

Whitehorse Planning Scheme Amendment C175

Box Hill Built Form Guidelines (January 2017)

Statement of urban design evidence, by Craig Czarny of hansen partnership for the City of Whitehorse
July 2017



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Introduction

1. My name is Craig Czarny and I am a director at Hansen Partnership. I have over 29 years' experience in urban design and landscape architecture projects in Australia and overseas. I hold a Bachelor degree in Planning and a Masters degree in Landscape Architecture and have provided urban design, streetscape and public domain advice on a number of development projects of varying scale. Projects that I have managed have received awards from the Planning Institute of Australia (PIA) and Australian Institute of Landscape Architects (AILA). I also serve as a sessional lecturer at Melbourne University and a judge of local and international design projects. I am a Fellow of PIA and recipient of the 2008 AILA Victoria Medal in Landscape Architecture, the 2010 AILA National Award for Planning and the 2016 AILA National 'International' Award.
2. I have an appreciation of the urban form, streetscape and landscape issues associated with residential, commercial and townscape settings, having provided advice on a number of Activity Centre and Neighbourhood Character Studies. I have a sound appreciation of townscape and character issues in the City of Whitehorse, having previously prepared urban design precinct studies and advice on behalf of both private clients and Council for a number of major development proposals in the municipality over more than 15 years. My CV is provided at Appendix A.
3. On this occasion, I have been engaged by the Whitehorse City Council to comment on principle urban design rationale underpinning the draft Box Hill Built Form Guidelines (BHBFG or the draft Guidelines – noted as Draft 6-Version for Exhibition 6 January, 2017) prepared by my office as a basis for proposed Amendment C175 to the Whitehorse Planning Scheme. The Amendment seeks to translate Guideline content into the Scheme through Design and Development Overlay, Schedule 6 (DDO6) and local policy updates at Clauses 21.07 and 22.07. My evidence is confined to the relevant background and rationale of the draft Guidelines and does not address Statutory translation or site-specific design matters.
4. I have inspected the study area on several occasions over the last year and most recently on 7th June 2017 and reviewed proposed Amendment C175 documentation, background documents and related submissions as well as the relevant provision of the existing State and Local Planning Policy found in the Whitehorse Planning Scheme.
5. In summary, I believe that the proposed urban design measures contained within the draft Guidelines (and subsequently forming part of Amendment C175) are statistically justified. The draft Guidelines have been generated in response to a widely acknowledged 'gap' in design direction for the important Box Hill Metropolitan Activity Centre – Built Form Precincts F and C. The draft Guidelines seek to establish a suite of relevant benchmarks for the rapidly growing Town Centre, which strongly reinforce substantial change whilst having regard to the important values identified in the Box Hill Transit City Activity Centre Structure Plan (June 2007). The proposed Guidelines seek to complement the existing planning regime for Box Hill and in my opinion represent an appropriate 'performance based' approach to urban management at a location where development pressure is at its greatest. While the ultimate implementation of the draft Guidelines into the Planning Scheme will require careful consideration, I am satisfied that there is suitable justification for the built form guidance provided in the relevant background documents, which enable it to form the basis for proposed Whitehorse Planning Scheme Amendment C175.



The Study Area

6. The Box Hill Metropolitan Activity Centre (MAC) is located approximately 14km to the east of Melbourne's Central Activity District and identified by Plan Melbourne as one of 2 Metropolitan Activity Centres (MAC) within Melbourne's eastern subregion. Whilst the Box Hill MAC encapsulates a relatively wide area; the Box Hill Built Form Guidelines apply only to areas identified as Built Form Precincts C and F in the Box Hill Transit City Activity Centre Structure Plan (found in Clause 22.07 of the Whitehorse Planning Scheme) as identified overleaf and as set out below.
 - **Precinct C- Traditional Town Centre**, which includes fine grained commercial land fronting Station Street, bounded by Whitehorse Road to the north, Market Street to the west, Main and Bank Streets to the south. Most properties on the south side of Whitehorse Road are affected by recently implemented Heritage Overlay (HO224) via Amendment C157 (gazetted by the Minister of Planning on 4 August 2016) which was undertaken as part of Council's implementation of the Whitehorse Heritage Review 2012. Individually significant heritage buildings at 950-956 Whitehorse Road (remodelled Railway Hotel - HO92), 958-964 Whitehorse Road (HO93), 942-946 Whitehorse Road (former Colonial Gas Association building – HO91) and 953 Whitehorse Road (HO116).
 - **Precinct F- Major Development Precinct** covers the largest portion of the Activity Centre. It is a high intensity mixed use precinct bounded by Thames Street and Box Hill Gardens to the north, Kingsley Gardens to the west, Hopetoun Parade, Cambridge Street and Ellingworth Parade to the south and Watts and Williams Street to the east. Recent development over the last decade has seen unprecedented growth of significant podium – tower development. It is the area designated for the highest level of growth in the City of Whitehorse. The north-west corner of the precinct includes notable land uses including the Box Hill TAFE, Epworth and Box Hill Hospitals. Centrally within Precinct F is the prominent Box Hill Central North and South Shopping Centre and associated Box Hill interchange (train station and bus interchange). Recent development approvals (and constructed) range from 4 to 36 storey which represent the most substantial form in the municipality to date. Along its western and south-western edges, the study area interfaces with Kingsley Gardens and established residential areas outside the nominated Activity Centre boundary.
7. The key features of the Centre and relevant Sub-Precincts more specifically include the highly legible grid based urban block and street network and the distinctive topographical condition – noting the Centre's position on the relative elevated ground of Box 'Hill'. Whitehorse Road serves as the main east-west aligned spine close to a local ridgeline aligned parallel to the rail line with land falling gently away to both the north and south. The Whitehorse Road spine varies in its profile through Box Hill from a confined urban condition with central tram route in the west, to a more open garden median condition to the east around the traditional town centre and civic entities. The spine also intersects with a number of important north-south thoroughfares, including Station Street and Elgar Road which rise to meet the principal spine. The nature of topography and the location of key open spaces, as well as residential neighbourhoods occupying lower ground to either side of the east- west alignment of the Whitehorse Road spine suggests a clear transition (within the study area itself) between those areas capable of accommodating the highest level of 'growth' and areas that may be moderated somewhat due to their fringe locations and relationships with open spaces or residential areas in the context.



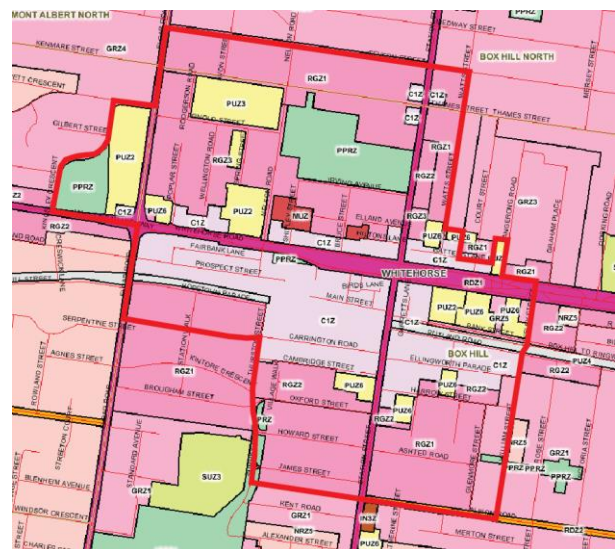
Study Area Boundary (Precincts C and F)



Existing Design Controls

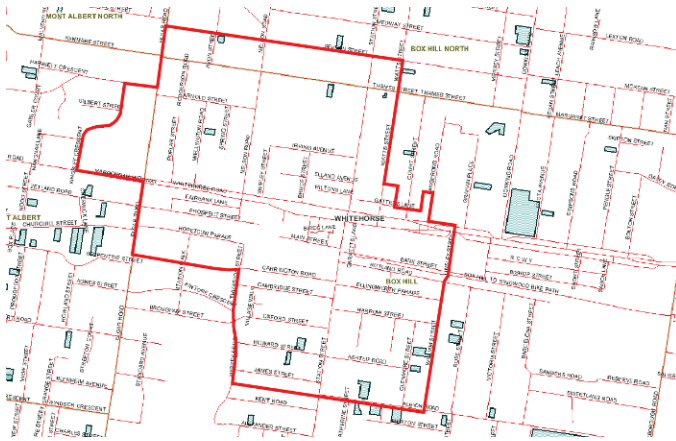
8. The land affected by the proposed Whitehorse Planning Scheme Amendment C175 is influenced by a suite of urban design related policies and controls. The area is presently covered by a Commercial 1 Zone (C1Z) along the Whitehorse Road spine, with the Residential Growth Zone (RGZ) generally applying to land behind the spine and more discrete areas of land within the General Residential Zone (GRZ), Mixed Use Zone, (MUZ), Public Use Zone (PUZ) and Public Park and Recreation Zone (PPRZ). Both Whitehorse Road and Station Street are defined within the Road Zone Category 1 Road (RD1Z). These Zones generally relate to existing land uses and activities.
9. The Activity Centre area is also subject to a number of relevant design based Overlay controls, including Vegetation Protection Overlay (VPO), Heritage Overlay (HO), Design and Development Overlay, Schedule 4 (DDO4) (3 sites only), (Special Building Overlay (SBO), Environmental Audit Overlay (EAO) and Parking Overlay (PO).
10. Extracts of the existing Zone are shown below and Overlay controls are shown overleaf.
11. Relevant State and Local policies relating to urban design in the study area are set out at Appendix B are as follows:

- Clause 09: Plan Melbourne;
- Clause 11.03: Activity Centres;
- Clause 11.06: Metropolitan Melbourne
- Clause 15.01: Urban Environment;
- Clause 15.03: Heritage;
- Clause 16.01: Residential Development;
- Clause 17.01: Business;
- Clause 21.06: Housing
- Clause 21.07: Economic Development
- Clause 22.01: Heritage Buildings and Precincts
- Clause 22.03: Residential Development
- Clause 22.06: Activity Centres
- Clause 22.07 Box Hill Metropolitan Activity Centre



Zone map extract

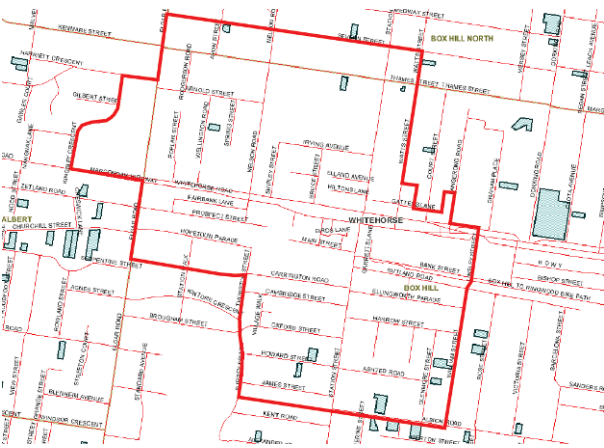
12. In addition to these State and Local Policy directions, a series of relevant policy reference documents, and strategic studies have been prepared and are listed in Appendix B.
13. I also note the recent introduction of planning provisions for Apartment Developments under VC136 and Clause 58, which applies a suite of new apartment standards addressing the following relevant matters: Building setback, Functional layout, Room depth, Windows, Storage, Noise impacts, Energy efficiency, Natural ventilation, Private open space, Communal open space, Solar access to communal outdoor open space, Landscaping, Accessibility, Building entry and circulation, Waste and recycling, Integrated water and stormwater management.



