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Background Report

Toolern Employment and Mixed Use UDF
and Revision of the Toolern Town Centre UDF

For: City of Melton

Contract No. Contract 17/028

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01 INTRODUCTION

1.1 Purpose of the document

As part of the Urban Design Framework (UDF) process, a Background Report is required to provide a comprehensive review and analysis of the Toolern Town Centre UDF area and the Toolern Employment and Mixed Use land in relation to their physical and policy context. In addition, the document will identify the issues and opportunities prior to launching into the UDF design process.

This Background Report will build upon the existing work undertaken in the Toolern Precinct Structure Plan (PSP) and Toolern Town Centre UDF of 2012. In addition, economics and transport and movement technical reports have been undertaken as a result of a gap analysis which identified work required to inform the project (refer to Appendices 3 and 4).

The findings of the background work will inform the development of a revised Town Centre UDF and a new Employment and Mixed Use UDF.

In order to gain a comprehensive understanding of the issues and opportunities shaping the development of these UDFs, the **Background Report** provides details and findings on the following:

- Current State and Local policy, contexts and key influencing documents
- Transport and Movement Technical Report
- Economics Technical Report
- Benchmarking
- Key site opportunities and constraints
- Broad strategic directions
- Recommendations for the structural revisions of the Toolern Town Centre UDF document

To date, there have been four consultation efforts, with more scheduled throughout the design phases of the project in 2018. Two briefing sessions were held in October to inform a combined session of the Project Control Group (PCG) and the Project Working Group (PWG), and separately the Melton City Councillors. A Stakeholder Summit and an online consultation period followed. Consultation efforts are explained in more detail in Chapter 6.

1.2 Purpose of the project

The scope of the project includes:

- Revisions to the current Toolern Town Centre Urban Design Framework (2012).
- An Urban Design Framework for the Toolern Employment and Mixed Use land as identified in the Toolern PSP.



At the core of the **Toolern Town Centre UDF** review will be the changes to planning policy that have occurred in the five year period since the document was completed. The most notable change is the centre's new role as a Metropolitan Activity Centre through Plan Melbourne 2017 – 2050.

Council have also requested that the document be restructured to make the document less complicated and more consolidated. In essence it needs to become more user friendly.

The **Toolern Employment and Mixed Use UDF** will set out an integrated vision for the area and guide its use and development. The aim of the UDF is to provide certainty in the guidance of future development within the UDF area to both Council and landowners. The document will focus on establishing and quantifying key principles and objectives rather than focusing on specific design measures and treatments.

The goals of the UDF are as follows:

- Establish a clear and integrated vision for the Employment and Mixed Use land.
- Guide the use and development of the area through objectives and planning and design requirements and guidelines.
- Establish a implementation program of statutory and strategic initiatives.
- Include internal and external consultation with landowners, occupiers (businesses) relevant stakeholders, Council staff, Councillors and the wider community.
- Establish a process for monitoring and review

Ultimately the project will result in two separate UDF documents, although this Background Report, associated Technical Reports and stakeholder/community engagement will combine the two projects since many of the issues are shared.

1.3 What is an Urban Design Framework?

An Urban Design Framework (UDF) is tool used to create a set of strategic planning policies and design guidelines which assists in informing the future development of an urban place. It includes a vision for how a place may develop, and includes sufficient detail to allow for testing and practical application of the framework.

A UDF provides guidance for local government when assessing planning and subdivision permit applications within a UDF area. The UDF should be designed to be flexible through the identification of key principles and objectives, rather than focusing on specific built form elements.

1.4 Structure of the document

The structure of the document is explained in Figure 1.

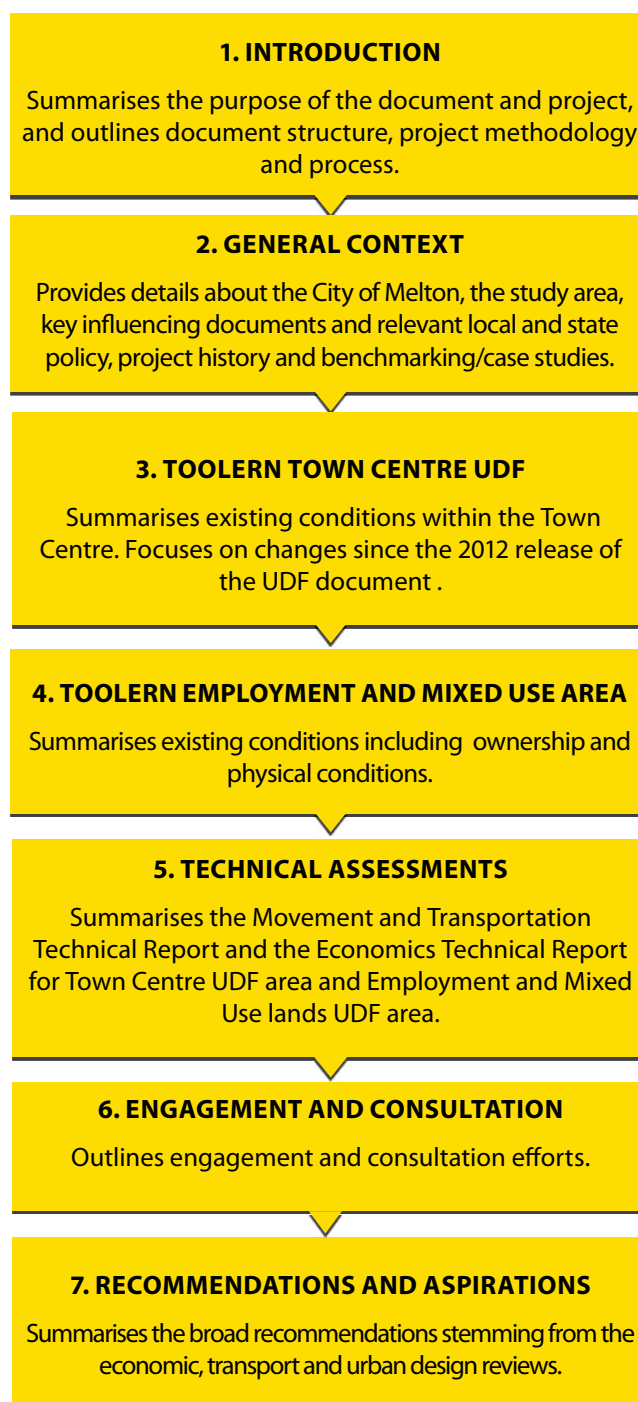


Fig. 1 Document Structure Summary

1.5 Methodology and Process

The revisions of the Toolern Town Centre Urban Design Framework and the development of the Toolern Employment and Mixed Use Urban Design Framework will occur over a period of approximately 18 months throughout the 2017/2018 and 2018/2019 financial years and will be delivered in five stages as outlined in Figure 2.

This Background Report is the key output of Stage 2 and in addition to the technical reports Stage 2 has also included:

- Interactions with the Project Control Group (PCG) and Project Working Group (PWG) with presentations summarising the initial findings from the Background Report.
- Presentation at Council Briefing on 30 October 2017.
- Stakeholder and community engagement including a Stakeholder Summit for landowners, relevant agencies and the general public in November 2017 and a month long public submission period that closed in mid-December 2017.

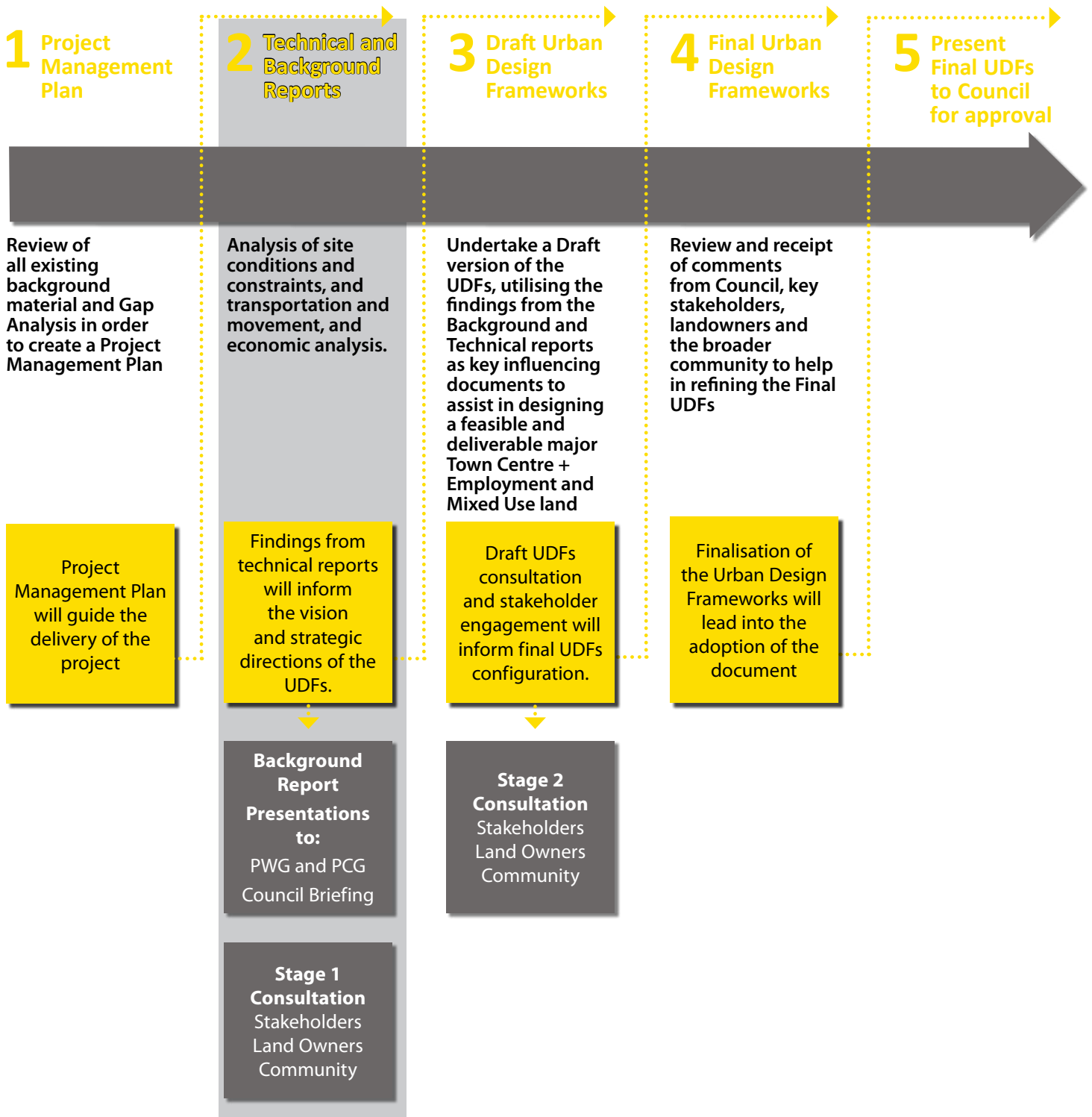


Fig. 2 Methodology and Process Summary

02 GENERAL CONTEXT

2.1 City of Melton

The City of Melton is located in the outer western area of Melbourne, within 19 kilometres of the Melbourne CBD. One of the fastest growing municipalities in Australia, the City of Melton consists of a series of townships and communities; the larger towns being Caroline Springs and Melton (Caroline Springs is located 19 kilometres west of Melbourne’s CBD and Melton Township is 35 kilometres west of Melbourne’s CBD). The City of Melton is bounded by Moorabool Shire in the west, Macedon Ranges Shire in

the north, the Cities of Hume and Brimbank in the east and Wyndham City in the south.

The City of Melton is one of metropolitan Melbourne’s growth areas, and is estimated to have a population of 241,000 people by 2031 with an ultimate build out of over 400,000 people. At present, the majority of the municipality is undeveloped; however, this will change in the coming years, with large areas of land now within the Urban Growth Boundary (UGB). Refer Figure 3.



Fig. 3 Regional Context Map

The Toolern Town Centre and the Toolern Employment and Mixed Use lands lie to the south-east of Melton township, immediately south of the Western Freeway and east of Toolern Creek. Both UDF areas fall within the Toolern Precinct Structure Plan (PSP) area.

Toolern Town Centre

The Town Centre is approximately 100 hectares in size, located in the suburb of Cobblebank. It straddles the Melbourne - Ballarat railway line. The major north-south road through the town centre is Ferris Road. Refer Figure 4.

Toolern Employment and Mixed Use UDF area

The area identified for Employment and Mixed Use is approximately 392 hectares in size and is located in Cobblebank. It is bounded by the Western Freeway to the north, Mt Cottrell Road to the east, the Melbourne-Ballarat Railway line to the south and the Toolern Creek to the west. The northern boundary of the Toolern Town Centre meets the southern edge of the Employment and Mixed Use land. Tabcorp Park sits between the Employment and Mixed Use land and the freeway. Refer Figure 4.

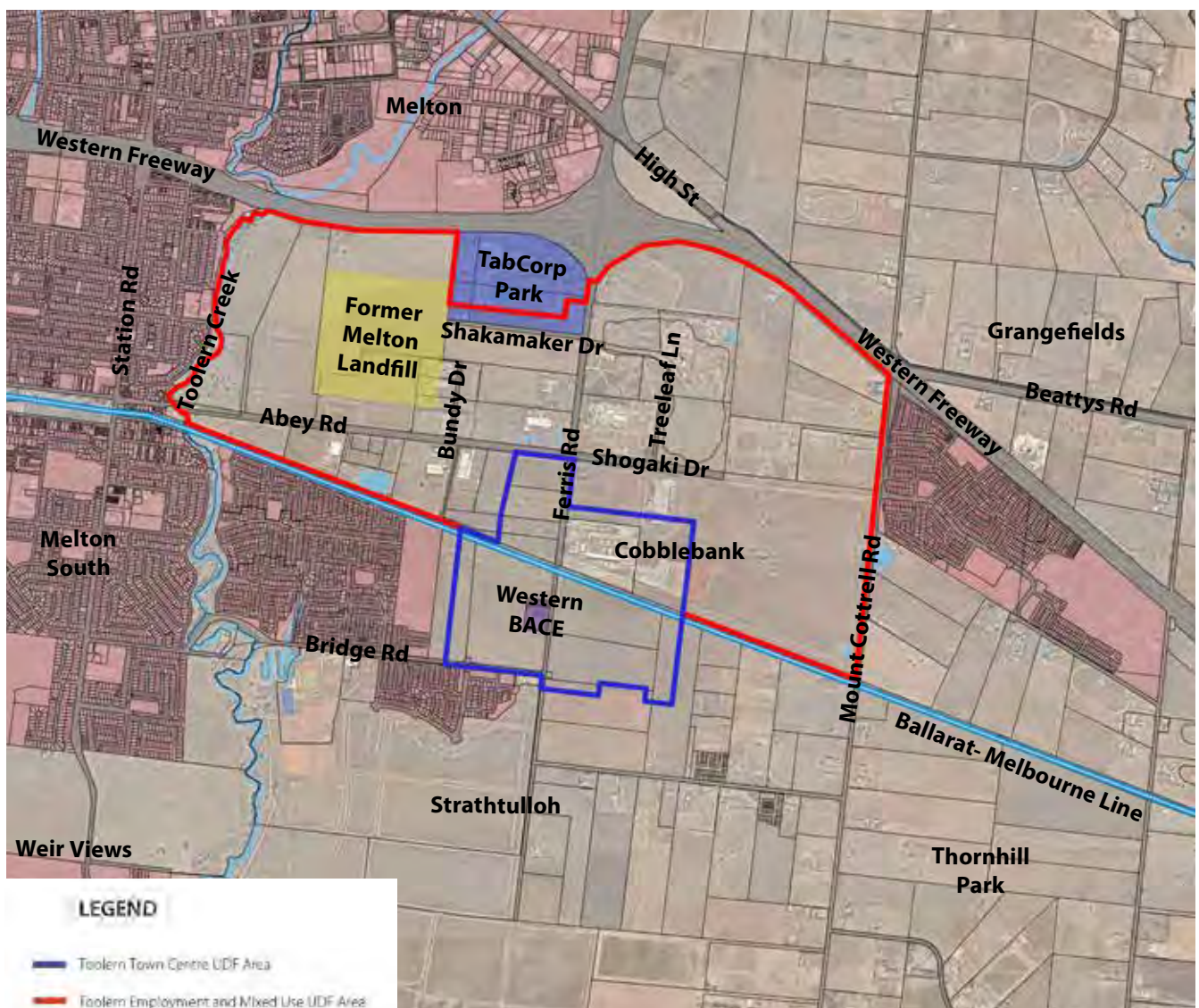


Fig. 4 Local Context Map

2.2 Project History

Both the Town Centre and the Employment and Mixed Use study areas were brought into the Melbourne’s Urban Growth Boundary (UGB) and zoned Urban Growth zone as part of the 2010 review of the UGB after the release of ‘Melbourne @ 5 million’.

