Implementation



7.1 Implementation framework

The implementation plan is a framework containing both statutory and nonstatutory actions that are necessary to implement the vision and strategies for Box Hill. The framework identifies the timeframes, responsibilities and priorities.

The implementation plan identifies key stakeholders (in addition to the community) under each action whose support is required for its implementation.

Implementing the actions

The implementation plan organises the actions into three distinct types of actions:

DELIVER

- **Statutory actions:** preparation of a Planning Scheme Amendment
- Planning processes: strategies, investigations, monitoring
- Planning and detailed design: such as the commissioning of planning and design proposals for public realm upgrades

PARTNER

- Statutory actions: engagement with planning permit applicants towards preferred outcomes and delivery of public benefits
- Partnership opportunities
- Engagement with community and stakeholders

ADVOCATE

 Requires advocating to government agencies and key stakeholders to achieve key outcomes: such as the reconfiguration of Whitehorse Road (and Station Street) and the delivery of a priority bicycle and pedestrian bridge from Nelson Road to Thurston Street.

7.2 Statutory framework

The statutory planning framework for the implementation of actions contained in this plan is provided by the Whitehorse Planning Scheme.

This scheme provides an integrated planning framework that consists of a planning policy framework supported by decision guidelines. Planning policy clauses of direct relevance to the realisation of this plan include the following:

- Clause 11: Settlement
- Clause 15: Built Environment
- Clause 16: Housing
- Clause 17: Economic Development
- Clause 18: Transport
- Clause 19: Infrastructure

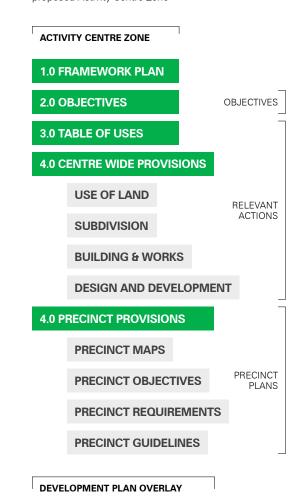
When the Whitehorse Planning Scheme is transitioned to an integrated planning policy framework, consideration should be given to whether the municipal planning strategy should include a reference to the status of BHMAC. In this case, reference should be made to this Structure Plan.

Planning Scheme Amendment

The preparation of a Planning Scheme Amendment is necessary to implement many of the objectives contained in this plan and BHMAC UDF, including the introduction of the Activity Centre Zone (Schedule 1) and a Development Plan Overlay for the Box Hill Central sites.

Council should seek authorisation from the Minister for Planning to commence the Amendment process after this plan is endorsed by Council.

Figure 31 Integration of the Structure Plan within the proposed Activity Centre Zone



Activity Centre Zone (ACZ)

It is recommended that the Activity Centre Zone be applied to the majority of land within the Structure Plan (Activity Centre) boundary. A schedule to the zone will provide a tailored Table of Uses and associated permit conditions and requirements. This will provide a mechanism to rebalance employment and residential growth in preferred locations.

This is achieved by:

- Using the Table of Uses and associated permit requirements to direct appropriate uses to the preferred precincts. This includes a default condition for specified accommodation uses which will trigger a permit requirement if the floor area exceeds the maximum allowable percentage.
- Tailoring the maximum allowable percentage of gross floor area used for accommodation uses by Precinct. This percentage has been tailored to align with the Vision statements for each precinct – varying from 30% in the Health and Education, Prospect, Enterprise and Civic Precincts, to 100% in the Garden and Transition Precincts. In addition, Special Purpose accommodation and primary and secondary school uses are prohibited in the Enterprise precinct to allow for a broader range of industrial and commercial uses to establish in that precinct.

The inclusion of maximum allowable percentage of gross floor area for accommodation within the Box Hill ACZ replicates and tailors elements of the Commercial 3 Zone (C3Z) and embeds these within the ACZ. The C3Z limits residential uses to ensure that employment uses remain the primary function of the zone.

Figure 32 The schedule will specify a maximum allowable percentage for gross floor area for accommodation uses for each neighbourhood. For example, the diagram below shows the ratio used in the Prospect, Health and Education, Enterprise and Civic and Cultural neighbourhoods.