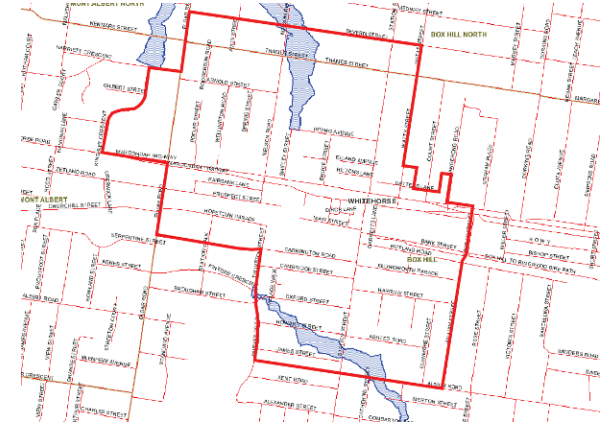
VPO map extract



HO map extract



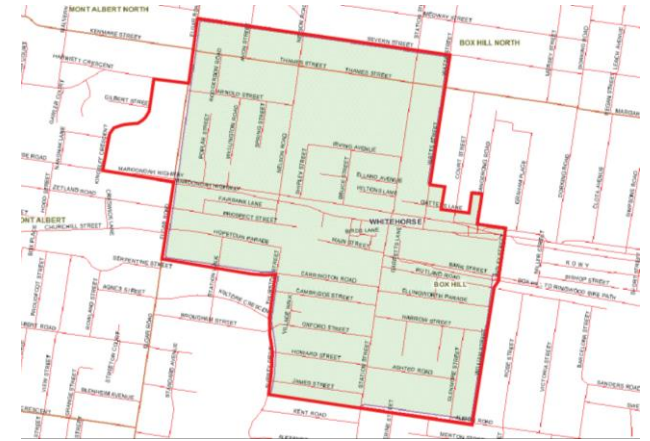
DDO4 map extract



SBO map extract



EAO map extract

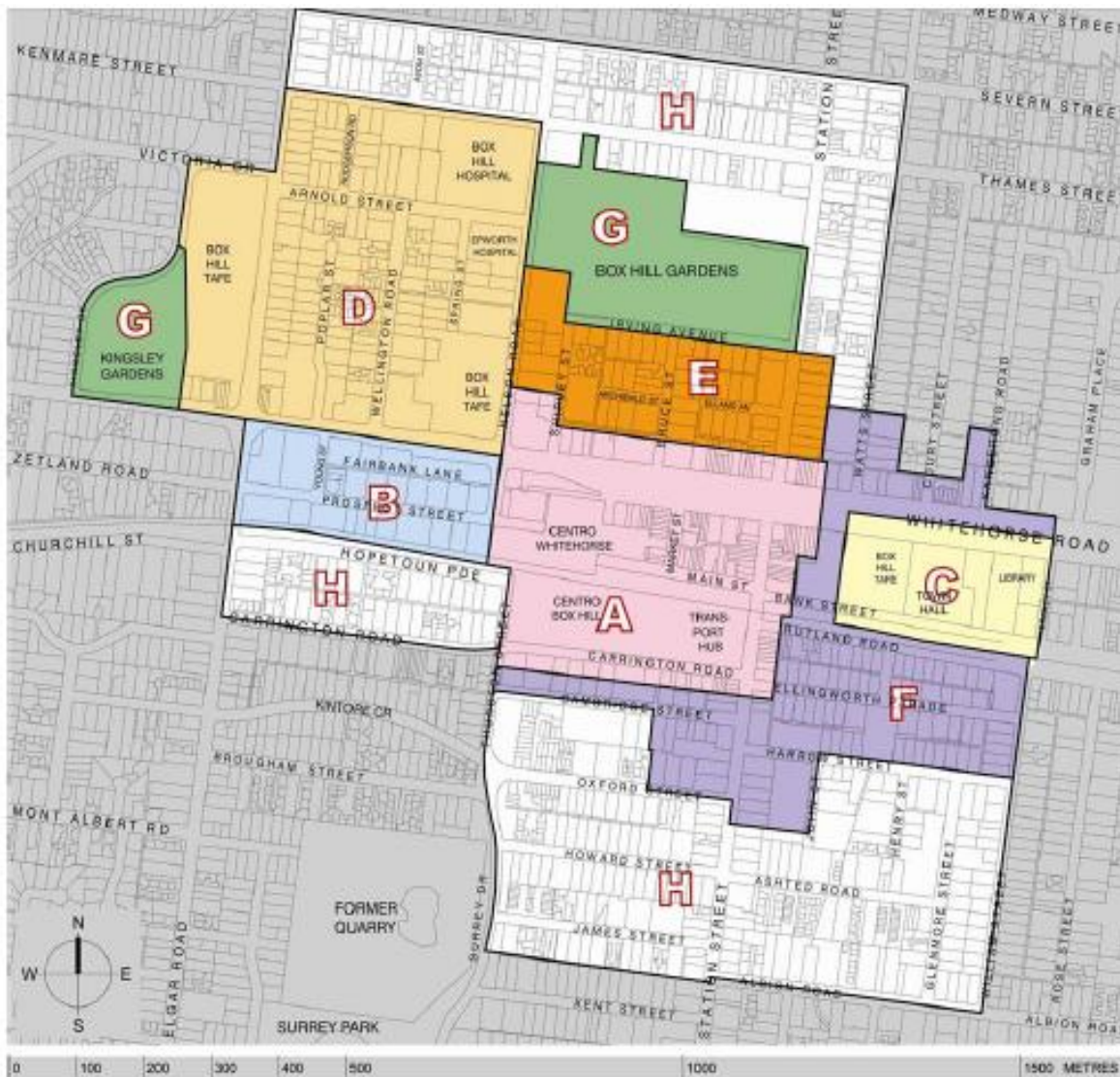


PO map extract



The 2007 Structure Plan

14. The development of Box Hill MAC is presently guided by the Box Hill Transit City Activity Centre Structure Plan, 2007 (the Structure Plan) which is a reference document to the Whitehorse Planning Scheme and forms the basis of Clause 22.07- *Box Hill Central Activities Area*. The Structure Plan and Clause 22.07 provides the vision for Box Hill and outlines key ambitions for its urban form growth and land use function.
15. The Structure Plan sets down the boundary of the Box Hill MAC which encompasses the key area of influence on the future and identity of Box Hill. Specifically, it includes the main commercial, office, retail and peripheral residential areas of Box Hill as well as the civic, hospital and education precincts. To assist in providing direction to future development which is in accordance with vision for the Centre, the MAC is divided into 8 Activity Precincts (overleaf) and 7 Built Form precincts (overleaf). Only select Precincts are provided with particular preferred built form recommendations, as follows:
 - Precinct B – Low-rise higher density residential development, with a preferred height limit of 3 storeys with reduced setback requirements.
 - Precinct C – Traditional Town Centre, where the existing built form character of 2-3 storeys is retained (discretionary).
 - Precinct D – Mixed use precinct with a 4 storey height limit (discretionary).
 - Precinct E – Town Hall precinct has a focus on heritage buildings and applications will be considered on a case by case basis.
16. Whilst the Structure Plan provides direction for the development and growth of the MAC, it provides limited built form guidance to assist in the appraisal or assessment of development outcomes (ie. typology and scale) within Precincts F and C (which are subsequently the focus of the draft Guidelines). Additionally, the Structure Plan has not specifically nominated preferred height for Precinct E, however it is clear there is intent for this precinct to retain lower scale form influenced by the heritage context of this precinct.
17. The Structure Plan (and Clause 22.07) set out the following principles to guide preferred Built Form outcomes.
 - *Creates transitional heights around the core of the Activity Centre to protect amenity in surrounding residential neighbourhoods;*
 - *Protects key open spaces from overshadowing;*
 - *Creates street-orientated development;*
 - *Provides for improved pedestrian access and circulation;*
 - *Integrates new development with heritage buildings;*
 - *Facilitates change in nominated areas while protecting areas of stability;*
 - *Designs appropriately for a high-density context;*
 - *Promotes sustainable building design and construction;*
 - *Promotes design excellence; and*
 - *Encourages development that contributes to Box Hill's sense of place.*



- A** Box Hill Transport & Retail Precinct: Retail sustained throughout the area complemented by entertainment, hospitality, commercial and other uses with extended hours of activity creating a central focus for Box Hill.
- B** Prospect Street Precinct: Consolidation as the primary office precinct in the activity centre.
- C** Civic & Eastern TAFE Precinct: Consolidation of cultural, community and educational facilities in the precinct.
- D** Hospital & Western TAFE Precinct: Growth and enhancement of educational and medical institutions and support for related businesses and services, plus high density residential (including student housing).
- E** Box Hill Gardens Precinct: Provision for significant high to medium density residential growth with small scale offices, limited retail and community services and retail to activate ground level street frontages.
- F** Southern & Eastern Precincts: Mix of office and retail uses responding to prominent Whitehorse Road and Station Street frontages, and mixed use (residential) as transition to purely residential precincts.
- G** Box Hill Gardens & Kingsley Gardens: Convenient access to high quality public open space and recreational opportunities within the activity centre.
- H** Residential Precincts: The areas' residential role and amenity protected but medium density residential development encouraged. (Most areas surrounding the study area are also residential.)



- A** Peripheral Residential Precincts: New development supporting higher densities but consistent with the areas' existing built form character.
- B** Low-rise Higher-density Residential Precincts: 3-storey height limit with reduced setback requirements enabling increased residential densities while maintaining a transitional building scale.
- C** Traditional Town Centre: The existing built form character and 2 to 3-storey scale of the precinct retained including listed heritage buildings as well as complementary buildings.
- D** Mid-rise Commercial and Mixed Use Precincts: 4 storey height limit supporting increased density, with no (or minimal) front and side setbacks to create active frontages onto streets.
- E** Town Hall Precinct: Civic buildings given visual emphasis and the significance of heritage buildings and related spaces protected. Heights to be determined on case-by-case basis and may vary across each site.
- F** Major Development Precinct: Taller buildings permitted, enabling increased density. Heights must not cause overshadowing of Key Open Spaces, Residential Precincts A or B or residential areas beyond the study area. Transitional heights to be provided at edges of the precinct to respect the scale of neighbouring precincts.
- Key Open Spaces:** Protect and enhance existing public and major private open spaces' character and provide an effective increase in useable open space through removal of encumbrances and design improvements.