A Precinct Structure Plan called ‘Toolern’ was developed by the Victorian Planning Authority (then known as the Growth Areas Authority) for a 2,200 hectare area located to the south east of the Melton Township. The Toolern PSP was implemented into the Melton Planning Scheme by Amendment C84 (Part 1) in October 2010. Further updates to the PSP were made through subsequent amendments Melton C84 (Part 2) in November 2011 and Melton C161 on 17 March 2016.

In 2012 the VPA together with Melton City Council undertook a UDF for the Toolern Town Centre. To meet the requirements of the UGZ3 schedule both the Town Centre and the Employment and Mixed Use areas require a UDF to be complete prior to any development and subdivision approvals.

Since the completion of the Town Centre UDF little development has occurred within the UDF area, with

the exception of Western BACE Business Accelerator and Centre for Excellence on Ferris Road, although residential subdivisions immediately adjacent to the UDF area have occurred.

On 3 November, 2017 the State Government announced the construction of a new railway station located within the future town centre on Ferris Road in Cobblebank.

This station was identified in both the Toolern PSP and Toolern Town Centre UDF documents.

The railway station will be completed by late 2019 and will include:

- Two platforms connected by an accessible pedestrian link
- Sealed car parking
- Bus interchange and shelters
- Drop off zones, taxi spaces and secure bicycle facilities
- Security (CCTV) and lighting
- Station facilities

Refer Figure 5 for time line.

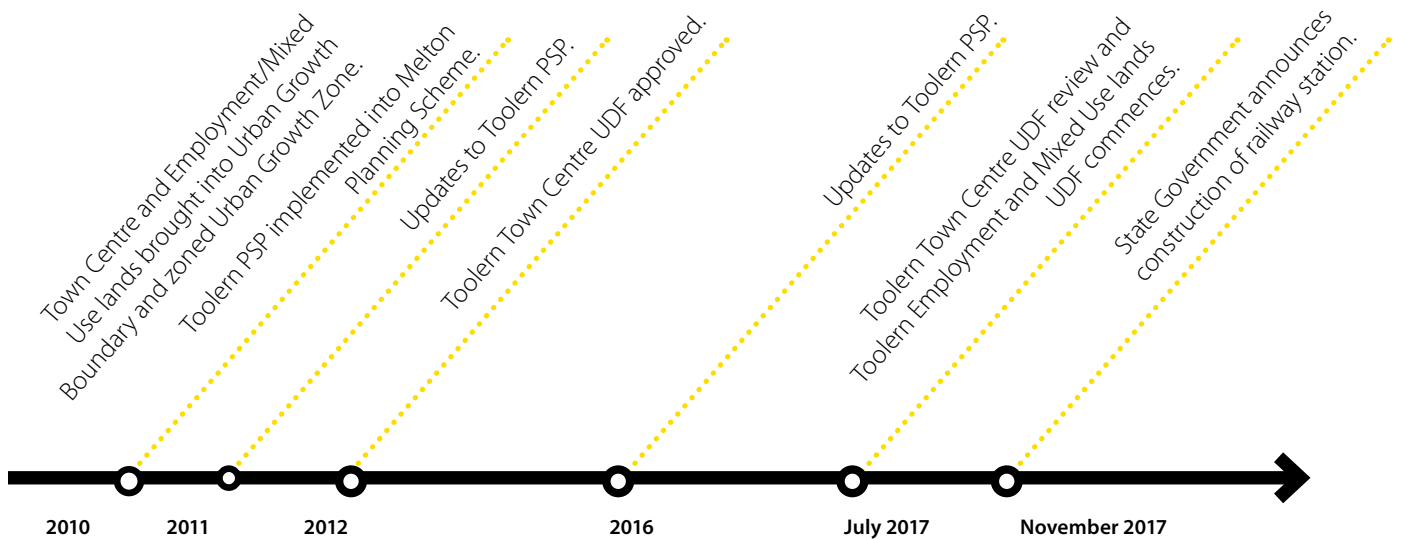


Fig. 5 Timeline

m²

2.3 Toolern Precinct Structure Plan

The Toolern PSP was implemented into the Melton Planning Scheme by Amendment C84 (Part 1) and adopted and gazetted in October 2010. Further updates to the PSP were made through subsequent amendments Melton C84 (Part 2), approved and gazetted in November 2011 and Melton C161, and amended in December 2015.

The document facilitates transition of non-urban to urban land while enabling protection of biodiversity values.

The PSP sets out objectives, and guidelines for land use and development that 'must' be met or 'should' be met. The PSP also determines the use and development controls (including the applied zones) that apply in the accompanying Urban Growth Zone Schedule 3 (UGZ3) in the Melton Planning Scheme.

Employment area guidelines are organised into five categories - building types and lot size, frontages, height and massing, parking and service areas, pedestrian and cyclist movement and landscaping- some of which **must** be met and some of which **should** be met. For example, a range of lot sizes to accommodate a variety of floor plates and building types is essential, while locating large floor plate and industrial uses to the east of Ferris Road and small scale buildings to the west of Ferris Road is recommended without being mandatory.

The planning and design guidelines for **Activity Centres** are also organised into those that **must** be met and those that **should** be met. Examples of mandatory guidelines include encouraging high employment densities and limiting the network of predominantly commercial streets, and ensuring that they are edged with mixed use with a continuous built edge, fully integrated with public transport

The optional guidelines tend to include more detailed urban design recommendations around issues such as location of large retail formats, their frontages and the relationship to the street. They also cover parking and building height ratios.

The PSP further outlines mandatory direction for the development of **Urban Design Frameworks** for Activity Centres, Employment lands and the Mixed Use areas.



Activity Centres UDF guidelines The mandatory guidelines include checking that the existing UDF complies with existing Council documents (such as City of Melton Retail & Activity Centres Strategy, 2014) and ensuring that the following components are appropriately addressed in the current Toolern Town Centre UDF:

- Location of public spaces
- Landscape concepts
- Environmental sustainability including water management, energy conservation, vegetation protection
- Car parking and service areas
- Advertising signs
- Density (medium and high)

Employment Land UDF guidelines

The mandatory guidelines address issues around:

- Diversity of lot sizes and development typologies
- Views and sight lines
- Interfaces with different and sometime adverse land uses (including industrial uses and arterial roads)
- Design guidelines for good development
- Addressing sustainability
- Multi-modal options
- Showing how employment land relate positively to adjacent activity centre and residential land.

Mixed Use area UDF guidelines

The mandatory guidelines address issues around:

- Mix of uses, densities and lot sizes
- Interfaces and compatibility between land uses
- Response to environmental constraints
- Diversity of lot sizes
- Interfaces
- Design guidelines for good development
- An appropriate road network to accommodate the range of users from heavy trucks to cyclists
- Access to Toolern Creek

The PSP clearly states that the retail floor space should be in the order of 70,000 square metres, not 30,000 square metres as outlined in the Toolern Town Centre UDF. Council's stated goal is to deliver 70,000 square metres of retail floor space as per the PSP. The Toolern Town Centre UDF will be updated to reflect this.



2.4 Toolern Development Contributions Plan

The Toolern Development Contributions Plan (DCP) was developed to support the provision of certain specified works, services and facilities to be used by the future community of Toolern.

Infrastructure is provided through subdivision construction, development contributions, utility service provider contributions and capital works projects by Council, state government agencies and community groups.

Key roadway upgrades will occur at Ferris Road, Abbey Road and Paynes Road including several signalised intersections. Three pedestrian underpasses are identified under the railway line.

A library and aquatic/leisure centre are identified within the Town Centre. No active recreation areas are identified within the Employment and Mixed Use land or the Town Centre.

The following pages identify the roads and intersections, bridges and public transport and community facilities outlined as part of the DCP.

2.5 Melton Planning Scheme

2.5.1 Schedule 3 to Clause 37.07 (Urban Growth Zone)

The UDF areas are zoned Urban Growth Zone Schedule 3 (UGZ3) which implements the Toolern PSP through applied zone provisions, specific provisions, application requirements and conditions for permits.

The applied zone for the employment area is identified in the schedule as the Commercial 2 Zone, whilst the mixed use area is identified as the Mixed Use Zone.

The applied zone for the town centre is identified as the Commercial 1 Zone for land east of Ferris Road and south of the railway line, and the Commercial 2 Zone as the applied zone for the land west of Ferris Road and north of the railway line.

2.5.2 Schedule 1 and 2 to Clause 42.01 (Environmental Significance Overlay)

Environmental Significance Overlays are in place to identify areas where the development of the land may be affected by environmental constraints and to ensure that development is compatible. A permit will be required for any construction work within these areas including but not limited to structures, bicycle pathways and trails.

Schedule 1 (ES01) covers remnant woodlands, open forests and grasslands and for the purpose of this project, refers specifically to lands within the rail corridor reserve. Its objective is to protect and conserve remnant vegetation and discourage inappropriate use and development. The electrification of the rail line and the construction of the new station will impact the land that falls within ES01. Running concurrently with the UDF projects, the rail project will be subject to its own approval process. Refer Figure 6.

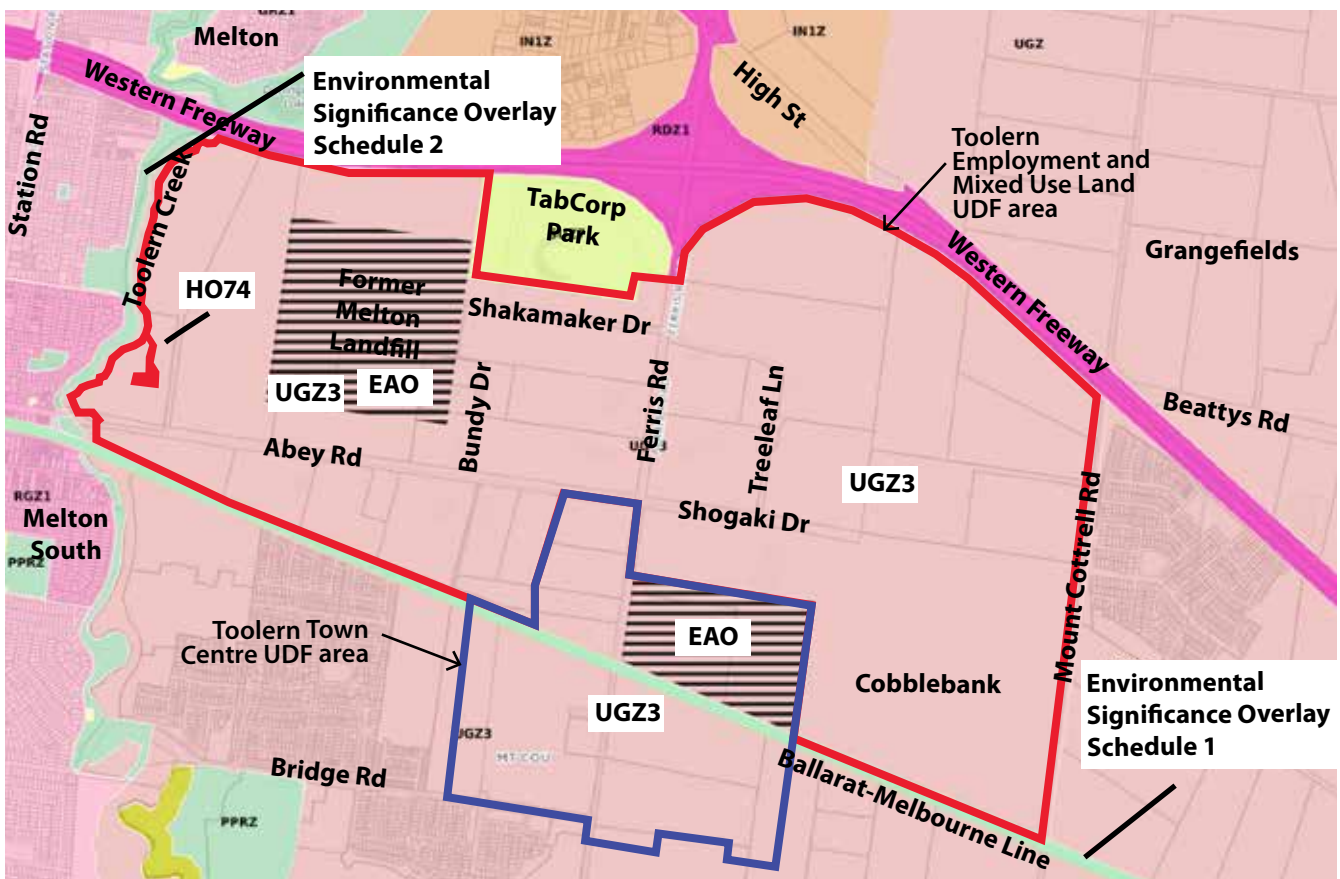


Fig. 6 Zones and Heritage, Landscape and Environment and Environmental Audit Overlays

Schedule 2 (ES02) covers wetlands, waterways and riparian strips and for the purpose of this project refers specifically to Toolern Creek. Its objective is to protect and conserve wetlands and riparian habitat, and to discourage inappropriate use and development. This would imply that the mixed use lands immediately east of Toolern Creek will need to comply with the objectives outlined in ES02. Other objectives include identifying and enhancing the character of the landscape and recognising fire risk. Refer Figure 6.

2.5.3 Schedule to Clause 43.01 (Heritage Overlay)

Heritage Overlay 74 (HO74) is located at 'Parklea', 148-200 Abey Road, Cobblebank and therefore within the Mixed Use and Employment UDF area. The overlay describes the heritage place as including the house, driveway, peppercorn trees flanking driving and Cypress trees near the house, two farm outbuildings and the immediate setting. Refer Chapter 4 for further heritage information.

2.5.4 Clause 45.03 (Environmental Audit Overlay)

An Environmental Audit Overlay (EAO) is applied to the former Melton Landfill site at 2-26 Ferris Road, and part of 80-90 Abey Road, Cobblebank and is within the Mixed Use and Employment UDF area. The EAO area extends beyond the boundaries of the former landfill. Please see page 31 for further information about the former landfill.

An EAO is also applied at 133-199 Ferris Road and part of 2-82 Shogaki Drive, Cobblebank and within the Town Centre UDF area.

An EAO is applied to these sites to ensure that 'potentially contaminated land is suitable for use.' Refer Figure 6

Schedule 3 to Clause 45.06 (Development Contributions Plan Overlay)

Schedule 3 to Clause 45.06 implements the Toolern Development Contributions Plan (DCP) which levy's contributions for the provision of works, services and facilities before development. The DCPO applies to the entire Mixed Use and Employment and Town Centre UDF areas. Refer 2.4.3 for more detail about the DCP.

2.5.5 Schedule to Clause 81.01 (incorporated Documents)

The Toolern Precinct Structure Plan (including Native Vegetation Precinct Plan), July 2011 (amended December 2015) and the Toolern Development Contributions Plan, July

2011 (amended December 2015) are listed as incorporated documents under the Schedule to Clause 81.01 in the Melton Planning Scheme.

2.6 State Policy and Influencing Documents

2.6.1 Plan Melbourne Metropolitan Planning Strategy 2017-2050

Toolern is identified as a Future Metropolitan Activity Centre in Plan Melbourne.

Metropolitan Activity Centres provide a diverse range of jobs, activities and housing for regional catchments that are well served by public transport. They also play a major service delivery role including government, health, justice and education services as well as retail and commercial opportunities.

Opportunities exist to partner with the private sector to enable diversification, investment and employment growth.





2.6.2 Paynes Road Precinct Structure Plan

The 199 hectares of land within the Paynes Road Precinct Structure Plan was previously designated as future employment land within the Toolern PSP however was changed to residential land uses by the West Growth Corridor Plan.

The site sits immediately adjacent to the eastern boundary of the Employment and Mixed Use land. To the north lies the Western Freeway, to the south lies the Melbourne-Ballarat Rail Corridor and to the east lies Paynes Road.

The PSP remains linked to the incorporated Toolern PSP because of a need to share transport and social infrastructure across both PSP areas, but has currently been removed from the Toolern Development Contributions Plan.

The plan includes a potential future railway station on the Melbourne-Ballarat corridor and both government and non-government primary schools at the core.

The vision is to be an attractive and walkable neighbourhood with a central community hub, accessible by shared paths and linear waterway corridors. Bus services will link residents to all community and commercial destinations including local convenience centre and nearby Toolern. A variety of housing is to be provided.

