figure 1 Site Location Plan



2.1 Overview of the area around the Burwood Village Neighbourhood Activity Centre

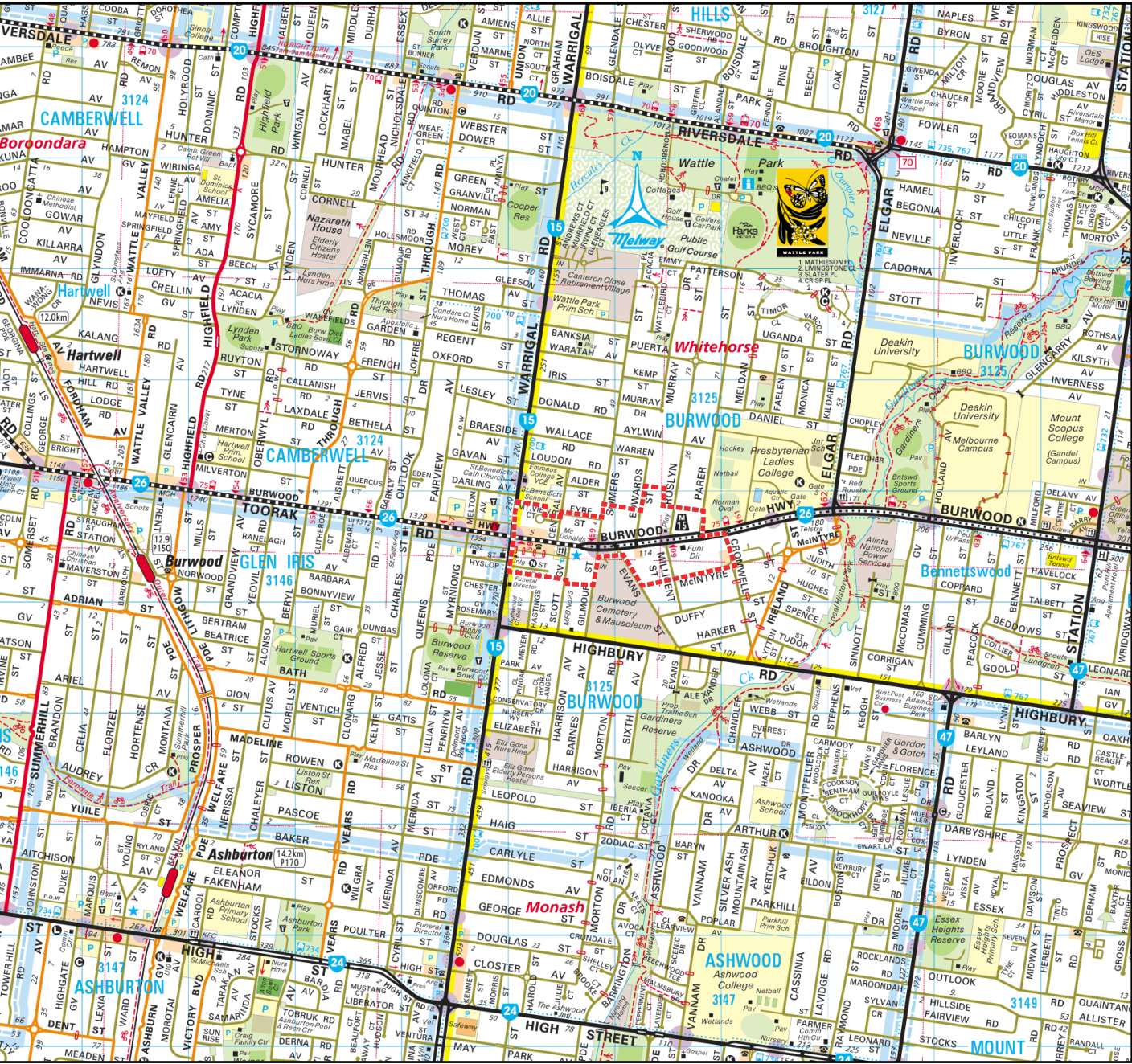
The Burwood Village NAC is centred around the intersection of Warrigal Road and Burwood Highway/ Toorak Road. The latter roads form the major east-west corridor through the NAC and are a dominant element in the character of the centre, especially to the east of Warrigal Road where it broadens into a divided highway.

The centre is well-served by public transport which is discussed further in Section 2.5.

Burwood is a typical middle suburban suburb, with a range of inter-war and post-war housing, interspersed with other community and employment uses, particularly along the main roads. Major non-residential uses of note in the surrounding area include Wattle Park, Burwood Cemetery, Deakin University and Presbyterian Ladies College. The nearest Principal Activity Centres are Camberwell and Box Hill which are 4km to the north-west and north-east respectively. A Major Activity Centre is also planned at Burwood Heights which is 2.5km to the east along Burwood Highway.

The study area and its suburban surrounds are shown in Figure 2.

Figure 2 Study area location map



Legend
Study Area



2.2 Context of the study area

As previously noted, the area included in this study forms the eastern part of the Burwood Village NAC. To understand why this part of the centre has been included in the study area and the opportunities it may offer for change over time, it is important to contextualise this area in relation to its position on the Burwood Highway and function in relation to surrounding land uses.

Figure 3 sets out in broad terms the transition of urban form that occurs along the Burwood Highway. This transition is centred on the Burwood Village NAC and in particular the study area. To the west of Warrigal Road Burwood Highway is a constrained 4 lane, inner-middle suburban main road, with tram lines down the centre lanes. Shops and businesses directly front the street.

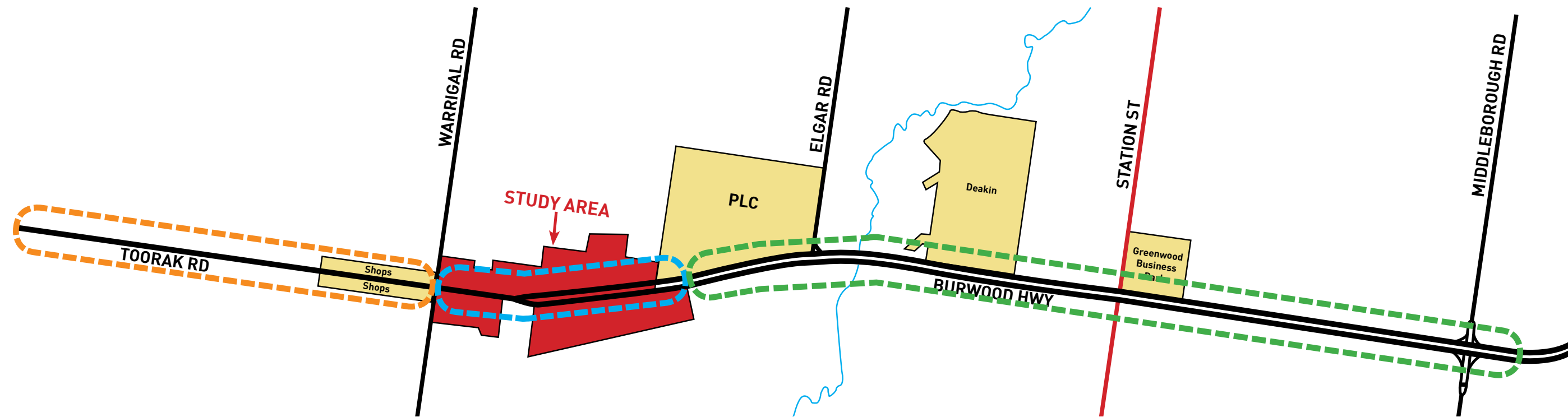
To the east of Warrigal Road though the Burwood Highway broadens into a substantial major suburban arterial road. It expands to 6 lanes as it passes Presbyterian Ladies College and the tram features its own dedicated right of way in the median strip. Commercial buildings are more commonly set back from the street and there are a number of land extensive uses fronting the highway such as Greenwood Office Park, Deakin University, Presbyterian Ladies College and the RSPCA.

The study area forms a transition between these two sections of the highway. It includes an eclectic range of commercial and non-commercial uses and a wide variety of building styles and setbacks. As such it is an area where there is an opportunity to examine its ongoing role and character as the highway evolves between its inner-middle to middle-outer form. In contrast the western part of the Burwood Village NAC immediately to the west of Warrigal Road plays a clear role as the intact retail core of the centre. This role should be maintained and supported and does not warrant significant change.

Retail core of the activity centre west of Warrigal Road in the City of Boroondara



Figure 3 Burwood Highway Corridor Transition



	WEST SIDE – TOORAK ROAD	MIXED USE TRANSITION AREA	EAST SIDE – BURWOOD HIGHWAY
Land Use	Predominantly low density residential. Some shops and units.	Wide range of retail, office, light industrial and commercial uses. Notable presence of motor vehicle sales.	Some residential precincts. Includes land extensive uses such as PLC, Deakin University, open space and office parks.
Road Reserve	4 lanes, shared by tram. Road reserve 20 metres wide.	4 lanes plus tram in median strip. Road reserve usually 27 metres wide, although wider on corners.	6 lanes plus tram in median strip. Road reserve 40 metres wide.
Built Form	Detached residential dwellings predominate of 1 – 2 storeys although some 3 storey development.	Eclectic, utilitarian commercial building forms of 1 – 3 storeys	Range of detached residential dwellings in residential areas and more modern multi-storey units and offices of up to about 3 storeys.
Setbacks	Most dwellings setback 6 – 10 metres. Shops built to the street.	Wide range of setbacks, including zero lot line.	Dwellings setback around 7 – 10 metres. Offices and institutional buildings set within extensive landscaped surrounds.
Streetscape Character	Corridor effect through constrained street width and extensive planting or fences along lot frontages.	Little common character. Commercial signage and power/transport infrastructure dominate.	Open feel due to very wide road reserve and greater building setbacks.



West Side - Toorak Road



Mixed Use Transition Area



East Side - Burwood Highway



2.3 Existing land use and character in the centre

In overall terms the Burwood Village NAC is strongly characterised by its undulating terrain that provides for views towards the Dandenong Ranges in the east and across the valley formed by Gardiners Creek to the south. However it is considered that the NAC also provides for a series of contrasting character areas that, although adjacent to each other, means that a pedestrian will experience quite sudden transitions in the look and 'feel' of the area.

The study team has mapped the following characteristics of the area:

- Land use – Figure 4
- Building heights – Figure 5
- Setbacks – Figure 6

The land use map illustrates the contrast between the Burwood Highway and properties fronting local roads. Whereas there are a wide variety of commercial uses along the Highway, off this main road the land use is predominantly residential, with the exception of the industrial land to the south-east of the study area. Along Burwood Highway itself the large amount of land devoted to motor vehicle sales becomes clear, with warehouses, offices and showrooms making up a significant minority of land use in the area. Towards Warrigal Road, the land uses are those more typically associated with a traditional shopping centre, including retail, food and drink premises and services.

Figure 5 – Building heights shows that most premises are one or two storeys, although for commercial buildings this can be more like the equivalent of three residential floors, due to greater floor to ceiling heights. In particular are some larger buildings in the south-east industrial area due to the slope of the land and larger sites.

The street setbacks map (Figure 6) shows that there is little consistency in setbacks along Burwood Highway, with some buildings built all the way to the front boundary, whilst others are set back more than 10 metres. Setbacks are more consistent (5 – 8 metres) along the residential side streets where front gardens are common.