70%:30%

Accommodation use

Employment uses

In a manner similar to the C3Z, the Box Hill ACZ includes a permit requirement for accommodation uses, and specifies that the combined gross floor area of accommodation uses must not exceed a maximum allowable percentage.

Consideration was given to applying the C3Z across parts of the centre, such as the Enterprise Precinct, Health and Education Precinct, and Prospect Precinct, however it was considered a less appropriate zone for the following reasons:

- The Purpose of the C3Z zone is specifically oriented towards industrial, commercial, office and other employment generating uses. It is a mixed-use employment zone originally established to facilitate the establishment and growth of creative industries, small manufacturers and start-up businesses. This compares to the Activity Centre Zone, the purpose of which is focussed on delivering intensive mixed use development 'as a focus for business, shopping, working, housing, leisure, transport and community facilities'.
- The Schedule to the C3Z allows for objectives and the maximum allowable gross floor area percentage (accommodation) to be included, but provides limited scope for giving effect to other elements of the Structure Plan and UDF.
- The centre-wide application of the ACZ is the preferred approach for implementing Structure Plans and gives cohesive, tailored effect to the full scope of land use planning and development outcomes sought.

The case against density controls

Density controls in the form of Floor Area Ratio's (FAR) have been used (in conjunction with built form controls) in the context of other activity centres and the central city to manage built form density.

In this case, the FAR mechanism is not recommended for Box Hill for the following reasons:

- The strategic imperative in Box Hill relates to managing population and job growth. The FAR could do this through limiting residential and employment floorspace. The more critical issue in Box Hill is achieving a mix of uses, rather than the amount of development occurring. The alternative C3Z model proposed will serve this function.
- A demand based FAR would indicate the ultimate amount of floorspace to be accommodated in the centre. For this current work in Box Hill, the floorspace demand projections have been made to 2036, but these are not 'end targets' and Box Hill will need to continue to grow beyond that time frame. A 'cap' on development based on a point in time projection is not justified in this instance.
- A supply based FAR would indicate the capacity of the area to accommodate floorspace (supply). An assessment of 'full built out' would be needed to establish a capacity based FAR. This has not been undertaken, and it would be difficult to make accurate or appropriate assumptions for this, particularly in the context of the opportunities created by major infrastructure investment anticipated in Box Hill over
- A key issue in Box Hill relates to the 'character', 'built form typology' and 'amenity'. An FAR is not a built form control in itself. It would need to be used in conjunction with height and built form controls which are proposed to be included in the ACZ to guide design and built form outcomes.
- The FAR is not the only mechanism that can serve as a 'threshold' trigger for the provision of public benefits. Alternative triggers include height, number of dwellings, development value, or, as proposed in the Box Hill ACZ, exceedance of a percentage of gross floor area for specified accommodation uses.

How are public realm outcomes and improvements implemented?

First, the ACZ Framework plan will identify the key urban design interventions for the centre, including major public realm enhancements, new public open spaces, and the pedestrian and cyclist priority network.

The Subdivision and Buildings and Works provisions require that development is generally in accordance with the Framework Plan, and for the land owner to enter a Section 173 agreement to deliver public realm improvements such as footpath reconstruction.

More generally, the Centre Wide Design and Development provisions for public realm interface and active street frontages ensure buildings interact appropriately at ground and lower levels with the streets and public spaces. In certain precincts and locations, additional street wall setbacks are required to allow for widened footpaths and /or landscaping.

The ACZ will need to be supported by mechanisms for development to make contributions to the provision of upgraded infrastructure – including improved public realm and open spaces. This will need to be prepared separately to this work.

How are public benefits such as Affordable housing delivered?

The ACZ will contain two separate mechanisms to support the delivery of public benefits and affordable housing, Floor Area Uplift (FAU) and discretionary inclusionary contributions.

- Floor area uplift (FAU) that captures value uplift generated by height exceedance under the new controls. A permit application that proposes a building with a maximum height exceeding the preferred maximum heights specified in the ACZ will be assessed against two parallel processes, a benefits review and a design review to consider whether the proposal:
 - Delivers community benefits that are aligned to the needs of each neighbourhood. For instance, affordable and key worker housing in the Health & Education Neighbourhood and;
 - Results in an acceptable design outcome. For instance, satisfying the mandatory overshadowing controls while providing highquality placemaking and acceptable management of off-site impacts.
- Inclusionary contributions of at least 6% of GFA for the sole purpose of affordable housing for developments within Central, Health & Education, Enterprise, Prospect, Civic and Cultural Neighbourhoods.