The Structure Plan Built Form Precincts (Clause 22.07)



The Box Hill Built Form Guidelines

18. The draft Box Hill Built Form Guidelines do not seek to replace the Structure Plan, but have been prepared as a complement to the adopted document, and as such reinforce common themes in order to provide greater detail as relates to Council's urban form ambition for Precincts F and C. The draft Guidelines are underpinned by the vision and objectives of the Structure Plan and Clause 22.07 to develop parameters that support a new regime of transformative change in Precinct F and a more modest profile in Precinct C as per Precinct Diagram (refer Guidelines pg 28). The draft Guidelines were prepared through a confined process of fieldwork, desktop and site analysis and conceptual development broadly consistent with the PPN60: Height and Setback Controls for Activity Centres under the direction of Whitehorse Council Officers. The draft Guidelines nominate 9 sub-precincts across Precincts F and C as follows:

Sub- Precincts	Preferred Max Height	Street Wall
C/ F1 Traditional Town Centre	8 storeys	1-2 storey/ traditional street wall
F2 Station Street	12 – 15 storeys	5 storeys (north) /10 storeys (south)
F3 Rutland, Watts & Carrington Road	10 – 12 storeys	10 storeys
F4 Whitehorse Road & Prospect Street	20 storeys	5 storeys
F5 Whitehorse Road West	30 storeys	5 storeys ground level setbacks to Elgar Road
F6 TAFE & Hospital	15 storeys	n/a with ground level setbacks
F7 Garden Infill	12 storeys	10 storeys with ground level setbacks
F8 Box Hill Gardens	10 storeys	4 storeys
F9 Kingsley Gardens	8 storeys	n/a with ground level setbacks

19. It is noteworthy that the draft Guidelines identify parameters that are not absolute, but discretionary in order to form a baseline for assessment of applications. In many respects, the parameters set out a 'typical' model for site development on a locational basis, recognising that individual parcels can and may represent the objectives and responses in different ways. Furthermore, the draft Guidelines make reference to parameters other than 'height and street walls', including Heritage, Key views; Additional streets / laneways address, Amenity / access to daylight and Landscape. I note that these matters were influenced by the progressing draft of the Better Apartment Design Standards (BADs) which have subsequently been implemented as Clause 58 through Amendment VC136 (April 2017).



Proposed Amendment C175

20. Whitehorse Amendment C175 seeks to include the Built Form Guidelines into the Planning Scheme through a number of statutory measures. In relation to the draft Guidelines, the Amendment seeks to:

- Introduce a new DDO6 to provide guidance to the built form and development of land within the Activity Centre, specifically applying to land in Precincts B, C, D, E and F of the Structure Plan,
- Amend Clause 21.07 (Economic Development) to include reference to the Built Form Guidelines,
- Amend Clause 22.07 (Box Hill Metropolitan Activity Centre) to include reference to the Built Form Guidelines, and
- Rezone land to the north of Whitehorse Road, from RGZ to MUZ and RGZ to C1Z.

21. The draft Guidelines do not seek to alter the preferred outcome of the Structure Plan, rather, build on the established framework and provide clearer design directions for Precinct C and F where the greatest level of development can be expected in absence of clear direction on preferred height limits. I note that the new DDO6 introduces selected measures to Precincts B, D and E which are not specified in the draft Guidelines, rather emanate from the 2007 Structure Plan.

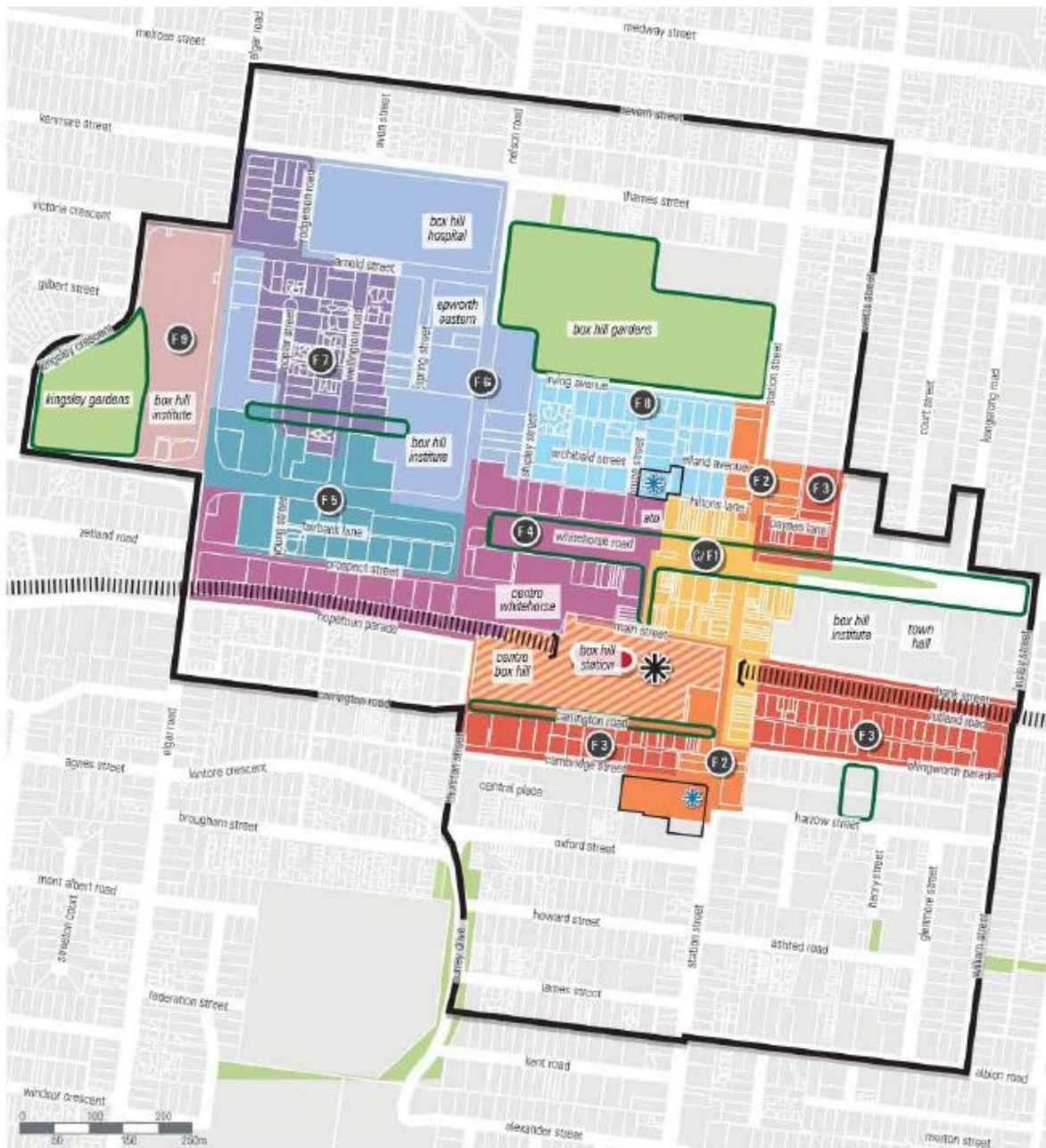
22. It is noted that in Section 9.1.5 of the Officer's report dated 15 May 2017 at page 110:

"As a result of the current planning controls and subsequent scale and intensity of development occurring in the Box Hill MAC, and in particular Built Form Precinct F, principles around the built form across the activity centre and between precincts and residential areas were identified as being required. As identified by the current zoning, in the commercial areas of the Box Hill MAC there are currently no mandatory height limits. This has had the desired effect of establishing the basis for development in the Box Hill MAC, but also identifies the need for further guidance on built form.

The draft Box Hill MAC Built Form Guidelines (the Guidelines) were prepared in response to the identified need to provide guidance and direction on the built form and qualities of future development and the public realm in key areas of the Box Hill MAC.

The Guidelines consider building outcomes such as setbacks and frontages, view lines, heights and relationship to the public realm and building qualities such as articulation, depth, separation, overshadowing, landscaping and pedestrian and vehicle access. The Guidelines address these outcomes and qualities for Built Form Precincts C and F of the Structure Plan in the form of sub-precincts C/F1-F9."

23. The new DDO6 represents a direct translation of much of Guideline content, including general objectives applicable to land within Structure Plan Precincts B, C, D, E and F. Consistent with the draft Guidelines, DDO6 identifies 9 sub-precincts within Precincts C and F addressing matters including subdivision pattern, street walls and preferred maximum heights, heritage key views, additional streets/ laneways address, amenity/ access to daylight and landscape. These are referred to in DDO6 Map 1 – Box Hill Transit City Built Form Precincts, reproduced at overleaf.



legend

structure plan study area		precinct F-3		precinct F-8		proposed development subject to separate design brief for built form and urban design
railway line		precinct F-4		precinct F-9		
railway station		precinct F-5		existing open space		
precinct C/ F-1		precinct F-6		key open space / link		
precinct F-2		precinct F-7		strategic development site		

DDO6 Sub-precinct boundaries



Urban Design Assessment

24. In reviewing Amendment C175 to the Whitehorse Planning Scheme, I have considered the key built form and design ambitions spelt out in the draft Guidelines and other documents, including the various design based issues raised in submissions received by Council following exhibition of the Amendment documentation. I note that a total of 206 submissions (117 submissions and 84 proformas) were received by Council. These included submissions from residents expressing concern in relation to the degree of anticipated change within the Study Area and submissions from land owners and prospective developers concerned about curtailing of development opportunity due to the nature of the proposed controls. Based on my review of this material the focus of my evidence on the form and content of the draft Guidelines (rather than its statutory translation), I believe that it is most appropriate to provide clarity in relation to the relevant design rationale for the recommended Guideline parameters. On this basis, I address the following matters;
- The Role of the Guidelines,
 - The Overarching City Form,
 - The Urban Design Principles,
 - The Sub Precincts and Built Form Parameters, and
 - Particular Precinct Measures.
25. While the draft Guidelines competently set out 'what' Council seeks to achieve in the Box Hill MAC's Precincts in terms of its transformative evolution and growth, the following commentary seeks to explain 'why' such performance based parameters are appropriate in the context of the Box Hill Metropolitan Activity Centre.

Role of the Guidelines

26. The draft Box Hill Metropolitan Activity Centre Built Form Guidelines have been prepared in order to address a critical gap in the existing regulatory regime for Box Hill to enable Council (and other decision makers) to properly appraise development applications at a time where there are considerable and evolving development pressures. The proposed Amendment C175 (and the draft Guidelines themselves) do not seek to cast an entirely new vision for the Centre, rather they simply seek to provide greater clarity in relation to the built form opportunities within areas that were previously unspecified in the adopted Structure Plan (2007) and Clause 22.07- Box Hill Central Activities Area in the Whitehorse Planning Scheme. While the built form guidance found in the Structure Plan in 2007 was generally limited to fringe areas, the degree of development pressure (including built and approved forms) within the previously unspecified Precinct F suggest that more detailed design guidance and direction is warranted. I make the following observations:
- Council has received, reviewed and approved numerous development applications within the broad Precinct F comprising the 'Major Development Precinct'. These have varied from significant tower forms of 30 storeys or more on Station Street and Whitehorse Road, to more modest infill buildings to the north of between 8 and 14 storeys. As Precinct F has evolved (and the approved tower forms have materialized), land owners have commonly sought progressively more intense forms with greater development scale, irrespective of the site location, street profile or



size. While not universal, some applicants have suggested that benchmarks established by the ATO (913 Whitehorse Road), SkyOne (845 Station Street) or 850 Whitehorse Road are broadly applicable across much of the Precinct F area. This 'one size fits all' approach is not in my view tenable.