2.6.3 Section 173 Agreements

Section 173 agreements facilitating economic development apply to some properties within both UDF areas. These agreements were created to ensure that industrial/employment land was developed within a certain time frame, continued to be used for employment purposes and had the potential to employ a certain number of employees.

Council considers these agreements once identified as such to be redundant and is prepared to end the agreement, once requested by the landowner.

2.6.4 Planning Practice Note 17: Urban Design Frameworks (DELWP, July 2015)

This note sets out what should be included in an urban design framework as well as highlighting important steps in the framework study process. Key tasks include: analysis of context including the broader context, referencing existing studies, liaising with stakeholders, incorporating major infrastructure, setting out an implementation strategy, illustrating opportunities and constraints, creating a 'layered response' by jumping from broad contextual issues down to detailed design studies. This UDF process will cross check with this planning practice note throughout the design process.

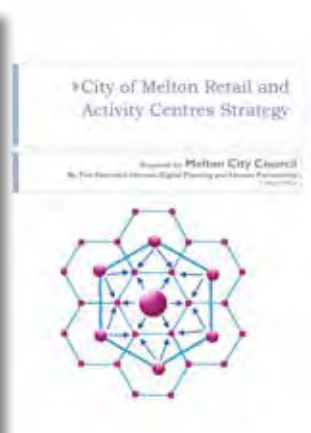
2.7 Other Local Policy and Influencing Documents

2.7.1 City of Melton Retail and Activity Centres Strategy, 2014

The document identifies goals and strategies to provide new communities with effective, equitable and sustainable services and opportunities for employment.

Principles include: equity of access to jobs and services, improving sustainability of urban development, improving local employment opportunities, providing community focal points, encouraging viability of services and improving quality of service.

Proposes a network of centres including: neighbourhood centres, activity centres, a metropolitan activity centre (the Toolern MAC) as well as local centres.



The document states that the 30,000 square metres of retail floor space in the Toolern MAC as outlined in the Toolern Town Centre UDF is not sufficient to encourage the broadest mix of uses and the many higher order activities that will deliver services to the whole region.

The document also emphasises higher density housing and the location of major new social infrastructure and government investment at the Toolern MAC.

2.7.2 City of Melton Industrial Design Guidelines, March 2016

The document establishes design principles for industrial developments and subdivisions to ensure a high level of amenity and functionality.

The objectives are to encourage high quality development, facilitate clear assessment of planning applications, encourage environmental and sustainability principles, facilitate consistent built form outcomes, provide benchmarks for industrial zone development and provide a clear framework for decision making.

The design of the Toolern Employment land will need to reference these guidelines, specifically the Street Network section, which covers connections to existing streets, solar orientation and interfaces. Cross checks with the Lot Design section and the Development Design section will also be important throughout the design process.

2.7.3 City of Melton Heritage Strategy 2017-2021

The City of Melton Heritage Strategy 2017-2021 was adopted in September 2018. Its goal is to provide Council with a framework to better understand, manage and protect its heritage. The document focuses on Council's role and obligations in respect of the protection and preservation of post-contact heritage. It is arranged into four themes: Knowing, Protecting and Managing, Supporting and Communicating and Promoting. It references the opportunity to create guidelines that demonstrate how heritage places can be integrated into new urban areas, although this is yet to be completed. Relevant to this project, the reports actions refer to continuing a collaborative approach to the management and maintenance of heritage assets and implementation of the guidelines and requirements contained within the PSP.

2.7.4 Moving Melton: Melton Integrated Transport Strategy 2015

The Strategy provides the State Government and Council with short, medium and long term actions to improve integration for all modes of transport including walking, cycling, buses, trains, cars, and freight.

Our vision: a sustainable integrated transport network to meet the needs of the city now and in the future.

Melton City Council will work with the community, developers and other levels of government to make improvements to the transport system and seek to achieve this vision. The principles of Moving Melton to deliver on the vision are as follows:

- Improved, resilient and sustainable mode choices.
- Easy to use, safe, reliable and frequent transport network and facilities.
- Connected transport network – Connecting the communities of the City of Melton to each other and beyond.
- A transport system to develop City of Melton as a centre for employment, services and recreation to provide social and economic opportunities.

2.8 Summary of Key Influencing Documents

The Toolern PSP will have the most influence throughout the life of the project. The detailed list of essential components is an obvious starting point for the design process.

In summary the themes across the employment land, mixed use land and town centre land are:

- High quality centres with an emphasis on public transport, bike and pedestrian access, and high quality building form
- Diversity of lot sizes, building types and land uses
- Encouraging high employment densities
- Creating a diversity of lot sizes, densities, typologies and uses
- Focusing on good interfaces between uses, particularly

those adverse uses such as industrial uses and interfaces with arterial roads, freeways and the rail line.

- Addressing sustainability (including appropriate responses to environmental constraints)
- Creating a truly multi-modal environment.
- Providing opportunities for a broad range of businesses that will ultimately result in the creation of one job for every new business

These broad themes will be important touchstones throughout the process. As such some of them also form the basis for the Benchmarking included in this Background Report.

The other crucial piece of information included in the Toolern PSP is that the retail floor space must be a minimum of **70,000 square metres** and not 30,000 square metres as set out in the 2012 Toolern Town Centre UDF.

Both the City of Melton Retail and Activity Centres Strategy and the City of Melton Industrial Design Guidelines should be referenced throughout the process.

The Paynes Road PSP is a reminder that beyond the employment land is another residential community complete with schools and a station. Although technically beyond the boundaries of the Toolern PSP it's success is intrinsically linked to design and planning decisions made during this process.

2.9 Benchmarking

Benchmarking is a useful tool to assist in understanding the scale and complexity of a site. Understanding how these best practice trends have been developing can be useful when critiquing and posing potential cutting edge ideas for new areas.

2.9.1 Employment Areas

Employment areas in today's context can be much more than the industrial parks and business parks of previous decades. Benchmarking included in Appendix 1 covers a range of case studies that focus on innovation, education, a diverse mix of uses, research and development against a backdrop of environmental excellence.

Tonsley Innovation District in South Australia is a particularly compelling example of a contemporary employment area. It is a mixed use precinct that combines manufacturing with residential, community and educational uses. This combination of land uses is highly relevant to Toolern. In this case the term 'innovation' refers to research and education institutions in addition to business, both established and start-ups and the reciprocal benefits of being co-located. This emphasis on education, knowledge-based industry/manufacturing and living all in the same district is in its infancy in modern-day Australia, and while it is an appealing concept, the ongoing learnings from Tonsley will be relevant to Toolern throughout the life of the UDF design process.

Other case studies include:

- Werribee National Employment and Innovation Cluster, VIC is a good local example which Toolern should attempt to augment rather than compete with.
- Ballarat West Employment Zone, VIC has similar connection and access advantages to Toolern
- Merrifield Business Park, VIC is a similar size to Toolern which may have guide and determine appropriate densities. It also has a number of interface conditions to accommodate useful for precedents.

2.9.2 Sustainability

The goal of these UDFs should be to embed sustainability into the design rather than it just being an 'add-on'. There are many good examples of urban developments that are doing just that. Moreover, the trend in sustainability now is going beyond 'green' design and moving towards regenerative design where the goal is to actually improve the existing environment. This can take the form of new social and environmental practices, reduced energy uses/energy harvesting, recycling of grey and black water for irrigation purposes and crop production.

Appendix 1 covers the following case studies:

- Alkimos Beach, WA
- Aura, QLD
- Bowden, SA
- Ecco Ripley, QLD
- Barangaroo South, NSW

2.9.3 Interfaces

Appropriate interfaces between land uses in Toolern will be critical to the ultimate success of the project. The design will need to grapple with arterial/freeway interface, Industrial interfaces with mixed use and residential areas and interfaces with the railway line.

Ultimately, the design of all interfaces will need to be considered from a variety of perspectives such as aesthetics, acoustics, passive surveillance, and land use compatibility.

Appendix 1 covers a range of examples, both good and bad to help guide the design.

The arterial interface case studies address the pros and cons of utilising rear and side facing lots, planted buffers, open space, built form and sound walls.

The industrial/residential interface case studies investigate the use of built form, open spaces and roadways to create appropriate transitions between different land uses.

They all have merit in different situations and the design process will tease out the most appropriate strategies for Toolern.

2.9.4 Trends in Town centres since 2012

Team architects and retail specialists, Clarke Hopkins Clarke have provided a perspective on the changes and emerging trends in the design of retail centres in the last five years. Many of their suggestions have been corroborated in the Economics Technical Report. A number of trends are outlined below.

Street-based town centres have become favourable as opposed to internal or 'mall' style centres which were once the popular form of retail and shopping formats. This will be taken into account when reviewing the 2012 Toolern Town Centre UDF. Although the current design emphasises a main street, upcoming design efforts will review its configuration and location.

One way that smaller 'mini-major' tenants are gaining a foothold in larger centres is by aggregating together with

other non-anchor tenants to in effect form one, 'core' tenant, as opposed to a traditional individual anchor (such as a supermarket or discount department store - DDS). This provides centres with greater market reach, larger demographic catchment and foot traffic for non-DDS and non-supermarket retail experiences due to the diversity of retail destinations. These tenants will complement one another in a way that provides for additional levels of activation, and disengages the reliance on activity from a single store. This may or may not be relevant to some parts of the Town Centre, but it will be considered in the design phase of the project.

The pedestrian flow and the reduction or minimisation of major barriers between key destinations in a town centre is critical to its success. This is emphasised and complemented by a stronger emphasis on the quality of the public realm which needs to offer a variety of passive and active spaces at differing scales. Provision also needs to be made for outdoor spaces that are accessible for all, and do not need to be activated through a transaction. There are a number of public squares and green parks throughout the town centre. Their functions and roles will be reviewed and confirmed throughout the upcoming design process. Also critical to the success of Toolern Town Centre is a seamless and high quality pedestrian experience between the train station and the Town Centre.

When considering food and beverage outlets in retail centres, it is important to consider the shift towards a higher quality food and hospitality culture within retail strips and shopping centres and an increase in food based retail exposure. This can change the location of food and restaurants within a centre, and what types of retail offering they should be co-located with. Food and hospitality can now generate their own destinational foot-traffic. This new food and experience culture must permeate throughout the whole centre rather than having highly social food based places in one quadrant and the retailing component in another, the integration of the two is one of the new trends in the retail and hospitality offering.

Providing for localised employment spaces is also occurring in urban centres, as a way of providing diversity of work places. Western BACE is an excellent example of this. It is also predicted that more localised employment will further extend the activation times and types of activities. There is almost an integration of town centres and contemporary

business parks in a way that will extend retail opening times, and provide for longer levels of activation, particularly in close proximity to the train station.

As town centre design is constantly evolving, there should be contingencies and future proofed options for dramatic changes in retail delivery experience. In addition, transport modes may also impact how a centre operates. The evolution of autonomous vehicles may change the current car parking ratios required for shopping centres, increases in funding for public transport and increases in localised residential density in walkable catchment may further change the existing car parking provisions and potentially lower the car parking ratios.

Another emerging trend in urban life in the last 5 years is flexible or multi-functional space and temporary or pop-up spaces. In cities around the world streets, laneways and public spaces have had new life breathed into them through temporary and seasonal uses. This will be a consideration throughout the design phase.

Transport Oriented Development

Transport oriented development (TOD) was a key driver of the original Town Centre design in 2012. The commitment to principles of transport oriented development will continue through this update of the Town Centre UDF. The current design already emphasises a denser mix of uses including retail, residential, community, education, open space and health uses immediately surrounding the central train station. While the TOD design aspects of town centre will not be fundamentally changed in this iteration, some newer trends of TOD will be investigated. Current trends include multi-modal transport hubs, bus exchange, bike share, car share dedicated off-road or separated bicycle paths, connected retail providers (where to buy milk and bread on the walk home) and applying CPTED (Crime Prevention Through Environmental Design) best practice principles. Many of these concepts have been raised as part of the Movement and Transportation Technical Report.

CPTED includes designing the urban environment for public safety and to reduce the incidences and fear of crime. This includes incorporating passive surveillance into any design, with active frontage and 'eyes on the street' through elevated views of an area allowing people on the ground to feel safe. Other CPTED principles include delineating public and private spaces clearly, and providing clear signage and access points in order to define areas of exclusion or ones for public use.

03 TOOLERN TOWN CENTRE



TOOLERN CENTRAL - STRUCTURE & URBAN FORM



TOOLERN CENTRAL - USE, BUILT FORM AND MOVEMENT



Fig. 7 Toolern Town Centre UDF from 2012

3.1 Town Centre Overview

The Toolern Town Centre UDF will be reviewed and updated. This section of the Background Report seeks to identify the new information and/or conditions that have changed or come to light in the last five years. The goal is not to recreate the UDF, but rather update the existing design with current information and thinking.

3.2 Existing Conditions

3.2.1 Current Ownership

The Town Centre UDF area has a fragmented sub division pattern and largely remains undeveloped with the exception of the Western BACE business accelerator at 22 Ferris Road and industrial uses at 133-199 Ferris Road and to the north east of the Town Centre UDF area at 2-82 Shogaki Drive.

Nine landowners, including Melton City Council own land within the Town Centre UDF area as shown in Figure 8.

There are 13 titles in the Town Centre area.

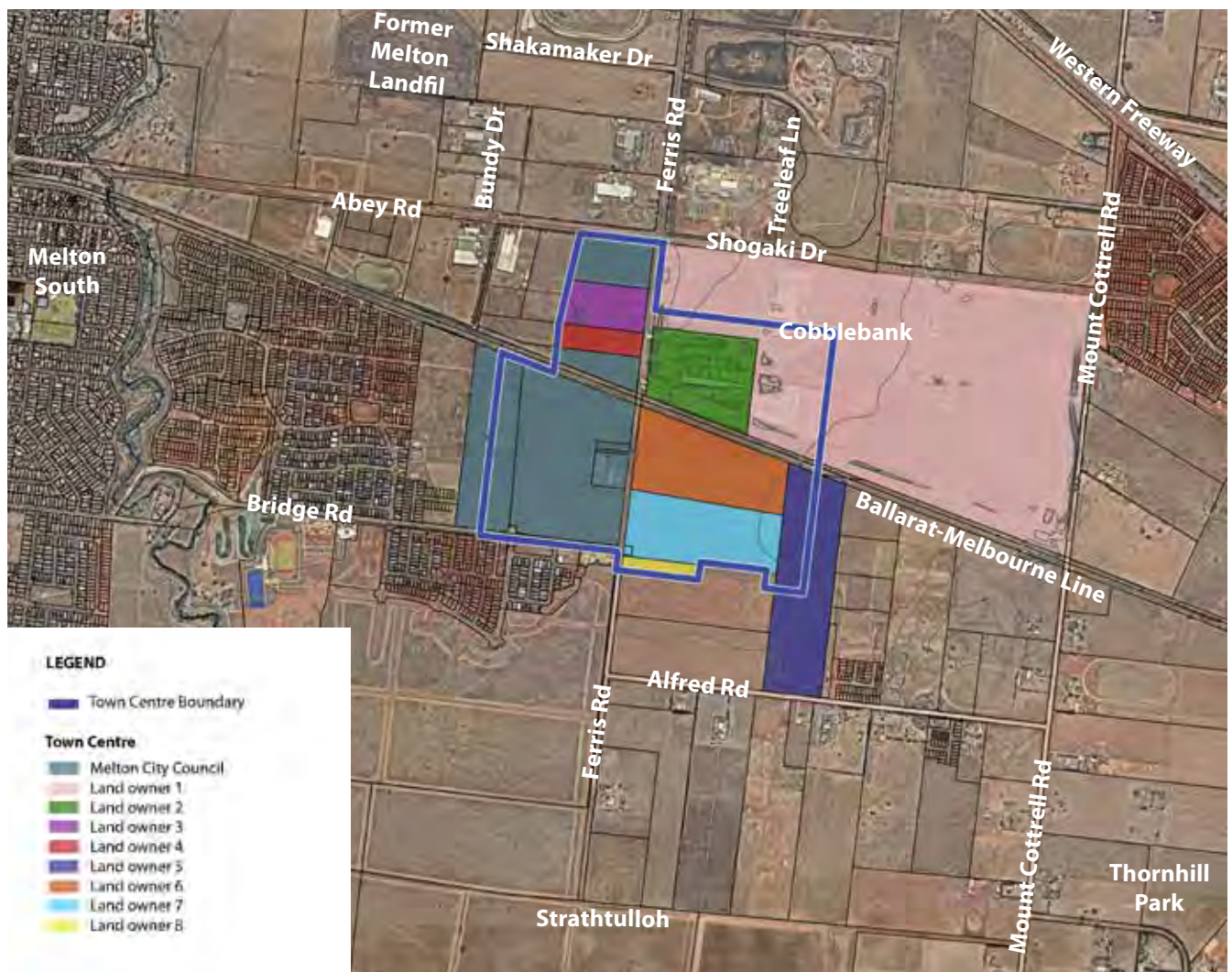


Fig. 8 Toolern Town Centre - Ownership

3.2.2 Physical Changes since 2012

The Western BACE was opened in 2015 as a federally funded local initiative. It is a business and community hub offering support to local businesses and entrepreneurs in the form of affordable space for lease, business coaching and vocational education. It is built on the western side of Ferris Road immediately south of the train line.