How is car parking managed?

- The existing Schedule 1 to the Parking Overlay sets out objectives and provisions for car parking in Box
- It is recommended a review of car parking rates should be undertaken as a priority action with the purpose of replacing minimum car parking rates with maximum car parking rates. This would discourage development from providing parking at rates greater than the statutory parking rate.
- The Structure Plan recommends that consideration should be given to significantly reduced maximum rates, more akin to the CBD, to be applied in Box Hill. The BHITS will need to underpin a future review of the rates in the Parking Overlay.
- The Structure Plan has also identified the need for encouraging a consolidated approach to parking. The ACZ includes Subdivision Provisions which require that car parking must be retained in single or a consolidated title as common property, unless the responsible authority agrees otherwise. This seeks to:
 - Allow individuals greater choice by not forcing purchase of a car parking space as part of a residential or commercial tenancy, adding to improved affordability.
 - Allow for more efficient use of existing and proposed car parking through shared public/ private access and temporal sharing of car parking spaces. Fees charged for use of car parking spaces (on short or long term arrangements) generate a source of revenue for owners corporations and potentially reducing owners corporation fees.

7.3 Implementation plan

| 7.0 | | | | |
|---------|--|---|---|----------------------|
| | | Timing Immediate Short term Medium term Long term | 0-2 years 3-5 years 6-9 years 10+ years | gh Priority Action |
| ТҮРЕ | ACTION | TIMING | STAKEHOLDERS (in addition to the community) BOLD = Responsible for change | RELATED OBJECTIVE |
| DELIVER | Action 1 Prepare a Planning Scheme Amendment to: Apply the Activity Centre Zone (ACZ) to the majority of land within the centre Apply a Development Plan Overlay (DPO) to both Box Hill Central sites (north and south) Implement in the ACZ the vision and objectives and relevant statutory actions contained in this plan Implement the recommended built form framework contained in the BHMAC UDF as Centre-wide Design and Development provisions Incorporate Precinct Provisions in the ACZ for all Neighbourhoods to support the vision and objectives for each Neighbourhood Incorporate a tailored Table of Uses in the ACZ to support growth of employment uses in preferred locations Incorporate a tailored Table of Uses in the ACZ to encourage retail, hospitality, entertainment, community and cultural uses in preferred locations Incorporate a maximum allowable percentage of Gross Floor Area (GFA) for specified Accommodation uses Incorporate an Affordable Housing contribution of at least 6% in the ACZ for Health & Education, Prospect, Central, Civic & Cultural and Enterprise Neighbourhoods Incorporate an Value Uplift Capture mechanism in the ACZ for applications exceeding the preferred maximum building height Identify the Primary Pedestrian Network in the ACZ and include provisions to support the delivery of future primary and local links Incorporate in the ACZ in design and development requirements for vehicle access, car parking, loading and services Identify in the ACZ the preferred locations for vehicular access, service laneways and consolidated car parking for each neighbourhood | Immediate | Whitehorse City Council, Victorian Government, Minister for Planning | Ali |
| DELIVER | Action 2 Monitor the number of affordable housing units delivered through planning permit applications and <i>Section 173 Agreements</i> against affordable housing targets | On-going | Whitehorse City Council, Affordable Housing Providers, Development Industry | Objective 3 |
| DELIVER | Action 3 Engage with landholders of Box Hill Central and sites identified as 'investigation area — development' in the Precinct Plans at all stages of planning, including pre-planning stages to facilitate development outcomes that deliver public benefits | On-going | Whitehorse City Council, Vicinity Centres, Development Industry | Objective 3 |
| DELIVER | Action 4 Engage with development industry and affordable housing providers to strengthen partnerships and opportunities for the delivery of affordable housing | Immediate | Whitehorse City Council, Development Industry, Affordable Housing Providers | Objective 3 |
| DELIVER | Action 5 Monitor employment floorspace and uses within each Neighbourhood against preferred land use outcomes Maintain an up-to-date database on floorspace by type from a variety of data collection methods (i.e. planning permit applications that have been constructed) | On-going | Whitehorse City Council, Development Industry | Objective 4 |
| PARTNER | Action 6 Engage with education, health and community providers and stakeholders to facilitate research, training and knowledge-sharing partnerships | On-going | Whitehorse City Council, Department Of Education, Box Hill Institute, Eastern Health, Epworth Eastern, Health And Education Providers | Objective 4 |
| PARTNER | Action 7 Engage with start-ups, creative industries and enterprise to connect them with potential development sites and short-term tenancy opportunities | On-going | Whitehorse City Council, Creative Victoria | Objective 4 |
| | | | | |