- The draft Guidelines in this context do not seek to replace or supersede the approved 2007 Structure Plan, rather provide further detail in relation to the preferred urban form within the designated Precincts F and C. Indeed, consistent with State and Local policies, the draft Guidelines seek to give effect to the transformative development ambitions of the broader precinct, but with recognition of the nuance of different locational characteristics within the area. To this end, the relative location of sites to the central Whitehorse Road spine, recent approvals, street width and physical context each have a bearing on providing a more 'granular' appreciation of this rapidly evolving place.
- The draft Guidelines have not been prepared in association with any empirical capacity analysis or demonstration of the anticipated yield within Precincts F and C. The brief for preparation of the Guidelines and the approved methodology identified the need to examine the 'shape' of the City relative to approved and constructed forms through what may be referred to as a 'supply led' assessment – noting the very considerable physical extent of the study area and the transformative degree of change to be realised. The recommended urban form precincts and parameters were tested and appraised by Council officers with regard to the notable growth ambitions to the City.
- Importantly, the draft Guidelines have been advanced in a form that is ultimately performance-based with design parameters that are not absolute, but discretionary – consistent with the directions of PPN60: Height and Setback Controls for Activity Centres. This recognises that there are opportunities for variation across all precincts, subject to the kind of tangible net community benefits that can be realised through negotiation on atypical sites. The draft Guidelines are therefore an effective benchmark (presented on a precinct and not site basis) to enable an assessment of opportunity. They should not be interpreted as final fixed mandatory controls.
- This approach, and the stated ambition for particularly substantial new buildings within the Activity Centre and Precinct F demonstrates consistency with State Policy at Clause 15 and the key tenets of Plan Melbourne 2017-2050: Metropolitan Planning Strategy found at Clauses 9, 11.03 and 11.06 that seek to ensure Metropolitan Activity Centres are able to accommodate significant growth for a broad range of land uses. In my experience, the degree of transformative change being invited within the locality by Council is notable in a metropolitan context. Where many middle and outer suburban centres are seeking to invite rather confined areas of substantive change and more tempered surrounds, the Council's statement of intent- for buildings of between 8 (minimum) and 30 (discretionary maximum) is in my view generous.
- Consistent with new urban form controls applied to the Melbourne Central City (under Melbourne Amendment C270), it is in my view appropriate to ensure an 'urban management' approach to notable growth areas that has regard to the shape and form of the City and particular opportunities afforded in different locations, in contrast to a more arbitrary site by site application and assessment process. While I accept that there must be appropriate rigour in relation to recommended 'controls', the nature of the draft Guidelines are - as the title suggests, flexible parameters to be used as a basis for assessment. On this basis, I believe that there is a legitimate role for the draft Guidelines in Council's decision making framework.



Overarching City Form Rationale

27. It is also critical to review (at a 'macro' level) the overarching 'shape' of the City as an emerging urban form concept for Box Hill. While much attention is given in commentary and documentation to individual sites, there is in my opinion both logic and consistency in the expression of the Centre's 'Cityscape' within the draft Guidelines. While the 2007 Structure Plan's designation of Precinct F may well signal land with greater capacity, there are many relevant factors which shape such, with regards to the interplay between development forms, block and street patterns, topography and the principal urban and natural features of Box Hill. Where the Structure Plan provides rather rudimentary directions on the anticipated morphological pattern for the City (refer Part 4.8 and 5.2F for the Major Development Precinct), the draft Guidelines present a more nuanced approach. I note:

- The urban form proposition has been underpinned by what I consider to be a sound and informed analysis of the place, as set out in diagrams contained within the draft Guideline. Through fieldwork and desktop analysis and consultations with Council Officers, the process identified a suite of factors that influence future City form, including recent development construction and approvals, subdivision pattern (size and frontage width), street network and profile, land ownership, heritage buildings and traditional features and critical public realm and environment factors, such as view lines and topography. These are matters that would in my opinion be typically utilised in advancing a morphological proposition and one which represents an 'evolution' of the 2007 Structure Plan.
- As set out in the 2007 Structure Plan, Council's vision for Box Hill is not one of 'absolute consistency', rather one that is carefully shaped around the existing features and functions of different urban blocks that make up the Major Development precinct. In simple terms, the draft Guidelines offer a morphological proposition anchored in the concept of an urban form 'hierarchy' comprising more substantive scale to the Whitehorse Road spine (west) in transition down to the east towards the traditional Town Centre and to either side tapering with slope down to the residential or parkland fringes. The proposition is illustrated overleaf.
- There are good reasons to reappraise the overarching development pattern for Precinct F some 10 years after the adoption of the Structure Plan, with its rather broad-brush City form ambition. For example, it almost universally applies a 'podium and setback tower' response to sites within the Precinct, which may be well suited to large commercial parcels on the main road spine, but less apt in areas with a different (finer) subdivision patterns or where a transitioning of land use is occurring (ie. Poplar or Bruce Streets). This warrants consideration of other development formats (such as attached mid-rise infill) which may be more achievable on smaller individual lots in areas behind Whitehorse Road in identified areas of transition.
- As set out above, a clearer distinction is sought in the shape of Box Hill (and its skyline) along Whitehorse Road from the approved and constructed higher forms in the west leading down to the more modest traditional Town Centre to east, with a further transition along perpendicular streets with slope to north and south, framed by growing opportunity on commercial land along Station Street and around Box Hill Station clearly marking the urban approaches to the Activity Centre. This approach reinforces a greater sense of enclosure to Whitehorse Road west and greater 'openness' to the east, where the landscape median and prominent setback civic buildings invite a greater awareness of landscape and long-range views to the distant Dandenong Ranges.



- The definition of the 'Urban Form Proposition' and 5 defined 'Character Precincts' in the draft Guidelines is one of a number of possible ways that City form may evolve in Box Hill. While I accept that there may be other alternatives to contemplate, I consider the adopted format to be one that is responsive to the primacy of Whitehorse Road as the key defining spine in transition to the traditional Town Centre around Station Street. The identification of discrete 'Urban Regeneration' areas downhill and behind the spine are clearly representative of the recent wave of infill approvals in transition to the domestic or garden surrounds. A designated 'Urban Campus' precinct in recognition of the notable institutional presence to the north-east with particular requirements is also in my view warranted.

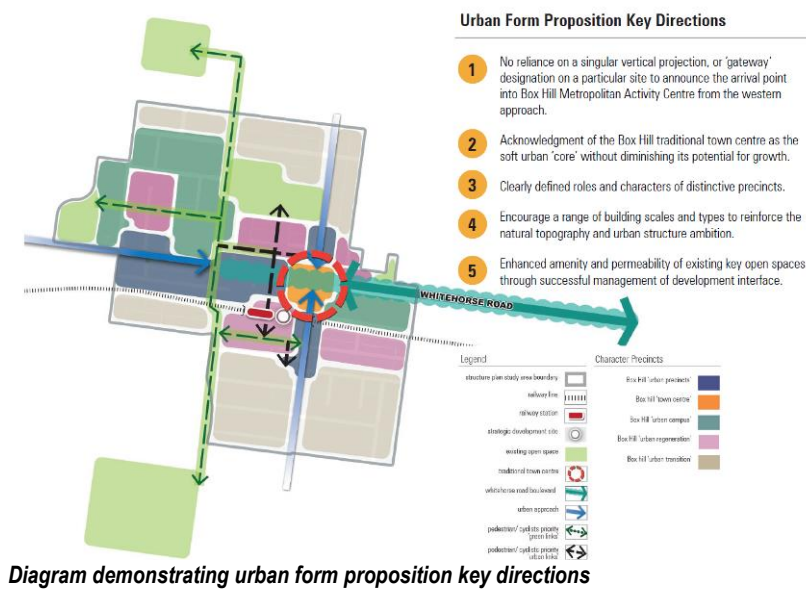


Diagram demonstrating urban form proposition key directions

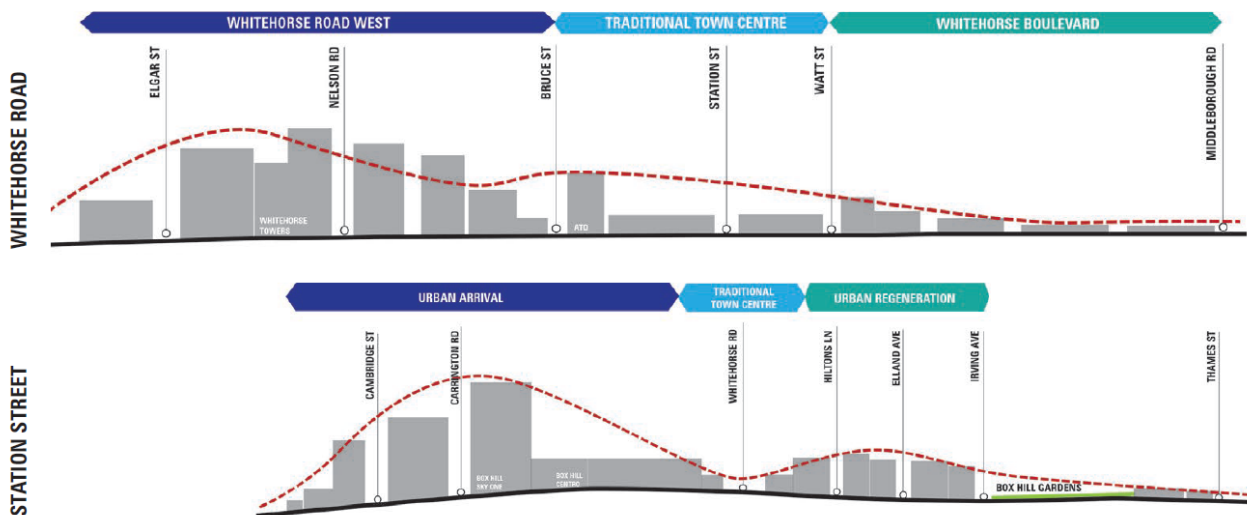


Diagram demonstrating urban form proposition



Urban Design Principles

28. The draft Guidelines generated for the Box Hill Metropolitan Activity Centre have their foundation in an overarching urban form proposition, but are applied precincts so as to local conditions. The following widely accepted principles were applied as a baseline:

- Street wall profile- it is common urban design practice to consider the relationship between a site's street width (as a horizontal measure) and its potential height (as a vertical measure), including a definition of either an overall height in the case of an infill building, or a podium behind which a tower form by may rise. Many urban precincts in Melbourne (and others internationally) support a street wall to building height proportion of 1:1. This is well acknowledged as supporting a positive 'pedestrian' experience at ground level, reinforcing a degree of consistency in the streetscape. This principle is recommended in Box Hill with a typical convention of a 1:1 ratio and a maximum ratio of 2:1 in particular Main Street conditions. This is not dissimilar to urban condition found within the Capital City Zone with 40m street walls (ie. Flinders Lane, Little Collins Street).
- Heritage- the location and condition of heritage assets and other traditional form within Town Centres is commonly a basis for a varied urban design response. The identification of individual or precinct-based heritage overlays and a traditional subdivision pattern indicates a need for greater sensitivity, without hampering substantial transformative change. In Box Hill, the traditional Town Core is well acknowledged in the early strategic documentation and forms the basis for a design response that retains the traditional street wall, with generously setback taller form.
- View Lines- The identified view lines or terminal vistas towards critical vantage points readily serve as a basis for urban form management. This is a well acknowledged feature within the City of Melbourne and a factor that has shaped development envelopes in both urban and natural contexts. In Box Hill, views along Whitehorse Road in particular towards the environmental assets of the central median and the more distant Dandenong ranges are important. Furthermore, visual connections to open space assets such as the Box Hill and Kingsley Gardens and other more discrete open spaces help to improve visual access and wayfinding within the centre.
- Shadow Impact- solar access to key public space is a critical measure in design assessment that has determined development opportunity across critical central city and metropolitan precincts. The realisation of appropriate solar access to public streetscapes and primary open spaces (including the Whitehorse Road median) are relevant matters in the context of the existing adopted controls applied to the Centre. While contemporary convention suggests that an Equinox test is reasonable, a winter Solstice measure has been applied for consistency.
- While not explicitly set out in the draft Guidelines, the suite of existing and approved developments within precincts has influenced opportunity. In this regard, the role of precedents such as the ATO (at 20 storeys), 850 Whitehorse Road (at 26-36 storeys) or the evolving profile of approvals in Bruce Street and Irving Avenue (from 4 storeys up to 9-10 storeys) is relevant. Acknowledging these projects assures that the opportunity within precincts is broadly consistent with recently approved or developed forms, while also moderating form where required.