Hollingsworth Avenue has been extended, and includes a restored dry stone wall identified in the 2012 Town Centre UDF.

Very little has changed in the physical environment in the five years since the Toolern Town Centre UDF was completed.

Refer Figure 9.

3.2.3 Heritage

Aboriginal Cultural Heritage

There is currently no Registered Aboriginal Party that covers the UDF area. The area is contested by three parties, The Bunurong Land Council Aboriginal Corporation, the Boon

Wurrung Foundation Ltd and the Wurundjeri Tribe Land and Compensation Cultural Heritage Council.

Four areas of Aboriginal Cultural Heritage Sensitivity are identified in the Toolern Town Centre UDF area within the Toolern West quadrant.

Post-Contact Cultural Heritage

Dry Stone Wall No. L182 runs east-west from Ferris Road to Atherstone Stage 7. The wall is not listed on the schedule to the Heritage Overlay but is an important landscape element that will be retained within Council's land, in roadside or open space reserves, where possible as identified in the Toolern Town Centre UDF.

Refer Figure 9.

3.2.4 Environmental Overlays

An Environmental Significant Overlay (ES01) and an Environmental Audit Overlay are in place within the boundaries of the Town Centre UDF area. Both are shown on the plan below and described in Section 2.3.1 Environmental Significance Overlays and 2.3.3 Environmental Audit Overlays.



Fig. 9 Site Conditions Updates



Western BACE (Business Accelerator and Centre of Excellence)



Railway Crossing (Ferris Rd)



View Toward Employment and Mixed Use Area



Surrounding View



Dry Stone Wall



Existing Drainage along Arterial Roads

3.3 Revisions to 2012 Town Centre UDF

3.3.1 Preliminary Review of Toolern Town Centre UDF

A preliminary review of the 2012 Toolern Town Centre UDF has been undertaken, although given some of the content updates discussed in 3.2.3, a reorganisation of the Town Centre layout is likely, and therefore much of the review will happen as part of the design process in the Draft UDF phase.

At this point in the project each discipline has reviewed the current Town Centre UDF and identified what has changed in the five years since the UDF was adopted. A summary of the updates and changes appear in the 3.2.3 Content Updates.

The Economics Technical Report (Refer Appendix 4) is summarised in Chapter 5 of this document. The report outlines a number of retail and commercial industry current trends, which will be referenced throughout the design process. The Economics Report acknowledges that the major point of difference since 2012 is the elevation of the Town Centre to a Metropolitan Activity Centre and the additional 40,000m² of retail that it will entail.

The Movement and Transport Technical Report (Refer Appendix 3) is also summarised in Chapter 5 of this document. The initial review of the 2012 Toolern Town Centre UDF referenced the important strategic principles relating to transport and the push to accommodate more sustainable transportation modes. The report also warns that Main Street could potentially be a vehicle cut through.

The requirements of the Toolern PSP have been reviewed in detail, and summarised in 2.4.2 Toolern Precinct Structure Plan and will now be closely referenced as the design evolves. Additionally current State Planning policy has been reviewed and summarised in Chapter 2 and will be referenced as necessary throughout the design phase of the project.

Town Centre best practices and current trends are outlined in 2.7.4 Trends in Town Centres since 2012 and 2.7.5 Transport Oriented Development, in addition to information provided in the Economics Technical Report.

Ultimately, a full list of the components of the Town Centre UDF to be retained, removed, updated and/or added will be created following the re-design of the Town Centre.

3.3.2 Structural Updates to Document

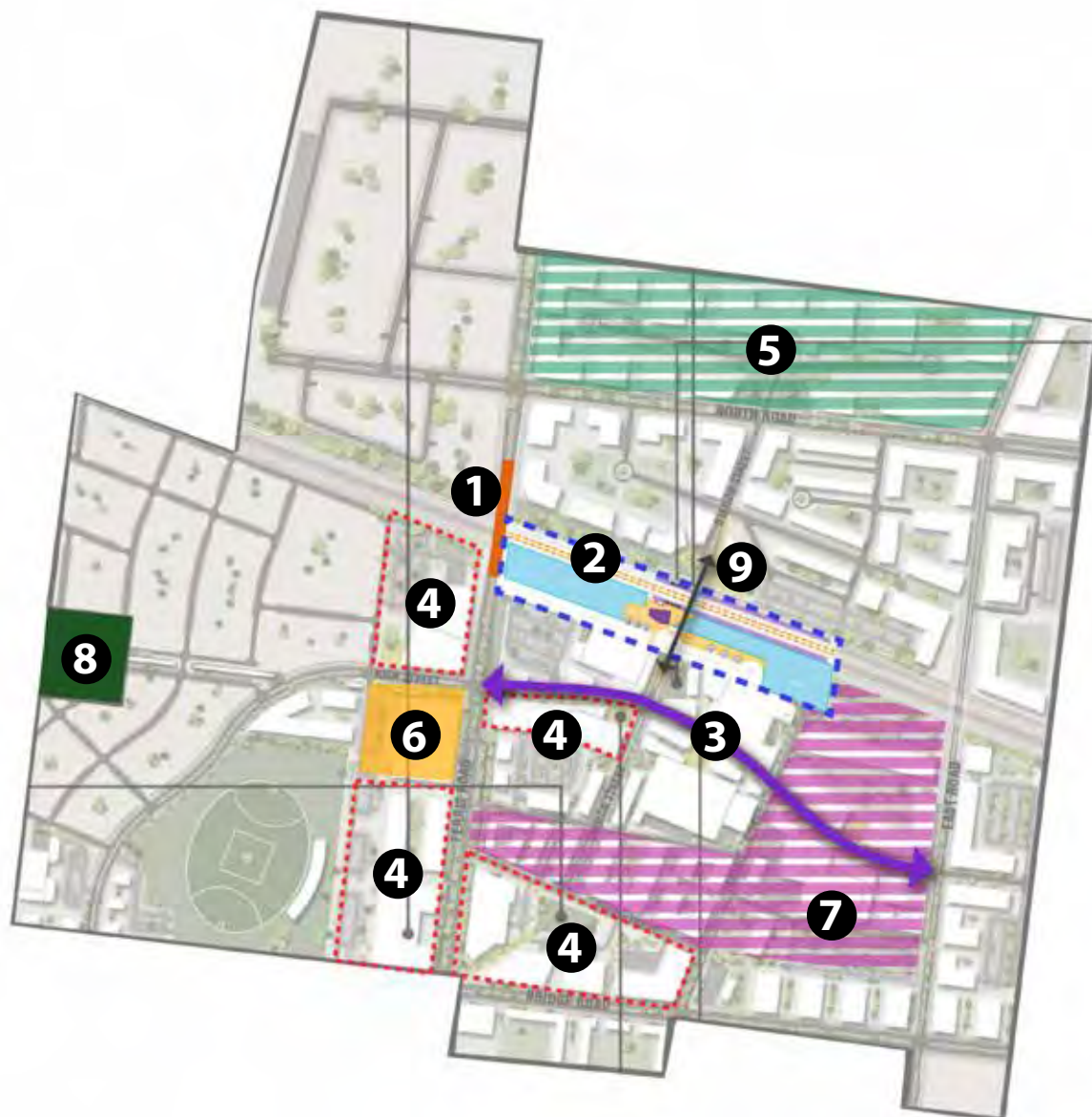
A core component of this project will be the structural changes to the Toolern Town Centre UDF, 2012 document. The following recommendations have emerged from recent conversations with Council with the goal of making the document more user-friendly. The revised table of contents appears in Appendix 2.

Generally the goal is to make the document more succinct and simple. A few of the strategies to achieve this include:

- Limiting the chapters to four key chapters:
 - 1.0 Introduction
 - 2.0 Urban Design Framework
 - 3.0 Design Guidelines
 - 4.0 Implementation and Staging
- Reconfirming and developing design guidelines at a quadrant level, and not at a sub-precinct level will better maintain overall vision and ensure that the document is highly usable.
- Focusing only on requirements and recommendations. The document will utilise 'must' and 'should'.
- Simplifying the high level organisation principles and carrying them through the document to ensure a logical progression of ideas from the vision through to the detailed recommendations.
- Removing any instances of repetition
- Simplifying maps and legends and ensuring that nomenclature is consistent

3.3.3 Content Updates

The design phase of the project will allow for a more detailed and accurate review of the current Town Centre configuration and in turn the 2012 Town Centre UDF document. At this stage there are a number of known departures from the current UDF, although there are likely to be more uncovered throughout the design process. The biggest changes are outlined in some detail below, while other known issues to be resolved are outlined briefly.



- 1** Review the surrounding land uses and view shed following confirmation of Ferris Road overpass
- 2** Review design of Town Centre in light of the current MMRA station layout
- 3** Review design of Main Street to ensure it doesn't function as a cut through route
- 4** Confirm location and Council commitment to civic uses
- 5** Confirm health and medical facilities land use
- 6** Western BACE has been constructed since UDF was completed
- 7** Consider additional areas for retail given increase in retail cap due to elevation to Principle Activity Centre status
- 8** Include park in UDF area
- 9** Confirm appropriate access not just to station but also across it

Fig. 10 Revisions to 2012 Town Centre UDF

The most significant change to the Toolern Town Centre UDF area is its elevation to a Metropolitan Activity Centre and the 70,000m² of retail that it will need to accommodate. This is a 40,000m² increase from what had been included in the 2012 UDF. Figure 10 identifies the areas within the Town Centre which will now be considered for retail in addition to those area shown in the 2012 UDF. Multi-storey retail and additional ground floor retail in residential areas will be considered. The detailed measuring and quantifying exercise to determine exact extents of new retail will be undertaken in the Draft UDF design phase.

The UDF recommended that the Ferris Road grade separation be a road underpass with rail overhead. It is now more than likely that the Ferris Street will be an overpass with the rail passing underneath. Views to and from the overpass must now be considered.

Also critical is the development of the new Toolern Railway Station. A key part of the upcoming design process will be to review the design of the town centre in light of the current MMRA station layout, which utilises a larger footprint than previously anticipated. The station and associated carparks may trigger changes to the layout of the town centre streets.

Transport and movement issues to be resolved will include:

- Designing Main Street so that it does not function as a vehicle cut through route between Ferris Road and East.
- Review of access not just to the station but also across it and the design of the bus Interchange-hub, given its importance to the multi-modal goals of both UDFs. This will involve coordination with MMRA's design team.

Land use and density issues to be resolved will include:

- Confirming Council commitment to civic uses within the Town Centre and east and west of Ferris Road.
- Potential scope to increase density within the Town Centre given recommendations in the Retail Strategy and interest from developers.

- Reviewing the trends in Town Centre design of recent years against the current design. Issues to address could include many of the items summarised in Chapter 2 Benchmarking and Trends, and in the Economics Technical Report, which include: hybrid (street-based and internal malls), impact of mini-majors, quality public realm, 'food' as a focus, localised employment spaces and temporary uses.

Other know updates to the Town Centre configuration include:

- The addition of the open space along the western edge of the UDF area, which was not previously included in the UDF boundary.
- Melbourne Water are currently updating the Drainage Schemes in the Toolern PSP which will affect the UDF areas. These updates are anticipated to be completed mid-2018 and will likely impact the area.

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04 TOOLERN EMPLOYMENT AND MIXED USE AREA

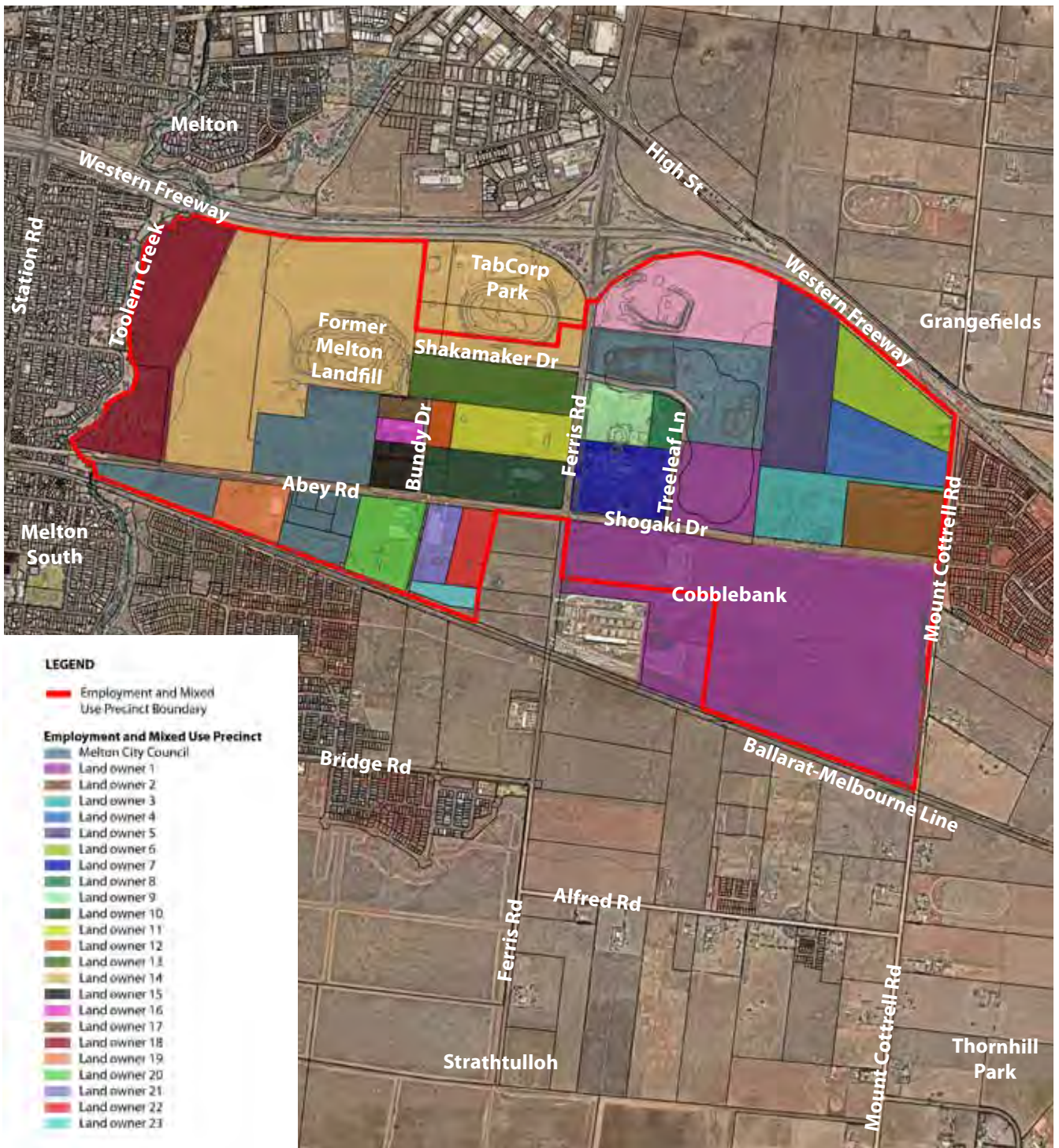


Fig. 11 Toolern Employment and Mixed Use Land - Ownership

4.1 Existing Conditions

4.1.1 Current Ownership

The Employment and Mixed Use land also has a fragmented sub division pattern and remains partially undeveloped. There are a number of existing industrial uses already existing within the UDF area along Abey Road, Ferris Road and on Shogaki Drive.

There are 24 landowners in the area and 38 titles. Refer Figure 11.

4.1.2 Heritage

Aboriginal Cultural Heritage

There is currently no Registered Aboriginal Party that covers the UDF area. The area is contested by three parties, The Bunurong Land Council Aboriginal Corporation, the Boon Wurrung Foundation Ltd and the Wurundjeri Tribe Land and Compensation Cultural Heritage Council.

Areas of Aboriginal Cultural Heritage Sensitivity are identified along Toolern Creek.

Post-Contact Cultural Heritage

The post –contact heritage site known as ‘Parklea’ is located at 148-200 Abey Road and is protected by Heritage Overlay 74 (HO74). The HO74 Citation describes ‘Parklea’ as a modest interwar bungalow style house including rear outbuildings, a tank stand, huts and trees and identifies it and as being of local significance for its historical, architectural and aesthetical qualities.