Timing Immediate Short term Medium term Long term

0-2 years 3-5 years 6-9 years 10+ years

| ТҮРЕ | ACTION | TIMING | STAKEHOLDERS (in addition to the community) BOLD = Responsible for change | RELATED OBJECTIVE |
|----------|---|----------------|---|----------------------|
| DELIVER | Action 8 Encourage retail, hospitality and entertainment uses in locations where active frontage types are identified in Precinct Key Requirements | On-going | Whitehorse City Council, Development Industry | Objective 5 |
| DELIVER | Action 9 Prioritise streetscape improvements consistent with BHURTG in locations where "Urban Core Street", "Urban Activity Street" and "Activity Laneway" is identified in Precinct Key Requirements to support street-based shopping and entertainment | Medium term | Whitehorse City Council, Department Of Transport (Whitehorse Road And Station Streets) | Objective 5 |
| DELIVER | Action 10 Undertake planning and feasibility studies for the Box Hill Town Hall and Box Hill Library (as shown in the Precinct Plan), including: Upgrades to existing forecourt to integrate with the proposed Whitehorse urban space Redevelopment of the rear of the Town Hall to renew the Community Hub and to provide a new urban and/or open space orientated to Bank Street Provision of a new pedestrian and cycle through block link New and upgraded primary and local links as identified in the Precinct Plan | Long term | Whitehorse City Council | Objective 5 |
| PARTNER | Action 11 Investigate opportunities for partnerships and investment for the development and/or renewal of Council landholdings for the provision of community facilities. | Medium term | Whitehorse City Council, Development Industry, Community Services Providers | Objective 5 |
| DELIVER | Action 12 Prepare a "Design Excellence Policy" to establish an City of Whitehorse Independent Design Review process for significant development proposals | Short-term | Whitehorse City Council, Development Industry | Objective 11 |
| DELIVER | Action 13 Prioritise pedestrian realm improvements in areas that facilitate passenger transfers between services | Medium term | Whitehorse City Council, Department Of Transport, Metro Trains, Yarra Trams | Objective 12 |
| ADVOCATE | Action 14 Advocate to Department of Transport for improvements to the Box Hill Transport Interchange: Substantially upgraded public transport interchange facilities in Box Hill that is integrated to the proposed SRL station. Interim upgrades to the existing interchange to improve passenger comfort | Long term | Whitehorse City Council, Victorian Government, Department Of Transport, SRLA | Objective 12 |
| ADVOCATE | Action 15 Advocate to Department of Transport for improvements to the public transport network: Adoption of a "CBD-like" approach to Box Hill's transport network to prioritise public and active transport modes Extension of the Tram Route 109 to Middleborough Road and potentially Blackburn Changes to the bus network, including: combining Routes 284 & 271 and Routes 765 & 766, straighten Route 281 so that it operates direct along Elgar Road from Koonung Secondary College to Box Hill Institute and Deakin University Provide new on-street bus stops and upgrade existing bus stops on Whitehorse Road | Short-term | Whitehorse City Council, Department Of Transport | Objective 12 |
| DELIVER | Action 16 Provide new and upgraded bicycle routes as identified in the Transport and Movement Framework Plan, Precinct Plans and the BHITS | Medium term | Whitehorse City Council, Department of Transport | Objective 13 |
| DELIVER | Action 17 Provide wombat crossings in preferred locations where the PPN crosses minor streets, these are identified in Precinct Plans and in the BHITS. | Medium term | Whitehorse City Council, Department of Transport | Objective 13 |