29. Above all, these matters serve as a general basis for the proposed parameters across precincts. They are in my view measures that are widely acknowledged in other metropolitan precincts that have been subject to transformative change.

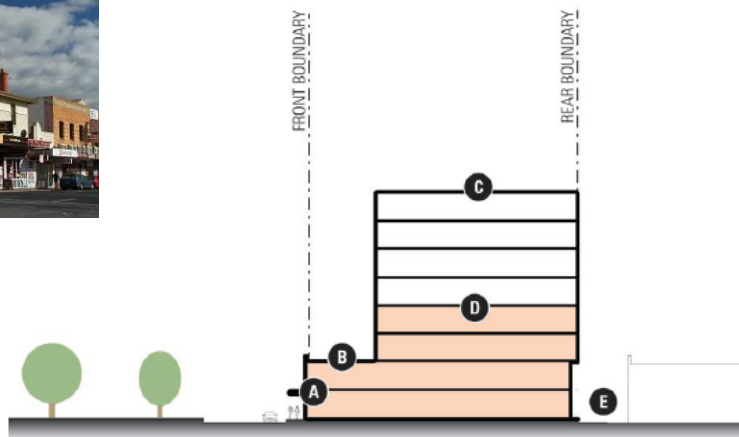


Sub Precincts & Built Form Parameters

30. Amendment C175 seeks to translate the principal built form parameters found in the draft Guidelines into the Whitehorse Planning Scheme. While these measures are effectively summarised in exhibited documentation, it is in my opinion appropriate to further elucidate the general basis for precinct boundaries and the recommended parameters therein. The following precinct summaries seek to provide such clarity;
31. Precinct C/F1 - Traditional Town Centre - is located at the heart of the Box Hill MAC at the junction of Whitehorse Road and Station Street where traditional shopfronts of 2-3 storeys address the main Whitehorse Road corridor and the connected Main and Market Street pedestrian spaces. This area is defined within the 2007 Structure Plan as Precinct C, however recent heritage studies have influenced its expansion to include other fine grained parcels on the north side of Whitehorse Road and land further south of the rail line on Station Street. For continuity, small parcels to either side of the streetscape (not affected by heritage controls) are also included in the precinct.



- A** traditional street wall
- B** 10m setback from front boundary
- C** preferred max. building height 8 storey
- D** 3 storey base definition
- E** 1.5m setback from laneway for vehicular access as required



Typical built form envelope for Sub Precinct C/F1 & representative existing development (heritage)

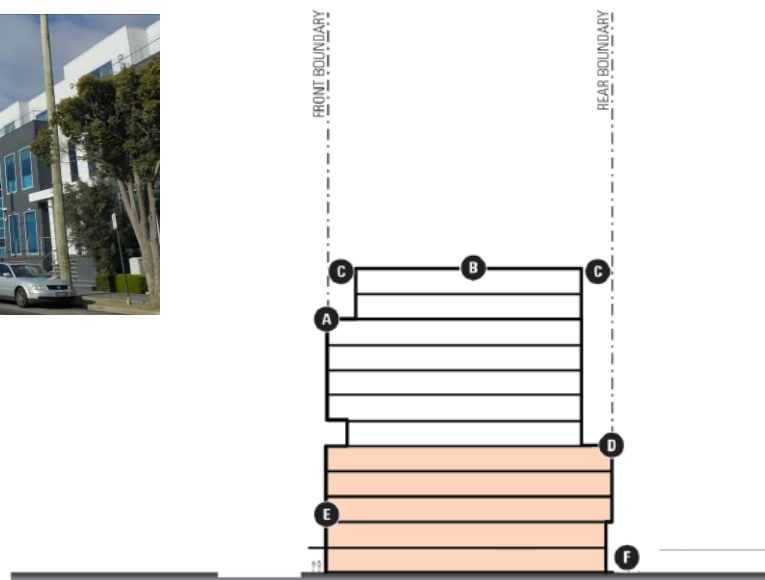
32. The principal guide for development opportunity in Precinct F1 has been shaped by the existing traditional buildings and heritage assets as advised by Council's heritage officer. I note that properties along Whitehorse Road are affected by recently implemented Heritage Overlay (HO224) via Amendment C157 (gazetted on 4 August 2016) as part of Council's implementation of the Whitehorse Heritage Review 2012. Individually significant heritage buildings also occur at 950-956 Whitehorse Road (remodelled Railway Hotel - HO92), 958-964 Whitehorse Road (HO93), 942-946 Whitehorse Road (former Colonial Gas Association building – HO91) and 953 Whitehorse Road (HO116). Heritage advice determined that a 10m setback behind a 2 storey (traditional) street wall is warranted in order to ensure continuity of the parapet along the Whitehorse Road, Station, Market and Main Street frontages with a recessive rising form behind (I note a 1:2 visibility ratio between the heritage and setback façade was recommended). While I accept that a suite of taller buildings occupy the periphery, the fine-grained nature of subdivision and the important pedestrian qualities of the Whitehorse Road junction, and Station, Market and Main Streets indicate that a more modest response is required. Given the typical lot depths of between 40 to 45m in this area, there is an adequate basis for a rising form to 8 storeys as a notable shift in development form. I believe these measures as discretionary controls are appropriate.



33. Precinct F2: Station Street - is located to either side of Station Street on approach to the traditional Town Centre from north and south. Topography falls to either side of Whitehorse Road and moderately sized parcels have the capacity to reinforce the established pattern of medium rise attached infill forms on approach to the Whitehorse Road spine. This precinct includes Box Hill Station/ Bus Interchange and Box Hill Central South, noted as a Strategic Development Site together with the Cambridge Street car park. At the time of preparing the draft Guidelines, the ownership boundaries of the Box Hill Central parcel were not precisely known – and as such its title and extent may require adjustment.



- A** 10 storey street wall to street frontage
- B** preferred max. building height 12 - 15 storey
- C** 5m setback above street wall
- D** 5 storey street wall to rear
- E** 5 storey base definition
- F** 1.5m setback from laneway for vehicular access as required



Typical built form envelope for Sub Precinct F2 & representative existing development

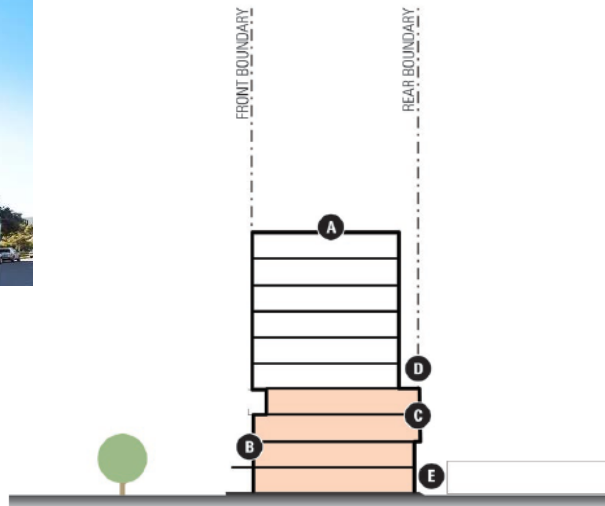
34. The principal guide for development opportunity within this precinct is the street wall condition and the relationship between the 20m wide Station Street cross-section on approach to the crest the Box Hill Station. Consistent with other approvals (and constructed development at 712-714 Station Street (10 storey) and 710 Station Street (10 storey with 5 storey street wall), the definition of a 10 storey street wall realises a ratio no greater than 2:1, with the opportunity for greater height above of 12 storeys (or up to 15 storeys with land size greater than 1500m²). The northern portion of Station Street within this precinct already has an established pattern of a 5m setback above a 5 storey street wall (to 10 storeys) and this condition should in my opinion be reinforced for the remaining parcels fronting Station Street north. This condition varies the south of Whitehorse Road, where a 10 storey profile is more compatible with the approach to the visible anchor of Box Hill Central and Box Hill Station. While this precinct includes land accommodating the approved Sky One development (at 545 Station Street) to 35 storeys, further substantive tower or landmark forms are not in my view appropriate in this location. However, a site-specific (and preferred plot ratio) approach is suggested for the substantive Box Hill Central South site. This can in my view be warranted as an alternative to an oversimplified extrusion of 15 storey envelope across the entirety of the land. I have little doubt that the opportunities afforded to the Station Street precinct are considerable and representative of a transformative development approach.



35. Precinct F3: Rutland Road, Watts Street and Carrington Road- is located around the fringe of Precincts F1 and F2, representing 3 distinguishable areas in transition away from the Town Centre core towards land in Structure Plan Precincts B and D (refer 2007 Structure Plan – not in the draft Guidelines). This precinct includes urban blocks that comprise parcels of a medium-sized addressing typically narrow local streets.