Figure 4 Land Use



Figure 5 Building heights

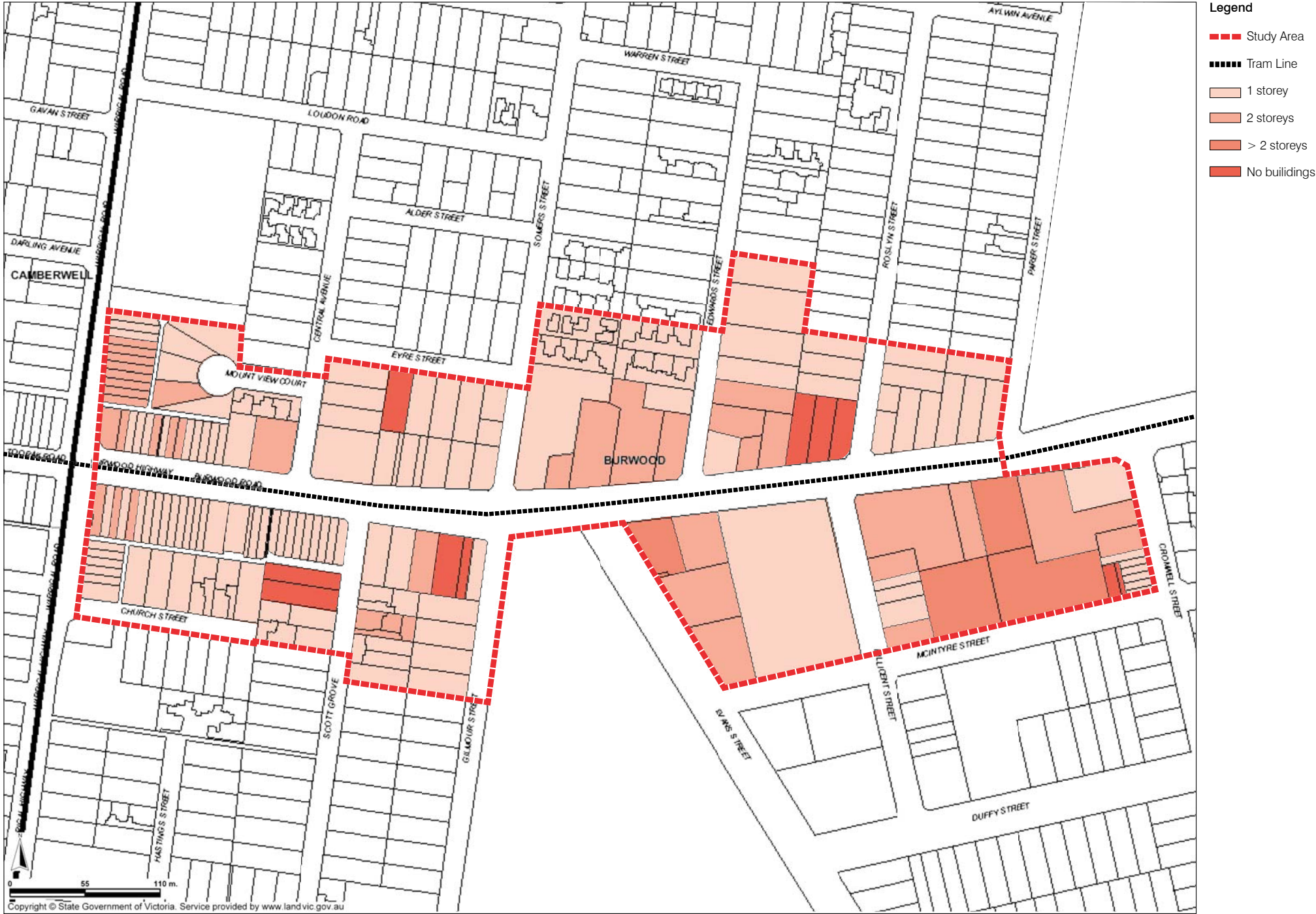
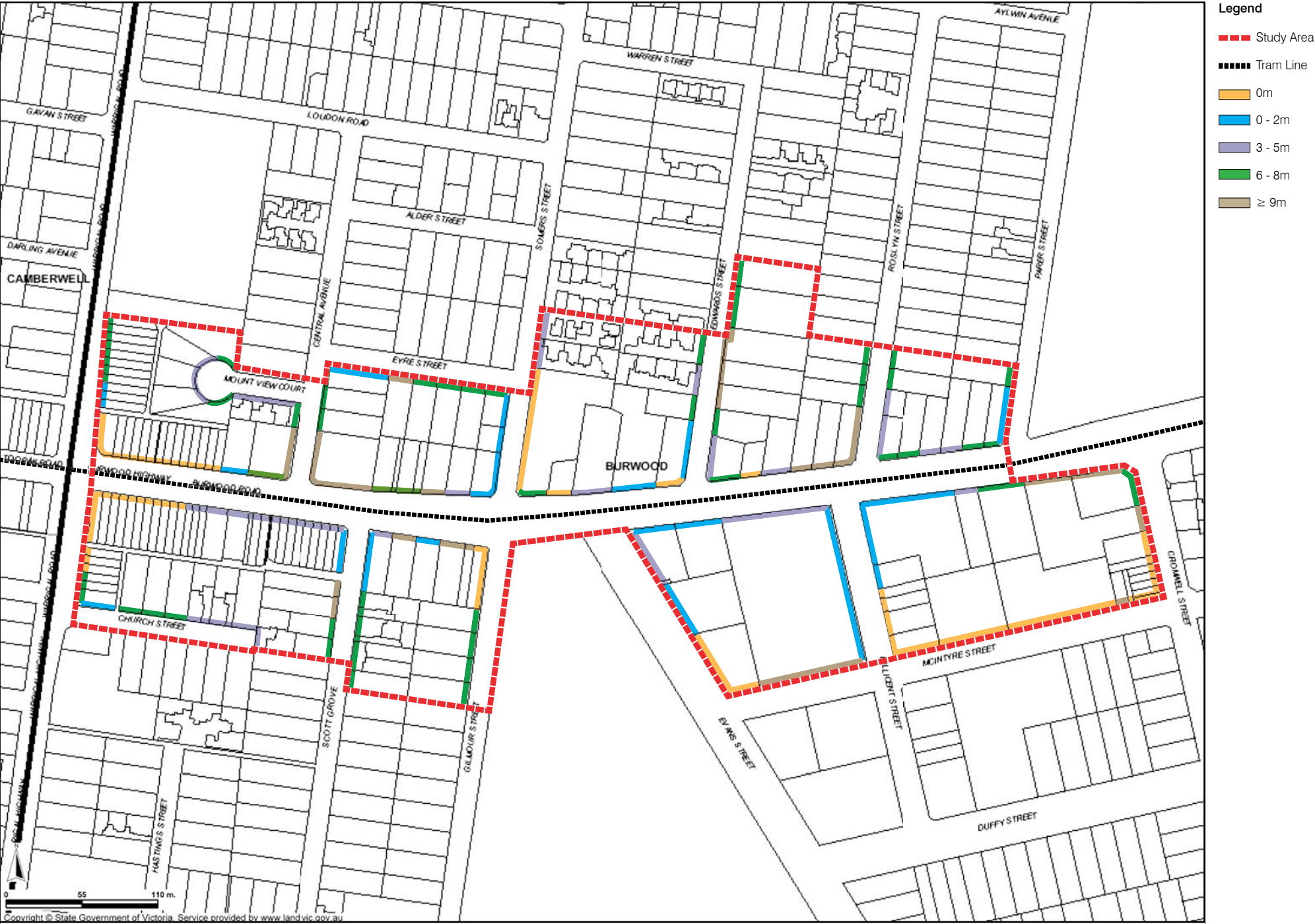


Figure 6 Approximate minimum frontage setbacks



2.3.1 Character areas

Using a combination of land use and development characteristics, it is considered that there are a series of existing character areas with common traits that can be found within the Burwood Village NAC and these have been graphically represented by Figure 7. It should be noted that this provides a different approach to the character areas set out in the Whitehorse Planning Scheme which only look at residential character. For the purposes of examining this NAC in detail, this report has necessarily considered residential, commercial and industrial areas. Nevertheless, the Garden Suburban areas identified below are also characterised as Garden Suburban areas in the Whitehorse Planning Scheme.

The key elements of these character areas may be described as follows:

Garden Suburban
These areas tend to represent typical Australian suburban landscapes of the inter and post-war era. Detached one and two storey brick and weatherboard houses, set well back from the street, are situated within a garden environment. Front fences tend to be low which minimises any intrusion by the built form. Many streets have well established street trees which ensures a predominantly landscaped character.

Urban Shopping Centre
These areas have the characteristics of suburban strip shopping centres including brick buildings, fine grain subdivision with narrow shop fronts built to the street, canopies, and large display windows. Some buildings are two storey and have offices or services above. Buildings can be occupied by a range of uses, although retail and restaurant/take away premises predominate. The buildings themselves are for the most part utilitarian and do not tend to have particularly consistent architectural styles or finishing; this effect is reinforced by a variety of signage which covers many exterior surfaces. At a street level there is some limited street furniture and small streets trees in parts of the shopping centre. Along the Burwood Highway the outlook is dominated by this major road and its traffic.

Highway Commercial
This area comprises an assortment of commercial premises including car yards, showrooms, warehouses and offices. There is little consistency in the visual appearance of premises along this strip due to the large variety of setbacks, uses, building styles and landscaping. Buildings tend to be large, functional 1-2 storey premises but some commercial buildings can be larger due to the slope of the land. Many

premises feature car parking in front setbacks, although in other cases structures are built all the way to the street frontage. The visual clutter along the highway is exacerbated by the range of business signage. There tends to be little in the way of substantial vegetation and no street trees. The main constant in this character area is the highway, which is wider than when it is running through the shopping area, and dominates the appearance of the area forming a physical and functional barrier to pedestrian activity.

Industrial

This area features quiet side streets with little activity due to the lack of relationship between the surrounding properties and the street. Nature strips are reasonably wide and have small native trees. Building setbacks vary greatly due to the placement of car parking on-site. There are also a variety of functional, bulky industrial and commercial building forms.

Figure 7 Major Character Areas



2.4 Population characteristics

According to the 2006 Census results, the population of Burwood is 11,886. Although the median age of Burwood residents is the same as Australia as a whole (37), as Figure 8 shows, Burwood has a lower proportion of children, but higher proportion of residents aged over 65. There is also a relatively high population of 15-24 year olds in the suburb, presumably due to its educational opportunities

Population projections prepared for Whitehorse City Council suggest that the population of the suburb will increase by around 8% between 2001-21.

As the table below shows (Table 1) there is not an even pattern to the projected change in population, suggesting a range of housing types will be required in the area in future to cater for a variety of households.

The family structure of Burwood is very similar to that of Australia as a whole. Around 45% of families are couples with children, 37% are couples without children and 15% are one-parent families.

The vast majority of Burwood residents live in separate houses (74%), followed by townhouses (19%) and flats or units (7%).

- Key strategic issues associated with future population and demographic trends for this area are likely to be:
- Some generational change and a demand for smaller accommodation options due to the relatively high proportion of older persons.
 - Ongoing demand for family accommodation due to the schools in the area.
 - A need and demand for student accommodation due to the close proximity and transport links to Deakin University.
 - A demand for accommodation for business people close to the offices, businesses and university in the area.