Timing Immediate Short term Medium term Long term

0-2 years 3-5 years 6-9 years 10+ years

High Priority Action

| ТҮРЕ | ACTION | TIMING | STAKEHOLDERS (in addition to the community) BOLD = Responsible for change | RELATED OBJECTIVE |
|----------|---|----------------|---|----------------------|
| ADVOCATE | Action 18 Strongly advocate to the Department of Transport and other key stakeholders for the provision of a new pedestrian and bicycle rider link across the railway line connecting Nelson Road to Thurston Street | Immediate | Whitehorse City Council, Department of Transport , Vicinity Centres, SRLA, Metro Trains | Objective 13 |
| ADVOCATE | Action 19 Strongly advocate to the Department of Transport for the Reconfiguration of Whitehorse Road to deliver new public space along the southern carriageway of Whitehorse Road | Immediate | Whitehorse City Council, Department of Transport | Objective 13 |
| ADVOCATE | Action 20 Advocate to the Department of Transport for pedestrian and bicycle rider improvements: Reconfiguration of Station Street to widen footpaths Improvements to pedestrian priority across all State roads including Whitehorse Road, Elgar Road and Station Street Separated bicycle lanes on Whitehorse Road Additional signalised pedestrian crossings on Whitehorse Road and Station Streets as identified in the Transport and Movement Framework Plan | Medium term | Whitehorse City Council, Victorian Government, bicycle user groups, Department of Transport | Objective 13 |
| DELIVER | Action 21 Support BHITS in investigating opportunities for alternative routes for local through traffic to Whitehorse Road. | Medium term | Whitehorse City Council, Victorian Government and Community | Objective 14 |
| ADVOCATE | Action 22 Advocate to State government (Department of Transport) for changes to manage vehicles: Collection and provision of annual data on through traffic on aerial roads, Whitehorse Road, Station Street, Elgar Road and Nelson Road. Modify signal timings to give greater priority to pedestrians, bicycles and public transport, including shorter overall cycle times, bus priority phasing and/or a higher allocation of green time for pedestrians. Implement a 40km/h speed limit on Station Street and Whitehorse Road and Albion Road from 6am-12 midnight. Ban right turns from Station Street into Whitehorse Road except for eastbound buses approaching from the south. Ban right turns from westbound lanes of Whitehorse Road into Station Street (northbound). Install traffic signals at the intersection of Elgar Road and Thames Street and allow all turning movements at this location. Install pedestrian signals across Whitehorse Road around Court Street. Install pedestrian signals across Whitehorse Road at Wellington Street. | Immediate | Whitehorse City Council, Department of Transport | Objective 14 |
| DELIVER | Action 23 Review car parking rates in the Whitehorse Planning Scheme as part of a Planning Scheme Amendment to replace minimum car parking rates with maximum car parking rates. | Immediate | Whitehorse City Council, development industry | Objective 15 |
| DELIVER | Action 24 Undertake planning and feasibility studies for a new and enlarged urban space on Whitehorse Road. | Immediate | Whitehorse City Council | Objective 16 |
| DELIVER | Action 25 Undertake planning and feasibility studies to widen footpaths on Station Street between Bank Street and Main Street and Whitehorse Road. These are identified in the Precinct Plans as "urban space upgrade". | Immediate | Whitehorse City Council | Objective 16 |
| DELIVER | Action 26 Upgrade Box Hill Mall in accordance with the Box Hill Urban Realm Treatment Guidelines (BHURTG). | Medium term | Whitehorse City Council, Vicinity Centres, Development Industry | Objective 16 |
| DELIVER | Action 27 Engage with landholders of Box Hill Central to provide new public space and placemaking opportunities, including enhancements to Box Hill Mall in a manner consistent with BHURTG. | Short term | Whitehorse City Council, Vicinity Centres | Objective 16 |

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Timing Immediate Short term Medium term Long term