- A** preferred max. building height 10 - 12 storey
- B** 4 storey base definition to the street frontage
- C** 4 storey street wall to the rear
- D** 5m setback above street wall to the rear
- E** 1.5m setback from laneway for vehicular access as required



Typical built form envelope for Sub Precinct F3 & representative existing development

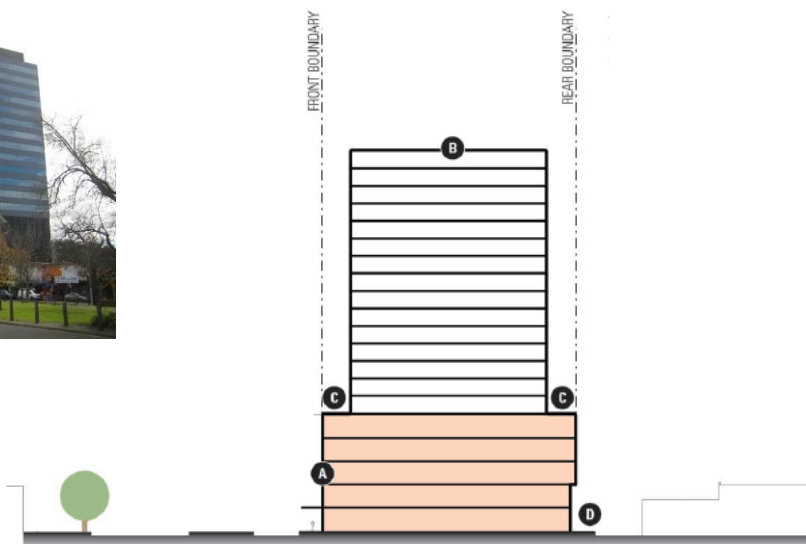
36. The principal guide for development within these 3 precincts is the local street wall condition and successful interfacing with forms outside Precinct F to the south and east. The nominated maximum building height of 10 storeys is suggested with capacity for taller form of up to 12 or more storeys on larger sites (greater than 1,500m²). This model is broadly consistent with recent approvals, noting the inclusion of a 4 storey 'base' and setbacks of 5m to laneway or rear boundaries. Given the subdivision configuration, it is likely that redevelopment of these areas will be in the form of attached building stock, however any such form above 10 storeys should be setback at least 5m to enable suitable separation between form.
37. Precinct F4: Whitehorse Road and Prospect Street – is located within the heart of the urban core, including properties on either side of Whitehorse east of Nelson Road with abuttal to the Town Centre and land on the south side of Prospect Street extending to Elgar Road. While generally comprising larger lots within the core commercial area, the Whitehorse Road properties serve as something of an urban transition between the taller tower stock to the west leading down to the Town Centre junction to the east. Other large parcels on the south side of Prospect Street and those abutting Elgar Road to the west also transition to land to the south of the railway to Hopetoun Parade and to the Zetland Road precinct to the west. This precinct also includes the existing form of the ATO building to 20 storeys on Whitehorse Road at Bruce Street.
38. The principal guide for development form within this important precinct is the precedent set by the existing ATO building at 20 storeys at the eastern extent of the area at the junction of Whitehorse Road and Bruce Street (913 Whitehorse Road). This benchmark represents a considerable shift in urban form along Whitehorse Road, which may in my opinion be emulated in part to the west in a distinguishable podium and tower arrangement. This is an apt response where relatively



unconstrained larger lots occur; however, it is not a format achievable (or acceptable) within the Traditional Town Centre precinct to the east along either Whitehorse Road or Station Street. The profile of development on the south side of Prospect Street also realises a transition away from taller existing form on Whitehorse Road west and must (consistent with the 2007 Structure Plan) have regard to equinox overshadowing impacts on land to the south side of the railway line along Hopetoun Parade. To this end (based on 3d model shadow testing) development should be setback at an angle of 30% above 15 storeys. An important factor in the shaping of new podium and tower development within Precinct F4 is the 5 storey podium, ensuring a 1:1 ratio within Prospect Street and realising a more pedestrian friendly address to the Whitehorse Road frontage – rather than a sheer rising form to 20 storeys. Given the adoption of the podium and tower format, a 5m setback side and rear setback is proposed above the podium to ensure development equity and suitable spatial separation (and solar access) between towers. As a first front of substantive podium and tower form, framing high building stock to the west, I am satisfied that these general arrangements represent an appropriate outcome.



- A** 5 storey podium
- B** preferred max. building height 20 storey
- C** 5m setback above podium
- D** 1.5m setback from laneway for vehicular access as required



Typical built form envelope for Sub Precinct F4 & representative existing development

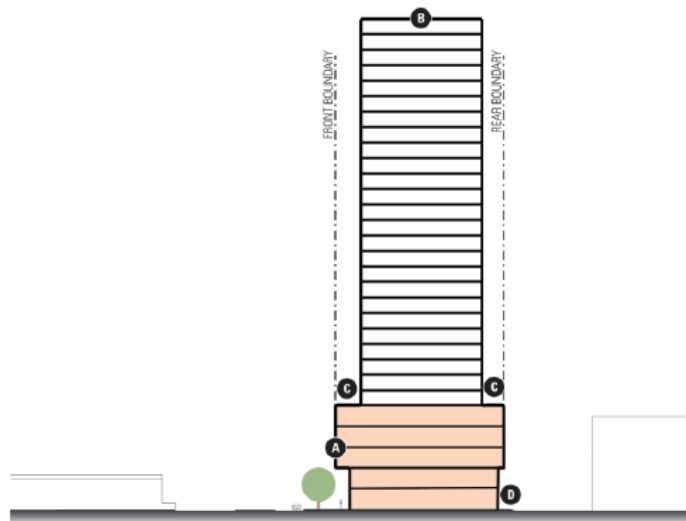
39. Precinct F5: Whitehorse Road West - is located at the western extent of the Activity Centre, including properties to either side of Whitehorse Road east of Elgar Road and parcels on the northern side of Prospect Street. The land includes parcels of a larger lot format in an area already accommodating for the most substantial podium and tower form, notably the 26-36 storey buildings constructed at 850 Whitehorse Road. Given the central location of the precinct and the relatively unconstrained interface context, this area can accommodate the most substantial degree of change. I note that the precinct is largely confined to lots that front Whitehorse, however it excludes the large corner parcel accommodating the Box Hill Institute at Nelson Road which forms part of the larger TAFE and Hospital designation leading downhill towards the north. Given precinct boundaries follow property alignments, it is in my opinion appropriate to maintain such a distinction when the parcel is completely within Institutional ownership, however I accept that the land fronting Whitehorse Road (forming part of the Institute) could well be assessed differently at an application stage in light of the immediately abutting conditions.



40. The principal guide for development form within this important precinct is the precedent set by the now constructed development at 850 Whitehorse Road, which presents a distinctive pair of podium and tower buildings between 26 to 36 storeys. Given the topographical condition of the land and its role at the western gateway to the Centre, a scale setting of 30 storeys is identified. This is commensurate with local approvals and supportable in the context of other podium and tower opportunities in the main Whitehorse Road corridor. The adoption of a podium and tower typology, with a clear 5 storey street wall and upper level setbacks is important given the narrower portion of Whitehorse Road, ensuring a more comfortable pedestrian realm at 1:1 ratio in the confined Prospect Street corridor. Upper-level setbacks behind the street wall are set at a minimum 5m, to be consistent with the spatial separation and development equity matters identified in other precincts. As the building form rises above 20 storeys, additional upper-level separation is in my view appropriate with respect to the necessary internal and external amenity outcomes. Upper-level separation between skyline forms of this kind is also in my view important this relation to solar access and openness more broadly within the Whitehorse Road corridor. This is a preferred Whitehorse Road outcome when compared to the potential for a continuous attached towers forms and a commonly applied approach in other City fringe growth precincts such as Docklands and Southbank. As the most substantial growth cell within Precinct F, I am satisfied that the settings identified are more than generous.



- A** 5 storey podium
- B** preferred max. building height 30 storey
- C** 5m setback above podium
- D** 1.5m setback from laneway for vehicular access as required



Typical built form envelope for Sub Precinct F5 & representative approved (under construction) development

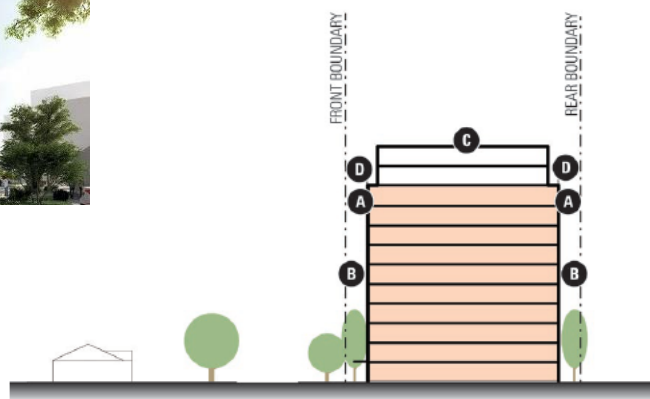
41. Precinct F6- TAFE and Hospital- includes the suite of notable institutional functions occurring on and behind the Whitehorse Road spine to either side of Nelson Road leading northward towards Thames Street as well as land forming part of the Box Hill Institute on Elgar Road. This precinct is notable for its particularly large lots, some of which encompass entire street blocks and the coexistence of compatible education, training and research functions within a concentrated area. This precinct includes an eastern interface with the Box Hill Gardens and adjoins a discreet area of small parcels within a Residential Zone on Wellington Road and Poplar Street to the west. It is a well defined area of important community services and facilities, and of continuing investment in public infrastructure. While change is anticipated in this location, it is likely to be more modest than that found in other areas where wholesale transformation is expected. The extent and boundary of this precinct is as much defined by its function as well as its larger lot parcel arrangement.



42. The principal guide for evolution of institutional forms within Precinct F is the pattern and form of other institutional projects in Metropolitan Melbourne, noting the consolidation of services realised within the precinct over last decade and the nature of growth in similar Institutional clusters at Deakin (Burwood), Swinburne (Hawthorn) or Victoria (Sunshine Footscray) Universities. Site coverage and height have typically been determined as important factors in the design of campus settings of this kind. To this end, I note that the Box Hill Hospital form rises to around 10 storeys, the Epworth Hospital exhibits a site coverage of around 55% and the Box Hill TAFE has site coverage of approximately 45%. On this basis, and given the support for a 'campus' setting for the collection of Institutional functions, a recommended site coverage of around 60% is appropriate, coupled with a height parameter of around 15 storeys. This represents a suitable transition from the higher Whitehorse Road profile and a shift from a highly urban 'confined' urban condition into a more generous 'campus' context interconnected to the Box Hill Gardens surrounds with good pedestrian access and landscape setbacks. Given the particularly substantial nature of some such sites, i.e. the Box Hill Hospital and Institute, a plot ratio approach may again be effective. While I accept that some Institutional functions may seek to occupy traditional podium and tower buildings, I believe that the development pattern of this precinct needs to be firmly grounded in the notion of the 'landscaped campus' and as such, street setback and site coverage parameters as indicated are appropriate. These will not in my opinion substantially hamper substantive redevelopment of this precinct.
43. Precinct F7: Garden Infill- including smaller lots and villa unit parcels to either side of Poplar, Wellington and Arnold Street and Rogerson Road on sloping land influenced by the context of Institutional forms and the nearby Whitehorse Road corridor to the south. This precinct has in the past been constrained by its somewhat restrictive residential zone regime and small lot configuration, however evidence of recent approvals of up to 16 storeys at 5-9 Wellington Road and 14 storeys at 16-22 Wellington Road indicates that development opportunity is now well advanced. These approvals have been granted on the basis of substantial lot amalgamation, advanced architectural design and notable public space contributions such as new laneway links, parklets and communal services. The extent of this precinct in transition to the north away from Whitehorse Road, the narrow confines of north-south aligned streets within it and development equity are each important local factors that influence the capacity of this precinct.