Figure 8: Population profile of Burwood compared to Australia (2006)
Source: ABS

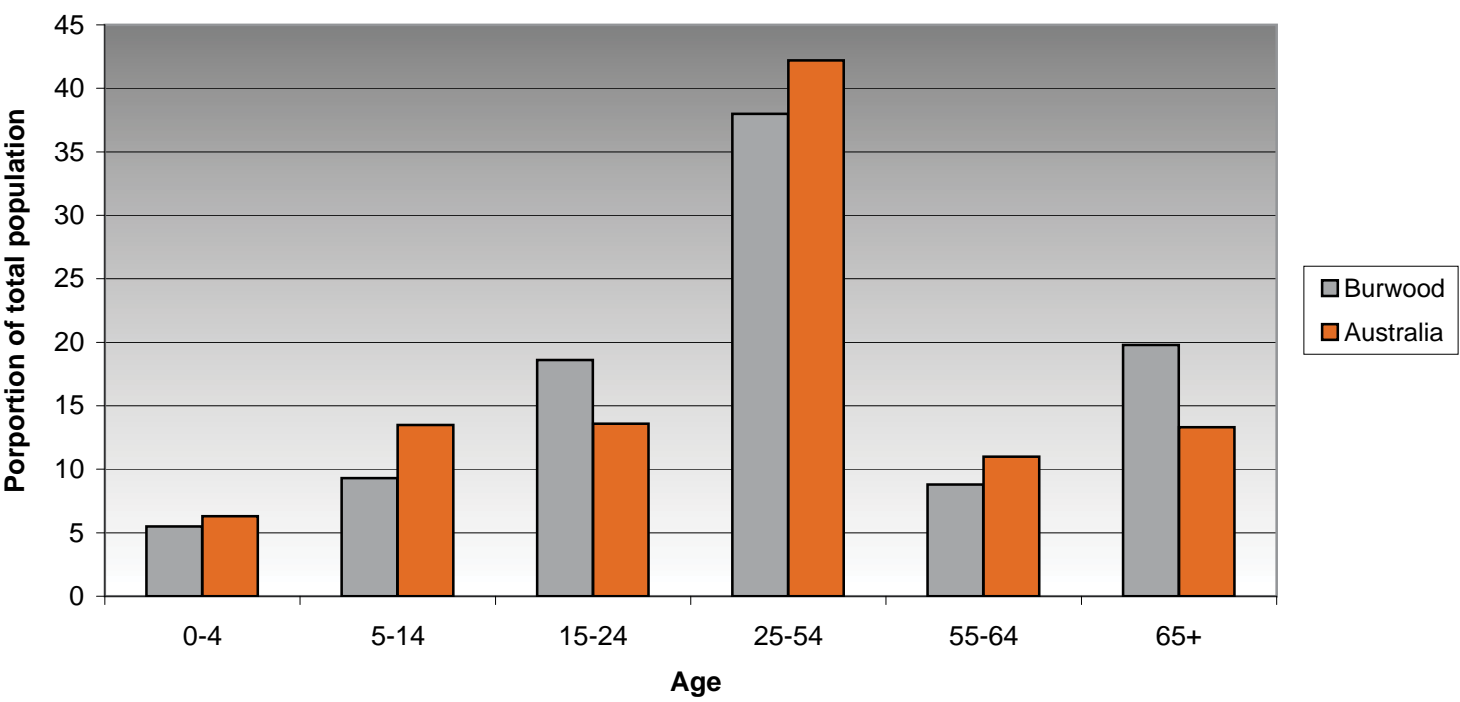
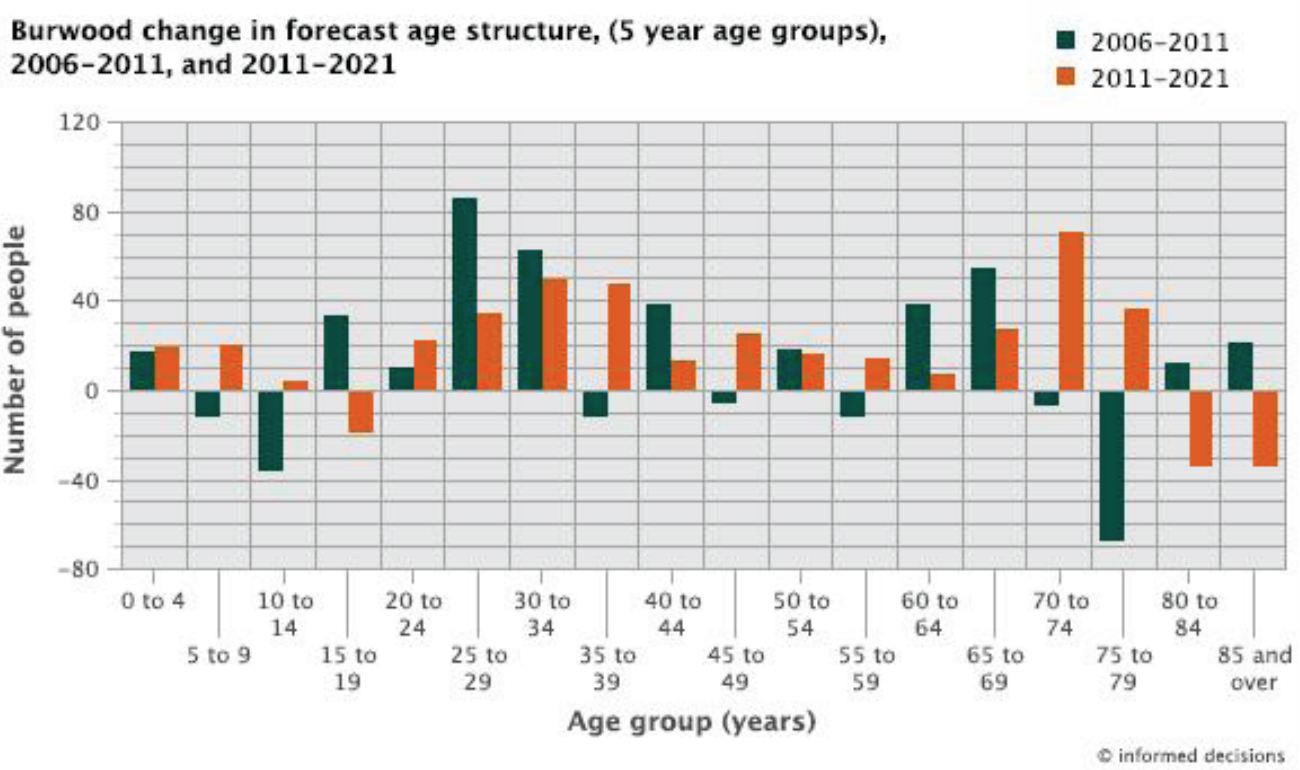


Table 1: Burwood change in forecast age structure
Source: Id Consulting



2.5 Transport and Traffic

2.5.1 Public transport

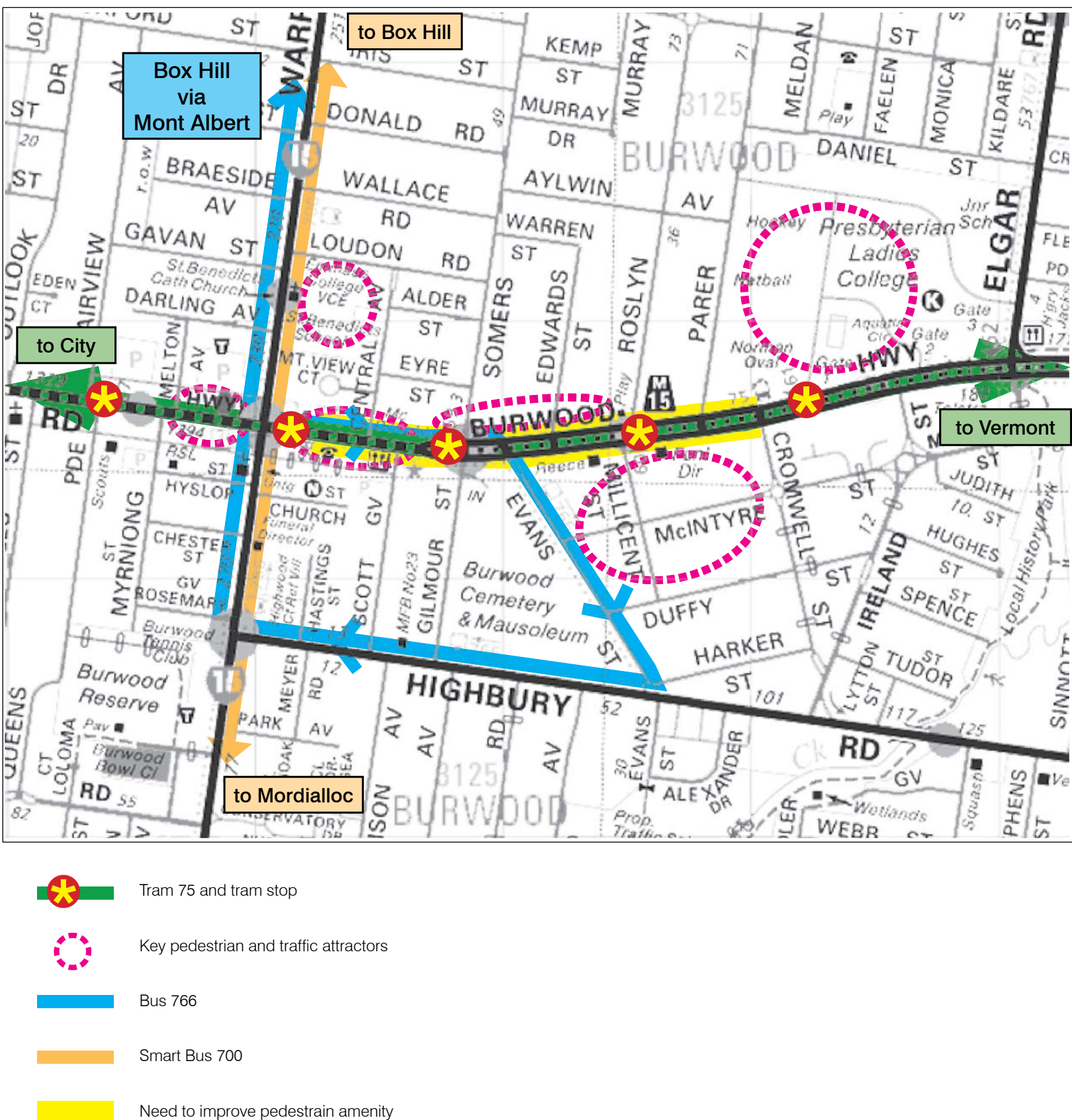
Tram Route 75 runs along Toorak Road/Burwood Highway and provides a connection between the city and Vermont South. A number of tram stops fall within the study area, some of which are modern platform stops. The main north-south public transport link is provided by the Smart Bus Route 700 along Warrigal Road which connects Box Hill to Mordialloc. Another bus route 766 also links the Burwood Village NAC with Box Hill and Surrey Hills railway stations.

2.5.2 Traffic

Future development and land use is likely to be constrained by Burwood Highway which is a major arterial road and tram route. This has implications for how vehicles will be able to access and egress new developments, due to VicRoads requirements and the barrier created by the tram lines.

There are a number of notable trip generators in the area which contribute to the on-street parking concerns outlined in more detail below. Notable contributors to local traffic include a number of schools, the shopping centre and commercial and industrial employment uses along Burwood Highway and in the precinct between Evans and Cromwell Streets. Management of these issues is likely to be best achieved through Council establishing and enforcing appropriate on-street restrictions, requiring off-street parking for new developments and negotiating appropriate access arrangements with the schools.

Figure 9 Key Transport Routes and Issues



2.5.3 Car parking

The issue of car parking is a major concern about the area raised by the community. From inspections of the area it is clear that many employees and visitors to the area rely on on-street parking on side streets, due to the lack of parking along the Burwood Highway and on-site at local employment premises. Parking restrictions vary throughout the study area, with no restrictions along McIntyre and Millicent Streets in the industrial area and ½ hour parking outside the shopping strip on the Burwood Highway. Along the residential side streets at least one side of the street tends to feature time-limited parking of 1- 3 hours. Many streets in the area feature a high level of utilisation for parking (such as Edwards, Somers and Church Streets. Given that residential streets in the area tend not to be particularly wide, this has the potential to disrupt traffic flows and access. Although a broad parking study in the NAC is outside the scope of this study, this issue must be considered when examining opportunities for change in the area to ensure the provision of improved levels of on-site parking.

2.5.4 Pedestrians

Key pedestrian attractors are the same as those outlined above in relation to traffic, as well as tram and bus stops. Pedestrian amenity is particularly poor along Burwood Highway outside of the shopping centre. This is due to both the traffic and noise from the Highway the limited nature strips, as well as the non-active frontages and/or limited landscaping of many of the commercial properties fronting this road. The Burwood Highway forms a major barrier to pedestrian movement, with only a few opportunities to cross the road safely at traffic lights within the study area. It is difficult to see this situation changing to any great extent while this remains a major arterial road. Opportunities for improving pedestrian amenity along Burwood Highway, such as enhanced setback areas, will be considered in this study.

On-street parking Eyre Street



Some businesses provide on-site parking to the rear of premises



Public car park to the rear of Mc Donalds



Car parking in front setback



3.0 Planning Policy Context

Key planning policy influences on the outcomes of the study are set out below.