In 2017, a fire destroyed the main house of ‘Parklea’ leaving the tank stand, driveway and trees unscathed. Despite the fire, the HO74 remains in place, although Council are aware the statement of significance will need to be updated.

4.1.3 Topography, Drainage and Views

The UDF area is primarily flat and sits within the Werribee River catchment. Land west of Ferris Road drains south west directly to Toolern Creek. East of Ferris Road the land slopes slightly towards the south east. The highest land is around the Ferris Road intersection with the Western Freeway.

There is a ridge line just to the east of Ferris Rd and one obvious high point at the Former Melton Landfill site.

There is very little existing drainage infrastructure with a

few retarding basins abutting the rail corridor and Western Freeway, where natural low points in topography exist or where physical barriers impact the flow of the surface water.

Given that the land is quite flat, the major view lines tend to be located along the straight road corridors such as Abey Road and Ferris Road or along the rail corridor.

There is one long view north east from Ferris Road near the railway line.

There are shorter views into the Toolern Creek Corridor.

Refer Figure 12.

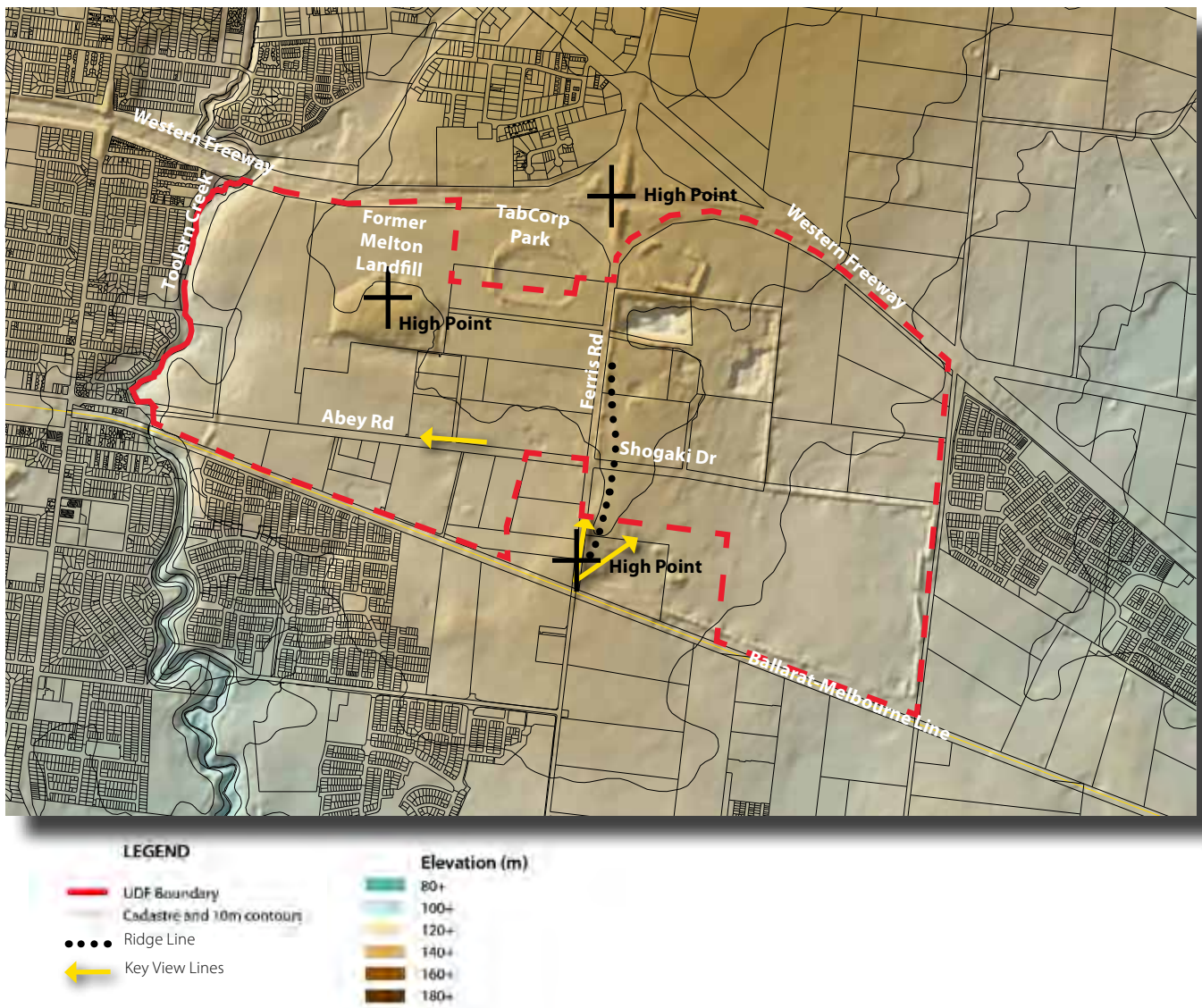


Fig. 12 Toolern Employment and Mixed Use Land -Topography

4.1.4 Utilities and Servicing

Drainage Schemes

A drainage scheme, sometimes referred to as a development services scheme or a DSS, is a master plan for drainage in a specific catchment area. The Toolern Employment and Mixed Use lands incorporate two of these catchment areas – the Abey Road drainage scheme (DS) primarily covering land west of Ferris Road and the Shogaki Drive DS primarily covering land east of Ferris Road. The schemes locate three major pieces of drainage infrastructure- pipelines, retarding basins/wetlands and channels. Of particular relevance to the UDF are the three wetland areas. Two are located in the Abey Road DS – one in the mixed use lands adjacent to Toolern Creek and another just north of the railway line south of Abey Road. One is located along Mount Cottrell Road. All have been accommodated to some degree in the PSP, although Melbourne Water's current plans appear to show drainage features that are larger than originally anticipated. This will need to be incorporated into the design process. Three major channels are also located within the Employment and Mixed Use lands. One runs through the mixed use area and leads to Toolern Creek, while another runs along Abey Road. A third clips the south eastern corner of the UDF area. Again these appear to have been incorporated into the PSP to some degree, but will require further liaison with Melbourne Water to determine the exact spatial requirements.

4.1.5 Former Melton Landfill

A former landfill site is located at 2-26 Ferris Road, Cobblebank. The land is subject to an Environmental Protection Authority (EPA) Pollution Abatement Notice (PAN 14 October 2002) as amended by the Notice of Amendment issued by the EPA on 22 June 2004 and any ongoing obligations under the Waste Discharge License No ES445.

The land is privately owned, however the obligations of the PAN remain the responsibility of Melton City Council. There is a 500m buffer around the site with 21.82 hectares declared as land affected by the PAN as reflected on plan of subdivision PS4415214K (Lot 1).

An Environment Audit Overlay (EAO) currently exists over the former landfill site and immediate surrounds. As stated by Urban Growth Zone Schedule 3:

'Unless a reduced distance is accepted by the Responsible Authority and EPA based on the findings of a satisfactory

environmental audit report, an application for residential subdivision and development of land within 500m of the former 22.18 hectares Melton Landfill site on Ferris Road must be referred in accordance with Section 55 of the Planning and Environment Act, 1987 to the EPA.'

4.1.6 41-53 Abey Road

As stated by the Urban Growth Zone Schedule 3, due to the operations on the land at 41-53 Abey Road, any planning application for a sensitive use north of the railway line and within 440m of the land (measured from the boundary of 41-53 Abey Road) must be referred in accordance with Section 55 of the Planning and Environment Act, 1987 to the Environment Protection Agency (EPA) and WorkSafe Victoria.

4.1.7 Melton Recycling Facility

The Melton Recycling Facility is located at 33-41 Ferris Road, Cobblebank and is owned by Melton City Council.

The total area is approximately 18 hectares with the recycling facility occupying an area of approximately 7 hectares of the remaining area (occupied by City Circle Recycling Pty Ltd) (lease agreement expires 2030) consists of a former quarry site which is being filled with clean fill in accordance with EPA and legislative requirements.

The Melton Recycling Facility is managed and operated by a contractor and is currently open 7 days a week. This facility is expected to serve the municipality well into the future. The volume of materials is expected to double in the next 5-10 years, as are the vehicle movements.

Over the next two years, Council (in partnership with Sustainability Victoria) will invest \$1.1 million in infrastructure to improve resource recovery, with further investment required to assist with growth.

The site manages approximately 45,000 tonnes of materials per annum with an average throughput of 70,000 vehicles per annum. Materials that are accepted in the facility are as follows:

- Fee paying items include green waste, timber, mattresses, tyres, concrete, masonry, residual waste
- Free disposal items include
 - E-waste such as TVs, computers, printers, DVDs, mobile phones and microwaves
 - White goods such as fridges, washing machines and dryers



Central Intersection (Ferris Rd + Abey Rd)



Ferris Rd with planted nature strip



Toolern Creek Trail



Passive Open Space associated with existing residential along Toolern Creek (immediately adjacent to study area)



Toolern Creek



Western Freeway Interface (immediately adjacent to study area)

- Other items such as paint, cardboard, BBQ gas bottles, car and household batteries, commingled recyclables, light globes and fluorescent tubes, motor oil
- The Resale Shop accepts donations of the following items provided they are reusable or in reasonable condition including indoor and outdoor furniture, gardening goods and plant pots, books, DVDs, CDs, VHS and vinyls, toys and children's items (includes prams and cots), bikes, gym or sporting equipment, clothes and handbags, kitchenware, crockery and small appliances, building products such as de-nailed timber, doors, metal, bricks, tiles and plumbing fixtures

4.1.8 Flora and Fauna

The UDF area supports:

- Habitat for threatened species listed under national and state environmental legislation (e.g. Growling Grass Frog, Golden Sun Moth, Striped Legless Lizard, Buloke)
- Threatened ecological/vegetation communities listed under national and state environmental legislation (e.g. Natural Temperate Grasslands of the Victorian Volcanic Plain listed as critically endangered under the Environment Protection and Biodiversity Conservation Act)
- Broad habitat types include remnant woodland, Lignum wetlands, scattered remnant trees, planted trees and shrubs, artificial water bodies, native grassland and introduced grassland which provide habitat for threatened species and other flora and fauna (e.g. Eastern Grey Kangaroo)
- Previous flora surveys have identified a native orchid population of *Diuris* sp. (recently identified as most likely *D. chryseopsis*) west of Ferris road and north of the railway reserve. Melton City Council are investigating whether it is feasible to translocate the individuals to one of Council's conservation reserves prior to any development at this site.
- Any works within 100m of Toolern Creek must complete a Growling Grass Frog Conservation Management Plan to the satisfaction of DELWP and Council.

4.1.9 Site Conditions Summary

The Employment and Mixed Use land is predominantly flat with the exception of the a constructed mound at the former landfill site, topographic variation around the Toolern Creek and a ridge to the east of Ferris Road.

Toolern Creek is an attractive natural feature and also a site of Aboriginal cultural heritage sensitivity. It is also the location of most of the remnant vegetation to be retained in the UDF area. Other pockets of vegetation to be retained exist in the eastern part of the site close to Mt Cottrell Road.

The freeway and the railway line, while providing excellent access to the broader Melbourne area, also act as local barriers to Melton itself and the future Town Centre, although measures are in the place in the PSP and the DCP to improve access across the railway line.

Currently Abey Road does not connect through to Mount Cottrell Road.

Existing residential development exists off Mt Cottrell Road in the Paynes Road PSP area, west of Toolern Creek and south of the railway line in Cobblebank. These residential areas have their own access points and do not rely solely on Ferris Road.

The two existing major destinations in the area are TabCorp Park which lies to immediately north of the Employment and Mixed Use land and just south of the Western Freeway, and Western BACE which sits within the Town Centre UDF area but is accessed via Ferris Road.

A smattering of other commercial and industrial uses are dotted throughout the area. Of specific interest are:

- The Melton Recycling Facility is located on Ferris Road and will continue to operate. Refer Section 4.1.7
- Planning applications for the site at 41-53 Abey Road must be referred to the EPA and Worksafe Victoria as outlined in more detail in Section 4.1.6
- The former Melton Landfill site is located at 2-26 Ferris Road and is subject to a Environment Audit Overlay (EAO). Refer 4.1.5.

Refer Figure 14 for site specific detail.

4.2 Site Assessment

The Western Freeway and the Railway line, while ultimately providing excellent access to the broader metropolitan area do currently act as barriers. Urban design efforts will need to consider this challenge and design appropriately. The PSP and the DCP address additional proposed points of access into the Employment lands via bridges.

The land is so flat that urban design efforts will not be able to rely on dramatic topographic features to create interest, however Toolern Creek is a feature that should be both protected and embraced. Views to the creek should be capitalised on. Mixed use development should be oriented to the creek and additional open space should adjoin to leverage the recreational and storm water benefits of the creek system.

In lieu of dramatic topography or strong existing landscape features, massing and built form will need to provide the architectural interest and variety in the UDF area, particularly at key development sites at major intersections.

Retaining vegetation where necessary and also where appropriate will be key to creating more interesting urban environments in the short term.

The freeway, railway and major roads of Ferris Road, Abey Road and Mt Cottrell Road are significant pieces of infrastructure that will require appropriate treatment of interfaces to ensure high quality urban design outcomes. They must also be high amenity roads since they are the major conduits into the UDF area.

The PSP suggests that large footprint industrial uses be located east of Ferris Road and smaller footprint commercial uses be located west of Ferris Road between Ferris Road and the Mixed Use area. This can be a general assumption moving forward in the design process however appropriate buffers between employment uses and the existing residential areas in the Paynes Road PSP area will need to be considered. As mentioned earlier in this report on page 15, the Paynes Road PSP was previously part of the Toolern PSP employment area and not then designated as residential under the Paynes Road PSP, therefore there is a lack of direction in the PSPs regarding an interface between the two land uses.

As outlined in the economic summary the scale of the UDF area means that land uses can be diverse and arranged into

precincts. The precinct based approach will be investigated as part of the design process.

Appropriate consideration will be important for uses on and /or adjacent to the former Melton Landfill site, 41-53 Abey Road and the Melton Recycling Facility.

Appropriate integration of the Ferris Road overpass into the surrounding urban form is key. Part of the design process will also be considering the other north-south roads through the UDF areas and determining with Council which will be grade separated.