- A** 10 storey street wall
- B** 5m setback from the street frontage and rear boundary
- C** preferred max. building height 12 storey
- D** 3m setback above street wall



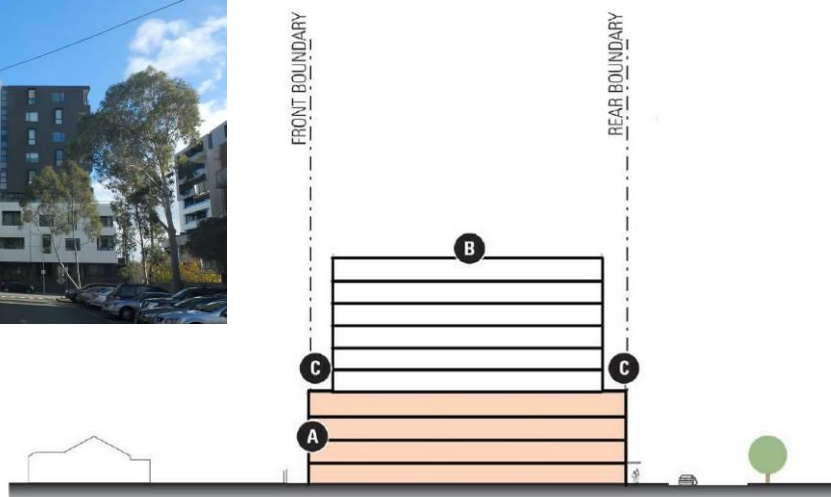
Typical built form envelope for Sub Precinct F7 & representative approved development



44. The principal guide to development opportunity within Precinct 7 is individual lots size and street width, given the relatively moderate grain of residential parcels that line the narrow north-south aligned Wellington and Poplar Streets. Given the width of these streets, a profile to 10 storeys (realising a 1:1 ratio) with a further 2 storey setback cap to 12 storeys represents an appropriate transition from the Whitehorse Road profile to the south. Importantly, the size and alignment of lots demands an 'attached infill' development response (as opposed to a separated upper level form above a podium). To this end, the attached 10 storey envelope can be sheer in presentation, however a ground level setback of 5m from the front and rear boundary is recommended to reinforce the domestic 'garden' character of the precinct. This garden setback is in my opinion appropriate to moderate the presence of the sheer 10 storey frontage and support a more attractive street edge along the linear north south pedestrian links leading to Whitehorse Road. This may also be reinforced through a recommended 80% site coverage. This regulatory approach (albeit discretionary as evident in the previously approved developments in these streetscapes) is in my view entirely appropriate for this now rapidly evolving area, where a different format of development (distinctive from the major podium and tower typology to the south) can be realised.
45. Precinct F8: Box Hill Gardens – includes further small to medium-sized lots on sloping land leading from Whitehorse Road down to the southern fringe of the Box Hill Gardens, incorporating Irving and Elland Avenues as well as Shipley, Bruce and Archibald Streets. Like Precinct F7, this is an area undergoing rapid transformation from conventional residential and villa unit lots into more substantive attached and separated infill. A suite of approved and constructed developments between 4 and 10 storeys on single allotments had been realised in this precinct, typically incorporating a 4 storey street wall with marginal setbacks above to rising form to enable development equity or internal amenity requirements. This precinct is notable for its laneway pattern, which has influenced the format of recent approvals regarding vehicle access, podium shape and upper level relationships. These are defining features of this locality which contrast with those found in Precinct F7 to the west. Furthermore, Precinct F8 serves (in part to the east of properties fronting Bruce Street) as a backdrop to the Traditional Town Centre to the south on Whitehorse Road, and as such requires view sensitivity.



- A** 4 storey podium
- B** preferred max. building height 10 storey
- C** 3m setback above podium



Typical built form envelope for Sub Precinct F8 & representative existing development



46. The principal guide to development opportunity in this precinct are the precedents modelled on numerous recent approvals and constructed developments over a period of the last 5 years. Developments in this precinct have generally been influenced by the narrow street profile, the occurrence of rear and sometime side laneways between parcels and the critical interface with the frontage to Box Hill Gardens to the north – recognising the need not to overwhelm the or dominate views south from the open profile of the traditional Garden interior. In order to respond to these conditions, a preferred maximum height of 10 storeys is identified, with a clear 4 storey street wall and a frontage setback of 3m to rising form behind and up to 5m to the side and rear to enable adequate development equity on adjoining parcels. While this precinct could conceivably support an 'attached' format as found in Precinct 7, the existing development pattern is framed around laneway linkages with an established pattern of separation between forms at the upper-level. This is in my view supportable in the context of views from the open profile of the Box Hill Gardens to the north, and the increased sensitivity of part the precinct positioned directly behind land within the traditional town centre (Precinct F1). In this instance, there is no requirements for a front garden setback to achieve any kind of domestic or garden response and a site coverage of 100% at ground level is preferred. I consider this to be an apt response given the particular locational characteristics of this precinct.
47. Precinct F9: Kingsley Gardens – including allotments at the western edge of the Activity Centre, with direct interface to residential neighbourhood to the north and west (GRZ) and the Kingsley Gardens (west). While this land is largely occupied by the Box Hill Institute, sensitivities remain in relation to the precinct's interface the existing valued open space to the west and adjoining residential areas, including those residential properties on the southern side of Whitehorse Road. The draft Guidelines reinforce the role of Elgar Road is as the critical threshold within the Activity Centre, with greater scale preferred within the heart of the Centre to the east in transition to the west (at the fringe) where the land directly abuts more sensitive residential and open space areas. In this regard, a more modest transitional response is warranted in this location.
48. The principal guide to development opportunity of this land is its locational and topographical condition addressing the corner of Whitehorse and Elgar Roads at the threshold of the Activity Centre. This rather discreet precinct likely deserves a site-specific design response in keeping with a plot ratio or like approach; however, as a baseline the definition of a preferred 8 storey form set behind frontage landscape of 8m to frontages is in my opinion appropriate. In part, these parameters emanate from a recognition of the necessary transition on approach to the Centre from Whitehorse Road west (of the Kingsley Gardens), where land in the RGZ2 may realise (and is presently accommodating approvals for) 4-6 storeys. Furthermore, taller development within this precinct fronting Whitehorse Road can cast shade across Residential properties on the south side of the street (to RGZ2 to the front and NRZ5 behind) – indicating that continuing the taller podium-tower response (from F5 to the east) is untenable. As a particularly large parcel, the Box Hill Institute can in my view support the site coverage of around 60% that reinforces the strong 'campus' style of development envisaged also for Precinct F6. While this precinct could well be amalgamated with some parameters found in precinct F6, the notable transition away from Elgar Road represents a necessary gesture which reinforces the critical mass of the Activity Centre form towards the Whitehorse Road (Precinct F5) address.



Particular Measures

49. Further to the above 'rationale' for the draft Guidelines, I have inspected key submissions to the exhibited Amendment, which refer to both the draft Guidelines and the proposed DDO6 control. While I will not comment on statutory translation matters, there are a series of common urban design themes found in Submissions which I address below:

- **Precinct Boundaries:** A number of submitters raise concerns about the extent of particular precincts, including parcels beyond the Precinct F and C review. I accept that there may be instances where boundaries may be adjusted marginally, as they have been drawn simply along property lines. In instances where approvals (granted since completion of the draft Guidelines) have achieved greater outcomes, there may be merit in variation. This may also apply to particularly large or amalgamated parcels that extend across different street conditions and contexts.
- **Preferred Parameters:** Many submitters support the introduction of discretionary measures rather than prescriptive controls. While I have indicated that the prospect of achieving additional height or form may be subject to a measurement of tangible public benefits, there have been regular calls for a clearer indication of the test that would enable such. I have no hesitation in supporting a list of relevant and tangible public benefits to assist in this regard.
- **BADS Consistency:** The draft Guidelines refer to the draft Better Apartment Design Standards as they were in 2016 at the time of exhibition. Given the introduction of VC136, it is appropriate to review the draft Guidelines against the final BADS with respect to amenity measures (ie General Guidelines for Building Depth: Table 1) to avoid duplication. I note that the specification of Building Separation (refer Table 2) remain relevant in the Box Hill context given that the gazetted version of the BADS are in my opinion ambiguous in relation to building setbacks.
- **Overshadowing Tests:** A number of submissions have raised concerns in relation to the new overshadowing measures identified in the draft Guidelines over and above those identified in Clause 22.07, which specify that 'Heights must not cause overshadowing of Key Open Spaces, Residential Precincts A or B or residential areas beyond the study area (with the Structure Plan specifying between 11am and 2pm on 22 June, beyond what would result from an 11m building over the full extent of the site). I note that the adjusted tests are relaxed in part to apply the solstice to key open spaces and plazas only, with the more conventional equinox measure applicable residential interfaces. I consider this approach to be appropriate in the context of the increased capacity of the Centre.
- **Strategic Site Designation:** Some submitters sought for particular sites to be included as Strategic Development Sites (SDS) on the basis of size and location. On review, I believe that the designation of the principal Box Hill Central South site is the single parcel enjoying such definition. I note that clarification of land ownership and nomenclature of such land is appropriate. I believe that the adoption of a site-specific plot ratio approach to such land is consistent with the adopted position employed in Melbourne City in relation to Amendment C270.
- **Measurement of Heights:** The measurement of building heights has been raised in submissions relating to the use of the term 'storeys' versus the measurement of height in metres. While this is principally a statutory translation matter, the draft Guidelines (as set out on pg 29 Summary Built Form Controls) identifies the typical formula, including a retail/commercial level at 4.5m and a residential level at 3m – which is widely acknowledged as an appropriate measure.



Conclusion

50. As documented in this statement, I have reviewed the exhibited and Council adopted version of Whitehorse Planning Scheme Amendment C175 and associated background documents, including submissions received following the exhibition period. While I will not comment on matters of statutory translation, I consider the basis and rationale for the draft Guidelines that has led to the Amendment to be appropriate. While I accept that there are numerous ways to implement that important measures identified for Precincts F and C within the Structure Plan study area, the draft Guideline settings are in my opinion strongly reinforce a 'place based design' approach. Furthermore, they are adequately ambitious in terms of reinforcing the transformative growth of Box Hill as a Metropolitan Activity Centre and therefore consistent with State and Local Policy ambitions for urban change. Importantly, the Amendment does not seek to reinforce the pattern of somewhat ad hoc applications, approval and growth, but provides a carefully managed or 'curated' urban form outcome that has regard firstly, to the overall shape of the City and secondly, the particular spatial characteristics of local areas. Most importantly, the parameters identified in the draft Guidelines (and those controls that are therefore found in the proposed Amendment) are not absolute, but discretionary. This provides the basis for applicants and the Council to negotiate for development outcomes beyond the scale, setback and building design matters identified in the draft Guidelines, with a view to achieving tangible site or strategic design benefits. On this basis, I consider the draft Guidelines to be a worthy body of work in support of a locally specific suite of design directions – however it may be translated in the Planning Scheme.
51. I note that this statement has been prepared in accordance with Planning Panels Victoria Guideline No. 1 - Expert Evidence and I have made all the inquiries that I believe are desirable and appropriate and that no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.

craig czarny

MLArch BTRP AAILA RLA FPIA
director
hansen partnership pty ltd:
13th July 2016

The image features an abstract geometric composition of overlapping lines in various shades of gray. A prominent, thick, dark gray line runs diagonally from the upper right towards the lower left. Several thinner, lighter gray lines intersect this and each other, creating a series of overlapping triangles and quadrilaterals. The lines vary in thickness and orientation, creating a sense of depth and movement. The overall effect is minimalist and architectural.

appendix a

craig czarny: curriculum vitae

Craig Czarny: BTRP MLArch AILA RLA

qualifications

Master of Landscape Architecture,
University of Melbourne 1991.
Bachelor of Town & Regional Planning,
University of Melbourne 1986.

position:

Director, Urban Designer & Landscape Architect
Hansen Pty Ltd, Melbourne

professional affiliations:

Associate, Institute of Landscape Architects, AILA
Fellow, Planning Institute of Australia, FPIA
Registered Landscape Architect, RLA

awards:

Melbourne University, Postgraduate Scholarship 1990
RAPI Award for Planning Excellence (NSW) 1996
PIA Project Awards & Commendations (VIC) 03/4/5/6
Victoria Medal for Landscape Architecture 2008

special competence:

Master planning, Design Development &
Documentation of Public Domain projects.
Townscape and Streetscape Design Assessment.
Urban Design & Landscape Project Management.
Urban Design Education and Training.