3.1 Melbourne 2030

Melbourne 2030 is the State Government's 30 year strategy for the planning of Melbourne. It anticipates that Melbourne will grow by a million people over this period which has major implications for the future planning of the city. Of particular relevance to this study are the policies relating to activity centres:

- 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 in 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

The strategy sets out a hierarchy of activity centres across Melbourne, with Neighbourhood Activity Centres being the lowest order centres in the hierarchy, being designed to generally meet local needs. Specifically the Government seeks to encourage Neighbourhood Activity Centres to:

- Have a mix of uses that meet local convenience needs;
- Be accessible to a viable user population by walking and cycling;
- Be accessible by public transport to larger activity centres;
- Be a community focal point; and
- Be a location for higher density housing which provides a variety of housing options for different types of households and fits within the context of the area. [State Planning Policy Framework Clause 12]

Melbourne 2030 also promotes good design, the protection of neighbourhood character and sustainability through the following policies:

- Policy 5.1 - Promote good urban design to make the environment more liveable and attractive
- Policy 5.2 - Recognise and protect cultural identity, neighbourhood character and sense of place
- Policy 5.3 - Improve community safety and encourage neighbourhood design that makes people feel safe
- Policy 5.4 - Protect heritage places and values
- Policy 7.3 - Contribute to national and international efforts to reduce energy usage and greenhouse gas emissions

- Policy 8.3 - Plan urban development to make jobs and community services more accessible

3.2 Whitehorse Municipal Strategic Statement

The Whitehorse Municipal Strategic Statement (MSS) sets out key strategic policies for land use and development in the City of Whitehorse. It notes that key assets of the City are its pleasant urban character, particularly its trees; the dominance of detached dwellings, although there are an increasing number of medium density developments; the regionally-significant concentration of office space and importance of the industrial sector to the local economy; the excellent public and road-based transport links and the range of activity centres serving a variety of functions, including Deakin University's role as a Specialised Activity Centre.

The following MSS objectives are particularly relevant to the future of the Burwood Village NAC:

Environment

- To develop main thoroughfares as attractive boulevards with improved advertising signage, landscaping and building design.
- To reduce automobile dependency and encourage sustainable transport use.
- To reduce water and energy use.

Housing

- To maintain and enhance the character of the City's residential areas
- To provide for a wide range of housing types to meet the changing needs of the population.
- To ensure that higher density housing is directed to specific areas, including activity centres, with excellent public transport and shopping access and is integrated with existing residential areas in a form consistent with the character of neighbourhoods.

Economic development

- To ensure that all shopping centres and civic spaces are safe, attractive and are developed in accordance with their role.
- To maintain a strong commercial office sector in the city.
- To facilitate the on-going development and refurbishment of industrial estates.
- To facilitate the redevelopment of key sites in association with the community.
- To encourage and promote the bulky goods retail focus along the Whitehorse Road 'Mega Mile'.

Infrastructure

- To ensure adequate road capacity is provided to meet the future needs of the City.
- To ensure that the needs to the City are met by alternative transport services.

3.3 City of Whitehorse Housing Study and residential development policies

The Whitehorse Housing Study (2003) examines existing population and housing characteristics and how to meet housing needs in future. A key strategy set out in the Study and taken up by the MSS and the Residential Development Policy at Clause 22.03 of the Planning Scheme, is to split the residential areas of the municipality into three categories:

- Minimal change;
- Incremental change within the framework of existing character; and
- Substantial change.

A substantial change area falls within the area being examined by this study and includes the land bounded by the cemetery, Warrigal Road, Highbury Road and the rear of the commercial development strip along the Burwood Highway. The Housing Study envisages a mix of 1-2 storey development, with sites yielding 2, 3 and 4 unit developments.

The Mount View Court heritage precinct is a minimal change area where dwelling numbers and lots should be maintained.

In other residential areas covered by this study, natural change is expected to occur, responding to the prevailing neighbourhood character.

3.4 Economic development and activity centres

Whitehorse City Council has prepared an Economic Development Strategy (August 2007). It notes that the municipality enjoys a high level of economic diversity as a regional business eservices provider, rather than simply having a dormitory residential function. The Strategy also sets out the importance of the industrial sector in contributing to the economy, although this is likely to experience job losses and decline. Most pressure for industrial buildings will be on small units of less than 1000m². The vision for the Strategy is to increase investment and employment opportunities and enable the growth of existing and future businesses. Relevant implementation strategies are to:

- Maintain a variety of retail options for residents and ensure activity centres are attractive for business to locate in;
- Maintain a flexible and diverse manufacturing sector; and
- Facilitate commercial development consistent with supporting the established education and commercial sectors.

Clause 22.06 in the Whitehorse Planning Scheme provides activity centre policies. Of particular interest it notes that Whitehorse Road is to be the primary location for homemaker retailing, supplemented by a significant motor vehicle retailing sector. In contrast, policies for neighbourhood centres like the Burwood NAC are that:

- They should focus on providing convenience retailing with some limited comparison retailing;
- Existing buildings and shop fronts should be renovated to improve visual amenity and streetscape; and
- Office and residential uses be encouraged where retail functions are declining.

3.5 Heritage

A heritage precinct is located within the study area covering Mount View Court. Clause 22.01, which sets out heritage policies in the Whitehorse Planning Scheme, states that the precinct is significant as an expression of affordable post-World War I housing in the area and as a pre-cursor to cul-de-sac planning, due to its central, circular green.

3.6 Urban Design Framework

A draft Urban Design Framework was prepared in 2002 covering the land along Burwood Highway and Toorak Road. It primarily focuses on public realm and some traffic and land use issues, rather than looking at matters such as future building form or neighbourhood character. Recommendations within this study area include:

- Retaining grass nature strips within the commercial area and plant additional trees;
- Encouraging additional on-site parking in commercial premises;
- Replacing footpath paving and creating a more consistent streetscape theme to the centre; and
- Retaining medical facilities in the area.

3.7 Existing planning controls

Figure 10 summarises the existing zones, overlays and other specific planning scheme influences on the Burwood Village NAC.

The zones currently used in the NAC and their primary purposes are:

Residential 1 Zone

- Provide development at a range of densities to meet housing needs of all households
- Encourage residential development that respects neighbourhood character

Business 1 Zone

- Encourage intensive development of business centres for retailing and other complementary commercial, entertainment and community uses.

Business 4 Zone

- Encourage the development of a mix of bulky goods retailing and manufacturing industry and associated business services

Public Park and Recreation Zone

- Recognise areas for public recreation and open space

Industrial 1 Zone

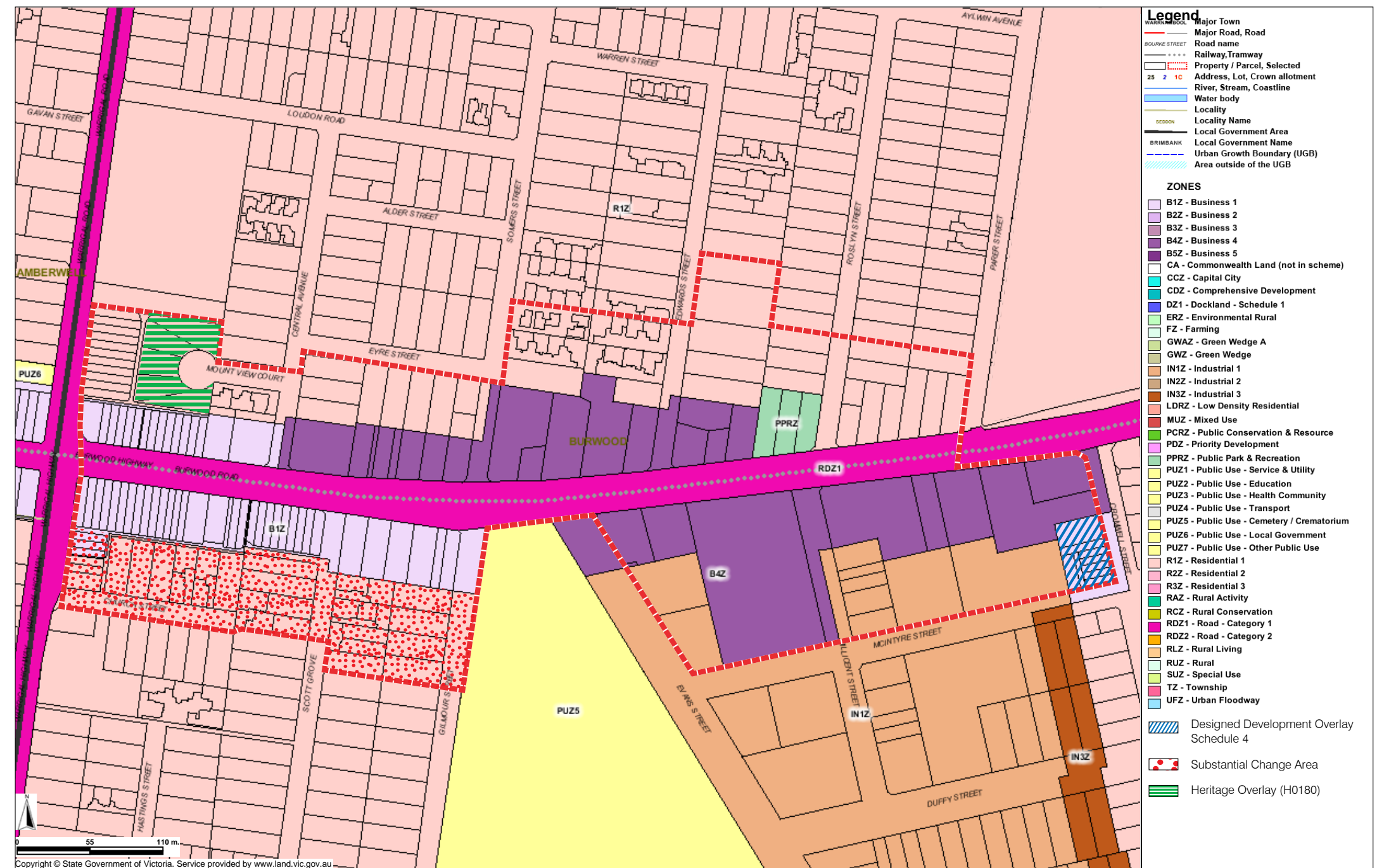
- To provide for manufacturing industry, he storage and distribution of goods and associated uses in a manner which does not affect the safety and amenity of local communities.

Road Zone

- To identify significant existing roads

As shown on Figure 10, there is a design and development control over the small business centre at the corner of McIntyre and Cromwell Streets. This provides an interim height limit of 9 metres over this centre.

Figure 10 Planning scheme controls



4.0 Community consultation outcomes

Whitehorse City Council has undertaken a comprehensive consultation program throughout the framework plan process. The consultation program included:

- A community workshop;
- Community working group meetings;
- Public exhibition of the draft study; and
- Referral of the draft study to stakeholders.

Key directions from the initial workshop and public exhibition of the draft study are set out below. Full details of consultation activities undertaken are included in Attachment 1. Minutes of the community workshop are included at Attachment 2. Details of issues raised by submissions and how the study has responded to those submissions are included in Attachment 3.

The main messages from the community about urban planning issues that have been considered in preparing this report are as follows:

Land use

- Concerns about appropriateness of industrial and commercial uses in residential areas.
- Changes away from uses like car sales, bulky goods, industrial and warehouses should be encouraged.
- Additional residential uses should be encouraged, but the quality of such development needs to be high.
- A mix of accommodation types and residents should be encouraged including small units and apartments for students and older persons wishing to stay in the area.
- Concern about developments comprising exclusively student accommodation.
- Some offices could be supported but parking needs to be provided and do not want to create deserted streets after hours.
- Need to consider amenity issues with any new uses, including overlooking, overshadowing, and noise.
- Commercial and high density housing uses should not extend into residential areas.

Built form

- Some higher density development could be supported.
- Look at creating interesting buildings with active frontages.
- Consider height restrictions and issues of shadows in public and private realm.
- Two storeys are generally supported although sensitive three storey development could be considered. There are concerns about taller development.

- Need to consider whether different heights are appropriate in different parts of the study area.
- Potential for overlooking, noise and intrusion on residential sightlines from new higher development.

Traffic and Parking

- Concern about additional traffic congestion and parking problems because of new development.
- On-street parking has been a major problem in some streets (eg Edwards Street and Somers Street) due to overflow from commercial properties, or school traffic.
- Consider opportunities for more on-site parking, particularly underground parking
- Consider sustainable travel options and mixed use development to ease traffic problems.
- Access to developments should generally be from Burwood Highway.