Urban Design recommendations are outlined in Figure 15 and in Section 7.1



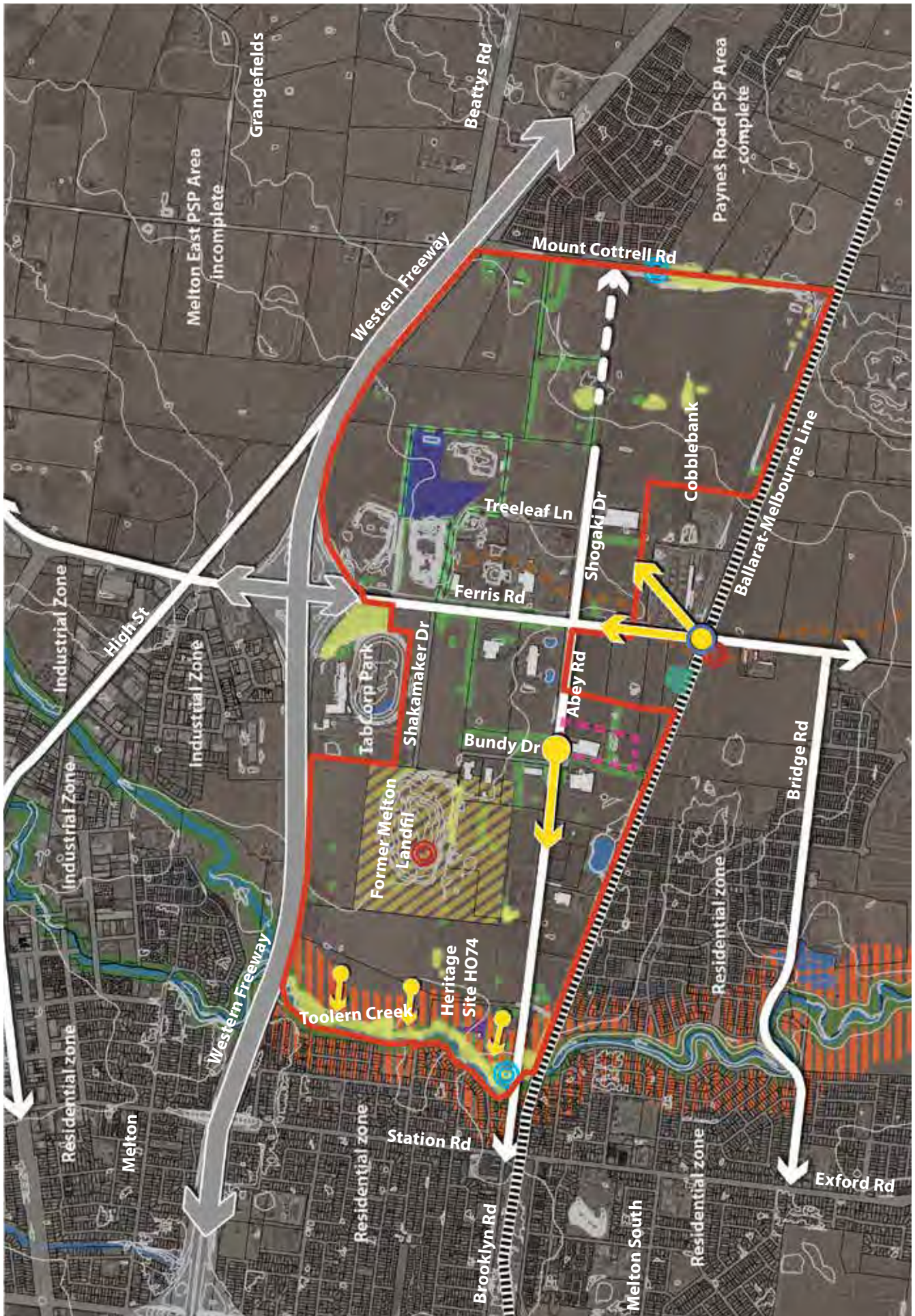


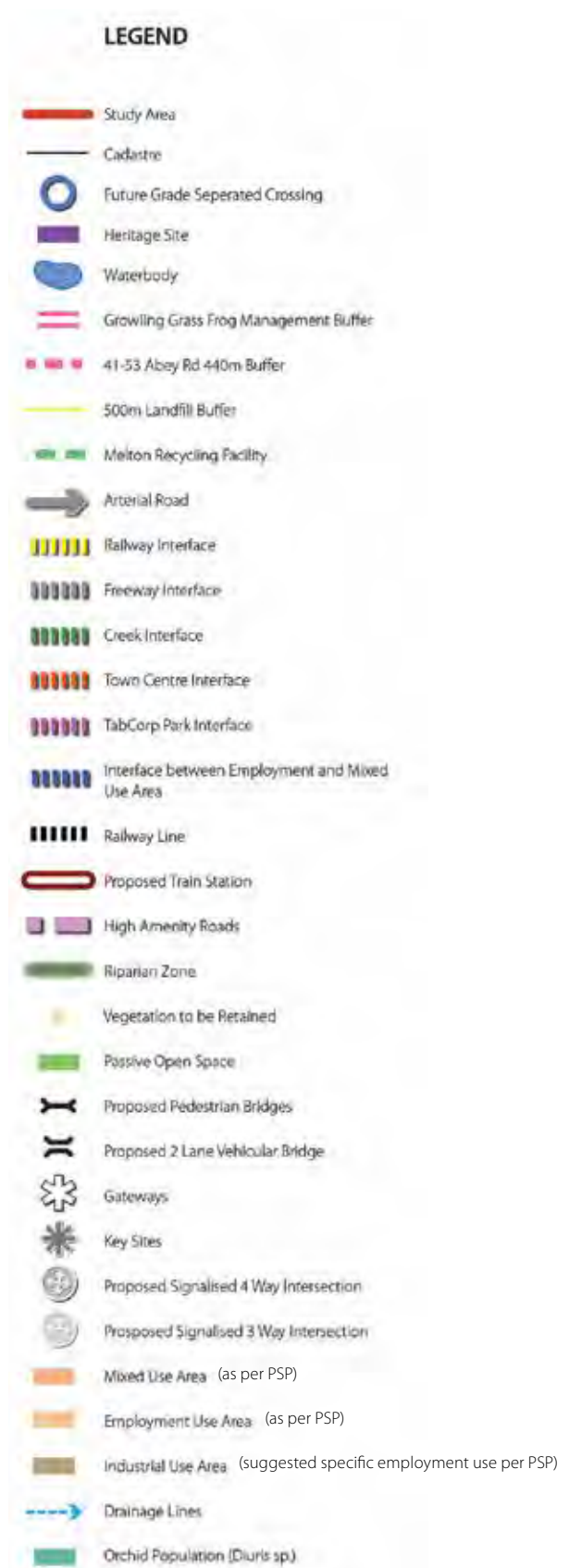
Fig. 13 Toolern Employment and Mixed Use Land - Site Conditions

General Notes:

Ensure a diversity of lot sizes throughout the employment area.

Encourage a mix of housing densities.

- 1** Consider careful location of manufacturing/ industrial uses with adverse amenity near mixed use or residential use
- 2** Mixed use area will foster a diverse mix of uses including residential, office, business park, industrial and specialised employment
- 3** Compatible uses with Tabcorp Park and suitable building interfaces are important
- 4** Appropriate uses on former Melton landfill will need to meet EPA requirements
- 5** Create appropriate interfaces between residential and employment land uses
- 6** Emphasise a high quality and appropriate frontage to Abey Rd
- 7** Ensure an appropriate interface between employment land or mixed use and freeway (consider frontage road or landscape buffer)
- 8** Ensure residential development on Toolern Creek is orientated to the creek on frontage roads
- 9** New large floor plate and industrial uses to be located east of Ferris Rd where possible (as per PSP suggestion)
- 10** New small scale buildings to be located west of Ferris Rd (as per PSP suggestion)



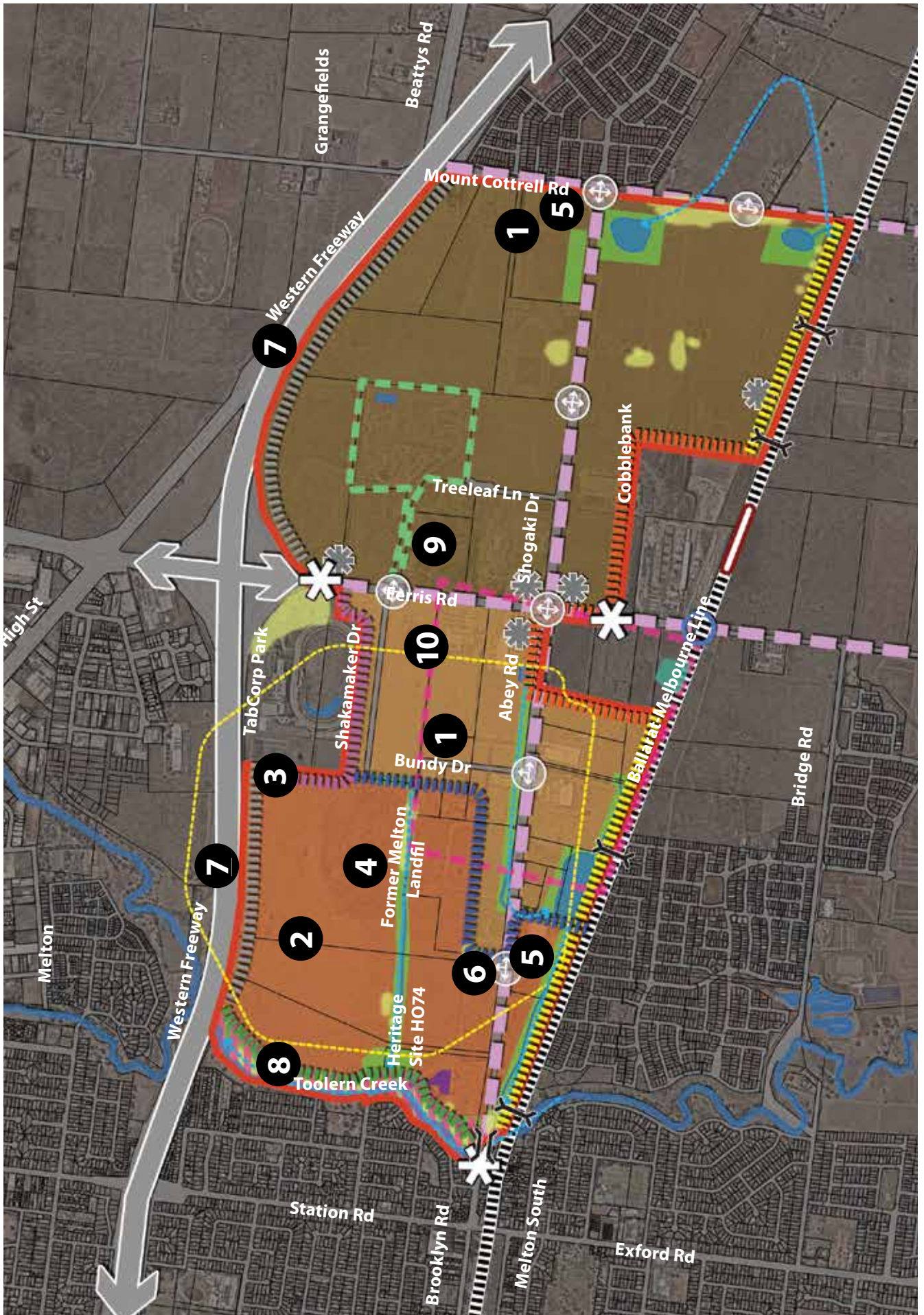


Fig. 14 Toolern Employment and Mixed Use Land - Site Assessment Plan

05 TECHNICAL ASSESSMENTS

5.1 Movement and Transportation Assessment (Refer Appendix 3)

5.1.1 Current and Future Conditions

Currently the two closest railway stations are located at Rockbank (east) and Melton (west), although the State Government has now committed to building a Toolern Station in the Toolern Town Centre UDF. There is currently only 1 bus service in the vicinity of the UDF areas. Accessibility via public transport is severely limited currently, but expected to improve in the future with the delivery of the train station.

Due to proximity to the Western Freeway there is a high level of road based accessibility. Melbourne CBD can be accessed within approximately 40 minutes.

Currently there is very little or no walking or cycling infrastructure given the greenfield nature of the UDF areas.

The proposed infrastructure projects such as Toolern Station, Ballarat Line Upgrade, Melton Line Electrification and the Outer Metropolitan Ring Road will affect the transport outcome of the UDF areas and will be taken into consideration throughout the modelling process.

5.1.2 Transport Modelling

In terms of transportation modelling the most notable difference between now and the 2012 release of the Town Centre UDF is understood to relate to employment numbers with a recent push to increase the number of jobs within the Western Growth Corridor.

The demographic data implies that there are expected to be marginally more residents and dwellings and almost five times as many jobs within the Toolern PSP area which has a clear implication to traffic and transportation.

In the Toolern PSP area in 2031, the arterial road network is expected to be able to reasonably accommodate the anticipated traffic volumes except for a few key roads including Ferris Road and Mt Cottrell Road.

Within the Toolern PSP area in 2046, the arterial road network is expected to operate in a similar manner as 2031, except that there are additional road sections expected to exceed their theoretical capacity, namely Ferris Road's approach to the Western Freeway interchange and a section of Paynes Road.

The Melton Highway forms the northern approach to the interchange with the Western Freeway, and the traffic volumes are expected to double between 2016 and 2031.

Mount Cottrell Road is a very attractive north-south route, potentially due to the congestion associated with the Ferris Road interchange with the Western Freeway interchange.

The broader road network of the Toolern PSP is expected to be suitable to support the future level of development. There will be some locations of congestion, such as the key signalised access points to the town centre from the arterial road, but these are expected to be able to be designed out, such as through limiting property and car park access within the town centre from the internal local roads and more from the sounding arterial and connector level roads.

However, further revised modelling will account for the increased employment numbers (i.e. 20,000 more jobs than anticipated in VITM) before this can be confirmed. In addition, the refined road network design is required for both the Town Centre, and Employment and Mixed Use land to suitably test and assure it can support the future proposed level of development.

5.1.3 Issues and Opportunities

The report suggests that the planning approach for the project should follow two key approaches:

- Modal Hierarchy should emphasise walking as the highest priority through and the private car as the lowest priority.
- Road space allocation should emphasise space efficient transport modes such as walking, cycling and public transports as opposed to less space efficient transport modes such as the private car especially close to the Town Centre.

Additionally the report addresses the road network, public transport, active transport and urban development trends.

Road Network

The overall road network will be built off the main arterial roads with connector level roads forming a grid based network, and local roads providing property access to smaller lots in a circuitous manner to minimise the attractiveness of through movements.

While the report supports the road network as designed in the 2012 Town Centre UDF, it does caution that the Main

Street through the town centre could become a cut through between Ferris Road and East Road instead of a place for people to spend time. A number of recommendations to avoid this are outlined.

The Toolern Employment and Mixed-Use land will accommodate a range of commercial land use types, both in terms of activities and size. As such, a supporting road network that helps activate small sites, provides good access to arterial roads for larger sites, and minimises conflict between car park access and frontages of sites is desired.

The success of the station will be based on the integration of bus services and together these will form a transport hub. With the addition of the station, a grade separation will be required on Ferris Road where it currently crosses the railway line.

Public Transport

The new station is seen as the key to unlocking the Town Centre. The report also outlines the importance of other initiatives such as bus routes, kiss and go areas and connecting path networks to form a transport hub. The hub must be located as close as possible to the station by being prioritised over commuter car parking facilities.

Ultimately the bus network should provide a high level of coverage which means that 95% of residents and jobs are within 400m of a bus route.

Active Transport

The Principal Pedestrian Network set out in the Moving Melton - Integrated Transport Strategy that requires high quality facilities be provided on connector level road and within activity areas. In addition the report suggests the 2km local catchments of the Town Centre and Employment and Mixed use lands should be prioritised from an implementation and intersection/crossing perspective to encourage pedestrian and cycling movements for short local trips. The report offers a number of recommendation to prioritise pedestrian movements which are outlined in the recommendations section of this report.

The Principal Bicycle Network set out in the Moving Melton - Integrated Transport Strategy that requires high quality facilities will be provided on the connector level roads and within the key activity areas. The report suggests following VicRoads design guidance for strategically important cycling corridors. The 5km local catchments of the Town Centre

and the Employment/Mixed Use lands should be prioritised both from an implementation and intersection/crossing perspective to suitable encourage their use in accessing them.

Within the Town Centre separated bicycling facilities should be provided on connector and arterial roads and within the low speed streets cyclists should be able to mix with traffic if required.

The report emphasises end of trip facilities at key gateways and destinations.

The report outlines a number of facilities to be provided within the Employment and Mixed Use lands and its 5km catchment. These out lined in the recommendation section of this report.

Urban Development Trends and Technologies

GTA have undertaken research around the changing trends in the way people travel. Their findings suggest that ultimately 'Mobility as a service and urban expansion' is the best outcome. Essentially this scenario consists of travellers having a subscription to buy transport as they need it combined with the intensification of development along defined public transport corridors. This will be something to keep in mind throughout the design process.

5.2 Economics Assessment (Refer Appendix 4)

Toolern Town Centre

The Vision for the retail and commercial uses in the Town Centre is as follows:

Toolern Town Centre will serve the entire Melton urban growth corridor and Bacchus Marsh. The centre will have a strong range of convenience and comparison retailing, complemented by a vibrant dining and entertainment scene. A high-amenity street-based environment will be supported by protected areas offering shoppers and visitors a pleasant year-around environment.

Key elements of the town centre will also include commercial uses, as well as important health and education providers. Access to both retail and non-retail elements of the town centre will be made safe and convenient by high-quality public transport links.

The 70,000m² of retail outlined in the Toolern PSP is reasonable given the development potential, trends and retailing in general and a review of similar sized centres throughout Australia.

At full development the Town Centre can support 70,000m² of retail. This includes

- 2 discount department stores
- 2 supermarkets
- 1 Discount supermarket
- 3 Mini Majors
- 6,000m² of cafes and restaurants
- 2,500m² of other food
- 15,000m² of non food
- 10,000m² of restricted retail

A staging approach is outlined in Figure 16.

Given that this is more than what was accommodated as part of the 2012 Town Centre UDF, the pending design process will review the current plan and determine how to accommodate this increase.

The report also states that the potential exists for a further 120,000m² of non-retail uses in the Town Centre as outlined in the table below. They include:

- Commercial office (shop-front uses and non shop-front uses),
- Entertainment such as cinemas, gyms and live music venues
- Other commercial such as accommodation, registered club such as RSL
- Medical
- Administration/community such as emergency services and government facilities
- Tertiary education such as a TAFE or a satellite campus
- Aquatic/leisure centre.

The report gives indicative areas for these uses which will be used through the design process. Refer Figure 17.