Craig Czarny is a Director of Hansen and an Urban Designer and Landscape Architect with over 28 years' experience in local and international practice. He has worked on a variety of urban planning and design projects, from broad urban character analysis to local area site planning, design and documentation. He has also served as a sessional lecturer in urban design and landscape planning at the University of Melbourne.

professional experience

2002- present:
Hansen Partnership Pty Ltd
Sydney & Melbourne, Australia.
Director: Urban Designer/ Landscape Architect

1995-2002:
Context Conybeare Morrison Pty Ltd
Sydney & Melbourne, Australia.
Ass Director: Urban Designer/ Landscape Architect

1993-1995:
James Cunning Young & Partners,
Glasgow & Edinburgh, Scotland.
Senior Urban Designer/ Landscape Architect

1988-1993:
Wilson Sayer Core,
Melbourne, Australia
Urban Designer & Planner.

1989:
Design Workshop,
Colorado, USA
Urban Design/ Landscape Intern

PROJECT EXPERIENCE:

CRAIG CZARNY:

site redevelopment projects

Mordialloc Built Form Review
Bonbeach TAFE Site Redevelopment Framework
Queenscliff High School Site Development Study
Knox Strategic Sites: Urban Design Review
ADI Development Footscray & Maribymong,
Cape Cabarita Residential Development
Essendon Airport Redevelopment Study
Dandenong Treatment Plant Site development
Marolt Ranch Community Village Project
Horsham Tech Park: Urban Design Guidelines
Victoria Park Housing Urban Design Masterplan

retail & commercial town centre design

Rosebud Activity Centre Structure Plan
Moonee Valley Activity Centres Structure Plans
Geelong Western Wedge: Design Framework
Knox Central Urban Design Framework
Forrest Hill Retail Centre Planning & Design.
Sydenham Town Centre Urban Design Plan.
Ringwood Town Centre Design Masterplan
Melton Regional Centre.
Oakleigh Urban Design Framework.
Carrum Urban Design Framework.

townscape & streetscape projects

Ocean Beach Road, Sorrento
Saigon Riverfront Masterplan, Vietnam
Mersey Bluff Masterplan, Devonport
Hastings Urban Design Framework
Victoria St, Richmond Framework Plan
Bayside Height Control/ Urban Design Study
Punt Road Hoddle Street Urban Design Vision
CBD Lanes Built Form Review.
Manly Corso Streetscape Masterplan.
St Kilda Foreshore Urban Design Study.
Tunstall Square, Doncaster.
Glasgow's Townhead Improvements.
Ballarat Streetscape Study.
Paddington Townscape Study.
Liverpool Street Spanish Quarter.
Petersham Streetscape Study.
Queenscliffe Urban Character Study.
Orchard Road Streetscape Upgrade, Singapore.
Point Lonsdale Urban Design Framework

community planning & design

Viengxay Town Masterplan, Viengxay, Laos
RedCliffs Residential Development Plan
Jackass Flat New Development Area
Riverwood Housing Improvement Masterplan.
MacQuarie Fields Improvement Masterplan.
Ferguslie Park Common.
Sydney Olympics 'Look of the Games'.
Niddrie Mains Urban Design & Housing Project.

urban/landscape design documentation

Wollongong Foreshore Plaza
Western Sydney Park Masterplan/ Entries.
Rouse Hill Regional Park.
Bass Hill Plaza Memorial Parkland.

An abstract graphic consisting of several overlapping lines in various shades of gray. A thick, dark gray line runs horizontally across the middle of the page. A thin, light gray line runs diagonally from the top left towards the bottom right. Another thin, light gray line runs diagonally from the top right towards the bottom left. A vertical line, also in a medium gray shade, runs down the right side of the page. The lines intersect to form various geometric shapes and patterns.

appendix b
relevant state & local policies

Relevant State and Local Polices include:

Clause 09: Plan Melbourne

- *Where relevant, planning and responsible authorities must consider and apply the strategy Plan Melbourne 2017-2050: Metropolitan Planning Strategy (Department of Environment, Land Water and Planning, 2017).*

Clause 11.03: Activity Centres

- *To build up activity centres as a focus for high-quality development, activity and living for the whole community by developing a network of activity centres.*
- *To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres which provide a variety of land uses and are highly accessible to the community.*

Clause 11.06: Metropolitan Melbourne

- *To create a city structure that drives productivity, attracts investment, supports innovation and creates jobs.*
- *To provide housing choice close to jobs and services.*
- *To provide an integrated transport system connecting people to jobs and services, and goods to market.*
- *To create a distinctive and liveable city with quality design and amenity.*
- *To create a city of inclusive, vibrant and healthy neighbourhoods that promote strong communities, healthy lifestyles and good access to local services and jobs.*

Clause 15.01: Urban Environment

- *To create urban environments that are safe, functional and provide good quality environments with a sense of place and cultural identity.*
- *To achieve architectural and urban design outcomes that contribute positively to local urban character and enhance the public realm while minimising detrimental impact on neighbouring properties.*
- *To improve community safety and encourage neighbourhood design that makes people feel safe.*
- *To recognise and protect cultural identity, neighbourhood character and sense of place.*

Clause 15.03: Heritage

- *To ensure the conservation of places of heritage significance.*

Clause 16.01: Residential Development

- *To promote a housing market that meets community needs.*
- *To locate new housing in or close to activity centres and in urban renewal precincts and sites that offer good access to jobs, services and transport.*
- *To identify areas that offer opportunities for more medium and high density housing near employment and transport in Metropolitan Melbourne.*
- *To provide for a range of housing types to meet increasingly diverse needs.*
- *To deliver more affordable housing closer to jobs, transport and services.*

Clause 17.01-1: Business

- *To encourage development which meet the communities' needs for retail, entertainment, office and other commercial services and provides net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities.*

Clause 18: Transport

- *To create a safe and sustainable transport system by integrating land-use and transport.*
- *To facilitate greater use of public transport and promote increased development close to high-quality public transport routes in Metropolitan Melbourne.*

Clause 21.06: Housing

- *Support increased residential densities.*
- *To enhance the design quality and character of residential development.*
- *To encourage the provision of well designed, adaptable and accessible housing.*

Clause 21.07: Economic Development

- *To develop the Box Hill Metropolitan Activity Centre as the major focus for retail, commercial, health, transport, education and entertainment facilities in Melbourne's east.*
- *To ensure that all shopping centres and civic spaces are safe, attractive and are developed in accordance with their role.*
- *To maintain the City's position as the second largest provider of office space outside St.Kilda Road and the Melbourne Central Business District.*
- *To facilitate the redevelopment of key sites in association with the community.*

Clause 22.01: Heritage Buildings and Precincts

- *To preserve and maintain a range of buildings, features and precincts of historical and cultural significance in order to provide a snapshot of the City's origins and how it has developed over time.*
- *To retain the architectural diversity of buildings within the municipality with a focus on conserving and enhancing the integrity, cohesiveness and aesthetic value of individual heritage buildings and precincts.*
- *To ensure that new land use, development, buildings and works in and around properties and precincts subject to a Heritage Overlay is sympathetic to their significance, character, scale, design, setbacks, form and colour scheme.*
- *To ensure that all possible avenues are pursued to ensure the conservation of heritage sites and that demolition is allowed only where there are extenuating circumstances.*
- *To encourage conservation and other works including maintenance, restoration, reconstruction and adaptation that assist in the restoration of original features and colour schemes of heritage buildings and precincts to enhance their character and contribution to neighbourhood character and the overall streetscape.*

Clause 22.03: Residential Development

- *To ensure that residential development within the City of Whitehorse is consistent with the built form envisaged for the three categories of housing change, those being limited, natural and substantial change.*
- *To provide certainty to the community about the areas targeted for and protected from increased development.*
- *To accommodate the population increases in the municipality in the areas identified as being able to sustain higher density based on environmental and infrastructure considerations.*
- *To recognise that areas of substantial and natural change will make a significant contribution to increases in housing stock.*
- *To facilitate development in areas of substantial change.*

Clause 22.06: Activity Centres

- *To ensure that land use and development in activity centres reinforce, and are appropriate to, the role of the centre.*
- *To ensure that each centre responds to the needs of the community.*
- *To maintain and enhance the role of activity centres as a community focus.*
- *To improve the appearance and amenity of all activity centres.*

Clause 22.07: Box Hill Metropolitan Activity Centre

- *To ensure that the Box Hill Metropolitan Activity Centre can continue to expand in line with market demand.*
- *To ensure that future development within the Box Hill Metropolitan Activity Centre seeks to maximise employment growth for Whitehorse.*

- *To ensure that Box Hill accommodates a more intensive and diverse range of activities that increase choices and opportunities, support synergies between different uses, encourage use of sustainable transport and complement surrounding areas.*
- *To ensure that development and use in the Box Hill Transport and Retail Precinct are appropriate to its role and function as a regional transport interchange for rail, bus, tram and taxi services.*

Relevant policy reference documents

In addition to State and Local Policy directions and the zoning regime, the following planning and design Guidelines, and relevant policy reference documents have been identified:

- *Box Hill Transit City Activity Centre Structure Plan, June 2007.*
- *Box Hill Transport Interchange Concept Design, March 2002.*
- *Box Hill Central Activities Area Car Parking Strategy 2013.*
- *Whitehorse Neighbourhood Activity Centre Urban Design Guidelines, 2014.*
- *Liveable Housing Design Guidelines.*
- *Whitehorse Housing Strategy, 2014.*
- *Activity Centre Design Guidelines, DSE, 2005.*
- *Urban Design Charter, DPCD 2010.*
- *PPN60-Height-and-setback-controls-for-activity-centres_June-2015*
- *PPN58-Activity-Centres-_-Structure-planning-for-Activity-Centres_June-2015*