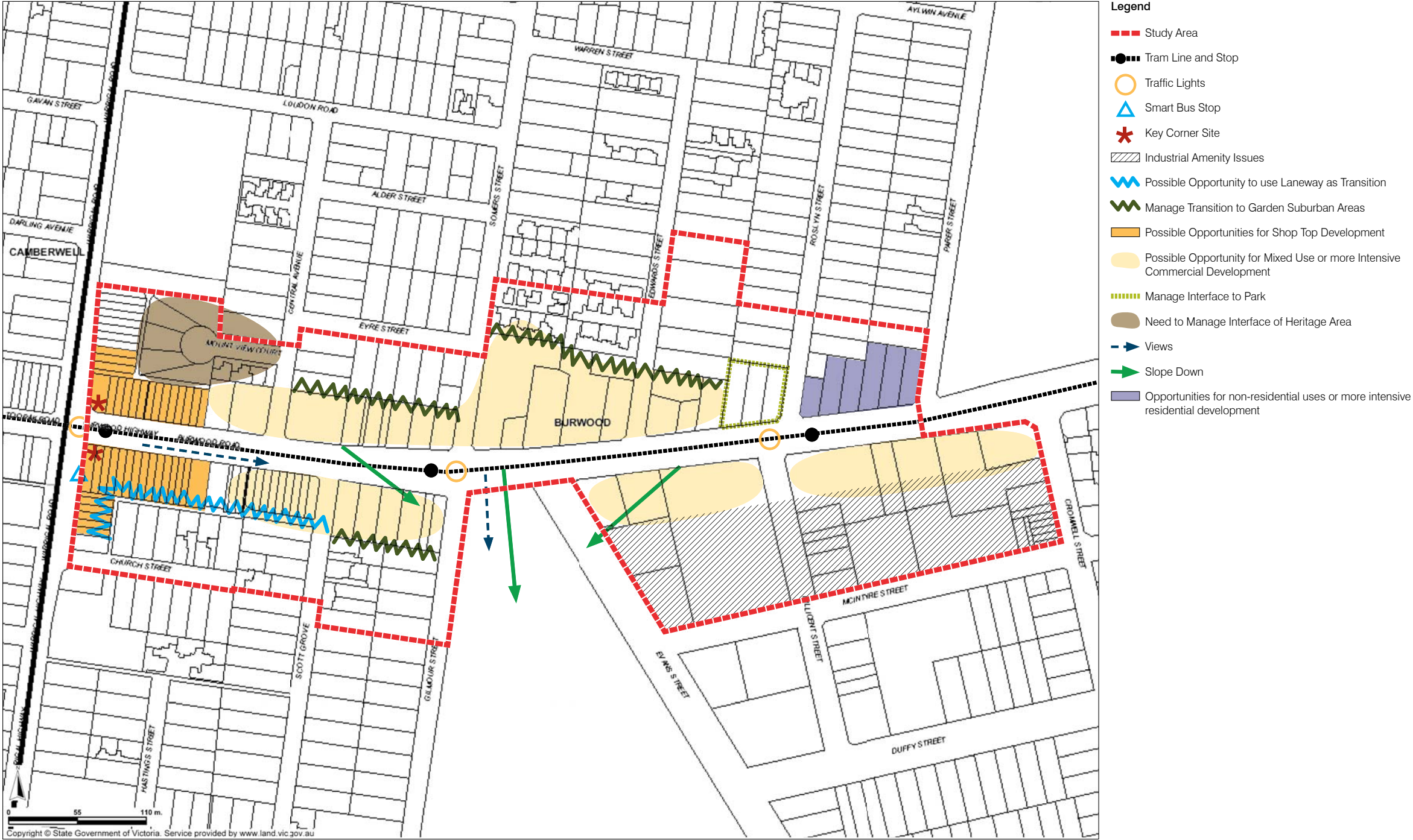
Landscape, urban character and streetscape

- Current unpleasant pedestrian environment along Burwood Highway due to buildings built to the street and high traffic speeds east of Warrigal Road.
- Create more pleasant environment with landscaped setbacks and a transition between shops and other development.
- Should avoid building frontages with blank walls and no interaction with the street.
- Protect existing leafy residential character, trees and parkland.
- Concern about rezoning leading to higher density developments which would be out of character with the area.
- Concern about the potential negative impacts on Edwards Street residents in terms of amenity and property values.

This study has translated the information and views obtained from:

- site inspections and surveys;
- community consultation; and
- the planning policy and demographic context;
- to a series of opportunities and constraints which will help inform objectives and strategies for the Burwood Village NAC. These are spatially represented by Figure 11.

Figure 11 Opportunities and constraints



Population

Opportunities:

- Opportunity to provide alternative types of accommodation compared to traditional detached housing with gardens

Constraints:

- Growing population needs to be accommodated

Locational context

Opportunities:

- Tram and Smart Bus access in the NAC
- Close to high quality education opportunities, including Deakin University
- Close to retail core of NAC
- Undulating land provides views in some places

Constraints:

- Slope of land can create issues with regards to building height
- Burwood Highway divides the NAC

Traffic and Parking

Opportunities:

- Appropriate on-site parking provision can be assessed as a part of new developments

Constraints:

- Access points to Burwood Highway and side streets will be constrained by VicRoads and Council traffic requirements
- Existing congestion and reliance on on-street parking

Shopping strip

Opportunities:

- Built form in this area could accommodate additional floors for offices/residential
- Buildings at corner of Burwood Highway and Warrigal Road could better address this important intersection
- Laneways to the rear of shops provide opportunities for access
- Business 1 zone promotes retail, but allows a range of other mixed uses.

Constraints:

- Narrow footpaths
- Amenity compromised by Highway

Industrial areas

Opportunities:

- Large sites, with low scale development offer redevelopment opportunities if industry declines.

Constraints:

- Issues of 'sensitive' uses (eg residential properties) near an operational industrial area
- Importance of industry and employment to local economy
- Industrial 1 and Business 4 zones prohibit shops and residential uses

Burwood Highway commercial strip

Opportunities:

- Eclectic range of generally low intensity commercial uses provides opportunities for redevelopment and change of use by allowing more intensive development
- Could improve appearance of buildings fronting Burwood Highway

Constraints:

- Access to Burwood Highway and side streets
- Interface with neighbours
- Business 4 zone limits offices, prohibits shops and residential
- Residential uses are not 'as of right' in a Business 1 zone

Burwood Highway streetscape

Opportunities:

- Provide for more attractive, pleasant pedestrian experience.
- Could improve streetscape appearance with renewal of built form, a more consistent approach to development and landscaping
- Opportunity for higher quality development

Constraints:

- Overshadowing of footpaths
- No built form controls or guidelines at present

Interface between Highway properties and surrounding residences

Opportunities:

- Consider whether additional guidelines or controls would be appropriate
- Change of use could minimise noise and amenity issues
- No overshadowing issues for commercial development on the northern side of the Highway

Constraints:

- Heritage controls in Mount View Court limit opportunities for change
- Slope of land
- Need to consider overshadowing, overlooking, height and visual appearance.
- New uses will need to be appropriate for nearby residential amenity
- No built form controls or guidelines at present

Environment and sustainability

Opportunities:

- Provide for additional landscaping
- Renewal of building stock and change of use could provide opportunity for more sustainable development
- Additional residential development would be in an area with good public transport

Constraints:

- Protect trees and landscape character
- Little State regulation over sustainability of commercial developments

Commercial redevelopment of existing residential properties fronting the Highway (between Roslyn Street & Parer Street)

Opportunities:

- Residential properties fronting highway enjoy lower amenity
- These properties are opposite existing commercial development
- PLC could be considered a more logical end to the commercial/mixed use strip along the Burwood Highway
- Could be a suitable location for complementary non-residential uses that can operate in a residential zone

Constraints:

- These residences form part of an intact residential block
 - adjacent park forms the end of the commercial strip
- Would create new potential amenity concerns due to interface with residences to the rear, or if there was piecemeal redevelopment of some lots
- Allotments are not particularly large in their current configuration and 129-133 Burwood Hwy are not deep

6.1 Enhancing Burwood Highway

Objective:
To encourage the transformation of the Burwood Highway corridor into a more attractive urban corridor, providing for an improved visual appearance and pedestrian environment.

- Strategies**
- Provide for a better transition in built form and use between the strip shopping centre and commercial sites to the east.
 - Promote a more cohesive and consistent built form fronting the Burwood Highway in terms of layout, massing and scale.
 - Explicitly consider pedestrian access and movement in all development and streetscape improvements.
 - Consider the impact of built form including shadows and setbacks, on the pedestrian environment.
 - Allow for appropriately designed larger buildings fronting Burwood Highway and following the road geometry, where this will reinforce the urban corridor.
 - Promote improved urban design treatments and landscaping along the highway, including contributions from developers where necessary.

6.2 Land use

Objective: To support, over time, the transition of the eastern edge of the Burwood Village NAC from a low intensity commercial strip to a corridor of complementary mixed use developments.

- Strategies**
- Promote the gradual replacement of existing low intensity commercial uses with mixed use development featuring a range of commercial, community and residential uses which are more compatible with surrounding residential areas. Examples of such uses might include shops, offices, medical centres, real estate agents, showrooms and gymnasiums.
 - Maintain shops along the ground floor of the strip centre near Warrigal Road.
 - Support active ground floor frontages, particularly along Burwood Highway
 - Support the provision of a range of additional residential accommodation types in the area.
 - Where appropriate, allow for more intensive office and residential development than the existing uses along the Burwood Highway corridor to encourage a change of use.
 - Limit the size of shops outside the core Business 1 Zone retail area.

- Ensure uses in new developments provide an appropriate transition between uses along the Burwood Highway and residential or industrial properties to the rear.
- Maintain a buffer between residential areas and the industrial precinct between Evans Street and Cromwell Street.

6.3 Promoting quality development

Objective:
To encourage sustainable, high quality development which provides for a more consistent built form and greater intensity of development where this will reinforce the Burwood Highway corridor and not adversely impact on surrounding residential areas.

- Strategies**
- Ensure new design considers and protects the visual qualities of the heritage precinct in Mount View Court.
 - Provide for building envelopes which establish appropriate building heights and setbacks in different parts of the NAC, having regard to the size of the site, slope of the land and nature of surrounding uses.
 - Allow for moderated increases in building heights along Burwood Highway where this can be accommodated and will not adversely impact on the amenity and character of the area.
 - Ensure that the bulk and scale of new buildings is reduced through variations in building form, setbacks and facade treatments.
 - Promote interesting and well-designed building facades which utilise high quality finishes.
 - Ensure new residential development provides for appropriate internal amenity.
 - Manage issues of noise from surrounding commercial and industrial properties and main roads by providing for acoustic privacy.
 - Support sustainable developments which, where feasible:
 - Include energy and water efficiency measures.
 - Account for passive solar energy in their design.
 - Minimise greenhouse gas emissions.
 - Aim for the highest feasible energy ratings.

6.4 Activity centre

Objective:
To promote design, development and uses which renew and enhance the vitality and viability of the Burwood Village NAC.

- Strategies**
- Maintain retail, restaurant and community service uses along the ground floor of the strip shopping centre at the western end of the study area.
 - Promote renewal of building stock and retail premises in the strip shopping centre by encouraging a consistent two storey built form with shop-top housing or offices above the ground level, including a possible third storey where appropriate.
 - Maintain existing community facilities around the activity centre and promote the provision of additional community uses being established in the centre.
 - Improve the pedestrian environment around the centre through improved urban design, reduced traffic speeds and
 - Encourage greater use to be made of laneways behind the strip shopping centre by allowing buildings to front these accessways and improving their appearance.

6.5 Existing residential and industrial areas

Objective:
To protect and enhance the amenity and operations of existing core residential and industrial areas, including through the provision of appropriate access and sufficient on-site car parking.

- Strategies**
- Support new developments that recognise neighbouring residences and the residential character of areas away from the highway by making a transition in use, built form and setbacks across the site.
 - Ensure development responds to site constraints and the location of surrounding properties by mitigating issues of overlooking and overshadowing.
 - Provide opportunities for landscaping and vegetation in new development and protect any significant trees.
 - Ensure that any encroachment of residential uses does not compromise the ongoing operations of industry in the precinct between Evans Street and Cromwell Street.