The total land requirement for the retail and commercial land uses is estimated to be 482,500m² or 50ha rounded which is in keeping with the expectations of the Town Centre footprint. An indicative land budget is shown in Figure 18.

Economic Trends

The Economics Technical Report reiterates some of the trends highlighted in Chapter 2 Benchmarking and introduces some others.

Major retail chains are still important. While there is a shift away from the single anchor tenant in some locations, it still remains the easiest path to a successful town centre. The report states that a collection of mini-majors can effectively operate as a major tenant.

There is a trend towards street-based centres which is already a core component of the Town Centre UDF. Hybrid designs of shopping centres mixed with street-based centres are also a possibility.

Food retailing is the strongest-performing component of the business mix in activity centres at present. 'Foodie' culture is mentioned in terms of not just restaurants but also access to large fresh food stores such as supermarkets.

Toolern Town Centre Supportable Retail Floorspace at Development Capacity			
	Stage 1	Stage 2	Full Development (*)
Major Tenants			
Discount Department Store 1	-	7,000m ²	7,000m ²
Discount Department Store 2	-	-	7,000m ²
Supermarket 1	4,000m ²	4,000m ²	4,500m ²
Supermarket 2	-	4,000m ²	4,500m ²
Supermarket 3 (Discount Supermarket)	-	-	1,500m ²
Total Majors	4,000m²	15,000m²	24,500m²
Mini Majors (@ 1,500m ² each)	1,500m ²	4,500m ²	12,000m ²
Specialty Shops			
Café and Restaurant	500m ²	2,000m ²	6,000m ²
Other Food	1,000m ²	1,500m ²	2,500m ²
Non-Food	1,000m ²	7,000m ²	15,000m ²
Total Specialty Shops	2,500m²	10,500m²	23,500m²
Total Shop Retail	8,000m²	30,000m²	60,000m²
Restricted Retail	-	10,000m ²	10,000m ²
Total Retail	8,000m²	40,000m²	70,000m²

Source: Essential Economics, published sources;

Fig. 15 Town Centre Supportable Retail Floorspace

Toolern Town Centre Non-Retail Floorspace at Development Capacity	
Land Use Type	Full Development
Commercial Office	30,000m ²
Entertainment	15,000m ²
Other Commercial	15,000m ²
Medical	10,000m ²
Administration/Community	10,000m ²
Tertiary Education	30,000m ²
Aquatic/Leisure Centre	10,000m ²
Total Commercial	120,000m²

Source: Essential Economics

Fig. 16 Town Centre Non-Retail Floorspace

There has been a shift in community needs and behaviour in that competition relates to not just household goods and services but also to travel, entertainment and dining out. It implies that a Town Centre has to be able to provide much more than household items and instead needs to provide a lifestyle destination that can meet the demand for all of these activities.

Town Centres also must provide a social and cultural hub by providing a high degree of amenity in terms of seating, play areas, and cafes. There is significant opportunity to integrate with public infrastructure such as parks, libraries, galleries and government offices.

Demographic changes such as an increase in baby-boomers and an increase in labour force participation are changing the way we shop as people look for extended shopping hours and multi-use shopping centres. This ties in with a more integrated approach to designing the retail experience as part of a community and social hub.

Toolern Employment and Mixed Use land

The Toolern Employment and Mixed Use land consists of approximately 390ha of land dedicated for employment uses from a total of 4,255 ha of land available for industrial and employment uses in the overall Melton growth corridor. With an annual rate of employment land consumption of 60ha-70ha, the Melton growth corridor has at least a 50 year supply of employment land. The Toolern Employment and Mixed Use land itself is likely to develop over a period of 30 years.

The report outlines several key drivers for the likely ultimate success of the employment lands, the most significant of which include:

- An expanding population driving service industries encouraged by low development costs and larger parcels.
- Competitive land costs.
- Excellent transport connectivity.
- Scale of the Employment and Mixed Use land (390ha) will mean that the land use will be diverse. A precinct-based approach would be both beneficial and feasible.

The report summarises the likely development outcomes as:

- Light Industry such as trade and services industries, warehousing and logistics.
- Restricted Retail/Showrooms because of good access to transport corridors.
- Business Park such as larger corporate offices or service related business that require access to an extensive labour force, and service needs of other industrial businesses.
- Specialised Uses such as research or education, public sector infrastructure, or large scale recreation uses. The sheer size of the employment lands provide opportunities to locate large-footprint and hard-to-locate land uses.

The report gives indicative areas and specific uses for these uses which will be used through the design process and are further outlined in Chapter 7 Recommendations.

An extract from the Essential Economics Report is opposite, suggesting that the Employment and Mixed Use area could support 315 hectares of employment uses with other non-employment uses being located primarily in the mixed use area. This is consistent with the PSP.

Toolern Town Centre Indicative Land Budget			
Land Use	Floorspace	Land Coverage Ratio	Land Requirement
Retail	70,000m ²	35%	200,000m ²
Shopfront Office	15,000m ²	30%	50,000m ²
Non-Shopfront Office	15,000m ²	200%	7,500m ²
Other Commercial	90,000m ²	40%	225,000m ²
Total	190,000m²	39%	482,500m²

Source: Essential Economics

Fig. 17 Town Centre Indicative Land Budget

TEMU Indicative Land Use Mix	
Land Use	Area
Light Industry	200 ha
Restricted Retail/Showroom	35 ha
Business Park	30 ha
Specialised Uses	50 ha
Other (residential, public space etc)	75 ha
Total TEMU	390 ha

Source: Essential Economics

Source: Economic Technical Report

Fig. 18 Employment and Mixed Use lands Indicative Land Use Mix

06 CONSULTATION

Good communication and consultation efforts are key to the success of the project. To date, there have been four separate consultation efforts, with more scheduled throughout the design phases of the project in 2018. Two briefing sessions were held in October 2017 to inform both the Melton City Council Project Control Group (PCG) and the Project Working Group (PWG), and Melton City Councillors. A Stakeholder Summit followed in November. Concurrently Council undertook a month long on-line consultation period on the draft Background Report and Technical Reports. A Comments Matrix is included in Appendix 5.

6.1 Briefing Sessions

On 17 October 2017 a project summary was presented to both the PCG and the PWG. The presentation included project goals, time lines and a summary of the draft Background Report including the technical reports. The group raised issues around the timing of the document review periods, design of the station and access to the station, timing of project traffic modelling, conflicts of potential land uses in the employment area and questions about specific landowner sentiment. The issues that could not be resolved on the day will be resolved in due course through the design phase of the project.

On 30 October 2017 a project summary was presented at a Councillor Briefing Session. The presentation included project goals, time lines and a summary of the draft Background Report including the technical reports.

6.2 Stakeholder Summit

On 21st November 2017 Melton City Council hosted a 'Stakeholder Summit' at the Western BACE, Cobblebank. The Stakeholder Summit consisted of three separate sessions each designed to inform stakeholders, landowners and the community of the Toolern Town Centre UDF and Employment and Mixed Use UDF. This was the first interaction with stakeholders, landowners and community for this project.

Council's efforts to notify stakeholders and landowners of the Stakeholder Summit and consultation period and the project generally included sending letters and developing a project website with instructions on how to make a submission. Council also placed advertisements in

Melton and Moorabool Star Weekly and the Brimbank and North West Star Weekly on 7 November 2017 advertising community Information session and project website. The Community Information session and the project website were also advertised via Facebook.

6.2.1 Stakeholder Session

The Stakeholder Session ran from 11:30am – 2:00pm and included a presentation by the project team about the project to date and the draft background report including the technical reports.

A representative from each stakeholder group introduced themselves and their agency and gave a brief statement about their interest in the project.

In mixed, small groups attendees were then asked to consider the three biggest challenges to realising the Toolern Town centre and Employment/Mixed Use UDF areas, and the three biggest opportunities, which were then reported back to the overall group. The consultation methods included round table/small group discussions and a Q&A discussion.

Agencies represented at this session included:

- Melbourne Metro Rail Authority (MMRA)
- Department of Justice and Regulation (DOJR)
- Victoria State Emergency Service
- Department of Environment, Land, Water and Planning (DELWP)
- Transport for Victoria
- Vic Roads
- Melbourne Water
- Western Water
- Invest Victoria (DEDJTR)
- Aboriginal Victoria
- Office of Suburban Development (DELWP)
- Melton City Council (relevant departments)

Stakeholder Responses

As a result of the round table discussions, the groups' written responses to the questions outlines above have been collated into a comments matrix and organised into broad themes outlined below.

A majority of stakeholders see the station as a catalyst for other development and investment. They also see the sheer size of UDF areas as an opportunity for innovation and investment. The group confirmed that Western BACE is an asset and should be used to leverage further development of the Town Centre. The fact that Melton City Council owns a number of parcels in the Town Centre was also seen as an advantage.

The need for a realistic implementation strategy was mentioned both in the written comments and in conversation. There was a general request to plan for both the short- and long-term to ensure that some parts of the plan can be realised quickly, while other, more ambitious parts of the plan may take longer. There was a general concern amongst some attendees that the car parking demand is inconsistent with the objectives of the UDF, and that the plan should also address the changing attitudes towards car dependency. Several attendees mentioned the importance of creating character and identity, in addition to meeting the community's expectations about the development.

Other suggestions that came from the round table discussions have been outlined below. They can be categorised around land use, traffic and transportation, implementation, process and collaboration, unique opportunities and innovation, design, identity, and values. The actual stakeholder comments are summarised in *Comments Matrix Part 1: Summary from Stakeholder Session*.

Land Use

- Investigate and confirm proposed land uses as outlined in the current Town Centre UDF. Specifically consider those potential catalyst development opportunities (such as emergency services facilities, justice precinct, health precinct).
- Ensure an integrated approach to the town centre, open space, natural environs and public transport.
- Explore housing diversity options to better address affordability.

- Investigate options for co-location of services (particularly Council facilities).

Traffic and Transportation

- Ensure an early comprehensive bus network.
- Bridge the gap – and ensure connectivity between areas south of the railway line and north.
- Resolve how Main Street will accommodate cars and buses without compromising pedestrian connections and access.
- Review parking requirements to ensure compatibility with the spirit of the UDF objectives.

Implementation, Process and Collaboration

- Ensure that the UDF allows for adequate land to accommodate future utilities and other assets. Review and incorporate the most recent Melbourne Water Drainage Services Scheme (DSS).

Unique opportunities and innovation

- Celebrate heritage values and entwine them in the design process.
- Consider character, specifically how to create it and how to make Toolern competitive against other centres such as Rockbank and Melton.
- Create a truly people-focused place.
- Utilise the rail corridor for additional uses such as cycle way and habitat.
- Increase use of recycled water and therefore reduce use of potable water.

Design

- Throughout the design process address integration of different parts of UDF, connectivity across train line, impacts of grade separation and general interface issues.

Identity

- Foster, create and embed a sense of identity through the design process.

Values

- Promote environmental sustainability as a cornerstone of the design process.

6.2.2 Landowner Session

The Landowner Session ran from 2:30pm – 4:30pm and also included a presentation by the project team about the project to date, and included excerpts from the draft Background Report.

Representatives from MMRA gave a short presentation outlining details around the design and location of the proposed Toolern station.

The project team summarised the outcomes of the earlier Stakeholder session and then gave more detail about what a UDF is specifically for those landowners who had not been involved in similar processes before.

Following a group discussion, the session broke into smaller groups where officers of the Council and consultant team spoke to individual landowners.

The goal of this session was to inform landowners of the UDF process whilst also allowing Council and consultant team to begin to gauge the interest and broad plans of individual landowners.

The consultation methods included Q&A, round table discussion and individual, informal discussions. Landowners were encouraged to submit a comments form that was provided or make a submission on Council's website before the submission closing date of 13 December 2017.

Landowner Responses

Questionnaires were distributed at the Landowner session and were optional. Two written submissions were received from land owners despite the event being well attended. Their interests and concerns include having a clear time line and expected dates for realisation of the UDF, clarity of Town Centre land uses and expected densities, and further detail around the implication of the grade separation on Ferris Road.

From initial group discussion, there seems to be a perception that land will be taken from unwilling landowners as part of the UDF process. Further clarity should be made available to landowners on this issue.

6.2.3 Community Information Session

The Community Information Session was a three hour drop-in session at 5:00pm – 8:00pm.

Excerpts from the Draft Background Report were posted around the room and a team of Council officers and consultants were available to explain the project and answer questions.

The consultation methods included an informal drop in session where members of the community could have informal conversations with Council officers and consultants and project information was displayed both on the wall and on screens around the room.

The MMRA team also set up a drop-in booth regarding the Toolern Train Station and Ballarat Line Upgrade

Community Responses

Questionnaires were distributed at the Community Information Session and were optional. Three written submissions were received from the community session although more than 50 people signed in. Approximately 100 people attended the session, however often only one family member signed in. Many attendees came from the surrounding subdivision areas, and most were enthusiastically supporting the creation of a town centre although were keen to understand the timing around delivery of the centre. General sentiment from the community was overwhelmingly positive.

The written comments included concerns around the Ferris Road grade separation timing and details about station design. Their comments are summarised in Comments Matrix Part 3: Comments from Community Information Session.

6.2.4 Online Consultation Period

Concurrently Council undertook a month consultation period on the draft Background Report and Technical Reports between 13 November to 13 December 2017. Formal submissions could be made during this period via the instructions on the project website.

During this period, Transport for Victoria (T4V) made a formal submission where they outlined their concerns around the appropriate integration of the proposed train station which included recommendations around bus infrastructure and integration of at grade car parks. Their recommendations

call for a review of the location and extent of at grade car parking provisions so close to the Town Centre. Their comments are summarised in Comments Matrix Part 2: Additional Stakeholder Submissions in Appendix 5.

6.2.5 General Sentiment

There were some general themes running through the three stakeholder sessions that are summarised below:

- Station is clearly an exciting prospect for stakeholders and landowners, however integration of the station (and in particular integration of parking) was a concern for some. Given the three distinct precincts of the two UDF areas - Town Centre, Mixed Use land and Employment lands – careful integration of all three is important in order to create a cohesive centre.
- Given that build out could be up to 30 years away in some parts of the UDF areas, appropriate staging will be important. Avoiding ‘urban gaps’ was mentioned, as was encouraging residential development close to the station in order to create sustainable transport habits that do not rely on the private car use.
- The importance of creating identity and character was raised by several attendees. One suggestion was to build on the existing natural character of the site while still creating a forward thinking plan. While we can’t predict the future, we can create a plan that is flexible, and we can consider possible impacts of innovation, such as the autonomous vehicles and the reduction in parking requirements they may trigger.
- There needs to be a triple bottom line by which to measure success – community, economy and sustainability.
- Innovation was mentioned by several participants, particularly in light of water management and use of recycled water.
- Good communication is critical to the success of the project, both with agencies and landowners. Further coordination is necessary but not limited to Melbourne Water regarding current Drainage Services Scheme (DSS) and Transport for Victoria (T4V) as they develop the Movement and Place Framework.
- The project must take into account short- and long-term visions by incorporating plans for next 30 years and plans for next two years.

6.3 Conclusions and Next Steps

Understanding key landowner expectations will be critical in moving forward with the UDF design process. Short- and long-term plans for some of the key sites particularly around the town centre will begin to shape the ultimate design. While the plan must allow for some degree of flexibility, efforts should be made to identify the short- and long-term plans of those landowners who own parcels central to the realisation of the UDFs.

The session with the landowners confirmed that there is still uncertainty about the role of a UDF. Further communication and education will be necessary.

In summary, the Stakeholder Summit was a productive start to the engagement process by virtue of the fact that its main function was to inform stakeholders, landowners and community of the UDF process and gauge their interest in the project.

07 RECOMMENDATIONS AND ASPIRATIONS

7.1 General Recommendations

7.1.1 Movement and Transport

General

- Adhere to movement and transportation components as outlined in the Toolern PSP, Moving Melton - Integrated Transport Strategy and VicRoads Design Guidance (for planning Road Networks in Growth Areas) .
- Emphasise walking as the highest priority through and the private car as the lowest priority.
- Emphasise space efficient transport modes such as walking, cycling and public transports as opposed to less space efficient transport modes such as the private car especially close to the Town Centre.
- Build the overall road network off the main arterial roads with connector level roads forming a grid based network, and local roads providing property access to smaller lots in a circuitous manner to minimise the attractiveness of through movements.
- Utilise the early delivery of the Toolern Station as an opportunity to help develop more sustainable travel behaviours from the outset and not over provide road infrastructure.
- Prioritise more space efficient modes (walking, cycling and public transport) in both the Town Centre and the Employment lands.
- Provide a high level bus service of coverage throughout the Toolern PSP so that 95% of residents and jobs are within 400m of a bus route.
- Allow cyclists to access the Town Centre via separated bicycle facilities, with priority crossing facilities on lower order roads.
- Integrate behaviour change initiatives with infrastructure projects to achieve an increased shift away from private car use.
- Start adopting and planning for the upcoming technology disruptions to transport use, such as better, connected and real time data, as well as electric and autonomous public and private vehicles.