0-2 years 3-5 years 6-9 years 10+ years

| ТҮРЕ | ACTION | TIMING | STAKEHOLDERS (in addition to the community) BOLD = Responsible for change | RELATED OBJECTIVE |
|----------|--|--------------------------|--|----------------------|
| ADVOCATE | Action 28 Advocate to Department of Transport for the creation of a new public plaza deck above the railway line at Station Street between Bank Street and Rutland Street. | Short term | Whitehorse City Council, Department of Transport , Development Industry | Objective 16 |
| DELIVER | Action 29 Create shared zones in laneways identified as Active Laneways in the Precinct Plans, consistent with BHURTG "Type D: Urban Lane 1". | Medium term | Whitehorse City Council | Objective 17 |
| PARTNER | Action 30 Work with planning permit applicants to ensure provision of streetscape and landscape design responses are consistent with BHURTG. | On-going | Whitehorse City Council, Development Industry, Landowners | Objective 17 |
| PARTNER | Action 31 Work with planning permit applicants, and landholders of the Box Hill Central sites to provide for widened footpaths and new pedestrian links. | Medium term | Whitehorse City Council, Vicinity Centres | Objective 17 |
| DELIVER | Action 32 Prepare a Development Contributions Plan (DCP) or equivalent as part of a Planning Scheme Amendment to contribute funding towards the delivery of new open space and public realm, transport and community infrastructure improvements outlined in this plan. | Immediate/ Short term | Whitehorse City Council | Objective 18 |
| DELIVER | Action 33 Deliver new small local open space at the existing Council car park at Ellingworth Parade. | Short term | Whitehorse City Council | Objective 18 |
| DELIVER | Action 34 Investigate the Public Open Space Contribution Rate for BHMAC to ensure that the rate is appropriate for the future open space improvements | Immediate | Whitehorse City Council | Objective 18 |
| DELIVER | Action 35 Enhance existing road closures to increase greening opportunities and deliver small local open spaces at Wellington Road, Young Street, Watts Street, Court Street. | Medium term | Whitehorse City Council | Objective 18 |
| DELIVER | Action 36 Undertake a strategic study for the provision of wayfinding and signage to strengthen linkages between open spaces, including (but not limited to): From the new open space on Ellingworth Parade to existing open spaces at Ashted Road Reserve, Glenmore Street Reserve, William Street Reserve and Victoria Rose Reserve From Box Hill Hospital to Hagenaur Reserve | Short term | Whitehorse City Council | Objective 18 |
| PARTNER | Action 37 Work with landholders of Box Hill Central to support the delivery of a new Neighbourhood open space in Central Precinct as recommended in the BHOSS. | Medium term | Whitehorse City Council, Vicinity Centres | Objective 18 |
| PARTNER | Action 38 Work with landholders of sites along Poplar Street to support the delivery of a new Local open space in the Health and Education Precinct as recommended in the BHOSS. | Medium term | Whitehorse City Council, development Industry, landholders, Box Hill Institute | Objective 18 |
| PARTNER | Action 39 Engage with major landowners to investigate options for upgraded publicly accessible open spaces and links that benefit the full community. Consider land swap opportunities to maximise the usability and scale of new open spaces. | On-going | Whitehorse City Council, Development Industry | Objective 18 |
| DELIVER | Action 40 Adopt a minimum target of 30% tree canopy cover and investigate the adoption of a higher target of 40% (as adopted by the City of Melbourne). | Short term | Whitehorse City Council | Objective 19 |
| DELIVER | Action 41 Establish a street tree planting program to support the achievement of the tree canopy cover target | Long term | Whitehorse City Council | Objective 19 |
| DELIVER | Action 42 Prepare a public lighting strategy for the BHMAC | Short term | Whitehorse City Council | Objective 19 |
| DELIVER | Action 43 Increase urban biodiversity and resilience through the selection of diverse combinations of multi-storey planting | Short term | Whitehorse City Council, Development Industry | Objective 19 |

Monitoring and review 7.4

All actions outlined in this plan will be monitored continually by Whitehorse City Council against timeframes and desired outcomes of strategies. It should be noted that many of these actions are also supported and monitored through multiple Council strategies and processes.

Whitehorse City Council will provide an update on the implementation of the Structure Plan annually in the form of a report. This report will provide Council with an annual progress report to ensure an appropriate application and allocation of resources required to achieve the vision, objectives and key projects put forth in this plan. As a direct outcome of this process, the implementation plan will be reviewed and updated to ensure this plan is achieving its vision.

A review of this structure plan will be undertaken every five years, coinciding with release of new Census data, to ensure that the plan remains relevant and consistent with state and local planning policy and to identify any changes required to respond to changes.