6.6 Transport

Objective:
To encourage greater use of sustainable transport modes and eliminate reliance on on-street parking for new developments

- Strategies**
- Improve the availability of on-street parking in the area by ensuring that major new developments provide sufficient on-site car parking.
 - Ensure new development applications provide an Integrated Transport Plan that rigorously assesses parking needs, vehicle movements and traffic management. It will also take into consideration how to encourage public transport use, walking and cycling. If considered necessary a Green Travel Plan could also be required for a development to promote public transport use by residents or workers.
 - Ensure that commercial properties access Burwood Highway where possible, subject to safety issues, site constraints and VicRoads requirements.
 - Require access to and from the Burwood Highway to be left-in and left-out only to ensure minimal disruption to tram services.
 - Encourage the upgrading of trams stops to platform stops where possible.
 - Support developments which provide for a pleasant and safe pedestrian experience through measures such as enhanced landscaping, new street furniture, provision of weather protection and use of active frontages along the Burwood Highway.



Mixed use development



Mixed use development on the western side of the Burwood Village NAC.

Promote mixed use development, with active ground floor frontages where possible.



Development in a Mixed Use Zone along Springvale Road in the City of Whitehorse.

Horizontal mixed use site layout could include commercial development towards the main road with residential to the rear of the site adjoining other residential areas.



Use stepped building form to reduce visual bulk.



Set back new, larger built forms from existing low-rise residential allotments through landscaping or location of car parking/accessways.

Car Parking



Avoid front setbacks exclusively containing car parking.




Integrate any limited customer parking in the front setback with landscaped areas.




Existing office development featuring basement car parking in the study area

Preferably locate car parking to the rear or underground.


Frontage Treatment




Existing office and residential apartment accommodation featuring landscaped setbacks along the Highway in Burwood.




Landscaped setbacks can soften and improve the appearance of residential and commercial premises along Burwood Highway.



Lower level plants may be more appropriate than canopy trees in the setbacks of business premises requiring exposure to the Highway



Outside main shopping strip (west of Scott Grove/Central Avenue) avoid buildings or large stands of car parking/ display adjacent to the frontage in new development.



Avoid blank walls at street level in all locations.

Building presentation



Promote building design which respond to and integrate with their surrounds (such as corner locations) and make a positive contribution to the renewal of the area.



Encourage contemporary, high quality built form along the Highway which minimises its bulk and scale through interesting forms and façade treatments.

7.0 Area action plan

The Burwood Village NAC study area has been broken up into five sub-areas (see Figure 12) to outline possible actions to implement the objectives and strategies set out in Section 6.

Figure 12 Burwood Village NAC sub areas



7.1 Area 1

This area should retain its role as the edge of the retail core of the Burwood Village NAC by catering for a variety of retail, food and service industry uses along the ground floor frontages. Redevelopment of buildings should be promoted to improve the appearance of the centre, highlight the Burwood Highway/Warrigal Road intersection and encourage new retail uses to locate in the area. A more consistent two storey built form along the Burwood Highway frontages will allow for additional offices and residences to support the centre. New development may also take the opportunity to better address laneways to the rear and improve their appearance. This will help create a more pleasant pedestrian environment, as will improvements to paving and street furniture along the Highway.

Action 1.1 – Development transition

- Provide for a transition between higher built forms along Burwood Highway/Warrigal Road and the lower scale residential properties to rear, particularly taking account of Mount View Court heritage precinct.
- Third storey acceptable towards the centre of the site if not visible from rear property boundary over laneway.
- Implement through Design and Development Overlay

Action 1.2 – Corner sites

- Any new buildings on Burwood Highway/Warrigal Road corner to be designed to respond to this prominent location. This may be achieved by buildings addressing both road frontages, including architectural features to mark the corner location or allowing a third storey at the corner frontage.
- Have regard to building height and form on the western side of Warrigal Road to ensure continuity in the appearance of the core of the NAC.
- Implement through Design and Development Overlay

Action 1.3 – Laneways

- Development to integrate with and front laneways where possible
- Consider appearance of buildings along laneway in new applications, including fencing, graffiti, safety.
- Seek improvements to laneway public realm.

Action 1.4 – Shopping Strip

- Developments to retain active frontages along Highway
- Allow for the consistent development of offices and housing above shops and other commercial and community uses where appropriate.
- Retain Business 1 Zone

Figure 13 Area 1 Map



Action 1.5 – Warrigal Road edge of centre

- Development to provide a transition in scale and intensity between urban character of the shopping strip and garden residential areas.
- Retain medical centre uses for local community.
- Allow for other community uses such as, childcare centres where appropriate.

Action 1.6 – Improve streetscape

- Seek to implement Urban Design Framework and create a more pleasant pedestrian environment.



7.2 Area 2

This area should take the role as a transition between the shopping strip and the rest of the centre by providing for a mix of uses. Active frontage uses which do not need to locate in the core of the NAC will be encouraged, including some shops, showrooms and food premises. The inconsistent built form in the area should be transformed over time and to facilitate this evolution more intensive development should be supported. Sites should therefore be able to accommodate three storeys along the Highway with a transition to lower one – two storey building heights to the rear. A genuine mix of uses will be encouraged which are compatible with their surrounds, and in particular new residential units will be supported. As buildings get further away from the shopping strip, greater setbacks and landscaped front setback areas will become more appropriate, with buildings set back relatively uniform distances to provide greater unity to the streetscape and reinforce the Burwood Highway.

Action 2.1 – Mixed use change area

- Encourage a mix of uses to provide a transition between the shopping strip and other residential and commercial areas to the east and rear.
- Promote high quality residential development with a range of accommodation types.
- Take advantage of northern aspect to rear of sites on northern side of Highway for orientation of any residential development.
- Support active ground floor frontages, mandating them in particular to the west of Scott Grove and Central Avenue.
- Allow for the establishment of small offices, shops, showrooms, food and drink premises where sufficient parking or alternative sustainable access can be provided and the uses will be compatible with their surrounds.
- Rezone from Business 1 Zone and Business 4 Zone to Mixed Use Zone to encourage redevelopment of a range of uses, particularly for residential purposes. Retain existing office and shop floor area in the Mixed Use Zone to protect main shopping strip and discourage large scale office development on these smaller sites

Action 2.2 – Development transition

- Building heights and uses to provide a transition between larger scale Burwood Highway development and residential dwellings to the rear.

- Allow up to 3 storeys towards Burwood Hwy frontage and maximum 2 storey building height at the rear, plus setback to neighbouring residential allotments. Higher parts of a development may be appropriate towards the centre of the site, if well set back. It is preferred that second floors are predominantly set back at least 1 metre further than the ground floor. Where the building faces existing residential dwellings.
- Implement through Design and Development Overlay

Action 2.3 – Front setback transition

- Buildings built to street to match shopping strip and encourage active frontage to the street.
- Buildings can be setback up to 1.5 metres as a transition between the main shopping strip and areas to the east of Central Ave/Scott Gve.
- Building facades to respond to and follow road geometry to reinforce urban corridor.
- Implement through Design and Development Overlay.

Action 2.4 – Landscape setbacks

- Minimum 3 metre setbacks with gardens to be landscaped with trees (where appropriate)
- Discourage car parking in front setback although limited visitor car parking may be appropriate for commercial premises.
- Building facades to respond to and follow road geometry to reinforce urban corridor.
- Discourage front fences.
- Implement through Design and Development Overlay

Action 2.5 – Side setbacks

- Side setbacks to step back away from highway to allow for transition to neighbouring residential properties.
- Implement through Design and Development Overlay

Action 2.6 – Improve streetscape

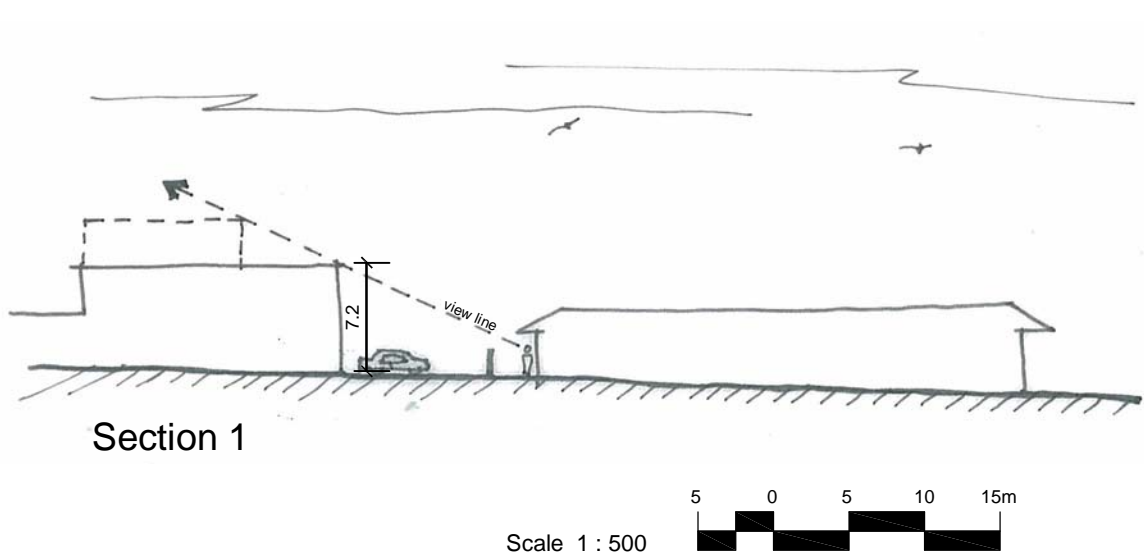
- Provide for tree planting along Burwood Highway.
- Minimise access points to Burwood Highway.
- Encourage car parking to be located to the rear of premises
- Promote active frontages and landscaping to improve pedestrian experience.
- Limit signage that is not necessary for business identification

Figure 14 Area 2 Map

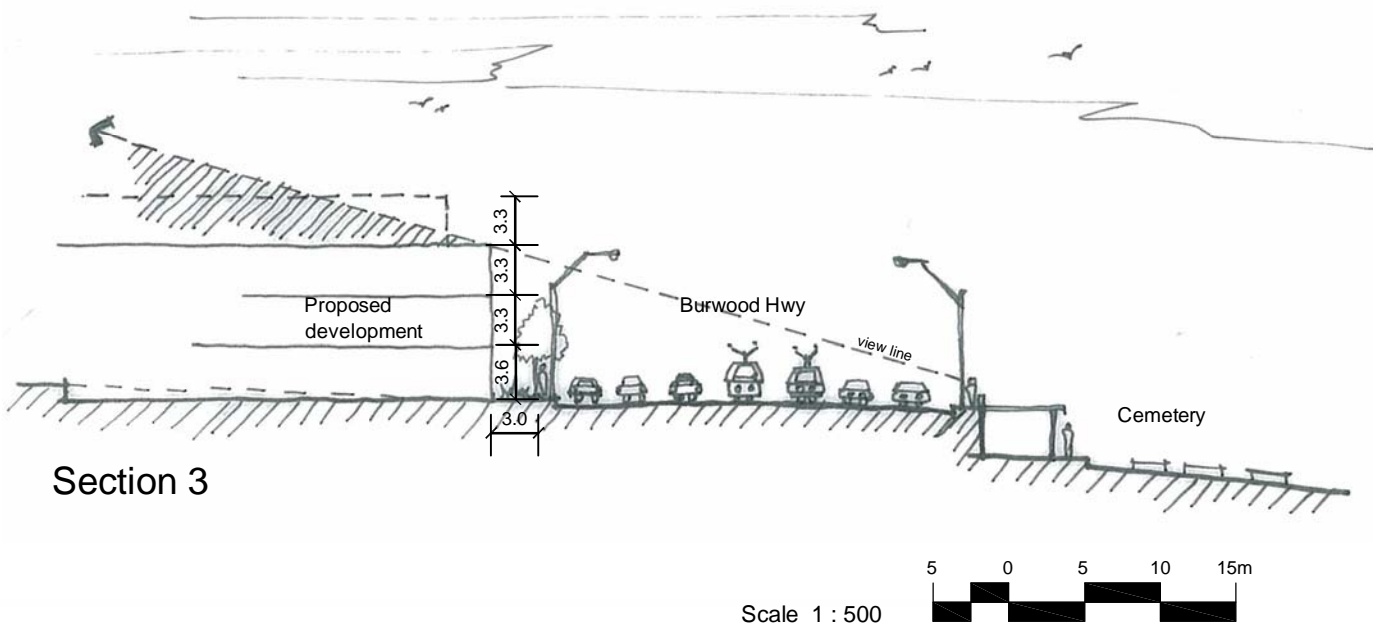


Achieving transitions in building form - some examples Note Alternative solutions may be acceptable