Town Centre

- Review Main Street design, between Ferris Road and East Road, as part of the review of the current Town Centre design, to ensure it is not used as a through route. Consider additional design measures.
- Limit vehicle access to property and car parks from Main Street. Instead utilise access from the surrounding arterial and connector roads, and from rear laneways.
- When the Toolern Railway Station is delivered, part of its success will be based on the integration with bus services as part of a well located transport hub. Locate the bus services as close as possible to the station to form the transport hub, separate from any commuter car parking and connected via high-quality pedestrian linkages. Include access to bus connections, kiss and go areas, connecting pathways and waiting areas.
- Prioritise pedestrian, bicycle and/or public transport movement in Main Street.
- Provide a low speed environment (30km/h or less) through suitable surfacing and traffic calming measures to make Main Street a place for people to spend time.
- Within 5kms of Town Centre provide separated cycling facilities. Provide a low speed environment if required where cyclists and traffic can mix.
- To create low speed traffic environments consider:
 - Suitable surfacing and traffic calming measures
 - Shared spaces
 - Crossing facilities on each intersecting road that prioritise pedestrians, such as zebra crossings and/or wombat crossings
 - Traffic signals that prioritise pedestrian crossing movements by increasing the signal time allocated to pedestrian movements above the typical minimum and have shorter cycle times so pedestrian crossing opportunities occur more often.

- To create a high quality pedestrian environment ensure that the design is compatible with the following components:
 - Crossing facilities
 - Traffic signal
 - Footpaths with suitable widths
 - Tactile paving
 - Colour contrasting street furniture
 - Wheelchair accessible ramps
 - Shade
 - CPTED principles
 - Wayfinding
- Prioritised crossings when linking to the path network, key destinations and public transport facilities.
- End-of-trip facilities will be also required at key gateway and destination places. These are recommended to be provided as public facilities and not solely relied on to be provided as part of private development.

7.1.2 Economics

Town Centre

- Reference Economics Technical Report throughout design process. Establish design and siting parameters based on recommended retail mix and suggested areas as broadly identified in Figure 16, 17 and 18.
 - Test 70,000m² of retail against existing UDF Master Plan.
 - Take into consideration the potential staging program and tenant mix as outlined in the Technical Report when reviewing the current town centre design. It will be important to create a compact town centre in the early stages of development.
 - Further investigate hybrid design options where shopping centres are mixed with street based shopping and determine if and how this is appropriate to Toolern.
 - Confirm that current design integrates retail experience with public infrastructure such as parks, libraries, galleries and government offices.
 - Cross check with the current and new designs for Town Centre the identified retail and commercial industry trends outlined in Economics Technical Report and summarised in Chapter 5.
- Confirm the following uses with the current Town Centre design:
- Commercial Office
- Ensure a 50%-50% mix of shopfront office and non-shop front office.
- Entertainment
- Consider cinemas (10 screens), gyms (including large 1000m² varieties), bowling alley, pubs/bars, dance and yoga studios.

Toolern Employment and Mixed Use lands

- The Toolern Employment and Mixed Use Land will accommodate a range of commercial land use types, both in terms of activities and size. As such, design a supporting road network that helps activate small sites, provides good access to arterial roads for larger sites, and minimises conflict between car park access and frontages of site is required.
- Provide pedestrian paths along the majority of road ways and pedestrian crossing facilities on all intersecting roads that contain footpaths.
- Review integration of a grade separation on Ferris Road at railway to avoid negative results on the aesthetics of the town centre and the arrival experience.
- Ensure design supports good pedestrian networks that accommodate clear sight lines, widths, allowance for street furniture and prioritised crossings.
- Provide:
 - Separated bicycle facilities along all arterial roads
 - On-road bicycle lanes on 60km/h or lower sign posted connector level roads (separated facilities on higher speed roads)
 - Mixed traffic conditions on low speed local roads (i.e. 30km/h or less)

Other commercial

- Accommodation for 100-room hotel with conference facilities (2,000m² footprint and 4 storeys high).
- Registered club - associated with recreational uses within the Town Centre.
- Market Retailing - an appropriate venue for a farmers market reflected in the design of the public space.
- Service stations, carwash's should also be considered.

Medical

- Include day surgery facilities, GP super clinic, rehabilitation services, para-medical facilities, medical training and education.
- The inclusion of a tertiary medical facility for the region.
- Minimum allocation of 10 hectares for medical uses.

Administration/Community

- Confirm location of emergency services, justice system and government service delivery uses. Locate emergency services on fringe of town centre. Locate government agencies closer to centre.

Tertiary Education

- Allow for a total of 30,000m² for tertiary education.

Aquatic/Leisure Centre

- Allow 2 hectares of land for a regional level indoor/outdoor aquatic/leisure centre.

Toolern Employment and Mixed Use lands

- Reference Economics Technical Report throughout design process. Establish design and siting parameters based on recommended land use mix and suggested areas as broadly identified in Figure 19.
- Better ensure success by carefully considering staging. Beyond the Town Centre, there is essentially 30 years worth of employment land in the growth corridor, meaning that some land will not be developed for some time. Development should start in at the centre and work its way out to ensure there are few 'gaps' in the urban structure.

Light Industry

- Investigate light industrial lots (500m²-4000m²) located away from major roads and prominent locations. These businesses are not reliant on exposure to passing trade.
- Consider a diverse range of light industrial uses that do not fall neatly into category such as gyms, micro-breweries, dance studios.
- Consider siting and location parameters for trade and service industries, warehousing and logistics, manufacturing and repairs, construction support, trade supplies and showrooms.

Restricted Retail/Showroom

- Locate restricted retail and showrooms along key transport corridors with good exposure.
- Emphasise showrooms rather than primarily restricted retail tenants.

Business Park

- Accommodate larger regional corporate offices with high amenity with a range of office accommodation in a well landscaped and serviced environment.
- Investigate possibility of and typology for smaller scale strata office development (suites ranging from 50m² to 200m²)
- Locate business park in close proximity to town centre to benefit from locational synergies and adjacent land uses and infrastructure.

Specialised Uses

- Utilise the size of the Employment lands and consider specialised uses such as research/education, government, large recreational facilities, medical facility, accommodation/conference facility. Reserve 50ha of land until such time as the specialised use is identified.
- Locate non-employment uses such as residential and open space in the mixed use land to accommodate 315 hectares of employment uses in the Employment lands.

7.1.3 Urban Design

General

- Implement Melton Planning Scheme as referenced in 2.3 Melton Planning Scheme.
- Implement State Policy as summarised in 2.4 State Policy and Influencing Documents.
- Implement Local policy as summarised in 2.5 Local Policy and Influencing Documents.
- Implement the following broad themes from the PSP. Create:
 - High quality centres with an emphasis on public transport, bike and pedestrian access, and high quality building form.
 - Diversity of lot sizes, building types and land uses.
 - Encourage high employment densities.
 - Create a diversity of lot sizes, densities, typologies and uses.
 - Focus on good interfaces between uses, particularly those adverse uses such as industrial uses and interfaces with arterial roads, freeways and the rail line.
 - Address sustainability (including appropriate responses to environmental constraints).
 - Create a truly multi-modal environment.
 - Provide opportunities for a broad range of businesses that will ultimately result in the creation of one job for every new business.
- The PSP will be followed in careful detail. The above list summarises some of the key recommendations. Incorporate all guidelines that 'must' be included and consider all guidelines that 'should' be included.
- Consider and incorporate all recommendations from Movement and Transport and Economics Technical Reports.
- Utilise the information gathered as part of the benchmarking section of this document and follow up for more information as necessary.
- Overcome barriers created by the Western Freeway and the railway line and de-emphasise through a range of design measures to be investigated during design phase.
- Create features through appropriate and creative massing and built form since the predominantly flat landscape will not provide dramatic interest in itself. Emphasise important intersections through built form and massing.
- Create appropriate interfaces along the Western Freeway, the railway line, Ferris Road, Abey Road and Mt Cottrell Road. High quality urban design must not be compromised by these interfaces.
- Ensure building proportion, scale and character are appropriate to their context with taller buildings on prominent sites and small-scale buildings to the West of Ferris Rd.
- Retain vegetation where necessary and also where appropriate. Existing vegetation can add significant character to the UDF area particularly in the short term.
- Make staging a key piece of the design process to ensure that the ultimate success of Toolern won't be hampered by urban 'gaps'. This is particularly relevant in the Employment lands given the anticipated 30 year build out.
- Reference aboriginal cultural heritage in urban design. Liaise with appropriate agencies to determine best way to address this.
- Utilise topography where possible to improve views and create good micro-environments.

Town Centre

- Support the delivery of the train station. The design phase will include liaison with MMRA's design team. Ensure that the station is fully integrated and the urban design supports the speedy realisation of the station. Ensure that the design process identifies and removes any hurdles to access and integration.
- Confirm all land uses currently proposed as part of the 2012 Toolern Town Centre UDF.

- Accommodate the additional 40,000 square metres of retail in the Town Centre.
- Review the current location of anchor retail in the Town Centre. Consider the impact of aggregating 'mini-majors'.
- Investigate the features that make successful street-based shopping centres. Review the hybrid approach – street-based segment combined with an internal mall.
- Confirm that the design of the Main Street will work since its success will impact the success of many other parts of the UDF areas.
- Consider the Town Centre in light of CPTED best practice principles.
- Integrate multi-modal transport into the urban environment.
- Review co-location of retail in Toolern Town Centre UDF to determine if it should stay as is or change to better reflect current trends particularly in light of emphasis on food establishments.
- Consider future proofing within the town centre in case of dramatic change in retail delivery.
- Reflect the recent trends in high quality public realm associated with retail environments.
- Integrate the Ferris Road road overpass into a high quality Town Centre design by minimising visual bulk through design measures and appropriate land uses. Confirm location of other grade separations in the UDF areas.
- Investigate the use of temporary and pop-up initiatives in the Town Centre and the role of multi-functional space.
- Develop guidelines that support high quality medium and higher density residential within and around the town centre.
- Future proof the growth of the town centre to include shop top and higher density housing to be retrofitted once economically viable.
- Consider long term housing strategies that facilitate low income and affordable housing opportunities .

- Allow for high quality treatments of future roads that will interface with residential development abutting the town centre.
- Allow for residential development within areas of high amenity and complimentary uses

Toolern Employment and Mixed Use lands

- Locate new, manufacturing and industrial uses, which may impinge on amenity to the East of Ferris Rd at suitable distances from residential interfaces.
- Protect and embrace Toolern Creek as the major natural site feature. Views to and orientation towards the creek will be important to the success of the Mixed Use area.
- Leverage the recreational and storm water management benefits of Toolern Creek by featuring adjoining open space and orienting development towards the creek and providing high quality public access.
- Protect the quality of life for the existing residential communities to the east of Mt Cottrell Road and west of Toolern Creek by the careful placement of adverse land uses.
- Consider a precinct based design approach in the employment lands given the size of the area. (This notion is also supported by recommendations for land uses in the PSP).
- Appropriately consider the constraints, buffers and land uses around the former Melton landfill site, 41-53 Abey Road and the Melton Recycling Facility.
- Ensure a diversity of lot sizes in the Employment land to accommodate a variety of uses and building types.
- Carefully follow the detailed urban design recommendations outlined in the PSP.
- Follow necessary controls as outlined in 4.1.5 Former Melton Landfill, 4.1.6 41-53 Abey Road and 4.1.7 Melton Recycling Facility to ensure appropriate interfaces and compatible land uses.
- Respect habitat for threatened species as outlined in 4.1.8.
- Be aware of native orchid population and translocation possibilities.

- Be aware of areas requiring a Conservation management Plan as referenced in 4.1.8.
- Emphasise Toolern Creek as a natural feature.
- Ensure appropriate transitions and buffers are provided between any residential development in the Mixed Use zoned land, and any incompatible uses within the Commercial 2 Zoned land.
- Ensure that residential outcomes within the Mixed Use zoned land do not compromise the potential future uses within the Commercial 2 zoned land.
- Ensure appropriate amenity for residential uses located within the Mixed Use zoned land, including open space provision.
- Ensure appropriate amenity buffers from the Western Freeway for residential uses within the Mixed Use zoned land.
- Ensure that any existing environmental constraints/buffers/overlays are treated/investigated appropriately prior to any residential or sensitive use commences.

7.1.4 Other

- Undertake investigations into acoustic impacts along the Melbourne-Ballarat Railway line, consistent with other gazetted PSPs within the City of Melton.

7.1.5 Recommendations from Consultation

Below are some of the key and actionable recommendations that stemmed from consultation efforts.

- Make contact with key landowners who were not present during the Stakeholder Summit.
- Make contact with key stakeholders to confirm future plans for UDF areas including Transport for Victoria , Melbourne Water, DOJR and Department of Health and Human Services (in regards to the health precinct).
- Investigate and confirm proposed land uses as outlined in the current Town Centre UDF. Specifically consider those potential catalyst development opportunities (such as emergency services facilities, justice precinct, health precinct).
- Liaise with traditional owners.
- Ensure an integrated approach to the town centre, open space, natural environs and public transport
- Explore housing diversity options to better address density and affordability.
- Investigate options for co-location of services (particularly Council facilities) .
- Resolve how Main Street will accommodate cars and buses without compromising pedestrian connections and access.
- Review parking requirements to ensure compatibility with the spirit of the UDF objectives.
- Ensure that the UDF allows for adequate land to accommodate future utilities and other assets. Review and incorporate the most recent Melbourne Water Drainage Services Scheme (DSS).
- Consider character, specifically how to create it and how to make Toolern competitive against other centres such as Rockbank and Melton.
- Utilise the rail corridor for additional uses such as cycle way and habitat.
- Increase use of recycled water and therefore reduce use of potable water.

- Throughout the design process address integration of different parts of UDF, connectivity across train line, impacts of grade separation and general interface issues.
- Foster, create and embed a sense of identity through the design process .
- Review Transport for Victoria's Movement and Place Framework once it has been completed.
- Investigate grade separation options.
- Consider careful staging to ensure development success.
- Review connections and access across railway line and integrate with wider precinct.
- Incorporate water sensitive design.
- Ensure good pedestrian links throughout both UDF areas.
- Integrate new uses with established uses.
- Interface positively with Toolern Creek.

7.2 Aspirations

The following points outline the broad strategic direction while the more detailed recommendations continue to be developed and shaped throughout the design process.

- **Be current.** For Toolern to be highly successful as an Employment area it will be important to learn from what is being done elsewhere. Setting the bar high for employment areas in Victoria should be a focus of the project. For example, investigating the possibility of an innovation district such as Tonsley, or partnering with a university might give Toolern a competitive edge. In the same vein, updating the current Town Centre UDF to reflect current trends will also be key to its competitiveness in the marketplace.
- **Be realistic.** If a key use in the Toolern Town Centre UDF appears unlikely in short term, it's critical to make the difficult decision to ensure that something else takes its place. The UDFs must be rooted in economic realities. For example, it will be important to utilise the connections with anchor retail to determine the best approach for creating a town centre that can be realised in the near future. Understand Council's commitment to developing in the Town Centre.
- **Be forward-looking.** Make the environment and sustainability a focus not an add-on. Highlight environmental design and sustainability as a key feature in all aspects of the UDFs and ultimately the development.
- **Create a truly multi-modal environment.** It's inevitable that trucks will be a key piece of these UDF areas which means that the goal must be to create a road network that is appealing to all users - drivers, cyclists, public transport users and pedestrians. The better integration of the train station into the town centre and beyond will also be critical. Abey Road and Ferris Road in particular need to function at multiple levels but they also need to be highly attractive and appealing streets given their role as the major conduits into the site.
- **Maintain high standards.** The land must accommodate both a Town Centre and industry so it is critical that the design guidelines are stringent enough to maintain high standards so that the industrial lands do not detract from the Town Centre.

- **Be bold.** This is the chance to push the status quo. For example the City of Melton Retail and Activity Centres Strategy suggests that there is opportunity to investigate higher density housing and the location of major new social infrastructure and government investment within the Study Area.

APPENDIX 1: BENCHMARKING

APPENDIX 2: TOWN CENTRE REVISED STRUCTURE

APPENDIX 3: MOVEMENT AND TRANSPORT TECHNICAL REPORT

APPENDIX 4: ECONOMICS TECHNICAL REPORT

APPENDIX 5: COMMENTS MATRIX