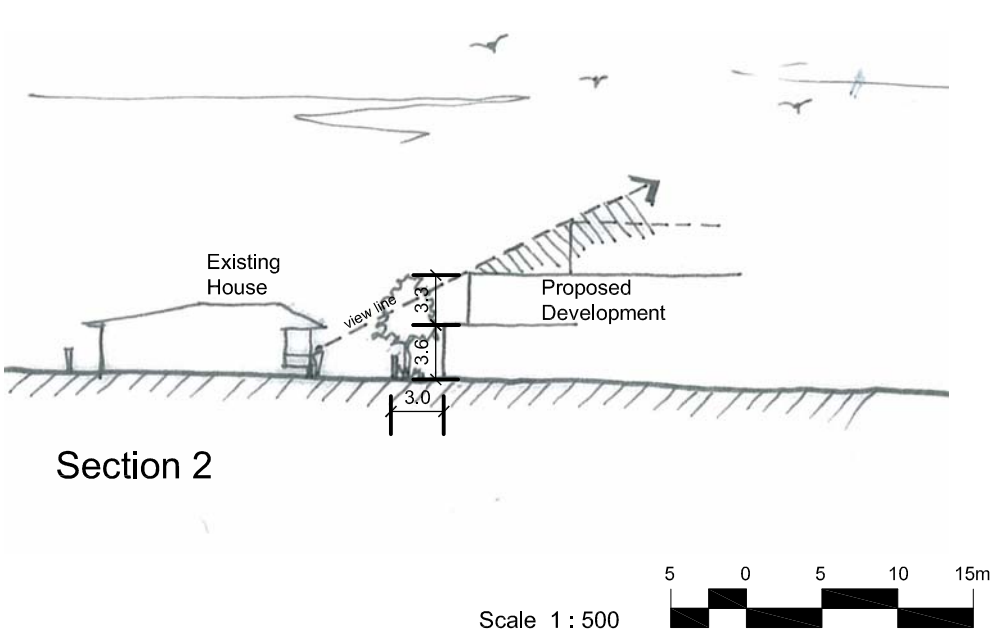
Example of shop-top development in Area 1



Example of development along Highway frontage in Area 3



Example of rear interface with existing residential properties in Areas 2 and 3



7.3 Area 3

Larger sites in this area and its position to the south of neighbouring residential properties provides the opportunity for larger, more comprehensive redevelopment opportunities. Mixed use developments will be encouraged with active frontages where possible, but the predominant uses are likely to be offices or residential dwellings. Due to the slope of the land and larger sites, higher development is likely to be able to be accommodated in the centre of sites and underground parking should be supported. Development and uses on the site should make an appropriate transition to the more traditional neighbouring residential properties to the rear. Landscaped front setbacks will assist in integrating these sites with neighbouring developments along Burwood Highway.

Action 3.1 – Development transition

- Building heights and uses to provide a transition between larger scale Burwood Highway commercial development and residential dwellings to the rear.
- Allow up to 3 storeys along Burwood Highway frontage. Higher development in the order of 4 storeys may be appropriate towards the centre of the site if view lines from residential properties allow it to be hidden.
- Maximum 2 storey building height towards the rear of the site where there are neighbouring dwellings, set back from the boundary and articulated. It is preferred that second floors are predominantly set back at least 1 metre further than the ground floor.
- Implement through Design and Development Overlay

Action 3.2 – Park interface

- Ensure any new development around the park integrates with this open space, including providing passive surveillance, protecting vegetation and appropriate building design which does not overwhelm the park.

Action 3.3 – Landscape setback

- Minimum 3 metre setbacks with gardens to be landscaped with trees (where appropriate)
- Discourage car parking in front setback although limited visitor car parking may be appropriate for commercial premises.
- Building facades to respond to and follow road geometry to reinforce urban corridor.
- Discourage front fences.
- Implement through Design and Development Overlay

Action 3.4 – Side setback

- Buildings to step back from corner of Burwood Highway to allow transition to residential properties
- Implement through Design and Development Overlay

Action 3.5 – Comprehensive mixed use redevelopment opportunities

- Allow for comprehensive redevelopment of commercial sites to integrated, mixed use developments, with opportunities for larger residential or office developments.
- Provide for active frontages where possible
- Provide sufficient on-site underground parking using slope of land
- Encourage different forms of accommodation to those predominantly found in the area, and promote high quality design.
- Take advantage of northern aspect to rear of sites on northern side of Highway for orientation of any residential development.
- Encourage development forms to reinforce highway corridor by following its geometry
- Rezone land to Mixed Use Zone to allow for a range of residential, office and other active frontage uses. Due to larger site sizes, allow for higher levels of office floor space than existing 500m2 cap by varying the schedule to the zone. Retain restriction on shop sizes to protect local strip shopping centre.
- Rezone the northern part of the existing Audi dealership at 2-8 Somers Street from Residential 1 Zone to Mixed Use Zone to ensure consistency with the remainder of this property.
- Utilise Design and Development Overlay to ensure appropriate building heights

Action 3.6 – Improve streetscape

- Minimise number of access points to Burwood Highway, subject to VicRoads requirements.
- Encourage car parking to be located to the rear of premises.
- Promote street tree planting, consistent with other parts of the centre.
- Limit signage that is not necessary for business identification
- Encourage active frontage uses where possible and landscaping to improve pedestrian experience.

Figure 15 Area 3 Map



7.4 Area 4

This area should continue to provide a transition between the residential and commercial properties on the northern side of the Burwood Highway and the industrial area to the south which extends down to Highbury Road. Due to the industrial surrounds, residential development will be inappropriate. Existing zones should be retained. Greater building heights are likely to be appropriate given the larger sites, slope of the land and industrial/commercial surrounds, but building scale should generally be commensurate with those along the north side of Burwood Highway (in the order of 4 storeys). Improvements to the appearance of the Burwood Highway frontages should be encouraged over time through redevelopments.

Action 4.1 – Front setbacks and site layout

- Encourage development forms to reinforce highway corridor by following its geometry.
- Setbacks to be landscaped, with canopy trees where possible, although limited visitor car parking may be appropriate for commercial premises.
- Discourage front fences.
- Implement through Design and Development Overlay

Action 4.2 – Improve streetscape

- Encourage car parking to be located to the rear of premises
- Limit number of access points to Burwood Highway in accordance with any VicRoads requirements.
- Promote street tree planting, consistent with other parts of the centre.
- Limit signage that is not necessary for business identification

Action 4.3 – Built form in business centre

- Remove unnecessary building height restrictions from small business area at the corner of McIntyre and Cromwell Streets, given this land’s position as part of an industrial area with large building forms.

Figure 16 Area 4 Map



7.5 Area 5

The existing core residential parts of the study area can be expected to remain as residentially-zoned land as there is no compelling strategic justification for further significant incursions of non-residential uses. However the component parts of the Area 5 can be expected to develop at different intensities. The area to the south of Burwood Highway (Area 5a) is designated as an area of substantial change and thus increased densities are appropriate. Between Roslyn and Parer Streets (Area 5c) more substantial residential buildings may incrementally develop along the Burwood Highway, complementing the larger building forms along this corridor. Alternatively complementary non-residential uses may be appropriate. Area 5b is expected to remain as detached dwellings set within a garden environment subject to ongoing incremental change. In Area 5b in particular new developments should respond to the neighbourhood character of the surrounding residential area, or the heritage character of Mount View Court where relevant.

Action 5.1 – Park

- Ensure any new development around the park integrates with this open space, including providing passive surveillance, protecting vegetation and appropriate building design which does not overwhelm the park.

Action 5.2 – Area 5c

- Treat this area as a new substantial change area
- New development including three storey dwellings and medium density housing may be appropriate.
- Ensure new development respects the neighbourhood character of side streets and provides for landscaped setback areas along the Highway.
- Such developments can be managed under normal ResCode standards.
- Retain existing Residential 1 Zone.
- Allow for non-residential uses such as medical centres which are compatible with amenity of neighbouring properties and can manage traffic and access. Corner allotments are likely to be most suitable.
- Encourage consolidation of lots to promote redevelopment.

Action 5.3 – Area 5b

- Allow for incremental change in accordance with the MSS and Clause 22.03.
- Protect neighbourhood character and particularly the Garden Suburban environment.
- New developments to be managed under normal ResCode standards.
- Ensure new residential development considers neighbouring commercial interface, operations and amenity issues where relevant.
- Ensure new development and uses along the Highway consider residential amenity, character, traffic and other interface issues.

Action 5.4 – Area 5a

- Allow for substantial change in accordance with the MSS and Clause 22.03.
- Ensure new residential development considers neighbouring commercial interface, operations and amenity issues where relevant.
- Ensure new development and uses along the Highway consider residential amenity, character, traffic and other interface issues.

Action 5.5 – Improve streetscape

- Promote street tree planting, consistent with other parts of the centre.
- Limit number of access points to Burwood Highway.

Action 5.6 – Area 5d

- Protect the heritage character of Mount View Court.
- Encourage minimal change



Figure 17 Area 5 Map



- Legend**
- Study Area
 - Improve streetscape – see Action 5.5
 - Area 5c proposed substantial change area – see Action 5.2
 - Area 5a substantial change – see Action 5.4
 - Park – see Action 5.1
 - Area 5b incremental – see Action 5.3
 - Area 5d - minimal change heritage area - see Action 5.6



Local Planning Policy Framework
At Clause 21.04 and 22.03 amend the relevant maps to include 129 - 139 (odd numbers) Burwood Highway as a Proposal Substantial Change Area.

At Clause 22.06-6 Policy References, insert:
– Burwood Village Neighbourhood Activity Centre, Looking Towards the Future, 2008.

- Zones**
- Rezone land at 64 - 72 (even numbers) Burwood Highway from Business 1 Zone to Mixed Use Zone.
 - Rezone land at 57 - 121 (odd numbers) Burwood Highway, 2 - 8 Somers Street (part) from Business 4 Zone to Mixed Use Zone.
 - Rezone land at 2 - 8 Somers Street (part) and 3 Edwards Street from Residential 1 Zone to Mixed Use Zone.
 - If justified by a proposed development, vary the schedule to the Mixed Use Zone to allow increased office development on a site specific basis for land at 77 - 121 (odd numbers) Burwood Highway, 2 - 8 Somers Street and 2 & 3 Edwards Street.

- Overlays**
- Introduce a Design and Development Overlay for land at 303 - 333 (odd numbers) Warrigal Road, 4 - 72 (even numbers) Burwood Highway, 110 - 144 (even numbers) Burwood Highway, 2 - 8 Somers Street and 2 & 3 Edwards Street.
 - The Overlay should outline design objectives, building height, form and setback requirements, appropriate to the different parts of the NAC.
 - Delete Design and Development Overlay (schedule 4) from land at 2 - 4C Cromwell Street (even numbers) and 23A McIntyre Street.

Figure 18 Recommended Planning Scheme changes



9.1 Overall process for preparing the study

Whitehorse City Council has established the following methodology for the study to ensure that it meets the needs and standards of Council and the local community.

9.1.1 Study area

Council has determined the area to be investigated as part of the study, as set out in Figure 1. This includes the predominantly commercial properties along the Burwood Highway as well as residential areas to the rear to ensure that the interface between these uses is considered.

9.1.2 Consultation

At the request of Council, the following community consultation program has been undertaken as part of this study:

1. Community workshop – All land owners and occupiers in the study area were invited to a community workshop on 3 October 2007 to find out about the study and discuss issues and opportunities for the NAC. Attachment 2 sets out the minutes of this meeting.
2. Working Group meetings – Residents and land owners were given the opportunity to nominate to be part of a working group comprising Council, Coomes Consulting Group and six interested members of the local community. Three meetings were held prior to public exhibition on 24 October, 14 November and 5 December 2007. These meetings provided an opportunity to obtain more detailed community feedback on the study as it progressed.

Following public exhibition of the study a final working group meeting was held on 16 April 2008 where comments received during the public exhibition period and the proposed responses to those comments were discussed.

3. The draft study was put on public exhibition for a month from 6 February 2008. Publicity for this consultation included:
 - A newsletter being sent to all owners and occupiers in the study area.
 - An article in the Whitehorse News' February edition
 - A public display notice in the Whitehorse Leader on 6 February.
 - Letters being sent to relevant stakeholders such as local and state governments and statutory authorities.

A public drop-in session was also held at 85 Burwood Highway on the morning of Saturday 9 February.

Relevant State agencies and Boroondara City Council have also been consulted.

Comments received have been considered by Council and the consultants and changes made to the study where appropriate. Attachments 3 sets out the details.

To ensure the integrity of the consultation process, an independent facilitator, Mr Mike Scott of Planisphere, chaired all public consultation meetings.

9.1.3 Role of Council

Whitehorse City Council has taken the lead role in managing the study process, including determining the nature of the consultation program. Council also has the ability to review, amend, and sign-off any recommendations arising from the study and its subsequent implementation.

9.2 Inputs considered by the consultants

The following key matters have been analysed and considered in order to provide recommendations for appropriate future land use and development outcomes in the Burwood NAC:

1. Policy Context

State, local and regional policy needs to be considered to ensure that any recommendations are consistent with this strategic policy framework.

2. Existing Conditions

Existing conditions in the study area have been surveyed to ensure that there is a thorough understanding of matters such as neighbourhood character, building forms, land use and access.

3. Community Views

Consultation feedback has been important in influencing the direction and recommendations of the study.

Issues and Opportunities Community Workshop
3 October 2007
7:00 – 8:30pm

Whitehorse Room
Box Hill Town Hall
1022 Whitehorse Room
Box Hill VIC 3128

32 property owners and occupiers of properties located within the study area attended the Community Workshop.

10.1 Welcome/ Introductions/ Purpose of the Workshop

Mike Scott (Project Facilitator) welcomed everyone to the workshop and introduced involved parties: Gerard Gilfedder (Coordinator Strategic Planning, City of Whitehorse) Tim Westcott (Project Manager- Coomes Consulting) Clare Sim (Coomes Consulting) Juliana Aya (Strategic Projects Officer- Whitehorse City Council)

After introductions were made Mike referred to the agenda and the different sections included.

Presentations from Whitehorse City Council and Coomes Consulting followed.

10.2 Study Aims, Process and Role of each party involved

Gerard Gilfedder outlined the Study Aims, Process and Role of each of the involved parties. (Refer to Appendix 1).

10.3 Study Method

Tim Westcott presented the study area and the existing zoning. He also gave a brief explanation on Activity Centres and Structure planning and succinctly explained what things the study is and what things the study is not. The presentation highlighted some of the opportunities and constraints for redevelopment in the local area and concluded with the expected outcomes to be produced by the study. (Refer to Appendix 2).

Questions and discussion

The following points summarise questions and comments raised by the members of the community. Most of the comments have been noted for further consideration in the study process.

- What is the zone and what does it mean?
- Study being prepared by Coomes does not make clear how it can be an impartial study.
- Disclosure issues where raised. A representative of the property owner explained what are their desires for their property and reiterate the process.
- The previous preparation of a joint Business study between Boroondara and Whitehorse City Council’s was raised.
- Why was the study area selected?

10.4 Issues and Opportunities Workshop

Each of the tables was provided with an aerial image, a zoning map, butchers paper and markers to facilitate the discussion in regards to the Issues and Opportunities for the area. Discussion time was provided and one elected member from each table stood up and presented the issues and opportunities raised in each of the tables.

- 10.4.1 Issues
- Built Form**
- Building height (privacy, overshadowing);
 - Maintain height on the south side of Burwood Hwy (B1Z, 1-2 storeys)
- Traffic and Parking**
- No on street parking available in residential areas (car spaces taken by commercial properties);
 - Traffic flow impacted by future development;
 - Current residential properties on Burwood Hwy suffer from soot and noise from traffic;
 - Traffic impact on surrounding streets;
- Open Space/landscape and streetscape**
- Residential character of the area should be preserved;

- Land Use and Zoning**
- Current development in the area is too dense and not appropriate for Industrial Uses;
 - No change to the residential zone;
 - Financial implications that future development can have on existing properties (devaluation);
 - Remove bulk warehouse/industrial uses from the area;
 - No car dealerships;
 - Cemetery should be included in the Framework plan study area;

- 10.4.2 Opportunities
- Traffic and Parking**
- Better access;
 - Onsite parking provision;
 - Traffic management through residential areas;
 - Improvement at major intersections;
 - Along Burwood Hwy ie, Gilmour/ Somers;
 - Access to buildings to be provided along Burwood Hwy and not via residential streets;
- Community Services/Facilities**
- Library branch;
 - Consideration for recreation/sport type activity inclusion;

- Open Space/ landscape and streetscape**
- Protect parklands and trees;
 - Plant more trees;
 - Improve visual amenity of the street;

- Zoning and Land Use**
- Rezone 1-51 Burwood Hwy to a mix community and commercial use;
 - Increase residential use to provide for more active street frontages (sense of community and safety);
 - Expand residential areas;
 - Provide for a mixture of accommodation;

- Built Form**
- Small scale high density residential could benefit the area;
 - Height restrictions;
 - Articulate facades (balconies, setbacks);

10.5 Workshop Conclusions

Issues presented by the community where mainly classified in four groups:

- Access, Traffic and Parking Issues;
- Built Form (fits within the character of the area);
- No change to current R1Z;
- Rezoning B2Z back to R1Z.

10.6 Where to from here?

Mike invited members of the community to be part of the working group, and restated the role of the working group as representatives and voice of the wider community. The next two working group meetings were advertised for the:

24 of October 2007; and
20 November 2007.

Other ways to keep residents/occupiers and the general community involved will be via future newsletters. The next newsletter update will be sent out to inform on the draft plan.

Mike thanked all the participants for their attendance and closed the Workshop at 8:30 pm.

11.0 Attachment 3 – Response to submissions

Public exhibition of the draft study took place between 6 February – 5 March 2008. 31 submissions were received from local residential owners or occupiers. 4 submissions were also received from government or other agencies. A summary of major issues raised and the response to those issues is set out below.

11.1 Local community comments

Issue raised	Response	Change to study after exhibition
Rezoning of residential properties	Only one residential property is proposed to be rezoned at 3 Edwards Street. Mixed Use Zone is categorised as a type of residential zone.	None
Built form of new development	The study provides different sets of guidelines, in accordance to each particular area, to ensure that development responds to site constraints, the location and surrounding properties by mitigating issues of overlooking and overshadowing.	<ul style="list-style-type: none"> – In Area 2 and Area 3 second floors are to be set back an extra 1 metre from adjoining residential boundaries. This provides a total 4 metre setback from residential boundaries for a second floor level in comparison to 1 metre setbacks under ResCode. – Area 5d has been established as a minimal change area around the Mount View Court heritage precinct.
Traffic and parking	The study is to be modified to better address traffic and parking issues. A new set of transport strategies will ensure new development applications provide an Integrated Transport Plan that rigorously assesses parking needs, vehicle movements and traffic management. If considered necessary a Green Travel Plan could also be required. The objective of the study's transport section will explicitly seek to eliminate reliance on on-street parking for new development. A new traffic and transport chapter will also be introduced in the report to provide background and direction on these issues.	<ul style="list-style-type: none"> – Inclusion of new Transport and Traffic issues analysis in Section 2.5. – Inclusion of new set of transport strategies in Section 6.6. – Requirement for the provision of an Integrated Transport Plan – Reference to the possible need for a Green Travel Plan
Amenity	Directions for the improvement of the landscape and setbacks are provided in the 5 areas into which the Study area has been divided. All directions advocate for a more inviting and pedestrian friendly environment which should translate in major improvements for the amenity on the Burwood Village Neighbourhood Activity Centre.	None
Building density	One of the main objectives of the study is to encourage sustainable, high quality development which provides for a more consistent built form and greater intensity of development where this will reinforce the Burwood Hwy corridor and not adversely impact on surrounding residential areas. Larger rear setbacks than those provided by ResCode seek to provide existing residents with greater amenity protection than would normally occur for residential development.	Setbacks increased for second floors as described above.
Future development plans not on display	No development plans were on display as there were no finalised proposals or planning applications. Any future development proposal will be assessed under the guidelines provided by this study, if adopted. As part of the planning permit process all applications are advertised prior to any decision being made.	Not applicable
Rezoning consequences unclear	A series of objectives form the base for this study. The proposed rezoning is the implementation response to these objectives. Chapter 8 sets out all proposed zoning changes including a map	None

11.2 Other stakeholder comments

Stakeholder	Positive comments	Issues raised	Response and change to study after exhibition
Department of Planning and Community Development	<ul style="list-style-type: none"> – Generally supports the direction of the study. – The Department commends Council for identifying areas for intensive residential development and for the protection of other residential areas that have important characteristics. 	<ul style="list-style-type: none"> – Some of the proposed controls may be either over limiting, unclear or require further input from other agencies and should be modified to ensure appropriate new development may occur. – Clarify type of development to occur at corner of Burwood Hwy/Warrigal Road. – Four storey development supported for Areas 1 and 2. – Residential 2 Zone should be considered. – Rezoning from Business 1 Zone to Mixed Use Zone not supported. 	<ul style="list-style-type: none"> – Area 1 extended east to Central Avenue/Scott Grove. All land within this area to remain as Business 1 Zone. – Burwood Highway sites between Scott Grove and Gilmour Street still proposed for rezoning to Mixed Use Zone as this area does not function as part of the strip shopping centre and commercial uses still permitted. – Clarification provided about development expectations at corner of Burwood Hwy/Warrigal Road. – Use of a zone like Residential 2 will be considered when new zones are introduced. – 4 storey narrow buildings may interrupt the continuity of the Burwood Village strip centre.
Boroondara City Council	Office and residential uses are encouraged in existing or future 1st floor property in this area. This is considered to be an appropriate response for this area, with no impact on the City of Boroondara.	<ul style="list-style-type: none"> – Allowable uses in the Mixed Use Zone to be limited by policy or zoning. – Further retail expansion could damage functioning of existing Business 1 Zone. – Policies under action 1.2 supported in principle but could be more specific. – Additional policies could be included under Action 1.5. 	<ul style="list-style-type: none"> – Additional land use strategy added to Section 6.2 to limit the size of shops outside the core retail area. – Clarification provided about development expectations at corner of Burwood Hwy/Warrigal Road. – Development on east side of Warrigal Road to have regard for development on the west side in Boroondara. – Allow for other appropriate community uses in addition to medical centres in Area 1.
Yarra Trams	Supports the principle that areas along the tramway should be developed and managed in such a way as to make them attractive local centres of employment and commercial activity.	<ul style="list-style-type: none"> – Would have preferred to see transport planning issues addressed in this document. – Would prefer platform stops or removal of some tram stops. – Wishes to improve segregation of the tramway. – Access to premises should be left-in left-out. – On-street parking is an inefficient way to use road space. 	<ul style="list-style-type: none"> – Inclusion of new Transport and Traffic issues analysis in Section 2.5. – Inclusion of new set of transport strategies in Section 6.6. – Inclusion of strategies to upgrade tram stops and require left-in left-out vehicle access on Burwood Hwy. – Requirement for the provision of an Integrated Transport Plan – Reference to the possible need for a Green Travel Plan
Burwood Village Traders Association		<ul style="list-style-type: none"> – Little planning for future parking needs. This could impact on the car parking available on the west side of Warrigal Road. – Disagree with the comment that bulkier retailers should be encouraged to be in Whitehorse Road. It is believed that this centre can support them as a whole. 	<ul style="list-style-type: none"> – Inclusion of new set of transport strategies in Section 6.6. – Requirement for the provision of an Integrated Transport Plan for new development. – Transport objective and strategies seek to encourage on-site parking to manage parking needs. – State and local policy encourage bulky retailers to locate along the Whitehorse Road Megamile.

